



# PLANNING CARLISLE'S FUTURE

Issues and Options Paper Consultation September – October 2011



This document is part of the Local Development Framework, produced by the Planning Service of Carlisle City Council. If you would like this document in another format, for example large print, braille, audio tape or another language, please contact:

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# Contents

1. Introduction .....	1
1.1 What is a Local Development Framework and a Core Strategy? .....	1
1.2 How does the Core Strategy relate to the Community Plan? .....	1
1.3 How does the Core Strategy relate to other plans, policies and strategies? .....	2
1.4 Sustainability Appraisal.....	3
1.5 What is the process and timetable for producing the Core Strategy? .....	4
1.6 The purpose of this document .....	5
1.7 Consultation so far.....	5
1.8 How Can I Give My Views? .....	6
2. A Vision for Carlisle.....	7
2.1 Spatial Vision.....	7
2.2 Spatial Portrait.....	9
3. Issues, Options and Objectives....	15
3.1 Spatial distribution of growth.....	15
3.2 Infrastructure.....	17
3.3 Housing Aspirations.....	19
3.4 Economy.....	27
3.5 Retail.....	33
3.6 Tourism, Heritage, Culture and Leisure.....	37
3.7 Local Character.....	41
3.8 Health and Wellbeing .....	43
3.9 Climate Change.....	45
3.10 Green infrastructure.....	51
4. What Happens Next.....	53
5. Glossary.....	55
Appendices .....	59
Figures	
1. Table 1 Core Strategy Sustainability Appraisal Objectives.....	
2. Figure 1. Key Stages in the production of Carlisle's Core Strategy.....	
3. Figure 2. Key Diagram.....	



# Chapter 1 Introduction

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

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

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

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

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

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

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

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

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

Government Guidance strongly emphasises the importance of the relationship between the Core Strategy and the Sustainable Community Strategy (SCS) to ensure that they have shared

priorities. Planning Policy Statement 12: Local Spatial Planning states that local authorities should ensure that the “key spatial planning objectives for the area as set out in the LDF Core Strategy are in harmony with the SCS priorities”. As a result the vision and objectives of the proposed Core Strategy are based on those of the Community Plan which therefore supports the delivery of the priorities and objectives identified therein.

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

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

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

Regional Policy Guidance includes a number of strategies used to guide development in the North West of England. The North West Plan: Regional Spatial Strategy to 2021(RSS) (2008) provides a framework for development and investment in the region over the next fifteen to twenty years. However, it is the Government’s intention that the North West Plan, along with

Regional Strategies throughout the country, will be withdrawn through the Localism Bill. This Bill is currently progressing through the parliamentary process and is expected to receive Royal Assent in November 2011. The removal of this regional policy tier will take with it targets such as the numbers of new homes, along with a series of sustainable development targets including for renewable energy and previously developed land and priorities for improvements to major infrastructure.

The Localism Bill also removes sub regional guidance such as the Cumbria and the Lake District Joint Structure Plan (2006). The revocation of Regional Strategies presents a significant change to the planning system; however it will give the Council much greater freedom to develop its own plan based on the identified needs and aspirations of the local community. It is important to note that Regional Spatial Strategies have not yet been removed and as such the North West Plan remains.

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

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

# 1.4 Sustainability Appraisal

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

Table 1 Core Strategy Sustainability Appraisal Objectives

No.	SA Objective	SA Subject Issue
1	Provide opportunities to strengthen and diversify the economy <b>(Economy)</b>	Population
2	Improve access to employment <b>(Economy)</b>	Population
3	Protect and improve the quality of water resources <b>(Resources)</b>	Water
4	Address the causes & impacts of climate change including minimising flooding <b>(Resources)</b>	Water Climatic factors
5	Encourage sustainable use of previously developed land <b>(Resources)</b>	Land; soil
6	Encourage urban regeneration <b>(Resources)</b>	Population
7	Improve the availability & use of sustainable transport mode <b>(Resources)</b>	Population; Air; Material assets
8	Promote the development & use of sustainable and renewable energy resources <b>(Resources)</b>	Climatic factors; Material assets
9	Increase the use of sustainable design and construction techniques <b>(Resources)</b>	Climatic factors; Material assets
10	Minimise the production of waste & increase reuse and recycling rates <b>(Resources)</b>	Soil; Material assets
11	Encourage healthier lifestyles by promoting walking and cycling <b>(Connections/Communities)</b>	Population; Human Health
12	Maintain and improve accessibility of key services, facilities, the countryside and public open space <b>(Connections/Communities)</b>	Population; Material assets
13	Ensure opportunities for all for living in decent and affordable homes <b>(Connections/Communities)</b>	Population
14	Improve people's sense of safety and well-being <b>(Connections/Communities)</b>	Population; Human health
15	Protect and enhance biodiversity and geodiversity, as well as creating and restoring biodiversity where possible <b>(Places)</b>	Biodiversity; Fauna; Flora
16	Protect and enhance the quality and distinctiveness of landscapes and townscapes <b>(Places)</b>	Landscape
17	Preserve, protect and enhance sites, features and areas of archaeological, historical and cultural importance and their settings <b>(Places)</b>	Landscape
18	Protect and improve local air quality <b>(Places)</b>	Air; Human health
19	Reduce emissions of gases which contribute to climate change <b>(Places)</b>	Climatic factors
20	Reduce potential for environmental nuisance <b>(Places)</b>	Population; Human health

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

SA 1. Have we identified all the Key objectives that should be considered in the Sustainability Appraisal?

a) Yes, all objectives have been identified.

b) No. Please state what changes you feel should be made.

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

The key stages in the production of a Core Strategy are largely directed by Government guidance. These are set out in Figure 1 with dates showing the progress of Carlisle District's Core Strategy. Public Consultation will be carried out during each stage of the Core Strategy, in accordance with Carlisle's Statement of Community Involvement (SCI) (July 2010) and as required by legislation. More information on the Council's Local Development Framework work programme can be found in the Local Development Scheme.

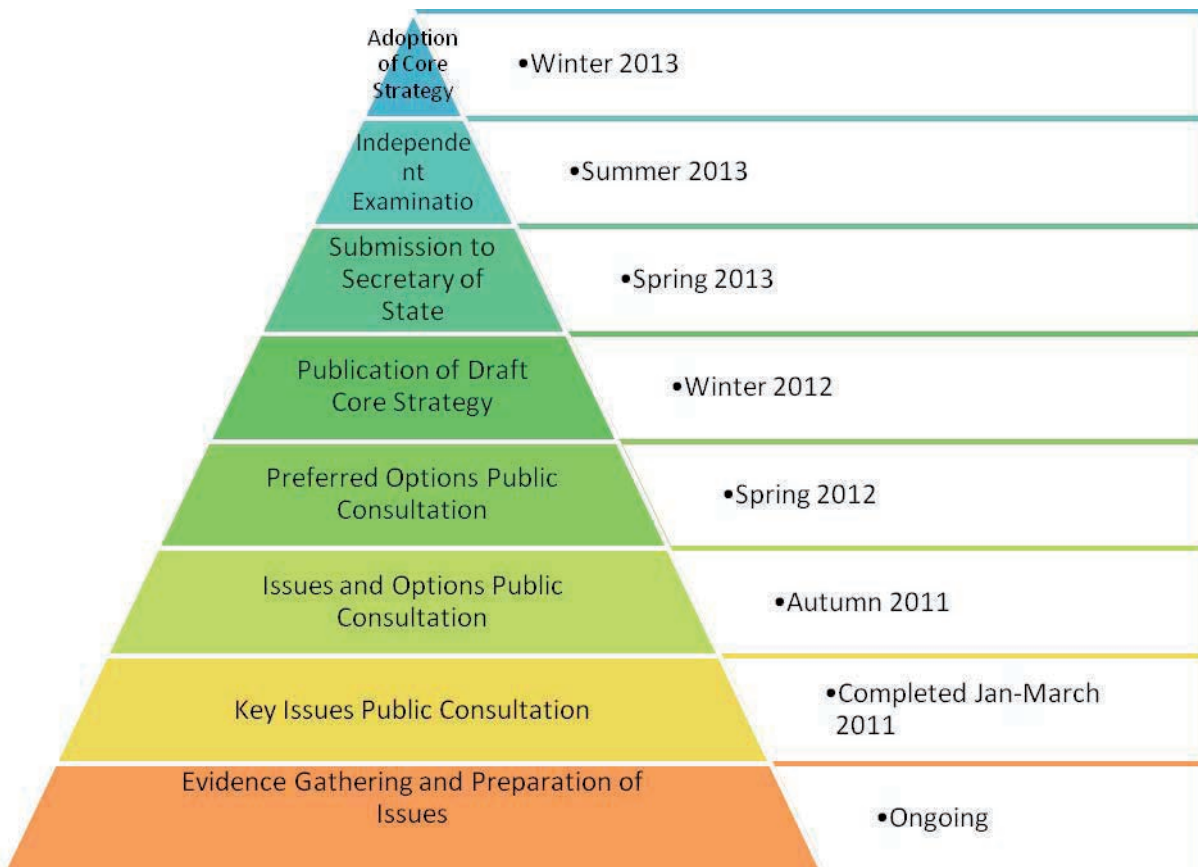


Figure 1. Key Stages in the production of Carlisle's Core Strategy



## 1.6 The purpose of this document

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

## 1.7 Consultation so far

Work on the LDF has so far focussed on developing a robust evidence base consisting of a range of technical studies to assess the social, economic and environmental characteristics of the area. This can be viewed at the Council's website at [www.carlisle.gov.uk](http://www.carlisle.gov.uk) (follow the link to LDF Evidence Base). In January 2011 the Council also consulted a variety of stakeholders and the local community on a wide range of issues as part of the Key Issues Paper 2011. The results of this have fed into the preparation of this document, and are also available on the Council's web site.

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

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

# 1.8 How can I give my views?

The consultation period for the Core Strategy: Issues and Options runs from Monday 19th September 2011 to Monday 31st October 2011. Responses must be received by the 31st October 2011.

By completing the questionnaire at the back of this document and sending it back to us at:-



Return completed questionnaires by Monday 31st October 2011



Planning Policy, Economic Development, Carlisle City Council, Civic Centre, Carlisle CA3 8QG



Complete online at [www.carlisle.gov.uk/corestrategy](http://www.carlisle.gov.uk/corestrategy) or by email to [LPC@carlisle.gov.uk](mailto:LPC@carlisle.gov.uk)

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

# Chapter 2 A Vision for Carlisle

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

## 2.1 Spatial Vision

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

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

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

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

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

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

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

Q. V1

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

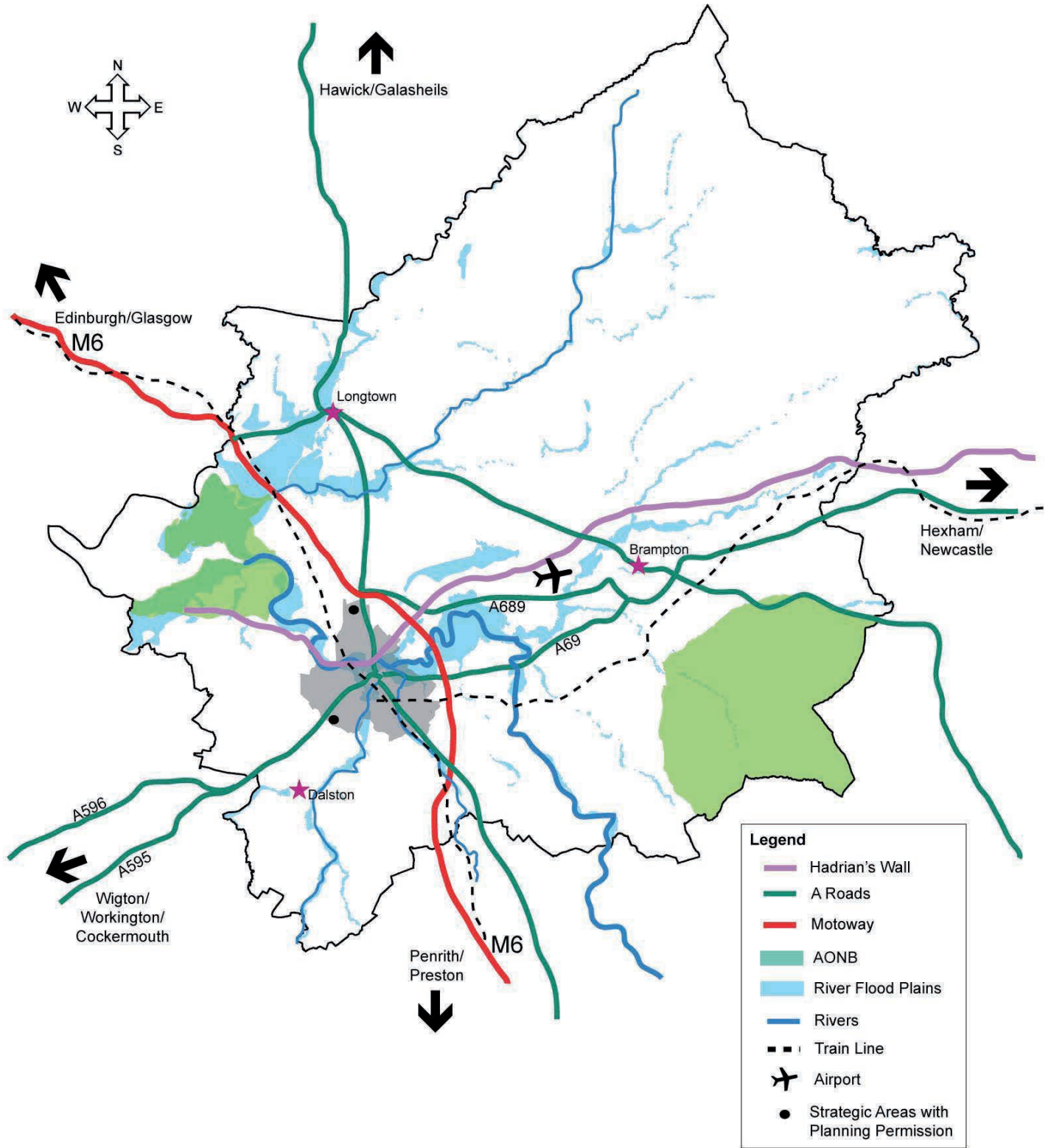
a) Yes, the focus of the vision is right for Carlisle's future development.

b) No, the vision should set a different focus for Carlisle to 2030.

Please state what changes should be made:

# 2.2 Spatial Portrait

Fig. 2 Key Diagram



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

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

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

### **Local Character and Distinctiveness**

Carlisle has an attractive and varied landscape. The District includes two Areas of Outstanding Natural Beauty (AONB), (Solway Coast and the North Pennines) as well as four main rivers the Eden, Caldew, Petteril and Lyne, and many becks and burns. The North Pennines AONB is also a European geopark. The River Eden and its tributaries are of international importance for their biodiversity, being designated as both a Site of Special Scientific Interest (SSSI) and a Special Area of Conservation (SAC). Carlisle has a range of other sites of European nature conservation importance including the Upper Solway Flats and Marshes Ramsar site and



▲ The agricultural economy is important to the Carlisle District.

Special Protection Area (SPA), the Solway Firth (SAC), the Irthinghead Ramsar site and the North Pennine Moors Special Protection Area (SPA). These form part of a network of internationally important wildlife sites within the European Union known as Natura 2000, and is the largest network of protected areas in the world.

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

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

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

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

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

### Social Characteristics

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



▲ © www.sjstudios.co.uk

### Movement Patterns

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

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

Travel to work is heavily dependent on private car usage with 54.3 % people working in Carlisle District choosing to drive to work (Source: Office of National Statistics (ONS) Census 2001) despite the fact that nearly 55% of people travel less than 5km to their place of work. This level of car usage is partly due to accessibility to public transport across the District which varies considerably outside the urban area, with a number of areas having a very limited service or no service at all.



▲ The M6 motoway, south of Junction 42.

## Economy

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

Historically the economy of Carlisle was based around easy access to a railway network and the textile industry which has over time declined and been replaced by other forms of manufacturing. A large proportion of Carlisle's working population are still employed in the manufacturing sector. However the wholesale/retail trade provides employment for the largest proportion of the workforce. Employment in non-service industries, such as agriculture, manufacturing and construction are all higher than the national average. Carlisle is an important centre for agricultural services. Carlisle lies at the centre of a large rural market. Within the rural area Brampton and Longtown act as employment hubs along with Dalston to a lesser extent. All three settlements have industrial estates which provide employment opportunities for people within their locality as well as the wider area.

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

## Tourism, Culture and Heritage

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



▲ Hadrian's Wall Path © D&H Photographers



▲ Carlisle Castle. © Charlie Hedley

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

Protecting heritage whilst supporting economic growth is something that the City Council is actively engaged in. The historic core of the city includes Carlisle Castle, Tullie House Museum, Carlisle Cathedral precinct, the City Walls, The Courts, the Market Cross, the Old Town Hall and the Guildhall. The high quality environment in



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

### **Flooding and Climate Change**

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

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

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



▲ Civic Centre during the floods, January 2005.



▲ Hardwicke Circus, January 2010.



# Chapter 3 Issues, Options and Objectives

The following section includes a number of themes under which the issues and suggested options are included. The issues take the form of questions with the options providing a range of answers where one or more may be applicable. The objective for the theme is provided at the start of each section as well as some text to provide the context for the issue and options.

## 3.1 Spatial distribution of growth

### Objective

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

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

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

PPS12 advises that to reduce the need to frequently update core strategies Local Planning Authorities (LPAs) should take a long-term view and provide some flexibility.

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

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

a) Yes, by exceeding the lifetime of the Plan planned growth can be more effectively managed as we will have the context of the earlier years to inform the direction of growth.

b) No, the delivery of growth should be realistic within the lifetime of the Plan.

Q SDG 2. What direction should growth take in the future?

a) Growth should be focussed within the existing built extent of Carlisle's urban area; or

b) Extend the urban area to the south to allow for a significant expansion incorporating a wide range of uses including employment land to help to address the imbalance in distribution of employment sites between the north and south of the City; or

c) Extend development to make use of the improved highway infrastructure that will be in place once the CNDR is operational; or

d) Distribute growth around all edges of the main urban area. For the rural area, the options for economic and other growth would be aligned to the spatial options in the Housing Aspirations section part 3.3.

## 3.2 Infrastructure

### Objective

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

As well as planning for the right type of development in the right location it is essential to consider the infrastructure requirements that will be necessary to ensure that access to existing and new services and facilities for local people are maintained and enhanced. Planning for growth will place added pressure on our infrastructure resources particularly the road network in and around the City Centre. It must however be recognised that whilst development will place greater pressure on our resources it is also essential in contributing to the funding and delivery of new and improved infrastructure. Carlisle is an historic city with the core of the City Centre containing a complex network of narrow streets bounded by historic buildings and conservation areas making it more sensitive to increases in traffic levels.

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

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

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

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

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

Q I 1. Where should new development be focused?

- a) Development should be focused in locations which would help with the provision of new highways infrastructure (e.g. a southern relief road, inner orbital route etc). or
- b) Development should be spread around the city to minimise the impact on existing road infrastructure; or
- c) Development should be restricted in certain areas where there are existing pressures on the highway network, if so, where? or
- d) A combination of the above options.



▲ Carlisle Northern Development Route  
© Cumbria County Council

## 3.3 Housing aspirations

### Objective:

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

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



▲ Barras Close

### National Policy Context

PPS 3 Housing states that:

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

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

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

### Housing numbers

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

The current housing supply target in the existing Carlisle District Local Plan 2001-2016 is set at an average of 450 houses per year over the Plan period. This target is derived from the figure in the North West Regional Spatial Strategy. However, on the 6th July 2010 Communities Minister Eric Pickles announced his intention to revoke Regional Spatial Strategies. The effect of this is that the intended abolition of RSS is a 'material consideration' which can

be considered by Local Planning Authorities when making decisions on applications for planning permission. However, the drafting of LDF documents should not be influenced by the planned revocation. In a recent Court of Appeal case (CALA Homes) it was ruled that, 'It would be unlawful for a Local Planning Authority preparing, or a Planning Inspector examining, development plan documents to have regard to the proposal to abolish regional strategies'.

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

The key question is therefore about housing numbers across the District, and how to achieve the right numbers and types of housing in the right places. The Strategic Housing Market Assessment (SHMA) will also help to inform the appropriate level and mix of housing. It is useful to look at past trends when considering this question. The average net housing completion rate over the last 8 years as of 31st March 2011 was 378; however yearly completions levels have ranged from 493 in 2005-2005 to 233 in 2009-210 during this period.

When identifying the level of housing provision to be delivered, we need to assess housing potential across the District. This is being done through the Strategic Housing Land Availability Assessment (SHLAA), which has seen its first draft out to consultation between December 2010 and January 2011 and is now being refined by looking in more detail at the availability, suitability and achievability of the sites.

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

a) Continue with an average annual District housing target of 450/year? or

b) Aim for a growth led scenario envisaging an average of 600 houses per year? or

c) Select a lower target which would only aim to meet the broad range of local housing needs including affordable, open market, the elderly and other special needs?

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

Currently the proportion of the average housing target to be delivered is 80% in the urban area, and 20% in the rural area of the District. The principles behind these proportions were based on the approximate population split, and the opportunities the City offers for easy access to jobs, schools, shops and other services, including public transport.

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

Q H2. When the overall District housing target is decided how should it be split?

a) Equally distributed across the urban and rural areas? or

b) With a higher proportion for the urban area? or

c) With a higher proportion for the rural area?



## Location of new housing development in the City

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

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

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

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

Q H3 Location of new urban housing development

a) Should we aim for new housing land allocations to be evenly dispersed across the city? or

b) Should new housing allocations be concentrated in a maximum of two or three different locations of a significant size on the edge of the city?

## Location of housing in the rural area

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

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

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

Policy H1 also has a list of smaller villages (known as second tier settlements), with a

reduced level of services and facilities, where only housing to meet an identified local need is allowed.

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

- it is not responsive to changes in Local Service Centres such as the closure of a school, shop or pub which would lead to a reduced level of services;
- It does not allow for development in small villages within a two mile radius of Carlisle that are not classed as LSCs. Some of these villages have good transport, cycleway and footpath connections with Carlisle and could be argued as sustainable locations for development;
- it does not take account of the social and environmental capacity of villages to absorb new development;
- the potential of some of the larger villages such as Dalston is not recognised;
- No account is taken of how villages operate in clusters and their interdependencies.

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

- a) Continue with the current approach? or
- b) Identify land for housing in the larger rural settlements, e.g. Brampton, Longtown, Dalston, Scotby, Wetheral, and have a policy which allows housing in the remainder of the LSCs? or
- c) Redefine the list of LSCs, recognising that villages often work in clusters and are reliant upon the services each other provides; or
- d) Include smaller villages as suitable locations for development, provided they have good public transport, cycle and footpath connections?

## Affordable housing

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

The existing housing needs information for Carlisle shows that the eastern rural part of the district needs 106 new affordable homes each year, rural west 43 and the urban area 72. The City Council is currently undertaking a new housing needs and demands study to update these figures which will inform the Preferred Options stage of the Core Strategy. Current housing policy requires all allocated housing sites and other sites of 10 or more houses in the urban area to make a contribution of 30% of units on site towards affordable housing. In the rural area the contribution ranges from 10% of housing on small sites of 3 units or more up to 25% of housing on large sites of 25 dwellings or more.



▲ King Edward Fauld, Burgh By Sands

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

- a) All housing sites be required to provide a proportion of affordable housing? or
- b) Only sites over a certain size be required to provide affordable housing, and if so, what should the threshold be?

## Local needs housing

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

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

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

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

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

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

Q H6 With regard to local needs housing:

- a) Should the Core Strategy make provision for new build local needs housing in the smaller villages to ensure that the needs of local people are met?
- b) Are the criteria set out under local needs housing about right? Or
- c) Do you think further criteria are needed?



▲ Local need housing in Wreay

## Hierarchy of settlements

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

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

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

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

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

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

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



▲ Dalston, one of the larger local service centres.

Q H7 With regard to the hierarchy of settlements within the District for the purposes of preferred locations for new development which of the following do you most agree with?

- a) Continue with the existing settlement hierarchy with the focus of development being the City of Carlisle, followed by the Key Service Centres of Brampton and Longtown, and the 20 Local Service Centres listed below; or
- b) Dalston should be added to the list of Key Service Centres to reflect the range of services/facilities and public transport connections. For example a school, shop, post office, pub, village hall, church etc; or
- c) The question of whether a village is classed as a Local Service Centre should be dependent on whether it meets a specified range of services/facilities and public transport connections e.g. a school, shop, post office, pub, village hall, church etc.

Q H8 Have you any suggestions for the level of services that would lead to a village being classed as a local service centre?

- a) No
- b) Yes

**Existing Local Service Centres:**

Burgh by Sands	Castle Carrock
Cummersdale	Cumwhinton
Dalston	Gilsland
Great Corby	Great Orton
Hallbankgate	Hayton
Heads Nook	Houghton
Irthington	Raughton Head
Rockcliffe	Scotby
Smithfield	Thurstonfield
Warwick Bridge	Wetheral

## Settlement boundaries

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

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

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

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

Q H9 Should Settlement boundaries:

- a) Be kept as they are? or
- b) Be redefined (having regard to recent research) to allow for some growth? or
- c) Be removed, and any proposals for new development be assessed against set criteria including settlement form, landscape character and the particular characteristics of the location?



▲ Current settlement boundary of Scotby

## Gypsy and Traveller needs

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

Circular 01/2006 planning for Gypsy and Traveller Caravan Sites states that the Core Strategy should set out the criteria for the location of gypsy and traveller sites which will be used to guide the allocation of sites in the relevant DPD (the site allocations DPD). These criteria will also be used to meet unexpected demand. An update to this circular has recently been subject to a national public consultation 'Planning for Traveller Sites' which once published will introduce new policy guidance for site provision.

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

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

If provision is not made for sufficient authorised sites (both permanent and transit) unauthorised encampments/development could result. This can have a negative effect on Gypsy and Traveller communities and create conflict with the settled community as sites may not be in the most suitable or sustainable location.

Therefore the Core Strategy will seek to encourage and identify broad locations for Gypsy, Traveller and Travelling Showpeople site development to enable the provision of secure accommodation with good communal facilities for the travelling community. This will include facilities for children and young people to access education and other local activities.

Q H10 Depending on the level of need shown, should a site for gypsies and travellers be identified:

- a) in or on the edge of Carlisle? or
- b) in a different location.  
If so, please state where?



▲ Low Harker Dene, a fifteen pitch Gypsy and Traveller site.



▲ Hadrian's Park

## 3.4 Economy

### Objective

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

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

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

The City Council also attained growth point status in 2008 and whilst this too has been frustrated by the economic downturn there was a commitment to deliver growth through the LDF i.e. this Core Strategy, subsequent Development Plan Documents on allocations and any new planning policies.

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

### Level of Economic Growth

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



▲ Kingstown Industrial Estate © Google Street View

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

a) The baseline scenario forecasts a rise in total Full Time Equivalent (FTE) employment of 1,200 in Carlisle between 2009 and 2026 (50,100, rising to 51,300) - representing growth of 2.4%. or

b) The aspirational scenario forecasts a total increase of 4,300 FTE jobs in Carlisle over the same period (50,100, rising to 54,400) - representing higher growth of 8.6%

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

a) Support the retention and improvement of existing employment areas? or  
b) Allow their redevelopment to enable reinvestment in alternative locations? or  
c) Allow a move away from B1 (Business), B2 (General Industrial) and B8 (warehousing) more than already exists e.g. Rosehill/Kingstown?

## Employment Land Provision

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. Whilst the Core Strategy cannot address all these issues (i.e. we cannot control ownership) it can provide the context for the existing land supply and whether any new provision should be made.

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.



▲ Kingmoor Park. © Charlie Hedley

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



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

- a) Allocate a longer term new site e.g. M6 corridor as a strategic employment site post 2021; or
- b) Set a policy to allow wider opportunities to come forward to react to growth around the city fringes; or
- c) Provide sites as part of new mixed development proposals; or
- d) Seek to redress the employment/housing balance by focusing new employment sites to the south

## Rural Employment

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

Q E4. Are there any significant sites which are strategic for the rural area and should be extended?

a) Yes,  
Please state which sites:

b) No



▲ Brampton © D&H Photographers

Q E5. Should new rural sites be allocated? E.g. Brampton Townfoot Industrial Estate has been developed.

a) Yes,

Please state where and why:

b) No

Q E6. Do we allow extension of employment areas even in more isolated locations?

a) Yes, to help support rural employment/businesses

b) No, employment should be focused only in more sustainable locations.

Q E7. Are there new opportunities for rural employment we should address?

a) Yes,

Please state what opportunities:

b) No

Q E8. Should we resist the loss of agricultural and other buildings from rural employment uses to alternative uses?

a) Yes

b) No

Q E9. The auction marts in Longtown and Carlisle are significant uses dependent on the agricultural economy – how do we cater for their future needs?

a) The future needs of Carlisle and Longtown auction marts should be met on their existing sites; or

b) Another development opportunity should be opened up to cater for their expansion.

## Education Sector

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

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

QE10. The University of Cumbria will play a key role in Carlisle's economy. What measures do we need to take to support its contribution?

- a) Allow the redevelopment and rationalisation of the existing sites; or
- b) Identify locations for the development of new facilities for the longer term; If so, please specify where:  
or
- c) Identify locations for student accommodation and the quantity required. Please specify where and how much:



## Energy Sector

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

Q E11. Do we need to specify support for certain types of development to recognise the contribution or would this be too restrictive?

- a) Yes we need to provide specific support for certain types of energy related development. or
- b) No additional support should be provided for this sector. or
- c) No, equal support should be provided for all forms of energy related development.

Q E12. Given the challenges of supplying energy for the plan period and beyond are there specific measures we need to take?

- a) Yes; Please state what measures you feel are required:
- b) No.

## Strategic Areas for Employment

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

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



▲ Kingmoor Park © Charlie Hedley



▲ Botchergate

▼ City centre © sjstudios.co.uk



▲ Carlisle Airport

Q E13. Which of the following areas do you think should have strategic policies in the Core Strategy to afford greater protection to and or encourage development activity?

a) City Centre

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

b) Carlisle Airport

- what opportunities do we need to refer to enable further growth of the airport; Please state:

c) Botchergate

– how do we ensure the regeneration of Botchergate area to encourage new investment; Please state:

d) Regional Investment Sites

– Strategic sites were identified through the Regional Spatial Strategy at Kingmoor Park/ Brunthill and the City Centre – do these need redefining?



## 3.5 Retail

### Objective

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

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

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

- There would be sufficient expenditure to support a new food/non-food superstore with convenience goods floorspace of up to about 3,500 sqm net, anchoring the planned new district centre at Morton and opening between 2011 to 2016. The exact size would depend upon timing and the sales density of the retailer;
- There will not be capacity for a further new food superstore elsewhere in Carlisle before 2026;

- Growing and eventually substantial capacity for new city centre comparison goods floorspace is forecast. This should be sufficient to support a major city centre retail development scheme, perhaps anchored by a new department store with a view to implementation by about 2021 or soon after;
- There are a number of vacant retail warehouses in Carlisle at present. As a result, there is no forecast capacity for additional non-central retail warehouses before 2016. From 2016 capacity will grow such that by 2026 there will be capacity for up to about 19,700 sqm net.
- If the Morton development included a much larger superstore than indicated above, and/or a large unrestricted Class A1 retail park, it would become a serious competitor with the City Centre. It would then become more difficult to achieve the next phase of new City Centre retail development.

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

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

## Food stores

Since the 2009 Study and changes to national guidance the following developments have been approved:

Morton District Centre (5,574sqm net)

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

These are of a larger scale than was envisaged by the 2009 Study Update but further work was undertaken in line with the new PPS4. It is recognised that there will be an impact on the other food supermarkets but address a recognised shortfall in the distribution of foodstores and the qualitative mix by introducing another operator to the City.

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

Q R1. What future strategy should we pursue for food stores assuming that all three foodstores are built?

- a) No more large retail superstores until a review at 2021; or
- b) Strengthen the City Centre food offer allowing a new superstore in the City Centre to be provided, or
- c) Allow existing foodstores to extend their current size to cater for future growth or
- d) Allow smaller foodstores to develop in smaller neighbourhoods.



▲ Sainsbury's, Scotland Road, under construction.

## Comparison shopping (retail warehouses)

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

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

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

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



▲ Greymoore Hill Retail Park [www.sjstudios.co.uk](http://www.sjstudios.co.uk)

## City Centre Shopping

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

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

QR2. How should we plan for future comparison shopping?

- a) Restrict comparison goods to the City Centre to ensure that it remains the prime location for development and redevelop existing areas to cater for greater demand, or
- b) Allow a relaxation of the goods sold for non City Centre retail units to increase occupancy and attract larger operators; or
- c) Allow further retail park development to compete with Gretna Gateway such as the creation of a new modern retail park; or
- d) Allow further retail park development to accommodate larger format operators to locate in Carlisle whilst encouraging further retail and other associated City Centre uses to continue and expand in the existing retail core.

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

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

## Rural Shopping

Retail activity in rural areas is more difficult to sustain as more people travel for work or use the internet to meet their shopping needs. Brampton, Longtown and Dalston have established centres but these need to be sustained. Work has recently started on a new Co-op development in Dalston which will help to ensure it remains attractive to local people and provides for their needs. For smaller centres the catchment for shops is limited and once lost they are not easily replaced. Policies should seek to retain facilities as much as possible although this is still a commercial choice and needs to be financially viable.

QR4. To ensure that the rural area is provided with retail facilities to cater for local needs should we:

- a) Continue to support retention of rural facilities in all centres? or
- b) Continue to support the retention of rural facilities only in larger centres such as Brampton, Longtown and Dalston?

QR5. Are there any other options which will encourage new facilities to be provided?

- a) Yes, please state:
- b) No



▲ Brampton © D&H Photographers



▲ Longtown, English Street.



▲ Dalston



## 3.6 Tourism, Heritage, Culture and Leisure

### Objective

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

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

### National Policy Context

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

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

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

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



▲ Tullie House

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

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

Tourism currently contributes approximately £330,000,000 towards the local economy and employs approximately 5000 people (Source: Steam 2009). Carlisle's proximity to the Lake District makes it a popular choice for day visits, however keeping these visitors in the area for a longer period of time would be more beneficial to the local economy.

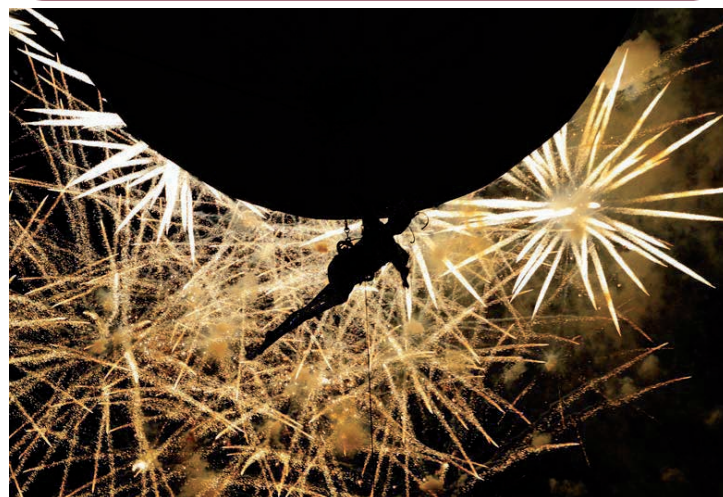
Q THCL 1 Is it appropriate and necessary for the Core Strategy to promote the development of tourism opportunities throughout the District or should this be included in a subsequent development plan document?

- a) Yes, it is appropriate, this topic is of strategic importance to Carlisle District.
- b) No, tourism is not a matter that should be addressed at the Core Strategy level.

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

Q THCL2 Hotel Accommodation

1. Should the Core Strategy identify a strategic site for the development of a new 4/5\* hotel?
  - a) Yes, this issue is of strategic importance
  - b) No
2. If yes, where should the hotel be located?
  - a. In the City Centre; or
  - b. In Brampton, Longtown or Dalston
  - c. Or in a location related to another established enterprise – e.g. employment site, tourism facilities, sport/leisure facility.



▲ Firework Show © Carlisle Tourism Partnership

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

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

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

- Q THCL 3 In order to support/encourage the development of Carlisle's cultural/leisure offer should the Core Strategy:
- a) Identify an area of the City for the development of a 'cultural/leisure quarter'?
  - or
  - b) Identify a strategic site for a single large scale leisure development?

Carlisle's heritage assets are significant with the presence of a World Heritage Site numerous scheduled ancient monuments and a large number of listed buildings within the District. Landmark buildings and heritage sites such as Hadrian's Wall and Lanercost Priory attract visitors from around the world.

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

Q THCL 4 In managing our heritage assets should the Core Strategy:

- a) Adopt a proactive approach whereby heritage has the opportunity to be key to regeneration? Such as in the Botchergate area. or
- b) Give no additional special status to heritage over and above that required by legislation and Government guidance?



▲ Sands Centre © D&H Photographers



## 3.7 Local Character

### Objective

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

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

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

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

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

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

There is therefore an identified need to develop strategic policy to encourage high quality design and to promote local character which ensures attractive, accessible and usable places. The

policy must aim to protect and enhance the identity, character and quality of the District's market towns and other built up areas. It should also enable adaptable new development that reflects the lifestyles and needs of local residents including families and an ageing population, and reduce the need for energy through the location, layout and design of new homes and commercial buildings.

### Q LC1

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

- a) Be influenced by local character and densities?; or
- b) Aim for a mix of density within each site?



▲ Village green, Wreay.



▲ Corner building on Howard Street.



## 3.8 Health and Wellbeing

### Objective

To create a thriving, successful and healthy community for all.

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

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

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

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

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

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

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

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

Carlisle has Healthy City status, meaning that it is conscious of health and 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. Inequalities exist for deprivation and gender. For example men in the least deprived areas can expect to live seven years longer than those in the most deprived areas, and for women this difference is nearly six years. The health of children and young people is also varied, but the percentage of children who are physically active is significantly better than the national average. This perhaps reflects the good quality and range of recreational opportunities in Carlisle and the surrounding area.

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

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

Q HW 2. Should we have a policy to enable the planned provision and enhancement of open space, sport and recreation facilities to encourage healthy communities?  
a) Yes  
b) No



▲ Cumbria Run, 2008. © D&H Photographers



▲ Bikers at Lanercost 2008. © D&H Photographers



▲ Children playing football outside the Castle.  
© D&H Photographers



## 3.9 Climate Change and Flood Risk

### Objective:

To reduce emissions of greenhouse gases and avoid inappropriate development in areas at greatest risk of flooding whilst allowing essential safe development in flood risk areas without increasing the risk of flooding elsewhere; therefore ensuring Carlisle is more resilient and less vulnerable to the impacts arising from climate change.

Climate change is one of the greatest threats facing the population in the 21st Century.

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

### National Policy Context

PPS1 Planning and Climate Change states that:

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

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

- Greenhouse gas emission reductions of at least 80% by 2050
- Reductions in carbon dioxide (CO<sub>2</sub>) emissions by at least 26% by 2020 against a 1990 baseline.

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

### **PPS25 Development and Flood Risk:**

The aims of PPS25 are to ensure that flood risk is taken into account at all stages in the planning process to avoid inappropriate development. In order to appraise the extent and risk of flooding within Carlisle District from a number of different sources i.e. river, sea, surface water, a revised Strategic Flood Risk Assessment (SFRA) is currently being prepared. The approach to development should be to only permit proposals in areas of flood risk where there are no reasonably available sites in areas of lower flood risk and where the benefits of the development outweigh the risks posed by the flood risk to avoid flood risk to people and property.

In managing flood risk regard must also be given to the projected impacts of climate change on increased frequency and severity of flooding incidents.

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

- 1 The location and design of development;
- 2 The reduction in energy use and emissions;
- 3 New development and pollution;
- 4 The effects on ecology.

### **The Location and Design of Development**

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



▲ Flood defences, Denton Holme. © www.sjstudios.co.uk

Q CCFR 1. How do we reduce the risk of, and adapt to the changing pattern of flooding (please select the options you feel are most appropriate):

- a) Adopt stricter standards regarding where building should take place and maximise opportunities in these areas for Green Infrastructure opportunities. i.e. prohibit redevelopment of sites within a flood zone.
- b) Allow some development in areas at high risk of flooding e.g. flood zone 3a, where there are overriding needs such as prime sites for the regeneration of an area, provided the development can be designed in such a way to be safe.
- c) Incorporate design approaches that can tolerate or adapt to flooding in flood risk areas.
- d) Include a policy for the collection, storage and reuse of rainwater in new development.
- e) Seek contributions from developers towards flood protection and alleviation measures.

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

The Code for Sustainable Homes was introduced in 2007. The Code is a voluntary standard designed to improve the overall sustainability of new homes so that higher environmental standards are achieved at successive levels. Minimum standards for Code compliance have been set above the requirements of Building Regulations. The Code measures the sustainability of a home against nine design categories: energy and Carbon Dioxide (CO<sub>2</sub>) emissions, pollution, water, health and well-being, materials, management, surface water run-off, ecology and waste.

Q CCFR 2. Is it appropriate to require new residential development to reach levels 4, 5 and 6 of the Code for Sustainable Homes in advance of the published required dates?

a) Yes

If Yes, then what levels and timescales are appropriate?

b) No

## Reduction in energy use and in emissions

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

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

Q CCFR 3. Should the Core Strategy:

a) Set a percentage target (e.g. 10 – 20%) for on site renewable energy in new developments? or

b) Set a sliding scale of targets with larger developments being required to meet a higher percentage? or

c) Have a spatial element, with different percentage targets for on site renewables being developed for the City and the rural area?



Trinity School Solar Panels ►

## New development and pollution

Pollution in various forms can arise from development, through the air, noise, water and ground, with the major source being from traffic generation. Any potential pollution should be mitigated and minimised through good design and environmental management practices. Since 1997 every local authority has been required to measure air quality to meet national objectives designed to protect people's health and the environment. Where the objectives are not achieved an Air Quality Management Area (AQMA) is declared, followed up by a local Air Quality Action Plan. To date Carlisle has declared six AQMAs, largely on the main road arteries into the City.

CCFR 4. Do you agree that new development should be located in the most sustainable locations possible that decrease car dependency and have the best available access to jobs, facilities and services?

- a) Yes
- b) No



▲ Congestion on Hardwicke Circus

## The effects on Ecology

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

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

### National Policy Context

PPS1 Delivering Sustainable Development states that:

Development plan policies should take account of environmental issues including the conservation and enhancement of wildlife species and habitats and the promotion of biodiversity; and the need to improve the natural environment in and around urban areas and rural settlements including the provision of good quality open space. A local authority has a duty to conserve biodiversity and be sensitive to features of geological and geomorphological importance under the Natural Environment and Communities Act 2006. Higher levels of biodiversity can improve ecological services by acting as carbon sinks, air conditioners, cooling and controllers of pollutants, microclimate and flooding.

The principle of protecting key movement corridors, networks and stepping stones in the landscape outside the main urban areas is necessary so that wildlife have refuges from the effects of climate change. Over the longer term new areas for habitat creation and areas for habitat restoration will be earmarked. Also, buffers will be created around more significant areas of importance for nature conservation. In urban areas it is desirable that protection be afforded to urban green spaces and significant garden areas to offset heat island effects and to manage surface water run off.

CCFR 5. Given the challenge of coping with climate change in the plan period and beyond, are there any specific measures we need to take?

a) Yes,

Please state what measures you feel are required:

b) No



▲ Kingmoor Nature Reserve



## 3.10 Green infrastructure

### Objective

To retain, conserve, enhance and expand the green and blue infrastructure of the District for the benefits of Carlisle's citizens and tourists whilst meeting the need for future development .

Carlisle is a District with diverse and stunning landscapes of the highest quality. Studies have shown that access to good quality green infrastructure improves the morale and health of the population, and can also play an important role in quality of life which is in turn an important driver for attracting and retaining talent, trade and investment.

Green Infrastructure (GI) 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 GI with 8 of the City's green spaces achieving Green Flag Award status in 2011.

Urban greening is a vital part of sustaining diverse and mixed urban biodiversity. Opportunities to enhance and increase levels of green space and biodiversity are currently sought as part of new development schemes, however this approach has sometimes resulted in fragmented areas (which can be appropriate in some instances) rather than a more comprehensive approach to expanding GI resources. The introduction and extension

of car free routes in the form of green corridors are also of considerable benefit not only to the environment through reducing the reliance on the private car, but also to people's health and well being creating safe and secure environments which minimise conflicts between vehicular traffic and pedestrians. Wildlife also has movement corridors.

A Green Infrastructure Strategy is currently being prepared. This Strategy will feed into establishing the preferred approach to meeting the objective to retain and expand Carlisle's GI over the lifetime of the Core Strategy for the next consultation stage – the Preferred Options.

Q GI 1 Should development make contributions towards Green Infrastructure resources including car free routes for cycling and walking:

- a) On all sites, where possible; or
- b) On larger sites of 10 or more dwellings/1,000 sqm (or more) commercial floorspace; or
- c) On urban sites only; or
- d) Only where Green Infrastructure resources would be depleted as a result of the proposed development.



▲ Bitts Park

## Landscape

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

The need to preserve and enhance the quality and setting of the AONBs has been highlighted as a key issue in this paper. Both AONBs have a number of settlements located within them. The prime purpose of AONB designation is to protect the landscape rather than restrict development in villages. In addition, the rest of the District is characterised by high quality and diverse landscapes, from the remote upland areas around Bewcastle, to the river valleys around Carlisle. The Core Strategy will make provision for new development in the District whilst ensuring that it takes place in a way that protects and where possible enhances those landscapes.

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

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

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

QGI 2. In terms of the Core Strategy approach to protecting and enhancing important landscapes, which of the following options, or combinations of options do you agree with?

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



▲ Castle Carrock in the North Pennines AONB.



# Chapter 4 What happens next?

When this consultation period has closed responses will be analysed and a summary report detailing your comments will be published on the Council's website [www.carlisle.gov.uk](http://www.carlisle.gov.uk). They will be used by the Council to inform the next stage of our Core Strategy, the 'Preferred Options'. The Preferred Options will set out the favoured strategic policy direction for Carlisle and will inform the final plan.

If you have any further questions regarding this document, or wish to discuss any aspects in more detail, please contact the Planning Policy Team on 01228 817193 or email [LPC@carlisle.gov.uk](mailto:LPC@carlisle.gov.uk).



Return completed questionnaires by Monday  
31st October 2011



Planning Policy, Economic Development,  
Carlisle City Council, Civic Centre, Carlisle CA3  
8QG



Complete online at [www.carlisle.gov.uk](http://www.carlisle.gov.uk)



# Glossary

## **Air Quality Management Area (AQMA)**

– Where a national air quality standard or objective is not likely to be met we must declare an Air Quality Management Area and produce an Action Plan outlining how we intend to improve the air quality within that area.

## **Annual Monitoring Report (AMR) -**

Monitoring report recording the delivery of policies in the adopted plan.

## **Area of Outstanding Natural Beauty (AONB)**

- a precious landscape whose distinctive character and natural beauty are so outstanding that it is in the nation's interest to safeguard them (there are 33 in England).

**B1 Business Use** - Offices (other than those that fall within A2), research and development of products and processes, light industry appropriate in a residential area.

**B2 General industrial Use** - Use for industrial process other than one falling within class B1 (excluding incineration purposes, chemical treatment or landfill or hazardous waste).

**B8 Storage or distribution Use** - This class includes open air storage.

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

## **Commission for Architecture and the Built Environment (CABE)**

## **Carlisle Northern Development Route (CNDR)**

## **Carbon Dioxide (CO2)**

**City Centre** - City centres are the highest

level of centre identified in development plans. In terms of hierarchies, they will often be a regional centre and will serve a wide catchment (as is the case in Carlisle). The centre may be very large, embracing a wide range of activities and may be distinguished by areas which may perform different main functions.

**Comparison Shopping** - Comparison retailing is the provision of items not obtained on a frequent basis. These include clothing, footwear, household and recreational goods.

**Convenience shopping** - Convenience retailing is the provision of everyday essential items, including food, drinks, newspapers/magazines and confectionery.

**Development Plan Document (DPD)** – statutory components of the Local Development Framework. Core Strategies, Area Action Plans and site-specific allocations are all DPDs.

**Ecology** - The study of the factors that influence the distribution and abundance of species.

**Employment Land Review (ELR)** - to assess the demand for and supply of land for employment.

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

**Full Time Equivalent (FTE)** - A value assigned to signify the number of full-time employees that could have been employed if the reported number of hours worked by part-time employees had been worked by full-time employees instead. (Example - 2 employees each working 20 hours per week would equal 1 FTE).

**Geology** - The study of the origin, structure, chemical composition, and history of the Earth and other planets.

**Geomorphology** - The investigation of the origin of landforms on the Earth and other planets.

**Green Infrastructure (GI)** - The network of natural environmental components and green and blue spaces that lie within and between the city, towns and villages which provide multiple social, economic and environmental benefits. The physical components include parks, rivers, street trees, moorlands, marshes and country parks.

**Gross Value Added (GVA)** - Gross value added is the difference between output and intermediate consumption for any given sector/industry. That is the difference between the value of goods and services produced and the cost of raw materials and other inputs which are used up in production.

**Habitats Regulations Assessment (HRA)** - HRA assesses the likely impacts of the possible effects of a plan's policies on the integrity of the Natura 2000 sites (including possible effects 'in combination' with other plans projects and programmes).

**Local Development Framework (LDF)** - a portfolio of local development documents that will form the statutory planning framework for Carlisle.

**Local Development Scheme (LDS)** - provides information on how Carlisle City Council intends to produce its Local Development Framework (LDF). It sets out the planning policy documents that form the development plan for the Carlisle District area and their programme of preparation over a three year period.

**Local Enterprise Partnership (LEP)** - locally-owned partnerships between local authorities and businesses and play a central role in determining local economic priorities and undertaking activities to drive economic growth and the creation of local jobs. Carlisle is part of the Cumbria LEP.

**Local Planning Authorities (LPAs)**

**Local Strategic Partnership (LSP)** - non-statutory, non-executive partnerships bring together different agencies to support each other and work effectively together on economic, community and environmental issues that matter to local people including crime, employment, education, health and housing. LSPs aim to deliver sustainable economic, social and physical regeneration, improved public services, promotion of equality and inclusion, and improvements to the quality of life for local citizens, particularly those from deprived areas and disadvantaged groups. In order to achieve this, partners are required to assess local needs, plan services, set targets and monitor delivery.

**Local Transport Plan 3 (Draft) (LTP3)** - The Transport Act 2000 introduced a statutory requirement for local transport authorities to produce a Local Transport Plan (LTP) every five years and to keep it under review. It sets out the statutory framework for Local Transport Plans and policies.

**Microgeneration** - Term used for the generation of low, zero or renewable energy at a 'micro' scale. E.g. solar PV, Micro-wind turbines, micro-hydro, micro-CHP, heat pumps, biomass and solar thermal.

**Office of National Statistics (ONS)**

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

**Planning Policy Statements (PPS)** - prepared by the Government after public consultation to explain statutory provisions and provide guidance to local authorities and others on planning policy and the operation of the planning system. They also explain the relationship between planning policies and other policies which have an important bearing on issues of development and land use.

**Regional Growth Fund** - £1.4bn fund operating across England from 2011 to 2014. It supports projects and programmes that lever private sector investment creating economic

growth and sustainable employment. It aims particularly to help those areas and communities currently dependent on the public sector to make the transition to sustainable private sector-led growth and prosperity.

**Retail parks** - An agglomeration of at least three retail warehouses.

**Royal Society for the Protection of Birds (RSPB)**

**Regional Spatial Strategies (RSS)** - provides the overall spatial vision for the entire region, identifying the broad locations for growth, often by identification of sub-regions, and major infrastructure requirements, together with the housing numbers to be provided for in Local Development Documents.

**Special Area of Conservation (SAC)** - are strictly protected sites designated under the EC Habitats Directive.

**Statement of Community Involvement (SCI)** – sets out the Council’s procedures for involving the public in the planning process, both in the preparation of planning policy documents and in the development control process.

**Sustainable Communities Strategy (SCS)** – sets out the long term vision for the area to tackle local needs (created by the local strategic partnership (LSP).

**Strategic Housing Land Availability Assessment (SHLAA)** – forms part of the evidence base for the LDF and aims to identify sufficient specific sites with potential to meet housing requirements across Carlisle District up to and beyond the whole 15 year core strategy and site allocation Development Plan Document period.

**Strategic Housing Market Assessment (SHMA)** – The preparation of a SHMA is a requirement of national government planning advice contained in PPS3 – Housing. The SHMA will therefore provide a crucial evidence base to support the future delivery of new housing and economic development in Cumbria for each of the six districts’ and the Lake District National

Park Authority’s emerging LDF and other strategies. This has been produced by Cumbria County Council.

**Strategic Flood Risk Assessment (SFRA)**

– The SFRA will inform knowledge of flooding, refine the information on the Flood Map and determine the variations in flood risk from all sources of flooding across and from their area. These should form the basis for preparing appropriate policies for flood risk management for these areas.

**Special Protection Area (SPA)** – are strictly protected sites classified in accordance with Article 4 of the EC Birds Directive, which came into force in April 1979. They are classified for rare and vulnerable birds and for regularly occurring migratory species.

**Supplementary Planning Document (SPDs)** - provide additional guidance on matters covered by Development Plan Documents. They are not part of statutory Development Plan, unlike Development Plan Documents. However, Supplementary Planning Documents form part of the Local Development Framework, and will be an important consideration in determining planning applications.

**Sites of Special Scientific Interest (SSSI)**

- protect the country's very best wildlife and geological sites. SSSIs are important as they support plants and animals that find it more difficult to survive in the wider countryside.

**Supermarket** - Self-service stores selling mainly food, with a trading floor space less than 2,500 square metres, often with car parking.

**Superstore** - Self-service stores selling mainly food, or food and non-food goods, usually with more than 2,500 square metres trading floor space, with supporting car parking.

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

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

**Urban greening** - Urban greening means growing plants wherever possible in towns and cities.

**White Land** - A general expression used to mean land (and buildings) without any specific proposal for allocation in a development plan, when it is intended that for the most part, existing uses shall remain undisturbed and unaltered.

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

## **National**

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

## **Regional**

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

## **Sub Regional**

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

## **Local**

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

Urban Design Guide & Public Realm Framework (2009)  
Carlisle City Council Climate Change Strategy 2008-1012  
Carlisle City Council Annual Monitoring Report (December 2010)  
Studies currently being prepared  
Strategic Flood Risk Assessment (July 2011)  
Draft Cumbria Renewable and Low Carbon Energy Capacity and Deployment Study (ongoing)  
Carlisle Strategic Housing Land Availability Assessment (Draft work is ongoing. Study is currently being updated to assess the suitability, availability and achievability of sites)  
Carlisle Green Infrastructure Strategy (September 2011)  
Carlisle Housing Need and Demand Study (expected July 2011)