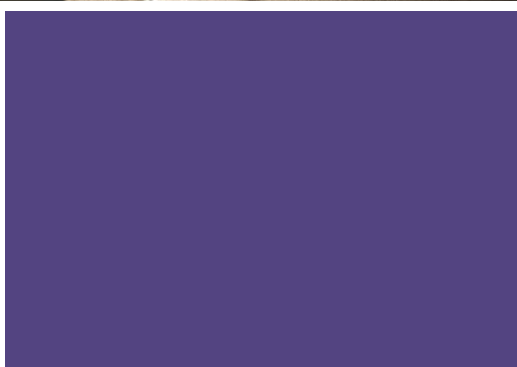




# ANNUAL MONITORING REPORT

2010 to 2011



Images courtesy of; Cumbria County Council; University of Cumbria; Charlie Hedley.

# CONTENTS

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Executive Summary	Page 2
Introduction	Page 3
About Carlisle District	Page 6
Local Development Scheme Implementation	Page 14
Economy and Business Development	Page 17
Housing Development	Page 26
Transport	Page 38
Natural and Built Environment	Page 43
Leisure, Community and Culture	Page 51
Monitoring Framework	Page 55
Glossary	Page 58
Summary of Indicators	Page 61
Appendix 1- Housing Position Statement as of 31 March 2011	

# EXECUTIVE SUMMARY

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This Annual Monitoring Report covers the period 1 April 2010- 31 March 2011.

The monitoring period followed the trend of the previous year as the effects of the recession began to filter through to housing and employment schemes. Core Indicators for both these areas showed reduced activity across the sectors in both the urban and rural area. Positive signs have been received in the months following the monitoring year with planning permission granted for further development at Morton, and more details about the hub at Brunthill. There has also been continued interest in food retail development as this sector remains strong seeking new development in Carlisle. Work continues on the evidence base as part of the Core Strategy and an Allocation Development Plan Document.

In summary the main issues facing Carlisle City Council from the monitoring year are:

- Strategic and Local Employment Sites have still not delivered within the urban area of Carlisle. An application to bring forward land at Brunthill as part of the Strategic land allocation has now been granted. Proposals for development at Carlisle Airport remain the subject of an undetermined planning application.
- The urban emphasis of housing completions continues albeit at a lower rate reflecting changes in the national economy. However due to a major application being determined on part of the housing allocation at Morton, permissions in the urban area are at their highest for over thirteen years.
- The amount of building on previously developed sites continues at a high rate.
- The amount of affordable housing completed whilst are still below the level required, there has been a significant increase from nearly 13% to nearly 40% of housing completions being affordable. The number of permissions continues to increase and there is also a greater proportion of social rented developments being delivered and in the pipeline.
- The Local Development Scheme has updated taking account of legislative changes and further consideration of LDF documents to ensure work remains focussed on the Core Strategy which we are on track to have adopted by early 2014.

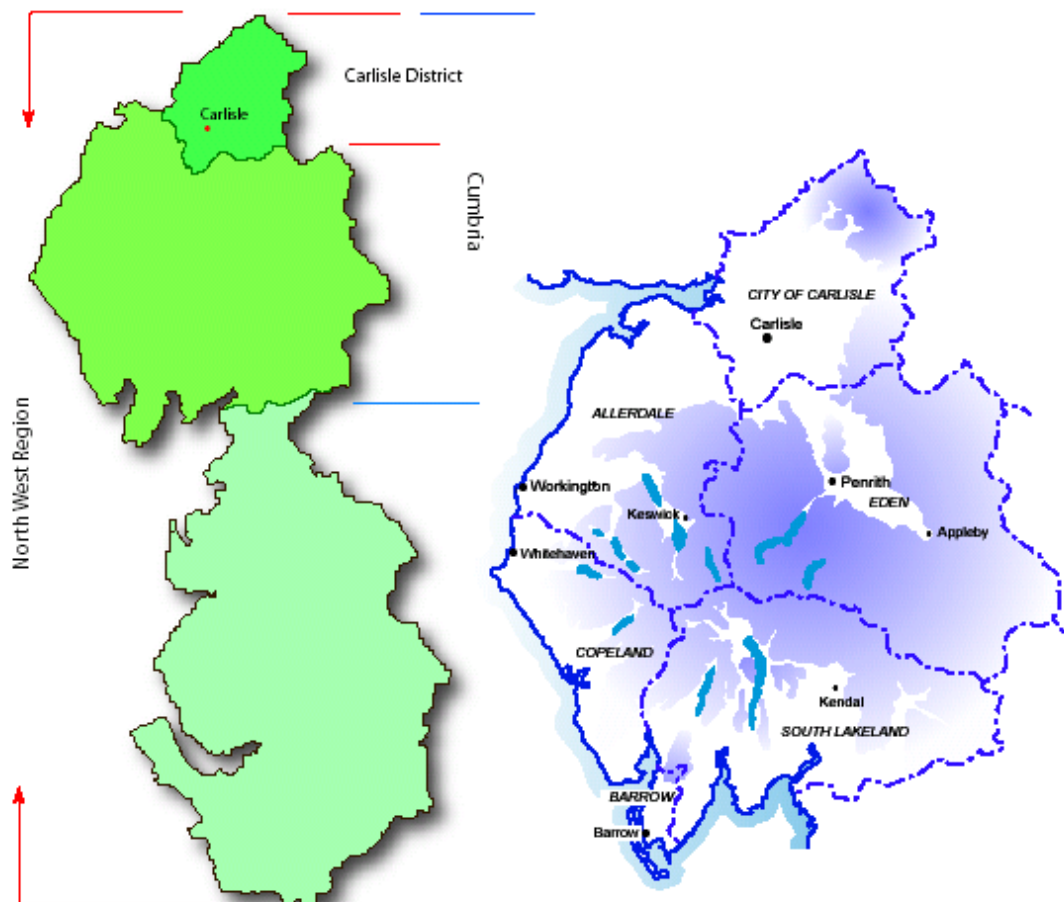
# INTRODUCTION

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This annual monitoring report for Carlisle City Council covers the period 1<sup>st</sup> April 2010 – 31<sup>st</sup> March 2011. It is the seventh Annual Monitoring Report under the provisions of Section 35 of the Planning and Compulsory Purchase Act 2004 and Regulation 48 of the Town and Country Planning (Local Development) (England) Regulations 2004.

In March 2011 Communities and Local Government announced that in light of the forthcoming Localism Bill that guidance to local plan monitoring was being withdrawn. This included the Regional Spatial Strategy and Local Development Framework: Core Output Indicators – Updated 2/2008 (CLG, 2008). It is now a matter for each council to decide what is included in their monitoring reports whilst ensuring that they are prepared in accordance with relevant UK and EU legislation. The Localism Bill has now received Royal Assent and requirement to send the Annual Monitoring Report to the secretary of State, will change when the Planning elements are enacted which is likely to be April 2012.

The North West of England Plan, Regional Spatial Strategy to 2021 (RSS) was issued in September 2008. RSS and the “Saved” Policies of the Cumbria and Lake District Joint Structure Plan set the regional and strategic planning context for Carlisle and currently form part of the Development Plan. These remain in force until planning changes from the Localism Act are enacted.



The diverse nature of the district brings its own challenges in planning for a sustainable future. The district's population in 2001 was 100,739 (2001 Census) of this 68% live within the City of Carlisle. The district has a density of 0.97 persons per hectare but with only 31,870 spread across a large rural hinterland some parishes are sparsely populated.

If Carlisle is to fulfil the ambitions of creating sustainable communities including the retention of younger people and encouraging economic growth it will need to ensure infrastructure and housing is adequate for population growth. During 2006, the 2003 based household population projections were released (Source: ONS) which revealed an increase in household growth for the North West. In particular this indicates a greater growth than originally forecast for Cumbria. This would be supported through the strengthening of Carlisle's role in the North West. Population estimates currently indicate a population of 104,500 in 2010 which is a reduction from 104,700 in 2009. (Source: NOMIS)

Since the monitoring year much work has been done regarding the future economy of Cumbria and the role of Carlisle in driving forward economic growth. As part of developing that strategy it has become clear that Carlisle will have to grow at a rate greater than past trends in population if it is to succeed. In order to deliver this growth the City Council achieved Growth Point Status during 2008.

On the 11 January 2011 the City Council adopted the Sustainable Community Strategy Carlisle Community Plan 2011-16 as part of the City Council's policy framework. This is Carlisle Partnership's (LSP) Strategy, the Partnership being made up of 80 or so organisations which have a stake in the area and improving the quality of life of the residents of Carlisle and the success of our City.

The four priorities within the Community Plan are:

Delivering Healthy Communities - enabling positive lifestyle choices for all and closing the gaps in health inequalities

Delivering Economic Growth – Economic development, regeneration, business and employment opportunities

Delivering Safer and Stronger Communities – reducing crime, accidents and fear of crime fostering community involvement and pride

Supporting Children and Young People – Issues in education, training, employment, leisure, health and community integration

The Council's main planning policy document is the Carlisle District Local Plan 2001-16. This adopted Local Plan contains "saved" policies with the exception of DP6 [Carlisle Northern Development Route] and H3 [Residential Density].

The Local Plan contains the following aims and objectives:

The main aims of the sustainable strategy are:

1. to develop Carlisle's sub-regional role for employment, shopping, leisure and services without making excessive demands on resources, or being incompatible with the environment in which we live; and
2. to balance the need for economic growth with the need to protect and enhance the quality of the environment; and
3. to meet local housing needs; and



4. to resolve conflict between pressure for an improved transport network, and the need to encourage a reduction in vehicular movements within and around the City; and
5. to encourage appropriate forms of tourism development and rural enterprise; and
6. to promote opportunities for the rural area to create job opportunities and maintain local facilities; and
7. to minimise the dangers of pollution without obstructing economic growth; and
8. to avoid harm to the health of residents.

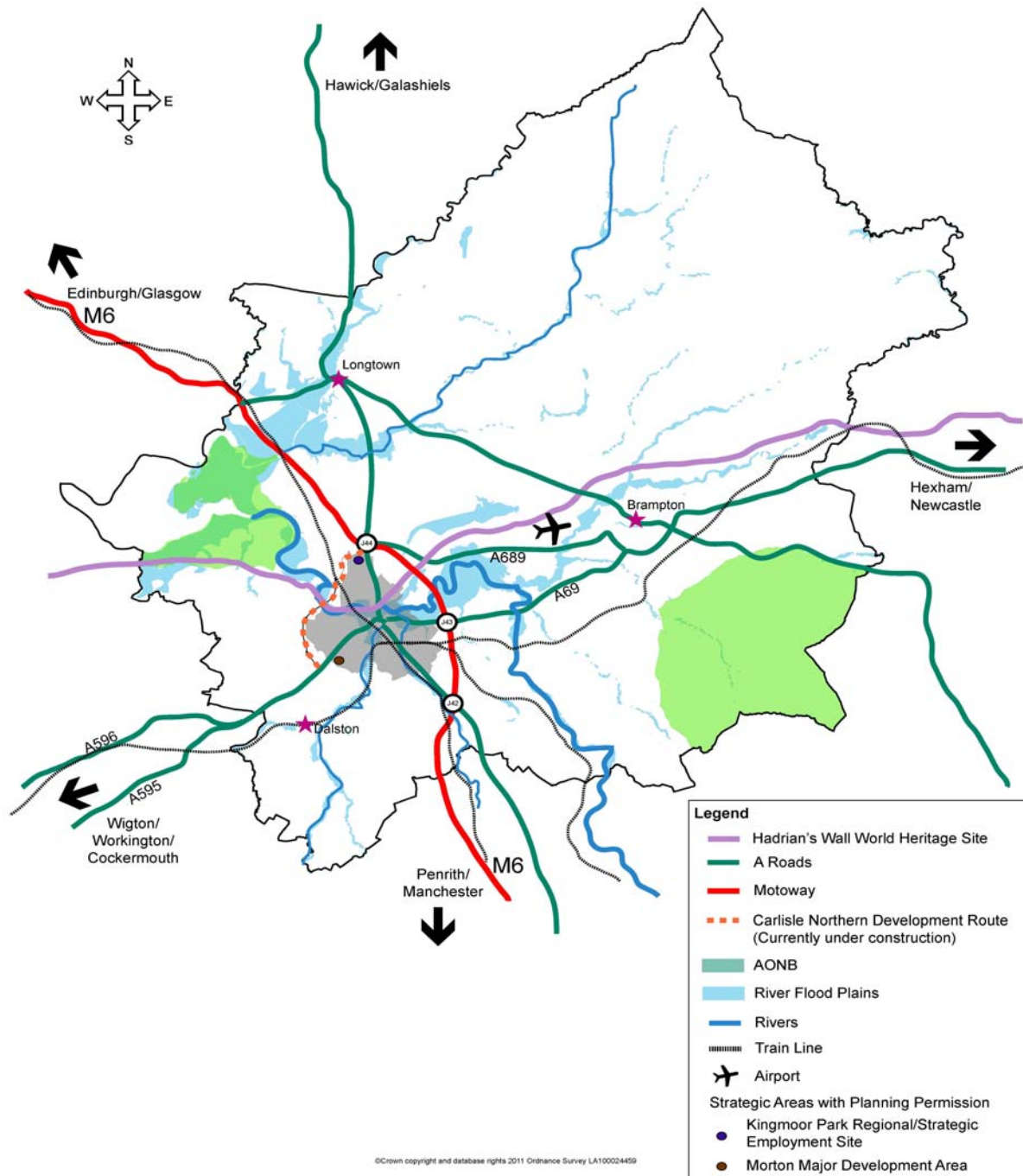
The achievement of these aims is vital if a sound economy and safe healthy environment is to be passed on to the next generation. The land use planning system will be the main mechanism to achieve the above aims and objectives, through the following measures:

1. allocating sufficient land to meet employment, housing and other needs of the population, primarily within the existing built up area focussing on previously developed land;
2. integrating land use and transport planning to improve transport efficiency, reduce the need to travel, encourage greater use of public transport and encourage cycling and walking;
3. local partnerships, with the City Council setting objectives and targets, and involving the local community in determining local priorities, including affordable housing, and environmental priorities, and providing opportunities for practical action;
4. environmental assessment of all major development projects that are likely to have significant environmental effects;
5. monitoring the effectiveness of planning policies in delivering the objectives of sustainable development;
6. promotion of environmental protection and enhancement, including measures to protect, replace, if lost or damaged and enhance public open space and wildlife habitats, and pursuing such measures as recycling initiatives.

All these above objectives are taken into account in this report, which particularly relates to point 5, monitoring.

The objectives of ensuring economic growth and protection of a high quality environment can bring a dichotomy. Carlisle has a Regional Investment Site seeking inward investment and a historic City set in a landscape ranging from the Solway Coast to the North Pennines each protected as Areas of Outstanding Natural Beauty. The Challenge is to ensure that economic growth and the environment benefit each other.

# ABOUT CARLISLE DISTRICT





## Characteristics

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.

**Landscape** - The District has an attractive and varied landscape which 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.

**Key Species** - 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.

**Open Space** – there is 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 landscaped beds and trees, together with playing pitches, children's play area and tennis courts etc.

**Heritage** - there is a rich heritage within the district. There are Roman influences from AD72 and the erection of Hadrian's Wall which is now a World Heritage site which crosses the district from Gilsland in the East to Burgh by Sands in the West.

The Normans in the 11<sup>th</sup> Century who first built a wooden Castle on the site of a Roman Fort which was later rebuilt in stone. Then in the 12<sup>th</sup> Century the city walls were erected with 3 gates being established - Scotch Gate, Irish Gate and English Gate. In 1122 Carlisle Cathedral was established but in 1645 the West Nave was demolished in order to rebuild part of the City Walls. In 1158 the city received a Royal Charter permitting weekly markets and the Great Fair in August and around 1166 the Augustinian Priory at Lanercost was established.

The Guildhall is a reminder of the medieval influence in the City and the Tithe Barn was built in the 15<sup>th</sup> Century. The Jacobean heritage can be found in Old Tullie House which was built in 1689. The building had been extended over the years and

now houses an extensive art collection and museum with the latest addition of the 'Roman Frontier Gallery' which was opened in June 2011.

As a result of these influences 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 (most are wholly and some partially Grade 1 Listed Buildings) and there are there are approximately another 1550 Listed Buildings plus 19 Conservation Areas including areas within the City, Brampton, Longtown and Dalston as well as some of the smaller villages.

## Infrastructure

**Road** - 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.

From Carlisle City is well serviced with 'A' roads including the A69 which links the District to Newcastle in the North East, the A7 to the Scottish Borders to Edinburgh and the A595 to Workington and Cockermouth on the West Coast of Cumbria.

**Rail** – Carlisle's historic Citadel Station, designed by Sir William Tite and opened in 1847, reflects the rich heritage of this important hub on the national rail network. Today there are 4 main routes in and out of Carlisle. The most important is the West Coast Main Line which provides a north/south high speed rail link.

Cutting across the country is the Tyne Valley Line, the earliest cross-country railway in the UK, linking Carlisle with Newcastle and Sunderland in the North East and the scenic Cumbrian Coastal Railway serves many stations along the West Cumbria coast including Whitehaven and Barrow-in-Furness.

The most spectacular of all is the Settle to Carlisle Railway, running through the heart of the Eden Valley and the Yorkshire Dales over 20 viaducts including the one at Wetheral within the district and through 14 tunnels to end its journey at Leeds. This line is not only important for tourists, but commuters and freight too.

It is not only the City that benefits from a railway station, but the Key Service Centre of Brampton and the Local Service Centres of Dalston and Wetheral too.

**Cycleways** - The vision is to create a virtually traffic-free north-south route across the city to complement the existing east-west Hadrian's Cycleway. The route will run from Parkhouse Road in the north down through the Kingmoor Park nature reserves, across the River Eden, and follow the River Caldew to the existing Caldew Cycleway, and turn east into Currock via a new approach ramp to the existing crossing of the Carlisle-Barrow railway.

Four major projects are required to complete the continuous cycleway across the city, being: Denton Holme; Currock Bridge Ramp, Castle Way ramp and approach path and a new Eden Crossing from the Sheepmount to Stanwix.

Denton Holme was partially completed when the flood defenses were installed and now the final links making it possible to cycle (or walk) from Viaduct Estate Road, Carlisle to Dalston Town Centre entirely traffic free except for a short stretch of access road to the Stead McAlpin factory in Cummersdale are currently being made through Section 106 commitments.

The Castle Way ramp is being financed through Section 106 but can only be implemented once the Sainsbury's supermarket development in Caldewgate is underway.

**Green Infrastructure** - includes spaces such as- parks and gardens; amenity green space including play areas, villages green, incidental space, green roof, hedgerows, highways trees and verges, civic spaces; allotments; cemeteries/churchyards; green corridors - rivers and their banks, cycle routes, public rights of way; national and local nature reserves as well as local wildlife sites and SSSIs; historic landscapes and functional green spaces such as sustainable urban drainage systems. Carlisle has a range of high quality Green Infrastructure with 8 of the City's green spaces achieving Green Flag Award status in 2011. A Green Infrastructure Strategy is currently being prepared.

**Broadband** – It has been identified from feedback and a Survey undertaken by the Carlisle Parish Councils Association in 2010 that average download speed are an issue especially in the rural areas of the District and even within parts of the city they fall well below the speeds required for next generation broadband.

This triggered the Carlisle Parish Councils Association, supported by Carlisle City Council, Cumbria County Council, ACT and Cumbria CVS to highlight the issue at a conference in January 2011. It was well attended and sought to establish how communities can work together to produce positive outcomes.

It was concluded that Cumbria Association of Local Councils should work with partners toward developing a Parish Broadband Toolkit and that Parish councils should ensure that their community has at least one Broadband Champion.

Cumbria's broadband project has been given a £6.7m boost after Cumbrian local authorities were awarded money for meeting government targets. The amount of Performance Reward Grant (PRG) given to each local authority depends on how well they have performed or have met their targets. Cumbria's PRG came out on top and will be put towards the Connecting Cumbria broadband project. It is an important boost to the overall fund for rolling out super fast broadband in Cumbria and help match funding from other sources.

These actions have been taken forward and we hope to report in further years the positive impact this will achieve.

## Population

Whilst population numbers in Carlisle District have steadily grown since 2001 there has been a downturn from 2008 and now stands at 104,500 (NOMIS 2010). Forecasting undertaken by Cumbria County Council (POPGROUP) could see the population growing to 114,470 if future migration trends reflect those over the last 10 years, however if they follow the last 5 it will fall to 101,569.

There has been a change in the age demographics with the largest reduction being in the working age population (ages 16-64 or 59 for females), the most significant fall in the 20-24 age group (-7.9%). The largest increase is in the age group 85-89. This is in line with national trends and the number of older people living in the District is predicted to increase 57% 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).

In recent years Carlisle has become more ethnically diverse with black and minority ethnic groups gradually increasing and now stands at 5.6% which is higher than that for Cumbria of 4.9%.

## Economy

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

Historically the economy of Carlisle was based around 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. 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. Tourism is also of major importance as a generator of economic prosperity and employment. However salaries are lower than the regional average and significantly lower than the national average.

The City of Carlisle has a variety of Employment Sites including Regional Investment, Strategic Investment, Business Parks and Local Employment Sites. 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.

The Carlisle Employment Land and M6 Corridor Study examined the existing land supply in the District to consider the merits 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.

There was recognition that existing industrial estates played an important part in providing for a range of uses all of which are 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.

Unfortunately despite the excellent transport links 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 poor performance in education and low aspirations as well as a poor level of retention of graduates.

However unemployment as defined by those claiming Job Seekers Allowance in Carlisle is lower than the national and regional average even though it has risen from November 2010 to June 2011 by 0.3% across all measurements.

From 2001 to 2007 Carlisle had a higher percentage of small business showing employment growth but fell back significantly in 2007/08 and is now at a similar level to regional and national figures.

## Housing

Housing Stock as of 31 March 2010 was 48,120. Nearly 85% belong to the private sector at 40,694 with the Housing Associations holding a stock of 7,402 and as the local authority housing was transferred to a Housing Association in December 2002 the local authority now only owns 24 properties.

From the 2001 census owner occupation within the district was 71% which was slightly below the Cumbrian percentage of 72% but higher than that of the North West which was 69%. The percentage living in social rented properties were 18%, 16% and 20% with the private rented sector accounting for 8%, 12% and 8% respectively.

A house condition survey undertaken in 2005 and RSL data 2009 identified 27% of the private sector and 12% of the social sector dwellings failed the decency standard.

Housing in Carlisle is generally more affordable in respect of house price/earning ratio at 4.7% than is the case nationally which is 6.3%. However variations in average house prices across the District identify parts of the rural area where average house prices are in excess of ten times the annual income, creating problems of housing need due to affordability.

Average household as determined from the 2001 census consisted of 2.3 persons within the district and is the same for the County.

A Housing Need and Demand Study has recently been completed which analyses Carlisle's housing market and help ensure that new housing reflects the needs and demands of our residents.

## Social

Carlisle District is ranked 122nd most deprived area out of 354 nationally with 4 of the urban wards featuring in the 25% most deprived nationally which indicates great disparity throughout the district. Life expectancy is higher than the North West but slightly lower than nationally.

However again there is great disparity with men in the least deprived areas living seven years longer than those in the most deprived areas.

## Health

Carlisle has Healthy City status, meaning that it is conscious of health and is 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.

## Education

### Post 11 years

Significant changes and investment have occurred. The Richard Rose Academy has been established in the City of Carlisle.

**Richard Rose Central Academy** was established at Lismore Street which was the former site of St Aidans school through an investment of some £30M. Extensive new facilities can now be enjoyed by the students attending the academy. **Richard Rose Morton Academy** is on the site of Morton School and again the facilities available to the students have been improved through extensive investment. North Cumbria Technology College was the temporary base for the students while the facilities at Central Campus were being built, but were not longer required by the academy once it opened in January 2011. However Carlisle College have made temporary use of these buildings (see Further Education).

The Richard Rose Central Academy site is also the location for the Carlisle Youth Zone which was £5 million project and opened in April 2011 to provide the young people of the city a centrally located place to meet.

**Trinity School** has also benefited from £20M investment which started in May 2009 of which Phase 1 mainly comprised of Science labs, Technology, ICT and RS rooms and was fully operation when the schools returned after the summer break in September 2010.

In September 2011 Phase two was completed to provide new facilities not only for the Art and Music Department (including a recording studio), and for the Modern Languages, Learning Support, Geography and History Departments, but provided a new kitchen and dining hall too.

This coincided with the school obtaining Academy Status and is now a Church of England Academy.

Phase 3 works are now underway which on completion, which is programmed for Easter 2012, will provide maths classrooms, gym, the pastoral hub, leadership and administrative offices, and the new main entrance to the school from Strand Road.

**Caldew School, Dalston** has recently benefited from a substantial investment which has transformed the assembly and dining halls, creating a new theatre, dining area, drama studio and music rooms, as well as dramatically changing the frontage of the school.



**William Howard School, Brampton** Since 2008 the school has had to accommodate those pupils that attended Lochinvar School Longtown. As a result works have been done to improve the facilities and most recently works have commenced making alterations to the existing Sixth Form block to form Media/Performance facility/alterations to Library to form Conference Room/alterations to existing Drama Block to form Sixth Form Common Room/Study Areas

### **Further Education**

**Carlisle College** based between Victoria Place and Strand Road is the main provider of further education but also provides education opportunities for students aged over 14 and vocational and skills training for a growing number of young and mature students and is helping to expand the skills base locally.

Significant investment has been made with phase 1 and was completed in May 2009 with a £10.5M investment to replace existing buildings fronting onto Victoria Place.

The Phase 2 development which replaces more of the outdated existing buildings due to the economic downturn had to be downgraded from the original expected investment of £30M to £9M but commenced in March 2010. Due to the demolition of buildings the College has been making use of the facilities at North Cumbria Technology College which was vacated when the Richard Rose Central Academy was opened on Lismore Place in January 2011.

The college also provides courses in collaboration with the College of the Arts based at Brampton Road Campus of the University of Cumbria.

### **Higher Education**

The University of Cumbria was established August 2007 and after a period of uncertainty, have this year (2011) had the highest level of new students enrolling across the campuses. Proposals for the development of an administrative centre within the City of Carlisle have stalled because of the initial issues the University were experiencing but it is hoped that sometime in the future when the economic climate improves this will be progressed once more.

# LOCAL DEVELOPMENT SCHEME IMPLEMENTATION

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The current Local Development Scheme (LDS) is available on the City Council's web site.

## Local Development Framework Evidence Base

### SPD's Adopted 2010 - 2011

#### North Pennines AONB SPDs

Planning Guidelines 2011 and Building Design Guide 2011 adopted January 2011.

#### Energy Efficiency SPD

Adopted 15 October 2010

### Other Documents

#### Statement of Community Involvement

Adopted 13 July 2010.

### Other SPD's and Documents/Studies being undertaken

#### Core Strategy/Allocations Development Plan Document (DPD)

Work continues on the Strategic Housing Land Availability Assessment assessing the viability of sites which have been identified as having potential.

#### Core Strategy/Sustainability Appraisal

This is being developed alongside the Core Strategy

#### Achieving well Designed Housing SPD

Adopted 26 April 2011

#### Caldewgate/Shaddongate/Willowholme Area SPD

Following consultation on a draft SPD additional work was being undertaken in conjunction with updating the Council's Strategic Flood Risk Assessment. This work was recently completed. The SPD will be updated to take account of that work.

#### Employment Land Review - Carlisle Employment Site Study

The Carlisle Employment Site Study consultation ended on the 21st January 2011.

The key objectives of the study are to:

- Provide a robust evidence base to underpin the preparation of the Local Development Framework, both the core strategy and land allocations development plan documents (DPDs).
- To ensure that employment land supply in Carlisle supports aspirations and meets the needs of businesses and prospective occupiers and investors.
- To provide options for the delivery of employment sites.

### Carlisle Green Infrastructure Strategy

Preparation commenced in April 2011 and is expected to be completed by the end of 2011.

### Housing Needs Study

The final report was completed in November 2011.

### Planning Obligations SPD

Any revisions to this document following consultation have been delayed awaiting Government announcements on changes to planning obligations and the Community Infrastructure Levy. Work on taking this forward is now to be scheduled.

### Retail Study

A new study of the retail capacity in terms of qualitative and quantitative is currently out to tender.

### Strategic Flood Risk Assessment

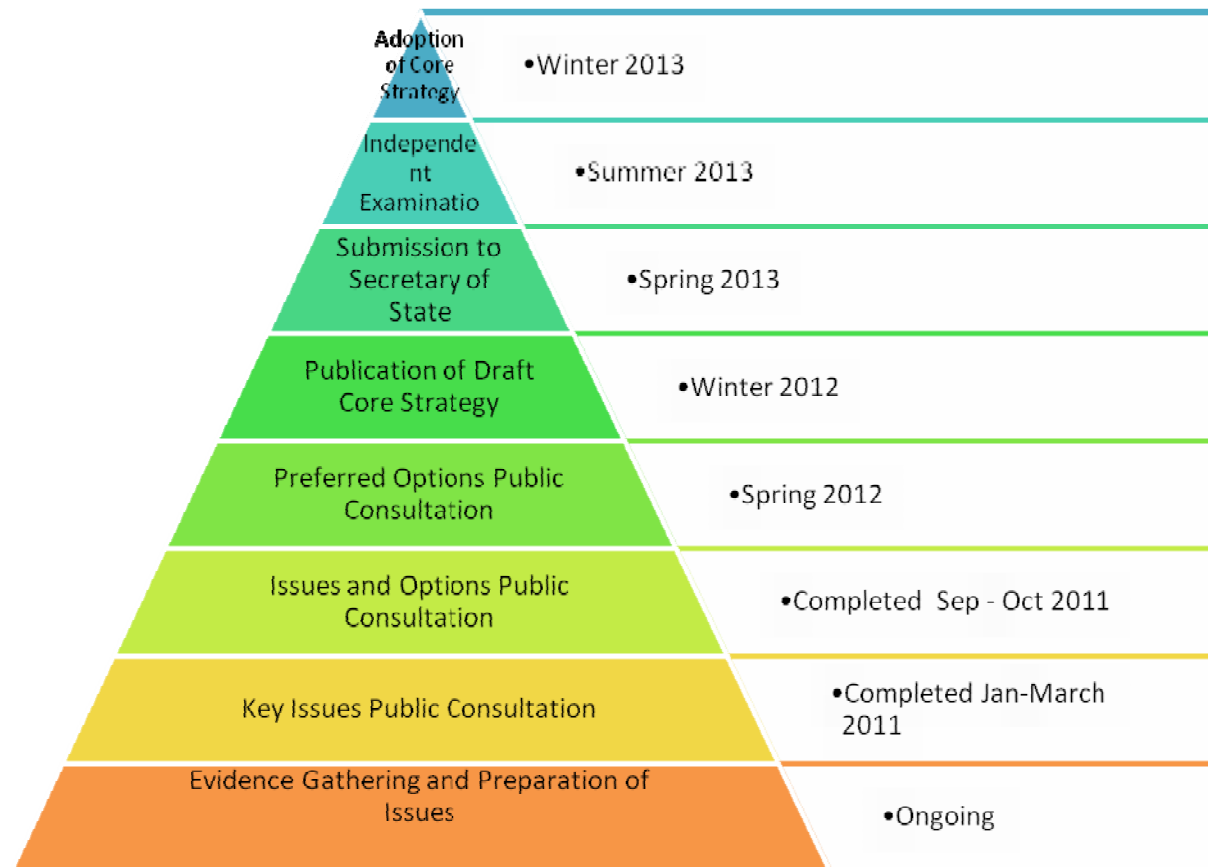
This has recently been completed in November 2011

## **The Development Plan**

The North West of England Plan, Regional Spatial Strategy to 2021 (RSS) was issued in September 2008. RSS and the "Saved" Policies of the Cumbria and Lake District Joint Structure Plan set the regional and strategic planning context for Carlisle and currently form part of the Development Plan. These remain in force until planning changes from the Localism Act are enacted.

The Council's main planning policy document is the Carlisle District Local Plan 2001-16. This adopted Local Plan contains "saved" policies with the exception of DP6 [Carlisle Northern Development Route] and H3 [Residential Density].

Below are the key stages in the production of Carlisle's Core Strategy which at the time of writing the public consultation on the Issues and Options Autumn closed 31<sup>st</sup> October 2011.



Source: Issues and Options Paper, Consultation September – October 2011 (updated)

# ECONOMY AND BUSINESS DEVELOPMENT

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## OBJECTIVES/AIMS

- *To develop Carlisle's sub-regional role for employment, shopping, leisure and services in accordance with the Structure Plan without making excessive demands on resources, or being incompatible with the environment in which we live.*
- *To encourage appropriate forms of tourism development and rural enterprise.*
- *To promote opportunities for the Rural Area, in particular the remoter rural areas of the District through policies to create job opportunities and maintain local facilities.*
- *To minimise the dangers of pollution without obstructing economic growth.*

## TARGET

- *Allocating sufficient land to meet employment, housing and other needs of the population, primarily within the built up area.*

## EMPLOYMENT

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

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 poor performance in education and low aspirations as well as a poor level of retention of graduates.

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.

The following data evidences the position within Carlisle City District with regard to employment.

Within the population we have a similar position as nationally with regard to percentage of working age persons but have a higher percentage of those that are economically active being in employment.

## Population (2010)

	Carlisle	Cumbria	North West	Great Britain
All	104,500		6,935,700	60,462,600
Age 16 – 64	67,300			
% Age 16 - 64	64.4		64.6	64.8

Source NOMIS

## Labour Supply (Jan 2010 - Dec 2010)

	Carlisle	Carlisle %	North West %	Great Britain %
Economically Active	57,200	81.9	74.9	76.2
In Employment	52,300	74.6	68.8	70.3
Employees	43,200	63.1	60.3	60.8
Self Employed	8,200	10.6	8.0	9.1
Unemployed	3,500	6.3	8.00	7.7

Source NOMIS

The data below based on Soc Group 2000 classifications of occupations it can be seen that the generic trend is similar to the national one. However there are some notable differences. Carlisle is significantly below the national percentages in the professional grouping 1-3 and service grouping 6-7. Conversely Carlisle is above the national percentages for the administrative and skilled trades grouping 4-5 and the lowest group 8-9 with group 8 being for process plant and machine operatives being nearly double the national percentage.

This confirms that a large proportion of Carlisle's working population today are still employed in the manufacturing sector and that average earnings are much lower than the national average.

## Employment by Occupation – by Soc Group 2000

	Carlisle	Carlisle %	North West %	Great Britain %
1 Managers	7,200	13.7	14.4	15.7
2 Professional Occupations	6,000	11.5	12.9	14.0
3 Associate Professional & Technical	7,100	13.5	13.6	14.7
<b>Sub Total (1 – 3)</b>	<b>20,200</b>	<b>38.7</b>	<b>41.2</b>	<b>44.6</b>
4 Administrative & Secretarial	5,700	11.0	11.2	10.8
5 Skilled Trades	7,000	13.4	10.1	10.2
<b>Sub Total (4 – 5)</b>	<b>12,700</b>	<b>24.3</b>	<b>21.4</b>	<b>21.1</b>
6 Personal Service	4,100	7.9	9.3	9.0
7 Sales & customer Service	3,000	5.8	8.2	7.4
<b>Sub Total (6 – 7)</b>	<b>7,200</b>	<b>13.7</b>	<b>17.6</b>	<b>16.5</b>
8 Process Plant & Machine Operatives	6,300	12.0	7.6	6.6
9 Elementary Occupations	5,900	11.3	12.2	11.1
<b>Sub Total (8 – 9)</b>	<b>12,200</b>	<b>23.3</b>	<b>19.8</b>	<b>17.8</b>

Source NOMIS



## Earnings by Workplace (2010)

	Carlisle £	North West £	Great Britain £
Full time Workers	433.1	467.1	500.4
Male	485.8	500.0	540.5
Female	371.9	417.8	438.8

Source NOMIS

## Labour Demand (2008)

	Carlisle	Carlisle %	North West %	Great Britain %
Total employee Jobs	53,400			
<b>By Industry</b>				
Manufacturing	6,600	12.4	11.6	10.2
Construction	3,200	5.9	5.2	4.8
Services:				
Distribution, hotels & restaurants	14,300	26.9	23.5	23.4
Transport & Communications	4,300	8.0	5.8	5.8
Finance, IT, Other business activities	7,000	13.1	19.7	22.0
Public Admin, Education & Health	14,600	27.3	28.2	27.0
Other Services	2,600	4.8	4.9	5.5
Total	42,700	80.1	82.1	83.5
Tourism related	4,200	7.8	8.2	8.2

Source NOMIS

## UNEMPLOYMENT

As could be seen from the labour supply figures, 6.3% are unemployed as a percentage of economically active persons. This is significantly lower than both the regional and national levels of 8% and 7.7% respectively.

This trend is further confirmed when looking at the figures for those that are claiming Job Seekers Allowance (JSA) which is payable to people under pensionable age who are available for and actively seeking work of at least 40 hours a week.

## JSA Claimants (June 2011)

	Carlisle	Carlisle%	North West %	Great Britain %
All	1,966	2.9	4.1	3.7
Males	1,331	4.0	5.7	5.0
Females	635	1.9	2.6	2.4

Source NOMIS

Total number of claimants is lower than the regional figures but is in line with National rates. Whilst already highlighted that the numbers of claimants receiving

JSA is lower than the National rate, the numbers claiming ESA and Incapacity benefits is higher.

### Working Age – Key Benefit Claimants (Nov 2010)

	Carlisle	Carlisle%	North West %	Great Britain %
Total Claimants	9,480	14.0	17.7	14.5
<b>By Group</b>				
Job Seekers	1,720	2.6	3.8	3.4
ESA & Incapacity Benefits	4,930	7.3	8.7	6.6
Lone Parents	890	1.3	1.9	1.7
Carers	780	1.1	1.4	1.1
Others on income related benefits	290	0.4	0.5	0.5
Disabled	700	1.0	1.2	1.0
Bereaved	170	0.3	0.2	0.2

Source: NOMIS

## BUSINESS DEVELOPMENT

### GVA per Capita (£)

	East Cumbria	North West	England
2004	14,645	14,994	17,532
2005	15,187	15,571	18,267
2006	15,450	17,433	19,956
2007	16,306	16,967	20,430
2008	17,236	17,263	20,442

Source: ONS Profiles/ Cumbria observatory

### % Small Businesses Showing Employment Growth

	Carlisle	North West	England
04/05	12.1	11.8	11.4
05/06	16.4	15.6	14.5
06/07	17.2	14.9	14.2
07/08	14.1	14.5	14.2

Source ONS Profiles

### VAT Registered Businesses (2007)

	Carlisle	Carlisle%	North West %	Great Britain %
Registrations	265	7.1	10.6	10.2
Deregistrations	210	5.7	7.5	7.3
Stock at end of year	3,715			

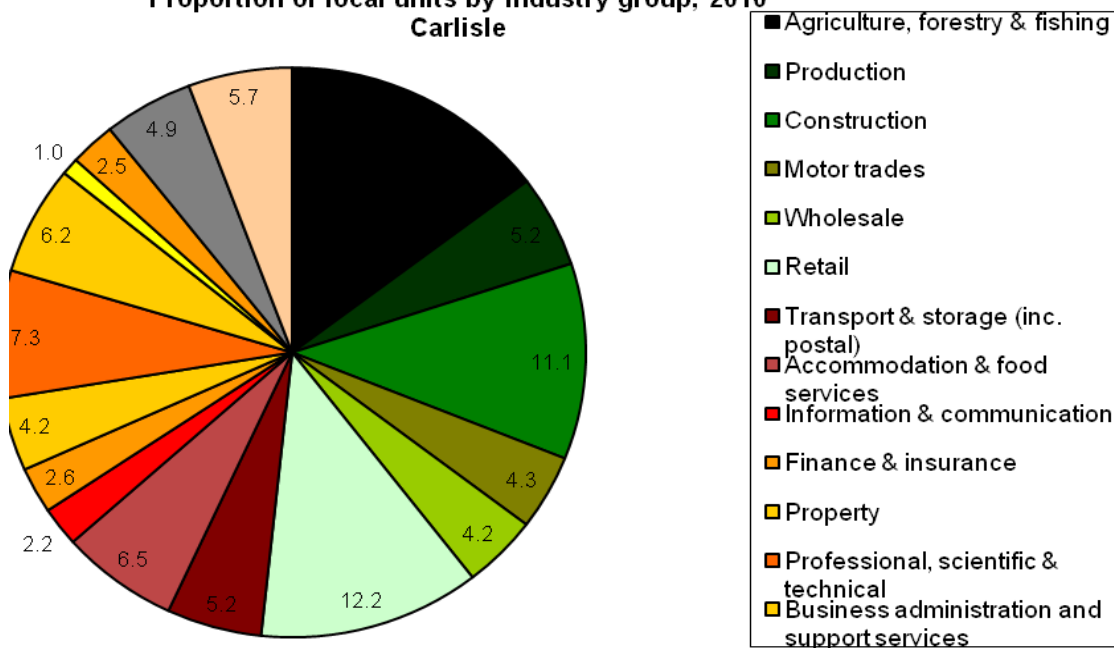
Source: NOMIS

## Births and deaths of enterprises by employment size (2009)

	Total	0 - 4		5 - 9		10 - 19		20+	
	Count	Count	%	Count	%	Count	%	Count	%
<b>Births</b>									
Carlisle	315	280	88.9	25	7.9	5	1.6	5	1.6
North West	23,920	21,610	90.3	1,595	6.7	605	2.5	110	0.5
England	209,030	191,755	91.7	12,095	5.8	4,320	2.1	860	0.4
<b>Deaths</b>									
Carlisle	390	345	88.5	20	5.1	15	3.9	10	2.6
North West	30,180	26,520	87.9	2,245	7.4	1,015	3.4	400	1.3
England	248,110	222,330	89.6	16,035	6.5	6,985	2.8	2,760	1.1
<b>Net Change</b>									
Carlisle	-75	-65	81.3	5		-10	12.6	-5	6.3
North West	-6,260	-4,910	78.4	-650	10.4	-410	6.6	-290	4.6
England	-39,080	-30,575	78.2	-3,940	10.1	-2,665	6.8	-1,900	4.9

Source ONS Profiles

Proportion of local units by industry group, 2010  
Carlisle



Agriculture, forestry and fishing is the biggest sector at 14.7% compared to 4.3% in the North West. (Motor trades are classified Sui Generis rather than A1 Retail)

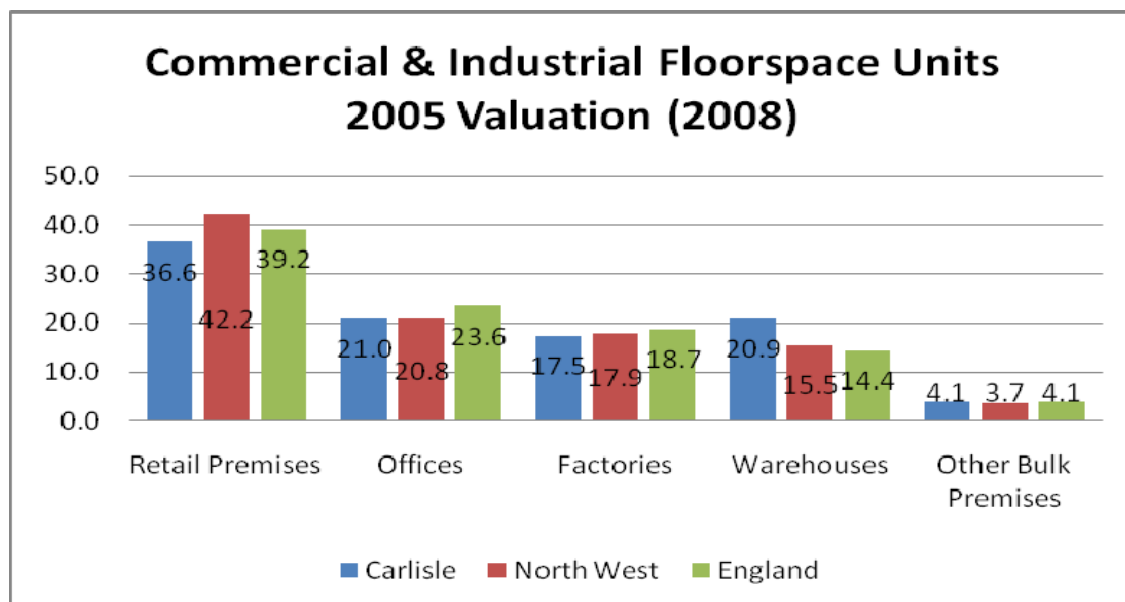
Source: UK Business: Activity, Size and Location ONS 2010

## Employment Floorspace and Land

The Council's Employment Land Review indicated that Employment land take up in Carlisle over the previous 5 years accounts for almost half of the take up in Cumbria averaging 9.8 hectares per annum.

Whilst this indicates a higher level of development there is still a need to improve opportunities. Most of Carlisle's available employment premises are unsuited to modern needs due to their size, type and location.

Only 15% of the City's employment sites score well against qualitative factors with 61% falling within a moderate category and 24% within the lower performing category indicating a need for investment in existing sites to improve the contribution they make to the local economy.



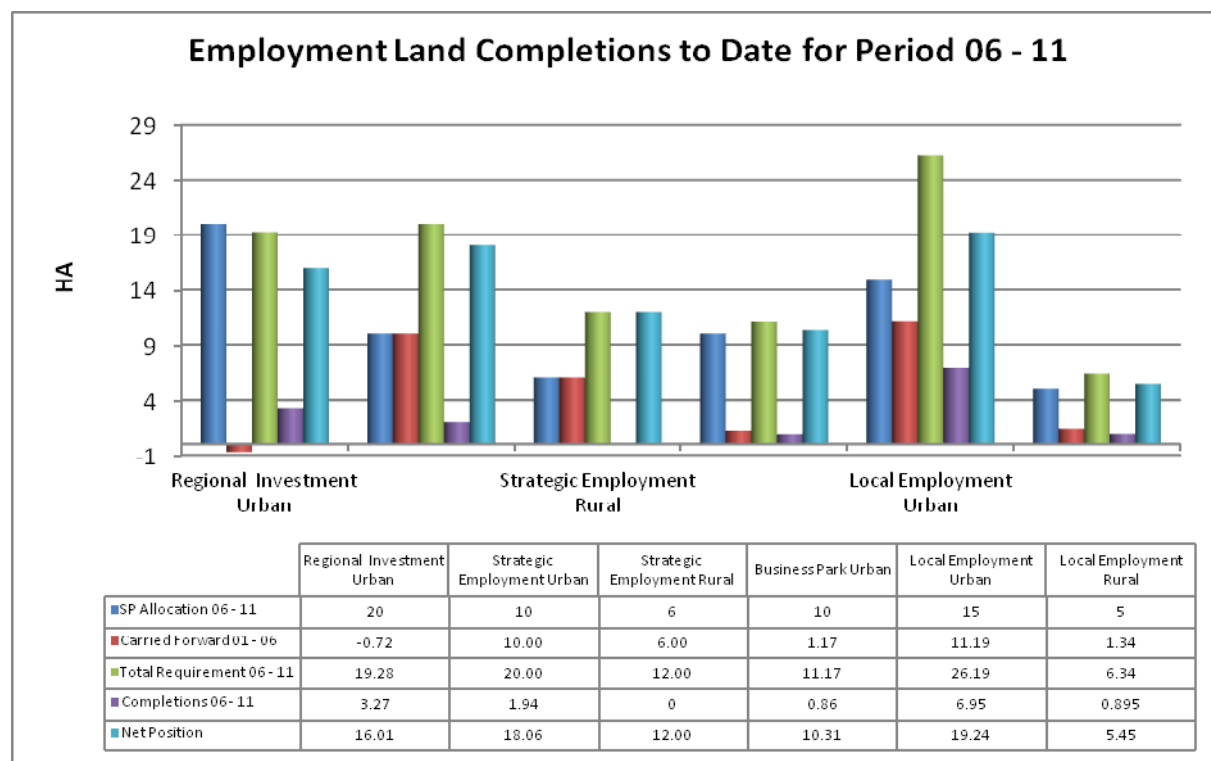
Source: ONS Local Profiles (VOA)

## Employment Floorspace Developed

		B1a	B1b	B1c	B2	B8	Mixed Use	Total
BD1 additional employment floorspace completed - by type (m2)	Gross	820	0	2608	843	1782	0	6053
	Net	-1310	-926	2608	-652	-50	0	-330
BD2 employment floorspace completed on previously developed land by type (m2)	Gross	820	0	2608	843	1782	0	6053
	% gross on PDL	100%	n/a	100%	100%	100%	n/a	100%
BD3 Employment land available - by type (Ha)	hectares	10.7	inc in B1a	Inc in B1a	0	0	75.46	86.16

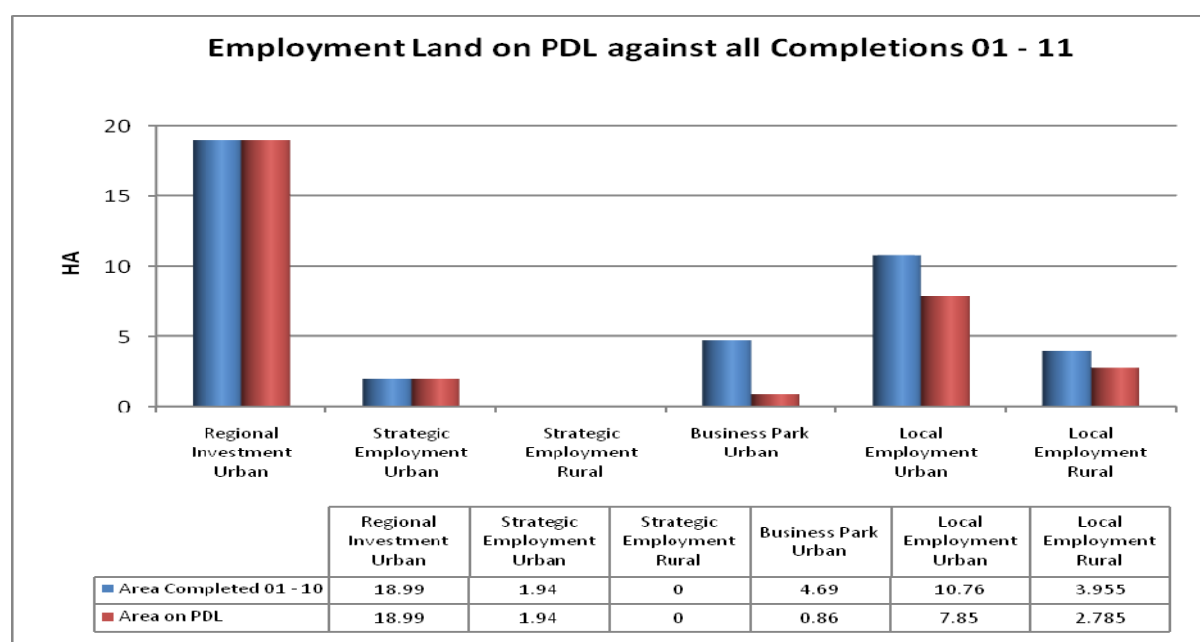
Loss of employment floorspace is greater than that developed. Losses can include demolitions and losses to other uses. The majority of the loss of employment floorspace is the Border TV site which was demolished in April 2010.

#### Employment Land Developed/Available



Development of employment land continues to be slow and has not met Structure Plan targets. The Net position shows the amount of land that needs to be developed to 2016 taking into consideration underperformance to date.

However as demonstrated in the graph below, development on previously developed land in 100% in the urban area.



## Vacancy Rates Vacant Units a % of Total Units on Sites identified in the Local Plan suitable for employment use.

Year	Urban	Rural	District
05/06	10%	17%	12%
06/07	12%	18%	14%
07/08	13%	18%	13%
08/09	15%	19%	16%
09/10	16%	18.5%	16.5%
10/11	17%	18.5%	17%

NB Does include some vacant A1; A3 units etc on Mixed Commercial Sites. Source: Foot Survey

The number of vacant units continues to rise which is in line with current economic conditions.

## RETAIL

The Council's latest Retail study is the 2009 Carlisle Retail Study Update undertaken by Donaldsons. The study reveals that at the baseline in 2009 there are 2,925 square metres of convenience floorspace within the City Centre and 68,470 square metres of comparison floorspace. A further 11,812 square metres of convenience floorspace and 44,567 square metres of comparison is located in non-central locations. A new study is now being commissioned to provide a more comprehensive review of retail and feed into the LDF Core Strategy.

## Shopping Floorspace in Town Centres

### Vacant Shop Units in Carlisle

Year	Floorspace	No of Units
2005	8368	52
2006	8538	51
2007	8898	49
2008	8457	52
2009	10,155	75
2010	7,623	69
2011	7,687	62

Source: Foot Survey July Annually

Vacant A1 floorspace has remained relatively unchanged; however the numbers of vacant units have reduced.

At the time of writing 5 outlets have opened within the Lanes Shopping Centre and in English Street (which had been vacant for several years), with seasonal goods. On St Nicholas Park Toys R Us have opened in the vacant Focus store, initially for the Christmas period, but if successful they may continue to trade.

Since the survey in July national retail companies: Hotters Shoes, White Stuff and most recently Stormfront the Apple iPad supplier, have opened outlets within the City Centre. We hope that this positive upturn will be reflected in next year's report.



## New Supermarket Development within Carlisle City

Scotland Road – 330 sq m (196 sq. m. net convenience) Sainsbury Local opened end November 2010

London Road - 1125 sq m (913 sq m net convenience) Aldi opened September 2010

## Supermarket Permissions Granted/Under Construction

Caldewgate – 5514 sq m net (3741 sq m net convenience) Sainsbury, expected to commence early 2012.

Morton Site – Outline Permission obtained for a 5574 sq m net (2500 sq m net convenience) supermarket by the council. As this is a City Council owned site, tenders were invited from interested parties in October 2011.

St Nicholas Business Park – Units 4,5,&6 being 2765 sq m net (1863 sq m net convenience) . No named operator.

Viaduct Estate Road - Tesco have made material start this site on the 3715 sq m (1,932 sq. m. net convenience) supermarket.

## Out of Town Development

Orton Grange – 2.5km southwest of Carlisle, Dobies Garden Centre incorporating 5500 sq m built area sales and 11,815 sq m outdoor sales. (Opened end July 2011).

## TOURISM

Tourism is of major importance to Carlisle as a generator of economic prosperity and employment. It is essential that the tourism potential of the District is promoted and exploited to maximise the benefits it can bring to the area. Carlisle's heritage is central to its attractiveness as a tourist location with Hadrian's Wall Path National Trail crossing the District alongside the historic including Carlisle Castle, Tullie House Museum, Carlisle Cathedral precinct, the City Walls, The Courts, the Market Cross, the Old Town Hall and the Guildhall.

The industry supports 4000 direct and 1000 indirect jobs in the district and that visitor figures in 2010 for Carlisle increased by 4% which is a significant increase when put into the context that figures for Cumbria reduced by 3%.

# HOUSING DEVELOPMENT

## OBJECTIVES/AIMS

- *To meet local housing needs*

## TARGET

- *Allocating sufficient land to meet employment, housing and other needs of the population, primarily within the existing built up area focusing on Previously Developed Land.*
- *Local partnerships with the City Council, setting objectives and targets, and involving the local community in determining local priorities, including affordable housing, and environmental priorities, and providing opportunities for practical action.*

## Contextual Indicators

Housing in Carlisle is generally more affordable in respect of house price/earning ratio than is the case nationally.

### Affordability of purchased homes ratio

Year	Carlisle	North West	England
2005	5.3	5.0	6.8
2006	5.7	5.6	7.2
2007	5.9	5.9	7.3
2008	5.9	5.7	7.0
2009	4.7	5.0	6.3

Source ONS Local Profiles

Variations in average house prices across the District identify parts of the rural area where average house prices are in excess of ten times the annual income, creating problems of housing need due to affordability.

House Price/ Household Income 2007	House Prices (£)		Income (£)	
	Mean	Median	Mean	Median
Carlisle Urban	113,282	100,000	28,389	24,216
Carlisle District	164,519	150,000	30,252	25,744
Cumbria	162,647	146,000	30,193	25,758
National	199,132	169,000	31,000	26,000

(Source: CACI Street Value/ CACI Paycheck supplied by Cumbria County Council)

Owner occupation levels in Carlisle are lower than the regional and national average at 66.1% with a strong reliance on the social rented sector.

Approximately 30% of homes in Carlisle are owner occupied without an outstanding mortgage, 40% are owner occupied with a mortgage, 22% are rented from the housing association, 8% are rented from private landlords and 2% are classified as living rent free.

Tenure	Count	%	District %	Cumbria %	North West %
Owner Occupied	21,020	67.91	70.87	72.3	69.3
Social Rented	6,787	21.93	18.33	16	20.1
Private Rented	2,407	7.78	8.35	11.7	8.5
Living Rent Free*	738	2.38	2.49	2.4	2.1
Total	30,952	100	100.04	100	100

(Source, 2001 Census, ONS) (SHMAA 2009) \*Living Rent Free: could include households that are living in accommodation other than private rented. The above table has amalgamated local authority and Social Rented as Carlisle City Council have transferred all their stock to a Housing Association. Local Authority/social rented housing stocks at April 2001, as reported by CIPFA, were generally higher than Census counts. The difference may be partly explained by people on full Housing Benefit ticking „Lives here rent free“.

## Unfit Homes

The City Council undertook a House Condition Survey in 2005 and this data has been partially updated from work on the Strategic Housing Market Area Assessment survey in 2009. This work considered need for new housing and took into account information provided such as the drive for energy efficiency improvements which have provided higher standards to housing stock in the district. A further survey was undertaken at the beginning of November 2011 which concentrated on some of the criteria within the decent homes standard to identify specific concerns in housing stock condition. The outcome of the survey is expected end February 2012. The table below highlights the differences between the rural and urban area as well as that applying to private sector housing and social rented.

Decent Homes March 2008	Private Sector	Social Rented
Number of properties failing Decency Standards	Urban 8,796 (approx) (26.9%)	743 (11.8%)
	Rural 5676 (approx) (43.0%)	106 (9.8%)
Of which homes for vulnerable people	Urban 2,440 (40.7%)	107 (1.7%)
	Rural 1,360 (48.5%)	59 (5.4%)

Source: SHMAA 2009 – House Condition Survey 2005; RSL data 2009

## Fuel Poverty

A new Cumbria County Council anti-poverty strategy has concluded that Cumbria is the worst off county in the UK for fuel poverty – partly as many rural areas of the county don't have access to gas supplies (e.g. Longtown in our district).

Campaigning charity National Energy Action has revealed that over 4,000 residents of the Cumbria's most deprived areas cannot afford fuel to cook and sufficiently heat and light their homes – one in four households in Carlisle's Botcherby, Upperby, and Belle Vue wards are classed as living in fuel poverty ("City Estates in Poverty", East Cumbrian Gazette – April 23, 2009). - SHMAA 2009

## Housing Targets

The plan position for housing targets has been confusing in recent years. The figures used in this section take the housing position from the 1<sup>st</sup> April 1999 and when considered against trajectories will take it to 31<sup>st</sup> March 2024. The transition from Local Plan and Structure Plan to Regional Spatial Strategy has evolved during the last 9 years and will continue to do so until the Core Strategy is adopted.

01/04/99 – 31/03/02      400 pa Structure Plan<sup>1</sup>  
 01/04/02 – 31/03/03      315 pa RPG13 + Structure Plan<sup>2</sup> + Local Plan  
 01/04/03 – 31/03/10      450 pa RSS  
 01/04/10 – 31/03/24      est. 600 pa target to reflect Growth Point to be introduced through LDF for future monitoring years

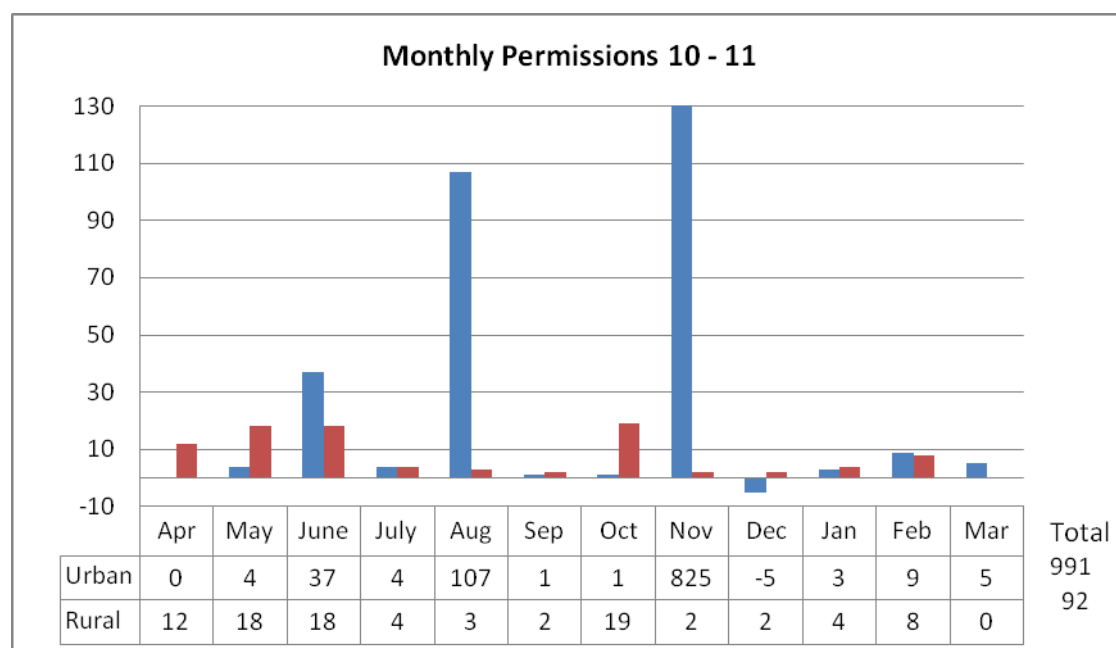
Structure Plan<sup>1</sup>      Development for the 1990s Cumbria and Lake District Joint Structure Plan (6000 dwellings 1991-2006)  
 RPG13      Regional Planning Guidance for the North West RPG13 March 2003 (Cumbria and Lake District Annual Rate 1,170 dwellings)  
 Structure Plan<sup>2</sup>      Planning Cumbria Cumbria and Lake District Joint Structure Plan 2001-2016 (Annual average dwellings to 2016)

	2002-2006	2006-2011	2011-2016
City of Carlisle	250	250	250
North Cumbria - Carlisle	65	65	65

Local Plan      Carlisle District Local Plan 2001-2016 (based on 315 dwellings per annum to 2016)  
 RSS      The North West of England Plan Regional Spatial Strategy to 2021 (total housing provision 2003-2021 Carlisle 8,100)  
 Growth Point      Bid made on the basis that housing delivery will be above RSS rate and will deliver 600 dwellings per annum until at least 2017

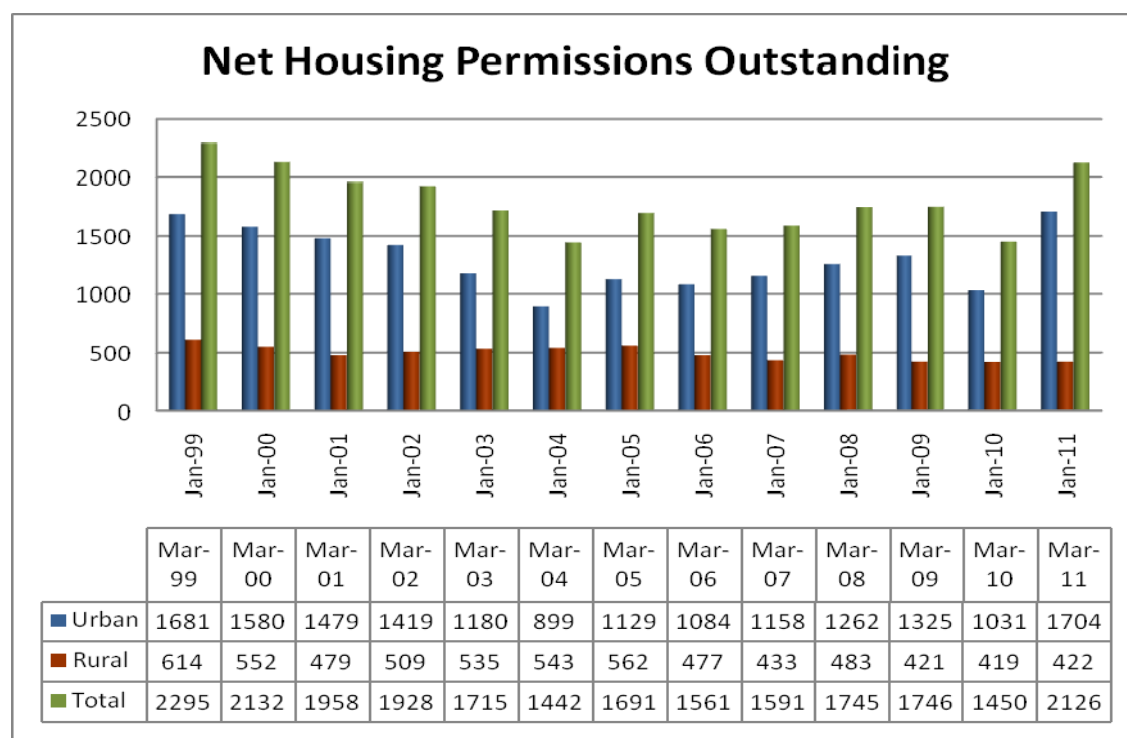
On 18 April 2011 the Council's Executive resolved to keep the RSS target of 450 per annum.

## Housing Permissions

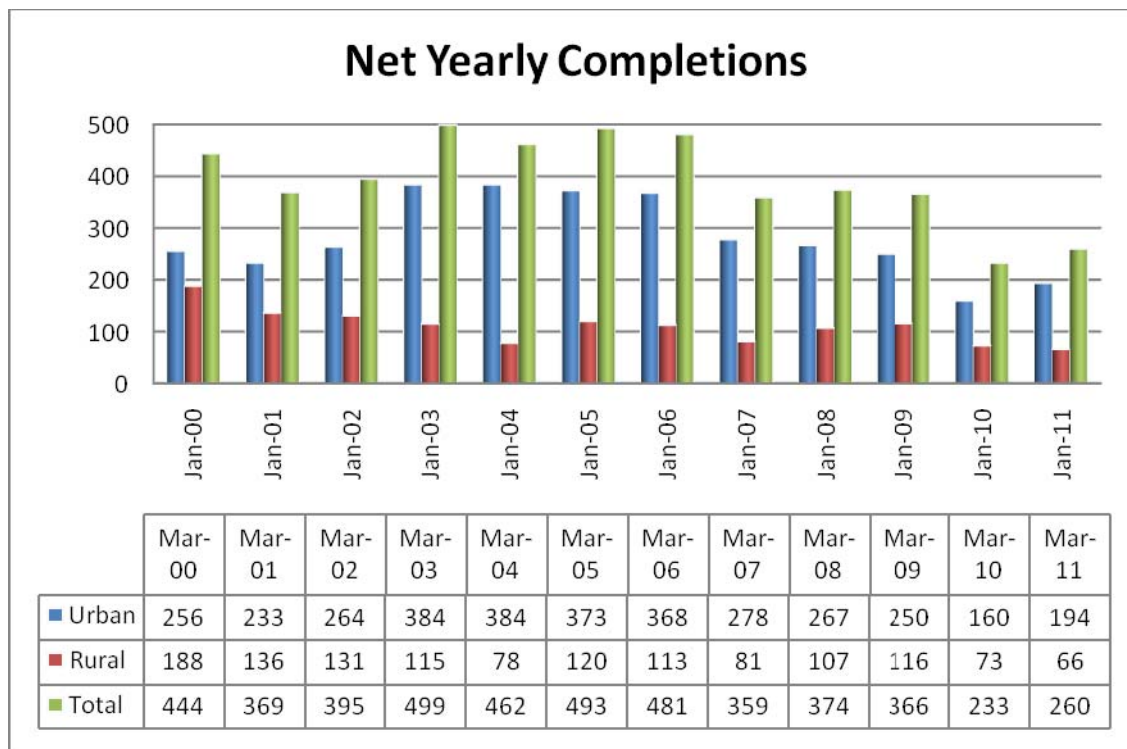


The last year has seen a significant increase in permissions in the Urban area (only 149 in last reporting year) due to the Outline permission being granted for the a large proportion of the Allocated Sites for Housing at Morton (indicative 825 dwellings).

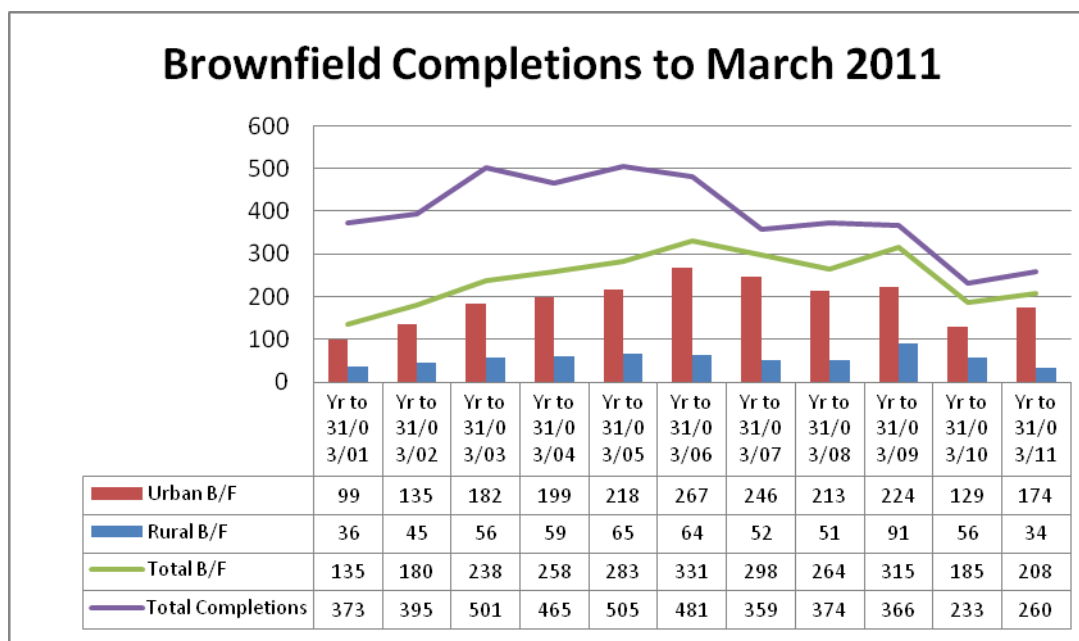
This is then reflected in the overall net position at the end of year showing that we now have the highest number of permissions in place in the urban area for 13 years.

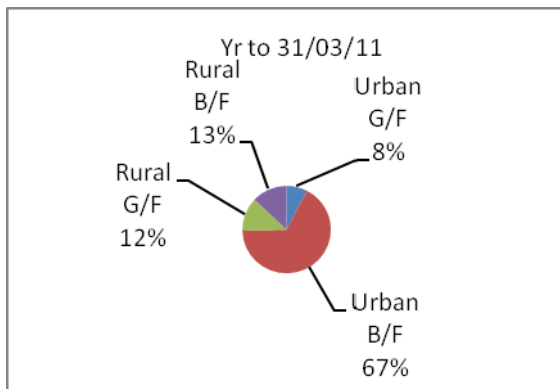


## Housing Completions



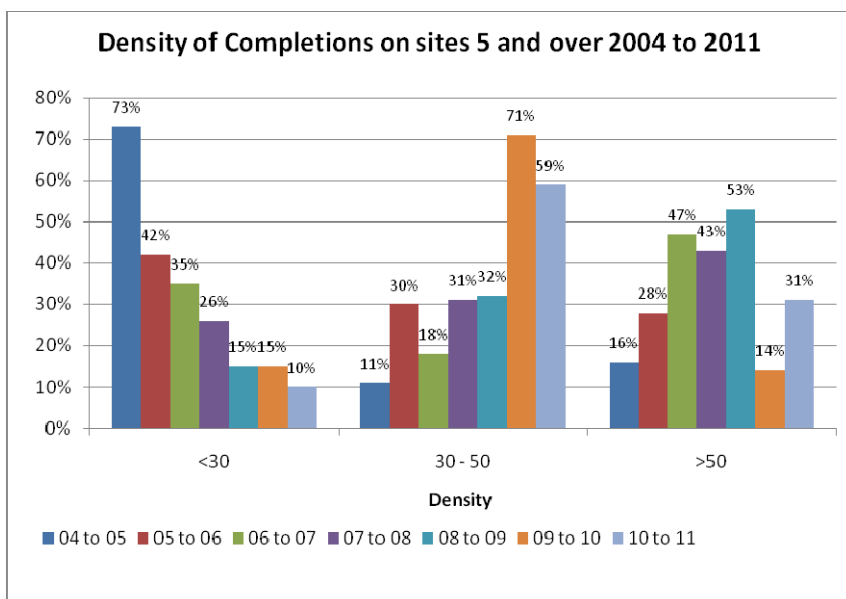
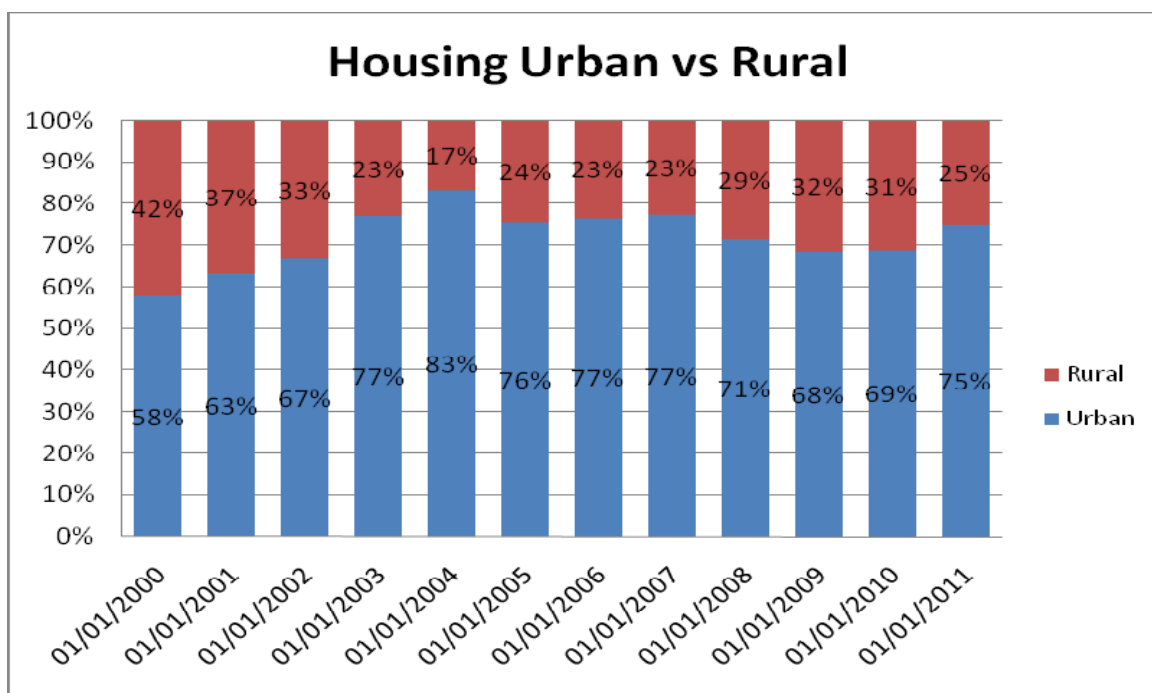
Completions for the 5<sup>th</sup> year in succession are below the annual RSS target 450 net dwellings per year despite a slight upturn from last year. RSS was effective from 2003 and to date we would have expected 3,600 net new dwellings, however to date only 3,028 have been delivered therefore creating a shortfall of 572 dwellings to date.





Housing development on brownfield sites continues to be well above at 80% the 60% National Target and the Regional Spatial Strategy of 50%. However the recent change to classification on garden land may have an effect especially in the rural area and the increase in greenfield permissions in the urban area may have an effect on this in future years.

Over the last 10 years 72% of housing built within the District has been within the urban area and 28% in the rural area.



Housing densities continue to fall in the under 30 dwelling per hectare category but this may be reflective of the reduction of completions in the rural area which do tend to have a lower densities.



## Affordable Housing

The Carlisle Strategic Housing Market Assessment 2009 states that from the 2006 District Survey there is a need for additional 221 affordable units p.a. (over and above those already in the planning system), over the 5 year period of the assessment. This housing need is made up as follows:

Carlisle City: 72

Rural East: 106

Rural West: 43.

The 2011 Housing Needs and Demand study will provide an update of the affordable need.

Carlisle District Local Plan 2001 - 2016 adopted September 2008 made additional provisions for affordable housing to be provided on larger sites from the 1997 plan. In the Urban area the threshold for sites requiring to provide affordable housing fell from 40 to 10 dwellings, the provision increased from 10 – 20 % of the overall development to 30% and in the case of discounted sale properties the discounts increased from 10 – 20% to 25 – 30%. In the Rural areas the requirement to provide either on site affordable dwelling or commuted sum on sites as small as 3 dwellings or 0.1HA.

These changes to the policy can be best demonstrated by quoting the Morton Allocations which totalled an area of 37.8 HA. In the 1997 Local Plan it was expected that this would provide 800 dwellings of which 90 would be affordable. The recent outline permission which account for around 60% of the land is expected to provide 825 dwellings of which 247 will be affordable.

### Permissions granted 10/11

	<b>RSL Rented</b>	<b>Shared Ownership</b>	<b>Intermediate Discounted</b>	<b>Total</b>	<b>Comment</b>
Station Rd/ Etterby Road	20	10	0	30	Application made by RSL
Former Penguin Factory	6		4	10	S106 signed discount sale = 70% OMV
Morton	124		123	247	OUTLINE PP S106 signed discount sale = 75% OMV
Dowbeck Road	2			2	Application made by RSL
Stanhope Road	2			2	Application made by RSL
Morton Court	8			8	Application made by RSL
York Gardens	2			2	Application made from RSL
Stonehouse Farm Hayton			1	1	S106 signed discount sale = 70% OMV

Crossgate Hallbankgate	7	3		10	Rural Exception Site S106 signed
Highways Depot Brampton			10	10	S106 signed discount sale = 70% OMV
South Gelt Rise, Brampton	17			17	S106 signed
Opp Longtown Ind Estate				1	Conditioned: 1 affordable dwelling, tenure to be determined
<b>Total</b>	<b>188</b>	<b>13</b>	<b>138</b>	<b>340</b>	
Total Urban	164	10	127	301	
Total Rural	24	3	11	39	

### Affordable Housing Delivery

Year	RSL Rented	Shared Ownership	Intermediate – Discounted	Total Gross Affordable	% of total net completions
06/07	8 (rural exception site)		4	12	3.34%
07/08	0		11	11	2.94%
08/09	8		27	35	9.56%
09/10	6		24	30	12.88%
10/11	95 (10 rural exception site)	8	8	111	39.8%
Av 06/10	5.5 pa		16.5pa	21.75 pa	
Av 06/11	21.8 pa	2 pa	18.5 pa	46.75 pa	

Delivery of affordable housing via the planning system has increased significantly this last year which is a reflection of the gradual increasing applications from Registered Social Landlords as they are now becoming developers rather than relying on Commercial Builders to provide affordable housing on their developments.

Also there was an affordable house contribution of £15,000 via a S106 agreement from a development which was too small to offer a full dwelling and this will be used to assist in the delivery of affordable housing within the district.

### Special Needs Housing

Council owned land was released at Low Meadow, Brookside, Carlisle to two Local Housing Associations for the construction of 60 Extra Care Housing and 29 Social Rented Housing. Both these sites started construction during the year and have been completed within the first 6 months of 2011.

Permission was granted for the erection of a 12 bedroom Care Home at the Knells and a children's' respite centre near Crindledyke in the year.

A revised permission at Scalesceugh Hall was granted for a 47 bed Residential Care Home with 6 cottages in the grounds, to provide Close Care Housing (conditioned with a S106 agreement).

### Gypsy and Traveller Pitches

Permissions	Permanent permission for new pitches	Temporary permission for new pitches	Overall planning permission for new pitches
Number of permanent pitches	0	0	0
Number of transit pitches			0
<b>Total</b>	<b>0</b>	<b>0</b>	<b>0</b>

Pitches	New pitches constructed	Pitches lost
Number of permanent pitches	12	0
Number of transit pitches	0	0
<b>Total</b>	<b>12</b>	<b>0</b>
<b>Net additional pitches 2010/11</b>	<b>12</b>	
<b>Current pitch provision at 31 March 2010</b>	<b>81</b>	

The district's largest site is at Houghton which has a licence for 70 pitches. Planning consent only exists for 54 of these pitches and in previous monitoring years access was removed to 24 of those pitches leaving only 30 available (20 permanent and 10 transit). Low Harker Dene (formerly Ghyll Bank) opened in 2010 with 15 pitches to address this issue.

A further application for a further privately operated sites consisting of 12 pitches (allowing for a maximum of 2 caravans per pitch) at Ghyll Bank House was granted in April 2009 and is now operational and fully occupied.

A personal consent was renewed at Parkfield Stables, Newtown, Blackford for one family.

### Travelling Showpeople Pitches

Permissions	Permanent permission for new plots	Temporary permission for new plots	Overall planning permission for new plots
Number of permanent plots			<b>0</b>

Plots	New plots constructed	Plots lost
Number of permanent plots		
<b>Net additional plots 2010/11</b>	<b>0</b>	
<b>Current plot provision at 31 March 2011</b>	<b>15</b>	

Land available for Travelling Showpeople consists of 15 pitches (12 permanent; 3 Transit). The Site is located at Willowholme, Carlisle, and was affected by the floods in 2005. However the desire of the residents was to continue to live in that location so were moved temporarily whilst flood defence works were undertaken and have since returned to their original site.

### Housing Quality – Building for Life Assessments

To date no formal assessments have been made on new housing developments.

However there have been some developments that may be worth noting:

***Barras Close*** – a development of 43 Affordable houses by the main Registered Housing Landlord in the District. These dwellings were built using the Code for Sustainable Homes and incorporated some of the key features of ‘Lifetime Homes’ and Building for Life’ which defines ways in which residential development can be designed with future adaptability in mind. They also cater for people with a physical disability and the dwellings provide space for home office use to enable flexible employment.

***Raffles Development*** – Latest phase (site G) application, the design and access statement states ‘The house type is designed to provide a high level of sustainable qualities of living, such as, meeting the Level 5 or 6 of the Code for Sustainable Homes, Lifetime Homes, and Building for Life standards. The design layouts, construction methods and services within the houses have been selected to recognise the qualities of sustainable design.

***Crossgates Road, Hallbankgate*** – a rural exception site providing 10 Affordable dwellings all built to Level 3 of the Code for Sustainable Houses.

***Gelt Rise, Brampton*** – 17 Social Rented Homes to be built to Level 3 of the Code for Sustainable Houses.

Also see developments listed under the Renewable Energy Installations Section which details permissions granted which have or intended to have some form of renewable energy within its construction.

### Housing Position Statement – Evidencing a 5 Year supply

Carlisle City Council issued a Housing Position Statement as of 31 March 2011 [Appendix 1]. This established whilst there are sufficient extant planning permissions (excluding Raffles development and outstanding allocations) to allow for 5 years development, the question of delivery especially in the current economic climate was an issue.

It therefore concluded that by projecting realistic potential delivery and taking account of the undelivered housing against target across the RSS plan period, then, there is a **3.9 years supply**.

### Housing Trajectory

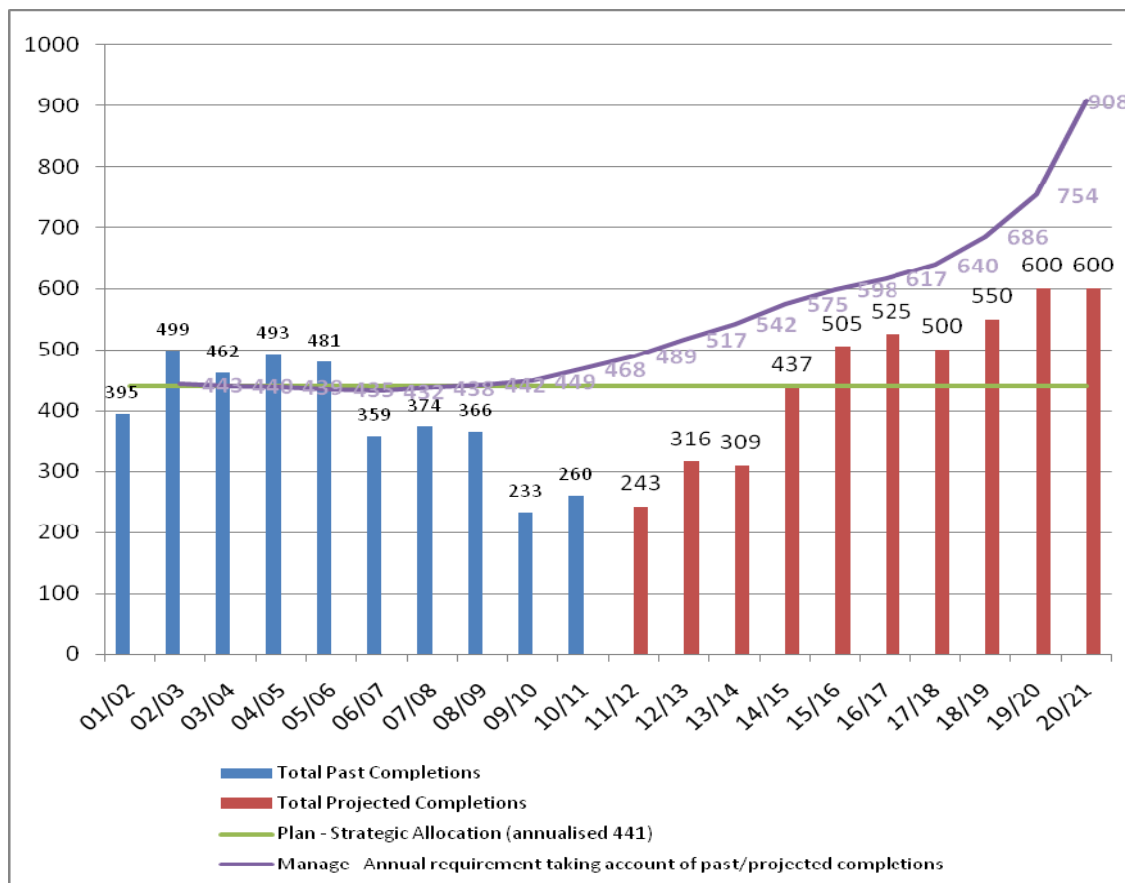
The following trajectory is based on the following targets:

01/02 – 400 net units (Structure Plan)

02/03 – 315 net units (Structure Plan/Local Plan)

03 onwards – 450 net units (RSS)

And based on past net completions from 2001 to 2011, site by site delivery (excluding Raffles development) until 2017 which can be found within the appended Housing Position Statement, and then projections based on aspirational growth. It was 2008 when Carlisle achieved Growth Point Status, which coincided with the national housebuilders announcing that they would not be starting to develop any new sites. This and the economic downturn, together with the slow start to the Core Strategy and resulting Land Allocations DPD, delivery has not met expectations.



However the Core Strategy is on track to be adopted early 2014 and as work is progressing with the Site Allocation DPD simultaneously it is expected that this can be adopted shortly after. It is expected therefore by year commencing April 2014 with these documents being in place and an improvement in the economic climate, delivery will improve.

It should be noted that whilst the trajectory excludes the Raffles development as they are replacement dwellings which were demolished in the late 1990's, they are still an important part of the housing growth in the District and are detailed in returns to Communities and Local Government as they reflect the annual net delivery of new dwellings into the housing stock and are counted when calculating the New Homes Bonus.

## New Homes Bonus

***The New Homes Bonus: final scheme design*** was introduced in February 2011 after a consultation period during November – December 2010. The scheme is designed to sit alongside the existing planning system by creating an effective fiscal incentive to encourage local authorities to facilitate housing growth.

It is intended to help deliver the vision and objectives of the community and the spatial strategy for the area. In particular, it will be relevant to the preparation of development plans which concern housing where it assists with issues such as provision and infrastructure delivery.

As the bonus is designed to increase the supply of effective housing the payment does not only relate to new build properties, but will reward authorities that have taken effective measures which result in empty homes being brought back into use.

The bonus payable is equal to the national average for the council tax band on each additional property and paid for the following six years as an unringfenced grant. Also there is an enhancement of £350 for each of the six years for “affordable” homes (as defined in Appendix B of Planning Policy Statement 3 [PPS3] and includes pitches on travellers sites owned and managed by local authorities or registered social landlords).

All authorities in Cumbria are part of a two tier system with Cumbria County Council being in the upper tier and Carlisle the lower. The payment therefore will be split on a 80/20 basis with the lower tier getting the larger proportion of 80%.

Because the payments are calculated not only on new homes but those that are being brought back into use, then Council Tax records as of October each year are being used to assess the level of bonus. The additional affordable element will be paid in arrears (starting year 2) using returns submitted by our housing department to Department for Communities and Local Government on gross affordable housing supply.

## New Homes Bonus Awarded April 2011

In April 2011 (year 1) Carlisle City Council was awarded **£243,452** which will equate to £1,460,712 over the full 6 years. A further £60,863 will be paid to the County Council which will equate to £365,178 over the full 6 years paid to the county. The award for the affordable housing provided will not be paid until year 2.

The award was based on **222 additional dwellings** on the Council Tax Register as of October 2010 made up of:

194 net new dwellings (195 gross less 1 demolition)

28 net empty homes being brought back into use (43 gross less 15 that have become empty)

# TRANSPORT

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## OBJECTIVES/AIMS

- *To resolve conflict between pressure for an improved transport network, and the need to encourage a reduction in vehicular movements within and around the city*

## TARGET

- *Integrating land use and transport planning to improve transport efficiency, reduce journey distances encourage greater use of public transport and encourage cycling and walking.*

## CONTEXTUAL INDICATORS

### Travel to Work Data (Census 2001)

In Cumbria there were 219,908 people aged 16 to 74 in employment. Of these 46,858 were in Carlisle (based on April 2001 people counts).

Of the people in employment approximately 10% worked from home and 54.3% drove a car to work. Of the people that did not drive, 15.1% walked to work and 2.7% cycled; 7.5% were passengers in a car and 8.6% travelled to work on a bus. Only 0.4% people travelled to work by train.

Source: Office of National Statistics Website, Census (2001)

### Distance Travelled to Work (Census 2001)

In Cumbria there were 216,678 people aged 16 to 74 in employment in the area. Of these 49,792 worked in the Carlisle District (based on April 2001 people counts). Of the people employed in the Carlisle District area, 12.32% worked from home. Of the people that travelled to work, 28.5% travelled less than 2km to work and 26.2% travelled between 2 and 5km. A further 11.2% people travelled between 5 and 10km to work and 10.5% people travelled between 10 and 20km to work. There were 4.1% of people that travelled between 20 and 30km to work and 4% people travelled between 30 and 60km. Approximately 3.1% of people travelled more than 60km to work.

Source: Office of National Statistics Website, Census (2001)

### Car/Van ownership

	Carlisle		North West		England	
All Households	43,963		2,812,789		20,451,427	
No Car or Van	12,190	27.7%	849,769	30.2%	5,488,386	26.8%
1 Car or Van	20,518	46.7%	1,224,554	43.5%	8,935,718	43.7%
2 Cars or Vans	9,110	20.7%	605,586	21.5%	4,818,581	23.6%
3 Cars or	1,633	3.7%	104,120	3.7%	924,289	4%



Vans						
4 or More Cars or Vans	512	1.2%	28,760	1%	284,453	1.4%
Total Cars or Vans	45,934		2,874,991		22,607,629	

Source: Office for National Statistics

Carlisle has the highest percentage of households with one car or van against both regional and national figures. However the percentage of households without a car or van is lower than the regional figure, it is higher than national figures. This may be because of the rural nature of the district as against the rest of the North West and the greater need to rely on private transport.

### Percentage of completed non-residential development complying with car parking standards set out in Development Plan

Development (UCO)	Floor space	Standard (RSS)	Car Parking Spaces	Max Permitted (RSS)
Former Cavaghan & Gray - B1	1384	1 per 30sqm	38 (inc 4 disabled)	46
Former Cavaghan & Gray – A1 (Lidl)	1125	1 per 14sqm	100 (inc 4 disabled) and 13 cycle	80
Scotland Road A1 – (Sainsbury)	330 (food) 136 (non-food)	1 per 14sqm 20sqm	25	29

### Percentage of new development within 30 minutes by public transport of facilities

As Carlisle District has a large rural hinterland there are remote rural areas which do not have access to services within 30 minutes on public transport. Some parts of the district have access to public transport but this may not be at a convenient time or only a restricted service. Public transport is improving with dial-up services such as Rural Wheels, which can provide public transport for those with access needs and is an additional service to existing public transport routes.

Some services are available in smaller centres such as the market town of Brampton, which has a cottage hospital. Alternatively some residents in the north of the district use Langholm, which is over the border in Scotland, as a local centre.

Parishes of Askerton, Bewcastle, Kingwater, Nicholforest, Solport and Stapleton are all outside of 30 minutes public transport access to key facilities and services of a GP; a hospital; a primary school; a secondary school; areas of employment and major retail centres. In addition parishes of Dalston, Kirkandrews, Walton and Waterhead only reach some services. More noticeable is that Longtown, which is a Key Service Centre, is outwith a 30 minute access time of Carlisle hospital and the

Secondary School closed in 2008. Pupils now attend William Howard School at Brampton. Given these considerations there is still a high proportion of residential development within reach of key services as tabled below. However there has been little development this year in Longtown which is reflected in the increase in number of dwellings within access of a secondary school. However this is expected to fall again next year as a development of 90 dwellings has started to be delivered.

	<b>Percentage of completed housing sites within 30 minutes of service by Public Transport</b>					
	<b>Hospital</b>	<b>GP</b>	<b>Primary School</b>	<b>Secondary School</b>	<b>Retail Centre</b>	<b>Employment</b>
<b>05/06</b>	86	96	97	93	92	96
<b>06/07</b>	82	94	95	84	93	95
<b>07/08</b>	86	89	95	89	87	92
<b>08/09</b>	87	93	94	90	91	94
<b>09/10</b>	85	97	97	88	90	96
<b>10/11</b>	91	95	93	93	93	95

Agricultural Workers Dwellings (AWD) and/or Live/Work, are by their nature normally built in more unsustainable locations but are permitted because of their specific employment needs. Two AWD's and one Live/Work Units were completed this year and taking the view that they are accessible to employment would increase this % figure by 1% to 96%.

Additional bus routes have recently been introduced by a local bus company, Reays, which compliment the existing routes provided by Stagecoach. Whilst most of the routes are within the Urban area they do extend to the Rural area and outside the district which may have a positive reflection in the accession data in future years.

**The County Council Local Transport Plan 2**, Area Transport Statement for Carlisle concludes that across the whole of Carlisle District, 78.0% of the population are able to access an hourly or better bus service during weekdays, where access is defined as being within 800m of a bus stop (Department for Transport). This figure drops to 71.3% for evening services, although Sunday service remains at the weekday level. Carlisle district does suffer some accessibility problems in vulnerable groups, with, for example, only 77% of 14-19 year olds able to access a further education establishment with full learner entitlement in less than 30 minutes, which rises to 85% that have access in under an hour.

The County Council Local Transport Plan 3 is currently being prepared and is due to be published in full by March 2012 and any relevant update will be commented on next year

It is also worth noting that in respect of access to Primary schools the percentage increases to 98% as accessible within 30 minutes when cycling rather than using public transport. With regard to accessibility to employment, more than 80% of new dwellings are within 30 min walking distance and 90% within cycling distance which should reduce the need for private car use.

% of completed housing sites within 30 minutes of service Walking or Cycling												
	Hospital		GP		Primary School		Secondary School		Retail Centre		Employment	
	Walk	Cycle	Walk	Cycle	Walk	Cycle	Walk	Cycle	Walk	Cycle	Walk	Cycle
<b>08/09</b>	72	84	72	84	88	98	39	81	55	72	78	90
<b>09/10</b>	37	74	81	94	87	99	47	77	32	80	79	92
<b>10/11</b>	23	77	85	90	93	98	66	87	42	85	81	90

## Transport Initiatives supported via S106 Contributions

Car Club – The developer has made a contribution in order to establish a Car Club on the site for use by the residents and students of University of Cumbria. As the delivery of the car was in June 2011 and expect to be able to report on its success in next years Annual Monitoring Report.

Travel Plans – These are monitored by the County Council and have been incorporated into agreements for the Sainsbury Development in Caldewgate, Carlisle and Dobies Garden Centre at Orton Grange Carlisle (which opened July 2011).

Public Transport – Again are administered by the County Council and are mainly for the purpose of provision of bus infrastructure improvements/additional routes etc. Agreements subject to making such contribution include the Housing development at Morton, Carlisle; Former Penguin Factory, Westmorland Street, Carlisle and Co-operative development at Dalston.

Cycleways – For the provision or improvement of (including signage) have been incorporated agreements for Former Penguin Factory, Westmorland Street, Carlisle; Carlisle College, Victoria Place, Carlisle and the Sainsbury Development in Caldewgate, Carlisle.

Pedestrian Connectivity – These are administered by the County Council. Provision for this has been included in agreements for Former Penguin Factory, Westmorland Street, Carlisle and the Housing development at Morton, Carlisle.

(Further detail can be found in our Report on Planning Obligations 2010 to 2011).

## Transport Initiatives by Carlisle City Council

Green Travel Plans were initially approved 2008 and are expected to be reviewed every 3 years and is overseen by the Health, Safety & Environmental Team. Its objectives are to:

- Reduce the need to travel
- Slow down the growth in car use, especially by drivers travelling alone
- Support policies to reduce congestion and accident rates
- Help to improve air quality in the city
- Manage and reduce our greenhouse gas emissions
- Manage demand for parking
- Encourage a healthy environment and workforce

- Demonstrate leadership in the development of Travel Plans.

To this end the Council have provided Pool Bicycles and Cars and support the Cumbria Liftshare Scheme. They are encouraging the use of public transport and car sharing when attending meetings, and video conferencing to avoid the need to travel.

### **Carlisle Northern Development Route**

The 8.25 km two-way single carriageway route connecting the south west A595 (Wigton Road) to the M6/J 44 in the north is currently under construction and is expected to open early 2012 (possibly ahead of schedule). This will improve transport links between West Cumbria, Scotland and the North East by connecting the M6, A689, A69, A7 and A595 and will remove through traffic from the City of Carlisle. In turn it will reduce congestion and shorten journey time in the city.

# NATURAL AND BUILT ENVIRONMENT

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## OBJECTIVES/AIMS

*To balance the need for economic growth with the need to protect and enhance the quality of the environment.*

## TARGETS

*Local partnerships, with the City Council setting objectives and targets, and involving the local community in determining local priorities, including affordable housing, and environmental priorities and providing opportunities for practical action*

- *Environmental assessment of all major development projects that are likely to have significant environmental effects*
- *Promotion of environmental protection and enhancement, including measure to protect, replace, if lost or damaged and enhance public open space and wildlife habitats, and pursuing such measures as recycling initiatives*

## CONTEXTUAL INDICATORS

### Indicators of quality of the natural environment

Indicator	Status	No. of identified sites
Ramsar Sites	Statutory	1
Sites of Special Scientific Interest	Statutory	34 (12,976.97ha)
Candidate SACs	Statutory	7
Wildlife Sites	Non-Statutory	59
National Nature Reserves	Statutory	1
Local Nature Reserves	Non-Statutory	1
RIGGS	Non-Statutory	14
AONB	Statutory	2
Landscapes of County Importance	Non-Statutory	5

### Indicators of quality of the built environment

Indicator	Status	Number of entries
Listed Buildings	Grade I	<b>53</b> )
	Grade II*	<b>66</b> )1550 bdgs approx
	Grade II	<b>985</b> )
Conservation Areas		<b>19</b> – of which Brampton, Dalston and the City Centre, have recently been reviewed Botchergate and Cumrew are currently under review.

Buildings at Risk	Listed Buildings	<b>5</b> – Central Plaza Hotel <ul style="list-style-type: none"> <li>- Warwick Bridge Cornmill</li> <li>- Horse &amp; Farrier Inn</li> <li>- Thorney Lands Quaker Meeting House</li> <li>- Quaker Burial Ground Moorhouse.</li> </ul>
	Scheduled Ancient Monuments	<b>5</b>

In the current year the following changes took place but made no change to the overall numbers:

**De-listed** – Lonsdale, Carlisle 23 March 2010

**Listed** – Crook Framed Farm @ Helme Farm Cumrew, 20 September 2010

The Council takes an active role with conservation matters with a number of enhancement projects currently under way in the historic quarter of Carlisle. Castle Street off which lies Tullie House and the Cathedral has been subject to two schemes. The first phase was funded by Carlisle City Council and completed June 2011. The second phase is linked to the new "Roman Frontier Gallery" at Tullie House Museum and was funded jointly between the City Council and the European Regional Development Fund and was completed for the opening of the Gallery in June 2011.

## CORE OUTPUT INDICATORS

### Changes in areas of Biodiversity importance

County: Cumbria

% Area meeting PSA target	% Area favourable	% Area unfavourable recovering	% Area unfavourable no change	% Area unfavourable declining	% Area destroyed / part destroyed	Date Compiled
77.27%	35.18%	42.09%	17.60%	5.12%	0.01%	01 Dec 06
80.83%	35.16%	45.67%	15.04%	4.12%	0.01%	02 Oct 07
84.85%	35.73%	49.12%	11.90%	3.24%	0.01%	01 Nov 08
88.62%	35.68%	52.49%	8.77%	2.58%	0.03%	01 Nov.09
93.06%	38.07%	54.99%	5.07%	1.82%	0.04%	01 Nov 10
95.01%	29.46%	65.55%	3.64%	1.31%	0.04%	01 Jun 11

Source: Natural England

Since 2006 the condition of SSSIs has continued to improve and the percentage of SSSI in Cumbria meeting the Public Sector Agreement target is 93.06% which is more than a 20% increase in four years. The most noticeable contribution to this is the increased area unfavourable recovering where the increase has been over 30% over the same period.

The percentage area has had a downturn which in part is due to an area within Gelt Wood in the District being part destroyed through unauthorised operations which are being investigated by Natural England. This was identified during a site survey by Natural England on 13 December 2010 and reported in their Condition of SSSI Report compiled 01 June 2011.

Carlisle City Council has contributed to a new database of biodiversity evidence, which was established during 2008 for the whole of Cumbria providing a valuable source of information on biodiversity for all Cumbrian planning officers and continues to support the development and use of the data.

## FLOOD PROTECTION AND WATER QUALITY

### Number of Planning permissions contrary to EA Advice on Flooding and Water Quality Grounds

Address	Update on position	Appn No.	Decision	Appn Type	Initial reason for objection
Garden Cottage, Crosby on Eden	EA subsequently withdraws objection after amended plans were submitted	09/0022	GTD 26/05/09	Other – Minor	Unsatisfactory FRA/FCA Submitted
Barras Close, Carlisle	EA subsequently withdraws objection after submission of FRS/FCA	09/0036	GTD 10/09/09	Residential – Major	PPS25/TAN15 – Request for FRA/FCA

*Source: Environment Agency*

The previous table is an extract from the Environment Agency's Development and Flood Risk 2009-10 (latest information available as most were duplicated from last year only the two new ones have been detailed). This reports on the previous monitoring year, however is still a relevant indication of the impact on flood protection by decisions from Carlisle City Council as Local Planning Authority. The table records all applications objected to by the EA on flood risk grounds. In both cases the EA subsequently withdrew their objections after the provision of further information and/or conditions.

During the monitoring period there were no consents for major applications given contrary to Environment Agency advice on Flooding or Water Quality Grounds within Carlisle District.

The City Council continues to work closely with the Environment Agency to ensure that flooding issues are addressed in any development proposals. Defences for the Caldew and Lower Eden Rivers, which affect parts of the City, have recently been completed. However work is still being undertaken in the rural area of Low Crosby

### Strategic Flood Risk Assessment

As part of the evidence for the Core Strategy the Council commissioned a new Strategic Flood Risk Assessment (SFRA) based on PPS25 parameters. This identifies the likely areas of risk of flooding where development proposals should be resisted or adequate mitigation measures included ensuring that risk of flooding is minimised and not displaced elsewhere. This will also take into account issues of



flooding from surface water drainage as well as river and alluvial flooding. The updated study was completed at the end of November 2011.

## Renewable Energy Generation

During the monitoring year 20010/11 there have been some additions to renewable energy supplies within the district as indicated in the table below.

Renewable Energy Installations				
Planning Permission	Address	Detail	Comment	Output
09/0036	Barras Close	43 Affordable Dwellings	Solar Panels	Unknown
07/0845	Watts Storage Yard	Development of 100 Dwellings	Solar Panels	Unknown

As can be seen from the table above there have been no significant installations of renewable energy have taken place. The indicator is "by installed capacities" however there are no Building Control records to confirm output and most of the information is anecdotal or from site visits.

However it may be worth noting that the building of Richard Rose Central Academy and the Youth Zone on the same site, whilst do not have any renewable installed they have been built to exceed the Target for CO<sub>2</sub> emissions through building design and energy efficiency management systems.

It may also be worth noting that under Housing Quality – Building for Life Assessments reference is made to developments that whilst may not have renewable energy installations, they have been/are to be built to a standard exceeding current legislation.

Outstanding Planning Permissions for Stand Alone Renewable Energy Installations				
Planning Permission	Address	Detail	Comment	Output
<b>09/0769</b> 03/11/09	Greenlands, Wreay	Erection of 1 25M Wind Turbine	No commencement	11 Kw
<b>10/0286</b> 26/05/10	Linstock Castle Farm, Linstock	Anaerobic Digester Plant comprising of 1no plant & associated plant & machinery	Expected output 1,000 KW electricity p.a. Plus 80% of fertilizer requirements of the farm.	1,000 KW per annum
<b>10/0507</b> 13/09/10	58 Lingyclose Rd, Dalston	Erection of a small wind Turbine height 14.7 m to tip	No commencement	5kW
<b>10/0780</b> 20/10/10	Bankdale Farm, Wreay	Erection of 2 no wind	No commencement	11 kW x 2

		turbines height 18 m		
<b>10/0943</b> 24/12/10	Broomhills, Longtown	Erection of small wind turbine 19.8 m to tip	No commencement	10kW
<b>11/0036</b> 29/03/11	Field adj Honeypot, Low Flanders, Dalston	Installation of ground mounted solar photovoltaic cells (18)	No commencement	215 watt x 18

<b>Outstanding Planning Permissions incorporating Renewable Energy Proposals Policy CP8 and/or CP9</b>			
<b>No</b>	<b>Address</b>	<b>Proposal</b>	<b>Comment</b>
<b>09/0050</b> 13/03/09	Low Mill Barn, Dalston	Conversion of Barn to Live/work Unit	Commenced 12/10/10 Refers to solar panels for water heating and small wind turbine for extra electricity
<b>10/0325</b> 24/05/10	Garage between Corner House & former Hare & Hounds Talkin	Conversion of garage to dwelling.	Drawings show use of Air Source Heat Exchange Pump; Solar Panels and Photovoltaic Panel
<b>08/0600</b> 06/05/11  <b>10/0429</b> 06/08/10	Dobies Garden Centre, Orton Grange, Carlisle	Garden Centre Development :	Min 10% energy requirements from renewable sources; Grey water harvesting for irrigation and toilets; Roof Mounted Solar heating Panels; Biomass Heating System; SUDS; Further investigation re wind turbine.
<b>10/0468</b> 26/07/10	Adj Rydal, Park Rd, Scotby	Erection of 4 bed dwelling	Commenced 16/03/11 ground source heating system; Rain water harvesting for toilets & washing machine
<b>10/0508</b> 20/08/10	Land between Stainton Road and track to Kingsmoor Depot, Etterby Road, Carlisle	30 Affordable Homes	Level 3 of the Code for Sustainable Homes. To be achieved by a range of measures including: the harvesting of rainwater 14 units stored in underground tanks
<b>10/0200</b> 11/06/10 <b>10/0683</b> 01/10/10	Springwell Farm, Talkin	Replacement dwelling	Possibly a ground source heat pump, a rainwater harvesting system and solar panels.

<b>10/0726</b> 04/10/10	Newlands, Heathersgill	COU from Barn to holiday accommodation	Two solar panels shown on drawings
<b>09/0512</b> 23/02/11	L/a Junction of Bridge Street and Bridge Lane, Carlisle	Supermarket Development	Proposed use of a biomass boiler using wood pellets which would achieve 20% on- site renewable energy generation; sun-pipes within the roof design to enable the maximum amount of natural light to the sales and back-up areas; a Building Management System that controls and manages all use of energy in the building; rain water harvesting to enable grey water to be used to flush public and staff toilets
<b>10/9005</b> /CTY 30/06/10	Fire Station, Durranshill, Carlisle	Fire Station	Design & Access Statement has ref to whilst researching several forms of renewable an aero-thermal heat pump technology at approx 392% efficient will be installed

In addition application 10/1023 for the temporary installation for 3 years of a wind monitoring mast, 60m high, was granted 11/03/11 at land south of Moss Grove, Rowletown.

Applications for 3 wind turbines and a temporary meteorological monitoring Mast (3 years) at Newland Farm, Cumwhinton, were refused in 2008. The decisions were appealed and the application for the wind turbines was dismissed by the Inspectorate. However the application for the 60m High Meteorological Monitoring Mast for a three year period was allowed with conditions in 2009. Since the end of the monitoring year further applications have been received for 3 wind turbines in total. These have been refused in November 2011.

Other sources such as the web site [www.restats.org.uk](http://www.restats.org.uk), which gives North West figures, concentrates only on the large commercial developments. To this end the City Council has received scoping reports and recently applications for monitoring masts for larger wind farms and an application for turbines at Beckburn in the north of the district is undetermined at the time of writing.

## Council Initiatives

**Building Improvements** – Over the last few years the Council has taken a pro active approach in improving civic owned buildings to be come more energy efficient.

The most notable was the renewable energy installations at Talkin Tarn in 2006. Initiatives included a mini wind-turbine, an air source and water source heat pump

recovery systems and SV panels. Also installed were rainwater harvesting systems, proximity sensor flow controls on taps, insulation including thermafleece and double glazed sealed units with K glass, energy saving initiatives such as infra red motion sensors for lighting and finally a new NG Biodisc sewerage treatment plant designed to lower discharge of ammonia nitrogen.

A programme of installing infra red motion sensors for lighting at the Civic Centre has been rolled out over a period of years.

It was announced in July 2011 that tests were to be undertaken on 18 City Council Buildings to see if they were suitable for Photovoltaic Panels to help the Council meet its target of reducing carbon emissions by 15% by 2013. Unfortunately due to the changes to the Government's 'feed-in tariff' scheme, then this is not now going to be a viable option.

Also affected may be the proposals to harness the power of the weir on the River Caldew by diverting water to an Archimedes Screw-type structure to power a generator. The energy produced could power street lighting and also be sold via the 'feed-in tariff' scheme.

The Council's executive committee has also backed plans to develop a biomass boiler to heat Longtown Community Centre.

It is hoped to comment further on Council initiatives in further Annual Monitoring Reports.

## Recycling

Carlisle City Council first introduced a pilot kerb side recycling scheme for paper glass and tins in 2002. Over the years it was adopted and extended to most households and now includes garden waste, plastic and cardboard.

In 2007 fortnightly collections were introduced by providing 40,935 households with either a 240 or 140 litre wheeled refuse bin for domestic waste. There were 6,794 households where the wheeled refuse bin collections were deemed unsuitable (mainly older terraced properties) and they are provided with purple sacks which are collected on a weekly basis.

Residual Household Waste per Household (kg)			
	Carlisle	North West	England
04/05	781	1,012	912
05/06	721	950	845
06/07	643	857	799
07/08	489	770	736
08/09	479	701	669
09/10	475	658	625
10/11	492	Unknown	unknown

Source: ONS Local Profiles/LE191

To 2009 Carlisle District has made significant reduction in residual household waste whilst in actual kg is slightly lower than the North West at 302 kg against 311 kg,

but is significantly higher than England at 243 kg. However as a percentage Carlisle District has reduced its waste by 39% as opposed to 31% and 27% respectively. Since then Carlisle figures (from LE191) have shown a slight increase in waste produced.

Household Waste Sent for Reuse, Recycling or Composting (%)			
	Carlisle	North West	England
04/05	25.7	19.2	22.5
05/06	29.2	23.8	26.7
06/07	34.8	28.9	30.9
07/08	48.6	33.4	34.5
08/09	48.4	36.6	37.6
09/10	46.7	38.5	39.7
10/11	50.9	Unknown	Unknown

Source: ONS Local Profiles/LE192

Again Carlisle District not only has significantly higher rates than the North West and England but been successful in increasing the amount of waste sent for re-use, recycling or composting with a 22.7% increase against 17.4% and 15.1% respectively. Figures since 2009 have been derived from LE192 and show that Carlisle continues to improve its rate of recycling with now being over 50%.

# LEISURE, COMMUNITY AND CULTURE

## OBJECTIVES/AIMS

- *Promotion of environmental protection and enhancement, including measures to protect, replace, if lost or damaged and enhance public open space and wildlife habitats, and pursuing such measures as recycling initiatives.*

## CONTEXTUAL INDICATORS

### Crime Rates

Total Crimes per 1000 of population –

Area	05/06	07/08	08/09	09/10	10/11
Carlisle	120.8	97	84	75	71.9
Cumbria	86.6	71	62	n/a	55
North West	114.6	97	91	84	76
England & Wales	103.1	91	86	82	76

Source: [homeoffice.gov.uk/Cumbria](http://homeoffice.gov.uk/Cumbria) Community Safety Strategic Assessment – Carlisle Oct 2011.

Overall there has been a continued reduction in the number of crimes in Carlisle, exceeding the national trend. Carlisle remains below those recorded for the North West and England & Wales.

### Deprivation

Index of Multiple Deprivation Score

District	Average Score	England rank out of 354	Cumbria Rank out of 6 districts
Carlisle	22.20	108	4

### Health and Well Being

Percentage of people with limiting long term illness

Carlisle	19.3%
Cumbria	20.0%
North West	20.7%
England & Wales	18.2%

Source: 2001 Census

Life Expectancy at Birth

	Carlisle		North West		England	
	M	F	M	F	M	F
03 – 05	75.8	80.8	75.4	79.9	76.9	81.1
04 – 06	76.2	81.1	75.8	80.3	77.3	81.6
05 – 07	76.7	81.1	76.0	80.4	77.7	81.8
06 – 08	77.1	81.4	76.3	80.6	77.9	82.0

Source: ONS Local Profiles

The previous table shows that Carlisle has lower than average life expectancy than the national average. Although it has increased over the previous 5 years females

had a longer life expectancy than the national average in 2002 but have now fallen behind and the gap between males in Carlisle and nationally has begun to reduce. The rate for Carlisle remains higher than the average for the northwest.

Mortality Rates (standard per 100,000 persons)

	Carlisle	North West	England
06/08	620.0	661.2	581.9

Source: ONS Profiles

## LOCAL INDICATORS

### Eligible Open Space

#### Green Flag Open Space quality

In total Carlisle City Council is responsible for maintaining:

199.5 HA Parks and Play Areas

108.5 HA Nature Reserves

55.3 HA Grass Verges

28 Football Pitches

66 Different parks/play areas and nature reserves in and around the city

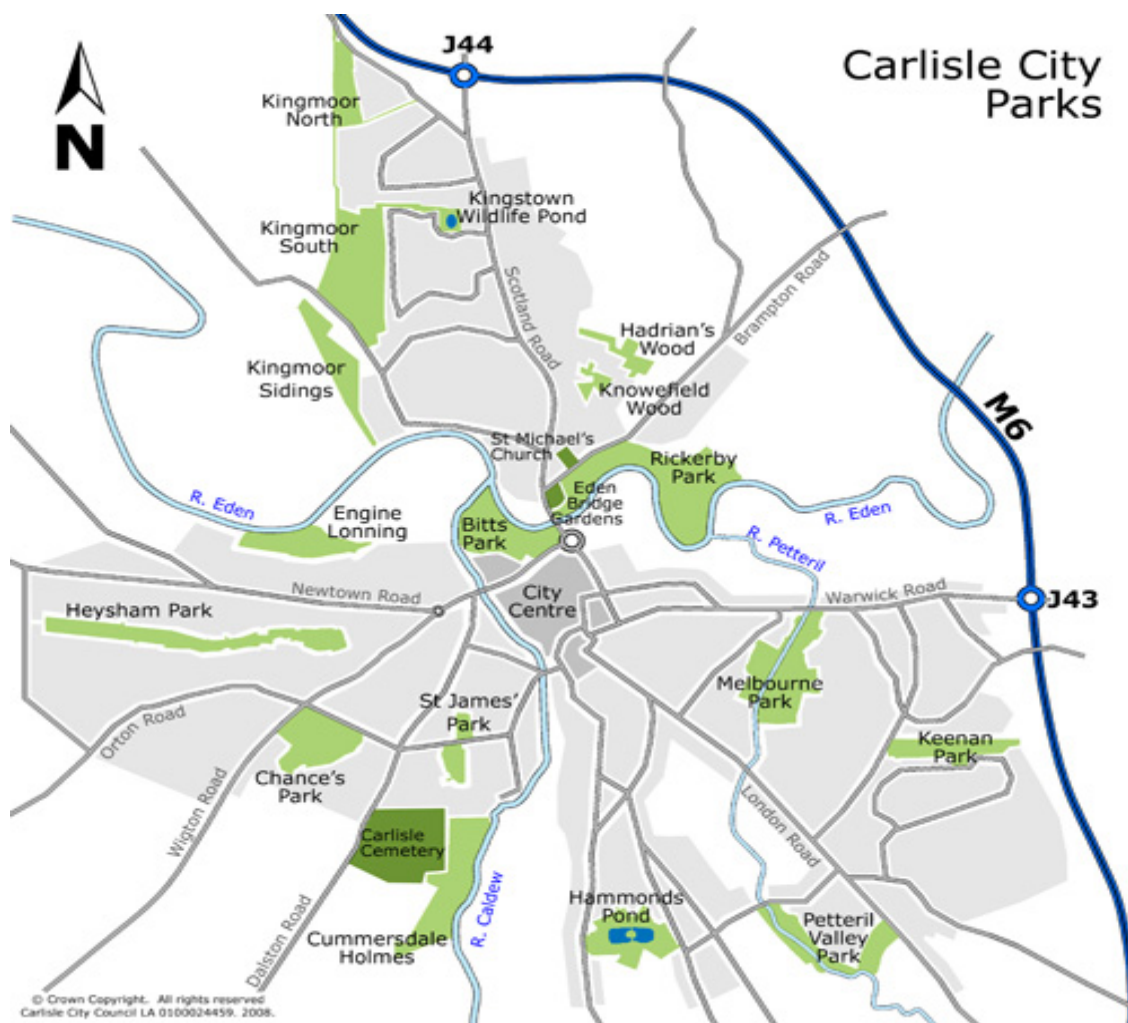
3 Cemeteries (Carlisle, Upperby and Stanwix)

Carlisle Cathedral and St Cuthbert's Church grounds

Carlisle District's support of its green spaces is shown as again there is an increase in the number of parks being awarded Green Flag Status.

Covering more than 18 acres, it is the ninth time Bitts Park has been awarded a Green Flag. Hammond's Pond has also been granted the distinction for the seventh time, it is the sixth time that Kingmoor Nature Reserve has received the award and Carlisle Cemetery is a five time winner. Stanwix Churchyard has retained their award for the third time. Talkin Tarn is a second time winner and Chance's Park and Rickerby Park are first time winners, after entering the competition for the first time.





## Open Space Audit

The Council continues to use its open space audit and assessment in accordance with PPG17. This was undertaken for the urban area only and provides information on the quality and type of open space within each ward. Where deficiencies exist in some wards planning applications to redevelop open spaces is being resisted.

Overall the City has the following amounts of open space:

Amenity Greenspace	67.95 HA	
Natural and Semi Natural Greenspace	92.26 HA	
Parks and Gardens	145.80 HA	
Civic Spaces	3.46 HA	
Allotments	18.37 HA	
Play Areas	53 sites	No hectarage as some are included within parks & gardens
Outdoor Sports Facilities	127.56 HA 140 Pitches in total - (111 Natural, 29 Artificial)	Hectarage reflects stand-alone facilities only.

Additional work is being undertaken to prioritise play area improvements across the city as part of a play area strategy. This is being used in conjunction with the

determination of planning applications, which increase the resident population. A number of commuted sum payments through planning obligations are being used to cater for increasing demand and improve existing facilities as well as provide new ones where needed.

### **Green Infrastructure Strategy**

Carlisle has a range of high quality Green Infrastructure and preparation of the strategy commenced in April 2011. It is expected to be completed by the end of the year and will be reported on in next year's annual report.

### **Support via S106 Agreements**

During the year 2010 to 2011 just under £385, 000 was secured via S106 agreements for the purpose of providing and/or maintaining public open space, children's play areas and outdoor sports pitches.

There are several agreements in place obligating the council to undertake works as detailed therein and for which contributions have been made. The council's Green Spaces Team has spent over £90,000 of S106 contributions in fulfilling these obligations.

(Further detail can be found in our Report on Planning Obligations 2010 to 2011).

# MONITORING FRAMEWORK

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## OBJECTIVES/AIMS

- *Monitoring the effectiveness of planning policies in delivering the objectives of sustainable development*

Some indicators have been included in this report to set the context and provide information on how Carlisle District compares with other areas. In addition a monitoring group has been established across the County to assist in the provision of information and establishing indicators.

In particular the work on the Strategic Environmental Assessment for the Local Plan has made a comprehensive assessment of the revised policies that the Council intends to use. This information and the whole report are available on the Council's web site. The report was published in August 2006.

Monitoring requirements are continually expanding particularly in relation to evolving policies in RSS and the Local Plan. In addition, Annual Monitoring Reports are regarded as tools for monitoring national policy at local level. This has been echoed in revisions to guidance such as paragraphs 34-37 of the PPS1 Supplement on Planning and Climate Change.

## Strategic Environmental Assessment (SEA)

As part of the Local Plan process the Council undertook work on a Strategic Environmental Assessment which generated a number of local indicators and linked these to the development plan.

The following objectives and Issues have been derived. An indication of the number of indicators is also included although many overlap with other indicators in this report.

▪ SEA Objective	Issues	No. of Indicators
To protect and enhance biodiversity and geodiversity as well as create and restore biodiversity where possible	Biodiversity Fauna Flora	5
To protect and enhance the quality and distinctiveness of the area's landscapes and townscapes	Landscape	4
To preserve, protect and enhance sites, features and areas of archaeological, historical and cultural importance and their settings	Cultural Heritage Including architectural and archaeological	5
To protect and improve local air quality	Air Human Health	3

To protect and improve the quality of all water resources.	Water	2
To minimise the risk of flooding associated with new development	Water Climatic Factors	3
To reduce emissions of gases which contribute to climate change	Climatic Factors	1
<b>SEA Objective</b>	<b>Issues</b>	<b>No. of Indicators</b>
To improve the availability and use of sustainable transport modes	Population Air Material Assets	5
To promote the development and use of sustainable and renewable energy resources	Climatic Factors Material Assets	3
To increase the use of sustainable design and construction techniques	Climatic Factors Population	3
To encourage sustainable use of previously developed land and minimise the use of greenfield sites	Soil Land	4
To minimise the production of waste and increase recycling and recovery rates	Soil Material Assets	2
To maintain and improve the accessibility of key services, facilities, the countryside and public open space	Population Material Assets	6
To encourage healthier lifestyles by promoting walking and cycling	Population Human Health	2
To improve people's sense of safety and well being	Population Human Health	6
To reduce the potential for environmental nuisance	Population Human Health	2
To ensure everyone has the opportunity of living in a decent and affordable home	Population	4
To improve access to employment	Population	1
To encourage urban regeneration	Population	3
To provide opportunities to strengthen and diversify the economy	Population	3

All these indicators have been reported as baseline information within Chapter 6 of the SEA report. They have therefore not all been repeated in this report to avoid duplication.

### Sustainability Appraisal (SA)

The Scoping Report for a Sustainability Appraisal of the Core Strategy was produced and consulted on at the same time as the Core Strategy Issues and

Options Document in October 2011. This will continue to be developed to be ready for publication alongside the Core Strategy which is due to be adopted at the beginning of 2014.

\* \* \* \*

The Planning Policy Section of Planning Services at Carlisle City Council has compiled this Annual Monitoring Report.

Core data has been derived from the Council's Acolaid planning system for planning applications and building control. This provides information on the number of permissions and completions and the use of policies. Completions on residential development have been recorded for some time but with the introduction of Structure Plan permissions based monitoring, this is undertaken on a monthly basis.

Additional data has been derived from Regional Spatial Strategy Monitoring, Environment Agency and English Nature. Other sources will be used for subsequent monitoring reports.

Information on Green Flag awards has been obtained from the Council's Leisure Services section.

The Council's Monitoring Officer maintains a number of databases which are being updated to enable more efficient data management and take into account the requirements of this monitoring report. Revisions to data collection include monitoring parking spaces and numbers of bedrooms in housing developments. For Employment monitoring an improved record of changes of use is required and subdivision of data by use class. This work is ongoing.

# GLOSSARY

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AAP     Area Action Plan

This Plan will focus on implementation, providing an important mechanism for ensuring development of an appropriate scale, mix and quality for key area of opportunity, change and conservation

AMR     Annual Monitoring Report

Authorities are required to produce AMRs to assess the implementation of the LDS and the extent to which Policies in Local Development Documents are being achieved.

DPD     Development Plan Document

The Documents that a local planning authority must prepare, and which have to be subject to rigorous procedures of community involvement, consultation and independent examination. It will include the following elements:

- Core strategy
- Site specific allocations of land
- Area action plans; and
- Proposals map (with insets)

LDF     Local Development Framework

The LDF will contain a portfolio of Local Development Documents, which will provide the local Planning authority's policies for meeting the community's economic, environmental and social aims for the future of their area where this affects the development of land

LDD     Local Development Document

Local Development Documents will comprise Development Plan Documents, Supplementary Planning Documents, the Statement of Community Involvement and the Strategic Environmental Assessment/Sustainability Appraisal

LDS     Local Development Scheme

The LDS sets out the programme for preparing the documents contained in the Local Development Framework

PPS     Planning Policy Statement

Government statements of national policy which are being phased in to supersede Planning Policy Guidance

## RSS Regional Spatial Strategy

The RSS, incorporating a regional transport strategy, provides a spatial framework to inform the preparation of local development documents, local transport plans and regional and sub- regional strategies and programmes that have a bearing on land use activities.

## S106 Section 106

A legally binding agreement between the planning authority and the applicant/developer plus any other parties who may have an interest in the land

## SA Sustainability Appraisal

Assessment of the social, economic and environmental impacts of the policies and proposals contained in the LDF.

## SCI Statement of Community Involvement

Document explaining to stakeholders and the community, how and when they will be involved in the preparation of the LDF and the steps that will be taken to facilitate this involvement.

## SEA Strategic Environmental Assessment

Assessment of the environmental impacts of the policies and proposals contained in the LDF.

## SPD Supplementary Planning Document

SPDs are intended to elaborate on the policy and proposals in Development Plan Documents.





# SUMMARY OF INDICATORS

## Economy and Business Development

Indicator Core/Other	Local Plan Policies	Draft Core Strategy Sustainability Appraisal Indicator	Data/Performance					Comments
<b>BD1</b> – Total additional employment floorspace by type	<b>EC1</b> – Primary employment areas <b>EC2</b> – Mixed commercial areas <b>EC22</b> – Employment & Commercial growth land allocations	<b>1-</b> Provide opportunities to strengthen and diversify the economy	<b>10/11</b>	<b>B1</b>	<b>B2</b>	<b>B8</b>	<b>Mixed</b>	Development has slowed due to economic downturn.
<b>BD2</b> – Total additional floorspace on PDL by type			Gross	3428	843	1782	0	
<b>BD3</b> – Employment Land available by type (HA)			Net	378	-652	-50	0	
			<b>10/11</b> – 100%					Re-use of developed land for employment purposes.
			<b>B1</b> – 10.7 HA <b>Mixed</b> – 75.46 HA  <b>Total</b> – 86.16 HA					Additional allocation at Brunthill added to supply wef 2011
<b>BD4</b> – Total amount of Town Centre floorspace developed	<b>EC4</b> – Primary Retail Area	<b>2-</b> Improve Access to employment	<b>10/11</b> – None developed					No town centre development

## Housing

Core Indicator	Local Plan Policies	Draft Core Strategy Sustainability Appraisal Indicator	Data/Performance	Comments
H1 – Plan Period and Housing Targets	H1 – Location of New Housing Development	13 - ensure opportunities for all living in decent and affordable homes	RSS – 450 per annum	Until the adoption of the Core Strategy (expected early 2014) the RSS figure will be kept.
H2a – Net additional dwellings in previous years	H2 – Primary Residential Areas		06/07 – 354 07/08 – 374 08/09 – 366 09/10 – 233	Historic completions have not met target of 450 per annum.
H2b – Net Additional dwellings for reporting year	H16 – Residential Land Allocations		10/11 – 260	Slight increase from previous year, and is reflective of current economic conditions
H2c – Net additional dwellings future years			Current yr 11/12 363 5 yr 13/17 2,092	See scheduled delivery of sites which should reflect current market conditions.
H2d – managed delivery target			489 dwelling per annum until 2021 would be needed to achieve annualised figure of 450 to 2021 taking into consideration past performance.	
H3 – New & converted dwellings on			H4 – Residential development	5 – encourage sustainable use of

PDL	on PDL & phasing of development	previously developed land  <b>6</b> – encourage urban regeneration		owned land for affordable housing and Planning permission being obtained on Greenfield allocated sites and another large Greenfield site to the north of the city, this % will significantly reduce.
<b>H4</b> – Net additional Gypsy & Traveller Pitches	<b>H14</b> – Gypsies and Travellers <b>H15</b> – Travelling Showpeople	<b>13</b> - ensure opportunities for all living in decent and affordable homes	<b>10/11</b> – 12 pitches	Ghyll House Bank a privately operated site which can accommodate up to 2 caravans per pitch.
<b>H5</b> – Gross affordable housing completions	<b>H5</b> – Affordable Housing <b>H6</b> – Rural Exception sites		<b>10/11</b> - 111	This year has seen a significant increase in affordable especially in the social rented category.
<b>H6</b> – Housing Quality, Building for Life Assessments	<b>CP5</b> - Design	<b>9</b> - Increase the use of sustainable design & construction techniques	No assessments made	No assessor available to undertake assessments.

## Transport

Core Indicator	Local Plan Policies	Draft Core Strategy Sustainability Appraisal Indicator	Data/Performance	Comments
Non-residential developments complying with car parking standards	<b>T1</b> – Parking guidelines for development	<b>7</b> - Improve the availability & use of sustainable transport.  <b>11</b> -	3 developments, 2 comply with car parking standards,	Supermarket development at former Cavaghan & Gray site exceeds the RSS parking guidelines.
Amount of residential development within 30 mins public transport of essential services	<b>DP1</b> – Sustainable development locations <b>H1</b> – Location of new housing development	Encourage healthier lifestyles by promoting walking & cycling.  <b>12</b> - Maintain & improve accessibility of key services, facilities and public open space.	<b>10/11</b> Hospital 91% GP 95% Primary School 93% Secondary School 93% Retail Centre 93% Employment 95%	Primary school accessibility increases to 98% when looking at cycling as an indicator.
% of the resident population who travel to work by public transport or by walking or cycling.	<b>CP16</b> - Public transport, pedestrians and cyclists  <b>T4</b> – Park and Ride		<b>2001</b> (Census) Car (drive) 54.3% Car (passenger) 7.5% Walk 15.1% Cycle 2.7% Bus 8.6% Train 0.4%	Despite 95% of new development being within 30 mins public transport to employment sites, only 9% use those facilities.

## Natural and Built Environment

Core Indicator	Local Plan Policies	Draft Core Strategy Sustainability Appraisal Indicator	Data/Performance						Comments
E1 – No of Planning permissions granted contrary to Environment Agency advice on flooding & water quality grounds	LE27 – Developed land in Flood Plains	3 – To protect & improve the water quality of water resources  4 - Address the causes & impacts of climate change including minimizing flooding	None granted						We continue to work closely with the Environment Agency. Flood defences within the city have recently been completed and the Council have just undertaken a Strategic Flood Risk Assessment.
E2 – Changes in areas of Biodiversity Importance	CP2 - Biodiversity	15 – To protect & enhance biodiversity & geodiversity, as well as creating & restoring biodiversity where possible	% Area meeting PSA target	% Area favourable	unfavourable recovering	% Area unfavourable no recovering	% Area unfavourable declining	% Area destroyed / part	Figures are for the county. However Gelt Wood within the District has been partly destroyed through unauthorised operations which are being investigated.
			95.01%	29.46%	65.55%	3.64%	1.31%	0.04%	
E3 – Renewable	CP8 – Renewable	8 – Promote the	See Body of Report for applications which renewable energy has been incorporated into						No large renewable energy developments. There has

energy generation	energy	development & use of renewable energy resources  <b>18</b> - Protect & improve air quality  <b>19</b> – Reduce emissions of gases which contribute to climate change.	the design.	been an increase in the number of applications incorporating renewable energy within them.
Residual household waste per household (kg)	<b>CP14</b> – Waste minimisation and the recycling of waste	<b>10</b> – Minimise the production of waste & increase reuse & recycling rates.	<b>10/11</b> - 492 kg	Has increased slightly over the last couple of years from its lowest figure of 478kg in 08/09
Household waste sent for reuse, recycling or composting (%)			<b>10/11</b> – 50.9%	Amount has been increasing steadily having now just about doubled over 8 years.
No of Grade I and II Listed Buildings considered at risk	<b>LE16</b> – Historic structures and Local Listings	<b>17</b> – Preserve, protect & enhance sites, features & areas of archaeological, historical &	<b>10/11</b> – 5	

		cultural a importance & their settings					
Net change in No of TPOs	<b>CP3</b> – Trees and hedges on development sites	<b>16</b> – To protect & enhance the quality & distinctiveness of landscapes and townscapes.	<b>10/11</b>	New 6	Revoked 9	Net <b>-3</b>	A pro-active approach is taken to maintain the quality, over the last 5 years there has been a net increase of 8 TPOs. A programme of reviewing all TPOs is being undertaken.

### Leisure, Community and Culture

Core Indicator	Local Plan Policies	Draft Core Strategy Sustainability Appraisal Indicator	Data/Performance	Comments
Total Crimes per 1,000 population	<b>CP17</b> – Planning out crime	<b>14</b> – Improve people's sense of safety and well-being	<b>10/11</b> - 71.9	There has been a year on year reduction in crime rates.
Amount of eligible open spaces managed to Green Flag award standard	<b>LC3</b> – Amenity Open Space	<b>12</b> – Maintain & improve accessibility of key services, facilities, the countryside and public open space.	<b>10/11</b> – 8 Parks	The council has year on year increased the number of parks being awarded the green flag. Tullie House gardens had been a previous winner, but have now gone to trust status, so are no longer maintained by the authority.

# APPENDIX 1

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## **Housing Land Position Statement as at 31 March 2011**



## INTRODUCTION

This statement sets out the housing land supply position as at 1<sup>st</sup> April 2011. The Carlisle District Local Plan 2001-16 was adopted in September 2008 and sets out housing land allocations. The Local Plan allocations are however based on the Structure Plan supply of 315 dwelling units per annum for the District. At the same time in September 2008, Regional Spatial Strategy for the North West was adopted which set a supply of 450 dwelling units per annum for the District.

The Council has embarked on The Core Strategy having undertaken a Key Issues Consultation at the beginning of 2011. Through the process we will bring forward further housing allocations through a Development Plan Document. The Core Strategy work will take on board the City Council's Growth Point status. The Strategic Housing Land Availability Assessment is an integral part of that work and was consulted on last year.

On 6<sup>th</sup> July 2010 the Secretary of State announced the government's intention to revoke Regional Spatial Strategy (RSS) Housing targets. However CALA Homes challenged this decision and it was upheld that revocation was unlawful and RSS remains in place. In light of this Executive of Carlisle City Council on 18 April 2011 resolved to continue with the RSS figure of 450 net dwellings per year to be used when assessing planning applications.

## EVIDENCING A 5 YEAR SUPPLY

### METHODOLOGY

Planning Policy Statement 3 requires local planning authorities to maintain a rolling 5 year supply of deliverable sites for housing. This was a position that was within the guidance issued in July 2010 by the Secretary of State. The Planning Inspectorate guide (which has since been removed after the Secretary of States initial intention to revoke RSS but is still felt to offer the best guidance) outlined the process and identified four main stages:

1. Identify the 5 year period. The five year period should start from the following April after the Monitoring Report has been prepared. The Monitoring Report as of 31 March 2011 is to be prepared by December 2011. ***The current five year period therefore is April 2012 to March 2017. [In March 2011 CLG announced amendments to the preparation of Monitoring Reports by withdrawing the Core Output Indicators and the requirement to submit it to the Secretary of State, but until the Localism Bill is enacted the requirement remains for them to be produced and submitted to CLG].***
2. Identify the level of housing provision to be delivered over the five year period. This means using housing provision figures in the most recently adopted part of the development plan, adjusted to reflect the level of housing that has already been delivered (within the lifetime of that part of the plan). In cases where the Local Development Framework does not yet take into account of newer figures in the Regional Spatial Strategy (RSS), then the RSS figures should be used.

***The Plan period is therefore 2003 -2021 with an annual average rate of housing provision (net of clearance replacement) of 450.***

3. Identify sites that have potential to deliver housing during the following 5 years. Potential sites include those that are allocated for housing in the development plan, sites that have planning permission that has been unimplemented, and specific, unallocated sites that have the potential to make a significant contribution to housing delivery. Such unallocated brownfield sites would normally have been identified by the Local Planning Authority for a housing use and have made sufficient progress through the planning process at the time of the assessment to be able to be considered deliverable.
4. Assess the deliverability of the sites and should be available, suitable and achievable.

## **Housing Land Supply Position at 31<sup>st</sup> March 2011**

### **Current Baseline Position**

	Urban	Rural	Total
RSS Requirement	360 pa	90 pa	450 pa
Net O/S Planning Permissions excluding Raffles (see note below)	1828	422	2250
<b>Years Supply</b>	<b>5.08 yrs</b>	<b>4.69 yrs</b>	<b>5 yrs</b>
Allocated Sites	1462	6	1468
<b>Total Unit Potential</b>	<b>3290</b>	<b>428</b>	<b>3718</b>
<b>Years Supply (planning permissions &amp; allocations)</b>	<b>9.14 yrs</b>	<b>4.75 yrs</b>	<b>8.26 yrs</b>

**Note:** Raffles was a Local Authority Housing Estate which is subject to a redevelopment programme. In the late 1990's (prior to the current RSS period) demolition took place as part of this programme. The replacement dwellings are now being built and because they are 'replacement dwellings' then they are excluded from the calculations.

### **Issues**

The rationale of monitoring supply is to ensure that planned delivery is met over the term of the Plan and that the rolling 5 year supply of deliverable land for housing is being maintained. Effective monitoring is the catalyst to take corrective action when targets are not being met. Within the guidance there is an implication but no definitive statement that any over/under supply should be corrected [it states "*adjusted to reflect the level of housing that has already been delivered (within the lifetime of that part of the plan)*"] within the five year period identified. The Plan period extends to 2021 and its delivery by the end of this period should be the ultimate goal.

RSS Annual Returns to 4NW in the past recognised that many local authorities may not be able to meet any undersupply over the five year period, and will instead meet any undersupply over the entire RSS plan period, if that is the case, then additional comments should be submitted to explain this.

This is especially pertinent in today's climate of recession when the question of deliverability is unclear as housebuilders are reluctant to continue building at previous

levels. It may be that sites that have been allocated in the Local Development Plans will not be delivered within the 5 year period, but as the recession lifts and house building recovers over the next 10 years, then we will see these sites being delivered.

Carlisle was successful in obtaining Growth Point Status. The trajectory put forward with the bid did not expect a delivery level of 600 on allocated sites until 2016/17. This was to give time for technical studies which are required to underpin the growth and the Core Strategy and Site Allocations DPD to be in place. This also gives time to correct any shortfall in delivery with the plan period.

## Housing Delivery Trajectories Excluding Backlog

Whilst it can be evidenced that there is in excess of a 5 year supply when considering current outstanding permissions and allocations this does not reflect current delivery.

Appendix 1 is a site by site breakdown of expected build rates based on current economic climate up to 2017.

During the 5 years 2012 to 2017, 2,094 dwellings would be expected to be developed (excluding Raffles replacement site) which equates to **4.65 years supply**

## Housing Delivery Trajectories Including Backlog

Appendix 2 is taken from the RSS return shows delivery of 2, 094 dwellings over the 5 year period 2012 to 2017 to be 69.1% which is **3.46 years supply** when the backlog is all delivered within 5 years.

As mentioned in the issues section, there is the question over whether the delivery of the backlog should be within the 5 years or should be over the plan period. The view of Government Office North West was that delivery of any growth is more realistic at the end of an extended growth period. At this moment in time it is unrealistic to predict the housing trajectory over more than five years as it will be strongly influenced by the Core Strategy and Site Allocations DPD. Given the current economic situation it would also be unreasonable to expect that the entire backlog would be delivered within 5 years.

If delivery of the current backlog is spread over the whole plan period (RSS to 2021 then for the 5 years 2012 to 2017 the supply increases to **3.9 years** (Appendix 3).

## Growth Point

Appendix 4 is the Housing Trajectory submitted when we applied for Growth Point Status. Below is how we are progressing towards that:

### ***Actual Net Completions***

<b>03-04</b>	<b>04-05</b>	<b>05-06</b>	<b>06-07</b>	<b>07-08</b>	<b>08-09</b>	<b>09-10</b>	<b>10-11</b>	<b>03-11</b>
462	493	481	359	373	366	233	260	3027

### ***Growth Point Bid***

462	493	481	359	374	375	400	450	3394
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In view of the current economic climate and the slow recovery to the housing market it would be prudent to move the expected trajectory by three years ie we will expect in 2011/12 the same delivery as 2008/09 with a similar split coming from Allocated and Unallocated Sites. Historically the District has seen an even split of units delivered between allocated and unallocated sites. It recognises that with the development of the LDF Core Strategy and Site Allocations DPD that the split should move in favour of delivery from allocated sites. In 2010 we undertook consultation on the sites put forward from the “Call for Sites” and on Issues for the LDF at the beginning of 2011. Consultation on the ‘Issues and Options’ is expected to be undertaken at the end of August/beginning September this year. It is expected to have the Core Strategy in place by 2014 with the Site Allocations DPD following shortly after.

It was demonstrated and accepted through our Growth Point Bid that there was sufficient, deliverable land to meet this aspiration in the short term the LDF providing the growth over the longer plan period. However the current economic climate and its effect on house building is affecting completion rates and aspirational growth.

The submission made for Growth Point status identified sufficient land to meet the aspirational goals of the City.

If we apply the expected completions which was submitted in our Growth Point Bid starting from 11/12 rather than 08/09 then because we had accounted for lower development initially Appendix 5 shows that the backlog that if that level of forecasted delivery were to be achieved then there is a **5.37 year supply** including backlog over the plan period.

However since that submission there has been an economic downturn which has had a significant effect on the house building industry. This in turn has meant that since 2006 build rates have not met with RSS target of 450 and has resulted in a shortfall of 572 dwellings to date.

To be on track with our RSS target of 8,100 dwellings by 2021, up to 606 dwellings per annum would have to be delivered over the 5 year period 2012 – 2017 (depending on trajectory, delivery in the current year and period over which any shortfall is to be made up). This is a build rate that historically has not been achieved within the District. Historic development peaked between 2003 and 2006 when an average of 478 net dwellings were built per year over that 3 year period.

## Conclusion

As of 31 March 2011 there are planning permissions which demonstrate a 5 year supply, which when allocations are added demonstrates an 8.26 years supply.

However by projecting realistic potential delivery and taking account of the undelivered housing against target then there is a **3.9 years supply**.

# Appendix 1

	Total/ Potential	o/s at 01/04/11	u/c at 01/04/11	11/12	12/13	13/14	14/15	15/16	16/17	onwards	
<b>Allocated Sites with Planning Permission</b>											
Morton	825	825	0	0	36	75	75	75	77	487	Outline Permission delivery as per application
Penguin	58/ 37	58	0	0	10	10	10	7	0	0	Reduced numbers. Another PP reduce to 37
Murrell Hill (caldewgate)	41	3	3	3						0	
Racecourse	42 gross 41 net	41	0	0	10	15	16			0	Enabling Development
Nelson St	104 (out)	104	0	0	0	0	0	14	25	65	RM due by Jan 2014
Rome St 2	49	49	0	0	0	0	9	20	20	0	S106 signed 16/03/10
Cavaghan & Gray	110	38	28	30	8	0	0	0	0	0	NHBC managed - update yearly only
Watts Yard	99	61	27	25	25	11	0	0	0	0	
Sawmill Longtown	90	90	0	0	15	30	30	15	0	0	was subject to kick start funding which has now not been taken up
Highways Depot, Brompton	26	26	17	10	16	0	0	0	0	0	linked to this site is Dandy Croft (unallocated)
<b>Potential Delivery on Allocated Sites With Permission</b>				<b>68</b>	<b>120</b>	<b>141</b>	<b>140</b>	<b>131</b>	<b>122</b>	<b>552</b>	
<b>Allocated Sites without Planning Permission</b>											
Peter Lane/Dalston Road	226							40	40	186	remainder of Church Comm Site. OUTLINE PP 11/0308 rec'd 14/04/11 - Persimmon
West Wigton Road	198/235					20	40	45	50	80	Allocation = 198 PP 10/1026 = 235 (undetermined)
HK Campbell	33								10	23	Renewed Interest
Key Safety System	100			0	0	0	0	0	20	80	demolition has already taken place, no current PP
Laings	90			0	0	0	10	15	25	40	demolished - PP due
Hilltop	80									0	
Harraby Green Road	45							15	15	15	
St Nicholas	50									50	
Adj Alexander Drive, Durrannahill (pt of Durrannahill)	49					9	20	20			AUT1 10/0792 1.45 HA of 4.80 Mixed
Durrannahill	50								20	30	3.35 HA remaining Mixed Dev House + Auction
Deer Park	60							20	20	20	
Carleton Clinic	100/155			0	0	0	0	0	25	75	4.19 HA allocated in LP with indicative figure of 100. Housing area in the Development Brief is 5.21HA and indicative figure of 155 dwellings.
Ladyseat, Longtown	6			0	0	0	6			0	Site to be developed by RSL
Rome St 1	98	98	0	0	0	0	0	0	0	0	Expired June 10 - Contamination Issues
Brisco	83									0	PP has lapsed - Contamination Issues
<b>Potential Delivery on Allocated Sites</b>				<b>68</b>	<b>120</b>	<b>170</b>	<b>216</b>	<b>286</b>	<b>347</b>	<b>1151</b>	
										0	
										0	
<b>Unallocated Sites with Planning Permission (over 10)</b>											
Low Meadow (2 sites)	89	87	87	37	50					0	Extra Care Scheme
Ambulance Station	60	60	1	0	0	0	10	30	20	0	PP Renewed Jul 10
Hassell Street	21	12	12	12	0					0	
Constable Street	19	19	19	9	10					0	Affordable Housing
Lime Street/Thomas Street	17	17	0		2	5	5	5			Linked to Constable Street
Leabourne Road	13	13	4		4	4	4	1	0	0	Reduced 16 to 13 21/01/11 + site commenced
Regent St	11	11	0	5	6					0	
Prince of Wales	17	17	0	0	0	0	17			0	revised PP under consideration
Atlas Works	12	12	0	0	0	6	6			0	
Highgrove Dairy	96	84	9	9	15	20	20	20		0	Reduced from 97 to 96
Barras Close	43	17	13	13	4	0				0	RSL rented properties
Jesmond St Garage	30	30	0	0	0	0	15	15	0	0	
South Henry Street	23	23	0						3	20	Permission renewed June 10
Suttle House	41	41	21	0	0	0	10	11	10	10	Development has stalled
Thurnams	10	2	2	2						0	
California Road	11	8	8	3	5					0	
St Anns House	12	3	3	3						0	demolitions already counted
Station Rd, Etterby	30	30	0	0	15	15				0	Affordable Housing
St Augustines	16	16	0				6	10		0	OUTLINE
Scalescough Hall	10	10	0						10	0	enabling development for Cerebral Palsy
George Inn, Warwick on Eden	24	24	0				12	12		0	
Dandy Croft, Brompton	15 (net)	15	0			5	5	5			Linked to allocated depot site at Brompton
Gelt Rise, Brompton	17	17	8	7	10	0	0			0	Affordable Housing
Kingswood, Dalston	10	10	0							10	PP to make Open Market rather than Live/Work
Stonhouse Farm, Hayton	11	11	0	0	0	0	2	2	2	5	
Royal Hotel, Lowther St	13	13	1				3	5	5	0	changed ownership, renewed interest
22 -24 Fisher St	12	12	0							0	No activity at present
St Elizabeth's Parish, Mayfield Ave, Harraby	11	11	0						11	0	OUT permission
Westrigg/wigton Rd	48	30	0							0	Dormant Site after partial development
Jesmond St Garage	37	37	0							0	PP renewed Dec 10
Seattler Close	23 gross	23 gross	0	3	20						net -5 but 28 dems counted 10/11
<b>Potential Delivery on current large unallocated sites</b>				<b>100</b>	<b>121</b>	<b>55</b>	<b>115</b>	<b>116</b>	<b>61</b>	<b>45</b>	
<b>Unallocated Sites without Planning Permission</b>											
SW Terrace	99			0	0	9	15	20	25	30	Awaiting Newt Survey
Collingwood Street	43						16	10	17	0	Student Flats S106 signed 07/04/11 CLG guidance should count clusters of 4/6 bedrooms as 1 unit
<b>Total Potential Delivery on unallocated sites over 10 units</b>				<b>100</b>	<b>121</b>	<b>64</b>	<b>146</b>	<b>146</b>	<b>103</b>	<b>120</b>	
<b>Total Potential</b>				<b>168</b>	<b>241</b>	<b>234</b>	<b>362</b>	<b>432</b>	<b>450</b>	<b>1271</b>	
<b>Indicative Under 10 g/f</b>				<b>25</b>	<b>25</b>	<b>25</b>	<b>25</b>	<b>25</b>	<b>25</b>	<b>25</b>	greenfield unallocated under 10 (10/11 = 28)
<b>Indicative Under 10 b/f</b>				<b>50</b>	<b>50</b>	<b>50</b>	<b>50</b>	<b>50</b>	<b>50</b>	<b>50</b>	"windfall" as in Local Plan (10/11 = 108)
<b>Total Potential</b>				<b>243</b>	<b>316</b>	<b>309</b>	<b>437</b>	<b>507</b>	<b>525</b>	<b>1271</b>	

## Appendix 2

	Y1	Y2	Y3	Y4	Y5	Y6	Y7	Y8	Y9	Y10	Y11	Y12	Y13	Y14	Y15	Y16	Y17	Y18
	2003/04	2004/05	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21
<b>H2a + H2b</b> Actual dwellings completed (net)	462	493	481	359	374	366	233	260										
<b>H2c a)</b> Projected completions (net)									243	316	309	437	507	525	500	500	500	500
<b>H2c c)</b> 5 year supply target (taking into account under supply)										606	606	606	606	606				
<b>H2c c)</b> 5 year supply target (annualised plan target)										450	450	450	450	450				
Cumulative completions	462	955	1,436	1,795	2,169	2,535	2,768	3,028	3,271	3,587	3,896	4,333	4,840	5,365	5,865	6,365	6,865	7,365
Annual target	450	450	450	450	450	450	450	450	450	450	450	450	450	450	450	450	450	450
Cumulative target	450	900	1,350	1,800	2,250	2,700	3,150	3,600	4,050	4,500	4,950	5,400	5,850	6,300	6,750	7,200	7,650	8,100
Monitor - difference of cumulative completions and target to date	12	55	86	-5	-81	-165	-382	-572	-779	-913	-1,054	-1,067	-1,010	-935	-885	-835	-785	-735
<b>H2 d)</b> Managed Delivery Target What remains to be completed to achieve the overall RSS target annually	449	447	444	450	456	464	485	508	520	531	547	563	581	602	635	703	906	
<b>No of years left in plan</b>	17	16	15	14	13	12	11	10	9	8	7	6	5	4	3	2	1	0

5 Year Supply Calculation taking into account under supply	
Target	3,029
Projected completions	2,094
Percentage of 5 Year Supply	69.1

5 Year Supply Calculation based on annualised plan target	
Target	2,250
Projected completions	2,094
Supply	93.1

Current Situation against RSSTarget	
Annual LP Target	450
Surplus/Shortfall	-779
5 Year Target catch up	-155.8
5 Year Target breakdown	606

Additional Comments
Site by Site delivery assessment - excluding Raffles

### Appendix 3

	Y1	Y2	Y3	Y4	Y5	Y6	Y7	Y8	Y9	Y10	Y11	Y12	Y13	Y14	Y15	Y16	Y17	Y18
	2003/04	2004/05	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21
<b>H2a + H2b</b> Actual dwellings completed (net)	462	493	481	359	374	366	233	260										
<b>H2c a)</b> Projected completions (net)									243	316	309	437	507	525	500	500	500	500
<b>H2c c)</b> 5 year supply target (taking into account under supply)										537	537	537	537	537				
<b>H2c c)</b> 5 year supply target (annualised plan target)										450	450	450	450	450				
Cumulative completions	462	955	1,436	1,795	2,169	2,535	2,768	3,028	3,271	3,587	3,896	4,333	4,840	5,365	5,865	6,365	6,865	7,365
Annual target	450	450	450	450	450	450	450	450	450	450	450	450	450	450	450	450	450	450
Cumulative target	450	900	1,350	1,800	2,250	2,700	3,150	3,600	4,050	4,500	4,950	5,400	5,850	6,300	6,750	7,200	7,650	8,100
Monitor - difference between cumulative completions and cumulative target to date	12	55	86	-5	-81	-165	-382	-572	-779	-913	-1,054	-1,067	-1,010	-935	-885	-835	-785	-735
<b>H2 d)</b> Managed Delivery Target - What remains to be completed to achieve the overall RSS target annually for <u>each</u> of the remaining years of the plan period	449	447	444	450	456	464	485	508	520	531	547	563	581	602	635	703	906	

5 Year Supply Calculation taking	
Target	2,683
Projected completions	2,094
Percentage of 5 Year Supply	78.1

5 Year Supply Calculation based	
Target	2,250
Projected completions	2,094
Supply	93.1

RSS Target	
Annual LP Target	450
Surplus/Shortfall	-779
9 Year Target catch up	-87
9 Year Target breakdown	537

Additional Comments
Site by Site delivery assessment - excluding Raffles



## Appendix 4

### Basic Housing Trajectory

	2001/02	2002/03	2003/04	2004/05	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	Total
Past Completions - Allocated Site	151	232	240	281	235	158	232	76									1605
Past Completions- Unallocated Sites	244	267	222	212	246	201	142	41									1575
Projections - Allocated Sites								99	98	176	307	485	515	560	580	600	3420
Projections - Unallocated Sites								159	302	274	273	200	175	150	150	150	1833
<b>Total Past Completions</b>	395	499	462	493	481	359	374	117									3180
<b>Total Projected Completions</b>								375	400	450	580	685	690	710	730	750	5370
<b>Cumulative Completion</b>	395	894	1356	1849	2330	2689	3063	3438	3838	4288	4868	5553	6243	6953	7683	8433	8433
<b>Plan - Strategic Allocation (ACTUAL)</b>	400	315	450	450	450	450	450	600	600	600	600	600	600	600	600	600	8365
<b>Plan - Strategic Allocation (annualised)</b>	523	523	523	523	523	523	523	523	523	523	523	523	523	523	523	523	8368



## Appendix 5

	Y1	Y2	Y3	Y4	Y5	Y6	Y7	Y8	Y9	Y10	Y11	Y12	Y13	Y14	Y15	Y16	Y17	Y18
	2003/04	2004/05	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21
<b>H2a + H2b</b> Actual dwellings completed (net)	462	493	481	359	374	366	233	260										
<b>H2c a)</b> Projected completions (net)									375	400	450	580	685	690	710	730	750	500
<b>H2c c)</b> 5 year supply target (taking into account under supply)										522	522	522	522	522				
<b>H2c c)</b> 5 year supply target (annualised plan target)										450	450	450	450	450				
Cumulative completions	462	955	1,436	1,795	2,169	2,535	2,768	3,028	3,403	3,803	4,253	4,833	5,518	6,208	6,918	7,648	8,398	8,898
Annual target	450	450	450	450	450	450	450	450	450	450	450	450	450	450	450	450	450	450
Cumulative target	450	900	1,350	1,800	2,250	2,700	3,150	3,600	4,050	4,500	4,950	5,400	5,850	6,300	6,750	7,200	7,650	8,100
Monitor - difference between cumulative completions and cumulative target to date	12	55	86	-5	-81	-165	-382	-572	-647	-697	-697	-567	-332	-92	168	448	748	798
<b>H2 d)</b> Managed Delivery Target - What remains to be completed to achieve the overall RSS target annually	449	447	444	450	456	464	485	508	520	531	547	563	581	602	635	703	906	

5 Year Supply Calculation	
Target	2,609
Projected completion	2,805
Percentage of 5 Year	107.5

5 Year Supply Calculation based	
Target	2,250
Projected completions	2,805
Supply	124.7

Current Situation against RSSTarget	
Annual LP Target	450
Surplus/Shortfall	-647
9 Year Target catch	-72
9 Year Target break	522

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