

Annual Monitoring Report December 2009



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CITY COUNCIL



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EXECUTIVE SUMMARY

This Annual Monitoring Report covers the period 1 April 2008- 31 March 2009.

The monitoring period very much followed the trend of previous years however since April 2009 there have been some significant changes which will impact on future development with large scale applications being submitted for retail, employment and housing. The Carlisle District Local Plan 2001-16, was adopted in September 2008. The move towards the LDF system continues with several Supplementary Planning Documents adopted and further ones 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 continues 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. An application to bring forward land at Brunthill as part of the Strategic land allocation is currently under consideration. Development at Carlisle Airport which forms part of the Strategic allocation has been granted although this continues to be the subject of legal challenge.
- The urban emphasis of housing completions continues albeit at a lower rate reflecting changes in the national economy and the number of permissions being granted has reduced although there are major applications for housing development being considered.
- 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 will be updated taking account of legislative changes and further consideration of LDF documents.

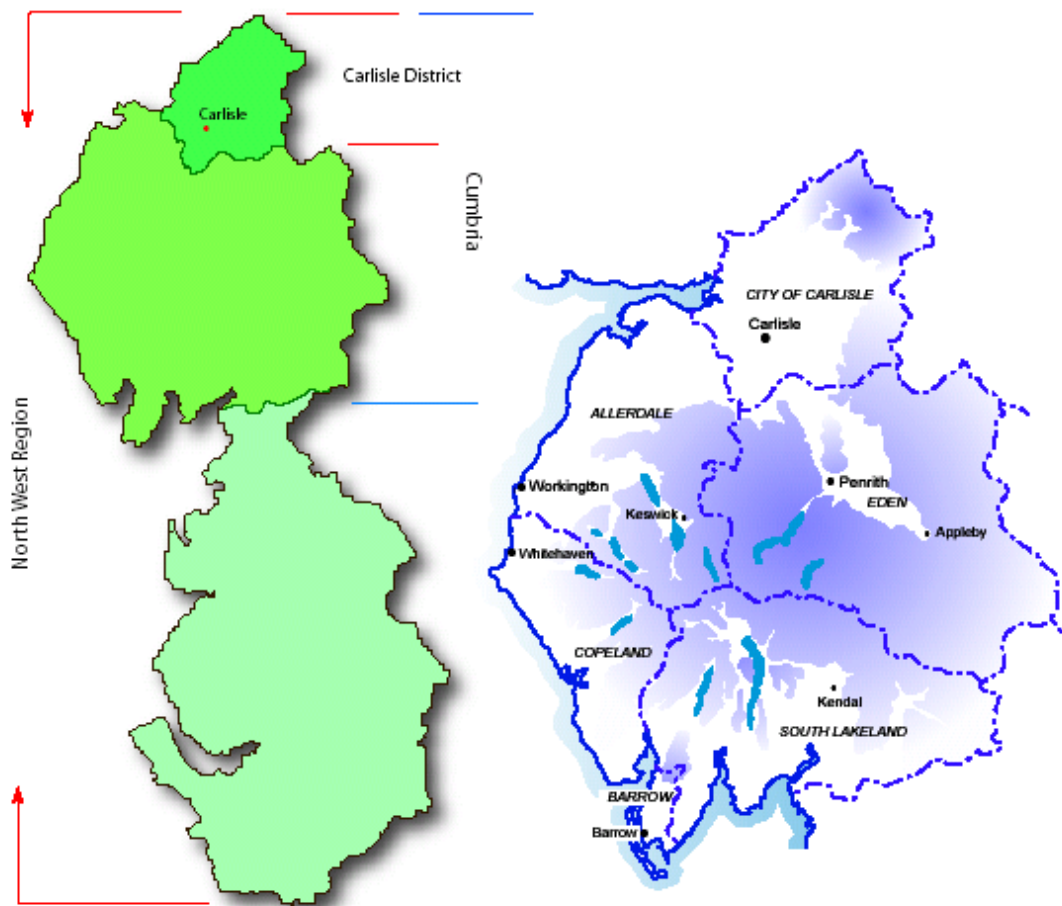
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INTRODUCTION

This annual monitoring report for Carlisle City Council covers the period 1st April 2008 – 31st March 2009. It is the fifth 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 103,700 in 2008. (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 unsurprisingly reduced from 85.4% to 78.2% (compared to the North West 76.5%, and GB 78.9%), and the unemployed rate has risen to 5.4% (Dec 07). There are 2800 people unemployed in the district. This appears to be a reflection of the national economy although it is worth noting that the rate of economically active remains higher than the national average.

Economic Activity Rates

Type	Carlisle (numbers)	Carlisle (%)	North West (%)	Great Britain (%)
All people				
Economically active [†]	51,200	78.2	76.5	78.9
In employment [†]	48,100	73.3	71.1	73.9
Employees [†]	41,200	63.9	62.7	64.4
Self employed [†]	6,900	9.4	8.0	9.1
Unemployed (model-based) [§]	2,800	5.4	6.9	6.2

Source: NOMIS 2008 - 2009

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Residence Based Claimant Count Rates Sep 2009

Area	Male		Female		All Persons	
	Number	Rate	Number	Rate	Number	Rate
Great Britain	1,149,365	5.8	441,747	2.4	1,591,112	4.2
North West	148,110	6.7	51,634	2.5	199,744	4.7
Cumbria	5,989	3.8	2,059	1.5	8,048	2.7
Carlisle	1,333	5.4	427	1.9	1,760	3.7
Carlisle TTWA	1,697	4.7	567	1.7	2,264	3.3

Source: Cumbria Economic Intelligence Partnership

The above table indicates that the rate of claimants for benefits stands at 1% higher than the Cumbria average which is a percentage point reduction on the previous year and remains clearly below the regional and national figure. The quantum of claimants has however increased and this could be a reflection of the changing economic circumstances affecting both the local and national situation. In order to consider any local fluctuations in more detail, the number of long term claimants below indicates that Cumbria remains below the national and regional average.

Long Terms JSA Claimants – Sep 2009

	Claiming for More Than 6 Months				Claiming for More 12 Months			
	No	%	Monthly	Annual	No	%	Monthly	Annual
Cumbria	2,360	29.5	0	1,190	705	8.8	35	285
North West	67,470	33.9	1,380	35,245	22,115	11.1	1,500	8,760
United Kingdom	529,315	33.4	15,075	283,415	170,600	10.8	12,385	70,430
Carlisle	625	29.9	0	380	175	8.3	10	85

Source: Cumbria Economic Intelligence Partnership

The following table indicates that the profile of claimants in Cumbria are seeking work in the same skill area as they were previously employed with only a few seeking a change in occupation.

JSA CLAIMANT USUAL AND SOUGHT OCCUPATION – Sep 2009

OCCUPATION	Usual Occupation			Sought Occupation		
	Male	Female	Total	Male	Female	Total
Occupation unknown	5	5	10	5	5	10
Managers and Senior Officials	230	70	300	230	65	295
Professional Occupations	175	95	270	180	95	275
Associate Professional and Technical Occupations	285	115	400	285	115	400
Administrative and Secretarial Occupations	305	370	675	300	375	670
Skilled Trades Occupations	1,115	30	1,145	1,135	30	1,160
Personal Service Occupations	105	300	405	115	310	425
Sales and Customer Service occupations	575	595	1,170	580	590	1,165
Process, Plant and Machine Operatives	940	65	1,005	965	60	1,020
Elementary Occupations	2,210	415	2,625	2,160	410	2,570

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Live Unfilled Vacancies by Industry – Sep 2009

Area	Agriculture & Fishing	Energy & Water	Manufacturing	Construction	Retail, Hotels & Restaurants	Transport & Comms	Banking, Finance etc	Public Administration	Other Services	Total
Cumbria	11	52	72	14	584	28	677	224	52	1,715
Allerdale	3	30	13	4	133	5	96	27	7	318
Barrow in Furness	0	0	2	3	27	6	238	17	8	301
Carlisle	1	10	6	2	111	7	113	43	6	299
Carlisle 2008	0	12	12	24	61	8	232	142	14	505
Copeland	3	7	3	4	37	3	60	56	4	177
Eden	2	5	21	0	83	5	31	19	2	168
South Lakeland	2	0	27	1	193	2	139	62	25	451

Source: Cumbria Economic Intelligence Partnership

When considering unfilled vacancies by industry there has been a reduction in the number of vacancies across Cumbria. There have been some significant reductions across the board in Carlisle except for a notable increase in the Retail, Hotels and restaurant sector which has increased. Given that there are increases in those claiming job seekers allowance a combination of these tables indicates an overall reduction in the number of jobs reflecting the national economy but with a degree of resilience.

Productivity

In 2004 the Gross Value Added (GVA) for Carlisle (in the East Cumbria figures) was below the North West average which was significantly below the England average rate. Whilst the GVA increased in 2005 and 2006, the differential between Carlisle and the England average also increased.

Indicator	East Cumbria	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
GVA per capital (£) – 2006 (East Cumbria)	15,450	17,433	19,956

Source: ONS/ Cumbria observatory

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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)

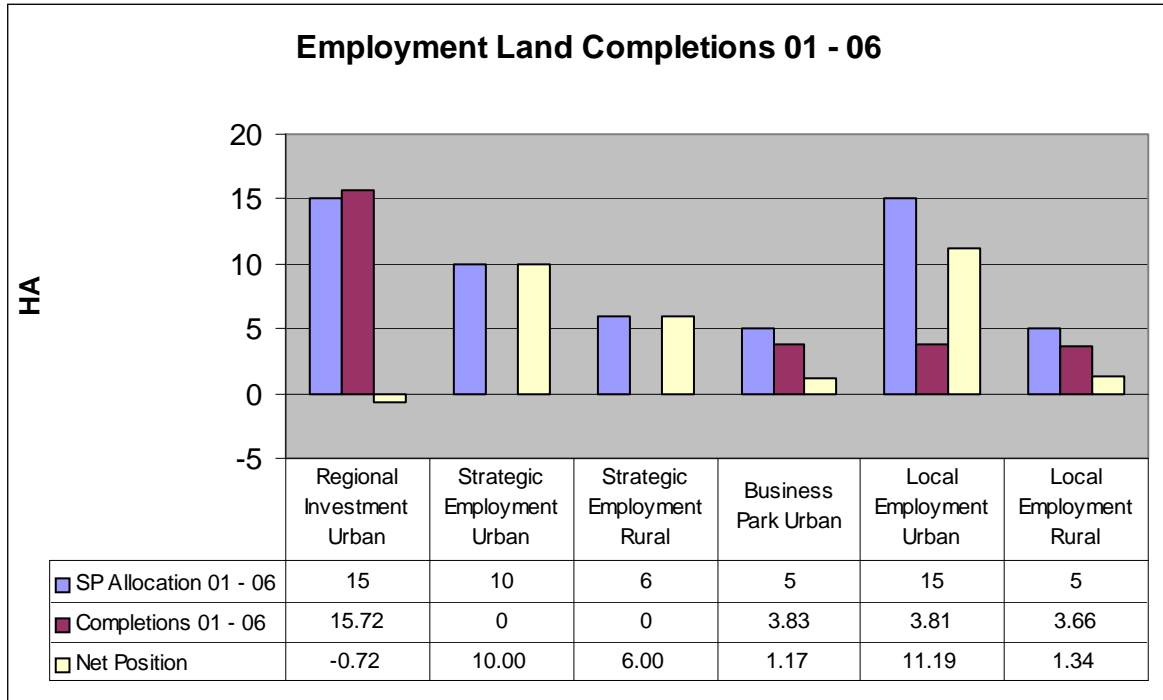
Centre	rent (£psf) 2007	rent (£psf) 2008	Increase/decrease since last year
1 Trafford Centre	375	400	Increase
2 Liverpool	320	320	-
3 Manchester	300	300	-
4 Chester	210	210	-
5 Stockport	190	190	-
6 =Warrington	145	145	-
6= Preston	140	145	Increase
8= Bolton	140	140	-
8= Carlisle	140	140	-
10= Blackburn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

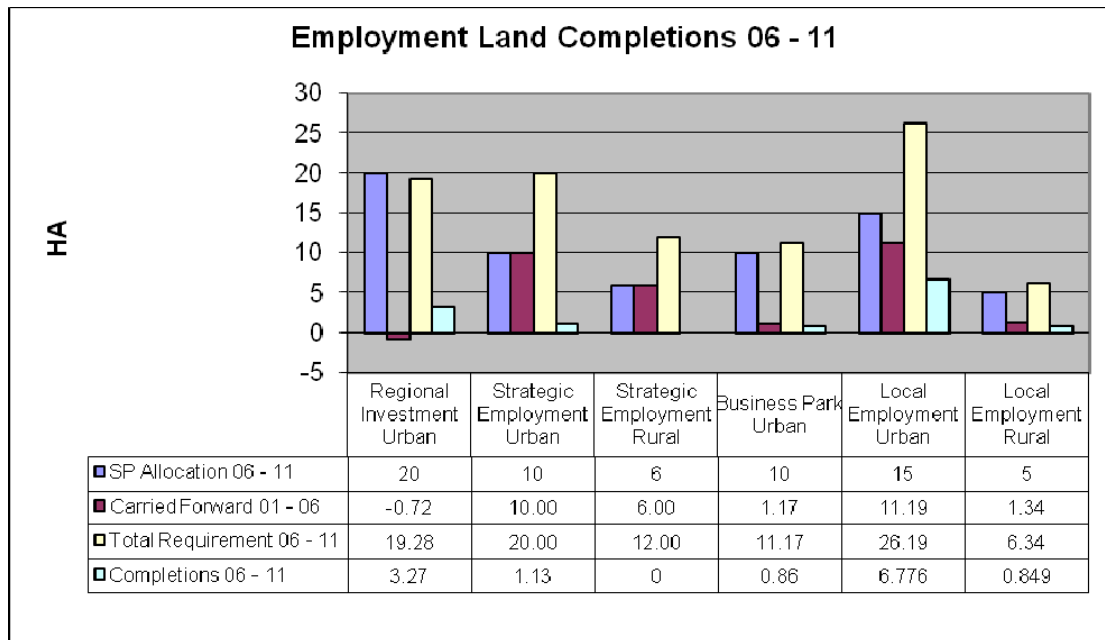
CORE-OUTPUT INDICATORS

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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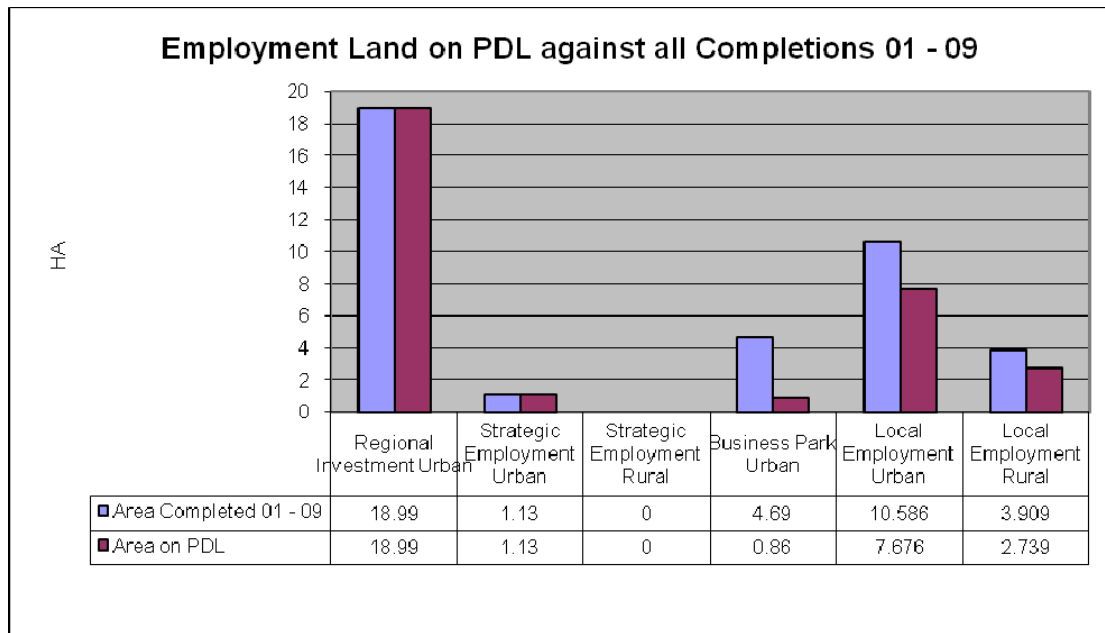


As can be seen from the chart above the performance against targets for completions for employment uses continues to be varied.

Development on the Regional Investment Site whilst improved is still 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 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 considered to some degree to be dependent on the construction of The Carlisle Northern Development Route which has recently commenced and will be complete in 2011. An outline application has been received for the Brunthill land which extends the RIS and brings forward the Strategic Employment land allocation.

The Strategic Employment Site in the Rural Area is at Carlisle Airport. Consent has been issued for the 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", there have however been a number of challenges to this decision which are still ongoing at the time of preparing this report.

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The figures in the chart above relate to development over the first 8 years of the Structure Plan. For these completions the majority of land was previously developed with the overall trend remaining reasonably high at 80% 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 will become more acute once the Brunthill application has been determined and the allocation begins to be developed.

Employment land supply by type (As at 31st March 2009)

Carlisle City – Urban Area (figures in Hectares)

Structure Plan Category	Supply with planning permission	Supply allocated	Total Supply	Structure Plan Target remaining 2009-2016
Regional Investment Site	31.85 (B1, B2 & B8)	10	41.85	31
Strategic Employment Site	0	28.8	28.8	28.87
Business Park	3.78(B1)	12	15.78	20.31
Local Employment Site	7.215 (B1, B2 & B8)	0	7.215	34.414

Allocated sites refers to those in the adopted Carlisle District Local Plan 2001-16 (Sept 2008)

This table has been updated given that we are now half way through the Structure Plan period. The final column therefore more accurately reflects the amount of land remaining against each of the Structure Plan targets.

An outline planning application has been submitted for the Regional Investment Site allocation at Brunthill which coincides with planned construction of the CNDR which will provide improved access for the site.

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The release of additional land for Business Park at Brunthill is also subject to a planning application which is connected to housing and other development to the south west of Carlisle.

It is still 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.

From the table above it suggests that there is a large supply not being met. When considering completions the average take up has been 1.3ha per year. The remaining target in the Structure Plan if developed at the same rate would be sufficient to provide land for 26 years.

Further work is being undertaken on this to ensure adequate sites are brought forward through the Local Development Framework. Work to complete the Employment Land Review and address Carlisle Renaissance priorities has recently been commissioned.

Rural Area - (figures in Hectares)

Structure Plan Category	Supply with planning permission	Supply allocated	Total Supply	Structure Plan Target Remaining 2009-2016
Strategic Employment Site	11.83	7.37	19.2	18
Local Employment Site	4 (B1, B2 & B8)		4	10.491

This table has been updated given that we are now half way through the Structure Plan period. The final column therefore more accurately reflects the amount of land remaining against each of the Structure Plan targets.

The supply of land for the Strategic Employment Site meets the Structure Plan requirements however its release is dependent upon plans for the development of Carlisle Airport for airport related development. The application at Carlisle Airport for warehousing and distribution facilities has been granted and awaits commencement.

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.

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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

United Utilities Nelson Street – indicative 103 units (Outline)

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

Rural area

None

BUSINESS DEVELOPMENT – CORE OUTPUT INDICATORS

		B1a	B1b	B1c	B2	B8	Mixed Use	Total
BD1 Total amount of additional employment floorspace completed - by type (m2)	Gross	7613			3457	274		11344
	Net	7613			2649	-5757	-895	3610
BD2 Total amount of employment floorspace completed on previously developed land by type (m2)	Gross	7613			3457	274		11344
	% gross on PDL	100			100	100		100
BD3 Employment land available - by type (Ha)	hectares		12.35				75.77	88.12

NB: 5,670 sq m of B8 use has been lost to a *sui generis* sorting and recycling waste materials use.

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BD4: Total Amount of Floorspace for 'Towncentre Uses'

BT Telephone Exchange, Cecil Street has been converted into a Travelodge Hotel with additional office space of 1030 sqm and a small retail kiosk of 34sqm

Amount of completed retail/office/leisure development

An out of centre JJB Sports Centre has been completed with an overall area of 5,022 sqm of which 1,384 sqm was given A1 consent but conditioned : 'The permanent use of the retail unit shall be for the sale or hire of sports equipment, sports clothing and sports footwear and for no other purpose (including any purpose in Class A1 of the Use Classes (Amendment) Order 2005 and the General Permitted Development (Amendment) Order 2005).'

As the Permission in its dual form was only permitted because the retail element was directly associated to the sports facilities a S106 was entered into to protect this position. As JJB, the end user, has since announced the sale of several of the sports facilities, the development has now transferred to its new operator DW fitness which took over the JJB Fitness Clubs.

LOCAL INDICATORS

Shopping Floorspace in Town Centres

During 20096 the Council commissioned Donaldsons to update its 2006 Retail Capacity Study Update as a result of a number of planning applications for retail stores including comparison and convenience stores. The study reveals that at the baseline in 2009 there are 2,925 square metres of convenience floorspace within the City Centre and 68,470 square metres of comparison floorspace. A further 11,812 square metres of convenience floorspace and 44,567 square metres of comparison is located in non-central locations. .

Vacant Shop Units in Carlisle

Year	Floorspace	Number of Units
2005	8368	52
2006	8538	51
2007	8898	49
2008	8457	52
2009	10,155	75

The above table indicates that for the first 4 years there was a fairly constant level of vacancies in the retail units. With the current turnaround in the economy and the potential closure of large units, it was expected that there would be an increase in vacancies and floorspace. Since the annual audit several of the larger vacant shop units are now occupied or being refitted for imminent occupation.

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Previous Trader	Sq M	Current Trader
Burton/Hawksdale (Vacant over 2 years)	627	Cotswold
Zaavi	621	Ethel Austin/ Au Naturele
Next (Vacant over a year)	664	Clearance Shop
Principles	246	Semichem
Be Wise (vacant over 3 years)	1,401	Home Bargains
Field & Trek	332	Glamorize
Total	3,891	

LOCAL PLAN MONITORING

CARLISLE DISTRICT LOCAL PLAN 2001-16 policies where used as refusal reasons

Policies and Proposals	Number of applications			% refused on policy basis		
	06/07	07/08	08/09	06/07	07/08	08/09
Policy EC01 Primary Employment Areas	56	64	39	5%	5%	5%
Policy EC11 Rural Diversification	18	37	24	6%	7%	8%
Policy EC16 Small Scale Tourism Development	30	41	24	1%	5%	0%

Observations and Actions

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 there has been a noticeable reduction in the number of applications. 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 percentage rate of refusal but numerically this remains low.

An application for a 464 sq m foodstore plus 93sqm A1 unit was received at the end of the 07-08 monitoring period. The application was 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 was upheld and since that appeal the City Council has received an application for the change of use of the A1 unit to a Betting Office.

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Last year's report referred to vacancy rates which are included below. The potential impact of the economic downturn is having a national impact on some companies that occupy premises in Carlisle.

Vacancy Rates Vacant Units a % of Total Units on Sites identified in the Local Plan suitable for employment use.
NB Does include some vacant A1; A3 units etc on Mixed Commercial Sites

Year	Urban	Rural	District
05/06	10%	17%	12%
06/07	12%	18%	14%
07/08	13%	18%	13%
08/09	15%	19%	16%

As anticipated the rate of occupation has reduced but the greater impact of the economic downturn will be evident in next year's monitoring report. Robert Street site which has had 100% vacancy for a few years is in the process of being upgraded by its current owner. We hope to see some of the units occupied at the time of writing the 09/10 AMR.

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 commissioned additional work on its Employment Land Review and will feed the work on the Economic Strategy into this process. This will enable progress to be made on the Core Strategy and 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 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. Since last year's report the university is working out the details of its space requirements and discussions about the future development at Caldew Riverside continue.

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)

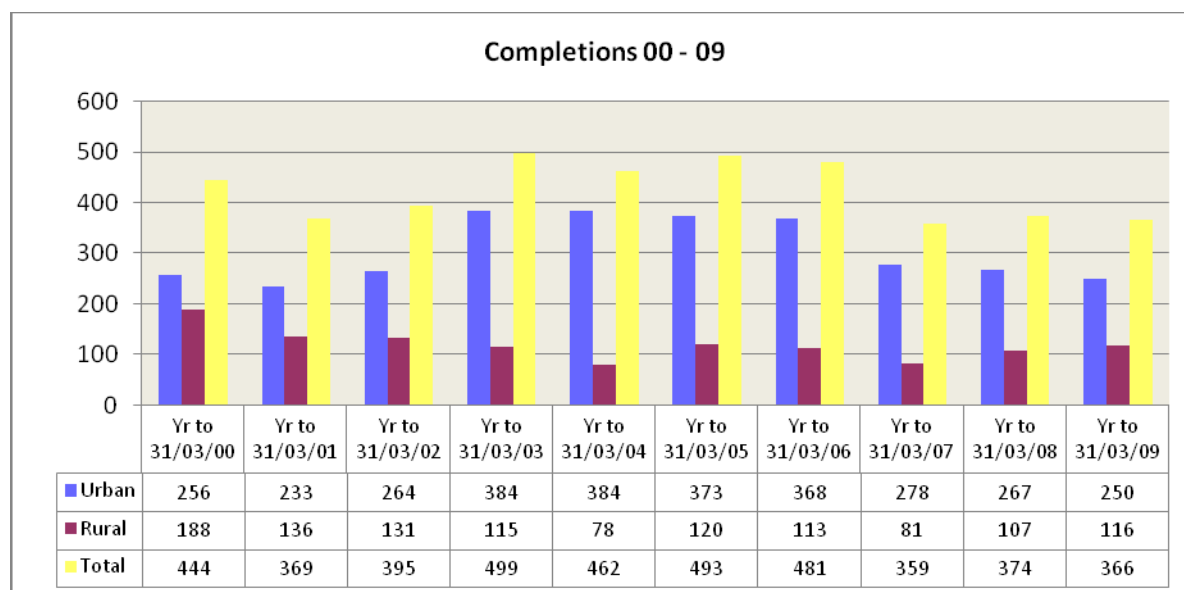
	2002-2006	2006-2011	2011-2016
City of Carlisle	250	250	250
North Cumbria - Carlisle	65	65	65

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 10 years. As reported in last year's monitoring report there has been a sudden decline in the number of new dwellings since 2006/07. It was envisaged that a slower rate of development would be undertaken in 2008/09 and this is reflected by the lower completion rates. Since the 08-09 reporting year the economy has continued in recession and it is unlikely that increased levels will be attained for 2009-10. To address these issues the Government announced the KickStart programme which will assist development and in particular affordable housing.

The rural area completions remain at a lower level averaging around 104 units per annum for the last seven years. This continues the trend towards a more sustainable development pattern of housing.

H2(b) Net additional dwellings for the reporting year

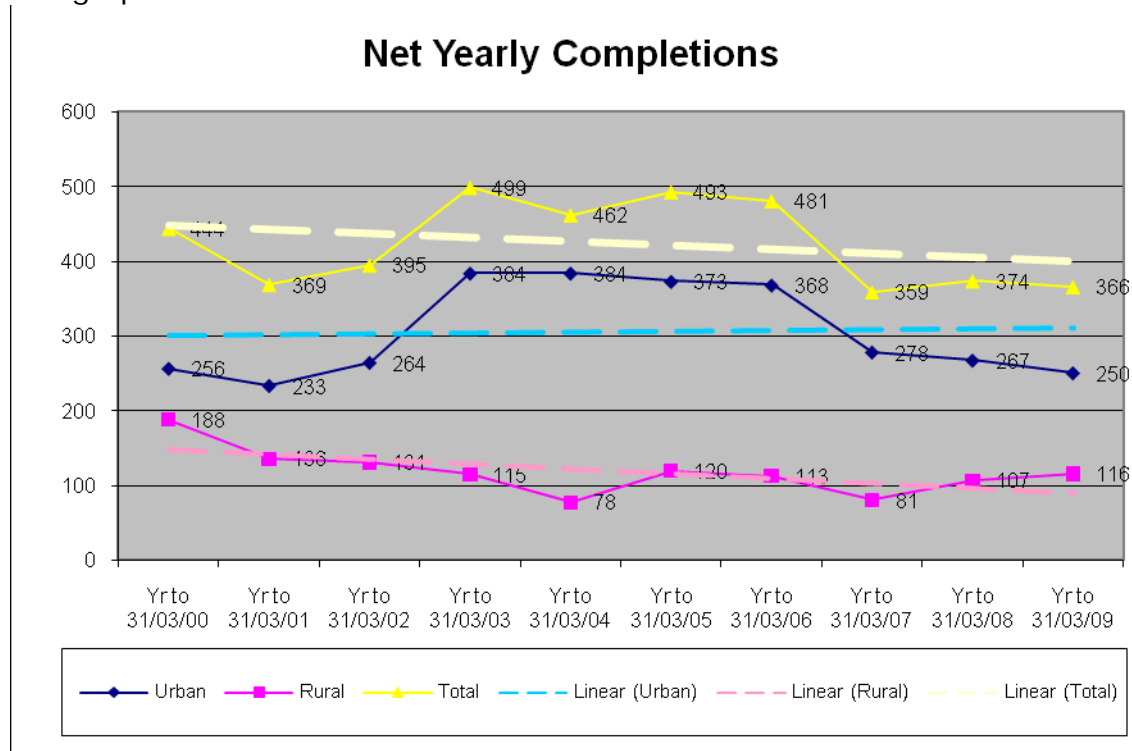
The figures for the year 2008/09 are included in the table above showing a slight decrease on last year's new dwellings with 366 units in total. This comprises 250 units in the urban area and 116 in the rural area. As the figure includes demolition of 40 Social Housing units, Carlisle district has not suffered the expected severe downturn in development even though it is still lower than RSS target.

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

urban area average – **307** per annum
 rural area average – **107** per annum
 district average – **414** per annum

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The graph below shows the same information with trend lines.



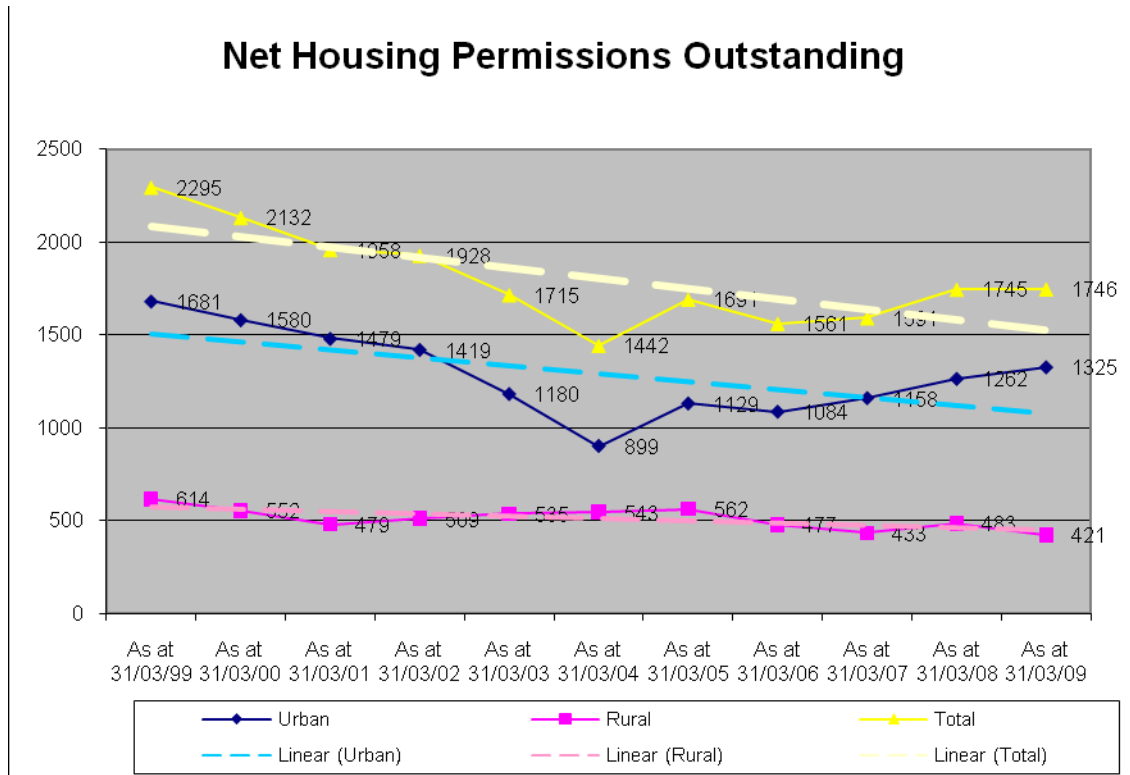
Urban Area Completions

In the urban area the completions trend has decreased to 307 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. Whilst those applications for apartments have been completed others have failed to commence as the market for apartments has diminished.

Rural Area Completions

The rural area completions continue to indicate a down ward trend. The average completion rates have increased slightly to 107 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 few 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. Since the monitoring year a new application for a large area of land for the allocated urban extension at Morton has been submitted as has an application for a large housing development to the north of the city. At the time of writing this report these applications remain undetermined.

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	08-09	03-09
462	493	481	359	373	366	2554

RSS anticipated provision for first five-year period 2700

Shortfall – 166 units

Supply required for 5 years 01/04/09 – 31/03/14 = 2416 (assume shortfall from previous RSS period will be delivered in the urban area)

RSS	Urban	Rural	District
Annual provision	393 (5 yrs) 360 (after 5 yrs)	90	483 (5 yrs) 450 (after 5 yrs)
planning permissions (outstanding/under construction) only	1325	421	1745
Supply	3.37 yrs	4.67 yrs	3.61 yrs
planning permissions (outstanding/under construction) + Local Plan allocations	3064	427	3491
Supply	8.05 yrs	4.74 yrs	7.39 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 7.36 years and the district supply figure reduces to 6.84 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

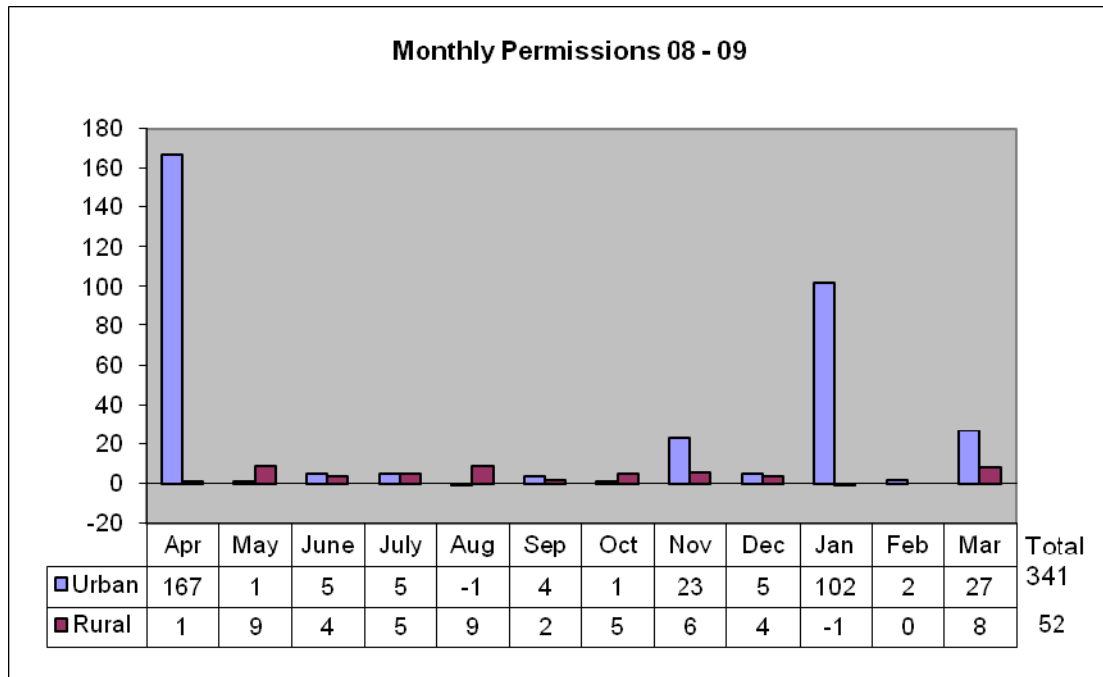
Growth Point	Urban	Rural	District
Supply	5.39 yrs	4.74 yrs	5.29 yrs

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Adding in the Growth Point scenario increases the target; the additional 150 units are focussed on the urban area. It can be seen from the revised calculations that this has reduced the available supply and had a noticeable impact on the district level.

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

Monthly Permissions for residential development – net gain



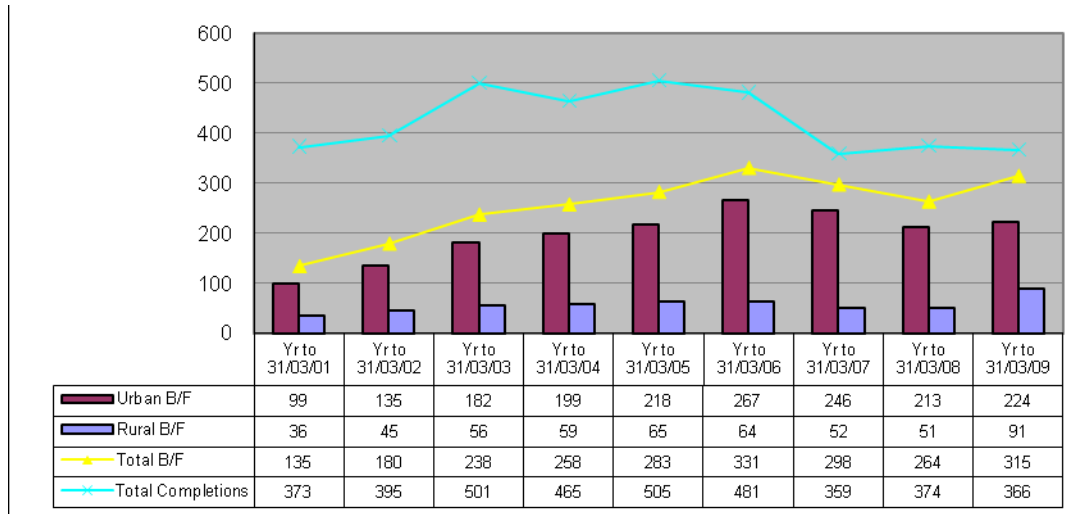
Urban

For the period to March 2009, 341 permissions were granted in the urban area. This is the net number of new dwellings. This figure was 95% of RSS (360) indicating that less than a year's supply has been added, diminishing the overall supply. The two months where there are clear peaks in supply relate to applications for a site at Rome Street and a large site at The Inglewood. In January the figure includes Nelson Street the 2004 application referred to in last year's report (delays in signing of S106 agreement delayed consent).

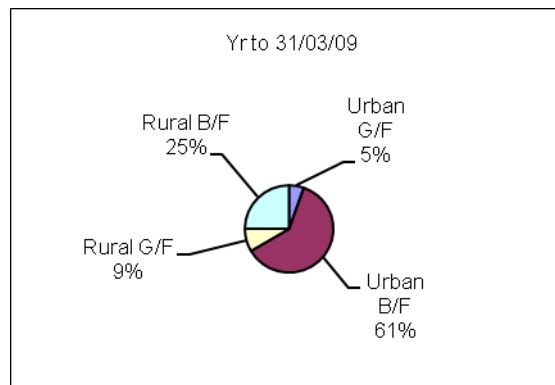
Rural

Rural Permissions decreased to 52 units which is only 58% 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 2008/09 was 86%. 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 86%. 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)

2008/9 new provision	Planning permission for new pitches	New pitches constructed	Pitches lost
Number of permanent pitches for Gypsies and Travellers	15	0	0
Number of transit pitches for Gypsies and Travellers	0	0	0
Number of pitches for Travelling Showpeople	0	0	0
Totals	15	0	0

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The district's largest site is at Houghton which has a licence for 70 pitches. Planning consent only exists for 54 of these pitches and during the monitoring year access was removed to 24 of those pitches leaving only 30 available (20 permanent and 10 transit). In order to remedy this situation the Council granted permission for 15 pitches at Ghyll Bank which also received funding to enable provision the new site will be open in 2010. Further applications have also been received.

There are three temporary planning permissions which have personal consents which have arisen from the lack of available sites and it is hoped that the extra provision in the pipeline will provide for the recognised need.

Land available for Travelling Showpeople consists of 15 pitches (12 permanent; 3 Transit)

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.

Year	RSL Rented	Intermediate – Discounted	Total
06/07	8 (rural exception site)	4	12
07/08	0	11	11
08/09	8	27	35
Average 06/09	5.3 pa	14 pa	19.1 pa

(Annual rate in the Carlisle Strategic Housing Market Assessment is 221 dwellings)

No commuted sums have been received in lieu of affordable housing contribution.

Within the Cumbria Housing Market Strategy reference is made to the monitoring of Dwellings that have Occupancy Restrictions placed on them as whilst they are not adding to the "Affordable" supply of housing they do fulfil a need.

In 08/09 one dwelling completed whose occupancy was named and two which were conditioned for the occupancy of Agricultural/Forestry workers only.

The number of permissions remains around 60 units with a mixture of RSL units and those by contribution from S106 agreement..

The Planning Obligations Supplementary Planning Document is still under preparation. The document looks at a variety of options by which

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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.

Permissions

	RSL Rented	Intermediate Discounted	Total	Comment
Burgh Road	2	4	6	S106 signed
Nelson Street		31	31	Outline permission. S106 signed to provided 30% of indicative 103 dwellings
Wreay Syke Cottage		1	1	S106 signed
21 Old Road Longtown		1	1	S106 signed
Creighton Rugby Club		1	1	Increase in total number of dwellings and therefore extra affordable unit obtained under existing S106
Low Meadow	6		6	Conditioned to enter into S106
Atlas Works		3	3	Conditioned to enter into S106
Harris Crescent	8		8	Application made by RSL
Henderson Gardens	3		3	Application made by RSL
Total	19	41	60	
Urban	19	39	58	
Rural		2	2	

With the adoption of the Local Plan the rural policy for affordable housing contributions refers to a lower threshold as the housing supply in rural areas tends to be by lower site numbers. At The Grange, Broomeden Kennels, Scotby a S106 agreement has been entered into to provide a commuted sum of £78,000 in lieu of any affordable housing to be put towards provision of new affordable housing in the rural area.

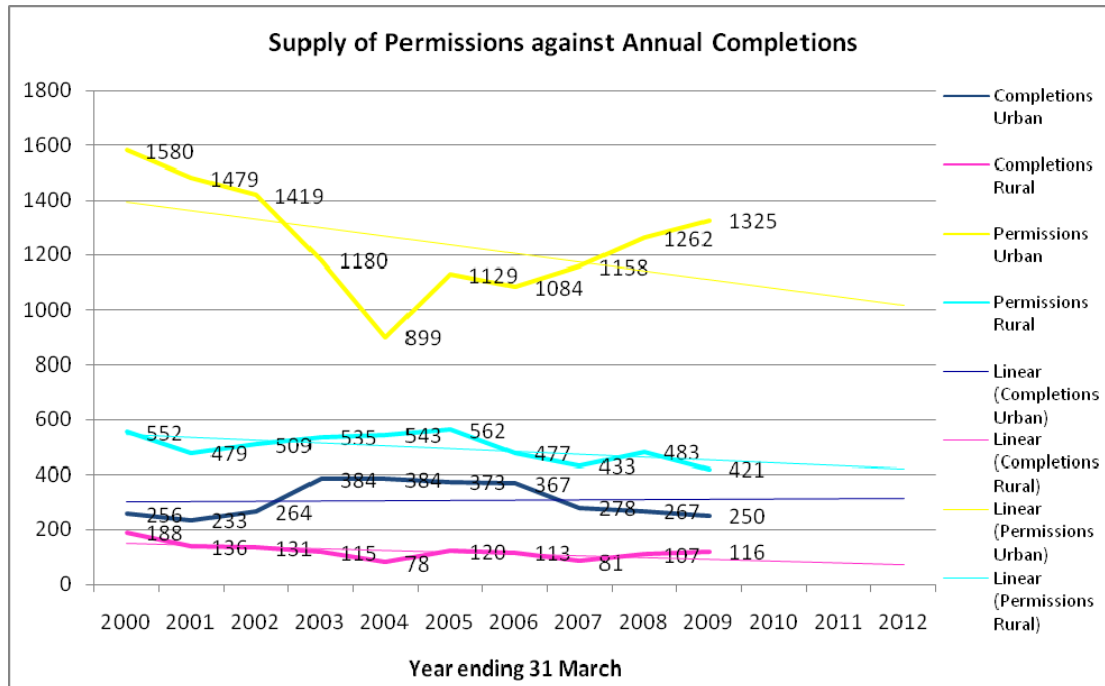
H2(C) Net Additional Dwellings in Future Years (15 years) Housing Trajectory

This section on housing has considered not only the completions within the monitoring year but also the number of permissions that have been

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granted. Projecting the existing trends reveal an interesting future scenario as recent levels have declined.

The next graph shows the differences between permissions and completions and the trend should those rates continue.



Although there have been recent increases in the overall supply of permissions in the urban area the overall level remains low compared to those in 2000. As a consequence the overall trend still appears to be in decline. The urban completions however remain on a slightly upward trend

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.

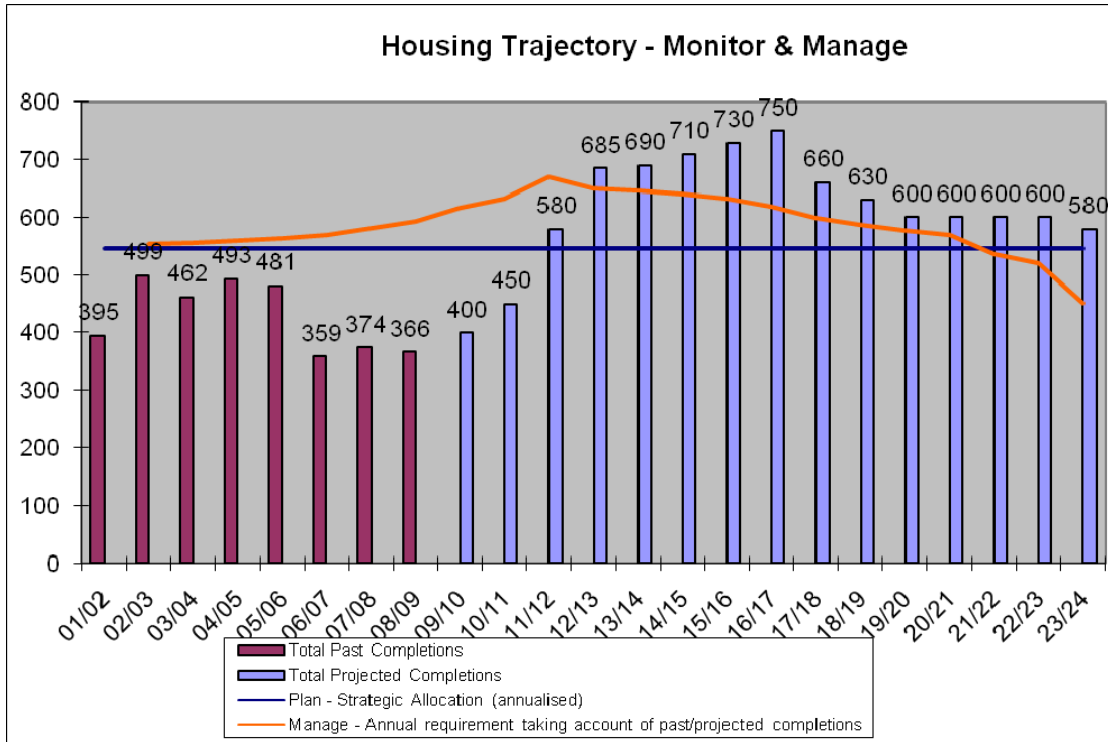
Within the rural area although the number of permissions are slowly declining the completions are also slowly reducing and therefore there suggests a healthy balance being maintained between supply and house building rates. There continues to be underlying problems with affordability and an identified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

Given the aspiration for a Growth point to strengthen the sub-regional role of Carlisle and to increase economic potential the housing supply and completion rate will need to be increased. This will be done formally through the LDF process with Core Strategy and Allocations Development Plan Document being prepared.

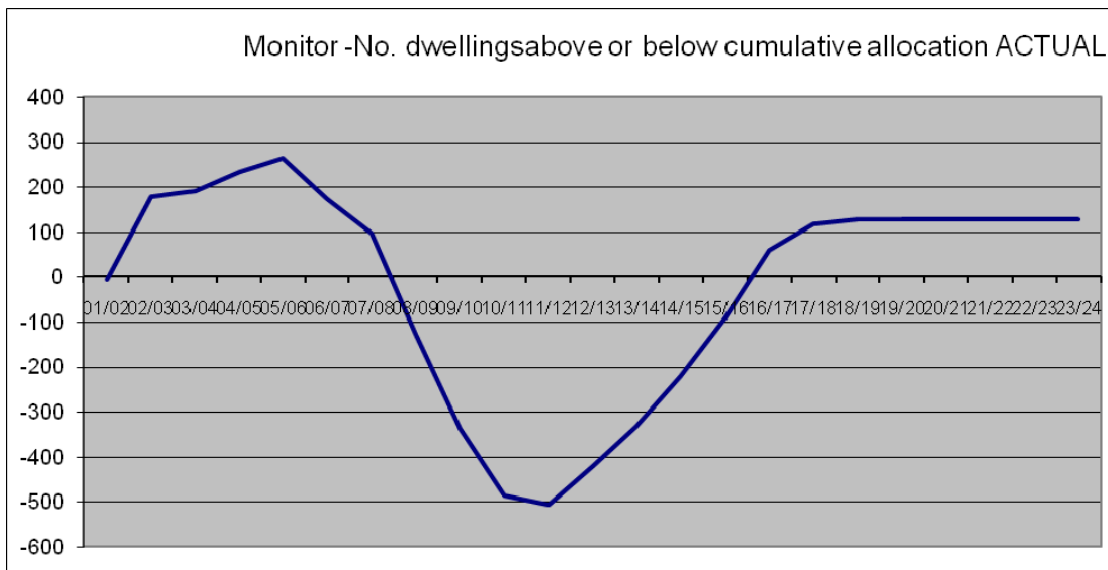
As part of the Growth Point a housing trajectory was prepared to indicate how the development would come forward. This only progressed to 2017 and assuming growth would continue a revised trajectory is set out below.

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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.



LOCAL INDICATORS

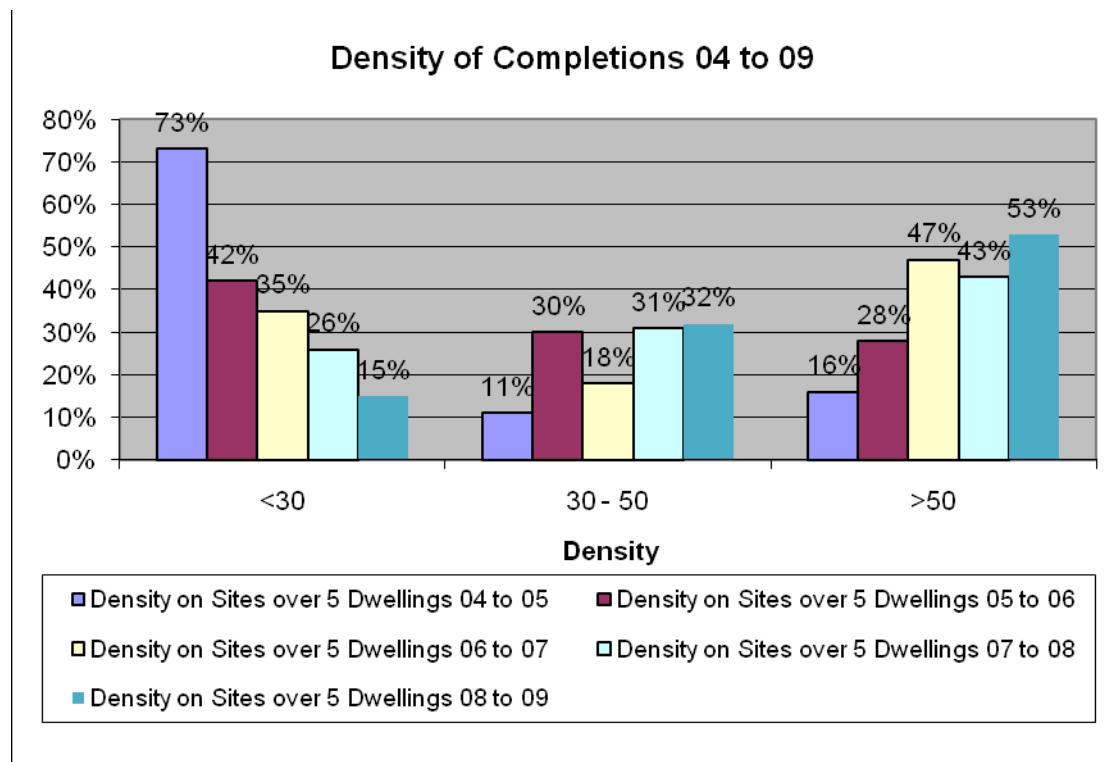
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Housing Density

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:



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 only 15% of all completions. The density of completions in the 30-50 dwellings per hectare range has slightly increased. The density of completions on sites over 50 dwellings per hectare has increased to 53% of all completions. This is quite a significant change from 04/05.

The average density of permissions granted in the last year has fallen to 31.49 from 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.

Permissions in the Urban area rose slightly to 40.613 from 39.61 dwellings per hectare. However The Rural area has fallen from 21.07 dwelling per hectare to 17.124 which has affected the average density of permissions granted. The fall reflects the lack of any large scale development

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proposals being brought forward. Most have been stand alone dwellings in fact the largest scheme has been for a development of 4 dwellings.

Empty Properties

There are 1900 privately owned empty properties in Carlisle

Source: Carlisle City Council Housing Strategy

Affordability and Affordable Housing Provision

Affordable housing is covered earlier in this section. The provision within the monitoring period is considerably low and has followed a historic trend in Carlisle. House prices in Carlisle followed the national trend and have increased rapidly in recent years 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 2001-16 policies where used as refusal reasons

Policies and Proposals	Number of applications			% refused on policy basis		
	06/07	07/08	08/09	06/07	07/08	08/09
Policy CP5 Design Considerations (all developments)	107	163	451	6%	6%	3%
Policy CP6 Residential Amenity	190	566	283	5%	4%	3%
Policy H1 Village Development	43	107	86	8%	13%	6%
Policy H2 Primary Residential Areas	68	78	47	16%	9%	6%
Policy H5 Affordable Housing			23			0%

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Policy H6 Rural Exception Sites	5	10	3	20%	70%	33%
Policy H7 Agricultural and Forestry Need	14	21	22	50%	52%	18%
Policy H11 Extensions to Dwellings	N/a	481	113	N/a	4%	4%
Policy H13 Special Needs	3	5	6	33%	0%	0%

Observations and Actions

The table above shows an increase in refusals on policy grounds for some types of applications.

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.

There were only 5 appeals against decision where the above policies were used and of these 2 were allowed. Each one was refused against a separate policy so it is difficult to determine any significant policy shortfall. One appeal at Sleetbeck, Roadhead was dismissed which had been subject to a previous planning consent but since lapsed stated:
"PPS 3 advises, in paragraph 73, that there is no presumption that planning permission should be granted because a previous approval, particularly if it would not deliver policy objectives. Those objectives include that development should be in suitable locations, should offer a good range of community facilities and good access to jobs, key services and infrastructure."

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. Work on the Strategic Housing Land Availability Assessment is continuing and this will feed into Core Strategy and Allocations DPD to bring forward additional sites and boost supply.

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)
Police HQ Durranhill Industrial Estate	5610	1 per 30 sqm	38	187
Kingmoor Park North B2	1296 sqm	1 per 45sqm	18	28
KMP Rockcliffe Sui Generis (recycling of waste materials)	5670	say 1 per 100 as per B8	30 inc 3 disabled	56

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.

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

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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	87%
GP	93%
Primary School	94%
Secondary School	90%
Retail Centre	91%
Employment	94%

	Percentage of completed housing sites within 30 minutes of service by Public Transport					
	Hospital	GP	Primary School	Secondary School	Retail Centre	Employment
05/06	86	96	97	93	92	96
06/07	82	94	95	84	93	95
07/08	86	89	95	89	87	92
08/09	87	93	94	90	91	94

These figures do not 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. Three AWD's and 2 Live/Work Units were completed this year and taking the view that they are accessible to employment would increase this % figure by 1%.

In summary there is a general increase in the accessibility by public transport for new developments apart from Primary School access however when looking at local indicators primary School has 98% access by cycling.

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)

Sustainable transport not only includes the ability to access buses but also walking to services/work or cycling. The following table considers other alternatives to the car revealing that secondary school access is the most limited. Access by cycling is more significant option for 30 minute travel time.

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	Percentage of completed housing sites within 30 minutes of service by Walking	Percentage of completed housing sites within 30 minutes of service by Cycling
Hospital	72%	84%
GP	72%	84%
Primary School	88%	98%
Secondary School	39%	81%
Retail Centre	55%	72%
Employment	78%	90%

LOCAL PLAN MONITORING

CARLISLE DISTRICT LOCAL PLAN 2001-16 policies where used as refusal reasons

Policies and Proposals	Number of applications			% refused on policy grounds		
	06/07	07/08	08/09	06/07	07/08	08/09
Policy CP16 Choice of Means of Travel	51	65	23	2%	3%	4%

Observations and Actions

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

The only significant policy where there has been an increase in the percentage of permissions refused on policy grounds relates to policy CP16. 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.

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.

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.

During the monitoring year a new conservation area boundary was designated for Dalston. Since the end of the monitoring period work continued on the review of the City Centre Conservation Area. A new boundary has been determined for the area and will shortly be notified.

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
88.62%	35.68%	52.49%	8.77%	2.58%	0.03%	01 Nov.09

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 88.62%, a 14.7% increase in three years. The most noticeable contribution to this is the increased area unfavourable recovering. There has been a slight increase in the % of area destroyed and this relates to Florence Mine in Copeland.

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 and continues to support the development and use of the data.

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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
Old Church Graham St	EA confirmed that proposal passes both Sequential and Exception Tests	08/0143	GTD 02/09/08	Residential – Minor	Unsatisfactory FRA submitted
78 Crummock St	FRA subsequently provided & deemed acceptable. Need to apply for Separate Land Drainage Consent from EA.	07/0369	GTD 30/05/07	Residential – Minor	PPS25/TAN15 – request for FRA/FCA
The Sheepmount		07/1026	WDN 10/12/10	Recreational Schemes – Minor	Loss/Restricted Access to Watercourse. Unsatisfactory FRA/FCA submitted
Holme Eden Farm, Warwick Bridge	EA subsequently withdrew objection subject to condition that no development commence until scheme for the provision of surface water drainage works has been approved.	07/1064	GTD 25/01/08	Residential – Minor	Unsatisfactory FRA/FCA submitted
Land at Port Road Business Park	EA subsequently withdrew objection subject to the imposition of a condition that requires the submission of a scheme for the provision of a surface water regulation system	07/1120	GTD 21/01/08	Office/Light Industry - Minor	Unsatisfactory FRA/FCA submitted
Gallows Hill, Hiltop Heights		07/1256	Not determined	Residential – Major	PPS25/TAN15 – request for FRA/FCA
Adj Low Meadow/Brookside	EA subsequently withdrew objection subject to condition relating to SUDS	07/1372	GTD 02/04/08	Residential – Major	PPS25/TAN15 – request for FRA/FCA
St Ninians Road		07/0009	WDN 23/05/07	Residential – Major	Insufficient Info – Flood Risk

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

Source: Environment Agency

The previous table is an extract from Appendix 4 of the Environment Agency's (EA) High Level target 5 report for 2007-08 (latest information available). 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 records all applications objected to by the EA on flood risk grounds. There were 8 applications and columns 2 and 4 update the position indicating that 3 were withdrawn, 1 undetermined and of the remaining 5, Flood Risk Assessments were provided and EA objections withdrawn was although some were dependent on conditions.

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

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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, have recently been completed.

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 2008/09 there have been some additions to renewable energy supplies within the district as indicated in the table below.

Renewable Energy Installations				
Planning Permission	Address	Detail	Comment	Output
08/0269	Oak Bank Farm, Scotby	Ground Source Heat Pump for 2 dwellings	Did not form part of the planning permission, but aware from site visits that it has been installed	Unknown

Planning Permissions for Renewable Energy Installation, not yet installed				
Planning Permission	Address	Detail	Comment	Output
05/0169 30/09/05	Pirelli, Carlisle	Installation of a 120 meter Wind Turbine	Not installed	2/3 MW
07/0064 13/04/07	Unit P Kingmoor Park Rd, Kingmoor Pk Central	Installation of 8 no Building Mounted Wind Turbines (8 x 1.5kw)	Site visit could not identify any installations	12 KW 0.12 MW
07/0980 12/10/07	Low Moor Head, Longtown	COU & conversion of outbuilding to form holiday	No commencement by BC. Will have to	Not quantified

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		accommodation (refers to biotreatment & investigating wind turbine, wood fuel boiler, Photovoltaic etc)	identify if any installation via BC when appropriate.	
08/0717 22/09/08	Mireside, Laversdale	Conversion of Barns to 1 Live/Work. Refers to Grey Water for toilet & washing plus Heat recovery System	Commenced 10/08/09 Will have to quantify via BC what is installed	Not quantified
08/1030 17/12/08	Carlisle HGVTS, Kingstown Ind Estate	Alterations & extensions to provide enlarged pits and additional office accommodation together with the erection of a 15M high wind turbine.	No commencement records	6KW 0.06 MW
09/0050 13/03/09	Low Mill Barn, Dalston	Conversion of Barn to Live/work Unit – refers to solar panels for water heating and small wind turbine for extra electricity	No commencement records	Not quantified

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.

Application for 3 wind turbines and a temporary meteorological monitoring Mast (3 years) at Newland Farm, Cumwhinton, were refused. At the time of writing the decision was appealed and a public inquiry has recently been held. The inspector’s decision has not yet been received.

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Other sources such as the web site www.restats.org.uk, which gives North West figures, concentrates on the large commercial developments only. To this end the City Council has received scoping reports for larger wind farms but these remain at pre-application stage.

LOCAL INDICATORS

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

LOCAL PLAN MONITORING

CARLISLE DISTRICT LOCAL PLAN 2001-16 policies where used as refusal reasons

Policies and Proposals	Number of applications			% refused on policy basis		
	06/07	07/08	08/09	06/07	07/08	08/09
Policy DP10 County Landscapes	32	27	14	6%	7%	0%
Policy CP03 Landscaping of New Development	45	85	54	2%	2%	2%
Policy LE05 Hadrian's Wall World Heritage Site	20	19	20	15%	0%	5%
Policy LE07 Buffer Zone of Hadrian's Wall World Heritage Site	48	64	43	4%	2%	0%
Policy LE12 Proposals Affecting Listed Buildings	63	62	36	8%	8%	6%
Policy LE13 Alterations to Listed Buildings	142	67	35	4%	4%	3%
Policy LE16 Scheduled/ Nationally Important Ancient Monuments	12	18	10	12%	11%	0%
Policy LE20 Improvement and Enhancement of Conservation Areas	196	166	80	8%	9%	4%
Policy LE21 Key Townscape Frontage Buildings	16	9	4	19%	11%	0%
Policy LE25 Agricultural Buildings	79	39	51	3%	0%	0%
Policy LE 27 Development in Floodplains	59	83	37	3%	0%	0%

Observations and Actions

The Local Environment section of the Local Plan 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 number of refusals has reduced as the message about the importance of the environment is now taking affect although there has also been a significant drop in the number of applications.

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	08/09
Carlisle	120.8	97	84
Cumbria	86.6	71	62
North West	114.6	97	91
England & Wales	103.1	91	86

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 below those recorded for the North West and England & Wales, but is still high when compared to 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 hectarage as some are included within parks & gardens
Outdoor Sports Facilities	127.56 HA 140 Pitches in total - (111 Natural, 29 Artificial)	Hectarage 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 2001-16 policies where used as refusal reasons

Policies and Proposals	Number of applications			% refused on policy basis		
	06/07	07/08	08/09	06/07	07/08	08/09
Policy LC1 Leisure Development	8	21	9	12%	0%	0%

Observations and Actions

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. Further work is being undertaken to update that LDS for changes in relation to SPDs and Area Action Plans.

Core Strategy/Allocations Development Plan Document (DPD)

Work continues on the 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.

Caldewgate/Shaddongate/Willowholme Area SPD

Following consultation on a draft SPD additional work is being undertaken in conjunction with updating the Council's Strategic Flood risk Assessment. The timetable for this SPD will be updated to take account of that work.

Dalston Parish Design Statement SPD

The production of this document currently remains on hold.

North Pennines AONB SPDs

Two documents are under preparation for the North Pennines AONB following Local Government Review the intention by Carlisle City Council is still to adopt the SPDs but the consultation draft documents are still under preparation.

Statement of Community Involvement

A new draft document has been prepared and consultation will take place Nov 2009-Jan 2010.

Urban Design and Public Realm Framework SPD

This document was adopted in July 2009

Achieving well Designed Housing SPD/Planning Obligations SPD/

These documents are still being revised following consultation and will be adopted in Spring 2010.

Trees on Development Sites SPD/Designing out Crime SPD

These documents were adopted in November 2009.

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Energy Efficiency SPD

A draft of this SPD is currently under preparation

Rickergate Development Brief SPD

This work will be undertaken using external resources and preparatory work is underway

Local Development Scheme - **Action**

Further revisions will be required to the LDS to take into account all the evidence preparation to be integrated into document production. In addition consideration is being given to revisions to incorporate an Area Action Plan which will need to be referenced in the new LDS.

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	210																1605	
Past Completions- Unallocated Sites	244	267	222	212	246	201	142	156																1575	
Projections - Allocated Sites									98	176	307	485	515	560	580	600	580	550	550	550	550	550	550	7300	
Projections - Unallocated Sites									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	366																3180	
Total Projected Completions									400	450	580	685	690	710	730	750	660	630	600	600	600	600	580	9640	
Cumulative Completion To Date	395	894	1356	1849	2330	2689	3063	3429																	
Cumulative Projected Completions									3829	4279	4859	5544	6234	6944	7674	8424	9084	9714	10314	10914	11514	12114	12694	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