

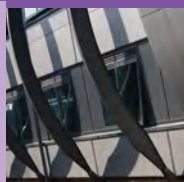
CARLISLE
CITY COUNCIL



www.carlisle.gov.uk

Annual Monitoring Report

December 2006



EXECUTIVE SUMMARY

This Annual Monitoring Report covers the period 1 April 2005- 31 March 2006.

The planning context is changing for Carlisle District as the adopted plan is under review, as is Regional Planning Guidance. The Joint Structure Plan was adopted in April 2006 having been under review in the previous annual monitoring year. Many issues highlighted in this report are still to be dealt with through the review of the Local Plan.

In summary the issues are:

- Strategic and Local Employment Sites are still not being delivered within the urban area of Carlisle. Allocations are being reviewed and new allocations will come forward through the Local Plan process. Strategic Employment Sites are also not being delivered in the rural area however this is related directly to the development of Carlisle Airport.
- Housing completions continue at a pace within the urban area. The emphasis on more sustainable development pattern is evident in the location and number of permissions being granted.
- The amount of building on previously developed sites is increasing and recent permissions indicate this is going to continue.
- The amount of affordable housing completed is low and improvements to performance are required which is being addressed through the review of policies and their implementation following need assessments.
- The Local Development Scheme milestones (which include the timetable for planning policy document production) are not being met. Additional work has been undertaken to support the Local Plan process and progress has been made on Carlisle Renaissance, which will enable revisions to the LDS to be made.
- A consequence of the Local Plan falling behind schedule means that other Supplementary Planning Documents (which explain planning policies in more detail) will also be delayed due to resources and the ability to adopt documents without adopted policies in place.

CONTENTS

	Page
INTRODUCTION	1
ECONOMY AND BUSINESS DEVELOPMENT	5
HOUSING DEVELOPMENT	14
TRANSPORT	27
NATURAL AND BUILT ENVIRONMENT	31
LEISURE	38
LOCAL DEVELOPMENT SCHEME IMPLEMENTATION	41
MONITORING FRAMEWORK	45
GLOSSARY	48

INTRODUCTION

This annual monitoring report for Carlisle City Council covers the period 1st April 2005 – 31st March 2006. It is the second Annual Monitoring Report under the provisions of Section 35 of the Planning and Compulsory Purchase Act 2004 and Regulation 48 of the Town and Country Planning (Local Development) (England) Regulations 2004.

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



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

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

Annual Monitoring Report 2005/06

Mid year estimates (2004) indicate a reversal of this trend with an estimate of 103,524. (Source: ONS)

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

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

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

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

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

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

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

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

Work is currently being undertaken with a newly formed Local Strategic Partnership (LSP) to produce a new Community Strategy. The first drafts of this will appear early in 2007.

The Council's main planning policy document is the Carlisle District Local Plan, which is under review. The LDS implementation section of this report provides an update on that process. The adopted Local Plan (Sept 1997) contains the following aims and objectives:

The main aims of the sustainable strategy are:

1. to develop Carlisle's sub-regional role for employment, shopping, leisure and services in accordance with Structure Plan Policy 6 without making excessive demands on resources, or being incompatible with the environment in which we live; and
2. to balance the need for economic growth with the need to protect and enhance the quality of the environment; and
3. to meet local housing needs; and

Annual Monitoring Report 2005/06

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, in particular the remoter rural areas of the District through policies to create job opportunities and maintain local facilities; and
7. to minimise the dangers of pollution without obstructing economic growth.

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

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

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

The objectives of ensuring economic growth and protection of a high quality environment can bring a dichotomy. Carlisle has a Regional Investment Site seeking inward investment and a historic City set in a landscape ranging from the Solway Coast to the North Pennines each protected as Areas of Outstanding Natural Beauty. The Challenge is to ensure that economic growth and the environment benefit each other. Recent examples of projects working to achieve economic and environmental improvements include a new national trail, which follows the line of Hadrian's Wall World Heritage Site, which opened in May 2003.

The events that occurred in January 2005 made a significant impact on Carlisle. Severe flooding had a direct impact on over 2000 residential and business properties. The short term impacts were felt on this monitoring period as the City focussed on dealing with flood recovery but the longer term impact has been to generate a shared vision to take the

Annual Monitoring Report 2005/06

opportunities to make Carlisle a better place through its renaissance. The output of Carlisle's Renaissance will be reported through subsequent monitoring reports as key transformational projects are developed. This is a long term vision and it will take 10-15 years for this to be realised and will become a strong feature of partnership working over coming years.

This report has been restructured to reflect the above aim and objectives. The core output indicators are the same ones in the previous report and additional information has been included on contextual indicators, local indicators and local plan monitoring.

ECONOMY AND BUSINESS DEVELOPMENT

OBJECTIVES/AIMS

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

TARGET

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

CONTEXTUAL INDICATORS

Unemployment level

79.3% of the population of Carlisle District are economically active, 77.5% are employed and 2.4% are unemployed. There are 1166 people unemployed in Carlisle City (unemployment rate 2.7%). Source: Nomis 2005

Economic Activity Rates

Type	Carlisle (numbers)	Carlisle %	Cumbria %	North West %	England & Wales %
People aged 16-74: Economically active:					
Employees Part-time	8,336	15.08	13.61	11.87	11.78
Employees Full-time	21,929	39.66	36.89	38.77	40.55
Self-employed	3,290	5.95	9.87	7.1	8.28
Unemployed	2,136	3.86	3.43	3.63	3.35
Full-time Student	1,380	2.5	1.96	2.54	2.57
People aged 16-74: Economically Inactive					
Retired	8,546	15.46	16.66	14.28	13.61
Student	1,755	3.17	2.8	4.62	4.7
Looking after home/family	2,724	4.93	5.67	6.12	6.51
Permanently sick/disabled	3,766	6.81	6.38	7.75	5.52
Other	1,425	2.58	2.73	3.32	3.12
Unemployed People aged 16-74					
Aged 16-24	659	30.85	26.91	28.39	25.9
Aged 50 & over	341	15.96	18.71	17.28	18.6
Who have never worked	148	6.93	8.38	10.16	9.26
Who are long-term unemployed	618	28.93	32.2	31.66	30.32

Source: Census 2001

Annual Monitoring Report 2005/06

Productivity

Gross Value added – For East Cumbria (including Carlisle) the GVA £ per head in 2000 was £12140. In 2001 the GVA for Cumbria was £11092 and the North West was £13011.

Figures for 2004 show that the County's economy was the fastest growing at 6.5% and worth £6.4bn. This is faster than the national average of 5.9% and the eight fastest in the UK.

Source: ONS

Town Centre Employment and Provision

Employment (persons)

Convenience Retail	810
Comparison Retail	2,810
Service Retail	320
Offices	2,020
Civic and Public Administration	1,500
Restaurants & Licensed Premises	1,060
Arts, Culture and Entertainment	220

Floorspace & Rateable Value

	(sq m)	(£)
A1	119,800	13,402,930
A2	10,830	1,485,650
A3	5,580	439,880
Retail	150,570	15,831,200
Offices	90,460	4,229,650

These statistics were produced on behalf of Communities and Local Government by Geofutures following research undertaken by CASA, UCL

Retail Floorspace Rents

Top ten highest rented centres in the North West (as at May 2006)

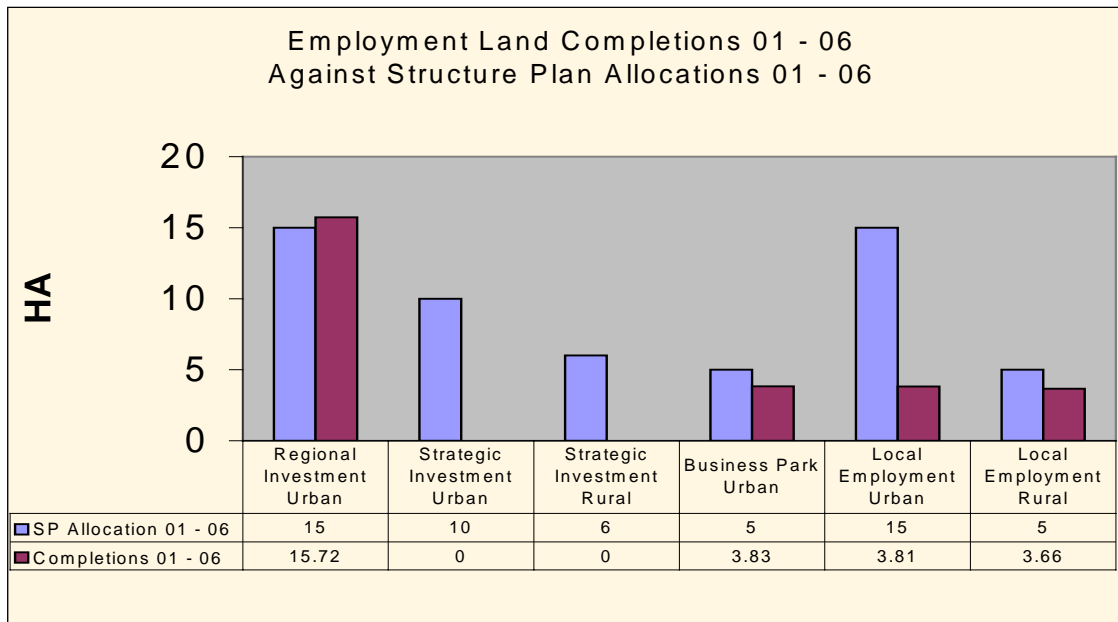
Centre	rent(£psf)	rent(£psf)	Increase/decrease since last year
1 Trafford Centre	350	375	Increase
2 Liverpool	300	320	Increase
3 Manchester	300	300	-
4 Chester	200	210	Increase
5 Stockport	190	190	-
6 Warrington	145	145	-
7= Bolton	140	140	-
7= Preston	140	140	-
9= Blackburn	135	135	-
9= Carlisle	135	135	-

Source: Colliers CRE

CORE-OUTPUT INDICATORS

Amount of land developed by employment type

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



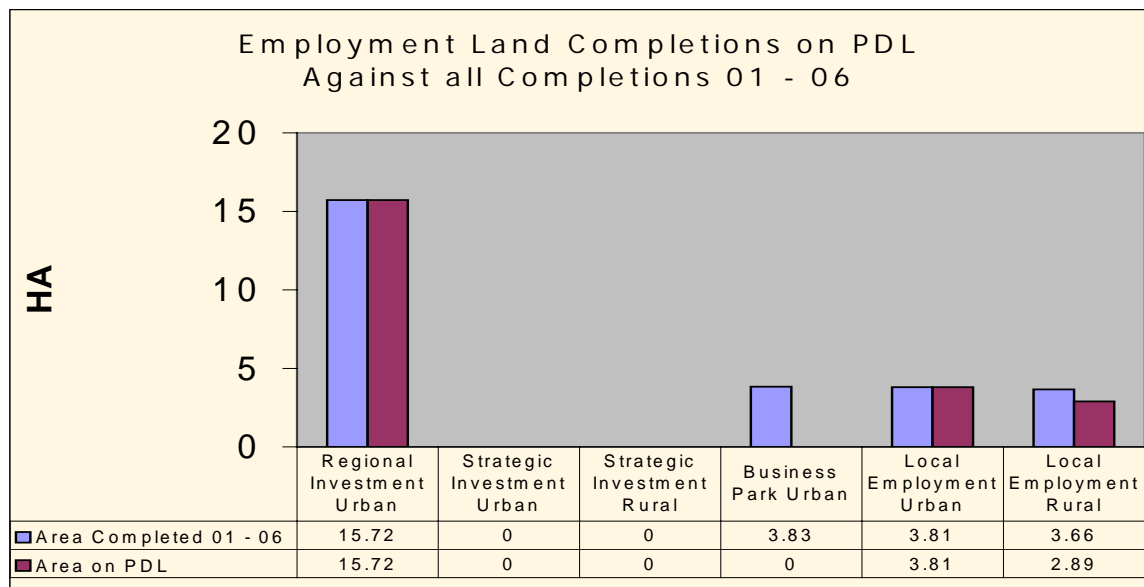
As can be seen from the chart above the performance against targets for completions for employment uses has been varied.

Some development has occurred on the Regional Investment Site as investment continues. This has been a combination of refurbishment of existing units and development within the established core area. During 2005-6 the refurbishment included one unit was subdivided into 10 smaller units which provides valuable space for smaller businesses.

As with last year's report Strategic Employment Sites have not been progressed. In the urban area this site relates to railway sidings which have not been released for development. In the rural area this relates to development connected to Carlisle Airport. During April 2006 the Airport changed ownership and was taken over by W A Developments. At the time of take over a future vision for the airport was made public and the first planning application is now awaited.

Annual Monitoring Report 2005/06

Development on Local Employment sites has been minimal and is still not keeping pace with Structure Plan targets. This was the only change during the monitoring period and comprised primarily small extensions to existing businesses and relocation of the Highways Depot site in Brampton.



The figures in the chart above relate to development over the first Structure Plan period. For these completions the majority of land was previously developed with the overall trend at 83% of all B1, B2 and B8 development.

Employment land supply by type (As at 31st March 2006)

Carlisle City – Urban Area (figures in Hectares)

Structure Plan Category	Supply with planning permission	Supply allocated [†]	Total Supply	Structure Plan Target 2006-2011
Regional Investment Site	38.12 (B1, B2 & B8)	0	38.12	20.03
Strategic Employment Site	0	53.2	53.2	20
Business Park	5.795 (B1)	12	17.795	11.17
Local Employment Site	4.23 (B1, B2 & B8)	0	4.23	26.19

[†] Allocated sites refers to those in the adopted Carlisle District Local Plan

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

Annual Monitoring Report 2005/06

The Regional Investment Site is likely to be released more quickly once the Carlisle Northern Development Route is constructed. This scheme will link the M6 junction 44 with the A595 bringing improved access to west Cumbria avoiding the need to come into the centre of Carlisle. The route passes through Kingmoor Park Regional Investment Site directly adjacent to new sites awaiting development. The initial link to the M6 junction is now under construction and the much awaited positive announcement on the PFI bid was made late in 2006. Once complete the take up of land will increase and may trigger the need for additional land to be released.

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

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

It has been intended that local employment sites will come forward as part of existing employment and industrial areas where these are redeveloped or extensions to existing buildings. A more detailed assessment of the available sites and mix of uses is currently being undertaken. Structure Plan allocations only relate to B1, B2 and B8 uses and a clearer understanding of past mix of uses will ensure adequate sites are brought forward through the Local Plan and Local Development Framework.

The rate at which these are currently coming forward and the supply indicate that a shortfall still exists. This shortfall will be considered in the review of the Local Plan. In addition sites will be progressed through regeneration schemes including those coming forward through Carlisle Renaissance.

Rural Area - (figures in Hectares)

Structure Plan Category	Supply with planning permission	Supply allocated [†]	Total Supply	Structure Plan Target 2005-2011
Strategic Employment Site	0	21.15	21.15	12
Local Employment Site	8.9 (B1, B2 & B8)		8.9	6.74

[†] Allocated sites refers to those in the adopted Carlisle District Local Plan

The supply of land for the Strategic Employment Site meets the immediate Structure Plan requirements however its release is dependent upon plans for the development of Carlisle Airport for airport related development. More detail on these plans should be forthcoming during the next two annual monitoring reports.

Annual Monitoring Report 2005/06

Local Employment Sites meet the Structure Plan requirement for the rural area. This has been facilitated through an allocation of land at Brampton to extend the industrial estate within the current adopted plan which was granted planning permission at the start of the monitoring year.

Losses of employment land

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

Carlisle City – urban area

Graham Street former manufacturing unit 32 units

Telford Works, Warwick Road 7 Units

Former Highgrove Dairy, Harraby Green 98 Units

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

Rural area

Longtown, Sutton & Son 24 units

Other applications for loss of employment sites to residential use are being resisted and will be reported in subsequent monitoring reports.

In addition to the new consents the residential conversion at Shaddon Mill was completed during the monitoring year resulting in the loss of 5,500 sq. metres of industrial space although this is not the whole building and a mixture of uses is retained.

Amount of completed retail/office/leisure development

During 05/06 three units of commercial development were completed. These were one retail unit one office unit and one leisure unit as follows:
(Gross Figures)

<u>Retail (non-food)</u>	
Floors to go	304 sq m
<u>Office</u>	
Parkhouse	12469 sq m
<u>Leisure</u>	
Terminal1	2700 sq m

The leisure use is within the Area of Town Centre Activity as defined in ODPM research as part of the redeveloped Botchergate area. This was newly opened in part of a larger development. The office development is in the north part of Carlisle out of centre. The retail development whilst being out of centre is on an existing retail park development.

Annual Monitoring Report 2005/06

LOCAL INDICATORS

Shopping Floorspace in Town Centres

During 2006 the Council commissioned Donaldsons to update its 2000 Retail Capacity Study as a result of a number of planning applications for retail stores including comparison and convenience stores. The study revealed that in 2006 there were 5,570 square metres of convenience floorspace within the City Centre and a further 18,129 out-of-centre. In addition out-of-centre retail warehouses and superstores cater for 51,378 square meters of comparison goods floorspace.

LOCAL PLAN MONITORING

CARLISLE DISTRICT LOCAL PLAN – Adopted Plan (Sept 1997)

Policies and Proposals	Number of applications	% refused on policy basis	Commentary
Proposal EM1 Employment Land	N/a	-	This policy sets out the employment land allocations. This is to be reviewed as original allocations were scheduled to 2006
Policy EM2 Primary Employment Areas	65	3%	Designations to remain policy to continue
Policy EM3 RAF 14 MU - Core Sites	N/a	-	This has become the Regional Employment Site in RSS and the policy requires updating
Policy EM4 RAF 14 MU – Outlying Sites	N/a	-	These are to be considered as employment areas and combines with policy EM2 in the review
Policy EM5 Mixed Commercial Areas	12	0	Retain designation but policy requires consistency with PPS6
Policy EM6 Offices	6	0	This policy only considers primary office areas and needs to be expanded for office proposals.
Policy EM7 City Centre Shopping	N/a		Policy to continue
Policy EM8 City Centre Conservation Area	N/a		Policy to be considered under revised conservation area policy
Policy EM9 Sandysike/Whitesyke	N/a		Designation to be merged with other employment areas
Policy EM10 Remaining Areas	24	0	Policy to be considered under rural diversification
Policy EM11 Rural Diversification	20	5%	Policy needs to ensure positive wording to promote rural development
Policy EM12 Rural Development Area	2	0	Policy area changed, policy to be removed
Policy EM13 Caravan Sites	4	25%	Policy still applicable
Policy EM14 Large Scale Tourism Development	2	0	Limited difference with EM14 could be merged

Annual Monitoring Report 2005/06

Policies and Proposals	Number of applications	% refused on policy basis	Commentary
Policy EM15 Small Scale Tourism Development	20	0	Limited difference with EM15 could be merged
Policy EM16 Guest Houses	N/a		No comment
Policy EM17 Access	N/a		Policy to be merged with other access policies
Proposal S1 Neighbourhood Food Store	N/a		Allocation to remain and policy revised
Policy S2 Large Stores and Retail Warehouses	7	0	Policy to continue
Policy S3 City Centre Shopping Area	N/a		Policy to continue
Policy S4 Botchergate	N/a		Policy to be reviewed following redevelopment of the area
Policy S5 North of the Lanes	N/a		Area now developed, policy to be removed
Proposal S6 Lowther Street	N/a		No applications in this area, policy to continue
Policy S7 City Centre Conservation Area	N/a		Policy to be considered under revised conservation area policy
Policy S8 Neighbourhood Supermarkets	N/a		Policy to continue
Policy S9 Brampton, Longtown and Dalston .	N/a		Policy to be merged for key service centres
Policy S10 Neighbourhood Shops .	N/a		Policy to continue
Policy S11 Village Shops	N/a		Policy to be extended to apply to other services
Policy S12 Retail Proposals Elsewhere	N/a		No comment
Policy S13 Main Shopping Frontages	N/a		Policy to continue
Policy S14 Other Frontages	N/a		Policy to continue
Policy S15 Food and Drink	N/a		Policy to be revised for changes to Use Classes Order
Policy S16 Access	N/a		Policy to be merged with other access policies

(N/a – information not assessed)

Observations and Actions

The majority of applications appear to be consistent with these policies. Since the adoption of the Local Plan PPS6 has been updated and policies need to ensure that they reflect the updated position. Some land allocations have progressed as noted in the core indicators but others must be the subject of review through the update of the Local Plan.

Annual Monitoring Report 2005/06

Monitoring indicates that the Caravan policy in particular is the one where higher proportions of applications are refused. This is primarily due to impact and although guidance may have changed the thrust of the policy is still relevant. Consideration will be given to the replaced guidance on tourism when assessing such applications as well as the local plan policy.

Not all policies will continue the same as revisions are made and similar policies are merged together through the review process.

HOUSING DEVELOPMENT

OBJECTIVES/AIMS

- *To meet local housing needs*

TARGET

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

CONTEXTUAL INDICATORS

Types of Tenure

30% of homes in Carlisle are owner occupied without an outstanding mortgage, 40% are owner occupied with a mortgage, 17% are rented from the housing association, 12% are rented from private landlords and 1% are classified as other.

There was a 13% reduction in number of homes available to rent in the social sector between 2000 and 2004

Unfit Homes

In 2003 2.1% of homes were unfit to live in.

2300 of properties in Carlisle which are occupied by vulnerable people that do not reach the Governments decent homes standard

60% of homes in the social rented sector are unfit

In 2003/04 1.6% of unfit private sector dwellings were made fit or demolished and 9% of private sector vacant dwellings were returned to occupation or demolished

12.3% of households in Carlisle are without central heating compared to the England and Wales average of 8.5% and 0.5% are without their own bath/shower and toilet which is the same as the England and Wales average

Source: Carlisle City Council The Housing Strategy for Carlisle

Fuel Poverty

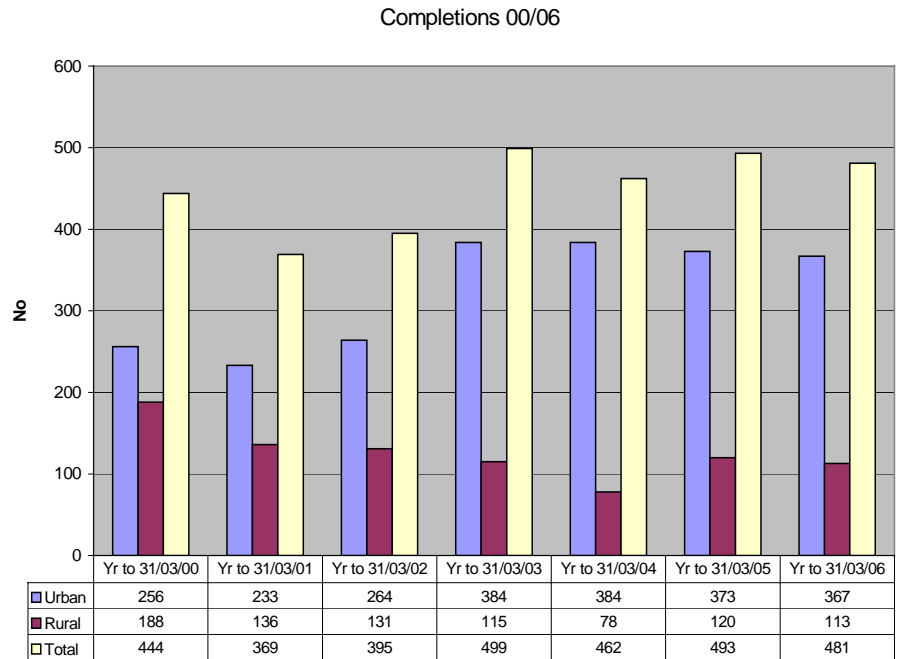
23% of households in Carlisle live in fuel poverty compared to 22.6% in Cumbria as a whole and 21% nationally

Source: Carlisle City Council The Housing Strategy for Carlisle

CORE OUTPUT INDICATORS

Housing Completions

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



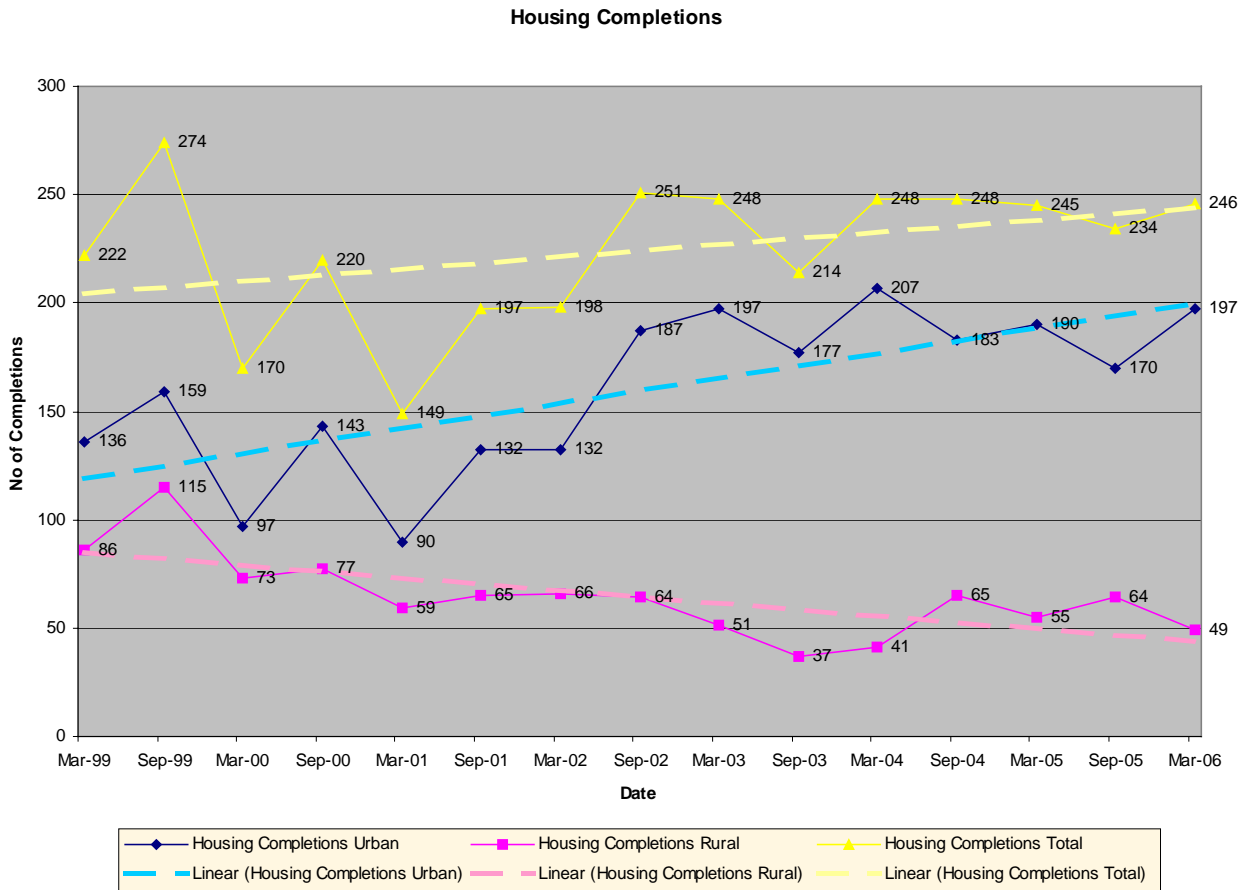
The chart above shows the number of completions for Carlisle District over the previous 7 years. The trend shows that since the year 2001-2 there has been a significant change in the location of new house building within the district. There has been an increase in the number of completions in the urban area which is still 100 dwellings per annum greater than the ½ level, and a reduction in the rural area albeit less marked. This continues to suggest that a more sustainable development pattern of housing is still emerging.

Annual Monitoring Report 2005/06

The district 5-year trend averages for completions are:

- urban area average – 354 per annum
- rural area average – 111 per annum
- district average 465 per annum

Urban Area Completions



In the urban area the completions trend has been 354 units per annum over the last 5 year period. The chart above builds on the data from the annual monitoring report for 04/05 indicating the continuing high trend in urban area completions. The five year trend still takes into account the lower 01-02 completions and it is envisaged that the annual completions next year will begin to level off and the trend direction will be less steep than the graph above currently reveals.

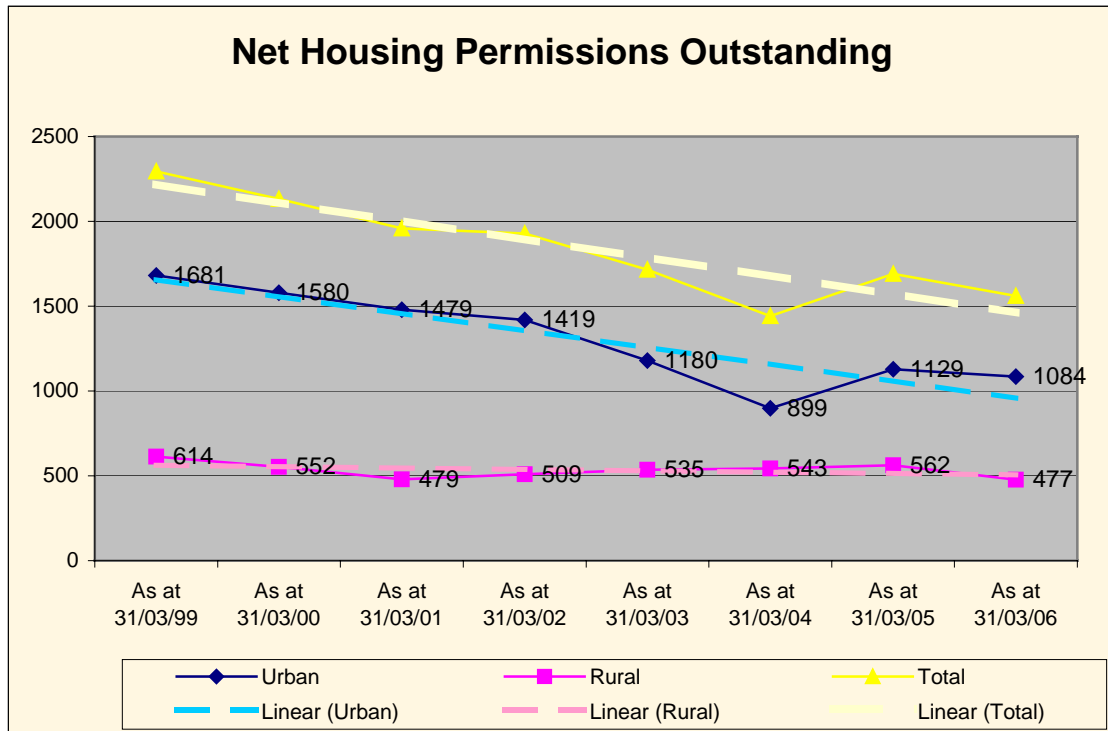
Rural Area Completions

By contrast the rural area completion indicate a down ward trend. The historically high number of permissions in the rural area led to the introduction of restraint policies to redress the supply a more sustainable balance. The permissions part of this section shows the trend in permissions granted however this has only a recent impact on supply and does not clearly explain the lowering of completions. There may be a

Annual Monitoring Report 2005/06

number of reasons for the slowing down of completions in the rural area. This could relate to builders being diverted onto work on flood damaged properties, rural area sites are generally smaller sites using small-scale local companies taking longer to build houses, or, people are holding onto permissions longer before commencing work. This requires further investigation and the results will be included in next year's monitoring report.

Housing Permissions



The above graph shows the supply of planning permissions at the 1st April each year. The graph indicates a steady decline and this is more clearly shown when separating the urban and rural areas. The Rural area has remained relatively constant with a high number of permissions until this last year when the supply has started to reduce. In the urban area the decline has been more rapid as sites have not been brought forward soon enough. In particular the adopted Local Plan allocates a large area of land for an urban extension but this application still remains the subject to call-in by the Secretary of State (under the Greenfield Direction) and has not been determined. The site will be considered at the forthcoming Inquiry into the review of the Local Plan.

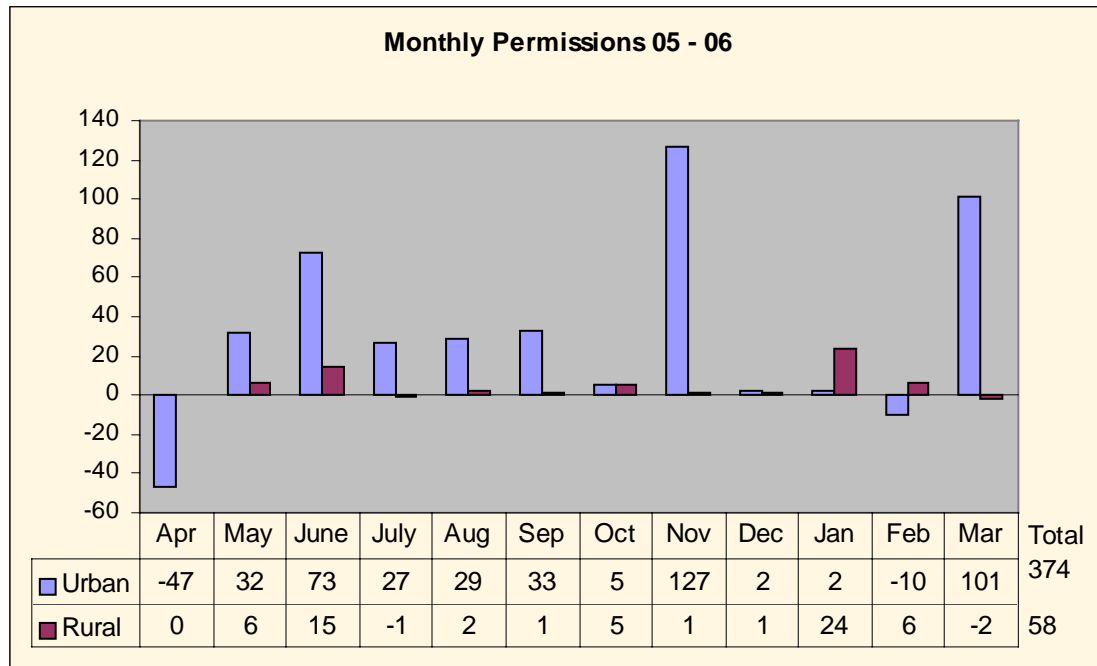
The Structure Plan has been adopted during the monitoring period and the number of permissions to be granted per year stands at 250 for the urban area and 65 for the rural giving a district total of 315 permissions (net).

Annual Monitoring Report 2005/06

Based on these figures the above graph indicates a 4.34 years supply of permissions in the urban area and a 7.34 supply in the rural area. The review of the Local Plan will seek to bring appropriate sites forward to ensure a five-year supply in both urban and rural areas of the district.

In accordance with the Structure Plan policies the Council monitors its permissions on a monthly basis.

Monthly Permissions for residential development – net gain



Urban

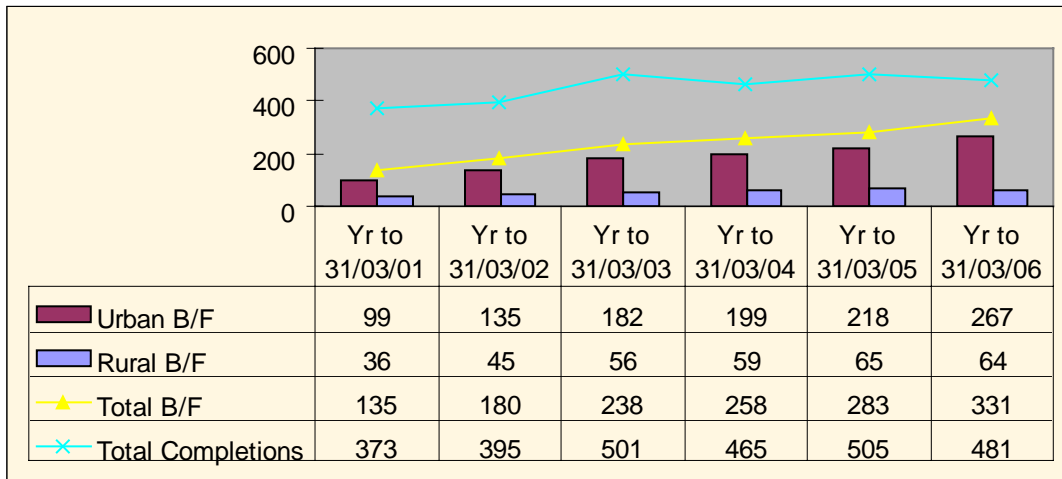
For the period to March 2006, 374 permissions were granted in the urban area. This is the net number of new dwellings. April indicates a large negative figure of -47 dwellings. In reality 77 new dwellings were granted permission however in addition the final application for the redevelopment of Raffles also received consent. This was for 343 units that resulted in an overall loss of 124 units. Some of the area was being used to improve the open space throughout the site and not redeveloped for housing. In addition a negative figure appears for February where a revise application reduced the number of dwellings relating to an earlier permission in September. The figures show an excess of 124 units above the Structure Plan levels. This mainly relates to two sites which had been under discussion for considerable time including land at the former Creighton Rugby Club and the former Highgrove Dairy. Despite these permissions there still remains a below 5-year supply within the urban area.

Annual Monitoring Report 2005/06

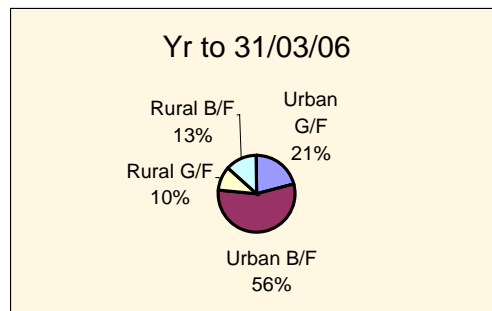
Rural

In the rural area the number of permissions reduced to 58 which is within the rural area target in the Structure Plan. This is a significant reduction on previous years.

Previously developed land



The chart above indicates the growing trend of brownfield completions within the district. This has been increasing in both urban and rural areas although the rural area completions appear to have levelled off. In recent years the number of completions on previously developed land had struggled to get above 50% with previous permissions on greenfield allocated sites being developed by large volume builders providing a large number of greenfield completions. The shift in trend with increased interest in the urban area and the near completion of many of these greenfield sites is now being reflected in the completion figures.



The chart above shows that the percentage of brownfield completions within the whole district has increased to 69%. This is above the national target of 60% in advance of the original 2008 targets. In addition the Structure Plan sets a target of 65% for the urban area and 40% for the rural area. Looking at the previous graph for brownfield completions and

Annual Monitoring Report 2005/06

total completions these targets have been met with 73% and 57% completions on brownfield sites respectively.

As was noted previously, one of the large permissions to be granted this year was on the former Creighton Rugby Club ground within the urban area. This was due to a relocation and improvement in the facilities for the City. Nevertheless this was permission on a greenfield site which are generally resisted within the urban area. Even taking this into account, due to the redevelopment of Raffles there was still 86% of permissions within the urban area granted on brownfield sites last year. Eighty-four per cent of rural permissions were granted on brownfield sites.

Impact of the 2005 Floods on Development Rates

In the first Annual Monitoring Report for 2004-05, a section was included on the impact the floods had made on house building. At the time it was difficult to assess but clear messages about the shortage of builders must have made an impact.

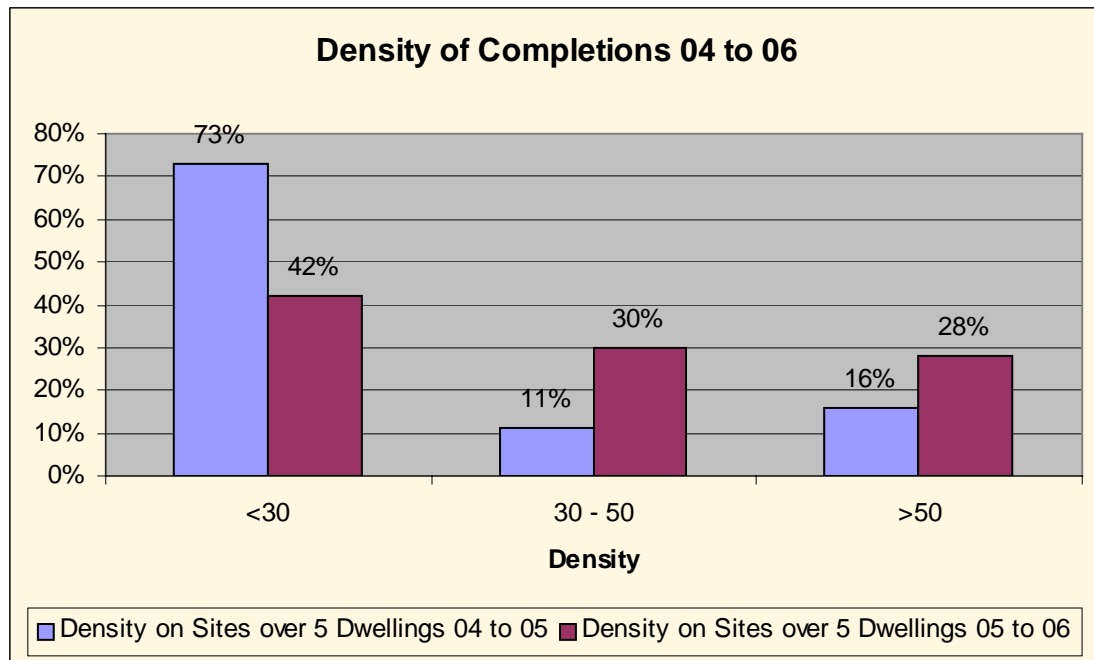
The assessment looked at the monthly flow of completions and it was clear that there was a marked decline on the previous year's completions. Given the annual completion rates for new build housing it seems that this impact was only temporary and completion rates have recovered again in 05-06. There is however the question of rural completions and the reduction in numbers which may have been impacted where small-scale builders are involved. This is still to be further investigated to account for the downward trend.

Housing Density

Monitoring of monthly permissions also records density at permission and this is being reviewed when sites are completed in order to take into account how density changes as development sites progress. Amendments to plots and minor changes to layout may gradually impact on the overall development on a site and occasionally impact on the density.

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

Annual Monitoring Report 2005/06



As can be seen from the chart the proportion of completions at less than 30 dwellings per hectare has significantly reduced from 04-05/05-06 although it is still considerable. In addition, whilst the density of completions in the 30-50 dwellings per hectare range has increased so has the over 50 dwellings per hectare.

In order to see how this is likely to change we can consider the density of new permissions.

The average density of new dwellings permitted in 05-06 is 36.6 dwellings per hectare increasing on last year's 32.07. Noticeably the urban area has remained consistent at 40 dwellings per hectare average density and it is the rural area which has increased to 21 dwellings per hectare from 16.5 the previous year.

Affordable housing

During the monitoring year there were only 8 units of affordable housing completed 4 within the urban area and 4 in the rural. This is a significant reduction on the previous year.

During the monitoring year 05/06, 32 units were granted permission. This includes 31 units within the urban area, but only 1 unit within the rural area.

In order to consider housing in the context of affordability please see the reference to affordability within this section.

Annual Monitoring Report 2005/06

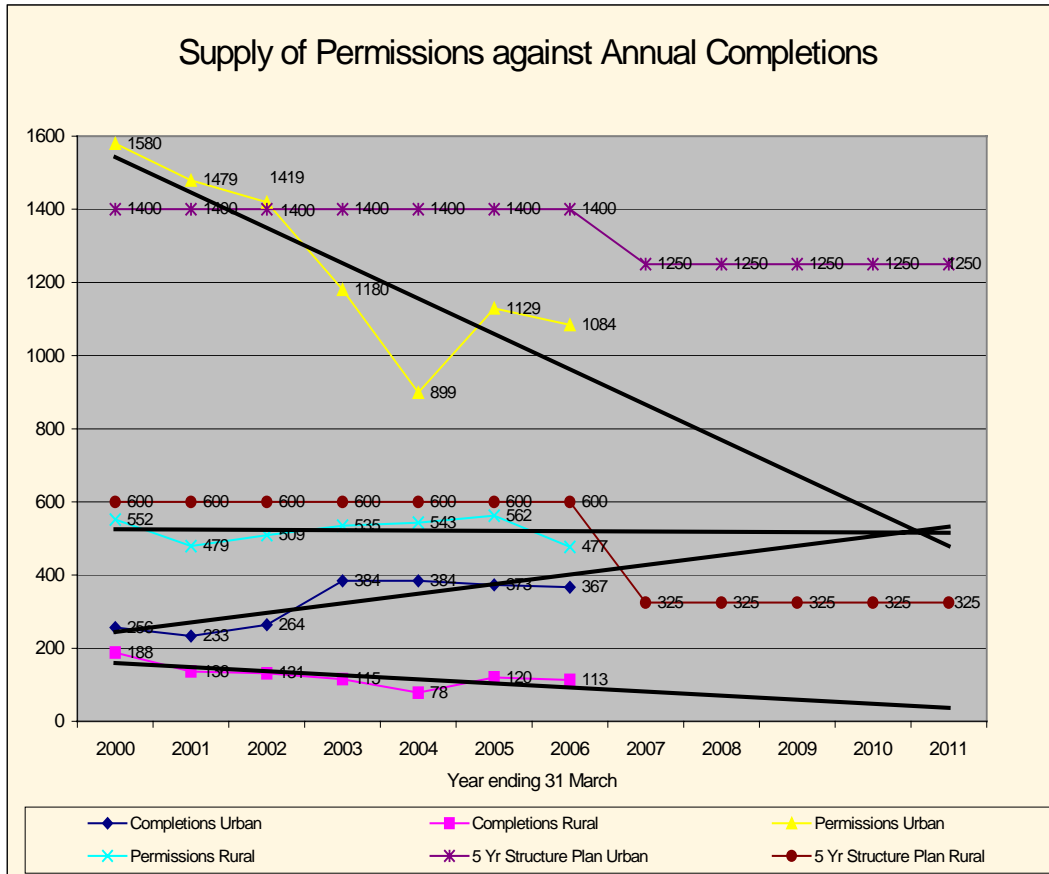
Housing Trajectory

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

The adopted Plan period for housing figures ended in 2006. The related Structure Plan contained a rate of development of 400 completions a year which closely matches the trend over the plan period. The adopted Structure Plan set a target for Carlisle District of about 6000 dwellings (net additional) during the period 1991-2006. There were 6221 dwellings completed during the plan period which is equivalent to only a 3.7% increase over the anticipated target.

Revisions through RPG 13 and the newly adopted Structure Plan have reduced the supply which is now being exceeded in the district. Measures to reduce the supply in the rural area have been brought in and the number of permissions has reduced. Phasing of development is being introduced in the urban area but there is currently no indication that construction of new dwellings has reduced. The graph below shows the differences between permissions and completions.

Annual Monitoring Report 2005/06



The graph above shows the number of permissions available at the year end for each of the years. This represents the potential 5 year supply. This is shown in relation to the Structure Plan anticipated 5-yr supply based on permissions (i.e. 5 times the yearly average). These trends have been projected forwards along with the annual completion rates.

It can be seen that there are clear differences between what is occurring within the urban part of Carlisle district to housing development in the rural.

In the urban area the trends are more dramatic. The number of permissions is being reduced because of the higher completion rate and the trend indicates that this is narrowing over the forthcoming 5-year period. It suggests that demand is outstripping supply and there is supported by no indication that there is an excessive amount of houses on the market long-term.

Within the rural area although the number of permissions are slowly declining the completions are also slowly reducing and therefore there suggests a healthy balance being maintained between supply and house building rates. There are however underlying problems with affordability.

In order to address the potential difficulties with the urban supply either the overall supply needs to be increased or the permissions restricted to see whether this will lead to a reduction in completions. With a vision to

Annual Monitoring Report 2005/06

strengthen the sub-regional role of Carlisle to increase economic growth and regeneration through Carlisle Renaissance there is potential to increase the number of housing completions. This could further complicate matters and further examination of the market may be required.

The Council has already sought to address the deficiency in supply by making representations against drafts of the Regional Spatial Strategy in order to ensure an increased supply particularly where ambitions for economic growth need to be realised.

LOCAL INDICATORS

Empty Properties

There are 1900 privately owned empty properties in Carlisle
Source: Carlisle City Council Housing Strategy

Affordability and Affordable Housing Provision

Affordable housing is covered earlier in this section. The provision within the monitoring period is considerably low and has followed a historic trend in Carlisle. House prices in Carlisle followed the national trend and have increased rapidly in recent years. Carlisle was able to offer a variety of houses at the lower end of the property ladder but these prices have now become unattainable for many. In order to provide a more comprehensive understanding of the extent of affordability difficulties a housing market assessment was undertaken. This was done on a combined basis with other districts to provide information across different housing markets.

The results were only calculated in autumn 2006 and will now have to translated into delivery targets within the Council's Housing Strategy and the revision of Local Plan policies.

The survey results revealed a total of 221 units per annum required over the next 5 years. This was divided into three housing markets Carlisle 72 dwellings/annum, rural east 106 dwellings/annum and rural west 43 dwellings/annum.

These numbers are more excessive than originally considered and identify a growing problem of affordability within the district. Measures must be taken to improve delivery of affordable housing.

Annual Monitoring Report 2005/06

LOCAL PLAN MONITORING

CARLISLE DISTRICT LOCAL PLAN – Adopted Plan (Sept 1997)

Policies and Proposals	Number of applications	% refused on policy basis	Commentary
Proposal H1 Allocation of Housing Land	N/a		Some allocated sites have progressed according to allocations. Others have taken longer than the plan period but are still in progress.
Policy H2 Primary Residential Areas	82	6%	Policy to be retained
Policy H3 Capon Tree Road	3	0	Policy promotes low density development inconsistent with PPS3
Policy H4 Housing Elsewhere	12	25%	Policy to be merged with other sustainable location policies
Policy H5 Village Development	49	8%	Policy inconsistent with promoting sustainable development as directs development to 80 rural locations
Policy H6 Agricultural and Forestry Need	N/a		No Comment
Policy H7 Remote Rural Area	3	33%	Policy needs to emphasise local need to justify location
Policy H8 Affordable Housing on Large Sites	12	0	Policy only applies to sites over 40 dwellings and is inconsistent with the new Structure Plan
Policy H9 Rural Exception Sites	3	33%	Policy to be retained
Policy H10 Flats Over Shops	0	0	No comment
Policy H11 Backland Development	16	19%	No comment
Policy H12 Conversions in the Rural Area	26	0	Policy to be retained
Policy H13 Replacement Dwellings	15	0	Policy to be retained
Policy H14 Extensions to Dwellings	588	N/a	(Too many applications to analyse)
Policy H15 Access Newbuild	55	0	Policy to be merged in a general access policy
Policy H16 Design Considerations	131	2%	Policy to continue
Policy H17 Residential Amenity	151	10%	Policy to be revised and continue
Policy H18 Subdivision of Houses in Multiple Occupation	7	57%	Policy to continue
Policy H19 Special Needs	0	0	No comment
Policy H20 Gypsies	1	100%	Policy to continue and be revised for new guidance

(N/a information not assessed)

Annual Monitoring Report 2005/06

Observations and Actions

Since the adoption of the Local Plan PPG3 Housing 2000 and PPS3 Housing 2006 have been published. Whilst several of the housing policies are still consistent with this advice the main policies on location of development and densities are not. The Local Plan is being reviewed and the housing location policies are at the centre of a more sustainable plan strategy.

The most used policy within this section of the plan is the policy on Extensions. There were over 500 applications for extensions within the year. Some analysis has commenced on the type of extensions and the potential impact this has on the housing stock however this work has not been completed for inclusion in this monitoring report.

It has been noted through monitoring of Core Indicators that affordable housing is not being delivered. When considering the adopted Local Plan policies it is clear that the threshold has been established too high in relation to the recent increase in house prices. Affordable housing policies need to be revised to ensure that affordable housing will be delivered throughout the district.

TRANSPORT

OBJECTIVES/AIMS

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

TARGET

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

CONTEXTUAL INDICATORS

Travel to Work Data (Census 2001)

In Cumbria there were 219908 people aged 16 to 74 in employment. Of these 46858 were in Carlisle (based on April 2001 people counts). Of the people in employment approximately 10% worked from home and 54.3% drove a car to work. Of the people that did not drive, 15.1% walked to work and 2.7% cycled; 7.5% were passengers in a car and 8.6% travelled to work on a bus. Only 0.4% people travelled to work by train.

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

Distance Travelled to Work (Census 2001)

In Cumbria there were 216678 people aged 16 to 74 in employment in the area. Of these 49792 worked in the Carlisle District (based on April 2001 people counts).

Of the people employed in the Carlisle District area, 12.32% worked from home. Of the people that travelled to work, 28.5% travelled less than 2km to work and 26.2% travelled between 2 and 5km. A further 11.2% people travelled between 5 and 10km to work and 10.5% people travelled between 10 and 20km to work. There were 4.1% of people that travelled between 20 and 30km to work and 4% people travelled between 30 and 60km. Approximately 3.1% of people travelled more than 60km to work.

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

CORE OUTPUT INDICATORS

Percentage of completed non-residential development complying with car parking standards set out in LDF

Development (UCO)	Floor space	Standard (Structure Plan)	Standard (RPG13)	Car Parking Spaces	Max Permitted (SP) (RPG13)
Parkhouse (B1)	12,469 sqm	1 per 35 sqm	1 per 30 sqm	320 (incl 18 disabled) plus 14 motor cycle and 28 cycle	356 416

The development plan car parking standards have been established within the newly adopted Structure Plan Policy T32, RPG 13 figures have also been used as the standard for comparison. It can be seen from the table above that all developments (100%) were within the policy guidelines for the number of parking spaces for each development. The other development completed at Terminal 1 was part of a larger scheme where parking had already been incorporated.

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

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

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

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

Annual Monitoring Report 2005/06

	Percentage of completed housing sites within 30 minutes of service by Public Transport
Hospital	86
GP	96
Primary School	97
Secondary School	93
Retail Centre	92
Employment	96

Local Indicators

Local Transport Accessibility

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

National Statistics Website, Census (2001)

LOCAL PLAN MONITORING

CARLISLE DISTRICT LOCAL PLAN . Adopted Plan (Sept 1997)

Policies and Proposals	Number of applications	% refused on policy grounds	Commentary
Policy T1 Choice of Means of Travel	63	6%	Policy to be retained and revised
Proposal T2 Planned Trunk Road Improvement Schemes	N/a		Policy to be retained until scheme completed
Policy T3 Development Affecting the Road Network	N/a		No Comments
Proposal T4 The Carlisle Northern Relief Road	N/a		Policy to be retained until road constructed
Policy T5 Highway Schemes in Sensitive Areas	N/a		No Comments
Policy T6 Improving the Pedestrian Environment	N/a		No Comments
Policy T7 Parking Guidelines	N/a		Policy to be retained and updated
Policy T8 Commuted Payments	N/a		Policy to be merged with a new policy on planning obligations
Policy T9 Parking in Conservation Areas	N/a		Policy to be retained
Policy T10 Parking Outside Conservation Areas	N/a		Policy to be retained

Annual Monitoring Report 2005/06

Policies and Proposals	Number of applications	% refused on policy grounds	Commentary
Policy T11 On-Street Car Parking	N/a		No Comments
Policy T12 Temporary Car Parks	N/a		No Comments
Policy T13 Lonsdale Street Bus Station	N/a		Policy to be revised to consider the bus station long term through Carlisle Renaissance
Policy T14 Park and Ride	N/a		Policy to be retained
Policy T15 Cyclists and Pedestrians	N/a		Policy to be updated

(N/a – information not assessed)

Observations and Actions

Sustainable transport is at the heart of a sustainable development strategy. The County Council as Highway Authority has a major role in addressing this issue through the Local Transport Plan. However these policies will all influence the provision and location of development to ensure that transport measures are not compromised and alternatives to the car are encouraged.

NATURAL AND BUILT ENVIRONMENT

OBJECTIVES/AIMS

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

TARGETS

- *Local partnerships, with the City Council setting objectives and targets, and involving the local community in determining local priorities, including affordable housing, and environmental priorities and providing opportunities for practical action*
- *Environmental assessment of all major development projects that are likely to have significant environmental effects*
- *Promotion of environmental protection and enhancement, including measure to protect, replace, if lost or damaged and enhance public open space and wildlife habitats, and pursuing such measures as recycling initiatives*

CONTEXTUAL INDICATORS

Indicators of quality of the natural environment

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

Indicators of quality of the built environment

Indicator	Status	Number of entries
Listed Buildings	Grade I	53)
	Grade II*	66)1550 bdgs approx
	Grade II	983)
Conservation Areas		19
Buildings at Risk	Listed Buildings	4
	Scheduled Ancient Monuments	5

Annual Monitoring Report 2005/06

The Council takes an active role with conservation matters. During the monitoring year 2005/6 there have been additional structures listed including the Central Methodist Hall and Scalescleugh Hall, both at the request of the Council. Other listing in the year include two historic bridges within the rural area.

CORE OUTPUT INDICATORS

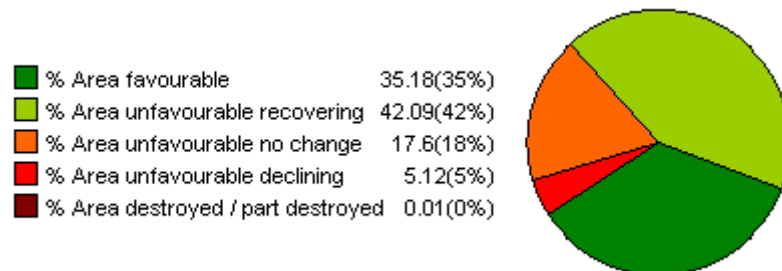
Changes in areas of Biodiversity importance

Last year's annual monitoring report included information which related to December 2004. This report updates that information.

Since 2004 the condition of SSSIs has improved and the percentage of SSSI in Cumbria meeting the Public Sector Agreement target is 77.27% an increase of 5.87%..

County: Cumbria

% Area meeting PSA target	% Area favourable	% Area unfavourable recovering	% Area unfavourable no change	% Area unfavourable declining	% Area destroyed / part destroyed
77.27%	35.18%	42.09%	17.60%	5.12%	0.01%



Source: Natural England (English Nature) 01 Dec 2006

Since December 2004, assessments have taken place at 11 different SSSI locations within Carlisle district. In some cases only part of the SSSI was assessed depending on the main habitat.

For the areas assessed the following description was applied:

Favourable condition	881.38 ha
Unfavourable recovering	1333.67 ha
Unfavourable no change	364.21 ha
Unfavourable declining	20.43 ha
Destroyed/part destroyed	0 ha

For these sites recently surveyed within the district 85.2% met the PSA target.

FLOOD PROTECTION AND WATER QUALITY

Planning permissions contrary to EA Advice

During the monitoring period there were no consents given contrary to Environment Agency advice.

The City Council continues to work closely with the Environment Agency to ensure that flooding issues are addressed in any development proposals. Work has already begun on the River Pettril area following a planning application in the previous year. In addition the Council has received a planning application for defences for the Caldew and Lower Eden Rivers which affect parts of the City.

Strategic Flood Risk Assessment

As part of the review of the Local Plan the Council has completed a Strategic Flood Risk Assessment. This identifies the likely areas of risk of flooding where development proposals should be resisted or adequate mitigation measures included to ensure that risk of flooding is minimised and not displaced elsewhere.

Renewable Energy Capacity

During the monitoring year 2005/06 there have been no additions to renewable energy supplies within the district. During the year an anemometer was erected at the Pirelli Factory within the urban area of Carlisle prior to the erection of a turbine. More recently applications have been received for domestic scale wind turbines within Carlisle.

LOCAL INDICATORS

See Strategic Environmental Assessment references in monitoring framework section of this report.

Annual Monitoring Report 2005/06

LOCAL PLAN MONITORING

CARLISLE DISTRICT LOCAL PLAN – Adopted Plan (Sept 1997)

Policies and Proposals	Number of applications	% refused on policy basis	Commentary
Policy E1 Agricultural Land	6	0	Policy to continue
Policy E2 Agricultural Buildings	88	2%	Policy to continue
Policy E3 Areas of Outstanding Natural Beauty	28	4%	Policy to continue
Policy E4 County Landscapes	33	12%	Policy to continue
Policy E5 Areas of Local Landscape Significance	10	0	Policy to be combined into an urban fringe policy
Policy E6 Areas of Landscape Improvement	9	0	Policy to be combined into an urban fringe policy
Policy E7 Regionally Important Geological/ Geomorphological Sites	1	0	Policy to continue merged with other designations
Policy E8 Remainder of the Rural Area	127	12%	No Comments
Policy E9 Landscaping of New Development	44	0	Policy to be merged into a comprehensive design policy
Policy E10 Sites of International Importance	2	0	Policy to continue merged with other designations
Policy E11 Sites of Special Scientific Interest	15	0	Policy to continue merged with other designations
Policy E12 Wildlife Sites	6	0	Policy to continue merged with other designations
Policy E13 Local Nature Reserves	2	0	Policy to continue merged with other designations
Policy E14 Protected Species	6	0	To be considered under a new biodiversity policy
Policy E15 Woodlands, Trees and Hedgerows	1	0	Policy to be merged into a comprehensive design policy
Policy E16 Ancient Woodlands	5	0	Policy to continue
Policy E17 Felling Licences	0	0	Policy to be deleted
Policy E18 Tree Preservation Orders	18	0	Policy to be deleted, covered by separate legislation
Policy E19 Landscaping of New Development	107	1%	Policy to continue
Policy E20 Development in Floodplains	85	1%	Policy to be expanded
Policy E21 River Corridors	2	0	Policy to continue

Annual Monitoring Report 2005/06

Policies and Proposals	Number of applications	% refused on policy basis	Commentary
Policy E22 Foul Sewers and Sewage Treatment Works	90	0	Policy to be expanded
Policy E23 Improvement of Waste Water Infrastructure	3	0	No comments
Policy E24 Ground, Surface and Coastal Waters	39	0	Policy to continue
Policy E25 Hadrian's Wall World Heritage Site	14	0	Policy to continue
Policy E26 Buffer Zone of Hadrian's Wall World Heritage Site	43	5%	Policy to continue
Policy E27 Hadrian's Wall World Heritage Site - Outer Visual Envelope	1	0	Policy to continue
Policy E28 Scheduled/ Nationally Important Ancient Monuments	16	6%	Policy to continue
Policy E29 Other Known Sites and Monuments of Archaeological Significance	7	0	Policy to continue
Policy E30 Archaeological Field Evaluation Prior to Determination	10	0	Policy to continue
Policy E31 Archaeology on Other Sites	16	0	Policy to continue
Policy E32 Enhancement of Major Archaeological Sites	0	0	Policy to continue
Policy E33 Demolition of Listed buildings	0	0	Policy to continue
Policy E34 Alterations to Listed Buildings	165	5%	Policy to continue
Policy E35 Proposals Affecting Listed Buildings	86	8%	Policy to continue
Policy E36 Change of Use of Listed Buildings	35	0	Policy to continue
Policy E37 Relaxation of Building Regulations	27	0	Policy to be reassessed
Policy E38 Designation and Review of Conservation Areas	2	0	Policy to continue
Policy E39 Demolition of Unlisted Buildings in Conservation Areas	3	0	Policy to continue

Annual Monitoring Report 2005/06

Policies and Proposals	Number of applications	% refused on policy basis	Commentary
Policy E40 Key Townscape Frontage Buildings	22	9%	Policy to continue
Policy E41 Frontage Improvement Areas	2	0	Policy to continue
Policy E42 Cathedral Precinct	0	0	Policy to continue
Policy E43 Improvement and Enhancement of Conservation Areas	154	9%	Policy to continue
Policy E44 Reinstatement of Traditional Materials	0	0	Policy to continue
Policy E45 Shopfronts	14	7%	Policy to continue
Policy E46 Re-use of Upper Floors	6	0	Policy to continue
Policy E47 Advertisements	92	14%	Policy to continue
Policy E48 Areas of Special Control	3	100%	Policy to continue
Policy E49 Historic Parks, Gardens and Battlefields	0	0	Policy to continue
Policy E50 Open Spaces Within Settlements	9	0	Policy to continue but revised for amenity open space
Policy E51 Small Scale Receiving/Transmitting Dishes and Aerials	9	0	Policy to continue but merged with E52
Policy E52 Larger Telecommunications Development	7	0	Policy to continue but merged with E51
Policy E53 Overhead Power Lines	0	0	Policy to continue
Policy E54 Renewable Energy	5	0	Policy to continue
Policy E55 Derelict land	3	0	Policy to continue
Policy E56 Access and Mobility	20	0	Policy to continue but merged with other access policies

Annual Monitoring Report 2005/06

Observations and Actions

The environmental section of the Local Plan is the largest section. This covers many of the district's important natural and built environment assets. The use of policies within the monitoring year indicates that some development proposals are not acceptable and greater improvement needs to be made to proposals. Policies have always emphasised the high quality of the environment and this will continue.

Of particular note is the Area of Special Control of Advertisements, which is established to resist signage and adverts appearing throughout the countryside.

There is inevitably a clash with economic development priorities but the Local Plan policies are structured to enable economic growth without jeopardising the environmental assets that attract that growth.

LEISURE, COMMUNITY AND CULTURE

TARGET

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

CONTEXTUAL INDICATORS

Crime Rates

Total Crimes per 1000 of population – 2004/5

Carlisle	122.5
Cumbria	88.4
North West	114.6
England & Wales	105.2

Source: Crimestatistics.org.uk. Data based on actual crime figures

Deprivation

Index of Multiple Deprivation Score

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

Health and Well Being

Percentage of people with limiting long term illness

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

Source: 2001 Census

CORE OUTPUT INDICATORS

Eligible Open Space – Green Flag Open Space quality

Bits Park has in 2006 been awarded Green Flag status which has recovered its 2004 position. The park was the subject of several feet of flood water in 2005. The district has seven other parks within Carlisle District eligible for management to Green Flag standard. Including Hammonds Pond(Upperby Park), Morton Park , Melbourne Park, Heysham Park and Kingmoor Park. Current upgrade plans include Heysham Park – 3 year plan £400K upgrade. The urban Parks and Gardens cover approximately 145.80 hectares of land.

Annual Monitoring Report 2005/06

On the 31st March 2006 the City Council took over control of Talkin Tarn from the County Council. This is a Country Park on the edge of the North Pennines AONB in the eastern part of the district, it is a 65 acre lake set in 120 acres of farmland and woodland. The park is a popular location for visitors from throughout the district along with visitors to the area.

LOCAL INDICATORS

Open Space Audit

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

Overall the City has the following amounts of open space:

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

Additional work is being undertaken to prioritise play area improvements across the city as part of a play area strategy.

LOCAL PLAN MONITORING

CARLISLE DISTRICT LOCAL PLAN – Adopted Plan (Sept 1997)

Policies and Proposals	Number of applications	% refused on policy basis	Commentary
Proposal L1 Primary Leisure Area - Morton	N/a		Allocation to continue
Policy L2 Primary Leisure Areas	11	9%	Policy to continue
Proposal L3 Cummersdale Holmes and the Petteril Valley	N/a		Policy to be removed
Policy L4 Leisure Development	22	14%	Policy to continue
Policy L5 Rights of Way	N/a		Policy to continue
Policy L6 Long Distance Footpaths	N/a		Policy to be merged with footpaths policy

Annual Monitoring Report 2005/06

Policies and Proposals	Number of applications	% refused on policy grounds	Commentary
Policy L7 Disused Railway Lines	N/a		Policy to continue
Policy L8 Open Space	10	0	Policy to be revised for amenity open space
Policy L9 Children's Play and Recreation Areas	10	0	Policy to continue
Policy L10 Playing Fields	N/a		Policy to continue
Policy L11 Surplus Playing Fields	N/a		Policy to continue
Policy L12 Golf Courses	N/a		Policy to continue
Policy L13 City General Hospital	N/a		Site redeveloped
Policy L14 Cumberland Infirmary	N/a		Policy to be refined
Policy L15 Garlands - Conversion/ Redevelopment	N/a		Area mostly redeveloped
Policy L16 Garlands - Expansion	N/a		Area mostly redeveloped
Policy L17 University of Northumbria	N/a		Policy to be expanded for new University of Cumbria
Policy L18 Branch Surgeries	N/a		Policy to be extended
Policy L19 Allotments	N/a		Policy to continue
Policy L20 Access	N/a		Policy to be combined into a general access policy

(n/a – information not assessed)

Observations and Actions

The leisure section of the Local Plan is one of the least affected sections of the plan to be revised. As many of the policies were intended to protect open spaces from development it is still the intention to retain these policies. Minor revisions will be necessary to ensure that the policies accord with PPG17 which was published after the plan was adopted.

Some applications are being resisted in accordance with the policies especially those affecting primary leisure areas.

LOCAL DEVELOPMENT SCHEME IMPLEMENTATION

The Council's Local Development Scheme (LDS) was submitted to the Secretary of State on the 23rd March 2005. Although it was intended to update the LDS during the monitoring year further work on the Local Plan and Carlisle renaissance prevented that update being finalised. A number of documents were scheduled to be produced throughout 2005/6. Progress on these documents is listed in the following pages.

Carlisle District Local Plan (2001-16)

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

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

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

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

The Strategic Environmental Assessment and Retail Capacity Study Update were completed in 2006. In addition the Council undertook a Strategic Flood Risk Assessment. Carlisle Renaissance produced plans for further consultation during September 2006. All these documents were merged into a further consultation on the Local Plan. The Local Plan consultation was the Revised Redeposit which just concentrated on potential changes required to satisfy the findings of the separate studies. Consultation took place from 25th September to 3rd November 2006.

Annual Monitoring Report 2005/06

A further 100 comments were received on the plan taking the total representations to over 1000. After discussions with the Inspectorate it now looks likely that the Inquiry into the Local Plan will take place from the beginning of July 2007. The Local Development Scheme will be revised to reflect this.

The additional work has had a knock on consequence for the remainder of the Local Development Scheme, as many documents are reliant on adoption of Local Plan policies, which are still under review and utilising the same resources.

Wind Energy Supplementary Planning Document (SPD)/Landscape SPD

Both these documents are scheduled for joint production. The documents relate to Structure Plan policies in the newly adopted Cumbria and Lake District Joint Structure Plan.

Since the last monitoring report it was decided that a Joint Committee would not be established and that each district would individually adopt the SPD but collaboration at officer level would continue to ensure consistent guidance throughout Cumbria.

Priority is still being given to the Wind Energy SPD. This was the subject of consultation which finished on December 8th 2006. The representations will be considered early in the New Year in order to progress to adoption.

Caldewgate/Shaddongate/Willowholme Area Action Plan

This Area Action Plan covers an area that was affected by flooding in January 2005. As part of the Carlisle Renaissance work this area had been incorporated into earlier consultations on the Development Framework but was not the subject of consultation in September 2006. The future of this document is currently unclear and further discussion is required to clarify its inclusion or otherwise in the LDS

Denton Holme Parish Plan Planning/Design SPD (Denton Holme and Longsowerby Design Statement SPD)

This SPD is being progressed with community involvement. The SPD specifically will relate to design issues which have a direct link to planning. The process is using the principles from parish planning which the Council has undertaken with several parishes. The consultation period was scheduled to start in October 2005 and was delayed by a few weeks. Consultation started in November and will continue through to a workshop event in February 2006. A further stage of consultation took place in August/September 2006 and the document is now progressing towards adoption. The overall timetable from the LDS has slipped by 12 months although extensive community involvement has taken place

Annual Monitoring Report 2005/06

Dalston Parish Design Statement SPD

A similar position to Denton Holme SPD. This document arose through the Parish Planning process for the parish of Dalston. The Council was asked to consider this document as a SPD. Further consultation was undertaken in August/September 2006 however additional work has to be undertaken before this can be adopted. The LDS will be reviewed to reflect this revised timetable.

Kingmoor Park Masterplan SPD

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

It is intended that a consultant on behalf of Kingmoor Park Properties will do the initial drafting of this guidance and the delays in Local Plan progress means that the initial work has not advanced.

A revised schedule for production of the SPD will be established during early 2007.

Statement of Community Involvement

The Statement of Community Involvement was originally scheduled for Submission to the Secretary of State in December 2006. The Council undertook a wider consultation at the initial stages including use of the Citizen's Panel which prolonged the earlier consultation process. As a consequence is only at the first consultation stage (Regulation 26). This consultation finishes on the 19th January 2007. The remainder of the programme will be scheduled in a revised LDS.

Local Development Scheme - Action

As the Local Plan is a significant planning policy document for Carlisle district incorporating updated planning policies on all policy issues, the delay in the timetable for its production impacts significantly on the Council's published Local Development Scheme. This affects the timetable for the Local Plan and many of the Supplementary Planning Documents due to resource implications.

Supplementary Planning Documents such as Affordable Housing, Designing out Crime, Trees on Development Sites and North Pennines AONB Guidance will all have to be rescheduled. Carlisle Renaissance will also produce its Development Framework and Movement Strategy in 2007 that may highlight the need for further planning documents.

As a result, the Local Development Scheme will be revised during January 2007 to take account of the additional work and resource implications.

MONITORING FRAMEWORK

TARGET

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

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

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

Strategic Environmental Assessment (SEA)

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

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

▪ SEA Objective	Issues	No. of Indicators
To protect and enhance biodiversity and geodiversity as well as create and restore biodiversity where possible	Biodiversity Fauna Flora	5
To protect and enhance the quality and distinctiveness of the area's landscapes and townscapes	Landscape	4
To preserve, protect and enhance sites, features and areas of archaeological, historical and cultural importance and their settings	Cultural Heritage Including architectural and archaeological	5
To protect and improve local air quality	Air Human Health	3
To protect and improve the quality of all water resources.	Water	2
To minimise the risk of flooding associated with new development	Water Climatic Factors	3
To reduce emissions of gases which contribute to climate change	Climatic Factors	1

Annual Monitoring Report 2005/06

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

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

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

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

Annual Monitoring Report 2005/06

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

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

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

Annual Monitoring Report 2005/06

GLOSSARY

AAP Area Action Plan

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

AMR Annual Monitoring Report

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

DPD Development Plan Document

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

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

LDF Local Development Framework

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

LDD Local Development Document

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

LDS Local Development Scheme

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

PPS Planning Policy Statement

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

Annual Monitoring Report 2005/06

RSS Regional Spatial Strategy

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

SA Sustainability Appraisal

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

SCI Statement of Community Involvement

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

SEA Strategic Environmental Assessment

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

SPD Supplementary Planning Document

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