

Planning Carlisle's Future

Draft Carlisle District Local Plan

2015-2030

Draft Rural Proofing Report



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CARLISLE
CITY COUNCIL



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Introduction

1. For people living and working in rural areas there can be challenges and barriers for their business, the services they receive and their quality of life. We need to consider the impact the planning policies of the Local Plan may have in rural areas and determine how to assess the impact the policies will have in rural Carlisle. Rural proofing is not about special treatment but will identify those policies that provide urban solutions that may not necessarily work for rural areas with a dispersed populations and economy. This will allow adjustment of the policies or delivery to optimise on their impact.
2. Rural proofing and sustainable development has to be considered together in its' broadest sense of economic, environmental and social sustainability. Consideration will be given to rural communities in small towns and larger villages and also more rural areas, appreciating how rural communities interact and work in cluster to support rural services and community assets.
3. In practice rural proofing will highlight and moderate overly restrictive planning policies that are based on a narrow definition of sustainable development that may have an adverse impact on smaller settlements in rural areas.

Policy Context

4. Rural issues need to be assessed in the widest context of EU, national and local policy. It is important that the rural proofing approach is in conformity with the approaches taken in policy documents at a more strategic level.
5. NPPF (March 2012) sets out core land- use planning principles. Amongst these core principles it states that planning should: *'Take account of the different roles and character of different areas, promoting the vitality of our main urban areas, protecting the Green Belts around them, recognising the intrinsic character and beauty of the countryside and supporting thriving rural communities within it'*.
6. In section three of the NPPF, supporting a prosperous rural economy it states that *'planning policies should support economic growth in rural areas in order to create jobs and prosperity by taking a positive approach to sustainable new development. To promote a strong rural economy, local and neighbourhood plans should:*
 - *support the sustainable growth and expansion of all types of business and enterprise in rural area, both through conversion of existing buildings and well designed new buildings;*
 - *promote the development and diversification of agriculture and other land based rural businesses;*
 - *support sustainable rural tourism and leisure developments that benefit businesses in rural areas, communities and visitors, and which respect the character of the*

countryside. This should include supporting the provision and expansion of tourist and visitor facilities in appropriate locations where identified needs are not met by existing facilities in rural service centres; and

- *promote the retention and development of local services and community facilities in villages such as local shops, meeting places, sports venues, cultural buildings, public house and places of worship.*

7. In section six, delivering a wide choice of high quality homes policy should with neighbouring planning authorities:

‘Be responsive to local circumstances and plan housing development to reflect local needs, particularly affordable housing, including through rural exception sites where appropriate. Local planning authorities should in particular consider whether allowing some market housing would facilitate the provision of significant additional affordable housing to meet local needs’.

‘Promote sustainable development in rural area, housing should be located where it will enhance or maintain the vitality of rural communities. For examples, where there are groups of smaller settlement, development in one village may support services in a village nearby’.

8. In sections 11 and 12 Local Planning authorities should take positive steps to conserve and enhance the natural and historic environment.

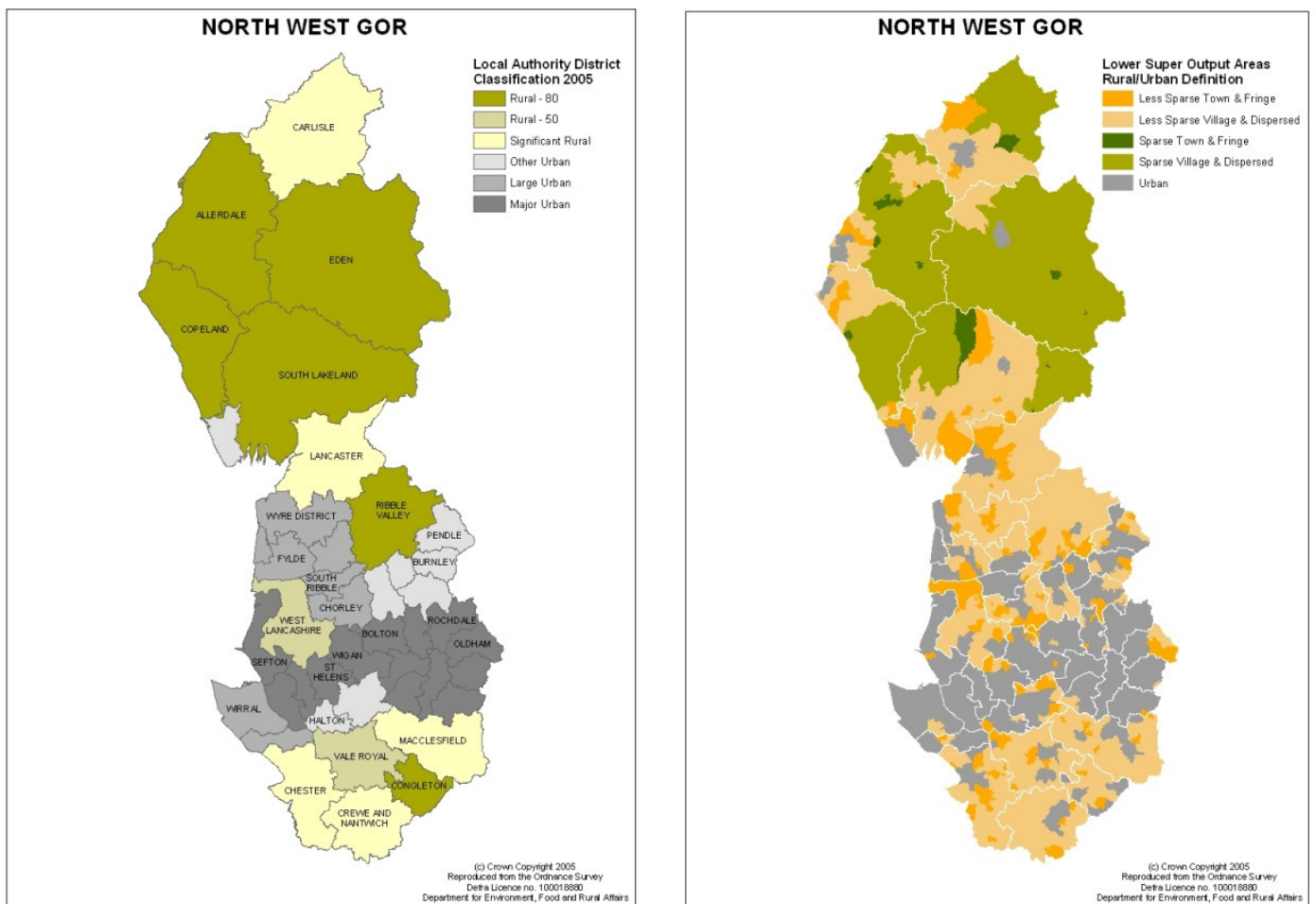
Rural Carlisle

9. Carlisle City Council encompasses Cumbria's county town, Carlisle, and its surrounding rural hinterland, which together total 1,040 square kilometres (402 sq mile). Although 70% of the city's 107,500 people live in central Carlisle, 98% of the city's land use is rural ranging from super sparse rural area in the North east to large villages and small towns more closely located to the City of Carlisle. There are 34, 891 rural residents (ONS, 2011).

10. The district extends south from the Scottish Borders to approximately 12 miles north of the Lake District and includes parts of the North Pennines Area of Outstanding Natural Beauty (AONB) and the Solway Coast (AONB) on the west coast. Hadrian's Wall World Heritage Site runs across the district.

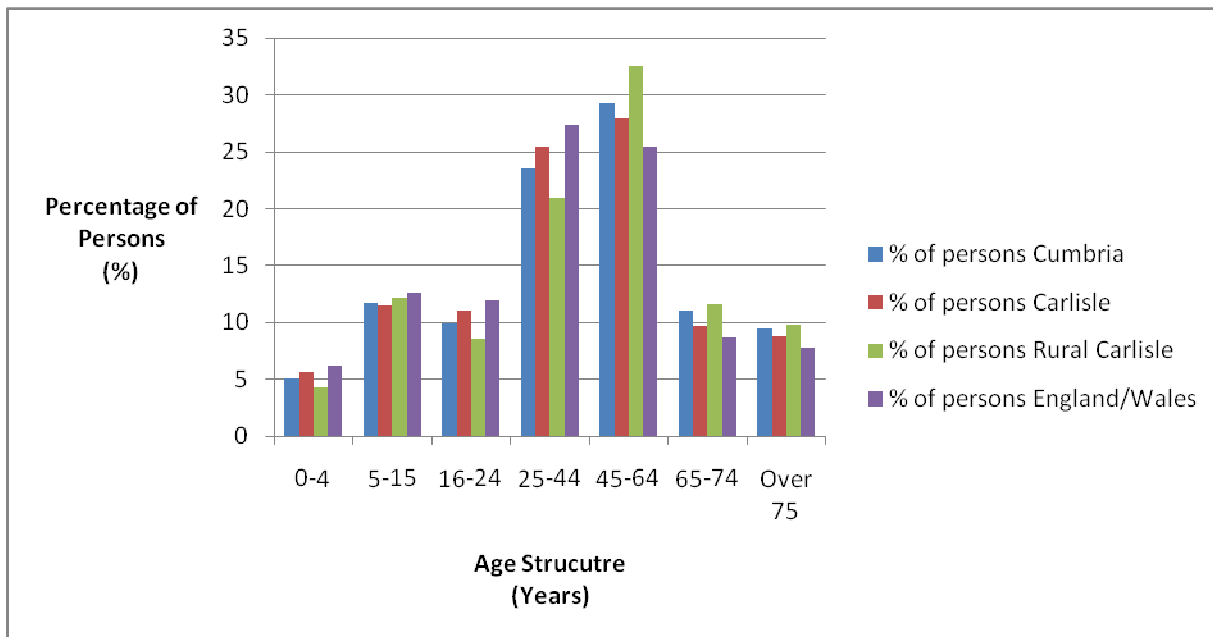
11. Carlisle district is classified as significant rural by the Department for Environment, Food and Rural Affairs (DEFRA) which is defined as districts with between 26 to 50% of the population in rural settlements and larger market towns. Rural Carlisle is comprised of 34 rural parishes

Figure 1: Rural Classification (2005)



12. When compared to Cumbria, Carlisle has a comparatively young age profile as indicated in Figure 2. However, this trend is not present in the rural population of the district, with lower proportion of residents in 0-4 years, 16-24, 25-44 than Carlisle as a whole, Cumbria and England & Wales. There is a higher proportion of people in the age ranges of 45 years and above. Despite Carlisle as a whole having a relatively young age profile in Cumbria, the statistics for the rural area indicate the rural population is.

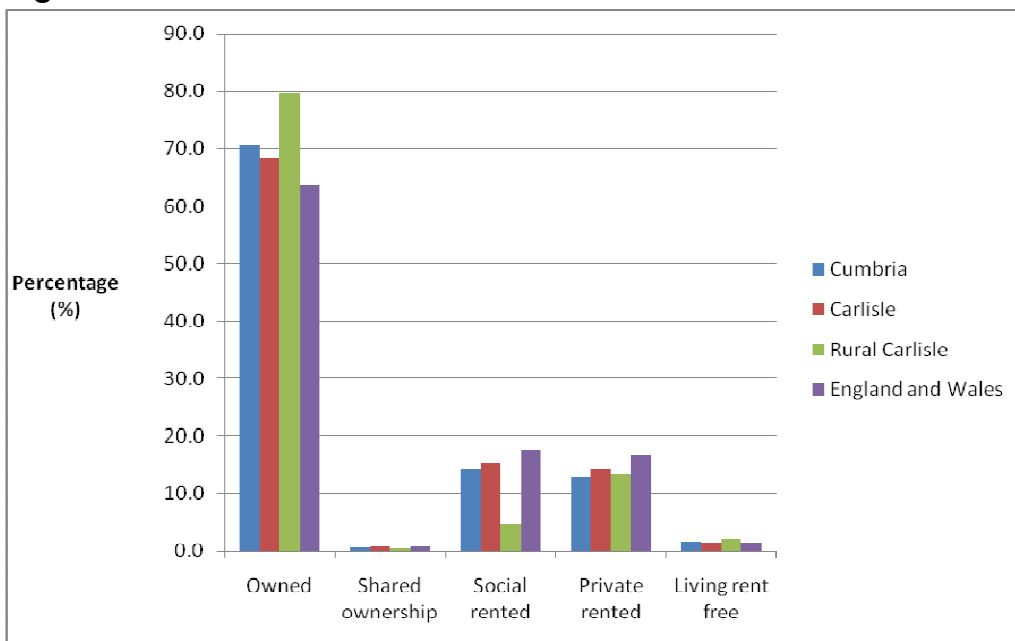
Figure 2: Resident Population 2011, Broad Age Group, Carlisle, Cumbria and England & Wales



ONS Census 2011, data for 3 parishes has been omitted as figures below the threshold.

13. Figure 3 indicates there is a higher proportion of household ownership and lower proportion of social rented in rural Carlisle as compared to Carlisle as a whole, Cumbria and England & Wales.

Figure 3: Household tenure



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14. The number of economically active people in rural Carlisle is higher as compared to the district as a whole, Cumbria and England & Wales with a significantly higher proportion in self employment (refer to Table 1). There are fewer economically inactive people although the percentage of retired people is higher in rural area of Carlisle as compared to the district as a whole. There are also fewer students, people looking after home/family and long-term sick or disabled as compared to the whole district, count or England & Wales.

Table 1: Economic activity

	Rural Carlisle		Carlisle		Cumbria		England and Wales	
	No.	%	No.	%	No.	%	No.	%
All usual residents aged 16 to 74	25,758		79,531		368,880		41,126,540	
Economically active	18,720	74.4	57,201	71.9	257,155	69.7	28,659,869	69.7
In employment	17,517	70.0	51,767	65.1	235,639	63.9	25,449,863	61.9
Employee: Part-time	3,995	14.3	13,295	16.7	59,570	16.1	5,646,290	13.7
Employee: Full-time	9,437	33.5	31,161	39.2	136,835	37.1	15,815,912	38.5
Self-employed	4,085	22.1	7,311	9.2	39,234	10.6	3,987,661	9.7
Unemployed	612	2.2	2,847	3.6	12,346	3.3	1,799,536	4.4
Full-time student	591	2.2	2,596	3.3	9,170	2.5	1,410,470	3.4
Economically Inactive	7038	25.6	22,321	28.1	111,725	30.3	12,466,671	30.3
Retired	4607	16.3	12,331	15.5	66,857	18.1	5,682,192	13.8
Student (inc. FT students)	755	2.8	2,778	3.5	11,492	3.1	2,389,711	5.8
Looking after home or family	662	2.6	2,314	2.9	11,015	3.0	1,781,530	4.3
Long-term sick or disabled	726	2.8	3711	4.7	16,547	4.5	1,714,894	4.2
Other	288	1.0	1,187	1.5	5,814	1.6	898,344	2.2

ONS Census 2011, data for 3 parishes has been omitted as figures below the threshold.

15. There is an above national and local level attainment of qualification to Level 4 and above in rural Carlisle and fewer people with no qualifications as indicated in Table 2.

Table 2: Highest level of qualification

	Rural Carlisle		Carlisle		Cumbria		England and Wales	
	No.	%	No.	%	No.	%	No.	%
No Qualifications	5,901	20.0	22,164	24.9	100,573	24.2	10,307,327	22.7
Level 1 qualifications	3,924	13.7	13,199	14.8	56,650	13.6	6,047,384	13.3
Level 2 qualifications	4,824	17.0	14,560	16.4	66,388	15.9	6,938,433	15.3
Apprenticeship	1,320	4.4	4,103	4.6	22,477	5.4	1,631,777	3.6
Level 3 qualifications	3,484	12.0	11,177	12.6	51,156	12.3	5,617,802	12.3
Level 4 qualifications and above	8,504	28.3	19,766	22.2	102,448	24.6	12,383,477	27.2
Other qualifications	1,226	4.6	4,073	4.6	16,667	4.0	2,570,580	5.7

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16. The importance of the agriculture, forestry and fishing sector is highlighted by the figures in Table 3, the relative percentage of employment in this sector is higher than Carlisle as a whole and Cumbria. Also professional, scientific and technical activities feature highly.

Table 3: Industry

	Rural Carlisle		Carlisle		Cumbria		England and Wales	
	No.	%	No.	%	No.	%	No.	%
A Agriculture, forestry and fishing	1,176	12.8	1,363	2.5	7,459	3.1	227,286	0.9
B Mining and quarrying	43	0.2	75	0.1	789	0.3	46,478	0.2
C Manufacturing	1,474	7.5	5,817	10.8	32,278	13.3	2,369,998	8.9
D Electricity, gas, steam and air conditioning supply	71	0.3	223	0.4	2,885	1.2	151,051	0.6
E Water supply; sewerage, waste management and remediation activities	155	0.8	474	0.9	2,945	1.2	187,616	0.7
F Construction	1,637	8.9	4,424	8.2	21,329	8.8	2,043,229	7.7
G Wholesale and retail trade; repair of motor vehicles and motor cycles	2,998	15.3	10,333	19.2	39,128	16.1	4,220,124	15.9
H Transport and storage	1,070	5.5	3,567	6.6	10,595	4.4	1,313,316	5.0
I Accommodation and food service activities	992	5.6	3,633	6.7	20,857	8.6	1,484,838	5.6
J Information and communication	318	1.5	916	1.7	3,781	1.6	1,055,356	4.0
K Financial and insurance activities	361	1.7	1,010	1.9	3,569	1.5	1,145,488	4.3
L Real estate activities	292	1.3	710	1.3	2,831	1.2	384,499	1.4
M Professional, scientific and technical activities	989	5.7	2,237	4.2	10,666	4.4	1,745,743	6.6
N Administrative and support service activities	590	3.1	2,190	4.1	9,042	3.7	1,293,788	4.9
O Public administration and defence; compulsory social security	1,239	6.2	3,471	6.4	13,478	5.5	1,591,614	6.0
P Education	1,696	8.6	4,108	7.6	20,877	8.6	2,628,063	9.9
Q Human health and social work activities	2,176	10.9	6,899	12.8	29,617	12.2	3,318,464	12.5
R, S, T, U Other	767	4.0	2,424	4.5	11,105	4.6	1,319,385	5.0

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Rural Proofing and the Draft Local Plan

17. The Preferred Options for the Draft Local Plan have been developed through engagement and interaction between the Council and local communities. As well as the statutory consultation on the issues and options and the preferred options, information generated by Parish or Community Led Planning and the Rural Masterplanning Project have fed directly in to the evidence base to identify needs and local solutions. This will ensure that the policy context is built on first principles.

18. Carlisle City Council successfully bid to the Homes and Communities Agency Rural Masterplanning Fund for help with deciding on future options for the location of housing and other new development in our rural areas. The work has been carried out in collaboration with the Commission for Architecture and the Built Environment (CABE) and the Parish Councils.

19. Detailed settlement profiles are being drawn up for small towns of Brampton and Longtown and 20 larger village settlements across rural Carlisle. Local information is gathered about local housing, employment and community needs of these villages. The profiles look at existing services and their capacity, for example the number on the school roll, frequency of bus services, viability of the shop/pub etc. How villages relate to each other as clusters has been explored, for example, where the children go to primary school, access to public transport and health care, and where the nearest shop is located. The surrounding landscape is also assessed and important views into and out of villages identified, together with areas of wider landscape which frame the edge of the village and are unlikely to be suitable for development.

20. Local people have had the opportunity to influence the information covered in the settlement profiles. Their views regarding future development for the next fifteen years have been summarised. The Community Led Plans and Rural Masterplanning Settlement Profiles may be viewed on the City Council website.

21. Carlisle Partnership's Rural Support Group is responsible for looking at development opportunities in its' broadest sense in rural Carlisle and is made up of internal and external practitioners. Local Plan consultation, this rural proofing report as well as the Rural Masterplanning results have been taken to this group for comment.

Rural highlights from the Local Plan Technical Papers

22. Carlisle City Council Housing Needs and Demand Study (2011)

- In Carlisle District 40.4% of social rented dwellings contain only older people. This may have implications for future supply of and demand for specialised social rented accommodation.
- The number of older households is expected to increase significantly over the next 20 years, with households of pensionable age growing by 8,500 over the next 20 years (to 2031).
- The stock of affordable housing in the District has declined by 22% over the last decade with a net reduction of 2,100 properties (2000-10). As a result there is a net shortfall of affordable housing of 708 affordable homes per annum if all households in housing need were to be housed in an affordable home with a secure tenancy.
- Two thirds (66%) of need/demand within the District arises in Carlisle Urban area, with the remaining third in the rural areas split with 26% in the Rural East and 8% in the Rural West Housing Market Area.
- There are also market barriers for many young households to buying a home, with the average (median) age of first-time buyer households in the City of 30 over the last 2 years, with a median income of £27,000. Given supply constraints in the affordable sector, the City Council should work to promote improvements in standards of private rented properties to meet the needs of these groups. It should also signpost and promote understanding of intermediate housing options.

23. Carlisle Affordable Housing Economic Viability Assessment (AHEVA, 2012)

- The average property value for Carlisle City is £140K. Values slightly increase in areas immediately outside Carlisle City such as Dalston, Wetheral and Hayton with higher 'hotspots' in the areas to the north of Longtown and Brampton. Average price in Brampton is £186K, which is significantly higher due to larger unit size, access to Newcastle and good demand with very constrained supply.

24. Retail Study (2012)

- Brampton, Longtown and Dalston perform extremely limited main food shopping roles; the household survey does not identify Longtown and Brampton as achieving any main food market share whilst Dalston (Co-Op) only secures a 1.1% (£0.5m) market share from the Carlisle West catchment. It is however possible since the household survey was completed that Dalston now retains a greater main food market share as the existing Co-Op store was being redeveloped and increased in size.
- Longtown (16.9% / £2.0m) and Brampton (29.2% / £3.4m) perform notable top-up shopping roles in the Rural North catchment whereas Dalston claims a 9.1% (£1.3m) market share from the Carlisle West catchment.

25. Rural Masterplanning Project (2013)

- Of the 22 villages and market towns involved in the capacity for each to accommodate development for housing and economic purposes identified those villages that had capacity and had some degree of community support. Support was largely to support local needs.
- Affordable housing and housing to meet the needs of young families and elderly people wishing to remain in their local area was identified as a need.
- Lack of infrastructure and services were often cited as a constraint to future development by the communities living in the village.
- Villages were more in favour of small residential development that was in character with the surroundings taking account of the local setting and how development would fit in with existing features of the villages.
- Protection of existing services and facilities was considered important.

26. Community led plans/parish plans

- The majority of parishes have undertaken community led planning key issues identified included affordable housing for local people, retention of services and facilities.

27. Rural Highlights from the Strategic Flood Risk Assessment (SFRA)

- Land cover and the manner in which it is managed can contribute to the interception of rainfall, the speed and volume of run-off and the percolation of rainfall. The Carlisle area is predominantly rural with only 2 per cent of the land use of the catchment classed as urban. A large part of the non-agricultural land is Wark Forest in the northeast of the Eden

catchment, which covers 5% of the Carlisle Council area. The majority of the agricultural land is classified as Grade 3 agricultural land (good to moderate grade). There is a strong link between land use and land management practices and runoff generation at a plot or individual field scale. However, research into the potential impact of rural land use and land management practice on flood generation at a catchment scale is still underway.

- Ongoing research funded by Defra and the Environment Agency is evaluating the impacts of rural land use and land management on run-off and flood generation. So far, it has concluded that impacts are evident at the local scale (individual fields and very small stream catchments). Further research is required to identify and understand impacts for larger catchments. It also appears that land management effects are most notable for small to medium flood events. In extreme floods the overall volume of rainfall is the controlling factor for flood magnitude.
- It is very difficult to predict future changes in agricultural land use and management within Carlisle; however as arable farming is already intensive in places, it is thought that any changes in land management practices are not going to significantly affect runoff and, therefore, flood risk.

Opportunities and challenges

28. Rural opportunities for future development:

- Highlight opportunities that may arise from sustainable development in rural areas eg the contribution to the tourism economy; potential of providing a fertile ground for small rural businesses.
- Recognise the potential for rural economy to change and grow and the importance of existing agriculture based industries and farm diversification

29. Rural challenges reflected in the plan policies:

- Employment/education - narrow economic base, lack of well paid employment, importance of maintaining the vitality of the agricultural sector;
- Broadband – insufficient services in large swathes of the rural area which is a barrier to inward investment and education;
- Affordable housing – lack of affordable housing in rural areas;
- Aging Population – specialised housing and services are requirements;
- Access to services – dispersed demand for local services such as post offices and shops has seen a declines in these services;

- Protecting and maintaining the natural and historical landscape – important to protect as part of the local heritage of the area and is also an economic asset which is critical to the district economic vitality; and
- Cost of rural living- fuel poverty, transport cost, house prices have a cumulative effect

Rural Proofing Process

30. The Local Plan Preferred Options has been assessed in line with the Department for Environment Food and Rural Affairs (DEFRA) Guide to Rural Proofing - National Guidelines (July 2013).

31. Define the issue:

- What is the policy objective in terms of problem to be solved or outcome to be achieved?
- What impact is intended in rural areas?
- What constitutes fair rural outcomes in this case?

32. Understand the situation:

- What is the current situation in rural areas?
- Do you have the necessary evidence about the position in rural areas available?
- Do you have access to the views of the rural stakeholders about the likely impact of the policy accessible?

33. Develop and appraise options:

- Is the action needed to ensure fair rural outcomes?
- Will it cost more to deliver the policy in rural areas?
- Do the necessary delivery mechanisms exist in rural areas?
- What steps can be taken to achieve fair rural outcomes?

34. Each of the policies presented through the Local Plan Preferred Options will be discussed in the following section in relation to the likely rural impact, highlighting the rural benefits, challenges and options.

Policies of no relevance

- Policy S6 – Regeneration and Strategic Retail in the City Centre and Botchergate
- Policy S7 - University Development
- Policy 5 – Primary Shopping Frontages
- Policy 6 – Retail Proposals Outside the Primary Shopping Area
- Policy 7 – Neighbourhood Shopping Parades
- Policy 8 – Morton District Centre
- Policy 9 – Shop Fronts
- Policy 26 – Large Houses in Multiple Occupation, Subdivision of Dwellings and student Accommodation

Policies of general relevance

- S5 – Green Infrastructure
- Policy 3 – Mixed Use Areas
- Policy 4 - Primary Shopping Area
- Policy 23 - Conversion of Heritage Assets to Housing. Housing as Enabling Development
- Policy 24 – Development in Residential Gardens
- Policy 25 – House Extensions
- Policy 27 – Housing to Meet Special Needs
- Policy 28 – Traveller and Travelling Showpeople Provision
- Policy 29 – Other Uses in Primary Residential Areas
- Policy 32 – Car Parking
- Policy 34 – Waste Minimisation and the Recycling of Waste
- Policy 35 – Foul Water Drainage on Development Sites
- Policy 36 – Planning Obligations
- Policy 39 – Development, Energy Conservation and Efficiency
- Policy 40 – Flood Risk and Development
- Policy 41 – Sustainable Drainage Systems
- Policy 42 – Doctors’ Surgeries and Health Centres
- Policy 45 – Access, Mobility and Inclusion
- Policy 46 – Planning Out Crime
- Policy 47 – Safeguarding Zones
- Policy 48 – Pollution
- Policy 49 – Protection of Groundwaters and Surface Waters
- Policy 50 – Hazardous Substances
- Policy 51 – Land Affected by Contamination
- Policy 52 – Cemetery Provision
- Policy 54 – Scheduled and Other Nationally Important Ancient Monument
- Policy 55 – Local Listing

Policy 56 – Development Affecting Conservation Areas

Policy 57 – Listed Buildings

Policy 58 - Historic Parks and Gardens

Policy 59 - Battlefields

Policy 63 – Open Spaces

Policy 64 – Public Rights of Way

Policy 65 - Trees and Hedgerows

Policy Name	Aim	Proposed Rural Outcome/Relevance	Develop and Appraise Options/Comments
<p>Spatial Strategy and Strategic Options</p> <p>To promote a sustainable pattern of development to support the vision for managed growth.</p>			
<p>S1 - Sustainable development</p>	<p>When considering development proposals the Carlisle City Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework (NPPF). It will always work proactively with applicants, and communities jointly to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economy and environmental conditions in the area</p>	<p>Planning applications that accord with the policies in the Local Plan (and where relevant, with policies in neighbourhood plans) will be approved without delay. Unless material consideration indicates otherwise. Where no policies relevant to the application the Council will grant permission on material considerations taking into account: adverse impacts outweigh the benefits of granting permission when assessed against the NPPF policies; and specific policies in the NPPF indicate that development should be restricted.</p>	<p>The Plan needs to recognise the need for development that is accessible to jobs and services, and the constraints that public transport may have. To recognise that villages work in clusters and sufficient flexibility in approach will be required to avoid a 'one solution fits all' approach.</p>
<p>S2 - Spatial Strategy</p>	<p>Carlisle City Council will support the delivery of new housing, economic growth and diversification through: delivery of 665 dwellings per annum over 15 years; strengthen and protect the city centre and other existing centres providing adequate services; develop a high value employment area; strengthen high educational achievement; maintain and enhance the importance of environmental, heritage and landscape assets; make use of public transport, walking and cycling to reduce non-essential car use; address the impact on climate change, renewable energy, recycling/waste, flooding issues and the water environment; contribute to</p>	<p>In rural areas, the NPPF moves away from the hierarchy of settlements and advocates sustainable development which enhances or maintains the vitality of rural communities.</p> <p>Thirty percent of the proposed housing allocation will be delivered in rural areas reflecting the rural urban population distribution.</p> <p>Biodiversity, landscape and green spaces are to be protected.</p>	<p>The Mathew Taylor Review of the Rural Economy and Affordable Housing recommends that more is done to ensure that those who work in the countryside can also live there. Scope to achieve this has been through 30% of proposed dwellings being located in rural areas. Evidence of need has been identified through the Housing Needs Assessment Study and Rural Materplanning Project. Consideration of how villages work in clusters whereby development in one village may support services in a village nearby.</p>

Policy Name	Aim	Proposed Rural Outcome/Relevance	Develop and Appraise Options/Comments
	individual and community well being; and achieve high standards of design and sensitivity to character.		
S3 –Broad Location for Growth: South Carlisle	Land is allocated for a major mixed-use urban extension at Carlisle south to be delivered from 2025 onwards, to be brought forward if the five year supply of housing sites is not maintained. The development will be in accordance with a masterplan which will be approved as a supplementary planning document.	The identification of Carlisle South in the Plan does not imply that the whole area should be developed. Within this area, specific and linked development sites will be identified and allocated for specific uses, taking account of infrastructure needs and land constraints. Environmental sustainability can be delivered by less dense and greener urban development. A strategic site can integrate biodiversity into the overall layout of open spaces and wildlife corridors.	Setting out a broad location for growth provides the opportunity to shape the physical form and social fabric of an area to create a sustainable place as opposed to a piecemeal approach. It is an effective way of planning and funding infrastructure including green infrastructure.
S4 – Design	To promote development of a high quality design by ensuring that new development: takes into account the local context; landscape character; respects local character and distinctiveness; ensures that all components of proposals are safe and well related to one another; has no adverse effect on adjacent land use; ensures retention and/or enhancement of natural habitats; includes landscaping schemes to ensure that the development edge is fully integrated; ensures services and infrastructure can be incorporated; ensures adequate space for waste; and seeks to use traditional materials.	Whilst maintaining and enhancing local character is a strategic overarching issue it is this local distinctiveness that supports sense of place that is important to rural communities.	High quality design in all development proposals including rural areas. Local people's views may be summarised in Rural Masterplanning Profiles, Community Led Plans, Village Design Statements and Neighbourhood Plans. Where these are available they should be given appropriate consideration.

Policy Name	Aim	Proposed Rural Outcome/Relevance	Develop and Appraise Options/Comments
<p>Economy</p> <p>To create opportunities for economic growth by increasing the working age population, the skills available, the diversity of the economy and the physical infrastructure to deliver it.</p>			
<p>Policy 1 – Employment and Land Allocations</p>	<p>Carlisle Airport, development that is related to airport activities is acceptable within the boundary of the site. In addition, enabling employment development that would facilities the further operational development of the airport will be acceptable with sufficient evidence.</p> <p>Exploration of opportunities to utilise the Ministry of Defence (MoD) Longtown munitions base site to maximise on its economic potential will be supported</p>	<p>The location of the airport in open countryside would make it unlikely that development that would generate significant traffic movement would be acceptable.</p> <p>The Longtown MoD provides a significant site with economic importance. Commercial opportunities are being explored such as logistics supply of: biomass fuel, food and retail, nuclear decommissioning and coal. Also the potential as a dry port facility for onward distribution creating linkages with the Port of Workington.</p>	<p>The rural location of the airport requires that careful consideration be given to future development of the site and the impact this will have on the surrounding rural settlements particularly with regard to road transport routes.</p> <p>The potential economic benefits of the Longtown site are evident and could include rural employment opportunities and revitalisation of associated rural businesses.</p>
<p>Policy 2 – Primary Employment Areas</p>	<p>Permission will be given for Primary Employment Areas (B1- business /B2 – general industrial /B8 - warehousing). Permission will be given for redevelopment or change of use where site adversely affects residential properties.</p>	<p>This policy ensures that business located in rural employment areas can expand and invest and if required reconfiguration of sites will be permitted.</p> <p>In Sandysike/Whitesyke areas proposals for redevelopment/extension will need to consider landscape impact, loss of tree cover and provision of parking.</p>	<p>Wide nature of the employment areas and diversity of employment trades operating in rural areas will require a flexible approach. Recognition of the importance of supporting agricultural based industries and diversification may be required.</p>

Policy Name	Aim	Proposed Rural Outcome/Relevance	Develop and Appraise Options/Comments
Policy 10 - Food and Drink	Facilitate the creation of a vibrant and viable food and drink sector within the City Centre and other district centres.	Policy should aim to facilitate the development of appropriate evening service for food and drink establishments (A3 – restaurants and cafes / A4 – drinking establishments / A5 - hot food takeaways) in rural centre.	<p>To enhance sustainability of rural communities NPPF looks at safeguarding community facilities and the planning for provision of shared space, community facilities (such as public houses) and other local services. Safeguarding against the loss of valued facilities and services and also ensuring that established ones are able to develop to suit needs. This should include rural public houses that are valued by local communities.</p> <p>Carlisle Food City seeks to enable Carlisle to be sustainable within its own footprint in terms of food. Fairfood Carlisle and Sustainable Brampton aim to grow their own foods in private gardens, allotments and community gardens.</p>
Policy 11 – Arts, Culture, Tourism and Leisure Development	Proposals will be supported where they contribute towards the arts, culture, tourism and leisure offer of the District and support the economy of the area provided they follow the criteria set down in policy with regard to scale and design, impact, access to transport and that they safeguard the environment, culture and history of the area.	In rural areas, favourable consideration will be given to development which aids rural diversification and contribute to the rural economy and regeneration and is of local benefit. Development of suitable scale, design and sited with sensitivity to its rural location, use of land on the periphery for villages for open space purposes is likely to be acceptable.	Vitality of the rural economy requires support. The traditional farming sector has been diversifying into tourism particularly in light of the developments along the Hadrian's Wall Path National Trail that crosses the District. Developments in rural areas will not always be in an area with public transport. A flexible approach will be required.

Policy Name	Aim	Proposed Rural Outcome/Relevance	Develop and Appraise Options/Comments
Policy 12 – Caravan, Camping and Chalet Sites	Proposal for the development of caravan, camping and chalet sites will be acceptable provided that the proposals do not have an adverse effect on landscape character, are landscaped, contained within the landscape, with access and are assessed for flood risk.	As for Policy 11	As for Policy 11
Policy 13 – Rural Diversification	Development proposals to diversify and expand upon the range of sustainable economic activities undertaken in the rural areas will be supported and encouraged through the conversion of existing buildings and well designed new buildings. New building must be well related to existing group of buildings to minimise impact.	Preference will be given to new development in villages. Opportunities for reuse and adaptation of surplus rural building for holiday accommodation, farms shops, rural workshop and other business premises will help the countryside to diversify, flourish and sustain itself. New employment opportunities may be created as provision of rural broadband proceeds.	Changes in agriculture over recent decades have resulted in a decline in farm related jobs. The NPPF confirms the need to strengthen the rural economy by supporting sustainable growth and expansion of all types of businesses and enterprise in rural areas.
Policy 14 - Agricultural Buildings	Proposals for new/extension of agricultural buildings or other structures which fall outside of Permitted Development Rights will be permitted provided that it is: sited to integrate with existing buildings taking advantage of the landscape/natural environment; of a scale that relates well; of appropriate design and materials; and avoiding unacceptable impact on any adjacent properties.	Agricultural buildings of certain scale require an 'Agricultural Determination'. Impact and integrations with surrounding landscape and built environments does not require that the building is hidden but that the outline is softened.	To ensure that new farming practices can be adopted consideration of modern designs on traditional steadings may be accommodated to ensure future sustainability. For listed buildings, in conservation areas and or AONB special consideration will be required to ensure compatibility with local surroundings and protection of certain wildlife species.

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Policy 15 – Equestrian Development	Development schemes for horse riding facilities will be permitted: where there is no unacceptable impact on landscape or nearby properties; adequate access to parking; sited where practical to integrate with existing buildings and landscape; surrounding roads and bridleways are adequate and safe; lighting will not impact on surrounding land uses; and intensity is in character with area.	Carlisle has seen an increase in applications for equestrian development and this is likely to continue due to the changes in the rural economy providing scope for diversification.	As for Policy 13
<p>Housing</p> <p>To enable the development of a range of high quality, energy efficient housing, in a variety of locations, to meet the aspirations of the existing community and those wishing to move to the area, and which will help build communities and support economic growth.</p>			
Policy 16 – Housing Strategy and Delivery	Planning permission will be granted for housing proposals that will: contribute to achieving an average annual district housing target of 665 houses; seek to achieve 70% of new housing will be in urban area, 30% in rural; provide mixed dwelling types, size and tenure in line with local need; contribute to development of brownfield sites.	Housing target based on Housing Needs and Demands Study 2011. Whilst the Strategic Housing Land Availability Study currently demonstrates land available with the potential to deliver 8,212 houses. The Council can currently demonstrate at least 5 year supply of housing. From 2025 onwards shortfall will be met by implementation of the Carlisle South (Policy S3).	The delivery of housing must consider how to accommodate an ageing population whilst maintaining mixed communities, how to provide physical and social infrastructure that is required to support housing growth. Growth in rural Carlisle has to address the needs of an ageing population and support existing services in line with local needs. Reference to the Rural Masterplanning and Parish or community led plans will provide local evidence.

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Policy 17 – Housing Development	New housing on sites that have not been allocated will be acceptable if development: will enhance or maintain the vitality of the rural community; is in scales, form, function and character; layout and design is visually attractive; is well contained within landscape; in rural areas there are services in the village or there is good access to one or more neighbouring villages with services or to larger settlements of Carlisle, Brampton or Longtown; does not adversely affect amenity of adjacent uses; existing areas of public open spaces are protected; and satisfactory access and car parking.	<p>With 30% or the population lives in rural Carlisle, this policy makes provision for small scale housing in rural villages on a flexible basis. Most development will be focused in sustainable locations. Accessibility to services will be one consideration, housing will also be acceptable where it will enhance/ maintain the vitality of rural communities.</p> <p>As the plan no longer defines settlement boundaries, sites will be more acceptable where they are physical contained by existing landscape features.</p>	<p>How villages support each other has been a focus of the Rural Masterplanning Project.</p> <p>Removal of settlement boundaries from Brampton, Longtown and 20 villages will allow for rural housing of a scale appropriate to the size of the village, especially where this helps sustain existing services</p> <p>Community Right to Bid procedure for the protection of community facilities and/or the development of local needs housing is an important consideration</p>
Policy 18 - Residential Density	The density of new housing proposals should optimise the potential of the site and responds to local character and sense of place.	Higher densities will be more appropriate within Brampton, Longtown and the larger village centres with good access to transport, services.	As for Policy 16
Policy 19 - Affordable Housing	In Zone A all sites of 5 units or above requires 30% of units to be affordable. In Zone B all sites of 10 units or above require 25% units to be affordable. Affordable units to be a mix of social, affordable rented and intermediate housing.	The scale of affordable housing required has been calculated following an Affordable Housing Economic Viability Assessment.	Scattered rural poverty is often masked by statistics. Mathew Taylor Report and local evidence suggests that farming families and seasonal agricultural workers are on wages that are below the minimum wage. Studies have indicated that these families do not access benefits and therefore do not register in the statistics generally available. Open rural, market property prices are higher and local families can struggle to access the rural housing market.

Policy Name	Aim	Proposed Rural Outcome/Relevance	Develop and Appraise Options/Comments
Policy 20 - Rural Exception Sites	<p>In rural areas, dwellings will be permitted on small site where the: development is for affordable housing; the affordable housing is retained for local need; proposals can demonstrate that development is deliverable; site is close to range of services and facilities.</p> <p>Open market housing will be acceptable on rural exception sites when: excessive development costs due to site constraints; open market housing is essential to enable the delivery of affordable housing; and open market housing is the minimum required to achieve site viability.</p>	<p>The scale of affordable housing through exception sites has been calculated following an Affordable Housing Economic Viability Assessment. Villages throughout the district vary enormously in size therefore development of a rural exception site must be in scale with the adjacent village.</p>	<p>Schemes are more likely to be successful if supported by the local community and parish council.</p> <p>The affordable housing is in perpetuity to meet local needs. This has been raised as a challenge by local people through the Rural Masterplanning Project.</p> <p>Community Right to Bid may be used to secure land or buildings for affordable housing for the local community.</p>
Policy 21 - Housing for Rural Workers	<p>In the open countryside, new houses for rural workers will be permitted where there is an essential need to live permanently at or near their place of work. Evidence to demonstrate need and that the need cannot be met locally is required.</p>	<p>The definition of rural worker includes agriculture and forestry but can include other land based enterprises that have been established for more than two years.</p>	<p>Mathew Taylor report recommends that Local Authorities support those that work in rural areas by providing places for them to live.</p>
Policy 22 – Other Housing in Open Countryside	<p>New housing will be allowed in open countryside if it replaces an existing dwelling or is the conversion of a structurally sound, redundant building. Developments should enhance the immediate setting; reflect the identity of the local surroundings; and be of an appropriate scale.</p>	<p>As for Policy 20</p>	<p>Conversion of very remote buildings will require additional information to be submitted as the NPPF advises against new isolated homes in the countryside unless there are special circumstances.</p>

Policy Name	Aim	Proposed Rural Outcome/Relevance	Develop and Appraise Options/Comments
<p>Infrastructure</p> <p>To ensure the provision of efficient and integrated infrastructure networks needed to support new and existing development, facilitate economic growth and deliver the plan strategy.</p>			
<p>Policy 30 – Delivering Infrastructure</p>	<p>New development will not be permitted where there is insufficient infrastructure or where it would place unacceptable strain on existing infrastructure. The Council will look at securing funding or a fee may be sought where new infrastructure is required for development.</p>	<p>The Infrastructure Delivery Plan (IDP) will be used to identify and infrastructure deficits that may impact upon proposals for new development. Key infrastructure includes: schools; water supply; foul water drainage and network capacity; energy supply; and highway capacity and access. Other infrastructure requirements may include: flood defences; open space/sports facilities; children’s play areas; green infrastructure connections; broadband internet access; off street parking; electronic vehicle charging points; community facilities and services; health facilities; landscaping; and replacement/new habitats.</p>	<p>The rural nature of the district means that isolation and lack of services is an ongoing challenge. Lack of sufficient infrastructure such as foul drainage is a limiting to future development in some rural settlements as identified by United Utilities and through Rural Masterplanning. The IDP will provide evidence for developer contribution.</p> <p>Flexibility will be required to maximise on opportunities for infrastructure improvement that do arise such as the BDUK funded project for improvements to rural broadband in rural Cumbria.</p>
<p>Policy 31 - Sustainable Transport</p>	<p>In order to reduce reliance on private car, new development will be focused into areas with the greatest availability of services and facilities or in locations with good public transport connections.</p> <p>Proposals in line with the aims and policies of the Local Transport Plan will be supported.</p>	<p>Development likely to generate significant levels of transport within isolated and poorly accessible areas will normally be resisted unless an overwhelming environmental, social or economic need can be demonstrated.</p>	<p>Reliance on car in rural areas of Carlisle needs to be accepted. Longer journeys to service centres are inevitable. The need to look to improve connectivity longer term or alternatives to public transport. Opportunities such as: southern by-pass; reopening Gilsland train station currently being explored; and use of sustainable vehicle technology in rural areas.</p>

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Policy 33 – Broadband Access	New development must be able to demonstrate how it will contribute to and be compatible with local fibre or internet connectivity. Aim is to connect to the internet with a minimum speed of 25 Mbps with capacity for upgrade.	Applicant proposing major development schemes are encouraged to engage with local broadband groups and Parish Councils, where present, to explore how ducting and/or fibre can provided to benefit the local community and to establish whether community broadband projects are active and how to integrate with them.	Connecting Cumbria and BT project over the next 2½ years will aims to allow all homes and businesses in Cumbria access to broadband speeds of not less than 2Mbps, with 93% properties in having the opportunity to connect to superfast services. Exchange Roll-out Plan May 2013 is available. This will be a significant challenge in rural areas and communities will require support as they seek technical solutions relevant to their area.
<p>Climate Change and Flood Risk</p> <p>To reduce emissions of greenhouse gases and avoid inappropriate development in areas at greatest risk of flooding in order to ensure that the District is more resilient and less vulnerable to the effects of climate change and can successfully adapt to its effects.</p>			
Policy 37 – Renewable Energy	Proposals will be favourably considered as long as they satisfy criteria covering: protection of landscape, townscape, or historic environment and biodiversity; provide measures that mitigate against pollutants; management of waste; no unacceptable levels of harm to important features; provision of parking/access; no conflict with existing recreational facilities; and consideration given to the effects on civil or military aviation and/or defence assets.	Protection of landscape and areas of special character are key to this policy. The Cumbria Landscape Character Guidance and Toolkit 2011 or any successor should be used to assist in identifying areas.	Any adverse impact will have to be weighed against wider social, economic and environmental benefits. Community involvement in larger scale projects is encouraged and recommends developers engage actively with local communities. Support also given to community led initiatives for renewable and low carbon energy.

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Policy 38 – Wind Energy	Proposals for wind turbines need to consider their individual and cumulative effect assessed against: location, scale and visual impact; local amenity in relation to noise & flicker; nature conservation features; heritage features; services such as highways; recreational facilities; civil or military aviation or defence assets; and cumulative effect with other known planning proposals.	Carlisle district has 9% of the wind energy capacity for the County (Cumbria Renewable Energy Capacity and Development Study, 2011). There is an on-going Cumulative Impact of Vertical Structure Study which will consider landscape and points of saturation in relation to tall structures. Planning decisions will be made on the basis of this report.	As for Policy 37.
<p>Health, Education and Community</p> <p>To create a thriving, successful and healthy community for all.</p>			
Policy 43 – Educational Needs	Proposals for development of education facilities should be provided within existing educational sites where there is a need. The location should be close to the intended catchment in order to minimise travel in line with	There are currently 30 primary and 2 secondary schools in rural areas. The local education authority anticipates that there will be a significant increase in new starter at primary school this will impact on secondary schools from 2020 onwards. Combined with the impact of new developments there may be a requirement for more school places in Brampton, Cummersdale, Dalston, Cumwhinton, Linstock, Scotby and Wetheral.	The vitality of rural schools is key to maintain viability of rural sustainability. Through the Rural Masterplanning Project a key issue has been the loss of young families from rural villages not from choice but due to housing affordability and cost of living in rural areas.

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Policy 44 – Sustaining Rural Facilities and Services	Changes of use to rural facilities such as shop, public house, doctor’s surgery, dental surgery, school, bank, church/chapel, village hall or other facility considered important to the community will only be permitted where it can be demonstrated that: it is no longer viable; adequate alternative provision; all options for continuance have been explored; and where an asset is listed on a Community Asset of Value Register, the Council will seek proof of 6 months marketing.	The Council will seek the retention of facilities and services in accordance with sustainability objectives.	Combining uses of facilities such as doctor’s surgery held in village halls or libraries operating from village shops can be explored. Communities and Parish Council are able to compile a Community Asset of Value Register that can be lodged with the Council and used to enable Community Right to Bid.
<p>Heritage Historic Environment</p> <p>To conserve, enhance and promote Carlisle’s heritage and opportunities provided by the historic landscape to generate maximum social and economic benefit whilst ensuring that proposals are sympathetic to the elements that make Carlisle and Cumbria special.</p>			
Policy 53 – Hadrian’s Wall World Heritage Site	Presumption in favour of preserving the fabric, integrity and authenticity of archaeological sites that form part of the outstanding universal value of the World Heritage site. Development will not be permitted where there is an unacceptable. Proposed development in the Buffer Zone and outside the boundaries will not be allowed where there is an adverse impact. New development will not be allowed on open land. New development within the Site and Buffer Zone will be allowed which enhances or better reveals its significance.	Protecting the visual setting of the site is of particular relevance to rural areas.	The Hadrian’s Wall Path National Trail and Hadrian’s Wall Cycleway provide significant access opportunities for large numbers of cyclists and walkers. Opportunities for local peoples to set up small enterprises providing tourist services and facilities are ongoing. The policy allows for developments that contribute to highlighting the importance and sense of place that underpin rural regeneration and economic development.

Policy Name	Aim	Proposed Rural Outcome/Relevance	Develop and Appraise Options/Comments
<p>Green Infrastructure</p> <p>To protect, enhance and increase the provision of the green and blue infrastructure across the District for benefit of residents, visitors and the wider natural environment.</p>			
<p>Policy 60 - Landscapes</p>	<p>The council shall seek to protect all landscapes from excessive, harmful or inappropriate development, particularly those areas less able to accommodate enhancement and restoration of valued landscapes.</p>	<p>Proposals for development will be assessed against the criteria presented within the Cumbria Landscape Character Assessment Toolkit (or successor documents).</p>	<p>Some landscapes are more sensitive to change than others. This policy should not be used to resist change but should take a criteria based approach to assessing the appropriateness of a development within a given landscape character area.</p>
<p>Policy 61 – Area of Outstanding Natural Beauty</p>	<p>The North Pennines and Solway Coast Areas of Outstanding Natural Beauty (AONB) will be conserved and enhanced. Development in or affecting the AONBs will only be permitted where it does not, individually or cumulatively have significant impact on their special qualities or statutory purposes.</p>	<p>The prime purpose of the AONB designation is to protect the landscape rather than restrict development within the villages that are located within it. The Solway AONB Landscape Character Assessment superseded the Cumbria Landscape Character Assessment. Both AONBs have management plans that proposed development should be in line with.</p>	<p>Local communities and economies within AONBs should not be allowed to stagnate. The relevant AONB management teams should be consulted on proposals within or close to AONBs.</p>
<p>Policy 62 – Biodiversity and Geodiversity</p>	<p>International, National and Local Designated Sites accord protection of biodiversity/geodiversity to varying degrees. All proposals that may impact upon habitat, species or geodiversity should where appropriate: maintain/enhance, conditions for priority habitats and species; maintain/enhance geodiversity assets; ensure satisfactory integration of wildlife corridors; and seek to make species appropriate provision.</p>	<p>Proposals for development will be expected to minimise adverse impact on and actively enhance biodiversity within or around the site.</p> <p>The Cumbria Biodiversity Action Plan addresses how national targets will be met at a local level.</p>	<p>The NPPF states that biodiversity should be planned for at a landscape-scale across local authority boundaries.</p> <p>The extent of important habitats across the district has been mapped by the Cumbria Data Network.</p>

