

Development Control Committee

Schedule of Applications
for
Planning Permission

SPECIAL



1st March 2002

**Applications Entered on Committee Schedule –
Date of Committee 01/03/02**

| Item No | Application No/ Schedule | Location | Page No. |
|--------------------|-------------------------------------|--|-----------------|
| 1. | Report No. EN.025/02 | | 1 |
| 2. | 01/1046 | L/A bounded by Rome St/Currock St & Railway Line. | 89 |

CARLISLE CITY COUNCIL

Report to:- **Development Control Committee**

Date of Meeting:- 1 March 2002

Agenda Item No:-

| Public | Operational | Delegated: Yes |
|--------|-------------|----------------|
|--------|-------------|----------------|

Accompanying Comments and Statements

Environmental Impact Statement:

No

No

Corporate Management Team Comments:

No

No

City Treasurers Comments:

No

No

City Solicitor & Secretary Comments:

No

No

Head of Personnel Services Comments:

No

No

Title:-

CURROCK ROAD (01/1046) AND OTHER BULKY GOODS RETAIL STORES IN LONDON ROAD- BACKGROUND REPORT

Report of:-

Director of Environment and Development

Report reference:-

EN.025/02

Summary:-

This Report provides an introduction and policy overview for the consideration of application 01/1046 and reviews additional evidence provided by JMP on behalf of Consolidated Northstar Properties Ltd together with an independent Report prepared by W A Fairhurst & Partners commissioned by the City Council.

Recommendation:-

It is recommended that the content of this report be noted and considered during the consideration of planning application 01/1046.

Mike Battersby

Director of Environment & Development

Contact Officer: Alan Eales

Ext: 7170

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: Applications 01/0201, 01/1046 and 01/01124, PPGs 4, 6 & 13, The Cumbria and Lake District Joint Structure Plan, Carlisle District Local Plan, W A Fairhurst & Partners Report and responses to that report from interested parties

1.0 INTRODUCTION

- 1.1 The following Report on application 01/1046 (Currock Road) provides a detailed recommendation for the application. The purpose of this Report is to provide a basis on which Members can consider the application and reconsider the previous decision to approve application 01/0201, subject to a Section 106 Agreement, against the Policy background for such stores.
- 1.2 Members will recall that at the meeting on the 24 August 2001 they considered Report EN.153/01 (reproduced in Appendix 1) together with separate Reports on applications 01/0360 (Currock Road) and 01/0201 (London Road). At the meeting it was recommended:
- (1) That the contents of the Director's Report be noted and considered during the consideration of the two Planning Applications 01/0360 and 01/0201.
 - (2) That should the Sub-Committee be mindful to approve either of the two applications, the application be:-
 - (a) advertised as a departure from the Development Plan, and
 - (b) be referred to the Secretary of State under the provisions of the Town and Country Planning (Shopping Development) (England and Wales) No 2 Direction 1993.
- 1.3 Following consideration of both applications and after a vote was taken on each it was:

"RESOLVED –

- (1) That this Sub-Committee is minded to approve Application 01/0201 in respect of the Bendalls London Road site subject to the conditions as circulated at the meeting and detailed in the Schedule of Decisions attaching to these Minutes, and to either a planning condition or Section 106 Agreement as considered appropriate by the City Solicitor

and Secretary to require Bendalls to occupy a further site in Carlisle prior to redevelopment of the London Road site taking place.

- (2) That the decision taken in Resolution (1) above be advertised as a Departure from the Development Plan and referred to the Secretary of State under the provisions of the Town and Country Planning (Shopping Development)(England and Wales) No.2 Direction 1993.
- (3) That Application 01/0360 in respect of the Currock Road site be refused for the reason stated in the Schedule of Decisions attaching to these Minutes."

- 1.4 The matter was advertised as a Departure to the Development Plan and referred to the Secretary of State under the provisions of the Town and Country Planning (Shopping Development)(England and Wales) No.2 Direction 1993. The application was advertised as a Departure on the 31 August 2001 and referred to the Secretary of State on the 28 August 2001. The Government Office replied on the 25 September 2001 stating that **"the application does not appear to raise issues which should be determined by the Secretary of State for the Transport, Local Government and the Regions. Therefore your Council are hereby authorised to decide the application as they see fit."**
- 1.5 Work on the Section 106 Agreement is the subject of detailed negotiation and seeks to ensure that Bendalls Engineering relocate to another site within Carlisle District before redevelopment of the site can commence. An alternative site at Kingmoor Park was approved at the Development control Committee on the 1 February 2002.
- 1.6 Report EN.153/01 referred to the issue of the Goods Avoidance Line on the Currock Road Site. This issue is referred to in the Report on application 01/1046 under Details of the Proposal paragraph i. Goods Avoidance Line. This confirms that an underpass is a technically feasible option and that Railtrack and the Strategic Rail Authority will withdraw their objections provided a Section 106 agreement is agreed which commits the developer to providing the underpass in the event of the line being reopened.
- 1.7 The Council's Conservation Section has been contacted by Eric Martlew M.P concerning the historical importance of a range of brick and slate roofed buildings situated at the base of the bank running down from London Road. The buildings were examined and it is considered that although they were built as part of the

Carlisle-Settle Railway Line they are not significant enough to be "Listed" but they are important from a social and historical perspective.

- 1.8 The application is in "outline" and all matters are reserved. Nonetheless, a schematic layout plan was submitted for information and has been used to address matters such as access, levels and drainage. The applicants were contacted and it was suggested that the sketch layout plan of the site's development be amended to show how the range could be retained. That has been undertaken and involves some minor works to the access as originally shown. The Highway Authority has confirmed these changes are acceptable subject to provision being made for strengthened pedestrian links from bus stops to the store entrance. A planning condition is recommended that includes the requirement for these details.
- 1.9 Following the consideration of the applications in August, Consolidated Northstar Properties Ltd, submitted additional information from their Transport Consultants JMP with regard to the accessibility of their Currock Road site. The JMP Evidence prepared for the then proposed Inquiry in to the non determination of application 00/0836 claimed that the Council had incorrectly addressed the issue of the accessibility of the respective sites and purported to suggest that the Currock Road site was more accessible by public transport and better located to attract linked shopping trips than the Bendalls site. The Summary Proof of Evidence is contained in Appendix 2. A copy of the full Proof of Evidence is in the Members Room.
- 1.10 The Council decided that it required an independent analysis of both the additional information and the respective accessibility levels of the two competing sites and commissioned W A Fairhurst and Partners to carry out this work. The Report is contained in Appendix 3. The scope of the study was extended by the Council to include an accessibility assessment of application 01/1124 submitted by Coralsands on the 4 December 2001, on land to the south west of London Road opposite the Bendalls site.
- 1.11 The Coralsands application is not able to be determined at the present time as further details are required including retail and traffic impact studies. Nevertheless comparative accessibility issues can be assessed.
- 1.12 A copy of the Report from W A Fairhurst and Partners has been circulated to Taylor and Hardy acting on behalf of Bendalls and Stainsby Grange, Phoenix Architects acting on behalf of Coralsands and to Consolidated Northstar Properties the

applicants for the Currock Road site. Their responses to the Fairhurst Report are reproduced in Appendices 4, 5 and 6 respectively.

2.0 THE PROPOSALS

2.1 Before considering the new issues raised by Consolidated Northstar Properties Ltd and Coralsands it is perhaps helpful to consider what is included in the applications. All the applications are similar in that:

- 1) they seek planning permission for the erection of a DIY/bulky goods non-food retail store of 9,290 sq.m together with an 1858 sq.m building material area and 2,323 garden centre;
- 2) they are all out of centre stores; and
- 3) they all involve the redevelopment of brownfield land.

2.2 The policy background to the Bendalls and Consolidated Northstar Properties Ltd applications are detailed in Section 2.0 of Report EN.153/01 (Appendix 1). It is not considered necessary to repeat those in this report. The conclusions to that Report were as follows:

“3.0 CONCLUSIONS

3.1 The comparison of these two sites against planning policy is finely balanced and each site has different advantages and disadvantages.

3.2 In retail policy both sites are out of centre sites and in such circumstances should be considered against the accessibility by a choice of means of transport. Although the Currock Road site is closer to the City Centre and has potential for linked trips to neighbouring retail stores it is poorly served by public transport. London Road is further away from the city centre, has less opportunity of linked trips to similar stores. It is, however, on a major radial route from the M6 to the city centre, is served by 11 bus services every hour and recent traffic management measures have given buses priority and improved cycling provision. In these circumstances it is considered the London Site has an advantage.

3.3 In employment policy terms the Currock Road Site includes land allocated under Policy EM5 which permits retail development. Part of the remainder of the site is white land but the remainder as with the London Road Site is allocated under Policy EM2, a protectionist policy, which does, however,

allow for exceptions for redevelopment for other uses. Under these policies it is considered that Currock Road has an advantage.

- 3.4 However, the relocation of existing employment financed from the redevelopment of a site is a material planning consideration and because of the importance of providing Bendalls with the opportunity to expand, diversify and potentially employ additional people on a new site at Kingmoor Park it is considered that this consideration outweighs the policy advantage of Currock Road.
 - 3.5 In transport policy terms it is already considered under retail policy that the London Road Site has a slight advantage and when linked to the strong objections to the potential severance of the goods avoidance line the development of the London Road site is considered more appropriate.
 - 3.6 It is accepted that both sites are brownfield land but the Currock Road site contains both vacant and contaminated land that would be brought into beneficial use through the redevelopment of the site.
 - 3.7 It is considered when both sites are judged against national and development plan policies and other material planning considerations that the London Road site is considered more appropriate for the development of a large format DIY store.
 - 3.8 If Members agree with this position any permission for the London Road site must be linked to a Section 106 Agreement that would require Bendalls to occupy the site at Kingmoor Park before redevelopment of the London Road site could commence."
- 2.3 The Coralsands site to the south west of London Road, opposite the Bendalls site has similar characteristics to the other two sites and needs to be judged against the same policy background as the other two sites. In terms of Retail Policy the Coralsands site is considered to be an out of centre site.
 - 2.4 It is adjacent to London Road, a main radial route linking the City Centre to the M6 and has 14 buses hourly passing the site on a weekday. In this it is similar to the Bendalls site but the entrance to the proposed store is considerably further from the existing bus stops on London Road.

- 2.5 The indicative drawings accompanying the application indicate a variety of additional uses including a foodstore, business park and residential. Although not forming part of the application the response from Phoenix Architects to the Fairhurst Report (Appendix 5) does refer in paragraph 6 to the indicative drawing and the triggering of "further comprehensive development". Although residential and business park may be acceptable uses for the site the development of a 4,000m² retail foodstore in that location would be contrary to local and national policy guidance.
- 2.6 The Coralsands site is allocated in the Carlisle District Local Plan partly as a Mixed Commercial Area under Policy EM5, which does permit retail development subject to criteria and partly as "white land". Therefore in Employment Policy terms it has an advantage over the Bendalls site.
- 2.7 The Coralsands site is similar to the Bendalls site when judged against transport policy with the exception that the store entrance is much further away from the bus stops on London Road and as will be seen later in the Report not as accessible.
- 2.8 As with the other two sites the Coralsands site is a brownfield land but as with the Currock Road site it is partly vacant.
- 2.9 As stated in the conclusions to Report EN.153/01 the comparison of the two sites against policy is finely balanced with each of the sites having different advantages and disadvantages. This conclusion can be extended to include the Coralsands site.

3.0 ASSESSMENT OF SITES IN TERMS OF ACCESSIBILITY

- 3.1 The issue raised in the JMP Report prepared on behalf of Consolidated Northstar Properties Ltd as part of their evidence for the withdrawn planning inquiry is the accessibility of the sites for public transport, linked trips and pedestrians.
- 3.2 Appendices 2, 3, 4, 5 and 6 contain a considerable amount of detailed and often conflicting evidence on accessibility. Before looking at this information in some detail it is important to consider the advice given in PPG6 Town Centre and Retail Developments.
- 3.3 In Section 4 of PPG6 dealing with the assessment of new retail development there are three paragraphs dealing with the issue of accessibility. The first suggests that to meet this requirement development should usually be located "in or next to town

centres or in other locations which are well served by public transport, or are easily accessible on foot and bicycle".

- 3.4 For new retail development away from town centres there is a requirement for local planning authorities to identify and appraise its likely accessibility by a choice of means of transport. Paragraph 4.7 states:

"4.7....Such developments should be genuinely accessible by other modes, so that a significant proportion of customers and staff will be able to get to the development by means other than the car.

4.8 For new retail developments, local planning authorities should seek to:

- **Establish whether public transport will be sufficiently frequent, reliable, convenient and come directly into or past the development from a wide catchment area;**
- **.....; and**
- **Ensure that the development is easily and safely accessible for pedestrians, cyclists and disabled people from the surrounding area."**

- 3.5 Therefore the significant issues to be considered when considering the Fairhurst Report and the responses to that report are:

- genuinely accessible by modes other than the car;
- well served by public transport; which is
- sufficiently frequent, reliable, convenient and comes directly into or past the development from a wide catchment area; and
- easily and safely accessible on foot and bicycle.

- 3.6 The W A Fairhurst & Partners' Report (Appendix 3) considers these issues in detail under the headings of:

- Pedestrians;
- Public Transport;
- Linked trips; and
- Cyclists.

- 3.7 The Conclusions to the Report in Section 5.0 are reproduced below.

“5.0 Conclusions

- 5.1** The definition of an “acceptable” walking distance can be found in a number of publications and documents, each suggesting a different value between 200 and 800 metres depending upon the location, situation and trip type.
- 5.2** Using maximum walking distances of 400 and 640 metres to the store entrances, the London Road (east) store would be accessible on foot to a greater number of local residents than either the Currock Road Store or the London Road (west) site, as shown on Figure 1.
- 5.3** The accessibility of the three competing sites by public transport is not a straightforward matter, and positive and negative aspects of each have to be considered before a conclusion as to which is best served can be made.
- 5.4** The London Road (east) site has a much better Public Transport Accessibility Index (PTAL) than the other two sites at a maximum walking distances to a bus stop of up to 400 metres. Over 600 metres maximum walking distance, the Currock Road site generally has the best PTAL Index. Between these two distances, the London Road (east) site generally has the best Accessibility Index. The PTAL analysis was developed in London, and the PTAL Development Group now comprises a number of London Boroughs and other organisations in London. There are no organisations from outside London in the PTAL Development Group. The PTAL analysis sets the maximum acceptable walk distance to bus stops at 640 metres and to rail stations at 960 metres. However, it is known that average walking distances are greater in London than in smaller towns and cities (IHT “Guidelines for Providing for Journeys on Foot” paragraph 2.20). Setting the maximum walking distance to a bus stop of 600 metres (only a few metres less than 640 metres) results in the London Road (east) site having a better PTAL Index than the other two sites.
- 5.5** This combined with the complete lack of any service within the 600 metres of the Currock Road store entrance outside the hours 0725 –

1823 (Monday to Saturday) and of any service at all on Sundays, and with the small residential catchment area served by the one bus that does run during those hours (see figure 2), leads to the conclusion that the London Road (east) site does overall have better access to public transport.

- 5.6 Considering linked trip, although such trips to the City Centre are possible from all three sites, the distances involved mean that they are unlikely from either.
- 5.7 However, linked trips to retail outlets adjacent to each store are more likely from the Currock Road store than from the London Road stores.
- 5.8 Cycle lanes currently exist on London Road in the vicinity of the London Road sites. There are no designated cycle routes or lanes in the vicinity of the Currock Road site. The London Road sites will therefore be more accessible for cyclists.
- 5.9 There are cycle routes proposed in the Carlisle City Local Plan in the vicinity of the London Road (west) site and the Currock Road site.
- 5.10 Overall, when comparing the Currock Road site with the London Road (east) site, the conclusion reached in Paragraph 3.2 of the Carlisle City Council report EN.153/01 presented to the Planning and Land Use Sub Committee meeting of 24 August 2001 is, in general, correct.

In retail policy both sites are out of centre sites and in such circumstances should be considered against the accessibility of a choice of means of transport. Although the Currock Road site is closer to the City Centre and has potential for linked trips to neighbouring retail stores it is poorly served by public transport. London Road is further away from the city centre, has less opportunity of linked trips to similar stores. It is, however, on a major radial route from the M6 to the City Centre, is served by 11 bus services every hour and recent traffic management measures have given buses priority and improved cycling provision. In these circumstances it is considered the London Road Site has an advantage.

The only minor change that could be made to the text would be to replace "poorly served" by "less well served" in the second sentence,

and to replace “11 bus services every hour” by “14 bus services per hour on a weekday, 12 per hour on a Saturday and 5 per hour on a Sunday.”

- 3.8 A copy of the Report from W A Fairhurst and Partners has been circulated to Taylor and Hardy acting on behalf of Stainsby Grange and Bendalls, Phoenix Architects acting on behalf of Coralsands and to Consolidated Northstar Properties the applicants for the Currock Road site. Their responses to the Fairhurst Report are reproduced in Appendices 4, 5 and 6 respectively.
- 3.9 The response from Taylor and Hardy is reproduced in Appendix 4. The letter addresses two matters:
- Firstly whether Bendalls relocation, and the need to obtain a premium value for their existing site to fund this relocation, is a material planning consideration; and
 - Secondly, which site is better served by public transport.
- 3.10 The first issue in part at least refers to correspondence from Consolidated Northstar, which cast doubt on the intentions behind the Bendalls application (this correspondence is reproduced in Appendix 7) together with a letter from Bendalls Engineering dated the 28 November 2001 which takes issue with several points raised in Consolidated Properties letter and rebuts them.
- 3.11 An application to relocate Bendalls to Kingmoor Park was approved at the Development Control Committee on the 1 February and a draft legal agreement has been prepared in accordance with the Resolution of the 24 August 2001. Even if the concerns of Consolidated Northstar were justified and there is no evidence to suggest that they are the Section 106 Agreement will ensure that work on the store cannot commence until Bendalls have relocated to Kingmoor Park and are operational. It was accepted in the previous Report that the funding of a relocation in this situation was a material consideration. It is considered that this still applies.
- 3.12 In general the Report is supportive of the Fairhurst Report although there are a number of additional points raised. These include:
- That as the bus services along London Road go to the heart of the City Centre there is the opportunity to link directly to other bus services that serve the whole urban area;

- References to particular paragraphs in PPG6 including paragraph 1.1 which refers to the need for shops “... to which people have easy access by a choice of means of transport” and paragraph 3.3 referring to comparison shopping of the type proposed where local planning authorities should seek locations “...easily accessible by a choice of means of transport”;
- References to appropriate walking distances that confirm the stance taken by the Fairhurst Report;
- Criticism of the Fairhurst Report for taking a simplistic approach with regard to linked trips that did not take into account linked trips to a similar type of store such as Focus in St Nicholas Gate but rather the greater number of smaller stores closer to Currock Road.

3.13 The Phoenix Architects response is reproduced in Appendix 5. The response raises a number of issues which appear to be;

- Criticism that Fairhurst were given insufficient time to properly consider their site. This is not correct, it is correct that they were not asked to undertake an analysis of the Coralsands until the 15 January but much of the PTAL work had been set up and it was a relatively straightforward task to consider another site and the timescale for producing the study was extended;
- A suggestion that additional criteria should be introduced to increase walking distance because of the pleasantness of the journey, which ignore PPG guidance and the basis for PTAL analysis.
- Insufficient time to respond to detailed matters as the matters were not contained in the supporting statement to their application. The Coralsands application as noted earlier is not accompanied by either a transport impact assessment or retail impact assessment and therefore is not able to be brought before members for a decision.
- Criticism of the approach to linked trips undertaken by Fairhurst, which appears to misunderstand of what is meant by linked trips.
- Objection that the indicative layout accompanying the application is not taken into account

3.14 It is difficult to comment in any detail on some of these criticisms, which appear to be based on a misunderstanding of the purpose of the Fairhurst Report. The Report quite clearly states in paragraph 0.10 that the City Council commissioned W A Fairhurst and Partners to carry out an independent analysis of both the additional information and the respective accessibility levels of the first two competing sites in order that the significance can be assessed. The need for this report is that the

decision on the applications was finely balanced and the deciding factor was considered to be the accessibility by alternative means of transport.

3.15 The response from JMP on behalf of Consolidated Northstar Properties Ltd is contained in Appendix 6. The response raises the following issues:

- Acceptable walking distances and argues in paragraph 2.2 that the Institution of Highways and Transportation's (IHT) "Guidelines for Providing for Journeys on Foot" states that 800 metres is an acceptable walking distance. Therefore the Currock Road site is within acceptable walking distance. This is not disputed but the same table suggests that 400 metres is the desirable walking distance. Various paragraphs in PPG6 state that there should be easy access by a variety of means of transport and paragraph 4.8 refers specifically to development that is easily accessible by pedestrians. In these circumstances and when a site is available within 400 metres it is only reasonable to prefer the site within desirable walking distance.
- The opportunity for linked trips is of importance to the comparison of the three sites. In paragraph 3.3 it is stated that the sequential test in PPG6 requires planners to give preference to development in the centre, then on the edge of centre and then within reasonable walking distance of the centre. I can find no such reference to the latter part of this contention and earlier references to PPG6 above refer to **"locations which are well served by local transport, or are easily accessible on foot or bicycle."** Paragraph 3.2 continues by identifying the distances from the Currock Road site to various locations within the city centre most of which are all within the "acceptable" walking distance identified within the IHT Guidelines. The same Guidelines, however, state in paragraph 3.3 that "Planning Policy Guidance Note 6 states that the acceptable distance from a supermarket car park to the town centre is about 200 – 300m. This is detailed in Annex A to PPG6 and refers to edge of centre for shopping purposes and which enables **"one trip to serve several purposes"** or linked trips. Therefore the assertion that these distances are acceptable is incorrect in terms of PPG6. It is recognised in the Fairhurst Report that there are a number of other retail warehouses within 300 metres of the Currock Road site and that the distance from other stores to the London Road (east) site and London Road (west) are between 430 and 630 metres and 740 and 940 metres respectively. This point is recognised in paragraph 5.7 of the conclusions to the Fairhurst Report but does not, after taking all matters into consideration, alter their overall conclusion.

- The assertion in Section 4 on Public Transport and in particular that Currock Road has a better PTAL Index is again based on "acceptable" rather than the "desirable" walking distances. As stated above it is appropriate when a site is available within the "desirable" walking distance to use those PTAL Indices, which clearly show that the London Road (east) site is preferable. Even though the Currock Road site is within "acceptable" walking distance the London Road (Bendalls) Site is within "desirable" walking distance of public transport and therefore must be considered a more accessible location. This is summarised in paragraph 2.5.13 of the Fairhurst Report.
- 3.16 The conclusion of the JMP Response that the conclusion of the Fairhurst Report is not supported by the facts, the technical advice or the analysis set out in their Report is only correct if "acceptable" walking distances are used. If the "desirable" walking distances are used, which are more in keeping with PPG6 advice, the Fairhurst Report's concluded that the overall conclusion of Report EN.153/01 was correct and the London Road (east) Bendalls site is more accessible.

4.0 CONCLUSIONS

- 4.1 The reason for this Report is to address the additional information submitted by JMP and to address the relocation issue. The JMP submission raised important issues and in order to investigate them properly the Council commissioned W A Fairhurst & Partners to provide an independent assessment of the evidence.
- 4.2 From the evidence provided by the W A Fairhurst and Partners Report and on examining the responses to that Report from Taylor and Hardy, Phoenix Architects and JMP there is no justification for the Committee to change its decision of the 24 August 2001, which was:

"RESOLVED –

- (1) That this Sub-Committee is minded to approve Application 01/0201 in respect of the Bendalls London Road site subject to the conditions as circulated at the meeting and detailed in the Schedule of Decisions attaching to these Minutes, and to either a planning condition or Section 106 Agreement as considered appropriate by the City Solicitor and Secretary to require Bendalls to occupy a further site in Carlisle prior to redevelopment of the London Road site taking place.

- (2) That the decision taken in Resolution (1) above be advertised as a Departure from the Development Plan and referred to the Secretary of State under the provisions of the Town and Country Planning (Shopping Development)(England and Wales) No.2 Direction 1993.
- (3) That Application 01/0360 in respect of the Currock Road site be refused for the reason stated in the Schedule of Decisions attaching to these Minutes."

5.0 RECOMMENDATION

It is recommended that the content of this report be noted and considered during the consideration of planning application 01/1046.

Mike Battersby
Director of Environment and Development

Contact Officer: Alan Eales

Ext: 7170

EN.025/01

Appendix 1

Report EN.153/01

CARLISLE CITY COUNCIL

Report to:- **Planning and Land Use Sub-Committee**

Date of Meeting:- 24th August 2001

Agenda Item No:-

| Public | Policy | Delegated: Yes |
|--------|--------|----------------|
|--------|--------|----------------|

Accompanying Comments and Statements

| | Required | Included |
|--------------------------------------|----------|----------|
| Environmental Impact Statement: | No | No |
| Corporate Management Team Comments: | No | No |
| City Treasurers Comments: | No | No |
| City Solicitor & Secretary Comments: | No | No |
| Head of Personnel Services Comments: | No | No |

Title:- **CURROCK ROAD (01/0360) AND LONDON ROAD
(BENDALL'S) (01/0201) APPLICATIONS -
BACKGROUND REPORT**

Report of:- **Director of Environment and Development**

Report reference:- **EN.153/01**

Summary:-

This Report provides an introduction and policy overview for the consideration of the applications for bulky goods retail stores at Currock Road and London Road.

Recommendation:-

It is recommended that:

- 1) The contents of this report be noted and considered during the consideration of the two planning applications 01/0360 and 01/201; and
- 2) If Members are mindful to approve either of the two applications, the application be:
 - a) advertised as a Departure from the Development Plan; and
 - b) referred to the Secretary of State under the provisions of the Town and Country Planning (Shopping Development) (England and Wales) No.2 Direction 1993.

Mike Battersby
Director of Environment and Development

To the Chairman and Members of

EN.153/01

Planning and Land Use Sub Committee

1.0 INTRODUCTION

- 1.1 The following two Reports on applications 01/0360 (Currock Road) and 01/201 (London Road) provide detailed recommendations for those applications. The purpose of this Report is to provide a basis on which Members can consider both applications against the Policy background for such stores.
- 1.2 As Members will be aware they considered Report EN.114/01 Application 00/0836 - L/A Currock Street/Rome Street, Carlisle at the Sub-Committee on the 3rd August 2001. That application is the subject of an appeal against non-determination and the purpose of the Report was to consider what the Council's decision on the application would have been had the Sub-Committee been determining it. The recommendation was that the application be opposed on the grounds that it would prejudice the implementation of the goods avoidance line.
- 1.3 The application 01/0360 is a twin tracked application that allows the City Council to determine a similar application to that to be considered at the forthcoming Inquiry. If Members approve this application, the non-determination inquiry can be withdrawn.
- 1.4 The Report will, however, consider both applications against the relevant, National, Structure and Local Plan Policies and other material planning considerations. Both applications are similar:
 - 1) they both seek planning permission for the erection of a DIY/bulky goods non-food retail store of 9,290 sq.m together with an 1858 sq.m building material area and 2,323 garden centre;
 - 2) they are both out of centre stores; and
 - 3) they both involve the redevelopment of brownfield land.
- 1.5 Owing to these similarities the decision on the applications is likely to be finely balanced and the Carlisle District Retail Study 2000 suggests that there is capacity for only one such store. In these circumstances the Committee has to consider which application best meets the planning policies relevant to the site together with other material planning considerations.

2.0 PLANNING POLICY

- 2.1 There are three main areas of planning policy relating to retail, employment and transport that are particularly relevant to these two applications. Guidance is provided by national planning policy guidance and the development plan, which consists of the Cumbria and Lake District Joint Structure and the Carlisle District Local Plan.
- 2.2 The detailed reports on each of the applications being considered include the relevant Structure and Local Plan Policies and it is therefore not necessary to repeat them here. The Report will, however, examine the relevant policy guidance to enable comparison of the two applications.

Retail Policy

- 2.3 National retail policy is outlined in PPG6 Town Centres and Retail Development. The relevant development plan policies are Policy 49 Large Retail Stores of the Structure Plan and Policy S2 - Large Stores and Retail Warehouses of the Carlisle District Local Plan although it is recognised that the Structure Plan Policy pre-dates PPG6.
- 2.4 PPG6 requires that the retail proposals contained in these two applications should be considered in accordance with the sequential approach. This approach means that first preference for the location of development should be in town centres, followed by edge of centre sites, district and local centres and only then out of centre sites accessible by a choice of means of transport. Out of Centre Sites are defined as these being in excess of reasonable walking distance carrying heavy shopping and this is taken to be within 300 metres of the primary shopping area.
- 2.5 Both sites are in excess of 300 metres of the City Centre Shopping Area defined in the District Local Plan. They are both further away from the Primary Shopping Area of English Street. Both therefore must be considered out of centre sites but it is accepted that the Currock Road Site is closer to the City Centre than the London Road Site.
- 2.6 There are, however, no other suitable sites within or on the edge of the City Centre. The Carlisle Retail Study identified two larger sites, Bothergate and the Lower Viaduct, which were either City Centre or edge of centre sites. Both these sites have planning consents for retail or leisure developments, which are acceptable on planning policy grounds. They are therefore not available for development and if this type of development is required it has to be located on an out of centre site.
- 2.7 In these circumstances it is therefore necessary to consider the accessibility of the sites in relation to alternative means of transport.

- 2.8 The Currock Road Site is located on the far side of the unfinished part of the inner ring road comprising Crown Street, James Street, Victoria Viaduct and Junction Street. Although it is on this route it is only served by 2 buses an hour. There are no particular cycle routes in close proximity of the store although a proposed cycle route under Policy T15 of the District Local Plan follows the goods avoidance line. The location of the proposal close to other retail warehouses may provide opportunities for linked trips.
- 2.9 The London Road Site is on a main radial route linking the City Centre to the M6 Motorway. There are 11 buses hourly past the site and recent traffic management measures provide bus priority and improved cycle facilities. Linked trips to St Nicholas Gate Retail Park could occur.
- 2.10 Ministerial statements also require the demonstration of need for additional stores. The Carlisle Retail Study 2000 commissioned to inform the review of the District Local Plan and guide decisions on planning applications prior to the review established that there was a need for a new large format DIY store. Either store would provide that improvement.
- 2.11 In retail policy terms there is a need for a large format DIY store. Both sites provide for that need. There are no suitable in town or edge of centre sites capable of accommodating such a store. Both applications relate to out of centre sites where accessibility by a choice of means of transport is important in making a judgement.
- 2.12 The Currock Road Site is closer to the City Centre and provides a greater opportunity of linked trips to nearby retail development but is poorly served by bus routes and specialised cycle provision.
- 2.13 The London Road Site on the other hand is further away from the City Centre, provides some opportunities for linked trips to St Nicholas Gate but is served by 11 bus services an hour along a main radial route into the City Centre with bus priority measures and improved cycle facilities.

Employment Policy

- 2.14 National Planning Policy detailed in PPG4 Industrial and Commercial Development and Small Firms recognises that the need for the promotion of economic activity is a material planning consideration and that there needs to be a range of sites available for economic development.

- 2.15 Structure Plan Policies 33 - Range of Employment Sites, Policy 34 - Protection of Employment Sites and Buildings and Policy 35 - Expansion of Existing Industrial Premises generally reflect this policy. Policy 34 - Protection of Employment Sites and Buildings normally resists the reuse of existing employment sites for other alternative uses but the Structure Plan Authorities do recognise that there may be occasions, particularly where there is an adequate supply of employment land for the development of alternative uses.
- 2.16 The Carlisle District Local Plan follows this generally protectionist policy in Policy EM2 - Employment Land. The Policy, does, however, recognise in both the Policy and the Reasons/Explanation that there will be occasions where alternative uses will be appropriate including sites where there is little opportunity for expansion. The London Road site falls entirely within an area covered by Policy EM2. The Currock Road Site includes land subject to this Policy (51%), land covered by Policy EM5 - Mixed Commercial Area (19%) and white land (30%).
- 2.17 Policy EM5 does allow for retail development and therefore under development plan policy the Currock Road site does have an advantage in terms development plan employment policy.
- 2.18 There is recognition in case law that relocation financed from the redevelopment of a site that would result in greater efficiency or expansion is a material planning consideration. The Currock Road site is partly occupied and current occupiers would have to be relocated. This is not the prime reason for the retail proposal. The redevelopment of the London Road Site is, however, required to finance the relocation of Bendalls to a new site on Kingmoor Park. The redevelopment on Kingmoor Park would allow Bendalls to expand into new growth markets such as renewable energy, chemical transportation and direct export of its engineering expertise and hopefully create further job opportunities in Carlisle.
- 2.19 Therefore when considered against employment policy the Currock Road site is considered to be marginally more consistent as part of the site is allocated under Policy EM5, which permits retail development. Part of the Currock Road site and the whole of the London Road site is entirely within Policy EM2, which is a largely protectionist policy that allows for exceptions in certain circumstances. However, the development of the London Road site for retail would finance the development of an alternative site at Kingmoor Park. This is an important material planning consideration, which is considered to override the other policy considerations.

Transport Policy

2.20 PPG13 Transport establishes the objectives to integrate planning and transport at the national, regional, strategic and local level to:

- promote more sustainable transport choices for both people and for moving freight;
- promote accessibility to jobs, shopping, leisure facilities and services by public transport, walking and cycling; and
- reduce the need to travel by car.

2.21 The general principles on jobs, shopping, leisure and services in paragraphs 18 and 19 confirm that they are complementary to and do not replace the guidance in PPG6 (detailed above in paragraphs 2.3 and 2.13) and emphasises that the key planning objective is to "ensure jobs, shopping, leisure facilities and services are accessible by public transport, walking and cycling".

2.22 An important consideration in connection with the Currock Road site are the objections from the Strategic Rail Authority and Railtrack together with a number of other local authorities and freight organisations detailed in the Currock Road Report.

2.23 PPG 13 is quite specific in paragraph 45 that in preparing their local plans and in determining planning applications local authorities should "identify and, where appropriate, protect sites and routes, both existing and potential, which could be critical in developing infrastructure for the movement of freight ...and ensure that such disused transport sites and routes are not unnecessarily severed by new developments or transport infrastructure"

2.24 Unless the Currock Road developers can satisfactorily overcome these objections in connection with the potential re-instatement of the goods avoidance line around the Citadel Station (which forms part of the upgrading and improvement to the West Coast Mainline) these objections seriously prejudice the application at Currock Road in transport policy terms.

2.25 These objections together with the slight advantage in transport terms of the London Road site when weighed against advice in PPG6 detailed in the Section on Retail Policy places the Currock Road site at a serious disadvantage against transport policy objectives.

Brownfield Land and Contamination Issues.

- 2.26 Both sites are or have been developed and both are therefore brownfield land. Parts of the Currock Road site are vacant or underused and there are potential contamination problems in connection with the former British Gas site. Retail development of the site would potentially assist in the removal of this contamination and be consistent with national policy and both Structure Plan Policy 23 - Development of Unstable or Contaminated Land and Local Plan Policy E33 - Derelict Land.
- 2.27 The potential to de-contaminate land at Currock Road is a potential benefit of permitting development of that site.

3.0 CONCLUSIONS

- 3.1 The comparison of these two sites against planning policy is finely balanced and each site has different advantages and disadvantages.
- 3.2 In retail policy both sites are out of centre sites and in such circumstances should be considered against the accessibility by a choice of means of transport. Although the Currock Road site is closer to the City Centre and has potential for linked trips to neighbouring retail stores it is poorly served by public transport. London Road is further away from the city centre, has less opportunity of linked trips to similar stores. It is, however, on a major radial route from the M6 to the city centre, is served by 11 bus services every hour and recent traffic management measures have given buses priority and improved cycling provision. In these circumstances it is considered the London Site has an advantage.
- 3.3 In employment policy terms the Currock Road Site includes land allocated under Policy EM5 which permits retail development. Part of the remainder of the site is white land but the remainder as with the London Road Site is allocated under Policy EM2, a protectionist policy, which does, however, allow for exceptions for redevelopment for other uses. Under these policies it is considered that Currock Road has an advantage.
- 3.4 However, the relocation of existing employment financed from the redevelopment of a site is a material planning consideration and because of the importance of providing Bendalls with the opportunity to expand, diversify and potentially employ additional people on a new site at Kingmoor Park it is considered that this consideration outweighs the policy advantage of Currock Road.

- 3.5 In transport policy terms it is already considered under retail policy that the London Road Site has a slight advantage and when linked to the strong objections to the potential severance of the goods avoidance line the development of the London Road site is considered more appropriate.
- 3.6 It is accepted that both sites are brownfield land but the Currock Road site contains both vacant and contaminated land that would be brought into beneficial use through the redevelopment of the site.
- 3.9 It is considered when both sites are judged against national and development plan policies and other material planning considerations that the London Road site is considered more appropriate for the development of a large format DIY store.
- 3.10 If Members agree with this position any permission for the London Road site must be linked to a Section 106 Agreement that would require Bendalls to occupy the site at Kingmoor Park before redevelopment of the London Road site could commence.

4.0 RECOMMENDATION

4.1 It is recommended that:

- 1) The contents of this report be noted and considered during the consideration of the two planning applications 01/0360 and 01/201; and
- 2) If Members are mindful to approve either of the two applications, the application be:
 - a) advertised as a Departure from the Development Plan; and
 - b) referred to the Secretary of State under the provisions of the Town and Country Planning (Shopping Development) (England and Wales) No.2 Direction 1993.

Mike Battersby
Director of Environment and Development

Contact Officer: Alan Eales

Ext: 7170

Appendix 2

JMP

The Summary Proof of Evidence for the Currock Road site.

APPEAL BY CONSOLIDATED PROPERTY NORTHSTAR LTD

LAND AT CURROCK STREET AND ROME STREET, CARLISLE
FOR NON-FOOD RETAIL STORE (DIY / BULKY GOODS)
TOGETHER WITH ANCILLARY PARKING, LANDSCAPING
AND HIGHWAYS WORK

REFERENCE NUMBERS :
PLANNING INSPECTORATE : APP/E0915/A/01/1065964
CARLISLE CITY COUNCIL : 00/0836

SUMMARY PROOF of EVIDENCE
of IAN CAMERON
BEng CEng MICE FIHT
on BEHALF of
CONSOLIDATED PROPERTY
NORTHSTAR LTD

September 2001

CURROCK STREET CARLISLE

Access and Transport Evidence of Ian Cameron

SUMMARY of EVIDENCE

JMP Consultants Ltd
Blackfriars House
Parsonage
Manchester
M3 2JA

(Doc Ref: IC/MLG/M097206-013/26/09/01)

Contents

| | |
|---|---|
| 1. INTRODUCTION | 1 |
| 2. ACCESS PATTERNS | 3 |
| 3. PUBLIC TRANSPORT, PEDESTRIANS AND CYCLISTS | 5 |
| 4. ACCESSIBILITY ASSESSMENTS | 7 |
| 5. SUMMARY AND CONCLUSIONS | 9 |

1. Introduction

- 1.1 The proposals for the Currock Street site are illustrated in the Harris Partnership drawing enclosed at **Appendix 1**. This drawing has been reviewed by the Highway Authority and the access arrangements are confirmed to be acceptable in their letter copied at **Appendix 1**. Minor concerns about drainage will be removed during detailed design which is the proper time for such considerations.
- 1.2 The transport impacts of development have been addressed by transport consultants, Oscar Faber, and are set out in the TIA Report at **Appendix 2**. This Report demonstrates that transport impacts would be safely and efficiently accommodated on the Carlisle road network. The Report has been reviewed and accepted by the Highway Authority.
- 1.3 A Means of Access Report has been produced by JMP Consultants and is copied at **Appendix 3**. This Report shows that the development would comply with transport policy, would be well served by a choice of means of transport, would promote linked trips and would result in important transport related environmental benefits.
- 1.4 A Travel Plan Statement has been produced for the development by Oscar Faber. It demonstrates the commitment of the developer to promote the use of sustainable alternatives to the car.
- 1.5 Officers of the County and City Councils have confirmed that the Currock Street site is well placed to promote linked trips, whereas the Bendall's site is not. However, they have expressed, in their transport recommendations, a preference for the Bendall's site because they consider it to be better served by public transport. They suggest that the linked trips advantages of the Currock Street site are "of secondary importance".
- 1.6 I show in my evidence that these recommendations are flawed for two fundamental reasons:
 1. for bulky goods retail, linked trips are likely to result in more sustainable transport benefits than public transport trips; and

2. the Currock Street site is much better served by public transport than the Bendall's site.

Therefore, in sustainable transport terms the Currock Street proposals are far superior to the Bendall's alternative.

2. Access Patterns

- 2.1 Bulky goods shopping, by its nature, is heavily dependent on the use of a car or van to transport purchases. Typically around 95% of trips to large DIY stores are by this mode. The use of public transport is therefore limited to employees and to customers making light purchases, placing orders for home delivery or just browsing.
- 2.2 The distances people are prepared to walk for shopping trips is very variable. The latest guidelines offer a range of acceptable walking distances from 200m to 1200m. My observations in Carlisle suggest that 700m is an acceptable walk for many shoppers and that 1300m is not. I have therefore adopted 700m as a reasonable walking distance for my assessments. This fits comfortably within current guidance and reflects observed local patterns.
- 2.3 Acceptable public transport journey times are also variable. Based on local service schedules and travel patterns I have adopted 30 minutes as a reasonable duration for both bus and rail trips.
- 2.4 I have noted that linked trips are more beneficial in sustainable transport terms than public transport trips. This is firstly because there are far more bulky goods linked trips than public transport trips. Survey evidence that has been accepted at other inquiries shows that up to 50% or more of bulky goods trips are part of linked trips. At previous inquiries I have agreed 10% to 30% linked trips as a reasonable figure for the assessment of bulky goods retail proposals. This compares with around 5% public transport trips.
- 2.5 Secondly, linked trips result in major environmental savings because they replace two trips with one. This saving applies whether the trips are made by car or public transport. The environmental savings of public transport arise because buses and trains use less fuel and emit fewer pollutants per passenger kilometre than cars. Linked trips therefore eliminate a whole trip, while public transport just reduces the impact of the trip.

- 2.6 The County and City Officers are clear that the Currock Street site is well placed for linked trips, but the Bendall's site is not. I agree with this judgement because the Currock Street site is within reasonable walking distance of the Carlisle centre and other retail attractions, while the Bendall's site is not. Development of the Bendall's site could not, therefore, achieve the linked trip benefits that the Currock Street proposals would generate.

3. Public Transport, Pedestrians and Cyclists

- 3.1 The accessibility of the Currock Street site and the Bendall's site is illustrated by a series of figures and tables in Appendix 6.
- 3.2 Figure 6.1 shows the bus stops that are accessible from both sites. It also shows the proximity of the Currock Street site to the rail station, the Carlisle centre and other retail sites. There are four sets of stops within reasonable walking distance of the Currock Street site; on Currock Street itself, on Botchergate, on the Victoria Viaduct and at the rail station, all serving different routes. There is a set of stops on London Road, adjacent to the Bendall's store, serving the Botchergate routes, but no other bus routes are within reasonable walking distance.
- 3.3 Table 6.2 lists the bus services at reasonable walking distance from the Currock Street site and Table 6.4 lists the services at reasonable walking distance from the Bendall's site. The catchment area served directly by the Currock Street site bus services is illustrated in Figure 6.5. For those shoppers who combine the Currock Street store in a linked trip to Carlisle centre there are additional services available from the bus station and other stops in the centre. The additional catchment area for these services is illustrated in Figure 6.6. Finally, the catchment area of the Botchergate services that are accessible from the Bendall's site is illustrated in Figure 6.7.
- 3.4 The tables and figures clearly demonstrate that the Currock Street site is readily accessible by bus from all parts of Carlisle, including the outlying villages, whereas the Bendall's site is accessible only along the A6 corridor and a relatively small residential area either side.
- 3.5 Rail services that are accessible on foot from the Currock Street site are listed in Table 6.8 and their local catchment is illustrated in Figure 6.9. They include services to many of the small towns for which Carlisle provides a natural centre. These rail services are not accessible from the Bendall's site.
- 3.6 The Currock Street proposals include an integrated cycle and pedestrian route that runs through the site and connects to the proposed Carlisle cycle network which links the

southern residential areas with the centre. The Bendall's site would be poorly connected for cycle access, lying at the end of an isolated spur of the planned network.

3.7 Public car parks that serve the Carlisle centre are illustrated in Figure 6.10. Five of these are within reasonable walking distance of the Currock Street site and are therefore well located to promote linked trips with the centre. This clearly strengthens the suitability of the Currock Street site under the PPG6 sequential test. The Bendall's site is well beyond reasonable walking distance of the centre and its car parks.

3.8 The Currock Street site has good pedestrian links to the Carlisle centre, other retail areas, the bus stops I have identified, the rail station, car parks and the residential areas to the west of the River Caldew and to the east of Botchergate.

4. Accessibility Assessments

4.1 I have shown by direct comparison that the Currock Street site is far superior to the Bendall's site in sustainable transport terms. It is more accessible by a choice of transport modes, it would benefit from linked trips whereas the Bendall's site would not and it has a far greater public transport catchment area.

4.2 In order to quantify the public transport benefits I have carried out a standard PTAL (Passenger Transport Accessibility Level) analysis for both sites. My procedure follows the current advice of the London Borough of Hammersmith and Fulham Officers who have developed the technique. This technique is recommended in current guidelines and has been accepted at previous inquiries.

4.3 The PTAL analysis measures accessibility in terms of access time to services. Accessibility is expressed as a PTAL index from 0-25, normally broken into 6 accessibility bands, with a low of 0-5 and a high band of 25+. The analysis takes account of the distance to bus stops so fully reflects the benefits arising from the proximity of the A6 stops to the Bendall's site. The results of the analysis are set out in **Appendix 7**.

4.4 Tables 7.1 and 7.2 set out the weekday and Saturday analysis for the Currock Street site. The PTAL indices are 21 and 20 respectively. The equivalent analysis for the Bendall's site is in Tables 7.3 and 7.4, with PTAL indices of 8 and 7 respectively. This demonstrates two key points:

1. the Currock Street site is well serviced by public transport; and
2. the Currock Street site is much better served by public transport than the Bendall's site.

4.5 I have carried out sensitivity tests to confirm the validity of my analysis and conclusions. The only variable in the analysis is the 700m walking distance limit I have adopted and I have therefore considered the effects of alternative assumptions. The analysis technique directly penalises distance, so adopting a limit that is lower

than current guidelines and observed local practice would be unnecessary and unrealistic. Significantly increasing the limit to say 1,500m would increase the PTAL indices for both sites, but the increase would be much greater than the Currock Street site because it would then include numerous Carlisle centre services.

- 4.6 I can therefore safely conclude that my assessments are robust and that they confirm the superiority of the Currock Street site in public transport terms.

5. Summary and Conclusions

- 5.1 It is common ground that the access proposals for the proposed bulky goods retail development at Currock Street are acceptable. They are the subject of a TIA Report that has been reviewed by the Highway Authority and accepted by the Planning Authority.
- 5.2 An additional Means of Access Report has been produced for the proposed development. It shows that the development would be well served by a choice of means of transport and would provide opportunities for linked town centre trips. The Report also demonstrates that the development would be likely to result in a significant overall reduction in vehicle emissions.
- 5.3 A Travel Plan Statement has also been produced with the intention of promoting sustainable means of transport and travel patterns for the proposed development.
- 5.4 In my evidence I have described the access and travel patterns associated with large bulky goods retail warehouses and I have identified the transport networks and infrastructure that are relevant to the Currock Street proposals and the Bendall's site. I have shown that the Currock Street site is well served by a range of means of transport at reasonable walking distance and that it satisfies the requirement of sustainable transport policy for the promotion of linked trips. I have also shown that, in transport terms, the Currock Street proposals satisfy the requirements of the PPG 6 sequential test.
- 5.5 I have presented a qualitative comparison of the Currock Street and Bendall's sites in respect of public transport accessibility and linked town centre trips. The comparison demonstrates that the Currock Street site is superior because it is accessible by a far wider range of bus routes serving a much larger catchment area and, unlike the Bendall's site, it is also accessible on foot from the town centre and town centre car parks. The proposed Currock Street development would therefore promote the use of public transport and town centre linked trips to a far greater extent than an equivalent development on the Bendall's site.

5.6 Finally, I have set out the results of a numeric PTAL analysis that shows conclusively, using a standard procedure that has been accepted at other inquiries, that the Currock Street site is much more accessible by public transport than the Bendall's site. I have tested the sensitivity of the analysis and confirmed that my conclusions are robust under a range of alternative assumptions.

5.7 I therefore conclude that:

- The proposed Currock Street development includes appropriate access arrangements that have been shown to safely and efficiently accommodate development traffic to the satisfaction of the Highway and Planning Authorities;
- the Currock Street development would comply with transport policy guidance, would be well served by a choice of sustainable transport alternatives and would promote linked trips and is much superior in these respects to the Bendall's site; and
- that there is no transport related reason why planning permission should be withheld for the Currock Street proposals.

4.3 Sensitivity Tests

- 4.3.1 It is normally good practice to test the sensitivity of numeric analysis to alternative assumptions. One of the advantages of the standard PTAL analysis that I have described is that it is simple and universal, applying somewhat arbitrary mechanisms to factual information and therefore leaving little to assumptions. However, there is a judgement that must be applied in setting the limits beyond which bus stops or train stations are considered effectively inaccessible for the purpose of analysis.
- 4.3.2 The limit adopted for the PTAL analysis that I have presented for both sites is a maximum reasonable walking distance of 700m that I have suggested earlier in my evidence. This limit may have been set either too high or too low and I have therefore considered the consequences for the PTAL indices of adopting alternative limits.
- 4.3.3 If I have set the limit too high the effects of my overestimated have already been recognised in the PTAL analysis. This is because the accessibility index is calculated in inverse proportion to distance, so the longer the walk the lower the index. This is illustrated by comparing the high individual indices that arise from the bus stops that are very close to the Bendall's site with the much lower individual indices for the more distant bus stops around the Currock Street site.

- 4.3.4 To reduce the walking limit to exclude some of the Currock Street site bus stops that I have identified would be unrealistic because it would imply that no one at all would be willing to walk the relatively modest distances involved. Clearly these more distant stops are individually less attractive than the very close Bendall's stops and this is reflected in the index calculations. The superior overall indices for the Currock Street site arise not from the proximity of the sites but from the much better number and frequency of services, the effects of which outweigh the distance disadvantages.
- 4.3.5 On the other hand I may have underestimated the maximum reasonable walking distance and set the limit too low. If the limit was increased to, say, 1500m (or approximately one mile) there would be a significant change in the indices. The bus stops deemed to be serving the Bendall's site would be increased to include those at St Nicholas Gate, Botchergate and the rail station which provide access to additional routes. Also the rail services from the station would be considered accessible. The effect of these changes would be to significantly increase the accessibility index for the Bendall's site, bringing it close to the 16 level that I have calculated for the Currock Street site.
- 4.3.6 However, applying the same increase to the walking limit for the Currock Street site would have an even more dramatic effect. The extended limit would bring into the analysis the whole of the town centre bus services and the bus station. This would take the overall accessibility index for the Currock Street site to the top of the scale, maintaining a very clear superiority over the Bendall's site.
- 4.3.7 I can therefore confidently conclude that the comparison I have made between the Currock Street and Bendall's sites in public transport accessibility terms is not sensitive to assumptions and that the PTAL analysis robustly confirms the superiority of the Currock Street site.

REPORT ON
ACCESSIBILITY LEVELS
OF PROPOSED DIY STORES
AT CURROCK ROAD,
AT LONDON ROAD (WEST)
AND AT LONDON ROAD (EAST)
CARLISLE




Client:

Department of Environment and Development
Carlisle City Council
The Civic Centre
Carlisle
CA3 8QG

Consultant:

W A Fairhurst & Partners
1 Arngrove Court
Barrack Road
Newcastle upon Tyne
NE4 6DB

REPORT ON
ACCESSIBILITY LEVELS
OF PROPOSED DIY STORES
AT CURROCK ROAD,
AT LONDON ROAD (WEST)
AND AT LONDON ROAD (EAST)
CARLISLE

| Report Ref: R/I/D/49809/001A | | | TS/KLR |
|------------------------------|----------|--|-------------------|
| | Name | Signature | Date |
| Originator: | T Speed |  | 25th January 2002 |
| Checked by: | A Ashton |  | 25th January 2002 |
| Approved by: | T Speed |  | 25th January 2002 |

CONTENTS

| | |
|---------------------------|----|
| 0.0 INTRODUCTION..... | 1 |
| 1.0 PEDESTRIANS..... | 4 |
| 2.0 PUBLIC TRANSPORT..... | 8 |
| 3.0 LINKED TRIPS..... | 14 |
| 4.0 CYCLISTS..... | 17 |
| 5.0 CONCLUSIONS | 18 |

FIGURES**TABLES****APPENDICES**

| | | |
|------------|---|--|
| APPENDIX A | - | Public Transport Accessibility Levels |
| APPENDIX B | - | Summary of PTAL Calculation Procedure |
| APPENDIX C | - | Letter from Phoenix Architects dated 17 January 2002 |

0.0 INTRODUCTION

- 0.1 This report results from an instruction by the Environment and Development Department of Carlisle City Council.
- 0.2 The City Council have received applications for outline planning permission for non-food retail (DIY/bulky goods) of the B&Q Warehouse type (9290m² store, 1858m² building material area and 2323m² garden centre) on three competing sites in Carlisle. The three sites are located on London Road (east) (application 01/0201), on Currock Road (application 01/0360) and on London Road (west) (application 01/1124). The Carlisle District Retail Study 2000 suggests that there is capacity for only one such store.
- 0.3 At its meeting on 24th August 2001, the Planning and Land Use Sub-Committee considered the first two of those applications against relevant National, Structure and Local Plan Policies and other material planning considerations.
- 0.4 This report deals only with the accessibility to the three sites by means other than private vehicle. All other policy considerations are out of the scope of the report. In addition to a report to the Sub-Committee on each of those two applications separately, another report (EN.153/01) was also presented to the Sub-Committee which compared the two applications against policy. The comparison of the two sites was considered to be finely balanced with each site having different advantages and disadvantages over the other. As the third application had not been lodged at that time, it was not considered by the Sub-Committee.
- 0.5 In Paragraph 3.2 of Carlisle City Council report EN.153/01, the Council officer came to the following conclusion:

In retail policy both sites are out of centre sites and in such circumstances should be considered against the accessibility by a choice of means of transport. Although the Currock Road site is closer to the City Centre and has potential for linked trips to neighbouring retail stores it is poorly served by public transport. London Road is further away from the city centre, has less opportunity of linked trips to similar stores. It is, however, on a major radial route from the M6 to the city centre, is served by 11 bus services every hour and recent traffic management measures have given buses priority and improved cycling provision. In these circumstances it is considered the London Site has an advantage.

- 0.6 The Sub-Committee resolved to refuse the application for the Currock Road site for the following reason:

The application proposed the development of a major retail store in an out of centre location. A similar proposal has been submitted to the local planning authority which, although out of centre, is preferable in that it is better served by public transport. The application is therefore considered contrary to the

Guidelines of the Planning Policy Guidance Note 6, Policy 49 of the Cumbria and Lake District Joint Structure Plan, and Policy S2 of the Carlisle District Local Plan.

- 0.7 The Sub-Committee were minded to grant planning permission to the London Road site subject to the applicants being prepared to enter into a Section 106 Agreement requiring that a binding contract be in place for the relocation of the existing occupier of the site, Bendalls Engineering, to Kingmoor Park and that development be completed and occupied by Bendalls Engineering before construction work commences on the proposed non-food retail store.
- 0.8 The applicant for the Currock Road site has appealed the refusal.
- 0.9 That applicant had already appealed against the non- determination of an earlier (now withdrawn) application and has submitted, as part of the evidence for that appeal, additional information that was not available at the time that the Sub-Committee considered the two applications on 24 August 2001. The additional information is "Currock Street Carlisle - Access and Transport Evidence of Ian Cameron" (hereafter called "Ian Cameron's Evidence").
- 0.10 On 15 November 2001, Carlisle City Council commissioned W A Fairhurst and Partners to carry out an independent analysis of both the additional information and the respective accessibility levels of the first two competing sites, in order that the significance could be assessed.
- 0.11 The highway authority, Cumbria County Council, did not object to either planning application and it can therefore be taken that they are satisfied that each of the development's effects on the highway network caused by generated traffic can be mitigated to their satisfaction by the implementation of particular measures.
- 0.12 This report does not therefore address any matters specifically in relation to travel to and from the sites by private vehicle only.
- 0.13 The report therefore considers accessibility to the site by public transport, on foot and by cycle, and the possibility of linked trips to adjacent retail developments and to the City Centre.
- 0.14 On 15 January 2002, Carlisle City Council extended its instruction to W A Fairhurst and Partners to include the third application, London Road (west) (01/1124), in the analysis of accessibility levels.
- 0.15 At the time of writing this report, the London Road (west) application had not been considered by the Planning and Land Use Sub-Committee. It is not known whether the highway authority, Cumbria County Council, will object to the London Road (west) site application regarding the redevelopment's effects on the highway network caused by generated traffic. However for the purposes of this report, consideration of any such effect has been excluded.

0.16 Once permitted and constructed, a DIY Warehouse store of this type would be expected to be open during the following times:

| | |
|--------------------|-------------|
| Monday to Saturday | 0700 - 2200 |
| Sunday | 1000 - 1600 |

1.0 PEDESTRIANS

- 1.1 The consideration of pedestrians is included in this report in the following contexts:
- i. As part of a trip also using public transport.
 - ii. Trips linked with the City Centre.
 - iii. Trips linked with adjacent retail developments.
 - iv. As a trip on foot only.
- 1.2 The distance that pedestrians are prepared to walk is considered in a number of publications, which are referred to in the following paragraphs. There is no reference to acceptable walking distances in the Carlisle Local Plan.
- 1.3 In Section 2.2 of Ian Cameron's Evidence, he considers the distance that people are prepared to walk.
- 1.4 In Paragraph 2.2.3 of his Evidence, he refers to definitions of acceptable walking distance from Planning Policy Guidance Note 6 (PPG6) "Town Centres and Retail Developments", June 1996, and from the Institution of Highways and Transportation (IHT) "Guidelines for Planning for Public Transport in Developments", March 1999.
- 1.5 Ian Cameron states that PPG6 identifies an easy walking distance from shopping of 200-300 metres from the primary shopping area and for work trips a distance in the region of 500 metres of the station or other public transport interchange. These distances are taken from Annex A (Glossary of Terms) of PPG6 in its definition of "edge of centre" location. Paragraph 3.14 of PPG6 states that edge of centre locations will be determined by what is an easy walking distance for shoppers walking to, but more importantly away from, the store carrying shopping.
- 1.6 Presumably the 500 metres walking distance for office trips is due to such trips not involving the carrying of heavy bags.
- 1.7 Ian Cameron's Evidence notes in Paragraphs 2.1.6 to 2.1.8 that car and van trips account for a very high proportion of bulky shopping trips, typically in the order of 95%, because of the nature of the purchases. Means of travel other than the private vehicle will therefore only apply to a small proportion of shoppers - those making light purchases only, placing orders for home delivery or browsing - and to employees. This is a statement which must be agreed with.
- 1.8 On the basis that those people travelling to and from a DIY store will not be carrying heavy shopping, the 500 metres walking distance suggested by PPG6 for offices could equally apply to non-car mode customers and to employees of DIY stores.

- 1.9 The IHT Guidelines state in Paragraph 5.21 that new development should be located so that public transport trips involve a walking distance of less than 400 metres from the nearest bus stop or 800 metres from the nearest railway station, confirming the statement in the last sentence of Paragraph 2.2.3 of Ian Cameron's Evidence.
- 1.10 The quantification of public transport accessibility at particular locations can be carried out using Public Transport Analysis Level (PTAL) calculations. The PTAL procedure was developed originally in the London Borough of Hammersmith and Fulham, although the PTAL Development Group now includes Transport for London, 22 of the London Boroughs, London Transport, London Research Centre and Government Office London. Such assessments have been carried out for the two competing sites and are detailed later in this report.
- 1.11 The PTAL assessment procedure is included in Appendix A. It states (Paragraph 2.3.3) that "a reasonable walking distance has been assumed as 8 minutes [640 metres at 4.8km/hr] walk to a bus stop and 12 minutes [960 metres at 4.8km/hr] walk to a rail station".
- 1.12 The acceptable walking distances in Ian Cameron's Evidence, taken from the IHT "Guidelines for Providing for Journeys on Foot", 2000, are correctly quoted from Table 3.2 as 200m/400m/800m desirable/acceptable/preferred maximum for "town centres" and 400m/800m/1200m "elsewhere". These Guidelines do also give in Table 3.3 a range of acceptable walking distances for car borne shoppers from 100 metres for 30 minutes' parking time to 1000 metres for 8 hours' parking time.
- 1.13 Paragraph 5.18 of the IHT "Guidelines for Planning for Public Transport in Developments" notes that "Centro (the West Midlands Passenger Transport Executive) has set, as part of their service quality standards, a maximum desirable walking distance for each person to a bus stop between 7am and 7pm. This distance is 400m although it is reduced where severe gradients or a large population of elderly people exist. At other times of the day the maximum walking distance can be increased to 700m. The [then] Department of the Environment has recommended that *residents* [this report's emphasis] should not have to walk more than 400m ($\frac{1}{4}$ mile) to their nearest bus stop (DOE, 1973). These standards should be treated as guidance, to be achieved where possible by services that operate at regular frequencies and along direct routes. It is more important to provide services that easy [sic] for passengers to understand and attractive to use than to achieve adherence to some arbitrary criteria for walking distance".
- 1.14 The IHT Journeys on Foot Guidelines notes in Paragraph 2.20 that "approximately 80% of walk journeys and walk stages in urban areas are less than one mile. The average length of a walk journey is one kilometre (0.6 miles). This differs little by age or sex and has remained constant since 1975/76. However, this varies according to location. *Average walking distances are greater in London* [this report's emphasis]. The main factors that influence both walking distance and walking time in a city or town centre

appear to be the size of the city or town itself, the shape and the quality of the pedestrianised area, the type of shops and number of activities carried out".

- 1.15 In Paragraph 2.2.5, Ian Cameron concludes that "acceptable" walking distances therefore range from 200 metres to 1200 metres. Although this is loosely correct, in fact the 1200 metres distance is that described as the "preferred maximum" in the IHT Journeys on Foot Guidelines, whilst 800 metres is the distance described as "acceptable".
- 1.16 Ian Cameron's Evidence refers in Paragraph 2.2.6 to evidence of walking distances made by shoppers in Carlisle. He correctly states that Matalan/Staples Office Furniture retail units on James Street have found it necessary to erect signs in their car park to deter its use for parking by those other than their customers. Indeed, in a conversation with a person who had been employed by Matalan/Staples Office Furniture to be present in the car park to further discourage parking by non-customers, I was advised that such parking usually did not start until after 9.00am on weekdays and that the transgressors were likely to be shoppers in the town centre rather than workers. It must also be borne in mind that the Carlisle Swimming Pool and Leisure Centre, which has no car park, is located immediately adjacent to and on the City Centre side of the Matalan / Staples unit. It is therefore also possible that users of those facilities may park in the Matalan / Staples car park.
- 1.17 The distance from the Matalan store to the middle of the town centre is stated in Ian Cameron's Evidence to be approximately 700 metres. Using definitions from the Carlisle Local Plan, the measured distances from the centre of the Matalan /Staples car park (the total length of which is 140 metres) are actually as follows:

| | |
|--|------------|
| To the Swimming Pool and Leisure Centre entrance | 150 metres |
| To the closest point of the "City Centre Shopping Area" | 330 metres |
| To the closest "Main Shopping Frontage" | 390 metres |
| To the middle of the "Main Shopping Frontage" | 615 metres |
| To the furthest "Main Shopping Frontage" | 845 metres |
| To the furthest point of the "City Centre Shopping Area" | 915 metres |
- 1.18 Without knowing exactly the destination of non-customers who park in the Matalan/Staples car park, and assuming that they are indeed town centre shoppers, it would be reasonable to assume that such shoppers are prepared to walk a minimum of 400 metres. However, it is difficult to predict the maximum distance without carrying out a survey of those shoppers' destinations.
- 1.19 In Paragraph 2.2.7, Ian Cameron states that the St Nicholas Gate retail park on London Road is approximately a 1300 metre walk from the middle of the town centre. In fact the middle of the retail park is approximately 1100 metres from the middle of the Main Shopping Frontage. However the originator of this report can confirm, from actually walking the route, that a walk from the

St Nicholas Gate retail park to the middle of the Main Shopping Frontages of Carlisle City is not reasonable.

- 1.20 Figure 1 shows the residential catchment areas for the three sites based on walking distances to the store of 400 metres and 640 metres.
- 1.21 It can be seen that whilst there is a small residential area within a 400 metre walk of the London Road (east) store entrance, there are no residential properties whatsoever within a 400 metre walk of the Currock Road store entrance and only three within 400 metres of the London Road (west) store entrance.
- 1.22 Within a 640 metre walk distance, the London Road (east) store is accessible to approximately 2 times the residential area of that accessible from the Currock Road store and to approximately 4 times the residential area accessible from the London Road (west) store.
- 1.23 The London Road (east) store would therefore be accessible on foot to a greater number of local residents than either the Currock Road store or the London Road (west) store.

2.0 PUBLIC TRANSPORT

- 2.0.1 A major contention between the applicants for the two sites is which site is best served by public transport.
- 2.0.2 The London Road site claims 13 buses per hour on weekdays by services stopping near the store access.
- 2.0.3 The Currock Road site, although served by only one service on Currock Road, claims that this service is in addition to the same buses which serve the London Road site, plus other services all accessed by a "650 metre" walk. Ian Cameron, acting for the Currock Road site, has carried out a Public Transport Accessibility assessment which he claims shows that the Currock Road site has a better PTAL index than the London Road site.
- 2.0.4 This section of this report considers the relative accessibility by public transport.

2.1 Currock Road Site

- 2.1.1 Bus stops for the Service 65 currently exist on James Street at a walking distance of 350 metres from the store entrance for southbound trips and on Currock Road at a walking distance of 460 metres for northbound trips. The development proposes a new bus stop with lay-by and shelter adjacent to the access to the store on Currock Street for northbound services. This new bus stop will be 170 metres from the store entrance. Service 65 operates twice per hour but only between 0725 and 1823 (Monday to Saturday). There is no service on Sundays. This service is therefore of no value to customers outside its operation times or to employees starting work at 0700 or finishing work after 1830.
- 2.1.2 Services 61/61A, 62, 66, 67/68, 70/70A and 72 stop at bus stops on Botchergate at a walking distance of 625 metres from the store entrance. In total these services operate 27 times per hour on weekdays, 25 times per hour on Saturdays and 9 to 10 times per hour on Sundays.
- 2.1.3 Southbound services only of routes 63/64, 69 and 91 stop on Nelson Bridge at a distance of 570 metres from the store entrance. Northbound services do not stop on Nelson Bridge. The nearest northbound bus stop is on Victoria Viaduct, 750 metres from the store entrance.
- 2.1.4 Services 63/64, 69 and 71 also stop on Victoria Viaduct close to its junction with West Walls at a distance of 750 metres from the store entrance.
- 2.1.5 The residential catchment areas of the above services are shown on Figure 2 for bus stops within an average distance of 400 metres from the store entrance, i.e. that for the 65 service only, and on Figure 3 for bus stops within an average distance of 640 metres from the store (all those services referred to in Paragraphs 2.1.1 and 2.1.2). The catchment areas are based upon a distance of

400 metres from the bus service routes. It can be seen that whilst the catchment area for those services which include the bus stops on Botchergate is fairly extensive, that for the 65 service with stops on Currock Road is very small and operates only 0725 to 1823 (Monday to Saturday only).

2.2 London Road (east) Site

- 2.2.1 Services 61/61A, 62, 72 and 104 run along London Road with the northwestbound bus stop almost directly opposite the proposed store access (100 metres from the store entrance) and the southeastbound bus stop at a distance of 260 metres from the store entrance. These services operate a total of 14 times per hour Monday to Friday, 12 per hour Saturdays and 5 per hour on Sundays.
- 2.2.2 The residential catchment areas of these services, based upon a distance of 400 metres from the bus service routes, are shown on Figure 4. The catchment area is the same for a maximum walking distance of either 640 metres or 400 metres from the store entrance.

2.3 London Road (west) Site

- 2.3.1 Services 61A, 62, 72 and 104 run along London Road with the north westbound bus stop adjacent to the junction of the proposed access to the store with London Road (410 metres from the store entrance) and the southeast bus stop at a distance of 570 metres from the store entrance.
- 2.3.2 Clearly there is no residential catchment area for buses whose bus stops are within 400 metres from the store entrance. The residential catchment area for services whose bus stops are within 640 metres are shown on Figure 5.
- 2.3.3 Section 5.3 of the Statement in Support of this application, prepared by Phoenix Architects, states that it is considered that with the proposed DIY Warehouse within the scale of wider development potential, public transport will be routed into the site. It also states that preliminary discussions with load bus services providers have been favourable in the respect and services similar to those laid on for the Asda Superstore can be envisaged.
- 2.3.4 No documentary evidence of the above was provided in the Statement in Support, and as a result the writer of this report requested such evidence from Phoenix Architects. A letter dated 17 January 2002 from Phoenix Architects (with enclosed letter dated 13 August 2001 from JMB Coaches) is included in Appendix C. The former letter states that discussions with Stagecoach, the operator of Services 61 and 62, are apparently ongoing and that it is likely that Stagecoach would divert some services into the site. Again no documentary evidence has been provided.
- 2.3.5 The writer of this report contacted Mr Nigel Barratt, Operations Manager for Stagecoach Cumberland, to ascertain the results of discussions between the applicant and Stagecoach. Mr Barratt advised that one meeting had been held to discuss the possibility of diverting services. Stagecoach requested drawings

and more details before commenting. The applicant has not provided such items and discussions have not therefore progressed. Mr Barratt did advise the writer of this report that it would be very unlikely that buses would be diverted into the site to serve DIY Warehouse only, a development to which most customers would travel by the private car. In relation to the wider development potential stated in the Statement in Support, the application for planning permission is for a DIY Warehouse only. The routing of buses into the site as a result of some possible future wider development cannot therefore be considered at this time.

- 2.3.6 The applicant appears to be offering the provision of a bus service to be operated by JMB Coaches, presumably at the applicants expense, running to and from the town centre approximately every 15-20 minutes. For the purposes of this report it has been assumed that such an offer would become a Condition of a planning permission and has therefore been included in the assessments in this report. Although little detail is given for the proposed service, to assess its effect in the best possible light, assessments have been based on the assumption that such a service would operate every 17 ½ minutes during store opening hours on weekdays, Saturdays and Sundays. Any lesser provision would clearly reduce the service's effect in the assessments.
- 2.3.7 It should be noted however that despite ascertions by the applicant that London Road bus services will be diverted into the site and that a new service will be operated by JMB Coaches, Phoenix Architects Drawing No PA 01/444/2 shows no bus lay-by on the site at which such services would stop. Presumably the provision of such a lay-by would be the subject of a Condition and a detailed design.

2.4 Comparison

- 2.4.1 At a 640 metre maximum walking distance from the store entrances, the residential catchment area is slightly less for the London Road stores than for the Currock Road store. However at a 400 metre maximum walking distance, the residential catchment of the bus services for the London Road (east) site is much greater than that of the Currock Road site, and that for the London Road (west) site is zero. In addition, for the 400 metre walking distance, all of the bus services for the London Road (east) site start before 0700 and end after 2200 (weekdays and Saturdays) and start before 1000 and end after 1600 (Sundays) allowing public transport access for customers and employees during all store opening hours.

2.5 Public Transport Accessibility Assessments

- 2.5.1 In order to quantify the public transport accessibility of the two sites, the originator of this report has prepared Public Transport Analysis Level (PTAL) analyses for each. The PTAL procedure was developed originally in the London Borough of Hammersmith and Fulham, although the PTAL Development Group now includes Transport for London, 22 of the London Boroughs, London Transport, London Research Centre and Government Office London.

- 2.5.2 The PTAL procedure is included in Appendix A of this report. Whilst Ian Cameron did include a "PTAL analysis" in Section 4.2 of his Evidence, his methodology was not carried out correctly in accordance with the current PTAL procedure.
- 2.5.3 The PTAL analyses in this report have been carried out in accordance with the PTAL methodology included in Appendix A.
- 2.5.4 The PTAL analysis includes only bus stops within an 8 minute (640 metres) walk from the origin, and railway stations within a 12 minute (960 metres) walk.
- 2.5.5 The PTAL process involves a calculation for each service based upon walking time to the bus stop / rail station, the frequency of the service and a reliability factor, resulting in a total access time. This is converted to an Equivalent Doorstep Frequency (EDF). Services which although numbered differently serve broadly the same route / areas are considered to be one service. Summing the EDF's for all of the services gives the Accessibility Index for the site.
- 2.5.6 As correctly stated in Paragraph 4.2.2 of Ian Cameron's Evidence, the greater the number of services and the lower the access time for each service, the higher the Accessibility Index will be. The Index is usually in the range 0 to 25+, which is split into six bands. The low (0 to 5) band signifies a low level of public transport accessibility, whilst the highest band (25+) represents a very high level of public transport accessibility, as would be expected in London and other major cities.
- 2.5.7 PTAL analyses for each of the DIY store sites have been carried out by the originator of this report. A summary of the calculation procedure is shown in Appendix B and the results are shown in Tables 1, 2 and 3 for weekdays, Saturdays and Sundays respectively for the Currock Road site, Tables 4, 5 and 6 for the London Road (east) site and Tables 7, 8 and 9 for the London Road (west) site.
- 2.5.8 Using bus stops within 8 minutes (or 640 metres) and rail stations within 12 minutes (or 960 metres), the Accessibility Indices for the Currock Road site are 17.2 (weekdays), 16.6 (Saturday) and 9.6 (Sunday). Those for the London Road (east) site are 13.9, 12.9 and 4.2 respectively. Those for the London Road (west) site are 8.3, 8.2 and 5.9 respectively. The Currock Road site can therefore be considered to have greater public transport accessibility on this basis.
- 2.5.9 In Section 4.3 of his Evidence, Ian Cameron reports on sensitivity test PTAL assessments to cover the scenarios in which "the limits beyond which bus stops or train stations are considered inaccessible for the purpose of analysis" "may have been set either too low or too high".

- 2.5.10 He states that if the limit has been set too high then the effects of an overestimation have already been recognised in the PTAL analysis because the Accessibility Index is calculated in inverse proportion to distance, so the longer the walk the lower the index. The last part of that statement is correct. However, such analysis assumes that people would actually walk a distance greater than that set out as the maximum walking distance - a nonsensical situation.
- 2.5.11 The originator of this report has carried out PTAL assessments using maximum acceptable walking distances greater than and less than the standard PTAL distances. Using bus stops within 5 minutes (400 metres) and rail stations within 7 ½ minutes (600 metres), the Accessibility Indices for the Currock Road site are 1.5 (weekdays), 1.5 (Saturday) and 0.0 (Sunday). Those for the London Road (east) site are 8.2, 7.4 and 4.2 respectively, and those for London Road (west) site are 2.5, 2.5 and 2.5 respectively. On this basis the London Road (east) site can be considered to have a much greater public transport accessibility.
- 2.5.12 As a sensitivity test in the other direction, if one assumes a maximum acceptable walking distance of 880 metres to a bus stop or 1320 metres to a rail station, the Accessibility Indices for the Currock Road site are 21.8 (weekdays), 21.2 (Saturday) and 12.0 (Sunday). Those for the London Road (east) site are 21.6, 20.5 and 9.3 respectively and those for the London Road (west) site are 8.5, 8.2 and 5.9 respectively. The PTAL analyses are shown in Tables 10 to 18. On this basis the Currock Road and London Road (east) sites can be considered to have similar public transport accessibility, and significantly greater than the London Road (west) site.
- 2.5.13 It can be seen therefore that the site with the greater PTAL Index depends upon the maximum acceptable walking distance which one sets. At maximum acceptable walking distances of 400 metres to a bus stop and 600 metres to a rail station, the London Road (east) site has a much better Accessibility Index than the other two sites. With the maximum acceptable walking distance to a bus stop set to over 600 metres, the Currock Road site has the best Accessibility Index. Between these two distances, the London Road (east) site generally has the best Accessibility Index.
- 2.5.14 A public transport accessibility assessment which includes trips involving more than one bus or train has also been developed. It is known as ACCMAP and was developed by MVA Consultancy. However that assessment procedure is not widely used by Local Authorities. What can be said about a procedure which models trips involving more than one bus / train is that the rail "access time" for dual (or multi) services is generally significantly longer than that for single services because the former will include a walk, a wait, travel, possibly a walk and a wait. This will result in a relatively small EDF being added to the overall Accessibility Index.
- 2.5.15 That having been stated, this report does include in the PTAL analyses dual service trips including a train to / from Carlisle Station justifiable on the grounds that if people are prepared to walk for a certain length of time to a

railway station then they will certainly be prepared to spend the same amount of time if part of their trip to the station is on a bus.

- 2.5.16 The "walk" time to / from the London Road (east) site from / to Carlisle Rail Station on a weekday would be:

| | |
|--|---------------------|
| Walk from the store entrance to the bus stop | 2 ¼ minutes |
| Average wait time at the bus stop (=1/2 frequency) | 2 ¼ minutes |
| Travel time on the bus | 4 minutes |
| Walk from the bus stop to the station | <u>2 minutes</u> |
| Total "access time" | <u>10 ½ minutes</u> |

On a Saturday, the equivalent "walk" time would be 10 ¾ minutes and on a Sunday would be 14 ¼ minutes.

- 2.5.17 The equivalent "walk" time for dual service trips to/from the London Road (west) site from/to Carlisle Rail Station using the free bus would be:

| | |
|--|-------------------|
| Walk from the store entrance to the bus stop | 1 ¼ minutes |
| Average wait time at the bus stop (=1/2 frequency) | 8 ¾ minutes |
| Travel time on the bus | 4 minutes |
| Walk from the bus stop to the station | <u>2 minutes</u> |
| Total "access time" | <u>16 minutes</u> |

The equivalent "walk" time for dual service trips to/from this site from/to Carlisle Rail Station on a weekday using public service buses would be:

| | |
|--|---------------------|
| Walk from the store entrance to the bus stop | 6 minutes |
| Average wait time at the bus stop (=1/2 frequency) | 2 ¼ minutes |
| Travel time on the bus | 4 minutes |
| Walk from the bus stop to the station | <u>2 minutes</u> |
| Total "access time" | <u>14 ¼ minutes</u> |

On a Saturday, the equivalent "walk" time would be 14 ½ minutes and on a Sunday would be 18 minutes.

3.0 LINKED TRIPS

3.1 This section considers linked trips for each DIY store with:

- i. Adjacent retail developments.
- ii. The City Centre.

3.2 Currock Road Store and Adjacent Retail Outlets

3.2.1 The following retail units exist in the vicinity of the Currock Road site:

- i. On Currock Road: Reid Furniture
Johnstone Paints
Leveys decorating materials
Topps Tiles
Plumb Centre
Drainage Centre
Howdens Joinery (doors, windows, kitchens, hardware, joinery)
- ii. On Crown Street: Harveys furniture
Storey carpets
Ken Wood Fireplaces
Trade Windows
- iii. On James Street: Matalan
Staples Office Furniture

3.2.2 The units most distant from the proposed DIY store entrance are Matalan and Staples at 400 metres and 430 metres walking distances respectively.

3.2.3 All other units are less than a 300 metre walk. The closest unit, Reid Furniture, is less than a 200 metre walk.

3.2.4 The majority of the units would be visible from the proposed DIY store car park, thus providing a perception of being linked.

3.3 London Road Stores and Adjacent Retail Outlets

3.3.1 The following units exist in the vicinity of the London Road sites at the St Nicholas Gate retail park on London Road:

Halfords Superstore and Garage Servicing
Carpet Right
Netto discount foodstore
Focus DIY
Branton Footware
MFI Furniture
Burger King Restaurant and Takeaway

- 3.3.2 The units at the retail park are at distances of between 430 metres and 630 metres from the proposed London Road (east) store entrance and between 740 and 940 metres from the proposed London Road (west) store entrance.
- 3.3.3 Local centre type shops also exist on London Road opposite the retail park at a similar range of distances from the proposed DIY stores. These shops include a convenience store, dry cleaners, tyres, newsagent, public house, car rental, fish and chips, hairdresser, sandwiches, betting office, hire shop, bathroom shop and Machine Mart.
- 3.3.4 In terms of linked trips to adjacent retail outlets, in addition to distances to them being greater than those from the Currock Road site, there is no perception of a link because, due to the presence of a crest on London Road between the two, they are not intervisible.

3.4 Currock Road and the City Centre

- 3.4.1 The distances from the proposed DIY store entrance to particular locations in the City Centre are as follows:

| | |
|---|-------------|
| To the closest point of the "City Centre Shopping Area" on Botchergate | 500 metres |
| To the closest point of the "City Centre Shopping Area" on Victoria Viaduct | 670 metres |
| To the closest "Main Shopping Frontage" | 730 metres |
| To the middle of the "Main Shopping Frontage" | 955 metres |
| To the furthest "Main Shopping Centre Frontage" | 1185 metres |
| To the furthest point of the "City Centre Shopping Area" | 1255 metres |

- 3.4.2 Whilst linked trips by foot to the first three of the above are possible, the nearest point of the English Street pedestrianised area is 800 metres from the store entrance and linked pedestrian trips to the majority of the City Centre would not be considered acceptable based upon the range of maximum acceptable distances referred to in Paragraph 1.15 of this report.
- 3.4.3 Linked trips with the City Centre using a bus would be possible. However, as stated in Section 2.1, the bus service passing along Currock Road is half-hourly only, Monday to Saturday only. The frequent services on Botchergate could only be accessed by first walking 630 metres to those bus stops. Catching a bus from these stops to the City Centre is most unlikely as it is only one stop away.
- 3.4.4 It could be concluded that linked trips between the Currock Road site and the City Centre, whilst possible, are unlikely.

3.5 London Road (east) and the City Centre

- 3.5.1 The distances from the proposed DIY store entrance to particular locations in the City Centre are as follows:

| | |
|---|-------------|
| To the closest point of the "City Centre Shopping Area" | 1050 metres |
| To the closest "Main Shopping Frontage" | 1450 metres |
| To the middle of the "Main Shopping Frontage" | 1690 metres |

- 3.5.2 Clearly linked trips by foot to any part of the City Centre would be most unlikely due to the distances involved.

- 3.5.3 Linked trips with the City Centre would be possible using a bus. However, the access time from / to the store entrance to / from the bus stops on English Street and The Crescent (the closest "Main Shopping Frontage") on a weekday would be:

| | |
|--|--------------------|
| Walk from the store entrance to the bus stop | 2 ¼ minutes |
| Average wait time at the bus stop (=½ frequency) | 2 ¼ minutes |
| Travel time on the bus | <u>4 minutes</u> |
| Total "access time" | <u>8 ½ minutes</u> |

This access time would be equivalent to the walk time for approximately 680 metres.

- 3.5.4 It is more likely that if car-borne customers of the proposed DIY store were considering linked trips with the City Centre, they would do so by car, parking in one of the car parks in the Centre or on the edge of the Centre.

- 3.5.5 It could be concluded that non-car-borne linked trips between the London Road (east) site and the City Centre, whilst possible, are unlikely.

3.6 London Road (west) and the City Centre

- 3.6.1 The distances from the proposed DIY store entrance to particular locations in the City Centre are as follows:

| | |
|--|-------------|
| To the closest point of the "City Shopping Area" | 1360 metres |
| To the closest "Main Shopping Frontage" | 1760 metres |
| To the middle of the "Main Shopping Frontage" | 2000 metres |

- 3.6.2 Clearly, at these distances, linked trips by foot to any part of the City Centre would be extremely unlikely, even by serious walkers.

- 3.6.3 Linked trips would be possible using either the existing services on London Road or the proposed new JMB bus service. However the access time would be greater and the likelihood less than for the London Road (east) store.

- 3.6.4 In Paragraph 5.5 of the Statement in Support of the application for this site, reference is made to linked trips with future wider development proposals in the vicinity. However, as the application for planning permission is for a DIY Warehouse only, linked trips as a result of some possible future wider development cannot be considered at this time.

4.0 CYCLISTS

4.1 Currock Road Site

- 4.1.1 There are no designated cycle routes or lanes currently in the vicinity of the Currock Road site.
- 4.1.2 Reference in the Transport Impact Assessment prepared by Oscar Faber in November 2000 does refer, in Section 2.6, to the National Cycle Network route currently running immediately to the west of Rome Street and links in to the northern end of Currock Road at the northeastern corner of the development site. This in fact is not the case. The routes described are proposals in the Carlisle City Local Plan.

4.2 London Road (east) Site

- 4.2.1 Designated cycle lanes currently exist along London Road in the vicinity of the site, partly on carriageway and partly adjacent to footways.

4.3 London Road (west) Site

- 4.3.1 Designated cycle lanes currently exist along London Road in the vicinity of the site, partly on carriageway and partly adjacent to footways.
- 4.3.2 The upgrading of the public footpaths from London Road to St Ninian's Road/Petteri Bank Road referred to in Paragraph 5.4 of the Statement in Support of the application is a proposal in the Carlisle City Local Plan.

5.0 CONCLUSIONS

- 5.1 The definition of an "acceptable" walking distance can be found in a number of publications and documents, each suggesting a different value between 200 metres and 800 metres depending upon the location, situation and trip type.
- 5.2 Using maximum walking distances of 400 metres and 640 metres to the store entrances, the London Road (east) store would be accessible on foot to a greater number of local residents than either the Currock Road store or the London Road (west) site, as shown on Figure 1.
- 5.3 The accessibility of the three competing sites by public transport is not a straightforward matter, and positive and negative aspects of each have to be considered before a conclusion as to which is best served can be made.
- 5.4 The London Road (east) site has a much better Public Transport Accessibility Index than the other two sites at maximum walking distances to bus stops of up to 400 metres. Over 600 metres maximum walking distance, the Currock Road site has the best PTAL Index. Between these two distances, the London Road (east) site generally has the best Accessibility Index. The PTAL analysis was developed in London, and the PTAL Development Group now comprises a number of London Boroughs and other organisations in London. There are no organisations from outside London in the PTAL Development Group. The PTAL analysis sets the maximum acceptable walk distance to bus stops at 640 metres and to rail stations at 960 metres. However, it is known that average walking distances are greater in London than in smaller towns and cities (IHT "Guidelines for Providing for Journeys on Foot" Paragraph 2.20). Setting the maximum walking distance to a bus stop at 600 metres (only a few metres less than 640 metres) results in the London Road (east) site having a better PTAL Index than the other two sites.
- 5.5 This, combined with the complete lack of any service within 600 metres of the Currock Road store entrance outside the hours 0725 - 1823 (Monday to Saturday) and of any service at all on Sundays and with the extremely small residential catchment area served by the one bus that does run during those hours (see Figure 2), leads to the conclusion that the London Road (east) site does overall have better access to public transport.
- 5.6 Considering linked trips, although such trips to the City Centre are possible from all three sites, the distances involved mean they are unlikely from either.
- 5.7 However, linked trips to retail outlets adjacent to each store are more likely from the Currock Road store than from the London Road stores.
- 5.8 Cycle lanes currently exist on London Road in the vicinity of the London Road sites. There are no designated cycle routes or lanes in the vicinity of the Currock Road site. The London Road sites will therefore be more accessible for cyclists.

- 5.9 There are cycle routes proposed in the Carlisle City Local Plan in the vicinity of the London Road (west) site and the Currock Road site.
- 5.10 Overall, when comparing the Currock Road site with the London Road (east) site, the conclusion reached in Paragraph 3.2 of the Carlisle City Council report EN.153/01 presented to the Planning and Land Use Sub-Committee meeting of 24 August 2001 is, in general, correct.

In retail policy both sites are out of centre sites and in such circumstances should be considered against the accessibility of a choice of means of transport. Although the Currock Road site is closer to the City Centre and has potential for linked trips to neighbouring retail stores it is poorly served by public transport. London Road is further away from the city centre, has less opportunity of linked trips to similar stores. It is, however, on a major radial route from the M6 to the city centre, is served by 11 bus services every hour and recent traffic management measures have given buses priority and improved cycling provision. In these circumstances it is considered the London Site has an advantage.

The only minor change that could be made to the text would be to replace "poorly served" by "less well served" in the second sentence, and to replace "11 bus services every hour" by "14 bus services per hour on a weekday, 12 per hour on a Saturday and 5 per hour on a Sunday".

Appendix 4

Response from Taylor and Hardy

9 Finkle Street
Carlisle
Cumbria CA3 8UU

Tel: (01228) 538886
Fax: (01228) 810362
Email: planners@taylorandhardy.co.uk

Taylor & Hardy Limited. Registered in England No. 3977505
Registered Office: 9 Finkle Street, Carlisle, Cumbria CA3 8UU

TAYLOR & HARDY

Chartered Town Planners

Our Ref: RT/J/C00/190

Your Ref: ACE/DC/01/0201

Mr. A. C. Eales,
Head of Planning Services,
Department of Environment & Development,
Carlisle City Council,
Civic Centre,
CARLISLE.
CA3 8QG

1st February 2002

| | |
|-------------------|-----|
| PLANNING SERVICES | |
| REF | |
| - 4 FEB 2002 | |
| RECORDED | BB |
| SEARCHED | |
| PASSED TO | ACE |
| ACTION | |

Dear Mr. Eales,

PROPOSED RETAIL DEVELOPMENT, LONDON ROAD, CARLISLE

I refer to our recent discussions concerning the above matter and your letter of the 29th January 2002 enclosing the Report on Accessibility prepared for your Council by W A Fairhurst and Partners. I am also responding to the letter from Mark Lambert, dated 19th October 2001, which enclosed various items of correspondence between the Council and Addleshaw Booth and Co., representing the developer who has submitted applications and appeals in respect of the Currock Road site.

You have also provided me previously with various items of correspondence from Consolidated Northstar. The key issues they raise as I see them are:

- firstly whether Bendalls relocation, and the need to obtain a premium value for their existing site to fund this relocation, is a relevant material planning consideration; and
- secondly, which site is better served by public transport.

The latter is, of course, the subject of the Fairhurst Report.

With regard to their relocation Bendalls have been horrified by the scandalous suggestion that they are looking at this as an asset stripping exercise. There is no substance in the claim that Bendalls do not intend to relocate and you will have seen detailed correspondence from Norman Addison to Mike Battersby which clarifies the issue. You will also be aware that a planning application for the Bendalls development at Kingmoor Park has been submitted and was to be considered today. I believe that Tony Goddard at Kingmoor Park Properties has also written to confirm the position.

In planning terms we remain of the view that the relocation of Bendalls is a relevant material planning consideration. The Hull/Kingswood case provides an extremely clear precedent as the case is a direct parallel. The conclusion of that case was that it is for the decision maker to decide whether financing of relocation is a material consideration and the weight to be given to such a matter is for the Council to decide. I recall from the Committee Meeting that the Councillors specifically raised this point and that you referred to this precedent.

There has never been any dispute that Bendalls are prepared to be tied to that relocation and they fully understand that if they do not relocate the London Road consent can not be pursued. Our only comment was in respect of the mechanism of achieving that preferring a planning condition to a Section 106 Agreement. Nevertheless, as you also know our clients' solicitors have produced a draft Section 106 Agreement which is currently being considered by your Council's Legal Advisers.

The other distinction between the Currock Road and London Road applications highlighted in Northstar's correspondence is the issue of accessibility by public transport. The London Road site, as you are aware, is on a bus priority route with frequent, easy to use and comprehensive bus service that links directly to a large part of Carlisle. The 61, 61a and 62 services have a common route from the City Centre to the London Road site. This means that at an average interval of 5 minutes throughout the day, the London Road site is linked to the Rail Station and "The Cog". This makes for an easy interchange to the Rail Station and to other non-direct bus services. Assuming a 4 minute journey to the London Road site, it means that within 5 to 10 minutes from changing service you would be at the London Road store. London Road is therefore **"well served"** by public transport. Given that almost all bus services serving the Carlisle urban area can be at the centre within 15 minutes; this means a comprehensive public transport accessibility to the site from the whole of the Urban area at a maximum of 20 – 25 minutes. Disappointingly Fairhurst's Report does not comment upon this aspect in its statistically based analysis.

We have also discussed how one would approach the location of a large store in general terms. If a City Centre or Edge of Centre site was not available the first preference would be a site on a main distributor such as London road, Warwick Road or Kingstown Road in order to maximise the use of public transport.

The context provided by PPG6 and other Government Guidance makes it clear that this is extremely important in order to facilitate the Government's thrust of encouraging people to change their habits and leave their cars behind. In drawing these distinctions the advice in PPG6 is significant.

Government's objectives, set out at paragraph 1.1, talk about the need for shops **"...to which people have easy access (my emphasis) *by a choice of means of transport*"**.

Paragraph 1.11, talking about the sequential approach mentions **"...locations that are accessible by a choice of means of transport"**.

Paragraph 1.6 sets out key considerations for out-of-centre developments and explains that these key tests are elaborated upon in Section 4.4.

Paragraph 3.3, talking about comparison shopping of the type that is proposed, says that local planning authorities should seek locations **"...easily accessible by a choice of means of transport"**.

Crucially, Section 4, in talking about accessibility states:-

"For new retail developments, local authorities should seek to:

establish whether public transport will be sufficiently frequent, reliable, convenient and come directly into or past the development (my emphasis) from a wide catchment area".

Whilst PPG13 is obviously a more recent document than PPG6, it reiterates the points in PPG6 at paragraph 35 and talks about sites **"...well served by public transport"**.

As you know PPG6 talks about appropriate walking distances at paragraph 3.14. It states **"...most shoppers are unlikely to wish to walk more than 200 m to 300 m, especially when carrying shopping"**. Fairhursts' comments at para 1.8 appear to be seeking to re-write the advice in PPG6 in respect of shoppers who could be carrying items such as paint, hardware, wallpaper or plants. It would seem self-evident that there will be a proportionate decrease in the distance people will be willing to walk to a bus stop depending upon the weight of shopping that they are carrying.

I have previously provided extracts from the *"Guidelines for Providing for Journeys on Foot"* published by the Institute of Highways and Transportation 2000. These guidelines are for front door to destination walking distances. Those guidelines set out acceptable walking distances (400 m) and you will see in paragraph 3.31 that what is an acceptable distance is also subject to variables and a specific encumbrance mentioned is shopping. Others variables are the availability of alternative transport modes and general deterrents to walking presumably ease, attractiveness and safety. All of those variables would reduce the acceptable limit.

The evidence produced by Mr. Cameron refers to the above guidelines. In his Draft Proof of Evidence dated 26th September 2001 he adopts at paragraph 2.2.8, a figure of 700 m as being an accessible walking distance and thus assumes at paragraph 2.4.7 that bus stops at Botchergate and Victoria Viaduct are both within reasonable walking range. This not only flies in the

face of the distances stated in PPG6 and ignores the issues of encumbrances but also ignores the most important point that these are not the relevant guidelines for public transport accessibility.

The relevant guidelines for public transport accessibility have been supplied previously. The Guidelines for Public Transport were published by the same Institution in 1999. These guidelines identify that **"...the maximum walking distance to a bus stop should not exceed 400 m and preferably be no more than 300 m"**. Clearly the figures quoted by Mr. Cameron of 600 m and 695 m significantly exceed these guidelines. Indeed comparing Currock Road to London Road to access the more frequent Botchergate bus services shoppers would have to walk an extra 1.1 kilometre on their return trip journey. This, in our opinion, does not in any way, shape or form fall within the definition of **"easily accessible"** and will not be sufficiently attractive to persuade shoppers to utilise public transport on a regular basis.

We consider that the whole thrust of PPG6 and PPG13 is to build upon existing transport facilities that are easily accessible in order to encourage people to adopt a modal shift away from car born travel when shopping. Expecting people to walk from Currock Road to either the Railway Station or to the bus stops on Botchergate and Victoria Viaduct seems in practice very unlikely. Anyone travelling to Carlisle in order to access the B&Q store sited on London Road, who is not on the direct bus services, has the benefit of changing in the City Centre with a frequent service from the City Centre, past the Rail Station and along Botchergate at the frequency noted in the Committee Report of 1 service on average every 5 minutes or so.

Fairhurst's accept that there is little prospect of linked trips from either location. That may be so. Their analysis appears to be based on a simplistic assessment based on the greater number of stores close to the Currock Road site. It gives no consideration to the size of store and hence differing critical mass nor to the presence of Focus on London Road which is a direct competitor to B&Q.

Furthermore their analysis reveals that the closest distance from Currock Road to the nearest "Main Shopping Frontage" is 730 metres (para 3.4.1). By utilising public transport the equivalent distance from the London Road site is 680 metres (para 3.5.3). In other words London Road East is better suited for linked trips to the shopping centre, however, small in number those may be.

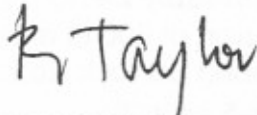
Overall Fairhurst's confirm that the London Road East proposal is best in terms of:

- accessibility by foot (para 1.23);
- accessibility by public transport (para 5.5); and

- accessibility by cyclists (para 5.8)

and that the previous decision to approve the London road East proposal was soundly based on accessibility grounds.

Yours sincerely,



BOB TAYLOR

Appendix 5

Response from Phoenix Architects

Preliminary comment upon a Report on non-private vehicle accessibility levels
by W. A. Fairhurst & Partners
dated January 2002

NON-FOOD DIY (FOR BULKY GOODS) RETAIL STORE

AND

ASSOCIATED GARDEN CENTRE, BUILDING CENTRE
CAR PARKING AND ACCESS

LONDON ROAD WEST, CARLISLE

FOR

CORALSANDS PROPERTIES LTD

Phoenix
ARCHITECTS

28 Abbey Street, Carlisle, Cumbria, CA3 8TX
Tel. 01228 539537 Fax. 01228 531306

1] GENERAL COMMENTS

It is noted that W A Fairhurst's commission commenced on 15 November 2001. This pre-dates Coralsands Planning Application for London Road West submitted on 4 December 2001, but we would have thought the brief would have included this third contender. Advice as to an impending application was submitted to the Authority in our letter dated 12th November 2001.

This appears not to be the case as the report states in para 0.14 that such instruction did not reach Fairhursts until 15 January 2002, more than a month later, and only a week prior to the expected submission of the report.

We find the lateness of briefing and resulting tight programme is unfair on Fairhursts and potentially detrimental to our client's case.

- 2] Our first knowledge of this report was a telephone call from its author Mr Tim Speed on 17 January 2002. Mr Speed asked various questions regarding transport issues and requested any copy documents by early the following week as the report was urgently due for submitting to the Authority. As with the relatively short time for consideration of the submitted report we question whether our client's proposals were being given due time to make appropriate and meaningful responses for what is a considerably sized development and an important decision for Carlisle. We are particularly concerned with the inflection Mr Speed's reporting of our responses (paras 2.3.4 - 2.3.7) which were effectively produced without prior warning.

We find that the opportunity to assemble a considered response to your consultant's queries is considerably more advantageous to the two competitors and, therefore, also potentially detrimental to our client's case.

- 3] Before receiving this report we were unaware of "Currock Street Carlisle - Access & Transport" by Ian Cameron. As this "evidence" appears to be analysed in detail we consider that such matters should have been brought to our attention for due comment.

- 4] The abstraction of issues involving private vehicles is noted (para 0.4 & 0.12) and we make no comment other than to reiterate a relevant point made in para 5.3 of our written statement with regard to the potential effects of traffic overspill onto London Road from the London Road (East) car park accommodation alleviated within our London Road (West) Scheme. You may wish to address this issue within the scope of this report or alternatively commission further reporting as suggested in our recommendations at the end of this report.

PEDESTRIANS

- 5] We would wish to underline what appears to be widespread agreement that issues pertaining to pedestrians and bulky goods are proportionally minor. We would further emphasise that there are matters of policy of greater bearing and that it is hoped the Council do not regard non-private vehicular issues as the deciding topic between sites. Other issues within PPG6 - and sequential testing have to be considered with their due importance in an overall balanced judgement.
- 6] We object strongly to the assertion in 3.6.4 (made in reference to linked trips) that future wider development "cannot be considered at this time". Such a statement relegates "planning" to an activity of negative development control - A London Road West approval would, without question, trigger further comprehensive development which would, as shown on the indicative scheme layout, include a sizeable proportion dedicated to new housing that would considerably skew the report's conclusion.
- 7] Whilst recognising the studies that have resulted in the PTAL calculation and IHT Guidelines we would like to add some additional local qualifications.
 - i] Pedestrian routes away from major highways and through pleasant landscape or historic environments such as conservation areas are known to encourage greater numbers of pedestrian trips and sustain longer acceptable travel distances.
 - ii] No mention is made of this in the report and we submit that access by foot from large parts of Upperby to the West and South of the London Road West Site can use the pathway from St Ninians Road and railway footbridge at Manor Road. Such routes include housing areas within 640m not noted within the report and the pleasant nature of a walk alongside the River Petteril and the Local Plan Policy E5 Area of Local Landscape Significance can anticipate more frequent use linking housing from greater distances than any prediction of trips along the main arterial London Road with its noise, vibration and fumes.

We find it incongruous to note residents willingly exercising their dogs along the length of the path between St Ninians Road and Harraby Bridge and the assumption that people are unwilling to walk the same distance for another purpose.
 - iii] We regard the siting of the London Road West Store highly complementary to the pedestrian for its proximity to the outlook over an area of Local Landscape significance and the opportunities afforded for further generous landscaping.

- 8] We disagree strongly, therefore, with the conclusions of the report in paragraphs 1.21 - 1.23.

PUBLIC TRANSPORT

- 9] Again, we must protest that our client's application is clearly not fully within the thinking of the report's author. Paragraph 2.0.1, by perhaps an innocent inconsistency, implies that there are only two sites in contention and reads, as is probably the case, that section 2.3 is a late addition - the result is not one of balanced analysis and it troubles us that the Sub-Committee will be adversely influenced if distributed in its present form.
- 10] It may be a moot point but paragraphs 2.3.1 and 2.3.2 are incorrect, the distance from the NW bound bus stop to the store door is in the order of 375m and the SE bus stop 397m. The issue this raises would be pedantic if it were not that the report seeks to separate London Road East and London Road West by the use of the fairly nominal bus stop catchment distance of 400m, upon which its evidence is suspect. Notwithstanding the re-location of bus stops to suit passenger needs is more meaningful than measuring to existing points.
- 11] Paragraph 2.3.4 notes that no documentary evidence was provided within our Supporting Statement. Had Planning Officers or the City's Consultants requested the same and supplied sufficient time these would have been provided, however, neither trigger was initiated and it is unfair to imply that the statement was anything less than accurate.
- A further meeting has taken place with Mr Derek Scott, Stagecoach Operations Manager in Carlisle, where requested documents have been supplied and comments on proposals following this meeting are expected in two basic forms:
- i] A dedicated small bus link service from north of the City Centre, perhaps Morrisons through to the Application Site - shortfalls subsidised by the developer until future developments generate a self supporting service.
 - ii] If the County Council's recommendations for a new bridge over the Petteril from the Carlisle Drive traffic lights are followed through a loop route for a proportion of main services would be created. We, therefore disagree fundamentally with the report's comparison within 2.4.1.
- 12] We have been dealing with David Ashworth and Derek Scott at Stagecoach not Mr Nigel Barratt.
- 13] As with (5) earlier we object strongly to the assertion repeated in report para 2.3.5 that the wider development potential should be ignored.

- 14] We have, hitherto, regarded the positioning of a bus bay largely as a matter of detail. We have no objections to agreeing a location and amending the current applications accordingly.

LINKED TRIPS

- 15] The approach of the Fairhurst Report to linked trips causes the greatest concern. Comparisons of linked trips generally address the ease and flexibility of using secondary highway routes, avoiding major road routes, for private vehicles. Linked trips by alternative methods when addressing a store of the large bulky goods type becomes little more than an academic exercise and of limited practical guidance.
- 16] We object strongly to the assertion made once again within para 3.6.4 that wider development proposals within the London Road (West) site "cannot" be considered at this time. This is not a basis for sound planning and flies in the face of clear Government recommendation in PPG6 that advises:
- i] Focus development, particularly retail, in locations where businesses facilitate competition, benefiting consumers and maximising the efficiency of transport usage. P.1.1.
 - ii] It may be necessary for the Local Planning Authority to designate areas in Town Centres (general meaning) for the retaining or enhancing of particular uses. A substantial part of the London Road West site is allocated Mixed Commercial. P.1.7.
 - iii] A larger site is supported by PPG6 as it encourages investment in retail, employment and leisure i.e. mixed uses. P.2.3.
 - iv] LPA should avoid losing vitality due to large single use developments and promote mixed uses including additional housing. Town Centre Strategies P.2.16.

These issues are not aimed specifically at non private vehicle transport but have a clear bearing upon such issues by setting a broader and more pertinent context.

CYCLISTS

- 17] No comment.

REPORT CONCLUSIONS

- 18] We question the conclusion in para 5.2 -
- i] Because housing areas to the south and west of the London Road (West) store are not identified.
 - ii] The concept of pleasanter trips inducing a willingness to walk longer distances has not been identified and evaluated.
- 19] We question the conclusion in para 5.4 - measured distances appear to be factually incorrect.
- 20] Linked trips to the City Centre by alternative transport methods are not practical and we agree with Mr Speed in 5.6 - the authority now needs to assimilate the linked trip possibility of the main means of access and greater priority under the PPG6 sequential test - the private vehicle.
- 21] Linked trips to adjacent development are certainly a great potential at London Road (West) and cannot be dismissed simply by confining parameters within this report.
- 22] Conclusion 5.10 can be completely dismissed as it was clearly written before the consideration of the London Road (West) site.

RECOMMENDATIONS

- 23] We are disappointed at the timing and consideration our client's application has been given within this report.
- 24] We see in this report an intent to evaluate and compare "accessibility by a choice of means of transport other than the private vehicle". We do not agree with some of the method and the resulting conclusions but we recognise that the process is an essential part of PPG6 and sequential testing.
- 25] The Authority is surely not considering basing its final decision upon such a small proportion of the sequential test?
- 26] May we now request similar, in depth, analysis of the other relevant tests by paragraph 1.16 of PPG6, namely:
- Accessibility by private vehicles
 - Likely harm to the Development Plan
 - Effect on overall travel patterns and car use
 - Impact on Vitality and Viability

We would argue that aspects of the above are significantly of greater importance than the accessibility issues of alternative transport and have

not been broadly evaluated across the three applications except within our own Written Statement Section 6.

Phoenix Architects
7/2/02

Appendix 6

Response from JMP

NOTE IN RESPONSE TO

a

**“Report on Accessibility Levels of Proposed DIY Stores
At Currock Road, At London Road (West) And At London
Road (East) Carlisle”**

By W.A. Fairhurst & Partners

Ian Cameron

JMP Consultants Ltd
Blackfriars House, Parsonage,
Manchester M3 2JA

(Doc Ref: IC/MLG/M097206-016/05/02/02)

1. Introduction

- 1.1 This note is produced by JMP Consultants Ltd in response to a "Report on Accessibility Levels of Proposed DIY Stores at Currock Road, At London Road (West) And At London Road (East) Carlisle" by WA Fairhurst & Partners. The Report was produced on 25th January 2002 for the Department of Environment and Development, Carlisle City Council.

2. Acceptable Walking Distances

- 2.1 The Fairhurst Report refers at paragraph 1.12 to the "Guidelines for Providing for Journeys on Foot" published by the Institution of Highways and Transportation in 2000. This is the most recent nationally accepted guidance on walking distances and takes account of earlier guidance. The purpose of the IHT Guidelines is to help planners understand the factors affecting walking patterns and to promote this healthy and sustainable alternative to car travel.
- 2.2 Fairhursts correctly note that "Acceptable Walking Distances" are set out in Table 3.2 of the IHT Guidelines for "town centres" and "elsewhere". The DIY Store sites being reviewed by Fairhursts are not in the town centre and therefore the "elsewhere" distances apply. These are as follows:

Suggested Acceptable Walking Distance (IHT Guidelines)

| | | |
|-------------------|---|-------|
| Desirable | - | 400m |
| Acceptable | - | 800m |
| Preferred Maximum | - | 1200m |

Fairhursts do not challenge these suggestions. Much greater distances are given in the same table for other types of walking trips.

- 2.3 Acceptable walking distances vary depending on the route, the purpose of the trip and the age and fitness of the walker. However, the IHT Guidelines are quite clear that 800m is an acceptable walking distance and that people will walk up to 1200m.

3. Linked Trips

- 3.1 The opportunity for linked trips between the development sites and the Carlisle Centre is of fundamental importance to the comparison of the three sites and is reflected in national and local sustainable development policy. The PPG6 sequential test requires planners to give first preference to development in the Centre, then on the edge of the Centre, then within reasonable walking distance of the Centre. No DIY sites have been identified within or on the edge of the Carlisle Centre, therefore the sequential test must examine the walking distance of the three out of centre sites to and from the Centre.
- 3.2 The Fairhurst Report identifies the following distances from The Currock Road entrance to the Centre (a comparison with the IHT Guidelines is given in parenthesis):

- to the closest point of the "City Centre Shopping Area" – 500m (close to the IHT "desirable" and well within the "acceptable" walk distance);
 - to the closest "Main Shopping Frontage" – 730m (within the IHT "acceptable" walk distance);
 - to the furthest "Main Shopping Frontage" – 1,185m (less than the IHT "preferred maximum" acceptable walk distance).
- 3.3 The Currock Road site is therefore within acceptable walking distance of the whole of the Carlisle "Main Shopping Frontage" and most of the "City Centre Shopping Area".
- 3.4 The Fairhurst Report also acknowledges that there are other retail units between the Currock Road site and the Carlisle Centre. This means that the acceptable walk distance between the Centre and the DIY Store would be even more attractive to shoppers.
- 3.5 The Fairhurst Report correctly states that the London Road (West) and (East) sites are not at a reasonable walk distance from the Carlisle Centre.
- 3.6 Therefore, the Fairhurst Report demonstrates that in terms of the PPG6 sequential test the Currock Road site is to be preferred to both of the London Road sites because it offers reasonable access links for pedestrians with the Carlisle Centre and would therefore effectively promote linked trips with the Centre.

4. Public Transport

- 4.1 The Fairhurst Report presents PTAL assessments to quantify the public transport accessibility of the three sites.
- 4.2 The results of the analysis are set out in paragraphs 2.5.7 and 2.5.8 and are as follows:

PTAL Accessibility Indices

| | Weekdays | Saturdays | Sundays |
|--------------------|----------|-----------|---------|
| Currock Road | 17.2 | 16.6 | 9.6 |
| London Road (East) | 13.9 | 12.9 | 4.2 |
| London Road (West) | 8.3 | 8.2 | 5.9 |

These demonstrate clearly that the Currock Road site is much better served by public transport than the other sites.

- 4.3 Furthermore, by setting a walking distance cut off at 640m in their main analysis Fairhursts have excluded from the analysis the bus stops at Carlisle Rail Station and on Victoria Viaduct. Both sets of stops are within the "acceptable" walking distance set out in the IHT Guidelines and would therefore be used by some visitors. If these stops were included the accessibility indices of the Currock Road site would be significantly higher and the advantage over the other sites would be significantly increased.
- 4.4 The Fairhurst Report presents various "sensitivity tests" based on alternative walk distance cut-offs of 400m and 880m to bus stops. 400m is less than many

Carlisle residents currently have to walk to bus stops and is therefore an unrealistic cut-off. 880m is a walk distance that Fairhurst appear to have rejected in their assessment of linked trips, but which also results in the Currock Road site retaining the highest accessibility index in comparison with the other sites. These "sensitivity tests" should therefore be given little weight in comparison with the base analysis.

- 4.5 The Fairhurst Report therefore shows by using the standard PTAL analysis technique that the Currock Road site is much better served by public transport than the other sites.

5. Conclusion

- 5.1 The Fairhurst Report clearly demonstrates for the reasons set out above that:

- the Currock Road site is the preferred option under the PPG6 sequential test because it is accessible on foot from the Carlisle Centre whereas the London Road sites are not;
- the Currock Road site is better served by public transport than the London Road sites.

- 5.2 On this basis there can be no doubt that in sustainable transport terms and in response to transport policy the Currock Road site is far superior to the London Road sites.

- 5.3 It is concerning that the alternative conclusions of the Fairhurst Report do not appear to match the main text and analysis. The conclusion that linked trips between the City Centre and the three sites "are unlikely from either" (paragraph 5.6) ignores the distances shown in the main text between the Centre and the Currock Road site (paragraph 3.4.1), all but one of which are within the range of IHT "suggested acceptable distances" quoted in paragraph 1.12. Clearly it cannot be properly concluded from a comparison of these figures that linked trips are "unlikely" for the Currock Road site. On the contrary, linked trips on foot would clearly be "acceptable" to many City Centre visitors.

- 5.4 The Fairhurst's Report text and appended calculations also show that using the standard PTAL analysis the Currock Road site is more accessible by public transport than the other sites. The conclusions (paragraph 5.4) note this briefly, albeit after first noting the results of a less significant sensitivity test. They then refer to the use of an alternative arbitrary cut off of 600m (which is not reported in the text or detailed in the appendices) which would result in the Currock Road site losing its superior PTAL index. This is not a conclusion of the analysis set out in the Report and is not supported by any evidence. The 600m cut off appears from paragraph 5.4 to have been first identified as the point at which the Currock Road store would lose its advantage and then selected as the point to be used to make the comparison in the Report conclusions.

- 5.5 Fairhurst's overall conclusion that their client, Carlisle City Council, was correct in its earlier judgement, is therefore not supported by the facts, the technical advice or the analysis set out in their Report. The correct conclusions that can and should be drawn from the Fairhurst's work are those set out in paragraph 5.1 above.

Appendix 7

Correspondence from Consolidated Northstar Properties Ltd. and Bendalls Engineering

NORTHSTAR *

Property Development & Investment

5th November 2001

Mr J Collier
The Chairman
Carlisle City Council
Department of Environment & Development
Planning Services Division
The Civic Centre
Carlisle
CA3 8QG

Dear Sir

PLANNING APPLICATION – BENDALLS ENGINEERING LTD, LONDON ROAD & CURROCK ROAD, CARLISLE

I understand that you have taken over the Chairmanship of the Planning Committee and that it has been decided to review these two applications in the light of the new information provided.

I would therefore like to take the opportunity of thanking you for instigating the review and ensuring that the Planning Authority handle its powers in a responsible, transparent and even-handed way, whilst fully complying with Government Policy and Guidance.

In conducting the review I believe you will come to the conclusion that these applications have not been handled well and your Officers have misinterpreted Government Policy and failed to robustly research and test the Bendalls site in terms of Public Transport and Accessibility and their economic argument. This has opened Carlisle City Planning Department to criticism.

In this respect I enclose a summary of JMP Consultant's Limited proof of evidence relating to the sequential test, public transport and accessibility comparing and contrasting both sites.

JMP Consultants Ltd are B&Q's nationally retained Highway Consultants and actually declined to act on the Bendalls site because they knew that it was sequentially inferior to Currock Road.

You will note that they have conducted a sensitivity analysis on their findings and that the PTAL test used fully takes into account the distance from the proposed store to the respective bus stops. No such study has been undertaken on the Bendalls Engineering site by the applicant and therefore it was wrong for JMP's findings to be summarily dismissed by the Planning Officers.

Government Policy is to promote sustainable transport that employees should be able to go to work by public transport and shoppers should be encouraged to walk from the store to the City Centre and adjoining retail units.

CONSOLIDATED PROPERTY NORTHSTAR LIMITED
Part of the Consolidated Property Group
DICKENS FARM, MOTTRAM ROAD,
ALDERLEY EDGE, CHESHIRE SK9 7JF

Directors: P S Dawson FRICS M Ridgway ARICS
All correspondence is **SUBJECT TO CONTRACT**

Tel no: 01625 590600
Fax no: 01625 590231
E mail: cpnorthstar@hotmail.com

VAT Reg: 732 8464 23
Co. Reg: 00291220

NORTHSTAR *

Property Development & Investment

Mr J Collier, Carlisle City Council

-2-

5th November 2001

The Currock Road site is accessible to the City Centre, other retail units and the train station by foot. The Bendalls site is not. The Currock Road site is heavily contaminated and only a high value use can bring it back into meaningful employment. Bendalls is not.

The Bendalls site is fully allocated as Employment land and has a useful range of industrial buildings which adds to the variety of stock available in Carlisle. The Currock Road site is partially derelict and partially allocated for commercial use. Therefore on all grounds the Currock Road site more complies with Government Policy than Bendalls.

It is only Bendalls economic argument that is persuading officers to support their scheme. That economic argument is not valid and is unenforceable. The City's report even confirms that it is not firm.

We have been involved in legitimate economic argument cases but in those instances the jobs involved totaled 800 and were strategic. Extensive reports were prepared on the financial viability of the company, the feasibility and practicality of entering into new and alternative markets which were fully explored and identified, various alternative sites for locating the manufacturing operation were investigated and terms agreed and the site committed to. Alternative uses for the existing site were also fully investigated which could include residential or part residential, part industrial or rationalisation or redevelopment within the site. None of this information has been made available publicly and indeed we doubt whether it has been seriously considered. The Bendalls official proposal, is

"To expand into new high tech markets if the economy improves and thereby safeguards 75 jobs and perhaps expand".

This is vague in the extreme and I suspect that the if planning consent is granted then all that will happen is that the two businesses operating at the site will be rationalised into other operations within the group. This could result in job losses not job gains.

At the moment planning consent cannot be granted because a 106 Agreement has to be entered into ensuring that Bendalls relocate somewhere within Carlisle. We have taken Counsel's Opinion and this is not legal as it is too vague and too uncertain. We have also contacted the developers at Kingsmoor Park and they have informed us that negotiations ceased with Bendalls some twelve months ago and at that time Bendalls did not want a new building as it would mean all the proceeds from the sale would be utilised and this was not acceptable. They also confirmed that they did not wish to lease because the business could not substantiate new rental levels. Accordingly this whole proposal appears to be an exercise in asset stripping rather than expansion. In addition we believe that the main buildings on the site are not now in use and we would therefore question how much accommodation is actually required and why those buildings cannot be modernised and new offices etc built within the existing site. It is certainly large enough.

CONSOLIDATED PROPERTY NORTHSTAR LIMITED
Part of the Consolidated Property Group
DICKENS FARM, MOTTRAM ROAD,
ALDERLEY EDGE, CHESHIRE SK9 7JF

Directors: P S Dawson FRICS M Ridgway ARICS
All correspondence is SUBJECT TO CONTRACT

Tel no: 01625 590600
Fax no: 01625 590231
E-mail: cpnorthstar@hotmail.com

VAT Reg: 732 8464 23
Co. Reg: 00291220

NORTHSTAR *

Property Development & Investment

Mr J Collier, Carlisle City Council

-3-

5th November 2001

Indeed every time that I have visited Bendalls half the premises have not been in use and the proposal in summary appears to be an exercise in maximizing shareholder value not expansion into high tech. markets.

On the otherhand if the business has already been decanted without being in receipt of the sale proceeds then clearly the business does not need the financial gain created by the granting of Planning Consent and there is therefore no economic argument.

You will recall that this argument was put forward by Bendalls in 1998 as part of another opportunistic planning application which was in competition with the Botchergate Scheme. That application was withdrawn due to County Council objection.

Importantly the Currock Road proposal is offering a number of other important off site planning gains in that £250,000 is being provided for the Nelson Bridge widening improvement, there are significant highway improvements to Currock Road, the avoiding line (which currently has no status) is being safeguarded and incorporated into the scheme, a new bus stop is being provided and in the interim period the national pedestrian cycle route is being extended across the site. Bendalls offer no such gains.

You will also note that there are no Railtrack or Highway objections to the development of Currock Road and that the development will actually formally safeguard the Goods Avoiding Line which is also a major advantage over Bendalls.

I would therefore respectfully ask that you reconsider both sites and critically examine the Officers' report on the Bendalls site. That report was previously inconsistent and wrong on the fundamental issue of the Sequential Test and did not robustly examine at all the Bendalls economic argument.

Your Officers will be reluctant to admit their previous Report came to the wrong conclusion and we are therefore anticipating they will use their best endeavors to discount the JMP Report. We are therefore requesting a meeting between JMP and the Council's advisers relating to public accessibility and that they more rigorously test the Bendalls economic argument. It seems as though to date there is one standard for Currock Road and a completely different one for Bendalls.

I can only therefore request that you review the two applications in a fair and open minded way and support this major investment on the basis of merit not on local influence.

I would welcome the opportunity to give our own presentation to either yourself or the full committee and in this respect look forward to hearing from you.

Yours faithfully

STUART DAWSON
CHAIRMAN

CONSOLIDATED PROPERTY NORTHSTAR LIMITED
Part of the Consolidated Property Group
DICKENS FARM, MOTTRAM ROAD,
ALDERLEY EDGE, CHESHIRE SK9 7JF

Directors: P S Dawson FRICS M Ridgway ARICS
All correspondence is **SUBJECT TO CONTRACT**

Tel no: 01625 590600
Fax no: 01625 590231
E mail: cpnorthstar@
hotmail.com

VAT Reg: 732 8464 23
Co. Reg: 00291220

Our Ref: NSMA/DAH

Email : norman.addison@bendalls.co.uk

28th November 2001

Carlisle City Council
 Dept of Environment & Development
 Civic Centre
 Carlisle
 Cumbria
 CA3 8QG

For the attention of Mr Michael Battersby – Director

Dear Mr Battersby



RE: PROPOSED RELOCATION TO KINGMOOR PARK

We have recently viewed a copy of a letter from Consolidated Property Northstar Ltd and are most concerned and very aggrieved regarding claims and misrepresentations made about our company and our future plans.

Specifically we take issue with the following:-

- Mr Stuart Dawson has never visited Bendalls' existing manufacturing facility and has no knowledge of our capability, processes, markets, workload and therefore comments made in this regard are totally fictitious.
- The comments that our negotiations with Kingmoor Park have 'ceased' are wholly untrue. Please refer later in this letter to our current status which Mr Tony Goddard – Director, Kingmoor Park Properties, will confirm.
- We understand that the sect 106 is a legally binding document and that failure of Bendalls to relocate to an alternative site in the Carlisle area would result in no development taking place at London Road.
- With respect to claims regarding our 'vague' strategy for the future, I would confirm that we have recently won a £300k order for a 250KW Water Current Turbine which we believe will be the first of its type in the world. One of the major factors in placing this business with Bendalls was the recent planning decision enabling us to relocate to a new manufacturing facility in Carlisle area to exploit the massive potential for this product in the field of renewable energy (tangible evidence of expansion into new high tech markets).

ALBION WORKS • LONDON ROAD • CARLISLE • CUMBRIA • ENGLAND • CA1 2PW

TEL: +44 (0)1228 526246 ~ FAX: +44 (0)1228 525634
 EMAIL: info@bendalls.co.uk ~ WEBSITE: www.bendalls.co.uk

Further to receiving local council and regional govt. office approval for our planning application we wish to confirm the status with respect to our redevelopment proposals:-

- We have prepared a draft legal document to satisfy the requirements of Sect. 106 and this is with the council for approval.
- We have agreed terms with Kingmoor Park Properties regarding an option on a green field site to accommodate our proposed new manufacturing facility. Our solicitors are currently finalising the documents.
- We have drafted plans for our new facility, which would provide approx. 66,000sqft of factory accommodation with 15,000sqft on office accommodation and will be submitting these for detailed planning approval this week. If our plans are approved then the new facility will amount to an investment of around £4m at Kingmoor Park. Our plans also allow for a further 20,000sqft for future expansion.
- Our property developer has had extensive discussions with B&Q who have confirmed their interest in our site.

Therefore subject to final planning approval being granted we confirm that it is our intention to relocate to Kingmoor Park at the earliest opportunity and that our proposed timetable would be as follows:-

| | | |
|------------------------------------|---|---------------|
| Commence sitework at Kingmoor Park | : | April 2002 |
| Commence fit out of new facility | : | December 2002 |
| Vacate London Road site | : | February 2003 |

Please note that this timetable is already slipping as we had expected by now to have received the planning consent.

We reiterate the importance of this redevelopment to the strategic future of the business. Bendalls Engineering specialises in the design and manufacture of Pressure Vessels and specialist steel fabrications to the global Oil, Gas, Petrochem and Nuclear Industries and currently employs 74 qualified and skilled staff. The existing site is outdated, fragmented and not conducive to modern manufacturing methods as well as constraining the company's ability to enter new markets. The proposed new facility would be one of the most modern steel fabrication facilities in the UK enabling us to invest in new manufacturing equipment, increasing our production efficiency and making us more competitive in world markets. More importantly it will enable the company to move into the high growth Renewable Energy markets with products for Wind, Tidal and Biomass Energy applications which if successful would lead to a substantial increase in skilled employees.

The creation of the new manufacturing facility is therefore fundamental to the successful development of these new opportunities thus sustaining existing employment levels and providing the platform for future expansion.

We are obviously concerned that the comments made by Northstar question the integrity of our company, its employees and Carr's Milling Industries plc and could potentially damage future prospects for our business. We trust that the facts presented in this letter clarifies our position and sincerely hope that the council can proceed to issue the final planning consent as soon as possible.

Finally, we would be happy to meet with you and your colleagues to discuss any issues that require further explanation.

Yours Sincerely



Norman S.M. Addison
MANAGING DIRECTOR

SCHEDULE A

SCHEDULE A

SCHEDULE A

SCHEDULE A

SCHEDULE A

SCHEDULE A

SCHEDULE A: Applications with Recommendation

ITEM NO. 0

Date of Committee: 01/03/2002

APPN REF NO:
01/1046 /

APPLICANT:
Consolidated Property Northstar Ltd

PARISH:
Carlisle

DATE OF RECEIPT:
15/11/2001

AGENT:
PDC

WARD:
Denton Holme

LOCATION:

GRID REF:

L/A bounded by Rome St/Currock St & Railway Line, Carlisle, C 340140 555040

PROPOSAL: Outline application for non-food retail store (DIY/bulky goods) and garage/workshop together with ancillary parking, and highways works (Re-submission)

REPORT

PLANNING POLICIES:-

CUMBRIA & LAKE DISTRICT JOINT STRUCTURE PLAN POLICY 33

Sufficient employment land will be provided to ensure that in each District, subject to Policies 39 and 41 there exists at any one time a minimum of a five year supply of readily available land in each of the following market sectors:

- i. business park
- ii. strategic employment site
- iii. local employment site

CUMBRIA & LAKE DISTRICT JOINT STRUCTURE PLAN POLICY 34

Permission will not normally be given for the redevelopment or use for other purposes of employment sites or buildings which already exist or are identified in Local Plans.

CUMBRIA & LAKE DISTRICT JOINT STRUCTURE PLAN POLICY 49

Large stores and retail warehouse developments with large adjacent customer car parks will only be permitted where they:

- i. have an essential requirement to transfer bulky customer loads from store to car, and
- ii. are located within or on the periphery of towns and are widely accessible by public transport, and
- iii. are of a scale which will not seriously affect the viability, vitality or regeneration of any town centre, and
- iv. are situated where additional traffic can be satisfactorily

SCHEDULE A: Applications with Recommendation

Schedule continued for 01/1046 /

accommodated within the surrounding road network, and

- v. will not harm the visual character of the area or the amenities of adjoining land uses.

CUMBRIA & LAKE DISTRICT JOINT STRUCTURE PLAN POLICY 69

Long distance and commuter passenger flows should be handled by rail and road public transport services wherever possible and appropriate in order to minimise growth in road traffic. The transfer of traffic to and between these modes will be encouraged by supporting proposals for improved services, infrastructure and passenger facilities and for more and better interchange arrangements.

CUMBRIA & LAKE DISTRICT JOINT STRUCTURE PLAN POLICY 70

Large flows of bulk commodities and all dangerous materials should be transported by rail wherever possible in order to reduce the growth in heavy goods haulage by road and to reduce the possibility of serious damage to the environment. Steps to facilitate this should include:

- i. the location of new development generating such movements on sites where this traffic can be handled by rail freight services, and
- ii. the favourable consideration of proposals for interchange facilities between road and rail and for the rail freight servicing of existing industry.

CARLISLE DISTRICT PLAN SHOPPING - POLICY S2

Elsewhere proposals will not be permitted for large stores and retail warehouses with large adjacent customer car parks, where there is an essential requirement to transfer bulky customer loads from store to car, except where sites:

- 1. are within or edge of City Centre and are widely accessible by public transport; and
- 2. are of a scale which will not seriously affect the viability, vitality or regeneration of the City Centre; and
- 3. are situated where additional traffic can be satisfactorily accommodated within the surrounding road network; and
- 4. will not harm the visual character of the area or the amenities of adjoining land uses.
- 5. will not have an unacceptable effect on overall travel patterns.

CARLISLE DISTRICT PLAN EMPLOYMENT - POLICY EM2

Within Primary Employment Areas proposals for B1, B2 and B8 uses will be

SCHEDULE A: Applications with Recommendation

Schedule continued for 01/1046 /

acceptable. Permission will not be given for redevelopment or changes of use within such areas for other purposes. Exceptions may be permitted where:

1. the existing use of the site adversely affects or could adversely affect adjacent residential properties; or
2. the proposed alternative use is essential for the redevelopment of the majority of the site for employment purposes; and
3. the alternative development would be appropriate in terms of scale and design to the surrounding area, and the amenity of adjacent properties would not be prejudiced.

CARLISLE DISTRICT PLAN EMPLOYMENT - POLICY EM5

Within Mixed Commercial Areas, proposals for B1 (Business), B2 (General Industrial), B8 (Warehousing), A2 (Financial and Professional) and A1 (Retail) uses will be acceptable provided that:

1. the relationship of the site to the highway network is satisfactory; and
2. access to the site is satisfactory; and
3. appropriate parking provision can be provided; and
4. the scale of development is appropriate in relation to the site, and the amenity of adjacent uses is not prejudiced.

CARLISLE DISTRICT PLAN ENVIRONMENT - POLICY E55

Proposals for the reclamation of derelict, redundant and vacant land and buildings will be permitted provided that the use is appropriate to the location, and the development and landscaping are in keeping with the surroundings.

SUMMARY OF CONSULTATION RESPONSES:-

HIGHWAY AUTHORITY: The first application was considered by the Carlisle Transport Steering Group on 15th May 2001 and the Carlisle Area Committee of the County Council on 23rd May 2001. At the latter meeting, it was resolved that no objection be raised to the application, subject to a condition requiring that the development does not open for trade unless and until the Nelson Bridge widening and improvements to the adjacent junctions have been completed.

A contribution of £250,000 has been agreed by the developers towards the cost of the Nelson Bridge widening. The highway authority have been consulted on the latest application and have made no further comments.

CUMBRIA COUNTY COUNCIL (As Strategic Planning Authority): The County Council reconsidered the proposal in terms of the second

SCHEDULE A: Applications with Recommendation

Schedule continued for 01/1046 /

application submitted, in the light of the advice contained in the revised version of Planning Policy Guidance Notice 13. This was published at the same time that the County Council response to the first application was under consideration and was not therefore considered. The response on the second application rectified this omission, and concluded that the proposal should be resisted unless it can be shown that the proposal will not prejudice the re-opening of the goods avoidance line. The County Council have been consulted on the latest application, and have made no further comments.

ENVIRONMENT AGENCY: No objection, subject to conditions, in particular a condition to deal with the issue of on-site contamination.

HEAD OF ENVIRONMENTAL SERVICES: No objection, subject to a condition requiring an assessment of the contaminated land issue, and measures to deal with any contamination.

HEALTH & SAFETY EXECUTIVE: No objection.

CUMBRIA CONSTABULARY: General comments regarding the details of the development in relation to security matters.

STRATEGIC RAIL AUTHORITY/RAILTRACK: The Strategic Rail Authority has been created by the Government to provide an overview of the strategic requirements of the rail network. When the first application was submitted that Authority existed in shadow form only. The SRA and Railtrack have now confirmed that they are objecting to the application because in their view it prejudices the implementation of the goods avoidance line. Members will be aware that this section of railway line, which provides a route for freight trains which avoids Citadel Station, was closed about twenty years ago following an accident. There is now a proposal to reinstate it, to provide additional capacity for freight trains through Carlisle, as part of the works to upgrade the West Coast Mainline. The SRA and Railtrack consider that the restoration of the goods avoidance line is an important scheme and that the application would prejudice this, unless the proposal is linked to a Section 106 agreement which safeguards the goods avoidance line, and commits the developer to construct an underpass underneath in the event of the line be re-opened.

Similar representations have been received from all the following bodies and organisations. Copies of all these representations are attached to the report.

Dumfries & Galloway Council;
Rail Freight Group;
North West Regional Assembly;
West Coast 250 Group;
Freightliner;
Rail Passenger Committee;
Direct Rail Services;
Freight on Rail; and
North West Development Agency.

SCHEDULE A: Applications with Recommendation

Schedule continued for 01/1046 /

SUMMARY OF REPRESENTATIONS:-

The application has been advertised by means of press and site notices and neighbour notification. The following responses have been received:

- i. Objection from resident in Morton, on the grounds of the loss of the jobs from the existing occupants of the site, and the traffic problems which are likely to arise.
- ii. On 14th August, a letter of objection was received on behalf of the promoters of a further alternative site, which lies to the rear of Hilltop Heights, off London Road. The contention is that this site better meets the policy requirements of PPG6, Structure and Local Plans, and should therefore be favourably considered, over and above the sites subject to existing applications.
- iii. A letter has been received from a landowner in the Currock Road area, in support of the current application. This argues that the Currock Road site should be preferred because of the regeneration benefits which would arise. This proposal is a "once only" opportunity to redevelop a semi-derelict area.

The objection from Breed UK to the earlier applications was withdrawn.

DETAILS OF PROPOSAL/OFFICER APPRAISAL:-

PLANNING HISTORY

This is a large site, with a number of component parts. The planning history relating to these is as follows:

i. British Gas

Part of the site has a long standing use by British Gas, and there are therefore a number of permissions that relate to this use. One of the gasholders, No. 4, is a listed building, and is not part of the application site. In September 1996, permission was given for the change of use of some of the buildings on the British Gas site to Design, Purchasing and Sales Offices and light engineering workshops and test laboratory (application 96/0599).

ii. Currock Street

The land to the rear of Currock Street has been developed over the last twenty years or so for employment purposes. In 1981, permission was given for the erection of a workshop and office for motor vehicle repairs (application 81/098). Since then, six further approvals have been given for further workshop units or extensions.

SCHEDULE A: Applications with Recommendation

Schedule continued for 01/1046 /

The remainder of the site is vacant and does not have planning history.

The history of the current proposal is as follows:

Application 00/0836 was submitted in October 2000 for the same proposal as the current application. Its consideration was delayed by a number of matters, notably the goods avoidance line issue and the submission of application 01/0201, for a similar development on the London Road (Bendall's) site. In the event, the applicant appealed against non-determination of 00/0836, and submitted a parallel application (01/0360).

01/0360 was considered at a special meeting of the Development Control Committee on 24th August 2001, together with the Bendall's application (01/0201). 01/0360 was refused at that meeting.

The appeal in respect of application 00/0836 was subsequently withdrawn, but a further appeal against the refusal of 01/0360 has now been submitted. The current application has also been submitted, so that the Currock Road proposal can come before the Council, at the same time as the reconsideration of the London Road (Bendall's) proposal.

DETAILS OF PROPOSAL

The application is effectively a re-submission on the applicant's initiative of application 00/0836, and the proposal is therefore essentially the same.

The application submitted in outline with all matters except access and siting reserved for subsequent approval and proposes the erection of a non-food retail store, selling DIY/Bulky goods, and a garage/workshop together with ancilliary parking, landscaping and highway works. The application is supported by a layout showing the location of the store, access and other elements of the development, and traffic impact and retail impact assessments including retail policy and the sequential test and a planning statement.

The site is 4.23ha. and is located to the south of the city centre, with a frontage to Currock Street/Currock Road and Rome Street. To the south is the Boustead Grassings depot on the opposite side of the railway line, the existing B & Q store.

The layout shows an access from an amended roundabout at the junction of Currock Street, Currock Road, and Crown Street with the main store building 9290 square metre gross floor area (gfa) located towards the rear of the site, with 1845 square metre (gfa) bulky goods store and servicing to the rear, and 2787 square metre (gfa) garden centre adjoining. A 264 square metre (gfa) garage is proposed towards the north west corner of the site, next to the retained gas holder. The layout shows customer car parking for 571 car, plus 17 staff spaces and cycle parking for both staff and customers.

SCHEDULE A: Applications with Recommendation

Schedule continued for 01/1046 /

The revised application raises the same issues as the previous proposal, but consideration of those has been amended by the need to consider relevant merits of the Currock Road and Bendalls applications, and further information submitted by the applicants related to the goods avoidance line. These issues are considered in turn.

i. GOODS AVOIDANCE LINE

Members will recall that in the report on the first application (00/0836) the goods avoidance line was identified as a significant issue. The reopening of this length of line, which was closed about 20 years ago following an accident, has been identified by Railtrack and The Strategic Rail Authority as a means of relieving congestion arising from increased freight traffic in the coming years. As originally submitted, the proposal for the retail store would have prejudiced the reopening of the goods avoidance line because the access and car park would have been built over it.

A revised version of Planning Guidance Note 13 published in April 2001 includes a new section on freight. This emphasises the importance of protecting sites and routes, both actual and potential, which are critical in the movement of freight. The objections from Railtrack and the SRA emphasise the importance of the goods avoidance line to the achievement of their objectives in promoting and improving the movement of freight.

The applicants subsequently submitted a further document which includes three options which would allow the store to be built and trade, whilst at the same time maintaining the route of the goods avoidance line. These options were:

- a) Using Rome Street as the sole access to the site;
- b) Creating a new access next to the bridge over the railway line, with a new bridge into the site; and,
- c) Building an underpass under the route of the goods avoidance line to link the access for customers to the main part of the car park and the store.

These options were referred to the SRA/Railtrack and the highway authority for comment, and it has been confirmed that the underpass is a technically feasible solution. It has also been confirmed with the SRA and Railtrack that provided a Section 106 agreement is agreed which safeguards the line, and commits the developer to providing the underpass, in the event of the line being re-opened, the objection will be withdrawn.

ii. HIGHWAYS

The application was accompanied by a Traffic Impact Assessment and has been the subject of extensive discussion with the highway authority. In considering the proposal, the highway authority identified the capacity of Nelson Bridge and the

SCHEDULE A: Applications with Recommendation

Schedule continued for 01/1046 /

adjacent junctions to accommodate extra traffic as a constraint. Following discussions with developers, a contribution of £250,000 in total has been agreed towards the cost of the Nelson Bridge improvement. This will enable the project to be brought forward in the programme from its current position of 2004-06 to 2002-03. The highway authority have therefore recommended that the proposal is acceptable, subject to a condition requiring that the store does not open until the improvement works have been completed.

iii. LOCAL PLAN ALLOCATION AND OTHER POLICY ISSUES

These matters were fully covered in report EN.153/01, which was considered on 24th August, when both the applications for London Road (Bendall's) (01/0201) and Currock Street (01/0360) were considered. That report, which is attached as an appendix, to Report EN.025/02, concluded that the Currock Street proposal was acceptable in terms of local plan allocation, and the fact that the proposal included the redevelopment of a derelict and contaminated site was an argument in favour of the application. On the other hand, the London Road (Bendall's) application was linked to the proposed relocation of Bendall's to a new site at Kingmoor Park, Carlisle. This would enable the company to expand its activities, thereby safeguarding employment. It was felt that this was a significant argument in favour of the Bendall's site together with its greater accessibility to alternative means of transport. The land use and local plan allocation issues were finally balanced and therefore not regarded as crucial in terms of determining the two applications.

vi. RETAIL POLICY AND THE SEQUENTIAL TEST

This issue was of fundamental importance in the consideration of applications 01/0360 and 01/0201, relating to Currock Road and London Road (Bendall's), when these applications were considered in August 2001. Members came to the conclusion that when the two sites were compared on the basis of the sequential test, and accessibility, the London Road (Bendall's) site was preferable. This was the basis of the refusal of application 01/0360.

Report EN.025/02 deals fully with the further investigations into these matters, and comes to the conclusion that the decisions made in August 2001 were reasonable.

It will be appreciated that a fundamental point, which was first made in the Carlisle Retail Study (adopted on the 28th September 2000, to guide retail development in Carlisle), and has been accepted by all parties since then, is that there is capacity for only one such store in Carlisle. It follows therefore that, with the permission for the London Road (Bendall's) site in place, application 01/1046 should be refused.

SCHEDULE A: Applications with Recommendation

Schedule continued for 01/1046 /

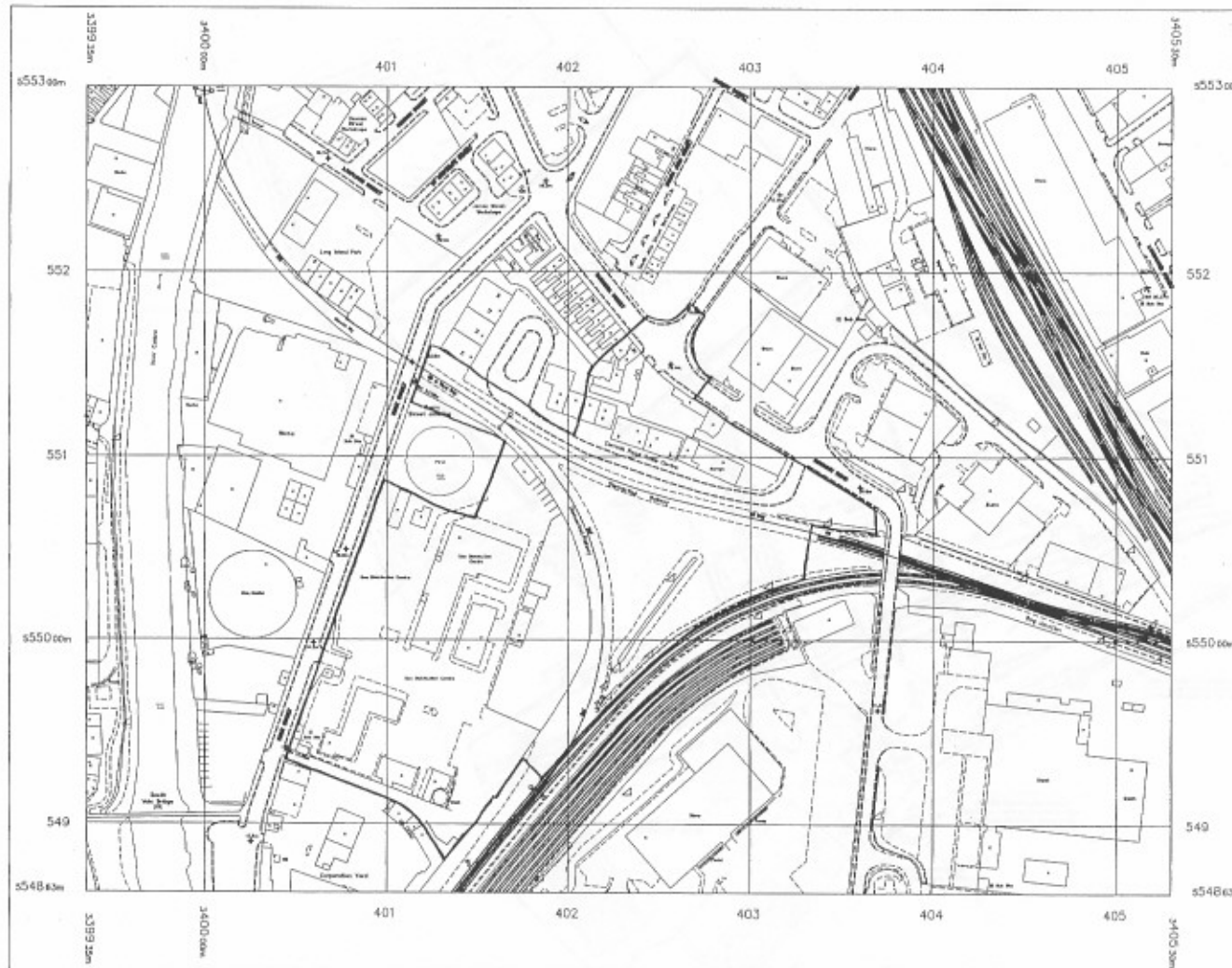
RECOMMENDATION:-

REFUSE

1. REASON: The guidance in the Carlisle Retail Study 2000 which has been adopted by the Council indicates that there is capacity for only one major DIY goods store in Carlisle. This application (01/1046) is for the development of such a store in an out of centre location ("the Currock Road Site"). An application (01/0201) which is also for a major DIY goods store has been submitted for determination in respect of a site at Bendalls in London Road, Carlisle ("the Bendalls Site") which is also an out of centre location. When considered against the guidelines in Planning Policy Guidance Note 6 and Policy 49 of the Cumbria and Lake District Joint Structure Plan and Policy S2 of the Carlisle District Local Plan application 01/0201 is the better of the two applications having regard to the fact that it safeguards employment by securing the relocation elsewhere in the Carlisle district of the business currently operating on the Bendalls Site and to the fact that the Bendalls Site is better served by public transport than the Currock Road Site. Accordingly Application 01/1046 should be refused.

Ordnance Survey Superplan Data

Option 1
Site-centred



Produced: 25 Jul 2000 from Ordnance Survey digital data and incorporating surveyed revision available at this date. © Crown Copyright 2000.

Reproduction in whole or in part is prohibited without the prior permission of Ordnance Survey.

This Superplan product does not contain all recorded map information.

This product contains data surveyed at one or more of the following scales: 1/1250, 1/2500 & 1/10000.

National Grid sheet reference at centre of this Superplan: NY40555W

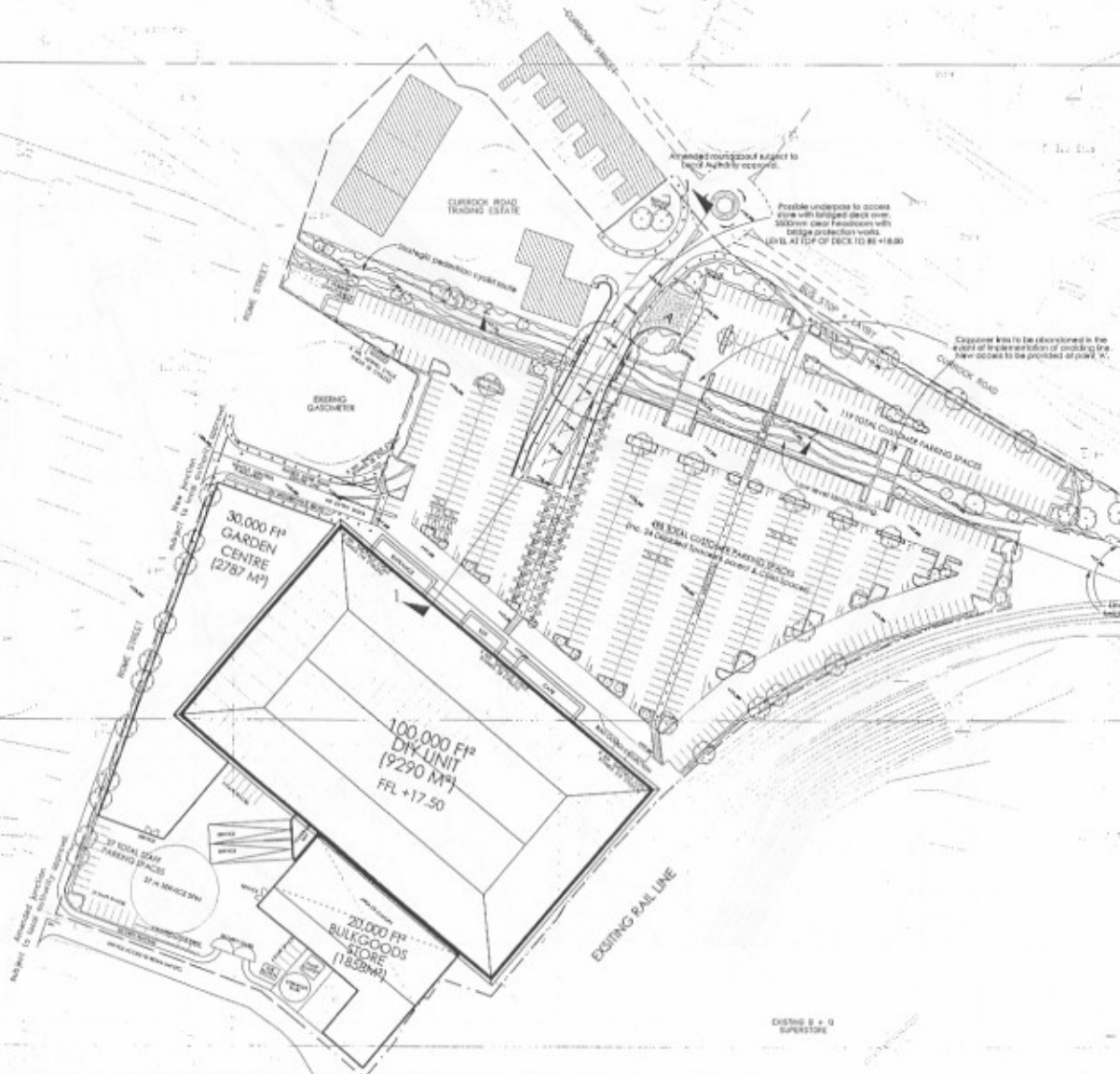
The representation of a road, track or path is no evidence of a right of way. Heights are given in metres above datum.

The alignment of tunnels is approximate.

Centre Coordinates: 340233 555082
Supplied by: Waterstones, Manchester
Serial Number: 11131102

| | |
|---|--|
| ARCHITECTS | |
| This drawing is copyright and may not be reproduced in whole or part without written authority. Do not make off this drawing. | |
| REVISIONS | |
| <p>2001/10/16</p> | |
| <p>PROPOSED RETAIL DEVELOPMENT CURROCK ROAD CARLEILE</p> | |
| <p>28 PALL MALL MANCHESTER M2 1AY Tel: 0161 236 4800 Fax: 0161 236 1822 Website: www.harris.co.uk</p> | |
| <p>Office also at: Preston Barnesley Doncaster</p> | |
| ARCHITECT | |
| PROJECT MANAGERS • INTERIOR DESIGNERS | |

SITE SUBJECT TO TOPOGRAPHICAL SURVEY.
LAYOUT FOR ILLUSTRATIVE PURPOSES ONLY.



ALL LEVELS INDICATIVE ONLY AND SUBJECT TO ENGINEERS APPROVAL
TOTAL PARKING SPACES 644 Inc 27 Staff spaces

PROPOSED RETAIL DEVELOPMENT
CURROCK ROAD
CAPLAKE

ARCHITECTURE
PROPOSED SITE LAYOUT

| | | |
|-----|----------|------|
| REV | OPTION | DATE |
| 001 | OPTION 1 | 01 |
| 002 | OPTION 2 | 01 |

ISSUED FOR TENDER LAYOUT 1

27 MAY 2011

HARRIS
ARCHITECTS

PROJECT MANAGER: INTERIOR DESIGNERS

55 VICTORIA STREET, LONDON SW1H 0EU
 SWITCH 020 7654 6000
 FAX 020 7654 6010
 www.sra.gov.uk

John Hamer
 Department of Environment & Development
 Carlisle City Council
 The Civic Centre
 CARLISLE
 CA3 8QG

James Lough
 Strategy & Planning
 Direct : 020 7654 6429
 james.lough@sra.gov.uk

21 November 2001

Your ref:
 Our ref: 70/Misc/DevPlans/JL

Dear John

SRA'S LAND USE PLANNING STATEMENT

I enclose a copy of the SRA's Land Use Planning Statement that we have recently published.

You will see that the stance the SRA is adopting with regard to the Freight Avoiding line is fully compliant with the Principles and Strategic Objectives set out in the Statement. The safeguarding of lines is an important aspect of the SRA's policy.

Copies have also been sent to your Head of Development Control, Head of Planning Policy and the Chairman of the Planning and Transportation Committee. I enclose an additional copy, which I would be grateful if you could pass to your colleague, Christopher Hardman, who has requested a copy.

The SRA will also be publishing an additional document "The SRA and Land Use Planning - A Guide for Local Authorities and Regional Planning Bodies" in the next few days and I will ensure that you are sent a copy of that too.

I am more than happy to discuss the document, so please do not hesitate to contact me if you wish.

Regards

Yours sincerely

James Lough
 Strategy & Planning

55 VICTORIA STREET, LONDON SW1H 0EU
 SWITCH 020 7654 6000
 FAX 020 7654 6010
 www.sra.gov.uk

John Hamer
 Department of Environment and Development
 Carlisle City Council
 The Civic Centre
 CARLISLE
 CA3 8QG

James Lough
 Strategy & Planning
 Direct: 020 7654 6429
 james.lough@sra.gov.uk

13 December 2001

Dear Mr Hamer

| | |
|-------------------|---------|
| PLANNING SERVICES | |
| REF | 01/1046 |
| 14 DEC 2001 | |
| RECEIVED | CN |
| SEARCHED | |
| INDEXED | CSH |
| ACTION | |

Your ref:

Our ref: 70/05/05/JL

OUTLINE PLANNING APPLICATION FOR NON FOOD RETAIL STORE AND ASSOCIATED WORKS, LAND BOUNDED BY ROME STREET, CURROCK STREET AND RAILWAY LINE, CARLISLE
REFERENCE: 01/1046

I refer to the planning application recently submitted on the Currock Road/Railway/Rome Street site. Thank you for consulting the SRA on this matter. The SRA has a number of comments to make on this application and these are set out below.

As you are aware the SRA has objected to the two previous planning applications which proposed a non-food retail development on this former railway triangle. The SRA's issue, as you now, is that the proposed retail development will prejudice the reinstatement of the former Carlisle Freight Avoiding line which ran across this site. During the course of the consideration of these applications, the applicants have approached the SRA to investigate if there is a compromise that could be reached which would enable their non food retail development to go ahead without prejudicing the reinstatement of the former freight avoiding line. The current discussions are based on a legal agreement or Section 106 legal agreement that the applicant will enter into with appropriate bodies (obviously the Council in the case of the S. 106 Agreement), which will enable the railway line to be implemented at a later date in a manner and cost no less favourable than if the retail development had not occurred. The SRA is currently discussing the basis of this agreement with the applicant. These discussions are at an early stage and it is not guaranteed that a legal agreement, which is acceptable to the SRA, the applicants and the Council, can be reached. The SRA must therefore object to this application, though its objection should be considered in the light of the preceding paragraph.

Application 01/1046

The current represents an improvement over those previously submitted and at appeal, given that the applicants are proposing that no permanent structures other than car parking spaces, landscaping and access routes lie along the alignment of the proposed line. This requirement will be one of the issues that the SRA will ask for in the legal agreement. This change therefore over previous schemes is to be welcomed.

However, the SRA considers that without the proposed safeguarding to be contained in the Section 106 Legal Agreement, the proposed non food retail development will prejudice the reopening of the former Freight Avoiding Line. The SRA therefore objects to the application. For the reason

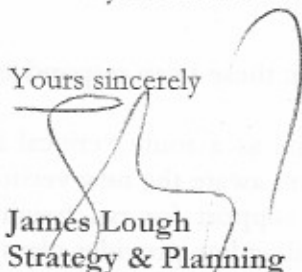
and detail of the SRA's objection I would refer to my earlier letters of 23 August 2001, 9 July 2001 and 4 June 2001 (copies enclosed).

In addition, the applicants are showing a proposed underbridge on the drawing, though they are not applying for permission. The drawing is annotated "For Illustrative Purposes only", and I understand that the underbridge does not form part of the application. Given these preceeding facts the SRA would advise that the final form of the bridge will have to comply with the relevant operational, technical and safety criteria that apply at the time of its construction. The SRA is not therefore able to confirm that the bridge is acceptable at this time. It will be for Railtrack PLC or a successor company to determine the acceptability of the bridge in operational, technical and safety terms.

The SRA will be making representations along these lines to the planning appeal currently in progress.

Should you wish to discuss this matter please do not hesitate to contact me.

Yours sincerely



James Lough
Strategy & Planning

55 VICTORIA STREET, LONDON SW1H 0EU
SWITCH 020 7654 6000
FAX 020 7654 6010
www.sra.gov.uk

Director of Environment & Development
Carlisle City Council
The Civic Centre
CARLISLE
CA3 8QG

James Lough
Strategy & Planning
Direct : 020 7654 6429
james.lough@sra.gov.uk

FAO John Hamer

04 June 2001

Your ref: CJH/CN/DC/00/0836
Our ref: S&P/LUP/JL/WCRM

Dear Sirs

APPLICATION 00/0836 – CURROCK STREET, CARLISLE

Thank you for your letter of 19 April 2001 concerning the above planning application that affects the alignment of the former Carlisle avoiding line.

You have asked three specific questions and the answers and on these I can respond as follows:

1. The SRA does regard the re-opening of the avoid line as a route "critical in developing infrastructure for the movement of freight". As you are aware the new version of PPG 13 has recently been published and it provides greater support for rail freight and greater protection for disused railway lines. The Carlisle Avoiding line provides plays a critical role in the future provision of rail freight, and given the nature of railways, passenger services in the Carlisle area and on the West Coast Main Line in general. This fact is recognised by Railtrack and by EWS, as well as the SRA.

In a recent telephone conversation (9 May 2001) you raised the issue of the lack of specific mention of the Carlisle Avoiding Line in the SRA's Strategic Agenda. The list of schemes contained in the Agenda, it is an investment menu that will vary over time. Some of the schemes on the list may not ultimately be progressed and schemes not on the list may be considered and ultimately implemented. As you can imagine, there are some 10,000 route miles in the Country and a substantial number of improvement schemes/proposals, involving both the existing network and the re-opening of disused lines. It would be impossible to make specific reference to each and every scheme or proposal in the Strategic Agenda. The re-opening of the Carlisle Avoiding Line offers both passenger and freight benefits and is referred to in both the general freight and WCML section of the Agenda (namely pages 60 and 62).

2. In addition, the SRA's recently published Freight Strategy (May 2001) supports the re-opening of this line. The Strategy identifies that a key means of increasing the amount of freight moved by rail is to increase the capacity for freight to be moved on the strategic freight routes, the most importance of these is the WCML between London, the West Midlands, the North West and Scotland. An important means to achieve the increase in capacity on the WCML on the northern section is to provide diversionary routes with adequate loading gauge. The former Carlisle Avoiding line is one such route. The provision of diversionary routes (which provide either the means to avoid capacity pinch points on the network or the ability to provide alternative routes for traffic in the event that there is

disruption on the network) is also an important way to increase the rail network's resilience. This is an important means of attracting and retaining traffic to rail. The re-opening of key routes, such as this, will have a significant role to play in the achievement of the passenger and freight targets set out in the Government's 10-Year Transport Plan.

Finally, the SRA is proposing to produce regional freight strategies, and the one for the North West has been identified as a priority. It is currently being prepared. My freight colleagues advise me that the Carlisle Freight Avoiding line will be specifically mentioned in that NW Regional Freight Strategy. My colleagues have recently walked the route of the avoiding line and confirm its suitability.


3. As has been stated in Nicholas Pollard's letter of 4 April 2001 Railtrack is currently undertaking further studies of additional capacity requirements on this section of the route. These studies will conclude in the middle of this year. At that time decisions as to detailed design, funding and implementation will be made.

It can be assumed that neither the SRA nor Railtrack own all the alignment therefore it will be necessary to submit a Transport and Works Act to, amongst other things, purchase the land.

3. The SRA considers that this alignment should be safeguarded.

Should you wish to discuss this matter please do not hesitate to contact me.

Yours faithfully


James Lough
Strategy & Planning

Cc Jeff Miles – SRA
Nicholas Pollard – Railtrack PLC

55 VICTORIA STREET, LONDON SW1H 0EU
SWITCH 020 7654 6000
FAX 020 7654 6010
www.sra.gov.uk

John Hamer
Carlisle City Council
The Civic Centre
CARLISLE
CA3 8QG

James Lough
Strategy & Planning
Direct : 020 7654 6429
james.lough@sra.gov.uk

9 July 2001

Your ref: CJH/BP/DC/00/0836
Our ref: 70/05/05/JL

Dear Mr. Hamer

APPLICATION 00/0836- CURROCK ROAD, CARLISLE – ERECTION OF A RETAIL WAREHOUSE

I refer to our recent telephone conversation in which you requested some details of the meeting that was held on 13 June 2001 between representatives of Railtrack, Oscar Faber (the applicant's agents) and the SRA. This meeting was held to investigate if there are any engineering solutions that may permit both the retail development and the reinstatement of the Carlisle Freight Avoiding Line (which was formerly double tracked and electrified) to go ahead.

At the meeting the various parties discussed a number of possible options that might enable the store and railway line both to be undertaken. The options were discussed at the meeting and Railtrack also agreed to look at some of the issues raised and provide Oscar Faber with details. In addition, I understand that Oscar Faber also approached Railtrack after the meeting with some other options to investigate. Overall therefore the options discussed at the meeting and subsequently looked at included:

1. Lowering the proposed track from its former alignment, so allowing the development to occur over the railway;
2. Raising the track from its former alignment so allowing car access only to the development to be undertaken 'beneath the railway';
3. Slewing of the proposed railway from its former alignment to the north;
4. Provision of a level crossing on site;
5. A revised access road over the railway in the vicinity of Currock Road (Oscar Faber were to discuss this option with their clients);
6. Moving the proposed development south west to incorporate the Council depot area (Oscar Faber were to discuss this option with their clients and yourselves);
7. Possible slewing eastwards of the operational railway line between Bog Junction and Currock Junction. The SRA identified that it owns two areas of land that it might be willing to sell to the developers, which could facilitate the provision of the line and store. One of the areas of land is located adjacent to the Council depot to the south of the proposed store, and the other is located on the other side of the operational tracks to the east of the proposed store. Details of both these areas of land have been provided to Oscar Faber.
8. The alternative of providing the additional rail capacity between Carlisle Citadel station and Caldew Junction instead of via the Carlisle Freight Avoiding Line.

The findings on these options as discussed at the meeting and subsequently are set out below. I have obviously paraphrased the railway response here and I am sure that Railtrack can provide additional detail if required. Taking each in turn:

1. Railtrack have identified that for operational reasons (mainly relating to the issue of providing an appropriate gradient for freight trains and the fixed points of Bog junction and the Caldew Bridge [Br. No. 7]) it is only possible to lower the track by a maximum of 1.33 m in one spot. However, the resulting dished profile is undesirable and not recommended because of the effect on track wear and the stresses on the couplers of long freight trains. Recommendation therefore was that the rail level should not be lowered. Oscar Faber said going "over the top" was not possible in that event.
2. Railtrack have identified that the maximum lift (for similar reasons as raised in the previous paragraph plus the additional constraints of the Rome St. and Currock Road overbridges) would be approximately 0.86m in one spot. This would produce an undesirable domed profile. Once again because of track wear and stresses on the couplers this was not viable and the recommendation was that raising the rail level was not an appropriate course of action. There still remained the option, however, for the car access to go underneath the railway with the railway on its original vertical alignment.
3. Initial studies by Railtrack identified that it might be possible to gain a maximum of 2.5 m to 3 m. However, more detailed studies are needed to confirm this.
4. Railtrack advise that it is extremely unlikely that permission would be given for a level crossing by Her Majesties Railway Inspectorate (HMRI) as this would be introducing additional risk onto the network where cars and trains crossed at grade. The HMRI national policy is not to sanction new crossings.
5. We understand Oscar Faber are considering this issue with their clients.
6. Again we understand Oscar Faber are considering this issue with their clients and yourselves.
7. Initial studies by Railtrack identify that subject to a number of issues (including the sale of the SRA land required for this, further detailed studies, agreement on funding and timing of the works) that it might be possible to provide an additional 9 m clearance between the outer rail of the western line and the new fence line.
8. Railtrack advise that for physical and operational reasons an alternative involving four tracking between Carlisle Citadel Station and Caldew Junction would not provide the same functionality and benefit as the reinstatement of the former freight avoiding lines.

I trust that this is the information that you require. Please do not hesitate to contact me should you require any additional information please contact me. In addition, Jon Kelly at Railtrack may also be able to provide additional information on the operational aspects of the proposals.

Yours sincerely



James Lough
Strategy & Planning

cc Jeff Miles - SRA
Jon Kelly - Railtrack NW Zone

55 VICTORIA STREET, LONDON SW1H 0EU
SWITCH 020 7654 6000
FAX 020 7654 6010
www.sra.gov.uk

John Hamer
Department of Environment & Development
Carlisle City Council
The Civic Centre
Carlisle
CA3 8QG

James Lough
Strategy & Planning
Direct : 020 7654 6429
james.lough@sra.gov.uk

23 August 2001

Your ref:
Our ref: 70/05/05/JL

Dear John

CARLISLE FREIGHT AVOIDING LINE CURROCK ROAD, CARLISLE

I refer to the copy of Consolidated Property Northstar Ltd's response following Planning Sub-Committee meeting regarding Currock Road, Carlisle that you recently sent for my attention. Although you didn't include a covering letter I understand from a subsequent conversation that you wish to have any comments that the SRA may have on this document. Given the speed with which you would like a response, and given that the report raises many issues only some of which relate to the railway, I have concentrated the SRA's comments on the substantive issues.

The SRA's view as set out in my letters of 4 May 2001 and 4 June 2001 remains unaltered. The re-opening of this section of track will result in benefits to both freight and passenger services in the Carlisle area and beyond given the additional capacity that will be generated on the West Coast Main Line. Railtrack are currently identifying capacity enhancement options on the route between Crewe and Glasgow in order to allow the planned enhancements to West Coast Main Line passenger service to take place in 2005. The SRA and Railtrack are in discussion to see what further enhancements are needed to accommodate the 80% growth in rail freight, which is required under the Government's Ten Year Transport Plan. At this stage it is the preliminary view that the Carlisle Freight Avoiding Line will provide a valuable and necessary part of these enhancements to this key strategic route. The SRA therefore considers that the re-opening of the freight avoiding line is "critical in developing infrastructure for the movement of freight" and in line with the guidance given in paragraph 45 of PPG 13: Transport should be safeguarded from prejudicial development. The SRA considers that the applications currently before the Council and at appeal will prejudice the re-instatement opening of the Avoiding Line given that it will introduce additional obstacles, increase the cost of the Project and lengthen the time required to re-open the line. To prevent this happening the SRA consider that the line should be safeguarded.

The developer proposes an alternative solution namely four tracking north of Citadel station and new crew changing facilities. This issue was discussed at the meeting of 13 June 2001 at which the applicant's agents, Railtrack and the SRA were present, discussed after the meeting and was included in my letter to you of 9 July 2001. The situation remains as stated at those occasions namely that Railtrack advise that for operational and other reasons the reinstatement of the former freight line provides additional functionality and benefit to other options. The SRA is aware that a TWA will be required for the reinstatement of the line, as indeed it would to provide additional track north of the station.

The SRA notes the applicant's proposal to make a substantial payment to the SRA to permit crew changing elsewhere. As discussed in the preceeding paragraph this does not provide the additional capacity/functionality that the reinstatement of the lines does and so is not acceptable. However, the SRA considers that it would be appropriate for the applicant to undertake to make a contribution to the cost of reinstating the line, equal to the additional cost which is the result of the implementation of their development. The SRA would be willing to discuss this issue with the applicants, the Council and Railtrack.

I trust that these comments are of use, please contact should you wish to discuss his matter further.

Yours sincerely



James Lough
Strategy & Planning

RAILTRACK

North West Zone

Railtrack PLC (in Railway Administration)

Alan Bloom, Chris Hill, Scott Martin and Mike Rolling were appointed
Joint Special Railway Administrators of Railtrack PLC on 7th October 2001

The Joint Special Railway Administrators act as agents of the company and without personal liability

| | |
|-------------|---------|
| PL- | 1068 |
| REF | 01/4046 |
| 14 DEC 2001 | |
| RECORDED | CH |
| SCANNED | |
| PASSED TO | CH |
| ACTION | |

Chief Planning Officer
Carlisle City Council
The Civic Centre
Carlisle CA3 8QG

Direct Dial
0161 228 4395

F a o J Hamer
Y/r 01/4046
O/r NWZ/PE/2001/591/DR

12 December 2001

Dear Sir/Madam

**RE: PROPOSED NON-FOOD RETAIL STORE (DIY/BULKY GOODS)
AND GARAGE/WORKSHOP TOGETHER WITH ANCILLARY
PARKING AND HIGHWAYS WORKS (RE-SUBMISSION)(OUTLINE)
ON LAND BOUNDED BY ROME STREET/CURROCK STREET &
RAILWAY LINE, CARLISLE, CUMBRIA**

Thank you for your latest consultation in respect of development at the above site.

As you are aware Railtrack have objected to the two previous planning applications in respect to the above site that proposed, inter alia, a non-food retail development on this former railway triangle as we were concerned that the proposed development would prejudice the reinstatement of the former Carlisle Freight Avoiding Line between Bog Junction and Caldew Junction which ran across this site.

Railtrack understands that the Applicant has approached the Strategic Rail Authority to investigate if there is a compromise that could be reached that would enable their non-food retail development to go ahead without prejudicing the reinstatement of the former freight avoiding line.

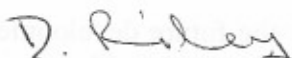
Railtrack Plc Outside Parties Manager Room 103 Rail House Store Street Manchester M60 7RT
Tel 0161 228 4395 Fax 0161 228 8590

As these discussions are at an early stage, there is no guarantee that a legal agreement that would be acceptable to the SRA, the Applicant and your Authority could be reached. In order therefore to protect its position Railtrack must object to this application, albeit that this objection should be considered in the light that Railtrack hopes a legal agreement that ensures the effective protection of the avoiding line's formation could if fact be achieved at which point Railtrack would consider withdrawing its objection.

The current application is an improvement over those previously submitted and at appeal, given that the Applicant is proposing no permanent structures along the alignment of the former avoiding line other than car parking spaces, landscaping and access routes. Railtrack understands that this requirement will be one of the issues that the SRA will request in any legal agreement. This change over previous applications is to be welcomed. Railtrack understand that at this stage the application is outline and we will have specific comments on the detailed stage when we are consulted on this.

However, Railtrack considers that without the safeguarding of the track alignment by legal agreement, the proposed non-food retail development will prejudice the reopening of the former Freight Avoiding Line. Railtrack therefore objects to this application.

Yours faithfully



D Riley MRICS
For Outside Parties Manager



**Dumfries
& Galloway**
COUNCIL

Mr. A. M. Taylor
Chief Development Control Officer
Department of Environment & Development
Planning Services Division
Civic Centre
Carlisle
CA3 8QG

6 December 2001

Dear Mr. Taylor



Your Ref: 01/1046

Our Ref: ST/T/26 TR/DW

If telephoning or calling please ask for:

Mr Toby Rackliff

Direct Dial : 01387 260135

Email : ei.transport@dumgal.gov.uk

**STRATEGY AND TRANSPORTATION : OBJECTION TO PLANNING APPLICATION
REF. 01/1046 FOR RETAIL STORE AND GARAGE (WITH PARKING) ON LAND
BOUNDED BY ROME STREET, CURROCK STREET AND RAILWAY LINE IN
CARLISLE**

I write to inform you of the decision of Dumfries and Galloway Council to formally object to the aforementioned planning application (Ref.: 01/1046) which has been lodged with Carlisle City Council. This decision was reached at a meeting of the Council's Environment and Infrastructure Committee, held in Dumfries on 26 March 2001, during which it was agreed to approve the submission of formal objections to the proposed planning applications for a retail development on the alignment of the former "Carlisle Goods Avoiding Lines" (CGAL), on the grounds that this route is essential to the development of Anglo-Scottish freight and passenger rail traffic. Full details of the objection to the application are outlined on the enclosed sheets.

In summary, the Council's objection is based on the supposition that the future development of rail services in Carlisle, especially those services between Scotland and England is likely to have far more complex requirements than those highlighted in the Oscar Faber report, commissioned by the property developers. In particular, the issue of conflicting movements in the Carlisle station area has not been properly addressed. Although, an attempt has been made to estimate the future passenger and freight requirements, the consultant's report fails to take account of the future type of rail freight services (longer trains and "piggyback services"). The report also seems to ignore the possible increase in non-Virgin passenger services, especially following the future refranchising of the ScotRail Service and the creation of the new "Northern England" rail franchise.

Although the former rail alignment is currently disused, it provides the only realistic option for the future provision of additional rail capacity in Carlisle. Such additional rail capacity, although not presently required, is seen as essential to the future development of Anglo-Scottish rail services in the medium-to long-term.

Dumfries/...

Environment and Infrastructure - Bill Allanson - Head of Strategy & Transportation

Militia House, English Street, Dumfries, DG1 2HR

Tel: 01387 260115 Fax: 01387 260111 www.dumgal.gov.uk

Dumfries and Galloway Council appreciates that the "Indicative Plan" for the new Planning Application (Ref: 01/1046) no longer depicts the location of the proposed garage (although this still forms part of the application) and does depict a "*Strategic pedestrian / cycle route*" along the approximate alignment of the Bog Junction to Rome Street Junction cord (although this does not appear to quite line up with Rome St overbridge) which is also designated "*Line of possible freight avoiding line*". The Plan also depicts a "*possible underpass*" which would replace the proposed crossover links in event of the cord being reinstated.

Although this does represent a step in the right direction by the developers this latest planning application still leaves several issues unresolved:

- the former east to north railway cord from Forks Junction to Rome Street Junction would continue to be completely blocked by the proposed DIY store. This would prevent the reopening of this important rail link between the Cumbrian Coast rail line and Kingmoor Yard/Scotland.
- There is no indication of the position of the proposed garage which might impact on the future railway alignment.
- The indicative nature of the plan accompanying the Planning Application does not guarantee that Bog Junction to Rome Street Junction cord could be reinstated.
- There would be the outstanding question of the additional cost imposed on any reopening of the CGAL by the need to create a new underpass to link the two sections of the proposed car park.
- The retail park owners might still be minded to object to any CGAL re-opening once their retail park has been built.

Dumfries and Galloway Council, therefore, formally objects to the proposed planning application (01/1046) for a retail development on the alignment of the former "Carlisle Goods Avoiding Lines", on the grounds that this route (including both the Bog Junction - Rome St Junction and Forks Junction - Rome St Junction cords) is essential to the future development of Anglo-Scottish freight and passenger rail traffic. In particular, this objection relates to that part of the proposed development (Shaded blue on the enclosed map), which occupies the site of the former "Carlisle Goods Avoiding Lines" on the triangle of land between the Bog Junction and the former Forks Junction and Rome Street Junction.

Should you wish to discuss this matter, please do not hesitate to contact either myself or Toby Rackliff at the above number.

Yours sincerely



Enc.

**DUMFRIES AND GALLOWAY COUNCIL OBJECTION TO PLANNING
APPLICATION REF. 01/1046 RETAIL STORE AND GARAGE (WITH
PARKING) ON LAND BOUNDED BY ROME STREET, CURROCK STREET
AND RAILWAY LINE IN CARLISLE**

The "Carlisle Goods Avoiding Lines", previously provided an important alternative route to the congested Carlisle station area for freight trains between England and Scotland, via both the West Coast Main Line through Lockerbie and the Glasgow and South Western route through Dumfries. The "Carlisle Goods Avoiding Lines" railway alignment, which has already been slightly encroached on (although not fully blocked) elsewhere in Carlisle, could be used for possible future reopening to rail traffic.

Traffic levels of rail freight overall are expected to rise overall by about 80% over the next ten years. The concentration of freight traffic on the primary long-distance artery of the West Coast Main Line will mean an even higher level of growth on this route. Railtrack have undertaken studies of several options for increasing freight capacity between England and Scotland, and all options are believed to require the reinstatement of the "Carlisle Goods Avoiding Lines".

The planning application, which has been submitted to build a DIY store, would block the alignment of the Carlisle Goods Avoiding Lines, the re-instatement of which will be essential if the expansion of rail freight between Scotland and England is to continue in the medium to longer term.

It is acknowledged that this application (Ref: 01/1046) has been revised from the previous applications submitted by Consolidated Property Northstar (Refs: 00/0836 and 01/0360) in order to move any actual building construction off the alignment of former Bog Junction to Rome St Junction cord. However, the 01/1046 planning application proposals would almost certainly prevent any future reopening of the Carlisle Goods Avoiding Lines since any reinstatement of the track would continue to run right through the centre of the retail park.

In particular, although the alignment of the Bog Junction to Rome St Junction (west to north, cord is apparently safeguarded by the "indicative plan" for the planning application the reinstatement of the cord be made significantly more difficult and expensive by proposed retail park due to the need to additional requirement to provide a bridge linking the two sides of the retail park prior to any reinstatement of the rail cord.

More importantly, the former east to north railway cord from Forks Junction to Rome Street Junction would continue to be completely blocked by the proposed DIY store. The reinstatement of this section of the Carlisle Goods Avoiding Lines would enable rail traffic, such as the Grangemouth-Dalston oil flow, steel rail traffic from Workington to Scotland and the Direct Rail Services movements between Kingmoor Depot and Sellafield, to be diverted away from the congested Carlisle Station area. This would create further much needed rail capacity through Carlisle for the envisaged expansion in rail freight and passenger services.

It is also considered likely that there are a large number of suitable alternative sites in the Carlisle where the proposed retail development could be built. There is, however, no suitable, alternative route available for the future provision of additional rail freight capacity through the city of Carlisle.

The report, commissioned by Consolidated Property Northstar Ltd. from consultants Oscar Faber, suggests that widening the existing lines between Carlisle station and Caldew Junction, could potentially increase rail capacity through the centre of Carlisle, although it is difficult to see how an additional two tracks could be instated without at least one important road closure and enforced relocation of several existing businesses. Furthermore, this Oscar Faber proposal does not solve the problems of conflicting train movements in the station area itself.

In particular, there is a requirement for freight trains from the Tyne Valley and Settle and Carlisle lines to cross the West Coast Main Line in order to access Kingmoor yard. As rail freight is set to increase, with more frequent and longer (750-800m) trains, these conflicting train movement problems are likely to worsen in the medium term. The very real possibility of increased rail freight movements over the Settle and Carlisle line would, in particular, increase the number of these conflicting train movements in the Carlisle station area, where as reopening of the "Carlisle Goods Avoiding Lines" lines would allow many such conflicts to be avoided completely.

The "Carlisle Workington" lines also represent the most practical option for the creating the proposed "Piggyback" gauge route between the Channel Tunnel and Scotland. (Dumfries and Galloway Council is a former member of the "Piggyback Consortium" and member of the Local Government Joint Channel Tunnel Initiative group). The Oscar Faber report fails to address the issue of the need to create a "Piggyback Gauge" rail route between Scotland and South East England.

The future constraints on rail capacity, made worse by the number of conflicting train movements between Caldew Junction and Carlisle South Junction, also have the potential to severely restrict future passenger train service development. Although the Oscar Faber report mentions the proposed increase in the number of Virgin West Coast and CrossCountry trains along the West Coast Main Line, this information is now out-of-date following Virgin's recently announced (October 2001) proposals for a further additional hourly service to Carlisle/ Edinburgh. The Oscar Faber report also takes no account of possible increases in the number of train services provided by other passenger companies.

For example, Dumfries and Galloway Council is lobbying for additional Carlisle - Dumfries trains as part of the next ScotRail franchise. In addition, the proposals being developed jointly between Dumfries and Galloway Council and Strathclyde Passenger Transport (of which Carlisle City Council is aware) could result in an additional 2-hourly local service on the West Coast Main Line between Carlisle and Glasgow via Lockerbie. There are also similar proposals being developed for new local rail services on the West Coast Main Line to the south of Carlisle which would also increase the number of train movements in the station area. Such proposals together with others put forward by the train operating companies themselves could form part of the forthcoming new passenger rail franchises for ScotRail and Northern England.

Regarding the proposed site of the retail development, it does not appear that this land is identified in the Carlisle Local Plan as specifically for retail use. Furthermore, whilst Dumfries and Galloway Council made no formal representation on this matter when consulted on the Carlisle Local Plan in 1997, since then the Dumfries and Galloway Structure Plan has established a strong policy regarding the West Coast Main Line and rail freight facilities and services.

The Dumfries and Galloway Structure Plan Policy S12 states that:

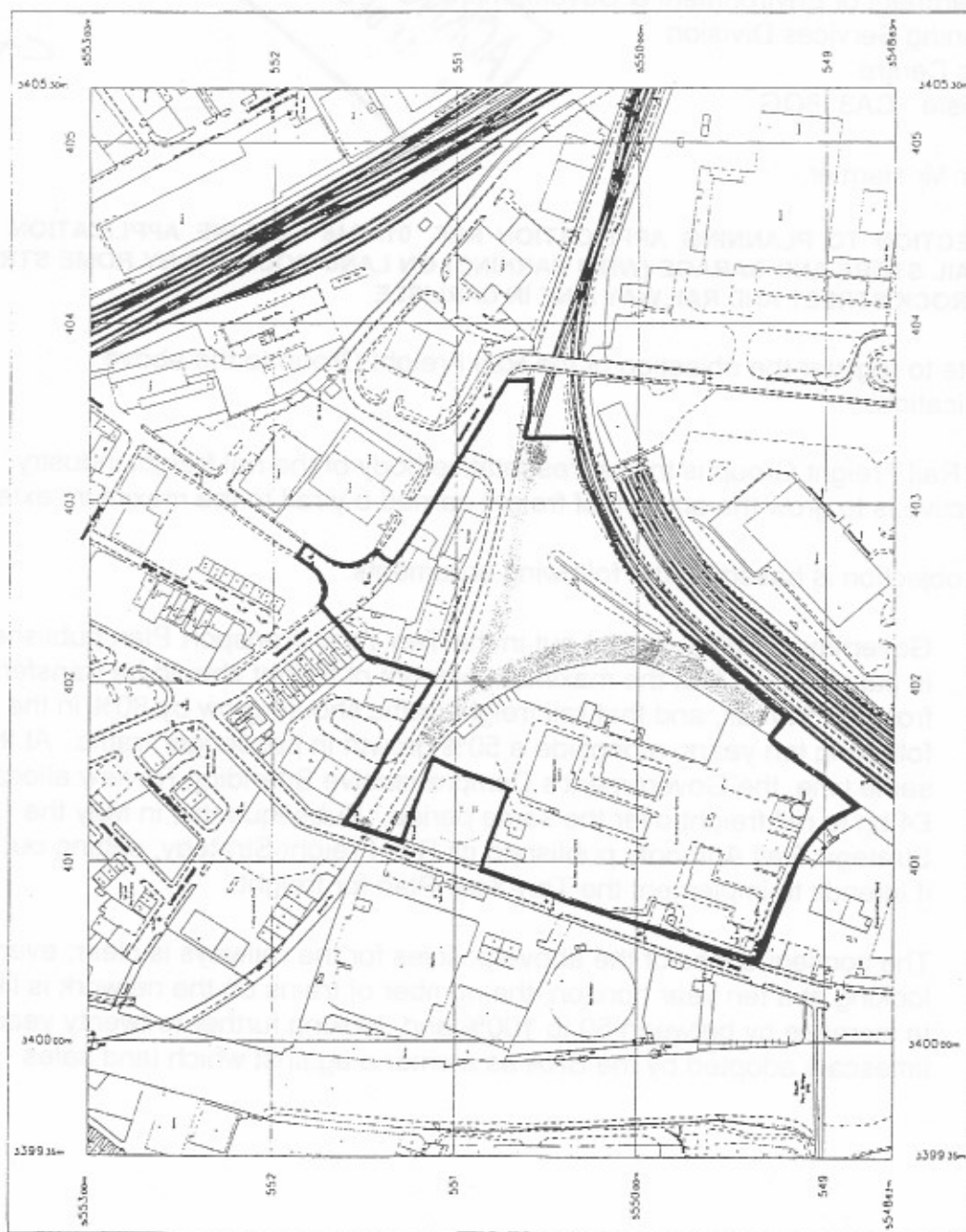
The Council will work with the rail industry and other partners to improve and upgrade the rail network serving Dumfries and Galloway, by inter alia:-

- *Campaigning for the upgrading of the West Coast Main line, development and enhancement of rail services from Lockerbie and further provision of locally-oriented services between Carlisle and Central Scotland; and*
- *Encouraging further development of facilities and services for rail freight.*

Dumfries and Galloway Council, therefore, formally objects to the proposed planning application for a retail development on the alignment of the former "Carlisle Goods Avoiding Lines", on the grounds that this route is essential to the future development of Anglo-Scottish freight and passenger rail traffic. In particular, this objection relates to that part of the proposed development (shaded blue on the enclosed map), which occupies the site of the trackbed of the former "Carlisle Goods Avoiding Lines".

Ordnance Survey Superplan Data

Option 1 Site-centred



This product contains data surveyed at one of more of the following scales: 1/7250, 1/2500 & 1/10000.

National Grid street reference at centre of this Superplan: N40553W
The representation of a road, track or path is no indication of a right of way.
Heights are given in metres above Datum.
The alignment of tunnels is approximate.

Centre Coordinates: 540233 555087
Supplied by: Waterstones, Manchester
Serial Number: 1113102



Produced 25 Jul 2000 from Ordnance Survey digital data and incorporating surveyed revision available at this date. © Crown Copyright 2000.
Reproduction in whole or in part is prohibited without the prior permission of Ordnance Survey.

This Superplan product does not contain all recorded map information.

ARCHITECTS
This drawing is copyright and may not be reproduced in whole or in part without the written permission of the copyright owner.

PROJECT MANAGERS • INTERIOR DESIGNERS
HARRIS
21 FILL HALLS
MANCHESTER M14 6PP
Tel: 0161 275 1100
Fax: 0161 275 1101
Email: info@harris.co.uk
Website: www.harris.co.uk
PROJECT NUMBER: 0001/0001/01
DATE: JULY 2000
SCALE: 1:1000
SHEET: 1 OF 1
DRAWN BY: [Name]
CHECKED BY: [Name]
PROJECT NAME: DEVELOPMENT
CONTRACT NO: [Number]
CONTRACT NAME: [Name]

Rail Freight Group

6 Buckingham Gate, London SW1E 6JP, Tel 020 7630 8613, fax 020 7630 8614
Mobile 07710 431 542, pager 020 8345 6789 x 851112,
email tony@rfg.org.uk, website www.rfg.org.uk

Ref r1121402
13th December 2001

John Harmer Esq
Principal Assistant, Development Control
Department of Environment & Development
Planning Services Division
Civic Centre
Carlisle CA3 8QG



| PLANNING SERVICES | |
|-------------------|---------|
| REF | 01/1046 |
| | 51 |
| | CN |
| | CSH |

Dear Mr Harmer,

OBJECTION TO PLANNING APPLICATION REF. 01/1046 OUTLINE APPLICATION FOR RETAIL STORE AND GARAGE (WITH PARKING) ON LAND BOUNDED BY ROME STREET, CURROCK STREET AND RAILWAY LINE IN CARLISLE

I write to register the objection of the Rail Freight Group to the above application.

The Rail Freight Group is the representative body of the rail freight industry. Our objective is to grow the amount of freight carried by rail to the maximum extent.

Our objection is based on the following arguments:

1. Government policy, as set out in the Ten Year Transport Plan published in July 2000, is that the maximum amount of freight should be transferred from road to rail, and that rail freight traffic should grow by 80% in the following ten years, alongside a 50% growth in passenger traffic. At the same time, the Government's Comprehensive Spending Review allocated £4 bn to rail freight over the same period. Subsequently, in May the Strategic Rail Authority published its Rail Freight Strategy, setting out how it intends to implement the Ten-Year Plan for freight.
2. The consequences of the above policies for the railways is clear; even looking at a ten year horizon, the number of trains on the network is likely to increase by between 50 to 100% and, looking further to twenty years, a timescale adopted by the SRA as a criteria against which land sales

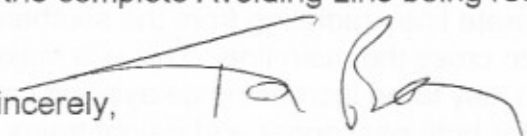
should be considered, one can envisage at least a doubling of the number of trains, possibly more.

3. Carlisle is the junction to which all lines from Scotland to England, except the East Coast Main Line, converge. The ECML has limited capacity for freight, so that most freight growth, and much of the passenger growth, will happen through Carlisle. It is also likely that the next line between England and Scotland to be upgraded will be the Dumfries line, to be followed by the Waverley line. Both will direct more traffic to and from Carlisle.
4. Thus, Carlisle will not only be a major passenger destination and interchange, but will also see much freight passing through in addition to some that will terminate there. We see possible future congestion in and through the station which might well constrain or delay the number of trains passing through the area even if there is adequate capacity North and South. We therefore believe that it would be prudent not to allow any development that could restrict or prevent the reopening of the Avoiding Line. We cannot say when it might be necessary for this to be reopened but, given the strategic location of Carlisle and the availability of the formation for reinstatement with little work required and a much lower costs compared with constructing one on a new location, we believe that the present application must be rejected.
5. The former Avoiding Line was designed to provide access to Kingmore Yard and to the four separate lines radiating from the southern end of the station without the need to cross the main line. This is a major advantage and, without it, there are likely to be increasing delays and congestion in the Carlisle station area for both passenger and freight trains.
6. Finally, the present application contravenes Planning Policy Guidelines 13, which states that former railways lands should generally be preserved for future transport use and that other developments should not be permitted if there is likely to be a future transport demand. In this case, we believe that there most definitely is.
7. Thus, the Rail Freight Group objects in the strongest possible terms to this application, which differs little from the previous ones and will obstruct and possibly prevent the Avoiding Line being reopened. Although changes have been made by the developer, there remain serious obstructions which would prevent or make very difficult and expensive the reopening of the full Avoiding Line. In particular:
 - a) the former East to North chord would be completely blocked by the DIY Store.

- b) Although the proposed garage is no longer located on the West to North chord alignment, its location is not indicated, and this does not guarantee that the Bog Junction to Rome Street chord could be reinstated.
- c) The location of the proposed strategic pedestrian/cycle route on the approximate alignment of the Bog Junction to Rome Street chord is unclear. Experience elsewhere is that, when developers propose cycle routes on disused lines and offer the option of the track being reinstated later, in practice this is very difficult and expensive to achieve. If such a condition were imposed in the developer, it would have to be very tightly drawn up to be effective.
- d) The status of the proposed underpass is also very unclear. If the cost of the underpass is to fall on the body seeking to reopen the Avoiding Line, this could add significantly to the cost; and one that would not be necessary if this Application were refused.
- e) The developer, if successful, even if the alignments of all the Avoiding Line and chord were preserved, could still object to the rebuilding of the line as adversely affecting his development, and put it further at risk.

For the above reasons, the Rail Freight Group objected to the original Application, and continues to object in the strongest possible terms to this application, which differs little from the previous one and will obstruct and prevent the complete Avoiding Line being reopened.

Yours sincerely,

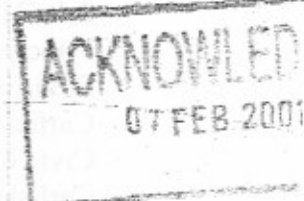


Lord Berkeley
Chairman



Mr. Alan Eales
Head of Planning Services
Carlisle City Council
Civic Centre
Carlisle
Cumbria
CA3 8QG

| |
|---------|
| 00/836 |
| -7-2001 |
| CSH |
| ACTION |



Our Reference: D9(a)

Your Reference:

05 February 2001

Dear Sir

Carlisle Freight Avoiding Line

It has been brought to my attention that there is a current outline planning application to build a large non food retail store with extensive parking across the line of the former Carlisle goods avoiding line immediately North West of Bog Junction. I understand that a study by the City Council has identified the need for a retail store and that the application meets land use and highways criteria.

Railtrack are currently forecasting that rail freight volumes are predicted to rise and it is expected that for the medium to long term the avoiding line could provide much needed capacity. The line would allow freight trains from the North to access the Settle & Carlisle line without going through the station. There are also other potential rail developments around Kingmoor which could generate more rail freight traffic in the future.

At present, the West Coast Main Line reduces to just two tracks north of Carlisle Citadel Station and the City Centre buildings alongside the line preclude widening of track formation. The avoiding line has the potential to provide an additional pair of tracks (as it formerly did). Failure to protect the route would build in a future capacity constraint.

The Strategic Rail Authority have emphasised to the Assembly that this route should be protected for future re-use and I believe that they have emailed the City Council to this effect. The Assembly supports this stance as it is consistent with draft Regional Planning Guidance, in particular Policy AR2 which seeks to encourage Local Authorities to "protect disused railway lines from development where there is the potential for their future re-use as transport corridors".

I hope that these comments are useful for your deliberation when considering the planning application.

Yours faithfully,

Regional Planning Policy Co-ordinator

12 December 2001
Your Ref: 01/1046
My Ref: WC12



John Hamer
Principal Assistant Development Control
Environment and Development
Carlisle City Council
Civic Centre
Carlisle
CA3 8QG

Please reply to:

1 Oversands, The Esplanade
Grange-over-Sands
Cumbria LA11 7HH

Telephone: 015395 34842
mobile: 07720 310 812
e-mail: pwr@clara.net

Dear Mr Hamer

PLANNING APPLICATION No. 01/0146

On behalf of West Coast Rail 250 I wish to register the strongest possible objection to the proposed construction of a major retail store across the route of the former Carlisle Goods Avoiding Line.

Increasingly it is becoming apparent that planning for the long-term railfreight capacity between England and Scotland needs to take into account a number of assumptions.

The first of these is that traffic levels of railfreight overall are expected to rise overall by about 80 % over ten years. With the concentration of traffic on the primary long-distance artery of the West Coast Main Line, which already carries over 40% of UK railfreight, traffic levels are likely to rise at a much higher rate on this route. Railtrack have undertaken studies of several options for increasing freight capacity between England and Scotland, and all options include the reinstatement of the Carlisle Goods Lines. These studies were published last year as part of Railtrack's evidence to the Rail Regulator that the West Coast Route Modernisation programme will be capable of accommodating projected levels of traffic.

Second, is that future planning for handling of freight trains is being based on the need to accommodate trains of up to 800 metres in length which will cause serious problems in handling through Carlisle Citadel station.

Third, is an urgent need to improve height clearances on the West Coast Main Line to handle inter-modal and high container traffic. Opening up the West Coast Route to this traffic would attract much greater volumes of long-distance freight movement from the motorways. One of the most serious obstacles on the whole route is the Victoria Viaduct at the north end of Carlisle station which would need substantial raising to clear this traffic, with the Bridge Street bridge another major problem. The necessary clearances could be provided on the Goods Lines much less expensively, and with much less disruption to rail and road traffic, as part of the reinstatement works.

West Coast Rail 250 is very seriously concerned about capacity issues over the West Coast Main Line between Crewe and Glasgow. The more frequent services proposed by Virgin Trains over this section of the West Coast Main Line threatens existing levels of freight traffic, let alone the expected increase over the next ten years. We have been discussing these issues with the Strategic Rail Authority with a view to the commissioning of a major capacity study next year.

While the reservation of a corridor through the car park of the proposed development may appear to keep options open, in reality this places another serious impediment in the way of reconstructing the Carlisle goods line with additional costs and disruption – and objection – in the future.

West Coast Rail 250 is very concerned that a long-term view is taken on this issue. Demand for passenger traffic could grow by 100% and freight by 150/200% within the next 20 years – and Carlisle is crucial to the ability of the West Coast Main Line to handle this. THERE ARE NO OTHER VIABLE OPTIONS for handling this freight through Carlisle.

West Coast Rail 250 strongly urges Carlisle City Council to refuse permission for the development as proposed on this site.

Yours sincerely



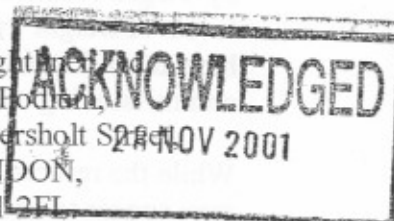
Peter Robinson
Campaign Co-ordinator

Freightliner

26 November 2001

Tel: 020 7214 9771 (Global Crossing 00 49771)
Fax: 020 7214 9279 (Global Crossing 00 49279)
E-mail: goundryr@freightliner.co.uk
Web site: www.freightliner.co.uk

Freightliner Ltd
The Podium,
1 Eversholt Street
LONDON,
NW1 2EL



John Hamer, Esq.,
Principal Assistant, Development Control,
Environment and Development,
Carlisle City Council,
Civic Centre,
CARLISLE,
CA3 8QQ.

Dear Mr Hamer,

| PLANNING SERVICES | |
|-------------------|---------|
| REF | 01/1046 |
| 28 NOV 2001 48 | |
| RECORDED | CN |
| SCANNED | |
| PASSED TO | COH |
| ACTION | |

In my letter of 23 January 2001 I registered our objection to an outline application for the development of the site at Currock Road/Rome Street in Carlisle as a non-food retail store etc..

I now understand that you have received a revised application (ref. 01/1046) for this site, in addition to the submission of an earlier application (ref. 01/0360) on appeal to the Secretary of State. It still seems to us that this development would prevent any future reinstatement of the railway lines which used to allow trains on the West Coast Main Line to avoid Carlisle Citadel station. The proposals for the operation of high speed passenger trains on the West Coast route are currently being shown to create many serious problems for slower traffic on the line, and there is a strong possibility that one of the important ways to alleviate the situation would be the re-opening of the avoiding lines.

Freightliner is the competitive second force in British rail freight, and we currently operate some 20 trains a day through Carlisle. This number should increase as our business grows, and as we help to achieve the targets for rail freight set out in the Government's *Ten Year Transport Plan*. It will not be possible to achieve these objectives if there is insufficient rail network capacity, particularly at crucial junctions and bottlenecks. Carlisle is emerging as one of these pinch points, and it would be wrong for the option to restore the avoiding lines to full functionality to be precluded by assenting to the planning proposal currently with you.

Application 01/1046 still leaves many questions unanswered when it becomes necessary to reinstate the avoiding lines; whilst there may be solutions to the use for development of some of this space which would be acceptable in railway engineering terms, it is far from clear that any such engineering standards have been incorporated into the application before you.

We firmly believe that you should decline this application. Please do not hesitate to let me know if I can provide any further information, and I should be obliged if you could inform me if and when you receive a full application for the site.

Yours sincerely,

Robert Goundry

Robert Goundry
Director of Strategy

Putting Passengers First...



RAIL PASSENGERS COMMITTEE

SCOTLAND

Caledonian MacBrayne Users Committee

5th Floor, Corunna House, 29 Cadogan Street,
Glasgow G2 7AB.

Telephone: 0141 221 7760

Facsimile: 0141 221 3393

The Planning Inspectorate
3/26 Hawk Wing
Temple Quay House
2, The Square
Temple Quay
BRISTOL
BS1 6PN

22 November 2001



Dear Sir

Town and country Planning (Appeals) (Public Inquiry Procedure) Regulations 1990

Location: L/A bounded by Rome Street/Currock Street and Railway Line, Carlisle

DOE Ref: APP/EO915/A/01/1075799

The Rail Passenger Committee Scotland, (RPCS), has been advised that an appeal has been lodged by Consolidated Properties Northstar Ltd., against the refusal of their application to build a DIY store, garage, workshop and associated parking on the above site.

The RPCS continues to consider that the granting of this application would be detrimental to the long term interests of rail passengers and urges the Inspector to continue to refuse permission for the development of this site for other than rail use.

The Committee's objections are based upon what it has been told will be the future frequency of Virgin West Coast and Cross-Country train services, plus the services currently provided by other operators, ScotRail, Arriva Northern and First North Western. These coupled with government's target to increase freight on rail by 80%, will, in the view of the Committee, result in the existing facilities at Carlisle being unable to handle rail traffic through the city punctually and reliably with adverse effects for passengers.

[The Committee is aware of other studies and proposals to increase passenger train movements through Carlisle but has discounted these in its considerations.]

Yours sincerely

Bill Ure
Secretary

cc: James Lough
Land Use Planning Team
Strategic Rail Authority
55 Victoria Street
LONDON
SW1H 0EU

Toby Rackliff
Railway Development Officer
Dumfries & Galloway Council
Militia House
English Street
DUMFRIES
DG1 2HR

B Percival
Appeals Administration Officer
Department of Environment & Development
Planning Services Division
Carlisle City Council
The Civic Centre
CARLISLE
CA3 8QG

DRS

Direct Rail Services Limited

Kingmoor Depot
Etterby Road
Etterby
Carlisle
Cumbria
CA3 9NZ
Tel: (01228) 406600
Fax: (01228) 406601

| | |
|----------------------|-------------|
| PLANNING APPLICATION | |
| REF | 12 DEC 2001 |
| PL | BS |
| SC | |
| PA | CSH/BS |
| ACT | |

Copy to Inspectorate
✓
sent
18/12/01

Mr John Hamer
Principal Assistant
Development Control
Environment and Development
Carlisle City Council
Civic Centre
Carlisle
CA3 8QG

14th December 2001

Carlisle Goods Avoiding Lines Retail Development Planning Application
Public Inquiry Reference: APP/E0915/A/01/1075799

Dear Sirs,

We have become aware of the above planning application, lodged with Carlisle City Council earlier this year (reference 01/0360), for the construction of a retail development on the site of the former Carlisle Goods Avoiding Lines (CGAL) between the Bog Junction and the former Forks Junction and Rome Street Junction.

I am writing to inform you of the strong objection of Direct Rail Services Ltd (DRS), a licensed rail freight operator based at the Kingmoor Depot, to the proposed development. If the plans are given the go-ahead, even in their revised form, it will effectively render any future reopening of the CGAL impossible.

The reinstatement of this section of the CGAL would enable services to be diverted away from the increasingly congested Carlisle Station area reducing pressure and increasing capacity for service expansion in the freight and passenger sectors. This is completely in line with Government objectives to comprehensively increase the use of rail freight over the next decade.

In particular, any future reinstatement of both the former Bog Junction to Rome Street Junction and the Forks Junction to Rome Street Junction cords would be of particular interest to DRS in view of the routes operated by the company. The most recent updated planning application (reference 01/1046) appears to be a compromise of the original submission (01/0360). There appears to be a real possibility that the alignment of the Forks Junction to Rome Street Junction may be sacrificed as part of an agreement to protect the Bog Junction to Rome Street Junction alignment. Should this be the case, DRS would be absolutely opposed because we feel very strongly that the alignment of both CGAL cords should be safeguarded.

More generally, use of the West Coast Main Line, already a major freight route, will increase as freight and passenger capacity builds. Options being investigated, by infrastructure operator Railtrack, to increase capacity between Scotland and England include the reinstatement of the Avoiding Lines. Even with the revised planning application, any reinstated track would have to run right through the centre of the proposed retail park.

Freight
on
RAIL

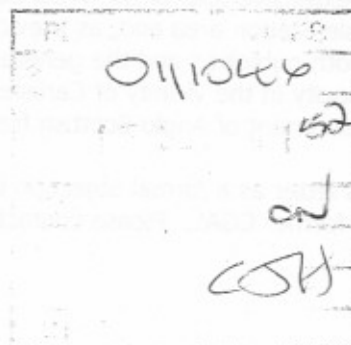
This would be clearly impossible and completely unacceptable. DRS operates a nationwide rail freight service and is an extensive user of the West Coast Main Line (WCML). Company traffic travels regularly through the Carlisle Station area and, as previously stated, any future reinstatement of the CGAL would be of great benefit to both ourselves and the general rail community. It is the only realistic option available for additional rail capacity in the vicinity of Carlisle. We support the future use of the CGAL, which will help promote the development of Anglo-Scottish freight and passenger traffic.

Please accept this letter as a formal objection to the proposed planning application for a retail development on the site of the former CGAL. Please contact me if you have any queries or require clarification of any specific points.

Yours faithfully

Peter O'Brien
COMMUNICATIONS MANAGER

Mr. A. M. Taylor
Chief Development Control Officer
Department of Environment & Development
Planning Services Division
Civic Centre
Carlisle
CA3 8QG
10 December 2001



12-18 Hoxton Street
London
N1 6NG

Tel: 020 7613 5109
Fax: 020 7613 5280

Dear Mr. Taylor

**STRATEGY AND TRANSPORTATION : OBJECTION TO PLANNING APPLICATION
REF. 01/1046 FOR RETAIL STORE AND GARAGE (WITH PARKING) ON LAND
BOUNDED BY ROME STREET, CURROCK STREET AND RAILWAY LINE IN
CARLISLE**

I write to inform you of our formal objection to the abovementioned planning application (Ref.: 01/1046) which has been lodged with Carlisle City Council.

Freight on Rail is a campaign working to get goods off roads and onto rail as an important step in developing a more sustainable distribution system.

Freight on Rail is a partnership between transport trades unions, freight operating companies, Railtrack, the Rail Freight Group and Transport 2000. It works to promote the economic, social and environmental benefits of rail freight both nationally and locally. It advocates policy changes that support the shift to rail and provides information and help on freight related issues. In particular, it aims to help local authorities through all stages of the process such as planning a rail-freight strategy, accessing grants and dealing with technical matters.

In summary, our objection is based on the supposition that the future development of rail services in Carlisle, especially those services between Scotland and England is likely to have far more complex requirements than those highlighted in the Oscar Faber report, commissioned by the property developers. In particular, the issue of conflicting movements in the Carlisle station area has not been properly addressed. Although, an attempt has been made to estimate the future passenger and freight requirements, the consultant's report fails to take account of the future type of rail freight services (longer trains and "piggyback services").

Although the former rail alignment is currently disused, it provides the only realistic option for the future provision of additional rail capacity in Carlisle. Such additional rail capacity, although not presently required, is seen as essential to the future development of Anglo-Scottish rail services in the medium-to long-term.

It is hoped that traffic levels of rail freight overall will rise overall by about 80% in line with the Government's 10 Year Plan. The concentration of freight traffic on the primary long-distance artery of the West Coast Main Line will mean an even higher level of growth on this route. Railtrack have undertaken studies of several options for increasing freight capacity between England and Scotland, and all options are believed to require the reinstatement of the "Carlisle Goods Avoiding Lines".



RAILTRACK

**TRANSPORT
2000**
THE NATIONAL ENVIRONMENTAL
TRANSPORT CAMPAIGN

RAIL FREIGHT GROUP



Freightliner

tssa
the union
for people
in transport
and travel



The planning application, which has been submitted to build a DIY store, would block the alignment of the Carlisle Goods Avoiding Lines, the re-instatement of which will be essential if the expansion of rail freight between Scotland and England is to continue in the medium to longer term.

It is acknowledged that this application (Ref: 01/1046) has been revised from the previous applications submitted by Consolidated Property Northstar (Refs: 00/0836 and 01/0360) in order to move any actual building construction off the alignment of former Bog Junction to Rome St Junction cord. However, the 01/1046 planning application proposals would almost certainly prevent any future reopening of the Carlisle Goods Avoiding Lines since any reinstatement of the track would continue to run right through the centre of the retail park.

In particular, although the alignment of the Bog Junction to Rome St Junction (west to north) cord is apparently safeguarded by the "indicative plan" for the planning application the reinstatement of the cord be made significantly more difficult and expensive by proposed retail park due to the need to additional requirement to provide a bridge linking the two sides of the retail park prior to any reinstatement of the rail cord.

More importantly, the former east to north railway cord from Forks Junction to Rome Street Junction would continue to be completely blocked by the proposed DIY store. The reinstatement of this section of the Carlisle Goods Avoiding Lines would enable rail traffic, such as the Grangemouth-Dalston oil flow, steel rail traffic from Workington to Scotland and the Direct Rail Services movements between Kingmoor Depot and Sellafield, to be diverted away from the congested Carlisle Station area. This would create further much needed rail capacity through Carlisle for the envisaged expansion in rail freight and passenger services.

It is also considered likely that there are a large number of suitable alternative sites in the Carlisle where the proposed retail development could be built. There is, however, no suitable, alternative route available for the future provision of additional rail freight capacity through the city of Carlisle.

The report, commissioned by Consolidated Property Northstar Ltd. from consultants Oscar Faber, suggests that widening the existing lines between Carlisle station and Caldew Junction, could potentially increase rail capacity through the centre of Carlisle. Although it is difficult to see how an additional two tracks could be instated without at least one important road closure and enforced relocation of several existing businesses. Furthermore, this Oscar Faber proposal does not solve the problems of conflicting train movements in the station area itself.

In particular, there is a requirement for freight trains from the Tyne Valley and Settle and Carlisle lines to cross the West Coast Main Line in order to access Kingmoor yard. As rail freight is set to increase, with more frequent and longer (750-800m) trains, these conflicting train movement problems are likely to worsen in the medium term. The very real possibility of increased rail freight movements over the Settle and Carlisle line would, in particular, increase the number of these conflicting train movements in the Carlisle station area, where as reopening of the "Carlisle Goods Avoiding Lines" lines would allow many such conflicts to be avoided completely.

The "Carlisle Workington" lines also represent the most practical option for the creating the proposed "Piggyback" gauge route between the Channel Tunnel and Scotland. (Dumfries and Galloway Council is a former member of the "Piggyback Consortium" and member of the Local Government Joint Channel Tunnel Initiative group). The Oscar Faber report fails to address the issue of the need to create a "Piggyback Gauge" rail route between Scotland and South East England.

The "Carlisle Goods Avoiding Lines", previously provided an important alternative route to the congested Carlisle station area for freight trains between England and Scotland, via both the West Coast Main Line through Lockerbie and the Glasgow and South Western route through Dumfries.


Freight on Rail accepts that the "Indicative Plan" for the new Planning Application (Ref: 01/1046) no longer depicts the location of the proposed garage (although this still forms part of the application) and does depict a "*Strategic pedestrian / cycle route*" along the approximate alignment of the Bog Junction to Rome Street Junction cord. (although this does not appear to quite line up with Rome St overbridge) which is also designated "*Line of possible freight avoiding line*". The Plan also depicts a "*possible underpass*" which would replace the proposed crossover links in event of the cord being reinstated.

Although this does represent a step in the right direction by the developers this latest planning application still leaves several issues unresolved:

- The former east to north railway cord from Forks Junction to Rome Street Junction would continue to be completely blocked by the proposed DIY store. This would prevent the reopening of this important rail link between the Cumbrian Coast rail line and Kingmoor Yard/Scotland.
- There is no indication of the position of the proposed garage which might impact on the future railway alignment.
- The indicative nature of the plan accompanying the Planning Application does not guarantee that Bog Junction to Rome Street Junction cord could be reinstated.
- There would be the outstanding question of the additional cost imposed on any reopening of the CGAL by the need to create a new underpass to link the two sections of the proposed car park.
- The retail park owners might still be minded to object to any CGAL re-opening once their retail park has been built.

Freight on Rail, therefore, formally objects to the proposed planning application (01/1046) for a retail development on the alignment of the former "Carlisle Goods Avoiding Lines", on the grounds that this route (including both the Bog Junction – Rome St Junction and Forks Junction - Rome St Junction cords) is essential to the future development of Anglo-Scottish freight. In particular, this objection relates to that part of the proposed development which occupies the site of the former "Carlisle Goods Avoiding Lines" on the triangle of land between the Bog Junction and the former Forks Junction and Rome Street Junction.

Yours sincerely



Philippa Edmunds
Campaign co-ordinator



northwest
development agency

Ref: RMCS/JW/2611.01

26th November 2001

Ms B Percival
Appeals Administrative Officer
Department of Environmental & Development
Planning Services Division
Civic Centre
CARLISLE
CA3 8QG

| | |
|-------------------|---------|
| PLANNING SERVICES | |
| REF | 01/0360 |
| 28 NOV 2001 | |
| RECEIVED | 4 |
| SEARCHED | |
| PASSED | BP |
| ACTION | |



Dear Ms Percival

Town & Country Planning (Appeals) (Public Inquiry Procedure) Regulations 1990 re Outline application for Non Food Retail Store and Garage/Workshop at Currock Street/Rome Street, Carlisle. Local Authority Reference: 2001/0360

You wrote to the Agency on 8th November 2001 in relation to the above matter. The Agency's earlier letters, in relation to planning application reference 2000/0836, dated 14th May 2001 and 17th May 2001 detail our position in relation to development on this site. Of particular concern is the need to ensure that any development does not preclude the future reopening of the former Carlisle avoiding rail line to provide additional capacity through or around Carlisle.

I understand that the proposals subject to the current appeal now address this issue- the layout being such as to ensure that no built development will occur over the line and with provision being made for alternative access to the development if the line is to be reopened in the future.

This being the case the Agency do not wish to attend the Inquiry to give evidence or make any further written submissions. I would however be grateful if you would ensure that this correspondence and the earlier correspondence in relation to planning application 00/0836, which I understand has now been withdrawn from appeal are brought to the attention of the Inspector.

Yours sincerely

RMC Shields
Chief Executive

Michael Shields
Chief Executive

Northwest Development Agency

PO Box 37, Kings Court, Scotland Road, Warrington, Cheshire WA1 2FR
Telephone: 01925 400100 Facsimile: 01925 400400
e-mail: Mike.Shields@nwda.co.uk
Web: www.nwda.co.uk

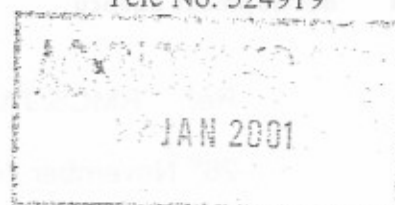
2 Whinlatter Way
Carlisle
CA2 5QP

18/01/01

Dear Sir



Tele No. 524919



PROPOSED DEVELOPMENT - GAS BOARD SITE, ROME STREET, CARLISLE

Further to the planning application for the development of the Gas Board site in Rome Street, Carlisle For a Non-Food Retail consortium. I have not yet seen the outcome of the application. It may not have been considered by the Planning Committee yet.

I have seen the plans of the proposed site and must say that it surprises me, that with all the congestion already in this area with the opening of Staples and Matalan, as well as B & Q, the Plumb Center and the Tile depot along with small businesses in the surrounding area that such an application should need time for discussion. It should be turned down for several reasons.

The City has a traffic problem now. This development will exacerbate it further.

From the plans it would seem that the existing small businesses on leases already in and around the site may be forced to move to other sites at considerable cost. Some of the small businesses may be forced to closed down completely.

The effect on the residents of Currock Road area, which has already reached intolerable traffic levels, will be made even worse. It must be a nightmare living in this area now. What it will be like with the likely increase in traffic does not bear thinking about. Also the new mini-roundabout at the end of Rome Street is just an accident waiting to happen.

There are at least two anomalies on the plans. The Gas Board communications station will be remote from its standby power supply. An existing four bay garage is to be knocked down and a four bay garage erected on a different part of the plot. It just does not make sense.

Your comments on the above would be appreciated.

Thank you

A handwritten signature in cursive script that reads 'B Rennison'.

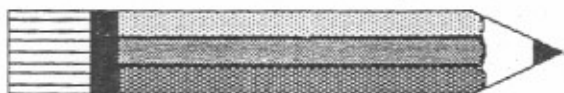
B Rennison

Carlisle City Planning Office
Civic Centre
Carlisle
CA3 8QG

Phoenix

28 Abbey Street, Carlisle, Cumbria, CA3 8TX
Tel: 01228 539537 Fax: 01228 531306

ARCHITECTS



Head of Planning Services
Carlisle City Council
Civic Centre
CARLISLE
CA3 8QG

JLK/PC/PA444
14 August 2001

FAO Mr A Taylor, Development Control Section

Dear Sir

D.I.Y. NON-FOOD RETAIL DEVELOPMENT
LONDON ROAD, CARLISLE
APPLICATION NO. 2001/0201

We act for Coralsands Properties Ltd and here enclose representations regarding the above application which we understand is to be considered at a special planning committee to be held on 24 August.

May we also here advise of a request for a representative of Coralsands to address this meeting in order to appropriately update the enclosed.

We would be grateful to receive details of the timing for this special meeting and any representation rules of which our clients should be aware.

Yours sincerely

John L Kelsall
Dip Arch RIBA

Enc.

| PLANNING SERVICES | |
|-------------------|---------|
| REF | 01/0201 |
| 15 AUG 2001 | |
| RECORDED | MM |
| SCANNED | |
| PASSED TO | AMJ |
| ACTION | |



**REPRESENTATIONS AGAINST THE GRANTING
OF A PLANNING APPROVAL**

Application No. 2001/0201

D.I.Y. Non-Food Retail Development
London Road, Carlisle

by

Stainsby Grange Limited &
Bendall Engineering

**Representations
submitted on behalf of
Coralsands Properties Limited**

Phoenix

A R C H I T E C T S

28 Abbey Street, Carlisle, Cumbria, CA3 8TX
Tel. 01228 539537 Fax. 01228 531306

2.4 It is a point of some interest and consternation to our clients that para 4.15 of the application statement cites being close to our client's land in support of their case as it is already designated as "mixed commercial" within the Local Plan.

2.5 Our clients are also developing a project which includes a similar store to that being considered by this application. Council Officers have been furnished with an indicative layout of their Hilltop site indicating the land concerned which is to be followed shortly by a Planning Application. Our client's site sits directly opposite the application site and, understandably, they are concerned that the sequential test being set before the Authority appears incomplete as it takes no account of our client's site.

3.0 Local Plan Policy EM2

3.1 The applicant's agent claims exceptions to Carlisle District Plan Policy EM2 and Joint Structure Plan Policy 34. Whereas it is not denied that provisions for exception exist under such policies it is questionable that they are intended to apply to existing operations of this scale. Far more appropriately such exceptions exist in order to assist smaller businesses heavily constrained within higher density housing areas where conflicts of use regularly occur.

3.2 At the stated 8.74 acres, the Bendall's site is large enough to accommodate any conflicts with adjacent housing. It has a major road frontage with direct connection to the M6 so the claiming of exceptions to existing employment policies is questionable.

3.3 Whereas we would not wish to comment in any detail regarding the stated intent by Bendall Engineering to re-locate as this is entirely a commercial issue for them, however, consideration of the nature of employment development is a planning issue. The majority of new manufacturing and servicing business requiring employment land start from small scale operation, growth follows commercial success and leads to employment expansion generating a need for relocation to larger premises. It follows, therefore, to encourage business development, employment land must be available in a range of sizes, values and locations. If Bendall's relocate to Kingmoor Park, already reserved as employment land there would be a net loss of 8.74 acres of employment land within the urban area if this application was granted. The site would be far

more valuable to the local economy as potential for an employer whose operation has reached a suitable point in their growth.

3.4 PPG6 appears to agree, Paragraph 3.23 reads:

..."planning applications for retail developments should not normally be allowed on land designated for other use in an approved development plan. This advice applies especially to land allocated for industry, employment and housing, where retail developments can be shown to have the effect of limiting the range and quality of sites that would be available for such uses".

4.0 Physical Suitability of the Site

4.1 Our clients, having had discussions with operators of this type of development, have noted a developable land requirement of 9 - 10 acres. Given that some of the stated site area of 8.74 acres is steeply sloping it is considered that the site may be too small to adequately meet an operator's requirements.

5.0 Summary

5.1 The applicant's Sequential Test is fundamentally flawed as it does not consider our client's adjacent site.

5.2 Coralsands Properties Limited are pursuing a similar development with a similar brief. It is believed that their scheme would be more successful under the sequential test.

5.3 The claim for exception to Local Plan Policy EM2 and Joint Structure Plan Policy 34 are tenuously founded.

5.4 PPG6 advises against retail developments occupying land designated for other uses, specifically employment.

5.5 Concern is expressed that the site is not large enough for the stated purpose.

more valuable to the local economy as potential for an employer whose operation has reached a suitable point in their growth.

3.4 PPG6 appears to agree, Paragraph 3.23 reads:

..."planning applications for retail developments should not normally be allowed on land designated for other use in an approved development plan. This advice applies especially to land allocated for industry, employment and housing, where retail developments can be shown to have the effect of limiting the range and quality of sites that would be available for such uses".

4.0 Physical Suitability of the Site

4.1 Our clients, having had discussions with operators of this type of development, have noted a developable land requirement of 9 - 10 acres. Given that some of the stated site area of 8.74 acres is steeply sloping it is considered that the site may be too small to adequately meet an operator's requirements.

5.0 Summary

5.1 The applicant's Sequential Test is fundamentally flawed as it does not consider our client's adjacent site.

5.2 Coralsands Properties Limited are pursuing a similar development with a similar brief. It is believed that their scheme would be more successful under the sequential test.

5.3 The claim for exception to Local Plan Policy EM2 and Joint Structure Plan Policy 34 are tenuously founded.

5.4 PPG6 advises against retail developments occupying land designated for other uses, specifically employment.

5.5 Concern is expressed that the site is not large enough for the stated purpose.

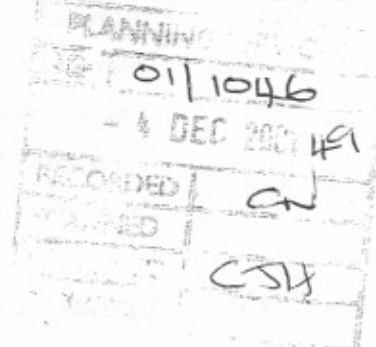
S & AW McCONNELL



Unit 7
Currock Road Trade Centre
CARLISLE
Cumbria CA2 5AD

Telephone & Fax 01228 810646

Ref: Planning application by Consolidated Property Northstar Ltd.
Land at Currock Road/Rome Street.



Dear Sir/Madam,

I write in connection with the above. Although there will be many expert representations in connection with this application, mine is on behalf of the local business community with interests and property in the James Street/lower Currock Road area. This area is in desperate need of a major development to act as a catalyst for its regeneration. This is the last "down at heel" part of the old city which should be renewed in a structured way rather than ad-hoc over a period of years as demand determines. A major DIY store in the centre would create immediate demand for new premises adjacent, breathing new life into an area close enough to the main shopping area to attract shoppers on foot to visit Staples, Matalan, the furnishing stores already present and the new DIY store.

I must point out that this is a once only opportunity to redevelop on this scale. It involves five separate interests which make up the land assembly for this application. This is highly unlikely to be achievable again in future years. The result would be sporadic redevelopment over years as individual landowners refurbished or rebuilt independantly.

Almost half of the land assembly is the former gas works and yard, a site badly contaminated by the manufacture for many years of town gas. To bring this site back to meaningful employment requires a clean up which in turn needs a high value development, which cannot be achieved other than as part of a larger site with frontage to the main road.

This is an opportunity for the council to have a strategic overview in the regeneration of James Street/lower Currock Road. It is difficult to forsee another chance for council planners to have an impact on this scale.

There are many good quality premises in the area but they are interspersed with derelict and run down ones. The effect is therefore not complementary to the proposed redevelopment of Botchergate for example, which is at last going ahead. Imagine also the effect of losing the present DIY store situated on Currock Road. That loss would be very serious indeed, diverting even more people from the area.

It was stated at the August planning meeting that this site and Bendalls were "very close" in terms of suitability based on information and interpretations at that time. Since then new

information has been made available. In view of this, and the fact that the James Street/ lower Currock Road site has more to offer the city in terms of its overall appearance and development, I suggest the Council ought to change its recommendation.

The benefits are many, the drawbacks I cannot see.

I have been asked to include the names of individuals and businesses below who wholeheartedly support this representation and application. ^

| | |
|----------------|--------------------------------|
| Mr J Rickerby | Rickerby Limited |
| Mr M Vasey | Vaseys Stylestore and Galleria |
| Mr J Pattison | CG Group |
| Mr B Fell | Byran Fell Motor Engineer |
| Mr D Usher | Ushers Garage |
| Mr A Reay | Alan Reay Car Sales |
| Mr S McConnell | Currock Road Trade Centre. |

Yours faithfully,



S McConnell