



**PORTFOLIO AREA: ECONOMIC DEVELOPMENT**

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Date of Meeting: 27th June 2011

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Public

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Key Decision: Yes

Recorded in Forward Plan: Yes

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Outside Policy Framework

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**Title:** CORE STRATEGY ISSUES AND OPTIONS PAPER

**Report of:** Assistant Director Economic Development

**Report reference:** ED.20/11

**Summary:** This report sets out the draft Core Strategy Issues and Options paper which is due for public consultation for 6 weeks starting on the 19<sup>th</sup> September. The Issues and Options paper represents the first statutory stage of the Carlisle District Core Strategy, which, as part of the Carlisle Local Development Framework, will ultimately replace the Carlisle District Local Plan.

**Recommendations:** That the Issues and Options paper be made available for consideration by Environment and Economy Overview and Scrutiny Panel and that subject to any additional information arising from the Scrutiny Panel be reported back to Executive on the 30<sup>th</sup> August to consider referral to Council for approval for public consultation on 13<sup>th</sup> September.

**Contact Officer:** Jillian Hale

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**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: Core Strategy Key Issues Paper. A Community Plan for Carlisle and District 2006 - 2011

## **BACKGROUND INFORMATION AND OPTIONS**

- 1.1 Council report ED.45/11 set out the draft Core Strategy Key Issues paper. The consultation that was undertaken on this paper is detailed below. Feedback from the consultation undertaken has helped to refine the issues and inform the range of options presented in the attached paper.
- 1.2 Carlisle's Issues and Options paper sets out what kind of place the area will be in the future - the spatial vision for the District. It also identifies a wide range of issues that the Core Strategy will need to cover. In order to ascertain the best way to address these issues effectively the document highlights a range of spatial planning options that could be taken forward in the future. Feedback from the consultation already undertaken has helped to refine the issues and inform the range of options presented in the attached paper.
- 1.3 The preparation of the Core strategy consists of a number of different stages:
  - Preparation/collation of the evidence base
  - Key issues consultation
  - Feedback and formulation of options
  - Issues and options consultation
  - Preferred options consultation
  - Feedback and preparation of Submission Draft
  - Submission to SoS
  - Examination
  - Adoption of the Core Strategy
- 1.4 The next stage, (following consultation on the Issues and Options) is the preparation of the Preferred Options to reflect the evolving evidence base and the consultation responses. This will be prepared in tandem with the sustainability appraisal.

## **2. CONSULTATION**

- 2.1 Public Consultation was undertaken on the Key Issues paper between 3<sup>rd</sup> January and 14<sup>th</sup> March 2011. Almost 1500 responses were received from a range of bodies and individuals including the public, private and third sector. The following encompasses the range of consultation undertaken:
  - leaflet and consultation questions to all households in the district;
  - a presentation to all neighbourhood forums in February and March 2011;
  - discussion with all internal Council departments;

- presentation to the Local Strategic Partnership Rural Support Group, ED and E Group and Executive;
- ED and E Group workshop 22<sup>nd</sup> March;
- display and drop box 15<sup>th</sup> Feb to 4<sup>th</sup> March in the Civic Foyer;
- display and drop box in the Market Hall 7<sup>th</sup> March;
- drop boxes, posters and leaflets in all district libraries;
- presentation to LEAG 9<sup>th</sup> March;
- letter and poster to all schools in the district;
- letters to all Parish Councils;
- web banner w/c 31<sup>st</sup> January.

- 2.2 The responses received to the consultation have been summarised in an Appendix to this report, together with an officer's response to the issues raised.
- 2.3 The main Key Issues raised during the consultation have been grouped under different topic headings these being: housing, employment, environment/ biodiversity, rural issues, city centre, heritage and culture, Botcherby, Theatre, Airport and University. The Issues and Options Paper raises these issues and explores a range of options for dealing with them. Views are also sought on the Vision for Carlisle District. It is hoped that this consultation will be a valuable exercise in identifying the preferred approach to tackling the spatial planning issues affecting Carlisle District to 2030 and meeting the objectives of the Carlisle's Vision.
- 2.4 There were also a number of points raised that were not directly related to Planning these concerned policing and antisocial behaviour, environmental cleanliness (litter/dog fouling) and youth issues. These issues will not be addressed in the Core Strategy but instead will be passed onto the relevant bodies with the remit for dealing with such matters.
2. 4 More recent consultation has involved an officer stakeholder workshop including officers from the County Council on 25<sup>th</sup> May and the Members' LDF Working Group on 26<sup>th</sup> May at which topics from a draft Issues paper were discussed.
- 2.5 It is proposed that a six week period of public consultation is undertaken on the Issues and Options paper from Monday 19<sup>th</sup> September.

### **3. RECOMMENDATIONS**

- 3.1 That the Issues and Options paper be made available for consideration by Environment and Economy Overview and Scrutiny Panel and that subject to any additional information arising from the Scrutiny Panel be reported back to Executive on the 30<sup>th</sup> August to consider referral to Council for approval for public consultation on 19<sup>th</sup> September.

#### **4. REASONS FOR RECOMMENDATIONS**

- 4.1 To progress work on the Core Strategy by involving the public in identifying the Key Issues for the next 20 years that may affect Carlisle, in preparation for developing the options for dealing with them.

#### **5. IMPLICATIONS**

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

- Equality and Diversity – Equality and Diversity Issues have been addressed in the Key Issues Paper

## Impact assessments

Does the change have an impact on the following?

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

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

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.....

.....

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

**CARLISLE CITY COUNCIL  
LOCAL DEVELOPMENT FRAMEWORK**

**CORE STRATEGY DPD  
DRAFT ISSUES AND OPTIONS PAPER**

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# 1. Introduction

## 1.1 What is a Local Development Framework and a Core Strategy?

The Carlisle Local Development Framework (LDF) is a portfolio of Local Development Documents that will eventually replace the Carlisle District Local Plan (adopted September 2008).

The Core Strategy is the principal document of Carlisle's LDF which will provide the overall spatial strategy for the development of Carlisle District to 2030 and beyond. There are various stages in the preparation of a Core Strategy. This stage, Issues and Options, is the second step, and follows the Key Issues paper. The Core Strategy will:

- Include a long term spatial vision and strategic objectives for Carlisle and District, setting out how the area should develop by focussing on key issues to address;
- Guide development across the District, in the form of a delivery strategy, to provide broad, spatial planning guidance on the scale and distribution of new development, and the provision of infrastructure in the District over the next 20 years.
- Set out the principles that will protect the environment and guide the sustainable development of new homes, retail, employment opportunities and the infrastructure necessary to meet the needs and aspirations of the community therefore setting the basis for determining planning applications.

As a result, the Core Strategy will consider a very wide range of issues, for example:

- how the District's economy should develop
- how its housing needs should be met
- how the District's environment and heritage can be protected and enhanced
- how the District can adapt to the impacts of climate change

The above issues are addressed in the following sections and presented with a range of options. Site specific allocations for development will be included in a forthcoming Development Plan Document (DPD), the Site Allocations DPD.



## 1.2 How does the Core Strategy relate to the Community Plan?

Carlisle's Sustainable Community Strategy, 'A Community Plan for Carlisle and District 2011 – 2016' sets out the aspirations and priorities of the Carlisle Partnership. The Community Plan has recently been reviewed (April 2011), allowing it to provide the most up to date base from which to develop the Core Strategy, which in turn will provide the spatial vision of the Community Plan. The community plan aims to improve the general quality of life, environment and opportunity for people across the District. Through its policies the Core Strategy seeks to achieve these aims.

Government Guidance strongly emphasises the importance of the relationship between the Core Strategy and the Sustainable Community Strategy (SCS) and ensuring that they have shared priorities. Planning Policy Statement 12: Local Spatial Planning states that local authorities should ensure that the "key spatial planning objectives for the area as set out in the LDF Core Strategy are in harmony with the SCS priorities". As a result the vision and objectives of the proposed Core Strategy are based on those of the Community Plan which therefore supports the delivery of the priorities and objectives identified therein.

## 1.3 How does the Core Strategy relate to other plans, policies and strategies?

Given the broad scope of the Core Strategy, it is essential that it is fully integrated with the other plans and strategies produced at a national, regional, sub regional and local level. A list of these strategies is included in Appendix 1.

National Planning Policy is the highest level of policy guidance. This outlines the statutory requirements placed upon the Council to produce planning policy guidance, formed on the basis of the Planning and Compulsory Act 2004 and 2008 amendment regulations. National Planning Policy guidance in the form of Planning Policy Statements, have been used to inform the direction taken so far in the preparation of the core strategy. Any further planning policy documents that are produced by the Council will also be in line with national planning policy guidance.

Regional Policy Guidance includes a number of strategies used to guide development in the North West of England. The North West Plan: Regional Spatial Strategy to 2021(RSS) (2008) provides a framework for development and investment in the region over the next fifteen to twenty years. However, it is the Government's intention that the North West Plan, along with Regional Strategies throughout the country, will be withdrawn through the Localism Bill. This Bill is currently progressing through the parliamentary process and is expected to receive consent in November 2011. The removal of this regional policy tier will take with it targets such as the numbers of new homes, along with a series of sustainable development targets including for renewable energy and previously developed land and priorities for improvements to major infrastructure.

It also removes sub regional guidance such as the Cumbria and the Lake District Joint Structure Plan (2006). The revocation of Regional Spatial Strategies presents a significant change to the planning system; however it will give the Council much greater freedom to

develop its own plan based on the identified needs and aspirations of the local community. It is however important to note that Regional Spatial Strategies have not yet been removed and as such the North West Plan remains.

Sub regional Policy Guidance includes a number of different strategies that have been adopted by the Councils that make up Cumbria County. These documents have been produced by Cumbria County Council, including the Cumbria Minerals and Waste Development Framework.

Local Policy Guidance is directly produced by Carlisle City Council and its partners. This provides a localised interpretation of national planning policy guidance. A wide range of consultees, both internal and external, work with the Council to inform the documents that are produced. The Core Strategy will provide the strategic framework for other detailed planning guidance being produced as part of the LDF and will set out detailed guidelines against which development proposals will be judged. Therefore, all of the City Council's new planning documents must be consistent with the Core Strategy. These subsidiary documents include Supplementary Planning Documents (SPDs) which provide a detailed expression of the broader policies and proposals contained in the Core Strategy. Together with these documents and other plans and strategies prepared by the Council, the Core Strategy will coordinate the future development of Carlisle District.

## 1.4 Sustainability Appraisal

The Core Strategy will be subject to a sustainability appraisal at each stage of its production. The sustainability appraisal objectives are as follows:

Table 1 Core Strategy Sustainability Appraisal Objectives

	SA Objective	SA Subject Issue
1	To protect and enhance biodiversity and geodiversity, as well as to create and restore biodiversity where possible (Places)	Biodiversity; Fauna; Flora
2	To protect and enhance the quality and distinctiveness of the area's landscapes and townscapes (Places)	Landscape
3	To preserve, protect and enhance sites, features and areas of archaeological, historical and cultural importance and their settings (Places)	Landscape
4	To protect and improve local air quality (Places)	Air Human Health
5	To protect and improve the quality of water resources (Places)	Water
6	To minimise the risk of flooding associated with new development (Places)	Water Climatic factors
7	To encourage sustainable use of previously developed land and minimise the use of greenfield land (Places)	Soil Land
8	To encourage urban regeneration (Places)	Population
9	To reduce emissions of gases which contribute to climate change (Places)	Climatic factors

10	To improve the availability and use of sustainable transport modes (Connections)	Population Air Material Assets
11	To encourage healthier lifestyles by promoting walking and cycling (Connections)	Population Human Health
12	To maintain and improve accessibility of key services, facilities, the countryside and public open space (Connections)	Population Material Assets
13	To promote the development and use of sustainable and renewable energy resources (Economy)	Climatic factors Material Assets
14	To increase the use of sustainable design and construction techniques (Economy)	Climatic factors Material Assets
15	To minimise the production of waste and increase reuse and recycling rates (Places)	Soil Material Assets
16	To ensure opportunities for all for living in decent and affordable homes (People)	Population
17	To improve people's sense of safety and well-being (People)	Population Human Health
18	To reduce the potential for environmental nuisance (Places)	Population Human Health
19	To improve access to employment (People)	Population
20	To provide opportunities to strengthen and diversify the economy (Economy)	Population

Note: The coloured headings above originate in the headings of the Council's Corporate Plan 2011-2012.

## 1.5 What is the process and timetable for producing the Core Strategy?

The key stages in the production of a Core Strategy are largely directed by Government guidance. These are set out in Figure 1 below, with the relevant dates showing the progress of Carlisle District's Core Strategy. Public Consultation will be carried out during each stage of the Core Strategy, in accordance with Carlisle's Statement of Community Involvement (July 2010) and as required by legislation.

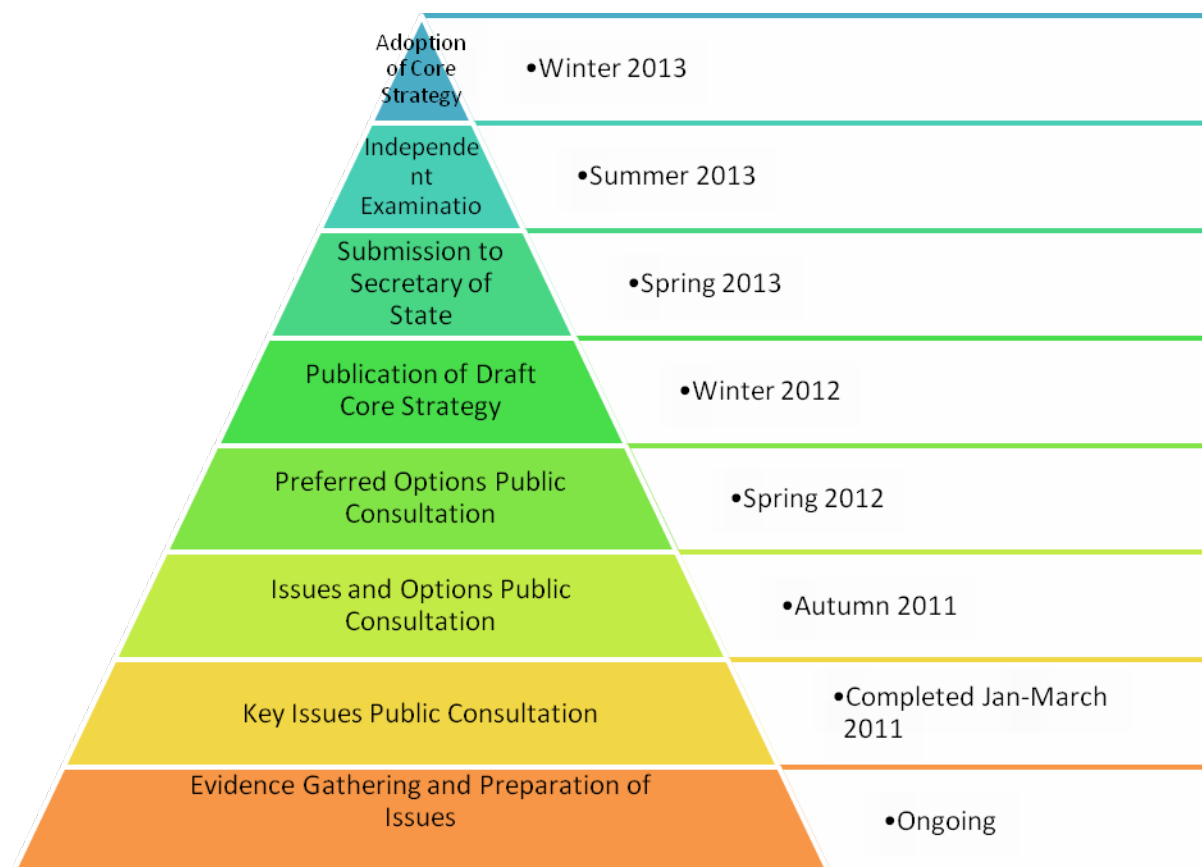


Figure 1. Key Stages in the production of Carlisle's Core Strategy

## 1.6 The purpose of this document

The purpose of this consultation is to allow you to comment on the key spatial planning issues that have so far been identified by the community and the Council, and 'Options' of how planning policy can encourage desired outcomes to address these. The emphasis of this document and public consultation is on ensuring that all of the main issues that the Core Strategy needs to address have been identified, all of the realistic and reasonable options for addressing those issues have been considered, and initial views on the emerging policy options have been gained. This will involve discussions with a wide range of stakeholders as well as receiving written responses.

## 1.7 Consultation so far

Work on the LDF has so far focussed on developing a robust evidence base consisting of a range of technical studies to assess the social, economic and environmental characteristics of the area. This can be viewed at the Council's website at [www.carlisle.gov.uk](http://www.carlisle.gov.uk) (follow the link to LDF Evidence Base). In January 2011 the Council also consulted a variety of stakeholders and the local community on a wide range of

issues as part of the Key Issues Paper 2011. The results of this have fed into the preparation of this document, and are also available on the Council's web site.

Contained within this consultation document are four key topic areas (with a number of sub topics), each with a number of potential options to address the issues. These options form part of core topic areas which have been formed using the issues that you identified as being most important for Carlisle to address. A sustainability appraisal report will also be consulted on concurrently with all required stages of the Core Strategy. This sets out the sustainability implications of the identified 'Options'. Comments are invited on all aspects of this report including on the sustainability appraisal report, particularly on:

- Are there any other issues that need to be addressed?
- Do any other options need to be considered?
- Which of the options currently identified is most appropriate within each of the core topic areas e.g. housing growth options?
- Is the proposed vision and spatial portrait appropriate?
- Is the scope and range of the objectives about right?
- The accuracy of the sustainability appraisal

## 1.8 How can I give my views?

The consultation period for the Core Strategy: Issues and Options runs from Monday 19<sup>th</sup> September 2011 to Monday 31<sup>st</sup> October 2011. All responses must be received in writing by the 31st October 2011 at 5.00 pm.

Comments can be made by any of the following means:

- Via the Council's website at [www.carlisle.gov.uk/corestrategy](http://www.carlisle.gov.uk/corestrategy) (Where this document and associated reports can also be viewed)
- By email to [LPC@carlisle.gov.uk](mailto:LPC@carlisle.gov.uk)
- By post to:  
Issues and Options Consultation  
Planning Policy  
Carlisle City Council  
Civic Centre  
Carlisle  
CA3 8QG

It should be noted that at this stage any 'Options' that have been identified do not represent firm proposals by Carlisle City Council, and therefore will not be given any weight in decision-making at this time.

## 2 A Vision for Carlisle

*By 2030 Carlisle will be a more sustainable District providing those who wish to live, work in or visit the area with a vibrant University City surrounded by a high quality rural landscape with prosperous Market Towns and thriving villages. There will be a strong sense of community with a good variety of decent homes, businesses, accessible services and a wide cultural offer.*

### 2.1 Spatial Vision

Over the next 20 years Carlisle will see sustainable managed growth to enable it to become a dynamic and successful University City and a key location for business and enterprise. Carlisle will be an attractive location for existing employers and for new business to locate with a range of high quality employment sites and a skilled workforce.

It is our belief that growth is needed to strengthen the District's economy and provide a wider range of services and cultural facilities that are expected of a dynamic and successful City. This will not only occur through the creation of secure, diverse and progressive employment opportunities across both the urban and rural area, along with improved levels of skills amongst the work force, but also by ensuring that we have the right mix and level of housing provision to meet the demand and support growth.

Growth will also be supported by Carlisle's good inter regional transport links via the M6 motorway and Carlisle railway station on the west coast mainline. The completion next year of the Carlisle Northern Development Route will also vastly improve access to areas to the west of the City.

Derelict land and buildings within our District can absorb some of the growth whilst helping to improve areas of degraded urban and rural fabric. This will also serve to reduce the level of Greenfield development that will need to take place. The range of housing that will be accommodated will be accessible to a wide range of people both within and from outside the District through the provision of a mix of affordable and market housing which is adaptable to meet peoples' needs and aspirations over a lifetime.

Carlisle District will offer a green, healthy, safe and environmentally friendly living environment which will encourage a healthy lifestyle with recreational opportunities for walking and cycling. Quality higher and further education opportunities presented from our schools, college and University will raise aspirations and improve levels of skills and educational attainment. A wider choice of jobs and employers will result in improved graduate retention.

The importance of Carlisle's heritage will be fully recognised, preserved and enhanced. Opportunities will be taken to develop the cultural offer and promote tourism opportunities linked to our heritage, our landscape and our unique qualities. It has been recognised that Carlisle's offer lacks the presence of a professional theatre and high quality hotel which would further enhance its potential as a visitor destination, and it is anticipated that these developments can be achieved in the future.

The surrounding countryside will be protected from inappropriate development to ensure that its special character and appearance is not compromised. Areas which are afforded greater protection such as the North Pennines and Solway Coast AONBs will continue to be supported in maintaining their special characteristics.

**Q. V1**

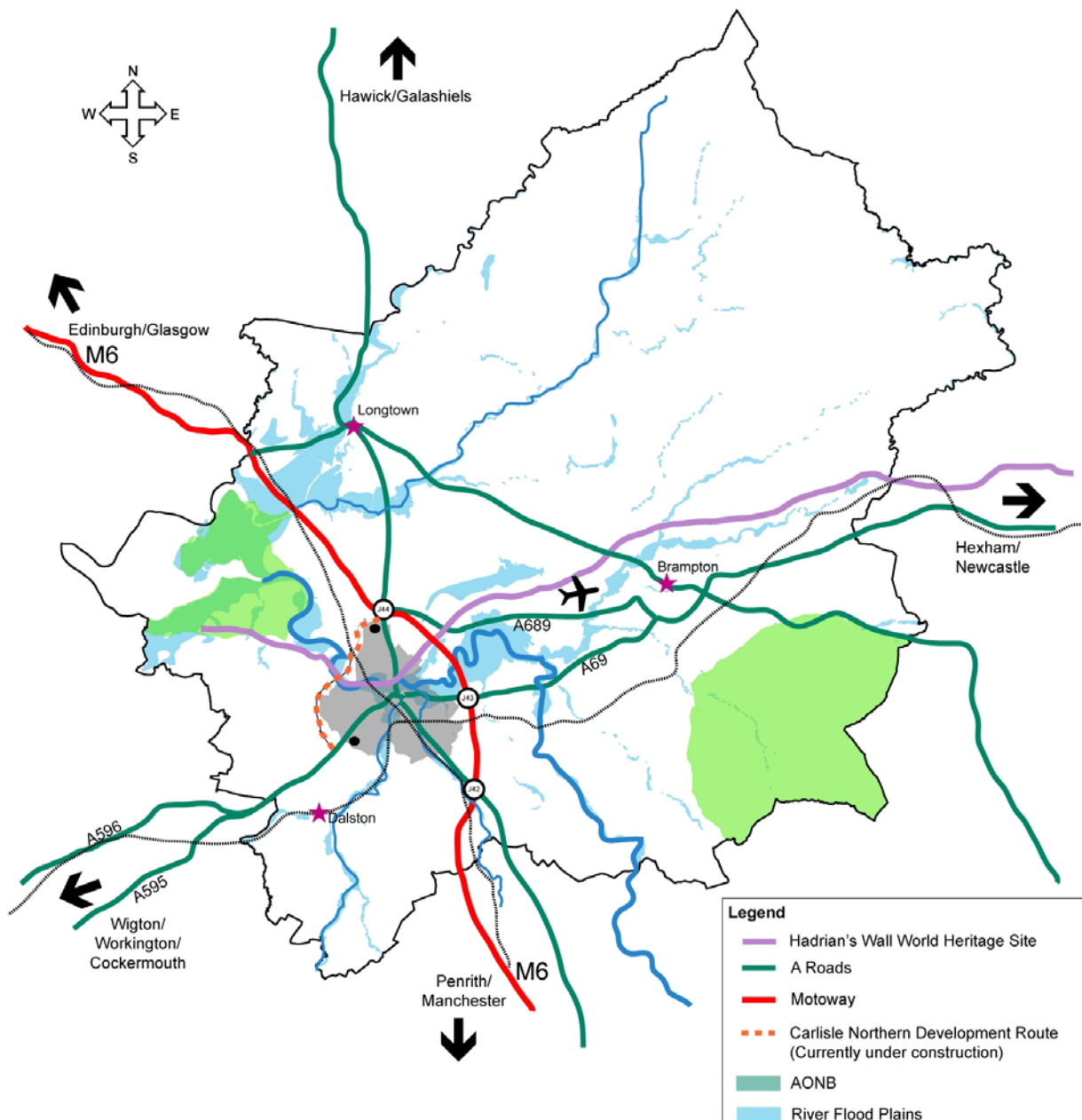
**Do you agree with the vision set out for Carlisle District to 2030?**

**Q. V2**

**Do you feel its focus is correct for how Carlisle should develop in the future?**

## 2.2 Spatial Portrait

Fig. 2 Key Diagram



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



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

The District of Carlisle covers an area of approximately 1,042 sq km and is situated in the far north of the County of Cumbria, bounded by the Scottish border to the north and Northumberland to the east. The City of Carlisle forms the principal urban area and lies within the south western part of the District. The remainder of the District is predominantly rural in nature, with the exception of the Key Service Centres of Longtown to the north and Brampton to the east, and a number of smaller villages classed as Local Service Centres which are scattered predominantly to the west and east of the city.

### Local Character and Distinctiveness

Carlisle has an attractive and varied landscape. The District includes two Areas of Outstanding Natural Beauty (AONB), (Solway Coast and the North Pennines) as well as four main rivers the Eden, Caldew, Petteril and Lyne, and many becks and burns. The North Pennines AONB is also a European geopark. The River Eden and its tributaries are of international importance for their biodiversity, being designated as both a Site of Special Scientific Interest (SSSI) and a Special Area of Conservation (SAC). Carlisle has a range of other sites of European nature conservation importance including the Upper Solway Flats and Marshes Ramsar site and Special Protection Area (SPA), the Solway Firth (SAC), the Irthinghead Ramsar site and the North Pennine Moors Special Protection Area (SPA). These form part of a network of internationally important wildlife sites within the European Union known as Natura 2000, and is the largest network of protected areas in the world.

In addition, the District is home to many rare and endangered species such as the red squirrel, great crested newt and otters, as well as habitats such as lowland raised bogs, blanket bogs and upland hay meadows.

The landscape and wildlife in Carlisle and Eden underpin the economy of the area, through people's work and leisure activities, and their sense of local identity. Delivery of targeted biodiversity and landscape enhancements, therefore, has a significant contribution to make towards social inclusion and sustainable economic development, and logically forms an integral part of all aspects of the Community Strategy.

The District has approximately 455 ha of public open space, which ranges from amenity open space (land which is recognised as making a contribution to the visual amenity and enjoyment of an area), to natural/semi natural greenspace, parks/gardens, allotments, play

areas and outdoor sports facilities. Within the centre of the city, and located immediately next to the River Eden are two linked and important urban parks, Rickerby Park and Bitts Park. Rickerby Park is a natural park with mature trees and grazed by sheep and cattle. Bitts Park has a more formal layout with flower beds, trees and shrubberies, together with playing pitches, children's play area and tennis courts etc.

The District is rich in heritage ranging from Hadrian's Wall World Heritage site which crosses the district from Gilsland in the East to Burgh by Sands in the West, to the City walls, Carlisle Cathedral and Tullie House which are all Grade I Listed buildings. In addition to these there are approximately another 1550 listed buildings and 19 Conservation Areas including areas within Brampton, Longtown and Dalston as well as some of the smaller villages.

### Social Characteristics

The population of Carlisle is currently estimated at 104,700. It has experienced a steady growth rate over the last 10 years; however recent forecasts show a slow down due to a decrease in inward migration. In line with national trends growth in Carlisle will be most notably be seen in the number of older people living in the District where it is predicted that there will be a 57% increase by 2032. Approximately 68 per cent of the population currently live within the urban area of Carlisle. In the rural areas a key feature is the sparse distribution of residents; on average there are 97 people per hectare in Carlisle's rural areas (compared to 477 regionally and 378 nationally).

### Movement Patterns

The M6 motorway runs through the District linking the City of Carlisle to southwest Scotland, Northwest England and beyond. Carlisle benefits from three motorway junctions at Carleton (J42), Rosehill (J43) and Kingstown (J44). Despite this some parts of the City have long journey times to the centre or the motorway due in part to the single river crossing of the River Eden. The Carlisle Northern Development Route (CNDR), which is due for completion in 2012, will help to open up these areas by providing a western link to the M6 at junction 44.

In terms of rail travel, the West Coast Main line provides the only north/south high speed rail link serving the City, as well as links via Northern Rail to Manchester Airport. There are rail links to Newcastle and the west coast and also the historic Carlisle/Settle line which is important for tourists, commuters and freight.

Travel to work is heavily dependent on private car usage with 54.3 % people working in Carlisle District choosing to drive to work (Source: Office of National Statistics (ONS))

Census 2001) despite the fact that nearly 55% of people travel less than 5km to their place of work. This level of car usage is partly due to accessibility to public transport across the District which varies considerably outside the urban area, with a number of areas having a very limited service or no service at all.

### Economy

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

Historically the economy of Carlisle was based around easy access to a railway network and the textile industry which has over time declined and been replaced by other forms of manufacturing. A large proportion of Carlisle's working population are still employed in the manufacturing sector. However the wholesale/retail trade provides employment for the largest proportion of the workforce. Employment in non-service industries, such as agriculture, manufacturing and construction are all higher than the national average. Carlisle is an important centre for agricultural services.

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

Whilst Carlisle benefits from good connections to the M6 as well as being situated on the West Coast mainline, there can still be a perception by businesses from outside the area of remoteness and isolation which may detract from Carlisle's attractiveness as a business location. This is further compounded by a gap in skills partially as a result of underperformance in education and low aspirations as well as a poor level of retention of graduates.

### Tourism, Culture and Heritage

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

Carlisle lies at the heart of a wealth of historic and modern attractions. From Roman remains to Norman stronghold, medieval market town to contemporary city, Carlisle has museums, art galleries, national sporting events, outdoor and indoor recreation, heritage tours, award-winning parks and nature reserves. Carlisle Racecourse lies on the edge of Carlisle, whilst in the wider rural area are a wealth of historic churches, Talkin Tarn country park, Lanercost Priory founded in 1197 as an Augustinian Priory, and stunning countryside including two Areas of Outstanding Natural Beauty, the North Pennines and the Solway Coast.

Protecting heritage whilst supporting economic growth is something that the City Council is actively engaged in. The historic core of the city includes Carlisle Castle, Tullie House Museum, Carlisle Cathedral precinct, the City Walls, The Courts, the Market Cross, the Old Town Hall and the Guildhall. The high quality environment in and around Carlisle District contributes towards Carlisle's appeal as a visitor destination and provides potential for economic diversification within the rural area; opportunities of this nature are already being supported along the route of the Hadrian's Wall Path National Trail with the development of accommodation and refreshment facilities.

### Flooding and Climate Change

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

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

- More extreme weather conditions causing disruption to front line services like refuse/recycling collections;
- Higher energy costs for buildings and transport as climate change impacts on markets and trade;
- Health related problems for example waterborne diseases linked to warm weather impacting on health services;
- Drier summers could lead to droughts affecting parks, allotments and nature reserves putting pressure on water resources and local biodiversity;
- Drier weather patterns in the summer affecting the agricultural economy through impact on crop and grass growth.

### 3. Issues, options and objectives

#### 3.1 Spatial distribution of growth

##### Objective

To promote a sustainable pattern of development to support the vision for managed growth.

The majority of development has historically been accommodated within the urban area in accordance with current statements of national planning policy. Whilst general options for the rural/urban distribution of housing are discussed later in this document in the Housing Growth Section and options for economic and retail development are discussed in their respective sections. This first section is intended to introduce options for considering how to accommodate sustainable growth.

##### National Planning Policy Context

Planning Policy Statement (PPS)<sup>1</sup> Delivering Sustainable Development states that 'Development Plans should ensure that sustainable development is pursued in an integrated manner, in line with the principles for sustainable development...' and that 'local planning authorities should ensure that development plans promote outcomes in which environmental, economic and social objectives are achieved together over time'.

PPS<sup>12</sup> advises that to reduce the need to frequently update core strategies Local Planning Authorities (LPAs) should take a long-term view and provide some flexibility.

The Key Diagram included in this Issues and Options paper (Figure 2) simply includes the strategic areas already taken into account by virtue of planning permission as well as strategic transport routes and significant landscape and heritage designations. The preferred options report will contain a more detailed key diagram to illustrate the strategy and strategic allocations.

Q SDG 1. Should we set a long term direction for growth in which its delivery would exceed the lifetime of the Plan? Y/N

Q SDG 2. What should be the future direction of growth?

1. Growth should be focussed within the existing built extent of the Carlisle's urban area; or
2. Extend the urban area to the south to allow for a significant expansion incorporating a wide range of uses including employment land to help to address the imbalance in distribution of employment sites between the north and south of

the City; or

3. Extend development be to make use of the improved highway infrastructure that will be in place once the CNDR is operational; or
4. Distribute growth around all edges of the main urban area.

For the rural area, the options for economic and other growth would be aligned to the spatial options in the Housing Growth section

## 3.2 Infrastructure

### Objective

To ensure that appropriate infrastructure measures and community facilities are put in place to cope with the impact of new development.

As well as planning for the right type of development in the right location it is essential to consider the infrastructure requirements that will be necessary to ensure that access to existing and new services and facilities for local people are maintained and enhanced. Planning for growth will place added pressure on our infrastructure resources particularly the road network in and around the City Centre. It must however be recognised that whilst development will place greater pressure on our resources it is also essential in contributing to the funding and delivery of new and improved infrastructure.

Carlisle is an historic city with the core of the City centre containing a complex network of narrow streets bounded by historic buildings and conservation areas making this area sensitive to increases in traffic levels.

The completion of the Carlisle Northern Development Route (due Spring 2012) will relieve some of the current traffic pressures in the City by reducing cross City journeys whilst opening up other development locations, however there are still areas such as those to the south of the City which could potentially benefit from significant improvements to the highway infrastructure. The development of new routes could also open up new areas for development enabling potential opportunities for growth to be realised.

The draft Local Transport Plan (LTP3) sets out the County Council's Transport Plan for the next 15 years focusing on how roads, cycle ways, rights of way, bus and transport services will be managed and improved. This is supported by a 3 year implementation plan that is updated annually which will show where money on transport will be spent.

Whilst strategic decisions on transport issues are taken by other bodies than Carlisle City Council – such as Cumbria County Council, the Highways Agency, and bus and rail operators, the City Council is a key partner in the implementation of transport schemes.

The spatial distribution of growth options refer to broad locations for development. It is important to consider the infrastructure implications of these different locations and provide options to support the delivery of them. At this early stage in the Core Strategy preparation the growth options are still very general therefore the Council does not yet have a clear picture of the infrastructure requirements needed to support individual growth options.

Consideration must also be given to the linkages between achieving a critical mass of development to support the potential investment and delivery in infrastructure that it can bring forward through developer contributions. An example of this is the opportunity that could arise as a result of extending development to the South of the City such as the provision of a southern ring road or more centrally with development in the Botchergate area which could help fund the development of an inner relief road. A more detailed picture of infrastructure requirements will be presented, alongside strategic allocations, in the preferred options paper.

Q I 1. Should development be focused only in locations which would help with the provision of new highways infrastructure?

Q I 2. Should development be spread around the city to minimise the impact on existing road infrastructure?

Q I 3. Should development be restricted in certain areas where there are existing pressures on the highway network, if so, where?

### 3.3 Housing aspirations

#### Objective:

To enable the development of a range of high quality, energy efficient housing, in a variety of locations, to meet the aspirations of the existing community and those wishing to move to the area, and which will help build communities and support economic growth.

Housing was identified as an issue that affects many parts of the community within the district. The responses we received to the Issues Paper reinforced our view that access to a range of good quality housing in a variety of locations across the district is something that is important to you. The Council is currently undertaking a housing need and demand study for the Carlisle's three housing market areas, Carlisle City, Rural Carlisle East and Rural Carlisle West. The study will provide an update to previous housing needs work and provide an evidence base to inform the LDF and in particular the Core Strategy.

#### National Policy Context

PPS 3 Housing states that:

*The Government's key housing policy goal is to ensure that everyone has the opportunity of living in a decent home, which they can afford, in a community where they want to live. To achieve this, the Government is seeking:*

- To achieve a wide choice of high quality homes, both affordable and market housing, to address the requirements of the community.*
- To widen opportunities for home ownership and ensure high quality housing for those who cannot afford market housing, in particular those who are vulnerable or in need.*
- To improve affordability across the housing market, including by increasing the supply of housing.*
- To create sustainable, inclusive, mixed communities in all areas, both urban and rural.*

There are many issues which have emerged as a result of our previous extensive consultation on the theme of housing which we have set out below with a range of options.



## Housing numbers

PPS 3 Housing states that Local Planning Authorities must identify and maintain a rolling five year supply of deliverable land for housing.

The current housing supply target in the existing Carlisle District Local Plan 2001-2016 is set at 450 houses/year. This target is derived from the figure in the North West Regional Spatial Strategy. However, on the 6<sup>th</sup> July 2010 Communities Minister Eric Pickles announced his intention to revoke Regional Spatial Strategies. The effect of this is that the intended scrapping of RSS is a 'material consideration' which can be considered by Local Planning Authorities when making decisions on applications for planning permission. However, the drafting of LDF documents should not be influenced by the planned revocation. In a recent Court of Appeal case (CALA Homes) it was ruled that, 'It would be unlawful for a Local Planning Authority preparing, or a planning inspector examining, development plan documents to have regard to the proposal to abolish regional strategies'.

Whilst on the one hand some may feel that the abolition leaves a policy vacuum, another view is that the localism agenda will give more flexibility in planning for growth, and allowing those settlements that want to grow to do so.

The key question is therefore about housing numbers across the district, and how to achieve the right numbers and types of housing in the right places. It is useful to look at past trends when considering this question.

When identifying the level of housing provision to be delivered, we need to assess housing potential across the district. This is being done through the Strategic Housing Land Availability Assessment (SHLAA), which has seen its first draft out to consultation earlier this year, and is now being refined by looking in more detail at the availability, suitability and achievability of the sites.

Q H1. With reference to an overall housing target across the whole of Carlisle District, which of the following options will help to deliver the housing objective set out at the start of this paper?

- 1 Continue with an annual district housing target of 450/year?
- 2 Aim for a growth led scenario envisaging an average of 600 houses/year?
- 3 Select a lower target which would only aim to meet the broad range of local housing needs including affordable, open market, the elderly and other special needs?

### Proportion of overall housing in urban/rural area

% is to be delivered in the urban area, and 20% in the rural area of the district. The principles behind these proportions are based on the approximate population split, and the opportunities the City offers for easy access to jobs, schools, shops and other services, including public transport.

However, within the rural area it is recognised that Brampton is a thriving market town with both primary and secondary education available, together with a range of shops and other services, and Longtown (despite the closure of the secondary school), and Dalston have a significant level of local services and facilities, and the capacity to accommodate further development.

Q H2. When the overall district housing target is decided, should it be split?

- 1 80% Carlisle City and 20% for the rural area?
- 2 With a higher proportion for the City?
- 3 With a higher proportion for the rural area?

### Location of new housing development in the City

The sustainable strategy which underpinned previous housing allocations was based on the need to concentrate the majority of new development in Carlisle to meet the social and economic needs of its population. Therefore in the past the Council has maximised its opportunities for re-using previously developed land and locating new strategic scale housing within or adjacent to the city. We have also pursued a dispersed approach, with a relatively high number of allocated housing sites in a variety of locations.

In terms of infrastructure, the approach of providing most new housing development in the city is supported because of the good access to services and public transport, particularly where development is located around main public transport routes that have the greatest potential to minimise impact on certain points of the highway network.

However, alternative approaches need to be explored, as a peripheral scattered approach to new housing development in a city the size of Carlisle may not be the most sustainable option as some sites may be too far from the centre to allow easy access.

Whilst the previous approach has led to a more organic growth pattern, the alternative is to locate the majority of new development in one or two strategic locations, for example within easy access of junction 42 of the M6, and planned with integrated community, retail and educational infrastructure, and good public transport links to employment opportunities within the rest of the city.

Q H3 Location of new housing development

1. Should we aim for new housing land allocations to be evenly dispersed across the city?
2. Should new housing allocations be concentrated in a maximum of two or three different locations of a significant size on the edge of the city?

Location of housing in the rural area

PPS 3 Housing states that the delivery of housing in the rural area should result in high quality housing that contributes to the creation and maintenance of sustainable rural communities in market towns and villages.

When looking at the numbers and location of new rural housing development, we must balance the need to keep villages alive, and enable people with longstanding local connections to live in their community, whilst not adding to problems with those villages where the school is already oversubscribed, there is little capacity in landscape terms to absorb further development and there are limited travel alternatives to the private car.

The current approach has allowed for the allocation of land for housing in Brampton and Longtown, and makes provision for additional housing in these settlements on unallocated sites. In addition, the 20 Local Service Centres (LSCs) listed in Policy H1 are recognised as being capable of accommodating small scale development subject to meeting certain criteria. Local Service Centres were defined as having a certain level of local services including a school, shop, pub and village hall etc.

Policy H1 also has a list of smaller villages (known as second tier settlements), with a reduced level of services and facilities, where only housing to meet an identified local need is allowed.

We need to consider whether this is the best approach to continue with, whether there are any weaknesses and what the alternatives are.

The current approach has the following weaknesses:

- it is not responsive to changes in Local Service Centres such as the closure of a school, shop or pub which would lead to a reduced level of services;
- it does not allow for development in small villages within a two mile radius of Carlisle that are not classed as LSCs. Some of these villages have good transport, cycleway and footpath connections with Carlisle and could be argued as sustainable locations for development;

- it does not take account of the social and environmental capacity of villages to absorb new development;
- the potential of some of the larger villages such as Dalston is not recognised;
- no account is taken of how villages operate in clusters and their interdependencies.

Q H4 With reference to the location of rural housing development, which of the following options will benefit the rural area and its communities the best?

1. Continue with the current approach?
2. Identify land for housing in the larger rural settlements, e.g. Brampton, Longtown, Dalston, Scotby, Wetheral, and have a policy which allows housing in the remainder of the LSCs?
3. Redefine the list of LSCs, recognising that villages often work in clusters and are interdependent on each other;
4. Include smaller villages within a two mile radius of Carlisle as suitable locations for development, provided they have good public transport, cycle and footpath connections, e.g. Linstock?

### Affordable housing

There is a continued need to provide a range of types and sizes of affordable housing across the district. The Core Strategy has a valuable role to play to help deliver affordable homes.

The existing housing needs information for Carlisle shows that the eastern rural part of the district needs xx new affordable homes by xxxx, rural west xx and the urban area xxx. The City Council is currently undertaking a new housing needs and demands survey to update these figures, the results of which will be available in July and which will inform the Preferred Options stage of the Core Strategy. (This paragraph will be updated prior to consultation to take into account the results of the Housing Need and Demand Study expected July 2011).

Current housing policy requires all allocated housing sites and other sites of 10 or more houses in the urban area to make a contribution of 30% of units on site towards affordable housing. In the rural area the contribution ranges from 10% of housing on small sites up to 25% on large sites of 25 dwellings or more.

Q H5 To increase the supply and range of types of affordable housing across the District should:

1. All housing sites be required to provide a proportion of affordable housing?
2. Only sites over a certain size be required to provide affordable housing, and if so, what should the threshold be?

### Local needs housing

The existing Carlisle District Local Plan, (the Local Plan) contains a policy (H1) which makes provision for local needs housing outside Local Services Centres, to meet the needs of those, for example, who are essential local workers or have a family connection that requires them to live in a certain location.

This is different to affordable housing, and is about meeting a need to live in certain location. Examples of where the policy might be used to allow people with long standing local connections to undertake a new build could include the following:

- elderly people living in a large house and needing to downsize;
- young couples wishing to set up home on their own;
- someone taking up employment locally;
- those needing to be near to dependant relatives;
- those in the agricultural community wishing to retire and allow sons or daughters to move into the main farmhouse.

Government policy regarding housing in rural areas is to ensure that such housing is developed in sustainable locations which offer a range of community facilities with good access to jobs, key services and infrastructure.

However, PPS 3 also expands on the need to provide housing in rural areas not only in market towns and local service centres, but also in other villages in order to maintain or enhance their sustainability. It goes on to state that,

*‘This should include, particularly in small rural settlements, considering the relationship between settlements so as to ensure that growth is distributed in a way that supports informal social support networks, assists people to live near their work and benefit from key services, minimise environmental impact and, where possible, encourage environmental benefits’.*

Q H6 With regard to local needs housing:

1. should the Core Strategy make provision for new build local needs housing in the smaller villages to ensure that the needs of local people are met?
2. are the criteria set out in the above bullet points about right?
3. Do you think further criteria are needed?

### Hierarchy of settlements

The current settlement hierarchy has the urban area of Carlisle as the principal settlement, followed by the two key service centres of Brampton and Longtown, followed by 20 local service centres.

A primary aim of this settlement hierarchy is to promote the development of sustainable communities throughout the district whilst enhancing and protecting existing settlements.

At the time the hierarchy was devised, settlements were classified according to their existing facilities, services and accessibility. The hierarchy is used to assess whether windfall and/or infill development can be accommodated within a settlement. Generally proposals are considered favourably in the above locations, provided they are in scale with their location and consistent with other policies.

However, this hierarchy does not take into account any overarching development constraints, and is not responsive to any fluctuation in services or facilities in the key or local service centres. For example, the secondary school in Longtown closed two years ago, but Longtown has remained as a key service centre. The village shop in Heads Nook has also closed, as have a number of facilities in other villages, without their status as local service centres changing.

In order to assess the approach to the options for a hierarchy of settlements in the district a number of factors will be taken into consideration which include:

- Existing services and facilities within a settlement;
- Accessibility and sustainability of a settlement;
- Prevailing constraints and opportunities which may restrict or promote the potential for future development.
- How clusters of settlements in the rural area are interdependent on each other.

The Council has recently undertaken a research project with the Commission for Architecture and the Built Environment (CABE) looking into the above factors, which have helped to inform the following range of options.

Q H7 With regard to the hierarchy of settlements within the district for the purposes of preferred locations for new development:

1. Should we continue with the existing settlement hierarchy with the focus of development being the City of Carlisle, followed by the key service centres of Brampton and Longtown, and the 20 Local Service Centres listed below;
2. Should Dalston be added to the list of Key Service Centres to reflect the range of services and facilities that are available within the village?
3. Should the question of whether a village is classed as a local service centre be dependent on whether it meets a specified range of services/facilities and public transport connections. For example a school, shop, post office, pub, village hall, church etc. Have you any suggestions for the level of services that would lead to a village being classified as a local service centre?

Existing 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

Settlement boundaries

Settlement boundaries currently exist for the urban area of Carlisle, for Brampton and Longtown and for all the Local Service Centres (LSC) listed in Policy H1 of the Carlisle District Local Plan. The requirement for settlement boundaries arose from Regional Planning Guidance.

The settlement boundary for Carlisle encompasses areas of open countryside designated either as urban fringe landscape or as white land. However, the boundaries for Brampton, Longtown and the LSCs are quite different in nature, as they are mainly tightly drawn to reflect the extent of existing built development. As such, although current policy allows additional housing development in these settlements, there is sometimes very little scope due to the restrictive nature of the boundaries.

Settlement boundaries are therefore currently used in conjunction with policy to delineate in plan form coherent and established built up areas within which further development will be permitted in principle. Generally, settlement boundaries define where open market housing will be allowed provided that the development is in keeping with the form and character of the area and can be appropriately accessed and serviced. By defining settlement boundaries, the areas outside of the boundary are recognised for the purposes of planning policy as countryside where new development will be strictly controlled.

The Council has recently undertaken research in association with CABA to identify a technically robust methodology to assess what level of growth may be appropriate in all the LSCs, resulting in a detailed assessment for each village. A range of issues were taken into account including viability of local services and facilities, environmental capacity and available land and landowners interests.

#### Q H8 Settlement boundaries

1. Should settlement boundaries be kept as they are?
2. Should settlement boundaries be redefined (having regard to recent research) to allow for some growth?
3. Should settlement boundaries be scrapped, and any proposals for new development be assessed against set criteria including settlement form, landscape character and the particular characteristics of the location?

#### Gypsy and Traveller needs

PPS 3 Housing states that local planning authorities should plan for a mix of housing on the basis of the different types of household that are likely to require housing for the plan period, including the need to accommodate gypsies and travellers.

Circular 01/2006 planning for Gypsy and Traveller Caravan Sites states that the Core Strategy should set out the criteria for the location of gypsy and traveller sites which will be used to guide the allocation of sites in the relevant DPD (the site allocations DPD). These criteria will also be used to meet unexpected demand.

The 2004 Housing Act (section 225) requires local authorities to carry out gypsy and traveller accommodation needs assessments and to take a strategic approach in order to address any lack of sites.



The City Council is currently undertaking a Housing Need and Demand study, one element of which will assess gypsy and traveller needs.

If provision is not made for sufficient authorised sites (both permanent and transit) unauthorised camping could occur. This can have a negative effect on the gypsy and traveller community as sites may not be in the most suitable or sustainable location.

It will therefore be one of the aims of the Core Strategy to enable the provision of secure accommodation with good communal facilities for the travelling community. This will include facilities for children and young people to access education and other local activities.

Q H9 Depending on the level of need shown, should a site for gypsies and travellers be identified:

1. in or on the edge of Carlisle?
2. in a different location. If so, where?

### 3.4 Economy

#### Objective

To create opportunities for economic growth by increasing the working age population, the skills available, the diversity of the economy and the physical infrastructure to deliver it

Carlisle's economic strategy was produced by the Carlisle Partnership and adopted in 2008. It set an ambitious vision and has had only a few years to put into place the measures to fulfil that goal. During that time there has been an international economic downturn which all sectors of the economy have had to deal with. This is not to say that the 2008 vision is no longer relevant but the ability to deliver that vision has been challenging. This has been compounded by national changes to economic policy including the removal of a regional tier of government agencies and the introduction of new ways of working such as the recently formed Local Enterprise Partnerships and Regional Growth Funds.

This presents both challenges and opportunities for this Core Strategy which should set the basis upon which to direct any growth and provide the framework to deliver in a changing economic environment. One thing is clear however that Government Policy is clearly driving sustainable economic growth.

The City Council also attained growth point status in 2008 and whilst this too has been frustrated by the economic downturn there was a commitment to deliver growth through

the LDF i.e. this Core Strategy and subsequent documents on allocations and any new planning policies.

Many of the circumstances identified in the “Growing Carlisle” Economic Strategy are still relevant now and the Local Economic Assessment updates that information. For Carlisle to remain as it is without any growth will itself require change as future changes in population with a reduction in the working age group will put greater strain on local services and businesses. Change is therefore inevitable if Carlisle is to remain a significant contributor to the Cumbrian economy. If it wants to provide more opportunities for people through work or leisure it will have to grow the economy to support increasing demands and competition from other places. It is not just the people of Carlisle that depend on the City but a large rural hinterland and a Cumbrian economy which needs to be sustained.

### Level of Economic Growth

The initial question is what level of growth is appropriate for Carlisle and how do we define that level? Targets of economic growth include turnover measured in GVA; increase in working age population; number of new and continuing businesses; introduction of new business sectors; increase in skill levels; reduction in worklessness and unemployment. Any combination of these indicators would be relevant to measure growth but the Core Strategy needs to identify the level of growth it is aiming towards.

QE1 The Carlisle Employment Land and M6 Corridor Study identified two scenarios and these best represent the options available. Which of these scenarios is appropriate for Carlisle?

- The baseline scenario forecasts a rise in total Full Time Equivalent (FTE) employment of 1,200 in Carlisle between 2009 and 2026 (50,100, rising to 51,300) - representing growth of 2.4%.
- The aspirational scenario forecasts a total increase of 4,300 FTE jobs in Carlisle over the same period (50,100, rising to 54,400) - representing higher growth of 8.6%

### Employment Land Provision

The Carlisle Employment Land and M6 Corridor Study examined the existing land supply in the district to consider the merit of the existing supply and whether any new supply was needed. The findings raised concerns about quantity, quality and ownership which all had a significant impact on local economic opportunity. Whilst the Core Strategy can not address all these issues (i.e. we can not control ownership) it can provide the context for the existing land supply and whether any new provision should be made.

There was a recognition that existing industrial estates played an important part in providing for a range of uses all important in supporting Carlisle's economy. In some areas however the quality of that provision had deteriorated due to lack of investment in older stock and the estate development. In others the provision is of new land still being developed such as the new allocation at Brunthill, extending Kingmoor Park.

QE2 How should we treat existing employment areas and are they all same or do we develop different policies for different areas. Which of the following should apply?

- Support the retention and improvement of existing employment areas?
- Allow their redevelopment to increase investment but retain industrial classes of development?
- Allow a move away from B1, B2 and B8 more than already exists e.g. Rosehill/Kingstown?

In overall land supply terms the study found that there was sufficient land available to cater for short to medium term growth. Durranshill Industrial Estate is recognised as a strategic part of the employment provision for Carlisle but even with investment in that area there is still an imbalance in the provision of housing and employment around the city. This Core Strategy sets a longer term vision and has to create the framework for that longer term situation.

QE3 In order to plan for new growth which of the following options should apply?

- Do we allocate a longer term new site e.g. M6 corridor as a strategic employment site post 2017 or 2021?
- Do we set a policy to allow wider opportunities to come forward to react to growth around the city fringes?
- Should we only provide sites as part of new mixed development proposals?
- Should we seek to redress the employment/housing balance by only providing new employment sites to the south?

## Rural Employment

Employment in rural areas has been declining for considerable time especially in the agricultural sector yet it still remains a significant contributor to the Cumbrian economy and quality environment. Many agricultural buildings have become disused and recent attempts to establish live work opportunities to sustain rural employment have struggled. There are several established areas for employment not always within defined settlements but provide a scale of local opportunities.

Q E4. Are there any significant sites which are strategic for the rural area and should be extended or new ones allocated? E.g. Brampton Townfoot Industrial Estate has been developed.

Q E5. Do we allow extension of employment areas no matter where they are?

Q E6. Are there new opportunities for rural employment we should address?

Q E7. Do we continue to resist the loss of agricultural and other buildings away from rural employment uses?

Q E8. The Auction Marts in Longtown and Carlisle are significant uses dependent on the agricultural economy – How do we cater for the future needs of Carlisle's auction mart and can these be met on the existing allocated site or do we open up another opportunity?

## Education Sector

The University of Cumbria is relatively new in its formation and has been revising its strategy as the funding of universities and introduction of fees for students evolves. It is a significant employer throughout Cumbria and the student population makes a significant contribution to the local economy. There remains however a loss of new graduates where they return home or move away to find jobs. Working with the University to change this trend and bring forward new opportunities is fundamental element of growing Carlisle's economy

Carlisle College provides vocational and skills training for a growing number of young and mature students and is helping to expand the skills base locally. This makes an important contribution to the local economy especially with the predicted decline in manufacturing in Cumbria and the need to develop new skills. The College campus in Carlisle is currently being redeveloped to provide improved facilities for training and attractive learning environment.

Q E9. The University of Cumbria will play a vital role in Carlisle's economy. What measures do we need to take to support its contribution?

Do we allow redevelopment and rationalisation of the existing sites?

Where could we develop new facilities for the longer term?

Where should we locate student accommodation and how much?

### Energy Sector

Cumbria's energy coast recognises the significant contribution that energy developments will provide during the period of this Core Strategy. Whilst several developments are planned for renewable energy and the nuclear industry the impacts will be wider than the west coast. There will inevitably be employment associated with these developments but also significant supply chains will be required which could have beneficial impacts for Carlisle. These opportunities will help support the Carlisle economy. There may also be physical requirements to enhance the grid network to enable connections to feed into the national network. These will have to be accommodated during the period and the spatial strategy will have to take account of the wider Cumbrian context.

Q E10. Do we need to specify support for certain types of development to recognise the contribution or would this be too restrictive?

Given challenges of supplying energy for the plan period and beyond are there specific measures we need to take?

### Strategic Areas for Employment

The Core Strategy should only address strategic sites which make a contribution to the overall strategy of the plan. It should indicate the direction for those significant issues. In relation to employment there are general issues about existing employment sites which are mentioned previously. This would include the continuation of development of the Brunthill and Kingmoor Park sites as making a significant contribution to employment land supply and the availability of land at a scale which would not only provide local opportunities for relocation but also for inward investment.

There are a number of areas which either perform significant roles in the local economy or can potentially increase that role during the period of this strategy. These are:

Q E11. Are there specific areas which should have strategic policies in the Core Strategy to encourage activity in those areas?

A City Centre – Above national guidance do we need to ensure that the City Centre remains the prime destination and encourage improvements to the City Centre.

B Carlisle Airport - what opportunities do we need to refer to enable further growth of the airport

C Botchergate – how do we ensure the regeneration of Botchergate area to encourage new investment

D Regional Investment Sites – Strategic sites had been identified through Regional Spatial Strategy at Kingmoor Park/Brunthill and City Centre – do these need redefining?

### 3.5 Retail

#### Objective

To ensure that Carlisle fulfils its status as a centre for regional shopping providing a vibrant mix of retail opportunities to meet changing consumer demands

Carlisle currently performs the role of a sub regional shopping centre providing an attractive place to shop for people throughout Cumbria, north east to Hexham and southern Scotland. Whilst it has a strong established retail base it is still vulnerable to economic change reflected through changes in vacancy rates and centralised policies of national multiples. Ensuring that the retail offer in Carlisle remains strong means that we must be able to react to changes in retail demands to provide local people with the mix and opportunities they require and that the quality of choice caters for all needs.

The Carlisle Retail Study 2009 Update reviewed the current provision of retail floorspace in relation to the potential expenditure generated by the catchment population. The study identified a number of key points for determining current planning policy:

- There would be sufficient expenditure to support a new food/non-food superstore with convenience goods floorspace of up to about 3,500 sq m net, anchoring the planned new district centre at Morton and opening between 2011 to 2016. The exact size would depend upon timing and the sales density of the retailer.

- There will not be capacity for a further new food superstore elsewhere in Carlisle before 2026
- Growing and eventually substantial capacity for new city centre comparison goods floorspace is forecast. This should be sufficient to support a major city centre retail development scheme, perhaps anchored by a new department store with a view to implementation by about 2021 or soon after.
- There are a number of vacant retail warehouses in Carlisle at present. As a result, there is no forecast capacity for additional non-central retail warehouses before 2016. From 2016, capacity will grow such that by 2026 there will be capacity for up to about 19,700 sq m net.
- If the Morton development included a much larger superstore than indicated above, and/or a large unrestricted Class A1 retail park, it would become a serious competitor with the city centre. It would then become more difficult to achieve the next phase of new city centre retail development.

Since this study the Government revised its guidance through the production of PPS4 Planning for Sustainable Economic Growth. This focuses on all types of Economic Development including retail and changed the emphasis away from reliance on quantitative need (i.e. the amount of floorspace required) to one of qualitative need (what is in the best interests of the area). This includes competition between retailers and enhanced consumer choice through the provision of innovative and efficient shopping allowing a genuine choice to meet the needs of the entire community.

Whilst the focus remains on the city centre the change of emphasis includes recognition of the benefits to more closely meet the wider needs of the area.

Further work will be undertaken to examine the options for the future consistent with other elements of the Core Strategy but there are a number of issues to address which result in the following options.

### Food stores

Since the 2009 study and change to national guidance the following developments have been approved:

Morton District Centre (5,574sqm net)

Sainsbury at Bridge Street, Caldewgate (5,514sqm net)

These were of a scale which was larger than envisaged by the 2009 study update but further work was undertaken in line with the new PPS4. It is recognised that there will be an impact on the other food supermarkets but address a recognised shortfall in the

distribution of foodstores and the qualitative mix by introducing another operator to the City.

This now changes the overall position in relation to the location of stores throughout the city although both the Morton and Caldewgate stores are still to be built as is the proposal for a Tesco store at Viaduct Estate Road (Caldew Riverside). Assuming that all three stores are built the following options occur:

Q R1. What future strategy should we pursue for food stores?

- No more large retail superstores until a review at 2021
- There is still a need to strengthen the City Centre food offer and a new superstore in the city centre should be provided.
- Should existing food stores be allowed to extend their current size to cater for future growth?
- For smaller food stores should we continue to allow them to develop in smaller neighbourhoods?

#### Comparison shopping (retail warehouses)

In recent years the only consents which have been granted are for mezzanine floors within existing stores (i.e. putting an extra floor within the existing building) particularly at the Greymoorhill Retail Park.

Other units have remained empty particularly at St Nicholas despite planning permission for an upgrade of the retail park and additional units to increase the offer of floorspace.

Carlisle still operates a restrictive policy on some retail warehouses outside the city centre to ensure that they are for bulky goods. This limits the competition with the City Centre but it is considered the lack of choice also sends shoppers away from Carlisle such as to the Gretna Gateway retail park.

The 2009 study reinforced the view that retail warehouses should be restricted but recognised that there was scope for increased comparison shopping provision in the City Centre. No scheme has been developed to deliver this potential floorspace and the constrained historic centre has a number of challenges if this is to be the best location this has currently resulted in a lack of decent sized units in the City Centre to attract larger operators into Carlisle.

QR2. How should we plan for future comparison shopping?

- Restrict comparison goods to city centre to ensure that remains the prime location for development and redevelop existing areas to cater for greater



demand, if so where?

- Allow a relaxation of the goods sold for non city centre retail units to increase occupancy and attract larger operators
- Allow further retail park development to compete with Gretna such as the creation of a new modern retail park

### City Centre Shopping

Government guidance through PPS4 ensures that the main centre still dominates as it is the most accessible location. Carlisle has an important historic centre but this has resulted in smaller shop units. The development of the Lanes shopping centre and its extension to include Debenhams catered for more modern shopping requirements but there is still a lack of larger units in a central location. There is also concern that the main shopping area is dominated by national multiples and limited opportunities for independent retailers. Additional land has been designated for a mixed use development in Lowther Street but this has not been progressed.

The mix of units in the city centre is controlled to ensure that retail uses dominate in the main areas and provide a continued interest along shopping frontages. There have been concerns in recent years that the lack of mix perpetuates an area closes down at half past five every evening.

QR3. How do we ensure that the City Centre retail experience will remain a lead retail destination in the future?

- Ensure that the historic character of the city centre is retained to provide a mix of units for all retailers.
- Allow further development in the city centre to attract larger operators
- Concentrate development of retail in certain areas around the city centre to improve the city centre offer
- Limit the out-of-town retail opportunities to restrict local competition with the city centre

### Rural Shopping

Retail in rural areas is more difficult to sustain as more people travel for work or use the internet to meet their shopping needs. Brampton, Longtown and Dalston have established centres but these need to be sustained. Dalston has a new Co-op development just

underway to ensure it remains attractive to local people and provides for their needs. For smaller centres the catchment for shops is limited and once lost they are not easily replaced. Policies retain facilities as possible although this is still a commercial choice and needs to be financially viable.

QR4. To ensure that the rural area is provided with retail facilities to cater for local needs should we continue to support retention of rural facilities in all centres or just in major centres such as Brampton, Longtown and Dalston

Are there other options which will encourage new facilities to be provided?

### 3.6 Tourism, Heritage ,Culture and Leisure

#### Objective

To encourage and support tourism and cultural proposals for conserving, enhancing and promoting Carlisle's heritage and opportunities provided by the natural landscape to generate maximum social and economic benefit whilst ensuring that proposals are sympathetic to the elements that make Carlisle and Cumbria special.

Tourism, heritage, culture and leisure were all themes which received a number of comments through the Key Issues consultation. Some very clear issues emerged which relate to the District's lacking cultural offer, balancing the promotion of tourism development whilst ensuring that our historical and natural assets are carefully and responsibly managed.

#### National Policy Context

Planning Policy Statement 4 (PPS4) *Planning for Sustainable Economic Growth* recognises that in order to meet the Governments objectives for prosperous economies enhanced consumer choice through the provision of innovative and efficient leisure and tourism services (amongst other things) to allow genuine choice to meet the needs of the whole community. The importance of conserving and where appropriate enhancing the historic, archaeological and architectural heritage of centres to provide a sense of place and a focus for the community and for civic activity is also recognised as being important. PPS4 states that support should be given to sustainable rural tourism and leisure development that benefit rural businesses, communities and visitors.

It is therefore considered important that the Core Strategy supports and promotes the tourism potential of the District to maximise the benefits it can bring to the area.

Planning Policy Statement 5 (PPS5) *Planning for the Historic Environment* states that the Government's overarching aim is that the historic environment and its heritage assets should be conserved and enjoyed for the quality of life they bring to this and future generations. The policy statement requires that LDFs set out positive, proactive strategies for the conservation and enjoyment of the historic environment in their area taking into account the variations in type and distribution of heritage asset, as well as the contribution made by the historic environment by virtue of:

- its influence on the character of the environment and an area's sense of place  
its potential to be a catalyst for regeneration in an area, in particular through leisure, tourism and economic development
- the stimulus it can provide to inspire new development of imaginative and high quality design
- the re-use of existing fabric, minimising waste; and
- its mixed and flexible patterns of land use that are likely to be, and remain,

sustainable.

The basis for Carlisle's tourism is its heritage, surrounding landscape and culture which all need to be recognised and enhanced. Carlisle District offers a wealth of tourism opportunities based on the areas attractive environment and historic core. Major tourist attractions include Hadrian's Wall World Heritage site, Carlisle Castle, Carlisle Cathedral and Tullie House Museum and Art Gallery. There are also a wide range of outdoor attractions such as Talkin Tarn, the River Eden, Rockcliffe Marsh, Geltsdale RSPB nature reserve, Solway Coast and the North Pennines AONBs to name a few.

The high quality environment in and around Carlisle District contributes towards Carlisle's appeal as a visitor destination and provides potential for economic diversification within the rural area; opportunities of this nature are already being supported along the route of the Hadrian's Wall Path National Trail with the development of accommodation and refreshment facilities.

Tourism currently contributes approximately £120,000,000 towards the local economy and employs approximately 2200 people. Carlisle's proximity to the Lake District makes it a popular choice for day visits, however keeping these visitors in the area for a longer period of time would be more beneficial.

#### Q THC 1

Is it appropriate and necessary for the Core Strategy to promote the development of tourism opportunities throughout the District or should this be included in a subsequent development plan document?

Carlisle's tourism accommodation offer currently lacks a range of high quality 4/5 \* hotels with the majority of accommodation falling within the B&B/Guesthouse or budget hotel range. This gap in the accommodation offer is also seen as potentially limiting the potential for increasing numbers of overnight visitors. Cumbria's Tourism Strategy recognises the need for broadening the range of higher quality accommodation and specifically opportunities for linkages with golf or other recreational facilities. In line with national planning policy sites for tourism facilities of this nature should be focused within existing centres such as Carlisle City Centre or other centres where appropriate i.e. where there are linkages to other facilities and scale and access and suitable.

#### Q THC2 Hotel Accommodation

1. Should the Core Strategy identify a strategic site for the development of a 4/5\* hotel?
2. If so, where should the hotel be located?
  - a. In the City Centre
  - b. In Brampton, Longtown, Dalston
  - c. In a Local Service Centre
  - d. Or in a location related to another established enterprise – e.g. employment site, tourism facilities, sport/leisure facility.

It has been recognised in recent years that the presence of a large professional theatre would further enhance Carlisle's potential as a visitor destination by adding to the range of cultural facilities and expansion of the arts scene, as well as the associated financial and social and cultural benefits for the existing residents. The Sands Centre currently acts as a multifunctional space however it is acknowledged that there are limitations to The Sands role as a theatre space/concert hall alongside its function as a sports centre.

The range of leisure facilities within the District is also limited and disjointed, with leisure centre facilities such as The Sands Centre and The Pools being spread across two sites. It is recognised that there can be benefits in providing an improved facility on a single site such as a large leisure complex improving facilities for Carlisle's residents and providing an added all weather tourist attraction which would be more suited to Carlisle's regional status.

The key issues consultation identified Carlisle as having an under developed arts/leisure offer. The development of a professional theatre and concert space was expressed as one means of kick starting development in this area coupled with further development of the University.

#### Q THC3 Supporting the development of the cultural/leisure offer

1. Should the Core Strategy identify an area of the City for the development of a 'cultural/leisure quarter'? Or
2. Should the Core Strategy identify a strategic site for a single large scale leisure development?

Carlisle's heritage assets are significant with the presence of a world heritage site numerous scheduled ancient monuments and a large number of listed buildings within the

District. Landmark buildings and heritage sites such as Hadrian's Wall and Lanercost Priory attract visitors from around the world.

Our heritage provides us with a strategic advantage on which Carlisle can build its future role and identity. The historic environment should be promoted and protected. Proposals utilising our historic buildings should be supported where appropriate to allow maximum benefits to be gained from the assets to develop local distinctiveness and a sense of place that will underpin regeneration and economic development opportunities.

Q THC4 Managing our heritage assets.

1. Should the Core Strategy adopt a proactive approach whereby heritage is central to regeneration opportunities? Such as Botchergate.
2. Should the Core Strategy give no additional special status to heritage over and above that required by legislation and Government guidance?
3. Should the Core Strategy give priority to the achievement of other objectives over and above the preservation and enhancement of architectural and heritage assets?

### 3.7 Local Character

#### Objective

To protect the quality of the District's landscape and townscape in terms of its distinctive local character, and to explore opportunities for enhancement.

Good design can be used to add to the special local characteristics of the District and to strengthen its environmental quality, quality of life and economic strength through making it a place people choose to live and work in.

A better understanding of local character can help inform strategic policy, for example supporting varying density requirements across the District based on character. It can also support more detailed design guidance which may be needed to amplify Core Strategy policies, for example through Supplementary Planning Documents or site and area specific design guidance.

There is potential to undertake townscape character studies with a wider remit than conservation area boundaries, and to forge links with green space and biodiversity policies.

The consultation on the key issues paper raised a number of points in relation to local character including:

- the protection of the character of villages;
- the appearance of the city centre and local neighbourhoods;
- regeneration of run down areas;
- sustainable development in terms of design and location;

There is therefore an identified need to develop strategic policy to promote high quality design to promote local character which ensures attractive, accessible and usable places. The policy needs to aim to protect and enhance the identity, character and quality of the District's market towns and other built up areas. It should also enable adaptable new development that reflects the lifestyles and needs of local residents including families and an ageing population, and reduce the need for energy through the location, layout and design of new homes and commercial buildings.

#### Q LC1

To maintain and enhance the District's distinctive local character, should new development:

1. Aim for standard densities across the district;
2. Be influenced by local character and densities;
3. Aim for a mix of density within each site?

### 3.8 Health and Wellbeing

Health must be addressed in the Core Strategy to help create sustainable healthy communities, to protect and improve public health, and to help provide health infrastructure.

#### Objective

Create a thriving, successful and healthy community for all.

Health is influenced by a wide range of factors, for example income, education and living environment, together with the influence of health services. It is recognised that a decent and safe home is a basic need and a key determinant of good health. Health, well being and safety are all interrelated. Therefore together with the above factors, health can be improved by living in a safe environment and being part of a local community.

The role of planning is not limited to the provision of health facilities. By making provision for walking and cycling, and for access to open space, sport and recreation facilities the Core Strategy can play a role in contributing to the health agenda.

The Core Strategy therefore needs to make provision for existing neighbourhoods and new developments to have access to community, healthcare, sports and recreation, education and cultural facilities. It is the range of facilities which is important. The role that playing pitches can play for the young is acknowledged. However different age groups need access to different facilities including allotments, bowling greens, incidental open space to sit and relax, play areas for the very young and parks etc.

In addition, the retention, and where possible expansion of neighbourhood or district centres within walking distance of homes can encourage walking and reduce the use of the private car.

Leisure and community facilities often have a dual role, and both provide an important community asset. New development can put additional pressure on existing facilities, which may need to expand to meet demand, or lead to a requirement for new facilities. Community facilities where people meet, whether health centres, community centres or libraries play an important role in bringing communities together and providing opportunities to take part in social and physical activities – all of which has positive benefits for health and wellbeing.

PPS 1 Delivering Sustainable Development requires improved access for all to health and community facilities, and to services which promote health and well-being such as open space, sport and recreation facilities. The PPS goes on to expand on what the Core Strategy should deliver in terms of health, including delivering safe, healthy and attractive places to live, and seeking to reduce social inequalities. Therefore health and health



services form an integral part of sustainable development to be delivered through the Core Strategy.

It is therefore intended that the Core Strategy will include a policy, or policies, that will facilitate the improvement of the health of the local population, and the reduction of health inequalities. The Council has been, and will continue to work in partnership with, health service providers in Cumbria.

Carlisle has Healthy City status, meaning that it is conscious of health and striving to improve it. The health of people in Carlisle is varied. Some of the indicators are worse than the national average, whilst some are significantly better. However death rates from all causes and early death rates from cancer remain above the England average. Inequalities exist for deprivation and gender. For example men in the least deprived areas can expect to live seven years longer than those in the most deprived areas, and for women this difference is nearly six years. The health of children and young people is also varied, but the percentage of children who are physically active is significantly better than the national average. This perhaps reflects the good quality and range of recreational opportunities in Carlisle and the surrounding area.

However, the Carlisle and District Health Improvement and Health Inequalities Strategy Action Plan notes that Carlisle City Council is in the lowest one fifth of local authorities in England as judged against health and deprivation indicators.

Q HW 1. To promote health, well being and safety

1. Can you suggest ways that the Core Strategy can influence (either through policy or a specific site allocation for a health service facility) the health and well being of the residents of the District?

2. Should we have a policy to enable the planned provision and enhancement of open space, sport and recreation facilities to encourage healthy communities?

### 3.9 Climate Change

#### Objective:

To reduce emissions of greenhouse gases and carbon dioxide emissions and implement adaptation to climate change.

Climate change is one of the greatest threats facing the population in the 21<sup>st</sup> Century.

There is likely to be greater climate variability with more extreme events such as flooding and droughts. An example was the weather in April 2011 which was recorded as the warmest on record. The City Council has signed up to the Nottingham Declaration (2007) and in doing so acknowledged that climate change is occurring. It also committed the City Council to adapt to the impacts of climate change and to achieve a significant reduction in greenhouse gas emissions, both within its own activities and to encourage all sectors to do so. A Climate Change Strategy 2008-2012 set out aims, objectives, targets and actions to fulfil the strategy.

#### National Policy Context

PPS1 Planning and Climate Change states that:

*Local planning authorities should ensure that development plans contribute to global sustainability by addressing the causes and potential impacts of climate change – through policies which reduce energy use, reduce emissions, promote the development of renewable energy resources and take climate change impacts into account in the location and design of development.*

The Climate Change Act 2008 amongst many measures introduced legally binding targets to tackle climate change:

- Greenhouse gas emission reductions of at least 80% by 2050 and reductions in carbon dioxide emissions by at least 26% by 2020 against a 1990 baseline.

The Act gave local authorities statutory powers to adopt policies to implement the targets through planning policies for new development such as those in use by the London Borough of Merton in the early 2000s. This enables councils to set energy efficiency standards that exceed building regulation standards.

Climate Change has many issues stemming from it and these will be examined under four headings :-

- 1 Climate change impact: the location and design of development;

- 2 The reduction in energy use;
- 3 The reduction of emissions;
- 4 The promotion of renewable energy resources.

### The Location and Design of Development

All development can contribute to flood problems through increasing run-off into drains and rivers, not just in areas of high flood risk. Many of the drainage and sewerage systems in Carlisle are Victorian in age and fragile. It is likely that overload to the sewerage infrastructure resulted in the 2005 floods in the areas of Denton Holme, Willowholme, the City Centre, Rickerby and Etterby Terrace. Substantial areas of the City are susceptible to surface water flooding including Botcherby, Willowholme, Caldewgate, Denton Holme, Longsowerby, Currock, Harraby, Newtown, Knowefield and Edentown.

Q CC1a. Do you agree that development should be concentrated as much as possible in areas of the lowest flood risk potential (i.e. Flood Zone 1) and avoid flood zone 3?

Q CC1b. In the event that development must be exceptionally located in higher flood risk areas (i.e. Flood Zones 2 and 3) do you agree that it must be on previously developed land (brownfield sites) and include measures to control and mitigate flood risk including design measures such as raised floor levels and measures which do not result in increased flood risk elsewhere ?

Local authorities are encouraged to adopt policies that aim to use Sustainable Urban Drainage System (SUDS) techniques to mimic natural drainage processes. These include green roofs, permeable paving, swales, detention basins, ponds and wetlands. Soil types vary in the Carlisle District and only certain areas may be suitable for infiltration systems. Developers are encouraged to attenuate surface water run-off on a site so that it does not put pressure on the existing drainage system or increase run-off into watercourses via the sewer network.

The Code for Sustainable Homes was introduced in 2007. The code is a voluntary standard designed to improve the overall sustainability of new homes so that higher environmental standards are achieved at successive levels. Minimum standards for Code compliance have been set above the requirements of Building Regulations. The Code measures the sustainability of a home against nine design categories: energy and Carbon

Dioxide (CO<sub>2</sub>) emissions, pollution, water, health and well-being, materials, management, surface water run-off, ecology and waste.

Q CC2a How might policies contribute to meeting the zero carbon standard at Code for Sustainable Homes Level 6 by 2016 which all new homes will have to reach ?

### Reduction in energy use and in emissions

Energy use in buildings accounts for nearly 50% of UK carbon emissions. There is a duty on Local Authorities in the Energy Act 2008 to secure a significant improvement in domestic energy efficiency in terms of building design. This concerns the fabric of a building and appliances used in it. It also concerns the construction and arrangement of buildings to minimise the use of resources including obtaining the maximum benefit from solar gain and building to control heat loss.

Some natural energy resources such as solar and wind are available in abundant supply and can be easily converted into useful energy. Doubts have been cast on the benefits of larger scale renewable energy schemes in recent years because of a lack of sufficient wind resource and the harm to the landscape. Microgeneration, both on-site and building-integrated, is encouraged through government incentives.

Q CC3a Should the Core Strategy set a % target (e.g. 10 – 20%) for on site renewable energy in all new developments?

Q CC3b Should the Core Strategy set a sliding scale of targets with larger developments being required to meet a higher %?

Q CC3c Should the Core Strategy policy on climate change have a spatial element, with different % targets for on site renewables being developed for the City and the rural area?

Q CC3d Should all new developments be required to demonstrate in a sustainable design statement that energy efficiency options have been considered ?

### New development and pollution

Pollution in various forms can arise from development, through the air, noise, water and ground, the major source being from traffic generation. Any potential pollution should be mitigated and minimised through good design and environmental management practices.

Since 1997 every local authority has been required to measure air quality to meet national objectives designed to protect people's health and the environment. Where the objectives are not achieved an Air Quality Management Area (AQMA) is declared, followed up by a local Air Quality Action Plan. To date Carlisle has declared six AQMAs, largely on the main road arteries into the City.

Q CC4 Do you agree that new development should be located in the most sustainable locations possible that decrease car dependency and have the best available access to jobs, facilities and services ?

It is our aim to protect important sites and habitats of landscape, woodland, geological, historic and biodiversity value

There are concerns that changes in the climate have adverse effects on biodiversity and decrease natural populations. Some populations have the capacity to adapt to changing conditions but many do not.

National Policy Context

PPS1 Delivering Sustainable Development states that:

*Development plan policies should take account of environmental issues including the conservation and enhancement of wildlife species and habitats and the promotion of biodiversity; and the need to improve the natural environment in and around urban areas and rural settlements including the provision of good quality open space.*

Q CC5a Should on- site protection and restoration of biodiversity, habitats (including woodlands and trees), character and landscape features be required by all new development to avoid loss of or damage to the assets ?

Q CC5b Would off-site mitigation nearby of assets lost or damaged by development be acceptable ?

### 3.10 Green infrastructure and open space

#### Objective

To retain and expand the green and blue infrastructure of the District for the benefits of Carlisle's citizens and tourists .

Studies have shown that access to good quality green infrastructure improves the morale and health of the population. A local authority has a duty to conserve biodiversity and be sensitive to features of geological and geomorphological importance under the Natural Environment and Communities Act 2006. Higher levels of biodiversity can improve ecological services by acting as carbon sinks, air conditioners, cooling and controllers of pollutants, microclimate and flooding.

Q CC6a Should all development contribute on site where possible and off site to the creation of green infrastructure resources?

Q CC6b Should all urban development contribute to urban greening through planning obligations?

Q CC6c Should more car free routes for cycling and walking be provided?

Q CC6d Have you any suggestions for new leisure provision or places where recreation provision is lacking?

Q CC6e Have you any suggestions for areas which you think should be considered for designation or protection because of their biodiversity or nature conservation value?

### 3.11 Landscape

#### Objective

Carlisle is a District with diverse and stunning landscapes of the highest quality. We need to meet the need for development together with ensuring these landscapes are managed, conserved and enhanced for the future.

The District contains two Areas of Outstanding Natural Beauty (AONBs), the Solway Coast and the North Pennines. AONBs are locally managed, nationally important areas, dealing with global issues. These areas are designated for the national importance of their landscape. Proposals for the designation of AONBs are identified and consulted upon by Natural England and the final boundaries are approved by the Secretary of State. The Council cannot change them. Within AONBs, it is Government policy to conserve and enhance their natural beauty, whilst having due regard to social and economic considerations. Large-scale developments are only likely to be acceptable where they are in the national interest.

The need to preserve and enhance the quality and setting of the AONBs has been highlighted as a key issue in this paper. Both AONBs have a number of settlements located within them. The prime purpose of AONB designation is to protect the landscape

rather than restrict development in villages. In addition, the rest of the District is characterised by high quality and diverse landscapes, from the remote upland areas around Bewcastle, to the river valleys around Carlisle. The Core Strategy will have to make provision for new development in the District whilst ensuring that it takes place in a way that protects and where possible enhances those landscapes.

Around the built up areas of Carlisle, Brampton and Longtown there are areas of landscape designated as Urban Fringe. These are the most important areas of countryside around these settlements, and in some cases extend into the settlements, bringing rural character into the built up area. The importance of these areas lies in their significance to the setting of the settlement concerned. Current policy seeks to retain the open nature of these areas, whilst allowing development of a recreational or agricultural nature.

Cumbria County Council has recently produced, in partnership with the Districts, a Cumbria Landscape Character Guidance and Toolkit. This document seeks to describe and map the elements and features that make up distinctively different types of landscape, and provide a framework to help protect, manage, enhance and restore landscapes in the future and keep their distinctiveness. It also helps to inform the options which will ultimately shape policy in the Core Strategy.

This document specifically identifies urban fringe as a landscape sub type, and sets out their key characteristics, physical character, land cover and land use, ecology, historical and cultural character, perceptual character and sensitive characteristics or features.

Q L1 In terms of the Core Strategy approach to protecting and enhancing important landscapes, which of the following options, or combinations of options do you agree with?

1. Development of high quality design should be allowed in AONBs to meet housing, economic and social needs;
2. Develop a criteria based policy for landscape protection based on the Cumbria Landscape Character Guidance and Toolkit;
3. To retain the Urban Fringe Landscape designation (as allowed for by PPS 7 para 25) in conjunction with option 2 above.

#### 4. What happens next?

When this consultation period has closed responses will be analysed and a summary report detailing your comments will be published on the Council's website

[www.carlisle.gov.uk](http://www.carlisle.gov.uk). They will be used by the Council to inform the next stage of our Core Strategy, the 'Preferred Options'. The Preferred Options will set out the favoured strategic policy direction for Carlisle and will inform the final plan.

If you have any further questions regarding this document, or wish to discuss any aspects in more detail, please contact the Planning Policy Team on 01228 817193 or email

[LPC@carlisle.gov.uk](mailto:LPC@carlisle.gov.uk).



## 5. Glossary

**AQMZ** = Air Quality Management Zone

**Annual Monitoring Report (AMR)** = Monitoring report recording the delivery of policies in the adopted plan.

**AONB** = Area of Outstanding Natural Beauty

**Brownfield land** = Previously-developed land is that which is or was occupied by a permanent structure, including the curtilage of the developed land and any associated fixed surface infrastructure.

**CABE** = Commission for Architecture and the Built Environment

**CNDR** = Carlisle Northern Development Route

**CO<sub>2</sub>** = Carbon Dioxide

**DPD** = Development Plan Document, the documents that the Council must prepare which outline the key development goals of the district's LDF.

**Evidence base** = A range of technical reports and studies that have been or are being prepared to support the policies and proposals being developed in the Local Development Framework.

**FTE** = Full Time Equivalent

**LDF** = Local Development Framework, collection of documents that will form the statutory planning framework for Carlisle.

**LPAs** = Local Planning Authorities

**LTP3** = Draft Local Transport Plan 3

**ONS** = Office of National Statistics

**Open Space** = These are defined in Planning Policy Guidance 17 as parks and gardens, natural and semi-natural greenspace, green corridors, outdoor sports facilities, amenity greenspace, provision for children and teenagers, allotments, cemeteries and churchyards, accessible countryside in urban fringe areas and civic spaces.

**PPS** = Planning Policy Statements

**RSPB** = Royal Society for the Protection of Birds

**RSS** = Regional Spatial Strategies

**SAC** = Special Area of Conservation

**SCS** = Sustainable Communities Strategy

**SPA** = Special Protection Area

**SPDs** = Supplementary Planning Document

**SSSI** = *Sites of Special Scientific Interest*

**Sustainability Appraisal** = A statutory assessment undertaken on Core Strategies and DPDs to identify and evaluate the impacts of a plan on the community, economy and environment.

**Sustainable Urban Drainage Systems** = Management practices and control structures designed to drain surface water in a more sustainable fashion than some conventional techniques.

## Appendices

## APPENDIX 1 : National, Regional, Sub-Regional and Local Planning Policies

### National

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

### Regional

The North West Plan: Regional Spatial Strategy to 2021 (2008)  
North West Regional Economic Strategy (2006)  
North West Sustainable Energy Strategy (2006)  
Future for the North West (formerly Regional Strategy 2010)

### Sub Regional

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

### Local

A Community Plan for Carlisle and District 2001-2016  
Carlisle Employment Sites Study: Implications for M6 Corridor (June 2010)  
M6 Corridor - Employment Sites Baseline Review (2009)  
Carlisle Open Space, Sports and Recreation Facilities Audit 2005  
Carlisle Renaissance Development Framework and Movement Strategy - Baseline Report and  
Final Document (January 2007)  
Carlisle Renaissance Development Framework and Movement Strategy - Policy Statement  
(January 2007)  
Carlisle Retail Capacity Forecasts Update 2009 (DTZ) and Carlisle Retail Study Update 2006  
(Donaldsons).  
Carlisle Sector Review (2007)  
Carlisle Renaissance: Economic Strategy SWOT Analysis (2006)  
Growing Carlisle: An Economic Strategy for the Carlisle City Region (March 2008)  
Carlisle Growth Point Programme of Development 2008.  
South Carlisle Development Access Study (2008)  
Urban Design Guide & Public Realm Framework (2009)  
Carlisle City Council Climate Change Strategy 2008-1012  
Carlisle City Council Annual Monitoring Report (December 2010)

### Studies currently being prepared

Strategic Flood Risk Assessment (July 2010)  
Draft Cumbria Renewable and Low Carbon Energy Capacity and Deployment Study (ongoing)  
Carlisle Strategic Housing Land Availability Assessment (Draft work is ongoing. Study is currently being updated to assess the viability of sites)  
Carlisle Green Infrastructure Strategy (September 2011)  
Carlisle Housing Need and Demand Study (expected July 2011)

Core Topic	Key Issue summary	Response
Previously developed land and buildings including degraded urban fabric, empty buildings and dereliction	<p>A number of responses recognised the importance of developing previously developed land prior to encroaching onto green field sites. Similar comments were made in respect of utilising vacant and derelict buildings where appropriate before developing new properties. The main benefit highlighted in respect of this approach was potential environmental enhancement.</p> <p>Key Issues picked up as a result of consultation:</p> <ul style="list-style-type: none"> <li>● Encroachment of new development on green field sites</li> <li>● Derelict land and empty buildings</li> <li>● empty shops/premises.</li> </ul>	<p>The Government commitment to Brownfield Targets was removed in March 2011. The Core Strategy will devise options for locally devised targets, reflecting current national policy presumption in favour of sustainable brownfield development before greenfield sites. Property owners are responsible for the state of their buildings although the Council's Building Control Service can take action over unsafe buildings. There is a need to identify the location and ownership of all derelict buildings and work in partnership with owners to bring them back into beneficial use.</p>
Botchergate	<p>Botchergate and the southern approach to the City Centre was highlighted as a major concern to a large number of residents. Key Issues picked up as a result of consultation:</p> <ul style="list-style-type: none"> <li>● Dereliction/boarded up/vacant properties</li> <li>● Poor environmental quality.</li> </ul>	<p>Botchergate has been highlighted through this consultation as an area that the public would like to see benefiting from a degree of regeneration. To achieve this the Core Strategy needs to facilitate not only economic development, but also physical and environmental improvements and community and private sector involvement.</p>

Theatre & Culture	<p>A significant number of responses were received in respect of Carlisle's undeveloped/ limited cultural offer. Key issues picked up as a result of consultation:</p> <ul style="list-style-type: none"> <li>• Lack of professional theatre</li> <li>• Limited arts/cultural scene with a lack of dedicated venues to support its development.</li> </ul>	<p>There has been a significant level of response concerning the provision of a professional theatre widening the cultural offer. A theatre in Carlisle is generally considered to bring financial, social and cultural benefits to the population and visitors. A theatre can have a considerable impact on the city in which it is located. Theatre goers are likely to use local restaurants and bars, either before or after the performance. They can also bring together people of different social and economic backgrounds and different age groups. They are also places where people can volunteer and be part of the local community. The Core Strategy will provide a policy framework to encourage and enable this type of development to take place. It is acknowledged that private sector investment will be required to deliver these aims. Options will be developed including the identification of a site or an area for development of our cultural offer.</p>
Education	<p>Education was highlighted as a concern. It was recognised that improvements in educational attainment and raising aspirations are important factors in the economic growth and development of Carlisle. Key Issues picked up as a result of consultation:</p> <ul style="list-style-type: none"> <li>• Low Skill base and levels of education</li> <li>• Vulnerability of village schools and their importance <ul style="list-style-type: none"> <li>• Lack of primary and secondary school provision north of the river.</li> </ul> </li> </ul>	<p>We need to work in partnership with education providers in the city to attract high quality jobs, encourage business investment and secure the retention of young people. The future of the University is crucial to encouraging young people to stay in this area, and in attracting students from outside the area. The development of more skills and knowledge amongst the community will make Carlisle a more attractive base for new businesses and industries. Also higher skilled people will have the opportunity to access higher paid jobs, thereby helping to improve their quality of life and stimulate the economy.</p>
Policing/Anti social behaviour/public services	<p>The majority of responses relating to this area can not be addressed by the Core Strategy, however the points raised will be passed onto the relevant bodies e.g. The police authority.</p>	

Environmental cleanliness	<p>A significant proportion of responses made reference to issues of environmental cleanliness. Again these are not issues that can be directly addressed through the Core Strategy. The comments/concerns raised will be directed to the relevant Council department.</p>	<p>The quality of our environment is recognised as an important factor in attracting inward investment and in contributing to the health and wellbeing of the community. The City council will need to work in partnership with land owners in coming up with innovative and imaginative ways of tackling this issue. Whilst littering and graffiti in all its forms is not an issue that the core strategy can address, it is clear that the Council needs to investigate ways to make the public more aware of the scale and effects of street littering. In other areas Councils have used shock tactics such as suspending street cleaning for a day in a bid to make people responsible for their own rubbish. It also visibly demonstrates how much rubbish is dropped on the streets in one day. The responses received to this issue will be forwarded to the Area Maintenance Teams in the Local Environment Directorate.</p>
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<p>Housing (including rural/affordable/housing for an aging population/Gypsies and Travellers)</p>	<p>Housing is a broad major issue which needs to be addressed through the Core Strategy, its importance was reflected in the level of response received. Responses were quite varied however key issues were clearly evident.</p> <p>Key issues picked up as a result of consultation:</p> <ul style="list-style-type: none"> <li>• New housing development is focused on the urban area</li> <li>• Limited residential development in the rural area</li> <li>• availability of housing land</li> <li>• meeting current and future housing needs/housing targets</li> <li>• mismatch between current concentrations of employment land to the north of the City and housing land to the south</li> <li>• achieving a balanced/mixed housing supply</li> <li>• Lack of housing to meet specific needs particularly in respect of the aging population</li> <li>• Lack of affordable housing and first time buyers properties both in the urban and rural areas</li> <li>• Lack of service provision to support rural residents</li> <li>• diminishing rural population in more remote settlements</li> <li>• Ensuring sufficient, suitable land is identified to meet the needs of the Gypsy and Traveller populations within the District.</li> </ul>	<p>This is a complex issue which is linked to people's needs and service provision. The Core strategy will ultimately make clear spatial choices about where new housing development should go in broad terms. It will also provide the policy framework to ensure the necessary social, physical and green infrastructure is in place to ensure that sustainable communities are delivered. The Council is currently undertaking a Housing Need and Demand Study this will provide us with information on the level, type and location of housing need. This will help us in determining the spatial distribution of housing across the District. The Housing Need and Demand Study that the Council is currently undertaking will identify specific needs for the elderly across the District. The Core Strategy will need to make clear how much housing development is intended to happen where, when and by what means. Rural villages with a good level of local services and amenities have the opportunity to absorb a certain level of housing growth to help sustain their services.</p>
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Rural Economy/ Employment	<p>A number of responses were received in respect of the rural economy and its links with farming and tourism. Key Issues picked up as a result of consultation:</p> <ul style="list-style-type: none"> <li>• More support needed for new and existing rural business development.</li> <li>• Strong reliance on agriculture and forestry</li> <li>• Lack of recognition of the significant contribution the rural area of the District makes to the economy of Carlisle.</li> <li>• Lack of rural jobs</li> <li>• Economic future of rural areas is dependent on farming and tourism.</li> </ul>	<p>The Issues and options will explore ways of making provision for locating new economic development within or on the edge of existing settlements where employment, housing and other facilities already exist.</p>
Rural services & facilities	<p>Various responses made reference to the provision of services and facilities in the rural area, highlighting concerns about service protection in the rural area and limited choice in both the rural area.</p> <p>Key Issues picked up as a result of consultation:</p> <ul style="list-style-type: none"> <li>• The current hierarchy of service centres may be out of date, how should this be tackled through the Core Strategy.</li> <li>• Need to ensure that growth areas include the provision of local facilities with good transport links</li> <li>• Loss of rural services/facilities</li> <li>• ensuring that services and facilities are accessible to all sectors of society and meet a range of needs</li> <li>• poor infrastructure to support service provision</li> <li>• Lack of facilities outside the City Centre.</li> </ul>	<p>Services and facilities can only survive if they are supported and accessible to their local population. They are therefore dependant on a balanced community including new people coming in. Forthcoming Neighbourhood Plans will enable Communities to ensure that their neighbourhood develops in line with their aspirations.</p>

Health and wellbeing	<p>Health and wellbeing is a key objective of the Community Plan. A small number of responses received related to ensuring the Core Strategy sufficiently covers this topic area.</p> <p>Key Issues picked up as a result of consultation:</p> <ul style="list-style-type: none"> <li>• Enable growth and development of health facilities within the District</li> <li>• Recognition of the importance of high quality surroundings and design in peoples health and wellbeing</li> <li>• potential loss of health facilities in more remote locations resulting in inequalities in access to services.</li> <li>• Proximity of fast food outlets to schools</li> </ul>	<p>It is acknowledged that there is a fundamental relationship between planning and health. The Key Issues Paper and our Sustainable Community Strategy identified health inequalities as an issue. A number of County wide Partnerships already exist with a remit to tackle these issues. The Issues and Options Paper will explore the development of targets to achieve improvements in long-term health and wellbeing through design and delivery of new development.</p>
University	<p>The importance of the development of the university in relation to Carlisle's economic growth was recognised in a variety of responses.</p> <p>Key issues picked up as a result of consultation:</p> <ul style="list-style-type: none"> <li>• University has an important role to play in delivering economic growth and the local economic benefits brought about by the presence of a student population. The benefits should be maximised.</li> <li>• Potential loss of young talent if university fails to expand</li> <li>• Poor Graduate retention</li> <li>• Potential issues with the choice of courses offered and the local job market to ensure retention of University Graduates.</li> </ul>	<p>The Council is committed to working with the University of Cumbria to meet economic and social aspirations across the district. The Vision for Carlisle in the Councils Corporate Plan is "Carlisle is Cumbria's Historic dynamic and successful university city creating growth opportunities is a sustainable environment with skilled people and international connections in a stunning location". This will be echoed in the Core Strategy as a strategic objective.</p>

Green spaces/recreation/ leisure	<p>This is a broad topic area and as a result a number of responses received have been included under this heading. Despite the broad heading the leisure facilities - particularly the swimming pool was raised as a significant issue.</p> <p>Key Issues picked up as a result of consultation:</p> <ul style="list-style-type: none"> <li>•Leisure facilities need to be looked at and improved,particularly the Pools.</li> <li>• Variations in access to green spaces</li> <li>• Limited allotment provision</li> <li>• Out of date survey work e.g. pitch assessments/open space audit</li> <li>• Need for sports facilities in the rural area</li> <li>• Need a new pool complex for big competitions and an ice rink, which would attract people to the area and would be good for health</li> <li>• Accessibility to open spaces</li> <li>•There should be an assessment of current and future need in relation to open space, sport and recreation</li> <li>• More nature walks and green infrastructure</li> </ul>	<p>A significant consensus of responses wanted greater protection and enhancement of existing green spaces. Various suggestions were made e.g. more involvement of community groups, more tree planting, introduction of new green spaces, better wheelchair access and more planting to encourage wildlife. In order to be effective in planning for green spaces, the Council needs to look at its existing spaces, (public/private), what they are used for and by who, and what condition they are in. The City Council is currently undertaking a Green Infrastructure Strategy which will audit the existing stock of open spaces and facilities and identify shortfalls in quantity and quality. It will produce actions for the future which will inform the options that will feed into the Core Strategy.</p>
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<p>Employment (including low education attainment/low paid employment/limited job opportunities)</p>	<p>Employment is a major topic which needs to be addressed through the Core Strategy. This broad topic heading incorporates a number of employment related factors and therefore accounts for a significant proportion of the consultation responses received.</p> <p>Key Issues picked up as a result of consultation:</p> <ul style="list-style-type: none"> <li>• Need for more jobs</li> <li>• Need for a wide range of employment sites in an attractive environment to encourage new business to located within the District</li> <li>• Too many planning restriction on both urban and rural business development</li> <li>• Spatial imbalance between employment land and housing land</li> <li>• Limited choice of employment sites</li> <li>• Low aspirations</li> <li>• Low wage economy</li> <li>• Distribution of employment sites across the District</li> <li>• Accessibility (to employment sites)</li> </ul>	<p>A significant number of responses were received to this issue, with a general consus emerging for the need to grow the employment offer in the District. This will necessitate the promotion of change to increase Carlisle's contribution to the region's economy, and increase its status as a place to live, work, invest, study and visit. The challenges of poor performances in education, few graduate jobs, low aspirations, too great a reliance on low productivity sectors, pockets of deprivation and limited access to rural services and jobs etc have the opportunity to be tackled by the development and growth of key economic and business sectors, scope for additional allocation of land for housing and employment in the site allocations DPD, the development of Carlisle Airport and the securing of the University of Cumbria's future in Carlisle. However, growing the economy is also reliant on providing additional housing, transport infrastructure and opportunities to acquire skills. The Core Strategy will therefore need to provide a strategic policy framework to guide public and private investment and policy decisions affecting future economic development in Carlisle.</p>
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<p>Traffic, Transport and Parking including rural transport and accessibility</p>	<p>Whilst a number of the responses received were not relevant to the content of the core strategy and related to the current state of our roads and footpaths, some issues were raised which are included below.</p> <p>Key Issues picked up as a result of consultation:</p> <ul style="list-style-type: none"> <li>• Lack of good public transport network</li> <li>• Problems with accessibility, particularly in the rural area</li> </ul> <p>Limited options for sustainable transport</p> <ul style="list-style-type: none"> <li>• Lack of linkage between bus station and railway station</li> <li>• Reduce cars in City Centre</li> </ul>	<p>At peak times traffic is perceived to be an issue in the City and some of the surrounding villages because of noise pollution, danger and congestion. the 3rd Local Transport Plan for Cumbria for submission to the government by April 2011. This is a statutory document that sets out how roads, footways, cycleways, rights of way and bus and train services in Cumbria will be improved and managed. The new Plan will contain a strategy for the next 15 years, the measures and policies to implement the strategy over the five years between 2011 and 2016 and a rolling programme of implementation plans showing where funding will be directed. The Core Strategy will take forward the intentions of LTP3. Rural accessibility depends on the services and facilities available and the travel options for those that live and work in the rural area. More affluent rural groups generally have access to one or more cars. However, less affluent people are likely to feel constrained, especially as in more remote rural areas, with infrequent bus services, residents without access to a car need to carefully plan necessary trips to work/services and facilities. The young, unemployed and the elderly are likely to be the most vulnerable. There are a number of ways that rural accessibility can be improved including car sharing (both informal and managed), bus and community transport initiatives, eg the Fell Runner, and the use of internet and telephone shopping and banking.</p>
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Neighbourhoods and community cohesion	<p>The importance of community and neighbourhoods was raised in the consultation. The involvement of communities in developing plans and strategies for their areas is central to the approach that is being taken in developing the LDF.</p>	<p>The Core Strategy will need to address this issue from two directions. Firstly we will need to follow the Government's principles for community engagement in planning, and to this end we have front loaded the process by involving the community at the very first stages of the Plan making process by asking for the views of every householder in the District on the Key Issues paper. we have also had early and effective involvement with key delivery stakeholders. This has offered people and organisations the opportunity to inform plan contact by sharing their knowledge and views with us. In addition the Core Strategy needs to plan for communities. In support of the Big Society the Localism Bill was published in December 2010. The Bill is intended to give communities new rights including allowing communities to prepare their own neighbourhood plans. Part of the work on the development of the Core Strategy has involved talking to rural communities and building a profile of individual and clusters of villages including drawing together key facts about the villages, looking at landscape characteristics of the area and identifying local issues. The profiles will be used to inform the appropriate level of development needed to keep these villages sustainable and support the existing level of services. there is likely to be a need to carry out a similar exercise in the urban area.</p>
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City Centre	<p>A number of responses highlighted various issues relating to the City Centre. Some of these are cross-cutting issues and can be linked to other issues relating to derelict buildings and regeneration. Key Issues picked up as a result of consultation:</p> <ul style="list-style-type: none"> <li>• No modern garish shop fronts which make all towns identical and would lose Carlisle's attractive charm</li> <li>• Revitalise City Centre to make it more individual</li> <li>• The City Centre is fast becoming fragmented with businesses re-locating away from centres</li> <li>• Mix of old and modern vibrant city that will bring in more tourists and to keep university graduates here instead of leaving the city for a better job</li> <li>• City Centre historical area plus residential (student accommodation is required).</li> <li>• Green, fresh, restored, original, old fashioned like Abbey Street and Tullie House area. Plant trees and grass, cobbles and nice old lamp posts. Less modern low quality buildings. Mix old and new.</li> </ul>	<p>Many conflicting issues were raised under this theme ranging from spending too much or too little money on the city centre; the need to 'do nothing' or undertake further major projects; the need for a contemporary approach to the city centre; whilst other wanted no modern buildings. However there was a general consensus that the city centre needed to attract a diverse and complementary mix of uses, and be an attractive, safe and vibrant environment. It is considered that a strong partnership between the city council and the business and retail community can lead to successful and innovative ways of managing the city centre environment and any necessary regeneration. To improve the quality of the public realm will require a variety of measures including quality streetscapes, squares, parks, signage, seating, lighting parking etc.</p>
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Retail	<p>Various issues relating to retail provision across the city was highlighted through this consultation. Key Issues picked up as a result of consultation:</p> <ul style="list-style-type: none"> <li>• Regenerate empty shops</li> <li>• Shopping confined to north of town - too much central concentration e.g. Parking costs restrict customers - they go to Gretna</li> <li>• Supermarkets in the west of the city</li> <li>• Too many supermarkets will suck the heart out of central shopping. We need to support independent retailers in City Centre</li> <li>• Lack of investment has resulted in shoppers travelling to competing centres to meet their higher shopping needs</li> <li>• New food store development should be resisted in the north of Carlisle</li> <li>• Too many fast food outlets</li> <li>• Core Strategy should protect the existing food stores in Carlisle to maintain its role as a sub-regional shopping centre by encouraging linked shopping trips between these stores and the City Centre.</li> <li>• Facilitate development of rural shops and post offices. Encourage mobile service provision.</li> <li>• Increase in expenditure will result in needs for new and enhanced retail and leisure provision within Carlisle, in order to avoid 'leakage' of expenditure to facilities/centres further afield and to ensure that the sub-regional role of the City Centre is maintained.</li> <li>• We need more local independent shops and boutiques</li> <li>• Flexibility must be maintained in the Core Strategy to allow for changing quantitative and qualitative retail requirements, including recognition that the existing retail offer of the City, particularly the north, needs to be nurtured and</li> </ul>	<p>The additional issues raised in response to retailing in the city overlap to some extent with comments about the city centre and the need to support the central shopping area, keep shoppers in Carlisle and deal with empty shops. In addition, there was also a recognition of the need to facilitate the development of rural shops and post offices, together with encouraging mobile service provision. Carlisle is the largest retailing centre in the County and draws in significant levels of expenditure from surrounding areas. Brampton, Longtown and Dalston are the next largest centres in the District, and Brampton in particular ...It is recognised that smaller local centres and village shops are important facilities, however, in terms of Core Strategy policies and developing spatial options for retail, the Issues and Options paper will concentrate on the role of Carlisle, Brampton, Longtown and Dalston, and their role in a hierarchy of centres, and their continued vitality and viability. The Core Strategy will also need to identify and plan for future retail need.</p>
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	<p>enhanced to ensure it can continue to meet the needs of Carlisle's residents over a period where the importance of multi-channel retail increases.</p> <ul style="list-style-type: none"><li>●Clearly the Core Strategy must be informed by an up-to-date evidence base and our client is keen to ensure that a new Retail Capacity Assessment for the City and District is commissions. In so doing the Council should: assess the need for floorspace for economic development, including for all town centre uses over the plan period; identify deficiencies in local provision; and access the capacity of existing centres to accommodate new town development taking into account the role of centres in the hierarchy.</li></ul>	
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Heritage and Tourism	<p>Carlisle's significance as a historic and tourist centre was recognised by a large proportion of respondents. Key Issues picked up as a result of consultation:</p> <ul style="list-style-type: none"> <li>• Need to encourage continued growth, development and diversity of tourism opportunities available, especially to families and recognise the contribution tourism makes to the District's economy</li> <li>• Carlisle should be branded 'ultimate day out in the north of England' focused on shopping centre, Tullie House and the Castle - historic quarter. Need to promote tourism in Carlisle like in York, Cambridge and Chester.</li> <li>• Carlisle should be branded as a contemporary city as well as a historical city with better facilities, e.g. first class city centre hotels</li> <li>• If dealt with properly tourism can create jobs</li> <li>• Ensure the preservation and protection of architectural features of period buildings and protection of old buildings and sympathetic planning and design in conservation areas</li> <li>• Should include the natural environment as a tourist draw - River Eden, Rockcliffe Marsh, RSBP reserve at Geltsdale, Solway Coast AONB, The Pennines, the Lake District National Park</li> <li>• Focus on enhancing the rural tourist based opportunities - a rural heritage centre.</li> <li>• Link Castle Street with the Castle better.</li> <li>• Need to try harder to attract people but don't forget the locals residents.</li> </ul>	<p>The Vision in the Council's Corporate Plan acknowledges Carlisle's role as a Historic City Investment in public realm works will always attract supporters as well as objectors, however recent significant investment aims to establish Carlisle as a must see Tourism destination. Investing in the Historic Core and other heritage areas can attract further investment, boost tourism and have a positive effect on business. Within the district there is a rich variety of historic buildings which add greatly to the area these buildings need to be carefully and responsibly preserved and looked after. Neglect of a building is not a reason for it to be demolished. The Council will actively seek to work with owners to restore such buildings.</p>
Youth	<p>A number of responses made reference to youth issues across the District. These are not issues that can be directly addressed though the Core Strategy. The comments/concerns raised will be directed to the relevant Council department.</p>	

Rivers/Flood risk	<p>Rivers and flood risk are key consideration for Carlisle District, as a result a number of responses were received in respect of this topic in response to the consultation.</p> <p>Key Issues picked up as a result of consultation:</p> <ul style="list-style-type: none"> <li>● Flood risk and development, the importance of Green Infrastructure and the flood defences need to be recognised in the Core Strategy</li> <li>● The potential of the 3 rivers in relation to the environment, economy and socially needs to be recognised</li> <li>● Water resources -potential issues relating to water abstraction and future requirements particularly relating to economic growth.</li> <li>● River corridors should be protected form development.</li> </ul>	<p>In accordance with PPS 25: Development and Flood Risk, the Council has carried out a Strategic Flood Risk Assessment (SFRA) as part of its evidence base. Flood risk is an issue of considerable concern, and will be a key factor in determining the scale and location of development in the subsequent site allocations DPD. The Core Strategy will need to protect communities from flood risk, and adopt a sequential approach to determine the suitability of land for development in flood risk areas. The Core Strategy will also need to enable the implementation of measures to mitigate flood risk across the district. This will require joint working with other organisations including the Environment Agency, to ensure that any measures taken to mitigate flood risk are effective, viable, attractive and enhance the public realm. It will also need to ensure that any residual risk can be safely managed.</p>
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Climate change/renewable energy	<p>The responses to the climate change and renewable energy issue reflected the importance of this issue. A large number of responses were received in response to the consultation, covering the following Key Issues picked up as a result of consultation:</p> <ul style="list-style-type: none"> <li>•the role of trees and woodlands needs special recognition; means of reducing energy consumption should be tackled; encourage self-sufficiency in energy; reduce car use;</li> <li>• drive for more renewable energy from a variety of sources;</li> <li>• support for the highlighting of climate change as an issue;</li> <li>• need to plan for a low carbon future;</li> <li>• the Environment Agency raised the issue of contaminated land as a priority;</li> <li>• need for Core Strategy to include a strong cross cutting policy on climate change;</li> <li>• sustainable building techniques;</li> <li>• environmentally friendly methods of procurement of goods and services, energy and water use, travel, waste, recycling, construction and design.</li> </ul>	<p>Climate change and renewable energy have emerged as a key cross cutting issue. It is now widely accepted that our activities which lead to greenhouse gas emissions are a key driver of climate change. The current approach to climate change issues tends to be reactive by accommodating adverse effects, e.g. the recently constructed flood defences in the City. (Key issues dealt with elsewhere that relate to the climate change issue include those relating to flood risk). However, the implications in terms of global warming range from impacts on landscape character, biodiversity and nature conservation to the agricultural economy. The Core Strategy will need to take a pro-active approach towards climate change by aiming to reduce greenhouse gas emissions, ensuring new construction includes sustainable building techniques and through the promotion of a range of renewable energy sources. In addition there is a recognition of the need to grow the green economy as this covers a wide range of low carbon business activities.</p>
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Vision for Carlisle	<p>The potential for Carlisle District to grow was highlighted with a number of suggestions for how this could be achieved. However, a number of respondents wanted Carlisle to remain the same. Key Issues picked up as a result of consultation:</p> <ul style="list-style-type: none"> <li>• Accurate population forecasts and predictions based on verifiable facts should be used - no out dated information, to help enable long term economic development and sufficient land for residential development to meet these needs</li> <li>• need to increase the population of Carlisle and drive economic growth</li> <li>• We have potential due to natural geographic, heritage and transport assets</li> <li>• Support economic recovery to the south of the city to address the present north-south imbalance</li> <li>• Need development in west Carlisle and in rural areas to support rural services and schools</li> <li>• Development which strengthens Carlisle's role as a regional centre for business, commerce, shopping, leisure, culture and tourism, respect and enhancement of Carlisle's historic character and development to facilitate expansion of the city to the south and west should be supported</li> <li>• More progressive planning to encourage inward investment - simplify the planning process where appropriate</li> <li>• Ensure Carlisle is the focus of transport and communication as it is at the cross road of train and road links for the North West</li> <li>• Resist inappropriate development both in the City and rural areas</li> <li>• Ensure any new housing is traditional in style and appropriate for the size of the settlement</li> <li>• New building should be within village boundaries and not outside</li> <li>• Conservation areas and</li> </ul>	<p>The Government's overall objectives for planning as set out in PPS 1 - Delivering Sustainable Development identifies sustainable development as the core principle underpinning the planning system; that planning should ensure a better quality of life for everyone, both now and for future generations. The particular challenges facing Carlisle include the need to improve economic performance and raise earnings, deliver sufficient homes to meet needs, improve accessibility etc. The Core Strategy needs to deliver the spatial aspects of the Sustainable Community Strategy 'A Community Plan for Carlisle and District 2011-2016'. This sets out a vision for the future, with an intent to grow the economy to provide positive and progressive employment opportunities for local people, and that the community are able to contribute fully and support Carlisle's growth. As such there will need to be a certain level of growth and change to meet these aspirations.</p>
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	significant buildings should be maintained as they are now	
Infrastructure	<p>Variety of issues however one issue came out to be highlighted most frequently:</p> <p>Key Issues picked up as a result of consultation:</p> <ul style="list-style-type: none"> <li>• need investment in communication/broadband access (especially for rural areas)</li> </ul>	<p>An infrastructure delivery plan will need to be prepared alongside the Core Strategy. It will need to detail the infrastructure identified by the Council and other service providers as being needed to support the delivery of the Core Strategy. It is likely that infrastructure requirements will need to be categorised into critical, necessary and preferred, and cover areas such as transport, green infrastructure, social infrastructure and utility services. In relation to broadband it is recognised that increasing the take up and</p>

		<p>effective use of broadband is both a District and County wide issue. All local communities would benefit from fast broadband access to enable continued growth of ICT and internet based business, the home based business sector and to provide greater opportunities for everyday life to be better connected. The Core Strategy could, through policy, set out the framework within which the Council will seek to work with infrastructure providers to identify and deliver any necessary infrastructure to support the proposed level of growth in the District.</p>
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Environment/Biodiversity/Designations	<p>A number of issues were highlighted relating to the rich environment of the District and its protection. Key Issues picked up as a result of consultation:</p> <ul style="list-style-type: none"> <li>• Emphasis should be given to the protection of all areas of ancient woodland and to ancient/veteran trees; also to habitat protection for priority species</li> <li>• Conserve the green spaces and create more green spaces i.e. nature reserves</li> <li>• Accessibility to open spaces</li> <li>• Limit development on green space</li> <li>• Carlisle has a unique location in that it is able to offer quick and easy access to unparalleled countryside, environment and natural habitats</li> <li>• Woods provide a range of social, economic and environmental benefits and woodland has been shown to contribute to 10 of the 20 quality of life indicators for the UK.</li> <li>• High quality landscape should be preserved and protected</li> <li>• Impact on the landscape of the intensification of agricultural methods</li> <li>• Ancient woodland should be given strong, and preferably absolute protection.</li> <li>• The number of SSSIs in Carlisle should be noted, noting that all SACs, SPAs and Ramsar sites are SSSIs. Mention should also be made of the numerous County Wildlife Sites, ancient woodland, the 11 Regionally Important Geological Sites (RIGS) and the National Nature Reserve at Walton Moss.</li> </ul>	<p>The District is exceptionally rich in wildlife and landscapes. Throughout the District there are many sites which support important habitats for a variety of species, and many of these sites are designated under the European Habitats Directive as sites of European importance, e.g. the River Eden and the Solway Coast. Likewise some of the District's countryside is covered by AONB status (Solway Coast and North Pennines), and the need to preserve and enhance the quality and setting of the AONBs will be addressed by the Core Strategy. There are many other attractive landscapes in the District, and these combine to form a network of natural habitats. Biodiversity is a key factor in the achievement of sustainability and as such will be addressed by policy in the Core Strategy. Biodiversity and landscape can be affected by a wide range of development proposals and a strong policy framework will ensure that both are protected and enhanced. When drawing up this policy framework we will take account of the UK Biodiversity Action Plan, the England Biodiversity Strategy and the County Biodiversity Action Plan. However, the Core Strategy will not identify individual sites and landscapes, rather it will set out strategic objectives for cross cutting topics likely to affect biodiversity and landscape, such as sustainable development, climate change and green infrastructure.</p>
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<p>Demographics including planning for an aging population</p>	<p>There are various suggestions as to how the population of Carlisle will grow and at what rate over this plan period. Key Issues picked up as a result of consultation:</p> <ul style="list-style-type: none"> <li>• The Economic strategy for Carlisle - Growing Carlisle - states that the underlying theme is that Carlisle's economy needs to make a fundamental shift to avoid facing decline in real terms. Its population needs to grow to support this economic shift and give Carlisle the critical mass it needs to function as a sub-regional centre.</li> <li>• Carlisle needs to facilitate long term economic development and a sufficient level of land for residential development to meet the needs of this increase in population potentially to 114,470 (POPGROUP forecasting, Cumbria Intelligence Observatory) over approximately the next 20 years.</li> <li>• Carlisle must attract people in the middle aged working group population as currently population numbers principally comprise young and older persons</li> <li>• Reference is made to the fact that there is a growing 'older' population which will have an affect on service provision.</li> <li>• Growth in the number of older people will be much more marked in rural areas and will have a significant affect on service provision</li> <li>• As the population increases and ages, measures are needed to help elderly keep safe, fit and in touch (evening bus services needed). Eventually more burial and cremation sites needed also.</li> <li>• Improved public transport and more support is needed as people are living longer.</li> </ul>	<p>The demographics of the District are important as they will help us to justify the housing target that is chosen for the District. PPS 3 states that when local planning authorities are planning for a mix of housing they will need to have particular regard to current and future demographic trends and profiles. The recession from 2008 onwards and the associated job losses in both the public and private sector, and the fall in the completion rates of new houses have caused a hopefully temporary blip in the local economy. The Core Strategy is however looking ahead to 2030. The intention is to be ambitious and confident about Carlisle's prospects, taking account of the fact that 29% of Carlisle's population lives in the rural area, and accordingly the Core Strategy will need to acknowledge that growth is needed to make the District's economy stronger and to support the range and choice of services and facilities expected.</p>
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<p>Airport</p>	<p>A number of comments related to the development of Carlisle Airport. Key issues picked up as a result of consultation:</p> <ul style="list-style-type: none"> <li>•Support the development of the airport for business, tourism and manufacturers to bring investment to the area</li> <li>•Develop the airport so that local people do not have to travel to Glasgow, Manchester or Newcastle airports to fly</li> <li>• Favourable towards development that enhances the airport infrastructure or is in someway related to airport development. I would caution the prospect of permitting general industrial development that is not required to be at the airport as it is damaging to the environment and potentially crowds out genuine airside development.</li> <li>•Carlisle Airport fully supports an objective of economic growth in and around Carlisle to provide both employment opportunities and associated economic, social and other benefits for Carlisle and the region.</li> <li>•view that Carlisle Airport is a key employment site in the Carlisle locality and offers strategic employment generation opportunities for both Carlisle and Cumbria.</li> </ul>	<p>Carlisle Airport lies between Carlisle and Brampton and extends to approx 176 hectares of land. It currently has three runway strips and is lightly used for domestic and pleasure flights and training, ...The Local Plan identifies 21 hectares of employment land at the airport as a strategic employment site. Previous planning applications to develop the airport have attracted considerable public interest, with the majority in favour of development. Public support for redevelopment expressed a wish to see regeneration of the airport, introduction of passenger services, enhanced business links to other services and markets, inward investment and jobs etc. The owners of the airport have stated a commitment to investing in the airport including the provision of passenger terminal facilities. The airport is subject to a current planning application 10/1116 for the erection of a distribution centre, gatehouse, canteen/welfare facilities, landscaping, new access, parking etc. The outcome of this application is as yet undecided. The core strategy will recognise the importance of the airport as an asset to the district and the wider area.</p>
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Viaduct Estate Road/Caldewgate	<p>Some specific parts of the City were highlighted as requiring urgent attention.</p> <p>Key Issues picked up as a result of consultation:</p> <ul style="list-style-type: none"> <li>•The main areas requiring urgent attention are: Viaduct area; Bus Station close to Railway Station</li> <li>•A complete transformation of Caldewgate is needed - eliminate dereliction.</li> </ul>	<p>It is acknowledged that there are a number of key areas within the City that require regeneration, both through environmental improvements and economic enhancements. There are many acknowledged drivers for regeneration including tourism, culture and the arts, development of the retail sector, spatial planning, formation of public/private partnerships, adequate housing supply etc. For successful regeneration we need to take an integrated approach which joins up economic, social, physical and environmental drivers, rather than just relying on one or two key drivers. The Core Strategy will need to have the right policy framework to enable and stimulate growth and change and encourage inward investment.</p>
Core Strategy General	<p>General comments on the development of Carlisle's Core Strategy and specifically the Key Issues Paper were received. Key Issues picked up as a result of consultation:</p> <ul style="list-style-type: none"> <li>•Question- Is the evidence in the text to support the issues identified?</li> <li>• The question was asked and the answer was that the LDF was designed to be flexible. That is to be applauded. It should take account/advantage of changing/emerging opportunities and embrace them.</li> <li>•It was commented that the document would appear to be strong on facts but is considered suitably selective on choice of issues and devoid of strategies to deal with the problems.</li> <li>•The City seems to be looking tired. It will be difficult to address this without the help of the people, businesses and Planners. 20 years is more than adequate to rectify the situation - we just need to start now. We have a fantastic City as a foundation to work from, with parks rivers and the best surrounding countryside assets in the Country. We just need to capitalise on them.</li> </ul>	<p>The core strategy is still at an early stage of preparation. The Key Issues paper was the very first step on the way and it is hoped that by encouraging grass roots participation right from the start we will iron out any weaknesses and omissions along the way. As work progresses we will develop a deliver strategy which will show how the objectives will be delivered, whether through actions taken by the Council as a planning authority, or through actions taken by other parts of the Council or other bodies e.g. the Environment Agency.</p>