

REPORT TO EXECUTIVE			
PORTFOLIO AREA: INFRASTRUCTURE, ENVIRONMENT AND TRANSPORT			
Date of Meeting:		27 January 2003	
Public			
Key Decision:	Yes	Recorded in Forward Plan:	Yes
Inside Policy Framework			

Title: LOCAL PLAN REVIEW - ISSUES PAPERS

Report of: Head of Planning Services

Report reference: P.01/03

Summary:

The report sets out the requirement for Local Plan review under the existing legislative framework and proposed Local Development Scheme. The report sets out the first stage on consultation proposed for the commencement of the review.

Recommendations:

It is recommended that the review of the Carlisle District Local Plan commence with consultation on the Issues Papers as detailed in this report.

Alan Eales

Head of Planning Services

Contact Officer: Christopher Hardman

Ext: 7190

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1.0 BACKGROUND INFORMATION AND OPTIONS

1.1 The Carlisle District Local Plan was adopted in September 1997. The plan forms part of the Development Plan for Carlisle District, along with the Joint Cumbria and Lake District Structure Plan. These plans establish policies for land use throughout the District up to 2006.

1.2 The legislative framework for Local Plans is currently set out in the Town and Country Planning Act 1990 and the Town and Country Planning (Development Plans) Regulations 1999. Further guidance is given in PPG12: Development Plans. The legislation and guidance establishes the statutory basis for the Local Plan which provides an essential framework for planning decisions.

1.3 Plans should be as up to date as possible and should, therefore, be reviewed regularly. The review depends upon local circumstances and can be prompted by publication of Regional Planning Guidance, or review of a Structure Plan. Regional Planning Guidance for the North West and review of the Joint Cumbria and Lake District Structure Plan are sufficiently progressed to be able to review Local Plan Policies.

1.4 There are a number of stages in reviewing the Local Plan. These are set out in Schedule 1 of this report. The Schedule also details the anticipated timescale for each of the stages. The exact timetable will be dependent upon the number of objections received and length of Inquiry time required to deal with them. Schedule 1 indicates that in order to have an adopted Local Plan in place for 2006 review should commence in 2003.

Changes to the Development Plan System

1.5 Changes to the Development Plan system have been promoted by Central Government since publication of the Planning Green Paper in December 2001. Additional references about changes to the system were made in the Deputy Prime Minister's speech in July and planning policy statement Sustainable Communities: Delivering Through Planning. On the 4 December the Planning and Compulsory Purchase Bill was introduced in Parliament.

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1.6 The Bill will take forward proposals for reform of the planning system. Government expects that the new procedures will not come into force until at least spring 2004. In recognition that many Local Authorities are in a position of reviewing Local Plans the Office of the Deputy Prime Minister has set out initial guidance to ensure a smooth transition.

1.7 The guidance considers it vital that review does not stop in the period between now and commencement of the new Planning Act. The specific requirements depend upon the stage of the existing procedures reached when the Act commences. Officers consider that the guidance and estimated date of commencement of the Act indicate that the Council should undertake to review its Local Plan as soon as possible.

Pre-deposit Consultation

1.8 The first stage in reviewing the Local Plan is to establish the key issues that need to be addressed by any changes to policies and proposals. Changes in Regional Planning Guidance and the Structure Plan will establish the need for some policies to be changed. Other changes occur because of the changes to local circumstances.

1.9 The main changes will affect housing and employment policies to meet local need and county and regional requirements.

1.10 Annex A includes the text only for the key issues which will form the first stage of consultation. The consultation version will be in colour and include photographic material to make it easier to read.

2.0 CONSULTATION

2.1 Consultation to Date.

Officers have undertaken limited consultation on Housing Policy H5, which led to the publication of an Interim Housing Policy Statement, approved by Executive at its meeting on 28 October 2002. Several issues raised by this consultation will need to be addressed in review of the Local Plan. In addition officers have discussed issues with other business units in the formulation of the annex to this report.

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2.2 Consultation proposed.

A lengthy consultation is proposed during this initial "pre-deposit" stage to ensure all issues and policy changes are addressed in reviewing the Local Plan. A two-stage consultation will attempt to involve as many people as possible in the process. A more user-friendly published version of Annex A will be sent to stakeholders, agencies and parish councils by the end of February and be made available on the Council's website. A shorter-version will be made available to all residents through Carlisle Focus magazine in March, delivered to all households, with a fuller version of the text available on request. Officers will be available to meet parish councils and other groups to discuss policy issues to investigate options for reviewing policies. Further consultation will be undertaken between the Council's Business

Units.

2.3 During this initial consultation period officers will continue to undertake research on specific policy issues and consult further on specific topics raised as a result of responses received.

3.0 STAFFING/RESOURCES COMMENTS

3.1 The staff of the Local Plans and Conservation Section of Planning Services will undertake the review process. A separate report (reference:EN.130/02) details the financial resources required to undertake the process to be operated as a rolling budget to cover the review process.

4.0 HEAD OF FINANCE'S COMMENTS

4.1 The draft budget for consultation includes the sum of £15,000 pa for three years fixed from 2003/04 onwards to be put towards the cost of Local Plan production. Fuller details of the requirements of this total commitment of £45,000 were contained in report E130/02 mentioned above which was considered by the Executive on 25 November 2002 as a budget bid.

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5.0 LEGAL COMMENTS

5.1 The Council has a legal duty to prepare a Local Plan for the area pursuant to Section 36 of the Town and Country Planning Act 1990. The form and content of the Local Plan is prescribed in the Town and Country Planning (Development Plan) (England) Regulations 1999. Due regard must also be had to Planning Policy Guidance Note 12: Development Plans. The Local Plan is of vital importance as, in accordance with Section 54A of the Town and Country Planning Act 1990, any determination made under the Planning Acts must be made in accordance with the plan unless material considerations indicate otherwise.

6.0 CORPORATE COMMENTS

6.1 None

7.0 RISK MANAGEMENT ASSESSMENT

7.1 The main risk to the Local Plan review relates to the proposed changes to the Development Plan system. The Office of the Deputy Prime Minister will continue to prepare guidance as the Bill progresses through Parliament. Officers are advised to maintain dialogue with the regional Government Office throughout the process. Officers will endeavour to keep abreast of current guidance as and when produced and have a continued dialogue with GONW to minimise any abortive work through the review process. Another

identifiable risk is if the review of the Local Plan is not undertaken the Council will fail to undertake its statutory planning responsibilities. The pre-deposit consultation stage of an issue paper is part of the formal review procedures.

8.0 EQUALITY ISSUES

None.

9.0 ENVIRONMENTAL IMPLICATIONS

9.1 It is the duty of the Local Plan to ensure sustainable development is promoted through its policies. A sustainability appraisal of the plan will be undertaken during the review process.

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10.0 CRIME AND DISORDER IMPLICATIONS

Policies in the Local Plan already address crime and disorder matters when considering development proposals. These will be taken into consideration in the review process.

11.0 RECOMMENDATIONS

11.1 It is recommended that the review of the Carlisle District Local Plan commence with consultation on the Issues Papers as detailed in this report.

12.0 REASONS FOR RECOMMENDATIONS

12.1 To ensure the Council complies with its statutory duty of producing an up to date Local Plan.

Alan Eales

Head of Planning Services

Contact Officer: Christopher Hardman

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Text for Local Plan Review Issues Paper

INTRODUCTION

Carlisle City Council adopted Carlisle District Local Plan as the planning policy framework for the District in September 1997. The Local Plan was written to cover the period up to 2006. In order to roll forward the plan and include the 5 years beyond 2006 the Plan needs to be reviewed to make sure it reflects current planning policy and takes into account local circumstances. This is the first stage of that review process. A review of the Plan does not mean all the policies will change. The papers attached highlight the main areas where changes may have to happen to the policies in the plan. Some policies will not require changes others may have to be re-written as a result of changes in national planning policy.

The Local Plan does not stand alone in giving planning guidance for the district. It is one of a hierarchy of guidance notes and plans prepared by central government, regional assembly and the County Council that form the statutory planning basis for determining the type and location of development.

At the moment the national framework for development plans is undergoing discussions on changes as part of the Planning and Compulsory Purchase Bill currently laid before parliament. Whatever the changes to the system may be, it is clear that there will be the need to have a development plan in place that is up-to-date and provides guidance on local development issues. The review of the current Carlisle District Local Plan is therefore an essential part of the process.

To make sure that issues of local concern are taken into account this is the opportunity for you to be involved in the review process. So that the Council can make the right changes to local policies we want your feedback.

To help you with the consultation we have divided this into a number of topics. Each topic has a number of questions, to which we would like a response but if there are other issues you think should be considered please let us know. We have included a response sheet at the end of this consultation for your views.

You can also write to: Local Plans and Conservation Manager,

Planning Services, Civic Centre, Carlisle CA3 8QG

Telephone: 01228 817193

Fax: 01228 817199

E-mail: lpc@carlisle.gov.uk

Or for further copies of this document visit the Council's website. www.carlisle.gov.uk

All comments will be taken into account by the City Council when developing detailed policies, which will be subject to further consultation towards the end of the year.

ENVIRONMENT

Since the adoption of the current Local Plan in September 1997 there have been wide ranging changes throughout Carlisle District both in terms of new development and investment, and also in the form of new designations protecting areas of the countryside, for example the designation of the River Eden as a Site of Special Scientific Interest (SSSI). More recently, the problems experienced by the agricultural and tourism sectors caused by foot and mouth disease, mean that there is a need for a long term solution to revitalising the rural economy as a whole.

The key purpose of reviewing the policies in the Environment chapter is to strengthen its capacity to achieve environmental sustainability, whilst at the same time enabling necessary development. Safeguarding the environment whilst improving the quality of life is fundamental to sustainable development. Public participation is a vital ingredient in this process.

Local Plan policies therefore need to continue to protect the environment as a whole, whilst allowing necessary development to go ahead in areas where it is both justified and appropriate, not only in terms of need and sustainability, but also on design grounds.

The policies in the environment chapter will therefore continue to:

- protect and take full account of the specific features or qualities in those parts of the district where statutory designations apply - for example, landscape, nature conservation, historical or archaeological designations;
- seek to make full productive use of vacant, underused and derelict areas within the urban area of Carlisle, and within rural settlements;
- enhance, where appropriate, the landscape, nature conservation habitats and built environment;
- seek high standards of design in all new development.

The existing Local Plan has a strong environmental emphasis and seeks to protect the high quality of the natural and built environment of the district. Many of the existing policies, which protect and enhance these features remain relevant and do not need to be altered.

However, there have been great changes in land use in the countryside, brought about by recent problems that have hit the agricultural and tourism sector, and also the desire for new houses in the countryside. Equally, there are parallel issues in the urban area, with a need to regenerate more run down parts of the city, and continue to attract investment. On a more global scale, there is a need to consider how we can help to reduce emissions of greenhouse gases, and the way in which we generate and use energy.

As such, there are a number of issues that need to be considered, either because

circumstances have changed, or new legislation or Government guidance has been issued.

The issues faced therefore include finding ways of living which require reducing carbon dioxide emissions from transport and other energy, accommodating the growing numbers of small households, the difficulties of creating sustainable communities and the future of the countryside now widely perceived to be in crisis.

These new issues are set out below as a series of questions, with some suggested ways forward. However, we would like ideas from you on how we can best deal with these issues. There is a separate sheet at the back with each issue set out with space for written ideas, and an address to which to return the form. Alternatively you can e-mail your ideas to the address given at the top of the sheet.

How can new development be designed to make less demands on resources?

- Use locally sourced materials;
- Ensure maximum insulation standards;
- Ensure the location of the development is sustainable;

How can we ensure that contaminated land is cleaned up?

- By putting pressure on former users to fulfil their obligations to clean up the land.
- Positively worded planning policies to encourage the development of contaminated land.

How can the Council ensure that brownfield sites are developed in preference to greenfield sites?

- By production of the Urban Capacity Study and a proactive partnership working to get sites developed. (The Urban Capacity Study estimates the potential of the City to accommodate additional housing on brownfield sites).
- By encouraging developers to discuss the potential of developing such sites for a variety of uses - possibly putting together a multi-disciplinary team.
- Positively worded policies and restrictive policies on greenfields.

How can the Local Plan help meet the requirement for an expanding telecommunications network whilst safeguarding the environment?

- Policies covering the location of telecommunications masts.
- Mast sharing
- Better design.

Should the boundary of the urban areas of Carlisle, Brampton, Longtown and Dalston, as shown on the Proposals Map, be redrawn to exclude all open areas, currently designated as Areas of Local Landscape Significance and Areas of Local Landscape Improvement?

- This would result in a much tighter urban boundary and a clearer message about where development stops.
- Alternatively, it could prevent urban extensions of the kind that are discussed in PPG 3 as sometimes being appropriate.
- It could imply that all the land on the edges of settlements is of the same value/quality.

The Countryside and Rights of Way Act 2000 has made it a statutory duty for local authorities in whose areas Areas of Outstanding Natural Beauty (AONBs) are contained to prepare and publish a management plan for each AONB. Within Carlisle we have both the Solway Coast and the North Pennines AONBs.

How can we ensure that the special qualities of AONBs can stimulate enterprise linked to their landscapes and culture, and therefore encourage rural regeneration?

How best to continue to preserve and enhance the natural beauty of the landscape of the AONBs?

Renewable Energy

Nationally, the Government has set targets for energy provision by renewable sources. In order to achieve this the district will have to provide some renewable energy. There are a number of different types of energy sources including wind, water, solar and recycling from waste. **Are there locations in the district where policies could promote renewable energy sources?**

It is important to remember that a land use plan can not achieve these goals alone, the Council needs to work with other organisations, agencies and the general public on issues relating to air quality, water and biodiversity.

CONSERVATION: CARING FOR THE BUILT ENVIRONMENT

The district's built heritage is all around us whether you are in the City Centre or in the rural area. The variety of buildings and structures provide the quality of the environment which you will recognize daily. **Should we be safeguarding the quality of Carlisle's Built Heritage for future generations?**

If we are to safeguard the heritage, how should we protect the character of the historic City, its villages and its rural buildings?

Carlisle has 19 Conservation Areas and almost 1500 listed buildings. **Should we be trying to extend the level of protection by adding further historic areas?** Some older buildings do not have any statutory protection and may be subject to proposals for change. **Should we try to establish some measure of control over unlisted historic buildings?**

Carlisle is an attractive historic City but there are parts of the district that could be improved, where eyesores could be removed or frontages improved to enhance Carlisle's image. **Should the City use its Local Plan policies to enhance significant areas eg on visitor routes, town and village centres, etc?**

New development in Conservation Areas can, if not carefully controlled, damage the appearance of the area. To ensure this does not occur design guidelines should be prepared for all sites in Conservation Areas where development might occur. This should ideally be a part of an overall document which assesses the importance of each Area and identifies its potential for development as well as significant open spaces, trees, woodland, other natural features and buildings that need to be protected. **Should detailed conservation area guidelines be a priority to support the Local Plan policies?**

TRANSPORT

The County Council is responsible for the Local Transport Plan and is the Highway Authority responsible for traffic management. This is used to allocate funding for certain transport schemes and initiatives. The City Council has an important role to play through the Local Plan by making sure land is available to implement County schemes for development.

The largest transport project in Cumbria currently being developed is the Carlisle Northern Development Route, which will be constructed during the next few years. This will have a major impact on transport in Carlisle and those currently travelling through the City. The route of the scheme is protected through existing planning policies.

Removing congestion from the inner circulatory road system and the Eden Bridge will improve traffic flow but what other measures are needed to complement this.

There are two Park and Ride sites allocated in the Local Plan – should these remain and if so will they be developed during the plan period? Do other Park and Ride areas need to be provided to ensure a scheme can be operational? The

Local Transport Plan prepared by the County Council includes a premier site at Rosehill for Park and Ride but this is not allocated in the current Local Plan.

If we do not have a Park and Ride system the number of cars getting into the City centre will continue to increase. **Given the limited amount of available land in the centre how can car parking be improved in relation to other land uses?**

A public transport interchange doesn't exist in Carlisle. That is a direct link between buses and the railway station. The location for any interchange is restricted by the limited amount of available land around the Citadel Station to put in a bus station link. **The existing bus station functions as a local bus station and dropping off point for national coach travel – how can changes to land use improve these facilities?**

HOUSING

How much new housing development, what type and where it should go will always be controversial. This review of the Carlisle District Local Plan has to deal with these issues for Carlisle and the surrounding rural area. This consultation paper asks many of the questions that will help to guide where development goes.

Carlisle City Council does not operate in isolation when it comes to deciding how much new housing should be built. The Local Plan is part of a hierarchy of planning documents that set the parameters within which patterns of development are determined.

The Secretary of State sets that development rate for the North West Region in Regional Planning Guidance. The preparation of this will be finalised early this year. This will set the development rates for Cumbria.

The next stage is for Cumbria County Council and the Lake District National Park Authority to prepare a Joint Structure Plan. This sets the requirement for each of the District Councils in Cumbria up to 2016. You may have seen their initial consultation called "Planning Cumbria" which appeared at the beginning of last year and they will be consulting on new Structure Plan policies soon.

What does this mean for Carlisle?

The latest version of Regional Planning Guidance promotes a reduction in the rate of development for the north west. In the Joint Structure Plan consultation a requirement of 6,500 houses was consulted on for the Carlisle District between 1996 and 2016. Some of these have already been built and some also have planning permission. The County Council still has to progress their work on the Structure Plan to see what these changes mean for Carlisle but we can provide a general picture of the level of development likely to be required.

Structure Plan	Revised for RPG	Completions 1996-2002	Planning permissions	Number of

requirement 1996-2016	changes (estimate)		at 2002	dwellings to plan for
6500	6000	2122	1979	1899

The figures for the supply of housing are prepared with the knowledge that some housing will need to be replaced and are based on the latest Government projections for population growth and household formation rates. The rate of development over the last 10 years has been on average 388 dwelling per year. This will have to reduce in future years.

Of course many of you will wonder what is happening at Raffles and have heard about the development at Morton so where do these fit into the figures above?

Whilst it was known about 540 dwellings would be demolished at Raffles the table above only relates to new housing being built and assumes that any of the existing stock that is demolished has also to be replaced. This means that in addition to the 1899 above another 540 houses will have to be built to replace those lost. This gives a total for the Structure Plan period of **2439**.

The proposed Morton development will be the subject of a planning inquiry later this year and the outcome of the planning applications for development will be known soon after. A site was allocated in the current Local Plan for 1025. Planning permission has been granted of 144 of those at The Beeches development. This means a further 881 dwellings are the subject of these planning applications. A masterplan has been produced for the site, which phases the development over 10 years. As this relates to just over one third of the future supply the determination of the applications is fundamental to the pattern of development.

Location of housing

The Government's guidance nationally and regionally, promotes sustainable development. The concentration for new housing development is therefore on the urban areas. This means that there is a sequential approach to where development should be located which focuses on Carlisle first then transport nodes and leading to key settlements in the rural area starting with Brampton and Longtown. **Do you know of sites in Carlisle that would be suitable for housing that are not being developed at the moment?**

If the Morton development does not get planning permission there will be a need to develop those houses somewhere in the district. **Where should this housing be developed?**

Rural Housing

The current Local Plan promotes 70% of new housing development within the urban area and 30% in the rural. Since the Local Plan was adopted the Government have produced national guidance (PPG3 Housing) which increases the urban emphasis. **In**

order to increase the urban emphasis should the balance between new rural and urban housing development be revised to 80% urban and 20% rural? The Local Plan will have to look at ways of reducing the amount of rural housing. **Should we be focussing on a small number of settlements such as the ones with a high level of services/facilities? Should we place greater emphasis on the centres of Longtown and Brampton as the focus for new housing?**

How much rural housing should be allowed to be developed and where should this go?

Is there a particular need for a type of housing that is not being built at the moment? Is so where and what type? The area generally has lower income levels so is there sufficient housing that is affordable to people on low incomes. **Is there some part of the rural area where housing opportunities for local people could be improved?**

What constitutes the need for housing in an area? Usually it is defined by the need to live in an area for work, have long standing ties with the area or family connections. **Is there any other definition of need that the Local Plan should consider when deciding the pattern of development?**

In providing housing for a specific need there are several options the Local Plan could consider where development is restricted. **Should the Local Plan seek to provide affordable housing through payments levied on all new housing development over a certain size to help address housing needs?**

Brownfield land versus Greenfield land.

Government targets nationally look to achieve 60% of new housing on previously developed land by 2008. The target for Cumbria resulting from Regional Planning Guidance is at least 50%. This would mean that up to 50% could be developed on greenfield land. The Council has undertaken an update of its urban capacity study, which indicates a limited amount of development likely to come forward on brownfield sites. **Should the Local Plan include a policy that will phase all greenfield development to help bring forward brownfield sites?**

Car parking levels

Government advice is to reduce the level of car parking to 1.5 spaces per dwelling. **What would be the implications where you live if any new housing only had a garage and a shared space for parking with the adjacent property? Is this practical in the rural area?**

Local character of development

The Council has produced a countryside design summary, which looks at the key issues locally that contributes to local character. **Is new housing being built that fit into the local character or do you think housing policies should go further to emphasise this? What are the problems?**

Extension of gardens into fields

In rural areas in particular there are a number of properties wishing to extend their gardens into adjoining agricultural land. Sometimes due to development patterns this may make sense. Other times it may begin to take away or threaten the nature of the area as formal boundaries and structures are put up. **Do we need to develop policies to prevent extensions to gardens?**

The size of house extensions

Many people prefer to extend their homes rather than move or are unable to find suitable properties in the local area to move to. This removes the stock of smaller properties from the housing market. **Is this causing a problem in some areas? Are extensions being built that fit in with the scale of the original house?**

ECONOMY AND EMPLOYMENT

The Carlisle economy has a particular specialism in traditional manufacturing but relatively little advanced manufacturing. The District is also under represented in producer services. In line with national and regional trends, public services and distribution comprise major parts of the Carlisle Economy. Between 1995 - 1999 there has been a decline in Primary industry - basically, employment in agriculture, forestry, or fishing. Reflecting this industrial structure, self employment, is below average in the District, whilst part time employment, though above regional and national levels, lags the high proportion found in the County as a whole.

Strength sectors for the district which are both growing (increasing employment between 1995 - 1999) and are locally strong are the retail and food and drink sectors. Emerging Sectors that have created jobs between 1995 - 1999 but currently represent a smaller proportion of total employment in the district than the national average for the sector. Key sectors are tourism, primary and secondary education, financial services and higher education.

Declining sectors which are locally strong but have experienced a fall in employment between 1995 -1999 include transport, public services, construction, textiles, metal products. Weak sectors that have experienced a fall in employment between 1995 - 1999 and represent a lower proportion of total employment in the District than the national average, include land based, hi-tech manufacturing, producer services, energy, mechanical engineering and wholesale.

National planning policy emphasises directing new development, including employment to existing centres, reducing the need to travel and providing a choice of transport. The district's towns and larger villages therefore provide the main opportunities for new employment. In Carlisle the main employment areas are Rosehill, Parkhouse, Kingstown, and Kingmoor Park with additional employment at Durranshill,

Burgh Road, Port Road and Willowholme amongst others. In the rural area Dalston, Brampton and Longtown all have employment sites.

Current policies try to ensure that there should be at least a 5-year supply of readily available employment land for development for employment sites. The supply of land is assessed amongst other factors on the basis of the total amount of land developed in each market sector during the preceding five years. A range of sites should exist both in terms of location and size to meet the varying demands of employers. Based on land take up rates/completions over the last 5 years, we have a greater supply (planning permissions and /or allocated land) of land available than is required, that is an over supply of land. This figure is particularly influenced by land at Kingmoor Marshalling yard, part of which 23.2Ha is allocated for employment and part included in Kingmoor Park - Kingmoor Park West. The designation as a Regional Investment Site recognises a greater role for Carlisle in Cumbria's economy and the need for additional land to be available for inward investment.

In looking to rationalise the employment land, there are a number of Local Employment sites in Carlisle but none of the sites are suitable for alternative uses i.e. housing. Sites are often surrounded by employment uses and or the land available is what's left of mostly developed or part implemented planning permissions or sites with existing employment use rights.

12 Hectares of land is allocated in the current Local Plan for local employment uses. This allocation is adjacent to the associated large housing allocation at Morton and will later this year be the subject of an Inquiry into planning applications for the site.

City Centre Vitality and Viability

Having a City Centre Strategy in place to develop and build on the City Centre's environmental quality, culture and heritage could benefit the local economy. The quality and amenity of the City Centre is one of Carlisle's most important assets for the economy and tourism growth. The review could explore ways in which this can be enhanced for residents and visitors alike.

Should the Local Plan develop specific proposals and policies for the City Centre?

Is there scope for growing the office market in Carlisle City Centre, or elsewhere or both?

In terms of future employment needs the growth sectors are likely to be retailing and tourism, both of which are relatively low wage sectors. Nevertheless the Plan should reflect the significance of both of these. The sectors that may have the potential for growth and which need to be encouraged in order to offer better employment prospects in the area, are those sectors which, in land use terms, depend on the office market, (producer services, financial and professional services etc).

Is there any scope for encouraging growth near to/support higher education sector establishments in Carlisle?

In recent years Carlisle has seen the growth of higher education at St Martin's College, Northumbria University and Cumbria Institute of the Arts. There has been a lot of debate about the future of a university in Carlisle. **What are the likely land and building requirements for education facilities? What additional facilities need to be provided to ensure students are attracted to the City?**

How should the Local Plan reflect the aspiration in City Vision to ensure a 'modernising the local economy'?

It could for example, look at any opportunity to create a market advantage for Carlisle in those locations where land use conflicts are not evident through some sort of streamlined planning regime, for example in the Kingstown, Kingmoor, Parkhouse area. This could be a means of promoting improvement and re-investment in Carlisle's strategic employment area. **Is the local plan review a possible vehicle to explore the idea of a Business Improvement District in this area?**

Carlisle Airport also has land allocated for Strategic Employment use. **What options should be considered associated with the airport and existing employment around the airport?**

The Local Plan must ensure that new industrial and commercial development is compatible with the objectives of sustainable development including the reuse of previously developed land and clean air. Some existing employment land is greenfield due to competing demands for brownfield land. **In a review of the existing portfolio of sites is there an opportunity to change the uses in some areas to make better use of land?**

Monitoring the take-up of land currently indicates that there is sufficient land for at least the next five years. **Do existing employment sites provide sufficient choice/flexibility for economic growth and are the sites capable realistically of being developed over the review plan period? Do we need to consider any additional sites to be brought forward? Is there a lack of choice of available employment sites given the dominance of employment land at Kingmoor Park?**

Of the current supply of employment land, there may be land, which has been available, either allocated or with expired planning permission but in a primary employment area for some time where there has been no development interest for employment uses. **Are any sites on brownfield previously developed land that could be reallocated for example to housing if located in sustainable locations?**

Existing Local Plan Policy says that the use of the RAF 14 MU outlying sites is restricted to the existing use rights of the sites and buildings. **What should be considered for the long-term use of these sites?**

Mixed uses e.g. employment/residential

The characteristics of industry and commerce are evolving continuously and many businesses can be carried on in rural and residential areas without causing unacceptable disturbance through increased traffic, noise, pollution or other adverse

effects. It is generally recognised that it may not be appropriate to separate industry and commerce, especially small scale developments, from the residential communities from whom they are a source of employment and services. In areas which are primarily residential, development plan policies should not seek unreasonably to restrict commercial and industrial activities of an appropriate scale, particularly in existing buildings, which would not adversely affect residential amenity.

Should the review of the local plan include policy/proposals promoting mixed use areas?

Within town centres, but also elsewhere, mixed-use development can help create vitality and diversity and reduce the need to travel. It can be more sustainable than development consisting of a single use. The local plan could include policies to promote and retain mixed uses.

Unemployment and Social Exclusion

Unemployment in Carlisle District is below regional and national levels and lower than the County average. Although Carlisle is therefore generating jobs for its population, there remain problems with structural unemployment due to the enduring reliance upon declining traditional industries. Nine wards in Carlisle District have unemployment rates below 2 per cent and can therefore be considered close to the full employment level.

Five wards have unemployment above four per cent, but of these, only Botcherby has a very high level of unemployment, at over six per cent. Botcherby is also the second worst ward in Carlisle District in terms of the index of multiple deprivation, implying that unemployment and its associated deprivation are concentrated within the District.

How does the Local Plan reflect the needs of disadvantaged areas in the District? Should we be safeguarding existing employment areas in some part of the District or all areas?

Existing areas where employment related uses predominate are termed Primary Employment Areas in the existing Local Plan and are already protected in the district by Policy EM2.

Are there any brownfield sites within the district that would be acceptable in locational terms for local employment uses? What sort of employment use should be developed if there is a predominately low skills base locally?

Changes in the countryside and the need for rural employment

Employment in primary industries including agriculture has fallen. This has been compounded by the impact of Foot and Mouth outbreak in 2001 on the local rural economy. The basic premise behind much of rural policy is that the rural economy will change and that more local job opportunities will need to be created. The demand for employment land varies throughout the rural area.

There is a need to meet the economic needs of people who live and work in rural areas, by promoting the efficiency and competitiveness of rural businesses, and encouraging further economic diversity to provide varied employment opportunities (especially in areas still heavily reliant on agriculture). **What are the economic needs of the rural area?**

Dalston: Based on land take up of the local employment site at Barras Lane Industrial Estate, there isn't a sufficient supply of land available to meet demand over the next 5 years. **Are there any suitable sites for further employment land in Dalston?**

Longtown: Whilst there is demand for the re/use of sites at Whitesyke for storage, distribution and haulage uses, over the past 5 years there has been no land take up of employment land/ site on Brampton Road, Longtown. There is an existing fully developed employment site (English Partnerships). Adjacent to this site is a mostly vacant site designated for employment use. **Is there a need to retain the employment land designations in Longtown or could the employment land be put to better uses. What is the demand for office/business expansion for small to medium sized firms in Longtown? How should the Local plan reflect the needs of disadvantaged areas such as Longtown, following the Foot and Mouth outbreak?**

Brampton: Based on land take up over the past 5 years there is sufficient land available either with planning permission or allocated within and near to Brampton to provide for local employment needs over the next 5 years. **Are there any other needs for employment land or buildings in Brampton?**

If businesses are diversifying in the countryside, the Local Plan should encourage rural enterprise yet protect landscape and the environment and achieve good quality development. National guidance says that the main focus of new development should be on existing towns and villages. Development plans should encourage employment opportunities suitable in scale to rural centres and should indicate the circumstances in which new development will be allowed within and adjacent to villages and country towns.

For new employment uses in villages how should the plan assess proposals, for example, should there be employment uses only in the larger villages with good access to public transport or other modes of transport with other service provision and existing infrastructure? How can the possible clash between residential and business uses be reconciled? Should we have a policy to protect established significant employment land uses already found in the larger villages and towns from changes to other land uses?

Do we need a new Local Plan policy which states the criteria to be applied in assessing planning applications for farm/or other non farm rural based diversification?

Is the emphasis currently too much on the re use / conversion of buildings for residential use and should a shift on housing in urban areas prevent some of the small-scale conversions to residential still taking place? How realistic is it to

expect the increased use of rural property for commercial activities?

Should the Council devise a positive development plan policy for economic activity, which respects the countryside? Do we need to set out priorities for the types of economic development the Council wishes to see in rural areas and where? For example, employment related development concentrated in existing market towns and the larger villages with good infrastructure provision and access to public transport or modes of transport other than the car.

The current local plan has no specific policy against which the proposals for equestrian development can be assessed. **Does the Local Plan need to provide clearer guidance on how applications for equestrian development will be considered?**

Decline in Rural Services: Village Pubs/Post Offices/Shops

Strong key service policies in development plans can help protect key rural services, such as pubs, shops and post offices. The current local plan has no such policy and there have been several planning applications over the last few years to change the use and convert public houses to residential use. Rural services are still often difficult to sustain. If the planning system is to help sustain the countryside, it must promote policies, which help to retain key services and encourage the provision of new ones.

Should the Local Plan contain policies to protect rural facilities against change of use to uses such as residential development?

TOURISM

There is a need to ensure that the contribution made from tourism to employment is adequately considered. Tourism, in terms of future employment needs is likely to be a growth sector.

There may be opportunities to capitalise on the development of the Hadrian's Wall Long Distance Path. **Should the Local Plan include some emphasis on the development of tourism related businesses along the line of the route?** Other initiatives to develop walking and cycling routes may result in small scale business opportunities.

Is there a need for the local plan (tourism policy) to provide a framework that protects the environment ensuring tourism developed in a sustainable manner, and directs new development towards areas where there is need for regeneration and economic diversification? I.e. encourage tourism uses that respect local character, are supported by public transport and that do not have

significant adverse environmental impacts.

RETAIL

The extension to The Lanes shopping centre in the heart of the City centre has been the largest retail development in recent years in Carlisle. The development has brought additional floorspace for modern stores and added variety to the number of shops on offer. Other recent developments include Matalan at Station Retail Park.

These developments follow the national planning policy trend for concentrating development towards the city centre so that people can use a variety of forms of transport to visit the shops.

In recent months a lot of publicity has been made over the prospect of a new food store close to the City centre at Viaduct Estate Road where permission has already been granted in outline.

Slightly further out from the centre the Council has resolved to grant permission for a large format DIY store at the Bendalls engineering site on London Road.

In August 2000 the Council had a report from retail consultants CB Hillier Parker on the potential capacity for retail development in the City. The recent developments have followed indications from that research. This all indicates a continued growth in the commercial market for retail property as Carlisle fulfils its sub-regional retail role.

How should future retail develop in the City?

Can the city centre sustain the new stores and what effect will this have on other areas?

What is the demand for other retail stores around the city?

Should the main retail area be developed for mixed uses to help promote a night-time economy in the City Centre?

The current Local Plan allocates land at Morton for a neighbourhood food store but does not state what size this facility should be. **What is the best capacity for a retail store at Morton?** There may be a need to cater for new residents in the area if the planned housing development is permitted following the public Inquiry.

LEISURE AND RECREATION

Recreation and leisure have increased in importance in people's lives in recent decades as working weeks have reduced in length and earlier retirement and longer life spans have made available more leisure time. Research has shown that spending on leisure grew by 30 % in the period 1995 to 2000.

The leisure function of the local authority has broadened beyond the provision of basic facilities such as swimming pools, play facilities and sports halls to include the consideration of wider issues such as health promotion through walking and cycling, social inclusion through the provision of new facilities and directed activities for all groups in communities.

Since the publication of the Local Plan new trends and demands have emerged such as the growth of multiplex cinemas, health clubs and adventure sports such as climbing, skateboarding and bike racing. Leisure developments have attempted to broaden their appeal by expanding to provide additional facilities such as food and drinks, sportswear shops and health and beauty services. Facilities have been upgraded often through Sports Council grants to provide all-weather pitches with floodlighting and widened dual use of education facilities has taken place.

The Local Plan establishes the current and future needs of communities and ensures that opportunities are available to meet those needs expressed through the provision of adequate sites and facilities.

The definition of open space includes natural and semi-natural green spaces, green corridors such as riverbanks and accessible countryside in urban fringe areas. It is recommended that appropriate local standards for open space and facilities' provision are set. The use of land that is unsuitable for development is encouraged.

The main facilities for formal recreation are concentrated in Carlisle at places such as the Sheepmount, at schools, in public parks and at the various football and rugby clubs.

The report prepared for the City Council, 'An assessment of Playing Pitches in Carlisle District' (April 2001) showed that the District overall has an above average provision of sports pitches compared with other English local authority areas although there were questions over quality and access. Football pitch provision in Carlisle north of the river was perceived to be inadequate. Also, the provision of pitches at Longtown was well below the suggested standard whilst Dalston has generous provision.

Where should additional playing pitches be located in Longtown and in north Carlisle?

Are any of the open spaces in Dalston surplus to local need and could be promoted for other uses?

What mechanisms could be used to upgrade facilities? Should development contributions from major residential developments be used to upgrade pitches and accommodation, or should they be used for new facilities?

Demand for facilities fluctuates as the popularity of particular sports changes.

Do you see a need for additional facilities at existing sites? If so, what facilities would you like to see provided?

If proposals to redevelop existing sports facilities are put forward do you think

the facilities should be protected for recreational use or do you think alternative uses of the land are acceptable? If you support the loss of recreational facilities what alternative uses are acceptable?

Public parks play an important role in providing areas for active and passive recreation for local communities fostering social inclusion and community health.

Are there any improvements you would wish to see to existing parks or new facilities provided?

The provision of allotments encourages physical activity to achieve productive aims. Demand exceeds supply in certain areas of Carlisle.

Are there any areas of underused land where you would encourage the provision of allotments?

It is government policy to concentrate major commercial facilities attracting large numbers of customers in accessible locations, preferably in town centres where a choice of public transport to access the facilities is available.

Examples include cinemas, bowling alleys and leisure clubs.

Do you consider that other locations should be available for such developments and if so, can you suggest any suitable sites?

Informal amenity green spaces add greatly to the environmental quality of neighbourhoods.

Are there any areas of unadopted amenity land that you would wish to see protected and made available for recreational use?

For some years developers of family housing of 40 or more dwellings have been required to provide financial contributions towards outdoor playgrounds and informal open space.

Should all residential developments, even small ones of one to five dwellings make a payment towards open space provision? This is known as a commuted payment whereby a payment is levied into a pot of money for a specific purpose. When there is enough money in the pot open space can be provided. It will be provided where the need is identified and not necessarily where the development has been if taken for all housing development.

Few formal recreation facilities exist in the remoter rural areas.

What would be the most appropriate types of sports facilities to provide in these areas? Where should such provision be located?

The network of public paths, cycle routes and bridleways and the provision of nature conservation areas and country parks make a valuable contribution to informal recreation throughout the district. English Nature recommends that an accessible natural habitat is located no more than 300 metres from a person's home.

Are there any opportunities to expand the provision of informal recreation facilities within the city or urban fringe/rural areas?

Is there any vacant, degraded land on the urban fringe, which could be used to create informal recreation areas such as country parks or community forests?

Schedule 1

