

Carlisle District Local Plan

2001 - 2016

Written Statement



September 2008



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Chapter 1: Introduction

Purpose of the Local Plan

- 1.1 The Town and Country Planning Act 1990 Part II imposes a statutory duty on Carlisle City Council to prepare a districtwide Local Plan and to keep under review changes to the area's population, and economic characteristics and the communications of the area in order to determine how the changes noted affect the development of the area. The Local Plan is a land use planning document, which aims to guide new development to sustainable locations in the District. The Local Planning Authority is also required to keep the Local Plan as up to date as possible in the light of changing circumstances including revised national guidance.
- 1.2 The Carlisle District Local Plan which was adopted in September 1997 covers the period 1996 to 2006, and in order to reflect changing planning policy a Review has been undertaken which rolls the Plan forward to 2016. This Plan replaces the adopted Plan of 1997.

Format of the Local Plan Review

- 1.3 Fundamental changes to the Development Plan system were published by the Government in its 2001 Green Paper. Following this, in July 2002 it was announced that proposals for the review and reform of national planning guidance and the Development Plan system would proceed.
- 1.4 Local plans are to be replaced by Local Development Frameworks containing Local Development Documents (LDDs). The LDDs must include a core strategy, site specific allocations of land and a Proposals Map, and must be subject to community consultation. These reforms of the Development Plan system are introduced in the Planning and Compulsory Purchase Act 2004. All documents to be produced by the City Council are listed in the Local Development Scheme, including this Local Plan.
- 1.5 The structure of the Local Plan Review was influenced by the new style Development Plan Documents and this is a transitional document. The intention is that the Spatial Strategy (Chapter 2), will be transferable to the new core strategy which will form a central part of the LDF.
- 1.6 This Local Plan will be 'saved' for a period of three years from adoption. Other Local Development Documents will be prepared to supersede this plan if the plan cannot be saved for a longer period, taking forward the policies of this plan.
- 1.7 The Plan is divided into four parts. The general strategy and broad development principles are contained in Chapter 2. Core Development Policies which will guide all development are outlined in Chapter 3. Five chapters then cover detailed policies and proposals for subject areas, dealing with particular types of development. Chapter 9 gives details of implementation, resources and monitoring of the Plan.

Planning Context

- 1.8 Carlisle District is the northernmost District in the County of Cumbria adjoining Scotland and is an important sub-regional centre for business, shopping and tourism. It is strategically located on the main west coast communications route. The City of Carlisle is sited at a major bridging point of the River Eden at the western end of the route through the Tyne gap from Newcastle. The District covers 103,174 hectares (398 square miles) and has attractive varied scenery which includes two Areas of Outstanding Natural Beauty, the Solway Coast and North Pennines and the river valleys of the Eden, Petteril, Caldew and Lyne. Hadrian's Wall, a World Heritage Site, crosses the District from Burgh by Sands in the west to Gilsland in the east and is followed along most of its route by the Hadrian's Wall Path, a national trail. In addition, the Northumberland National Park borders the district to the north east.
- 1.9 The population of the District fell marginally in 2001 to 100,739, of which almost 75% live in Carlisle. A further 7% of the District's population live in the Key Service Centres of Brampton and Longtown, with the rest in the sparsely populated rural area.
- 1.10 The District provides almost 47,000 jobs and has an expanding sub-regional role with a regional investment site at Kingmoor Park in the north of the City. Employment in the transport/storage and construction sectors is expanding whilst manufacturing is declining. The service sector is still the largest employer, including finance, health and Local Government.
- 1.11 The regional context for the Plan is contained in the Regional Spatial Strategy (Regional Planning Guidance for the North West RPG 13) published in March 2003. The overriding aim is to promote sustainable patterns of development.
- 1.12 At the sub-regional level the Cumbria and Lake District Joint Structure Plan 2001-2016 provides the context for the Local Plan Review. The Structure Plan provides a broad framework for the preparation of the Local Plan and contains general strategic policies to guide changes in land use. The County Council has also prepared a Minerals and Waste Local Plan.
- 1.13 The Local Plan must conform to the Structure Plan as it applies strategic policy at the local level.

The Preparation Process

- 1.14 Much effort was expended in involving citizens and organisations in the discussion of issues for the Local Plan Review with the distribution of 42,000 leaflets. The Issues Paper of Spring 2003 generated 73 responses and 525 comments. A Statement of Community Participation has been prepared and accompanies the Plan.
- 1.15 Consultation was undertaken on a Deposit Draft version of the Local Plan between the 2nd July and 13th August 2004. Over seven hundred comments

were received during this time. Following consideration of the comments a Redeposit Plan was produced for further consultation.

- 1.16 Consultation was undertaken on the Redeposit draft version of the Local Plan between 8th August and 16th September 2005. A further 300 comments were received. A Revised Redeposit Plan was produced which incorporated technical studies of the Strategic Flood Risk Assessment; Strategic Environmental Assessment; Carlisle Retail Study update 2006; and, the Carlisle Renaissance Development Framework and Movement Strategy. A further period of consultation was undertaken between 22nd September and 3rd November 2006 which resulted in a further 128 comments.
- 1.17 A Public Local Inquiry into outstanding objections to the Local Plan was held between 3rd July and 31st August 2007. The Inspector's report was published on the 7th April 2008. This plan was prepared under transitional arrangements under which the Inspector's Report is binding.
- 1.18 This Local Plan was adopted on 9th September 2008

Chapter 2: Spatial Strategy & Development Principles

The Vision

- 2.1 In 2002 Carlisle City Council after consultation with local residents and businesses produced its Community Strategy 'Carlisle City Vision 2002-2012'. This forms the basis for the Local Plan vision and work since 2002 has developed this vision into a number of key themes, which form the basis for the policies and proposals of this Plan. The Vision in the Community Strategy is as relevant to this Plan now as it was in 2002.
- 2.2 'Carlisle is an attractive, vibrant and historic City, which is well placed to advance as a regional centre.
Our Vision is to ensure a high quality of life for all in both our urban and rural communities.
To do this we will build on the best of our heritage, support our communities and develop a diverse sustainable economy in an active, safe and inviting City.'
- 2.3 The Community Strategy goes a stage further and sets the objective for this Local Plan
1. To promote a sustainable environment
 2. To have planning guidelines in place which are both economically and environmentally sustainable.
- Economic Prosperity and Environmental Sustainability form the key principles for the Spatial Strategy, Core Policies and detailed policies and proposals at the heart of the Local Plan.

The Spatial Context

- 2.4 Carlisle District is the most northerly District in the North West Region with good communications links to Scotland and the North East. Regional Planning Guidance produced in March 2003 recognises the key role that Carlisle performs for Cumbria and the North West. This is summarised in paragraph 3.20 of the Regional Planning Guidance:
- 'Further north in Cumbria, housing provision should be based on meeting local needs and reducing in-migration to the Lake District National Park and its southern and eastern hinterland, and other nationally designated areas. In view of their regeneration needs, the economic development of Carlisle should not be constrained below the level of demand where it can be accommodated within environmental limits. Development within Carlisle and nearby settlements will need to respect their historic character but also their close functional relationships with West Cumbria, Scotland (Glasgow and Edinburgh), and the North East of England, especially Newcastle-upon-Tyne.'*
- 2.5 The Spatial Strategy clearly recognises the importance of the economy and environment to the Carlisle area. The Regional Planning Guidance (RPG13) will be superseded when the submitted draft Regional Spatial Strategy for the North West of England (The North West Plan) is adopted in 2008. It includes Policy CNL2 which indicates sub-regional development priorities for Cumbria, including the

enhancement of Carlisle's role as the sub-regional centre, whilst paying due regard to the historic city centre. Policy SD3 sets out the details for Carlisle to integrate modern development with the historic quality to continue in its role. The North West Development Agency's Economic Strategy supported the designation of a Regional Investment Site at Kingmoor Park in Carlisle to further the regional development of the City.

- 2.6 The Cumbria and Lake District Joint Structure Plan also recognises its importance in its role as a regional centre for business, commerce, shopping, leisure and tourism. This cannot be underestimated with support for the range of employment opportunities and improving transport links. Importantly the Structure Plan recognises the need for housing to sustain the City's economic potential and recognises the potential importance of the redevelopment of Carlisle Airport in contributing to the region's economic regeneration.
- 2.7 The City of Carlisle is recognised as the location for a significant scale of development that should support and enhance its role and increase the overall attractiveness for private investment. It will be important to ensure that growth is co-ordinated and satisfies needs, whilst not adversely affecting the area's cultural heritage and environmental quality. Ensuring that growth is sustainable can have a positive impact on the health of residents by improving quality of life. This will need to be taken into account when considering proposals for growth.
- 2.8 With Carlisle as the focus it is important to sustain the rural area to support and diversify the rural economy. Primarily this will be concentrated on the key service centres of Brampton and Longtown which have important roles in their own right serving the wider community.
- 2.9 The Spatial Context is developed further by Development Principle 1 which sets out the main locations for development during the Plan period concentrating development on the urban area of Carlisle, the settlements of Brampton and Longtown and a number of other settlements to support the rural economy.

A Sustainable Strategy

- 2.10 Sustainable development is the continued theme of the Plan's strategy from the existing Carlisle District Local Plan to this review. The Council has undertaken and updated an Urban Capacity Study which has formed the basis of land allocations in this Plan.
- 2.11 Planning Policy Guidance/Statements continues to stress the Government's intention to work towards ensuring that development and growth are sustainable. This is further supported by publication of the Sustainable Communities Plan. With the development of the Plan Led System, Development Plans in particular have an important role in ensuring that development and growth are sustainable. The County Structure Plan is founded on the principle of ensuring all development is sustainable in the long term. The Carlisle District Local Plan and its predecessors emphasised the importance of protecting both the built and natural environments and directed development to existing developed areas wherever possible. These aims form the basis for the Sustainable Strategy for this Plan.

- 2.12 The Sustainable Strategy for Carlisle District gives a high priority to the conservation of its scenic beauty, natural resources and the quality of the built environment through protection from inappropriate development, as outlined in the Policies, whilst seeking to meet economic and commercial, housing and other needs of the population.
- 2.13 The main objective of this Local Plan is therefore to continue to make the best use of the existing land resource by maximising the use for development of urban land, especially where it is vacant, derelict or contaminated, and protecting the open countryside from development that does not need to be located there, and open land of importance in urban areas.
- 2.14 The main aims of the Sustainable Strategy are:
1. to develop Carlisle's sub-regional role for employment, shopping leisure and services without making excessive demands on resources or being incompatible with the environment in which we live; and
 2. to balance the need for economic growth with the need to protect and enhance the quality of the environment; and
 3. to meet local housing needs; and
 4. to resolve conflict between pressure for an improved transport network, and the need to encourage a reduction in vehicular movements within and around the City; and
 5. to encourage appropriate forms of tourism development and rural enterprise; and
 6. to promote opportunities for the rural area to create job opportunities and maintain local facilities; and
 7. to minimise the dangers of pollution without obstructing economic growth; and
 8. to avoid harm to the health of residents.
- 2.15 The achievement of these aims is vital if a sound economy and safe healthy environment is to be passed on to the next generation. The land use planning system will be the main mechanism to achieve the above aims and objectives, through the following measures:
1. allocating sufficient land to meet employment, housing and other needs of the population, primarily within the existing built up area focussing on previously developed land;
 2. integrating land use and transport planning to improve transport efficiency, reduce the need to travel, encourage greater use of public transport and encourage cycling and walking;
 3. local partnerships, with the City Council setting objectives and targets, and involving the local community in determining local priorities, including affordable housing, and environmental priorities, and providing opportunities for practical action;
 4. environmental assessment of all major development projects that are likely to have significant environmental effects;
 5. monitoring the effectiveness of planning policies in delivering the objectives of sustainable development;
 6. promotion of environmental protection and enhancement, including measures to protect, replace, if lost or damaged and enhance public open space and wildlife habitats, and pursuing such measures as recycling initiatives.

Other Strategies

- 2.16 The City Council is responsible for preparing a number of other strategies that relate to the Development Plan. The main ones are the Council's Corporate Plan which focuses the Council's resources and the Housing Strategy. The County Council is responsible for the Local Transport Plan which has land use implications throughout the County.
- 2.17 The Corporate Plan has been reviewed setting a clearer focus for corporate priorities to achieve the needs of the District. The two main priorities are Cleaner, Greener and Safer and Developing Carlisle as a Learning City. The first priority is carried through many of the policies in this plan, the second one of these priorities is to develop the theme of 'A learning City' which is part of the City Vision to Improve Carlisle's Image. Whilst the City Council is not an education provider the implications of changes to the provision of secondary, higher and further education impact upon the Council's services and the use of land. The Strategy of the Local Plan will enable Carlisle to develop as a learning City and policies have been developed in line with this priority.

Carlisle Renaissance

- 2.18 The floods of 2005 focussed attention on the need and potential for a comprehensive programme of regeneration in Carlisle. From the resulting devastation came a determination to address the significant economic and social challenges while transforming the physical character and infrastructure of targeted 'transformational areas'. This agenda for regeneration must be considered as a process, an approach to thinking and working within Carlisle City Council, its employees, services, activities and methodologies.
- 2.19 The remit for Carlisle Renaissance is contained within six key objectives:
- Establish Carlisle as a Learning City, geared towards meeting the future needs of the economy, where educational attainment is consistently improved, with an expanded higher education sector and a focus on fostering entrepreneurialism.
 - Strengthen the City's economic base by stimulating investment in higher value added business, new business creation and establishing sustainable growth clusters.
 - Maximise the potential of Carlisle as a major destination for leisure and business tourism with a high quality tourism infrastructure and a range of cultural and leisure activities that build on the City's unique heritage, environmental qualities and geographic location.
 - Create sustainable communities, particularly in areas of multiple deprivation, that are part of Carlisle's renaissance, capable of accessing new opportunities in education, training and employment and able to secure tangible improvements in local housing, health, sport and other services.
 - Expand the City Centre, orienting it to the south and west, introduce new high quality mixed-use development with improved public realm and create a vibrant waterfront environment.
 - Improve movement into and around the City for all modes of transport and promote sustainable development that reduces dependence on car travel.

- 2.20 The Council's Housing Strategy has recently been updated. With the transfer of Housing Stock from the Council to Carlisle Housing Association the strategic role for Housing has changed within the Council. The focus of the Housing Strategy is changing from one of supporting Registered Social Landlords to one of encompassing the whole housing market to provide for the needs of all local people. Close working between the Council's Planning and Housing Officers has resulted in changes to the Housing Policies particularly affecting affordability issues. The Housing Strategy focuses on three themes, Supporting Homeless and other Vulnerable People; Decent Homes (including Empty Properties) and Affordability, and Balancing the Housing Market. These are supported through policies in this plan.
- 2.21 Cumbria County Council is responsible for producing the Local Transport Plan (LTP). Land use planning and transport are closely integrated to ensure that land use changes can be accommodated on the road network and access is achieved for all travellers. The LTP is also under review and deals with long term transport planning including the provision of the Carlisle Northern Development Route, a key transportation link for Carlisle and the West Coast of Cumbria. The Local Transport Plan will also consider the need to improve the existing road network dealing with congestion and providing alternatives to the use of the car. The consultation version of the LTP included reference to a Southern Environmental Route around Carlisle to relieve congestion in the City Centre.
- 2.22 The Council has played an important role in developing in Partnership the Management Plans for both Areas of Outstanding Natural Beauty. The statutory management plans set out a number of issues and actions to be achieved in order to maintain or improve the high quality landscape within and surrounding the district. These do not only cover land use issues but other issues affecting the way people live, work in and enjoy the AONB.

Strategic Flood Risk Assessment

- 2.23 Following guidance in PPG25 Development and Flood Risk the assessment considers the plan area and the likely affects of proposals on flooding at a strategic area level not on an individual site by site basis. It is a stage 1 assessment and identifies areas where additional work may be needed.
- 2.24 The report is based on post flood data and is therefore the most accurate but does not take into account the affect of any new defences as these are still in the engineering or design stages and not operational. The assessment considers the relevant policies and each of the allocations for development. The study highlights seven areas where allocations are in conflict with flood risk.

Strategic Environmental Assessment (SEA)

- 2.25 The SEA report contains a number of recommendations as mitigation measures which reference particular policies within the plan. Many of the measures required can be resolved by the plan, involving some cross-referencing where appropriate. However, it is intended that the plan should be read as a whole and that all relevant policies should be taken into account when assessing any proposals for development. In particular all Core Development Policies should be considered as well as those policies relevant to specific proposals.

Development Principles

POLICY DP1 Sustainable Development Locations

All proposals for development will be assessed against their ability to promote sustainable development. Proposals will be considered favourably in the following locations, provided they are in scale with their location and consistent with other Policies of this Local Plan.

Urban Area	City of Carlisle	
Key Service Centres	Brampton Longtown	
Local Service Centres	Burgh by Sands Castle Carrock Cummersdale Cumwhinton Dalston Gilsland Great Corby Great Orton Hallbankgate Hayton	Heads Nook Houghton Irthington Raughton Head Rockcliffe Scotby Smithfield Thurstonfield Warwick Bridge Wetheral

Proposals for development within these locations will be assessed on the basis of the need for development to be in the location specified.

Within the Urban Area proposals for retail, office and leisure developments will be subject to a sequential approach which requires that locations are considered as follows: firstly within the City Centres; secondly edge-of-centre locations; and thirdly the remainder of the urban area.

Proposals for residential development will be considered against the need to give priority to the reuse of previously developed land, with particular emphasis on vacant and derelict sites and buildings.

Settlement Boundaries have been established on the Proposals Map to recognise the extent of built development or where planning permission already exists to judge proposals for development and are not indicative of land ownership.

Outside these locations development will be assessed against the need to be in the location specified.

2.26 In order to ensure a Sustainable Strategy is pursued, development will be focused on those locations which provide alternative opportunities for transport. The main location for the majority of development will be Carlisle not only because of the ability to cater for alternative forms of transport, but also

pursuant of its designation as a sub-regional centre. Carlisle will be the prime location for employment and residential development during the Plan period.

- 2.27 The focus for new development proposals should be the urban area of Carlisle, with limited rural development. Proposals for retail, office and leisure development will be assessed against the sequential approach, concentrating on the City Centre as the prime location in accordance with guidance provided by PPS6. Proposals for residential development will be considered in accordance with advice in PPS3 which indicates that the priority for development should be previously developed land. Where large scale development is not feasible within the urban area a sustainable urban extension, such as that proposed for Morton, provides an opportunity for efficient use of land and infrastructure resources.
- 2.28 The approach to development and the list of service centres referred to in this policy must take account of effective flood management. During the review of this Plan, local rivers flooded parts of Carlisle and the surrounding rural area. Many brownfield sites within the City are within flood zone 3 of PPS25. This also applies to the rural area where Low Crosby in particular has been omitted from the list of Local Service Centres due to flood risk
- 2.29 Outside the urban area Brampton and Longtown have been identified as two key service centres. These centres provide the focus for rural service provision. Development will be focused on these centres to help maintain and boost the service development for their catchment population.
- 2.30 Throughout the remainder of the rural area development will be focused on a small number of villages to support local services, these are referred to as Local Service Centres. These villages already have facilities and could accommodate further development of an appropriate scale during the Plan period. The villages selected in the policy already contain key facilities including a school and/or post office/shop and these are vital to rural residents. Development will be focussed on those locations to sustain existing services to enable some journeys to be undertaken without the need for the use of a car.
- 2.31 Settlement boundaries have been defined on the Inset Maps for each of the above locations. The settlement boundaries are tightly drawn to limit development and reflect the extent of existing development. They are not intended to reflect land ownership or garden boundaries and do not restrict permitted development rights where ownership crosses the boundary.

POLICY DP2 Regeneration

Proposals will be developed for the regeneration of the economic, social and environmental capital of the District as follows:

Within the urban area of Carlisle, proposals will be developed in conjunction with Carlisle Renaissance, concentrated in the following three areas of the City:

- Rickergate;
- Viaduct Estate Road/Caldew Riverside;
- The Citadel Area.

Detailed briefs will be prepared for these three areas.

Further areas for regeneration outside of the Carlisle Renaissance Core Study Area are:

- Raffles;
- Carlisle South.

Outside the urban area:

- Longtown

In the St Nicholas/Botchergate South area of the City an Area Action Plan will be developed to explore the long-term regeneration potential of this area and integrated into the Local Development Framework.

- 2.32 Regeneration has been an important dimension to Carlisle sustaining its current sub-regional role with major schemes, such as The Lanes Shopping Centre and Kingmoor Park Regional Investment Site. Previous schemes have included housing renewal schemes in parts of Carlisle.
- 2.33 Recent schemes have focussed on heritage with Heritage Economic Regeneration Schemes in the City Centre and Longtown. In addition the Market Town Initiative project at Longtown and surrounding parishes has focussed on regenerating the rural economy, post Foot and Mouth which had a major impact on local people. This is being supported through some proposals in the Local Plan.
- 2.34 The City Council has a number of schemes currently underway which will come into operation during the Plan period. The redevelopment of Raffles after clearance of over 500 houses is underway, the 'Raffles Vision' having been prepared (outwith the Council) in partnership with the community also includes community, leisure and health/well-being improvements for the area. The Sure Start programme in Carlisle South is an initial phase of future activity for regeneration within the wards of Botcherby, Currock, Harraby and Upperby. An overall scheme will be developed during the Plan period. Additional areas will be considered as necessary during the Plan period.
- 2.35 Since the floods of January 2005 the requirement for regeneration work has focussed attention on those areas worst affected by the floods. As well as residential areas within the district, The Willowholme/Caldewgate/ Shaddongate

area and the Rickergate areas were flooded affecting Carlisle's economic, civic and emergency services. Redevelopment plans for these areas will be progressed during the early stages of this plan's implementation.

- 2.36 Carlisle Renaissance is a partnership approach to taking forward regeneration of Carlisle following the floods. Three central areas within Carlisle have been identified for transformational redevelopment. The approach to these sites and benefits from their redevelopment will be spread out district wide. Detailed briefs will be prepared for these areas. In the Rickergate area the driver will be retail building upon the strong retail role the city centre already performs. There will be the opportunity for a mix of uses including offices, hotel and residential development. The site's prominence when approaching the City Centre from the north will need to be taken into account in any design.

- 2.37 Viaduct Estate Road hosts a mix of uses on the western fringes of the City Centre. The area is underutilised and provides opportunity to re-examine the long-term use of the area. A key site for access to the city centre from the west it also hosts a significant backdrop of the Cathedral and West Walls. A mix of uses would be appropriate including an office-led development including elements of residential and retail use along with the potential for the University of Cumbria headquarters and associated uses.

- 2.38 The Citadel area already contains a mix of City Centre uses. Varying land levels and older buildings provide the opportunity for reconfiguration of land uses. Proposals for city centre uses will be considered along with the enhancement of the public realm and transport proposals.

- 2.39 In the Raffles area residential development will be the main driver of regeneration supported by environmental improvements and community facilities. In Carlisle South a combination of residential improvements and redevelopment, increasing employment opportunities and environmental improvements will be developed to address local needs. In Longtown the Longtown Market Town Initiative action plan will be supported where this addresses local needs.

POLICY DP3 Carlisle Airport

Proposals for development at Carlisle Airport will be supported where they are related to airport activities and in scale with the existing infrastructure and minimise any adverse impact on the surrounding environment. Proposals for larger scale redevelopment to facilitate an improved commercial operation will have to take into account the impact of development on uses outside the perimeter of the airport including nature conservation interests, the historic environment including Hadrian's Wall World Heritage Site and its Buffer Zone, the existing highway network and road safety. A strategic employment site has been allocated in Proposal EC22.

- 2.40 A draft development brief was prepared in 1999 to look at the future requirements for airport and related development. Since the preparation of the brief the airport has transferred ownership from the City Council. In addition, the Department of Transport has undertaken a national consultation on the future of

air transportation. This was followed by the publication of the Aviation White Paper which states about Carlisle Airport:

"8.24. Although Carlisle is not currently a significant commercial airport, it has had commercial services in the past and plans have been put forward to invest in the airport with a view to providing new commercial flights serving Cumbria and the southern parts of Dumfries and Galloway and the Scottish Borders Services from Carlisle Airport would assist economic growth in the areas within its potential catchment and in particular would improve access for high spending in bound tourists to the Lake District and the South West of Scotland".

It is recognised that the development of Carlisle Airport has the potential for supporting economic development throughout the region.

- 2.41 An Environmental Impact Assessment will be required for major development proposals at the Airport consistent with the requirements of the EIA Regulations. Consultation with United Utilities will also be necessary regarding the ability of the Irthing sewerage infrastructure and sewage treatment works to receive additional flows.

POLICY DP4 Carlisle Racecourse

Proposals for development at Carlisle Racecourse will be favourably considered where they enhance the existing sporting, economic, recreation and tourism function of the racecourse. Proposals for redevelopment will be judged against their impact on the surrounding environment, highways and road safety and other policies of this Plan. Enabling development will be considered where this would improve the existing operation of the racecourse.

- 2.42 Specifically a site at the northern end of the racecourse has been identified for housing development. This will enable the relocation of stables and jockey facilities to meet standards and improve safety at the racecourse and on adjacent roads.
- 2.43 The racecourse is an important economic asset for the City and as such the Council will support its operational role through this policy.

POLICY DP5 Trunk Roads

Major development proposals will be assessed against their impact on the safe and efficient operation of the trunk road network.

Land will be safeguarded for the Highways Agency road scheme, the M6/A74 extension (Junction 44 - Guardsmill).

- 2.44 The Highways Agency is the executive agency responsible for trunk roads and the majority of the motorway network. It will be important to engage with the Agency at an early stage where transport assessments are required as part of proposals for development to ensure that safe operation of the Trunk Road Network is not compromised. For example, the cross country route of the A69 is important not only for east-west access but also for the implementation of Hadrian's Wall Transport Strategy.
- 2.45 The Highways Agency is the responsible Authority for this motorway scheme, which also forms part of the Transport Policy T24 of the Cumbria and Lake District Joint Structure Plan.
- 2.46 The Highways Agency has undertaken consultation on the most appropriate route and environmental assessment work is underway. An All Purpose Route (APR) will be created for non-motorway traffic and this policy will also safeguard this route in order not to prejudice the overall scheme.

POLICY DP6 Carlisle Northern Development Route

The line of the proposed Carlisle Northern Development Route will be protected.

- 2.47 The proposed Carlisle Northern Development Route (CNDR) is included within Policy T29 of the Cumbria and Lake District Joint Structure Plan. It is intended that the scheme will be implemented during the early part of the Plan period. The route has already got planning permission and an Inquiry into Highway Orders has been held. The line of the route is shown on the Proposals Map.
- 2.48 The road will provide the primary route from the A595 road at Newby West on the south western outskirts of the urban area, to the M6 motorway at Junction 44 on the northern fringes of the City. The CNDR will also provide access to planned industrial development to the north of the City. The route crosses through the Regional Investment Site of Kingmoor Park before crossing the rural fringes of Carlisle with a new bridge crossing over the River Eden. The mixed nature of the route means that the CNDR will not form the development boundary for Carlisle.
- 2.49 The CNDR will reduce traffic congestion within the centre of Carlisle, particularly traffic from the Caldewgate and Stanwix Bank areas where air quality is at its worst. An assessment of traffic patterns and flows following implementation of the route may provide the opportunity for improvements for alternative forms of transport, as well as improving the pedestrian environment. Initial options are being investigated arising from the work of Carlisle Renaissance in connection with the historic core area.

POLICY DP7 European Natura 2000 Sites

Except where there are imperative reasons of overriding public interest, proposals that would have an impact on a European Natura 2000 site* will not be permitted unless it can be objectively demonstrated that they would be unlikely to have a significant adverse effect, either alone or in combination with other plans or projects.

*For the purposes of this policy European Natura 2000 sites include Ramsar sites and provisional SPAs.

2.50 There is a range of sites of European nature conservation importance, recognised by European Directives and the British Habitats Regulations, within or close to the District. These include Special Areas of Conservation, Special Protection Areas, and Ramsar sites. These sites are shown on Plan 1 and their boundaries (where within the District) are shown in detail on the Proposals Map.

2.51 In accordance with the Habitats Regulations, an 'Appropriate Assessment' has been carried out. Some of the more remote sites were 'scoped out' at an early stage, as being unlikely to be adversely affected by development impacts. However, the Appropriate Assessment indicated that development within the district might have effects on some of the sites, particularly in the form of

- water pollution;
- pollution caused by through deposition of airborne pollutants; and/or
- disturbance caused, for example, by recreational activity of a growing population.

These factors will be considered in determining planning applications for development which might have significant effects on any site or sites (which could apply to development relatively remote from them).

POLICY DP8 University Development

Proposals for the expansion of University education in Carlisle will be acceptable providing that:

1. it is of a scale that reflects the surrounding area; or
2. it results in the refurbishment of a vacant building; and
3. does not detract from the amenity and quality of the surrounding environment; and
4. satisfactory access can be achieved.

2.52 For a number of years degree level education in Carlisle was offered by St Martin's College, Cumbria Institute of the Arts and the University of Northumbria (latterly replaced by the University of Central Lancashire). A review of the education offered has led to the evolution of a new University of Cumbria opening its doors in September 2007. Its headquarters are to be established in

Carlisle and will require new buildings to accommodate offices and an administration centre for its operations. In addition the university is looking to strengthen the further education offer across Cumbria resulting in higher student numbers and improved facilities within Carlisle. Work is progressing alongside Carlisle Renaissance and other education priorities to turn Carlisle into a model Learning City.

POLICY DP9 Areas of Outstanding Natural Beauty

Within the North Pennines and Solway Coast Areas of Outstanding Natural Beauty, and their settings, permission will not be given for development that would harm the special characteristics and landscape quality of the areas. Development proposals must conserve or enhance the natural beauty of the areas, including scenic qualities, landform, ecology, geology, cultural interests, and the historic environment, so that these qualities can be enjoyed by present and future generations.

Major development of a national scale will only be permitted in exceptional circumstances where it can be demonstrated to be in the public interest. Development required to meet local infrastructure needs which cannot be located anywhere else will be permitted provided it is sited to minimise environmental impact and meet high standards of design.

- 2.53 Areas of Outstanding Natural Beauty (AONBs) are unique and irreplaceable national assets and together with National Parks represent the County's finest landscapes. The primary purpose of AONB designation is to conserve and enhance natural beauty (Sections 82, 85 and 87 of the Countryside and Rights of Way Act 2000). In pursuing the primary purpose, account should be taken of the needs of agriculture, forestry, other rural industries, and of the economic and social needs of local communities. Sustainable forms of social and economic development that conserve and enhance the environment will be supported and promoted.
- 2.54 Countryside Agency guidance on AONBs, (publication CA24) confirms that natural beauty is more than just the look of the landscape, but includes 'landform, geology, plants and animals, landscape features and the rich history of human settlement over the centuries.'
- 2.55 The CRoW Act 2000 consolidates and strengthens earlier legislation on AONBs and for the first time places a statutory duty on Local Authorities to prepare AONB management plans. These have been prepared by AONB staff units with guidance from local authority steering groups. Management plans have been adopted for both the North Pennines and the Solway Coast AONBs. In addition there are two adopted SPG's for the North Pennines AONB, the 'Agricultural Design Guide', and 'Good Practice in the Design, Adaptation and Maintenance of Buildings'. The City Council has also adopted a Countryside Design Summary which covers the rural area of the whole District and which gives advice on the design of new development in the countryside.
- 2.56 The provision of recreation is not a statutory purpose of the designation of AONBs. However, because of the particular and diverse attractiveness of the

two AONBs within Carlisle District, they are often popular destinations for visitors to the countryside. The demand for recreation will therefore be met so far as this is consistent with the conservation of the natural beauty of the area, and the needs of agriculture, forestry and other relevant uses. The safeguarding of agriculture and existing rural industries in order to ensure the economic and social well being of rural communities is essential.

- 2.57 Regional Planning Guidance for the North West states that Local Planning Authorities will provide the strongest levels of protection for the north west's finest landscapes and areas of international and national importance, and their settings.
- 2.58 The boundary of the AONB should not be regarded as a sharp barrier between the landscape and wildlife values within, and the rest of the countryside outside. This policy therefore also applies to the settings of the two AONBs, and development within these settings which would be contrary to this policy will not be permitted.
- 2.59 The following paragraphs define the special characteristics of the two AONBs which lie partially within the boundaries of Carlisle District. When assessing the level of impact of a proposal, the individual and cumulative effect of the development or land use change on these special characteristics will be taken into account.
- 2.60 The Solway Coast AONB was designated in 1964, and lies within the boundaries of both Carlisle District and the adjoining Allerdale Borough Council. Within Carlisle District it extends from Rockcliffe Marsh in the north to Burgh Marsh in the south with the Solway Estuary dividing the two. The villages of Boustead Hill, Burgh by Sands, Dykesfield and Beaumont lie within the AONB and the western end of Hadrian's Wall Military Zone (a World Heritage Site) passes along the southern boundary.
- 2.61 The AONB supports a wide variety of bird life and is partly covered by the Upper Solway Flats and Marshes SSSI. This area is also included in the list of Wetlands of International Importance under the Ramsar Convention, and is designated under the terms of the European Community Directive on the Conservation of Wild Birds as a Special Protection Area, and under the European Habitats Directive as a Special Area of Conservation (SAC). The aim of these designations is to promote the conservation of the site and to avoid deterioration of the habitats or disturbance of the species for which the area has been designated. SPA's and SAC's form part of a network of internationally important wildlife sites within the European Union which is known as Natura 2000.
- 2.62 The AONBs special character is derived from the distinctive landscape of open salt marsh and mud flats of the Solway Estuary, together with the coastal margin of flat agricultural land giving extensive views across to Scotland. The marshes are characterised by closely grazed turf bisected by a maze of creeks and channels in a dendritic pattern. They are essentially open except for patches of scrub and gorse, and sheep and cattle wander freely across them. The prolific bird life on the marshes is also an integral part of their character. Further inland are a number of settlements and isolated farms connected by a network of

minor roads. Vernacular buildings using stone, slate, cobbles, brick and clay are attractive features in the landscape. Tree cover is generally scarce, although small copses associated with farms or churches are found further inland. Fields are generally divided by sparse hedgerows with scattered hedgerow trees.

- 2.63 Although the landscape has largely remained unchanged by new development, there are a number of intrusive features, such as electricity pylons and the Chapelcross Power Station, which lie outside the boundary of the AONB but detract from its landscape character. When assessing applications for development, the Council will have regard to the intrinsic quality of the landscape and its openness, importance for wildlife and high number of vernacular buildings.
- 2.64 The North Pennines AONB is the largest in England and was designated in 1988. It lies within the boundaries of 9 County and District Councils. Within Carlisle District the AONB extends from Midgeholme in the north east to Cumrew in the south west, and is largely comprised of Geltsdale and Tindale Fells with a number of isolated villages skirting the northern and western boundary. The western escarpment of the Pennines forms a prominent landscape feature, visible from a wide area.
- 2.65 The special landscape character of the AONB is derived from extensive moorland areas dissected by wooded valleys. Along the River Gelt in particular are a number of designated ancient woodlands. However, it is the moorland which gives rise to the wilderness image of the area, being interspersed with disused mines and quarries. Scattered farmsteads occur along the northern and western edge of the AONB. On the lower ground, field boundaries generally consist of hedges with some fencing, which higher up give way to stone walls. On a clear day there are extensive views from the north western edge of the AONB across to the Bewcastle Fells in the north and the Solway Firth in the west.
- 2.66 The AONB is important for a range of bird life and is partly covered by the Geltsdale Fells SSSI. In addition it is also classified as a Special Protection Area (SPA) under the EC Birds Directive. This designation aims to promote the conservation of the site and to avoid deterioration of the habitats or disturbance of the species for which the area has been designated. SPA's form part of a network of internationally important wildlife sites within the European Union which is known as Natura 2000.
- 2.67 When assessing applications for development, the Council will have regard to special landscape qualities of the area including its wilderness image, extensive moorland and wooded valleys. In addition, the nature conservation interest of the area will be fully taken into account.
- 2.68 Small scale developments to meet the social and economic needs of local communities will be acceptable in the AONBs. Such developments might include rural diversification schemes, housing and local industry. Generally, such development should be located within or immediately adjacent to settlements. Development should not detract from the landscape and should be of a high standard of design, construction and landscaping, and be in sympathy with the architecture and landscape character of the area. Provision of local needs housing is likely to be particularly important.

POLICY DP10 Landscapes of County Importance

Within Landscapes of County Importance, permission will only be given for development provided that:

1. there is no detrimental impact on the distinctive landscape character and features of the area; and
2. the proposal preserves or enhances the special features and character of the particular landscape within which it is to be sited.

Development required to meet local infrastructure needs which can not be located elsewhere will be permitted provided it is sited to minimise environmental impact and meet high standards of design.

- 2.69 The Structure Plan defines Landscapes of County Importance, which are of importance for their particular topographical, visual, cultural or historical characteristics. Many of the areas also contain important habitats for wildlife. They are an intermediate classification of landscape between Areas of Outstanding Natural Beauty and the rest of the countryside, and are considered to be of particular importance to the County.
- 2.70 The submitted draft Regional Spatial Strategy for the North West refers to landscape character in Policy EM1. It stresses the need for Local Planning Authorities, through their plans and policies, to conserve and enhance landscapes and their settings which are of regional and sub-regional importance, but not covered by national designations.
- 2.71 The aim of this policy is to maintain the distinctive character of landscapes of county importance by preventing development which would harm that character. When assessing applications for development, the City Council will have regard to whether the overall character and the distinctive features of the area would be harmed. New development should respect local distinctiveness, and where feasible enhance the landscape. Where possible, features essential to the distinctive character of the landscape should be retained. However, a development proposal that would result in the loss of some local element of the landscape, such as field boundaries or trees, may be judged to be acceptable, provided such a loss, either individually or cumulatively, would not damage the character of the wider area, and adequate mitigatory measures are provided.
- 2.72 A character based approach will be used when assessing development proposals in Landscapes of County Importance. The local planning authority is committed to carrying out detailed local landscape character assessment work to inform both policy and decision making. This requires an assessment of the effect of the proposed development on the character and distinctive features of the particular landscape. PPS7 Sustainable Development in Rural Areas states that such an approach should help in accommodating necessary change without sacrificing local character. It can also help to ensure that development respects or enhances the distinctive character of the land and the built environment. Detailed descriptions of the different landscape types within the

Landscapes of County Importance (ridge and valley, main valleys and open moorlands) are contained within Technical Paper 5 of the Structure Plan – Landscape Character.

- 2.73 Small scale development such as rural diversification schemes, local industry and housing to accommodate the social and economic needs of local communities will generally be acceptable within areas designated as Landscapes of County Importance. Such development should be located within or immediately adjacent to settlements, farmsteads or other groups of buildings, and should not detract from the distinctive character of the landscapes.
- 2.74 There are four areas of Landscape of County Importance within Carlisle District, within which there are six landscape types as follows:
1. the Eden Gorge is a strong linear landscape feature. The river is predominantly bordered by broadleaved woodland, and in places cuts through a steep sandstone gorge. This area is particularly important for its wildlife significance, and together with its tributaries, has been designated as a SSSI by English Nature. The river valley is partly bordered to the west by the Carlisle to Settle railway line which is designated as a conservation area.
 2. the area to the north west and west of the North Pennines AONB is important for its historic character and variety of attractive features. It has a rolling topography with prominent knolls and ridges, especially around Brampton, and a number of significant woodlands. There is also an important area of parkland at Great Corby which is on the Register of Historic Parks and Gardens compiled by English Heritage.
 3. To the north of the North Pennines AONB is an area of foothills consisting of high, rolling farmland, with a general feeling of remoteness. Much of this landscape is open in nature and where field boundaries exist, they are generally poor hedgerows or stone walls. There are a number of conifer plantations, the most northerly of which (Denton Fell), together with the surrounding area, has the nature of a high plateau with impressive views over the Irthing Valley.
 4. The Irthing Valley and Hadrian's Wall run parallel to one another. The international significance of Hadrian's Wall and its setting is recognised by its designation as a World Heritage Site. The Wall follows a prominent ridge running westwards from Birdoswald to Banks, from which there are fine views over the Irthing Valley to the North Pennines. West of Banks the valley widens out and the landscape has a softer appearance with old trees, woodland and hedgerows more frequent than walls. The River Irthing flows through deep wooded valleys and gorges. Agricultural land on either side is grazed and partly improved, and field boundaries mainly consist of stone walls.
 5. The central area of the Bewcastle Fells is an open landscape rising to 500m OD in the east. The landscape here ranges from undulating improved pasture to unimproved and unfenced moorland, and generates a feeling of remoteness. Some of the more sheltered valleys host deciduous woodland. Historical features are present around Bewcastle.
 6. Part of the north western boundary of the District between Kershopefoot and Longtown forms an attractive valley through which the Liddel runs. Extensive

areas of conifer plantation on both sides define the edge of the valley, whilst lower down is mostly rough grazing with scattered cottages and irregular fields. The river itself runs through a rocky gorge frequently bordered by woodland.

Chapter 3: Core Development Policies

POLICY CP1 Landscape Character

Proposals for development in the rural area must seek to conserve and enhance the special features and diversity of the different landscape character areas.

Development will be considered appropriate to the character of the landscape provided the proposal has regard to and conserves:

- the landform and natural patterns of drainage;
- the pattern of trees and woodland;
- the habitats of species of importance for wildlife;
- the pattern and composition of field boundaries;
- the pattern of historic landscape features;
- the pattern and distribution of settlements

- 3.1 Some of Carlisle's countryside is covered by AONB or County Landscape designations. The Rural White Paper in 1995 set out the Government's objectives for enhancing the wider countryside by conserving its natural assets and maintaining its diversity of character. The former Countryside Agency's Countryside Character Programme built on this theme and provided a comprehensive and consistent analysis of the character of the English Countryside. The programme recognised three broad landscape character areas in the District: the Solway Basin, the Eden Valley, and Border Mires and Forests.
- 3.2 The Landscape Character Technical Paper 5 (Cumbria County Council) examined the landscape in more detail and recognised a number of different character types, largely based on the appearance of the landscape. The major types applicable in Carlisle District are:
- Estuary and Marsh
 - Coastal Margins;
 - Lowlands;
 - Intermediate Land;
 - Main Valleys;
 - Sandstone Ridge;
 - Drumlins;
 - Upland Fringe;
 - Fells and Scarps;
 - Intermediate Moorland and Plateaux.
- 3.3 A Landscape Character Supplementary Planning Document is to be prepared to give further guidance in relation to this policy. Key attributes and features that make a particular contribution to the character of each landscape area and type and are of importance to the distinctiveness of the locality will be identified. Distinctive landscape features may, for example, include:
- Built features – traditional farmhouses, barns, walls
 - Natural features – hedges, woodlands, hay meadows, species-rich verges, green lanes, wetlands, fells, rivers, valleys
 - Cultural features – settlement patterns, land use, green lanes

- 3.4 A key principle emphasised in PPS9 and the supporting Circular 06/2005 is the maintenance, enhancement, restoration and addition to biodiversity and geological conservation interests in the wider environment and prevention of harm. The network of natural habitats identified as features in the landscape are of value for providing routes and stepping stones for migration, dispersal and exchange of species. Development should create new habitats to expand and link existing areas where possible. A healthy, diversified natural environment provides a quality environment which will attract investment
- 3.5 The landscape of Carlisle District is predominantly rural in character and the Carlisle Urban Fringe Landscape Study sets out the quality and diversity of the different landscape types in the urban fringe. For the remainder of the rural area, detailed descriptions of the different landscape types within the County Landscapes (ridge and valley, main valleys and open moorlands) are contained within Technical Paper 5 of the Structure Plan – Landscape Character. Detrimental change to the landscape can occur progressively through new development. To avoid this, opportunities should be taken through the development process to conserve and enhance landscape character. The overall aim should be to conserve or enrich the different characteristic features which give each landscape type its identity, including the less tangible characteristics such as openness, remoteness and tranquillity. The Local Planning Authority is committed to carrying out detailed, local landscape character assessment work to inform both policy and decision making.
- 3.6 The following documents offer further guidance on assessing the impact of development on landscape character: The Countryside Agency and Scottish Natural Heritage 'Landscape Character Assessment-Guidance for England and Scotland' (2002); The Landscape Institute and Institute for Environmental Management and Assessment 'Guidelines for Landscape and Visual Impact Assessment' 2nd edition (2002).
- 3.7 The countryside is a valuable resource which should be protected for its own sake. Some development will inevitably take place in the countryside where it is essential for agriculture, forestry, tourism or other needs of the rural economy. Therefore the Council will seek to ensure that development does not unacceptably damage local character and where possible enhances the distinctive character of the local area.
- 3.8 The Historic Landscape Characterisation Project, sponsored by English Heritage and co-ordinated by the County Council, when complete, will assist in recognising the historic landscape features of the District. The project provides a picture of the evolution of the landscape through a GIS database and enables cumulative change to be tracked, recognising the visible extant, locally distinct character. The HLC database conveys an understanding of quality and also rarity, which thereby assists decision-making and management of the historic landscape resource.
- 3.9 By taking account of local distinctiveness in preparing development proposals in the countryside the rural environment capital will be safeguarded for the future. The rural environment may have the environmental capacity to accommodate small-scale development without damage to the irreplaceable characteristic species, habitats, historical and landscape features

Policy CP2 Biodiversity

Proposals in both the rural and urban area should not harm the integrity of the biodiversity resource as judged by key nature conservation principles, and proposals should seek to conserve and enhance the biodiversity value of the areas which they affect.

In areas where species protected under national and European legislation are most likely to occur, special account will be given to their presence in the consideration of development proposals.

- 3.10 Throughout the District there are many sites which support important habitats for a variety of species and animals. Many of these sites are designated under the European Habitats Directive as sites of European importance, for example, the River Eden. All European sites are protected by national and international legislation in the form of regulations and directives and are shown on the Proposals Map. In areas where species protected under national and European legislation are most likely to occur, special account will be given to their presence in the consideration of development proposals
- 3.11 Landscape features of major importance for supporting biodiversity are estuary, sand-dune, lowland raised mires, basin mires, unimproved wet grasslands and flushes, upland calcereous grassland, blanket bog, heathland, species rich hay meadows, woodlands, tarns, river corridors, hedgerows, walls and green lanes. Whilst many of these will already be covered by specific designations, there will be others that are not. The features will be retained, managed and enhanced wherever possible through planning conditions and obligations, and management agreements as appropriate.
- 3.12 Key nature conservation principles that will be applied in site protection planning policies will include:
- affording the highest level of protection and management to those resources which are important and which are irreplaceable within the lifetime of the plan;
 - recognising the UK Biodiversity Action Plan, local Biodiversity Action Plans, regional biodiversity targets set out in initiatives defining important habitats and species and associated targets;
 - recognising the need to return damaged key biodiversity resources (habitats and species) to viable levels through appropriate measures;
 - protecting the nature conservation resource by ensuring that there is no net loss in the value of other biodiversity resources in the Plan area;
 - allowing for the effects of climate change on vulnerable habitats and species.
- 3.13 Additionally consideration will be given to the impact of proposals on a set of targets and indicators for biodiversity/sustainability objectives as prepared by the North West Biodiversity Forum. This forum comprises a partnership of statutory authorities, agencies and the voluntary sector, whose recommendations are set within national biodiversity policies that have the status of Government Policy.

POLICY CP3 Trees and Hedges on Development Sites

Proposals for new development should provide for the protection and integration of existing trees and hedges. Where trees and hedges are present, a survey will be required showing the following:

1. the location of existing trees and hedges;
2. the species, age, height and crown spread of each tree;
3. an assessment of the condition of each tree;
4. the location and crown spread of trees on adjacent land which may be affected by the development;
5. existing and proposed changes in ground level.

In order to protect and integrate existing trees and hedges within new development, the City Council will resist proposals which cause unacceptable tree loss, and which do not allow for the successful integration of existing trees identified in the tree survey.

Layouts will be required to provide adequate spacing between existing trees and buildings, taking into account the existing and future size of the trees, and their impact both above and below ground.

The City Council will protect existing trees and woodlands where appropriate, by tree preservation orders, and by the use of planning conditions requiring protective fencing around trees to be retained to prevent site works within their crown spread.

- 3.14 The Town and Country Planning Act places a duty on Local Planning Authorities to ensure, where appropriate, that adequate provision is made for the protection and planting of trees when planning permission is granted, by using planning conditions and making tree preservation orders.
- 3.15 Trees and hedges can make an important contribution to the environment, and are a valuable habitat for wildlife. Hedges in particular can provide wildlife corridors linking different habitats. Visually, trees are attractive in their own right, and also as part of the wider landscape. They are also important to the local climate, and reduce pollution by absorbing carbon dioxide and producing oxygen.
- 3.16 On development sites there will be a presumption in favour of retaining existing trees where they contribute to amenity, and are healthy. Existing trees provide a mature landscape setting for new development and help to integrate new development into the surrounding environment, whether urban or rural.
- 3.17 This policy should be read in conjunction with the adopted Supplementary Planning Guidance note, 'Trees on Development Sites', which gives detailed advice on all aspects of integrating trees with new development. In particular, it sets out measures to be taken to ensure the protection of trees during development.

- 3.18 Tree preservation orders will be used to protect selected trees and woodlands if their removal would have a significant impact on the local environment and its enjoyment by the public. In order to assess amenity, the following key factors will be taken into account:
1. visibility – the extent to which the trees and woodlands can be seen by the general public;
 2. individual impact – an assessment of the size and form of the tree, its future amenity value, its rarity, value as a screen or contribution to a conservation area;
 3. wider impact – the significance of the trees in the local surroundings, taking into account how suitable they are to their particular setting as well of the presence of other trees nearby.

POLICY CP4 Agricultural Land

Permission will not be given for development where it would lead to the loss of the best and most versatile agricultural land, unless:

1. there is an overriding need for the development; and
2. there is insufficient land of a lower grade available; or
3. available lower grade land has a statutory landscape, wildlife, historic or archaeological designation.

- 3.19 The majority of the countryside in the District is in active agricultural use, although there are large tracts of commercial forestry in the north of the Plan area. Changes in agricultural practices and payments brought about by the European Common Agricultural Policy, and the effects of the foot and mouth outbreak in 2001, are leading to a growth in economic diversification schemes relating to farms. Proposals range from farm shops and bed and breakfast enterprises to larger recreational pursuits.
- 3.20 The City Council considers that it is important to encourage the process of diversification in the rural economy, whilst at the same time protecting the landscape for the benefit and enjoyment of the whole rural community and visitors. The draft Soil Strategy for England states that if agricultural land is used for development, and semi natural land reclaimed for agriculture, this could have adverse implications for diversity and quality of soils. It is important to protect enough of the right types of soils from development so that we can meet present and future needs for food and forestry production, ecological habitats and biodiversity, and the protection of our cultural heritage.
- 3.21 RPG Policy on sustainable agriculture makes reference to the need to protect high quality agricultural land. Grades 1, 2 and 3a soils are the best and most versatile for agricultural purposes. Planning Cumbria Policy ST3 which aims to promote sustainable development ensures that agricultural land of a poorer quality should be utilised for development in preference to the best and most versatile agricultural land.
- 3.22 PPS7 Sustainable Development in Rural Areas advises that within the principles of sustainable development, the presence of the best and most versatile agricultural land should be taken into account alongside other sustainability considerations. Where significant development of agricultural land is

unavoidable local planning authorities should seek to use areas of poorer quality land.

- 3.23 The provisional Agricultural Land Classification map suggests there to be a small amount of best and most versatile land in Carlisle District. This emphasises the importance of Grades 1, 2 and 3a land to the agricultural economy of Cumbria.
- 3.24 On the margins of the built up area of Carlisle, detailed investigations have been carried out within the areas where development pressure is considered to be greatest. Despite the pressures for development in these areas, it is considered that the Plan allocates sufficient land to meet anticipated development requirements. Therefore development will not be permitted in these areas during the Plan period unless there is an overriding need, and either there is insufficient land of a lower grade available or the lower grade land available is subject to a statutory landscape, wildlife, historic or archaeological designation, which outweighs the agricultural considerations.
- 3.25 Agricultural land quality will be a consideration for development proposals, as the importance of agriculture in maintaining the landscape and rural economy of the whole of the countryside is recognised. In addition, such land may have a nature conservation value due to lack of intensive improvement involving the application of pesticides and herbicides etc. Where development proposals in other locations involve agricultural land, detailed investigations will be undertaken to ascertain the quality of the land. Where the land is of lower quality, it may still have a special value due to its importance to the land holding concerned, and in these circumstances development will not be permitted.

POLICY CP5 Design

All new development proposals will be assessed against the following design principles. Proposals should:

1. Respond to the local context and the form of surrounding buildings in relation to height, scale and massing, and by making use of appropriate materials and detailing;
2. Take into consideration any important landscape or topographical features and respect local landscape character;
3. Reinforce local architectural features, where appropriate, promoting and respecting local distinctiveness;
4. Ensure all components of the proposal, such as buildings, car parking, access routes, open space and landscaping, are well related to one another to ensure a well integrated, successful and attractive development;
5. Ensure there is no adverse effect on the residential amenity of existing areas, or adjacent land uses, or result in unacceptable standards for future users and occupiers of the development;
6. Ensure the retention and enhancement of existing trees, shrubs, hedges and other wildlife habitats where possible. Where environmental features are lost as a result of the proposal, appropriate mitigation measures should be put in place and on-site replacement of those features will be sought;
7. Include landscaping schemes (both hard and soft) to assist the integration of new development into existing areas and ensure that development on the edge of settlements is fully integrated into its surroundings;
8. Ensure that the necessary services and infrastructure can be incorporated without causing unacceptable harm to retained features;
9. Ensure that the layout and design incorporates adequate space for waste and recycling bin storage and collection.

- 3.26 The City Council believes that good design should be the aim of everyone involved in the development process and is essential to producing attractive, vibrant and sustainable places, in which people want to work, relax and live. These principles will help to ensure that the development itself is not only well designed, but also complements the existing environment. Developments should also seek to encourage a healthy lifestyle through the provision of opportunities for walking and cycling, and safe places to play where these are appropriate.
- 3.27 Applicants will be required to demonstrate how they have taken into account the increased emphasis on design in line with PPS1 and DP3 of RPG13 irrespective of whether the development is that of a major, prominent site or of a more localised nature affecting a particular street, property or group of properties. Any design manual which affects the highway should comply with the County Council's highways standards/guidance.
- 3.28 Consideration must also be given to more detailed and site specific guidance found in supplementary planning documents including the countryside design summary, and parish design statements. In addition the Council will develop Design Codes including ward design statements and more general guides on particular design issues such as the Carlisle Renaissance Urban Design and Public

Realm Framework. Additional informal guidance such as site appraisals or concept statements will be produced and, where appropriate, adopted as supplementary planning documents. The City Council will encourage the production of such guidance and will work in partnership with Parish Councils and other organisations in the preparation of documents where they are not already in place.

- 3.29 In considering criterion 6 the presence of a protected species is a material consideration when considering a development proposal which if carried out would be likely to result in harm to the species or its habitat. The local planning authority will consult with English Nature before granting planning permission on any such proposal and will consider attaching appropriate planning conditions or agreements under which the developer would take steps to secure the protection of the species. The local planning authority will advise the developers that they must confirm with any statutory species protection provision affecting the site concerned.
- 3.30 The inclusion of a landscaping scheme should be treated as an essential consideration in the design process, not an after thought. Landscaping schemes can take two forms: soft landscaping which includes tree and shrub planting, and hard landscaping concerning paving, walls etc. Where appropriate, the Council may require the partial implementation of a landscaping scheme prior to the completion of the development in order to reduce the impact of the construction works on site in the interim period. The proposed development should be situated to reflect the mature growth of species above ground and landscaping schemes should take account of the position of underground services.
- 3.31 In areas where there are no significant local traditions or where positive character elements are lacking, proposals should seek to create a strong and attractive local identity through intelligent and imaginative design.

POLICY CP6 Residential Amenity

The amenity of residential areas will be protected from inappropriate development where that development:

1. is for a use inappropriate for residential areas; and/or
2. is of an unacceptable scale; and/or
3. leads to an unacceptable increase in traffic or noise; and/or
4. is visually intrusive.

- 3.32 Within residential areas it is necessary to prevent development which would be detrimental to the surrounding residential area. There are a number of non-residential uses, such as small local shops, public houses and small businesses that can be accommodated in residential areas without adversely affecting the residential amenity of the area.
- 3.33 There are uses, however, either through the type of use, its scale or because it would generate an unacceptable level of traffic, noise or other adverse effects

such as impact on the safety of residents that would result in an overall loss of amenity. Such development is not acceptable in residential areas and will not be permitted.

POLICY CP7 Use of Traditional Materials

In order to sustain the local environment consideration will be given to locally sourced traditional materials to maintain the local character of buildings and their environment.

Within conservation areas the City Council will seek to ensure that existing traditional materials are reinstated following repairs to roads, pavements, kerbs and underground services.

- 3.34 Locally sourced materials will assist in reducing the need to import materials into the area and will help to sustain the local economy. This should not however be at the expense of the local environmental quality. If local materials can not be used alternative materials of equal quality should be considered to maintain the character of the District.
- 3.35 Traditional surface materials of setts, cobbles, sandstone kerbs and sandstone flags make a significant contribution to the character of conservation areas and complement surrounding buildings.
- 3.36 Often this character is destroyed by either repairs to roads and pavements being carried out using non-traditional materials or by the use of tarmac to reinstate the road surface following repairs to underground services. It is accepted that temporary reinstatement is often necessary but the original traditional materials should always be finally reinstated.
- 3.37 The character of the conservation areas can too easily be destroyed by inappropriate repairs and reinstatement and the City Council will seek to encourage the use of the traditional materials where appropriate.

POLICY CP8 Renewable Energy

Proposals for renewable energy will be favourably considered provided that all of the following criteria are satisfied:

1. there is no unacceptable visual impact on the immediate and wider landscape and townscape;
2. there is no adverse impact on biodiversity;
3. any new structures would be sensitively incorporated into the surrounding landscape/ townscape and/or habitat and respect the local landscape character;
4. measures are taken to mitigate any noise, smell or other nuisance or pollutants likely to affect nearby occupiers, amenities and/or neighbouring land uses;
5. any waste arising as a result of the development is minimised and dealt with using a suitable means of disposal;
6. there would be no unacceptable levels of harm to features designated as of local, national or international importance;
7. adequate provision can be made for access and parking and the potential impact on the road network;
8. there would be no unacceptable conflict with any existing recreational facilities or routes;
9. there would be no unacceptable cumulative effects when proposals are considered together with any extant planning approvals or other existing renewable energy developments.

3.38 Renewable energy is the collective term used for repeatedly occurring natural energy sources. These include energy from the sun, wind, sea, the fall of water and biomass. Certain combustible industrial, agricultural or domestic waste materials are also regarded as renewable sources of energy. The Government has set a national target for 15% of the UK's electricity to be from renewables by 2015. Renewable energy sources can help to diversify energy supply and reduce harmful emissions to the environment, however most forms of renewable energy require specific environmental conditions and therefore can only be developed where the resource exists.

3.39 The report "From Power to Prosperity" prepared by ERM Energy and ETSU for the Government Office for the North West in 2001 set overall targets of electricity to be generated from various renewable sources. Cumbria has been identified as potentially providing the greatest contribution to renewable energy mainly from wind power, biomass, landfill gas and hydro electricity. Cumbria has been identified in a study undertaken by Sustainability North West (2001) as potentially providing the greatest contribution (27% of the region total) to renewable energy mainly from wind power, biomass, landfill gas and hydro electricity.

3.40 Proposals for renewable energy developments will almost always have some local environmental implications. Any significant adverse impact will be weighed against the wider social, economic and environmental benefits including those of reducing emissions of greenhouse gases. Some renewable energy projects may be subject to an environmental impact assessment (EIA). This will be the case where the scheme is considered likely to have significant

environmental implications for the surrounding area during its development and/or operation. Further information on EIA can be found in Planning for Renewable Energy: A Companion Guide to PPS22.

- 3.41 The City Council will have regard to Structure Plan Policies and technical papers on renewable energy and areas of search including Planning for Renewable Energy Development in Cumbria (Jan 2003).
- 3.42 Carlisle District contains a number of important landscapes. Proposals for renewable energy should ensure that they will not adversely affect their special character, special consideration should be given to the following: Scheduled Ancient Monuments, AONBs, Landscapes of County Importance, Listed Buildings, Conservation Areas, Registered Historic Parks and Battlefields. Proposals for schemes close to the district's boundary with Northumberland National Park should take into account the impact of the development on the natural beauty and heritage of the area. Development in or likely to have an unacceptable impact on nationally and internationally designated sites will be restricted where the above criteria are not met, however projects may be allowed in these areas if it can be demonstrated that the wider environmental, social and economic benefits outweigh any adverse effects. Landscape Character Assessments should be taken into account to assist in identifying areas that are capable of successfully integrating renewable energy developments. The Solway Coast AONB Management Plan and the North Pennines AONB Management Plan should be referred to when considering proposals which could have an impact upon these designations. Views from within and towards the Solway Coast and North Pennines AONBs as well as other public viewpoints should also be given consideration.
- 3.43 The Council is in support of the principle of renewable energy provided it meets the criteria set out in the policy. It will seek to foster community involvement in larger scale renewable energy projects, the Council recommends that developers of renewable energy projects engage in active consultation and discussion with local communities at an early stage in the planning process. The Council will also seek to consider, where appropriate, the opportunity for developing renewable energy projects in association with new large-scale developments.
- 3.44 Proposals for all renewable energy developments should consider the environmental effects of the distribution lines between the development and the point of connection to the national grid. Consideration should also be given to the environmental impact of access tracks where these are required to construct and maintain the proposed development.
- 3.45 In addition to this Local Plan Policy the Council will produce a Supplementary Planning Document identifying areas where there is the potential for integrating renewable energy technologies into new and existing developments. The guidance will also set requirements for developments over a certain size to achieve a specified proportion of their likely energy needs from renewable energy sources.

POLICY CP9 Development, Energy Conservation and Efficiency

Development proposals should take into account the need for energy conservation and efficiency in their design, layout and choice of materials. The principles should be introduced in the early stages of the design process in order to consider the orientation of buildings to maximise solar gain coupled with high levels of insulation to reduce heating costs. The efficient and effective use of land, including the reuse of existing buildings and the use of environmentally sustainable materials should also be encouraged. Landscaping schemes also may be used to shelter buildings in exposed positions to reduce heat loss.

These elements will contribute to the energy efficiency of a new development. Developers should also consider the possible incorporation of photovoltaic cells, active solar panels and other small-scale sources of renewable energy. Consideration should be given to recycled materials, waste minimisation and recycling measures within the design.

Designers will be encouraged to include systems for collecting roof water to enable its re-use.

- 3.46 The Council is committed to ensuring that all new development maximises energy efficiency in its design and materials used, in line with guidance contained within PPS 12 and RPG 13 (RSS). Buildings account for almost half of the UK's delivered energy consumption and associated carbon dioxide emissions, by introducing energy saving measures money can be saved on heating and lighting whilst reducing the environmental impact. The re-use of collected rainwater for flushing toilets, watering gardens and cleaning cars leads to savings in costs for both the users and utility companies in providing clean water to domestic and industrial customers.
- 3.47 It is already acknowledged that buildings, which are energy efficient and hence cheaper to run, have enhanced market appeal. The layout, location and design of a development can have a fundamental impact on energy efficiency. Higher density developments and south facing aspects can both help to produce milder urban microclimates as well as maximising natural light. Design should aim to maximise solar gain (where appropriate) as well as natural ventilation, utilising appropriate materials and increasing opportunities to recycle heat and rainwater. Energy Efficient Housing also has health benefits through providing warmer housing in the winter months. This is particularly important in helping to reduce mortality rates resulting from winter deaths as well as improving the general health of residents.
- 3.48 Applicants should be able to demonstrate how they have attempted to minimise energy use and heat loss through careful and imaginative design, location and construction techniques. The Council will produce a Supplementary Planning Document on Energy Efficiency and Conservation which will provide further detailed guidance on energy conservation for developers and planners in the consideration of development proposals.

POLICY CP10 Sustainable Drainage Systems

Sustainable Drainage Systems (SUDS) should be incorporated into development proposals when the following conditions apply:

1. The development will generate an increase in surface water run-off; and
2. The rate of surface water run-off is likely to create or exacerbate flooding problems.

Where SUDS are incorporated the following details shall be provided:

1. The type of SUDS; and
2. Hydraulic design details/calculations; and
3. Pollution prevention and water quality treatment measures together with details of pollutant removal capacity; and
4. Operation, maintenance and adoption details (SUDS structures will not be adopted by the statutory sewerage undertaker unless maintenance and legal agreements are in place).

- 3.49 Sustainable Drainage Systems are devices or a series of complementary devices to control surface water run off as near to its source as possible, hence they are often referred to as Source Control Systems. These can help to reduce the need for investment in flood management and protection measures by mitigating any additional flood risk that new development might generate. SUDS aim also to reduce the quantity of run off, to slow the velocity of run off and to allow settlement of contaminants such as dust, oil, litter and organic matter. Such soft systems mimic natural drainage and include porous surfaces, filter drains and strips, trenches, ponds, wetland basins and swales or wide, shallow depressions. They have the general benefits of introducing ecological features into a development and encouraging greater biodiversity over a development site and its area by protecting watercourses from pollution. Consequently the use of SUDS should be considered at the earliest possible stage in the preparation of a planning application, in conjunction with the landscaping scheme. The use of SUDS is referred to in PPS25, paragraph 8, and Annex F, paragraphs F7 – F14. Applicants will be required to demonstrate that surface water disposal will be controlled so that pre and post development run-off rates are at least equivalent.
- 3.50 SUDS solutions will be appropriate on most types of development where the area of impermeable surface is to be increased, particularly in areas of the District where culvert capacity and floodplain constraint problems exist. These include around Fairy Beck at Morton, Dow Beck, the River Petteril at Harraby Green, Gosling Syke east of the A7 road, the Little Caldew, River Roe, Garlands, Parham Beck, Cargo Beck, Longtown and Brampton town centres. All applications for development will be required to demonstrate that the most sustainable method of surface water run-off has been incorporated in the design and layout, as it is the cumulative impact of development which can exacerbate flooding problems.

POLICY CP11 Protection of Groundwaters and Surface Waters

Proposals for development which would cause demonstrable harm to the quality, quantity and associated ecological features of groundwater and surface waters will not be permitted.

- 3.51 The supply of water is capable of being a material consideration in determining planning applications. Planning permission may need to be refused where inadequate water supplies exist or can not be provided within the time constraint of the planning permission. Where such provision is possible planning conditions may need to be imposed to ensure that suitable arrangements are in place for this service. New developments will need to be located and designed so that they will minimise or eliminate the environmental impact of additional demand, thus making a contribution to sustainable development. The wider effects of an increased demand as a result of development will need to be considered together with the availability of resources.
- 3.52 Climate change could affect both the demand for water and its availability. Household water use is expected to rise in hotter summers. Changes in climate will also affect groundwater resources and river regimes, which will influence the availability of water for abstraction. Hotter temperatures will mean that potential evaporation rates will probably increase. There is evidence that rainfall will become more variable, with more dry years as well as more wet years.
- 3.53 Groundwater resources are an invaluable source of water for public supply, industry and agriculture, as well as sustaining the base flows of rivers. The Permo-Triassic Sherwood Sandstone formation comprises a major aquifer in the District together with abstractions from the Rivers Eden and Gelt. These sources are under pressure from excessive extraction and from pollution and once polluted they are difficult to rehabilitate leading to a long term deterioration in the quality of the receiving watercourse. Recent samples of main river water quality from the District's Rivers Eden, Caldew, Roe, Petteril and Lyne have recorded very good/good classifications, while the Esk was recorded as very good. Demand for water is increasing as a result of growth of population and industrial/commercial activity. Modern house designs now include many labour-saving devices which expend large volumes of water, examples being automatic washing machines, dishwashers and power showers. Initiatives that result in water re-use and will be encouraged.
- 3.54 The Eden and Esk Catchment Abstraction Management Strategy (2006) gives information about how much surface water and groundwater is available for further abstraction from the main rivers and tributaries. It also outlines the strategy for managing water resources through abstraction licensing
- 3.55 The Environment Agency has statutory responsibility for managing water resources and has developed a strategy for the proper management and protection of the groundwater resource ('Policy and Practice for the Protection of Groundwater' Environment Agency 1998). This will be used as a guide to

determine the suitability of developments in relation to groundwater impact. It has also established Source Protection Zones for public water supply and other human consumption uses.

POLICY CP12 Foul and Surface Water Sewerage and Sewage Treatment

Development will not be permitted where inadequate foul and surface water sewerage infrastructure and sewage treatment capacity exists, or where such provision can not be made within the time constraint of the planning permission.

- 3.56 The quality of groundwater and surface waters and associated water-based recreation, fisheries and nature conservation must be protected against the risk of pollution from the inadequate provision of foul and surface water sewerage and sewage treatment facilities. Development proposals which necessitate the use of septic tanks and sewage treatment package plants may, if not designed correctly or located appropriately, result in an increased risk of pollution to groundwater and surface waters. Such systems will only be permitted if it can be demonstrated that connection to the public foul sewerage system is not feasible, taking into account cost and/or practicability and planning applications shall be accompanied by an assessment in accordance with the planning requirements of Annex A of Circular 3/99.

POLICY CP13 Pollution

Development will not be permitted where it would generate, either during construction or on completion, significant levels of pollution (from contaminated substances, odour, noise, dust, vibration, light, heat) which can not be satisfactorily mitigated within the development proposal or by means of planning conditions.

- 3.57 PPS 23 recommends that the local development documents should take into account the impacts of potentially polluting development on other land uses and suggests that attempts be made to reduce conflict. Development can cause pollution in the environment by releases to water, the land or air, which is manifested in contaminated substances, odour, noise, dust, vibration, light or heat. For example, contaminated surface water run-off from vehicle emissions on road and car park surfaces may require the installation of special pollution control measures such as oil interceptors.
- 3.58 The Carlisle Corporate Plan has the aim of improving all aspects of pollution control with the intention of making Carlisle the cleanest and healthiest City in Europe. The City Vision statement for 2002-2012 seeks to significantly limit pollution, thus reducing damage to the environment. The City Council has a major role in monitoring and controlling environmental quality standards and has set itself high standards of air, noise and water quality.
- 3.59 Pollution can cause serious conflicts where pollution sensitive development such as housing, hospitals, schools and some business developments are located in close proximity to potentially polluting land uses. It may be desirable to

designate separation distances for such land uses. Planning conditions or legal agreements will be used to ensure that appropriate mitigation measures are provided.

- 3.60 Noise can be considered a pollutant if it causes disturbance on account of its volume or its irregularity. Noisy activities should be located away from noise sensitive development therefore and it may be necessary to mitigate the impact of noise through layout, engineering or administrative measures. The tranquillity of the countryside is diminished by the penetration of noisy activities which include heavy traffic, low-flying aircraft and noisy sports activities such as motor sports.
- 3.61 The Government is committed to improving air quality by reducing air pollution. The main sources of air pollution are emissions from road transport and industrial processes. Where an Environmental Statement is prepared to accompany a planning application an Air Quality Assessment must be included. A general Air Quality Assessment has been prepared by the Council setting out the objectives for decreasing the levels of the nine main air pollutants that harm health and the environment. The situation is being monitored. The effects of traffic pollution are generally addressed through efforts to reduce the need to travel and through reducing dependency on private cars which is expressed in travel plans.
- 3.62 Measurements have shown that the highest rates of harmful emissions are encountered in congested, slow moving traffic. The proposed Carlisle Northern Development Route, by removing a substantial amount of traffic from the Carlisle urban area, will help to decrease critically high nitrous oxide levels along the main City transport arteries. Nitrous oxide safety limits exceeded national guidance levels at limited locations of greatest traffic flows in Carlisle in 2005. The planting of trees and woodland particularly along transport corridors is encouraged as a means of removing air-borne pollutants and particulate.
- 3.63 Over the last decade there has been a greater awareness of the adverse effects of light pollution. There are three main types of light pollution: sky glow, glare and light trespass. Intrusive light can cause road safety problems, harm wildlife and create physiological problems for residents. Such pollution wastes energy and results in the burning of unnecessary fossil fuels by power stations which is unsustainable. CPRE has given publicity to the evidence from satellite data of the spread of light pollution across the country especially into rural areas. This is caused by extensions of street lighting with new developments, floodlights for sports pitches and buildings, and by security lights on buildings. The Government has made it clear that the intrusiveness of lighting particularly in the countryside should be kept to a minimum and has urged that Local Planning Authorities recognise the cumulative adverse impacts of lighting on countryside character which decreases the sense of remoteness and blurs the distinction between urban and rural areas. Lighting should be as energy-efficient as possible or run off renewable energy and minimise upward light pollution. Landscaping measures such as mounding and planting may in some situations help to protect residential amenity and reduce light spillage and glare.

POLICY CP14 Waste Minimisation and the Recycling of Waste

Applications for major development proposals should follow the principles of sustainable waste management and must include details of facilities for the storage, collection and recycling of waste produced on-site. Those applications for planning permission for developments involving 10 or more dwellings; business, industrial or commercial floorspace of 300 m² or more; or retail floorspace of 500 m² or more, must be accompanied by a Waste Audit providing information on the type and volume of waste likely to be generated both during construction and subsequent use of the development, and the options for its management. The acceptability of proposals will be assessed sequentially against the following order of preference:

1. Reduction in the amount of waste produced;
2. re-use of waste on site without significant processing;
3. recycling and/or composting of waste on-site;
4. recycling and/or composting of waste off-site;
5. recovery of value from waste produced;
6. landfilling of residual waste

3.64 To encourage waste elimination in line with Sustainable Development Policy, including the principles set out in Waste Strategy 2000, PPG10, RSS Policy EM10 and EM11, and Policy R49 of the Cumbria and Lake District Joint Structure Plan 2001-2016, major development proposals must be accompanied by a Waste Audit to explain how the generation of waste will be minimised throughout and after the construction process. The audit should include the type and volume of waste that the development will generate and the steps taken to reduce, reuse and recycle any waste that is produced, both through the development process and once the development is occupied. Appropriate provision might include, for example, temporary recycling facilities, storage areas for recycling bins, the provision of composting bins, centralised recycling points for larger developments and schemes for energy recovery. Waste Audits will be assessed in consultation with the Waste Collection Authority, and conditions on planning permissions and planning obligations will provide mechanisms to achieve implementation.

3.65 The joint Cumbrian local authorities have in recent years been pursuing an integrated approach to waste management as part of sustainable waste management, placing an emphasis on waste minimisation and re-use as well as recycling. The primary objectives of the Joint Strategy has been to minimise the environmental impact of waste and to reduce the distance that waste travels to disposal. The City Council has waste management targets to meet which reflect national and regional targets. Whilst the Council's household waste recycling rate has gradually risen in recent years to 25.73% in 2004/05, this total is still 21% below the target set. Although the same trend is evident in the amount of composted waste the most recent figure of 6.99% of all household waste arisings composted is still 30% below the target. A proactive approach is therefore required to raise awareness of waste production and disposal by highlighting the identification of volumes, types and processes through waste audits. This approach will involve a number of agencies continuing to work in partnership.

POLICY CP15 Access, Mobility and Inclusion

Development proposals should make provision for easy, safe and inclusive access to, into and within buildings and facilities. The layout and design of developments should meet the requirements of accessibility and inclusion for all potential users regardless of disability, age or gender. The Council will have regard to the following criteria when assessing development proposals:

1. The design of entrances and exits and ease of permeation through and between developments in terms of street furniture, circulation areas and pedestrian routes;
2. The location of any development proposal in relation to its potential users;
3. Accessibility to all transport modes and provision of adequate parking for disabled people;
4. Provision of on-site facilities such as public toilets and appropriate signage

- 3.66 Creating an inclusive 'barrier free' environment where everyone can participate equally and fully is an essential objective of sustainable development. The Disability Discrimination Act 1995, reinforces this view giving disabled people important rights of access to everyday services. This policy has been written with reference to 'Planning and Access for Disabled People- A Good Practice Guide' ODPM 2003 and ensures that the needs of disabled people, the sensory impaired and others with restricted mobility are taken into account when proposals for development are considered. Part M of Schedule 1 to the Building Regulations 2004 imposes requirements on the design and construction for non-domestic buildings to make them accessible for all people. English Heritage has published *Easy Access to Historic Buildings* (July 2004) in order to assist with improved access to listed and other historically important buildings.
- 3.67 Access to new buildings and public open space, and their approaches and space around them should be designed in a way to allow freedom of movement for all. The provision of a range of modes of transport including access for pedestrians, cyclists and non car users should be put in place and considered in the early design stages of a development.
- 3.68 It is recognised that in certain circumstances, such as the protection of particular buildings or the character of an area, the most satisfactory layout and design for accessibility and inclusion may not be practical. The onus in this situation will lie with the applicant to demonstrate to the Council, by way of an Access Statement, how they have sought to balance these competing objectives. Consideration should also be given to the guidance '*Better Access*' produced by Carlisle City council, regarding building details and accessibility for all and BS8300:2001 '*Design of buildings and their approaches to meet the needs of disabled people – Code of Practice*'.

POLICY CP16 Public Transport, Pedestrians and Cyclists

New developments should offer a realistic choice of access by public transport, walking and cycling. Priority should be given to the provision for safe and convenient pedestrian and cycle access including secure cycle parking provision facilities, where appropriate, in all new developments accessible to the public

- 3.69 This policy seeks to promote the use of alternative means of transport to the private car through requiring adequate provision to be made in association with new development and safeguarding and enhancing existing provision in line with guidance in PPG 13. This not only serves to reduce emissions and improve safety, but also enables those without regular access to a car to have access, promoting social inclusion. Cycling and walking not only promote social inclusion but also have significant health benefits and recreational value. Existing and planned cyclist and pedestrian routes will be protected unless a suitable alternative can be provided, and new development should be planned to help create sustainably well connected places. This will provide the conditions to encourage walking, cycling and the use of public transport.
- 3.70 In designing pedestrian and cycle routes care should be taken to ensure that areas are safe for pedestrians and cyclists not only from a traffic point of view but also to ensure that neither a sense of fear is created, nor crime encouraged by isolating the route from other activities, especially at night. Cycle parking facilities should be located as close as possible to the destination served, in secure positions where surveillance from passers-by is maximised. Normal standards for cycle parking are one space per eight car parking spaces with a minimum of two cycle spaces per development. Educational provision should be two spaces per eight students. In development accommodating ten or more cycle spaces appropriate shelter, lighting and signage should be provided.
- 3.71 The Council will seek to ensure that major new developments or the expansion of existing sites are capable of being served by public transport and where appropriate will require contributions from developers for the provision of, or improvements to public transport facilities.
- 3.72 Applicants will be expected to submit a Transport Assessment in accord with national guidance for large-scale proposals demonstrating how the proposal seeks to minimise the need to travel and encourage journeys by sustainable modes. A Green Travel Plan promoting sustainable transport solutions should also be included within the assessment, or on its own for smaller scale non residential projects not requiring a transport assessment but likely to generate a significant increase in traffic. Guidance as to the scale of development requiring this additional information is listed in Policies T30 Transport Assessments and T31 Travel Plans of the Cumbria and Lake District Joint Structure Plan 2001-2016.

POLICY CP17 Planning Out Crime

The design of all new development must contribute to creating a safe and secure environment, integrating measures for security and crime prevention and minimising the opportunity for crime.

The following points should be applied to all development proposals:

1. Security measures should be an integral part of the design
2. Developments should be laid out and buildings positioned to maximise natural surveillance with the intention of creating a sense of neighbourhood and deterring criminal and anti-social activity
3. Public and private spaces should have clearly defined boundaries.
4. Footpaths and cycleways should be designed to maximise their use and prevent opportunities for concealment, unauthorised access or provide a choice of escape routes.
5. Landscaping schemes be designed to ensure that they do not create secluded areas, opportunities for climbing or reduce natural surveillance.
6. Lighting should deter criminal and antisocial activity whilst minimising light pollution. CCTV may be considered necessary in certain circumstances.

Developers should, at the earliest stage possible, consult the Architectural Liaison Officer to advise on measures to be incorporated for designing out crime.

- 3.73 Section 17 of the Crime and Disorder Act 1998 makes it a duty for local authorities to exercise its various functions with due regard to the likely effect and to do all it reasonably can to prevent crime and disorder in its area. The City Council takes an active role in the Carlisle and Eden Crime and Disorder Reduction Partnership and will continue to use its planning policies to assist in this process. A number of Planning Policy statements emphasise the way in which design and layout can assist in reducing the potential for crime, in addition the ODPM has published Safer Places – The Planning System and Crime Prevention.
- 3.74 The planning system can be instrumental in producing environments that are well managed, lively and attractive, which discourage crime and anti social behaviour. The Council considers it important that people feel safe in the environments in which they live and move about in. Developers will therefore be expected to adopt designs for new developments that take fully into account the security of property and people. However the approach to design should still be sensitive to local circumstances. It is evident that insensitive approaches to crime prevention can result in an increased fear and perception of crime by creating environments which appear threatening and as such are avoided. A number of existing alleyways will be gated to prevent nuisance and this should be borne in mind when creating new access routes.
- 3.75 Developers are advised to liaise with the Police Architectural Liaison Officer (ALO) as part of the 'Secured by Design Initiative' on ways in which both the

physical and environmental security of a new development can be improved through design helping to improve security and reduce incidences of crime.

- 3.76 The Council has Supplementary Planning Guidance 'Designing Out Crime in Residential Areas' which was produced in line with the then DoE Circular 5/94 'Planning Out Crime' which states that 'there should be a balanced approach to design which attempts to reconcile the visual quality of a development with the need for crime prevention.'
- 3.77 It is intended that this policy will take this guidance further and ensure that the principles are applicable to all types of development. The Supplementary Planning Guidance will be updated in association the Carlisle and Eden Crime and Disorder Reduction Partnership.

Chapter 4: Economic & Commercial Growth

POLICY EC1 Primary Employment Areas

Within Primary Employment Areas proposals for B1, B2 and B8 uses will be acceptable. Permission will only be given for redevelopment or changes of use within such areas for other purposes where:

1. the existing use of the site adversely affects or could adversely affect adjacent residential properties or the local environment; or
2. the proposed alternative use provides for needed community building or public amenity space; or
3. the proposed alternative use is essential for the redevelopment of the majority of the site for employment purposes; and
4. the alternative development would be appropriate in terms of scale and design to the surrounding area and the amenity of adjacent properties would not be prejudiced.

Proposals for public sales floorspace, as opposed to trade counters, will not be permitted within employment units unless there is clear evidence that the use is an integral but ancillary part of the operation. Planning conditions, including a restriction on the hours of operation, may be used to ensure the use remains ancillary to the prime use of the unit

Employment uses have now become established at the former RAF14MU outlying sites at Harker, Heathlands and Rockcliffe. The sites are designated as Primary Employment Areas.

In the Sandysike/Whitesyke areas proposals for the redevelopment and extension to existing industrial and warehousing premises will be acceptable provided:

1. the proposal does not have an adverse impact on the landscape; and
2. the proposal does not involve the loss of existing tree cover; and
3. where appropriate, opportunities are taken to reinforce existing landscaping; and
4. adequate access and appropriate parking are provided.

4.1 Land with planning permission and land allocated for employment use, together with existing employment areas in the principal settlements of Carlisle, Brampton and Longtown are identified as Primary Employment Areas. In these areas employment related uses predominate. New development and extensions to existing premises and changes of use of existing premises to employment related uses will be appropriate.

4.2 The Council considers, in line with Structure Plan Policies EM13 and EM14, that these sites should be retained as Primary Employment Areas to ensure maximum contribution of available land to meet development needs and to help meet the objectives of the Sustainable Strategy of the Plan

- 4.3 There may, however, be occasions where an exception to this policy will be appropriate. The older industrial areas of Carlisle include parts of Denton Holme and areas to the south east of the City Centre where there is a tightly knit pattern of development, often with housing and industry in close proximity. These areas contribute to the range of industrial premises and sites in the City.
- 4.4 However, firms in these areas may occupy sites and premises which are not suited to modern day requirements and offer little opportunity for expansion. There may be conflict between housing and industrial uses. If businesses currently occupy sites which are poorly related to residential areas relocate or close and the premises become vacant, proposals for residential or community development will be considered, along with the feasibility of their continued use or redevelopment for employment purposes. Some residential allocations have been made in this Plan on land that was previously used for employment purposes.
- 4.5 There may be instances where established employment sites become vacant and the redevelopment costs of such sites are prohibitive for employment sites, either through contamination or demolition costs. In these circumstances the availability of grants should be investigated. If grant aid is not available there may be opportunities for the development of a mixed-use scheme, where other uses may be able to finance the redevelopment of the majority of the site for employment use. If the alternative proposed use is retail, this will only be acceptable if the site is in a location where retail development would be acceptable under other policies of the Plan. Such areas may include sites immediately adjacent to the City Centre Shopping Area. Alternative uses will be considered in the context of Structure Plan Policy EM14, the site's location and surrounding land uses.
- 4.6 Throughout Primary Employment Areas and on sites allocated under Proposal EC22, uses in Use Class A2 will be acceptable in principle, together with other employment uses. These include light industrial uses, research and development facilities and some offices.
- 4.7 Within the Plan area, to ensure adequate separation of hazardous installations and housing or other incompatible uses, the City Council will take into account the advice of the Health and Safety Executive concerning off-site risks to the public arising from any proposed development which would introduce one or more hazardous substances.
- 4.8 Within the Plan area there are a number of notifiable installations. Whilst these are subject to stringent controls under existing health and safety legislation it is considered prudent to control the kinds of development in the immediate vicinity of these installations. In determining whether or not to grant planning consent on land in the vicinity of such installations, the City Council will take account of advice from the Health and Safety Executive about risks to the proposed development from the hazardous installation.
- 4.9 The future use of Harker, Heathlands and Rockcliffe former RAF 14MU sites has been considered within the framework of an overall sustainable development

patterns for Carlisle. It is considered that it is more sustainable to maintain existing development uses than to change to alternative land uses.

- 4.10 This policy acknowledges the existing use rights of these outlying sites and buildings at the former RAF 14MU (sites 2, 3 and 6). Development within the existing use rights of the sites and buildings (some B1, B2 but mostly B8) will be acceptable, although where this involves an increase in vehicular movement from these sites, the impact on the surrounding rural road network will be carefully considered. Site specific drainage solutions will be desirable for any refurbishment/redevelopment.
- 4.11 The Sandysike and Whitesyke areas are located some three kilometres south of Longtown with access to the former from the A7 trunk road and the latter from the A6071 Longtown-Brampton road. Much of both of the areas are now forestry plantations, but interspersed among these are a number of storage sheds erected by the RAF during the Second World War. Since the War, these sheds have been used for a variety of storage uses. Initially, these uses were subject to temporary planning permissions, but in the last few years the City Council has followed a policy of granting permanent permission and where appropriate, approving extensions subject to improvements being carried out.

POLICY EC2 Mixed Commercial Areas

Within Mixed Commercial Areas, proposals for B1 (Business), B2 (General Industrial) and B8 (Warehousing) uses will generally be acceptable. A1 (Retail) and A2 (Financial and Professional) will only be acceptable if a sequentially preferable location within a Primary Retail Area is either not available or suitable for the proposed use, and that the site can be defined as an edge-of-centre location. In all cases the following criteria must be met:

1. the relationship of the site to the highway network is satisfactory; and
2. access to the site is satisfactory; and
3. appropriate parking provision can be provided; and
4. the scale of development is appropriate in relation to the site and the amenity of adjacent uses is not prejudiced.

Proposals for residential development may be acceptable, subject to a satisfactory relationship with existing uses, and provided that there would be no unacceptable loss of employment land.

- 4.12 In Mixed Commercial Areas no one land use predominates. Industry, offices, service trades, retail and residential uses are all present. Some of these areas contain small sites suitable for development, or redundant or dated buildings suitable for redevelopment schemes which may provide opportunities for small businesses to become established, or expand.
- 4.13 PPG 4: Industrial and Commercial Development and Small Firms states that positive policies are needed to provide for the needs of small businesses. The City Council considers that the continued development and growth of new and small businesses in Carlisle and the major settlements is an important part of the maintenance of a broad based local economy, providing a wide range of jobs

and job opportunities. New and small businesses normally require cheaper premises, often with flexible space which can be easily adapted for their particular needs. Demand for small industrial premises is relatively strong. The Enterprise Centre on James Street has been running at high occupancy levels.

- 4.14 There will be a presumption in favour of new industrial and commercial development and changes of use in Mixed Commercial Areas and proposals for such development will be considered in relation to the criteria stated above. New retail development will only be considered within Mixed Commercial Areas if they are within 300m of the primary retail areas of the City Centre or Key Service Centre (in accordance with PPS 6) and in accordance with other policies of this Plan. It is the intention of Policy EC3 to safeguard the Mixed Commercial Areas against inappropriate developments in terms of scale, nature of activity, effect on amenity of adjacent uses and traffic considerations.
- 4.15 Mixed Commercial areas may be suitable for some residential development; however this will depend upon the nature of existing uses and the ability to integrate a residential environment without impinging on the amenity of surrounding uses and future occupiers. The ability to ensure new development will be compatible with surrounding use class operations will be a determining factor where mixed uses are retained. The loss of and availability of employment land will also be taken into account when considering whether such a use is acceptable.

POLICY EC3 Office Development

Within the Primary Office Area proposals for office development will be acceptable providing that:

1. the general scale and design of the development are compatible with the surrounding area; and
2. appropriate access and vehicle parking can be achieved.

Proposals for change of use back to a previous residential use may be acceptable providing that residential amenity and the amenity of neighbouring users is not compromised.

Proposals for office development outside the Primary Office Area will be expected to satisfy the sequential test set out in Policy DP1.

- 4.16 This policy relates to uses in classes A2 (Financial and Professional Services) and B1 (Business) of the 1987 Use Classes Order (as amended). The Primary Office Area includes the principal areas of offices in the City Centre, which is the most important office centre in the District. Containment of office uses in the Primary Office Area prevents the conversion of valuable housing stock around the periphery of the City Centre to office use.
- 4.17 Some offices within Carlisle's central primary office area have already been converted from older housing stock. The use of these buildings may not cater fully for a modern office environment. It may be feasible to convert some of these buildings back to residential use. New office development is being

encouraged within the City Centre to provide a more vibrant office market and strengthen the local economy. Through Carlisle Renaissance, these will be focussed on the redevelopment of sites within and around the City Centre.

POLICY EC4 Primary Retail Area

Within the City Centre Shopping Area, proposals for the redevelopment, refurbishment or adaptation of existing shop premises will be permitted provided that:

1. proposals within the City Centre Conservation Area are complementary to enhance, or do not adversely affect the townscape of the area; and
2. traffic generated by proposals within the City Centre Conservation Area can be satisfactorily accommodated on the surrounding road network; and
3. elsewhere proposals will complement and reflect the surrounding townscape; and
4. where appropriate, opportunities for residential use and environmental improvements are linked to the scheme; and
5. satisfactory access for service vehicles can be provided, should the scale of the proposal require such provision.

- 4.18 It is important to maintain the vitality and viability of the City Centre as a sub-regional shopping area, serving not only the District but also its larger catchment area. The Primary Retail Area contains all the important shopping streets and areas in the City Centre. All the major stores are included together with the streets with continuous shopping frontages and sites where shopping development is acceptable in principle.
- 4.19 The policy recognises the importance of shopping to Carlisle, confirms it as a major City Centre activity and encourages appropriate development. The concentration of shopping development in the City Centre, particularly for comparison goods shopping, will help to provide a full-range of shops helping to maintain the City Centre and Carlisle's sub-regional position.
- 4.20 The majority of the Primary Retail Area lies within the City Centre Conservation Area. Conservation area status reflects the quality of the built environment and it is this quality that helps to make the City Centre such an attractive area to be in. The need to ensure that any redevelopment schemes respect the quality of the area presents potential developers with an important challenge.
- 4.21 Within the City Centre Conservation Area there is little scope for major retail development. The conservation area contains all the major stores, with the exception of those in The Lanes and there are few opportunities for redevelopment schemes. Some potential may exist for refurbishment and limited redevelopment of the area centred on Blackfriars Street and Tesco. Scope may also exist for small schemes such as Carlyle's Court and the Market Hall which have been completed over the past few years. All these schemes complement the character of the conservation area and similar schemes will be acceptable.
- 4.22 These new development schemes, which all have high standards of detail and finish, illustrate how new development and enhancement schemes can improve the appearance of an area. Increased prosperity will encourage the continuous

maintenance of buildings helping to create an attractive environment for both the people of Carlisle and visitors.

- 4.23 Although shopping development is encouraged in the Primary Retail Area, shopping proposals will be subject to highway and conservation considerations. Proposals leading to an unacceptable increase in traffic are contrary to advice contained in PPG 13 and proposals for traffic reduction within the City Centre. The provision of additional car parking as part of development schemes is unlikely to be required within this area. As an alternative to parking provision, commuted payments may be required depending upon the scale and location of the proposed development. Improvements to the environment, access and servicing will be implemented as opportunities arise, particularly when considering redevelopment proposals.

POLICY EC5 Large Stores and Retail Warehouses

Proposals for large stores and retail warehouses with large adjacent customer car parks will not be permitted except on sites allocated in this Plan. Outside of those allocations, if a qualitative and quantitative need can be demonstrated and it can be shown that no more sequentially preferable site exists, development may be permitted only where all of the following criteria are met:

- 1 There is an essential requirement to transfer bulky customer loads from store to car;
- 2 The site is widely accessible by public transport;
- 3 The proposal is of a scale which will not seriously affect the viability, vitality or regeneration of the City Centre;
- 4 Additional traffic can be satisfactorily accommodated within the surrounding road network;
- 5 There will be no harm to the visual character of the area or the amenities of adjoining land uses;
- 6 There will be no unacceptable effect on overall travel patterns.

Proposals for the extension of floorspace (including the use of a mezzanine floor) at existing larger stores or retail warehouses will also be considered in relation to the above criteria.

- 4.24 Carlisle has been the subject of considerable and continuing pressure for off-centre shopping development since 1985, for both superstores and retail warehouses. During this time three superstores ASDA, Morrisons and Tesco have been built and have extended their premises, as well as two retail warehouse parks at St Nicholas Gate and Greymoorhill, together with a number of individual large stores. Outline permission has been granted for a 3715 sqm (40,000 sq ft) food superstore on the edge of the City Centre at Viaduct Estate Road and development of retail warehouse units has been recently completed at Charlotte Street.

- 4.25 For the purposes of this policy large stores and retail warehouses are usually those where the gross floor space is over 2500 square metres (26,913 square feet) and where there is a requirement for ease of transfer of goods from store to car.

In certain circumstances, where stores smaller than 2500 square metres are being proposed but have similar requirements, such stores will also be considered within this policy.

- 4.26 Retail capacity will be taken into account when considering any proposals for large stores and retail warehouses. The starting point for the Council's assessment of the quantitative and qualitative need for the proposal will be by reference to its retail capacity studies. However, it will be for the applicant to provide an assessment of need in support of the proposal.
- 4.27 It is anticipated that there will be continuing pressure for retail development. It is considered that any such application should be judged against the criteria in EC5. It is recognised that mixed commercial areas, which are often located close to the City Centre, are more likely to offer suitable retail locations than similarly located areas. This will however be subject to other policies and the sequential approach contained in PPS6.
- 4.28 It is unlikely that there will be opportunities for large stores within the City Centre, but opportunities may arise through redevelopment of sites adjacent to the City Centre where similar retail units have been permitted in the past. These sites are usually accessible by foot from the centre and should be served by a variety of means of transport.
- 4.29 It is considered that this policy is consistent with PPS 6: Planning for Town Centres and PPG 13: Transport in that it seeks to concentrate retail development close to or within the City Centre, or other existing retail areas and so prevent the sporadic siting of comparison goods shopping units along road corridors.
- 4.30 In the event of stores ceasing to trade, proposals for alternative uses will be judged against other policies of the Plan and adjacent uses.

POLICY EC6 Primary Shopping Frontages

Within the City Centre Shopping Area, Primary Shopping Frontages are defined on the Proposals Map. Proposals other than for A1 retail use within these frontages will be restricted to no more than 25% of the frontage and no more than 2 continuous frontages in order to retain vitality and viability of the City Centre Shopping Area. In the City Centre Shopping Area, (other than the primary shopping frontages), uses in Business Use (B1) and Financial and Professional Services (A2) Use Classes will be acceptable provided that:

- 1. the scale and design of the development is compatible with the surrounding area; and
- 2. the proposal does not adversely affect the amenity of adjacent properties.

- 4.31 In the main shopping areas of the City Centre, A1 retail uses dominate the ground floor of the core area. It is important to retain the vitality and viability of the City Centre by ensuring A1 uses continue to dominate. Offices are a significant secondary land use. Office accommodation in the City Centre is normally small in scale and contributes to the range of office accommodation available. This policy provides for the establishment and extension of office uses

within these areas, at both street frontage and upper floor levels subject to the criteria stated. In particular, the City Council will wish to ensure that proposals for uses in the Business Use Class are appropriate to shopping frontages and that a satisfactory street frontage is maintained.

POLICY EC7 Neighbourhood Facilities

Proposals for neighbourhood supermarkets and other shopping proposals within or adjacent to the district centres, identified on the Proposals Map, will be acceptable providing that:

1. it is well related to existing local shopping provision; and
2. it does not adversely affect the amenity of any adjacent residential areas; and
3. appropriate access, parking and security arrangements can be achieved; and
4. appropriate landscaping is an integral part of the scheme.
5. it does not affect the viability or vitality of the district centre

In order to minimise the impact on nearby centres conditions may be imposed to restrict the sale of non-food goods in such stores and limit the size of stores to reflect the scale of the district centre.

- 4.32 Neighbourhood supermarkets can provide a useful service for local people, providing opportunities for those without cars to benefit from discounted food stores and being close to residential areas, help to reduce demand to travel by private car.
- 4.33 Recent inquiries and applications have been on a variety of sites or buildings within existing residential and industrial areas, often unrelated to existing local shopping provision. It is desirable that such sites remain in their current or identified use as they provide useful inner City locations for both new housing and employment, helping to reduce both the demand for peripheral sites and the need to travel.
- 4.34 This policy guides future development to suitable locations within, or adjacent to the larger neighbourhood centres in Carlisle and is consistent with advice in both PPS 6: Planning for Town Centres, paragraph 28 and PPG 13: Transport, paragraph 35 which encourage local convenience shopping to be within existing local centres. The scale of neighbourhood stores is to be in the region of no more than 1500 square metres.
- 4.35 Retail capacity will be taken into account when considering any proposals for large stores and retail warehouses. The Council will refer to its retail capacity studies in order to assess whether there is a quantitative and qualitative need for the proposal.

POLICY EC8 Shopfronts

Well designed and appropriate shopfronts whether original or reproduction should be retained wherever practicable and if necessary restored when the opportunity arises. New shopfronts should relate in scale, proportions, materials and decorative treatment to the relevant facade of the building and where appropriate, to adjacent buildings and/or shopfronts.

Within a conservation area changes to shop fronts and new shop fronts will be acceptable only where the design contributes to the preservation and enhancement of the area's character and appearance, and provided the following criteria are met:

- 1 retain or restore any original or period features; and
- 2 relate well in scale, height, proportions, materials and detailing to other parts of the building adjoining shop fronts and to the street scene generally; and
- 3 not involve a single shop front spanning two or more frontages; and,
- 4 not involve the use of inappropriate modern shop front features such as plastic canopies, large plate glass display windows or roller shutters.

- 4.36 There are a number of fine shopfronts in the Plan area, particularly in the City Centre, Botchergate, Brampton, Longtown and Dalston. Special care is needed when dealing with proposals which might detract from the character of the building. The traditional features of such shopfronts should be retained whenever alterations are being carried out.
- 4.37 Proposals which introduce inappropriate standardised corporate styles, inappropriate modern materials or which involve the linking of two or more buildings with a common fascia will be resisted.
- 4.38 Supplementary Planning Guidance on this matter has been produced by the City Council in order to promote improvements in shopfronts and associated advertisements.

POLICY EC9 Use of Upper Floors

The City Council will encourage the active re-use of upper floors in accordance with existing ground floor uses or for alternative use where this is compatible with the primary use.

Proposals for the residential use of upper floors (in new or existing developments) over shops will be encouraged and permitted provided that:

1. where appropriate, access and car parking provision can be achieved; and
2. the proposal does not result in the creation of substandard units; and
3. adequate internal and external space is provided.

Proposals which would prejudice the active use of vacant and underused buildings will be refused.

- 4.39 There are a number of vacant buildings and upper floors in the Plan area, particularly in the City Centre, Botchergate, Longtown and Brampton, which could be brought into active use. These spaces should be used to reduce pressure for development elsewhere and to revitalise and conserve buildings which have architectural, historical and/or townscape merit. They can also provide conveniently located residential accommodation.
- 4.40 There is an increasing need for accommodation in the privately rented sector, particularly for single person accommodation and such conversions can provide an important source of small low cost accommodation. Schemes also provide income for the landlord, utilise vacant space, provide security for the shopkeeper and help to bring a variety of different uses to areas that can be quiet and unused outside business hours.
- 4.41 The City Council will support proposals for the use and improvement of the upper floors of existing shops provided that the residential units created are to an acceptable standard and appropriate external space can be provided. The requirement for parking provision for these schemes will be viewed flexibly. Not all premises will have available space.
- 4.42 The removal of access to upper floors or carrying out of other works which would reduce the possibility of their being brought into beneficial use will not be permitted.

POLICY EC10 Food and Drink

Within the Plan area, proposals for uses within Use Class A3 (restaurants and cafes), A4 (drinking establishments) and A5 (hot food takeaways) will be approved provided that:

1. The proposal does not involve unacceptable disturbance to occupiers of residential property; and
2. The proposal does not involve unacceptable intrusion into open countryside; and
3. The proposal, whether new development or conversion complements surrounding development or the character of the existing building; and
4. Appropriate access and parking can be provided; and
5. Throughout the Plan area opening hours will be imposed having regard to the surrounding uses, the character of the area and the possibility of disturbance to residential areas.

Proposals for A3, A4 and A5 related uses should be situated in accessible locations, within or adjacent to existing centres in line with the sequential approach in PPS6 unless material considerations dictate otherwise.

- 4.43 Use Classes A3, A4 and A5 includes restaurants, public houses, wine bars and takeaways. All these attract significant numbers of customers and are open during the evenings. The Council is keen to see an early evening and late night economy evolve in Carlisle but recognise that this creates potential conflicts. As such, these uses have the potential not only to introduce variety of activity into town centres, but also to cause significant disturbance to occupants of

surrounding residential property. Any proposals which involves unreasonable disturbance will be opposed. Certain developments such as public houses or restaurants require adequate access and car parking arrangements and these will be required in appropriate developments.

- 4.44 Such facilities are normally located in the centre of Carlisle, Brampton and Longtown, neighbourhood or village centres, Where the proposal relates to the conversion of an existing building it will be acceptable, provided the proposal meets the above criteria, other policies of the Plan and provided there is no adverse effect on the character of the building.
- 4.45 In the case of restaurants and takeaways, restrictions on opening hours will be imposed. Within the Plan area actual opening times will depend upon the character of the surrounding area, other neighbouring uses and the likely disturbance to the occupiers of residential property. In addition because of the nature of the outlet they will require the installation of adequate grease traps to avoid foul drainage blockages affecting nearby premises.

POLICY EC11 Rural Diversification

Development proposals to diversify and expand upon the range of economic activities undertaken in rural areas will be encouraged where the proposal re-uses or adapts existing traditional buildings (of permanent construction) for commercial, industrial or recreational uses. Any new building required as part of a diversification scheme must be well related to an existing group of buildings to minimise its impact, blending satisfactorily into the landscape through the use of suitable materials, design and siting.

Proposals should:

- 1. Be complementary to or compatible with the agricultural operations in the rural area; and
- 2. Be compatible with the character and scale of the operation and its landscape character; and
- 3. Not lead to an increase in traffic levels beyond the capacity of the surrounding local highway network; and
- 4. Be capable of providing adequate access and parking arrangements.

- 4.46 Whilst the preferred location for new development will be in key service centres and local service centres Changes in agriculture over recent decades have resulted in a decline in farm-related jobs. As a result there is now a need to strengthen the economy in rural areas. There are often opportunities for reusing or adapting surplus existing rural land and buildings for commercial, industrial, recreational or environmental uses such as guesthouses, farm shops, rural workshops or other small business premises, helping the countryside to diversify, flourish and sustain itself. The City Council recognises the important and changing role of agriculture and the need for new employment in the rural area.
- 4.47 The use of surplus rural buildings for the provision of tourist holiday accommodation can help to retain the buildings in the countryside whilst helping to boost the rural economy. Conversion of rural buildings to holiday

accommodation can, when skilfully undertaken, involve minimal alteration and therefore have little impact on the surrounding countryside. Nevertheless schemes must be sensitive to their environments and measures must be taken to mitigate any potential environmental impacts. Developments of this kind must not, however, be seen as a means of providing housing in the rural area and measures will be taken to ensure that controls are put in place to restrict occupancy on schemes of this nature.

- 4.48 Traditional, redundant and underused buildings may provide habitats for wildlife such as bats or barn owls. For those species protected by the Wildlife and Countryside Act 1981, the City Council will seek to ensure a survey is carried out and suitable precautions taken for the protection of the species and their habitat before permission will be granted. Other environmental diversification schemes may help to improve the ecological value of the rural area whilst helping to provide local employment such as schemes to implement the Cumbria Local Biodiversity Action Plan.

POLICY EC12 Live/Work Units

The development of live/work units or the conversion of existing premises to live/work units will be considered an appropriate use provided the proposal is:

1. located in either of the Key Service Centres of Longtown and Brampton;
2. within or adjacent to a Local Service Centre, provided there is a minimum of 25% of the floor area dedicated to employment use (proposals falling under the 25% threshold will be considered against the criteria set out in Policy H1);
3. in the form of a conversion of existing premises in the remainder of the rural area and provided those premises are of traditional permanent construction and the character of the original building is retained, and the proposal will provide in the region of 60% residential to 40% employment use.

All live/work proposals should:

- a. be well related to an existing group of buildings;
- b. be compatible with the surrounding uses and not adversely affect the amenity of neighbouring uses;
- c. not lead to an increase in traffic levels beyond the capacity of the surrounding local highway network;
- d. be capable of providing adequate access and parking arrangements.

- 4.49 The concept of live/work units provides for small-scale employment uses to help sustain the rural economy. They will be viewed favourably as a means of providing employment and/or diversifying existing rural businesses combined with ancillary living accommodation for occupation, only by those associated with the enterprise either as employees or employees and their dependants. Proposals will have to ensure that there is no adverse effect on the amenity of adjacent property or the surrounding landscape in line with Core Policies.

POLICY EC13 Sustaining Rural Facilities and Services

Outside the key service centres of Brampton and Longtown, the change of use of a local shop, public house, post office, doctor's surgery, dental surgery, school, bank, church/chapel, village hall or other facility considered important to the community will only be permitted where it can be demonstrated that:

1. Its current use is no longer viable and there is currently no scope for an alternative community use; and
2. There is adequate alternative provision in the locality to serve the local community; and
3. All options for their continuance have been fully explored.

Proposals for the development of or extension to village services and facilities, including proposals which will assist in their retention, will be permitted provided that:

1. The scale and design does not adversely affect the local built environment and respects local landscape character; and
2. It does not have an adverse impact upon residential amenity; and
3. Appropriate parking and servicing arrangements can be made.

- 4.50 Carlisle City Council will seek the retention of shops and services in rural areas in accordance with sustainability objectives. The value of such facilities to the local community is a material consideration when considering applications that would result in a loss of the resource.
- 4.51 Shops and facilities in rural villages continue to provide an important facility within the rural areas delivering a valuable service and social focus for the local community, particularly for those without access to private transport. However, one of the major challenges facing small rural settlements is their ability to retain local services and facilities which are essential for maintaining villages as sustainable communities.
- 4.52 It is not always possible to prevent closure of shops, etc when it is uneconomic for their use to continue. Therefore, proposals involving the loss of local services will only be permitted where the Council is satisfied that the existing use is no longer viable and there is no market for the business as a going concern. In circumstances where permission is granted, the Council will seek to retain the shopfront to enable the reinstatement of a shop in the premises if the future opportunity should arise. This policy does not restrict changes of use allowed under the provisions of the Town and Country Planning (Use Classes) Order 1987 (as amended).

POLICY EC14 Farm Shops

Proposals for the establishment of, or extension to, farm shops outside existing settlements will be permitted provided that:

1. The enterprise would not undermine the viability and vitality of existing nearby village shops/facilities; and
2. The range of goods sold are restricted to ensure the operation remains as a farm shop which is agricultural in character; and
3. The retail use has to be in association with an established agricultural holding; and
4. The scale, design and landscaping of new or converted facilities respects local landscape character; and
5. Such facilities are capable of being developed within the curtilage of an existing group of buildings.

4.53 Farm shops can provide opportunities to diversify and support existing agricultural holdings in the rural area and help meet a need for local produce in a sustainable way. It is, however, necessary to safeguard existing rural shops and services. Proposals will be considered acceptable where it can be demonstrated that no adverse impact will be generated as a result of a farm shop scheme and provided it meets the requirements set out within the policy.

4.54 Other policies of this Plan will apply such as the need to ensure that highway safety is not compromised and adequate access can be provided.

POLICY EC15 Tourism Caravan Sites

Proposals for the development of caravan sites will be acceptable provided that:

1. The siting and scale of the proposal does not have an unacceptable adverse effect on the character of the local landscape; and
2. The site is adequately landscaped; and
3. The site is contained within existing landscape features; and
4. The level of traffic generated by the proposal can be adequately accommodated by the local road network without detriment to the particular rural character of the area;
5. Adequate access and appropriate car parking can be provided.

In addition, the Council will consider the need to impose seasonal restrictions through the use of planning conditions to safeguard the environment and landscape through the winter months.

4.55 There are fourteen existing licensed caravan sites in the Plan area. The majority of these provide facilities for touring caravans. Most of the sites are used for short stays by those travelling along the M6 corridor and are therefore a valuable tourist facility.

- 4.56 Proposals for both static and touring caravan sites will be judged against the above criteria. It is important that the impact of such sites on the local landscape is minimised. Therefore, in certain circumstances, seasonal restrictions will be applied by the use of planning conditions to prevent adverse impact on the landscape during the winter months when the effectiveness of screening by trees and hedges is reduced in addition, seasonal restrictions may be sought to avoid the continual residential use of a site. The scale, siting and proposed landscaping of the proposal will be particularly important in determining its acceptability. Where caravan sites are to be located next to rivers, the implications of potential flooding will need to be addressed.
- 4.57 In addition to the need to obtain planning permission, caravan site operators must obtain a site licence. The site licence covers such matters as the number and standard of spacing of the caravans and hygiene. The City Council's Environmental Protection Services Business Unit issues site licences. In addition it is important that all consents relating to water management (e.g. drainage, discharge and abstraction) are in place before caravan sites become operational.

POLICY EC16 Tourism Development

Priority will be given for tourism related development in the City of Carlisle in accordance with Structure Plan Policy EM16. Proposals will be supported in Carlisle and elsewhere where they contribute towards the economic and physical regeneration of an area provided that the following criteria are met:

1. The scale and design of the development are compatible with the surrounding area; and
2. There would be no unacceptable adverse impact on the landscape/townscape; and
3. Adequate access by a choice of means of transport, including sustainable modes of travel such as cycling or long distance walking, and appropriate car parking can be achieved; and
4. The level of traffic generated can be adequately accommodated within the local road network without detriment to the particular rural character of the area; and
5. If the proposal is within a rural area it is well related to an established tourist attraction or an existing group of buildings, or would form an important element of a farm diversification scheme; and
6. The distinctive environment, culture and history of the area are safeguarded.

Hadrian's Wall World Heritage Site is a major attraction for sustainable tourism and proposals for new tourism development which aim to promote the enjoyment and understanding of the WHS whilst meeting the above criteria will be permitted.

- 4.58 Tourism development will be considered favourably where it will assist in the economic and physical regeneration of an area and be of benefit to the local community. Opportunities should be taken for tourism development to promote the distinctive environment, culture and history of the area as a tourist attraction. Proposals for tourism development in the rural area should seek to conserve and

enhance the special features and diversity of the different landscape character areas. The joint English Heritage and Regional Development Agency 'Historic Towns and Cities Study' identifies Carlisle as one of five towns/cities in the North West with significant under realised heritage and tourism potential. The Study identifies strategic priorities for long term heritage related tourism infrastructure.

- 4.59 The tourist industry is of major importance both at a national and local level generating economic prosperity and employment. Carlisle City Council recognises the value of tourism and actively seeks to promote it. However, it must be recognised that to ensure sustainability, care must be taken to protect the broader fabric upon which the tourist industry depends such as our heritage, culture and natural landscape. Therefore, proposals will generally be most acceptable where they have the least environmental impact and maximum economic benefit. Guidance in RPG 13 Policy EC9 highlights the need for Local Plans to encourage the growth of and investment in tourism within the north west.
- 4.60 The Hadrian's Wall Path National Trail from Wallsend to Bowness-on-Solway opened in May 2003. Some 27 miles out of the total path length of 84 miles lie within the District. It is estimated that the Trail will generate annual income of £7 million for adjoining economies by 2008. During the first year since opening, 3152 visitors walked the length of the Trail, 41% of these started in the west, mostly arriving through Carlisle Railway Station. There may be opportunities for the provision of new facilities close to the Trail, particularly refreshment facilities, toilet blocks, car parks and accommodation.

POLICY EC17 Advertisements

Proposals for advertisements in Carlisle, Brampton and Longtown will be permitted providing that they are not detrimental to visual amenity and do not prejudice public safety. All of the following criteria will be used to assess suitability:

1. size;
2. location;
3. illumination;
4. design;
5. materials;
6. means of fixture; and
7. impact upon the street scene/local environment.

The display of advertisements in conservation areas which are of an inappropriate scale, illumination or materials, lead to clutter or obstruct or detract from the character or appearance of the conservation area or the architectural features of the buildings on which they are displayed will not be permitted.

Discontinuance action will be taken to remove posters and other material considered to cause a substantial injury to the character or appearance of the conservation area.

- 4.61 The Town and Country Planning (Control of Advertisements) Regulations 1992 set out the framework for the control of advertisements. The City Council can only

control adverts in the interests of amenity and public safety (especially in relation to traffic including pedestrians). Applications to display advertisements will therefore be assessed according to their location and siting, dominance in the street scene and where appropriate, illumination. The City Council has produced Supplementary Planning Guidance on advertisements within conservation areas.

POLICY EC18 Areas of Special Control of Advertisements

Within the Area of Special Control, which coincides with the Plan area, (excluding Carlisle, Brampton and Longtown) proposals for advertisements will be permitted providing:

1. they comply with Regulation 19 of the Advertisement Regulations; and
2. they respect the high environmental value of the Plan area; and
3. where appropriate they complement and enhance significant areas of townscape importance.

In addition, criteria 1-7 of policy EC17 apply to ensure that proposals are not detrimental to amenity or prejudice public safety.

- 4.62 Much of the Plan area (everywhere excluding Carlisle, Longtown and Brampton) falls within an area of special advertisement control under the Town and Country Planning (Control of Advertisements) Regulations 1992. Regulation 19 of the Advert Regulations sets out the range and type of adverts that can be displayed in an area of special control. Within this area the range and type of advertisements which may be displayed without express consent is more restricted and greater controls will be exercised over the design and materials used to respect the high environmental quality and unspoilt character of the area.
- 4.63 In particular, the use of traditional materials should be considered and where lighting is appropriate or necessary it should be subdued and concentrated directly on the sign or advertisement rather than lighting a wider area.
- 4.64 The Plan area also includes a number of conservation areas. It is considered that any advertisements in such locations should respect the character of the buildings and the immediate surroundings.

POLICY EC19 Telecommunications

Where either full permission, or prior approval for the siting and appearance under permitted development rights, is required for telecommunications development (including masts and ancillary equipment) permission will be granted subject to the following criteria:

1. the design and siting of the proposal has been given careful consideration, within the constraints faced by the operator, to take account of its surroundings, and the landscape character if it is to be located in a rural area; and
2. the proposal would not result in any adverse impact on heritage features of the built environment; and
3. the proposed telecommunications service can not be provided by another means; and
4. there is no reasonable possibility of sharing existing facilities; and
5. there is no reasonable possibility of erecting antennas on an existing building or other structure; and
6. evidence is submitted that all measures to reduce environmental impacts has been pursued; and
7. evidence is submitted that the apparatus is in compliance with ICNIRP guidelines

4.65 Modern telecommunications systems are an essential and beneficial element in the economy and the life of the community. New technology is spreading rapidly to meet demand for better communications for businesses, homes and public services. Telecommunications may have wider environmental benefits in reducing the need to travel, by enabling people to work from home and the Council recognises that telecommunications development may need specific locations to work effectively. Government guidance on telecommunications is contained in PPG 8.

4.66 Mobile telecommunication systems operators currently enjoy wide ranging permitted development rights. This means that many types of mast and base stations fall outside the scope of full planning control. However, a determination from the LPA of whether prior approval will be required for the siting and design of masts and other equipment under 15 metres in height is necessary in most cases. Governing bodies must be consulted on all proposals to site masts on or near schools and colleges.

4.67 There is a need to balance the requirements of the telecommunications industry with the protection of the environment. For this reason the LPA will require technical information on how any free standing proposal for network telecommunications is linked to the specific network and justification for why the siting of the development is essential in terms of network coverage. It has been a longstanding Government policy objective to encourage telecommunication operators to share masts and sites as a means of reducing overall mast numbers. Therefore applicants for all masts should also be able to demonstrate that they have explored the possibility of mast sharing, or locating their mast on an existing building or structure.

Policy EC20 Satellite Receiving Equipment

Satellite receiving dishes requiring planning permission will be acceptable provided that the dish:

1. Is sited to minimise its visual impact;
2. is sited so that no part of it projects above the highest part of the roof; and
3. in conservation areas, is located so as not to be visible from any public viewpoint

4.68 The number and siting of TV satellite dishes in residential areas can have a major visual impact. Dishes under 90cm in diameter generally do not require permission. However, for those that do, the Council will seek a location on the building which minimises visual intrusion. In conservation areas, the Council will generally require dishes to be hidden from any public viewpoint.

POLICY EC21 Overhead Power Lines

When considering consultations for proposals for overhead power lines the Council will wish to be satisfied that more suitable alternative sites, routes or systems are not available. Proposals for overhead power lines and high powered electrical installations should avoid the following areas:

1. the Solway Coast and North Pennines Areas of Outstanding Natural Beauty and their setting;
2. the Hadrian's Wall Military Zone World Heritage Site and Buffer Zone.

The following areas should also be protected as far as reasonably practicable:

3. landscapes of county importance;
4. areas of nature conservation interest;
5. conservation areas, or in the vicinity of listed buildings or scheduled ancient monuments;
6. existing or proposed residential development;

Where there is no reasonable alternative to such developments being located within these areas careful routing, siting and design will usually be the most appropriate way to minimise their effects.

4.69 Overhead power lines are controlled by the Electricity Act 1989 and are subject to consent from the Secretary of State for Energy. However, the City Council is consulted on such applications to allow any objections to be stated. When considering such applications the City Council will seek the least visually intrusive route and discourage overhead lines within or adjacent to sensitive areas, such as Hadrian's Wall Military Zone World Heritage Site, AONBs or conservation areas. In these sensitive areas there may be a plethora of archaeological remains and archaeological investigation will need to be undertaken to ensure the most appropriate route for any additional power lines. Schedule 9 of the Act places a duty on suppliers of electricity to have regard to the preservation of amenity, including the natural beauty of the countryside and the conservation of flora, fauna, and geological and geophysical features of special interest. National

Grid Electricity Transmission plc has produced a Schedule 9 Statement to show how it will meet that duty.

- 4.70 In general the City Council wishes to see the undergrounding of existing and proposed overhead power lines throughout the District. A position statement published by the Countryside Commission (CCP 454) encourages electricity companies to consider ways of reducing the environmental impact of overhead power lines and associated pylons, particularly in areas of high landscape quality. Additional work undertaken by the UK Centre for Economic and Environmental Development on behalf of Friends of the Lake District considered the Cumbrian context of overhead power lines and measures to reduce their impact. This policy seeks to support the implementation of the research findings to reduce the impact of overhead power lines. In the more sensitive areas of AONBs development nearby may have an impact on the landscape quality of the area. In order to prevent this, the setting refers to any area where development of this nature may have an effect on the objectives of AONB designation
- 4.71 There are substantial practical, technical, environmental and financial disadvantages involved in the undergrounding of high voltage power lines. Power lines of 275kv and above may only be practical in exceptional circumstances. Hadrian's Wall World Heritage Site traverses the District and due to archaeological remains undergrounding may not be practical. The visual impact of any power lines should be minimised by careful routing where underground cables are not feasible.

PROPOSAL EC22 Employment & Commercial Growth Land Allocations

To provide for employment development needs, in addition to sites with planning permission, an additional 77 hectares are allocated for employment purposes, providing for a variety of employment needs including B1, B2, B8 industrial uses and A1 retail uses

- 4.72 Employment land allocations are set as minimum targets within the Joint Structure Plan. There are no targets for either brownfield or greenfield land, although a sequential approach is encouraged which would normally prioritise brownfield land.
- 4.73 In order to meet these targets existing permissions will satisfy the initial 5 year period to 2006. Post 2006 the Regional Investment Site at Kingmoor Park will satisfy the allocation for this land.
- 4.74 There are deficiencies in the strategic employment site provision. This will be rectified towards the end of the Plan period with the allocation of 20 hectares of land at Brunthill. Land at Brunthill will provide an additional 10 ha of Regional Investment Site. This land will be allocated post 2011 unless there remains less than 15 ha of land at Kingmoor Park at which point it can be brought forward sooner.

- 4.75 For the Business Park development the existing allocation of land at Morton will fulfil the Structure Plan requirement combined with the development at Harraby Green Business Park and Gladman at Parkhouse. In addition land allocated at Rosehill which was subject of an Inquiry in early 2004 was also considered suitable for business use.

PROPOSAL EC22

Land is to be designated for potential redevelopment in the Rickergate Area of the City Centre to provide for additional retail/office and hotel development. This will be on land already in employment use. Any additional employment premises arising as a net gain to the stock will be monitored against the overall employment land provision (Use Class B1, B2 and B8). An Action Area Plan will be produced for the Botchergate South/St Nicholas area to consider the regeneration possibilities for the area between Crown Street and St Nicholas Bridges

- 4.76 The Rickergate are was one of the key areas flooded in January 2005 and is identified as an area liable to flood in the Strategic Flood Risk Assessment, Flood defences are being developed for central Carlisle in order to improve the City's defences. Any proposals for development within the Rickergate area will have to ensure that they provide adequate flood defences and do no compromise other parts of the city.
- 4.77 Research into the property market in Carlisle in 2002 indicated that despite Carlisle being the administrative centre for the County, the office market appeared undeveloped for a City of its size. Development of the City's office sector could widen the economic base and increase the skills base. Very little office space is available and there is a continuing demand for well located, modern, good quality office space. Demand for 'over the shop' space continues to be weak.

Employment Land Allocations - Urban

The following sites are allocated for employment development under Proposal EC22:

EMPLOYMENT LAND MARKET SECTOR	2001-2006 Ha	2006-2011 Ha	2011-2016 Ha
Regional Investment Site			
SP requirement	15	20	15
Completions	15.72		
Available (permission or allocated)		34.867	
Allocated in this plan: Brunthill			10 Σ
Strategic Employment Site (B1 (b&c), B2, B8 and ancillary B1a)			
SP requirement	10	10	10
Completions	0		
Available (permission or allocated)	0		
Allocated in this plan: Brunthill Land south of Park Road		10 8.8	10
Local Employment Site (B1, B2, B8)			
SP requirement	15	15	15
Completions	3.81		
Available (permission or allocated)	10.343	0.4	
Allocated/released in this plan		10.02 + Carleton clinic ω	CR sites rickergate/ caldew riverside;
Business/Science Park (Class B1)			
SP requirement	5	10	10
Completions	3.83		
Available (permission or allocated) (Rosehill)		2.92	
Allocated in this plan: South West of Morton		12	

Σ The allocation of additional land for Regional Investment Site would replace part of the existing site with development constraints (11.4ha) in order to ensure a readily available supply and would extend overall provision into the following plan period

ω This figure includes the land released from the relocation of the Auction Mart from Rosehill Industrial Estate. The figure for land at Carleton Clinic is dependent upon detailed proposals including transport assessments being undertaken.

;Carlisle Renaissance sites have a range of options for differing uses currently indicating a minimum of 35,000 sqm of business space

Additional Local Employment Sites will arise from windfall sites on existing employment areas throughout the urban area.

Kingmoor Park**PROPOSAL EC22**

Kingmoor Park is designated on the Proposals Map as a Regional Investment Site in accordance with RPG13 and the North West Regional Economic Strategy. A central hub for the Regional Investment Site will be developed at the link with the CNDR where it traverses the site.

- 4.78 Kingmoor Park is designated a Regional Investment Site in line with RPG Policy EC5. The boundaries of the RIS are shown on the Proposals Map. An extension to the RIS to provide a further 10 ha of land for development within the Plan period has been identified. This land forms part of a planned extension to Kingmoor Park, to incorporate a further 20 ha identified as a Strategic Employment Site. Development of the RIS extension will not be commenced before 2011 unless before that time available land supply within the Kingmoor Park RIS falls below 15 ha.

Brunthill**PROPOSAL EC22**

Ten hectares of land at Brunthill is designated as an extension to the Regional Investment Site at Kingmoor Park. Development will be concentrated on use Clases B1, B2 and B8. Development of the RIS extension will not be commenced before 2011 unless before that time available land supply within the Kingmoor Park RIS falls below 15 ha. A central hub for the Regional Investment Site will be developed at the southern part of this site at its link with the CNDR.

In addition 20 hectares of land are designated for a strategic employment site building on the growth of the Regional Investment Site.

A Development Guide/Masterplan approach will be adopted for the development of this site resulting in a Supplementary Planning Document adopted by the Council.

- 4.79 This total area of approximately 30 ha at Brunthill is allocated for B1, B2 and B8 purposes. A Masterplan approach to the Brunthill land will be required in order to ensure a satisfactory comprehensive development to integrate the existing Kingmoor Park with the additional land. The designation of this land will strengthen the City's Regional role as an employment provider and improve its economic role in the north west. Extensive areas of brownfield land already form part of the Regional Investment Site, this extension, although greenfield, is well contained by the existing development and provides a logical extension to the existing provision.

- 4.80 The development of a Central Hub will enable much needed facilities to cater for business development and support services within such a large employment area. It is intended that such uses will consist of lunchtime facilities e.g. small convenience store, café, a public house/restaurant, petrol filling station, crèche, and overnight facilities such as a hotel for business users which will also be able to offer conferencing and associated leisure facilities.
- 4.81 The production of a development guide/masterplan will help to phase the development into the existing estate and provide structural landscaping and transport measures for an integrated approach to the site's development. The Masterplan will facilitate the infrastructure and layout of the site to enable the strategic allocation to be brought forward in phases whilst reserving the Regional Investment Site for development post 2011. This will form an SPD and will be adopted by the Council.

Land to the south west of Morton

- 4.82 This site comprises approximately 12 hectares of agricultural land bordered to the south west by Peter Lane and the north west by Wigton Road. This land is well related to the proposed Northern Relief Road, linking the A595 to junction 44 of the M6. The development of this land will help to redress the imbalance of employment land allocations, most of which are currently concentrated in the north and east of the City. The development of this area provides an ideal opportunity to integrate the employment development with adjacent residential and retail development that is well related to public transport routes and provides opportunities for walking or cycling to work. As such, the allocation is consistent with advice in paragraph 3.5 of PPG 13. The development of the site will require structural landscaping to provide a high quality edge to the City in design terms, and so avoid the harsh edge currently presented by the Morton Estate.
- 4.83 The City Council has prepared a comprehensive development brief and Masterplan to guide all proposals for the south west Morton area and establish overall development principles, co-ordination of infrastructural provision and phasing arrangements. The brief identifies a requirement for structural landscaping of the employment site to be implemented at an early stage in the development process. An environmental assessment undertaken for the employment area indicates a layout to improve pedestrian and public transport access to the employment site.

Borderway, Rosehill

- 4.84 Rosehill Industrial Estate has been a popular location for a number of mixed uses and is dominated by the agricultural businesses particularly the auction mart. Additional facilities are required to help support local businesses. In order to develop the area more comprehensively and expand existing businesses additional land is allocated for B1 office development. This will provide for much needed specific office space in the City as well as improvements for Rosehill businesses with hotel and fitness centre, nursery and restaurant. It will also help to address local employment issues as it is located within walking distance of many residents in the Carlisle South area.

Land South of Park Road

4.85 Land to the south of Park Road is allocated for a premier pedigree livestock centre in order to develop the existing Borderway Mart. Rosehill Industrial Estate has developed as an agri-business estate and the relocation of this facility on a nearby site is considered the most suitable location. The allocation is therefore for this specific use rather than a general industrial allocation. There are however traffic issues which need to be overcome especially on auction days. The additional site will help to address parking issues in the area when livestock is being transported but a transport assessment will be required to consider the effects of this development on the network including the A69 and M6 junction.

Employment Land Allocations – Rural

EMPLOYMENT LAND MARKET SECTOR	2001-2006 Ha	2006-2011 Ha	2011-2016 Ha
Strategic Employment Site (B1 (b&c), B2, B8 and ancillary B1a)			
SP requirement	6	6	6
Completions	0		
Available (permission or allocated)			
Allocated in this plan	1.95	8.00	11.20

Local Employment Site (B1, B2, B8)			
SP requirement	5	5	5
Completions	3.66		
Available (permission or allocated)		5.68	
Allocated in this plan			5 Σ

Σ Reserved for Longtown on the basis that Market Town Initiative work will boost employment opportunities. This is dependent on rural supply and other sites coming forward in Key or Local Service Centres

North of Townfoot Industrial Estate, Brampton

4.86 This site is well related to the existing settlement and has good access to the by-pass. It is considered that the allocation is consistent with advice contained in paragraph 3.5 of PPG 13 with regard to rural centres. The development of this site, if well designed, has the potential to have limited impact on the landscape. The site lies in a natural basin and the existing strong landscape features, together with new planting and existing landforms, would ensure that new development could take place progressively without undue disturbance to neighbouring occupiers. Any development would not be seen from the by-pass, and from other viewpoints would be seen only in the same context as the existing industrial estate. Planning permission has been granted for the access road to open up the land for development.

4.87 The Strategic Flood Risk Assessment identifies that some land at Townfoot Industrial Estate is liable to flood. Permission has already been granted for extension of the industrial estate and estate roads have already been

constructed, as this site has been allocated for development since 1997. The Environment Agency was involved in consideration of the planning application and conditions added in order to ensure appropriate flood alleviation measures are put in place. Any subsequent applications for development must also ensure appropriate flood alleviation measures are developed.

Carlisle Airport

4.88 The 21.06 hectares of land allocated for development at Carlisle Airport were previously the subject of planning permission although this has now expired. The airport has potential as a strategic site for inward investment and would therefore be suitable for industrial or commercial development including development with a need to be located at the airport. Regional Planning Guidance, the Structure Plan and the Aviation White Paper recognise the value of airport related development in providing business and light aviation facilities. In addition, development that is airport or transport related with a requirement to be located at the airport, or which will meet the needs of local businesses in the Brampton area will be considered favourably. Although the airport is located over four kilometres from the centre of Brampton, the airport does provide an opportunity for extensive employment users such as hauliers, for which there is no provision in Brampton. A Masterplan is being prepared for the long-term airport development.

Retail

PROPOSAL EC22 Morton District Centre

Land off Wigton Road, Morton is allocated for a district centre as part of the urban extension at Morton, to serve the resident population and the south-west of the City. The proposal includes an allocation for a single food retail store with a capacity of 2,500 square metres. Land will also be reserved for Park and Ride facilities, required during the Plan period

Morton District Centre

4.89 Following the Inquiry into the Carlisle District Local Plan in 1997 an allocation was made for a neighbourhood facility to serve the new housing allocations and the closely adjoining parts of the Morton estate. The Carlisle Retail Study Update 2006 showed that there is sufficient capacity within Carlisle for future food retail development in addition to the store with planning permission at Viaduct Estate Road, proposed by Tesco. The Study advised that the Morton site should be re-designated as a new district centre, and marketed for a food superstore and supporting district centre facilities. A more detailed assessment of commercial viability will be carried out once additional housing development is underway. In the meantime, land is allocated for such a facility, together with adjoining land reserved for Park and Ride

4.90 As such a facility is unlikely to be viable until part of the residential development is occupied, it is unlikely to be developed until towards the middle of the Plan

period. Carlisle retail study considered that there was sufficient capacity within Carlisle for future food retail development. This study considered a capacity of 5,000 sq m for the store, however it was dependent upon other developments in retail in the City. Since the publication of the retail study a number of permissions have been granted and a revised capacity is now considered relevant. A more detailed assessment of commercial viability was to be carried out when residential development was underway. This has not yet been undertaken and an assessment will be possible once additional housing development is underway. In the meantime, land is allocated for such a facility, together with adjoining land reserved for Park and Ride.

Lowther Street

- 4.91 The area bounded by the Bowling Green Hostel, Georgian Way, Chapel Street and Lowther Street is currently used for car parking. This site is suitable for a major retail development although a mixed use scheme including shopping, office and residential development will be considered.
- 4.92 Redevelopment proposals will be acceptable provided that they complement and reflect the quality of the adjacent Lanes development. There are a number of listed buildings in Chapel Street and the scale of development must be complementary to and reflects buildings included in the Portland Square and Chatsworth Square Conservation Area. Satisfactory access for service vehicles must be able to be provided for any proposed scheme.
- 4.93 The Bowling Green Hostel has been extended and other parts of the area have been the subject of applications for redevelopment. The Carlisle Shopping Study 2000 identified potential for further comparison goods growth in the City Centre and this area is suitable for accommodating some of this expansion. It is not considered, however, that the whole site should be devoted to retail use.
- 4.94 Through the work of Carlisle Renaissance it may be possible to integrate the development of the Lowther Street site with the larger regeneration of Rickergate providing for a more comprehensive scheme. Carlisle City Council's retail studies take account of the potential that this site can offer. The studies have identified that this site could deliver the location for the city centre comparison shopping and provide an opportunity to be developed as part of a larger site connected to the Rickergate area. This would be consistent with the ambitions of Carlisle Renaissance.

Chapter 5: Housing

POLICY H1 Location of New Housing Development

New housing development will be located in sustainable locations in accordance with PPS3: *Housing*, Regional Planning Guidance and the Joint Structure Plan. During the Plan period 80% of new development will be located within the urban area of Carlisle, including allocated sites on the edge of the City referred to in Proposal H16. The remaining 20% will be permitted in the rural area of the District with the focus on the two Key Service Centres of Brampton and Longtown.

In the remainder of the rural area small-scale development will be located in accordance with Policy DP1 and other policies of this Plan to ensure that:

1. the site is well related to the landscape of the area and does not intrude into open countryside; and
2. the scale of the proposed development is well related to the scale, form and character of the existing settlement; and
3. the layout of the site and the design of the buildings is well related to existing property in the village; and
4. the siting and design of the buildings is well related to and does not adversely affect the amenity of neighbouring property; and
5. appropriate access and parking can be achieved; and
6. the proposal will not lead to the loss of amenity open space within or at the edge of the settlement; and
7. the proposal will not lead to the loss of the best and most versatile agricultural land.

Settlement boundaries have been drawn for the following Local Service Centres within which proposals will be judged against the above criteria.

Burgh-by-Sands	Castle Carrock	Cummersdale	Cumwhinton	Dalston
Gilsland	Great Corby	Great Orton	Hallbankgate	Hayton
Heads Nook	Houghton	Irthington	Raughton Head	Rockcliffe
Scotby	Smithfield	Thurstonfield		
Warwick Bridge (including Little Corby & Corby Hill)			Wetheral	

In the following settlements small-scale infilling (development between an otherwise continuous frontage) will be allowed where this does not conflict with the criteria above and is evidenced by local need to be in that location. S106 agreements may be used to ensure local occupancy to provide for the identified need.

Blackwell	Cardewlees	Cargo	Carleton	Cotehill
Cumwhitton	Durdar	Faugh	Harker	Hethersgill
How Mill	Lanercost	Laversdale	Low Row	Monkhill
Moorhouse	Talkin	Todhills	Walton	
Warwick-on-Eden		Wreay		

- 5.1 This policy is restrictive in dealing with housing in rural areas in order to comply with targets set out in RPG and the Structure Plan. As the regional targets have been reduced this has had a consequence for the distribution of housing in the district. This policy therefore provides a strategy focussed on Carlisle's urban area with limited rural housing in order to help sustain those settlements with some service provision. Where additional housing is identified through needs surveys this will be focussed on the above settlements unless other specific locations can be justified.

- 5.2 The development of housing within settlements in the rural area presents particular problems. This policy refers to the 41 settlements, outside Carlisle, Brampton and Longtown, within the District. The settlements, subject to this proposal, vary considerably in terms of size and character and therefore what constitutes large and small scale will vary considerably from settlement to settlement. In all cases, however, developments of 10% or more of existing dwellings within the settlement will be considered significant.
- 5.3 Development proposals in any of these villages will be assessed on the basis of the stated criteria as well as criteria in PPS 3 for significant proposals. Therefore, the scale, form and character of development which will be appropriate will vary considerably depending on the village in which it is to be located. In the smallest villages, one or two dwellings may well be all that is acceptable.
- 5.4 The impact of a proposal on the landscape will be a significant factor in determining whether it is acceptable. In most cases it will be more acceptable to locate new housing within the settlement rather than outside the boundary. Sites may also be permitted on the edge of villages providing they:
1. relate well to and are contained by the existing landscape features of the area;
 2. relate well to the form, scale and character of the rest of the village; and
 3. the scheme does not adversely affect the amenity of adjacent dwellings.
- 5.5 Proposals which will extend a settlement in such a way as to act as a precedent for the release of other land for development beyond the village limits will not be acceptable.
- 5.6 A further important factor in determining the acceptability of a development scheme will be the scale of development in relationship to the size of the existing village. Proposals that clearly imbalance, in terms of scale, the relationship between existing and new development will not be permitted.
- 5.7 Many villages have open areas such as village greens, orchards or mature gardens which make a significant contribution to the character of the settlement. These open areas are often an integral part of the village, providing important views within the settlement, or out into the open countryside. The development of such areas will not normally be permitted.
- 5.8 Other open areas within settlements will, however, be regarded as infill sites suitable for development, provided they satisfy the criteria in this policy. Infill sites are generally defined as gaps in an otherwise built up frontage or area of development. What is considered an acceptable infill site for development will obviously vary depending on its location within and the size of the village. In the smaller villages it is unlikely that development would be allowed except in narrow gaps capable of supporting no more than one or two houses.
- 5.9 The City Council has produced Supplementary Planning Guidance Countryside Design Summary based on the Countryside Commission's Technical Report Design in the Countryside. This provides more detailed guidance for developers on these issues.

- 5.10 Regional Planning Guidance requires Local Plans to establish detailed settlement boundaries. These were not shown in the 1997 adopted Local Plan and therefore boundaries are now shown on the inset maps for each of the main settlements within the District.

POLICY H2 Primary Residential Areas

Within the Primary Residential Areas defined on the Inset Maps for Carlisle, Brampton and Longtown, proposals for new residential development will be acceptable provided that:

1. existing areas of open space and other amenity areas are safeguarded; and
2. the proposed development does not adversely affect the amenity of adjacent residential property; and
3. the proposed development complements or enhances existing adjacent residential areas and their amenity; and
4. satisfactory access and appropriate parking arrangements can be achieved.

Proposals for non-residential uses will be permitted in Primary Residential Areas provided that they do not adversely affect residential amenity. Development that would create unacceptable noise, smell, safety and health impacts or excessive traffic generation will not be acceptable. The traffic impact of new development upon existing residents through inconvenience and detrimental effect will be taken into account. Such schemes falling within the scope of this policy will be considered against the above criteria as well as other policies of the Plan appropriate for the proposed use.

Outside the Primary Residential Areas and sites allocated under Proposal H16 for Carlisle, Brampton and Longtown, applications for residential development, including redevelopment and the change of use of vacant and underused buildings, will be only be permitted provided that:

1. satisfactory housing conditions can be achieved; and
2. the proposal will complement the existing character of the area; and
3. the proposal will not adversely affect the amenity of the area; and
4. satisfactory access can be provided; and
5. appropriate parking arrangements can be made.

- 5.11 Existing housing areas within Carlisle, Brampton and Longtown, for which Inset Plans have been prepared, have been defined as Primary Residential Areas. Whilst these areas are predominantly residential, they contain a number of other uses normally acceptable in housing areas, such as churches, places of worship, small local shops, doctor's and dentist's surgeries, public houses, small areas of open space, allotments and the occasional small business use.
- 5.12 Major areas of future residential development, either with planning permission or land allocated under Proposal H16 are also included.
- 5.13 Within these existing housing areas there will be opportunities for small scale housing development, including the development of individual plots and conversion of non-residential property. Such residential development will be acceptable, subject to the criteria stated.

- 5.14 Applications for non-residential development may be acceptable providing they are commercial, industrial or community activities of an appropriate scale which would not adversely affect residential amenity. Development that would create unacceptable noise, smell, safety and health impacts or excessive traffic generation will not be acceptable. Such applications will be considered against the criteria of this policy together with other policies of the Plan that are appropriate for the use.
- 5.15 Outside the Primary Residential Areas and allocated housing sites in Carlisle, Brampton and Longtown further opportunities for housing development may arise, either through new development, redevelopment, the conversion and change of use of existing property or as part of a mixed-use scheme. These can make a useful contribution to particular housing needs and make full use of existing resources.
- 5.16 The criteria seek to ensure that development will provide a satisfactory residential environment:
1. is complementary to and will not adversely affect the amenity of the area; and
 2. appropriate parking and access arrangements can be achieved.

POLICY H3 Residential Density

New residential development should achieve an average minimum net density of 30 dwellings per hectare. Using land efficiently is a key consideration and exceptions to this must be justified by reference to the character of the surrounding area; the nature of the development proposed and the specific site considerations. Within urban areas development will be expected to achieve a minimum net density of 40 dwellings per hectare and, where appropriate, higher densities close to the City Centre.

- 5.17 PPS3: Housing advises that 30 dwellings per hectare should be used as a national indicative minimum until local densities are in place. Further information is provided in the PPS. The Council will carry out further work to establish local densities and to provide more detail in line with the new PPS3. Some sites may have development constraints which limit density such as existing trees or access difficulties. Developments within the City should achieve the minimum level of density.
- 5.18 Carlisle benefits from several high density areas particularly of older terraced housing throughout the City. Higher density developments in some areas of the City are causing difficulties with regard to parking where car ownership levels are high and surrounding developments are also built at high density. The density of new development will have to take into account the impact on surrounding developments of additional high density development.

POLICY H4 Residential Development on Previously Developed Land and Phasing of development

In order to achieve the higher target of 65% brownfield permissions in the urban area, applications for greenfield development in addition to any allocations in H16 will not be granted planning permission. A sequential approach to site development will be applied and, in the context of Policy DP1, brownfield sites in unsustainable locations will not be given priority over more sustainably located greenfield sites. Permission will be phased on sites over 20 dwellings in the urban area and over 10 dwellings in the rural area.

- 5.19 Targets for brownfield residential development have been set nationally for several years and this has been reflected in RPG and Joint Structure Plan targets. The definition of brownfield is considered to be that of previously developed land as contained in Annex B of PPS 3 and reproduced in the Glossary of this plan. Housing development in Carlisle District is achieving an annual construction rate of just below 50% on previously developed land, and in order to increase the level of construction fewer greenfield permissions should be granted. Whilst there is the opportunity to increase brownfield development in the City, there are only limited opportunities in sustainable locations in the rural area.
- 5.20 To increase the level of completions on brownfield sites requires phasing of permissions to ensure a consistent rate of development is achieved. Structure Plan Policy H17 also sets annual permission rates. In order to balance the provision of housing by reducing the development rate and achieving brownfield targets housing sites in the urban area of over 20 dwellings will be phased. In the rural area phasing may be required on sites over 10 dwellings.
- 5.21 Where development on a greenfield site already has permission additional dwellings may be given permission to increase density where this is consistent with other policies. Where permission lapses it will be subject to this policy.

POLICY H5 Affordable Housing

The City Council will negotiate with developers for an element of affordable housing to be included in the majority of housing developments.

All allocated housing sites and windfall sites of 10 or more dwellings in the urban area will be expected to make a contribution of 30% of units on-site towards affordable housing. Only in exceptional circumstances will the Council consider off-site contributions or a financial contribution in lieu of on-site provision.

In the rural area the contribution to affordable housing will be:

- 1 25% of housing on large sites (over 0.8ha or 25 dwellings)
- 2 20% of housing on medium sites (over 0.3ha or 10 dwellings)
- 3 10% of housing on small sites (over 0.1ha or 3 units)

The proportion of affordable housing sought will only be varied if this can be justified on a robust, evidence based, assessment of the economic viability of the site.

Where intermediate affordable housing is to be provided at a discounted market value a discount of 25-30% will be sought and the discounted sale will be required to be in perpetuity.

- 5.22 There is a need to ensure an appropriate mix of different types of houses to meet the needs of different types of households and acknowledge that the community's need for affordable housing is a material planning consideration.
- 5.23 The terms affordable housing or affordable homes apply to both subsidised and intermediate affordable housing (irrespective of tenure or ownership, whether exclusive or shared, or financial arrangements) that will be available to people who can not afford to occupy houses generally available on the open market. In the case of intermediate affordable homes, the price of the dwelling is discounted below the market rate for the equivalent house type. In recent agreements with developers the rate of discount has varied between 10% and 20% depending on the location and market price of housing in that area. Recently house prices have increased by over 20% in parts of the District and the proportion required to discount for affordable units will have to be increased to reflect local housing market conditions. Future negotiations will therefore be based on 25-30%. Where affordable housing is to be provided at a discounted market value in perpetuity, the homes must be retained for future eligible households, or any subsidy recycled for alternative affordable provision.
- 5.24 Occupancy of affordable housing provision will be restricted to the following groups:
1. local residents;
 2. people employed locally, including those moving to the area to take up an employment opportunity; or
 3. people with local connections.
- 5.25 Within the urban area of Carlisle, locally is taken to be the whole of the urban area and in the rural area, the parish in which the site is situated. If housing

remains unallocated, the area should be widened to include neighbouring wards and parishes in the urban and rural areas respectively. Recent information indicates that there is a continuing trend to right-to-buy requests for former Council Housing stock. This will diminish the socially rented stock of housing available in the area and is not being replaced at a similar rate despite the increase in open market house prices. Within the urban area only it will be acceptable to staircase out affordable housing in line with Government guidance.

- 5.26 Where such provision is made the City Council will require that it will be enjoyed by successive as well as the initial occupiers. The most common ways of ensuring this future occupancy are through the involvement of a housing association or trust providing housing for rent or shared ownership, or through an option agreement with the Cumbria Rural Housing Trust and could involve a partnership with a private developer. In addition there may be circumstances where the developer may wish to give a financial or other contribution towards the provision of affordable housing on another site. This will be acceptable provided that the site meets the size threshold and is suitable in other respects for the development. Planning conditions and Section 106 Agreements will be used where they relate to present and future occupancy by eligible people.
- 5.27 In Carlisle, the need for affordable housing has recently been reappraised and has provided updated information. The urban area of Carlisle has a relatively good supply of improved terraced housing, which provides a reasonable supply of low cost market housing. However, recent surveys have confirmed that Carlisle is a low-income area and there is therefore still a need for affordable market, shared ownership and rented accommodation. This problem has been exacerbated by the recent rises in property prices and an increase in the purchase of smaller terraced properties for the buy-to-let market pricing out potential first time purchasers.
- 5.28 Windfall sites will provide the majority of housing provision in the rural area. This means that there are few opportunities to provide affordable housing. As a result the threshold for operation of this policy has been reduced to ensure that contributions are made toward affordable housing to enable new units to be developed to tackle housing need.
- 5.29 Government advice in Circular 06/98: Planning and Affordable Housing and PPS 3: Housing establish that there is a clear need to provide better housing choice, opportunity and mix to create inclusive, sustainable communities with housing developments aiming to meet the needs of the whole community including those requiring affordable and special needs housing.
- 5.30 In the urban area targets will be established for all allocated sites of between 15 and 30% to ensure a continued supply throughout the City. The Structure Plan panel report has recommended that the affordable housing thresholds for consideration be set at 0.4 hectares or 10 dwellings, above which affordable housing will be requested. Therefore sites of 10 units or more will also be required to make a contribution (on-site or by commuted sum) towards the provision of affordable or social housing.
- 5.31 In the rural area the thresholds for social and affordable housing are:
1. 25% of development costs on large sites (over 0.8 ha or 25 dwellings); or

2. 20% on medium sites (over 0.3 or 10 dwellings); or
3. 10% on small sites (over 0.1 ha or 3 units).

Any variation of these thresholds will only be considered on the basis of an assessment of the economic viability of the site, including any exceptional development costs such as the presence of listed buildings, contaminated land which requires cleaning-up or abnormal infrastructure requirements

- 5.32 In considering affordable housing development the Council will have regard to its Housing Strategy in order to achieve the correct mix and number of units for each site. The Council's housing services will be involved in negotiations on the type of housing to be provided to ensure local need is being addressed.
- 5.33 In certain circumstances developers may enter into an agreement with the Council to give a financial contribution (commuted sum) towards the provision of affordable housing on another site in lieu of making on site provision. This will be acceptable where it is neither practical nor viable to provide the housing on site and the alternative site meets the size threshold and is suitable in other respects for the development.
- 5.34 A comprehensive analysis of housing needs, undertaken by the City Council in association with other districts as part of a Housing Market Needs Assessment, was completed in September 2006. This provides the most up-to-date information on housing needs across the District, showing a need for 221 affordable units per annum over a five year period. This will be maintained on an ongoing basis using information on trends, market changes as well as local surveys. The delivery of affordable housing will be dependent upon the situation at the time of a planning application to provide the detailed level. In addition a Supplementary Planning Document on affordable housing will be produced to complement and support this policy. This will include clear guidance on the process and formula to determine the contribution to be made through commuted sums and the level of provision required.

POLICY H6 Rural Exception Sites

Proposals for residential development may be permitted in locations where such development would not usually be permitted, provided the following conditions are met:

1. the proposal is for low cost affordable housing to meet an identified need; and
2. the proposal is supported by a S106 agreement which will satisfy the requirement that once built the residential units are retained for the benefit of successive as well as initial occupiers; and
3. the proposal is well related to the settlement where the need has been identified and respects the local landscape character.

- 5.35 PPG 3 advises that in appropriate circumstances Local Planning Authorities should consider the release of land within or adjoining existing villages for housing which would not normally be allocated or given planning permission in order to provide affordable housing for local needs in perpetuity. The use of vacant rural

buildings, within settlements, for affordable housing may also be considered acceptable where they can meet the criteria set out above. This is provided that need can be demonstrated, that local need can not be accommodated in any other way and that long term arrangements can be made to reserve the housing for local people.

- 5.36 Since planning conditions can not normally be used to impose restrictions on tenure or occupancy, the City Council must be satisfied that adequate arrangements have been made to ensure that houses built on such sites remain available for low cost housing and do not find their way onto the open market. Before the City Council is prepared to consider an application under this policy, specific evidence will have to be provided, in the form of an up-to-date local survey, to demonstrate the particular need for low cost housing in the area. Such surveys can be carried out by Parish Councils and must indicate the particular sector(s) of the market where need is apparent. Cumbria Rural Housing Trust undertakes many of these surveys on behalf of Carlisle City Council.
- 5.37 Examples of such need are as follows:
1. existing residents needing separate accommodation in the area (e.g. couples living in single person lodgings, people needing to leave tied accommodation, overcrowded households);
 2. people whose work provides important services and who need to live closer to the local community;
 3. people who are not resident locally but have long-standing links with the local community and wish to return (e.g. elderly persons requiring family support);
 4. people with a job offer who can not take up the offer because of lack of affordable housing.
- 5.38 In each case, the particular site put forward will be carefully examined. Although proposals of this nature will be viewed more flexibly and sites considered which would otherwise not receive planning permission, sites must be well related to the existing settlement and must avoid undue landscape impact, as well as complying with other policies of the Plan.
- 5.39 Crucial to any scheme of this nature will be a secure agreement to ensure that the houses built remain available for low cost housing to meet the local need identified at the outset. The City Council will only approve schemes of this nature if they are accompanied by a legal agreement which will achieve this objective. The most straightforward arrangement for schemes for low cost housing is considered to be those developed by Housing Associations, with a suitable lettings policy. Schemes from private developers, accompanied by agreements under Section 106 of the Town and Country Planning Act 1990, will also be considered provided there are guarantees that the site will continue to be available for low cost housing to meet the identified need. This can be achieved through a Local Housing Trust. In each case, the intention will be to ensure that sites permitted under this policy can be developed for low cost housing because of the lower land values which will apply.
- 5.40 The Council's preferred method of Low Cost Scheme is for the Council to administer the scheme in perpetuity as it currently does for around a hundred homes in the District.

POLICY H7 Agricultural, Forestry and Other Occupational Dwellings

Outside of those areas covered by Policy H1 and Proposal H16, permission will not be given for dwellings other than those essential to agriculture, forestry or any other rural-based enterprise and supported by a proven need. The size of dwelling should be commensurate with the scale of the business to which it relates. Occupancy conditions will be used to ensure that such dwellings are only occupied by those working in agriculture, forestry or any other rural-based enterprise.

- 5.41 The protection of areas of open countryside is one of the fundamental principles of Planning Policy, as set out in National and Structure Plan guidelines. This policy seeks to apply this principle, but at the same time to allow for essential development to take place. It is well established that in certain cases, agricultural and forestry workers will need to live on the land where they work. In such cases the Council will refer to advice contained in Annex A to PPS7: Sustainable Development in Rural Areas. It should be noted that in situations where areas of land are sold separately from a holding and farmsteading there is no guarantee that permission will be given for a new dwelling.
- 5.42 Where an agricultural or forestry need is established, the City Council will be particularly concerned to ensure that the siting of the new dwelling is well related both to existing development and local landscape features. The fact that the principle of a new dwelling has been established does not mean that development in sensitive locations should be approved.
- 5.43 Applications for the removal of occupancy conditions will be considered on the realistic assessment of the continuing need for the dwelling. This assessment will be based on the continuing need for a dwelling for someone solely, mainly or last working in agriculture in the area as a whole rather than just on the particular holding.

POLICY H8 Conversion of Existing Premises

Proposals for the conversion of non-residential property to provide residential accommodation in locations where planning permission for new build residential development would not be granted will not be approved unless:

1. the building is of sufficient historic or architectural interest or which makes a contribution to local character such as to warrant its retention, and alternative use for economic or community purposes is either not viable or would be inappropriate in other respects; and
2. an appreciation of the historic, architectural, or archaeological significance of the building is submitted with the application against which the proposed development can be assessed, together with the need for further archaeological recording; and
3. the building can be converted without extensions or major alterations which would destroy its character; and
4. the details of the proposed conversion respect the building's character; and
5. adequate access and appropriate car parking can be achieved whilst respecting the character of the landscape; and
6. the design and appearance of the building and the site boundaries should be in keeping with its surrounding landscape; and
7. evidence is provided of marketing the building for economic development uses for a minimum period of six months

Where appropriate, in order to retain the character and fabric of historic farm buildings, development rights originally permitted by Classes A to E inclusive of Part One of Schedule Two to the *Town and Country Planning General Development Order 1995* as amended may be withdrawn by a condition attached to a planning consent.

The conversion of very remote rural buildings will be subject to sustainability tests to assess their acceptability.

- 5.44 Policy H7 states clearly that outside established communities, permission will not be given for new dwellings in the countryside unless supported by an agricultural or forestry need. This approach is in line with national guidelines and Structure Plan policies. Nevertheless, there are some non-residential buildings which remain attractive features in the countryside and whose design and appearance are in keeping with their surroundings. In considering alternative uses the City Council will pay due regard to Government advice in paragraphs 17 and 18 of PPS7 Sustainable Development in Rural Areas, where the emphasis is placed on re-use for economic development purposes. In many instances the conversion and re-use of historic farm buildings for these uses causes less damage to the fabric of the buildings than conversions to residential uses. In certain circumstances, however, the City Council will be prepared to allow such buildings to be converted to residential use where proximity to other dwellings may make residential use the most appropriate option. Alternative uses to residential conversion should be fully explored. Evidence will be required to prove that such uses are unviable including evidence of active marketing for a minimum of 6 months with a local agent or similar.

- 5.45 The criteria set out in the policy will enable the City Council to distinguish between proposals where appropriate buildings can be converted and inappropriate proposals which would simply result in the creation of additional isolated dwellings in the countryside, which may cause harm to the landscape through the creation of gardens and access tracks which detract from rural character and local distinctiveness. In cases, where it is uncertain whether major repairs or rebuilding is required to make the building habitable, it will be necessary for applications to be accompanied by a structural engineer's report on a building to demonstrate that it is in a sound state and that major repairs are not necessary.
- 5.46 Applications for conversions will be carefully examined to ensure that the historic fabric and features of the building are retained and that the details of the conversion (particularly new door and window openings) are in keeping with its character. In the case of listed buildings, proposals which would result in the destruction of, or unacceptable alteration to the building's character will not be permitted. In appropriate cases, the City Council will impose conditions on approvals which will restrict further extensions and/or the erection of garages.
- 5.47 Where development is permitted which may have an effect on species protected by the *Wildlife and Countryside Act 1981* (including bats and barn owls), the City Council will by planning conditions and/or agreements seek to facilitate survival of the species concerned, minimise any disturbance and where required, provide an alternative habitat. In instances where protected species are suspected, surveys may be required before the determination of a planning application to determine their absence or presence.
- 5.48 The City Council is intending to prepare Supplementary Planning Guidance which will give further advice on the detailed design of barn conversions for both residential and employment use. The City Council has already produced Supplementary Planning Guidance on nest boxes for barn owls.

POLICY H9 Backland Development

Proposals for housing development, where appropriate, in large back gardens or behind existing housing developments will be acceptable providing that:

1. the scale, design and siting of the proposal is appropriate for the site and is in keeping with the character and quality of the local environment; and
2. there is no loss of amenity to surrounding properties; and
3. existing landscape features are retained and additional planting is included as an integral part of the scheme; and
4. appropriate access and car parking can be achieved.

- 5.49 In Carlisle, Brampton and Longtown and other settlements in the District there may be opportunities for residential development in larger back gardens or backland areas. These could involve the development of one or more houses in large back gardens or the development of small estates on land to the rear of existing houses.

- 5.50 The appearance of proposed development and its relationship to its surroundings are material considerations to be taken into account when determining planning applications. The development of backland areas will require careful planning and may be acceptable provided it is in keeping with the character of adjacent development and environment. Sensitive design and good landscaping are particularly important if new buildings are to be fitted successfully into small vacant sites. Adequate means of access, which is convenient and safe for both drivers and pedestrians and car parking will be required. To prevent loss of amenity to existing residential development adequate space between the new and existing dwellings must be provided.
- 5.51 'Tandem' development, consisting of one house immediately behind another and sharing the same access is generally unsatisfactory because of the difficulties of access to the house at the back and the disturbance and lack of privacy suffered by the front house.

POLICY H10 Replacement Dwellings in the Rural Area

The replacement of recently occupied permanent dwellings, with existing use rights, located within the rural area will be permitted provided that:

1. The new dwelling is located on or close to the site of the original dwelling; and
2. the scale of the dwelling is no greater than a 15% increase in the footprint of the original dwelling; and
3. the design of the replacement dwelling is appropriate to its location and complements the character and architectural detail of other dwellings in the locality; and
4. the proposal does not adversely affect the amenity of the area or adjoining property; and
5. appropriate access and parking arrangements can be provided

This policy is not intended to allow small houses to be replaced by much larger properties.

- 5.52 The Council recognises that there may be situations where the cost of renovation of substandard or derelict properties is prohibitive. Where it can be shown that the dwelling has not been abandoned, and where there is an existing use right, proposals for replacement dwellings will be considered against the above criteria. The new dwelling should reflect the scale and character of the existing dwelling and relate well to other dwellings in the area and the surrounding landscape. As such, the new dwelling must not be substantially larger than the dwelling to be replaced and should be located on or close to the footprint of the original dwelling. This policy is intended to maintain the stock of existing dwellings in the rural area rather than add to the loss of smaller more affordable properties. For the purposes of this policy, the rural area relates to those areas outwith the settlements listed in Policy H1.

POLICY H11 Extensions to Existing Residential Premises

Applications for extensions to existing dwellings will be approved provided the City Council is satisfied that the proposals are appropriate to the dwelling, its design and setting. Inappropriate extensions which adversely affect the amenities of adjacent properties by poor design, unreasonable overlooking and/or unreasonable loss of daylight and sunlight will not be permitted. Extensions must be of an appropriate scale and not dominate the original dwelling.

- 5.53 It is becoming increasingly common practice for homeowners to extend their dwellings rather than undertake a move to a larger property. It is accepted that such extensions meet locally generated demand and make wise use of existing property and are generally acceptable.
- 5.54 However, in some instances, extensions to dwellings can destroy their character, have a detrimental effect on the townscape and landscape of the area and adversely affect the amenity of neighbouring dwellings. In these circumstances the City Council will attempt to negotiate an acceptable solution but if this proves to be impossible, unacceptable extensions will be refused. The City Council will be producing Supplementary Planning Guidance and will require developers to have regard to this Guidance when it is available in accordance with advice in PPS12.

POLICY H12 Subdivision of Houses and Houses in Multiple Occupation

Proposals for the subdivision of houses into smaller units, or for change of use to a house in multiple occupation will be acceptable provided that:

1. there is no loss of amenity to surrounding residential properties, including loss of privacy through overlooking and through noise transmission; and
2. appropriate access and car parking provision can be achieved; and
3. the proposal ensures the creation of units of a good standard and does not result in the creation of substandard units; and
4. the internal layout of accommodation, provision of amenities, outside drying space, where appropriate, and bin space is sufficient to provide future occupiers with an adequate standard of amenity.

Proposals for additional subdivision of properties within Chatsworth Square and Portland Square will not be acceptable

- 5.55 The traditional family housing areas in Carlisle provide an important source of family accommodation. This resource needs to be protected from inappropriate conversion, which would have an adverse effect on the amenities of the surrounding residential area.
- 5.56 In certain circumstances, however, the subdivision of houses into self-contained accommodation may be acceptable. Such subdivision can provide an important source of small housing units for the increasing number of smaller

households and may provide the opportunity to improve unfit or substandard housing.

- 5.57 Applications for the subdivision of family houses into self contained accommodation will therefore be considered against the above criteria to ensure that the property is suitable for conversion:
1. acceptable living conditions can be achieved;
 2. appropriate parking provision can be made; and
 3. that the internal layout of accommodation, provision of amenities, outside drying and bin spaces are adequate to prevent loss of amenity for neighbours or the surrounding residential area.
- 5.58 A house in multiple occupation, (HMO) as defined in the 1985 Housing Act is one that is occupied by persons who do not form a single household. Circular 12/93 Houses in Multiple Occupation states that Planning Policies should take full account of the need for HMO type accommodation so that unnecessarily restrictive planning constraints are not imposed.
- 5.59 Although this policy does not define specific areas where such conversions would be acceptable, there are certain parts of the Plan area, particularly in the eastern fringe of the City Centre where large two and three storey Victorian terraced houses predominate, which are perhaps too large for modern family accommodation. The subdivision of such larger houses into self-contained accommodation, if carried out correctly, can provide a viable alternative to family occupation and help prevent decay of older property.
- 5.60 In the east of the City there are a large number of properties in multiple occupation. It is important that adequate parking provision can be made or is available in the locality.
- 5.61 Although there are seventy HMOs registered under the Approved Scheme of Registration of HMOs (a mandatory Scheme Registered with the DoE in 1987, under the Housing Act 1985), there are approximately 350 that are unregistered. HMOs tend to be concentrated in the area around Warwick Road to Botchergate, including Chatsworth Square. The City Council recognises that the need for HMOs will continue to increase in the future as a result of the rising student population in Carlisle. The City Council has introduced an Accreditation Scheme for 'shared houses' which lists smaller privately rented properties that have been inspected and which meet the required standard. This policy is therefore necessary to ensure that proper environmental standards are achieved and local amenity is not adversely affected.
- 5.62 There are a number of unauthorised houses converted to bed sitting rooms and enforcement actions will be taken where appropriate. Where residential amenity and/or the character of the area are being adversely affected by these unauthorised uses, permission will not be given.
- 5.63 Proposals for additional subdivision of properties within Chatsworth Square and Portland Square to houses of multiple occupation will not be acceptable. Proposals for the subdivision into good quality residential apartments may be appropriate provided the design is of sufficient quality and the nature of the locality is not significantly compromised.

POLICY H13 Special Needs Housing

Proposals which relate to special or particular housing needs (e.g. the elderly, mentally and physically disabled, the homeless etc) will be acceptable, provided that:

1. they are consistent with other policies of the Plan ; and
2. the City Council is satisfied there is a need which is not being met elsewhere; and
3. the site is appropriate for that need.

- 5.64 Within today's society, there are several groups of people with specific housing needs. The number of elderly will continue to increase during the Plan period and a proportion of these elderly people will require specialised accommodation. Likewise, there is a growing awareness that mentally and physically disabled people require special or modified living accommodation. The needs of these particular groups, detailed in the Community Care Plan, a joint document prepared by the Health Authority, Cumbria Social Services and the City Council, require consideration and the provision of special facilities for them should be encouraged. Supporting People is established to deal with a variety of special needs including those from marginalised groups who may have specific housing requirements. These should be considered in the context of this policy. Provision of accommodation for these groups will usually be within Primary Residential Areas, or other settlements and be close to shops and other facilities.
- 5.65 The first criterion of the policy refers to the need for consistency with other policies of the Plan. This encompasses a wide range of policies including the need to be consistent with other housing policies of the Plan as well as any environmental protection policies which may be relevant. Development which is contrary to these will not be permitted.
- 5.66 A better option than continually adapting houses to different needs is the construction of lifetime homes. These are new dwellings built to a standard that can cater for residents throughout their lifetime. Currently there is no direct requirement to provide a proportion of lifetime homes through the planning system, but during the Plan period the increase in need for this type of dwelling may indicate a need to include such dwellings in larger developments.
- 5.67 This policy should also take into account the need for these homes to be affordable to their specific market.

POLICY H14 Gypsies and Travellers

Where there is an identified need the City Council will consider the provision of Gypsy and Traveller Sites. Proposals for Gypsy and Traveller sites will be acceptable providing that:

1. The proposal will not compromise the objectives of the designation of an Area of Outstanding Natural Beauty or Landscape of County Importance; and
2. there would be no adverse impact on the local landscape; and
3. appropriate access and parking can be achieved; and
4. the proposed site is reasonably accessible to community services; and
5. the proposal would not adversely affect the amenities of adjacent occupiers by way of noise, vehicular or other activities on site.

5.68 The Criminal Justice and Public Order Act 1994 repealed certain provisions of the Caravan Sites Act 1968 and removed the statutory obligation for Local Authorities to provide sites for Gypsies and Travellers resorting to or residing in their area.

5.69 It is expected that this will lead to more applications for private sites. In determining these planning applications the Council will have regard to constraints in the Plan and sites will be restricted in areas of environmental value. The City Council will continue to monitor the number of Gypsy and Travellers caravans in the District biannually, so as to assess the need for additional sites. In considering applications for additional sites the views of the Gypsy and Traveller population and Central Government guidelines will be taken into account. In order to minimise the environmental impact of a new site all consents relating to water management should be in place prior to occupation (e.g. drainage, discharge, abstraction etc).

POLICY H15 Travelling Showpeople

The provision of winter quarters for Travelling Showpeople for residential purposes and the maintenance of fairground equipment will be assessed against the following criteria:

1. the proposal is not within an Area of Outstanding Natural Beauty or Landscape of County Importance; and
2. there would be no adverse impact on the local landscape; and
3. appropriate access and parking can be achieved; and
4. the proposal is reasonably accessible to community services; and
5. the proposal would not adversely affect the amenities of adjacent occupiers by way of noise, vehicular or other activities on site.

Proposals must also be in accordance with other relevant policies within the Local Plan.

5.70 The existing site on Devonshire Walk car park is the favoured location for the temporary accommodation of caravans and equipment for the duration of the operation of fairs visiting Carlisle. Whilst Travelling Showpeople enjoy permitted development rights when travelling for purposes of their business, planning

restrictions can be imposed on more permanent, longer term means of accommodation on sites commonly referred to as 'winter quarters'. A permanent site is located at Willowholme. Should the need arise the City Council will seek to identify potential additional sites where possible for 'winter quarters'. Proposals however will only be considered acceptable where they are compliant with other policies within the Local Plan.

PROPOSAL H16 Residential Allocations

To provide for housing needs an additional 4955 dwellings are required between April 1st 2002 and March 31st 2016. This figure takes account of the number of outstanding permissions at 1st April 2002. Making allowances for windfall sites provision, land for a further 2873 dwellings is allocated for primary residential purposes, providing for a variety of housing needs. The additional sites, are set out in the table below and subsequent paragraphs. All housing developments will be closely monitored to ensure that the scale of residential development relates to the Structure Plan requirement.

5.71 The targets for the Structure Plan are based on two areas the City (Urban Area) and North Cumbria (Rural Area). The targets for the Plan period are as follows:

City (Urban Area)	3500
North Cumbria (Rural Area)	915

5.72 In addition the dwellings demolished at Raffles can be replaced as this is net gain only and no account was taken for the ongoing demolition of these dwellings in the Council's housing land monitoring until the future of this area became clear.

Raffles demolished (existing & programmed)	540
District Total 2002-2016	4955

5.73 In achieving these targets regard has to be had to Structure Plan Policy H18 whereby 65% of urban permissions and 40% of rural permissions should be on previously developed land.

5.74 Eighty per cent of the Structure Plan requirement will be met in Carlisle and the remaining 20% in the rural part of the District. This division is based upon:

1. the Sustainable Strategy of the Plan to concentrate development in Carlisle;
2. Structure Plan Policy 5, which requires that new development should be provided mainly in the towns, to meet the social and economic needs of the County's population.

5.75 The key element of the Local Plan's Housing policy is the planned urban extension of Carlisle at Morton. The development is phased to commence in 2008 and is likely to extend beyond the Plan period. The mixed-use development is considered to be the most sustainable way of accommodating a large part of Carlisle's development requirements. This development should take place in parallel with the development of previously developed sites in order to provide a variety of sites for housing. The rate of development of this site will be in

accordance with the phasing requirements agreed as part of the planning applications

- 5.76 Monitoring of the permissions will take place on a monthly basis and reported through the Council's annual monitoring report. Unless justified on a local needs basis, where the development levels are being exceeded or an imbalance of the strategy is occurring, the Council will review its policies and measures to slow down the supply of new housing.

RESIDENTIAL ALLOCATIONS FOR THE URBAN AREA

					Brownfield	Greenfield	Total
Structure Plan Target					2275	1225	3500
Allowance for Raffles dwellings demolished					540		540
(A) Overall Requirement					2815	1225	4040
(B) Permissions 01/04/02-31/03/05					1016	25	1041
(C) Windfall allowance @ 50 per annum					550		550
Total to be allocated A – (B + C)					1249	1200	2449
(D) Sites to be allocated:	ha	B/fld	G/fld	Total			
Rome Street/Railway Land	2.10	48		48			
77-87 Burgh Road	0.79		28	28			
Land adjacent H K Campbell School	0.90	33		33			
Wakefield Road/Lowry Hill	1.86	60	20	80			
Key Safety Systems Norfolk Street	1.32	100		100			
Carrs Field, Caxton Road	3.82		125	125			
Lindisfarne Street	3.1	130		130			
Nelson Street	2.0	103		103			
Milbourne Street	0.38	30		30			
Cavaghan & Gray London Rd	2.1	104		104			
Laings Site Dalston Road	1.74	90		90			
Penguin Factory Westmorland Street	0.64	64		64			
Hilltop Heights	0.31	80		80			
Harraby Green Road	1.05	45		45			
St Nicholas	0.42	50		50			
Deer Park	3.9	60		60			
Carlisle Racecourse/Lowry Street	1.07	43		43			
Carleton Clinic (Former Garlands Site)	4.19	100		100			
Durrhill	4.80	100		100			
Morton Development	38.3		800	800			
Raffles replacement	10.6	500		500			
(D) Total allocated					1740	973	2713
over/under allocation (+/-)					+491	-227	+264

The negative/positive figures in this table illustrate that the Council will seek to achieve higher brownfield targets by allocating sites above the 65% threshold in the Structure Plan.

- 5.77 The table above sets out the housing land allocations taking into account permissions granted between the 1st April 2002 and 31st March 2005. The information is based on current applications, Local Plan requests following publication of the Deposit Draft and the Council's urban capacity study. The housing totals for the allocations are indicative and there may be variations in the numbers as a consequence of the development control process as detailed schemes are developed.
- 5.78 Sites have been allocated in order to achieve the brownfield targets. Permission will not be granted in the urban area for greenfield sites over and above those allocated in the plan. A windfall allowance is included to allow for small-medium brownfield sites to come forward that have not yet been identified or are at an early stage of discussion. Sites will be phased to enable the Council to meet brownfield site targets.

North Cumbria - Rural Area

- 5.79 Within the rural part of the District housing land allocations will only be made in Longtown and Brampton as Key Service Centres. Longtown allocations will assist in the regeneration priorities for the Market Towns Initiative Programme. Outside those Key Service Centres, new dwellings will be limited to infilling or small scale development in line with Policy H1. Settlement boundaries have been drawn tightly to reflect the low level of housing land available during the Plan period.

The table below sets out the allocation of sites to meet the brownfield targets.

RESIDENTIAL ALLOCATIONS FOR THE RURAL AREA

					Brownfield	Greenfield	Total
Structure Plan Target					366	549	915
(A) Overall Requirement					366	549	915
(B) Permissions 01/04/02-31/03/05					284	179	463
Total to be allocated A – B					82	370	452
(C) Sites to be allocated:	ha	B/fld	G/fld	Total			
Longtown South of Moor Road	0.88		26	26			
Longtown Sawmill	1.96	78		78			
Longtown between Mill Street/Burn Street/A6071 (Suttons)	0.65	24		24			
Highway Depot Station Road Brampton	0.8	32		32			
(D) Total allocated					134	26	160
over/under allocation (+/-)					+52	-344	-292

Note the Brownfield rural target has been exceeded however annual targets will still have to be met from any remaining permissions available.

- 5.80 The remaining brownfield dwellings can easily be achieved through small-scale windfall during the Plan period. This indicates that the target for brownfield permissions can be exceeded in the rural area. This is dependent on limiting the greenfield supply. Whilst the Structure Plan and national targets allow for some greenfield permissions the supply coming forward in the last two years has exceeded the target supply. More restrictive policies in this Local Plan should help to redress this position. This table will be kept under review.

The sites allocated under this Proposal are detailed as follows:

- 5.81 Development of the following allocated sites will have to accord with other policies of this Local Plan (e.g. affordable housing, children's play areas, etc) where they affect the proposed or existing use in order that an appropriate development is achieved. Development briefs will be prepared for sites that have not previously had planning permission.

Murrell Hill

- 5.82 In the Caldewgate area of Carlisle this is a former canteen site where the buildings have been removed and has been neglected for some years. An informal footpath exists across the site linking Dalston Road to Wigton Road as part of a dismantled railway line. Access arrangements will have to take into account the nearby traffic light junction in order to ensure safe access and egress. The site has been the subject of a former planning permission for residential development.

Former Cinema, Botchergate/King Street

- 5.83 Originally a theatre converted to a cinema and then an Ex-Servicemen's Club this building has been vacant for a number of years. In the Botchergate area of the City it lies close to a number of facilities within a short walk of the City Centre. A recent fire in the building has accelerated the demolition process. It is proposed that this site is redeveloped for housing.

Rome Street and adjacent Railway Land

- 5.84 A former gas works site in Rome Street close to the edge of the City Centre has been under-utilised for some time. Permission was granted for employment uses but the site remains unattractive with only minimal use of a waste transfer station. In a mixed use area the land is within walking distance a number of facilities and the City Centre. The site is suitable for residential development although this is dependent upon the contamination of the land being satisfactorily remediated. The extent of development would require play area provision although alternative sites nearby may also be considered. In addition to the gas works site the land to the rear which is former railway land has been included in the allocation and is likely to require access through the development from Rome Street. Alternative access arrangements may be considered although care should be taken to ensure that they do not conflict with safeguarding the goods avoidance line through Carlisle. The gas works site contains Gas Holder No.4 listed building which is excluded from the allocation. The future of the listed building should be taken into account in the consideration of future occupiers of the site to ensure satisfactory arrangements can be made.

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

77-87 Burgh Road

- 5.86 This is a greenfield site identified in the Council's Urban Capacity Study. It lies within a primary residential area in the Belle Vue area of the City surrounded by residential development but currently fenced off with no public access. Previous residential permissions have existed on the site but expired.

Land Adjacent HK Campbell School

- 5.87 This is a former school playing field currently fenced off and adjacent to redevelopment areas of Raffles. The site has a frontage to Raffles Avenue but also adjacent to cleared land fronting Brookside. Access from Brookside would enable a more comprehensive housing development with adjacent land although the adjacent land is not in the initial phase of redevelopment for Raffles and may be phased later in the Plan period.

Wakefield Road/Lowry Hill

- 5.88 Land at Wakefield Road is currently in employment use at the southern end of the Kingstown Industrial Estate. The site has potential access to the Lowry Hill residential area. Part of the site still has a building in use and would require relocation but the majority of the site has been cleared although currently under lease. A development brief has been prepared. Land to the east of the employment area is currently in allotment use, proposals for development of this area must be consistent with Allotment Policies of the Local Plan to ensure the interests of allotment holders are taken into account.

Carrs Field, Caxton Road

- 5.89 Carrs Field is currently the home of the Creighton Rugby Club in Carlisle. The Rugby Club is intending to relocate to the south of the City where improved facilities as part of the Garlands hospital redevelopment can be provided. This field will therefore become surplus to requirements during the Plan period as a privately owned playing field. The site is within close proximity to the Cumberland Infirmary and within 1.75 km of the City Centre. Land to the north is part of the Engine Lonning wildlife site and pedestrian access is adjacent to the proposed development. Proposals will have to ensure that there is no harm to the wildlife interest of the adjacent site.

Lindisfarne Street

- 5.90 The site of Watts Ltd lies adjacent to a residential area in the south of the City and close to the London Road Goods Depot. Access for employment related use is currently by informal arrangement through the railway land. It is proposed

to redevelop this site for residential use and access would have to be provided from Lindisfarne Street.

Nelson Street

- 5.91 This site is part redevelopment of the United Utilities site at the corner of Nelson Street and Blencowe Street. An office use is to be retained on the site and this area is excluded from the allocation. The Mill Race crosses the site and access will be required for maintenance. This could be designed into redevelopment of the site. The development will replace a large industrial structure and therefore design principles should look to the surrounding housing for influence. There may be opportunity to enhance existing play facilities in the area rather than additional provision.
- 5.92 This site is a previously developed site within the urban area. It is identified within the Strategic Flood Risk Assessment as falling within an area liable to flood. More detailed discussion has been undertaken with the Environment Agency on proposed development for this site. Proposals are capable of being developed which would satisfy the concerns of the Environment Agency on flooding matters. The site remains proposed for development within the plan.

Milbourne Street

- 5.93 This site is a former builders depot and is situated between Milbourne Street and the river Caldew. Close to the City Centre the site is considered suitable for a high density, high quality residential development and could relate to the recently constructed University Library and resource centre adjacent to the site. The site flooded in January 2005 which will have implications for the ground floor levels and use in order to deal with necessary flood alleviation.
- 5.94 This site is a previously developed site within the urban area. It is identified within the Strategic Flood Risk Assessment as falling within an area liable to flood. More detailed discussion has been undertaken with the Environment Agency on proposed development for this site. Proposals are capable of being developed which would satisfy the concerns of the Environment Agency on flooding matters. The site remains proposed for development within the plan and has now achieved planning consent.

Cavaghan & Gray Site, London Road

- 5.95 This company continues to provide employment in Carlisle at its Durranhill site however the use of the London Road site is no longer viable and production has recently ceased. The outdated buildings will require demolition and it is considered that part of the site could be developed for residential use. As the site is surrounded by residential development, up to 70% of the site could be developed for new housing. The remainder of the site should be considered for employment use in order to reduce the overall loss of employment sites particularly in the Carlisle South area. Small commercial premises may be suitable having regard to facilities in the local area and other policies of this plan.

Laings Site, Dalston Road

- 5.96 This large site has been under-utilised for a number of years and its redevelopment is considered essential to improve the local area. This is a former employment site and retaining some employment use for part of the site would help to reduce the loss of local employment sites in the area which are now outdated and older factories. Whilst the Council will seek the most appropriate form of mixed use development with the greatest regenerative benefit to the community, it is not considered appropriate for more than 70% of the site to be redeveloped for residential use. Alternative uses to tackle much needed community facilities would also be considered in an overall site redevelopment. Access to the site should be taken from Stanhope Road where possible in order to minimise disruption to the flow of traffic on Dalston Road at nearby junctions.

Penguin Factory, Westmorland Street

- 5.97 This site is the redevelopment of a factory which has now ceased production. Although the main building is not listed, its form is characteristic of the Denton Holme area. Conversion of the factory should be considered in any redevelopment proposals. Existing buildings have a dense urban form and this can be echoed in proposals for the site. Retention of employment use is not considered appropriate for this site. Provision of play space which would normally be required on a site of this scale will be considered by commuted sum payment.
- 5.98 This site is a previously developed site within the urban area. It is identified within the Strategic Flood Risk Assessment as falling within an area liable to flood. More detailed discussion has been undertaken with the Environment Agency on proposed development for this site. Proposals are capable of being developed which would satisfy the concerns of the Environment Agency on flooding matters. The site remains proposed for development within the plan.

Key Safety Systems, Norfolk Street

- 5.99 This site is now contracting its business and whilst some employment use will remain on the site accessed from Constable Street, the main part of the site is considered suitable for residential development. The site is adjacent to the Mill Race from the River Caldew and opportunity should be taken to enhance this feature of the site as access will be required for maintenance. The opportunity to redevelop the site and integrate development into the surrounding urban form will be most appropriate.
- 5.100 This site is a previously developed site within the urban area. It is identified within the Strategic Flood Risk Assessment as falling within an area liable to flood. More detailed discussion has been undertaken with the Environment Agency on proposed development for this site. Proposals are capable of being developed which would satisfy the concerns of the Environment Agency on flooding matters. The site remains proposed for development within the plan.

Hilltop Heights

5.101 This area is a mixed commercial area however space is available for additional development. An innovative design is required for this site to succeed comprising a mix of commercial and residential premises. A transport assessment will be required due to the mix of uses occupying this area and the access/egress onto the main arterial route of London Road.

Harraby Green Road

5.102 A number of developments have been undertaken in this area comprising a mix of small scale business and residential development. This site has been tipped for a number of years and detracts from the local area. Redevelopment of the site for residential use will complement recent adjacent developments. The site is adjacent to the River Petteril and although it did not flood in January 2005 the need to have regard to surface water run off and impact on the river environment is essential. Part of the site will be reserved from development in order to improve flood flow.

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

St Nicholas

5.104 This area of Carlisle comprises mixed commercial developments. In this area the development is low scale and consideration of a higher density development incorporating residential above would be appropriate. Longer term plans are being considered for the area but are at early stages. Care is required in relation to design of any development in this area and must have regard to the high quality terraced housing in St Nicholas Street.

Deer Park

5.105 This site of a former building is surrounded by residential development to the south and east and employment uses to the north. Redevelopment for a mixed use of residential or employment is considered appropriate however a buffer zone will be required between employment to the north and any residential use. The site has provided a strong green presence in the area provided by the trees which are protected by a Tree Preservation Order. This will affect the access to the site and the position of any development in order that the health of the trees is not compromised.

Carlisle Racecourse

5.106 Carlisle Racecourse is situated on the southern fringe of the City. Recent investment in a Grandstand has improved facilities but further investment in new

stabling and jockey facilities is urgently required if the racecourse is to meet new standards. The allocation of land at the northern end of the racecourse for residential development is considered the most appropriate way to enable this reinvestment to occur. The existing stable area and hardstanding will be redeveloped for housing. Access will require improvement to this and the existing site. The development of this site provides an opportunity for a high quality design to take account of the surrounding landscape.

Land at Carleton Clinic (Former Garlands Site)

5.107 In recent years surplus land at the former Garlands Hospital site has been redeveloped for housing. Some land remains surplus to requirements and the land currently occupied by buildings is allocated in this plan. A mixed development is envisaged including some residential development. A specific policy is contained in this plan at Policy LC14 Carleton Clinic

Durrhill Road (opp Chapel Brow)

5.108 Land at Durrhill is allocated for a mixed development including residential and relocation of the Auction Mart. Residential development has been included in this location to enable a comprehensive development of the site and provide an integrated arrangement for infrastructure including access.

Morton

5.109 The area to the south west of Morton has been allocated as the major development area within Carlisle. The 41 hectares of residential land, which is in two separate allocations, is a major part of that development which also includes retail, employment and open space allocations. These are subject to other proposals of the Plan. Within the allocation of 41 hectares, there will be a requirement for the provision of open space. Within the Housing area to the north of the A595, based on the requirements established by Policy LC2, the following provision will be required :

Sports pitch	1.50ha.
Equipped playground	0.22ha.
Informal playspace	0.40ha.

For the housing allocations to the south of the A595 the sports pitch provision will be met within the Primary Leisure Area allocated under Proposal LC16. The standards required for children's play space, to be met within the housing allocations, will be:

Equipped playground	0.40ha.
Informal playspace	0.70ha.

5.110 Over 40% of the population of Carlisle live within the area between the Rivers Eden and Caldew and there are no major retail or employment allocations in the area. The area is therefore seen as an ideal opportunity to make related allocations to help reduce both the number and length of private car journeys

for both shopping and work. The residential allocations are well related to secondary education provision at Morton School. The area is well served by public transport and improvements can be made to existing service provision to link the residential and employment areas. It is anticipated that the development of this area will extend throughout the Plan period and will be phased to ensure brownfield sites are brought forward. The City Council has prepared a development brief and Masterplan to guide all major development in this area.

- 5.111 Development has started on the northern part of the original allocation at 'The Beeches'. The additional residential developments were subject to planning applications which have been called in and awaiting additional submissions before consideration at an Inquiry. In preparing the information, an environmental assessment has been undertaken which updates information in the Masterplan. As a consequence the numbers of dwellings have been increased to reflect a higher density of development. Development of this site shall not commence until 2008 when other greenfield allocations have been developed and then shall be phased. It is considered that during this plan period 800 dwellings will be developed on this site with an additional 100 units developed in the following period allowing for a long term phased development of this sustainable extension. This site is not to be developed until such time as adequate infrastructure is in place.
- 5.112 This greenfield site is being developed as a major urban extension. A small part of the site bordering the Fairy Beck is identified within the Strategic Flood Risk Assessment as falling within an area liable to flood. More detailed discussions have taken place with the Environment Agency on proposed development for this site. An Environmental Impact Assessment of the site shows that proposals are capable of being developed which would satisfy the concerns of the Environment Agency on flooding matters.

Raffles replacement dwellings

- 5.113 Raffles in Carlisle has been undertaking a transformation in recent years and the local community has been working hard in partnership with the City Council, Carlisle Housing Association and a private developer to bring about redevelopment of the area. The Raffles Vision has been produced which sets out an informal plan to redevelop community, health, recreation and residential parts of the area. During the Plan period it is likely that the whole of the area will be redeveloped and the majority of housing will be replaced although some land is being changed to other uses. Planning permission has been granted for the first phase and the developer is now on site. The long-term schedule for development will be dependent upon the progress of the first phase.

Saw Mill Site, Netherby Road, Longtown

- 5.114 Outline planning permission lapsed on this site but its use for residential redevelopment is considered appropriate given its good location close to the town centre and school facilities. The site will also cater for local need identified in the housing survey as part of the Market Towns Initiative work being undertaken.

Land between Mill Street/Burn Street/A6071, Longtown

5.115 This site currently used for employment is at a key junction in the town and the redevelopment of the site can provide an opportunity to improve the existing junction arrangements. Sufficient land remains allocated in the town for employment development and the allocation of this site for residential development should not hinder the strategy to regenerate the town. Provision is made for additional land to be allocated for employment development at Longtown should this be required during the Plan period. Given the nature of the existing junction, access to this site will have to ensure that vehicular conflict is minimised and it may be appropriate to require access to be only from Mill Street.

Highway Depot Site, Station Road, Brampton

5.116 The site of an existing Highways Depot in Brampton causes concern in the immediate area due to its operation. There is an opportunity to relocate the site locally within Brampton and this is to be facilitated by the redevelopment of the existing site for residential use. The site lies within the newly extended conservation area requiring a high standard of design for any proposals.

Chapter 6: Local Environment

POLICY LE1 Urban Fringe Landscape

Within the Urban Fringe Landscape areas, shown on the Proposals Map, permission will not be given for development which adversely affects the open character of the areas. Development of open space recreational uses such as golf courses and playing fields which retain the essential open nature will be acceptable. In addition, small scale development within or adjacent to established farmsteads and other groups of buildings, together with buildings associated with and required for the use of the area for open recreational areas will be acceptable providing that:

1. the proposal reflects the scale and character of the existing group of buildings; and
2. there is no unacceptable adverse effect on the amenity of neighbouring property; and
3. there is no unacceptable adverse effect on the character and appearance of the surrounding area; and
4. where appropriate satisfactory access and car parking can be achieved.

- 6.1 Certain areas of countryside, by reason of their location on the fringe of the principal settlements of the Plan area are under pressure for development. An Urban Fringe Landscape Study for Carlisle and Landscape Assessment studies for Brampton, Longtown and Dalston have been carried out. These studies form the basis for this policy.
- 6.2 These are the most important areas of countryside in and surrounding these settlements and in Carlisle include the valleys of the River Eden, Caldew and Petteiril, which bring rural character into the centre of Carlisle. Several 'green wedges' and areas on the periphery of the urban area which have particularly attractive landscapes prevent the coalescence of outlying villages such as Blackwell, Carleton, Cummersdale and Rickerby with the urban area. In Dalston and Longtown these areas include the riverside areas and in Brampton the particularly prominent knolls which are a feature of the area's geological history. The importance of areas defined under this Policy lies in their significance to the setting of the settlement concerned.
- 6.3 The purpose of the Policy is to retain the essential open character of these areas by restricting development to recreational uses which require areas of open land and buildings associated with and clearly needed for the development, e.g. changing rooms and clubhouses. It is not the purpose of the Policy to prevent small scale development associated with existing farm groups and other groups of buildings, together with development to meet local infrastructure needs such as sewage treatment, water, gas supply and telecommunications. Such development and development associated with the open recreational use of the land will be acceptable provided the above criteria are met.
- 6.4 Some of these areas of countryside, particularly in the river valleys and areas preventing the coalescence of villages with Carlisle, together with particularly attractive areas of countryside, may never be suitable for development.

- 6.5 There are certain areas on the fringes of these settlements where the intrinsic landscape quality has been damaged by insensitive development or dereliction. In other areas, the landscape quality is intrinsically lower and may have been degraded further by removal of natural features such as trees and hedgerows. Other areas are open areas of land in the vicinity of unsightly or large scale built development and provide scope for landscaping to either integrate such developments with the landscape, or provide effective screening. The nature of the landscape in these areas indicates the need for landscape improvement projects. Such improvement work could include additional tree planting and where appropriate reinstatement of hedgerows and ponds, together with the creation of new wildlife habitats.

POLICY LE2 Sites of Special Scientific Interest

Development proposals within or likely to affect the nature conservation or geological interest of Sites of Special Scientific Interest will be subject to special scrutiny and will not be permitted unless:

1. The reasons for the development clearly outweigh the nature conservation value of the site for which it is of special interest and therefore designated as part of the national series of SSSIs; or
2. the nature conservation interest of the site can be fully protected and enhanced by the appropriate use of planning conditions or obligations.

- 6.6 The Plan area includes 34 Sites of Special Scientific Interest (SSSIs). These sites have been identified by English Nature (now Natural England) and are the subject of a formal procedure of notification under the 1981 Wildlife and Countryside Act. As such, they represent sites important for nature conservation defined on the basis of national criteria and are identified as sites of national importance in PPS 9. They include a wide variety of sites of different types from large areas of salt marsh on the Solway, to Pennine moorland and small sites with some specific interest, such as geology. Section 28G of the Countryside and Rights of Way Act (2000) places on Local Authorities a duty to take reasonable steps to conserve and enhance the flora, fauna, geological or physiographical features of SSSI in the course of exercising their functions.

- 6.7 Development will only be permitted if the need for the development clearly outweighs the nature conservation interest of the site, or the development can be subject to conditions or obligations that will prevent damaging impacts on wildlife habitats or important physical features. Potential detrimental effects could arise in a number of different ways, either through the destruction of important features, or indirectly by, for example, introducing large numbers of visitors to a sensitive site.

- 6.8 The Government Public Sector Agreement target for SSSI is that there should be no loss in area of SSSI and that 95% of SSSI areas are maintained in or are recovering towards favourable condition before 2010. Other indicators include the populations of wild birds in the region, and the enhancement of the north west region's biodiversity resources. Targets for these indicators are to maintain

an upward trend in all bird numbers, to reverse the long term decline in farmland birds, and to deliver the North West Region's biodiversity targets for priority habitats.

- 6.9 English Nature (Natural England) has undertaken work on a national series of 25 rivers in England to be notified as SSSIs. The River Eden has been designated as a SSSI because of the importance of its water quality, fishery and wildlife interest.

POLICY LE3 Other Nature Conservation Sites

Development which would have a detrimental effect on Regionally Important Geological/Geomorphological Sites, County Wildlife Sites and other sites of nature conservation significance, Local Nature Reserves and Ancient Woodlands will not be permitted unless:

1. The harm caused to the value of those interests is clearly outweighed by the need for the development in that location; and
2. Where practical, any environmental feature lost is replaced with an equivalent feature.

- 6.10 In addition to SSSIs, there are a number of other important geological and geomorphological sites in the Plan area. Designations of Regionally Important Geological / Geomorphological Sites (RIGS), aim to maintain and enhance specific features of rock and landform and the dynamic natural processes which create them. They are worthy of protection for their educational, research, historical or aesthetic importance and have the backing of Natural England.
- 6.11 North Pennines Geodiversity sites are representative examples of particular geological features in the context of the North Pennines AONB. There is one site within the district at Forest Head Quarries, Hallbankgate, which is one of a range of sites contained within the North Pennines AONB Geodiversity Audit and Action Plan.
- 6.12 The importance of sites such as these has become significantly greater in recent years as opportunities to study the earth's history through its rocks, fossils, minerals and landforms are rapidly disappearing because of changes in land use and the pressure of development.
- 6.13 In view of their importance, development or land use changes which would adversely affect these sites will not be permitted. Sensitive development may however be possible, providing that it preserves the value of the site. At some sites there may be benefits of further exposing the features which make them important. The City Council therefore supports the enhancement, access and interpretation of sites where appropriate.
- 6.14 The Plan area includes a number of RIGS as indicated on the Proposals Map, although more are likely to come forward within the Plan period. Sites can range from those influenced by man such as rock exposures in old quarries to the natural forces driving river erosion. The Cumbria RIGS Group hold information on these sites.

- 6.15 In addition to SSSIs, there are a large number of other important nature conservation sites in the Plan area. These sites have been designated by the Cumbria Wildlife Trust as wildlife sites. They are examples of important habitats with uncommon species of plants and animals. As with SSSIs, the sites vary considerably in size and character from large woodlands, areas of wetland, moorland and heath and small areas of roadside verge. Within the built up area of Carlisle such sites include the Caldew Valley, Cummersdale Holmes, Tarraby Lane and Engine Lonning areas, Kingmoor Sidings and Kingmoor Nature Reserve, which is the oldest reserve in the District, being designated in 1914. It consists of approximately 40 hectares of protected woodland and fields. The City Council manages the reserve and will continue to seek to enhance the habitats and nature trails of this valued recreational and educational asset, through the drawing up of a detailed management plan for the area.
- 6.16 The Cumbria Wildlife Trust provides updated information on Wildlife Sites on a variety of matters including location, flora and fauna, etc. The Cumbria Wildlife Trust, in conjunction with the City Council, will seek to undertake further surveys of the area in order to designate additional sites under this Policy.
- 6.17 The importance of sites such as these has become significantly greater in recent years, as changing agricultural practices and the disappearance of traditional management in the countryside have resulted in the loss or alteration of many sites. Many species of plants and butterflies which were common fifty years ago are now found only rarely.
- 6.18 In view of their importance, it is considered that development or land use changes which would adversely affect the nature conservation importance of these sites should not be permitted unless there is an overriding need. Such changes could include moorland afforestation or lack of sensitive management of important woodlands, as well as development requiring planning permission. Where derelict land reclamation schemes are proposed, undisturbed areas which are significant from a nature conservation point of view should be respected. Where development is permitted which would result in the loss of an environmental feature such as woodland, there will be a requirement to replace this feature in an appropriate location.
- 6.19 Article 10 of the Habitats Directive and the associated regulations state that Local Plans should include Policies encouraging the management of features of the landscape which are of major importance for wild flora and fauna. These features are those which, because of their linear and continuous nature or their function as stepping stones, are essential for migration, dispersal and genetic exchange. Such features could include rivers with their banks, hedgerows, ponds and small woods. Many of these within the Plan area are designated as Wildlife Sites. The City Council will consider the use of planning conditions and agreements when granting planning permission which may affect these features and will encourage landowners and developers to enter into management agreements where appropriate.
- 6.20 Local Nature Reserves (LNRs) can be established by the City Council on land in which the Council has an interest either through ownership, lease or agreement (Section 21, National Parks and Access to the Countryside Act 1949). For the purposes of this policy, LNRs are regarded as meriting the same degree of

protection as County Wildlife Sites. They are habitats of local significance which make a useful contribution both to nature conservation and to the opportunities for the public to observe, learn about and enjoy wildlife. LNRs are predominantly ecological, but can also be established on geological sites. Linear sites such as abandoned canals and railway lines make good LNRs as they form links between wildlife habitats isolated by urban development, as well as being places where people like to walk. In declaring a LNR the City Council will make a commitment to conserve or enhance the features on which the special interest of the site depends.

- 6.21 Kingmoor Sidings LNR occupies the site of the old Carlisle railway marshalling yards and extends to approximately nine hectares. This site was abandoned and has been gradually colonised by a broad range of plants and wildlife. The site is owned by the City Council and was designated as a Local Nature Reserve in 1988. The Council is currently preparing a management plan for this important wildlife protection and interpretation area, the overall aim of which is to maintain the present semi-natural nature of the site. There is a footpath link through to the adjacent Kingmoor Nature Reserve.
- 6.22 Ancient woodlands are those which have been in existence from at least 1600 AD and can be separated into two groups; ancient semi-natural woodlands (ASNW) and planted ancient woodlands (PAWS). ASNW have since then only been cleared for underwood or timber production. Ancient woodlands consist of mature trees which have not obviously been planted and have had over 400 years in which to develop stable plant and animal communities. A survey by English Nature in March 1994 established the extent of ASNW in Cumbria. PAWS are sites that were formerly semi-natural but have been replanted, either with conifers, broadleaves or a mixture of the two. Even those PAWS planted with conifers often continue to support species characteristic of ancient woodlands, their soils remain relatively undisturbed and historical and archaeological features often still exist.
- 6.23 Ancient woodlands have their own communities of plants and animals which have developed over centuries in relatively undisturbed conditions. As a result, they contain many uncommon or rare species and comprise an asset of great importance to nature conservation. Many ancient woodlands are either Sites of Special Scientific Interest or Wildlife Sites. It is essential that remaining ancient woodlands are protected and sympathetically managed.
- 6.24 Proposals which would be detrimental to the character of ancient woodlands will be discouraged. Such proposals would include clearfelling and a change of land use, or substantial clear felling and replanting with alien species. Sensitive management involving selective felling will be encouraged.
- 6.25 In considering development and other proposals affecting ancient woodlands the Council will seek to retain tree cover as far as possible. This can be achieved through consultation procedures with the Forestry Authority on tree planting and felling. Alternatively, conditions may be imposed on planning consents to retain such features.

POLICY LE4 River Corridors

Permission will not be granted for developments which are likely to have a detrimental impact on nature conservation, public access, the quality of the landscape or recreational facilities found within the river corridors.

Opportunities for economic development in relation to the rivers will only be considered provided there is no adverse impact on wildlife habitats, species or natural process associated with or affecting the rivers. Access for operational or maintenance purposes will be protected and culverting to provide access for maintenance will not be acceptable

- 6.26 The City Council recognises that river corridors are of great importance for water resources, water quality, nature conservation, fisheries and recreation and that they often make a significant contribution to the character of the landscape. In many instances river corridors are an important source of open space in their own right, but frequently also form links or 'green chains' between areas of open space. These links can be crucial for the survival or enhancement of wildlife. The Council is committed to the protection and wherever possible enhancement of river and wetland environments. Consequently the Council will support initiatives and proposals which will result in the conservation or enhancement of the natural elements of the river environment, results in landscape improvements or which promote appropriate public access and water-based recreation in river corridors. The Council will also protect access for operational or maintenance purposes.
- 6.27 The Three Rivers Strategy is a strategy developed by the City Council to exploit the potential of the three rivers in Carlisle for their economic, tourism, leisure, ecological and environmental opportunities. Surveys have been undertaken which identify anticipated development sites and ideas for infill or opportunity sites, together with environmental enhancement, landscape framework and management ideas. In addition, the City Council will, where appropriate, encourage the creation of new native woodlands along river valleys. The Three Rivers Strategy will be updated early in the Plan period and the findings of that review will be taken into account in the implementation of this policy.
- 6.28 Carlisle Renaissance originates in the City's water environment and it therefore recognises the importance of the rivers in the functionality of the City. One of Carlisle Renaissance's primary objectives is to create a vibrant waterfront environment that acknowledges the attractiveness of the rivers and their potential. This will be provided through an integrated approach, an opportunity for green transport corridors, attractive environments and an opportunity to encompass measures to reduce the risk from flooding.

POLICY LE5 Hadrian's Wall World Heritage Site

Development will not be permitted where there is an unacceptable impact on the Hadrian's Wall Military Zone World Heritage Site.

- 6.29 Hadrian's Wall and its associated forts, milecastles, turrets, vallum and other related features are Scheduled Ancient Monuments and are protected under ancient monument legislation. They also form the Hadrian's Wall Military Zone World Heritage Site, inscribed on the World Heritage List in December 1987.
- 6.30 The definition of World Heritage Sites derives from the United Nations Educational, Scientific and Cultural Organisations (UNESCO) 'Convention Concerning the Protection of the World Cultural and National Heritage' (adopted 1972) and which came into force in 1975. The United Kingdom became party to the Convention in May 1984. The criteria for inscription provides for the selection of outstanding examples of historic and natural landscapes, as well as other types of site.
- 6.31 The inscription refers to the Hadrian's Wall Military Zone and includes the entire length of the Wall from Wallsend in the east to Bowness on Solway in the west, except where it is overlaid by the Cities of Newcastle-upon-Tyne and Carlisle. It is described as the most complex and best preserved of the frontiers of the Roman Empire.
- 6.32 A management plan is a UK Government requirement for a World Heritage Site. The Hadrian's Wall World Heritage Site Management Plan 2002 - 2007 was prepared by English Heritage, Local Authorities along the length of the Wall and other interested parties. The Plan sets out the broad issues that relate to Hadrian's Wall and puts forward the policies and actions that have been agreed. It also sets out longer term guiding principles, and an overall vision for the World Heritage Site. The Hadrian's Wall Major Study Report of March 2004 concluded from a visitor audit that tourism infrastructure is inadequate. There is a need for accommodation of all types, shops, food and beverage outlets, public toilets and car parks to cater for visitors wishing to walk the National Trail that follows the route of the Wall. Sustrans launched a Hadrian's wall cycle path in 2006 largely based on existing access routes. Visitor pressure is growing on this Heritage Site.
- 6.33 Although the Government's stance is that World Heritage Sites are not in themselves an instrument of planning control they do indicate the importance of the site as a material consideration in development planning and control.
- 6.34 This Policy is concerned with the protection of the World Heritage Site. The World Heritage Site includes the Roman, military and related sites of national importance which have been scheduled as Ancient Monuments. The World Heritage Site therefore consists of the principal linear elements of the Roman frontier including the Wall, wall ditch, vallum and associated milecastles, turrets, forts, civilian settlements and roads, together with the associated outlying sites, shown on the Proposals Map and including forts at Nether Denton, Brampton Old

Church and Boothby, together with the outpost fort at Bewcastle including its Roman approach road and signal towers.

POLICY LE6 Scheduled/ Nationally Important Ancient Monuments

Development will not be permitted where there is an unacceptable impact on scheduled and other nationally important ancient monuments and their settings.

- 6.35 Archaeological remains are finite, irreplaceable and in many cases fragile and vulnerable to damage. They are, however, not all of equal importance and within the Plan area the City Council considers that the former walled area of the City, Hadrian's Wall, the vallum and associated archaeological remains are of international importance. These, together with other monuments of national importance are all worthy of preservation. The Proposals Map shows all known scheduled and other nationally important monuments to which the Policy will apply. It should be noted that any development affecting a scheduled monument will require scheduled monument consent.
- 6.36 Paragraph 8 of PPG 16: Archaeology and Planning states:
'Where nationally important archaeological remains, whether scheduled or not, and their settings, are affected by proposed development there should be a presumption in favour of their physical preservation'
- 6.37 The City Council will make full use of its statutory powers to safeguard these archaeological remains and will endeavour to preserve them in situ. In exceptional cases, which can only be decided on the merits of the individual case, where it is either not feasible or the circumstances of the case do not justify the preservation of the remains in situ, the City Council will ensure by condition and Section 106 Obligation that the archaeological evidence is recorded by prior excavation.
- 6.38 Any new building or development which affects a scheduled monument and would lead to the destruction of the archaeological remains will not be permitted. In many cases, however, it is usually possible to design schemes to minimise damage by using foundations that raise ground levels under a proposed new structure or by careful siting of open space and landscape areas.
- 6.39 In the case of new buildings on the site of earlier structures recently demolished, the erection of minor extensions, or the provision of an access, gardens and service trenches which would not cause further damage, applications will be permitted

POLICY LE7 Buffer Zone on Hadrian's Wall World Heritage Site

Within the buffer zone of Hadrian's Wall Military Zone World Heritage Site, as defined on the Proposals Map, proposals for development which would have an unacceptable impact on the character and/or setting of the World Heritage Site will not be permitted. Development within or adjacent to existing settlements, established farmsteads and other groups of buildings will be permitted, where it is consistent with other policies of this Plan, providing that:

1. the proposal reflects the scale and character of the existing group of buildings; and
2. there is no unacceptable adverse effect on the character and/or appearance of the Hadrian's Wall Military Zone World Heritage Site.

Within the outer visual envelope, beyond the Hadrian's Wall Military Zone World Heritage Site, proposals for major development which would have an adverse effect on the character of the World Heritage Site will not be permitted unless the need for the development outweighs the environmental costs.

- 6.40 The criteria for inscription for World Heritage Sites refers to the selection of outstanding historic and natural landscapes. ICOMOS, which examines submissions for World Heritage Sites, considers that it is the landscape all around that is the setting and the amount required to be included in the buffer zone will depend on the lie of the land. If the site is surrounded by hills the buffer zone should be extended to include the tops of the hills.
- 6.41 ICOMOS also considers that there has been too little protection given to these sites against new development, which might have a detrimental effect on their setting. This protection should not exclude change or development, but only that such change or development must be appropriate and sympathetic to the site.
- 6.42 The buffer zone of Hadrian's Wall Military Zone has been identified following the preparation of a Management Plan by English Heritage, Local Authorities along the length of the Wall and other interested parties. The Management Plan identifies three distinct areas: the archaeological core of the Wall and Vallum (the World Heritage Site), the surrounding buffer zone and the outer visual envelope. This Policy is intended to protect the buffer zone from inappropriate and unsympathetic development which would adversely affect the World Heritage Site. Development within the buffer zone that would have an unacceptable adverse affect on the character and/or the setting of the World Heritage Site will not be permitted. Development that is within or adjacent to existing settlements, farmsteads or other groups of buildings will be permitted provided that the proposal reflects the scale and character of the existing development and does not adversely affect the character and/or setting of the World Heritage Site.
- 6.43 The Hadrian's Wall Management Plan was updated in 2002, the boundary of the buffer zone on the District Plan Proposals Map is co-terminus with that shown in the Management Plan. Should the boundary shown in the Management Plan subsequently change, it is the City Council's intention to rely on the boundary shown in the Management Plan, rather than that shown on the District Plan

Proposals Map. The Proposals Map will be altered at the first appropriate opportunity.

- 6.44 As the site is surrounded by hills, the North Pennines, Bewcastle Fells, the Lake District and the Scottish Hills north of the Border, it was not considered appropriate to include such an extensive area within a Policy that includes minor forms of development.
- 6.45 This Policy applies to a very large part of the Plan area and it is intended to prevent major development proposals which would have a significant adverse impact on the World Heritage Site. Generally it will include areas from where the site can be viewed, or which can be viewed from any of the multiplicity of structures which form the Military Zone. As there are significant changes in topography within this large area there may be areas which will not be visible from the Zone and each case will, therefore, have to be considered individually if it is thought that the development may be unsympathetic or inappropriate.

POLICY LE8 Archaeology on Other Sites

On land for which there is no archaeological information, but where there are reasonable grounds for believing remains to be present, the City Council will ensure that the archaeological aspects of development proposals are examined and evaluated before planning applications are determined. Planning permission will not be granted without adequate assessment of the archaeological implications.

- 6.46 Where there is no archaeological information for a piece of ground, this does not mean that the ground is archaeologically sterile. Where there are reasonable grounds for assuming that a site has archaeological potential, but where the precise extent of deposits is not known, the City Council will require the developer to arrange for a professional archaeological field evaluation to be carried out prior to determining the planning application.
- 6.47 The City Council will require the developer to commission their own archaeological assessment of the site prior to the determination of the planning application. This could take the form of either a desk top study and/or a field evaluation, although for rural sites a field evaluation will nearly always be necessary to provide a sufficient basis for assessing the archaeological potential of the site.

POLICY LE9 Other Known Sites and Monuments of Archaeological Significance

Elsewhere in the Plan area, on other known sites and monuments of archaeological significance, permission for development will be granted, provided the applicant can demonstrate that the site will be either satisfactorily preserved or appropriate arrangements for excavation and recording have been made. These cases will be judged against the following:

1. the importance of the archaeological features;
2. the effects of the proposal on the archaeological features;
3. the need to retain and where possible enhance the features which have a particular archaeological and/or landscape significance;
4. the applicant's arrangements for in situ preservation of the features.

On the other known sites of archaeological significance, the City Council will ensure that the archaeological aspects of development proposals are examined and evaluated before planning applications are determined.

- 6.48 Wherever possible, in situ preservation is the preferred option. It may be possible, for example, to adjust the siting of the proposed development so that the foundations do not damage the archaeological remains. There will be occasions where the quality of the remains and the need for the development do not justify the in situ preservation of the remains. In these circumstances and where the applicant is able to demonstrate that satisfactory arrangements have been made to excavate and record, permission will be given.
- 6.49 Planning permission will be refused where proposals for development fail to take account of both the archaeological importance of the site and the resources required to undertake the investigation of the remains.
- 6.50 Investigation of archaeological remains will be undertaken by excavation, post excavation analysis and publication. On sites where damage to the archaeological remains is minimal, or on those sites which can be regarded as expendable, investigations may be confined to a watching brief.

POLICY LE10 Archaeological Field Evaluation

On all scheduled and other nationally important monuments, sites of archaeological significance and other sites of high archaeological potential, the City Council will ensure that the archaeological aspects of development proposals are examined and evaluated either before planning applications are determined or in exceptional circumstances by the use of condition. Planning permission will not be granted without adequate assessment of the archaeological implications.

- 6.51 The City Council considers that early discussions with developers can help to reconcile the needs of archaeology and development and reduce potential conflict. These discussions will highlight any potentially sensitive sites and in these circumstances the City Council will recommend that developers commission their own archaeological assessment by a qualified archaeologist.

- 6.52 A field evaluation is normally a rapid and inexpensive operation which may involve small scale trial trenching and ground survey. Evaluations of this kind serve two purposes. Firstly, they help to define the character and extent of the archaeological deposits in the development area and thus indicate the weight which ought to be attached to their preservation. On this basis, an informed decision on the planning application can be made. Secondly, information from the field evaluation can be used to identify ways in which archaeological deposits can be physically preserved and/or recorded, which is possible in the majority of cases.

POLICY LE11 Enhancement of Major Archaeological Sites

Proposals for the promotion and enhancement of major archaeological sites will be given favourable consideration, and planning obligations will be sought where appropriate.

- 6.53 The Plan area includes a number of archaeological sites of major significance. The most important of these is Hadrian's Wall and its associated features, such as forts and milecastles. Hadrian's Wall is possibly the best known archaeological feature in the county and a significant proportion of it is located in the Plan area, including some well preserved sections of the Wall itself and the fort at Birdoswald.
- 6.54 The City Council will encourage proposals for the enhancement of major archaeological sites, especially Hadrian's Wall. Such enhancement works could include repairs to protect archaeological remains from damage and interpretation of features. A notable example of such interpretation work has been carried out by Cumbria County Council at Birdoswald Fort. Where appropriate the City Council will use planning obligations to promote and enhance major archaeological sites and in addition, it will encourage proposals to be brought forward for the enhancement of other sites of archaeological and historical importance.

POLICY LE12 Proposals Affecting Listed Buildings

Proposals for new development which adversely affects a listed building or its setting will not be permitted. Any new development within the setting of a listed building should preserve the building's character and its setting. The City Council will seek to encourage any new development to be sympathetic in scale, character and materials.

- 6.55 The City Council will give careful consideration to proposals for new development which affect a listed building or its setting. Such proposals may require listed building consent. Inappropriate development can have a seriously adverse effect on the character of a listed building.
- 6.56 The setting of a listed building will vary greatly and often extends well beyond the building's own curtilage to encompass a number of other properties and public space. Occasionally the setting may incorporate extensive areas of

townscape and landscape. In some cases it may consist of parkland or gardens obviously associated with the building. Even where a listed building does not have its own grounds, for example in a built up area where its setting may encompass a number of other properties, this setting is equally important. The setting of listed buildings in an urban area often owes its importance to the harmony produced by a particular grouping of buildings, and to the quality of spaces between them.

- 6.57 The character of historic buildings may therefore suffer, together with the contribution they make to the townscape or countryside if their setting is damaged by insensitive development, or if they become isolated from their surroundings by, for example, new traffic routes, car parks or other developments. Such areas require careful appraisal when proposals for development are under consideration, even if the redevelopment would only replace a building which is neither itself listed or immediately adjacent to a listed building. Where a listed building forms an important visual element in a street, then any development in that street would probably be within its setting.

POLICY LE13 Alterations to Listed Buildings

Applications for alterations or extensions to listed buildings must have regard to the scale, proportions, character and detailing of the existing building (both internally and externally) and of its windows and doorways. Any proposals which have an unacceptable impact on the listed building will not be permitted.

Applications will be assessed against the following criteria:

1. the importance of the building, its intrinsic architectural and historic interest and rarity, and its significance to the local distinctiveness and character of the district;
2. the particular physical features of the building
3. the setting of the building and its contribution to the local scene;
4. the extent to which the proposed works would bring substantial benefits for the community.

- 6.58 Carlisle District has a rich variety of historic buildings of all periods from the mediaeval Guildhall to the striking Victorian Parks and Terraces laid out by the Devonshire Estate. These along with many rural churches and farmsteads contribute greatly to the architectural and historic significance of the area and define the character of the local built heritage. Carlisle District has approximately 1600 buildings of special architectural or historic interest, including a great wealth of local red sandstone buildings. Within the City Centre, the Castle, Courts, Old Town Hall, Guildhall, Cathedral, Tithe Barn and Old Tullie House are all Grade 1 listed. The diversity of listed buildings in the rural area ranges from tower houses and peles such as the Grade 1 Listed Naworth Castle, and several characteristic examples of north Cumbrian vernacular architecture ranging from fine sandstone farmhouses to clay walled and cruck framed cottages and farm buildings.

- 6.59 This mixture of historic buildings gives special character to the towns, villages and countryside. However, these buildings need to be carefully and responsibly

preserved. Proposals to alter, extend or demolish a listed building therefore require listed building consent. As the responsible Authority for listed building control, the City Council will expect any alterations or repairs to external elevations to respect the existing materials and match them in texture, quality and colour. Any renewal of doors and windows should be in keeping with the age and character of the building.

- 6.60 Certain works to listed buildings will also require planning permission. However, the issuing of planning permission will not automatically result in the issuing of listed building consent. Listed building consent will be required even when there is no requirement for planning permission, for example when altering or replacing windows or doors, rendering or painting outside walls, replacing natural materials with an alternative, installing solar panels or satellite antennae, fixing advertisement signs or sunshades, and altering or removing interior features of interest.

POLICY LE14 Development Involving the Demolition of Listed Buildings

There will be a presumption in favour of the preservation of listed buildings. Development proposals which would result in the total or substantial demolition of a listed building must include details of redevelopment and will only be approved in exceptional circumstances taking into account:

- The intrinsic quality of the building and its contribution to the landscape/townscape;
- The structural condition of the building;
- The efforts made to retain the building in its current use, or to find compatible alternative uses;
- The cost of repair and maintenance in relation to the importance of the building;
- The merits of the proposals for redevelopment.

- 6.61 The listed buildings and conservation areas within the Plan area reflect the City's heritage and make a very significant contribution to its environmental quality.

- 6.62 PPG 15: Planning and the Historic Environment states that it is an objective of Government Policy to secure the preservation of historic buildings. It states that the destruction of historic buildings is very seldom necessary for reasons of good planning, and is more often the result of neglect, or of failure to make imaginative efforts to find new uses for such buildings or to incorporate them into new development.

- 6.63 Planning permission will not be given for development proposals involving the demolition of a listed building without clear and convincing evidence that all reasonable efforts have been made to sustain existing uses or find viable new uses. In addition the applicant should be able to show that preservation in some form of charitable or community ownership is not possible or suitable. Any proposed redevelopment must be able to prove that there would be substantial benefits for the community which would decisively outweigh the loss resulting from demolition.

- 6.64 The English Heritage (Architectural Investigation Section) must be notified of all proposals to demolish listed buildings, and allowed access to buildings which it wishes to record before demolition takes place. In addition, planning conditions may be used to secure suitable programmes of recording of features that would be destroyed.

POLICY LE15 Change of Use of Listed Buildings

The change of use of a listed building will be permitted provided it would not have a detrimental effect on the special architectural and/or historic interest of the building, its setting and neighbouring buildings.

- 6.65 There are circumstances where a listed building may become redundant in its original use. Conversion to a different use may then be appropriate or desirable, as generally the best way of securing the upkeep of historic buildings is to keep them in active use. However, this will only be permitted where it can be shown that the conversion can be achieved without adverse effects on the building's character or historic interest. Often the best use is that for which the building was originally designed and the possibilities for the continuation or reinstatement of that use, should be given due weight when considering the future of a listed building. However, not all original uses will be viable or appropriate, as the nature of uses can change over time and an original use may now be less compatible than an alternative one. For example, historic farm buildings may be better able to accommodate some business or light industrial uses rather than certain types of modern agricultural operation.
- 6.66 The City Council will ensure that, where permitted, such development is in keeping with the character of the listed building. Particular attention will be paid, not only to the design of such proposals, but also to the projected traffic generation and parking requirement. Development which results in significantly increased traffic movements and heavy vehicles and/or substantial car parking could adversely affect the setting of a listed building and in these circumstances will not be appropriate.
- 6.67 If a building is so sensitive that it can not accommodate any alterations to keep it in viable economic use, its future may be secured by charitable or community ownership. The Secretaries of State attach particular importance to the activities of the voluntary sector in heritage matters, as buildings preserved in its care can make a contribution to community life, local education and the local economy.

POLICY LE16 Historic Structures and Local Listings

Throughout the district there are buildings and structures of historic, architectural or landscape significance that help to create the locally distinctive character of the area. The Council recognises the positive contribution these structures make to Carlisle's townscape and landscape and there will be a presumption in favour of their retention when considering development proposals.

- 6.68 Within the City and in other urban locations there is considerable pressure for redevelopment. In shopping areas, for example, redevelopment should not be at the expense of those buildings which create much of the City's character. In rural areas the loss or insensitive treatment through conversion of the district's diminishing stock of vernacular buildings should be resisted. Buildings that make a contribution to the character of the City's rural and urban conservation areas will also be identified. Together these buildings and structures form a significant part of the district's built heritage which the Council consider is worthy of being retained. In order to limit the damage to those buildings and structures which form the area's locally distinctive character, proposals which would have an unacceptable impact on them will be resisted. Some of these buildings have been identified previously as Key Townscape Frontage Buildings. These properties together with other urban and rural buildings to be identified by the Council, will form a Local List to which this policy will apply.
- 6.69 Where permission is being sought for redevelopment which involves the demolition of local list buildings, the applicant will be required to show what alternative proposals have been considered and why these have been dismissed, as well as providing evidence of the building's structural condition and the likely cost of repair.
- 6.70 In exceptional circumstances where the loss of a local list building or structure is permitted the following may be required:
- an appropriate level of survey and recording which may also include archaeological excavation;
 - provision or replacement buildings of comparable quality and design;
 - the salvage of special features for re-use in the replacement development;
 - the use of road or building names in any new development which reflects the historic origins of the area, maintaining a link with the past.

POLICY LE17 Development Involving the Demolition of Unlisted Buildings in Conservation Areas

There will be a general presumption in favour of the retention of buildings which make a positive contribution to the character or appearance of a conservation area.

Applications for planning permission for development proposals that would require the total demolition of unlisted buildings in conservation areas will be assessed against the following criteria:

1. the contribution of the building to the landscape/townscape; and
2. the structural condition of the building; and
3. the suitability of the building for its existing, proposed or any other use; and
4. the cost of repair; and
5. the contribution which the demolition/ redevelopment would make to broader conservation objectives.
6. the inclusion of any building on a local list as defined in policy LE16

All proposals for demolition must be accompanied by details of redevelopment, which will normally be secured by means of a legal agreement.

- 6.71 Carlisle District is a large and diverse area comprising the county town and rural settlements set out in lowland plain and upland fell. These settlements have evolved organically over centuries to become areas of outstanding architectural and historic interest. This is reflected in the designation of many of these settlements as conservation areas.
- 6.72 This Policy derives from Government advice given in PPG 15: Planning and the Historic Environment where it is a legal requirement to apply for conservation area consent for the demolition of unlisted buildings (subject to certain exceptions) in conservation areas. In assessing applications for planning permission involving proposals that would involve the demolition of an unlisted building in a conservation area, the Council will have regard to the desirability of preserving or enhancing the character or appearance of the conservation area in which the building is situated, and the wider effects of demolition on the building's surroundings and on the conservation area as a whole. This policy also applies to part of a building as well as a whole building.
- 6.73 Planning Permission for redevelopment proposals involving the demolition of an unlisted building in a conservation area will only be given if the proposals for redevelopment are in detail and acceptable. This requirement will avoid the situation of derelict gap sites appearing in conservation areas in advance of development proposals being drawn up.

POLICY LE18 Buildings at Risk

During the Plan period the Council will actively seek to reduce the number of Buildings at Risk on national or local registers by assisting with proposals for their re-use which are sympathetic to their historic character and setting.

In addition the Council will prepare a local list of buildings which are important for their historic, architectural design or location. Proposals for the demolition of locally listed buildings will be resisted in order to maintain the contribution they make to the local environment.

- 6.74 Buildings at Risk are buildings of special architectural or historic interest that have been neglected or difficult to maintain. They are usually the most important listed buildings of grade 1 or 2* importance. The Council offer grants for some repairs for listed buildings, but Buildings at Risk have been neglected for many years and require more significant works to restore the buildings.
- 6.75 Buildings at Risk are those of national importance for heritage, but local buildings also provide an important visual key to local heritage and vernacular character of buildings. During the Plan period the Council will prepare a list of buildings which may or may not be currently Listed Buildings and seek to ensure that they are retained. The important elements of these buildings and the reasons why they should be retained will be taken into account when considering development proposals.

POLICY LE19 Conservation Areas

The City Council will continue to review existing and designate new conservation areas. Development proposals within and adjoining conservation areas will be granted planning permission provided they preserve or enhance their character and appearance. Any new development or alterations to existing buildings should harmonise with their surroundings and be in sympathy with the setting, scale, density and physical characteristics of conservation areas, and protect important views into or out of such areas. Applications for outline planning permission will not be accepted for proposals in conservation areas.

Proposals for new development and/or alterations to buildings in conservation areas will be judged against the following criteria:

1. the development should preserve or enhance all features which contribute positively to the area's character or appearance, in particular the design, massing and height of the building should closely relate to adjacent buildings and should not have an unacceptable impact on the townscape or landscape;
2. The development should not have an unacceptable impact on the historic street patterns and morphology, roofscape, skyline and setting of the conservation area, important open spaces or significant views into, out of and within the area;
3. development proposals should not result in the amalgamation or redrawing of boundaries between traditional buildings and plots, or demolition and redevelopment behind retained facades;
4. wherever practicable traditional local materials such as brick, stone and slate should be used and incongruous materials should be avoided;
5. individual features both on buildings and contributing to their setting, should be retained e.g. doorways, windows, shopfronts, garden walls, railings, cobbled or flagged forecourts, sandstone kerbs, trees and hedges, etc. Where features have deteriorated to the extent to which they have to be replaced, the replacement should match the original;
6. proposals which would generate a significant increase in traffic movements and heavy vehicles or excessive parking demands will not be permitted since these would be prejudicial to amenity;
7. proposals which would require substantial car parking and servicing areas which can not be provided without an adverse effect on the site and its surroundings will not be permitted.

6.76 There are many opportunities for the enhancement of conservation areas and these should be taken wherever possible. For example, the repair and refurbishment of buildings, revitalising vacant and underused buildings, carrying out tree planting and paving works and encouraging the development of art in the environment.

6.77 In order to promote the enhancement of conservation areas, appraisals will be carried out within each area to highlight the existing problems, make suggestions regarding their solution and set priorities for the City Council. The partnership with English Heritage in Botchergate, Longtown and the Carlisle - Settle railway line and the Historic Buildings Grant are examples of ways in which enhancement schemes can be encouraged.

- 6.78 The City Council's enhancement budget will be used for the implementation of enhancement schemes. To date this budget has been devoted to schemes in Carlisle, Longtown, Brampton and Cummersdale Holmes, but it will be possible to direct some of it towards other conservation areas. Schemes may be of varying types, but will concentrate on the improvement of areas of land which detract from the overall character of the area. The private sector will also be encouraged to undertake enhancement schemes.
- 6.79 The Council will prepare additional guidance in the form of a new Development Plan Document setting out the main principles for development within conservation areas. This will be supported by a series of management plans, for each conservation area to enable development proposals to be considered in relation to the specific character of each area.

POLICY LE20 Cathedral Precinct

The Cathedral Precinct (shown on the City Centre Inset Map) is an area of special townscape character and atmosphere that should be protected and enhanced. Proposals for the full and beneficial use of all the land and buildings within the precinct will be encouraged, provided that the use is appropriate to both the buildings and their setting and the function of the Cathedral. Any new development should be well related in scale and design to the listed buildings and their setting and for a use that relates to the function of the Cathedral. Proposals for large scale development, or that are likely to increase traffic or car parking in the precinct will not be appropriate.

- 6.80 The Cathedral and associated buildings and open spaces within the precinct form an area of special townscape character. The precinct contains the greatest concentration of Grade 1 listed buildings within the City, which together create an attractive and quiet area close to the commercial area of the City Centre. Although the Cathedral is primarily a place of worship and ministry and is the focal point of the Diocese, the buildings and open spaces contribute substantially to the character of the City Centre and are an important attraction for visitors and tourists to the area.
- 6.81 This special character needs to be protected. However, it is recognised that certain changes may take place. This Policy seeks to accommodate any changes. Large scale building, the introduction of more car parking and increased vehicular traffic would be inappropriate and will be resisted. Small scale development related to the primary function of the Cathedral and which respects the character and setting of the listed buildings may be appropriate. There may also be opportunities to improve facilities for worshippers, visitors and tourists and to make better use of existing buildings. These should be encouraged.
- 6.82 In order to identify these opportunities, the City Council will support and assist the Dean and Chapter in the preparation of a development strategy for the Cathedral Precinct. Such a strategy is likely to include matters outside the scope of planning control, but this Policy establishes the land use context for such a

strategy.

POLICY LE21 Townscape Improvement Areas

Within Carlisle's conservation areas, the City Council will encourage the redevelopment or improvement of buildings identified as townscape improvement areas.

- 6.83 Although all Carlisle's conservation areas contain many attractive buildings which contribute to the townscape of the area, there are also a number of buildings that seriously detract from their quality.
- 6.84 In the City Centre many of these buildings are located on the western sides of English Street and Scotch Street and along West Walls. In Brampton, there are certain buildings grouped around the Moot Hall which fall into this category. In Longtown, there are a number of individual buildings along the principal streets.
- 6.85 In some instances, the most appropriate solution will be the demolition and redevelopment of the building, (if the opportunity arises) but there may be instances where alterations to the frontage can achieve a similar objective. Remodelling and refurbishment of shopfronts should be carried out in accordance with Policy EC8.

POLICY LE22 Historic Parks, Gardens and Battlefields

Development will not be permitted where it is likely to damage or have an unacceptable impact on the character and setting of any historic park, garden or battlefield of special historic interest.

- 6.86 The Local Plan area covers several parks and gardens of visual and/or historic interest. These include the grounds of Corby Castle, which are listed in English Heritage's Register of Parks and Gardens of Special Historic Interest. PPG 15, the National Heritage Act 1983 and English Heritage's Statutory Register all reflect the growing recognition of the importance of parks and gardens and the need to protect them from adverse development.
- 6.87 English Heritage's draft register of historic battle fields is comparable in status to the parks and gardens register and identifies a limited number of areas of historic significance where important battles are sufficiently documented to be located on the ground.
- 6.88 Unless development proposals are consistent with the preservation or enhancement of the character, historical significance and appearance of the park, garden or battlefield they will not be permitted. In addition the design should be sensitive to the existing landscape, planting, park furniture, structures and other landscape features.
- 6.89 Where development is proposed within or adjoining other historic parks and gardens of local importance, the Council will wish to be satisfied that any effects

on the character, historical significance and appearance of the site have been weighed against the need for the development.

POLICY LE23 MOD Safeguarding Zone

Within the MOD Safeguarding Zone as shown on the Proposals Map, development proposals will be the subject of consultation with the MOD. Any proposals that impact upon MOD operations will require mitigation where possible to minimise that impact, or where this is not feasible, permission will be refused.

6.90 The MOD has had a major presence in the Carlisle area for many years. However, in the 1990s the major RAF Maintenance Unit in Carlisle and outlying sites were sold off. There remains a presence near Longtown and this will be safeguarded from proposals that may affect the operations of that base. This is unlikely to affect the majority of applications and should not impact upon the ability for Longtown to regenerate under the Market Towns Initiative.

POLICY LE24 Equestrian Development

The development of stables, horse riding schools and/or riding centres in the rural area will be permitted provided that:

1. There will be no unacceptable impact upon the landscape and character of the area; and
2. Adequate access arrangements and on-site car parking can be achieved; and
3. The scheme will not have a detrimental effect upon nearby properties or surrounding land uses; and
4. The scheme reuses an existing building(s) where possible and any associated new build, where necessary, should be located within or adjacent to an existing building or group of buildings; and
5. The surrounding roads and bridleways are adequate for the increased use by horseriders, with the roads being suitable for both riders and motorists; and
6. The issue of lighting is addressed to ensure that there is no impact on surrounding uses; and,
7. The intensity of use is appropriate for the character of the area.

6.91 Horse riding and keeping are popular leisure activities attracting a wide range of people, as well as being an intrinsic part of rural life. Carlisle District has seen an increase in the number of proposals for equestrian development; this trend is likely to continue due to changes in the rural economy providing scope for diversification in rural businesses.

6.92 Horse keeping can be an appropriate use in the countryside provided that care is taken over the siting and location of buildings and that access to roads and bridleways is adequate. As with all developments care must be taken to ensure the design of any new building is appropriate, preference will be given to proposals that seek to reuse existing buildings. Associated buildings should be

situated in one block or a tight grouping to reduce visual impact on the landscape and means of enclosure should reflect local characteristics. Proposals likely to give rise to significant damage within sensitive areas, such as important habitats or landscapes, will not be acceptable.

- 6.93 Conditions may be imposed upon applicants to ensure that jumps and other equipment are removed and stored out of site to help reduce the visual impact, of the operation, on the landscape. High standards of maintenance and management are required to ensure that the activities do not adversely effect the countryside and that the horses are well accommodated and cared for.
- 6.94 There is a highways safety issue associated with increasing levels of horseriders on the roads, therefore schemes which would give rise to excessive numbers of horses on the surrounding roads will not be favourably considered.

POLICY LE25 Agricultural Buildings

Proposals for new farm buildings and extensions to existing agricultural buildings and other farm structures will be permitted provided that;

1. The building or structure is sited where practical to integrate with existing farm buildings and/or take advantage of the contours of the land and any existing natural screening; and
2. The scale and form of the proposed building or structure relates to the existing group of farm buildings; and
3. Within AONBs, conservation areas and Landscapes of County Importance, the design and materials used reflect the overall character of the area; and
4. The proposal would not have an unacceptable impact on any adjacent properties.

- 6.95 All new farm buildings and structures now fall within the scope of the Planning system. Development not requiring full planning permission requires an 'Agricultural Determination' from the City Council. The purpose of this arrangement is to enable the Council to comment on the siting and design of particular proposals, whilst not obliging farmers to submit formal applications for planning permission.
- 6.96 The siting of a new agricultural building can have a considerable impact on the surrounding landscape. New buildings should therefore, where possible, integrate with both the surrounding landscape and farmstead as a whole. It may be possible to do this by using natural contours in the land or existing natural screening such as woodland, trees or mature hedgerows. The aim is not to hide a new building from sight, but to soften its outline and integrate it with the surrounding landscape. Any new planting should therefore reflect the vegetation type already existing in the locality.
- 6.97 New buildings should normally form part of a group rather than stand on their own and should relate to existing buildings in scale and colour. However, there may be occasions when a large building of modern design is required on a farm largely comprising traditional buildings. To avoid visual conflict, such buildings should be designed to minimise their impact by such measures as breaks in roof slope or differing roof heights and by linking the building into the landscape by

planting groups of trees to soften its outline. In exceptional circumstances such buildings may be better sited away from the group.

- 6.98 In sensitive areas such as within the setting of a listed building, in a conservation area or AONB, it will normally be appropriate to use traditional or sympathetic materials and the colours chosen should be compatible with the setting or surrounding countryside. Many traditional buildings are important for protected species including bats and barn owls. Where such species are thought to be present in or adjacent to the existing buildings, a survey should be undertaken to determine whether bats or barn owls are present. An Agricultural Development Design Guide has been prepared for the North Pennines AONB. It has been subject to wide consultation with the farming community and Parish Councils and has been adopted by the City Council as Supplementary Planning Guidance.

POLICY LE26 Undeveloped Land in Floodplains

Development in areas at risk of flooding on undeveloped land will only be permitted where a Flood Risk Assessment has been submitted with a planning application that confirms:

1. no other lower risk alternative site exists; and
2. flood defences provide an acceptable standard of protection; and
3. access and egress can reasonably be maintained at times of flood risk; and
4. adequate floodplain storage capacity can be provided; and
5. the development will not interfere with flood flows; and
6. mitigation measures will be provided where necessary; and
7. the development will not increase flood risk elsewhere.

- 6.99 The floodplain areas of the Rivers Eden, Caldew, Esk, Lyne, Irthing and Petteiril, and their tributaries, have remained largely undeveloped and fulfil an important role as storage areas for floodwater. Therefore future development will continue to be directed away from floodplains and flood risk areas. The boundaries of indicative floodplains are available on the Environment Agency's web site, www.environment-agency.gov.uk and are regularly updated. The maps give a general indication of the extent of flood zones 1,2 and 3 but take no account of the protection afforded by flood defences. However, the flood risk areas take no account of existing flood defences. Flood risk at any specific location may be influenced by local factors-such as existing formal or informal flood defences and the capacity of existing drainage systems or road/rail culverts.

- 6.100 Extensive areas of the Carlisle urban area including Willow Holme, Denton Holme and Warwick Road are within the Flood Zone 3 (High Probability of Risk and Functional Floodplain) as is part of Longtown and Crosby-on-Eden. The safeguarding of the floodplains is all the more important because of concerns about climate change which may, in all probability, result in an increased frequency of severe weather events, increased winter rainfall and sea level rise which could affect the coastline and Solway Firth estuary and main rivers. Flood events are becoming more frequent and are more widespread. Flooding of residential properties is also associated with risks to the health of the public. The Environment Agency will be consulted on development proposals which are

within, or close to, the boundaries of floodplains. Priority will be given to the development of sites in Flood Zone 1 (Little or no risk).

- 6.101 The Environment Agency is developing a Flood Risk Management Strategy for Carlisle and Lower Eden. Improvement schemes have been identified for the Rivers Eden, Petteril, Caldew and Little Caldew which upgrade the existing defences. A five year programme of construction work to improve flood embankments and flood walls commenced in 2006, significantly reducing the risk of flooding to the City of Carlisle. The City Council continues to work in partnership with the Environment Agency and other agencies to improve flood defences and reduce the impact flooding may have. This and the following policy will be kept under review and modified as and when more information becomes apparent.
- 6.102 New developments usually result in an increase in impermeable roofs and paving where they replace existing permeable surfaces. These changes can reduce percolation increase surface water run-off with the potential to either create or exacerbate flooding problems elsewhere. Planning applications for development in Flood Zones 3 (High Probability of Risk and Functional Floodplain) and 2 (Medium Probability of Risk) and development proposals of 1 hectare or greater will need to be accompanied by a Flood Risk Assessment (FRA). Planning applications for development in Flood Zone 1 (Low Probability) may need to be accompanied by a FRA if either surface water run-off generated by the development is likely to cause a flooding problem elsewhere or flooding problems already exist in the locality due to the inadequacy of existing drains or culverts. The FRA should follow the guidance in PPS25 Development and Flood Risk, Annexes D and E and will inform the planning decision. It may identify appropriate design and mitigation measures. The City Council will seek to use an appropriate planning obligation or conditions to secure satisfactory mitigation measures, including, where appropriate, provisions for capital improvement works and maintenance. The City Council will encourage the use of Sustainable Drainage Systems (SUDS) as a means of reducing the overall flood risk, controlling pollution from urban run-off and, where possible, creating new wildlife habitats and amenity space. It is not currently, however, United Utilities' policy to adopt any SUDS structures unless maintenance arrangements and legal agreements are in place.
- 6.103 In certain circumstances after the Sequential Test search for sites has been undertaken and no suitable sites found in zones of lower probability of flooding, the Exception Test should be used to allow necessary development as detailed in PPS25, Annex D, paragraphs D9 to D14
- 6.104 There are restrictions on development in close proximity to existing flood defences. There is a requirement to obtain consent from the Environment Agency for development within 8 metres of the foot of any artificial river embankment serving as a flood protection barrier or, if there is no embankment, within 8 metres of the top of the bank or wall which confines the river.

POLICY LE27 Developed Land in Floodplains

Development on previously developed land which is at risk of flooding will only be permitted provided that a Flood Risk Assessment has been submitted with the planning application that confirms:

1. no other lower risk alternative site exists in the case of proposed development in Zone 3 (High Probability of river and/or sea flooding); and
2. flood defence measures to the appropriate standard are already in place or can be provided; and
3. adequate flood plain storage capacity can be provided; and
4. the development will not interfere with flood flows nor increase flood risk elsewhere; and
5. access and egress could be reasonably maintained at times of flood risk; and
6. adequate flood warning and evacuation procedures will be provided; and
7. mitigation measures will be provided where necessary; and
8. the building materials are appropriate for a flood risk area.

6.105 It is Government policy to promote the development of previously developed land in preference to greenfield land. Much development historically took place on flat land adjacent to rivers. A precautionary approach to the re-use of sites is advisable which addresses the risks of flooding in a FRA and carefully considers the types of development suitable for such sites as advised in PPS25, Annex D. Design modifications may be required for new developments in flood risk areas, to avoid the provision of habitable accommodation on ground floors, providing parking/garaging instead. Developer contributions may be required to fund necessary flood defence or mitigation works negotiated through Section 106 Agreements, thus ensuring that works are completed to a suitable timescale, if needed for a development.

POLICY LE28 Undeveloped Coastal Zone

Development will only be permitted on the undeveloped coast if it cannot reasonably be located elsewhere, does not increase the risk of flooding or coastal erosion, and meets one of the following criteria:

1. It must be essential for coastal protection; or
2. It is essential for marine navigation; or
3. It conserves or enhances the quality and landscape character of the coastal zone.

6.106 Land use planning is limited in its ability to influence matters off-shore and many coastal issues are dealt with through Integrated Coastal Zone Management and Shoreline Management Plans (St Bees Head to the Scottish Border – Sub-cell 11e). These set out the specific strategy for dealing with coastal issues such as defence. The Council will continue to support this work. However, land use

planning can help minimise the impact that development can have on coastal areas.

- 6.107 The Joint Structure Plan has identified a coastal zone which includes the solway coast and a management zone including additional inland areas. Carlisle District has only 7 miles of coastline and all of this is undeveloped. Much of this coastal zone area is covered by other policies of this plan however no policy directly relates to the immediate coastline. This policy is intended to guide those proposals in conjunction with others in particular the AONB policy. The Solway Coast AONB Management Plan identifies many issues that are of concern relating to coastal uses and much if the local environment is sensitive to change. Additionally, the Regional Spatial Strategy for the North West has identified the North West Coast as an Area of Search for a Regional Park. It is proposed that the 4NW will prepare a Strategic Framework for the area, providing a context for delivery of the Regional Park.
- 6.108 Given the tidal nature of the Solway combined with the potential for climatic change the risk from flooding on the coast is a serious issue that must be taken into account when considering any development proposals. Much of the immediate coast is marshland (Burgh Marsh and Rockcliffe Marshes) and has evolved as a wetland environment. Any impact on this environment could lead to flooding elsewhere along the coast. The areas most liable to flood are indicated on Flood Zone maps produced by the Environment Agency.
- 6.109 The Solway Firth Partnership has been established to act as a multi-agency Forum working together to ensure that the quality and integrity of these areas is not compromised.
- 6.110 There may be limited opportunities for sensitive development in the coastal zone primarily to enhance the landscape and deal with the impact of visitor pressure on the high quality landscape. In particular, the establishment of a long distance North West Coastal Trail from Chester to Carlisle is expected to be implemented during the timescale of this plan.

POLICY LE29 Land Affected by Contamination

Development on land known or thought to be contaminated will be permitted provided that contaminant sources, pathways and human and environmental receptors are clearly identified in a risk assessment and measures taken to treat, contain and control contamination so as not to:

1. Expose the occupiers of a development and neighbouring land uses to unacceptable risk;
2. Cause the contamination of adjoining land or allow contamination to continue;
3. Lead to the contamination of any watercourse, water body or aquifer;
4. Have an unacceptable adverse effect on habitats and ecosystems;
5. Cause harm to buildings, animals or crops

The Policy will also apply to proposed development on or within 250 metres of an existing landfill or a site known to be used for landfill within the last 30 years.

- 6.111 Section 78A(2) of Part 11A of the Environment Protection Act 1990 provides a statutory definition of contaminated land as being: "any land which appears to the local authority to be in such condition, by reasons of substances in, on or under land, that:-
- a) Significant harm is being caused or there is significant possibility of such harm being caused; or
 - b) Pollution of Controlled Waters is being or is likely to be caused."
- 6.112 Previously used or brownfield land that is contaminated or thought to be contaminated must be brought back for beneficial uses as soon as possible in order to use scarce land resources efficiently. It is current Government Policy to encourage the use of brownfield sites in preference to greenfield sites and the City Council will encourage the reclamation of contaminated land in sustainable locations by supporting its development. In 2001 the City Council published its Contaminated Land Strategy. This sets out its statutory responsibilities in relation to contaminated sites and identifies the process whereby it will identify such land. Priority in the redevelopment of derelict and contaminated sites will be given to those in urban locations. The redevelopment of contaminated sites can provide a means of cleaning up sites which remain a threat to health or the wider environment. The responsibility for providing information on whether the land is contaminated rests with the developer. Liaison with the Environment Agency and the Council's Environmental Quality Service is advisable. The City Council maintains a public register of contaminated sites as required under the Environmental Protection Act 1990.
- 6.113 When redeveloping land affected by contamination any discharges to the public sewer require permission from United Utilities. An applicant proposing development on, or near, a site where contamination is suspected will be required, as a minimum, to conduct a desk study and site reconnaissance and to submit details of site investigatory works and remediation strategies before any planning application is determined. There may be a need for an Environmental Statement and/or Environmental Impact Assessment, to be determined during pre-application discussions, together with the scoping necessary for this.

POLICY LE30 Derelict Land

Development involving the reclamation of derelict land and buildings will be permitted provided that the land has been remediated to a standard that is fit for the proposed land use. The proposed land use shall also be appropriate to the location, and the development and accompanying landscaping are in keeping with the surroundings. Where the derelict land has reverted to a natural state its quality, and the importance as a green area, will be taken into account in any decision about its future development.

- 6.114 The City, in particular, has a long industrial heritage. The reclamation of derelict land can provide development opportunities and these involve environmental enhancement to ensure any development integrates with its surroundings. In

addition, areas that have been derelict some time may provide important wildlife habitats and valuable amenity green spaces. Where appropriate, the City Council will encourage developers to safeguard such habitats. However, the assessment of the site's natural state and quality should not inhibit remediation of the site (if warranted) under the provisions of the Contaminated Land (England) Regulations 2000.

POLICY LE31 Hazardous Substances

Planning permission will not be granted for new development which would be subject to risk from existing hazardous installations. The same consideration will apply to proposals for new installations that would involve the use, movement or storage of hazardous substances (e.g. certain gases, liquids and explosive chemicals) and pose an unacceptable risk to the health or safety of users of the site, neighbouring land and/or environment.

6.115 Within the Plan area there are a number of notifiable hazardous substance installations. Whilst these are subject to stringent controls under existing health and safety legislation it is considered prudent to control the kinds of development in the immediate vicinity of such installations. To ensure adequate separation of hazardous installations and housing or other incompatible uses, the City Council will take into account the advice of the Health and Safety Executive concerning off-site risks to the public arising from any proposed development which would introduce one or more hazardous substances.

Chapter 7: Transport

POLICY T1 Parking Guidelines for Development

The level of car parking provision for development will be determined on the basis of the following factors:

1. the Parking Guidelines for Cumbria as updated by additional requirements in PPG 13;
2. the availability of public car parking in the vicinity;
3. the impact of parking provision on the environment of the surrounding area;
4. the likely impact on the surrounding road network; and
5. accessibility by and availability of, other forms of transport.

- 7.1 The City Council has adopted Parking Guidelines in Cumbria (September 1997) as a basis to determine car parking requirements within developments. These Guidelines were adopted prior to the publication of PPG 13 Transport March 2001. This guidance set maximum parking requirements for some forms of development. The Council will utilise the maximum targets in PPG 13 until such time as the Parking Guidelines are updated. The Council operates the guidelines flexibly, particularly in the City Centre and other conservation areas where their implementation could have a serious environmental impact.
- 7.2 The guidelines suggests that land use policies should aim to promote development that is less reliant on the private car and that the availability of car parking is one of the major influences on people's choice of transport.
- 7.3 The guidelines set a range of maximum and operational amounts of parking for broad classes of development and location.

POLICY T2 Parking in Conservation Areas

Within conservation areas, off-street vehicle parks will not be permitted, unless they:

1. are small in scale; and
2. have no adverse impact on the street frontage or character; and
3. have no detrimental effect on neighbouring properties; and
4. have satisfactory access.

- 7.4 Large scale car parking in conservation areas will detract from their environmental quality, disrupt the tight knit fabric of the building pattern and attract more vehicles into the area. They are therefore inappropriate.
- 7.5 However, off-street vehicle parks in the sensitive areas may be accepted in certain circumstances. If the scale of the proposal is small, usually less than 20 parking spaces, well related to the pattern of development in the locality, does not have any adverse impact on visual amenity, is unlikely to increase traffic movement to a significant extent, is not detrimental to the enjoyment of

occupation of adjacent properties and has satisfactory access, then additional off-street car parking may be acceptable.

- 7.6 Proposals for temporary off-street car parks in conservation areas will also be subject to this policy. It is recognised that off-street car parking can sometimes be an acceptable temporary use where sites are awaiting redevelopment. Opportunities for temporary use will be rare as the City Council will seek Section 106 Agreements linking demolition to the implementation of acceptable redevelopment proposals.

POLICY T3 Parking Outside Conservation Areas

Within the Plan area, outside the conservation areas, proposals for the development of car, coach and lorry off-street parking will be permitted subject to the following criteria:

1. there is an inadequate supply of existing vehicle parking provision in the locality to meet the need for off street parking for public use in the locality; and
2. the site is well related to the existing road network and there is sufficient capacity to accommodate the increased vehicular activity generated by the use; and
3. the proposal does not adversely affect the amenity of the surrounding area.

- 7.7 There is a need for adequate public vehicle parking throughout the Plan area, but its provision will be guided by the principles outlined in the policy and the Sustainable Strategy of the Plan.
- 7.8 The Policy's criteria seek to ensure that additional vehicle parks are provided only where there is a genuine need for additional parking. If this need can be shown additional parking facilities will only be permitted where there is no detrimental effect to the occupation of adjoining properties, where the existing road capacity is sufficient to accommodate the increased traffic and where acceptable access arrangements can be made.
- 7.9 The Council does recognise the benefits of creating rural lay-bys in appropriate locations for recreation visitor management and will seek to promote the opportunities to develop such facilities in conjunction with Cumbria County Council. This will help to avoid the indiscriminate use of soft road side verges for parking which often result in a damaging impact on the surrounding landscape.
- 7.10 The amount of car parking required will be assessed on the basis of the adopted guidelines, together with the above criteria and, in certain situations, schemes which provide alternative parking arrangements will be acceptable.

POLICY T4 Park and Ride

The City Council, through the Local Transport Plan will be seeking to establish park and ride facilities within the City during the Plan period. Land has been allocated in the Plan in association with the retail development at Morton, on the A595 and at Greymoorhill on the A7, for future park and ride provision. Additional facilities on the principal radial roads in to the City Centre will be considered against the following criteria:

1. The ability to reduce travel by car ;
2. The ability to implement alternative transport measures to complement the scheme;
3. the site is well located in relation to the principal highway network in to the City Centre;
4. the site does not intrude into open countryside;
5. the site does not have an adverse impact on surrounding uses; and
6. adequate landscaping is provided.

7.11 With the inevitable increase in traffic it is important to encourage a greater use of public transport to reduce congestion, the number of journeys by private cars and atmospheric pollution. One way of reducing traffic into Carlisle is through the introduction of park and ride schemes.

7.12 Although congestion and journey times in Carlisle are increasing, the situation is not as serious as in other historic cities such as York, Cambridge and Chester, which have far greater visitor pressure. Traffic in Carlisle will inevitably increase, particularly as the City is being promoted as a regional centre and an important tourism destination.

7.13 At the moment, however, 75% of all shopping trips to the City Centre are generated from within Carlisle and the existing bus service should be capable of providing an alternative mode of transport to the City Centre for these trips. Car park pricing policy has and will continue to be used to discourage long term car parking. City Centre parking is adequate at the moment; it is therefore unlikely until there is a shortage of parking and/or more serious congestion, that people will voluntarily use public transport, including park and ride. These conditions are unlikely to arise before the latter part of the Plan period but nevertheless measures, such as bus lanes and priority junctions making bus travel and park and ride attractive and convenient to use, will be introduced. These additional measures form part of the Local Transport Plan.

7.14 It is important to stress that park and ride is seen very much as part of a developing Transportation Strategy for Carlisle which will be implemented in a phased manner when conditions are appropriate. The City Council is working with the County Council to develop an holistic parking strategy for Carlisle. In the rural area options for more informal Park and Ride practices may require additional land for car parking. During the Plan period further work will be undertaken to consider alternatives to address any localised issues arising from commuting patterns into Carlisle.

POLICY T5 Rail Freight

Proposals to facilitate the development of a rail freight terminal and associated infrastructure will be considered favourably where the impact on the surrounding road network and land uses can be accommodated without significant adverse effect.

The prime purpose of the proposal should be to facilitate the development of rail freight.

Rail access should be available before the site is occupied and a site travel plan will be required. The proposal should be in a location so that the viability of the site will not be compromised by restrictions on activity or opening hours.

- 7.15 The Carlisle urban area inset map leaves much of the railway land use unallocated. There is currently no preferred option by the rail authorities to enable one site to be identified. The unallocated position will not preclude rail related development which is the primary use of the land.
- 7.16 The North West Regional Freight Strategy was produced in November 2003, which raises a number of issues which have to be resolved to enable provision of rail freight in the North West. This includes the option to reopen the former Carlisle 'avoiding' lines to address capacity and operational flexibility. This would assist in addressing existing constraints.
- 7.17 Carlisle is located at a railway junction for five local, regional, inter-regional and national lines. It is therefore an important junction which suffers from congestion and conflict as a result. Rail freight services have increased 41% overall since railway privatisation. The freight Route Utilisation Strategy (RUS) 2007 retains reference to the need for long-term improvements to freight through Carlisle but a scheme will not be forthcoming until at least 2014.
- 7.18 The Carlisle Freight Avoiding Line has been safeguarded for many years although no direct rail route has been reinstated. Carlisle Renaissance proposes to regenerate the Caldew Riverside with new development between the river Caldew and Viaduct Estate Road. The Carlisle Freight Avoiding Line would directly conflict with this proposal. Furthermore the protection of such a route may conflict with preparation of new flood defences for the Caldew. Whilst there is still a need to promote rail freight the safeguarding of this route may not be the most appropriate solution.

POLICY T6 Public Transport Interchange

Within the Plan period the Council will consider the possibility of developing a public transport interchange. Until such time as one is developed, the City Council will not permit development that would prejudice the continued use of the Lonsdale Street Bus Station.

- 7.19 The City Council considers a good system of public transport necessary as a means of providing mobility for all sections of the community and fulfils a central part of the Sustainable Strategy of the Plan. Public transport helps to reduce pressure on City Centre parking and the highway network. The bus station is an essential component of the public transport service, providing a termination and stopping point for out of town and express services and should therefore be maintained.
- 7.20 Currently the development of additional bus facilities in English Street and additional bus lanes are ways of integrating rail and bus facilities, but do not provide for an integrated interchange. Further measures may be required during the Plan period to improve public transport in Carlisle.

Chapter 8: Leisure & Community Uses

POLICY LC1 Leisure Development

Proposals for leisure development will be acceptable provided that:

1. there is a need for the development; and
2. the development is of an appropriate scale for the locality;
3. if the proposal is not for a central site, all options for sites in the centre have been thoroughly assessed; and
4. there will be no unacceptable impact on existing centres; and
5. the site is accessible by public transport, walking and cycling; and
6. appropriate car parking and satisfactory access to the site can be achieved; and
7. the proposal does not have an adverse impact on the amenity of the surrounding area and land uses.

- 8.1 Proposals for leisure development are likely to arise outside Primary Leisure Areas. There have been a number of recent developments within Carlisle, most notably on Botchergate and Kingstown Road. Government policy as expressed in PPG 17: Planning for Open Space Sport and Recreation, recognises that leisure time has a valuable social and economic role. This policy therefore aims to promote the development of leisure facilities in the widest sense, and to widen the range of opportunities available.
- 8.2 The type of proposals covered by this policy could include improvements to or the development of private outdoor facilities including the development of clubs or gymnasias, and hotel related facilities as well as the development of cultural facilities such as theatre building. Such proposals, provided they meet the above criteria, will improve the standard and variety of leisure provision in the District.
- 8.3 In the rural areas, favourable consideration will be given to leisure development which aids rural diversification. However, such development should be of a suitable scale, and be designed and sited with great care and sensitivity to its rural location. Use of land on the periphery of villages for open space purposes is likely to be acceptable.
- 8.4 New leisure development should normally be accessible by public transport, walking and cycling. However, for some developments in the rural area this may not be possible, especially if associated with a diversification scheme in an area with poor public transport links.

POLICY LC2 Primary Leisure Areas

Within Primary Leisure Areas proposals that relate to and complement the existing use and are appropriate in character and scale to the surroundings, will be acceptable. Development or change of use of Primary Leisure Areas to non-sport or recreation uses will not be permitted unless:

1. an alternative open space can be provided which is equivalent in terms of size, quality, accessibility, usefulness and attractiveness; or
2. the Open Space, Sports and Recreational Facilities Audit indicates that the ward has a surplus of open space.

The Local Planning Authority will aim to achieve the following standards of recreational open space provision:

- 3.6 hectares of land/1000 population of informal and formal grassed, wooded or landscaped land, and small amenity areas of public open space;
- 1.86 hectares of playing pitches/1000 population;
- all dwellings should be within 3km of an open space of at least 20 hectares which provides general facilities for recreational activity within a landscaped setting;
- all dwellings should be within 1km of an open space of between 5 and 20 hectares which provides general facilities for recreation provision within a landscaped setting;
- all dwellings should be within 400 metres of an open space of between 2 and 10 hectares which caters for informal recreational needs;
- all dwellings should be within 200 metres of a small formal or informal open space between 0.2 and 2 hectares that is suitable for informal use and has high amenity value.

Permission will not be given for development where it would lead to a reduction in the target for recreational open space provision/1000 population in the ward in which it is proposed.

8.5 Primary Leisure Areas are shown on the Local Plan Proposals Map and cover a range of sites used for leisure activities. They include the Sands Centre, Tullie House, community centres, the Sheepmount, Rickerby and Bitts Parks, school and other playing fields and privately owned leisure facilities such as football or rugby clubs. In the rural area facilities such as village halls and village greens are identified as Primary Leisure Areas. It is important that these sites and buildings should be retained and that opportunities are given for the development of new buildings and facilities where appropriate to keep pace with current needs.

8.6 This Policy includes a presumption in favour of leisure, sport and recreational development in appropriate locations. Any new development should harmonise with its surroundings, and in areas of parkland, proposals for the erection of new recreational buildings should incorporate careful design, siting and landscaping. The campaign to promote healthier lifestyles has cut rates of heart disease and strokes. Walking, cycling and the use of public transport are being promoted instead of car use. The "Walking your way to health" national initiative aims to improve the health of more than a million people, especially those who do little

exercise, by organising regular, short led walks through local parks and amenity spaces. Carlisle's Doorsteps Walks programme has this initiative in mind.

- 8.7 It is important that all land and buildings identified as a Primary Leisure Area are protected from inappropriate development. Inappropriate proposals include non-leisure development and changes of use from leisure. Where there is evidence that an existing area of land or a building is no longer needed for leisure purposes, consideration will be given to an appropriate alternative use.
- 8.8 In the urban area there is a total of 128 hectares of outdoor recreational facilities providing 1.86 hectares per 1,000 population of play space and play area. This is very slightly below the guidance level, which was previously set at the national level. This figure takes into consideration the dual use of playing fields which are under school ownership, many of which the community can use as a recreational facility outside school hours. In addition there is 3.6 hectares per 1000 population of amenity greenspace, parks and gardens and semi-natural greenspace. These standards are based on the Audit of existing open space, sports and recreational facilities that the Council has undertaken in line with the requirements of PPG 17: Planning for Open Space, Sport and Recreation. The technical data and background document forming this audit are available from the Council. They will form the basis for establishing an effective strategy for open space, sport and recreation at the local level, and will be linked to the Community Strategy.
- 8.9 It is recognised that not all open space, sport and recreational buildings and land are of equal merit, and some may be available for alternative uses. Prior to the Council completing the above assessment and audit, any applicant for planning permission may seek to demonstrate through an independent assessment that the land or buildings are surplus to requirements. Developers will need to consult the local community and demonstrate that their proposals are widely supported by them.

POLICY LC3 Amenity Open Space

Permission will not be granted for development that would result in the loss of amenity open spaces within settlements.

- 8.10 This Policy recognises the need to retain open spaces which contribute to the character of settlements, whether or not there is public access. Planning Policy Guidance, contained in PPS3: Housing, and PPG17: Planning for Open Space, Sport and Recreation, identifies the need to retain valuable amenity open space which can include village greens and common land, as well as incidental areas of amenity greenspace which are both physically and visually important.
- 8.11 Land subject to this policy is shown on the Proposals Map as Amenity Open Space. It has been selected on the basis that the land is of public visual amenity value, and therefore visible from a public place, including roads and footpaths. The areas are considered to be prominent in the street scene and make a positive contribution to the visual amenity of the area. In residential areas, such open spaces are considered to enhance the outlook and enjoyment of nearby

properties. The contribution of trees, shrubs, grassland, water or other landscape features has been taken into account in designating amenity open space.

- 8.12 Within the smaller settlements of Brampton, Longtown, Dalston and the many villages within Carlisle District, amenity open spaces often provide important views within villages or from villages to the open countryside. They provide visual and physical contrasts with the built environment. Sites such as those with mature trees, gardens or orchards are often important features which contribute to the character of the village. In addition, the grounds of many churches provide attractive open areas suitable for quiet contemplation and also of value to wildlife.
- 8.13 However, it is not only open space within residential areas that is subject to this policy. Important landscaping within industrial estates, together with watercourse corridors and wetland areas, along major traffic routes and associated with other uses are also designated as amenity open space. Landscaped areas are often an integral part of the environment, and their piecemeal erosion for development should be avoided.
- 8.14 The range of open space that is covered by this Policy can provide significant opportunities for enhancing the value of an area for wildlife through, for example, such measures as small scale planting, mowing regimes or the creation of wildlife gardens as a recreational and educational resource. One of the environmental targets of the North West Biodiversity Forum and Action for Sustainability is concerned with establishing a network of natural greenspace. Accessible natural greenspace comprises land, water or geological features which have been naturally colonised by plants and animals and are accessible on foot to the local community. Provision of this space, and ability of people to reach and feel safe using it, is important for improving quality of life particularly in the region's urban areas.

POLICY LC4 Children's Play and Recreation Areas

New family housing developments of 40 or more dwellings will be required to include, pro rata, the following standards of play space provision:

Outdoor playgrounds 150m² per hectare

Informal playspace 270m² per hectare

In addition to the above, on development sites of 5 hectares or over, 0.1 hectares of sports ground development per hectare will be required.

On smaller housing sites the developer will be required to make commuted payments towards the provision of play space in the locality if there is a deficiency of play space in the local area judged against the Audit of Open Space currently being carried out by the City Council as required by PPG 17.

Children's play and recreation areas required by this policy will be dedicated to the City Council for maintenance purposes and a commuted payment equivalent to 10 year's maintenance costs will be required.

- 8.15 It is essential that adequate provision for outdoor play space is included in the early planning of new residential developments in order to meet future demands. In most large developments the Council will require the play provision to be provided on site. In exceptional circumstances, where the play space can not be provided in a satisfactory manner on site, due to its size, shape or topography, or an adverse impact on the urban form of an area or the character of a conservation area, the requirement may be met by the provision of a new off site facility, (if an appropriate site is available). If no appropriate site is available, the requirement can be met by the provision of additional play facilities on a nearby existing play area if appropriate.
- 8.16 Where a housing development is partially developed by different developers, or is a phased development, provision will be required for each constituent part of the site.
- 8.17 The design and allocation of play areas will be overseen by the City Council's Culture, Leisure and Sport Services Business Unit. The sites should be suitably landscaped to provide a safe and pleasant environment and have safe pedestrian access. Any play equipment provided is to be sited at least 30 metres from the nearest dwelling so as not to cause nuisance to nearby residents. The location of play areas can cause concern however they are essential to the health and well being of children and potential misuse by others should not be a reason for lack of provision.
- 8.18 The standards of open space set out in this policy are based on the National Playing Fields Association requirements of 0.6 to 0.8 hectares of playing space and 1.6 – 1.8 hectares of land for outdoor sport per 1000 population, and also an audit of play areas in the City which was undertaken in 2001.

POLICY LC5 Playing Fields

Development which will result in the loss or encroachment upon school or private playing fields or play space will not be permitted unless:

1. Adequate provision is made elsewhere; or
2. An oversupply of provision can be demonstrated; or
3. The development is needed to accommodate an identified educational requirement and access remains to a sufficient area of playing fields.

- 8.19 Public playing fields are allocated as Primary Leisure Areas and are therefore protected under Policy LC2. This policy refers to those playing fields which are in private ownership and school playing fields. If provision is made elsewhere, it should be of an equivalent quality, be equally accessible and within the same local area.
- 8.20 In the urban area there is a total of 96.41 hectares of playing field space providing an allocation of 1.377 hectares per 1,000 population of play space and play area. This is very slightly below the guidance level. This figure however, does not take into consideration the dual use of playing fields which are under school ownership, many of which the community can use as a recreational facility outside school hours. The dual use of facilities in this way provides the community with the desired level of playing field provision. An assessment of the

amount of play area to population was undertaken in 2001 which revealed that whilst there was reasonable provision in quantitative terms there was a deficiency in quality in some parts of the City. This assessment will form the basis of any consideration of proposals for development of playing fields and where shortfalls exist, these areas will be protected from development.

- 8.21 Where a shortfall in playspace exists the City Council will protect existing playing fields from development and further this community facility through encouraging the dual use of school playing fields, for recreational/community purposes.

POLICY LC6 Surplus Playing Fields

In the event of playing fields becoming genuinely surplus to requirements, proposals for their development will only be acceptable where:

1. there is no significant loss of amenity to the surrounding area;
2. the proposal is in keeping with the character of the surrounding area;
3. adequate access and appropriate car parking can be achieved;
4. any increased traffic generation can be accommodated by the existing highway network;
5. appropriate landscaping is an integral part of the scheme.

- 8.22 It is not anticipated that the demand for the provision of playing fields will alter significantly during the Plan period although the increase in the number of Grant Maintained Schools may lead to pressure for either the whole or part of a playing field to be sold for development. This policy also applies to privately owned playing fields as well as those currently used by schools.

- 8.23 Playing fields can provide important open spaces within built up areas and they should therefore be retained. In certain circumstances, where all or part of a playing field has become genuinely surplus to requirements, alternative uses may become acceptable providing the development of the area would not result in the loss of an important open space. Any such proposals will be assessed against the given criteria to ensure no loss of amenity, adequate access, car parking and landscaping.

POLICY LC7 Allotments

Planning permission will not be given for proposals that would result in the loss of allotments unless:

1. it can clearly be demonstrated that the allotments are surplus to requirements; or
2. satisfactory alternative provision can be made within the neighbourhood.

- 8.24 There are 69 allotment sites within Carlisle District, including both public and private sites, covering approximately 14 hectares, and occupancy rates for 2003 were approximately 95%. Whilst there is a fairly even distribution of allotments throughout the City, there is a shortfall in both Stanwix and Raffles. Demand for

allotment sites varies over time, but is likely to rise with the growth of interest in organic farming and as a result of rising house densities and the consequential reduction in the size of many gardens. It is therefore vital that existing levels of provision are maintained.

- 8.25 Allotments provide a social, recreational and occasionally economic resource for allotment holders. They also contribute to wider sustainability objectives by adding to the ecological diversity of an area. Allotment gardening is a popular leisure activity and allotments are a feature of the urban environment, providing green spaces between groups of houses.
- 8.26 PPG 17: Planning for Open Space, Sport and Recreation states that allotments must be regarded as greenfield sites. Allotments also fall within the definition of open space in the PPG. The recreational quality of open spaces can be eroded by insensitive development or incremental loss of the site. As such, allotments should not be built on unless an assessment has been undertaken which clearly shows that they are surplus to requirements.

POLICY LC8 Rights of Way

Carlisle City Council will seek to retain all existing footpaths, bridleways and other rights of way and to establish new routes wherever possible. New development will seek to maintain the existing rights of way network and where possible local improvements and extensions will be sought as part of new developments. Proposals to close or divert existing rights of way will not be permitted unless an alternative route is available which is attractive, serves the same area and is not significantly longer than the original route.

- 8.27 Carlisle District has an extensive system of public footpaths and bridleways. These rights of way are a valuable resource providing opportunities for local walks and as such provide an essential leisure function. It is important that these rights of way are safeguarded. When new development abutting footpaths is proposed, suitable landscaping and means of enclosure will be required by the developer.
- 8.28 Development proposals may sometimes present opportunities to provide new footpaths or improvement to existing ones to bring them to a standard suitable for use by all. Agreement will be sought between the Authority and the developer(s) to try and exploit this opportunity should it arise.
- 8.29 Whilst diversion and closure of footpaths remains the responsibility of the Highway Authority, the City Council is consulted and will normally resist development proposals that would prejudice the amenity of footpaths, unless an adequate alternative route for the right of way is provided.

POLICY LC9 Disused Railway Lines

Within the Plan area, the lines of disused railways which have potential for future recreation and/or transport use will be safeguarded from development which would prejudice those future uses.

- 8.30 Disused railway lines can play an important role in offering recreational opportunities; the disused lines may have the potential to be developed into footpaths, cycleways or bridleways, providing easy access to the countryside. They can also act as wildlife corridors and support valuable habitats including herb rich grassland. In the rural area both the former Waverley and Port Carlisle lines may have potential for recreational use, whilst the Waverley line has been identified by the County Council as having potential for future transport purposes (Planning Cumbria, Policy T29 and Schedule 2).
- 8.31 In the urban area they may also provide a safer alternative to roads for pedestrians and cyclists. Larger areas of disused railway land, such as goods yards or maintenance depots can also provide ideal opportunities for development, thus reducing the need for greenfield sites. These sites are therefore excluded from this policy. The reinstatement of the former railway line known as the Carlisle Freight Avoiding Line has the potential, if implemented, to release passenger capacity on the West Coast Main Line by reducing the constraint of the passage of freight goods through the congested Citadel Station. There are, however, potential conflicts between a number of uses in the vicinity of the route including its use as part of the Sustrans national cycle route. These conflicting uses need to be resolved through additional work within the plan period before confirming the most appropriate use for this former railway line.
- 8.32 Further work will need to be carried out in partnership with other bodies, to assess and develop this potential, and in the meantime it is considered appropriate that the former lines be safeguarded for recreation and/or transport purposes.

POLICY LC10 Golf Courses

Within the Plan area planning proposals for new golf courses and driving ranges and extensions to existing courses will be acceptable providing that:

1. the proposal does not have an adverse impact on the landscape or nature conservation value of the chosen site or the surrounding area; and
2. the development will not lead to an irreversible loss of best and most versatile agricultural land; and
3. adequate access and appropriate on site parking are available, and that the adjoining roads are capable of taking the increased traffic generated; and
4. the development is of a scale and form appropriate to the locality and character of the area.

- 8.33 At present, there are four golf courses within the Plan area; Carlisle Golf Club, Brampton Golf Club and Eden Golf Club in the rural area in addition to the eighteen hole municipal course at Stony Holme in the urban area. There is also a nine hole course at Dalston Hall.
- 8.34 It seems certain that any new golf course would be within the rural area. By their very nature, golf courses are an acceptable 'open' use in the countryside,

providing groups of trees and a varied landform. Exceptions where a golf course would not be acceptable would be if any existing woodland or other site with nature conservation or landscape interest were to be cleared to make way for the course or if the development would lead to an irreversible loss of the best and most versatile agricultural land. PPG7 stated that once agricultural land has been developed for golf courses, return to best quality agricultural use is seldom practicable. Applications on best and most versatile agricultural land must therefore provide a sufficient level of detail regarding earth moving to allow the proposal to be judged accordingly.

- 8.35 The ancillary development associated with golf courses, such as club houses, maintenance sheds, car parking and roadways can all create intrusion into the countryside. They should therefore be designed to be of an appropriate scale and character and located so as to cause least possible impact. Appropriate car parking facilities should be provided, and these should be properly landscaped. Access arrangements should be adequate bearing in mind anticipated levels of traffic. The Highways Agency will be consulted on applications for golf courses adjacent to trunk roads. If specialist fencing is required this is to be provided by the developer.

POLICY LC11 Educational Needs

Proposals for the development of education facilities should be provided within the existing educational sites as indicated on the Proposals Map. On existing sites, proposals for new buildings should be in close proximity to existing buildings to minimise the visual impact of additional development. Where educational facilities are proposed outside existing sites the location should be close to the intended catchment in order to minimise travel in conjunction with centres listed in policy DP1. Other policies of this Plan will apply dependent upon the proposal and land to be utilised.

- 8.36 Secondary education is currently under review within Carlisle. The review process is at an early stage but may result in school closures due to predicted falling pupil numbers over the next 20 years. Alternative community uses for redundant school buildings will be encouraged, together with their re-use for a range of educational purposes.
- 8.37 Much debate has happened in recent years about sixth form education in Carlisle and the accommodation requirements for an improved education offer. This affects the secondary education sector including schools and Carlisle College. Whilst the education offer remains with the existing institutions there may be future need to provide alternative accommodation should the system change. Carlisle College has recently produced proposals to improve their facilities at the Victoria Place site.

POLICY LC12 Cumberland Infirmary

Land to the west of and on the site of the Cumberland Infirmary, as identified on the Proposals Map, is safeguarded to meet future health needs through the continuing development of the new hospital.

- 8.38 Hospital services within the City are now concentrated at the Cumberland Infirmary, following the closure and transfer of services from the City General Hospital in 2000. The Carlisle and District Primary Care Trust and the Cumbria and Lancashire Strategic Health Authority have indicated that all new hospital developments will continue to take place at the site of the Cumberland Infirmary.
- 8.39 Planning permission will be granted for non-hospital related development within the boundary of the Infirmary where buildings are declared surplus to requirements, for example on land to the east of Infirmary Street, or an vacant land where previous hospital buildings have been demolished. However, the large greenfield site to the rear (north and west) of the hospital will be safeguarded for hospital purposes only.

POLICY LC13 Doctors' Surgeries and Health Centres

Land at Moor Road, Longtown, and Fusehill Street, Carlisle is allocated for the development of two medical centres.

Proposals for the development of further medical centres, health centres or doctors' surgeries will be judged against the following criteria:

1. The proposed location is within Carlisle, a Key Service Centre or Local Service Centre and is accessible by public transport;
2. Appropriate car parking standards can be achieved;
3. The amenity and quality of the surrounding environment, including residential amenity, is safeguarded;
4. Satisfactory access to the site can be achieved.

Development proposals must ensure that there is no reduction in the level of service to residents of the District.

- 8.40 Currently in Carlisle there is a cluster of doctors' surgeries in the Warwick Road area, which may not be easy to get to for those living out of the centre, or with mobility problems. Although there are surgeries in a number of neighbourhoods, including a recently opened medical centre at Carleton, there are no facilities in Lowry Hill, Botcherby, Denton Holme, Currock or the Belle Vue area. There is therefore a need for more localised branch surgeries.

POLICY LC14 Carleton Clinic

During the period of this plan it is likely that additional land will become surplus to requirements at the National Health Trust Carleton Clinic at Garlands. Proposals for development will be considered in accordance with other policies of this plan. Concern over the volume of traffic generated by developments in the vicinity of the site will have to be taken into account in any proposals. The use of S106 or S278 agreements may be necessary to deal with issues arising from any redevelopment proposals, particularly in relation to traffic impact on the existing local highway network.

- 8.41 Carleton Clinic is situated to the south east of the City. Part of the existing site is considered to be surplus to requirements and a longer term development strategy is required. The area has seen an influx of new residential property but support services and facilities have not been developed. A mixed use scheme may be appropriate for this site concentrating on re-use of the existing built form.
- 8.42 The redevelopment of Garlands hospital site and adjacent land for residential use has also led to a number of minor roads being used to relieve additional traffic pressures. Any proposals for redevelopment of the Carleton Clinic site must take into account traffic flows and impact on the local network through production of a transport assessment.

POLICY LC15 Percent for Art

The City Council will require the provision of works of Public Art when dealing with applications for development schemes that will have a significant visual impact. Developers will usually be expected to allocate a minimum of 1% of their construction costs for the inclusion of Public Art. This money should fund the provision of art in a publicly accessible/visible place or incorporated within the development itself.

The following indicates the threshold for the requirement:

1. housing developments of 20 dwellings or over; and/or
2. development of 1000sq. metres and over; and/or
3. development in a prominent location or on a major transport route.

- 8.43 In 1989 the Arts Council of Great Britain initiated the 'Percentage for Arts' campaign to encourage developers to devote a percentage of their capital costs to the provision of new works of Public Art in, on or around their buildings.
- 8.44 This policy aims to increase the provision of Public Art in the Carlisle District promoting public involvement in the arts and helping to improve and enhance the environment. Public Art can help enrich a development adding visual interest as well as drawing people to the area through the creation of a pleasant environment. The inclusion of such schemes can help add value through improving the marketability of new developments, raising public awareness and enhancing public open spaces.

- 8.45 Public Art can include the provision of stand alone pieces of art, functioning elements on buildings or in public places or temporary works, crafts and community-based works, the choice of art provision will depend upon the type of development proposed.
- 8.46 The Council will seek the provision of Public Art to be secured through planning obligations and conditions, with the developer ideally making a commitment to involve local artists from the outset of the project. It may be considered more appropriate on large sites with several related developments, for the developers to provide the requisite sum in the form of a commuted payment enabling the commission of one significant work of art in place of several smaller pieces.

PROPOSAL LC16 Recreational Land Proposals/Allocations

1. Primary Leisure Areas – Morton
Land within the south west Morton area is allocated as a Primary Leisure Area and will be developed as open space and safeguarded from inappropriate development.
2. Land to the north of California Road is proposed to be designated for Allotments. This is a new site designation and could replace existing allotments in the City offering better facilities, should the need arise.
3. Land rear of Ellesmere Way
Allocation of land for public open space until development of land to the south west of Morton at which time the designation of land will be reviewed when additional open space in the vicinity has been provided

- 8.47 Land allocations to the south west of Morton include land allocated as Primary Leisure Areas. It is intended that this land will serve both as functional open space for future developments and as landscaped buffers between the different allocations.
- 8.48 The landscaping and development of the open space, in particular the necessary structural landscaping, will need to be undertaken at an early stage in the development process. The landscaping should integrate the open space with the surrounding countryside.
- 8.49 It is envisaged that the open space will be predominantly parkland, with a range of open leisure areas, including a sports pitch within this to serve the new residential area. The allocated Primary Leisure Area shown on the Proposals Map is intended as an indicative representation. Further guidance on the scale and type of open space is set out in Supplementary Planning Guidance which has been produced for the area.
- 8.50 Contributions from developers towards the cost of developing the open space will be expected. This will be secured through a legal agreement.

Chapter 9: Implementation, Resources & Monitoring

POLICY IM1 Planning Obligations

The Council will consider the use of Planning Obligations (\$106 Agreements) in order to provide for local or community needs relevant to the proposed development as set out in other policies of this Plan. Planning Obligations will cover a number of issues such as affordable housing, recreational space, art, transport/traffic improvements, community facilities, archaeology, amenity space/landscaping, training and employment and crime and disorder measures. Separate guidance will be prepared to set out details of requirements.

- 9.1 There are a number of policies in this Plan which aim to improve the local environment for existing residents of the District and new occupants. In order to ensure that any new development proposals are integrated a number of measures will be considered. Planning Obligations are a way of integrating new development into the surrounding environment especially where development proposals may have a direct impact on others.
- 9.2 The ODPM (now CLG) has recently carried out a consultation on changing the way planning obligations may be used. This consultation process has not yet produced any revised guidance. Consequently the Council will prepare separate guidance on obligations once legislation is updated.

POLICY IM2 Monitoring

The Council will produce an annual monitoring report to analyse the policies of the Local Plan to ensure that the implementation of those policies is in accordance with the Plan and other national and regional guidance.

- 9.3 Monitoring of housing development within the District has been undertaken since the mid 1970's and a comprehensive database has been developed. The Housing Land Availability Monitoring System records the number and location of all new current planning permissions for housing and monitors their completion on a six monthly basis. The system has helped to ensure that since it was established there has been an adequate supply of housing land available to meet housing needs in the District.
- 9.4 Monitoring of employment development within the District has also been carried out since the late 1970s, and a comprehensive data base has been developed. The employment land availability monitoring system records the location, site area and category of all new planning permissions for employment, together with completions on a six monthly basis. Since the system was established it has helped to ensure an adequate supply of B1, B2 and B8 employment land to meet the employment needs of the District.

- 9.5 The monitoring of the development of sites allocated, completions on sites that currently have planning permission and sites that come forward under other employment proposals will be continued on a six monthly basis. It is also intended to monitor floorspace in addition to site area, and the Employment Policy under which the application was approved, together with other area policies such as Landscapes of County Importance or Areas of Outstanding Natural Beauty.
- 9.6 The monitoring system will track the progress of development on sites allocated in the Plan , employment sites within Mixed Commercial Areas, offices within the Primary Office Area, and employment development within the rest of the Plan area, including development as a result of rural diversification, or the reuse or adaptation of existing buildings.
- 9.7 Monitoring will be flexible and proactive to take into account changing trends and directives to enable evidenced based actions to be taken. The Council has regard to appeal statements to give an indication of the effectiveness of policies. These approaches will evolve and develop to ensure that Development Plan Policies are achieved and will feed into the annual monitoring report.

Glossary

NOTE

This list is intended only to provide a general explanation of terms used in the Local Plan and does not constitute precise definitions in law.

Affordable Housing

Affordable housing is a term which can be applied to both low cost market and subsidised housing, irrespective of tenure, ownership whether exclusive or shared or financial arrangement, that will be available to people who can not afford to occupy houses generally available on the open market.

Amenity Open Space

The Local Plan identifies areas of land within settlements which make so significant a contribution to their character and to the amenity and enjoyment of nearby residents and the public at large as to warrant long term retention as open space. Such designation does not signify that such areas are available for public access and use although this may be the case in some instances. Rather, it indicates an intention that proposals for built development which would encroach on identified areas will not normally be granted planning permission.

Ancient Woodland

Natural England is responsible for compiling the inventory of ancient woodlands in Cumbria. The term is applied to woodlands which have existed from at least medieval times to the present day without being cleared for uses other than timber production. The inventory includes ancient semi-natural woodland which is defined as woodland which does not originate from planting, the distribution of species generally reflecting natural variations in site and soil.

Area of Outstanding Natural Beauty (AONB)

AONBs are relatively large areas of land designated under the National Parks and Access to the Countryside Act 1949 by the Countryside Commission. The primary objective of designation is conservation of the natural beauty of the landscape. AONBs differ from National Parks in that the promotion of recreation is not an objective of their designation, though these areas should be used to meet the demand for recreation so far as that is consistent with the conservation of natural beauty, and the needs of agriculture, forestry and other uses.

Area of Special Control of Advertisements

Part IV of the Town and Country Planning (Control of Advertisements) Regulations 1992 enables a Local Planning Authority to make Areas of Special Control Orders for submission to the Secretary of State for approval. Most of the Plan area has been designated as an Area of Special Control, excluding Carlisle, Brampton and Longtown. Within Areas of Special Control the display of advertisements with deemed consent (i.e. without the need for the formal approval of the Local Planning Authority) is subject to greater limitation.

Article 4 Direction

Article 4 of the Town and Country Planning (General Permitted Development) Order 1995 allows the Local Planning Authority to restrict the scope of permitted development rights in defined areas. Article 4 Directions must normally be approved by the Secretary of State.

Best and Most Versatile Agricultural Land

To assist in assessing land quality, the then Ministry of Agriculture, Fisheries and Food has developed a method of classifying agricultural land by grade. There are five grades with grade 3 divided into two grades (3a and 3b). The best and most versatile agricultural land falls into grades 1,2 and 3a. This land ranges from excellent (grade 1) to good quality (grade 3a).

Brownfield Land

See previously developed land.

Business Park

Business Parks are defined in the Structure Plan as high quality employment sites aimed at light industrial and office developments, particularly those related to high-tech industries. There is potential for a business park site on land south west of Morton.

Conservation Areas

Conservation areas are 'areas of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance'. Such areas are designated by Local Planning Authorities under the Planning (Listed Buildings and Conservation Areas) Act 1990. Provisions relating to conservation areas are contained in the Act. The Local Planning Authority has additional powers over the demolition of buildings and the removal of trees within such areas, and certain permitted development rights are either reduced or removed.

County Wildlife Sites

Cumbria Wildlife Trust designates some sites, which do not meet the criteria set out by Natural England for SSSI's, as Wildlife Sites. They contain examples of important habitats with uncommon species of plants and animals.

Drainage Impact Area (DIA)

An assessment made for larger developments of rainfall run-off implications and drainage management in ranges of storm duration and extreme rainfall events ranging from 1 in 2 to 1 in 100 rainstorm events. It may be preferable to design to discharge at higher rates before the arrival of storm peak flow.

Edge of Centre

For retail purposes edge-of-centre, is a location that is well connected to and within easy walking distance (ie. Up to 300 metres) of the primary shopping area. For all other main town centre uses, this is likely to be within 300m of a town centre boundary. In determining whether a site falls within the definition of edge-of-centre, account will be taken of local circumstances. For example, local topography will affect pedestrians' perceptions of easy walking distance from the centre. Other considerations include barriers, such as crossing major roads and car parks, the attractiveness and perceived safety of the route and the strength of attraction and size of the town centre. A site will not be well connected to a centre where it is physically separated from it by a barrier such as a major road, railway line or river and there is no existing or proposed pedestrian route which provides safe and convenient access to the centre.

Environmental Impact Assessment (EIA)

A process by which information about the environmental effects of a proposal are collected, and taken into account by the Planning Authority in forming their judgement

about whether or not to grant planning consent. The Town and Country Planning (Environmental Impact Assessment etc.) Regulations 1999 as modified sets out the types of project for which an EIA is required.

Flood Plain

All land adjacent to a watercourse over which water flows or would flow, but for the presence of flood defences, in times of flood. The limits of the flood plain are defined by the peak water level of an appropriate return period event on the watercourse or at the coast. On rivers this will normally be the greater of the 1 in 100 year return period flood or the highest known water level. In coastal areas the 1 in 200 year return period flood or the highest known flood will be used.

Flood Risk Assessment (FRA)

An assessment or test of the risk of flooding from river, tidal, coastal, groundwater and/or local sources conducted to meet the requirements of PPS25 and Annex E. The FRA will provide a framework for robust and sustainable flood risk management solutions within (re)developing areas.

General Permitted Development Order

The Town and Country Planning (General Permitted Development) Order 1995 prescribes many of the procedures for the determination of planning applications and details those forms of minor development which may be undertaken without the need for application for an planning permission. (See also Article 4 Directions and Permitted Development).

Houses in Multiple Occupation (HMO)

A House in Multiple Occupation as defined in the 1985 Housing Act is one that is occupied by persons who do not form a single household.

Key Townscape Frontage Buildings

Key Townscape Frontage Buildings are primarily located within conservation areas and are defined as buildings that make a contribution to the character of a particular area. Such conservation areas include the City Centre, Botchergate, Longtown, Brampton and Dalston.

Landscapes of County Importance

Landscapes of County Importance include areas which have a distinctive or individual character such as the patterns of old fields and stone walls. They are of County Importance for their particular topographical, visual, cultural or historical characteristics. Many of these areas contain important habitats for wildlife.

Listed Building

The Secretary of State for Culture, Media and Sport, advised by English Heritage, compiles a list of buildings of 'special architectural or historic interest'. Any material alteration to or demolition/part demolition of a listed building, whether external or internal will require an application for listed building consent.

Local Development Framework (LDF)

A portfolio of local development documents which will provide the framework for delivering the Spatial Strategy for the District. This came into place under the Planning and Compulsory Purchase Act 2004

Local Employment Sites

Local Employment Sites are defined in the Structure Plan as employment sites designed to accommodate the needs of a wide range of types and sizes of employment and warehousing units. They are expected to be more than one hectare in size, and located in or adjacent to the edge of the City and rural towns.

Local Nature Reserves

Local Nature Reserves may be established by Local Authorities under section 21 of the National Parks and Access to the Countryside Act 1949. They are habitats of local significance which can make a useful contribution both to nature conservation and to the opportunities for the public to learn more about and enjoy wildlife. Local nature reserves are predominantly ecological, but can also be established on geological sites.

Local Transport Plan

A five-year plan for the co-ordination and improvement of local transport provision prepared by the County Council under the provisions of Section 108 of the transport Act 2000, which provides a framework for the delivery of transport against a background of a longer term strategy for transport in the area.

National Nature Reserve

Areas of national and sometimes international importance which are owned or leased by Natural England or managed in accordance with their wishes. The essential characteristic of such areas is that they are primarily used for nature conservation.

Natura 2000

Natura 2000, created by the European Union, is a network made up of Special Protection Areas and Special Areas of Conservation. These designations form an internationally important network of wildlife sites.

Permitted Development

The Town and Country Planning (General Permitted Development) Order 1995 permits certain minor alterations and extensions to be undertaken without the need to apply for planning permission from the Local Planning Authority. Such development is known as permitted development.

Planning Policy Guidance Note/Statements (PPG/S)

PPGs are issued by the Government, after consultation, to provide guidance to Local Planning Authorities and others on Government Policy and the operation of the planning system. PPGs are subject to periodic review. The determination of planning applications and formulation of Planning Policies must have regard to these statements of Government Policy. These are gradually being replaced by Planning Policy Statements (PPS)

Previously-developed land (often referred to as brownfield land)[PPS3]

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

The definition includes defence buildings, but excludes:

- Land that is or has been occupied by agricultural or forestry buildings.
- Land that has been developed for minerals extraction or waste disposal by landfill purposes where provision for restoration has been made through development control procedures.

- Land in built-up areas such as parks, recreation grounds and allotments, which, although it may feature paths, pavilions and other buildings, has not been previously developed.
- Land that was previously-developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape in the process of time (to the extent that it can reasonably be considered as part of the natural surroundings).

There is no presumption that land that is previously-developed is necessarily suitable for housing development nor that the whole of the curtilage should be developed.

Primary Employment Areas

Primary Employment Areas are designated when the predominant use relates to employment. Also included within this designation is land that has planning permission and land allocated for employment use. Such areas are located within Carlisle, Longtown, Brampton and Dalston.

Primary Leisure Area

Primary Leisure Areas are the main focal points for leisure activities. Such locations include the Sands Centre, Tullie House, the Sheepmount, community centres, other areas of public open space and parkland as well as privately owned leisure facilities. Such areas should be retained.

Primary Residential Areas

Primary Residential Areas are housing areas within Carlisle, Longtown and Brampton. These areas are predominantly residential, and they contain a number of other uses normally acceptable in housing areas such as churches, small shops and public houses.

Primary Retail Area

The Primary Retail Area contains all the important shopping streets and areas in the City Centre. All the major stores are included together with the streets with continuous shopping frontages and sites where shopping development is acceptable in principle. It also includes the main shopping streets in Brampton and Longtown.

Primary Route Network

The Primary Route Network of Cumbria consists of the Motorway, trunk roads, and other Primary Roads. Within Carlisle District the Primary Route Network consists of the A7 towards Longtown, the A689 and A69 towards Brampton and Newcastle, the A595 towards Wigton, and the A74 to Scotland.

Ramsar Site

Ramsar sites are wetlands of international importance, particularly as waterfowl habitats. Ramsar sites are listed by the Secretary of State. The provisions of the Ramsar Convention require the promotion of the conservation of the wetlands.

Regionally Important Geological/Geomorphological Sites (RIGS)

These are geological/geomorphological sites of local importance which complement the national network of geological SSSI's (see below). The aim of designation is to maintain and enhance specific features of rock and landform, and the dynamic natural processes which create them.

Register of Battlefields

Similar to the Register of Parks and Gardens of Special Historic Interest, the Register of Battlefields identifies a limited number of areas of historic significance where important

battles are sufficiently documented to be located on the ground. This register is compiled by English Heritage.

Register of Parks and Gardens of Special Historic Interest

This is a register, produced by English Heritage, which identifies parks and gardens of visual and/or historic interest. There is currently two designations within the District.

Scheduled Ancient Monument

The Secretary of State, advised by English Heritage, compiles a Schedule of Ancient Monuments which, by reason of period, rarity, fragility, potential etc. appear to be of national importance. Provisions relating to scheduled ancient monuments are contained in the Ancient Monuments and Archaeological Areas Act 1979 and the National Heritage Act 1983.

Section 106 Agreement

Planning Agreements (or 'Planning Obligations') are made under Section 106 of the Town and Country Planning Act 1990. Agreements may be made between a Local Planning Authority and a land owner (often a developer) or may be entered into unilaterally by such persons. Agreements are usually employed to restrict the development or use of land in ways which can not properly or conveniently be achieved by the imposition of conditions.

Site of Special Scientific Interest (SSSI)

Section 28 of the Wildlife and Countryside Act 1981 enables Natural England to designate areas of land which, by reason of their flora, fauna, or geological or physiographic features, it is in the national interest to conserve. To protect SSSI's from operations outside the scope of planning controls, Natural England specify to their owners and occupiers the operations which they consider to be harmful to their conservation interest.

Local authorities have a responsibility under the Countryside and Rights of Way (CROW) Act 2000 to take reasonable steps to further the conservation and enhancement of the features for which an SSSI has been notified.

Special Area of Conservation (SAC)

Areas established under the EU Directive on the Conservation of Natural Habitats and of Wild Fauna and Flora as contributing to the maintenance of a coherent Community-wide network of habitats called Natura 2000. SAC's are selected for their contribution to the survival of species and habitats of European importance. The areas proposed as SACs are also SSSIs.

Special Protection Area (SPA)

Areas established under the EC Directive on the Conservation of Wild Birds in order to safeguard habitats of migrating birds and certain threatened species and thereby to conserve populations. All SPA's are also SSSI's.

Strategic Employment Sites

Strategic Employment Sites are defined in the Structure Plan as large sites of a minimum of five hectares, designed specifically to provide sites for large scale business, general industry, storage and distribution uses. The site should be close to the primary road network. Small scale uses would not normally be permitted on such sites.

Supplementary Planning Guidance/Document (SPG/SPD)

This is a document adopted by the City Council which sets out additional details in relation to a Local Plan Policy. The document must be linked to a policy of the Local Plan.

Sustainable Development

The Bruntland Report in 1987 brought a new approach when it proposed that an on-going balance could be struck between economic growth and the needs of the environment through the concept of sustainable development. A definition of this concept is 'development that meets the needs of the present without compromising the ability of future generations to meet their own needs.'

Sustainable Drainage Systems (SUDS)

A sequence of management practices and control structures designed to drain surface water in a more sustainable way than some conventional techniques. SUDS manage surface water on site as near to source as possible by slowing down the rate of run-off and treating it naturally through such design techniques as porous pavements, infiltration trenches and basins, french drains, swales and passive treatment systems including filter strips, detention basins, retention ponds and wetlands. This approach will allow the release of good quality surface water into watercourses and the groundwater resource.

Tree Preservation Order (TPO)

Under Section 198 of the 1990 Act a Local Planning Authority may, in the interests of amenity, make provisions for the preservation of individual trees or woodlands. TPOs prohibit the cutting down, topping, lopping, uprooting, wilful damage or wilful destruction of trees without the prior consent of the Authority.

Use Classes Order

The Town and Country Planning (Use Classes) Order 1987 (as amended) contains a number of Classes into which most uses of land or buildings fall. The change of use of land or buildings, from one class to another, normally requires planning permission. The change of use of land or buildings within a particular Class does not involve development requiring planning permission.

Class B1: - Business Use including offices (other than those falling in Class A2 Financial and Professional services), research and development and industrial processes, providing the use can be carried out in any residential area without detriment to amenity by reason of noise, vibration, smell, fumes, smoke, soot, ash, dust or grit.

Class B2: - General Industrial

Class B8: - Storage or Distribution warehouses including wholesale cash and carry.

Windfall Site

An informal term used to describe a site where planning consent (usually for housing) is granted despite that site not being allocated for development in the Local Plan.

World Heritage Sites

The World Heritage Convention from which World Heritage Sites derive was ratified by the UK in 1984. The Convention provides for the identification, protection, conservation and presentation of cultural and natural sites of outstanding universal value. Hadrian's Wall Military Zone was designated as a World Heritage Site in 1987.

Appendix

(1) a map based on or showing the same information as Figure 1 in the Habitats Regulations report;

Table 1 European assessed sites and potential vulnerability

Name of Site and area (ha)	Threats to site integrity
Solway Firth SAC 43637ha	This site is vulnerable to a number of activities such as <ul style="list-style-type: none"> _ flood defence and coastal erosion work, _ fisheries and shellfisheries, _ saltmarsh and mere-grazing _ oil and gas exploration _ industrial development. <ul style="list-style-type: none"> _ Recreational activities have the potential to disturb vulnerable feeding and roost sites.
Upper Solway Flats and Marshes SPA 43637ha	<ul style="list-style-type: none"> _ Water pollution
Upper Solway Flats and Marshes Ramsar 43637 ha	<ul style="list-style-type: none"> _ Water pollution
River Eden SAC 2463 ha	<ul style="list-style-type: none"> _ Habitat degradation _ Overgrazing _ Pollution (industrial, domestic, and agrochemical) _ Habitat fragmentation.
Border Mires, Keilder-Butterburn SAC 11852 ha (N.B. This site is split in to a number of separate areas)	<ul style="list-style-type: none"> _ Habitat loss _ Habitat degradation (lowering of Water table i.e. capillary action via trees, drainage systems, grazing, disturbance and extraction). _ The impacts of drainage (agricultural or forestry), _ Commercial conifer plantation or heavy grazing pressure can severely degrade the blanket bog communities _ Burning on active blanket bog is undesirable and should be discouraged. _ As with Border Mires, Keilder-Butterburn SAC
Irthinghead Mires Ramsar 792ha	<ul style="list-style-type: none"> _ As with Border Mires, Keilder-Butterburn SAC
North Pennine Moors SAC 103109ha	<ul style="list-style-type: none"> _ Atmospheric deposition of pollutants (dry and wet) _ Habitat degradation through disturbance, overgrazing, drainage etc. _ Fire accidental / deliberate (management)

Name of Site and area (ha)	Threats to site integrity
North Pennine Moors SPA 147246ha	<ul style="list-style-type: none"> _ Atmospheric deposition of pollutants (dry and wet) _ Habitat degradation through disturbance, overgrazing, drainage etc. _ Fire accidental / deliberate (management)) _ Pesticide application
North Pennine Dales Meadow SAC 497ha	<ul style="list-style-type: none"> _ Habitat degradation through physical disturbance
Walton Moss SAC 286ha	<ul style="list-style-type: none"> _ Habitat degradation through physical disturbance
Moor House- Upper Teasdale (SAC) 38796ha	<ul style="list-style-type: none"> _ Habitat degradation through physical disturbance
Roman Wall Loughs SAC 684ha	<ul style="list-style-type: none"> _ Agrochemical run-off
Langholm- Newcastleton Hills SPA (area is not available)	<ul style="list-style-type: none"> _ No information available at the time of report.
Raeburn Flow SAC 64ha	<ul style="list-style-type: none"> _ Habitat loss _ Habitat degradation (lowering of water table i.e capillary action via trees, drainage systems, grazing, disturbance and extraction). _ The impacts of drainage (agricultural or forestry), _ Commercial conifer plantation or heavy grazing pressure can severely degrade the blanket bog communities _ Burning on active blanket bog is undesirable and should be discouraged.
Solway Mosses South SAC 1962ha	<ul style="list-style-type: none"> _ Atmospheric deposition of pollutants (dry and wet) _ Habitat degradation through disturbance, overgrazing, drainage etc. _ Fire accidental / deliberate (management))
Tyne and Allen River Gravels SAC 37ha	<ul style="list-style-type: none"> _ Nitrogen deposition _ Natural succession _ Lack of management
Lake District High Fells SAC 27000 ha	<ul style="list-style-type: none"> _ Habitat degradation, other than acidic scree, through disturbance (visitor pressure), and grazing and more locally threatened by a combination of both.

Extract from Habitat Regulations Assessment of the Revised Redeposit Draft Carlisle District Local Plan 2001-2016 (Tables 3 and 4)

