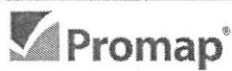
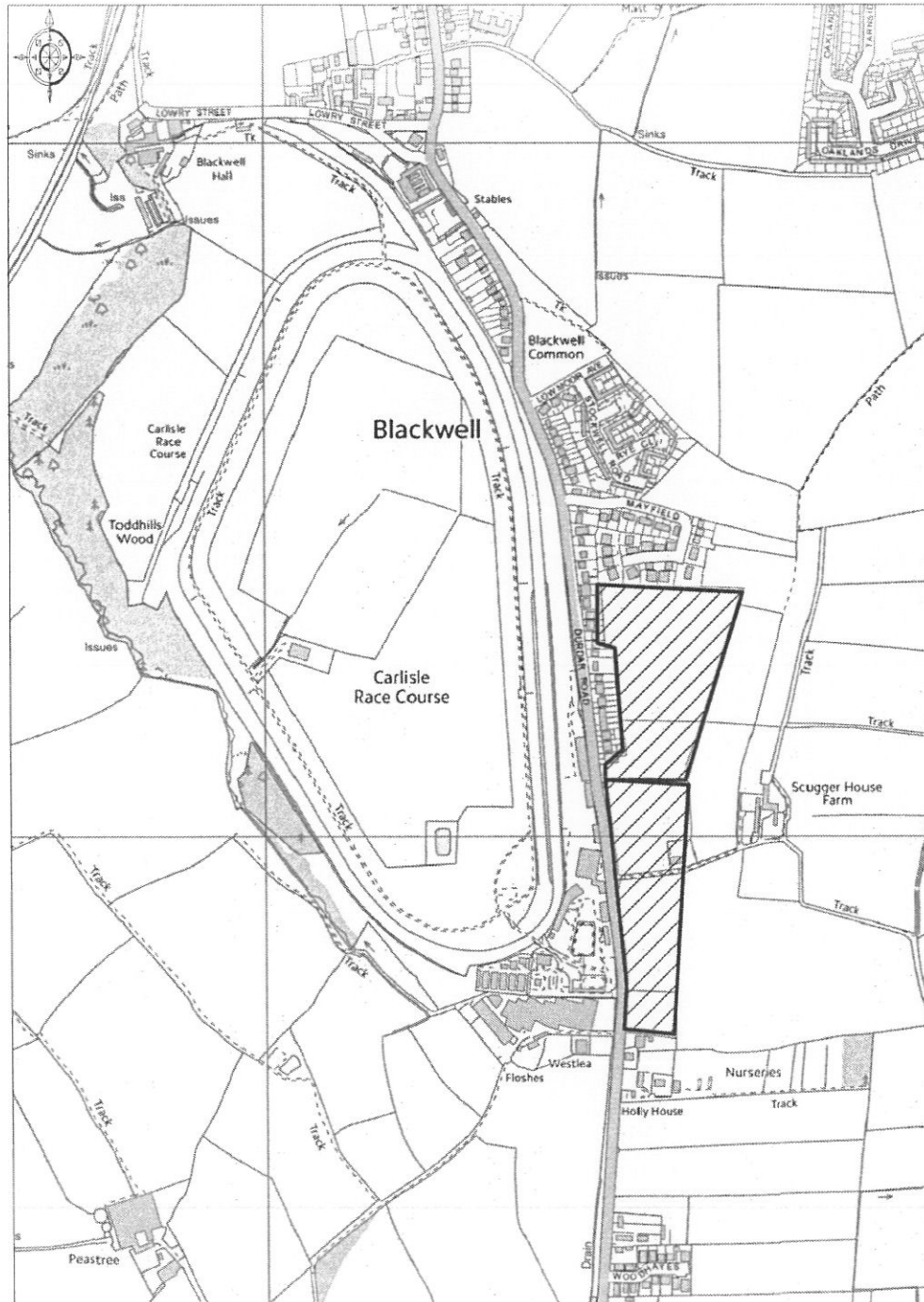


Carlisle Racecourse Potential Development Sites



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Dated: April 2015

**Representations to the Carlisle District Local Plan
Proposed Submission Draft
(February 2015)**

**With Specific Reference to
Land opposite Carlisle Racecourse, East
Of Durdar Road, Carlisle**

On behalf of

Carlisle Racecourse

Prepared by

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Leeds
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APPENDICES

1 - Site Plan

1.0 Introduction and Site Description

- 1.1 Following instructions from Carlisle, ID Planning were commissioned to make representations to the Carlisle Local Plan Proposed Submission Draft (February 2015).
- 1.2 These representations are made in the specific context of land in Carlisle Racecourse's ownership that lies opposite Carlisle Racecourse, to the east of Durdar Road in Carlisle.
- 1.3 The land comprises two separate parcels accessed from Durdar Road which are used for overflow car parking on busy race days. This car parking would be relocated to the main racecourse site to ensure parking needs can continue to be met on busy race days.
- 1.4 The southern parcel of land lies within the settlement limits of the Carlisle Racecourse allocation on the adopted Local Plan Proposals Map (2008). The current Local Plan allocation (DP4) supports development at the racecourse where it will enhance the existing sporting, economic, recreation and tourism function of the racecourse. The northern parcel of land lies outside but adjacent to the current racecourse allocation.
- 1.5 The use of the land for car parking is evident on the southern parcel of land and the southern half of the northern parcel with there being internal access roads leading to the grassed areas where cars park. The northern half of the land in the northern parcel comprises open grassland, the majority of this land lies to the rear of properties which front onto Durdar Road.
- 1.6 Collectively the sites are bound by residential development to the north, east and south and would therefore comprise a natural extension to Blackwell.
- 1.7 Carlisle Racecourse are seeking an allocation for housing development on the entire Durdar Road site totalling 7.7 hectares (19 acres).

2.0 Site Description, Current Local Plan Allocation and Planning History

- 2.1 These representations have been prepared in relation to the Local Plan Submission Draft (February 2015) and addresses the following:-
- The suitability of the land adjacent to Durdar Road for residential development.
 - A response to the Council's proposal to identify the Carlisle South Area as a broad location for growth and in particular Policies SP2 and SP3.
- 2.2 In each case, the response concludes whether the Council's proposed approach in relation to each of these matters is sound.

National Planning Policy

National Planning Policy Framework (NPPF)

- 2.3 The National Planning Policy Framework (NPPF) was published on 27th March 2012. Paragraphs 150 to 185 of the NPPF relate to plan-making. Paragraph 151 advises that local plans must be prepared with the objective of contributing to the achievement of sustainable development and therefore they should be consistent with the principles and policies set out in the Framework, including the presumption in favour of sustainable development.
- 2.4 Paragraph 154 requires plans to be aspirational but realistic. Paragraph 178 advises that public bodies have a duty to cooperate on planning issues that cross administrative boundaries, particularly those which relate to strategic priorities.

NPPF Tests of Soundness / European SEA Directive and Environmental Assessment of Plans and Programmes Regulations 2004.

- 2.5 As the Local Plan will subsequently be examined by an independent Inspector, the document will be assessed on the basis of whether the plan has been prepared in accordance with the Duty to Cooperate, legal and procedural requirements, and whether it is sound.
- 2.6 Our response therefore gives due consideration to the allocation of the land off Durdar Road for residential development as part of the Carlisle South growth area and whether these matters are legally compliant and sound based on the four tests of soundness set out in the NPPF.
- 2.7 Paragraph 182 of the NPPF states:-

"A local planning authority should submit a plan for examination which it considers is "sound" – namely that it is:

- ***Positively prepared*** – the plan should be prepared based on a strategy which seeks to meet objectively assessed development and infrastructure

requirements, including unmet requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable development.

- **Justified** - *the plan should be the most appropriate strategy, when considered against the reasonable alternatives, based on proportionate evidence;*
- **Effective** – *the plan should be deliverable over its period and based on effective joint working on cross-boundary strategic priorities; and*
- **Consistent with national policy** – *the plan should enable the delivery of sustainable development in accordance with the policies in the Framework.*

2.8 In addition, the representations focus on the legal duty to comply with the European SEA Directive – 2001/42/EC and the Environmental Assessment of Plans and Programmes Regulations 2004. The Directive and the Regulations require the need for:

1. Environmental reports to be of sufficient quality and provide proper information to allow consideration of all the potential effects
2. Sufficient detail to allow the public to understand why the plan is said to be sound.
3. An accurate and equal assessment of the alternatives to the chosen strategy / policy and explanation as to why they were not considered to be the best option.

3.0 Representations to the Local Plan – Land Opposite Carlisle Racecourse, East of Durdar Road

Policy SP2 – Strategic Growth and Distribution

Q1. To which part of the document does this representation relate?

Policy SP2 – Strategic Growth and Distribution

Q2. Do you consider that the Local Plan is:

Legally Compliant – Yes

Sound - No

Q3. If you consider the Local Plan is unsound, is it because it is not:

Broadly support the housing target of 565 dwellings per annum (net) but consider the wording of Policy SP2 is not sound in relation to sites within Carlisle South only being supported post 2025 and lack of clarity regarding growth being focused on the urban area of Carlisle:

Positively Prepared – n/a

Justified – Not justified

Effective – Not effective

Consistent with National Policy – n/a

Q4. Please give details of why you consider the Local Plan is not legally compliant or is unsound.

- 3.1 Carlisle Racecourse broadly supports the proposed housing requirement of at least 565 net new homes per annum. However, there are soundness issues in relation to part 1a of the policy which refers to urban and rural development and part 1b of the policy in relation to the restriction on sites coming forward from Carlisle South earlier than 2025.
- 3.2 Part 1a of Policy SP2 states that 70% of the growth will be focused on the urban area of Carlisle with 30% in the rural area. For the plan to be effective it is maintained that it should be made clear within the supporting text to Policy SP2 that the housing growth proposed at Carlisle South would constitute growth of the urban area of Carlisle and therefore count towards the 70% target.
- 3.3 Part 1b of the Policy states that specific sites have been identified within the Plan, alongside an allowance for windfall developments, to accommodate the growth required until 2025. Carlisle South has been identified as a broad location to accommodate housing growth beyond this period. It is maintained that for this policy to be justified and effective there needs to be flexibility within

the policy to support sites within Carlisle South coming forward earlier than 2025. This would ensure the objectively assessed need for housing can be met in the event that sites do not come forward in the first 10 years as expected. It is considered this need for flexibility is essential given the Council acknowledge that housing development has slowed over the last 5 years with only 190 net new dwellings being delivered in 2013/14 (paragraph 2.27). For the Plan to be deliverable there needs to be sufficient flexibility to meet the objectively assessed housing need in the event that allocated sites do not come forward as planned and to ensure undersupply can be addressed without the need for a review of the Plan.

- 3.4 Policy SP2 as worded would not support any sites within the Carlisle South area coming forward prior to 2025 even though the masterplan could identify sites that are suitable to be delivered earlier in the plan period to assist in meeting the District's housing need. Carlisle Racecourse are also proposing changes to Policy SP3 to reflect this.

Q5. Please set out what change(s) you consider necessary to make the Local plan legally compliant or sound, having regard to the test you have identified at Q3 above where this relates to soundness.

- 3.5 The following changes are proposed to Part 1 of Policy SP2 (Strategic Growth and Distribution), text underlined is in addition to the current policy wording and text struck through is to be deleted from the policy:-

1. Sufficient land will be identified to support the delivery of an annualised average of at least 565 net new homes between 2015 and 2030:

- a) 70% of this growth will be focussed on the urban area of Carlisle, with 30% in the rural area; and**
- b) Specific sites have been identified within the Plan, alongside an allowance for windfall developments, to accommodate the growth required until 2025. Carlisle South has been identified as a broad location for growth ~~beyond this period~~ and a masterplan will be prepared to guide development in this area. The preparation of the masterplan will also provide an opportunity to identify land which has the potential to be released earlier in the plan period to assist in meeting the District's housing need.**

- 3.6 The proposed additional wording would ensure the plan is deliverable by providing flexibility in the supply of housing over the plan period. The change to the wording of part 1b of Policy SP2 would enable sites to come forward from the Carlisle South area earlier in the Plan Period where needed whilst ensuring that sites assessed to be suitable for early release are identified through the formal masterplan process in the interests of proper planning.

Policy SP3 – Broad Location for Growth: Carlisle South

Q1. To which part of the document does this representation relate?

Policy SP3 – Broad Location for Growth: Carlisle South

Q2. Do you consider that the Local Plan is:

Legally Compliant – Yes

Sound - No

Q3. If you consider the Local Plan is unsound, is it because it is not:

Support the identification of Carlisle South as a broad location for growth in principle but consider the wording of Policy SP3 is not:

Positively Prepared – Not positively prepared

Justified – Not justified

Effective – Not effective

Consistent with National Policy – n/a

Q4. Please give details of why you consider the Local Plan is not legally compliant or is unsound.

- 3.7 Carlisle Racecourse supports the identification of Carlisle South as a broad location for growth in principle.
- 3.8 The two sites owned by Carlisle Racecourse to the east of Durdar Road lie within the Carlisle South broad location for growth and are considered to be suitable for allocation for residential development as part of the proposed masterplan for this mixed use urban extension to the urban area of Carlisle.
- 3.9 Whilst Carlisle Racecourse support the proposal for Carlisle South in principle, it is considered that part of the wording of proposed Policy SP3 is not sound.
- 3.10 The policy and the plan are reliant on the delivery of housing from the Carlisle South Masterplan area from 2025, 10 years into the plan. However, to ensure the objectively assessed housing needs of the District can be met throughout the Plan Period there needs to be flexibility within the resultant masterplan to ensure that suitable sites within the Carlisle South area could be brought forward earlier than year 10 should the deliverable supply for years 1-10 not come forward as expected.
- 3.11 For the plan to be effective it should be deliverable over its period and therefore Policy SP3 should provide support in principle for suitable sites within the Carlisle South area to be brought forward earlier than 2025 where required to meet the objectively assessed needs of the District for housing or to assist in providing funding for essential infrastructure in the Carlisle South area.

-
- 3.12 The policy, as currently worded states that piecemeal development proposals within the area which are likely to prejudice its delivery including the large scale infrastructure required for the area will not be permitted. However, there are likely to be sites within the masterplan area that could come forward earlier within the plan period and these sites can be identified through the masterplan process early in the plan period. It is also likely to be necessary for some sites to come forward earlier to assist in funding early phases of essential infrastructure.
- 3.13 The 2012 version of the SHLAA which assessed sites in the South Carlisle area had identified that some were developable earlier in the plan period. The land east of Durdar Road (BL01) was identified as being a developable site, which was defined as sites in a suitable location for housing development with a reasonable prospect they will be available and could be viably developed at a specific point in time. Such sites were expected to come forward in years 6 to 15 of the plan period. It is therefore questioned whether the Council's proposed approach to holding all sites within the Carlisle South area back until 2025 (years 10-15) is justified and the most appropriate strategy when considered against the reasonable alternatives when sites within the area could be delivered earlier in the plan period.
- 3.14 The policy makes no commitment to a clear timescale for the masterplan DPD being prepared and adopted, only that work will commence in the early years of the plan. It is maintained that for the plan to be positively prepared and given the reliance on the delivery of the masterplan to meet the housing needs of the District beyond year 10 of the plan, the policy should set out a clear timescale for adoption. It is considered appropriate that the Council should seek to ensure the masterplan is adopted by the end of the first five year period (2020) by commencing work on the DPD as soon as the Local Plan is adopted.
- 3.15 With a commitment to a timescale for preparing the masterplan and acknowledgement that the masterplanning process could identify opportunities to release some sites earlier in the plan period, it is maintained amendments to the policy to reflect this would overcome the soundness issues identified.

Q5. Please set out what change(s) you consider necessary to make the Local plan legally compliant or sound, having regard to the test you have identified at Q3 above where this relates to soundness.

- 3.16 The following changes are proposed to Policy SP3 (Broad Location for Growth: Carlisle South), text underlined is an addition to the current policy wording and text struck through is to be deleted from the policy:-

A broad location for growth for a mixed use urban extension, focusing on housing, is identified on the Key Diagram at Carlisle South. The urban extension is expected to be delivered from 2025 onwards.

To support the housing development, there will be a requirement for primary and secondary schools, employment and retail sites,

community facilities, open space, green and other infrastructure including highways and transport.

Until the masterplan is adopted, piecemeal development proposals within the area which are likely to prejudice its delivery including large scale infrastructure required for the area will not be permitted.

The development of this area will be in accordance with a masterplan which will be approved as a Development Plan Document. The Council will seek to ensure the masterplan is adopted by 2020 at the latest.

The purpose of the masterplan will be as follows:

1. To provide more detail on how the strategic requirements set out in this policy will be delivered;
2. To set a framework to guide the preparation of future planning applications;
3. To provide a framework against which future planning applications will be assessed;
4. To enable and support the co-ordination and timely delivery of infrastructure provision; and
5. To facilitate delivery of land release to help address the imbalance of employment land between the north and south of the City; and
6. To identify land which has the potential to be released earlier in the plan period.

The potential for the future development of a southern relief road linking Junction 42 of the M6 within the southern end of the A689 will be an integral part of the masterplan.

~~To ensure that Carlisle South is deliverable when required, work on masterplanning the area will commence in the early years of the plan period.~~

- 3.17 It is maintained the proposed changes to the policy provide additional certainty for owners of land within the Carlisle South area that the masterplan will be adopted in a timely manner.
- 3.18 In addition, by confirming the masterplan will look at sites that could be released / delivered prior to 2025 this will ensure the proposed approach is justified as it provides the opportunity for sites that are deliverable earlier in the plan period to not be unnecessarily held back. These sites could assist in meeting the District's housing need in years 5-10 in the event that sites allocated in the Local Plan do not come forward as expected in the first 10

years thereby ensuring the Plan is sufficiently flexible to be effective. Early release of sites in the Carlisle South area could also assist in providing a contribution towards funding essential infrastructure requirements.

Q6. Do you wish to make any comments on the supporting documents, such as the Sustainability Appraisal, Habitats Regulations Assessment, Infrastructure Delivery Plan or evidence base?

- 3.19 There is no clear evidence from the Sustainability Appraisal that other reasonable alternatives to the identification of Carlisle South as a broad location for growth from 2025 onwards have been considered. In particular, the potential for self-contained sites next to existing settlements to come forward early in the plan period does not appear to have been due consideration. It is questioned whether the proposed approach is justified in holding back all sites from development until year 10 when some could be delivered earlier and assist in providing an initial funding stream toward infrastructure. The amendments proposed by Carlisle Racecourse to Policies SP2 and SP3 would address this concern.
- 3.20 At paragraph 4.65 of the Sustainability Appraisal it is advised that sites submitted to the SHLAA within the broad location of Carlisle South are not considered reasonable alternatives at this stage and will be subject to their own SA during the preparation of the masterplan for Carlisle South. The Council has therefore taken a blanket approach to all sites within the Carlisle South area and has not considered any sites as having potential for site allocation within the Local Plan outside of the proposed masterplan process. It is maintained the Council should have given due consideration to whether there are sites within the Carlisle South area that could be identified as site allocations given there are sites that are located adjacent to existing settlements which are deliverable in isolation from the wider Carlisle South area.

4.0 Conclusion

- 4.1 Carlisle Racecourse own two parcels of land which lie to the east of Durdar Road adjacent to Carlisle racecourse (totalling 19 acres / 7.7 hectares). The sites lie within the Carlisle South area which has been identified as a broad location for growth in the Local Plan.
- 4.2 Carlisle Racecourse support the Carlisle South growth area in principle and consider the parcels of land to the east of Durdar Road are suitable for residential development.
- 4.3 Whilst supporting Carlisle South as a broad location for growth in principle, it is maintained that Policies SP2 (Strategic Growth and Distribution) and SP3 (Broad Location for Growth: Carlisle South) as currently worded are not sound.
- 4.4 It is maintained that for the plan to be positively prepared, effective and justified, sufficient flexibility should be built into the wording of Policies SP2 and SP3 to support sites within Carlisle South coming forward earlier than 2025 where required. This could be as a result of sites allocated for housing for the period 2015-2025 not coming forward as expected or to provide an initial stream of funding for early infrastructure requirements in the Carlisle South area. Policies SP2 and SP3 as currently worded do not provide any flexibility for sites to come forward earlier than 2025 where needed.
- 4.5 Amendments are proposed to Policies SP2 and SP3 that would provide additional flexibility whilst ensuring that sites identified as being suitable for early are still considered through the masterplan, which should be prepared by the end of the first five year period (2020) at the latest.



The Carlisle District Local Plan 2015-2030

Proposed Submission Draft Consultation Representation Form



Images courtesy of Andrew Paterson, D&H Photographers and Jason Friend

INSTRUCTIONS

Before you start, you are advised to read the Guidance Note published separately alongside this form.

Please note all representations must be received by no later than Monday **20th April 2015**. There are no guarantees that any representations received after this deadline can be accepted.

For all representations parts one and two of this form should be completed. Should you wish to make more than one representation, please fill in and submit a separate form for each.

A copy of the Proposed Submission Draft Local Plan and all supporting documentation is available to view at www.carlisle.gov.uk/localplan

How to respond –

Via email: lpc@carlisle.gov.uk

In writing:

Investment and Policy
Carlisle City Council
Civic Centre
Carlisle
Cumbria
CA3 8QG

To find out more Call: 01228 817569

PART ONE- YOUR DETAILS

It is important that you fill in your contact details below; **we cannot register your representation without your details**. Please note that we will not be able to keep your representation or personal details confidential. We may also wish to contact you to clarify your representation.

In circumstances where there are individuals/ groups/ organisations who share a similar view on the plan, it would be helpful if individuals/ groups/ organisations make a single representation. It would also be useful if the group/organisation state how many people the submission is representing and how the representation was authorised.

Your Details	Your Agent's Details (If applicable)
Title:	Title: MISS
Surname:	Surname: FLOUNDERS
Forename:	Forename: RACHEL
Organisation/Company: CARLISLE RACECOURSE	Organisation/Company: ID PLANNING
Address: C/O AGENT	Address: ATLAS HOUSE 31 KING STREET LEEDS
Postcode:	Postcode: LS1 2HL
Contact No:	Contact No: 0113 2436116
Email:	Email: rachel@idplanning.co.uk
Signature: 	
Date: 16/04/15	
☒ Please tick if you wish to be updated on the progress of the Local Plan	

PART TWO - YOUR REPRESENTATION

Please use a separate form for each part of the Proposed Submission Draft Local Plan that you wish to comment on.

Q1. To which part of the document does this representation relate?

- | | | | |
|--|------------------------------------|----------------------------------|---------------------------------|
| ☒ Policy | ☐ Paragraph | ☐ Chapter | ☐ Figure |
|--|------------------------------------|----------------------------------|---------------------------------|

Please specify which Policy, Paragraph, Chapter or Figure you are referring to:

SP3 - BROAD LOCATION FOR GROWTH : CARLISLE SOUTH

Q2. Do you consider that the Local Plan is:

Legally Compliant?

- ☒ Yes ☐ No

Sound?

- ☐ Yes ☐ Yes, with minor changes ☒ No

Q3. If you consider the Local Plan is unsound, is it because it is not:

- ☒ Positively Prepared?
☒ Justified?
☒ Effective?
☐ Consistent with National Policy?

Q4. Please give details of why you consider the Local Plan is not legally compliant or is unsound. Please be as precise as possible.

If you wish to support the legal compliance or soundness of the Local Plan, please also use this box to set out your representation.

Please note that your representation should cover succinctly all the information, evidence and supporting information necessary to support/justify the representation. After this stage, further submissions will be only at the request of the Inspector, based on the matters and issues he/she identifies for examination.

SEE SEPARATE STATEMENT ATTACHED

Please continue on a separate sheet if necessary

Q5. Please set out what change(s) you consider necessary to make the Local Plan legally compliant or sound, having regard to the test you have identified at Q3 above where this relates to soundness. You will need to say why this change will make the Local Plan legally compliant or sound. It will be helpful if you are able to put forward your suggested revised wording of any policy or text. Please be as precise as possible:

SEE SEPARATE STATEMENT ATTACHED

Please continue on a separate sheet if necessary

Q6. Do you wish to make any comments on the supporting documents, such as the Sustainability Appraisal, Habitats Regulations Assessment, Infrastructure Delivery Plan or evidence base?

SEE SEPARATE STATEMENT ATTACHED

Please continue on a separate sheet if necessary

Q7. If your representation is seeking a change; do you consider it necessary to participate in the hearing sessions of the examination?

- ☐ No, I do not wish to participate at the hearing sessions of the examination
- ☒ Yes, I wish to participate at the hearing sessions of the examination

Q8. If you wish to participate, please outline why you consider this to be necessary:

Please note it will be at the discretion of the Inspector to determine the content of the hearing sessions and who will be heard.

TO EXPLAIN WHY THE CHANGES PROPOSED TO POLICY SP3 ARE
NECESSARY TO MAKE THE PLAN SOUND IN CONJUNCTION WITH
CHANGES PROPOSED TO POLICY SP2,

Please continue on a separate sheet if necessary

**Thank you for your time to complete and return this Representation form.
Please keep a copy for future reference.**