

Planning Carlisle's Future

Local Development Scheme

2013-2015

Updated December 2013



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1.0 Introduction

1.1 The Planning and Compulsory Purchase Act 2004 was enacted in May 2004 and commenced in September 2004. The Localism Act 2011 amends Section 15 of the Planning and Compulsory Purchase Act 2004 with regards to the preparation, revision and promulgation of local development schemes. The amendments to planning through the Localism Act and subsequently the National Planning Policy Framework (NPPF) made a number of significant changes to the development plan system, notably the replacement of Local Development Frameworks (LDF) with a Local Plan, which can be reviewed in whole or in part to respond flexibly to changing circumstances.

1.2 The Local Plan will be a key component in the delivery of the Carlisle Community Plan entitled: Carlisle Partnership Community Plan (2011-2016). The plan will be made up of strategic policies, detailed development management policies and site allocations.

1.3 The Planning and Compulsory Purchase Act 2004 and the Localism Act 2011 require the City Council to prepare and maintain a document known as the Local Development Scheme (LDS). The LDS is a public document, setting out the City Council's programme for preparing various aspects of the Local Plan over the next three years. The LDS has three main purposes:-

- To inform the public of the component parts that will make up the new Local Plan;
- To set out the timescales the public can expect for the preparation and review of these documents. The timetable specifically includes consultation milestones to inform the public about opportunities to get involved with the plan making process and to let them know the likely dates for involvement; and
- To establish and reflect City Council priorities and to enable work programmes to be set for the preparation of any supporting documents.

1.4 This document has been updated in order to accommodate a Second Stage of Public consultation on the Preferred Options. This Second Stage of consultation will allow the public the opportunity to comment on the changes and alternative sites that have been considered since the first Preferred Options consultation. This LDS will be kept under review and monitored annually, through the Annual Monitoring Report (AMR) to ensure that planning policies and proposals are kept up to date in response to new and emerging planning issues, planning legislation, national policy guidance and other material considerations.

1.5 In March 2012 the Government issued the National Planning Policy Framework together with the Planning Policy for Traveller Sites. These two documents have replaced the majority of the former Planning Policy Statements. This version of the LDS has been revised to reflect the amendments to the plan making process.

1.6 This LDS is available to download on the City Council's website at www.carlisle.gov.uk. Paper copies of the document are also available at the Civic Centre, Rickergate, Carlisle, CA3 8QG.

2. Context

2.1 The District of Carlisle covers an area of approximately 1, 042 sq km and is situated to the far north of the Cumbrian County, bounded by the Scottish border to the northwest and Northumberland to the east. The City of Carlisle and its surrounds, form the principal urban area to the southeast of the District. The remainder of the District is predominately rural in nature, with the exception of Longtown to the north and Brampton to the east.

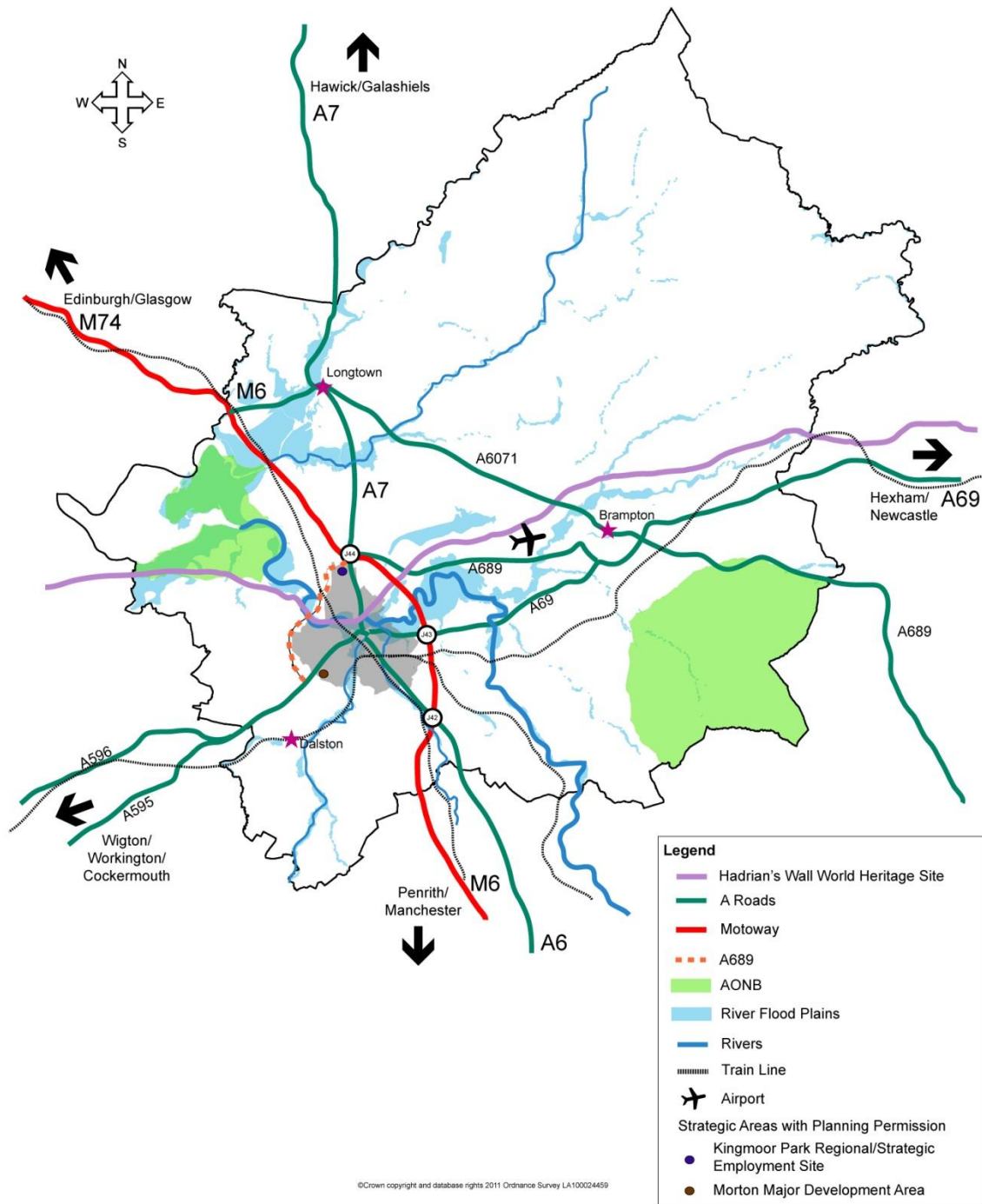
2.2 Population data collated from the 2011 Census, released in July 2012, showed that the usual resident population of the District had risen by 6.7% since 2001 to 107, 500. Whilst the rate was slower than the average for England and Wales it was the highest in Cumbria.

2.3 The M6 motorway runs through the District linking the City of Carlisle to southwest Scotland and the Lake District. Carlisle benefits from three M6 junctions at Carleton (J42), Rosehill (J43) and Kingstown (J44). Despite this some urban areas to the west of the City are currently relatively isolated largely due to the barrier presented by the River Eden. The Carlisle Northern Development Route (A689), which was completed summer 2012, has helped to open up these areas by providing a western link to the M6 at junction 44.

‘Growing Carlisle’ – the Economic Strategy for the City Region indicates that Carlisle's economy needs to make a fundamental shift to avoid facing decline in real terms and deal with areas of social deprivation. Carlisle's population must grow significantly in order to support this economic shift to provide the required critical mass needed to function as a regional centre for Cumbria and southwest Scotland.

2.4 The map overleaf identifies Carlisle District and the key settlements of Carlisle, Brampton, Dalston and Longtown. The Local Plan will relate to the whole of the District.

Map 1:- Carlisle District



3. Carlisle Local Plan

3.1 In 2004 the Government introduced Local Development Frameworks (LDF) as part of a new system of development plan preparation. The LDF system was put in place to speed up the preparation of plans, ensure that they are monitored, reviewed and kept up to date and that there is greater and more effective community involvement. The Government however recognised that in a number of cases Local Development Frameworks and in particular Core Strategies were not being delivered. As a result, the Government introduced the NPPF in March 2012. The NPPF prescribes that local planning authorities should produce one Local Plan for their area and that any additional development plan documents should only be developed where clearly justified. The new Local Plan is being produced in accordance with guidance introduced in the National Planning Policy Framework and the Localism Act. It replaces the portfolio of documents that were to be produced under the Local Development Framework (LDF) system with one, single development plan document containing strategic policies, general development management policies, site allocations and the policies map. The Local Plan will replace the existing Carlisle District Local Plan (2008).

3.2 The new Local Plan is central to the future development of the District. It will set out the long term spatial vision of the District for the next 15 years, including strategic objectives, spatial strategy and Development Management policies. The Local Plan will indicate what development will be delivered in the District, and where, over the period to 2030.

3.3 The allocations section of the Local Plan will identify site-specific allocations for particular uses in Carlisle necessary to deliver the spatial vision of the plan. Sites will be identified in accordance with policies in the Local Plan and relevant national policy.

3.5 The Policies Map is a geographical expression of the policies contained within the Local Plan.

3.6 Supplementary Planning Documents (SPD) are prepared to provide greater detail on the policies and proposals in the Local Plan. A Draft Planning Obligations SPD will be progressed as well as a Parking Standards SPD and update to the Shopfronts Design Guide, to supplement the new Local Plan.

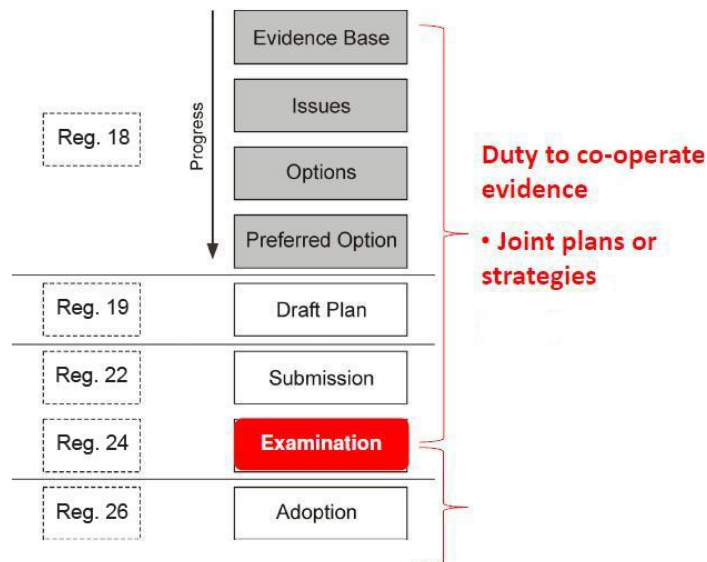
3.7 The Statement of Community Involvement (SCI) sets out how the Council will engage the community in the preparation of Local Plan and the City Council's procedures for public involvement in planning policy and development management decisions.

3.8 The Annual Monitoring Report (AMR) is used to report progress on the timetable and milestones set out in the Local Development Scheme (LDS). The report analyses progress against a range of indicators including for example housing completions, level of employment and related development, the number of vacant shop units and so on. The report identifies where policies and targets are not being met or are having unintended effects, which may highlight a need for policies to be reviewed through the Local Plan process. It also reports on progress of the new 'Duty to Cooperate' set out in section 110 of the Localism Act.

3.4 Cumbria County Council is currently working on the preparation of a Minerals and Waste Local Plan for Cumbria (MWLP). This supersedes work carried out for the preparation of the Cumbria Minerals and Waste Development Framework (MWDF) as during the production of the MWDF, the Government introduced a new development plan system, based on Local Plans. The County Council has decided that the priority should be to commence work on the MWLP without delay. The MWLP will be for the period up to 2030 and will be for those parts of Cumbria that are outside the Lake District and Yorkshire Dales National Parks. The MWLP is intended to be a single document with three sections: strategic policies, development control policies and site allocations, together with a policies map. The MWLP forms part of the Development Plan for Carlisle District.

4. Preparing the Local Development Plan

4.1 The Town and Country Planning (Local Planning) (England) Regulations 2012 sets the process of preparing and adopting Local Plans. A summary of this process is outlined below:-



4.2 Public Participation (Regulation 18) – This stage involves preparing the evidence base, generating options and engaging and consulting stakeholders and the community in accordance with Regulations and the adopted SCI.

4.3 Publication of a Local Plan (Regulation 19) - The City Council will publish the version of the Local Plan it proposes to submit to the Secretary of State, This will enable the City Council to consider any representations received before proceeding to formally submit the Local Plan.

4.4 Public Participation (Regulation 19) – The City Council will publish a consultation statement that details the various strands of consultation undertaken in the preparation of the Local Plan.

4.5 Submission to the Secretary of State (Regulation 22) – The City Council will formally submit the Local Plan for examination to the Secretary of State. An independent Examination in Public will be convened and an Inspector will be appointed to assess the soundness of the document.

4.6 Independent Examination (Regulation 24) – An Independent Inspector will conduct an Examination into the ‘soundness’ of the submitted Local Plan.

4.7 Publication of the Recommendations of the Appointed Person (Regulation 25)- The City Council will publish the Inspector’s recommendations and their reasons as soon as reasonably practicable after the receipt of the report.

4.8 Adoption (Regulation 26) – If the Local Plan is to be found to be ‘sound’, the City Council will adopt it as soon as practicable following receipt of the Inspector’s report unless the Secretary of State intervenes. They must then make it available together with an adoption statement, the Sustainability Appraisal report and details of where the Local Plan is available for inspection.

Sustainability Appraisal and Strategic Environmental Assessment

4.9 Sustainability Appraisal (SA) is an important feature of the local spatial planning system and seeks to ensure that policies and proposals reflect sustainable development principles.

4.10 The whole Local Plan will be subject to SA, which must commence as soon as a new Local Plan has been conceived. It considers the environmental, social and economic impacts of the policies and proposals in the Local Plan. This will allow the Local Plan to comply with the Strategic Environmental Assessment (SEA) Directive (European Directive 2001/42/EC).

4.11 SA must be proportionate to the plan in question and should not repeat the appraisal of higher-level policy. The SA performs a key role in providing a sound evidence base for the plan and forms an integrated part of the plan preparation process. SA will inform the evaluation of alternatives and be made available as part of the public consultation process.

5. Production Programme

5.1 Carlisle City Council will produce a Local Plan.

5.2 Table 1 below summarises the anticipated timetable for the production of the Local Plan. The table identifies the 'chain of conformity' for each document, which is the relationship with various levels of policy making.

Local Development Document Title	Role and Subject	Chain of Conformity	Timetable			
			Preferred Options	Publish	Submit to SoS	Adoption
Carlisle Local Plan	To set out the vision and spatial strategy, policies and allocations for future development, for meeting the known requirements to 2030.	National Planning Policy/Carlisle Partnership Community Plan. All subsequent SPDs will need to be in conformity with the Local Plan.	Summer 2013 Second Stage Consultation Spring 2014	Autumn 2014	End 2014	Summer/Autumn 2015

Table 1 – Chain of conformity

5.3 A timetable is outlined in Appendix A that identifies the timescale for the preparation of the Local Plan. A profile of the Plan is outlined in Appendix B. The profile provides the following information:-

- Document Title
- Document Details
- Programme of Production
- Arrangements for Production
- Post production, monitoring and review

6. Evidence Base

6.1 To facilitate the formulation of the Local Plan and to provide a robust evidence base for the Sustainability Appraisal that incorporates Strategic Environmental Assessment and the Habitats Regulations Assessment, a comprehensive range of background information and survey material will be gathered.

6.2 The NPPF paragraph 158 states that the evidence base should be proportionate and should be based on adequate, up-to-date and relevant evidence about the economic, social and environmental characteristics and prospects of the area.

6.3 The Planning Policy Team is currently working on the development of a robust, credible and up to date evidence base using a combination of both internally and externally prepared documents and surveys. The evidence base used to underpin the Local Plan will be proportionate, relevant and as up to date as reasonably practical.

6.4 The following list identifies some of the key publications that have informed the Local Plan preparation work so far:-

National

- National Planning Policy Framework (NPPF) 2012
- Planning Policy for Traveller Sites 2012
- Planning and Compulsory Purchase Act 2004
- Localism Act 2011
- Planning Act 2008
- Climate Change Act 2008

Sub Regional

- Cumbria Biodiversity Action Plan (2009)
- Cumbria Climate Change Strategy and Cumbria Climate Change Action Plan (2009-2014)
- Cumbria Economic Strategy 2009-2019 (2009)
- Cumbria Employment Land and Floorspace Assessment (2006)
- Cumbria Gypsy and Traveller Accommodation Assessment (2013)
- Cumbria Historic Character Assessment (2009)
- Cumbria Landscape Character Guidance and Toolkit (2011)
- Cumbria Local Transport Plan 3 (2011-2026)
- Cumbria Mineral and Waste Local Plan (2012- on going)
- Cumbria Strategic Housing Market Assessment (2009)
- Cumbria Sustainable Community Strategy 2008 – 2028
- Cumbria Sub-Regional Action Plan 2009 – 2012 (2009)
- Cumbria Sub-Regional Employment Sites (SRES) Study (2008)

- Cumbria Local Economic Assessment 2010 (November 2010)
- Cumbria Renewable Energy Capacity and Deployment Study (2011)
- Shoreline Management Plan SMP2 (2011)
- Cumbria Surface Water Management Plan
- Cumbria Local Transport Plan 3
- Cumbria Surface Water Management Plan.

Local

- Carlisle Partnership Community Plan 2011-2016
- Carlisle Employment Sites Study: Implications for M6 Corridor (June 2010)
- Carlisle Growth Point Programme of Development 2008
- Carlisle Renaissance Development Framework and Movement Strategy – Baseline Report and Final Document (January 2007)
- Carlisle Renaissance Development Framework and Movement Strategy – Policy Statement (January 2007)
- Carlisle Retail Study GVA (2012)
- Strategic Housing Land Availability Assessment 2012 (Consultation June/July 2012 Ongoing process)
- Affordable Housing Economic Viability Assessment (2013)
- Growing Carlisle: An Economic Strategy for the Carlisle City Region (March 2008)
- An Economic Review of Carlisle (2013)
- Urban Design Guide & Public Realm Framework (2008)
- Housing Need and Demand Study (November 2011)
- Strategic Flood Risk Assessment (November 2011)
- Green Infrastructure Strategy (2011)
- Affordable Housing Economic Viability Assessment (2013)

Studies currently being prepared

- Sports Facilities Strategy 2013-23
- Infrastructure Delivery Plan
- Sustainability Appraisal
- Habitats Regulations Assessment
- Cumbria Surface Water Management Plan
- Statement of Community Involvement
- Equality Impact Assessment
- Health Impact Assessment
- City Centre Masterplan
- Rural Masterplanning

7. Project Management

7.1 The project management aims for the Local Plan production are:-

- Ensuring the most efficient use of resources;
- Setting and achieving the overall programme and interim targets;
- Ensuring co-ordination of the Local Plan with other Council activities and plans;
- Promoting involvement and corporate ownership of the Local Plan;
- Promoting ownership by non-Council stakeholders in the Local Plan;
- Ensuring effective community involvement in the Local Plan;
- Monitoring and reviewing progress towards adoption.

Resources and Responsibilities

7.2 The preparation of the Local Plan is the responsibility of the Director of Economic Development. The Investment and Policy Manager will be responsible for the management of staff and resources. Detailed project plans have been prepared to assist the Investment and Policy Manager in the management of the Local Plan process. These project plans identify the tasks required to deliver a 'sound' Local Plan and underpin the key milestones identified in the LDS. The plans are pivotal in the identification of tasks; their allocation, duration and programming.

7.3 Leading the production of the Local Plan will be the Planning Policy Team. The team is comprised of the following:-

- Investment and Policy Manager (a proportion of time will be allocated to contribute towards progression of the Local Plan)
- 1 FTE Principal Planner*
- 1 Planning Policy Officer*
- 1 Planning Policy Officer (Temporary)*
- 1 Monitoring Officer*
- 1 Landscape Architect/Tree Officer
- 1 Heritage Officer
- 1 Rural Development Officer (Part Time)
- 1 Planning Technician (Shared with Development Management)
- General Administrative support

* Posts identified to concentrate on progressing the Local Plan

7.4 The Investment and Policy Team will primarily have responsibility for the production of the Local Plan, but will receive support from other departments as appropriate. This staff resource must balance the preparation of the Plan with other City Council and departmental work including input into cross-boundary planning for example the two AONB Management Plans; input into the Housing Strategy; corporate land and property based projects; the determination of planning applications; and major development schemes. Consultants will be engaged on specific projects where there is a lack of expertise or capacity in-house.

Monitoring and Review

7.6 The Planning and Compulsory Purchase Act 2004 requires every local planning authority to monitor and review their LDS within The Annual Monitoring Report. The Localism Act received Royal Assent on 15th November 2011 and amended the wording by removing reference to 'annual', enabling reports to be produced at a frequency appropriate to the authority providing they are no more than one year apart. Carlisle City Council have elected to continue to produce the monitoring report annually.

The Annual Monitoring Report (AMR) will be prepared and will:-

- Set out how the City Council is performing against the timescales set out for that year in the LDS, giving reasons if the Local Plan is behind the timetable set out in the LDS;
- Provide information on the policy indicators set out in the Local Plan, which will help to assess the success of individual policies;
- Identify whether the Local Plan needs to be reviewed, updated or policies altered;
- Provide a progress report on the delivery of housing, including reference to the housing trajectory.

The AMR is produced each year and can be viewed on the City Council's website www.carlisle.gov.uk.

8. Risk Management

8.1 In preparing the Local Plan, the main areas of risk were identified. These have been set out in the table below together with the mitigation measures suggested.

RISK	PROBLEM	MITIGATION MEASURE
Staff turnover or redundancies	Staff turnover is difficult to predict. Significant and constant staff turnover would severely affect our ability to achieve timely progression with the local plan work programme.	Ensure that prompt action is taken to fill vacant posts. If considered appropriate secure additional resources through use of consultants, temporary staff and internal secondments.
Pressure on staff time due to competing work streams	Slower than timetabled progression on Local Plan resulting in an uncertain planning policy framework for Carlisle.	Ensure that the Local Plan is recognised by SMT and JMT as a key priority for the City Council.
Programme slippage	Key milestones may not be met, delaying the delivery of the Local Plan.	In producing the timetables for documents, the resource requirements for producing the document have been assessed and staff time allocated appropriately.
Capacity of the Planning Inspectorate	The resourcing of this body is out of our control.	Correspondence and meetings with PINS should ensure that they are fully aware of the City Council's Local Plan timetable.
'Viability' of the Local Plan	The introduction of the viability test has seen major changes in the way in which the robustness of the plan is considered.	Minimise the risk of producing an 'unviable' document by seeking guidance for carrying out a viability study of the whole plan.
'Soundness' of the Local Plan	The introduction of the test of soundness has seen major changes in the way in which representations are structured and how the robustness of the plan is considered.	Minimise the risk of producing an 'unsound' document by working closely with CLG and PINS
Length of independent examination	It is recognised that it may be difficult to precisely quantify the length of the examination process.	The City Council will endeavour to minimise the volume of issues to be resolved at examination, through ensuring that the Local Plan is founded upon wide pre submission consultation and a robust and credible evidence base.
New legislation, guidance or	Delay due to changes in	It is not possible to plan for

regulations	plan making requirements/procedures.	further changes to the planning system. The City Council will endeavour to deal with new requirements with minimum disruption to the timetable.
Legal Challenge / Suspension of EIP of the Local Plan	Delay in adoption and implementation of the Local Plan resulting in the lack of an up to date policy framework.	The risk of the Local Plan being subject of a legal challenge will be minimised by working closely with DCLG and PINS to ensure that the chain of conformity is achieved and correct procedures followed. Every effort will be made to ensure that the Local Plan is realistic, able to be implemented, founded upon a robust and credible evidence base and appropriate consideration of the views of local communities and others with a stake in the area. In addition the Duty to Cooperate will be carried out throughout the plan preparation process.

9. Contacts and Information

9.1 For further information on the preparation of the Carlisle District Local Plan, please contact the Investment and Policy Team:-

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CA3 8QG

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Website: www.carlisle.gov.uk

Appendix A – Timetable for the Preparation of the Local Plan 2013-2015

2013												2014											
J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D
						Yellow	Yellow	Red						Purple	Purple					Green	Green	Blue	Brown
2015																							
J	F	M	A	M	J	J	A	S	O	N	D												
		Light Purple	Light Purple				Black		Orange														

Preferred Options Public Consultation	Yellow	6 Week Publication prior to Submission	Green	Commencement of Examination	Light Purple
PINS Compliance Meeting	Red	Submission to Secretary of State	Blue	Receipt of Inspector's Report	Black
Second Stage Preferred Options Public Consultation	Purple	Pre-examination meeting	Brown	ADOPTION	Orange

Appendix B – Local Development Document Profiles

The following tables set out a profile for the Local Plan detailing its role, status, coverage, timetable, production arrangement and monitoring arrangements.

Local Plan		
Document Details		
Description	<p>The Local Plan will set out the strategic planning framework for the District and the policies for delivering the spatial strategy and vision for Carlisle.</p> <p>The Local Plan will seek to:-</p> <ul style="list-style-type: none"> • Establish a vision, objectives and proposals for the Carlisle we want to see in the future; • Set out the key locations for development and how this will be managed and delivered; • Set out detailed Development Management policies to guide new development; • Address issues of local importance as well as national and international issues which have an impact on the future of Carlisle and Cumbria. 	
Geographic Coverage	District Wide	
Status	Local Development Plan	
Chain of Conformity	With National Planning Policy and having regard to the Carlisle Partnership Community Plan.	
Sustainability Appraisal	Preparation of Sustainability Report in accordance with Environmental Assessment of Plans and Programmes Regulations 2004.	
Programme for Production		
Key Stages	Timescale	Status
1. Preferred Options Public Consultation	July-September 2013	
2. PINS compliance Meeting	September 2013	
3. Second Stage Preferred Options Public Consultation	March/April 2014	
4. Publication Public Consultation	September/October 2014	
5. Submission to Secretary of State*	November 2014	
6. Pre-examination Meeting*	December 2014	
7. Commencement of Examination*	March 2015	
8. Receipt of Inspectors Report	August 2015	
9. Adoption*	October 2015	
*Indicates key milestone		
Arrangements for production		
Organisational Lead	Director Economic Development	
Political Management	Overview and Scrutiny Committee / Executive / Full Council	
Resources to Produce Local Plan	Principally led by the Planning Policy Team. All Council Directorates will provide additional input at various key stages of Local Plan production. Consultants will be utilised where appropriate.	
Approach to Involving Stakeholders and the Community	Approach will be in conformity with the details contained within the Councils adopted SCI.	
Post Production Monitoring and Review		
The Local Plan is intended to be a long-term strategy covering the period to 2030. The AMR will examine whether the identified key targets and indicators are being met.		

Appendix C – Development Plan

The existing Development Plan for Carlisle City Council consists of the following:-

Carlisle District Local Plan (Adopted 2008)

Cumbria Minerals and Waste Local Plan (MWLP)

The City Council adopted the Carlisle District Local Plan (2001-2016) in September 2008 and this document acts as the Council's key document for making planning decisions. Under the provisions of the Planning and Compulsory Purchase Act 2004 the plan policies have been saved. A list of saved policies and the Local Plan itself can be viewed at www.carlisle.gov.uk.