

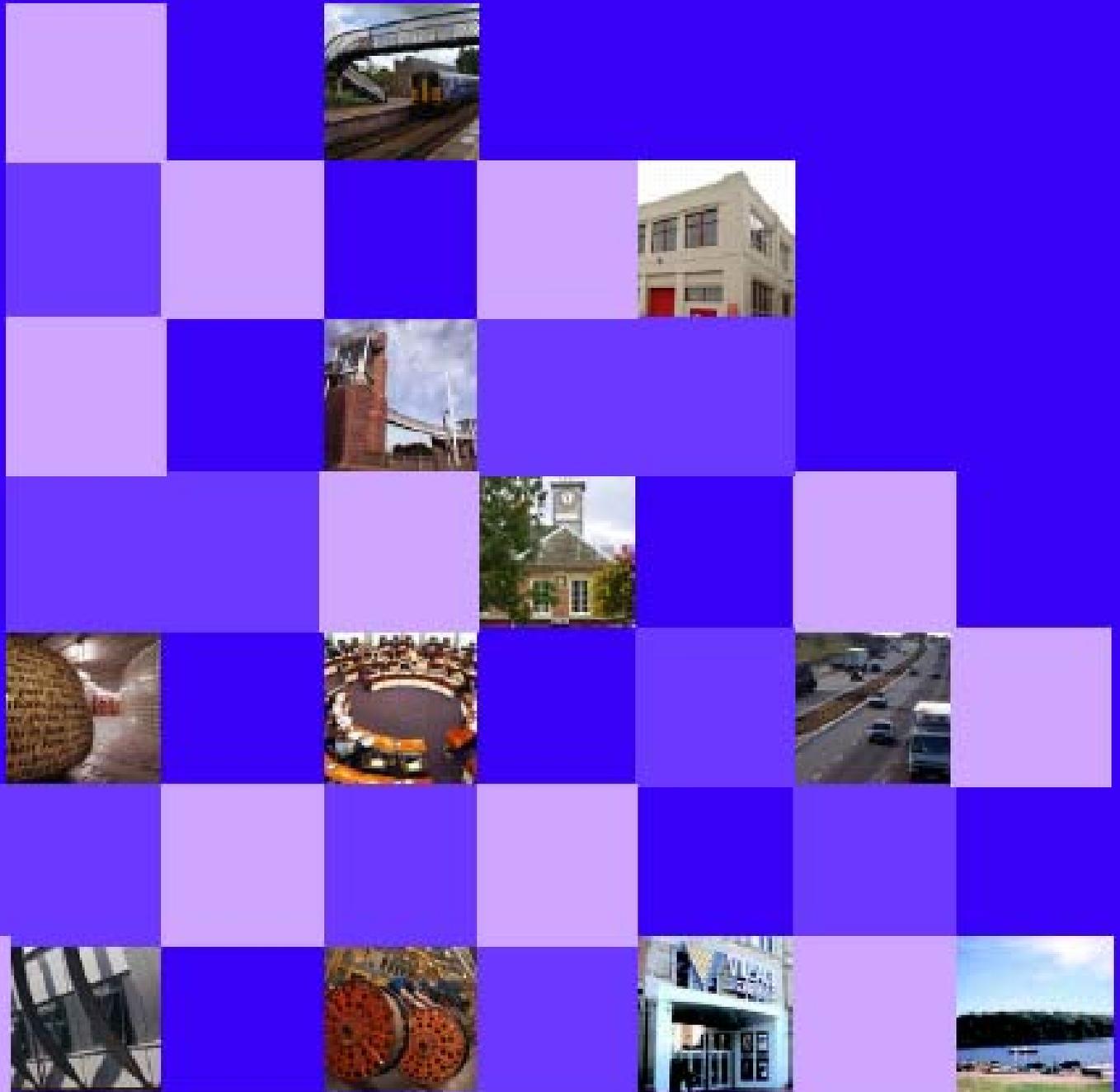
CARLISLE  
CITY COUNCIL



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# Annual Monitoring Report

December 2005



## EXECUTIVE SUMMARY

This Annual Monitoring Report covers the period 1 April 2004- 31 March 2005.

The planning context is changing for Carlisle District as the adopted plan is under review, as is the Structure Plan and Regional Planning Guidance. Many issues highlighted in this report will be dealt with through the review of the Local Plan. Given the changing planning context RPG is most advanced with the Structure Plan setting employment and housing targets for each district.

In summary the issues are:

- Strategic and Local Employment Sites are not being delivered within the urban area of Carlisle. Allocations are being reviewed and new allocations will come forward through the Local Plan process. Strategic Employment Sites are also not being delivered in the rural area however this is related directly to the development of Carlisle Airport.
- Housing completions continue along a consistent trend but the emphasis is changing towards more sustainable development with a greater number of permissions granted within the urban area whilst restrictive policies in the rural area are beginning to take effect.
- The amount of building on previously developed sites is increasing and recent permissions indicate this is going to continue.
- The amount of affordable housing completed is low and improvements to performance are required which is being addressed through the review of policies and their implementation.
- The flooding that occurred in January 2005 will have a significant effect on future plans for the City and the work of Carlisle Renaissance will have to be integrated into the Development Plan process.
- The Local Development Scheme milestones (which include the timetable for planning policy document production) are not being met. This is initially due to the requirement to undertake a Strategic Environmental Assessment on the Local Plan. This provides the opportunity to include other work through updating the retail capacity study and work on Carlisle Renaissance.
- A consequence of the Local Plan falling behind schedule means that other Supplementary Planning Documents (which explain planning policies in more detail) will also be delayed due to resources and the ability to adopt documents without adopted policies in place.
- The Local Development Scheme will need to be revised.

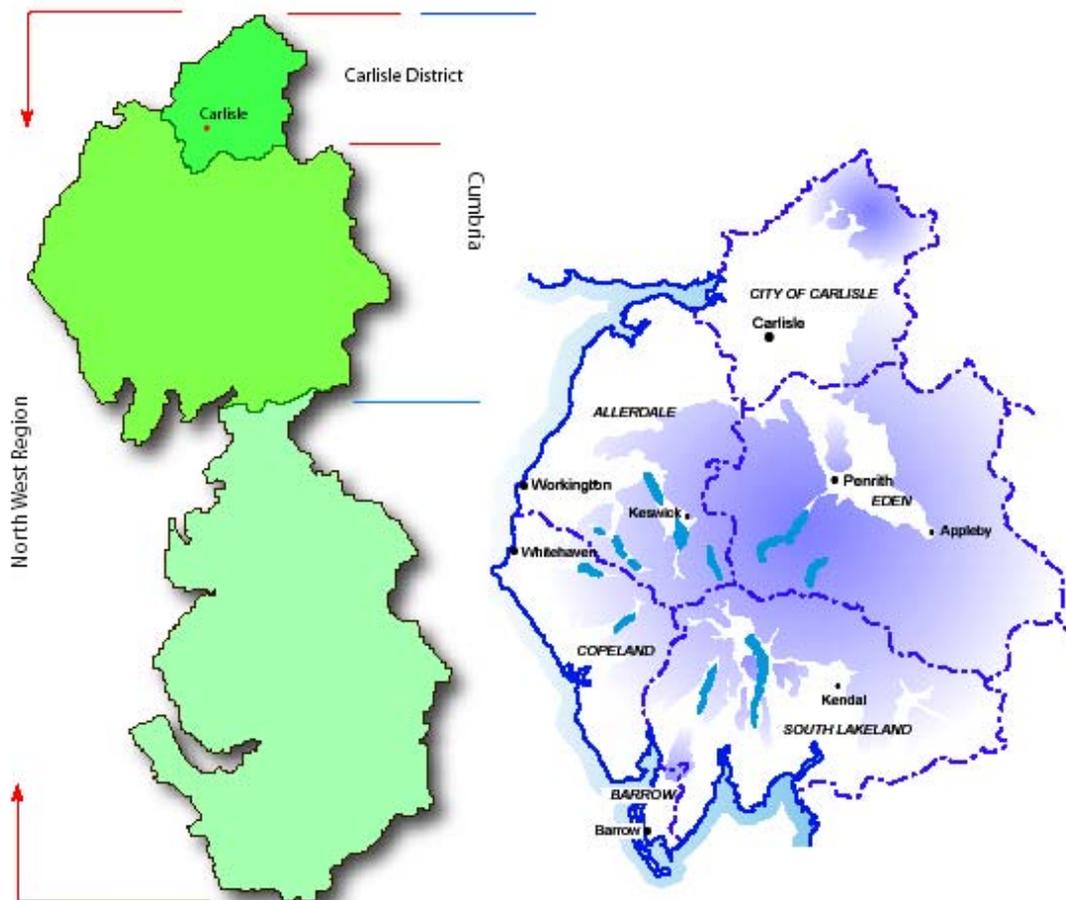
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## INTRODUCTION

This annual monitoring report for Carlisle City Council covers the period 1<sup>st</sup> April 2004 – 31<sup>st</sup> March 2005. It is the first 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.

Carlisle City Council's administrative area is the most northern part of the North West region within the County of Cumbria. The district covers 103,977 ha covering not only the City of Carlisle but also a large rural area bordering Scotland and Northumberland. North West Regional Planning Guidance RPG13 and the Cumbria and Lake District Joint Structure Plan set the planning context for Carlisle.



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.

In 1991 the population of the district was 101,300 showing that compared to the 2001 census there was a slight reduction to 100,739. Mid year

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estimates (2003) indicate a reversal of this trend with an estimate of 101,800. (Source: ONS)

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. Current population projections do not take into account the opportunities for strengthening the role of Carlisle in the Region.

The Council undertook the production of a Community Strategy (through consultation) in 2002. The Vision is:

***'Carlisle is an attractive, vibrant and historic City, which is well placed to advance as a regional centre.***

***Our Vision is to ensure a high quality of life for all in both our urban and rural communities.***

***To do this we will build on the best of our heritage, support our communities and develop a diverse sustainable economy in an active, safe and inviting City.'***

The Community Strategy goes a stage further and sets the objectives for planning:

- 1. To promote a sustainable environment*
- 2. To have planning guidelines in place which are both economically and environmentally sustainable.*

These objectives are carried through into the plans and policies the Council has already produced and continues to influence documents in the Local Development Scheme (LDS).

The Council's main planning policy document is the Carlisle District Local Plan, which is under review. The LDS implementation section of this report provides an update on that process. The adopted Local Plan (Sept 1997) 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 in accordance with Structure Plan Policy 6 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

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6. 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; and
7. to minimise the dangers of pollution without obstructing economic growth.

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;
2. integrating land use and transport planning to improve transport efficiency, reduce journey distances, 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. Recent examples of projects working to achieve economic and environmental improvements include a new national trail, which follows the line of Hadrian's Wall World Heritage Site, which opened in May 2003.

The events that occurred in January 2005 made a significant impact on Carlisle. Severe flooding had a direct impact on over 2000 residential and business properties. The short term impacts were felt on this monitoring period as the City focussed on dealing with flood recovery but the longer term impact has been to generate a shared vision to take the opportunities to make Carlisle a better place through its renaissance. The output of Carlisle's Renaissance will be reported through subsequent monitoring reports as key transformational projects are developed. This is a long term vision and it will take 10-15 years for this to be realised and will become a strong feature of partnership working over coming years.

## **LOCAL DEVELOPMENT SCHEME IMPLEMENTATION**

The Council's Local Development Scheme was submitted to the Secretary of State on the 23<sup>rd</sup> March 2005. No targets were set for the monitoring year 2004-05 however a number of documents were scheduled to be produced throughout 2005/6. Progress on these documents is listed in the following pages.

### **Carlisle District Local Plan**

The main focus of the Council's work is reviewing the Carlisle District Local Plan. This commenced with the Issues Paper in May 2003 and continued with the Deposit Draft Plan in July 2004. The deposit plan received 775 representations of which 134 were support and 641 were objections.

The next stage of the Local Plan was scheduled in the Local Development Scheme for June/July 2005 however delays arising from the floods in January (loss of Council offices) and additional Committee cycles required to approve the re-deposit version, led to the consultation being undertaken in August/September. The Plan is progressing under transitional arrangements.

During September the Planning Inspectorate revisited the timing of additional stages based on the re-deposit consultation dates. They accordingly advised the Council that the Local Plan would not be able to be adopted before the 21<sup>st</sup> July 2006. This has led to the commissioning of additional work on a Strategic Environmental Assessment to ensure the Plan will comply with European Directives. A further stage of consultation will also be required.

Due to the delays the Council has taken the opportunity to bring forward work on updating the retail capacity study (Originally scheduled in the LDS for 2008). In addition the Council has put resources into developing a long-term regeneration plan arising from the floods, under the heading of Carlisle Renaissance. Work on a development framework and movement study will also be linked into the Local Plan.

The additional work will have a knock on consequence for the remainder of the Local Development Scheme as many documents are reliant on adoption of Local Plan policies which are still under review.

### **Wind Energy Supplementary Planning Document (SPD)/Landscape SPD**

Both these documents are scheduled for joint production. The documents relate to Structure Plan policies in the Cumbria and Lake District Joint Structure Plan which has been subject to Modifications but not yet adopted.

Since March 2005 there has been little progress on the establishment of a Joint Committee by the County Council, Lake District National Park Authority and all six Cumbrian Districts. A shadow Joint Committee

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meeting was held on the 15<sup>th</sup> December 2005 to establish the terms of reference but further work is required before a Joint Committee will be able to adopt any Supplementary Planning Documents. This work will take place in early 2006.

Priority is being given to the Wind Energy SPD over the Landscape SPD as this is the most advanced and is the revision of an existing SPG.

### **Caldewgate/Shaddongate/Willowholme Area Action Plan**

This Area Action Plan covers an area that was affected by flooding in January 2005. As part of the Carlisle Renaissance work this area has been incorporated into the Development Framework currently being progressed. The intention to integrate the Development Framework outputs into the Local Plan may preclude the need to produce an Area Action Plan.

### **Denton Holme Parish Plan Planning/Design SPD**

This SPD is being progressed with community involvement. The SPD specifically will relate to design issues which have a direct link to planning. The process is using the principles from parish planning which the Council has undertaken with several parishes. The consultation period was scheduled to start in October 2005 and was delayed by a few weeks. Consultation started in November and will continue through to a workshop event in February 2006.

The Council's design policy is being strengthened in the Local Plan and the delay in the adoption of the Local Plan may have a consequence for the adoption of this SPD.

### **Kingmoor Park Masterplan SPD**

This Masterplan is intended to cover the Regional Investment Site and additional land for employment to the north of Carlisle. The additional land includes allocations for development within the reviewed Carlisle District Local Plan. The SPD will need to be adopted against the new Local Plan policies. A development brief already exists as Supplementary Planning Guidance and the SPD will update this document.

It is intended that a consultant on behalf of Kingmoor Park Properties will do the initial drafting of this guidance and the delays in Local Plan progress means that the initial work has not advanced. A planning application has been submitted to the Council for a hub development. This hub is intended to provide services ancillary to a large employment area to reduce the number of trips made by employees (e.g. at lunchtime) and provide for business needs.

A revised schedule for production of the SPD will be established during early 2006.

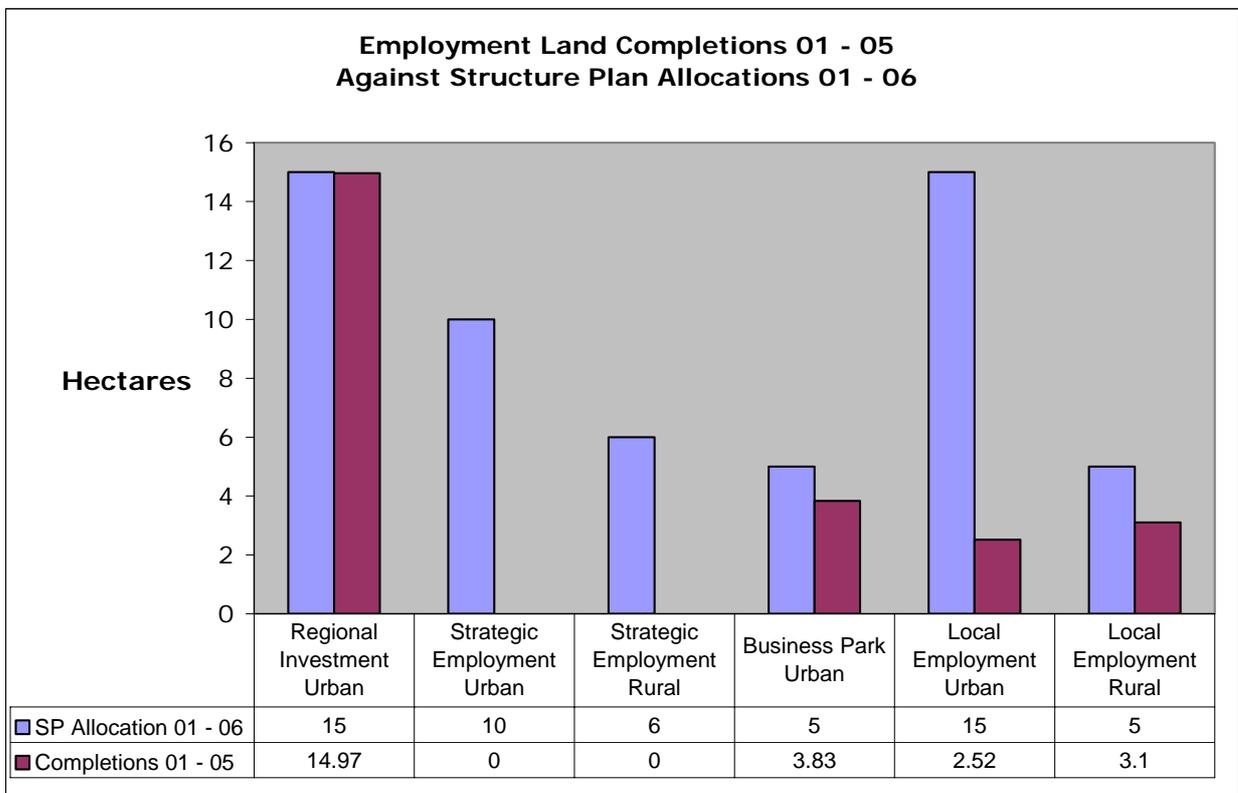
**Local Development Scheme - Action**

As the Local Plan is a significant planning policy document for Carlisle district incorporating updated planning policies on all policy issues, the delay in the timetable for its production impacts significantly on the Council's published Local Development Scheme. This affects the timetable for the Local Plan and many of the Supplementary Planning Documents. As a result, the Local Development Scheme will be revised during 05/06 to take account of the additional work and resource implications.

## BUSINESS DEVELOPMENT

### Amount of land developed by employment type

The Joint County and Lake District Structure Plan sets four categories for employment land from Regional Investment Site down to Local Employment Sites. The allocations for the district are set in five-year periods starting in 2001. For this monitoring report the previous 5 years information has been used and a comparison against the Structure Plan targets for the first 4 years of period 1. Planning permissions granted on sites such as the Regional Investment Site have generic use classes of B1, B2 and B8. Additional work is required to categorise previous permissions by use class. The employment type for this report is taken to be the Structure Plan categories.



As can be seen from the chart above the performance against targets for completions for employment uses has been varied.

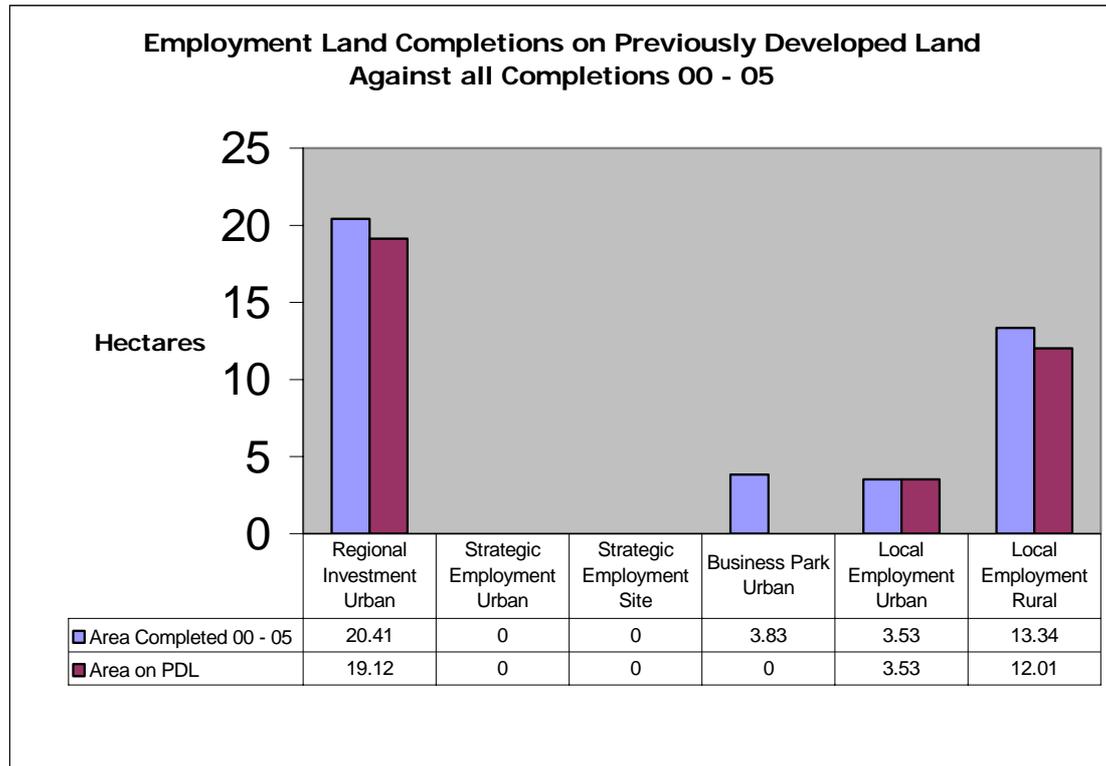
Development has occurred on the Regional Investment Site. This has been a combination of refurbishment of existing units and development within established core areas including the establishment of a new regional business centre for Capita (now Capita Symonds).

Strategic Employment Sites have not been progressed. In the urban area this site relates to railway sidings which have not been released for development. In the rural area this relates to development connected to

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Carlisle Airport. During the monitoring period the Airport changed ownership from the City Council to private interests. Development plans have not yet been finalised although work on a masterplan for the airport has commenced.

Some development has occurred on Local Employment sites but this has not met the Structure Plan targets.



The figures in the chart above relate to development over the previous five years rather than the Structure Plan period to indicate a longer trend. Where completions have occurred the majority of land was previously developed with the overall trend at 94% of all B1, B2 and B8 development.

Figures are given in hectares as Structure Plan targets are set in hectares. Additional details are available for floorspace for 04/05 figures but additional work on past completions is required to provide a five year profile and therefore these figures have been excluded from the above table.

**Employment land supply by type (As at 31<sup>st</sup> March 2005)**

Carlisle City – Urban Area (figures in Hectares)

Structure Plan Category	Supply with planning permission	Supply allocated <sup>=</sup>	Total Supply	Structure Plan Target 2005-2011
Regional Investment Site	38.87 (B1, B2 & B8)	0	38.87	20.03
Strategic Employment Site	0	53.2	53.2	20
Business Park	5.795 (B1)	12	17.795	11.17
Local Employment Site	4.23 (B1, B2 & B8)	0	4.23	27.48

<sup>=</sup> Allocated sites refers to those in the adopted Carlisle District Local Plan

Within the urban area it appears that there is sufficient land allocated or with permission to meet the next Structure Plan period except in relation to Local Employment Sites.

The Regional Investment Site is likely to be released more quickly once the Carlisle Northern Development Route is constructed. This scheme will link the M6 junction 44 with the A595 bringing improved access to west Cumbria avoiding the need to come into the centre of Carlisle. The route passes through Kingmoor Park Regional Investment Site directly adjacent to new sites awaiting development. This may trigger the need for additional land to be released.

With regard to Strategic Employment Sites the land which is allocated has already failed to come forward through the adopted Local Plan. Whilst in supply terms it looks healthy it is still unlikely to be released. This allocation is therefore subject to review through the Local Plan process.

The release of additional land (already allocated) for Business Park development is subject to a planning allocation which is connected to housing and other development to the south west of Carlisle. This is subject to planning applications called-in under the Greenfield Direction due to the scale of residential development proposed.

It has been intended that local employment sites will come forward as part of existing employment and industrial areas where these are redeveloped or extensions to existing buildings. The rate at which these are coming forward and the supply indicate that a large shortfall exist. This shortfall will be considered in the review of the Local Plan.

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Rural Area - (figures in Hectares)

Structure Plan Category	Supply with planning permission	Supply allocated <sup>=</sup>	Total Supply	Structure Plan Target 2005-2011
Strategic Employment Site	0	21.15	21.15	12
Local Employment Site	5.85 (B1, B2 & B8)	3.45	8.93	6.9

<sup>=</sup> Allocated sites refers to those in the adopted Carlisle District Local Plan

The supply of land for the Strategic Employment Site meets the immediate Structure Plan requirements however its release is dependent upon plans for the development of Carlisle Airport for airport related development.

Local Employment Sites meet the Structure Plan requirement for the rural area. This has been facilitated through an allocation of land at Brampton to extend the industrial estate within the current adopted plan.

### **Losses of employment land**

During the monitoring year a number of permissions were granted which were on sites previously used for employment purposes. The main use was for residential development. Sites below 5 residential units have not been included

#### *Carlisle City – urban area*

Lime Street former manufacturing unit 28 units (0.16ha)

Jesmond Street former repairs garage 29 units (0.2ha)

Bridge Street former hire depot 30 units (1261sqm)

Shaddon Mill – redundant mill 58 units as part of a mixed use scheme (Grade II\* listed building requiring long term use)

L/A No.4 site Cargo, Carlisle former munitions site allocated for residential use (and open space) through the adopted Local Plan – 96 units (8ha site occupied by 13,907m<sup>2</sup> single story buildings)

The first two sites in the urban area are small older style workshops/factories within the victorian housing areas where industry was intermingled with housing. Over time these small business can present problems for local residents and alternative uses may be appropriate.

Bridge Street is a mixed commercial area close to the City Centre and adjacent to other residential uses. The site was subject to flooding and although granted permission prior to the floods the scheme is likely to be revisited to deal to comply with more recent flood protection measures.

The large site developed on the edge of Carlisle was allocated in the adopted Local Plan. It was the only one of several former Maintenance Units MoD sites which became vacant in the 1990s. The remaining sites have been used for employment purposes. The site will provide open

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space and a landscape bund between the village of Cargo and nearby industrial development.

### *Rural area*

Brampton Saw Mill 17 units (1.07ha)

Brampton Union Lane 7 units (1156m<sup>2</sup>)

Brampton, former joiners workshop 5 units (572m<sup>2</sup>)

Auction Mart Roadhead 6 units(3,700m<sup>2</sup>)

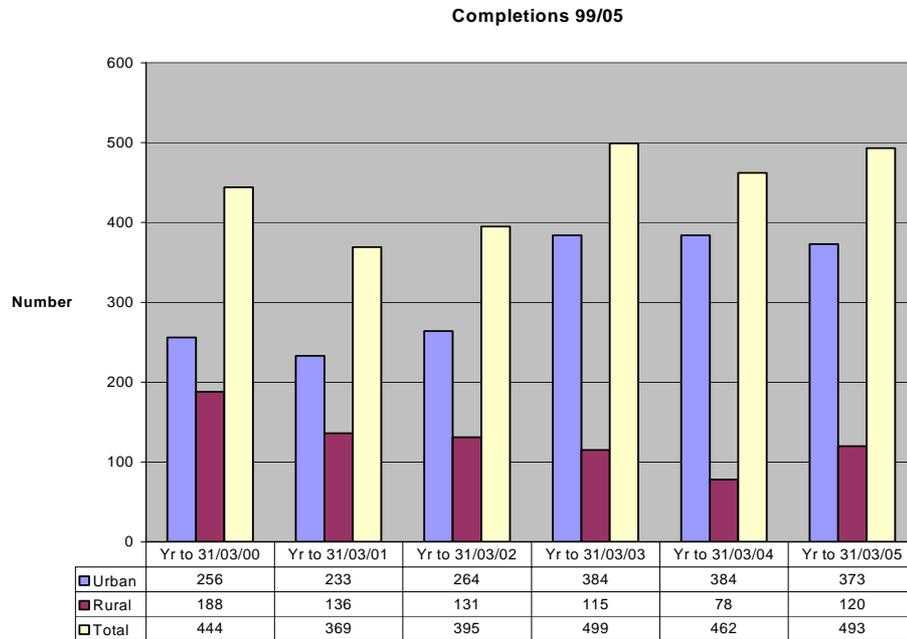
All these sites were redundant and no longer used for employment purposes. Three of the sites lie within a key service centre where the availability of previously developed land is limited and landscape quality prevents some outward expansion.

Additional work is required to monitor the commencements on site indicating that the loss has taken effect and sites are no longer available for employment use. This is particularly the case where development changes to non-residential uses and non- B1/B2/B8 uses.

## HOUSING DEVELOPMENT

### Housing Completions

The figures in this housing section all relate to net additional dwellings



The chart above shows the number of completions for Carlisle District over the previous 6 years. The trend shows that there has been an increase in the number of completions in the urban area and a steady decline in the rural area. This would indicate that a more sustainable development pattern of housing has been emerging in recent years with a slight upward trend in number.

The district 5-year trend averages for completions are:

urban area average – 308 per annum

rural area average – 116 per annum

district average 424 per annum

### Urban Area Completions

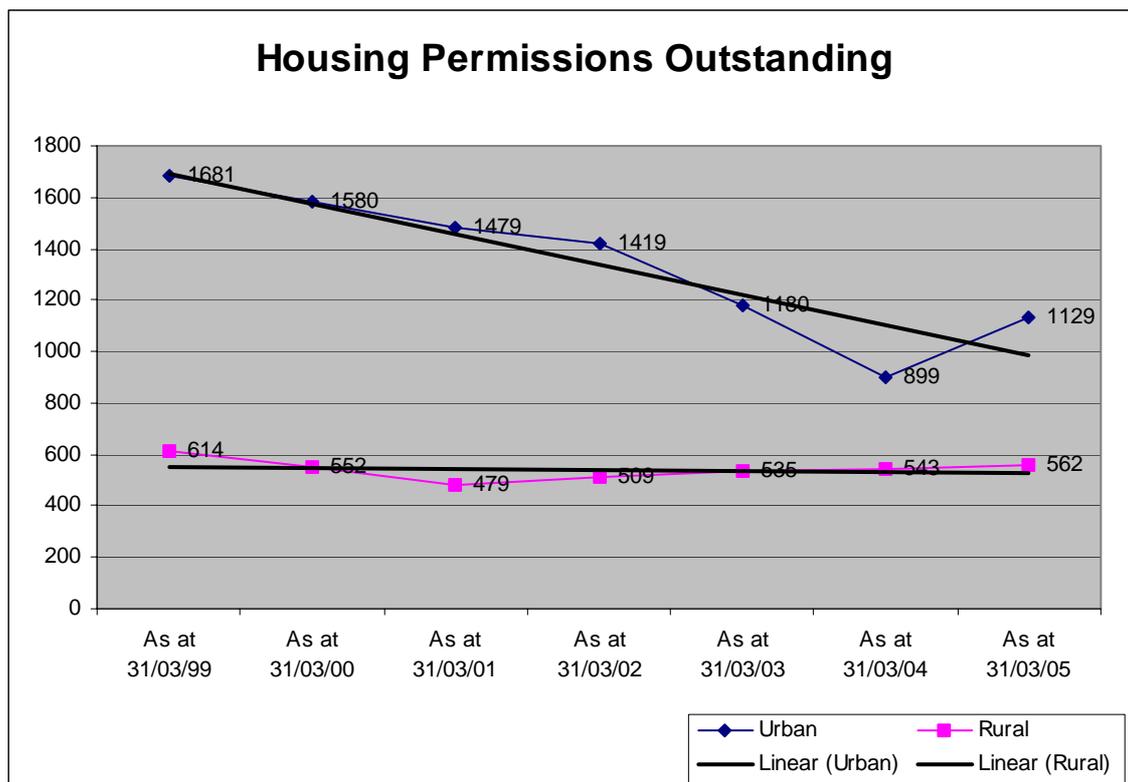
In the urban area the completions trend has been 308 units per annum. This is set against parts of the urban area being demolished and redeveloped due to low demand (researched in 2000). The Raffles area is under construction with new private housing at a period when completion rates are over 300 per year.

Rural Area Completions

The City Council recognises that historically there have been a high number of permissions in the rural area and is currently pursuing a more sustainable policy through the review of its Local Plan. This is currently accompanied by a restraint policy in the rural area in order to redress this balance. This restraint policy was adopted by Development Control committee on the 16<sup>th</sup> July 2004 and began to impact on the number of rural permissions at the end of this monitoring period. Its greatest impact will be shown in next year's monitoring report. The Structure Plan has set a permissions rate of 65 units for the rural area giving a build rate of 58 units per annum. This is 50% of the current completion rate which the Council consider is having a significant impact on supply and affordability in the rural area.

The Council will pursue changes to the housing allocations through revision to Regional Spatial Strategy. It will continue to monitor the effects of the housing restraint policy it operates throughout the rural area.

Housing Permissions



The above graph shows the supply of planning permissions at the 1<sup>st</sup> April each year. The graph indicates a steady decline and this is more clearly shown when separating the urban and rural areas. The Rural area has remained relatively constant with a high number of permissions despite high completions. In the urban area the decline has been more rapid as

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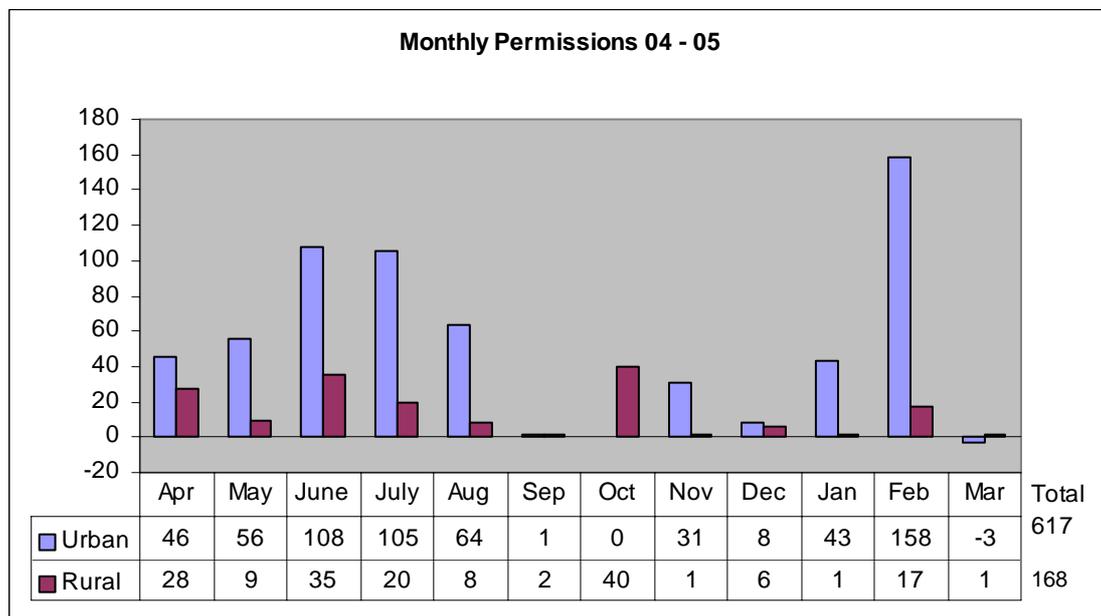
sites have not been brought forward soon enough. In particular the adopted Local Plan allocates a large area of land for an urban extension but this application is currently subject to call-in by the Secretary of State (under the Greenfield Direction) and has not been determined.

Regional Planning Guidance establishes a county-wide allocation which has been divided between the Cumbrian districts through the Structure Plan process. At the end of this monitoring period the Panel had reported and the figures contained in the Panel's report have been used to inform this report.

The number of permissions to be granted per year stands at 250 for the urban area and 65 for the rural giving a district total of 315 permissions (net). This is currently just over a 25% reduction on the recent completions trend.

The housing supply in the urban area fell to less than a 4 years supply in March 2004 based on the reduced permission rates in the Structure Plan derived from RPG. Given that the supply position was under 4 years for the urban area the Council began monthly monitoring of its permissions from 1<sup>st</sup> April 2004.

### Monthly Permissions for residential development – net gain



#### Urban

For the period to March 2005, 614 permissions were granted in the urban area (more than double the Structure Plan provision) and at the end of the year the overall supply remained below the expected 5-yr supply.

Against the Structure Plan supply of 250 permissions per year the Council had the equivalent of 4.5 years supply immediately available (with

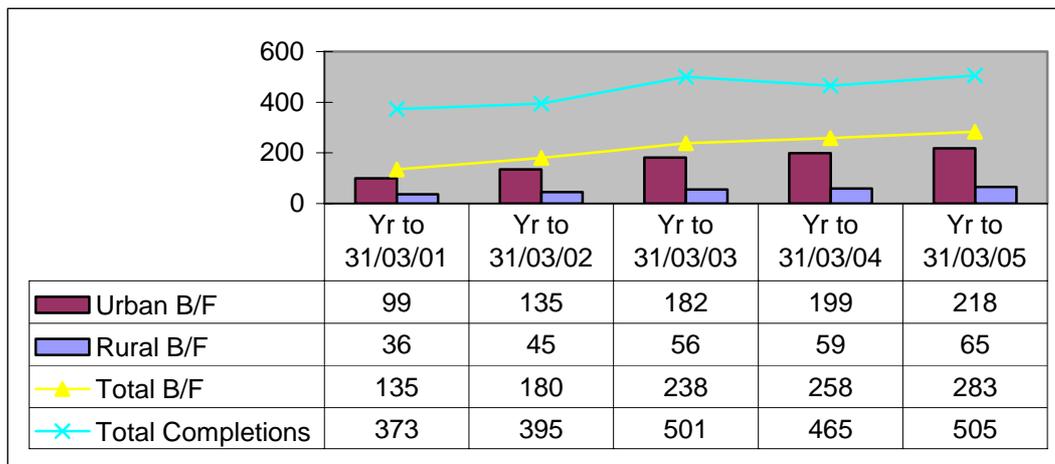
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permission). When considering the supply against the completion rate 5-yr trend data average of 308 units per year, the Council had the equivalent of only 3.6 years.

### Rural

In the rural area the supply of permissions remained at over 8½ years despite 6 months of a restraint policy in operation although the monthly trend of permissions had begun to reduce.

### Previously developed land



In recent years the number of completions on previously developed land had struggled to get above 50% with previous permissions on greenfield allocated sites being developed by large volume builders providing a large number of greenfield completions. The shift in trend with increased interest in the urban area and the near completion of many of these greenfield sites will result in a marked change to the completions coming through over the next few years. This is illustrated in the chart above by the increasing number of brownfield completions within the urban area and the trend line for brownfield completions having a steeper gradient than all completions. This is further accentuated by the permissions granted in 2004/5. Within the urban area of the 614 permissions only 1% was on a greenfield site (a former children's play area which was tarmac covered).

The Council updated its Urban Potential Study during this monitoring period (Oct 2004) and is satisfied that the review of the Local Plan will bring forward a high proportion of residential development on brownfield land.

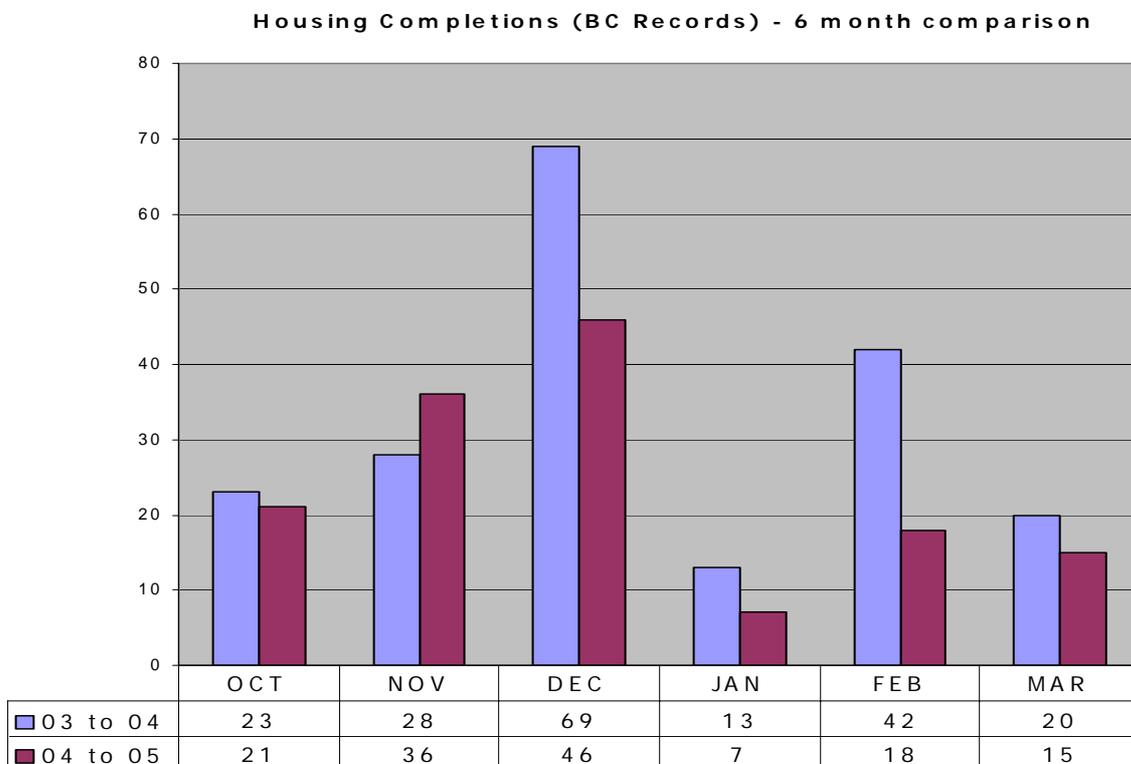
This increased interest in redeveloping brownfield sites is having an effect on the housing stock profile of Carlisle. Based on the number of applications registered and those recently permitted on brownfield sites within Carlisle City, if all developed, they will make a percentage point

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increase in the number of apartments/flats. A significant change in a short period of time providing new opportunities in the housing market for many people.

### **Impact Of Floods On Development Rates**

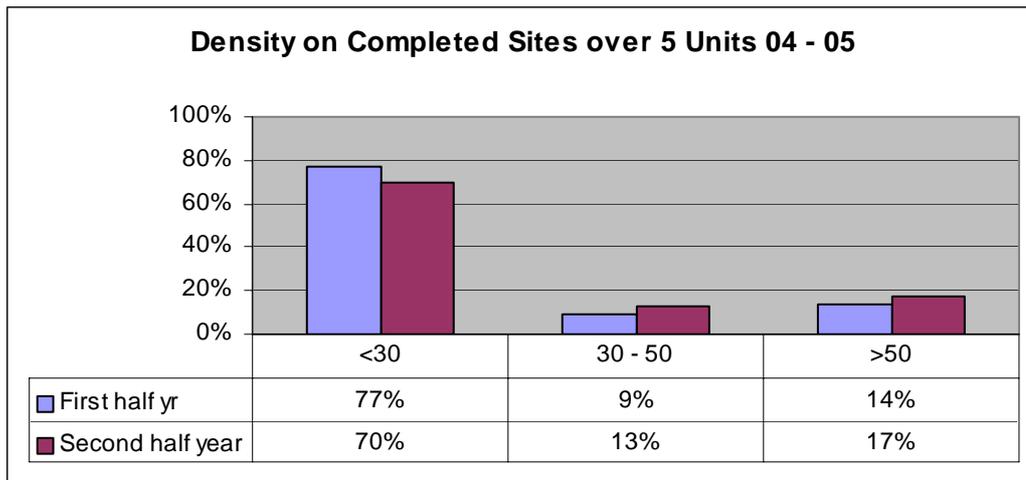
The floods in January 2005 resulted in a large number of properties unfit for habitation whilst drying out and much building work needed to remedy the situation. The short supply of local builders has potentially impacted on the City's recent development rates. The chart below shows the comparison between development rates in 2004 and 2005 and particularly in February where development rates halved. The long term impact on the housing market is yet to be realised.



### **Housing Density**

Housing density has not been closely monitored through the Council's existing monitoring systems. In order to rectify this the monthly permissions monitoring is recording density at permission and this is being reviewed when sites are completed in order to take into account how density changes as development sites progress.

The density of dwellings on completed sites breaks down to the following proportions:



As can be seen from the chart the proportion of completions at less than 30 dwellings per hectare is high. Part of this is historic whereby permissions granted prior to publication of March 2000 PPG3 are still being completed.

In order to look at the trend an indication of density from permissions granted in 2004/05 can be examined. For 2004-05 the average density of all permissions was 32.07 dwellings per hectare with 40.40 dwellings per hectare in the urban area but only 16.50 dwellings per hectare for the rural area.

This breaks down to the following proportions:

Density(Net dwellings per hectare)	Urban	Rural	Total
<30	16	78	29
30-50	17	8	15
>50	67	13	56

Overall the table indicates that 56% of permissions are on sites with a density of over 50 dwellings per hectare which is a significant increase on the 17% of completions for the second half of 04/05.

With regard to permissions below 30 dwellings per hectare this includes a large scale development at a former hospital site which has increased density from 25 dwellings per hectare to 28.7. The large proportion of rural dwellings at less than 30 dwellings per hectare relate to few in number and where site boundaries include larger gardens than those available within the urban area.

### **Affordable housing completions**

During the monitoring year there were 27 units of affordable housing completed all of which were located within the urban area of Carlisle. These comprised of 21 low cost units on two larger sites and a further 6 units provided by a registered social landlord.

No rural units were completed although there are outstanding schemes with planning consent.

During the monitoring year 04/05, 43 units were granted permission. This includes 29 units within the urban area, 6 units within the rural area and a further 8 units as part of the development at Cargo which overall will cater for urban growth but its fringe location will help cater for rural housing needs. A number of different tenures will be developed.

### **Housing Trajectory**

This section on housing has considered not only the completions within the monitoring year 04/05 but also the number of permissions that have been granted and the change in trend. There are some significant indicators of the trends that will occur in forthcoming years. Particularly noticeable is the increase in the re-use of previously developed land and greater emphasis on development in Carlisle.

The adopted Plan period ends in 2006 and the review of the Carlisle District Local Plan is well underway. The reviewed plan allocates a high proportion of sites on previously developed land within the urban area.

The adopted Structure Plan contained a rate of development of 400 completions a year which closely matches the trend over the plan period. The adopted Structure Plan set a target for Carlisle District of about 6000 dwellings (net additional) during the period 1991-2006. With one year to go 5740 (95.7%) dwellings have been completed. This is equivalent to only a 2.5% increase over the anticipated target.

Revisions through RPG 13 and Structure Plan review reduced the supply which is now being exceeded in the district. Measures to reduce the supply in the rural area have been brought in and phasing of development is being introduced in the urban area but there is currently no indication that construction of new dwellings has reduced other than a temporary change immediately following the floods. Unless more restrictive policies are brought within the urban area the 400 per annum average construction rate will continue.

The ability to maintain a five-year supply within the urban area has been made more difficult with reduced permission rates as demand outstrips supply.

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With a vision to strengthen the sub-regional role of Carlisle to increase economic growth and regeneration through Carlisle Renaissance there is potential to increase the number of housing completions.

Additional work is being undertaken on local housing markets. Some of this has been addressed through work on housing markets within Cumbria and the remoteness of north Cumbria from the major centres of Manchester and Liverpool results in a largely self contained local housing market. In order to address this issue the Council has made representations against informal drafts of the Regional Spatial Strategy in order to ensure an increased supply particularly where ambitions for economic growth need to be realised.

A more detailed trend projection will be included in next year's monitoring report when detailed work on Carlisle Renaissance will have been undertaken such as the Development Framework.

**TRANSPORT****Percentage of completed non-res development complying with car parking standards set out in LDF**

Development (UCO)	Floor space	Standard (RPG13)	Car Parking Spaces	Max Permitted
DFS (A1)	1997 sqm	1 per 20 sqm	65	100
Dunelm - Walter Wall (A1)	3781 sqm	1 per 20 sqm	145 includes parking for a further 325sqm retail unit	189
Bourne House (B1)	1731 sqm	1 per 30 sqm	40 + 6 cycle/motor cycle	58

The development plan car parking standards have been established within the Structure Plan but the adopted plan pre-dates PPG13. In order for consistency and until the reviewed Structure Plan is adopted, the table in RPG 13 has been used as the standard for comparison. It can be seen from the table above that all developments (100%) were within the policy guidelines for the number of parking spaces for each development.

**Percentage of new development within 30 mins 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 Langholm which is over the border in Scotland is used as a local centre by some residents in the north of the district.

When considering the facilities of a GP; a hospital; a primary school; a secondary school; areas of employment and major retail centres, an initial examination reveals that parishes of Askerton, Bewcastle, Kingwater, Nicholforest, Solport and Stapleton are all outside of 30 minutes access along with parts of the parishes of Dalston, Kirkandrews, Walton and Waterhead. A more detailed examination of bus times and access to services is to be undertaken to give precise areas of parishes excluded from public transport.

Taking account of this public access, of the completed dwellings in 04/05 only 0.81% were within the above parishes.

## LOCAL SERVICES

### **Amount of completed retail/office/leisure development**

During 04/05 four units of commercial development were completed. These were three retail warehouse units and two office buildings. (Gross Figures)

<u>Retail (non-food)</u>	
Dunelm	2824 sq m
Walterwall	957 sq m
DFS	1977 sq m
<u>Office</u>	
Harraby Business Park	327 sq m
Bourne House	750 sq m

None of the units are within the Area of Town Centre Activity as defined in ODPM research or the City Centre defined on the adopted Local Plan however four of the five buildings are within 0.5km of the City Centre.

### **Open Space quality**

During the year the Council carried out 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. Additional work is being undertaken to prioritise play area improvements where there are either deficiencies in the amount of space or quality of the area. This will be worked into Planning guidelines as a Supplementary Planning Document in due course.

Eight parks within Carlisle District are eligible for management to Green Flag standard. Three were awarded Green Flag status in 2004 Bitts Park, Hammonds Pond and Kingmoor Park. No application has been made this year because of floods. As the Green Flag requirements include an element of Community Involvement the only other Parks that are eligible are: Morton, Melbourne & Heysham.

Current upgrade plans include Heysham Park – 3 year plan £400K upgrade along with Melbourne Park and Dale End Park – investment of £250K to provide Multi Use Games Area (MUGA) which is a flood lit, artificial surface, multi use pitch ie 5 a-side football, netball etc.

## **FLOOD PROTECTION AND WATER QUALITY**

During the monitoring period 03/04 only four applications in the north west region were given consent contrary to Environment Agency advice. Only one of those was in Cumbria and not in Carlisle District.

The Council had already established a good working relationship with the Environment Agency on dealing with comments on planning applications. As a result of the floods in January 2005 this relationship has been strengthened and the Planning Service and Environment Agency continue to work together to ensure that the risk from flooding arising from development is avoided. This has meant that some applications that were already under consideration or recently approved in January were reviewed to take account of the most recent information.

Flood prevention measures are being increased with new defences to be constructed. A planning application has been received for the works relating to the River Pettril area. The Caldew and Eden area requires a more technically difficult solution and further modelling is being undertaken to derive the most appropriate measures for these areas.

During the year the Council has been represented on the Stakeholder group for the agency's Catchment Abstraction Management Strategy for the Eden and Esk.

### **BIODIVERSITY**

Information on protected habitats is available from English Nature and the Annual Monitoring Report for RPG13 makes available information from the year 2003-04.

Since 2003 there has been an increase in the amount of land in favourable condition which is designated as SSSI. This stands at 77% which is above the Cumbria average of 71.4% and the regional average of 74.5%. There was an increase in condition for 3,836.78ha which is just under 11% of the Cumbria total and provides for 10% of the regional total of improved condition during 2003/04. The district did also have some return to unfavourable condition 276.71 hectares accounting for 10% of the County and 4% of the regional decrease in condition. Overall there was a net gain equivalent to 11% of the regional contribution.

No additional specific request has been made for 2004/05 or of the Cumbria Wildlife Trust who monitor the strategic County Wildlife Sites. Additional information will be developed through the Council's work on Strategic Environmental Assessment.

### **RENEWABLE ENERGY**

During the monitoring year 2004/05 there have been no additions to renewable energy supplies within the district. During the year consent was given for a 6kw domestic wind turbine within the rural area, and a 2-3Mw turbine was applied for at the Pirelli Factory within the urban area of Carlisle.

## **LOCAL INDICATORS**

Carlisle City Council has additional work to undertake to develop local indicators.

### **Local Plan Policies**

Objectives for the adopted Local Plan are already in place and being reviewed as part of the Local Plan process. The policies in the Local Plan have also been reviewed. Whilst reviewing these policies indicators will be established and included in subsequent monitoring reports in order to assess the performance of the Local Plan policies. The Core Output Indicators cover the performance of many of the Council's planning policies but additional refinement of local indicators will help to provide more specific detail.

### **Strategic Environmental Assessment (SEA)**

The Council is undertaking work on a Strategic Environmental Assessment which will generate a number of local indicators and link these to the development plan. These will be additional to indicators on housing and employment. The SEA indicators will be reported in next year's annual monitoring report.

An indication of the objectives requiring further measuring include:

- Natural and Built Environment

- To protect and enhance biodiversity and geodiversity

- To protect and enhance the quality and distinctiveness of the area's landscapes and townscapes

- To preserve, protect and enhance sites and features of archaeological, historical and cultural importance

- Natural Resources

- To protect and improve local air quality

- To protect and improve the quality of all water resources.

- To minimise the potential for flooding by controlling surface waters and by floodplain management

- To reduce emissions of gases which contribute to climate change

- To improve the availability and use of sustainable transport modes

- To promote the development and use of sustainable and renewable energy resources

- To increase the use of sustainable design and sustainable building materials

- To encourage regeneration and optimise the re-use of previously developed land

- To minimise the production of waste and increase recycling and recovery rates

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- Population and Human Health

To maintain and improve the accessibility of key services and amenities

To encourage healthier lifestyles by promoting walking and cycling

To reduce crime, disorder and the fear of crime

To reduce the potential for environmental nuisance

These will be developed through baseline research and collection of data where possible. The baseline work is expected to be completed in early 2006.

## **MONITORING FRAMEWORK**

This report has been compiled by the Local Plans and Conservation Section of Planning Services at Carlisle City Council.

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. Completions on residential development has been recorded for some time but with the introduction of Structure Plan permissions based monitoring, this has begun to be undertaken on a monthly basis.

Additional data has been derived from Regional Planning Guidance Monitoring in relation to English Nature and Environment Agency information to enable comparisons with other districts.

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.

## **GLOSSARY OF ACRONYMS**

**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

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### 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.

### 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.