

# CARLISLE CITY COUNCIL

Report to:- **Council**

Date of Meeting:- **17 August 2006**

Agenda Item No:-

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<b>Public</b>	<b>Policy</b>	<b>Delegated: Yes</b>
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<b>Accompanying Comments and Statements</b>	<b>Required</b>	<b>Included</b>
Environmental Impact Statement:	No	No
Corporate Management Team Comments:	No	No
Financial Comments:	Yes	Yes
Legal Comments:	Yes	Yes
Personnel Comments:	No	No
Impact on Customers:	No	No

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Title:- **CARLISLE DISTRICT LOCAL PLAN – REVISED  
REDEPOSIT 2001 - 2016**

Report of:- **Director of Development Services**

Report reference:- **DS.66/06**

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## Summary:-

The attached Report was considered by the Executive at their meeting on the 31 July 2006 and recommended it to be passed to Council for approval.

## Recommendation:-

It is recommended that the changes to the Local Plan are approved to consult the public.

**C 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



# REPORT TO EXECUTIVE

## PORTFOLIO AREA: INFRASTRUCTURE AND ENVIRONMENT

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Date of Meeting: 31st July 2006

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Public

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Key Decision: Yes

Recorded in Forward Plan:

Yes

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Inside Policy Framework

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Title: **CARLISLE DISTRICT LOCAL PLAN REVISED REDEPOSIT  
2001 - 2016**

Report of: **DIRECTOR OF DEVELOPMENT SERVICES**

Report reference: **DS 49/06**

### Summary:

The report sets out the proposed amendments to the Local Plan taking into account the emerging technical studies on Strategic Environmental Assessment; Strategic Flood Risk Assessment; Retail Capacity Study Update and Carlisle Renaissance Development Framework and Transport Strategy.

### Recommendations:

- a) That Executive consider the outstanding issues from Overview and Scrutiny Committee as detailed in Section 2 of this report; and
- b) That the changes to the Local Plan are forwarded to City Council for approval to consult the public.

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: Report to Executive DS.41/06 and Report to Infrastructure Overview and Scrutiny Committee DS.47/06

## **1.0 BACKGROUND INFORMATION AND OPTIONS**

- 1.1 Members received report DS.41/06 that set out the initial indication of policies which would be affected by the four emerging technical studies. Namely the Strategic Environmental Assessment, the Strategic Flood Risk Assessment, the Retail Capacity Update and the Carlisle Renaissance Development Framework and Movement Strategy.
- 1.2 Members requested that Infrastructure Overview and Scrutiny Committee be consulted on the proposed revisions and this was report to a Special Meeting on the 13<sup>th</sup> July (Report DS.47/06). The views of that committee are contained within the appendix. Any comments that have not been taken on board are detailed in section two of this report below.
- 1.3 The proposed changes are attached at Appendix 1. The report includes just the extracts from the Local Plan where changes are proposed and these are highlighted through the use of coloured text. An explanatory guide is attached as the first page of the appendix.

## **2.0 INFRASTRUCTURE OVERVIEW AND SCRUTINY COMMITTEE COMMENTS**

- 2.1 At a Special meeting of the committee on the 13<sup>th</sup> July a number of comments on the plan were agreed. The text has been amended in accordance with the Committee's minutes on all but two occasions. Two of the committee's comments related to matters that have not been raised in the emerging technical studies. The matters related to the original re-deposit policies that were intended to be unaltered.

### **2.2 Policy H3 Residential Density**

Members of Infrastructure Overview and Scrutiny Committee requested that the policy be amended to mention the potential impact on quality of life. High density developments could affect quality of life through lack of space and resultant neighbour nuisance and disputes. There should be some reference to the importance of having in place infrastructure to support developments.

- 2.3 The Community element of leisure development should be referred to policies in Chapter 8.

- 2.4 Whilst officers do not necessarily disagree with the concerns of Overview and Scrutiny committee, the intention for this consultation was to show how the plan would be affected by four technical studies and not suggest further changes to other parts of the plan.
- 2.5 In light of the intention of the consultation and the comments from Overview and Scrutiny Committee, Executive is asked to consider whether the concerns of Overview and Scrutiny Committee should be included in the consultation revised re-deposit.

### **3.0 CONSULTATION**

#### **3.1 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

#### **3.2 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.

### **4.0 RECOMMENDATIONS**

- a) That Executive consider the outstanding issues from Overview and Scrutiny Committee as detailed in Section 2 of this report; and
- b) That the changes to the Local Plan are forwarded to City Council for approval to consult the public.

## **5.0 REASONS FOR RECOMMENDATIONS**

- 5.1 To address all the concerns raised during production of the revised re-deposit plan and to ensure that consultation has been undertaken on all parts of the Local Plan prior to consideration at a Local Plan Inquiry.

## **6.0 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**

**Contact Officer:** Chris Hardman **Ext:** 7190



# DRAFT EXTRACTS 31 – 07 – 06

## 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 an ordnance survey base have been used for this report.



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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 2<sup>nd</sup> July and 13<sup>th</sup> 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 8<sup>th</sup> August and the 16<sup>th</sup> 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 the 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 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 must be considered as a process, an approach to thinking and working within Carlisle City Council, its employees, services, activities and methodologies.

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, particularly in areas of multiple deprivation, 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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Insert additional paragraphs:  
Strategic Flood Risk Assessment

Following guidance in PPG25 Development and Flood Risk the assessment considers the plan area and the likely affects of proposals on flooding at a strategic area level not on an individual site by site basis. It is a stage 1 assessment and identifies areas where additional work may be needed.

The report is based on post flood data and is therefore the most accurate but does not take into account the affect of any new defences as these are still in the engineering or design stages and not operational.

The assessment considers the relevant policies and each of the allocations for development. The study highlights seven areas where allocations are in conflict with flood risk. These are highlighted in blue text in this report.

Insert additional paragraphs:  
Strategic Environmental Assessment (SEA)

The SEA report contains a number of recommendations as mitigation measures which reference particular policies within the plan. Many of these mitigation measures can be achieved by the inclusion of 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 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.

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## 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

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 – This will be achieved through consideration of the plan as a whole.**

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## 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.

~~The boundaries of these areas are shown on the proposals map (See extracts).~~

~~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.

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. ~~In particular proposals that can demonstrate a regenerative effect will be favourably considered. Proposals must be able to demonstrate a positive impact by nature of their holistic approach and be based on sound sustainable development principles. In addition they must not compromise any strategic proposals or masterplanning.~~

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. This would be achieved through policies CP1, CP15-16, LE2-LE4, LE6-12, LE20.

- 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.

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- 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 under construction, 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.~~

### ~~Insert additional paragraphs:~~

~~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.~~

~~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.~~

~~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.~~

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Proposals for regeneration involving the reuse of vacant, underused or derelict land will be judged on the contribution they make to the following: urban form; design; impact on landscape/townscape; impact on the environment; infrastructure; business development; community development; employment and lifelong learning; and, any overarching framework for the area. In addition proposals must comprise mixed-use development with non-residential development provided in early phases to ensure economic regeneration of the area.

## 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. (See policies CP1, CP15, CP16)

## 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. This can be addressed through reference to Policy CP16.

## 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.

Insert additional paragraph:

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.)~~

~~This site was liable to flood as identified in the SFRA therefore the proposed site allocation should be deleted.~~

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. (See Policy CP4)

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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 lead 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 Shaddongate to cater for some of this demand during the Plan period.~~

Insert additional paragraph:

Carlisle City Council is committed to the evolution of Carlisle as a Learning City across the whole spectrum of lifetime learning. This policy will assist with the delivery of that priority.

### 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 (See Policies CP4, CP6 and CP13)

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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. (See Policies LE6-12)

- 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.

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- 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 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. (Reference to inadequate in the policy implies that an assessment will be required when proposals are considered)**

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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 (See Policy LE30).

# DRAFT EXTRACTS 31 – 07 – 06

## 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. (This policy acknowledges the location of existing employment areas and does not determine new areas and therefore the principle of use is already established. Proposals for Carlisle Renaissance may include employment uses although further work is being undertaken to determine this. See policies CP1, CP15)

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## 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
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.(See Policies CP9-11, CP15, CP16, LE6-12)

- 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.

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- 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.

(Insert new paragraph to clarify edge of centre)

For retail purposes edge-of-centre, is a location that is well connected to and within easy walking distance (ie. up to 300 metres) of the primary shopping area. For all other main town centre uses, this is likely to be within 300 metres of a town centre boundary.

In determining whether a site falls within the definition of edge-of-centre, account will be taken of local circumstances. For example, local topography will affect pedestrians' perceptions of easy walking distance from the centre. Other considerations include barriers, such as crossing major roads and car parks, the attractiveness and perceived safety of the route and the strength of attraction and size of the town centre. A site will not be well connected to a centre where it is physically separated from it by a barrier such as a major road, railway line or river and there is no existing or proposed pedestrian route which provides safe and convenient access to the centre.

### 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 (See Policy CP15)



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- 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
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 (See Policy CP15)

- 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.

#### Insert new paragraph

For retail purposes edge-of-centre, is a location that is well connected to and within easy walking distance (ie. up to 300 metres) of the primary shopping area. A site will not be well connected to a centre where it is physically separated from it by a barrier such as a major road, railway line or river and there is no existing or proposed pedestrian route which provides safe and convenient access to the centre.

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## 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. (See Policies CP1, 2-4)

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.

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 new paragraph

Retail capacity will be taken into account when considering any proposals for large stores and retail warehouses. The Council will refer to its retail capacity studies in order to assess whether there is a quantitative and qualitative need for the proposal.

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- 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. (See Policy CP15)

- 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, 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.

#### Insert new paragraph

Retail capacity will be taken into account when considering any proposals for neighbourhood stores. The Council will refer to its retail capacity studies in order to assess whether there is a quantitative need for the proposal as well as considering the qualitative requirements in relation to the location of any proposals.

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## 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. (See Policies CP1, CP5, LE6-12))

## 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 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.

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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 (See Policies CP3, LE6-12))

### 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. (See Policies LE1, LE6-12)

### 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. (See Policies LE1, LE6-12)

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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; and
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. (See Policies LE1, LE6-12)**

## 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 (See Policies CP4, CP6, CP15)**

## DRAFT EXTRACTS 31 – 07 – 06

**PROPOSAL EC20 Employment & Commercial Growth Land Allocations**  
To provide for employment development needs, in addition to sites with planning 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 (These issues are covered by other policies in the plan – See policies CP1, LE6-12, CP15)

- 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.
- 4.71 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).



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## Insert new paragraph

The Rickergate area was one of the key areas flooded in January 2005 and is identified as an area liable to flood in the Strategic Flood Risk Assessment. Flood defences are being developed for central Carlisle in order to improve the City's defences to deal with a 1 in 200 year event. Any proposals for development within the Rickergate area will have to ensure that they provide adequate flood defences and do not compromise other parts of the City.

- 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, 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.

## Insert additional text

The Strategic Flood Risk Assessment identifies that some land at Townfoot Industrial Estate is liable to flood. Permission has already been granted for extension of the industrial estate and estate roads have already been constructed, as this site has been allocated for development since 1997. The Environment Agency were involved in consideration of the planning application and conditions added in order to ensure appropriate flood alleviation measures are put in place. Any subsequent applications for development must also ensure appropriate flood alleviation measures are developed.

## 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



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- 4.84 Following the Inquiry into the Carlisle District Local Plan in 1997 an allocation as 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.

### Insert new paragraph

Following the review of the Carlisle Retail Capacity Study, the allocation of a retail store at Morton should be upgraded to a district centre and the original capacity of 5,000-sq. m should be reinstated. This scale of development is required to enable development to make a marked impact on cross city traffic flows and enable a more sustainable pattern of retail development across the City.

### 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.

## DRAFT EXTRACTS 31 – 07 – 06

Insert new paragraph

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. Carlisle City Council's retail studies take account of the potential that this site can offer. The studies have identified that this site could deliver the location for the city centre comparison shopping and provide an opportunity to be developed as part of a larger site connected to the Rickergate area. This would be consistent with the ambitions of Carlisle Renaissance.

# DRAFT EXTRACTS 31 – 07 – 06

## 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	Cumwhiton
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 (See Policies LE1, LE6-12, LE27-28)

### 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 (See Policies LE1, LE6-12, LE27-28)

### 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 (See Policies LE27-28)

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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 (See Policy LE1)**

## 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 (See Policies LE13, LE20)**

## 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 (See Policies LE27-28)

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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	See below	See below	
Viaduct Estate Road	See below	See below	
Morton Development	800		800
Raffles replacement estimate	500	500	
(C) Total allocated	2498	1462	1036
(D) Windfall	550	550	
Remaining sites = A (B+C+D)	-49	-213	-164



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## 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.

### Insert additional text

This site is a previously developed site within the urban area. It is identified within the Strategic Flood Risk Assessment as falling within an area liable to flood. More detailed discussion has been undertaken with the Environment Agency on proposed development for this site. Proposals are capable of being developed which would satisfy the concerns of the Environment Agency on flooding matters. The site remains proposed for development within the plan.

## 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.

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## 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.

### Insert additional text

This site is a previously developed site within the urban area. It is identified within the Strategic Flood Risk Assessment as falling within an area liable to flood. More detailed discussion has been undertaken with the Environment Agency on proposed development for this site. Proposals are capable of being developed which would satisfy the concerns of the Environment Agency on flooding matters. The site remains proposed for development within the plan.

## 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.

### Insert additional text

This site is a previously developed site within the urban area. It is identified within the Strategic Flood Risk Assessment as falling within an area liable to flood. More detailed discussion has been undertaken with the Environment Agency on proposed development for this site. Proposals are capable of being developed which would satisfy the concerns of the Environment Agency on flooding matters. The site remains proposed for development within the plan and has now achieved planning consent.

## 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.

## DRAFT EXTRACTS 31 – 07 – 06

Insert additional text

This site is a previously developed site within the urban area. It is identified within the Strategic Flood Risk Assessment as falling within an area liable to flood. More detailed discussion has been undertaken with the Environment Agency on proposed development for this site. Proposals are capable of being developed which would satisfy the concerns of the Environment Agency on flooding matters. The site remains proposed for development within the plan.

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 Caldey 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.

Insert additional text

This site is a previously developed site within the urban area. It is identified within the Strategic Flood Risk Assessment as falling within an area liable to flood. More detailed discussion has been undertaken with the Environment Agency on proposed development for this site. Proposals are capable of being developed which would satisfy the concerns of the Environment Agency on flooding matters. The site remains proposed for development within the plan.

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

Insert additional text

This site is a previously developed site within the urban area. It is identified within the Strategic Flood Risk Assessment as falling within an area liable to flood. More detailed discussion has been undertaken with the Environment Agency on proposed development for the area. Following these discussions additional flood defences are being developed for this area. The proposals will satisfy the concerns of the Environment Agency on flooding matters. This site remains proposed for development within the plan.

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## Insert new paragraph

Rickergate and the Viaduct Estate Road (Caldew Riverside) are areas proposed for mixed development through the regeneration proposals evolving out of the work of Carlisle Renaissance. Further work is required on detailed proposals to establish the mix of development for each site. It is not possible, at this point in time, to provide an accurate estimate of the number of dwellings on each site. It is however the intention that both sites will have scope for some residential development in their final schemes. Both sites have complex development issues but will come forward during the life of this Plan. A review of Regional Spatial Strategy (RSS) is currently considering an increase in the number of houses allocated to Carlisle to address the regeneration aims. An early review of housing allocations and numbers may be required pending adoption of RSS and production of detailed schemes for these areas.

## 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.

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- 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 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.

### Insert additional text

This site is a previously developed site within the urban area. It is identified within the Strategic Flood Risk Assessment as falling within an area liable to flood. More detailed discussion has been undertaken with the Environment Agency on proposed development for this site. An Environmental Impact Assessment of the site shows that proposals are capable of being developed which would satisfy the concerns of the Environment Agency on flooding matters. The site remains proposed for development within the plan.

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## 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 (this would be covered by the additional text for Carlisle Renaissance, see below)

- 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.

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## Insert new paragraph

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 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.



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

## 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 (See Policy CP6)

## 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. (See Policy CP6)

## 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.



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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. (See Policy CP6)

### 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. (See Policy CP6)

### 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. (See Policy CP6)

### 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;

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- 4 wherever practicable traditional local materials such as brick, stone and slate should be used and incongruous materials should be avoided;
- 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. (See Policy CP6)

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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. (See Policies CP15-16, LE27-28))

### 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. (See Policies CP15-16)

### 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. (See Policies CP4, CP16, LE1, LE27-28)

### 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. (See Policies CP9, LE1, LE27,28)

#### Insert new paragraph

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 east 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. (See Policy LE1)

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- 7.15 The Carlisle urban area inset map leaves much of the railway land use unallocated. There is currently no preferred option by the rail authorities to enable one site to be identified. The unallocated position will not preclude rail related development which is the primary use of the land.
- 7.16 The North West Regional Freight Strategy was produced in November 2003, which raises a number of issues which have to be resolved to enable provision of rail freight in the North West. This includes the option to reopen the former Carlisle 'avoiding' lines to address capacity and operational flexibility. This would assist in addressing existing constraints. ~~The alignment of the disused Carlisle Freight Avoiding Line from Bog Junction to Willowholme is safeguarded on the Proposals Map.~~
- 7.17 Carlisle is located at a railway junction for five local, regional, interregional and national lines. It is therefore an important junction which suffers from congestion and conflict as a result. Rail freight services have increased 41% overall since railway privatisation. ~~The Carlisle Freight Avoiding Line if reinstated would remove freight trains from the congested section of the line through Carlisle Station, thus providing additional capacity for passenger services. The reinstatement would enable freight growth by removing a constraint on the network's capacity.~~

~~The Carlisle Freight Avoiding Line has been safeguarded for many years although no direct rail route has been reinstated. Carlisle Renaissance proposes to regenerate the Caldew Riverside with new development between the River Caldew and Viaduct Estate Road. The Carlisle Freight Avoiding Line would directly conflict with this proposal. Furthermore the protection of such a route may conflict with preparation of new flood defences for the Caldew. Whilst there is still a need to promote rail freight the safeguarding of this route may not be the most appropriate solution.~~

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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. (See Policy LE1)

### 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 (See Policy LE1)

# DRAFT EXTRACTS 31 – 07 – 06

## 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.

### Insert new paragraph

Secondary education is currently under review within Carlisle. The review process is at an early stage and is not able to be incorporated into this policy. Any proposals arising from the review will be considered in the context of emerging Carlisle Renaissance proposals and other policies of this plan.

## 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 (See Policy LE1)

## 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. (See Policy LE1)

# DRAFT EXTRACTS 31 – 07 – 06

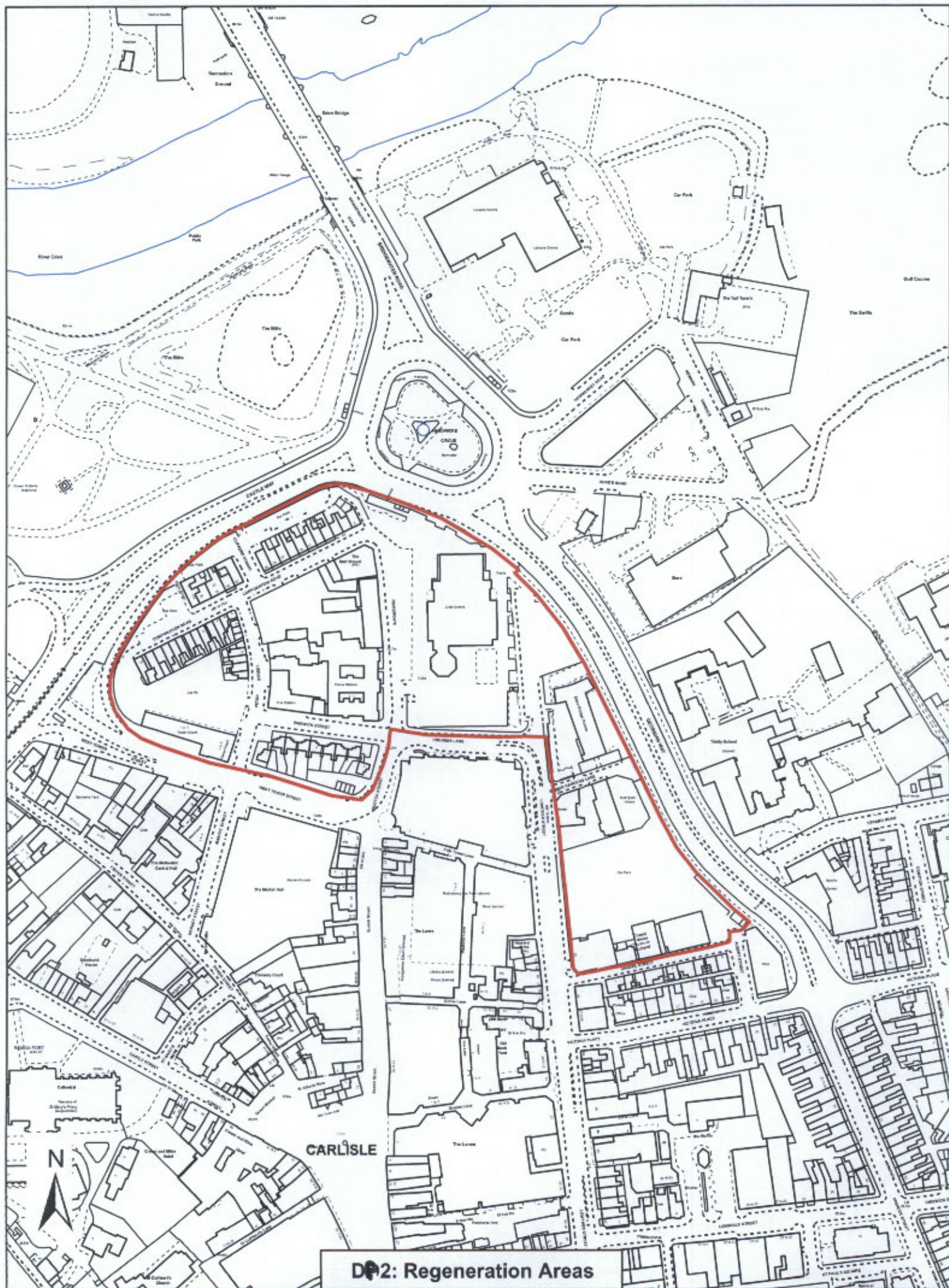
## Chapter 9: Implementation, Resources & Monitoring

### 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.





**DP2: Regeneration Areas**  
**Rickergate/Lowther Street**

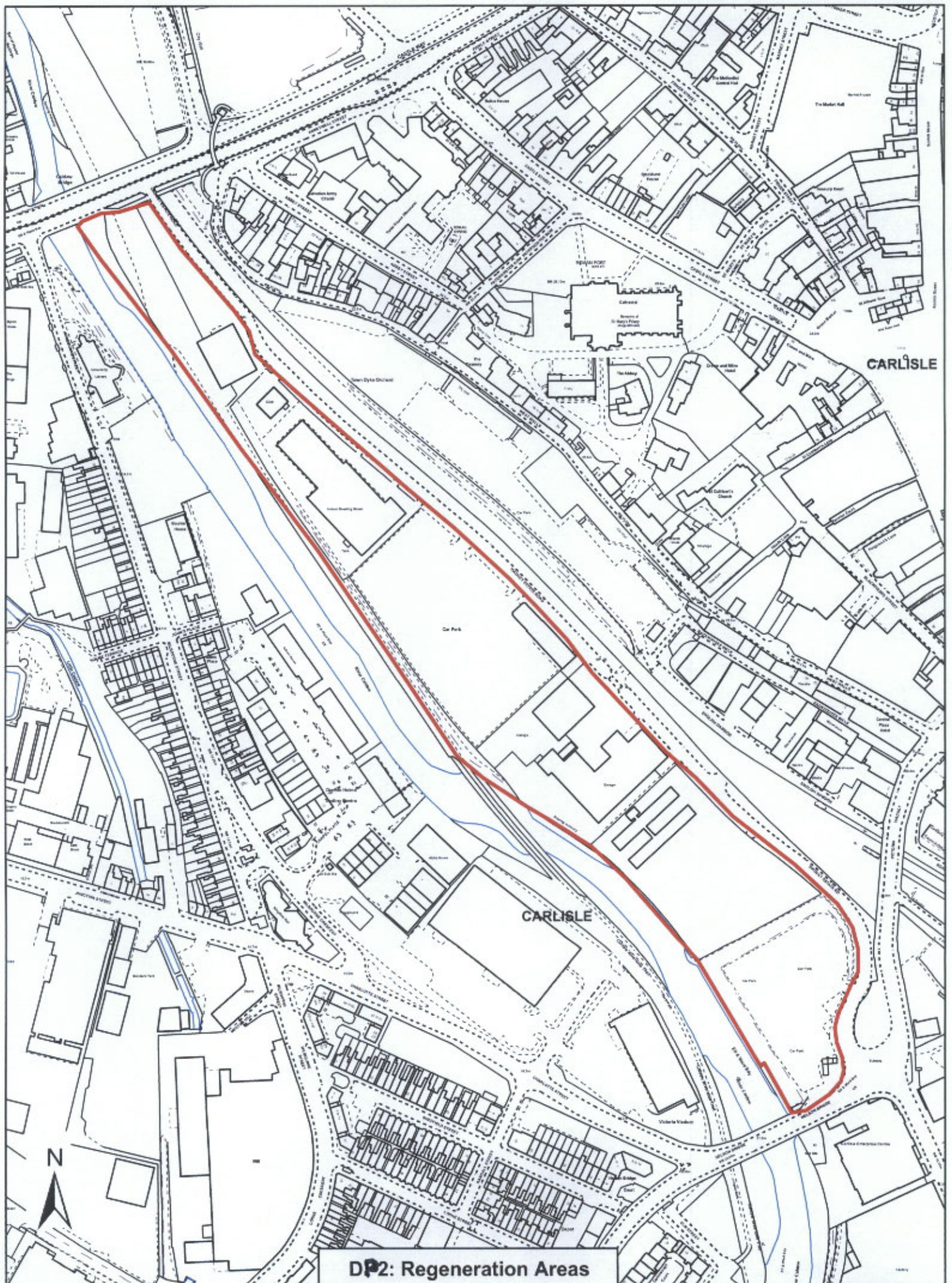
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Planning & Housing Services  
 Civic Centre, Rickergate  
 Carlisle CA3 8QG

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Scale: 1:3,000 Date: 12/07/06

**DP2: Regeneration Areas**

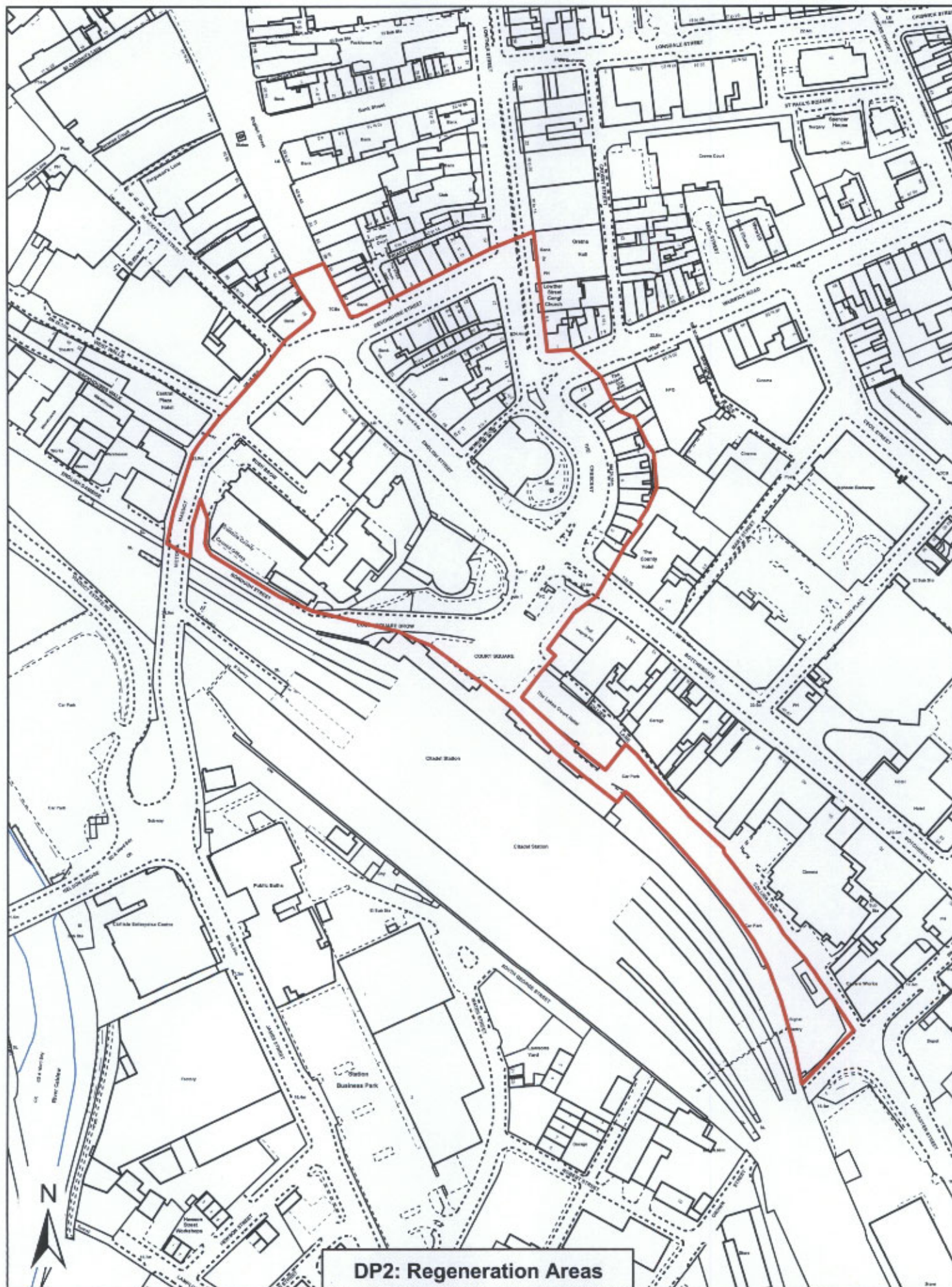
**Caldew Riverside**

Planning & Housing Services  
Civic Centre, Rickergate  
Carlisle CA3 8QG

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## DP2: Regeneration Areas

### Citadel Area

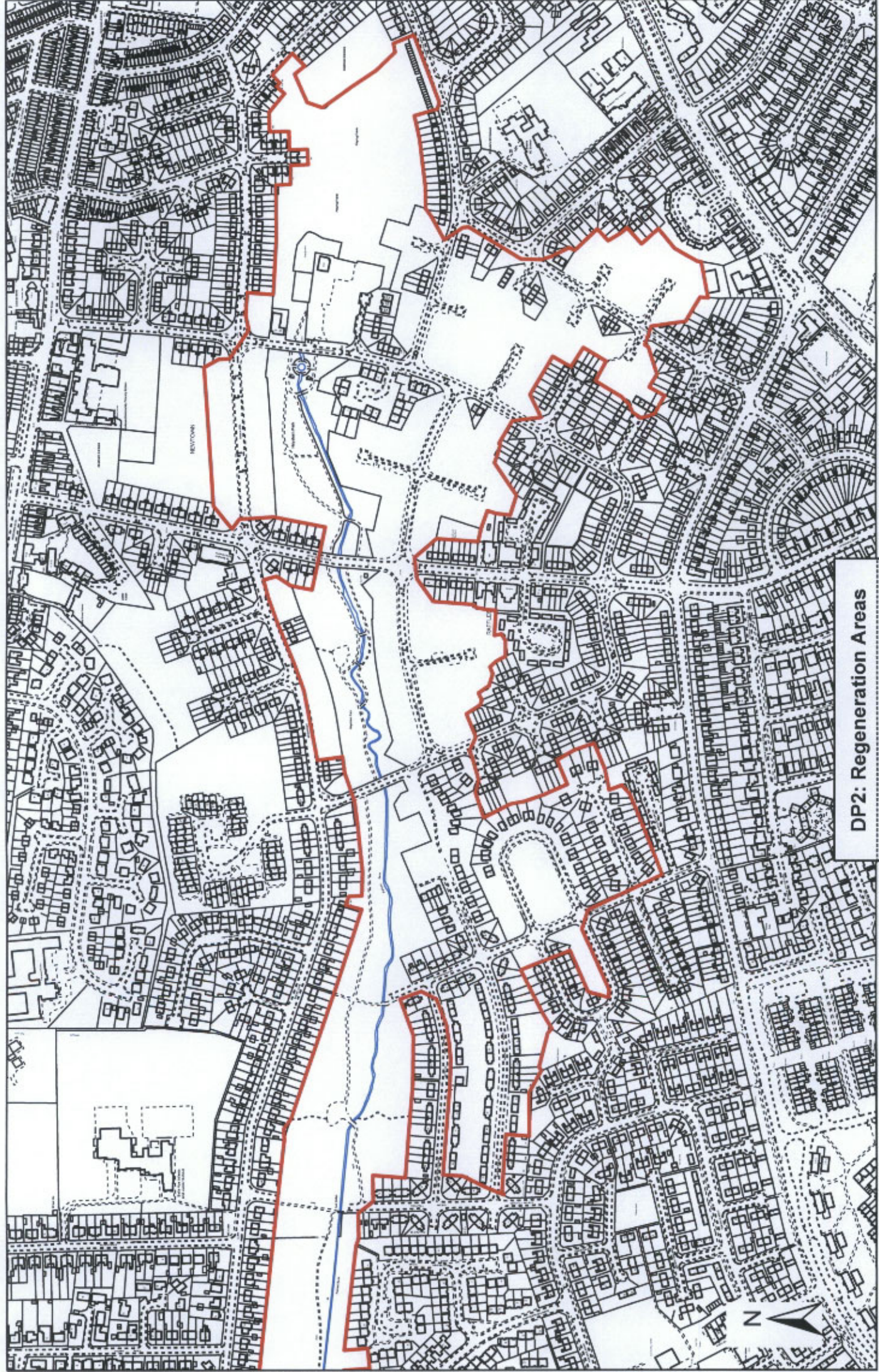
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**DP2: Regeneration Areas**  
**Raffles (Vision area)**