

Annual Monitoring Report

December 2008



CARLISLE
CITY COUNCIL



www.carlisle.gov.uk

EXECUTIVE SUMMARY

This Annual Monitoring Report covers the period 1 April 2007- 31 March 2008.

The monitoring period very much followed the trend of previous years however since April 2008 there have been some significant changes which will impact on future development with large scale applications anticipated in 2009. The City Council has produced the Carlisle District Local Plan 2001-16, which was adopted in September 2008. The move towards the LDF system continues with several Supplementary Planning Documents currently being prepared. Regional Spatial Strategy was issued in September 2008 and the City Council has been awarded Growth point status setting up the drive towards further growth for Carlisle. Work in 2008/09 is being progressed on the evidence base as part of the Core Strategy and an Allocation Development Plan Document.

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

- Strategic and Local Employment Sites have still not delivered within the urban area of Carlisle. New Allocations for strategic sites have now³ been confirmed and hope that this will begin to deliver further employment land. Strategic Employment Sites are also not being delivered in the rural area however this is related directly to the development of Carlisle Airport and is currently the subject of a planning application.
- The urban emphasis of housing completions continues and the number of permissions being granted remained in-line with the Structure Plan. Rural permissions increased above target reflecting the granting of permissions for the large allocations in key service centres.
- The amount of building on previously developed sites continues at a high rate.
- The amount of affordable housing completed remains low, whilst the number of permissions has increased there is also a greater proportion of social rented developments in the pipeline.
- The Local Development Scheme has been reviewed following last year's Annual Monitoring Report in order to address the delays caused by the review Local Plan.

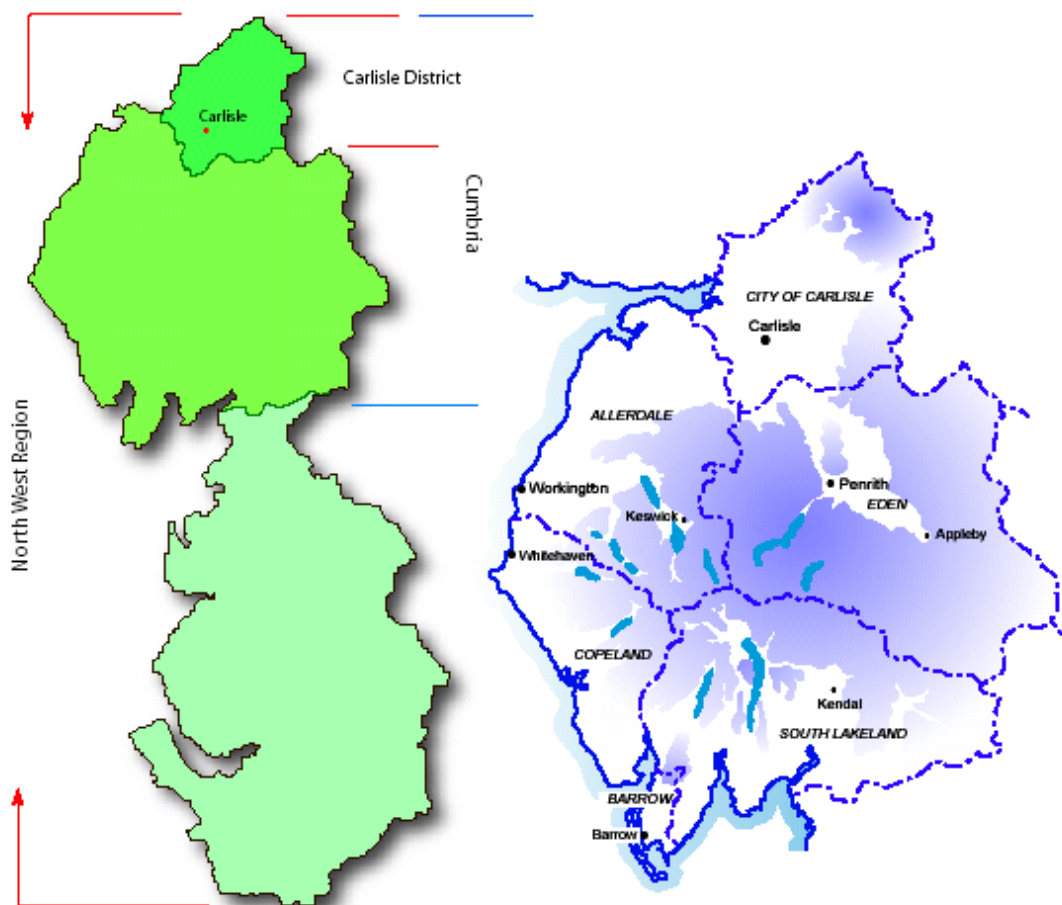
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INTRODUCTION

This annual monitoring report for Carlisle City Council covers the period 1st April 2007 – 31st March 2008. It is the fourth 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. The North West of England Plan, Regional Spatial Strategy to 2021 (RSS) was issued in September 2008. RSS and the "Saved" Policies of the Cumbria and Lake District Joint Structure Plan set the regional and strategic planning context for Carlisle.



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

If Carlisle is to fulfil the ambitions of creating sustainable communities including the retention of younger people and encouraging economic

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growth it will need to ensure infrastructure and housing is adequate for population growth. During 2006, the 2003 based household population projections were released (Source: ONS) which revealed an increase in household growth for the North West. In particular this indicates a greater growth than originally forecast for Cumbria. This would be supported through the strengthening of Carlisle's role in the North West. Population estimates currently indicate a population of 103,500 in 2007. (Source: NOMIS)

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

In May 2007 A Community Plan for Carlisle "A good place to live, work and visit" was produced. This is Carlisle Partnership's (LSP) Strategy, the Partnership being made up of 80 or so organisations which have a stake in the area and improving the quality of life of the residents of Carlisle and the success of our City.

There are four priorities within this Community Plan:

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

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

Safer, Stronger Communities (CDRP) – reducing crime, accidents and fear of crime fostering community involvement and pride

Economic Priority (Carlisle Renaissance) – Economic development, regeneration, business and employment opportunities

The Council's main planning policy document is now the Carlisle District Local Plan 2001-16. The LDS implementation section of this report provides an update on the move towards the transition to the LDF process. In addition the adopted Local Plan (Sept 1997) contains 111 "saved" policies.

The Local Plan contains the following aims and objectives:

The main aims of the sustainable strategy are:

1. to develop Carlisle's sub-regional role for employment, shopping, leisure and services without making excessive demands on resources, or being incompatible with the environment in which we live; and
2. to balance the need for economic growth with the need to protect and enhance the quality of the environment; and
3. to meet local housing needs; and
4. to resolve conflict between pressure for an improved transport network, and the need to encourage a reduction in vehicular movements within and around the City; and

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5. to encourage appropriate forms of tourism development and rural enterprise; and
6. to promote opportunities for the rural area to create job opportunities and maintain local facilities; and
7. to minimise the dangers of pollution without obstructing economic growth; and
8. to avoid harm to the health of residents.

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

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

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

The objectives of ensuring economic growth and protection of a high quality environment can bring a dichotomy. Carlisle has a Regional Investment Site seeking inward investment and a historic City set in a landscape ranging from the Solway Coast to the North Pennines each protected as Areas of Outstanding Natural Beauty. The Challenge is to ensure that economic growth and the environment benefit each other. Small scale projects continue to build on the success of the Hadrian's Wall National Trail, which has increased visitors to the Carlisle Area. Further work through Carlisle Renaissance on the historic quarter will also build on strong linkages between the historic environment and Carlisle's economy.

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

Since last year's monitoring report the percentage of population economically active has significantly increased from 79.5% to 85.4% as at Dec 2007 (compared to the North West 76.8%, and GB 78.6%), 83.4% are employed and the unemployed rate reduced to 3.8% (Dec 07). There are 2100 people unemployed in the district. Source: Nomis 2007

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

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Residence Based Claimant Count Rates Aug 2008

Area	Male		Female		All Persons	
	Number	Rate	Number	Rate	Number	Rate
Great Britain	644,788	3.4	249,890	1.4	894,678	2.4
North West	90,678	4.1	31,389	1.5	122,067	2.9
Cumbria	3,858	2.5	1,359	1.0	5,217	1.8
Carlisle	954	2.9	340	1.1	1,294	2.0
Carlisle TTWA	1,030	2.9	370	1.1	1,400	2.0

Source: Cumbria Economic Intelligence Partnership

The above table indicates that the rate of claimants for benefits stands at 2% slightly higher than the Cumbria average but clearly below the regional and national figure. This is the position for both male and female claimants.

Live Unfilled Vacancies by Occupation – Aug 2008

Area	Managers & Senior Officials	Professionals	Associate Professional & Technical	Administrative	Skilled Trades	Personal Services	Sales & Customer Service	Process & Machine Operatives	Elementary	Total
Cumbria	100	32	233	100	337	378	177	162	507	2,026
Allerdale	12	9	49	8	68	83	18	25	85	357
Barrow in Furness	16	1	17	7	43	16	41	19	74	234
Carlisle	25	8	66	24	46	136	28	65	107	505
Copeland	16	4	15	6	27	11	22	15	49	165
Eden	13	6	12	11	62	74	15	7	65	265
South Lakeland	18	4	74	44	71	58	53	31	127	500
<i>Carlisle TTWA</i>	<i>28</i>	<i>9</i>	<i>66</i>	<i>27</i>	<i>51</i>	<i>141</i>	<i>28</i>	<i>67</i>	<i>119</i>	<i>536</i>

Source: Cumbria Economic Intelligence Partnership

The above table indicates that the profile of live unfilled vacancies in the Carlisle area broadly represents that of Cumbria except for Personal Services which has a far greater proportion of vacancies unfilled, and Process and Machine operatives is the highest in Cumbria. A quarter of vacancies notified to the job centre is in Carlisle.

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Live Unfilled Vacancies by Industry – Aug 2008

Area	Agriculture & Fishing	Energy & Water	Manufacturing	Construction	Retail, Hotels & Restaurants	Transport & Comms	Banking, Finance etc	Public Administration	Other Services	Total
Cumbria	5	61	86	94	465	46	806	406	57	2,026
Allerdale	2	12	24	21	84	14	103	78	19	357
Barrow in Furness	0	12	6	2	83	2	103	23	3	234
Carlisle	0	12	12	24	61	8	232	142	14	505
Copeland	1	11	8	22	28	3	61	28	3	165
Eden	0	13	13	0	34	9	109	81	6	265
South Lakeland	2	1	23	25	175	10	198	54	12	500
<i>Carlisle TTWA</i>	<i>0</i>	<i>12</i>	<i>12</i>	<i>24</i>	<i>72</i>	<i>11</i>	<i>243</i>	<i>144</i>	<i>18</i>	<i>536</i>

Source: Cumbria Economic Intelligence Partnership

When considering unfilled vacancies by industry this shows that Carlisle has a lower proportion of vacancies in Manufacturing and Retail, Hotels and Restaurants than the Cumbrian average but the greatest proportion of Banking, Finance, etc vacancies.

This information has been collected prior to the turndown in the economy and is a useful point of reference for noting changes over the next few years. This will be updated in next year's monitoring report.

Productivity

In 2004 the Gross Value Added (GVA) for Carlisle was below the North West average which was significantly below the England average rate. Whilst the GVA had increased in 2005, the difference between Carlisle and the England average had increased.

Indicator	Carlisle	North West	England
GVA per capita (£) – 2004 (East Cumbria)	14,645	14,994	17,532
GVA per capita (£) – 2005 (East Cumbria)	15,187	15,571	18,267

Source: ONS

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VAT Registrations as % of Total Stock 2002 – 2007

Source: 4NW

Area	2002	2005	2007
North West	10.1	9.8	10.6
Carlisle	8.4	7.9	7.1
Allerdale	7.2	7.1	8.1
Barrow in Furness	7.4	8.2	17.0
Copeland	7.7	7.1	14.3
Eden	6.8	4.8	5.0
South Lakeland	8.0	6.4	6.9

VAT registrations relate to the number of new businesses, which are increasing their turnover. Comparing Cumbrian district with the North West region it appears that the rate in Carlisle, Eden and South Lakeland has diminished whilst the rate in Barrow and Copeland has significantly increased. This shows a significant east/west difference throughout Cumbria

Town Centre Employment and Provision

Retail Floorspace Rents

Top ten highest rented centres in the North West (May 2008)

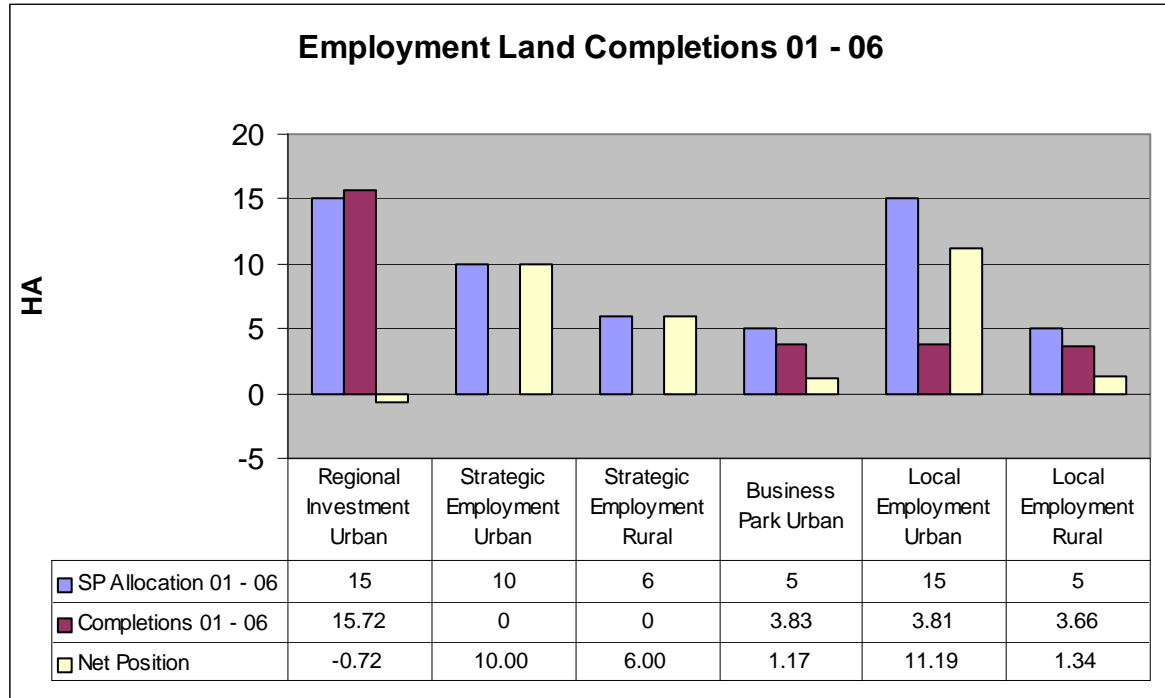
Centre	rent (£psf) 2007	rent (£psf) 2008	Increase/decrease since last year
1 Trafford Centre	375	400	Increase
2 Liverpool	320	320	-
3 Manchester	300	300	-
4 Chester	210	210	-
5 Stockport	190	190	-
6 = Warrington	145	145	-
6= Preston	140	145	Increase
8= Bolton	140	140	-
8= Carlisle	140	140	-
10= Blackburn	135	135	-

Source: Colliers CRE

Although Carlisle was the only centre which increased its rental rates from 2006 to 2007, it has remained static from 2007 to 2008. It's ranking has reduced to Joint 8th as Preston's rents have increased.

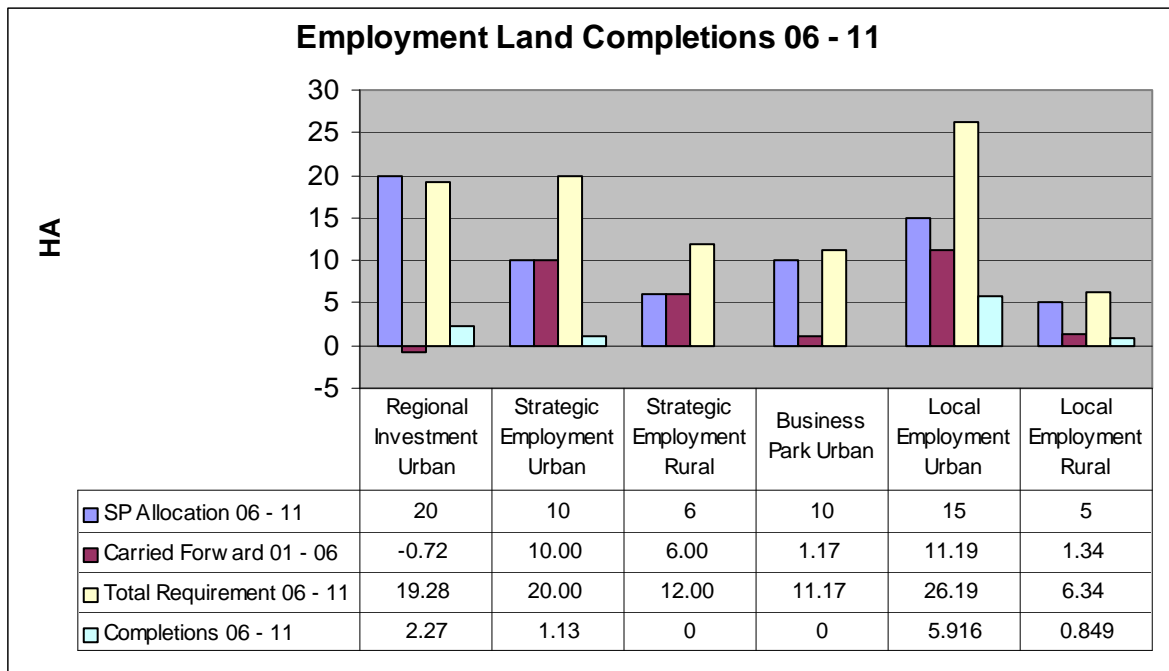
CORE-OUTPUT INDICATORS

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.

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

Development on the Regional Investment Site whilst improved is not at the levels required to meet Structure Plan targets. There are however 3 major developments for which Planning Permission has been granted. Two have been partly implemented. These applications allow for the development of 6.46 HA generating just under 20,000 Sq m of commercial floorspace. Of this 2.25 HA has been developed with a further 4.21HA with current full Planning Permission still to be developed. The third development (Outline) referred to as 'The Hub' relates to 14.75 HA and whilst will generate 14,392 Sq M of B1 Office space the majority of the site incorporates a variety of services which will not contribute to B1, B2, B8 requirements. This development may be dependent on the construction of The Carlisle Northern Development Route. The funding for this route has been held up by the current financial downturn and is anticipated that construction work will not commence before 2009.

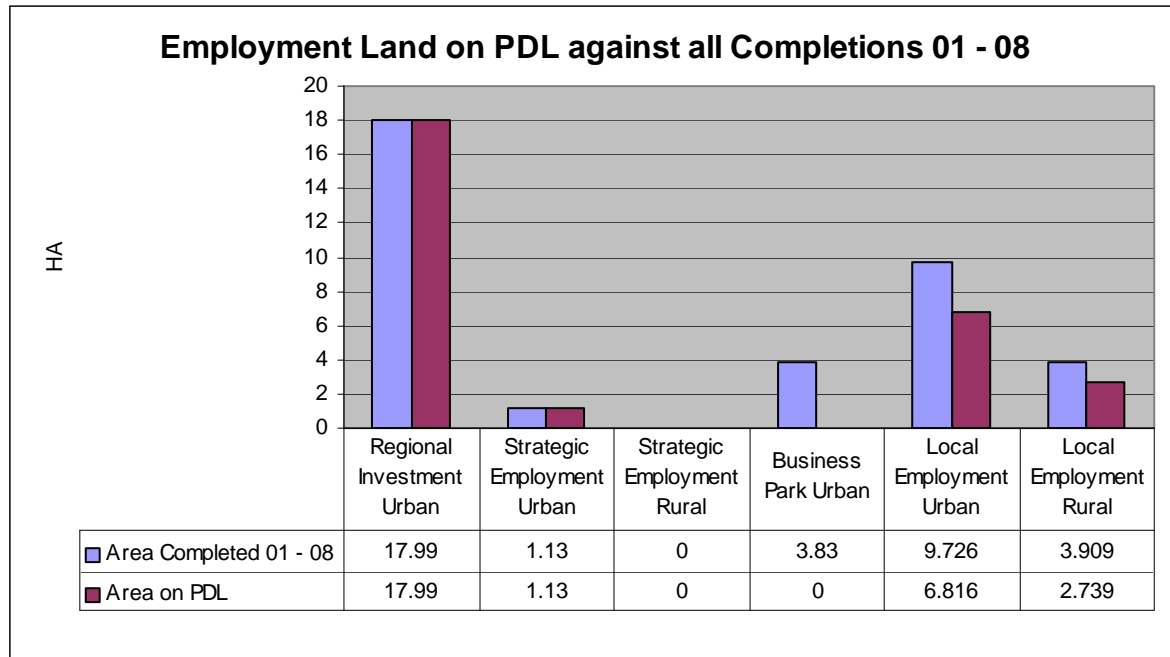
The Strategic Employment Site in the Rural Area is at Carlisle Airport. During April 2006 the Airport changed ownership and was taken over by W A Developments. The initial planning application as reported in last year's Annual Monitoring Report was withdrawn. A new application for "Erection Of A Freight Storage And Distribution Facility Including Chilled Cross Dock Facility (Use Class B8) With Associated Offices (Use Class B1), Gatehouse/Office/ Canteen/Staff Welfare Facilities, Landscaping, New Vehicular Access, Car And Lorry Parking And Other Infrastructure Works", is currently with the City Council for determination.

Development on Local Employment sites has been minimal and is still not keeping pace with Structure Plan targets. In the Rural area there was

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take up of 0.80HA of land on an allocated greenfield site, the remainder relates to intensification of existing businesses.

In the Urban area the majority of the development is replacement of existing outdated facilities and the construction of new. This is reflected in indicator BD1, as net floorspace developed is only 9% of the gross.



The figures in the chart above relate to development over the first 7 years of the Structure Plan. For these completions the majority of land was previously developed with the overall trend remaining reasonably constant at 78% of allocated and designated employment site completions.

Monitoring of the employment land allocations and existing primary employment areas indicate that the supply of previously developed land is diminishing and it is anticipated that the level of previously developed land used for employment will reduce. This is combined with increasing pressure for residential development where older businesses have been located amongst residential areas and the buildings are no longer suitable for modern employers. In addition the development of the "hub" at Kingmoor will take up some brownfield employment land but will not be registered in the land take above as some parts are outside the business land use categories.

Employment land supply by type (As at 31st March 2008)

Carlisle City – Urban Area (figures in Hectares)

Structure Plan Category	Supply with planning permission	Supply allocated [†]	Total Supply	Structure Plan Target 2008-2016
Regional Investment Site	33.117 (B1, B2 & B8)	10	43.117	27
Strategic Employment Site	0	28.8	28.8	16
Business Park	4.43 (B1)	12	16.43	16

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Local Employment Site	7.78 (B1,B2 & B8)	0	7.78	24
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[†] Allocated sites refers to those in the adopted Carlisle District Local Plan 2001-16 (Sept 2008)

Within the urban area it appears that there is sufficient land allocated or with permission to meet the next Structure Plan period except in relation to Local Employment Sites. The newly adopted Local Plan has been used as a reference point for allocations as this is a more realistic position than the 1997 adopted plan.

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 commencement for the rest of the scheme is scheduled to start next year. Once complete the take up of land will increase and may trigger the need for additional land to be released. This provision has been addressed in the forthcoming Local Plan.

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 allocation has been confirmed through a review of the Local Plan and outline applications are anticipated in 2009.

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 have been considered revealing a mix of class "B" and sui generis uses on allocated sites. Further work is being undertaken on this to ensure adequate sites are brought forward through the Local Development Framework.

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 2008-2016
Strategic Employment Site	0	21.15	21.15	12
Local Employment Site	4 (B1,B2 & B8)		4	8

[†] Allocated sites refers to those in the adopted Carlisle District Local Plan 2001-16

The supply of land for the Strategic Employment Site meets the immediate Structure Plan requirements however its release is dependent

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upon plans for the development of Carlisle Airport for airport related development. A Planning application for the Airport is under consideration by the Council at the time of preparing this report. The application includes provision for warehousing and distribution facilities.

Local Employment Sites partially 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. Further land has been earmarked for the Longtown area should the need arise, and will be kept under review.

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. Several sites have been allocated in the newly adopted Local Plan changing their use from employment to residential. These will be reported in this section of the monitoring report even though they have been considered as part of the Development Plan process. Other changes to sites will be resisted until additional employment land has been allocated in a Development Plan Document. Sites below 5 residential units have not been included

Carlisle City – urban area

Watts, London Road – 99 Units

This site has been allocated for housing in the adopted Local Plan.

Rural area

Former Sawmill, Longtown – 78 Units

Former Highways Depot, Brampton – 23 Units (not started)

Carlisle Road, Brampton – 10 Units (site cleared – Oct 08)

The first two of these sites are allocated for housing as a change to the employment use of the sites. The Carlisle Road site was granted permission over the last two monitoring periods and has now been cleared, awaiting development.

BD1: Total Amount of Additional Employment Floorspace – by type

Gross Additional Floorspace (no threshold)

A) (new floorspace completions) = 12,802.55 sq m

B) (change of Use Net Gain) = loss 485.26 x sq m (sui gen & A1)

C) (Conversions) = none

Gross external additional floorspace = 12,802.55 – 485.26 = 12,213.29m²

Gross Internal floorspace = 12,213.29 x (100 - 3.75%) = 11,755.29 m²

Net additional floorspace

A) new floorspace completions (gross) 12,802.55

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B) Demolitions (1751.38 + 1144.66 + 8283.00) = 11,179.04
(STL, Lime St, Key Safety Systems)
C) (Change of use net gain) = (loss) - 485.26
D) Conversions = 0

Net Additional Floorspace = 12,802.55 – 11,179.04 – 485.26 =
1,138.25m²

BD2: Total Amount of Employment Floorspace on Previously Developed Land – by type

Gross new floorspace = 12,802.55 less that developed on Greenfield sites
= 725.96 therefore net on Brownfield = 12,076.59

Percentage floorspace completed on Previously Developed Land
= 12,076.59/12,802.55 * 100 = 94.33%

BD3: Employment Land Available – by Type

116 HA Employment land available - net Loss of 4 HA over the last year.
(3.83 relates to loss of employment land to housing however through the
demolition of 11,179.04 sq m of employment use floorspace, brought back
1.9 HA into the availability figure.

BD4: Total Amount of Floorspace for 'Towncentre Uses'

None has been developed in the 07/08

Amount of completed retail/office/leisure development

During 07/08 no commercial development was completed. However
construction is underway on a JJB sports centre building replacing a
former furniture store at Currock Road.

During the monitoring year consent was given for the Reserved Mattes
application for a 1635 Sq m Aldi store at the former Cavaghan & Gray site
on London Rd, along with 4 x 2750 sq m light industrial units.

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 metres of comparison goods floorspace. This baseline data has not
been updated for this monitoring report.

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Vacant Shop Units in Carlisle

Year	Floorspace	Number of Units
2005	8368	52
2006	8538	51
2007	8898	49
2008	8457	52

The above table indicates that for the last 4 years there has been fairly constant level of vacancies in the retail units. With the current turnaround in the economy and the potential closure of large units, next year's report will provide an indication of the impact on Carlisle.

LOCAL PLAN MONITORING

CARLISLE DISTRICT LOCAL PLAN – Adopted Plan (Sept 1997) Saved policies and Revised Redeposit Draft Plan policies where used as refusal reasons

Policies and Proposals	Number of applications		% refused on policy basis	
	06/07	07/08	06/07	07/08
Policy EM2/EC01 Primary Employment Areas	56	64	5%	5%
Policy EM11/EC11 Rural Diversification	18	37	6%	7%
Policy EM15/EC15 Small Scale Tourism Development	30	41	1%	5%

Observations and Actions

During the monitoring year the Council was moving from a 1997 adopted plan towards a new Local Plan. Policies from both plans were used when determining applications. Both policy references were used in compiling this information.

The majority of applications appear continue to be consistent with these policies. The percentage of applications refused in primary employment areas has remained constant even though the number of applications has increased. This is a continuing reflection of the demand to move away from employment uses in some of the Primary Employment Areas.

Increasing sustainable development issues have a significant impact on the rural area. Policies for Rural Diversification and Small Scale Tourism Development show an increasing rate of refusal as proposals come under greater scrutiny against the Local Plan's sustainable strategy. Two appeals against the Council's refusal of permission on the grounds of policies EM15/EC15 were dismissed during the monitoring year.

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Issues for the Year Ahead

The shortages in some employment allocations for some of the Structure Plan sectors still needs to be addressed in a way which will address the economic ambitions of Carlisle. Work is ongoing to drive this forward including the development of an Action Plan for Carlisle Renaissance under it new structure. The Council has embarked on an Employment Land Review and will feed the work on the Economic Strategy into this process. This will enable progress to be made on an Allocations DPD for new employment uses. There is a clear need to tackle rural employment opportunities as well as those within Carlisle especially as more proposals for rural diversification or small scale tourism development are being refused (albeit still a small proportion).

With regard to retail, the permission granted for Tesco at the Viaduct Estate Road was to be commenced in 2008. The ambitions however to provide a new headquarters and faculty buildings as apart of a consolidated campus style development for the University of Cumbria has led to delays in implementing this permission. An update on the position will be available for next year's monitoring report.

An application for a 464 sq m foodstore plus 93sqm A1 unit was received at the end of the monitoring period. The application has since been refused on traffic grounds. The Council's retail capacity study was taken into account however it was considered that this proposal would not have a significant impact on available capacity. An appeal has been lodged.

In next year's report vacancy rates will be included. The potential impact of the economic downturn is having a national impact on some companies that occupy premises in Carlisle. The future uses of some of these premises are currently unknown and more information on the impact this has had on town centre uses and out-of-centre locations will be included.

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

H1 Plan period and Housing Targets

The plan position for housing targets has been confusing in recent years. The figures used in this section take the housing position from the 1st April 1999 and when considered against trajectories will take it to 31st March 2024. The transition from Local Plan and Structure Plan to Regional Spatial Strategy has evolved during the last 9 years and it is hoped that the way forward is now clearer.

01/04/99 – 31/03/02 400 pa Structure Plan¹
 01/04/02 – 31/03/03 315 pa RPG13 + Structure Plan² + Local Plan
 01/04/03 – 31/03/08 450 pa RSS
 01/04/08 – 31/03/24 600 pa RSS enhanced by Growth Point

Structure Plan¹ Development for the 1990s Cumbria and Lake District Joint Structure Plan (6000 dwellings 1991-2006)
 RPG13 Regional Planning Guidance for the North West RPG13 March 2003 (Cumbria and Lake District Annual Rate 1,170 dwellings)
 Structure Plan² Planning Cumbria Cumbria and Lake District Joint Structure Plan 2001-2016 (Annual average dwellings to 2016)

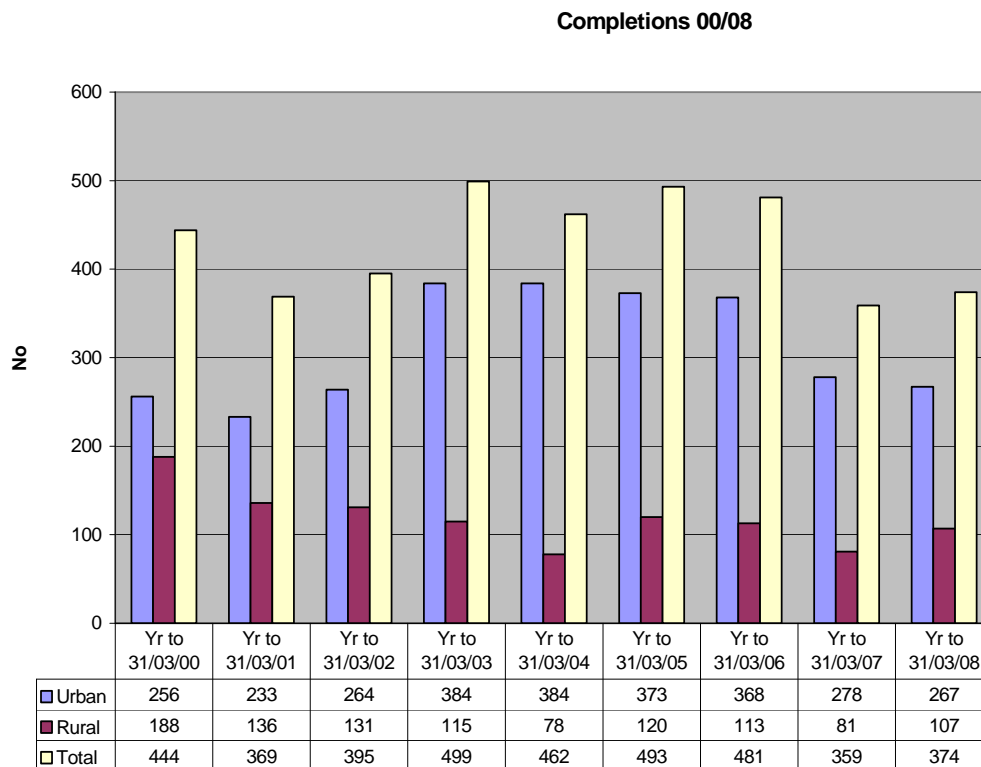
	2002-2006	2006-2011	2011-2016
City of Carlisle	250	250	250
North Cumbria - Carlisle	65	65	65

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

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H2(a) Net Additional Dwellings – In previous years

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 9 years. As reported in last year's monitoring report there had been a sudden decline in the number of new dwellings in 2006/07. Whilst this was expected to return to the higher level for 2007/8, there was only a modest increase. Several months into the monitoring year 2008/09 and it is clear that some developments have halted whilst other continue at a slower rate. It is envisaged that this lower level of completions will remain in 08/09.

The rural area completions remain at a lower level. This continues the trend towards a more sustainable development pattern of housing.

H2(b) Net additional dwellings for the reporting year

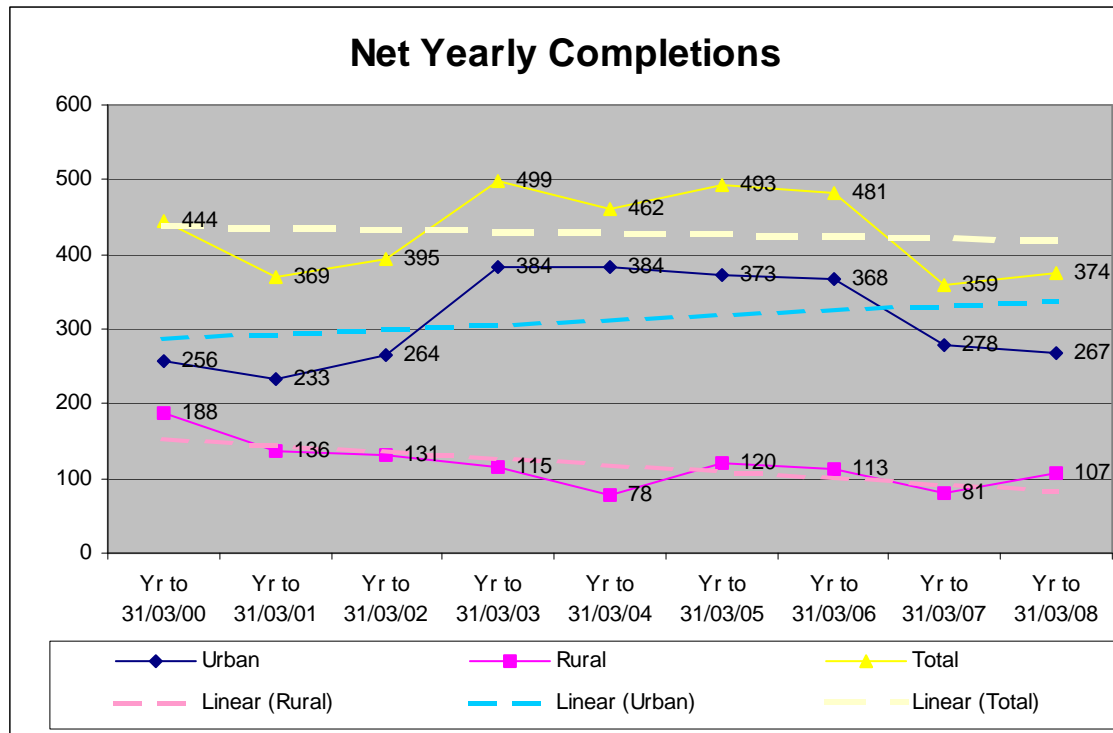
The figures for the year 2007/08 are included in the table above showing a slight increase on last year's new dwellings with 374 units in total. This comprises 267 units in the urban area and 107 in the rural area.

This year's figures reduce the average for the district 5-year trend with completions at:

urban area average – **334** per annum
 rural area average – **100** per annum
 district average – **434** per annum

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The graph below shows the same information with trend lines.



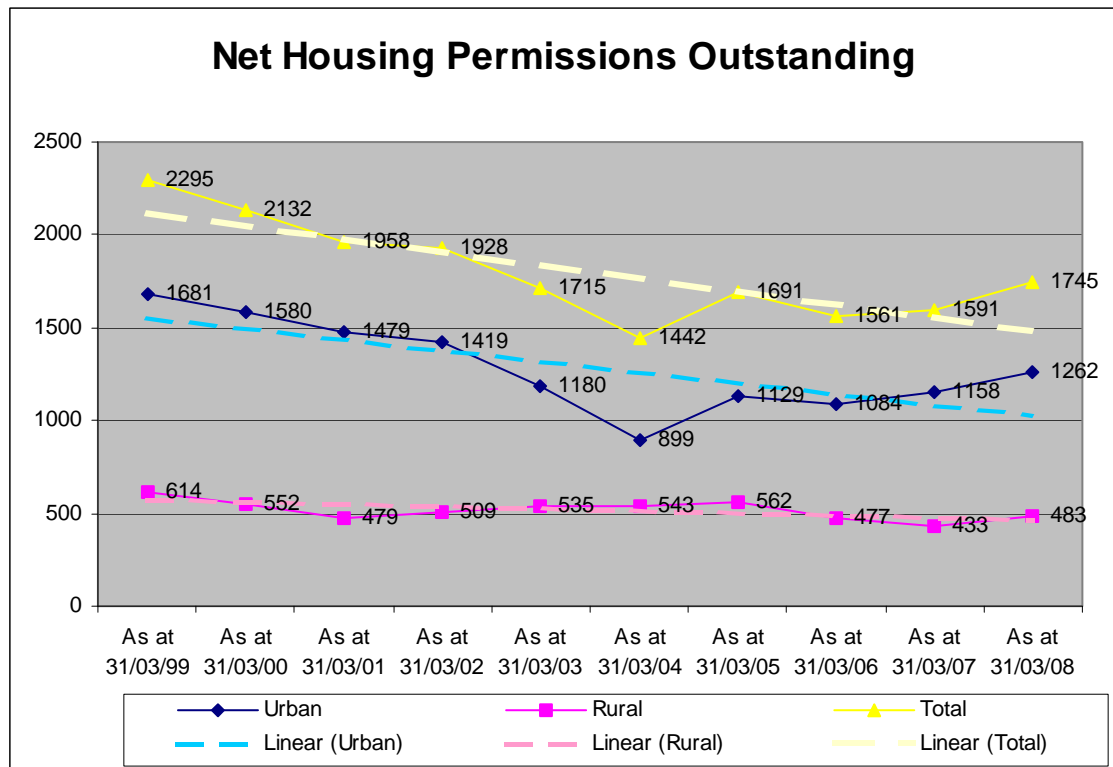
Urban Area Completions

In the urban area the completions trend has slightly increased to 374 units per annum over the last 5 year period. The urban area rate has generally reduced as the majority of greenfield sites have now been completed and the brownfield sites are taking longer to commence. In addition, a number of apartment developments are not yet completed but are likely to contribute to the 08/09 completions. The average completions are beginning to level off and the incline of the yearly average has reduced resulting in a levelling of the district average rate at just below 450 units per year.

Rural Area Completions

The rural area completions continue to indicate a down ward trend. The overall completion rates remain at around 100 units per year showing that development rates have not dramatically changed. The number of permissions in the rural area remains at a reasonably high level although this is a reducing supply as a more sustainable development strategy is promoted. Older permissions are being built out and replaced by those in Key and Local Service Centres.

Housing Permissions



The above graph shows the supply of planning permissions at the 1st April each year. The graph indicates a continued decline (albeit a slight increase on the previous year) 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 the last two years when the supply has started to reduce. In the urban area the decline has been halted although this is offset by a lower completion rate indicating overall a levelling of the housing supply. The applications for a large area of land for an urban extension remain the subject of call-in by the Secretary of State (under the Greenfield Direction) and have not been determined.

For the monitoring year of 07/08 the Regional Spatial Strategy sets the target as shown in Indicator H1.

Based on these figures the above graph indicates a 3.88 years supply of permissions for the district. This translates as 3.5 in the urban area and a 5.4 supply in the rural area. As the RSS rate has increased this means the available supply with planning permission has reduced. Significantly since the monitoring year the Local Plan has been adopted and this has increased the number of allocated sites adding to the supply for both the rural and urban area. Adding the available supply allocated increases the overall supply position to in excess of 5 years.

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The following table provides a more up-to-date picture of housing supply taking account of site allocations, which are now being brought forward.

RSS – North Cumbria, Carlisle

Supply = 450 units per year average from 1st April 2003

Completions

03-04	04-05	05-06	06-07	07-08	03-08
462	493	481	359	373	2188

RSS anticipated provision for first five-year period 2250

Shortfall – 62 units

Supply required for 5 years 01/04/08 – 31/03/13 = 2312 (assume shortfall from previous RSS period will be delivered in the urban area)

RSS	Urban	Rural	District
Annual provision	373 (5 yrs) 360 (after 5 yrs)	90	463 (5 yrs) 450 (after 5 yrs)
planning permissions (outstanding/under construction) only	1262	483	1745
Supply	3.3 yrs	5.3 yrs	3.75 yrs
planning permissions (outstanding/under construction) + Local Plan allocations	3244	483	3727
Supply	8.8 yrs	5.3 yrs	8.1 yrs

The Morton Allocation (1000units) is anticipated to be phased housing development over a 10-year period. This extends beyond the anticipated supply period and therefore over emphasises the supply position of readily available land. This is the only site phased in the Local Plan.

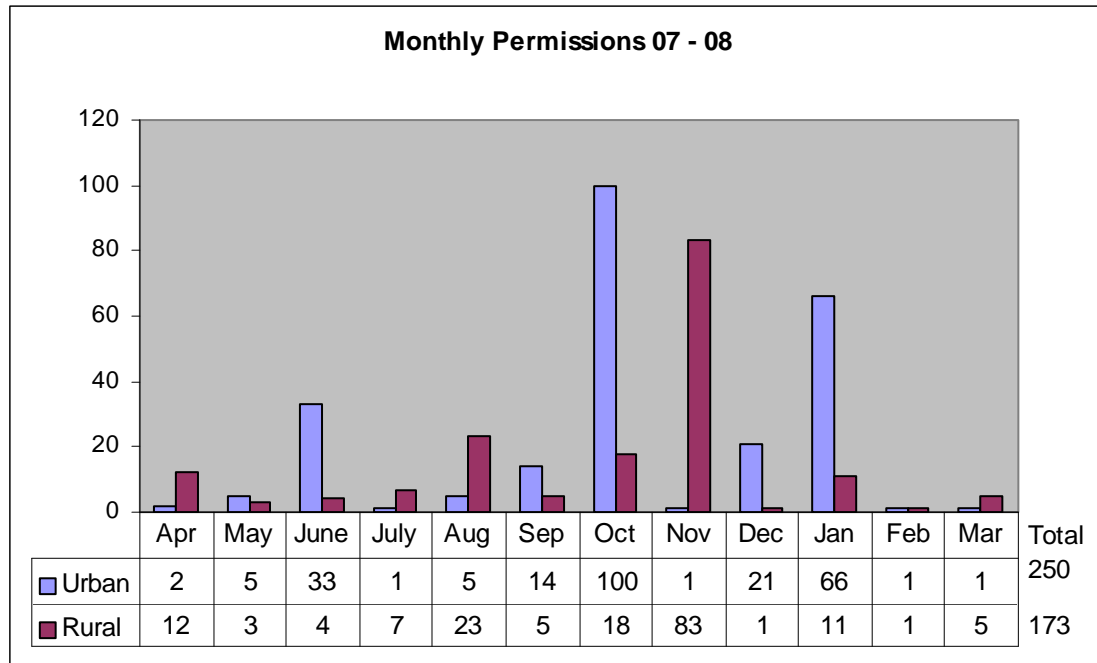
Revised figures adjusted for Morton allocation phasing reduces the urban supply to 8.5 years and the district supply figure reduces to 7.9 years.

For the purposes of this monitoring report and until the Council's Core Strategy is prepared, there is an assumption that the 450 pa target in the RSS is to be divided 80/20 ratio in accordance with the Local Plan proportions for the Structure Plan

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The Council continues to monitor its permissions on a monthly basis introduced for Structure Plan monitoring.

Monthly Permissions for residential development – net gain



Urban

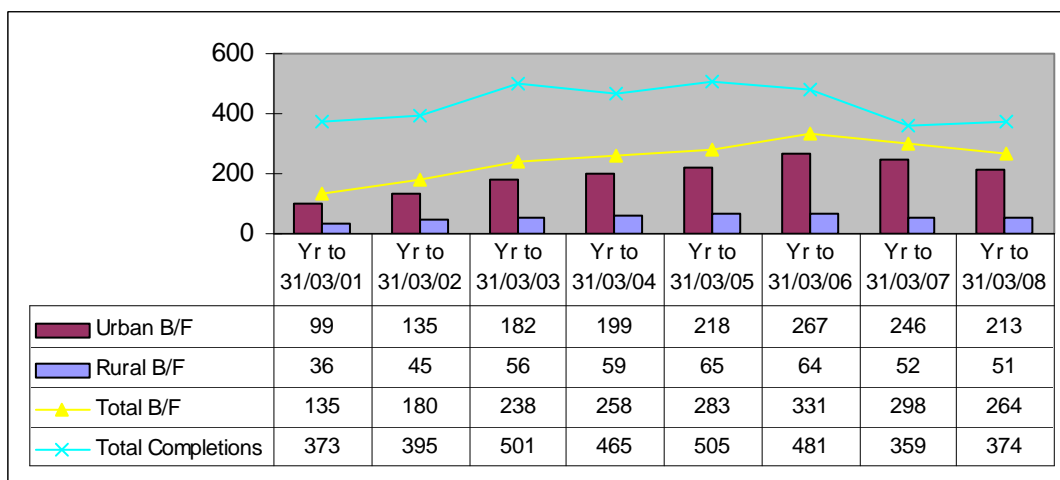
For the period to March 2008, 250 permissions were granted in the urban area. This is the net number of new dwellings. This figure was 100% of Structure Plan Target but only 69% of RSS (360). However because all the permission are on Brownfield sites the net permissions against Brownfield targets was 153% of Structure Plan and 107% of RSS. The only larger site to obtain Planning Permission was on Watts Storage site for 99 dwellings. The Council has given authority to issue outline permission for 103 dwellings on United Utilities site on Nelson Street in June 2005, but for the monitoring year the S106 has yet to be completed.

Rural

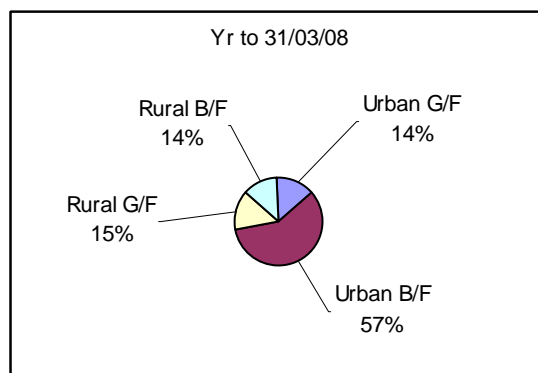
Rural Permissions increased to 173. Primarily due to an 04 application for 78 dwellings at the former Sawmill within the Key Service Centre of Longtown for which a S106 had been negotiated and 23 units on the Former Highways Depot site in the Key Service Centre of Brampton.

Permissions amounted to 265% of SP target (65) and 191% of RSS target (90).

H3: Previously developed land



The chart above indicates that there is still a high proportion of brownfield completions within the district. In 2001 the number of completions on previously developed land was only 36% however by contrast the completions on previously developed land in 2007/08 was 71%. The reduction from last year's monitoring report is a reflection of the completions on the former Creighton Rugby ground, a greenfield site.



The chart above shows that the percentage of brownfield completions within the whole district is at 71%. Over the last three years this gives an average around 73% which is in excess of the national target of 60%. In addition the Regional Spatial Strategy sets a target of at least 50%.

H4: Net Additional Pitches (Gypsy & Traveller)

During the monitoring year, a temporary permission has been granted for 3 years with an occupancy restriction on a site for sole use of one family the number of caravans have however not been specified.

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In addition part of the Hadrians Camp site in Carlisle (Gypsy & Traveller Site) was closed affecting a total of 24 pitches. Alternative provision is being sought with the assistance of gypsy and traveller grant funding and an update will be available for next year's monitoring report.

H5: Gross Affordable housing Completions

Historically the supply of Affordable Housing in the district has concentrated on open market discounted sales provided by the developer which is only one category of the intermediate affordable housing provision. This is therefore reflected in our completions and this year all 11 completions were provided as discounted sales.

Over the last 2 years permissions for affordable housing have increased and we saw 64 permissions last year and 66 this. The split between urban and rural this year has improved with 27 of the 66 permissions being in the rural area. The bias away from discounted housing has also begun to be addressed, with 27 dwellings being for the rental market, 17 of which are in conjunction with a RSL. The remainder, which is still 60% of those negotiated, are provided as discounted sales. We have also obtained commuted sums to assist with the enabling of more affordable housing in the district which should be reflected in increased supply over the plan period.

Since the monitoring period the Local Plan policy has been adopted which sets out a greater requirement for affordable housing following the needs survey undertaken in 2006. In addition, a Planning Obligations Supplementary Planning Document is currently being prepared. The document looks at a variety of options by which developers can contribute to the affordable housing requirement within the district. It is hoped this will give greater focus and flexibility, which in turn will increase the supply of affordable housing within the next plan period.

H2(C) Net Additional Dwellings in Future Years (15 years) 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 next graph shows the differences between permissions and completions and the trend should those rates continue.

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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.

If these rates were to continue demand would outstrip supply in the urban area and this is supported by no indication that there is an excessive amount of houses on the market long-term.

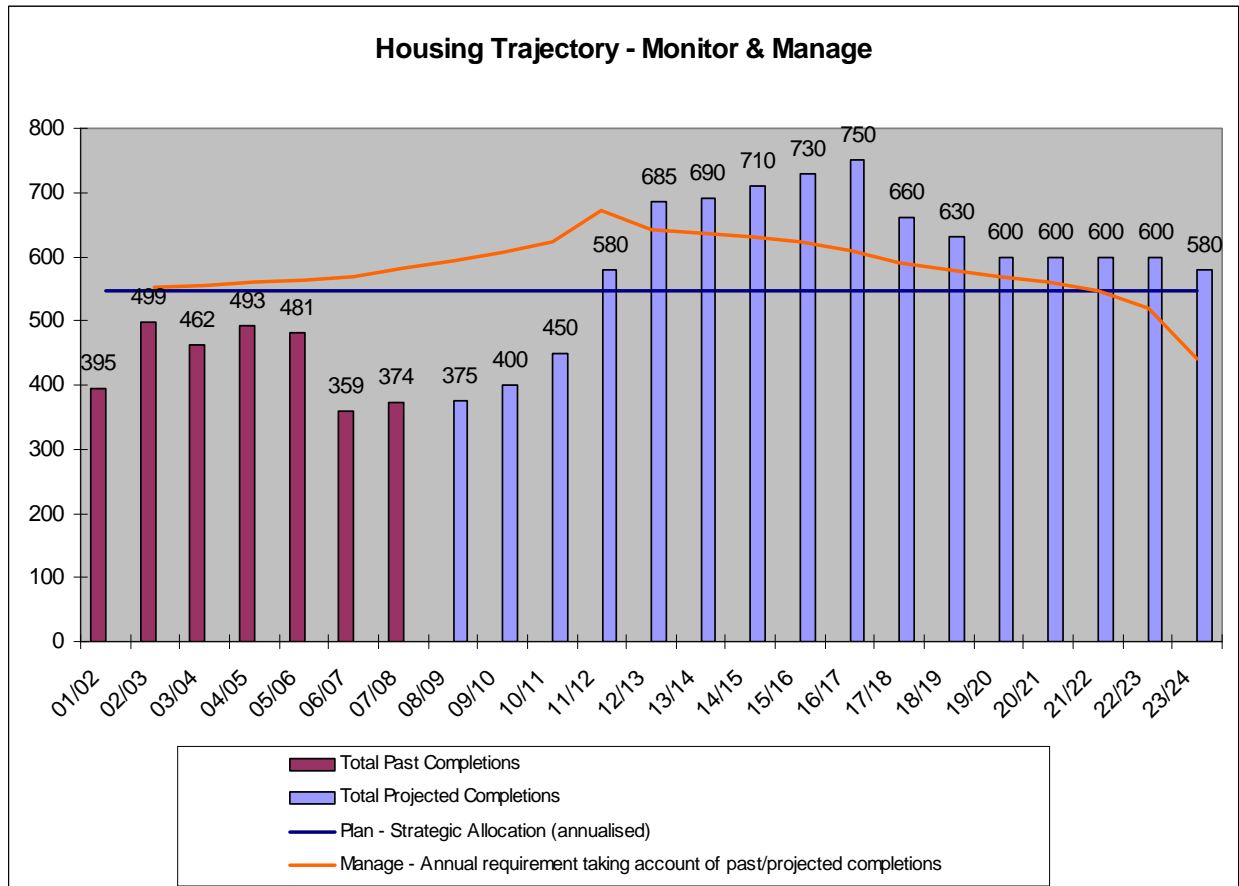
Within the rural area although the number of permissions are slowly declining the completions are also slowly reducing and therefore there suggests a healthy balance being maintained between supply and house building rates. There continues to be underlying problems with affordability and an identified need in excess of available supply.

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. Given the economic downturn it would be unwise to restrict supply. With a vision to strengthen the sub-regional role of Carlisle to increase economic growth and regeneration through Carlisle Renaissance there is potential to increase the number of housing completions. This will be done formally through the LDF process with Core Strategy and Allocations Development Plan Document being prepared.

Since the monitoring year the Council has achieved recognition for its growth point plans and able to progress development over the RSS target.

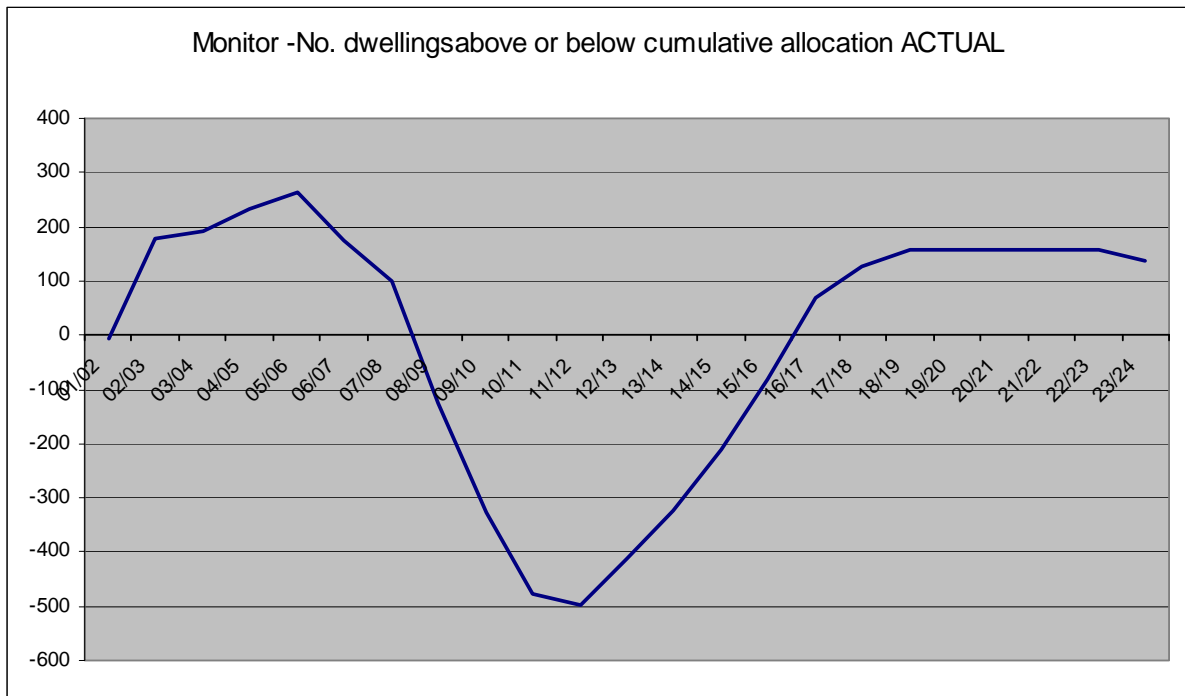
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A housing trajectory was prepared to indicate how the development would come forward. This only progressed to 2017 and assuming growth would continue a revised trajectory is set out below. Further details of the Growth Point trajectory is in the Appendix to this report.



The bar chart above and the following graph take into account the current downturn in the local economy having a sudden impact on the number of housing completions. This also coincides with the period throughout which the allocations in the Local Plan will be reviewed as part of the LDF process. New allocations will be determined and will start to filter through the development process from 2012 onwards.

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LOCAL INDICATORS

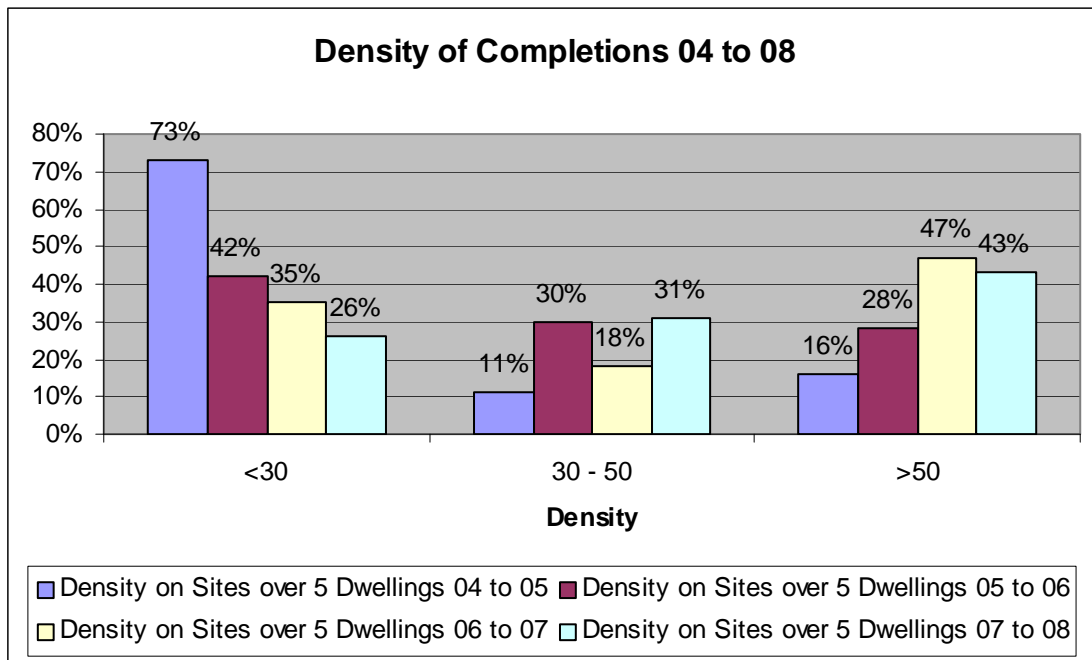
Housing Density

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:

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As can be seen from the chart the proportion of completions at less than 30 dwellings per hectare has continued to reduce and is now below 1/3 of all completions. The density of completions in the 30-50 dwellings per hectare range has now increased. This has however been replaced by a slight reduction in the proportion over 50 dwellings per hectare to 43% of all completions. This is quite a significant change from 04/05.

In order to see how this will continue we consider the density of new permissions.

The average density of permissions granted in the last year has seen a slight fall to 33.65 per hectare. However this figure excludes such developments where upper floors only are being developed for housing with ground floor in retail or office use.

Whilst permissions in the Urban area fell slightly to 39.61 dwellings per hectare, in fact only 2 developments were given permission at a density below 30. One being a backland development which falls just below at 28.57 per hectare and one at 8.7 per hectare which is an executive development in the grounds of a listed building within a conservation area.

The Rural area has remained consistent at around 21 dwellings per hectare (21.07).

Empty Properties

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

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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 although this trend has recently reversed. Carlisle was able to offer a variety of houses at the lower end of the property ladder but these prices still remain 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 were incorporated into the threshold setting for the Local Plan policy. Further work on local affordable need is being undertaken to update this survey work.

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. Indications from Regional survey work reveal that this level of provision is still required.

The City Council is considering its own assets in assisting with delivery of affordable housing but will only be able to act in certain areas. Sites have still to come through the planning application process.

LOCAL PLAN MONITORING

CARLISLE DISTRICT LOCAL PLAN – Adopted Plan (Sept 1997) Saved policies and Revised Redeposit Draft Plan policies where used as refusal reasons

Policies and Proposals	Number of applications		% refused on policy basis	
	06/07	07/08	06/07	07/08
Policy H2 Primary Residential Areas	68	78	16%	9%
Policy H5 + H1 Village Development	43	107	8%	13%
Policy H6 + H7 Agricultural and Forestry Need	14	21	50%	52%
Policy H9 + H6 Rural Exception Sites	5	10	20%	70%
Policy H14 + H11 Extensions to Dwellings	N/a	481	N/a	4%
Policy H16 + CP4 (housing only) Design Considerations	107	163	6%	6%
Policy H17 + CP5 Residential Amenity	190	566	5%	4%
Policy H19 + H13 Special Needs	3	5	33%	0%

Note: CP4 – Design does not just relate to design of housing. The previous table has excluded applications when CP4 has been used for

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assessing non-dwelling applications. (171 in total 4 refused using policy = 2%)

Observations and Actions

During the monitoring year the Council was moving from a 1997 adopted plan towards a new Local Plan. Policies from both plans were used when determining applications. Both policy references were used in compiling this information.

The table above shows an increase in refusals on policy grounds for some types of applications. In particular the number of applications refused relating to village development or rural exception sites policy has increased. This is invariably due to proposals being put forward in unsustainable rural locations.

It can be seen from the table that the number of applications refused where design is an issue has increased (although the % has reduced). This is despite the introduction of design and access statements with applications. The use of in-house urban design skills has raised the profile of design and the Council endeavours to improve the quality of applications received.

Last year's monitoring did not refer to Agriculture and Forestry need however a significant number of these applications are refused. Inevitably this is where there is insufficient basis to fulfil the functional and financial tests required for this type of information.

There were only 7 appeals against decision where the above policies were used and of these only 3 were allowed. Each one against a separate policy so it is difficult to determine any significant policy shortfall. One appeal at Linstock was dismissed and the Inspector stated that *"Inconsistency in this case could therefore be regarded as a significant dilution of development plan policy in an attempt to direct new housing to more sustainable locations."* This supports the Council's spatial strategy developed by the review of its Local Plan in promoting more sustainable development policies for the district.

Issues for the Year Ahead

The continuing supply of housing particularly in the urban area is finely balanced to ensure a five-year supply of housing is maintained. As with the previous year the supply is just below the five-year level as development rates continue at a higher level. Confirmation of Local Plan allocations just after the monitoring period will assist in confirming the supply position and will feed into the Strategic Housing Land Availability Assessment to provide an up-to-date profile of supply for the district. With a changing context provided by RSS and Growth Point status there will be a need to consider post 5-year supply and the need for additional allocations to be brought forward through an allocations DPD.

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 219,908 people aged 16 to 74 in employment. Of these 46,858 were in Carlisle (based on April 2001 people counts). Of the people in employment approximately 10% worked from home and 54.3% drove a car to work. Of the people that did not drive, 15.1% walked to work and 2.7% cycled; 7.5% were passengers in a car and 8.6% travelled to work on a bus. Only 0.4% people travelled to work by train.

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

Distance Travelled to Work (Census 2001)

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

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

Development (UCO)	Floor space	Standard (RSS)	Car Parking Spaces	Max Permitted (RSS)
STL – Kingstown Industrial Estate B8	3935	1 per 45 sqm	21	87
Kingmoor Park North B1 B2 B8	5940 sqm	1 per 45 sqm	103 (inc 8 disabled)	132
Townfoot B2	725 (over 2 sites)	1 per 45 sqm	None specified	16
Riverside B1	455	1 per 30 sqm	7 in total (inc 2 disabled)	20 across both developments
A1 (non-food)	104	1 per 20 sqm		

The development plan car parking standards were established within the Structure Plan Policy T32. This has now been superseded by RSS policy and that standard is now reflected in this table. 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. In all instances the number of spaces provided were below the maximum allowed thus indicating a potential to encourage users to alternative forms of transport than the car.

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

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

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

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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.

	Percentage of completed housing sites within 30 minutes of service by Public Transport
Hospital	86%
GP	89%
Primary School	95%
Secondary School	89%
Retail Centre	87%
Employment	92%

These figures include Agricultural Workers Dwellings (AWD) and/or Live/Work, which by their nature are normally in more unsustainable locations but are permitted because of their specific employment needs. Only AWD's were completed this year and taking the view that they are accessible to employment would increase this % figure by 2%. Taking the AGD's into consideration only 3% of the new dwellings are not within 30 mins public transport of ANY of the key services.

In summary the changes from last year are greater access from completed housing to a Hospital and Secondary School, the same level to primary school but a reduction of between 3 and 6 % to other services.

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) Saved policies and Revised Redeposit Draft Plan policies where used as refusal reasons

Policies and Proposals	Number of applications		% refused on policy grounds	
	06/07	07/08	06/07	07/08

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Policy T1/CP15 Choice of Means of Travel	51	65	2%	3%
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Observations and Actions

During the monitoring year the Council was moving from a 1997 adopted plan towards a new Local Plan. Policies from both plans were used when determining applications. Both policy references were used in compiling this information.

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.

The only significant policy where there has been an increase in the number of permissions refused on policy grounds relates to policy T1 now CP15. This is a sustainable policy whereby the policy seeks to ensure alternative forms of transport are available. Whilst not significant numbers of applications, nevertheless, the policy has been used more significantly for refusal. Only one appeal challenged this decision during 2007/08 and this was dismissed at appeal.

Green travel plans continue to be encouraged for a number of developments and will be part of conditions are legal agreements where necessary. During the monitoring year a Green Travel Plan has been included in conditions on approval of a housing development at Watts, off London Road. The conditions include entering into a S106 to cover: 1) the payment of a commuted sum towards the River Petteril Cycle Route Access Improvements; and, 2) creation of a car club and cycle to work scheme.

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	985)
Conservation Areas		19
Buildings at Risk	Listed Buildings	4
	Scheduled Ancient Monuments	5

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The Council takes an active role with conservation matters. During the monitoring year 2007/08 there have been 3 additional structures listed at 25/26 The Square, Dalston and Clockey Mill, all Grade II. There remain however a number of requests for listing outstanding with English Heritage.

The listing of the former Lonsdale Cinema building in Warwick Road was notified in June 2007 this however continues to be the subject of debate and further investigation by English Heritage regarding the building's listed status are still ongoing.

Other requests for listing included the Magistrates Court, former police station, fire station and houses, Adriano's restaurant and Civic Centre in the Rickergate area of Carlisle. The Council was notified that none of the buildings received listed status.

Two conservation areas have been under review and decisions are outside the monitoring period for this report as work continues.

CORE OUTPUT INDICATORS

Changes in areas of Biodiversity importance

County: Cumbria

% Area meeting PSA target	% Area favourable	% Area unfavourable recovering	% Area unfavourable no change	% Area unfavourable declining	% Area destroyed / part destroyed	Date Compiled
77.27%	35.18%	42.09%	17.60%	5.12%	0.01%	01 Dec 06
80.83%	35.16%	45.67%	15.04%	4.12%	0.01%	02 Oct 07
84.85%	35.73%	49.12%	11.90%	3.24%	0.01%	01 Nov 08

Source: Natural England

Since 2006 the condition of SSSIs has continued to improve and the percentage of SSSI in Cumbria meeting the Public Sector Agreement target is 84.85%, an increase of 7.58% in two years. The most noticeable contribution to this is the increased area unfavourable recovering.

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

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FLOOD PROTECTION AND WATER QUALITY

Planning permissions contrary to EA Advice

Address	Update on position	Appn No.	Decision	Appn Type	Initial reason for objection
Warwick Hall	Report since supplied and objection withdrawn. PP conditioned for no discharge into River Eden	07/0122	GTD 18/04/07	Other - Minor	PPG25/TAN15 - Request for FRA/FCA
Pow Maughan Court, Scotby	Objection withdrawn after supplying further information (letter from EA dated 20/02/07)	06/1256	GTD 02/08/07	Residential - Minor	PPG25/TAN15 - Request for FRA/FCA
Cycle & Footpath adj Stead McAlpine, Cummersdale		06/0879	WDN 14/11/06	Infrastructure - Minor	PPG25/TAN15 - Request for FRA
4 - 6 Corporation Road, Carlisle	The FRA submitted, which recognises that there is a moderate likelihood of flooding, is acceptable to the EA provided that a Flood Action Plan is submitted (Conditioned).	06/0696	GTD 22/08/06	Other - Minor	Unsatisfactory FRA Submitted
High Gaitle Caravan Park, Gaitle Bridge, Longtown	Refused because of flood risk (plus other issues) and it was upheld at appeal	06/0531	REF 14/07/06	Residential - Minor	PPG25/TAN15 - Request for FRA
Adj Warwick Mill Business Centre		06/0914	WDN 28/09/06	Mixed Use - Minor	Loss/Restricted Access to Watercourse PPG25/TAN15 - Request for FRA
Unit B, Dukes Drive, Kingmoor Park North, Carlisle	Objection withdrawn after supplying further information (letter from EA dated 12/07/06). However conditioned that they require consultation at Reserved Matters stage.	06/0507	GTD 05/07/06	Heavy Industry/ Warehousing - Minor	PPG25/TAN15 - Request for FRA
33-35 Church Street, Carlisle		06/0616	WDN 20/07/06	Offices/Light Industry - Minor	PPG25/TAN15 - Request for FRA
26 Corporation Road, Carlisle	It is noted that the proposed development falls within Flood Risk Zone 3, the applicant has therefore submitted a flood risk assessment. The Environment Agency has been consulted on the proposed development and has raised no objections.	06/0814	GTD 25/08/06	Residential - Minor	Unsatisfactory FRA Submitted
2 East Norfolk Street		06/1094	REF 09/11/06	Residential - Minor	Unsatisfactory FRA Submitted

There were no objections from the Environment Agency on Water Quality Grounds.

Source: Environment Agency

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The previous table is an extract from Appendix 4 of the Environment Agency's (EA) High Level target 5 report for 2006-07. This reports on the previous monitoring year, however is still a relevant indication of the impact on flood protection by decisions from Carlisle City Council as Local Planning Authority. The table is taken from Appendix 4 which records all applications objected to by the EA on flood risk grounds. There were 10 applications and columns 2 and 4 update the position indicating that 3 were withdrawn, 2 refused and of the remaining 5, Flood Risk Assessments were provided and EA objections withdrawn except for 1 application which was conditioned.

During the monitoring period there were no consents for major applications given contrary to Environment Agency advice within Carlisle District or Cumbria.

The City Council continues to work closely with the Environment Agency to ensure that flooding issues are addressed in any development proposals. Defences for the Caldew and Lower Eden Rivers, which affect parts of the City, are well under way.

Strategic Flood Risk Assessment

As part of the review of the Local Plan the Council completed a Strategic Flood Risk Assessment (SFRA). This identifies the likely areas of risk of flooding where development proposals should be resisted or adequate mitigation measures included ensuring that risk of flooding is minimised and not displaced elsewhere. This was undertaken in accordance with the then PPG25. This was updated to PPS25 and the Council will update its SFRA in 2009 to accord with the updated guidance and take into account issues of flooding from surface water drainage as well as river and alluvial flooding.

E3: Renewable Energy Generation

During the monitoring year 2007/08 there have been some additions to renewable energy supplies within the district as indicated in the table below.

07/0064	GTD	13/04/07	Unit P Kingmoor Park Rd, Kingmoor Park Central	Installation of 8 no Building Mounted Wind Turbines (8 x 1.5kw)	12 KW 0.012 MW
07/0433	GTD	11/06/07	Denton Fell, Low Row, Brampton	Installation of domestic wind turbine	5 KW 0.005 MW
04/0798	GTD	19/09/07	Low Flowery Hirst, Rowelton	Erection of 9.5M high 6 kw Wind Turbine (retrospective)	6KW 0.006 MW
07/0980	GTD	12/10/07	Low Moor Head, Longtown	COU & conversion of outbuilding to form	Not quantified

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holiday accommodation
(refers to biotreatment
and investigating wind
turbine, wood fuel
boiler, photovoltaic, etc)

As can be seen from the table above there have been no significant installations of wind turbines and only a small number of applications granted. The indicator is "by installed capacities" however there are no Building Control records to confirm development. Pirelli, who received consent some time ago, continue to express their commitment to installation of a wind turbine although this hasn't occurred since permission was granted.

Other sources such as the web site www.restats.org.uk, which gives North West figures, concentrates on the large commercial developments only.

LOCAL INDICATORS

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

LOCAL PLAN MONITORING

CARLISLE DISTRICT LOCAL PLAN – Adopted Plan (Sept 1997) Saved policies and Revised Redeposit Draft Plan policies where used as refusal reasons

Policies and Proposals	Number of applications		% refused on policy basis	
	06/07	07/08	06/07	07/08
Policy E2 /LE26 Agricultural Buildings	79	39	3%	0%
Policy E4/DP09 County Landscapes	32	27	6%	7%
Policy E9/CP02 Landscaping of New Development	45	85	2%	2%
Policy E20/LE28 Development in Floodplains	59	83	3%	0%
Policy E25/LE06 Hadrian's Wall World Heritage Site	20	19	15%	0%
Policy E26/LE07 Buffer Zone of Hadrian's Wall World Heritage Site	48	64	4%	2%
Policy E28/LE12 Scheduled/ Nationally Important Ancient Monuments	12	18	12%	11%
Policy E34/LE14 Alterations to Listed Buildings	142	67	4%	4%
Policy E35/LE14 Proposals Affecting Listed Buildings	63	62	8%	8%
Policy E40/LE17 Key Townscape Frontage Buildings	16	9	19%	11%
Policy E43/LE20 Improvement and Enhancement of Conservation Areas	196	166	8%	9%

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Observations and Actions

During the monitoring year the Council was moving from a 1997 adopted plan towards a new Local Plan. Policies from both plans were used when determining applications. Both policy references were used in compiling this information.

Whilst reviewing the Local Plan some policies have been moved to increase the environmental credentials of the Local Plan however the local environment section of the Local Plan remains the largest section. This covers many of the district's important natural and built environment assets. The emphasis on the high quality of the environment is apparent when the refusal of planning applications is considered. A number of policies are used when concerns about the impact on the environment are taken into account. The majority of these present a similar profile to last year's monitoring information.

The main difference is the reduction in the use of Key Townscape Frontages to refuse applications but this is due to the nature of the location of applications as the overall number has also reduced.

With a similar position to housing appeals, there have been very few appeals (2) which have been allowed. One was in Castle Carrock where the development plan boundary was amended during the Local Plan process and the other was an application for a foodstore where a previous outline application had been given consent. A larger foodstore in the same location was however dismissed.

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 –

Area	05/06	07/08
Carlisle	120.8	97
Cumbria	86.6	71
North West	114.6	97
England & Wales	103.1	91

Source: homeoffice.gov.uk

Overall there has been a significant reduction in the number of crimes in Carlisle, similar to the national trend. Carlisle is now on a par with the North West but this remains high when compared to the average for Cumbria.

Deprivation

Index of Multiple Deprivation Score

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

Health and Well Being

Percentage of people with limiting long term illness

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

Source: 2001 Census

Life Expectancy at Birth

Area	2000/02		05/07	
	M	F	M	F
Carlisle	75.5	79.5	76.7	81.1
North West	74.6	76.0	79.4	80.4
England	76.0	77.7	80.6	81.8

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The previous table shows that Carlisle has lower than average life expectancy than the national average, particularly for men. Although it has increased over the previous 5 years females had a longer life expectancy than the national average in 2002 but have now fallen behind and the gap between males in Carlisle and nationally has widened.

CORE OUTPUT INDICATORS

Eligible Open Space – Green Flag Open Space quality

Carlisle's Bitts Park, Carlisle Cemetery grounds, Hammond's Pond, Kingmoor Nature Reserve, Tullie House Gardens and Stanwix Churchyard have recently been judged some of the best green spaces in England and Wales.

Covering more than 18 acres, it is the sixth time Bitts Park has been awarded a Green Flag. Hammond's Pond has also been granted the distinction for the fourth time, it is the third time that Kingmoor Nature Reserve has received the award and Carlisle Cemetery and Tullie House are second time winners.

Investment at Talkin Tarn, a Country Park on the edge of the North Pennines AONB in the eastern part of the district, has improved the visitor facilities including the use of renewable energy and energy conservation measures as exemplars of integrating modern technologies in a traditional environment.

LOCAL INDICATORS

Open Space Audit

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

Overall the City has the following amounts of open space:

Amenity Greenspace	67.95 HA	
Natural and Semi Natural Greenspace	92.26 HA	
Parks and Gardens	145.80 HA	
Civic Spaces	3.46 HA	
Allotments	18.37 HA	
Play Areas	53 sites	No 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.

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Additional work is being undertaken to prioritise play area improvements across the city as part of a play area strategy. This is being used in conjunction with the determination of planning applications, which increase the resident population. A number of commuted sum payments through planning obligations are being used to cater for increasing demand and improve existing facilities as well as provide new ones where needed.

LOCAL PLAN MONITORING

CARLISLE DISTRICT LOCAL PLAN – Adopted Plan (Sept 1997) Saved policies and Revised Redeposit Draft Plan policies where used as refusal reasons

Policies and Proposals	Number of applications		% refused on policy basis	
	06/07	07/08	06/07	07/08
Policy L4/LC1 Leisure Development	8	21	12%	0%

Observations and Actions

During the monitoring year the Council was moving from a 1997 adopted plan towards a new Local Plan. Policies from both plans were used when determining applications. Both policy references were used in compiling this information. Policy LC1 is the most commonly used policy in this section and as can be seen applications received were consistent with the policy during the monitoring year.

LOCAL DEVELOPMENT SCHEME IMPLEMENTATION

An updated Local Development Scheme (LDS) was approved by the City Council's Executive in November 2008 and submitted to the Secretary of State in December 2008. The updated Local Development Scheme is referred to in this update. The main reason for the update was to take into account delays in the Local Plan process, which had a knock-on consequence for other documents and therefore re-profile the existing workload.

Core Strategy/Allocations Development Plan Document (DPD)

Initial stages of evidence gathering have commenced with work being undertaken on A strategic Housing Land Availability Assessment and an Employment Land Review. Both of these reports will feed into the initial consultation on the Core Strategy and Allocations DPD.

St Nicholas Area Action Plan (AAP)

This document has been merged into the Core Strategy and Allocations DPD in the first instance. If the detail is insufficient an additional Area Action Plan will be started for this area.

Carlisle District Local Plan (2001-16)

This was adopted in September 2008 and has now been removed from the Local Development Scheme.

Wind Energy Supplementary Planning Document (SPD)

This was adopted in September 2008 and has now been removed from the Local Development Scheme.

Landscape SPD/Highways Design SPD

Following the initial stages, decisions have been made by all parties that these two documents should progress as guidance notes and not formally be adopted as SPDs.

These have now been removed from the LDS.

Caldewgate/Shaddongate/Willowholme Area SPD

Work has continued on this SPD in preparation of a consultation draft which will form the basis of consultation in spring 2009. Work commenced following preparation the draft Urban Design and Public Realm Framework and carries forward some of the themes in that document.

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Dalston Parish Design Statement SPD

The document has currently been removed from the LDS and further discussion with the Parish Council is taking place to determine whether additional guidance should be produced and in what format.

Kingmoor Park Masterplan SPD

This document has been removed from the LDS and the area's masterplan is being prepared to accompany a planning application for the newly allocated land.

North Pennines AONB SPDs

Two documents are under preparation for the North Pennines AONB however these are joint documents between 9 authorities. The production has been further complicated by Local Government Review, which has resulted in district and county mergers in Durham and Northumberland. A revised timescale appears in the LDS.

Statement of Community Involvement

Completion of the Statement of Community Involvement was put on hold as resources were redirected to the Local plan. The document has been rescheduled in the LDS and will now be taken forward in 2009.

Urban Design and Public Realm Framework SPD

Consultation has taken place on this document and officers and the project group are preparing responses and amendments prior to taking the document towards adoption.

Achieving well Designed Housing SPD/Planning Obligations SPD/Trees on Development Sites SPD/Designing out Crime SPD

Further consultation will take place in 2009 as the draft documents are in the final stages of production.

Additional SPDs

Two new documents have been added into the LDS and work is yet to commence:

Energy Efficiency SPD

Rickergate Development Brief SPD

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Local Development Scheme - Action

The Local Development Scheme has been revised to enable a more realistic programme to be established. Last year's programme was an improvement however final stages of Local Plan preparation took longer than envisaged and had a knock-on consequence for SPD production. Some consultations have therefore been delayed in the current year.

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 are available on the Council's web site. The report was published in August 2006.

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

Strategic Environmental Assessment (SEA)

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

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

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

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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
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.

The Local Plans and Conservation Section of Planning Services at Carlisle City Council have compiled this Annual Monitoring Report.

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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.

Additional data has been derived from Regional Spatial Strategy Monitoring, Environment Agency 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.

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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

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RSS Regional Spatial Strategy

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

SA Sustainability Appraisal

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

SCI Statement of Community Involvement

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

SEA Strategic Environmental Assessment

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

SPD Supplementary Planning Document

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

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APPENDIX - Basic Housing Trajectory

	01/02	02/03	03/04	04/05	05/06	06/07	07/08	08/09	09/10	10/11	11/12	12/13	13/14	14/15	15/16	16/17	17/18	18/19	19/20	20/21	21/22	22/23	23/24	Total	
Past Completions - Allocated Site	151	232	240	281	235	158	232	76																	1605
Past Completions- Unallocated Sites	244	267	222	212	246	201	142	41																	1575
Projections - Allocated Sites								99	98	176	307	485	515	560	580	600	580	550	550	550	550	550	550	550	7300
Projections - Unallocated Sites								159	302	274	273	200	175	150	150	150	80	80	50	50	50	50	30		2223
Total Past Completions	395	499	462	493	481	359	374	117																	3180
Total Projected Completions								375	400	450	580	685	690	710	730	750	660	630	600	600	600	600	580		
Cumulative Completion	395	894	1356	1849	2330	2689	3063	3438	3838	4288	4868	5553	6243	6953	7683	8433	9093	9723	10323	10923	11523	12123	12703		12703
Plan - Strategic Allocation (ACTUAL)	400	315	450	450	450	450	450	600	600	600	600	600	600	600	600	600	600	600	600	600	600	600	600	600	12565
Plan - Strategic Allocation (annualised)	546	546	546	546	546	546	546	546	546	546	546	546	546	546	546	546	547	547	547	547	547	547	547	547	12565