



INFRASTRUCTURE OVERVIEW AND SCRUTINY COMMITTEE

Committee Report

Public

Date of Meeting: 13th July 2006

Title: REVISED REDEPOSIT CARLISLE DISTRICT LOCAL PLAN

Report of: DIRECTOR OF DEVELOPMENT SERVICES

Report reference: DS.47/06

Summary:

The report sets out the policies requiring amendment following work on a number of background technical papers relevant to the Local Plan.

Recommendations:

That members views are forwarded to Executive as preparation of the consultation version of the Plan.

Catherine Elliot

Director of Development Services

Contact Officer: Chris Hardman

Ext: 7190

Note: in compliance with section 100d of the Local Government (Access to Information) Act 1985 the report has been prepared in part from the following papers: Executive 03/07/06 Report Number DS.41/06: Carlisle District Local Plan - Revised Redeposit

1.0 Background

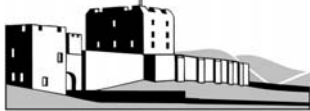
- 1.1 Attached to this report is report number DS.41/06 which was received by Executive on the 3rd July 2006. Executive resolved that the wording of amendments to the Local Plan should be worked on in consultation with Infrastructure Overview and Scrutiny Committee.
- 1.2 The appendix to the report contains extracts from the Redeposit Plan which was the subject of consultation in 2005. No other amendments to the plan are proposed at this stage. Policies not attached will remain as the redeposit plan and the whole plan will be printed for ease of reference at the consultation stage. It is intended that only those changes in non-black text will be the subject of the consultation.
- 1.3 The plan indicates four colours of text which link to the background technical reports. The exact wording of the amendments to policies and how the mitigation required for the Strategic Environmental Assessment is to be dealt with, will be discussed at the meeting. Members should already be familiar with the Redeposit Plan from previous reports to this committee however new Members are requested to familiarise themselves with the policies of the redeposit plan in order to assist discussion.

Catherine Elliot

Director of Development Services

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REPORT TO EXECUTIVE

PORTFOLIO AREA: INFRASTRUCTURE AND ENVIRONMENT

Date of Meeting: 3 July 2006

Public

Key Decision: Yes

Recorded in Forward Plan: Yes

Inside Policy Framework

Title: **CARLISLE DISTRICT LOCAL PLAN – REVISED REDEPOSIT**

Report of: **Director of Development Services**

Report reference: **DS.41/06**

Summary:

This Report sets out the revisions to the Local Plan to take into account a series of background technical papers covering, Strategic Environmental Assessment, Strategic Flood Risk, Retail Capacity and Carlisle Renaissance. The report details proposed changes to the plan to take account of the evidence in the reports' findings.

Recommendations:

The Executive forwards the revised redeposit plan to Infrastructure Overview and Scrutiny Committee for their observations.

Following consideration by Infrastructure Overview and Scrutiny Committee, Executive give further consideration to the wording of the revised redeposit plan before recommending it be forwarded to Council for release for public consultation.

Catherine Elliot

Director of Development Services

Contact Officer: Christopher Hardman

Ext: 7190

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

1.0 BACKGROUND INFORMATION AND OPTIONS

- 1.1 The Carlisle District Local Plan has been the subject of review since the production of an Issues and Options Paper in Spring 2003. The whole plan is being reviewed and is therefore a lengthy procedure to ensure all policies and proposals are up-to-date.
- 1.2 The Council consulted on the Deposit Draft version of the plan in 2004 and the Redeposit Draft in 2005. Unfortunately due to higher tier guidance being reviewed and the floods of January 2005 this delayed some of the progress on the Plan. As a consequence the Council was unlikely to adopt its Local Plan by July 2006 and therefore additional work had to be undertaken to comply with European legislation on Strategic Environmental Assessment. This is further detailed in Executive Report P.40/05
- 1.3 In order to comply with the legislation consultation is required on a revised plan and the environmental report that is produced.
- 1.4 Officers considered that the delay in undertaking the additional work provided an opportunity to utilise the time more effectively and undertake further studies to provide evidence for the plan's policies. A Strategic Flood Risk Assessment has been undertaken to comply with PPG25, an update of the Council's Retail Capacity Study and the ongoing work of Carlisle Renaissance (Development Framework and Movement Strategy) have also been integrated into the Plan. At the time of writing this report further work is being undertaken on the implications as the studies are still in draft. The detailed wording of amendments will be incorporated in the report to Infrastructure Overview and Scrutiny Committee and in the report for Executive on the 31st July.
- 1.5 A draft of the revised Local Plan is attached at Appendix 1 showing where likely changes will be required. The changes proposed indicate how the plan should be amended to take into account the findings of each study. It is proposed that the Council consult on these changes to allow a full debate on the plan's policies before the Inquiry and inform the Inspector of all relevant information before preparing their report. The Inspector's report will be binding on the Council and policies adopted according to their recommendations.
- 1.6 In summary the Studies require changes to the Spatial Strategy section of the plan and the following Plan policies:

Strategic Environmental Assessment

DP1 Sustainable Development Locations
DP2 Regeneration
DP3 Carlisle Airport
DP4 Carlisle Racecourse
DP6 Carlisle Northern Development Route

DP7 University Development
DP8 Areas of Outstanding Natural Beauty
CP4 Design
CP5 Residential Amenity
CP11 Foul and Surface Water Sewerage and Sewage Treatment
CP12 Pollution
EC1 Primary Employment Areas
EC2 Mixed Commercial Areas
EC3 Office Development
EC4 Primary Retail Area
EC5 Large Stores and Retail Warehouses
EC7 Neighbourhood Facilities
EC10 Food and Drink
EC11 Rural Diversification
EC12 Sustaining Rural Facilities and Service
EC13 Farm Shops
EC14 Caravan Sites
EC15 Tourism Development
EC20 Employment and Commercial Growth Allocations
H16 Site Specific Allocations
LE5 River Corridors
LE6 Hadrian's Wall World Heritage Site
LE7 Buffer Zone on Hadrian's Wall World Heritage Site
LE11 Enhancement of Major Archaeological Sites
LE12 Scheduled/Nationally Important Ancient Monuments
LE13 Proposals Affecting Listed Buildings
LE14 Alterations to Listed Buildings
LE15 Demolition of Listed Buildings
LE16 Change of Use of Listed Buildings
LE19 Buildings at Risk
LE20 Conservation Areas
T1 Parking Guidelines
T2 Parking in Conservation Areas
T3 Parking Outside Conservation Areas
T4 Park and Ride
T5 Rail Freight
LC2 Primary Leisure Areas
LC8 Rights of Way
LC11 Educational Needs
LC12 Cumberland Infirmary
LC14 Carleton Clinic

Strategic Flood Risk Assessment

DP7 University Development

EC20 Employment and Commercial Growth Allocations

H1 Location of New Housing Development

H2 Primary Residential Areas

H3 Residential Density

H4 Residential Density on Previously Developed Land and Phasing of Development

H9 Backland Development

H16 Site Specific Allocations

Retail Capacity Study Update

EC4 Primary Retail Area

EC5 Large Stores and Retail Warehouses

EC7 Neighbourhood Facilities

EC20 Employment and Commercial Growth Allocations

Carlisle Renaissance

DP2 Regeneration

DP7 University Development

CP4 Design

EC2 Mixed Commercial Areas

EC3 Office Development

EC20 Employment and Commercial Growth Allocations

H12 Subdivision of Houses and Houses in Multiple Occupation

H16 Site Specific Allocations

LE5 River Corridors

T4 Park and Ride

T5 Rail Freight

LC1 Leisure Development?

IM1 Planning Obligations

2.0 CONSULTATION

2.1 Consultation to Date

Consultation has been undertaken at three stages of the Local Plan's preparation.

Issues Paper - Spring 2003

Deposit Draft – July 2004

Redeposit Draft – August 2005

There are approximately 1000 comments to be dealt with through the process towards adoption

2.2 Consultation Proposed

It is proposed that a Revised Redeposit Plan be the subject of public consultation and comments be invited on only the revisions to the Plan. All the existing text has already been the subject of consultation as part of formal consultation procedures. The consultation proposed is in accordance with Strategic Environmental Assessment legislation and therefore it is not required to re-consult on the whole plan. Limiting the consultation will help to focus on the issues raised by the four reports.

3.0 RECOMMENDATIONS

- 3.1 The Executive forwards the revised redeposit plan to Infrastructure Overview and Scrutiny Committee for their observations. Following consideration by Infrastructure Overview and Scrutiny Committee, Executive give further consideration to the wording of the revised redeposit plan before recommending it be forwarded to Council for release for public consultation.

4.0 REASONS FOR RECOMMENDATIONS

- 4.1 The Local Plan requires the approval of Council prior to consultation and adoption and provides a statement of the Council's planning policies regarding development in the district. Involvement of Infrastructure Overview and Scrutiny Committee would assist in ensuring that the correct planning policies are developed.

5.0 IMPLICATIONS

- Staffing/Resources – The Local Plan is resourced from within the Council's Planning and Housing services. The additional text in this version is as a result of work undertaken external to the Council.
- Financial – There is already budget provision for the consultation on the Local Plan.
- Legal – The Local Plan is being prepared under transitional regulations under the Planning and Compulsory Purchase Act 2004. The consultation proposed is additional to that set out in the Regulations. Consultation is required under the Strategic Environmental Assessment Directive to ensure that the results of the study are taken into account in any relevant plans and policies
- Corporate – Policies within the Plan will assist the Council in delivering its two priorities of Cleaner, Greener, and Safer and Learning City.

- Risk Management – Without a Local Plan the Council would have difficulties in undertaking its operational planning duties. The consultation proposed will improve the remaining processes towards Local Plan adoption.
- Equality Issues – Equality Issues are covered in the Plan where appropriate
- Environmental – The plan is based on sustainable development principles
- Crime and Disorder – There is a specific policy consideration within the plan for designing out crime in any development proposals which may come forward
- Impact on Customers – This is an additional stage of consultation in order to provide customers with relevant information on plan and policy formulation and invite their comments on the proposed changes

Catherine Elliot
Director of Development Services

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**Draft Proposed Amendments to the
Redeposit Carlisle District Local Plan**

**Forming the basis of the
Revised Redeposit Carlisle District Local Plan**

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HOW TO USE THIS PLAN

Revised Contents list

This revised redeposit draft plan has been modified taking account of four background studies that inform the spatial strategy for the plan. These are Strategic Environmental Assessment; Strategic Flood Risk Assessment; Retail Study update; Development Framework and Movement Strategy – Carlisle Renaissance.

Revised text deletions and additions

Changes to the text have been shown by different colours. It is only the non-black text that is the subject of this consultation. The black text has been the subject of previous consultations. The text is shown as follows:

Green Text – relates to the Strategic Environment Assessment

Blue Text – relates to the Strategic Flood Risk Assessment

Brown Text – relates to the Retail Study update

Red Text - relates to Carlisle Renaissance (Development Framework and Movement Strategy)

Map extracts

The Proposals Map has not been revised in its entirety. Copies of the Deposit Draft Proposals Map are available and it can be viewed on the Council's web site. Extracts from the deposit map have been used as the basis for map extracts for this version of the plan.

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Chapter 1: Introduction

The Consultation Process

- 1.14 Much effort was expended in involving citizens and organisations in the discussion of issues for the Local Plan Review with the distribution of 42,000 leaflets. The Issues Paper of Spring 2003 generated 73 responses and 525 comments. A Statement of Community Participation has been prepared and accompanies the Plan.
- 1.15 Consultation was undertaken on a Deposit Draft version of the Local Plan between the 2nd July and 13th August 2004. Over seven hundred comments were received during this time. Following consideration of the comments this Redeposit Plan has been produced for further consultation.
- 1.16 Consultation was undertaken on the Redeposit Draft version of the Local Plan between 8th August and the 16th September 2005. A further 300 comments were received. These will carry forward through the Local Plan process to Inquiry.
- 1.17 This is the third consultation on a whole Local Plan. Since the redeposit consultation a number of background reports have been undertaken which will have an influence on the Local Plan. In order to consider what that influence is this consultation version indicates the likely changes required to take on fully the recommendations of that research.

Green Text – relates to the Strategic Environment Assessment

Blue Text – relates to the Strategic Flood Risk Assessment

Brown Text – relates to the Retail Study update

Red Text - relates to Carlisle Renaissance (Development Framework and Movement Strategy)

- 1.18 Comments are invited **only** on the non-black text. The black text is the redeposit text as if all the changes had been accepted and has already been the subject of consultation. There are objections still to some of this text and these will be dealt with following this consultation. The purpose of this consultation is to inform people of any further changes to the plan that may be needed due to the Council's research. The prescribed period of consultation on the Plan is six weeks. Comments are invited on the form accompanying this Plan.

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Chapter 2: Spatial Strategy & Development Principles

Other Strategies

- 2.10 The City Council is responsible for preparing a number of other strategies that relate to the Development Plan. The main ones are the Council's Corporate Plan which focuses the Council's resources and the Housing Strategy. The County Council is responsible for the Local Transport Plan which has land use implications throughout the County.
- 2.11 The Corporate Plan has been reviewed setting a clearer focus for corporate priorities to achieve the needs of the District. The two main priorities are Cleaner, Greener and Safer and Developing Carlisle as a Learning City. The first priority is carried through many of the policies in this plan, the second one of these priorities is to develop the theme of 'A learning City' which is part of the City Vision to Improve Carlisle's Image. Whilst the City Council is not an education provider the implications of changes to the provision of secondary, higher and further education impact upon the Council's services and the use of land. The Strategy of the Local Plan will enable Carlisle to develop as a learning City and policies have been developed in line with this priority.

Carlisle Renaissance

The floods of 2005 focussed attention on the need and potential for a comprehensive programme of regeneration in Carlisle. From the resulting devastation came an opportunity to create a new Vision to revive and revitalise the City. A determination to address the significant economic and social challenges while transforming the physical character and infrastructure of targeted 'transformational areas'.

This agenda for regeneration, entitled Carlisle Renaissance, must be considered as a process, an approach to thinking and working within Carlisle City Council, its employees, services, activities and methodologies. Consequently, Carlisle Renaissance objectives, influence and 'areas of operational interest' permeate the Carlisle District Local Plan.

The remit for Carlisle Renaissance is contained within six key objectives:

- **Establish Carlisle as a Learning City, geared towards meeting the future needs of the economy, where educational attainment is consistently improved, with an expanded higher education sector and a focus on fostering entrepreneurialism.**
- **Strengthen the City's economic base by stimulating investment in higher value added business, new business creation and establishing sustainable growth clusters.**

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- **Maximise the potential of Carlisle as a major destination for leisure and business tourism with a high quality tourism infrastructure and a range of cultural and leisure activities that build on the City's unique heritage, environmental qualities and geographic location.**
- **Create sustainable communities that are part of Carlisle's renaissance, capable of accessing new opportunities in education, training and employment and able to secure tangible improvements in local housing, health, sport and other services.**
- **Expand the City Centre, orienting it to the south and west, introduce new high quality mixed-use development with improved public realm and create a vibrant waterfront environment.**
- **Improve movement into and around the City for all modes of transport and promote sustainable development that reduces dependence on car travel.**

2.12 The Council's Housing Strategy has recently been updated. With the transfer of Housing Stock from the Council to Carlisle Housing Association the strategic role for Housing has changed within the Council. The focus of the Housing Strategy is changing from one of supporting Registered Social Landlords to one of encompassing the whole housing market to provide for the needs of all local people. Close working between the Council's Planning and Housing Officers has resulted in changes to the Housing Policies particularly affecting affordability issues. The Housing Strategy focuses on three themes, Supporting Homeless and other Vulnerable People; Decent Homes (including Empty Properties) and Affordability, and Balancing the Housing Market. These are supported through policies in this plan.

2.13 Cumbria County Council is responsible for producing the Local Transport Plan (LTP). Land use planning and transport are closely integrated to ensure that land use changes can be accommodated on the road network and access is achieved for all travellers. The LTP is also under review and deals with long term transport planning including the provision of the Carlisle Northern Development Route, a key transportation link for Carlisle and the West Coast of Cumbria. The Local Transport Plan will also consider the need to improve the existing road network dealing with congestion and providing alternatives to the use of the car. The consultation version of the LTP included reference to a Southern Environmental Route around Carlisle to relieve congestion in the City Centre.

2.14 The Council has played an important role in developing in Partnership the Management Plans for both Areas of Outstanding Natural Beauty. The statutory management plans set out a number of issues and actions to be achieved in order to maintain or improve the high quality landscape within and surrounding the district. These do not only cover land use issues but other issues affecting the way people live, work in and enjoy the AONB.

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Strategic Flood Risk Assessment

INSERT TEXT

Strategic Environmental Assessment

Acknowledge that the report contains a number of recommendations as mitigation measures which reference to particular policies within the plan. Some of these mitigation measures include the need for more cross-referencing in the plan. It is intended that this plan is read as a whole and that all relevant policies are taken into account when assessing any proposals for development. In particular all Core Development Policies should be considered as well as specific policies dependent upon the proposals. There has been therefore a conscious decision when writing this plan to omit extraneous cross-referencing. In order to be as comprehensive as the SEA requires (and some objectors) there would be a multitude of cross-reference statements needed in the plan. It is therefore more practical to advise all users of the plan that it is to be read in its entirety in order that no relevant policy is disregarded.

For the purpose of this consultation the cross-reference to the relevant policy is indicated to show how mitigation measures required can be resolved by the existing plan. It is not intended that these cross-references are included in the final version of the plan.

Development Principles

POLICY DP1 Sustainable Development Locations

All proposals for development will be assessed against their ability to promote sustainable development. Proposals will be considered favourably in the following locations, provided they are in scale with their location and consistent with other Policies of this Local Plan.

Urban Area	City of Carlisle	
Key Service Centres	Brampton Longtown	
Local Service Centres	Burgh by Sands Castle Carrock Cummersdale Cumwhinton Dalston Gilsland Great Corby Great Orton Hallbankgate Hayton Heads Nook	Houghton Irthington Raughton Head Rockcliffe Scotby Smithfield Thurstonfield Warwick Bridge Wetheral

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Within these locations development proposals will be assessed against a sequential approach for the need to be in the location specified. In particular proposals for retail, office and leisure developments will all be subject to the sequential approach contained in paragraph 2.44 in PPS6. Residential proposals will be considered against sequential criteria based on PPG3.

Settlement Boundaries have been established on the Proposals Map to recognise the extent of built development or where planning permission already exists to judge proposals for development and are not indicative of land ownership

Outside these locations development will be assessed against the needs to be in the location specified.

Mitigation: Ensure development proposals in the specified locations are consistent with other policies of the Local Plan

POLICY DP2 Regeneration

The City Council will develop proposals which seek to regenerate the economic, social and environmental capital of the District. ~~These proposals will be developed in conjunction with, and will be informed and guided by Carlisle Renaissance strategic objectives.~~

Within the urban area there are four areas where redevelopment/regeneration activities will be concentrated. ~~These areas are shown on the attached plans.~~

In the Rickergate area a number of city centre uses will be considered based upon retail/commercial/office/~~hotel and residential~~ development. ~~This is a key site's in a prominent location for access to the city from the north~~

~~In the Viaduct Estate Road area (Caldew Riverside) proposals will be considered which optimise the use of this land, taking account of its setting. A mix of uses would be appropriate including residential, offices and retail.~~

~~In the Citadel Area there is potential for better utilisation of land and buildings catering for additional city centre uses integrated with the existing office and retail mix.~~

In the Raffles area residential development will be the main driver of regeneration supported by environmental improvements and community facilities.

~~Within the Caldewgate/Shaddongate/Willowholme area employment uses will be key along with development of the university sector. The need for a strategic flood risk assessment will influence the detailed redevelopment of this area along with its gateway role and proximity to the City centre. (Deleted as not a top priority for regeneration and unlikely to be taken up by university sector, still covered by the last sentence of the policy should a further scheme be pursued)~~

In Carlisle South area a combination of residential improvements/redevelopment, increasing employment opportunities and environmental improvements will be developed to address local needs.

In the rural area work on Longtown Market Town Initiative action plan will be supported where this addresses local needs. In other rural parishes, parish plans will be taken into account when considering proposals for development where they are consistent with the overall plan strategy and policies.

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Consideration will be given to new schemes arising during the Plan period as well as where strategies are being progressed at the start of the plan period.

Add reference to other areas where regenerative effects of development may be taken into account in development proposals.

Mitigation: need to identify that the development of brownfield sites needs to consider the effects on: protected species and important habitats, Hadrian's Wall, conservation areas and other sites, features and areas of archaeological importance; traffic movements within the centre of Carlisle

- 2.27 Regeneration has been an important dimension to Carlisle sustaining its current sub-regional role with major schemes, such as The Lanes Shopping Centre and Kingmoor Park Regional Investment Site. Previous schemes have included housing renewal schemes in parts of Carlisle.
- 2.28 Recent schemes have focussed on heritage with Heritage Economic Regeneration Schemes in the City Centre and Longtown. In addition the Market Town Initiative project at Longtown and surrounding parishes has focussed on regenerating the rural economy, post Foot and Mouth which had a major impact on local people. This is being supported through some proposals in the Local Plan.
- 2.29 The City Council has a number of schemes currently underway which will come into operation during the Plan period. The redevelopment of Raffles after clearance of over 500 houses is just underway with the first new housing development to start shortly, the 'Raffles Vision' having been prepared (outwith the Council) in partnership with the community also includes community, leisure and health/well-being improvements for the area. The Sure Start programme in Carlisle South is an initial phase of future activity for regeneration within the wards of Botcherby, Currock, Harraby and Upperby. An overall scheme will be developed during the Plan period. Additional areas will be considered as necessary during the Plan period.
- 2.30 Since the floods of January 2005 the requirement for regeneration work has focussed attention on those areas worst affected by the floods. As well as residential areas within the district, The Willowholme/Caldewgate/ Shaddongate area and the Rickergate areas affected Carlisle's economic, civic and emergency services. ~~Redevelopment plans for these areas will be progressed during the early stages of this plan's implementation.~~
- 2.31 ~~Carlisle Renaissance is a partnership approach to taking forward regeneration of Carlisle following the floods. Three central areas within Carlisle have been identified for transformational redevelopment. The approach to these sites and benefits from their redevelopment will be spread out district wide. Detailed briefs will be prepared for these areas. In the Rickergate area the driver will be retail building upon the strong retail role the city centre already performs. There will be the opportunity for a mix of uses including offices, hotel and residential development. The site's prominence when approaching the City Centre from the north will need to be taken into account in any design.~~

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- 2.32 Viaduct Estate Road hosts a mix of uses on the western fringes of the City Centre. The area is underutilised and provides opportunity to re-examine the long-term use of the area. A key site for access to the city centre from the west it also hosts a significant backdrop of the Cathedral and West Walls. Opportunities for office, retail and residential development will be considered in this area.
- 2.33 The Citadel area already contains a mix of City Centre uses. Varying land levels and older buildings provide the opportunity for reconfiguration of land uses. Proposals for city centre uses will be considered along with the enhancement of the public realm and transport proposals.

POLICY DP3 Carlisle Airport

Proposals for development at Carlisle Airport will be supported where they are related to airport activities and in scale with the existing infrastructure and minimise any adverse impact on the surrounding environment. Proposals for larger scale redevelopment to facilitate an improved commercial operation will have to take into account the impact of development on uses outside the perimeter of the airport including nature conservation interests, the historic environment including Hadrian's Wall World Heritage Site, the existing highway network and road safety. A strategic employment site has been allocated in Proposal EC20.

Mitigation: need to identify that Carlisle airport must consider the effect on landscape character and surrounding countryside, access to the airport.

POLICY DP4 Carlisle Racecourse

Proposals for development at Carlisle Racecourse will be favourably considered where they enhance the existing sporting, economic, recreation and tourism function of the racecourse. Proposals for redevelopment will be judged against their impact on the surrounding environment, highways and road safety and other policies of this Plan. Enabling development will be considered where this would improve the existing operation of the racecourse.

Mitigation: Need to provide opportunities for improved public transport, cycling and pedestrian access to the racecourse to make it more accessible and help reduce traffic problems

POLICY DP6 Carlisle Northern Development Route

The line of the proposed Carlisle Northern Development Route will be protected.

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Mitigation: Need to specify that the road does not form an extension to the urban edge of Carlisle. Including text on the benefits of the road on improving local air quality and reducing congestion in the city centre, alternatively making reference to CP12. Policy could be strengthened by highlighting the benefits that reduced traffic and congestion in the city centre will have on road safety and opportunities for promoting improved pedestrian and cyclist provisions. Reductions in congestion and traffic in the city centre could also help to promote public transport as this will be able to operate more effectively and efficiently.

- 2.38 The proposed Carlisle Northern Development Route (CNDR) is included within Policy T26 of the Cumbria and Lake District Joint Structure Plan. It is intended that the scheme will be implemented during the early part of the Plan period. The route has already got planning permission and an Inquiry into Highway Orders has been held. The line of the route is shown on the Proposals Map.
- 2.39 The road will provide the primary route from the A595 road at Newby West on the south western outskirts of the urban area, to the M6 motorway at Junction 44 on the northern fringes of the City. This road will also open up land for development to the south west of the City and help to redress the imbalance of development pressure which exists within the urban area. The CNDR will also provide access to planned industrial development to the north of the City.
- 2.40 Once the Carlisle Northern Development Route is constructed this will provide the opportunity for improvements to the pedestrian environment within the City. In particular the impact on Castle Way will provide opportunity for a more pedestrian friendly street scene.

POLICY DP7 University Development

Proposals for the expansion of University education in Carlisle will be acceptable providing that:

1. it is of a scale that reflects the surrounding area; or
2. it results in the refurbishment of a vacant building; and
3. does not detract from the amenity and quality of the surrounding environment; and
4. satisfactory access can be achieved.

~~Additional land is designated at Shaddongate for University related development to cater for future needs during the Plan period. A development brief will be prepared setting out details of relevant Local Plan Policies for the area. (Since this policy was included in the Deposit Draft it is unlikely that this site will be required for the new University of Cumbria further opportunities are being considered via Carlisle Renaissance.)~~

~~In addition this site was liable to flood as identified in the SFRA therefore delete proposed site allocation.~~

Could be strengthened by stating that proposals for expansion should be based on sustainable design and construction techniques. The importance to establishing a learning city could also be promoted in this policy.

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- 2.40 The number of students in Carlisle has risen with the University of Central Lancashire, St Martin's College and Cumbria Institute of the Arts all having a presence in the City. This has led to demand for more student accommodation and additional teaching space including library and computer facilities. A new resource centre has been constructed for the University of Northumbria, now University of Central Lancashire at Milbourne Street.
- 2.41 The University sector in Cumbria have debated the future of the education offer to students as there are currently four sites offering degree level education within the City. In order to provide for possible future expansion when these discussions have been finalised, additional sites will need to be sought to provide additional student housing, suitable accommodation for student support, teaching and sports facilities. ~~A site has been designated close to student facilities at Shaddengate to cater for some of this demand during the Plan period.~~

POLICY DP8 Areas of Outstanding Natural Beauty

Within the North Pennines and Solway Coast Areas of Outstanding Natural Beauty, and their settings, permission will not be given for development that would harm the special characteristics and landscape quality of the areas. Development proposals must conserve or enhance the natural beauty of the areas, including scenic qualities, landform, ecology, geology, cultural interests, and the historic environment, so that these qualities can be enjoyed by present and future generations.

Major development of a national scale will only be permitted in exceptional circumstances where it can be demonstrated to be in the public interest. Development required to meet local infrastructure needs which cannot be located anywhere else will be permitted provided it is sited to minimise environmental impact and meet high standards of design.

Could be strengthened by stating that developments should be based on sustainable design and construction techniques as well as being high quality design

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Chapter 3: Core Development Policies

POLICY CP4 Design

The suitability of any new development or redevelopment will be assessed against the following design principles. Proposals should:

1. Have regard to surrounding buildings in the context of their form in relation to height, scale and massing and making use of appropriate materials and detailing.
2. Take into consideration any important landscape or topographical features and respect local landscape character.
3. Reinforce local architectural features where appropriate promoting and respecting local distinctiveness rather than detracting from it.
4. Be well integrated- ensuring all components of a development are well related to one another e.g. buildings, associated parking, access routes, open space, and hard and soft landscaping to ensure a successful and attractive outcome.
5. Not adversely affect the residential amenity of existing areas nor adjacent land uses, nor result in unacceptable standards for future users and occupiers of the development.
6. Ensure where possible the retention of existing trees, shrubs, hedges and other wildlife habitats and the replacement of any environmental feature lost to development
7. Recognise that landscaping schemes (both hard and soft) will be required to assist in integrating new development into existing areas and ensure that development on the edge of settlements is fully integrated into its surroundings.
8. Ensure that the necessary services and drainage infrastructure can be incorporated without causing unacceptable harm to retained features.
9. Through layout and design, encourage the promotion of energy and water conservation by its future occupiers, the incorporation of sustainable forms of energy production within the overall design should also be explored where appropriate
10. Have a layout and design which minimises the potential for crime and antisocial behaviour.

This policy should also identify the need for design to have regard to cultural heritage.

- 3.20 The City Council believes that good design should be the aim of everyone involved in the development process and is essential to producing attractive, vibrant and sustainable places, in which people want to work, relax and live. These principles will help to ensure that the development itself is not only well designed, but also complements the existing environment.
- 3.21 Applicants will be required to demonstrate how they have taken into account the increased emphasis on design in line with PPG1 and DP3 of RPG13 irrespective of whether the development is that of a major, prominent site or of a more localised nature affecting a particular street, property or group of properties. In addition the Council will develop Design codes, including ward design statements, and more general guides on particular design issues such as a

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design manual for public realm. Where appropriate these will be adopted as Supplementary Planning Documents.

- 3.22 Consideration must also be given to more detailed and site specific design guidance found in Supplementary Planning Documents/Supplementary Planning Guidance including the Countryside Design Summary and the Burgh-by-Sands Parish Design Statement (which will be updated and reviewed in line with the new Plan structure and format). Informal guidance such as site appraisals or concept statements should also be consulted where appropriate. The City Council will encourage the production of guidance and will work in partnership with Parish Councils in the preparation of such documents where they are not already in place.

POLICY CP5 Residential Amenity

The amenity of residential areas will be protected from inappropriate development where that development:

1. is for a use inappropriate for residential areas; and/or
2. is of an unacceptable scale; and/or
3. leads to an unacceptable increase in traffic or noise; and/or
4. is visually intrusive.

In order to ensure residential amenity is not compromised a minimum distance of 21 metres should be allowed between primary facing windows between dwellings (12 metres gable end to primary facing window). A minimum of 4 metres should be allowed between gable ends to allow for maintenance of property. Changes in levels of land and height of development will be taken into account in applying these distances.

This could make reference to CP12

POLICY CP11 Foul and Surface Water Sewerage and Sewage Treatment

Development will not be permitted where inadequate foul and surface water sewerage infrastructure exists, or where such provision can not be made within the time constraint of the planning permission.

Could be strengthened by identifying the need for the capacity of sewerage systems to be assessed with regard to new development as inadequate supply could increase the risk of flooding

POLICY CP12 Pollution

Development will not be permitted where it would generate, either during construction or on completion, significant levels of pollution (from contaminated substances, odour, noise, dust, vibration, light, heat) which can not be satisfactorily mitigated within the development proposal or by means of planning conditions.

Could identify that there may be need for site investigations where development is proposed on potentially contaminated land.

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Chapter 4: Economic & Commercial Growth

POLICY EC1 Primary Employment Areas

Within Primary Employment Areas proposals for B1, B2 and B8 uses will be acceptable. Permission will not be given for redevelopment or changes of use within such areas for other purposes.

Exceptions may be permitted where:

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

Proposals for public sales floorspace within employment units will be restricted to no more than 5% of the available floorspace. Restrictions will be placed on the hours of operation in order to ensure that the use remains ancillary to the prime use of the unit.

Employment uses have now become established at the former RAF14MU outlying sites at Harker, Heathlands and Rockcliffe. The sites are designated as Primary Employment Areas.

In the Sandysike/Whitesyke areas proposals for the redevelopment and extension to existing industrial and warehousing premises will be acceptable provided:

1. the proposal does not have an adverse impact on the landscape; and
2. the proposal does not involve the loss of existing tree cover; and
3. where appropriate, opportunities are taken to reinforce existing landscaping; and
4. adequate access and appropriate parking are provided.

Mitigation: Need to identify that any development in existing employment areas must consider the effects on biodiversity; public transport pedestrian and cyclists. Policy does not follow the sequential approach, as the main existing employment sites are all located in urban edge locations and those within city centre may be replaced with housing. Consistency with other policies needs to be addressed. Policy also needs to consider the effects of further development in existing employment areas on plans for regeneration of Carlisle City centre.

POLICY EC2 Mixed Commercial Areas

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

1. the relationship of the site to the highway network is satisfactory; and

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2. access to the site is satisfactory; and
3. appropriate parking provision can be provided; and
4. the scale of development is appropriate in relation to the site and the amenity of adjacent uses is not prejudiced.
A1 (Retail) uses will only be acceptable on Mixed Commercial Areas that are within 300m of the Primary retail areas of the City Centre or Key Service Centres subject to the above criteria and other policies of this Local Plan.

ADD TO POLICY – Mixed Commercial areas may be suitable for some residential development however this will depend upon the nature of existing uses and the ability to integrate a residential environment without impinging on the amenity of surrounding uses and future occupiers. The ability to ensure new development will be compatible with surrounding use class operations will be a determining factor where mixed uses are retained. The loss of and availability of employment land will also be taken into account when considering whether such a change of use is acceptable.

Mitigation: Need to identify mixed commercial development must consider effects on cultural/historic value of the city centre; traffic movements; opportunities for promoting sustainable transport modes; drainage patterns and capacity of existing drainage.

- 4.12 In Mixed Commercial Areas no one land use predominates. Industry, offices, service trades, retail and residential uses are all present. Some of these areas contain small sites suitable for development, or redundant or dated buildings suitable for redevelopment schemes which may provide opportunities for small businesses to become established, or expand.
- 4.13 PPG 4: Industrial and Commercial Development and Small Firms states that positive policies are needed to provide for the needs of small businesses. The City Council considers that the continued development and growth of new and small businesses in Carlisle and the major settlements is an important part of the maintenance of a broad based local economy, providing a wide range of jobs and job opportunities. New and small businesses normally require cheaper premises, often with flexible space which can be easily adapted for their particular needs. Demand for small industrial premises is relatively strong. The Enterprise Centre on James Street has been running at high occupancy levels.
- 4.14 There will be a presumption in favour of new industrial and commercial development and changes of use in Mixed Commercial Areas and proposals for such development will be considered in relation to the criteria stated above. New retail development will only be considered within Mixed Commercial Areas if they are within 300m of the primary retail areas of the City Centre or Key Service Centre (in accordance with PPS 6) and in accordance with other policies of this Plan. It is the intention of Policy EC3 to safeguard the Mixed Commercial Areas against inappropriate developments in terms of scale, nature of activity, effect on amenity of adjacent uses and traffic considerations.

Clarify reference to 300m of the shopping area extract from PPS6.

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POLICY EC3 Office Development

Within the Primary Office Area proposals for office development will be acceptable providing that:

1. the general scale and design of the development are compatible with the surrounding area; and
2. appropriate access and vehicle parking can be achieved.

Within the Primary Office Area where the building was originally constructed for residential use, proposals for change of use back to residential use may be acceptable provided that residential amenity and the amenity of neighbouring users is not compromised.

Excluding existing permitted uses or allocations in this plan, proposals for office development outside the Primary Office Area will be expected to satisfy the sequential test as set out in PPS6 focussing on the City Centre of Carlisle.

Mitigation: needs to identify that any office development needs to consider effects on traffic movements within the city centre and opportunities for promoting sustainable transport modes

4.15 This policy relates to uses in A2 (Financial and Professional Services) and B1 (Business) Use Classes of the 1987 Use Classes Order. The Primary Office Area includes the principal areas of offices in the City Centre, which is the most important office centre in the District. Containment of office uses in the Primary Office Area prevents the conversion of valuable housing stock around the periphery of the City Centre to office use.

4.16 Some offices within Carlisle's central primary office area have already been converted from older housing stock. The use of these buildings may not cater fully for a modern office environment. It may be feasible to convert some of these buildings back to residential use. New office development is being encouraged within the City Centre to provide a more vibrant office market and strengthen the local economy. Through Carlisle Renaissance, these will be focussed on the redevelopment of sites within and around the City Centre

POLICY EC4 Primary Retail Area

Within the City Centre Shopping Area, proposals for the redevelopment, refurbishment or adaptation of existing shop premises will be permitted provided that:

1. proposals within the City Centre Conservation Area are complementary to enhance, or do not adversely affect the townscape of the area; and
2. traffic generated by proposals within the City Centre Conservation Area can be satisfactorily accommodated on the surrounding road network; and
3. elsewhere proposals will complement and reflect the surrounding townscape; and
4. where appropriate, opportunities for residential use and environmental improvements are linked to the scheme; and

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5. satisfactory access for service vehicles can be provided, should the scale of the proposal require such provision.

Mitigation: needs to identify that any office development needs to consider effects on traffic movements within the city centre and opportunities for promoting sustainable transport modes

- 4.16 It is important to maintain the vitality and viability of the City Centre as a sub-regional shopping area, serving not only the District but also its larger catchment area. The Primary Retail Area contains all the important shopping streets and areas in the City Centre. All the major stores are included together with the streets with continuous shopping frontages and sites where shopping development is acceptable in principle.

Add in 300m and boundary definition from PPS6 referring to barriers to movement see retail study

POLICY EC5 Large Stores and Retail Warehouses

Other than sites allocated within this Plan, proposals will not be permitted for large stores and retail warehouses with large adjacent customer car parks, unless a qualitative and quantitative need can be demonstrated. Where need is proven and there is an essential requirement to transfer bulky customer loads from store to car, except may be permitted where sites:

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

Proposals for the extension of floorspace (including the use of a mezzanine floor) at existing large stores or retail warehouses will also be considered in relation to the above criteria.

Could be strengthened by identifying that there would be no adverse effects on nature conservation and not lead to increase risk in flooding.

- 4.22 Carlisle has been the subject of considerable and continuing pressure for off-centre shopping development since 1985, for both superstores and retail warehouses. During this time three superstores ASDA, Morrisons and Tesco have been built and have extended their premises, as well as two retail warehouse parks at St Nicholas Gate and Greymoorhill, together with a number of individual large stores. Outline permission has been granted for a 3715 sqm (40,000 sq ft) food superstore on the edge of the City Centre at Viaduct Estate Road and development of retail warehouse units has been recently completed at Charlotte Street.

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- 4.23 For the purposes of this policy large stores and retail warehouses are usually those where the gross floor space is over 2500 square metres (26,913 square feet) and where there is a requirement for ease of transfer of goods from store to car. In certain circumstances, where stores smaller than 2500 square metres are being proposed but have similar requirements, such stores will also be considered within this policy.

Insert reference to retail study and comparison need for the period up to 2016

- 4.24 It is anticipated that there will be a continuing pressure for retail development. It is considered that any such application should be judged against the above criteria, although it is recognised that mixed commercial areas, which are often located close to the City Centre, are more likely to offer suitable retail locations than similarly located areas subject to other policies and the sequential approach contained in PPS6.

POLICY EC7 Neighbourhood Facilities

Proposals for neighbourhood supermarkets within or adjacent to the district centres, identified on the Proposals Map, will be acceptable providing that:

1. it is well related to existing local shopping provision; and
2. it does not adversely affect the amenity of any adjacent residential areas; and
3. appropriate access, parking and security arrangements can be achieved; and
4. appropriate landscaping is an integral part of the scheme.
5. it does not affect the viability or vitality of the district centre

In order to minimise the impact on nearby centres conditions may be imposed to restrict the sale of non-food goods in such stores and limit the size of stores to reflect the scale of the district centre.

Could be strengthened by identifying need for neighbourhood facilities to be accessible by safe cycle/pedestrian routes.

- 4.29 Neighbourhood supermarkets can provide a useful service for local people, providing opportunities for those without cars to benefit from discounted food stores and being close to residential areas, help to reduce demand to travel by private car.
- 4.30 Recent inquiries and applications have been on a variety of sites or buildings within existing residential and industrial areas, often unrelated to existing local shopping provision. It is desirable that such sites remain in their current or identified use as they provide useful inner City locations for both new housing and employment, helping to reduce both the demand for peripheral sites and the need to travel.
- 4.31 This policy guides future development to suitable locations within, or adjacent to the larger neighbourhood centres in Carlisle and is consistent with advice in both PPS 6: Planning for Town Centres, paragraph 28 and PPG 13: Transport,

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paragraph 35 which encourage local convenience shopping to be within existing local centres. The scale of neighbourhood stores is to be in the region of no more than 1500 square metres.

Refer to retail study and capacity

POLICY EC10 Food and Drink

Proposals for uses within Use Class A3 (restaurants and cafes), A4 (drinking establishments) and A5 (hot food takeaways) will be approved provided that:

1. The proposal does not involve unacceptable disturbance to occupiers of residential property; and
2. The proposal does not involve unacceptable intrusion into open countryside; and
3. The proposal, whether new development or conversion complements surrounding development or the character of the existing building; and
4. Appropriate access and parking can be provided; and
5. Opening hours will be imposed having regard to the surrounding uses, the character of the area and the possibility of disturbance to residential areas.

Proposals for A3, A4 and A5 related uses should be situated in accessible locations, within or adjacent to existing centres in line with the sequential approach in PPS6 unless material considerations dictate otherwise.

Needs to demonstrate that it does not involve inappropriate intrusion into the open countryside and will not affect the character of surrounding buildings. Could require to demonstrate there will no adverse effects on biodiversity or cultural heritage.

POLICY EC11 Rural Diversification

Development proposals to diversify and expand upon the range of economic activities undertaken in rural areas will be encouraged where the proposal re-uses or adapts existing traditional buildings (of permanent construction) for commercial, industrial or recreational uses. Any new building required as part of a diversification scheme must be well related to an existing group of buildings to minimise its impact, blending satisfactorily into the landscape through the use of suitable materials, design and siting.

Proposals should:

1. Be complementary to or compatible with the agricultural operations in the rural area; and
2. Be compatible with the character and scale of the operation and its landscape character; and
3. Not lead to an increase in traffic levels beyond the capacity of the surrounding local highway network; and
4. Be capable of providing adequate access and parking arrangements.

Conversion of premises (of permanent construction) to live/work units will be acceptable providing that they maintain the character of the original building and be in the region of

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60% residential to 40% employment use. Permission for later conversion of the employment part will not be acceptable unless replacement employment use is provided in adjacent premises.

Mitigation: Policy also needs to consider effect on cultural heritage. Should define what redundant land comprises. Some areas perceived as redundant may be high quality agricultural land/valuable greenfield land

POLICY EC12 Sustaining Rural Facilities and Services

Outside the key service centres of Brampton and Longtown, the change of use of a local shop, public house, post office, doctor's surgery, dental surgery, school, bank, church/chapel, village hall or other facility considered important to the community will only be permitted where it can be demonstrated that:

1. Its current use is no longer viable and there is currently scope for an alternative community use; and
2. There is adequate alternative provision in the locality to serve the local community; and
3. All options for their continuance have been fully explored.

Proposals for the development of or extension to village services and facilities, including proposals which will assist in their retention, will be permitted provided that:

1. The scale and design does not adversely affect the local built environment ~~or~~ and respects local landscape character; and
2. It does not have an adverse impact upon residential amenity; and
3. Appropriate parking and servicing arrangements can be made.

Mitigation: need to identify that development must consider the effects on biodiversity and cultural heritage.

POLICY EC13 Farm Shops

Proposals for the establishment of, or extension to, farm shops outside existing settlements will be permitted provided that:

1. The enterprise would not undermine the viability and vitality of existing nearby village shops/facilities; and
2. The range of goods sold are restricted to ensure the operation remains as a farm shop which is agricultural in character; and
3. The retail use has to be in association with an established agricultural holding; and
4. The scale, design and landscaping of new or converted facilities respects local landscape character; and
5. Such facilities are capable of being developed within the curtilage of an existing group of buildings.

Mitigation: need to identify that development must consider the effects on biodiversity and cultural heritage.

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POLICY EC14 Caravan Sites

Proposals for the development of caravan sites will be acceptable provided that:

1. The siting and scale of the proposal does not have an unacceptable adverse effect on the character of the local landscape; and
2. The site is adequately landscaped; and
3. The site is contained within existing landscape features; and
4. The level of traffic generated by the proposal can be adequately accommodated by the local road network without detriment to the particular rural character of the area;
5. Adequate access and appropriate car parking can be provided.

In addition, the Council will consider the need to impose seasonal restrictions through the use of planning conditions to safeguard the environment and landscape through the winter months.

Mitigation: need to identify that development must consider the effects on biodiversity and cultural heritage.

POLICY EC15 Tourism Development

Priority will be given for tourism related development in the City of Carlisle in accordance with Structure Plan Policy EM15. Proposals will be supported in Carlisle and elsewhere where they contribute towards the economic and physical regeneration of an area provided that the following criteria are met:

1. The scale and design of the development are compatible with the surrounding area; and
2. There would be no unacceptable adverse impact on the landscape/townscape; and
1. Adequate access by a choice of means of transport and appropriate car parking can be achieved; and
4. The level of traffic generated can be adequately accommodated within the local road network without detriment to the particular rural character of the area; and
5. If the proposal is within the rural area it is well related to an established settlement or group of buildings, or would form an important element of a farm diversification scheme; and
6. The distinctive environment, culture and history of the area are safeguarded.

Hadrian's Wall World Heritage Site is a major attraction for sustainable tourism and proposals for new tourism development which aim to promote the enjoyment and understanding of the WHS whilst meeting the above criteria will be permitted.

Could be strengthened by promoting the distinctive environment, culture and history of the area as a tourist attraction.

Opportunities for promoting sustainable transport to the tourist industry

Could promote the use of sustainable design and construction techniques

PROPOSAL EC20 Employment & Commercial Growth Land Allocations

To provide for employment development needs, in addition to sites with planning

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permission, an additional 77 hectares are allocated for employment purposes, providing for a variety of employment needs.

Given the proposed locations for economic development and the allocations on these sites the policy should make general requirements that all developments must take into consideration the effects on: biodiversity; landscape character; cultural heritage; levels of congestion around the key employment areas; potential impacts of HGV movements on roads between the M6 and Carlisle Airport; opportunities for promoting public transport, pedestrian and cyclist access; protection of best and most versatile land; flood risk; urban spread; effects on access to employment; effect on proposed sites of urban regeneration

- 4.67 Employment land allocations are set as minimum targets within the Joint Structure Plan. There are no targets for either brownfield or greenfield land, although a sequential approach is encouraged which would normally prioritise brownfield land.
- 4.68 In order to meet these targets existing permissions will satisfy the initial 5 year period to 2006. Post 2006 the Regional Investment Site at Kingmoor Park will satisfy the allocation for this land.
- 4.69 There are deficiencies in the strategic employment site provision. This will be rectified towards the end of the Plan period with the allocation of 20 hectares of land at Brunthill. Land at Brunthill will provide an additional 10 ha of Regional Investment Site. This land will be allocated post 2011 unless there remains less than 15 ha of land at Kingmoor Park at which point it can be brought forward sooner.
- 4.70 For the Business Park development the existing allocation of land at Morton will fulfil the Structure Plan requirement combined with the development at Harraby Green Business Park and Gladman at Parkhouse. In addition land allocated at Rosehill which was subject of an Inquiry earlier this year was also considered suitable for business use.

~~4.74~~ Land is to be designated for potential redevelopment in the Rickergate area of the City Centre to provide for additional retail/office and hotel development. This will be on ~~existing~~ land already in employment use. Any additional employment premises arising as a net gain to the stock will be monitored against the overall employment land provision (Use Class B1, B2 and B8).

Additional text required to take into account the impact on the potential to flood and the need to undertake further detailed assessment as referred to in the SFRA.

- 4.72 Research into the property market in Carlisle in 2002 indicated that despite Carlisle being the administrative centre for the County, the office market appeared undeveloped for a City of its size. Development of the City's office sector could widen the economic base and increase the skills base. Very little office space is available and there is a continuing demand for well located,

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modern, good quality office space. Demand for 'over the shop' space continues to be weak.

North of Townfoot Industrial Estate, Brampton

- 4.81 This site is well related to the existing settlement and has good access to the by-pass. It is considered that the allocation is consistent with advice contained in paragraph 3.5 of PPG 13 with regard to rural centres. The development of this site, if well designed, has the potential to have limited impact on the landscape. The site lies in a natural basin and the existing strong landscape features, together with new planting and existing landforms, would ensure that new development could take place progressively without undue disturbance to neighbouring occupiers. Any development would not be seen from the by-pass, and from other viewpoints would be seen only in the same context as the existing industrial estate. Planning permission has been granted for the access road to open up the land for development.

Add reference to SFRA and the fact that permission given and objection from Environment Agency overcome by conditions but still an issue for the estate development.

Retail

- 4.83 A retail allocation will be made in Morton in line with the existing allocation set out in the current Local Plan as part of the urban extension. The allocation will be for a supermarket of 2,500 square metres. This will assist in addressing the shortfall of qualitative provision in the south west of the City as well as catering for the demand from the Morton Development of housing and employment.

Neighbourhood Food Store – Morton District Centre

- 4.84 Following the Inquiry into the Carlisle District Local Plan in 1997 an allocation was made for a neighbourhood facility to serve the new housing allocations and the closely adjoining parts of the Morton estate.
- 4.85 As such a facility is unlikely to be viable until part of the residential development is occupied, it is unlikely to be developed until towards the middle of the Plan period. Carlisle retail study considered that there was sufficient capacity within Carlisle for future food retail development. This study considered a capacity of 5,000 sq m for the store, however it was dependent upon other developments in retail in the City. Since the publication of the retail study a number of permissions have been granted and a revised capacity is now considered relevant. A more detailed assessment of commercial viability was to be carried out when residential development was underway. This has not yet been undertaken and an assessment will be possible once additional housing development is underway. In the meantime, land is allocated for such a facility, together with adjoining land reserved for Park and Ride.

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Increase size reference and need to develop a district centre at Morton to reduce overall travel distances. Link to PPS6 and retail study

Lowther Street

- 4.86 The area bounded by the Bowling Green Hostel, Georgian Way, Chapel Street and Lowther Street is currently used for car parking. This site is suitable for a major retail development although a mixed use scheme including shopping, office and residential development will be considered.
- 4.87 Redevelopment proposals will be acceptable provided that they complement and reflect the quality of the adjacent Lanes development. There are a number of listed buildings in Chapel Street and the scale of development must be complementary to and reflects buildings included in the Portland Square and Chatsworth Square Conservation Area. Satisfactory access for service vehicles must be able to be provided for any proposed scheme.
- 4.88 The Bowling Green Hostel has been extended and other parts of the area have been the subject of applications for redevelopment. The Carlisle Shopping Study 2000 identified potential for further comparison goods growth in the City Centre and this area is suitable for accommodating some of this expansion. It is not considered, however, that the whole site should be devoted to retail use. Concentrating shopping development to the north and east of the City Centre will affect the viability of the southern parts of the City Centre.
- 4.89 Through the work of Carlisle Renaissance it may be possible to integrate the development of the Lowther Street site with the larger regeneration of Rickergate providing for a more comprehensive scheme.

Refer to retail study and the potential for this site or its development as a larger site connected to Rickergate which could deliver the location for the city centre comparison shopping as identified in the retail study.

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Chapter 5: Housing

POLICY H1

Location of New Housing Development

New housing development will be located in sustainable locations in accordance with PPG 3: *Housing*, Regional Planning Guidance and the Joint Structure Plan. During the Plan period 80% of new development will be located within the urban area of Carlisle, including allocated sites on the edge of the City referred to in Proposal H156. The remaining 20% will be permitted in the rural area of the District with the focus on the two Key Service Centres of Brampton and Longtown.

In the remainder of the rural area small-scale development will be located in accordance with Policy GDP1 and other policies of this Plan to ensure that:

1. the site is well related to the landscape of the area and does not intrude into open countryside; and
2. the scale of the proposed development is well related to the scale, form and character of the existing settlement; and
3. the layout of the site and the design of the buildings is well related to existing property in the village; and
4. the siting and design of the buildings is well related to and does not adversely affect the amenity of neighbouring property; and
5. appropriate access and parking can be achieved; and
6. the proposal will not lead to the loss of amenity open space within or at the edge of the settlement; and
7. the proposal will not lead to the loss of the best and most versatile agricultural land.

Settlement boundaries have been drawn for the following Local Service Centres within which proposals will be judged against the above criteria.

Burgh-by-Sands	Castle Carrock	Cummersdale
Cumwhinton	Dalston	Gilsland
Great Corby	Great Orton	Hallbankgate
Hayton	Heads Nook	Houghton
Irthington	Raughton Head	Rockcliffe
Scotby	Smithfield	Thurstonfield
Warwick Bridge (including Little Corby & Corby Hill)	Wetheral	

In the following settlements small-scale infilling (development between an otherwise continuous frontage) will be allowed where this does not conflict with the criteria above and is evidenced by local need to be in that location. S106 agreements may be used to ensure local occupancy to provide for the identified need.

Blackwell	Cardewlees	Cargo
Carleton	Cotehill	Cumwhitton
Durdar	Faugh	Harker
Hethersgill	How Mill	Lanercost
Laversdale	Low Row	Monkhill
Moorhouse	Talkin	Todhills
Walton	Warwick-on-Eden	Wreay

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Mitigation: policy needs to identify that housing development in these locations needs to take into consideration the effects on biodiversity; landscape/townscape character; cultural heritage; flood risk; cumulative effects associated with urban spread

POLICY H2 Primary Residential Areas

Within the Primary Residential Areas defined on the Inset Maps for Carlisle, Brampton and Longtown, proposals for new residential development will be acceptable provided that:

1. existing areas of open space and other amenity areas are safeguarded; and
2. the proposed development does not adversely affect the amenity of adjacent residential property; and
3. the proposed development complements or enhances existing adjacent residential areas and their amenity; and
4. satisfactory access and appropriate parking arrangements can be achieved.

Proposals for uses other than residential will not be permitted in Primary Residential Areas other than where they do not adversely affect residential amenity. Development that would create unacceptable noise, smell, safety and health impacts or excessive traffic generation will not be acceptable. The traffic impact of new development upon existing residents through inconvenience and detrimental effect will be taken into account. Such schemes falling within the scope of this policy will be considered against the above criteria as well as other policies of the Plan appropriate for the proposed use. Outside the Primary Residential Areas and sites allocated under Proposal H156, applications for residential development, including redevelopment and the change of use of vacant and underused buildings, will be permitted provided that:

1. satisfactory housing conditions can be achieved; and
2. the proposal will complement the existing character of the area; and
3. the proposal will not adversely affect the amenity of the area; and
4. satisfactory access can be provided; and
5. appropriate parking arrangements can be made.

Mitigation: policy needs to identify that housing development in these locations needs to take into consideration the effects on biodiversity; landscape/townscape character; cultural heritage; flood risk

POLICY H3 Residential Density

On new residential development the City Council will seek to achieve an average density of between 30 and 50 dwellings per hectare in accordance with PPG 3. The level of density will be required to reflect the opportunity to provide the best use of land as well as taking into account site conditions and the nature of the surrounding development. Developments proposing a residential density of below 30 dwellings per hectare will have to justify an exception to PPG3 criteria. Developments close to the City Centre will, where appropriate, be expected to be a higher density achieving over 50 dwellings per hectare.

Mitigation: Should make reference to the need for housing densities to take into account the effects on flooding

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POLICY H4 Residential Development on Previously Developed Land and Phasing of development

The City Council will achieve the Structure Plan permission targets of 65% brownfield in the urban area and 40% brownfield in the rural area during the Plan period. In order to achieve the higher target in the urban area greenfield permissions will not be granted in addition to any allocations in Proposal H156. In order to achieve these targets permission will be phased on sites over 20 dwellings in the urban area and over 10 dwellings in the rural area.

These targets will be achieved through a sequential approach to site development where brownfield sites are available in the sustainable locations consistent with DP1 and not developed solely because they are brownfield sites.

Mitigation: Needs to take into identify that development on brownfield land needs to take into consideration the potential effects on biodiversity

POLICY H9 Backland Development

Proposals for housing development, where appropriate, in large back gardens or behind existing housing developments will be acceptable providing that:

1. the scale, design and siting of the proposal is appropriate for the site and is in keeping with the character and quality of the local environment; and
2. there is no loss of amenity to surrounding properties; and
3. existing landscape features are retained and additional planting is included as an integral part of the scheme; and
4. appropriate access and car parking can be achieved.

Mitigation: Policy should identify the need to take into account the effect on conservation areas or the setting of listed buildings

POLICY H12 Subdivision of Houses and Houses in Multiple Occupation

Proposals for the subdivision of houses into smaller units, or for change of use to a house in multiple occupation will be acceptable provided that:

1. there is no loss of amenity to surrounding residential properties; and
2. appropriate access and car parking provision can be achieved; and
3. the proposal ensures the creation of units of a good standard and does not result in the creation of substandard units; and
4. adequate internal and external space is provided.

Proposals for additional subdivision of properties within Chatsworth Square and Portland Square will not be acceptable

- 5.57 The traditional family housing areas in Carlisle provide an important source of family accommodation. This resource needs to be protected from inappropriate conversion, which would have an adverse effect on the amenities of the surrounding residential area.

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- 5.58 In certain circumstances, however, the subdivision of houses into self-contained accommodation may be acceptable. Such subdivision can provide an important source of small housing units for the increasing number of smaller households and may provide the opportunity to improve unfit or substandard housing.
- 5.59 Applications for the subdivision of family houses into self contained accommodation will therefore be considered against the above criteria to ensure that the property is suitable for conversion:
1. acceptable living conditions can be achieved;
 2. appropriate parking provision can be made; and
 3. that the internal layout of accommodation, provision of amenities, outside drying and bin spaces are adequate to prevent loss of amenity for neighbours or the surrounding residential area.
- 5.60 A house in multiple occupation, (HMO) as defined in the 1985 Housing Act is one that is occupied by persons who do not form a single household. Circular 12/93 Houses in Multiple Occupation states that Planning Policies should take full account of the need for HMO type accommodation so that unnecessarily restrictive planning constraints are not imposed.
- 5.61 Although this policy does not define specific areas where such conversions would be acceptable, there are certain parts of the Plan area, particularly in the eastern fringe of the City Centre where large two and three storey Victorian terraced houses predominate, which are perhaps too large for modern family accommodation. The subdivision of such larger houses into self-contained accommodation, if carried out correctly, can provide a viable alternative to family occupation and help prevent decay of older property.
- 5.62 In the east of the City there are a large number of properties in multiple occupation. It is important that adequate parking provision can be made or is available in the locality.
- 5.63 Although there are seventy HMOs registered under the Approved Scheme of Registration of HMOs (a mandatory Scheme Registered with the DoE in 1987, under the Housing Act 1985), there are approximately 350 that are unregistered. HMOs tend to be concentrated in the area around Warwick Road to Botchergate, including Chatsworth Square. The City Council recognises that the need for HMOs will continue to increase in the future as a result of the rising student population in Carlisle. The City Council has introduced an Accreditation Scheme for 'shared houses' which lists smaller privately rented properties that have been inspected and which meet the required standard. This policy is therefore necessary to ensure that proper environmental standards are achieved and local amenity is not adversely affected.
- 5.64 There are a number of unauthorised houses converted to bed sitting rooms and enforcement actions will be taken where appropriate. Where residential amenity and/or the character of the area are being adversely affected by these unauthorised uses, permission will not be given.

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5.65 Certain areas within Carlisle already have a number of large houses that have been subdivided. It is considered that the contribution that these buildings make to the street scene is of sufficient import to prevent them from further subdivision. In particular Chatsworth Square and Portland Square are of significant character and the nature of the locality would merit reinstatement of individual residences.

PROPOSAL H16 Site Specific Allocations

To provide for housing needs an additional 4955 dwellings are required between April 1st 2002 and March 31st 2016. This figure takes account of the number of outstanding permissions at 1st April 2002. Making allowances for windfall sites provision, land for a further 2190 dwellings is allocated for primary residential purposes, providing for a variety of housing needs. The additional sites, are set out in the table below and subsequent paragraphs. All housing developments will be closely monitored to ensure that the scale of residential development relates to the Structure Plan requirement.

The policy should make reference to the need for housing developments to take into consideration the effects on flooding

Urban Area	Total	Brownfield	Greenfield
Structure Plan Target	3500	2275	1225
Raffles dwellings demolished	540	540	
(A) Overall Requirement	4040	2815	1225
(B) Permissions 01/04/02-31/03/05	1041	1016	25
Sites to be allocated:			
Rome Street/Railway Land	48	48	
77-87 Burgh Road	28		28
Land adjacent H K Campbell School	33		33
Greystone	30		30
Wakefield Road/Lowry Hill	80	60	20
Carrs Field, Caxton Road	125		125
Lindisfarne Street	130	130	
Nelson Street	103	103	
Milbourne Street	30	30	
Cavaghan & Gray London Rd	104	104	
Laings Site Dalston Road	90	90	
Penguin Factory Westmorland Street	64	64	
Key Safety Systems Norfolk Street	100	100	
Hilltop Heghts	50	50	
Harraby Green Road	30	30	
St Nicholas	50	50	
Deer Park	60	60	
Carlisle Racecourse/Lowry Street	43	43	
Rickergate	?	?	
Viaduct Estate Road	?	?	
Morton Development	800		800
Raffles replacement estimate	500	500	
(C) Total allocated	2498	1462	1036
(D) Windfall	550	550	

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Remaining sites = A (B+C+D)	-49	-213	-164
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Add in explanation of Carlisle Renaissance sites generating mixed developments including some residential (figures to be confirmed)

Rome Street and adjacent Railway Land

- 5.83 A former gas works site in Rome Street close to the edge of the City Centre has been under-utilised for some time. Permission was granted for employment uses but the site remains unattractive with only minimal use of a waste transfer station. In a mixed use area the land is within walking distance a number of facilities and the City Centre. The site is suitable for residential development although this is dependent upon the contamination of the land being satisfactorily remediated. The extent of development would require play area provision although alternative sites nearby may also be considered. In addition to the gas works site the land to the rear which is former railway land has been included in the allocation and is likely to require access through the development from Rome Street. Alternative access arrangements may be considered although care should be taken to ensure that they do not conflict with safeguarding the goods avoidance line through Carlisle. The gas works site contains Gas Holder No.4 listed building which is excluded from the allocation. The future of the listed building should be taken into account in the consideration of future occupiers of the site to ensure satisfactory arrangements can be made.

Add reference to potential to flood but through discussions with the environment agency able to condition any measures

Greystone Road

- ~~5.86 This land previously had permission for residential development as a final phase of the riverside way development. The land is currently neglected and a variety of schemes have been discussed but not yet implemented. Further discussions with the Environment Agency are currently being undertaken to arrive at a satisfactory scheme. Part of the overall site was in previous use although the remaining element is a greenfield site. The site lies within 1.5km of the City Centre.~~

Difficulties with this site in resolving the flood risk arising from development suggest deletion of this site as not consistent with PPG25 as identified in the Strategic Flood Risk Assessment.

Nelson Street

- 5.90 This site is part redevelopment of the United Utilities site at the corner of Nelson Street and Blencowe Street. An office use is to be retained on the site and this area is excluded from the allocation. The Mill Race crosses the site and access will be required for maintenance. This could be designed into redevelopment of the site. The development will replace a large industrial structure and therefore design principles should look to the surrounding housing for influence. There may be opportunity to enhance existing play facilities in the area rather than additional provision.

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Add reference to potential to flood but through discussions with the environment agency able to condition any measures

Milbourne Street

- 5.91 This site is a former builders depot and is situated between Milbourne Street and the river Caldew. Close to the City Centre the site is considered suitable for a high density, high quality residential development and could relate to the recently constructed University Library and resource centre adjacent to the site. The site flooded in January 2005 which will have implications for the ground floor levels and use in order to deal with necessary flood alleviation.

Add reference to potential to flood but through discussions with the environment agency able to condition any measures (already referenced)

Penguin Factory, Westmorland Street

- 5.94 This site is the redevelopment of a factory which has now ceased production. Although the main building is not listed, its form is characteristic of the Denton Holme area. Conversion of the factory should be considered in any redevelopment proposals. Existing buildings have a dense urban form and this can be echoed in proposals for the site. Retention of employment use is not considered appropriate for this site. Provision of play space which would normally be required on a site of this scale will be considered by commuted sum payment.

Add reference to potential to flood but through discussions with the environment agency able to condition any measures

Key Safety Systems, Norfolk Street

- 5.95 This site is now contracting its business and whilst some employment use will remain on the site accessed from Constable Street, the main part of the site is considered suitable for residential development. The site is adjacent to the Mill Race from the River Caldew and opportunity should be taken to enhance this feature of the site as access will be required for maintenance. The opportunity to redevelop the site and integrate development into the surrounding urban form will be most appropriate.

Add reference to potential to flood but through discussions with the environment agency able to condition any measures

Harraby Green Road

- 5.97 A number of developments have been undertaken in this area comprising a mix of small scale business and residential development. This site has been tipped for a number of years and detracts from the local area. Redevelopment of the site for residential use will complement recent adjacent developments. The site is adjacent to the River Petteril and although it did not flood in January 2005 the need to have regard to surface water run off and impact on the river environment

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is essential. Part of the site will be reserved from development in order to improve flood flow.

Add reference to potential to flood but through discussions with the environment agency able to condition any measures - (already referenced)

Add in text for Carlisle Renaissance sites

Morton

- 5.101 The area to the south west of Morton has been allocated as the major development area within Carlisle. The 41 hectares of residential land, which is in two separate allocations, is a major part of that development which also includes retail, employment and open space allocations. These are subject to other proposals of the Plan. Within the allocation of 41 hectares, there will be a requirement for the provision of open space. Within the Housing area to the north of the A595, based on the requirements established by the previous Policy L9 (proposed LC2), the following provision will be required :

Sports pitch	1.50ha.
Equipped playground	0.22ha.
Informal playspace	0.40ha.

For the housing allocations to the south of the A595 the sports pitch provision will be met within the Primary Leisure Area allocated under Proposal LC13. The standards required for children's' play space, to be met within the housing allocations, will be:

Equipped playground	0.40ha.
Informal playspace	0.70ha.

- 5.102 Over 40% of the population of Carlisle live within the area between the Rivers Eden and Caldew and there are no major retail or employment allocations in the area. The area is therefore seen as an ideal opportunity to make related allocations to help reduce both the number and length of private car journeys for both shopping and work. The residential allocations are well related to secondary education provision at Morton School. The area is well served by public transport and improvements can be made to existing service provision to link the residential and employment areas. It is anticipated that the development of this area will extend throughout the Plan period and will be phased to ensure brownfield sites are brought forward. The City Council has prepared a development brief and Masterplan to guide all major development in this area.
- 5.103 Development has started on the northern part of the original allocation at 'The Beeches'. The additional residential developments were subject to planning applications which have been called in and awaiting additional submissions before consideration at an Inquiry. In preparing the information an environmental assessment has been undertaken which updates information in the Masterplan. As a consequence the numbers of dwellings have been increased to reflect a higher density of development. Development of this site shall not commence until 2008 when other greenfield allocations have been developed and then shall be phased. It is considered that during this plan period 800 dwellings will be

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developed on this site with an additional 100 units developed in the following period allowing for a long term phased development of this sustainable extension.

Add reference to potential to flood but through discussions with the environment agency able to condition any measures

Chapter 6: Local Environment

POLICY LE5 River Corridors

The City Council, in conjunction with the Environment Agency, will seek to promote the concept of river corridors as important areas of open space and for wildlife. It will promote, where appropriate, initiatives to conserve the quality and value of rivers, particularly for nature conservation purposes and will identify appropriate locations for public access and water related sport and recreation. The City Council will also consider improving the opportunities for economic development in relation to the rivers as an asset for the City.

Permission will not be granted for developments which are likely to have a detrimental impact on nature conservation, public access the quality of the landscape or recreational facilities found within river corridors.

Could strengthen the policy by promoting the economic benefits of river corridors e.g. tourism potential. Also potential to promote them for educational purposes

- 6.28 The City Council recognises that river corridors are of great importance for water resources, water quality, nature conservation, fisheries and recreation and that they often make a significant contribution to the character of the landscape. In many instances river corridors are an important source of open space in their own right, but frequently also form links or 'green chains' between areas of open space. These links can be crucial for the survival or enhancement of wildlife. The Council is committed to the protection and wherever possible enhancement of river and wetland environments. Consequently the Council will support initiatives and proposals which will result in the conservation or enhancement of the natural elements of the river environment, results in landscape improvements or which promote appropriate public access and water-based recreation in river corridors. Conversely, planning consent will not be granted for developments which are likely to have a detrimental impact on nature conservation, public access, the quality of the landscape or recreational facilities found within river corridors. The Council will also protect access for operational or maintenance purposes.
- 6.29 The Three Rivers Strategy is a strategy developed by the City Council to exploit the potential of the three rivers in Carlisle for their economic, tourism, leisure, ecological and environmental opportunities. Surveys have been undertaken which identify anticipated development sites and ideas for infill or opportunity sites, together with environmental enhancement, landscape framework and management ideas. In addition, the City Council will, where appropriate, encourage the creation of new native woodlands along river valleys. The Three Rivers Strategy will be updated early in the Plan period and the findings of that review will be taken into account in the implementation of this policy.
- 6.30 Carlisle Renaissance originates in the City's water environment and it therefore recognises the importance of the rivers in the functionality of the City. One of Carlisle renaissance's primary objectives is to create a vibrant waterfront

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environment that acknowledges the attractiveness of the rivers and their potential. This will be provided through an integrated approach an opportunity for green transport corridors, attractive environments and an opportunity to encompass measures to reduce the risk from flooding.

POLICY LE6 Hadrian's Wall World Heritage Site

Development will not be permitted where there is an unacceptable impact on the Hadrian's Wall Military Zone World Heritage Site.

Could place more emphasis on promoting Hadrian's Wall as a tourist attraction improving sustainability of the supporting infrastructure. Promoting sustainable transport modes for visitors would strengthen the policy.

POLICY LE7 Buffer Zone on Hadrian's Wall World Heritage Site

Within the buffer zone of Hadrian's Wall Military Zone World Heritage Site, as defined on the Proposals Map, proposals for development which would have an unacceptable adverse impact on the character and/or setting of the World Heritage Site will not be permitted. Development within or adjacent to existing settlements, established farmsteads and other groups of buildings will be permitted, where it is consistent with other policies of this Plan, providing that:

1. the proposal reflects the scale and character of the existing group of buildings; and
2. there is no unacceptable adverse effect on the character and/or appearance of the Hadrian's Wall Military Zone World Heritage Site.

Within the outer visual envelope, beyond the Hadrian's Wall Military Zone World Heritage Site, proposals for major development which would have an adverse effect on the character of the World Heritage Site will not be permitted unless the need for the development outweighs the environmental costs.

Strengthen the policy in terms of sustainable land regeneration guidelines showing a hierarchy of types of land to be used for development could be included to ensure derelict or brownfield sites are utilised first.

POLICY LE11 Enhancement of Major Archaeological Sites

The City Council will encourage proposals which enhance major archaeological sites.

Potential to strengthen this policy by identifying opportunities for promoting major sites of archaeological importance as tourist attractions. This would also have positive effects on the local economy.

POLICY LE12 Scheduled/ Nationally Important Ancient Monuments

Development will not be permitted where there is an unacceptable impact on scheduled and other nationally important ancient monuments and their settings.

Could be enhanced by putting more emphasis on supporting documents that would promote and enhance the scheduled/nationally important ancient monument.

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POLICY LE13 Proposals Affecting Listed Buildings

Proposals for new development which adversely affects a listed building or its setting will not be permitted. Any new development within the setting of a listed building should preserve the building's character and its setting. The City Council will seek to encourage any new development to be sympathetic in scale, character and materials.

Could be strengthened by identifying the use of sustainable design and construction techniques in developments which will affect the listed building if appropriate

POLICY LE14 Alterations to Listed Buildings

Applications for alterations or extensions to listed buildings must have regard to the scale, proportions, character and detailing of the existing building (both internally and externally) and of its windows and doorways. Any proposals which have an unacceptable impact on the listed building will not be permitted.

Applications will be assessed against the following criteria:

1. the importance of the building, its intrinsic architectural and historic interest and rarity, and its significance to the local distinctiveness and character of the district;
2. the particular physical features of the building
3. the setting of the building and its contribution to the local scene;
4. the extent to which the proposed works would bring substantial benefits for the community.

Could be strengthened by identifying the use of appropriate sustainable design and construction techniques when making alterations to listed buildings.

POLICY LE15 Demolition of Listed Buildings

There will be a presumption in favour of the preservation of listed buildings.

Applications for listed building consent for demolition will be assessed against the following criteria:

1. the intrinsic quality of the building and its contribution to the landscape/townscape;
2. the structural condition of the building;
3. efforts made to retain the building in its current use, or find compatible alternative uses;
4. the cost of repair and maintenance in relation to the importance of the building;
5. the merits of alternative proposals for the site.

Permission for demolition will only be granted in exceptional circumstances.

All proposals for demolition must be accompanied by details of redevelopment.

Could be strengthened by identifying the use of appropriate sustainable design and construction techniques when a listed building has to be demolished to ensure replacement developments are not only in keeping but sustainable.

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POLICY LE16

Change of Use of Listed Buildings

The change of use of a listed building will be permitted provided it would not have a detrimental effect on the special architectural or historic interest of the building and neighbouring properties.

Could be strengthened by identifying the use of appropriate sustainable design and construction techniques when changing the use of a listed building.

POLICY LE19

Buildings at Risk

During the Plan period the Council will actively seek to reduce the number of Buildings at Risk on national or local registers by assisting with proposals for their re-use which are sympathetic to their historic character and setting.

In addition the Council will prepare a local list of buildings which are important for their historic, architectural design or location. Proposals for the demolition of locally listed buildings will be resisted in order to maintain the contribution they make to the local environment.

Could include that sustainable design and construction techniques should be used in repairing/restoring listed buildings.

POLICY LE20

Conservation Areas

The City Council will continue to review existing and designate new conservation areas. The City Council will encourage, and permission will be granted for development within and adjoining conservation areas which preserves or enhances their character. The City Council will seek to ensure any new development or alterations to existing buildings are in sympathy with the setting, scale, density and physical characteristics of conservation areas, and protect important views into or out of such areas. Applications for outline planning permission will not be accepted for proposals in conservation areas.

Proposals for new development and/or the alteration of buildings in conservation areas should harmonise with their surroundings:

1. the development should preserve or enhance all features which contribute positively to the area's character or appearance, in particular the design, massing and height of the building should closely relate to adjacent buildings and should not have an unacceptable impact on the townscape or landscape;
2. The development should not have an unacceptable impact on the historic street patterns and morphology, roofscape, skyline and setting of the conservation area, important open spaces or significant views into, out of and within the area;
3. development proposals should not result in the amalgamation or redrawing of boundaries between traditional buildings and plots, or demolition and redevelopment behind retained facades;
- 4 wherever practicable traditional local materials such as brick, stone and slate should be used and incongruous materials should be avoided;

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- 5 individual features both on buildings and contributing to their setting, should be retained e.g. doorways, windows, shopfronts, garden walls, railings, cobbled or flagged forecourts, sandstone kerbs, trees and hedges, etc. Where features have deteriorated to the extent to which they have to be replaced, the replacement should match the original;
- 6 proposals which would generate a significant increase in traffic movements and heavy vehicles or excessive parking demands will not be permitted since these would be prejudicial to amenity;
- 7 proposals which would require substantial car parking and servicing areas which can not be provided without an adverse effect on the site and its surroundings will not be permitted.

Could include that sustainable design and construction techniques should be used for developments of new or repair/refurbishment of existing buildings within or surrounding conservation areas.

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Chapter 7: Transport

POLICY T1 Parking Guidelines

The level of car parking provision for development will be determined on the basis of the following factors:

1. the Parking Guidelines for Cumbria as updated by additional requirements in PPG 13;
2. the availability of public car parking in the vicinity;
3. the impact of parking provision on the environment of the surrounding area;
4. the likely impact on the surrounding road network; and
5. accessibility by and availability of, other forms of transport.

Mitigation: The policy could strengthen its recognition of the need to be promoting more sustainable modes of transport by making reference to the need for a proposal to be considered against accessibility and availability of walking and cycling provisions as well as other forms of transport.

Should also include reference to the need for parking provisions to cater for the potential effects of flood risk.

POLICY T2 Parking in Conservation Areas

Within conservation areas, off-street vehicle parks will not be permitted, unless they:

1. are small in scale; and
2. have no adverse impact on the street frontage or character; and
3. have no detrimental effect on neighbouring properties; and
4. have satisfactory access.

Mitigation: Could include reference to the need to consider the effects that insufficient off-street parking may have on on-street parking. If unmanaged can have a detrimental effect on the character of a conservation area. Could be strengthened by including reference to the need to provide/promote alternative forms of transport.

POLICY T3 Parking Outside Conservation Areas

Within the Plan area, outside the conservation areas, proposals for the development of car, coach and lorry off-street parking will be permitted subject to the following criteria:

1. there is an inadequate supply of existing vehicle parking provision in the locality to meet the need for off street parking for public use in the locality; and
2. the site is well related to the existing road network and there is sufficient capacity to accommodate the increased vehicular activity generated by the use; and
3. the proposal does not adversely affect the amenity of the surrounding area.

Mitigation: Policy could be strengthened by assessing parking needs against opportunities for providing or improving public transport, walking and cycling access to certain areas. Policy could include criteria requiring parking provisions to be designed to a high standard which does not have an adverse effect on the quality or character of the surrounding townscape, landscape or countryside.

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Should also include reference to the need for any parking provisions to consider the potential effects on increased flood risk.

Should acknowledge the potential for roadside verges to have important biodiversity value.

POLICY T4 Park and Ride

The City Council, through the Local Transport Plan will be seeking to establish park and ride facilities within the City during the Plan period. Land has been allocated in the Plan in association with the retail development at Morton, on the A595 and at Greymoorhill on the A7, for future park and ride provision. Additional facilities on the principal radial roads in to the City Centre will be considered against the following criteria:

- 1 The ability to reduce travel by car ;
- 2 The ability to implement alternative transport measures to complement the scheme;
- 3 the site is well located in relation to the principal highway network in to the City Centre;
4. the site does not intrude into open countryside;
5. the site does not have an adverse impact on surrounding uses; and
6. adequate landscaping is provided.

Mitigation: The policy should also identify the need to take into consideration the potential effects on biodiversity and flooding. The use of SUDs should also be encouraged.

Insert paragraph

7.14 Through the work on the Movement Strategy as part of Carlisle Renaissance it recognises that there is potential for a third Park and Ride site in the west of the City within easy access from the A69. Further work will be required before a detailed site can be identified.

7.14 It is important to stress that park and ride is seen very much as part of a developing Transportation Strategy for Carlisle which will be implemented in a phased manner when conditions are appropriate.

POLICY T5 Rail Freight

Proposals to facilitate the development of a rail freight terminal and associated infrastructure will be considered favourably where the impact on the surrounding road network and land uses can be accommodated without significant adverse effect.

The prime purpose of the proposal should be to facilitate the development of rail freight. Rail access should be available before the site is occupied and a site travel plan will be required. The proposal should be in a location so that the viability of the site will not be compromised by restrictions on activity or opening hours.

Mitigation: The policy could identify that proposals need to take into consideration the potential effects on development on biodiversity, landscape and townscape.

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Chapter 8: Leisure & Community Uses

POLICY LC2 Primary Leisure Areas

Within Primary Leisure Areas proposals that relate to and complement the existing use and are appropriate in character and scale to the surroundings, will be acceptable. Development or change of use of Primary Leisure Areas to non-sport or recreation uses will not be permitted unless:

1. an alternative open space can be provided which is equivalent in terms of size, quality, accessibility, usefulness and attractiveness; or
2. the Open Space, Sports and Recreational Facilities Audit indicates that the ward has a surplus of open space.

The Local Planning Authority will aim to achieve the following standards of recreational open space provision:

- 3.6 hectares of land/1000 population of informal and formal grassed, wooded or landscaped land, and small amenity areas of public open space;
- 1.86 hectares of playing pitches/1000 population;
- all dwellings should be within 3km of an open space of at least 20 hectares which provides general facilities for recreational activity within a landscaped setting;
- all dwellings should be within 1km of an open space of between 5 and 20 hectares which provides general facilities for recreation provision within a landscaped setting;
- all dwellings should be within 400 metres of an open space of between 2 and 10 hectares which caters for informal recreational needs;
- all dwellings should be within 200 metres of a small formal or informal open space between 0.2 and 2 hectares that is suitable for informal use and has high amenity value.

Permission will not be given for development where it would lead to a reduction in the target for recreational open space provision/1000 population in the ward in which it is proposed.

Policy could be strengthened by including reference to the identification of opportunities for habitat creation in certain areas of open space and in recreational areas.

POLICY LC8 Rights of Way

Carlisle City Council will seek to retain all existing footpaths, bridleways and other rights of way and to establish new routes wherever possible. New development will seek to maintain the existing rights of way network and where possible local improvements and extensions will be sought as part of new developments. Proposals to close or divert existing rights of way will not be permitted unless an alternative route is available which is attractive, serves the same area and is not significantly longer than the original route.

Policy could be strengthened by including reference for identification of opportunities for habitat creation along public rights of way

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POLICY LC11 Educational Needs

Proposals for the development of education facilities should be provided within the existing educational sites as indicated on the Proposals Map. On existing sites, proposals for new buildings should be in close proximity to existing buildings to minimise the visual impact of additional development. Where proposed educational facilities are outside existing sites the location should be close to the intended catchment in order to minimise travel in conjunction with centres listed in policy DP1. Other policies of this Plan will apply dependent upon the proposal and land to be utilised.

Policy could be strengthened by making reference to the visions for creating a learning city and placing more emphasis on the importance of facilities for higher education.

POLICY LC12 Cumberland Infirmary

Land to the west of and on the site of the Cumberland Infirmary, as identified on the Proposals Map, is safeguarded to meet future health needs through the continuing development of the new hospital.

Mitigation: The policy should identify that any development of vacant land or disused buildings should take into account the potential effects on biodiversity. Should also identify that any additional housing development on the safeguarded greenfield land should be of high quality, sustainable design and have minimal effects on the quality and character of the surrounding landscape/countryside

POLICY LC14 Carleton Clinic

During the period of this plan it is likely that additional land will become surplus to requirements at the National Health Trust Carleton Clinic at Garlands. Proposals for development will be considered in accordance with other policies of this plan. Concern over the volume of traffic generated by developments in the vicinity of the site will have to be taken into account in any proposals.

Mitigation: The policy should identify the need for any development to take into account the potential effects on biodiversity and the character/quality of the surrounding landscape and countryside.

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Chapter 9: Implementation, Resources & Monitoring

POLICY IM1

Planning Obligations

The Council will consider the use of Planning Obligations (S106 Agreements) in order to provide for local or community needs relevant to the proposed development as set out in other policies of this Plan. Planning Obligations will cover a number of issues such as affordable housing, recreational space, art, transport/traffic improvements, community facilities, archaeology, amenity space/landscaping, **training and employment**, and crime and disorder measures. Separate guidance will be prepared to set out details of requirements.