

# REPORT TO EXECUTIVE

## PORTFOLIO AREA: ECONOMIC DEVELOPMENT

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Date of Meeting: 22nd November 2010

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Public

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Key Decision: Yes

Recorded in Forward Plan:

Yes

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Inside Policy Framework

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**Title:** CORE STRATEGY KEY ISSUES PAPER

**Report of:** Assistant Director (Economic Development)

**Report reference:** ED.36/10

### Summary:

The draft Key Issues Paper has been prepared as an initial opportunity to open up a discussion about the issues that are and will affect Carlisle District now and in the future. It is intended that the responses we receive to the consultation will help to shape the statutory Issues and Options stage of the Core Strategy preparation process. Public consultation at this stage is important as it will help to ensure that the issues identified and the options that will be developed are locally relevant ensuring a more robust Core Strategy is ultimately produced.

### Recommendations:

That the draft Key Issues Paper be made available for consideration by Environment and Economy Overview and Scrutiny Panel and that subject to any additional information arising from the Scrutiny Panel be reported back to Executive on the 13<sup>th</sup> December to consider referral to Council for approval for public consultation on 12<sup>th</sup> January 2011.

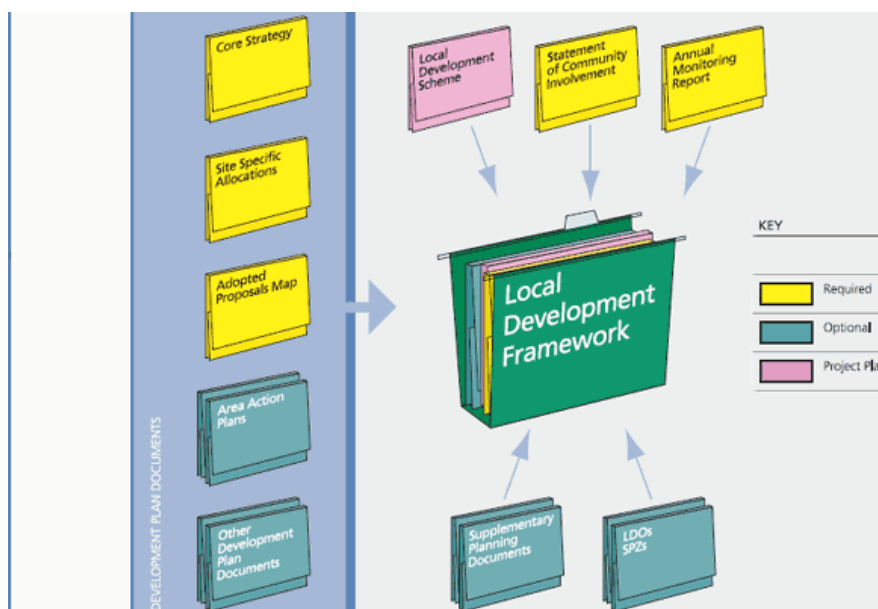
**Contact Officer:** Helen Jackson

**Ext:** 7192

**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: None

## 1. BACKGROUND INFORMATION AND OPTIONS

- 1.1 The Local Development Framework (LDF) is a comprehensive system for planning policy. It consists of a number of documents some of which are statutory and others remain local choice depending on circumstances. The following diagram is used to illustrate different components of the LDF by showing the system as a filing cabinet and each of the documents as a folder within the filing cabinet.



- 1.2 The Core Strategy is the overarching document in the Local Development Framework it sets out the future direction for development in Carlisle District over the next 15-20 years and sets the parameters/aims for the preparation of other Development Plan Documents within the LDF.
- 1.3 In order to produce a Core Strategy it is necessary early on to establish what issues are affecting the area to which it relates and identify the options that are available for tackling the issues. The draft document in appendix 1 has been prepared as an initial opportunity to open up a discussion about the issues that are and will affect Carlisle District now and in the future (within the lifetime of the Core Strategy we are seeking to produce).
- 1.4 The key issues consultation paper sets out the existing relevant strategies and technical studies which form part of the LDF evidence base such as the Strategic Housing Market Area Assessment, the Carlisle Employment Sites Study, the Annual Monitoring Report amongst other studies.

- 1.5 Planning Policy Statement 12 states that a local planning authority's Core Strategy should align with their Sustainable Community Strategy; therefore consideration has been given to the draft aims and objectives of the 'Carlisle Partnership Community Plan 2011-2016', alongside the Economic Strategy, the Cumbria Local Transport Plan and the existing strategy of the Carlisle District Local Plan 2001-2016.
- 1.6 The attached draft consultation paper also sets out the spatial portrait of the District, relevant local strategies, key characteristics and facts about settlements within the District as well as the aims and objectives of other Council and local strategies; this information has informed the initial issues that we are consulting upon.
- 1.7 Public consultation is an essential component in the preparation of the Local Development Framework to ensure that the views of local residents, businesses and organisations are taken into account. The Council's adopted Statement of Community Involvement sets out the minimum consultation required. Additionally formal stages of consultation for the preparation of Development Plan Documents are dictated by regulation, the first formal stage being Regulation 25.
- 1.8 This current issues stage in the preparation of the Core Strategy is essential as it will ensure that it is ultimately locally relevant aligning with both the Council's aims and objectives as well as those of Carlisle's residents.
- 1.9 Moves are being made towards the new Localism Bill which is expected before Christmas. Whilst details are not yet fully known about the implications of the new Bill for Planning and the LDF, it is likely to focus on a greater level of community involvement and creating a more locally responsive planning framework.
- 1.10 It is therefore considered that starting the consultation process with a Key Issues Paper is still a useful exercise as a means of establishing the areas that are of greatest concern/importance for Carlisle's residents which will be invaluable whatever approach we are expected to take in producing an up to date planning policy framework once details of the Localism Bill are released.
- 1.11 Unless there is a significant change in the approach we have to take as a result of the Localism Bill the provisional key dates scheduled for the next stages in the Core Strategy process are as follows:
- Key Issues Consultation - 31<sup>st</sup> January 2011
  - SA Scoping Report Consultation - 14<sup>th</sup> February 2011
  - Issues and Options Consultation – 29<sup>th</sup> August 2011
  - Preferred Options Consultation – 16<sup>th</sup> April 2012

- Publication Consultation – 28<sup>th</sup> January 2013
- Submission to SoS – 3<sup>rd</sup> June 2013
- PEM – 29<sup>th</sup> July 2013
- Hearings – 2<sup>nd</sup> September
- Inspectors Report – 20<sup>th</sup> January
- Adoption 10<sup>th</sup> February 2014

## **2. CONSULTATION**

- 2.1 An Overview and Scrutiny workshop was held on 24<sup>th</sup> June to consider the current work programme for the Local Development Framework and the planning policy issues which the Council needs to address through the Core Strategy.
- 2.2 It is proposed that a six week consultation takes place on this Key Issues Paper following Council in January. This will inform the preparation of the Issues and Options document which will go out to public consultation next summer.

## **3. RECOMMENDATIONS**

- 3.1 That the draft Key Issues Paper be made available for consideration by Environment and Economy Overview and Scrutiny Panel and that subject to any additional information arising from the Scrutiny Panel be reported back to Executive on 13<sup>th</sup> December to consider referral to Council for approval for public consultation on 12<sup>th</sup> January 2011.

## **4. REASONS FOR RECOMMENDATIONS**

To bring forward work on the Core Strategy by involving the public in identifying the key Issues affecting Carlisle in preparation for developing the Issues and Options.

## **5. IMPLICATIONS**

- Staffing/Resources – Within the existing resources of the Local Plans and Conservation Section
- Financial – Within the existing resources of the Local Plans and Conservation Section

- Legal – In accordance with the Planning and Compulsory Purchase Act 2004 and associated provision
- Corporate – The Key Issues Paper addresses both the corporate Issues in identifying drivers of economic viability and forces for change in the environment
- Risk Management – Without the Core Strategy there will be a lack of an up to date Planning Policy Framework.
- Environmental – Environment issues have been identified in this paper
- Crime and Disorder – As well as being identified in the Designing out Crime SPD adopted in November 2009 this paper identifies crime and disorder issues affecting the District.
- Impact on Customers – This will provide and opportunity for Customers to get involved with shaping the Core Strategy.
- Equality and Diversity – Equality and Diversity Issues have been addressed in the Key Issues Paper

## Impact assessments

Does the change have an impact on the following?

Equality Impact Screening	Impact Yes/No?	Is the impact positive or negative?
Does the policy/service impact on the following?		
Age	Yes	Positive
Disability	Yes	Positive
Race	No	
Gender/ Transgender	No	
Sexual Orientation	No	
Religion or belief	No	
Human Rights	No	
Social exclusion	Yes	Positive
Health inequalities	Yes	Positive
Rurality	Yes	Positive

If you consider there is either no impact or no negative impact, please give reasons:

This paper focuses on key issues which have a spatial dimension therefore it does not have an impact race, gender/transgender, sexual orientation, religion or belief or human rights.

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If an equality Impact is necessary, please contact the P&P team.

## **Appendix 1 - Core Strategy Key Issues Paper**

## Introduction

This Issues paper is the first stage in the process of developing the planning framework for the District. It sets out the Council's initial thinking on the issues that the Core Strategy should address. This Issues Paper provides you with an opportunity to share your views on the issues and challenges facing the District and the priorities to be tackled.

The Carlisle Local Development Framework (LDF) is a portfolio of documents being produced by Carlisle City Council, which will in time replace the policies of the existing Local Plan to provide the spatial planning strategy for the District.

Work on the LDF has so far focussed on developing a robust evidence base to support and assist in determining the best approach to establishing the desired future of Carlisle.

The Core Strategy is the principal document of the Carlisle Local Development Framework, guiding the future development and growth in the District up to 2030. It will address key questions such as the amount and location of land for a range of different land uses including housing and employment uses.

The Core Strategy, when finalised will include the following:

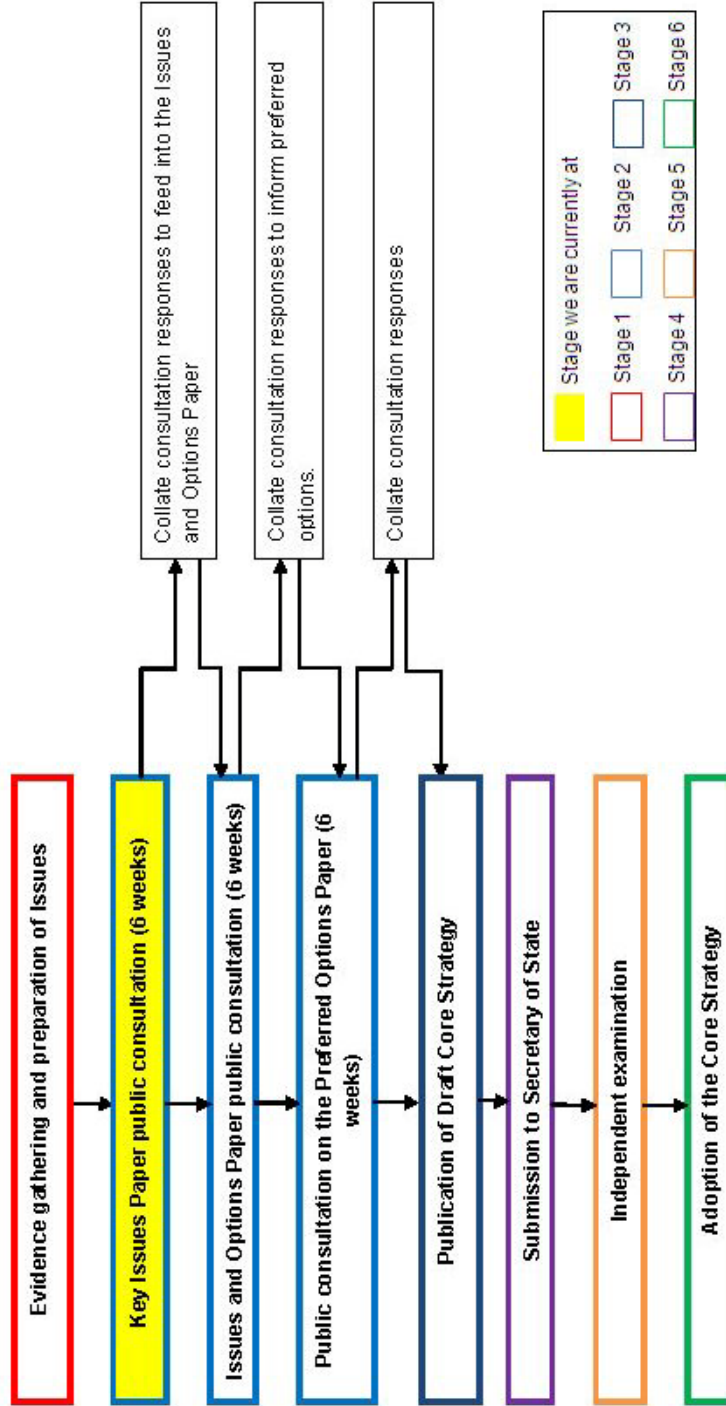
- An overall spatial vision, which sets out how the District should develop;
- Strategic objectives for the District, focusing on the key issues to be addressed;
- A delivery strategy for achieving these objectives; this will set out how much development is intended to happen where, when and how it will be delivered
- Core policies to set the basis for determining planning applications;
- Strategic locations for development

The preparation of the Core strategy consists of a number of different stages:

- Preparation/collation of the evidence base
- Key issues consultation
- Feedback and formulation of options
- Issues and options consultation
- Preferred options consultation
- Feedback and preparation of Submission Draft
- Submission to SoS
- Examination
- Adoption of the Core Strategy

Once the Core strategy has been through all the relevant stages it will be adopted by Carlisle City Council and form the overarching planning policy framework for the District and along with other development plan documents will provide the basis for determining planning applications.

## Key Stages in Core Strategy Process



This diagram highlights the stage that we are currently at in the development of Carlisle's Core Strategy and shows that there will be numerous opportunities for the public to get involved and make representations in the near future.

## **Next Steps**

This paper identifies our first thoughts on the main issues that the Core Strategy needs to address. We are asking you to provide views on these issues or to raise other issues that we may have missed. In commenting we also welcome your ideas as to how the issues might be addressed.

When commenting on the Issues please also think about what you like about Carlisle, the qualities of the existing environment and infrastructure and the implications of population growth and development.

The next stage in the preparation of the Core Strategy is the Issues and Options consultation. We will use the responses to this consultation to help formulate options. The Issues and Options consultation is programme to commence in August 2011.

## **How can you get involved?**

The period of consultation on the Key Issues paper will run from XXX until XXX. The document will be available to view on the Council's website at XXXURLXXX.

Comments can be emailed to [lpc@carlisle.gov.uk](mailto:lpc@carlisle.gov.uk) or a comments form (which can be downloaded from the website, [www.carlisle.gov.uk](http://www.carlisle.gov.uk)) completed and returned.

Hard copies of the Key Issues Paper will be available to view in all local libraries and at the Civic Centre Customer Contact Centre or on request.

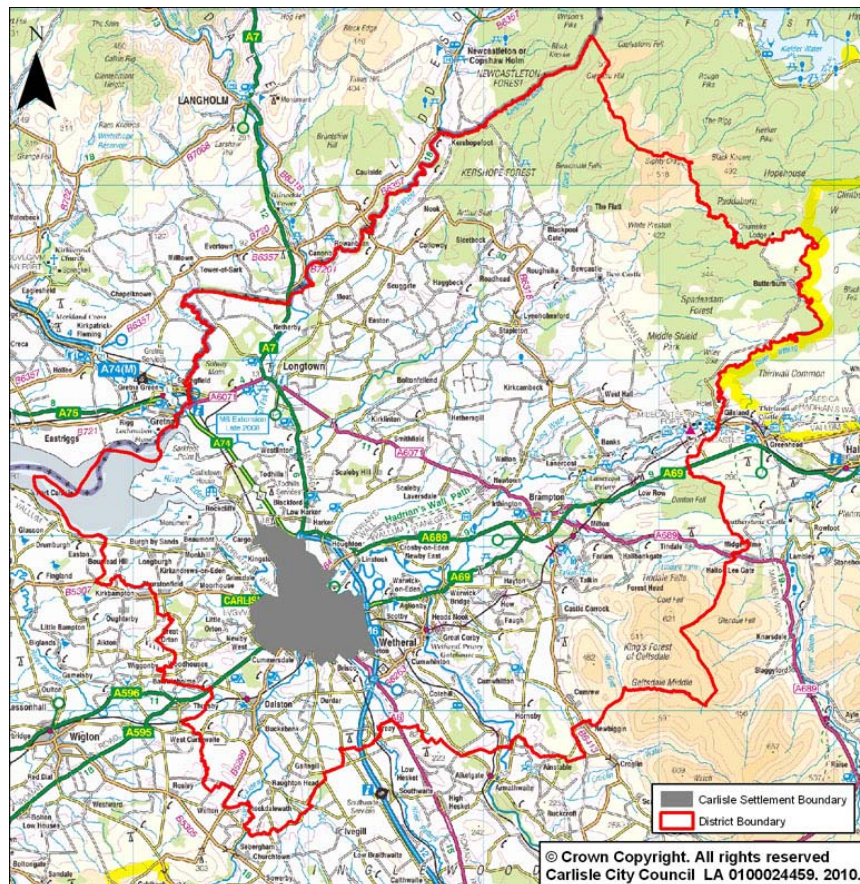
Please send your comments form to the following address:

Economic Development, Planning Services, Development Control, Civic Centre,  
Carlisle, Cumbria, CA3 8QG.

For any general queries relating to this document please contact:

Tel: 01228 817193.

## Spatial Portrait



This spatial portrait aims to describe the District's geography, environment, economy, social and cultural characteristics and movement patterns i.e. a snapshot of the District as it is now. It also highlights the key issues associated with the District as a whole.

Carlisle's identity is largely shaped by its extensive rural hinterland with an important agricultural economy, its setting in an area of high landscape value, the historic core of the city traversed by rivers that are internationally important for biodiversity, and a World Heritage Site which strides across the district.

The District of Carlisle covers an area of approximately 1,042 sq km and is situated to the far north of the Cumbrian County, bounded by the Scottish border, approximately 9 miles to the northwest. The City of Carlisle and its surrounds, form the principal urban area to the southeast of the District. The remainder of the District is predominantly rural in nature, with the exception of the Key Service Centres of Longtown to the north and Brampton to the east.

### Social Characteristics

The population of Carlisle is currently estimated at 104,700. It has experienced a steady growth rate over the last 10 years; however recent forecasts show a slow down due to a decrease in inward migration. In line with national trends growth in

Carlisle will be most notably be seen in the number of older people living in the District where it is predicted that there will be a 57% increase by 2032. Approximately 68 per cent of the population currently live within the urban area of Carlisle. In the rural areas a key feature is the sparse distribution of residents; on average there are 97 people per hectare in Carlisle's rural areas (compared to 477 regionally and 378 nationally).

## **Movement Patterns**

The M6 motorway runs through the District linking the City of Carlisle to southwest Scotland and the Lake District. Carlisle benefits from three M6 junctions at Carleton (J42), Rosehill (J43) and Kingstown (J44). Despite this some urban areas to the south west of the City are currently relatively isolated largely due to the barrier presented by the River Eden. The Carlisle North Development Route (CNDR), which is due for completion in 2012, will help to open up these areas by providing a western link to the M6 at junction 44.

In terms of rail travel, the West Coast Main line provides the only north/south high speed rail link serving the City. However, there are rail links to Newcastle and the west coast and also the largely tourist based Carlisle/Settle line.

Travel to work is heavily dependant on private car usage with 54.3 % people working in Carlisle District choosing to drive to work (source ONS Census 2001) despite the fact that nearly 55% of people travel less than 5km to their place of work. This level of car usage is no doubt partly due to accessibility to public transport across the District which varies considerably outside the urban area, with a number of areas having a very limited service or no service at all.

## **Economy**

Carlisle is a free standing city which is not directly influenced by a major conurbation. It acts as a significant employment base for Cumbria as well as parts of south west Scotland.

Historically the economy of Carlisle was based around the textile industry which has over time declined and been replaced by other forms of manufacturing. A large proportion of Carlisle's working population today are still employed in the manufacturing sector however wholesale/retail provide employment for the largest proportion of the workforce. Employment in non-service industries, such as agriculture, manufacturing and construction are all higher than the national average.

Within the rural area Brampton and Longtown act as employment hubs along with Dalston to a lesser extent. All three settlements have industrial estates which provide employment opportunities for people within their locality as well as the wider area.

However there can still be a perception of remoteness and isolation which may detract from the areas attractiveness as a business location. This is further compounded by a gap in skills partially as a result of poor performance in education and low aspirations as well as a poor level of retention of graduates.

Tourism is of major importance to Carlisle as a generator of economic prosperity and employment. It is essential that the tourism potential of the District is promoted and exploited to maximise the benefits it can bring to the area. Carlisle's heritage is central to its attractiveness as a tourist location with Hadrian's Wall Path National

Trail crossing the District alongside the historic buildings of Carlisle Castle, Tullie House Museum and the Cathedral. The high quality environment in and around Carlisle District contributes towards Carlisle's appeal as a visitor destination and provides potential for economic diversification within the rural area; opportunities of this nature are already being supported along the route of the Hadrian's Wall Path National Trail with the development of accommodation and refreshment facilities. In recent years it has been recognised that Carlisle's offer lacks the presence of a professional theatre and high quality hotel which would further enhance its potential as a visitor destination.

## **Flooding and Climate Change**

The position of Carlisle at the meeting point of three rivers makes it vulnerable to the risk of flooding. In 2005 the District experienced the worst floods since 1822 which resulted in the death of 3 people and severely affected many homes and businesses. Flood Defences have recently been completed offering a good level of defence against future flood risk. However caution must still be taken when considering proposals for development in the high risk areas benefitting from defences.

Specific data for the impacts of climate change on Carlisle are not readily available, but information is available on a regional basis that gives a good indication of the potential impacts. Between now and 2080 if we continue to discharge high amounts of greenhouse gases, Carlisle City Council could expect impacts on operations and service delivery including:

- Longer growing seasons would mean changes to grass cutting regimes.
- More extreme weather conditions causing disruption to front line services like refuse/recycling collections.
- Higher energy costs for buildings and transport as climate change impacts on markets and trade.
- Health related problems for example waterborne diseases linked to warm weather impacting on environmental health services.
- Drier summers could lead to droughts affecting parks, allotments and nature reserves putting pressure on water resources and local biodiversity.

## **Local Character and Distinctiveness**

Carlisle has an attractive and varied landscape. The District includes two Areas of Outstanding Natural Beauty, (Solway Coast and the North Pennines) as well as four rivers the Eden, Caldew, Petteril and Lyne. The River Eden and its tributaries are of international importance for their biodiversity, being designated as both an SAC and an SPA. Carlisle has a range of other sites of European nature conservation importance including 1 Ramsar Site and 7 Special Areas of Conservation/Special Protection Areas. In addition, the District is home to many rare and endangered species such as the red squirrel, natterjack toad and otters, as well as habitats such as peat bogs and upland hay meadows.

The District has approximately 455 ha of open space, which ranges from amenity open space (land which is recognised as making a contribution to the visual amenity and enjoyment of an area), to natural/semi natural greenspace, parks/gardens, allotments, play areas and outdoor sports facilities. Within the centre of the city, and located immediately next to the River Eden are two linked and important urban parks,

Rickerby Park and Bitts Park. Rickerby Park is a natural park dotted with mature trees and grazed by sheep and cattle. Bitts Park has a more formal layout with flower beds, trees and shrubberies, together with playing pitches, children's play area and tennis courts etc.

The District is rich in heritage ranging from Hadrian's Wall World Heritage site which crosses the district from Gilsland in the East to Burgh by Sands in the West, to the City walls, Carlisle Cathedral and Tullie House which are all grade I Listed buildings. In addition to these there are approximately another 1550 listed buildings and 19 Conservation Areas

## Evidence Base

The Core Strategy must be based on a sound evidence base. Evidence is derived from two different types of source:

- A1 - Existing strategies and policy documents on a national, regional, sub regional and local scale
- A2 - Factual information about Carlisle and the surrounding areas

### A1 - Existing Strategies

The following strategies have been highlighted in this document as being of particular importance as the Core Strategy is critical in delivering corporate and community aspirations. The key objectives in existing strategies need therefore to be identified to ensure that the key spatial planning issues and objectives for the area align and seek to achieve the aspirations.

### Corporate Priorities

Carlisle City Council's Corporate Priorities are 'Local Environment and Growing Carlisle's Economy'.

### Sustainable Community Strategy

The purpose of a sustainable community strategy is to set out the strategic vision for a place and provides a vehicle for considering and deciding how to address difficult cross cutting issues such as social inequalities, economic growth, climate change and crime.

Carlisle's sustainable community strategy the 'Carlisle Partnership Community Plan 2011-2016' is being produced by Carlisle's Local Strategic Partnership the 'Carlisle Partnership'. In doing so the partnership seek to identify and working on key issues affecting communities in both the rural and urban areas including health, housing, education, employment, community safety, crime reduction and social inclusion.

The Core Strategy must have regard to the Community Strategy. As noted above the Community Strategy is currently being refreshed and the Core Strategy will be a key component in its delivery, setting out its spatial aspects where appropriate and providing a long-term spatial vision.

The overarching vision of the Carlisle Community Plan is set out below:

*The Carlisle Partnership seeks to improve the general quality of life, environment and opportunities for people across the district.*

*We want to ensure that Carlisle enjoys a strong and growing economy providing positive and progressive employment opportunities for local people. We want Carlisle to be a healthy city where people enjoy long, happy and healthy lives and are able to contribute fully and support Carlisle's growth. We want to continuously raise the aspirations of our young people and allow them to look forward to a positive future. We want to make sure that Carlisle is a safe place to live where people feel part of their community and are able to influence the decisions that affect them. We want to*

*ensure that people can access the services that are important to them and afford decent homes across the district.*

*We want to reduce the health and socio-economic inequalities that too often exist across Carlisle, narrowing the gaps between best and worst.*

*Above all we want to realise the strengths of our greatest asset – the people that live here. Carlisle is blessed with resourceful, resilient and responsive people we want to bring them together into communities that can help shape and deliver their own future.*

In order to deliver the above vision the strategy includes 4 objectives and aims. These are to:

- Delivering Healthy Communities
  - Aim: improve public health across Carlisle and reduce health inequalities within the District.
- Delivering Economic Growth
  - Aim: deliver measured economic growth and performance
- Delivering Safer and Stronger Communities
  - Aim: maintain Carlisle as a safe place to live, work and visit.
- Supporting children and young people
  - Aim: raise aspirations and attainment, reduce inequalities in attainment, and ensure progressive and positive social and economic opportunities for children and young people.

### **Carlisle District Local Plan 2001-2016**

The Carlisle District Local Plan was adopted in September 2008. The Local Plan sets out the current planning policy framework for Carlisle District. Whilst this document is relatively young in planning policy terms when adopted it only had a limited life span due to the changes that have been made to the development plan system.

The main aims of the sustainable strategy of the Local Plan are:

1. To develop Carlisle's sub-regional role for employment, shopping, leisure and services without making excessive demands on resources, or being incompatible with the environment in which we live; and
2. To balance the need for economic growth with the need to protect and enhance the quality of the environment; and
3. To meet local housing needs; and
4. To resolve conflict between pressure for an improved transport network, and the need to encourage a reduction in vehicular movements within and around the City; and

5. To encourage appropriate forms of tourism development and rural enterprise;  
and
6. To promote opportunities for the rural area to create job opportunities and  
maintain local facilities
7. To minimise the dangers of pollution without obstructing economic growth;  
and
8. To avoid harm to the health of residents.

Whilst this strategy will be replaced by the Core Strategy it is important to review its effectiveness to establish whether things need to be changed significantly or whether it has been a success and should therefore be retained as the basis for the new strategy and built upon. The indication from the current Annual Monitoring Report <sup>(\*)</sup> is that the current approach has been relatively successful particularly in respect of protection and enhancement of the built and natural environment.

### **Carlisle Economic Strategy (2008)**

The purpose of the Carlisle Economic Strategy 'Growing Carlisle' is to set out the aspirations for Carlisle's future economic development over the next 25 years drawing on the Districts economic strengths and opportunities to secure stakeholder commitment to a vision of Carlisle's future economic development.

Growing Carlisle was prepared in the context of the Carlisle Renaissance initiatives; however the key challenges it identifies are important and need to be addressed if we want Carlisle's economy to grow and remain competitive as a location for business. The key challenges identified are:

- Too great a reliance on low productivity sectors
- Under-representation of business sectors with potential for growth
- Prospect of further job losses through restructuring, especially in the manufacturing sector
- Poor performance in education, loss of talent, few graduate jobs and low aspirations
- Small population with limited economic potential
- Pockets of deprivation and limited access to rural services and jobs
- Perception of remoteness and local congestion
- Under-exploited tourism potential, no professional theatre and lack of high quality hotel

This strategy is important to the development of the Core Strategy as it provides the economic context and identifies issues and aims which need to be taken into account to ensure that the LDF can support its delivery.

### **Cumbria Local Transport Plan**

Cumbria County Council is currently developing the third Local Transport Plan (LTP 3 2011-2026) for submission to Government by April 2011. The LTP is a statutory document that sets out how roads, footways, cycleways, rights of way and bus and train services in Cumbria will be improved and managed. The new Plan will contain a strategy for the next 15 years, the measures and policies to implement the strategy over the five years between 2011 and 2016 and a rolling programme of implementation plans showing where funding will be directed

The draft vision for transport in this document is for a:

A safe and reliable transport system and highway network in Cumbria, which support the following local priorities:

- Safe, strong and inclusive communities
- Health and well-being throughout life
- A sustainable and prosperous economy
- Effective connections between people and places
- World class environmental quality and in doing so minimises carbon emissions.

A provisional list of relevant national, regional, sub regional and local strategies is contained in Appendix A and comments are invited on whether any other policy documents should be taken into account.

## **A2 - Factual information about Carlisle and surrounding areas**

A provisional list of factual information is contained in Appendix B and comments are invited on whether there is additional evidence that should be taken into account or commissioned. Some of the key points are as follows

### **Demographics**

- Between 2008-2009 Carlisle has seen a decline in population of 400 leaving a total of 104,700 residents.
- The largest proportion of residents fall within the 16-64(59 for females) age group which makes up the working population of the District.
- Carlisle has seen the greatest increase in population in the 85-89 age group which is in line with nation trends. Conversely the 20-24 age group has seen the greatest percentage decrease in numbers of -7.9%.
- It is predicted that growth in Carlisle's population will slow over the next 19 years. If population growth follows the same trend as over the last five years we could see a fall in the District's population to 101,569, however if trends reflect the migration over the last 10 years the population could rise to 114,470 (POPGROUP forecasting, Cumbria Intelligence Observatory).
- The forecast for the number of residents in the 65 years and above category is predicated to increase whilst there will be a decline in population in the under 65 years age group with the largest decrease being seen in the 19 years and below group.
- Carlisle is becoming more ethnically diverse with black and minority ethnic groups increasing from 2.2% to 4.1%.

### **Deprivation**

- Overall Carlisle is ranked 122nd most deprived district out of a total of 354 nationally.
- 65% of Carlisle's wards are within the 50% most deprived nationally.
- 4 inner city wards feature in the 25% most deprived nationally.

## **Employment**

- Unemployment in Carlisle is lower than the national average, however salaries are lower than the regional average and significantly lower than the national average;
- Majority of employment is in lower paid non-service industries, such as agriculture, manufacturing and construction are all higher than the national average.
- There is a spatial imbalance of employment sites within Carlisle District with a concentration of employment land to the north of the City away from concentrations of population located to the south of the City.
- Most of Carlisle's available employment premises are unsuited to modern needs due to their size, type and location.
- Only 15% of the City's employment sites score well against qualitative factors with 61% falling within a moderate category and 24% within the lower performing category indicating a need for investment in existing sites to improve the contribution they make to the local economy.
- Employment land take up in Carlisle over the last 5 years accounts for almost half of the take up in Cumbria averaging 9.8 hectares per annum.
- Abnormal peaks in employment development for the District potentially mask the true picture, when looking at a 2 year average the take up equates to a much lower figure of 1.7 hectares per annum.

## **Housing**

- Housing in Carlisle is generally more affordable in respect of house price/earning ratio than is the case nationally.
- Variations in average house prices across the District identify parts of the rural area where average house prices are in excess of ten times the annual income, creating problems of housing need due to affordability.
- Owner occupation levels in Carlisle are lower than the regional and national average at 66.1% with a strong reliance on the social rented sector.
- Over the last 10 years 72% of housing built within the District has been within the urban area and 28% in the rural area.
- There is an identified need for larger 3+ bed housing in the rural areas around Longtown and Brampton.

## **Natural Environment**

- The District has approximately 455ha of green spaces including amenity open space, natural/semi natural greenspace, parks/gardens, allotments, play areas and outdoor sports facilities.
- Carlisle has a range of sites of European nature conservation importance including 1 Ramsar Site and 7 Special Areas of Conservation/Special Protection Areas.
- There are two Areas of Outstanding Natural Beauty within the District – The North Pennines AONB and the Solway Coast AONB.

## **Built Environment**

- There are approximately 1550 listed buildings and 19 Conservation Areas
- Hadrian's Wall World Heritage Site crosses the District
- Carlisle Castle and remnants of the City Walls are prominent landmarks in the City Centre as is Carlisle Cathedral collectively forming the City's historic core.
- There are 2 Historic Parks and Gardens – Carlisle Cemetery and Corby Castle Gardens.
- The Council has also identified a number of buildings of local significance which it would seek to protect and enhance these constitute the Council's 'Local List'.

## **Health**

- Carlisle City Council is in the lowest one fifth of local authorities in England for four of five given health and deprivation indicators as a result it is designated as Spearhead Local Authority which sets targets to see faster progress compared to the average towards reducing inequalities in the health of the local population.
- Partnership working is therefore required to facilitate a reduction in the inequalities in health of Carlisle's resident population.
- Carlisle has Healthy City Status which means that the Council has made a commitment to work towards improving the health of Carlisle's residents by considering the health impacts of all aspects of City Council policy and work and how it contributes to health and wellbeing of its residents.
- Pockets of health inequalities remain in Carlisle and a number of wards within remaining in the bottom 20% across three or more of the spearhead Indicators.

## **Crime/safety**

- Carlisle is a relatively safe place to live and work.
- The biggest anti-social problems identified by respondents were rubbish and litter lying around (47%), people hanging around the streets (34%) and fly tipping (34%).

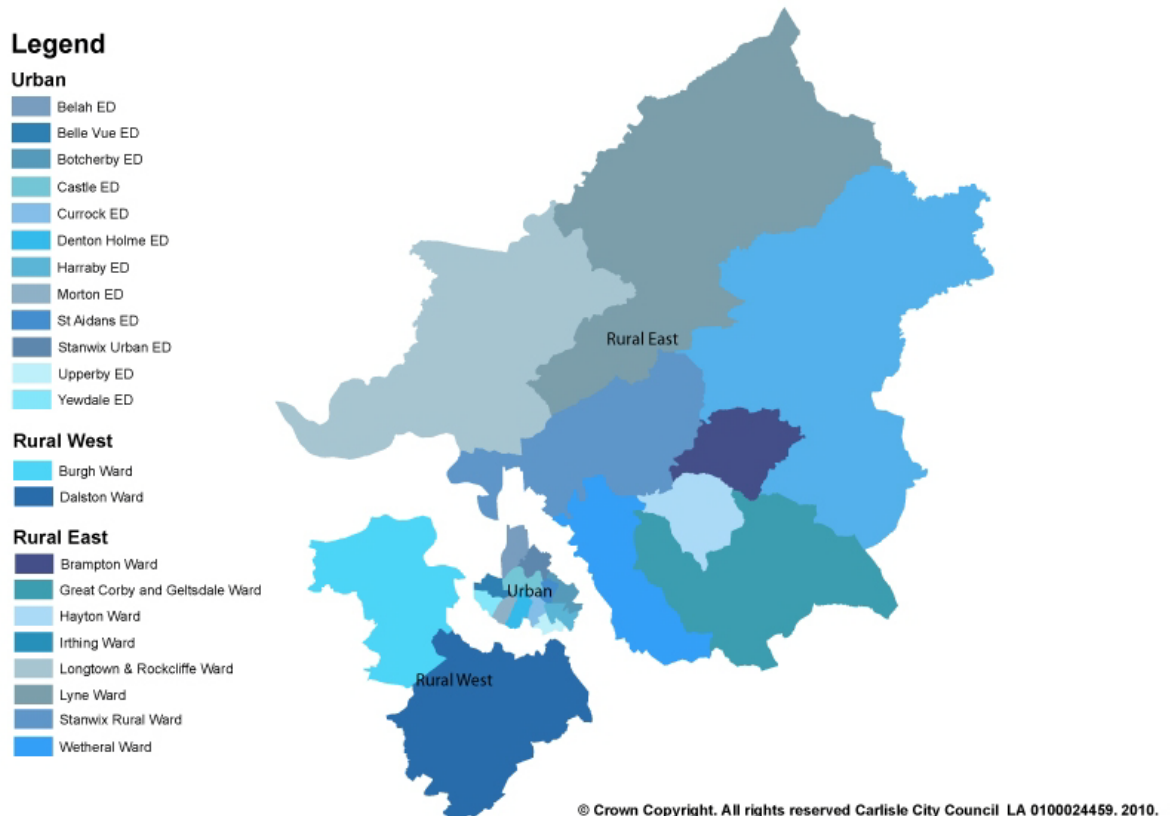
## **Education**

- Educational achievement in Carlisle is lower than the national average with only 29 % of people having a recognised qualification compared to 32 % nationally.
- Educational attainment varies considerably across the District. The highest achieving wards have over 80% gaining 5 or more grades A-C at GCSE level whilst in the worst achieving wards this figure drops to approximately 20%.
- Take up of post 16 education is lower than average which is likely to be partially the reason as well as the result of low aspirations.

## Characteristics of the main settlements

### Wards

The district of Carlisle can be divided into 2 broad areas of Urban (City of Carlisle) and Rural which can be further subdivided into East and West.



### **Carlisle Urban Area**

Carlisle urban area covers an area of approx 30 sq km and is the most densely populated area of the District with over 71,000 residents which equates to around 70% of the overall population residing within the City. It is divided into 12 Wards.

The City Centre has a vibrant retail core including The Lanes Shopping Centre and a pedestrianised area which is used for ad hoc cultural events.

Many of the major supermarket Chains, Tesco, Asda, Morrisons, Somerfield/Co-operative are represented within the City. Sainsbury's recently obtained consent to build in Caldewgate and a further development site has been allocated at Morton which together will improve the distribution of foodstores around the City.

Employment land is concentrated to the North and Kingmoor Industrial Estate is designated as a Regional Investment Site. Access to the M6 is one of the drivers for businesses to locate in this area. Local Employment Sites except for Kingstown Industrial Estate tend to be smaller and dispersed around the City. A large allocation

of employment land has been identified in Morton will help balance this dispersal of sites around the City and promote a reduction in cross city journeys.

Housing is varied from high density Victorian terrace houses within the City to suburban housing estates developed in the 1930's and 1950's and more modern estates reflective of growth in the 1980's, 1990's, continuing to the present day .

	Belah	Belle Vue	Botcherby	Castle	Currock	Denton Holme	Harraby	Morton	St Aidans	Stanwix Urban	Upperby	Yewdale	District
Life Expectancy	79.1	73.5	74.4	74.7	76.3	76.5	76.6	76.1	77.7	81.7	75.3	78.6	77.4
Claimant Rate	2.2	3.6	4.9	5.2	3.9	4	2.5	3.7	3.7	1.3	5.4	1.8	2.8
Deprivation	12.72	26.84	41.01	32.36	29.68	26.33	28.23	31.45	27.27	7.07	41.14	41.18	22.7
5 GCSE's @ A* - C	58.5	37.2	37.5	31.8	22.2	43.8	46.4	41.4	40	65.9	27.6	54.5	49.6
Population	5846	5617	5976	5663	6020	5968	5974	5757	5672	5774	5396	5919	

Source: Cumbria Observatory Nov 2010.

Stanwix Urban ward has the highest life expectancy at 81.7 years and educational standards at GCSE level at 65.9% and the lowest Claimant Rate at 1.3% and Deprivation at 7.07%, of the urban area.

In contrast the lowest life expectancy is in Belle Vue Ward at 73.5 years nearly 4 years below the District figure.

Claimant rates are their highest in Castle Ward at 5.2% which is nearly double the District level of 2.8%. Castle Ward also has the highest crime rates including anti-social behaviour offences in Cumbria. (source: Designing Out Crime SPD Nov 2009)

Deprivation scores of over 41 can be found in the Wards of Yewdale, Upperby and Botcherby.

Currock Ward has the lowest Educational Achievement Rates at 22.2% against the District Average of 49.6%.

	Belah	Belle Vue	Botcherby	Castle	Currock	Denton Holme	Harraby	Morton	St Aidans	Stanwix Urban	Upperby	Yewdale	District
Life Expectancy	79.1	73.5	74.4	74.7	76.3	76.5	76.6	76.1	77.7	81.7	75.3	78.6	77.4
Claimant Rate	2.2	3.6	4.9	5.2	3.9	4	2.5	3.7	3.7	1.3	5.4	1.8	2.8
Deprivation	12.72	26.84	41.01	32.36	29.68	26.33	28.23	31.45	27.27	7.07	41.14	41.18	22.7
5 GCSE's @ A* - C	58.5	37.2	37.5	31.8	22.2	43.8	46.4	41.4	40	65.9	27.6	54.5	49.6
Population	5846	5617	5976	5663	6020	5968	5974	5757	5672	5774	5396	5919	

Source: Cumbria Observatory Nov 2010.

### **Carlisle Rural East**

This area encompasses the greater part of Carlisle's rural district having an area of approx 880 sq km and a population of around 25,500 (approx 75% of the rural population). The composition of the area is generally classed as "Sparse" and "Less Sparse" as defined under Urban/Rural Definitions by Census Output Area for the Carlisle Area [source Carlisle Rural Profile Dec 2007].

Rural East is made up of 8 Wards and contains the District's two Key Service Centres (KSC) Brampton and Longtown (as identified in the Local Plan). The area also includes 14 of the District's 20 Local Service Centres (LSC) which have been listed below alongside the wards within which they are primarily located:

#### **Brampton Ward – Brampton**

The town of Brampton is situated a little over 10 miles east of Carlisle at the junction of several strategic roads, including the A69, A689, A6071 and B6413. It is an important market town and service centre for a wide rural hinterland between Carlisle and the North Pennine foothills. It is also well served by rail connection to Carlisle and Newcastle.

This bustling market town has a very distinctive historic character with a particularly well defined urban core with good quality buildings enclosing an attractively laid out market place. The older buildings in the town are concentrated around this core, with fewer more isolated terraces of houses and institutional buildings further out. Residential development surrounds the town centre. The Brampton Conservation Area was reviewed and amended in 2003.

The town has an extensive range of facilities and services including Primary and Secondary Schools and Railway Station.

The industrial estate of Townfoot to the west of the town was extended in 2002 and still has some land available for development.

Close to the town and within the ward Talkin Tarn Country Park nestles in a 165 acre site, containing a glacial tarn surrounded by mature woodland and gentle meadows with the stunning Pennine Hills as a backdrop.

Claimant rates for Brampton Ward is 3.2 which is the highest in the Rural Area (District average is 2.8) (see table 2 below)

Barriers to Housing Services Deprivation is the highest in the Rural Area at 6071 indicating low deprivation. (see table 2 below)

#### **Great Corby & Geltsdale Ward – Castle Carrock; Great Corby; Heads Nook; Warwick Bridge.**

Part of the ward includes an Area of Outstanding Natural Beauty within which the greater part of Great Corby is situated. Sites of Scientific Interest (SSSI) can be found to the West of Great Corby and North West of Warwick Bridge. These are also within areas of flood plain. Ancient Woodlands lie to the North East of Great Corby.

Warwick Bridge is the largest of the Local Service Centres within the ward (as the settlement includes Little Corby and Corby Hill which are situated within Hayton Ward) and is situated on the A69 Newcastle Road. Great Corby is designated as a

Conservation Area. Heads Nook has the smallest range of services only having a Village Hall. It is one of only two Local Service Centres within the district that do not have a Primary School. The other Service Centres benefit a range of facilities including Primary Schools.

Educational achievement at GCSE level within the ward is the highest in the District at 81.8% against District average of 49.6% (see table 2 below).

### **Hayton Ward – Hayton**

There is a Primary School in Hayton along with other services.

Life expectancy within the ward is the highest at 83.2% in District and well above the Average of 77.4% (see table 2 below).

### **Irthing Ward – Gilsland; Hallbankgate.**

The Landscape within the Ward is designated as being of County Importance and it also contains several areas of Ancient Woodland. Hadrian's Wall World Heritage Site runs across the ward with Gilsland being within the Hadrian's Wall Buffer Zone.

The Grade II Listed Lanercost Priory founded in c.1169 is within Irthing Ward.

The ward abuts Northumberland with the Local Service Centre of Gilsland being split across the two Counties. It's Primary School, Church and Public House are all within Irthing Ward. The area to the north of Gilsland is flood plain and contains a Site of Scientific Importance.

Hallbankgate to the south of the ward is fragmented, and benefits from a range of services including a Primary School.

### **Longtown & Rockcliffe Ward – Longtown (KSC) Rockcliffe**

The Ward is to the East of the District which goes to the Solway Firth and as such flood plains are identified in and around the Local Service Centre of Rockcliffe. Part of this area falls within the Solway Coast AONB.

Rockcliffe has a range of facilities including a Primary School.

Longtown is one of the District's two Key Service Centres which are both within the Rural East area. It is surrounded by Urban Fringe Landscape and Flood Plain. The central core of Longtown is designated as a Conservation Area which takes in an area either side of the A7 (Edinburgh Road) which runs through the town and where most of the retail facilities can be found. There is a good link road to the M6/M74.

The secondary school in Longtown closed in 2008 and pupils now attend William Howard in Brampton.

Longtown has several Industrial sites in and around its boundary of which haulage is a feature. The Auction Mart holds some of the largest sheep sales in the country

The Ward has the lowest Life Expectancy of 76.3 years in the Rural Area (District Average 77.4 years). It also has the lowest Educational achievement at GCSE level at 34.7 (District Average 49.6) (see table 2 below).

### **Lyne Ward – Smithfield**

Lyne ward is one of the largest by area and is to the north of the district bounding Scotland. Kershope Forest covers a large section of the ward.

Smithfield is the only Local Service Centre in the ward and is a small compact village which benefits from a Primary School.

### **Stanwix Rural Ward – Houghton; Irthington**

Hadrian's Wall Heritage Site runs through this ward and through the Local Service Centre of Houghton. The ward is adjacent to the Urban area.

Flood plains are situated to the East of Houghton. Around the village green it is a traditional village which was extended to the south in the late 1980's. The village benefits from having a range of services including a Primary School.

Carlisle Airport, adjacent to the A689, is within the ward. The airport has been subject to recent planning permissions for potential development. Adjacent sites offer sites for employment use.

Irthington is the Local Service Centre close to Carlisle Airport and is within the Hadrian's Wall Buffer Zone. The village benefits from having a range of services including a Primary School. A flood plain lies to the East of the Village.

### **Wetheral Ward – Cumwhinton; Scotby; Wetheral**

Wetheral Ward is to the East of the Urban area but separated by the M6. The Carlisle Settle Conservation area runs through the ward via Scotby and Cumwhinton. The original village of Wetheral is designated a conservation area and includes the railway viaduct over the River Eden. The landscape to the south east of Wetheral is identified as a Landscape of County Importance; the River Eden SSSI/SAC also flows through Wetheral. Hadrian's Wall Heritage Site Buffer Zone runs along the A69 to the north of Scotby. Flood plains have been identified around Scotby and Wetheral.

Wetheral along with Heads Nook in Great Corby & Geltsdale Ward does not have a Primary School. Pupils attend the Primary School at Scotby. Wetheral however does have a Railway Station (Carlisle - Newcastle Line). Cumwhinton also has its own Primary School and all three have a range of facilities.

Wetheral Ward has the lowest Claimant Rate at 0.9 (District Average 2.8). It also has the lowest deprivation score in the Rural Area of 9.21 (District Average 22.7 highest being 23.61 in Longtown & Rockcliffe Ward) (see table 2 below).

Table 2

	Brampton	Great Corby & Geltsdale	Hayton	Irthington	Longtown & Rockliffe	Lyne	Stanwix Rural	Wetheral	District
Life Expectancy	77.7	80.8	83.2	79.1	76.3	79.7	79.4	81.2	<b>77.4</b>
Claimant Rate	3.2	1	1.6	1.2	1.7	1	1	0.9	<b>2.8</b>
Deprivation	17.96	12.34	14.53	16.66	23.61	18.91	11.83	9.21	<b>22.7</b>
5 GCSE's @ A* - C	50	81.8	41.2	60	34.7	45.5	55.1	79.6	<b>49.6</b>
Population	4,479	2,073	2,015	2,008	4,156	2,072	4,417	4,505	
Source: Cumbria Observatory Nov 2010.									
Barriers to Housing Services Deprivation	6071	653	2449	167	3253	119	1200	2433	

Ranking figures 1 – 7969 (1 is most deprived) Source: Carlisle Rural Profile Dec 2007

### **Carlisle Rural West**

This area encompasses the smaller part of Carlisle's rural district having an area of approx 140 sq km and a population of around 8,000 (approx 25% of the rural population). The composition of the area is generally classed as "Less Sparse" as defined under Urban/Rural Definitions by Census Output Area for the Carlisle Area [source Carlisle Rural Profile Dec 2007]. Agriculture features highly within the ward.

Rural West is made up of 2 Wards and does not contain contains any Key Service Centres. Within these Wards there are 6 of the District's 20 Local Service Centres these are listed together below:

#### **Burgh Ward** – Burgh-by-Sands; Great Orton; Thurstonfield

Burgh Ward is adjacent to the South West boundary of the Urban Area. The Northern boundary of the ward is the Solway Firth and the area around the Firth is identified as being a flood plain and as an area of Outstanding Natural Beauty. The Key Service Centre of Burgh-by-Sands falls within this area. Hadrian's Wall Heritage Site runs Burgh-by-Sands.

All three Local Service Centres have a Primary School and additional local services.

#### **Dalston Ward** – Cummersdale; Dalston; Raughton Head

Dalston Ward is adjacent to the southern boundary of the Urban Area. The Ward has two major factories: Steads at Cummersdale and Nestle at Dalston. Dalston village is the largest Local Service Centre within the District.

The River Caldew runs through the ward and flood plains are identified along it. The centre of Dalston is designated as a Conservation area.

All three Local Service Centres have a Primary School. Dalston has the greatest range of facilities including a variety of shops around the village square, a railway station and a secondary school.

Table 3

	Burgh	Dalston	District
Life Expectancy	81.2	77.1	<b>77.4</b>
Claimant Rate	1.6	1.4	<b>2.8</b>
Deprivation	12.79	14.67	<b>22.7</b>
5 GCSE's @ A* - C	55.6	64.2	<b>49.6</b>
Population	2,030	6,192	

Source: Cumbria Observatory Nov 2010.

Barriers to Housing Services Deprivation	684	1710
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Ranking figures 1 – 7969 (1 is most deprived) Source: Carlisle Rural Profile Dec 2007

## **Scope of the Core Strategy**

The scope of the Core Strategy will be very wide and is intended to provide a spatial vision for Carlisle until 2030. The concept of sustainable development must underlie the whole of the Core Strategy and a sustainability appraisal (currently being prepared) will have an important role to play.

Below under the three headings social, economic and environmental are the key issues for Carlisle that we have so far identified that we feel are important and should be addressed in the Core Strategy:

### **Social**

- Lack of sufficient housing appropriate for aging population.
- Insufficient affordable housing distribution in the rural area.
- Presence of poor quality housing
- Reduction in the level of house building due to the economic downturn.
- Lack of larger housing in the parts of the rural area
- Lack of social rented family housing
- Strain on support services particularly in the rural area
- Inequalities in health across the District
- Meeting the needs of an aging population
- Outmigration of young professionals
- Restricted housing supply in the rural area, implications for affordability and community cohesion

### **Economic**

- Poor skills in the wider rural area with poor connections to Carlisle and transport routes
- Perception of remoteness, poor accessibility
- Poor performance in education
- Low take up of post 16 education, low aspirations
- Imbalance in the distribution of employment sites throughout Carlisle
- Low quality employment sites
- Difficulty in maintaining the sustainability of rural communities
- Carlisle has a small population which coupled with the other economic issues identified result in low economic potential for the District
- Under-exploited tourism potential, no professional theatre and lack of high quality hotel
- Under-representation of business sectors with potential for growth
- Too great a reliance on low productivity sectors

## **Environmental**

- High levels of CO<sub>2</sub> linked to congested transport routes
- Variations in access to open space due to lack of provision in some wards
- Meeting future energy needs, reducing reliance on non renewable sources of fuel/energy
- High dependency on private car usage for short and longer journeys
- High levels of employment in lower paid sectors, higher paid sectors under represented.
- Flood risk poses a constraint to development in certain parts of the District.
- Potential threat to areas of nature conservation due to increased development pressures
- Meeting aspirations for sustainable levels of growth through economic development whilst minimising potential environmental implications

## **Appendix 1**

Cumbria Strategic Housing Market Assessment (SHMAA)  
Carlisle City Council Climate Change Strategy 2008-1012  
Growing Carlisle – An Economic Strategy for the Carlisle City Region (March 2008)  
Carlisle City Council Annual Monitoring Report (December 2009)

## **Appendix 2**

### **National**

National Planning Policy Statements (PPS) / Planning Policy Guidance Notes (PPG) and Circulars National Policy Statements Planning and Compulsory Purchase Act 2004 Planning Act 2008

### **Regional**

Draft Cumbria Landscape Character Guidance and Toolkit 2010.  
Future for the North West (formerly Regional Strategy 2010) North West Regional Economic Strategy (2006) North West Sustainable Energy Strategy (2006) Regional Spatial Strategy Partial Review Consultation (2009) The North West Plan: Regional Spatial Strategy to 2021 (2008)

### **Sub Regional**

Cumbria Agreement (Local Area Agreement 2008 - 2011) Cumbria Biodiversity Action Plan (2001) Cumbria Climate Change Strategy and Cumbria Climate Change Action Plan (2009-2014) Cumbria Economic Strategy 2009 - 2019 (2009) Cumbria Employment Land and Floorspace Assessment (2006) Cumbria Gypsy and Traveller Accommodation Needs Assessment Final Report 2008 Cumbria Historic Character Assessment (2009) Cumbria and Lake District Joint Structure Plan 2001 - 2016 (2006) Cumbria Landscape Character Guidance and Toolkit 2010 (draft July 2010) Cumbria Local Transport Plan 2 (2005/06 - 2011/12) Cumbria Mineral and Waste Development Framework (2009 - onwards) Cumbria Strategic Housing Market Assessment (2009) Cumbria Sustainable Community Strategy 2008 - 2028 Cumbria Sub-Regional Action Plan 2009 - 2012 (2009) Cumbria Sub-Regional Employment Sites (SRES) Study (2008)  
Cumbria Economic Strategy, Cumbria Vision (February 2009)

### **Local**

A Community Plan for Carlisle - Report and Update 2008 Carlisle Employment Sites Study: Implications for M6 Corridor (June 2010) Carlisle Growth Point Programme of Development 2008.  
Carlisle Open Space, Sports and Recreation Facilities Audit 2005 Carlisle Renaissance Development Framework and Movement Strategy - Baseline Report and Final Document (January 2007) Carlisle Renaissance Development Framework and Movement Strategy - Policy Statement (January 2007) Carlisle Retail Capacity Forecasts Update 2009 (DTZ). Previous ones were: March 2000 (CB Hillier Parker) and Carlisle Retail Study Update 2006 (Donaldsons).  
Carlisle Sector Review (2007)  
Carlisle Renaissance: Economic Strategy SWOT Analysis (2006) Draft Strategic Housing Land Availability Assessment 2010 Growing Carlisle: An Economic Strategy for the Carlisle City Region (March 2008)  
M6 Corridor - Employment Sites Baseline Review (2009) South Carlisle Development Access Study (2008) Urban Design Guide & Public Realm Framework (2008)

### **Studies currently being prepared**

Strategic Flood Risk Assessment - due March 2011 Cumbria Renewable and Low Carbon Energy Capacity and Deployment Study - due May 2011

Carlisle Strategic Housing Land Availability Assessment (November 2010  
consultation draft)  
Carlisle Green Infrastructure Strategy