

Executive

**Agenda
Item:**

A.1

Meeting Date: 11 February 2019
Portfolio: Economy, Enterprise and Housing
Key Decision: Yes (Ref: 03/19)
Within Policy and Budget Framework No
Public / Private Public

Title: St Cuthbert's Garden Village, Key Next Steps
Report of: Corporate Director of Economic Development
Report Number: ED 06/19

Purpose / Summary:

To update Executive on the progress of the planning and delivery of St Cuthbert's Garden Village, and to secure agreement to proceed with the key next steps in advancing the project.

Recommendations:

Executive is asked to:

1. note progress on the project including key achievements across 2018; and
2. approve the proposed next steps and hence indicative work packages for advancing the St Cuthbert's Garden Village project, including proposed indicative funding profile, set out at Section 4, subject to confirmation of the Capacity Funding bid.

Tracking

Scrutiny:	17 January 2019
Executive:	11 February 2019

1. BACKGROUND

- 1.1** St Cuthbert's Garden Village (SCGV) has its origins in the adopted Carlisle District Local Plan 2015 – 2030, which identifies land to the south of the City (referred to as Carlisle South via Policy SP 3) for growth for a major mixed-use development focussed on housing. The project was accepted into the Government's Garden Villages, Towns and Cities Programme in January 2017. With the potential to develop up to 10,325 new homes, alongside new employment opportunities and a wide range of supporting community infrastructure, SCGV is the most northerly and the largest of the current garden villages nationally.
- 1.2** Project governance was established back in May 2017 (Exec Rpt ED 17/17), at which point four key project strands were identified comprised of Masterplanning; Plan Making; Carlisle Southern Link Road; and Delivery. The Governance arrangements, which include a now well established cross-party Members' Advisory Group, have proved robust and continue to provide a solid foundation for the project moving forward.
- 1.3** Good progress has been made to date in advancing the project, underpinned by robust and ongoing public and stakeholder engagement. Progress has been aided by a series of successful capacity funding bids via the Government's Garden Villages programme, with £548K secured and utilised to date. At the time of writing a decision on capacity funding for 2018/19 is still awaited.
- 1.4** The project including its governance arrangements continues to be consistently highlighted by Homes England as best practice who equally continue to identify it as amongst the highest performing in the garden village programme.

2. PROGRESS ACROSS 2018

- 2.1** Significant progress was made across 2018 with highlights including:
- Formal public facing launch of the project including dedicated website in January;
 - Inaugural public consultation in January through to March with the principle of a Garden Village at St Cuthbert's and the benefits it could bring to Carlisle very positively received;
 - Local Plan Making Regulation 18 consultation fulfilled in January, through which the intention to prepare a St Cuthbert's Local Plan was given including its draft scope;
 - Innovation workshops on healthy environments, low carbon and economy hosted in March;

- £275K capacity funding secured – joint highest in the programme for 2017/18;
- Extensive review of land ownership completed and contact with all landowners made including direct engagement with key landowners;
- Developer and Land Agent Briefing session at Carlisle Racecourse in April;
- Preferred route for the Carlisle Southern Link Road announced by Cumbria County Council in June, following sustained joint working and full alignment between both the CSLR and SCGV projects;
- Scoping and Visioning Consultation Feedback Document published in June;
- Public consultation on Stage 1 Masterplanning Draft Vision and Concept Options across the summer;
 - Feedback document recently published (Jan 2019);
- Bid for 2018/19 Garden Village Capacity Funding submitted in July;
- Housing Infrastructure Funding Bid seeking £102m towards delivery of the Carlisle Southern Link Road submitted in September by Cumbria County Council following joint working on preparation of bid, one of only four to make first submission date;
- Housing Market Demand and Capacity Assessment commissioned and completed, providing evidence on long term housing need and demand, economic projections and potential future delivery rates;
- Heritage appraisal of Brisco completed, culminating with recommendation to designate as a conservation area;
- Landscape Visual Impact Assessment commissioned and completed;
- Receipt in December of final draft report on Stage 1 Masterplanning for review;
- Procurement of Stage 2 Masterplanning commenced November
 - Evaluation of initial bids completed (December) with four consultancies shortlisted and invited for further dialogue prior to submission of full tender;
- Engagement in national garden village forum including visits to Ebbsfleet, Bicester and Bournville to observe best practice first hand; and
- Member visit to Buckshaw Urban Village, Chorley.

2.2 The project has been positively received by a wide range of stakeholders including the general public. It has attracted a large amount of interest and succeeded in securing a previously unprecedented scale of participation. The work undertaken across 2018 therefore presents a solid foundation from which to move in to the more detailed planning stages across 2019.

3. KEY NEXT STEPS

3.1 Masterplanning

- 3.2** Stage 1 masterplanning has focussed on concept proposals and a vision for SCGV with receipt of Gillespie's final report now awaited. This first stage of masterplanning has been subject to robust, extensive and innovative engagement efforts, far exceeding the minimum requirements set out in the Council's Statement of Community Involvement. Consultation documents have been prepared which detail the full extent of these efforts and feedback on the key issues raised.
- 3.3** Procurement of Stage 2 Masterplanning has now commenced and remains on track to see consultants appointed by 22nd February 2019. Once in place, consultants will work to develop a Masterplan Framework for St Cuthbert's, taking forward the Vision and Concept work already completed and providing the technical detail that will inform and support the preparation of a development plan document for SCGV. This will include the identification and selection of site allocations and land use designations as well as detailed strategic drainage, movement and green infrastructure frameworks. Council officers, with support from the Members' Advisory Group, would in parallel lead on the drafting of associated planning policies needed to support implementation of the masterplan.
- 3.4** Stage 2 Masterplanning will follow a broadly five-stage process, starting at the initial inception and ranging through to the finalisation of the completed Masterplan Framework. The key milestones and hence indicative programme for the work is set out at Appendix 1. The intended key deliverables from the work are set out at Appendix 2.
- 3.5** The timely progression of Stage 2 Masterplanning will be critical to the advancement of the overall project given the large number of interdependences between this and other parallel work streams.
- 3.6 Plan Making**
- 3.7** The Council has always committed to preparing a separate Development Plan Document for SCGV to be known as the St Cuthbert's Garden Village Local Plan. This reflects recognition of the need for a robust planning framework given the scale of development and the ambitions for quality not least given garden village status.
- 3.8** The core of the SCGV Local Plan will be the masterplan and hence there is a clear interdependency between these two project strands. As the outputs of Stage 2 Masterplanning emerge across 2019, this will in turn identify the need for and enable a suite of accompanying policies to be drafted. The aim is to consult on an updated scope of the SCGV Local Plan in Spring of 2019 with consultation on a draft preferred

options version of the Local Plan in late 2019, aligned with consultation on the draft masterplan framework.

- 3.9** It is proposed to update the Council's Local Development Scheme (LDS), a statutory document which must be used to give the public an indication of the timescales across which planning documents are to be prepared, to reflect modest slippage in the currently published programme, which envisaged adoption of the Plan in early 2020. The updated timescales will however be dependent on a number of factors over which certainty is still awaited including a decision on the Carlisle Southern Link Road Housing Infrastructure Bid and 2018/19 Garden Village Capacity Funding.
- 3.10** To ensure a transparent approach to plan making, there is a need to publish a number of recently completed evidence-base studies including the heritage work on Brisco and the Housing Market Demand and Capacity Assessment, which will be added to the SCGV website with the opportunity taken to brief the Members' Advisory Group and Parish Councils in advance. An update of affordable housing need across the District is also in the process of being commissioned, with the outputs of this work directly helping to inform affordable housing policies likely to feature within the SCGV Local Plan.
- 3.11** It will also be necessary to continue to advance Sustainability Appraisal work and that related to a Habitat Regulations Assessment, as part of the plan making process, to ensure that statutory requirements are fulfilled. Additional technical expertise will be required to support this work with a brief currently being prepared in advance of a need to appoint from April.
- 3.12 Carlisle Southern Link Road**
- 3.13** To realise the full scale and ambition of SCGV, and to improve strategic connectivity between east and west Carlisle (and Cumbria), a new link road connecting Junction 42 of the M6 and the A595 is proposed. This route has been given priority within the Cumbria Infrastructure Plan and has received endorsement as part of Transport for the North's Strategic Local Connectivity Workstream. An application was submitted to Government in September 2018, seeking £102m of Housing Infrastructure Fund money, with an announcement around the outcome still awaited.
- 3.14** Should funding be forthcoming, construction of the CSLR would commence in 2021 with completion and opening in 2023. A continuation of seamless joint working between the two projects will be required as the detailed design for the road is finalised, prior to the submission of a planning application for the road in late 2019. This reflects a need to ensure that the detailed design is informed from a placemaking

perspective particularly at a number of critical points where the route directly interfaces with planned garden village development.

- 3.15** In the event the live HIF bid is unsuccessful, planning of SCGV should continue to be progressed with a greater immediate priority on understanding how development could be phased whilst alternative funding for the CSLR is sought. This reflects that the south of the City remains the only viable option for the longer term strategic growth of the City, and that there are clear advantages of such growth being plan led.

3.16 Delivery

- 3.17** As a Garden Village, there is unanimous recognition and national expectation that St Cuthbert's should be a unique and high-quality development, with three high level aims:

- The delivery of high quality homes and jobs needed in the area over the long term to enable the growth ambitions of Carlisle and the Borderlands;
- The comprehensive provision of infrastructure for transport and telecommunications, education, health, community and cultural infrastructure required to create sustainable communities; and
- Ensuring the creation of quality places including the conservation and enhancement of the natural and historic environment, including landscape, together with an effective long-term approach to local stewardship.

- 3.18** It is recognised that to implement these ambitions, in addition to a robust planning framework, there needs to be a dedicated focus on delivery, particularly for strategic infrastructure. There will be a need to review the various delivery options which could range from an entirely private sector led approach to a dedicated public sector led model, across 2019, with a desire to have identified a preferred approach towards the year end.

- 3.19** To support project delivery there is a need to secure additional technical expertise on viability, a brief for which is currently being prepared. The opportunity will be taken to also use this commission to assist the Council in progressing a District wide Community Infrastructure Levy (CIL), needed to help secure developer contributions to infrastructure such as the Carlisle Southern Link Road. This commission will also ensure that the emerging SCGV Local Plan has been viability tested, as required by National Policy, including for example with regards to the level of affordable housing sought.

- 3.20** Further technical expertise will also be required to support the next stages of landowner engagement with an intention to establish a series of landowner forums

and a Memorandum of Understanding as an initial basis on which to move proposals forward. Consultancy support will likely be needed to assist with this, including expert advice on delivery models.

- 3.21** Finally work has recently been commissioned to evaluate the economic and fiscal benefits of SCGV and the phasing of these across the anticipated build out period. This work is intended to aid work on the delivery strategy and to support any future business cases seeking additional funding.

4. INDICATIVE WORK PROGRAMME AND FUNDING PROFILE

- 4.1** Much of the work to date on the project has been funded utilising capacity funding secured from the national garden villages programme. A bid for £425,000 was submitted in June 2018, with this amount also including a potential contribution to ongoing feasibility work on the Carlisle Southern Link Road. The bidding process is competitive with a decision still awaited although believed to now be imminent. Informal feedback supports that the Council is likely to be in receipt of a similar amount to the 2017/18 award (c. £300K).
- 4.2** Table 1 below sets out key indicative work packages, including an indicative funding profile, for which the approval of Executive is sought.

Work Package Description	Indicative Timescales	Indicative Cost and Funding Source
Stage 2 Masterplanning	Feb 2019 through to Oct 2019	c. £182K (Capacity funding)
Viability Support to support the Community Infrastructure Levy, robustness of Stage 2 Masterplanning outputs and the viability assessment of the St Cuthbert's Garden Village Local Plan.	Mar 2019 through to Mar 2020	c. £80K (£30K existing and available budget commitment, with additional £50K drawing on capacity funding)
Sustainability Appraisal and Habitat Regulation Assessment Technical Expertise / Support to fulfil these statutory	Apr 2019 through to Mar 2020	c. £50K (MTFP 2019/20 Economic Projects Allocation)

obligations as part of the plan making process		
Land Owner Engagement and Delivery Strategy consultancy support	Apr 2019 through to Mar 2020	c. £50K (Capacity funding).
Additional Evidence Base Studies if identified as critical to supporting Stage 2 Masterplanning and ultimately the St Cuthbert's Garden Village Local Plan	Determined on a case by case basis.	Determined on a case by case basis and would draw on any residual capacity funding or be prioritised accordingly within the constraints of the 2019/20 MTFP economic projects allocation.
Indicative Totals		c.£282K Capacity Funding c.£50K draw on already approved 2019/20 MTFP Allocation c.£30K existing available budget.

- 4.3** The Council's Medium Term Financial Plan and budgeting for 2019/20 has identified that the Garden Village project is a key priority for the City with Council funding being allocated to supplement the Capacity Funding bids received and awaited. The above work would be prioritised and programmed accordingly within the constraints of the available budget once external capacity funding is confirmed. No work would be contracted until such time as there is certainty on the available budget.
- 4.4** The progression of the St Cuthbert's Local Plan would be driven by the Council's Local Plan's team and hence the available resources. The project will however continue to necessitate wider resources in the form of support from the Council's legal department and communications team. Resources available to the project will continue to be kept under review and additional resources re-allocated to or bid for if required.
- 4.5** Every endeavour will continue to be made to ensure that best value is achieved across all work packages and hence that the available budget goes as far as is needed.

5. CONSULTATION

- 5.1** Progress to date has been underpinned by robust, extensive and innovative engagement with this having added clear value to the emerging draft and high-level proposals for SCGV. This has included public engagement, dialogue with key stakeholders including infrastructure providers, dialogue and facilitated sessions with the local Parish Councils and with Members including via the dedicated Member Advisory Group. Regular updates have also been provided at Scrutiny Panels with presentations also given to political groups upon request.
- 5.2** The next key stages of the project will continue to be subject to robust and extensive engagement building on the work done to date and evolving to reflect on lessons learnt. The Economic Growth Scrutiny Panel and the Members' Advisory Group are recognised as and continue to be used as valued sounding boards for helping to inform communication and engagement strategies, with input into proposed approaches genuinely aiding robustness. St Cuthbert's Without and Cummersdale Parish Councils will also continue to be engaged and afforded scope to add value to work.
- 5.3** The Economic Growth Scrutiny Panel considered an update report on SCGV at their meeting of 17th January 2019. The report set out key achievements to date as well as key next steps and the indicative work packages to progress the project, consistent with those set out in this report. The report was positively received, and the progress made to date welcomed. The Panel stressed the need to ensure wider Members remain informed of progress and engagement opportunities and resolved that an Informal Council meeting dedicated to St Cuthbert's would be beneficial.
- 5.4** The opportunity will be taken to update the SCGV website in early 2019 with recognition that this needs to be done more regularly in the future to more meaningfully inform the public and others of ongoing work as opposed to simply being a repository for completed work.
- 5.5** It was agreed at the last Members' Advisory Group that, owing to the pace of the project and volume of ongoing parallel activities, the introduction of highlight reports would prove helpful to keep Members better informed. It was also agreed that the opportunity should be taken in January to compile a future work programme for the Members' Advisory Group, not least to ensure adequate coverage across the key project strands and to aid the prioritisation of key tasks such as policy drafting and review.

- 5.6** Finally it should be noted that approval of a number of key stages of the Local Plan, within which the outputs of the emerging Stage 2 Masterplanning would be embedded, are reserved to Council, requiring ongoing formal consideration by both Executive and Scrutiny as part of this process.

6. RISKS

- 6.1** A dedicated risk register is kept and regularly reviewed as part of the overall project management approach. The main risk continues to be centred on the continued availability of adequate resourcing (in terms of both staff time and budgetary provision) for undertaking the technical work and further engagement needed to maintain momentum and progress of each of the key project strands. Key to managing this will be the continued availability of Government capacity funding which will continue to be bid for.
- 6.2** The overriding risk is that a failure to plan for the growth of St Cuthbert's will result in growth occurring to the south of the city in a much more fragmented and incremental nature and not in alignment with the vision and principles established through Stage 1 Masterplanning. Such an approach would prejudice the delivery of the necessary infrastructure needed to support new communities; impact on the sustainability and overall quality of place; undermine strategic ambitions; and risk not delivering the mix of development needed nor at the pace required.
- 6.3** Finally, the timely delivery of the project may also be a condition of a successful HIF award for the Carlisle Southern Link Road given that the desired primary outputs of the investment are new homes as opposed to transport benefits.

7. CONCLUSION AND REASONS FOR RECOMMENDATIONS

- 7.1** Good progress continues to be made with both the planning and delivery aspects of St Cuthbert's Garden Village. With support to undertake Stage 2 Masterplanning being actively procured, a number of parallel key activities are proposed to commence with 2019 being a busy and critical stage in the evolution of the project.
- 7.2** Executive's approval for the indicative work packages and funding profile is required given the values involved and the need for transparency given the proposed expenditure of external grant funding. It also reflects that as a major corporate project that Executive are comfortable with both the progress of the project and the future direction of travel.

8. CONTRIBUTION TO THE CARLISLE PLAN PRIORITIES

8.1 St Cuthbert's Garden Village will have a significant influence in terms of shaping how Carlisle will grow and function long into the future. Accordingly, it will have a significant, direct and positive impact on a number of Carlisle Plan priorities including:

- *“supporting the growth of more high quality and sustainable business and employment opportunities”* – through identifying new sites for development and opportunities to better balance the local economy;
- *“addressing Carlisle’s current and future housing needs”* – through being the single largest development site and therefore contributor to supply across the latter stages of the current Local Plan period and much of the next one, including affordable and specialist housing;
- *“working more effectively with partners to achieve the City Council’s priorities”* – through recognition that the scale of the project requires the input, commitment and direct support of a wide array of stakeholders and partner agencies.

Contact Officer: Garry Legg

Ext: 7160

Appendices *Appendix 1 – Stage 2 Masterplanning: Key Milestones*
attached to report: *Appendix 2 – Stage 2 Masterplanning: Intended Final Deliverables*

Note: in compliance with section 100d of the Local Government Act 1972 the report has been prepared in part from the following papers:

- **ED 17/17 Report to Executive – St Cuthbert’s Garden Village**
- **ED 02/19 Report to EGSP St Cuthbert’s Garden Village Progress Update**

CORPORATE IMPLICATIONS:

LEGAL – Ultimately, any resultant Development Plan Documents will need to be approved in accordance with Article 4 of the Constitution and the Budget and Policy Framework. Consultants and persons/companies delivering work packages will need to be procured in accordance with the Council’s Contract Procedure Rules and contracts properly documented as appropriate.

FINANCE – The Council’s Medium Term Financial Plan and budgeting for 2019/20 has identified that the Garden Village project is a key priority for the City with Council funding being allocated to supplement the Capacity Funding bids received and awaited. Further commitments have also been included in the proposed 2019/20 budget for future allocations towards the Carlisle Southern Link Road. The expenditure profile outlined at Section 4 will be subject to final confirmation of the Capacity Funding bid, the outcome of which is still

awaited. The proposed budget for 2019/20 and beyond includes income from developer contributions as outlined in paragraph 3.19 to support the financing of any future road funding required.

Procurement of contractors and consultants to support the delivery of the project is ongoing and any further procurement required to deliver additional aspects will be developed as and when required.

EQUALITY – The St Cuthbert's Garden Village Local Plan will be subject to an Equality Impact Assessment process at key stages of its preparation.

INFORMATION GOVERNANCE – No information governance implications.

Appendix 1 – Stage 2 Masterplanning: Key Milestones

Masterplanning Milestones	Indicative Date	Associated Local Plan Milestone
Draft brief and sifting questions placed on The Chest	12.11.18	
Deadline for sifting question responses	12.12.18	
Shortlisted consultancies informed	21.12.18	
Clarification meeting for shortlisted bidders	07.01.19	
Deadline for full tender submissions	01.02.19	
Tender Interviews	11.02.19	
Intention to award	12.02.19	
Contract award	22.02.19	
Stage 0 – Inception Workshop	25.02.19	
Stage 1 Complete: Baseline Review	29.04.19	
Stage 2: Generating and testing options	20.05.19	
Stage 2a: Public Consultation of Masterplan Options/s	27.05.19 (6wks)	Local Plan Scope / Options Consultation
Stage 3: Produce Draft Masterplan Frameworks	05.08.19	
Stage 3: Public Consultation of Draft Masterplan Frameworks	02.09.19 (6 wks)	Local Plan Pre Submission Consultation
Stage 4: Sign off Final Masterplan Report	28.10.19	

Appendix 2 – Stage 2 Masterplanning: Intended Final Deliverables

The following reporting outputs will be generated through the process:

Stage 0 Inception

- Project Initiation Document

Stage 1 Baseline:

- Desk Top Air Quality Assessment
- Archaeological Statement
- Infrastructure Assessment
- Desk Top Noise/Vibration Assessment
- Extended Phase 1 Ecology Assessment
- Transport Review
- Topographical data
- Phase 1 Geo-Environmental Report
- Outline Drainage and Flood Risk Assessment
- Greenspace Review
- Local Facilities Statement
- Energy and Waste Opportunities Review
- Consultation Strategy
- Baseline Report
- Presentation of Findings

Stage 2 Option Development and Testing

- Options briefing paper
- Initial Options Report
- Post consultation Options Report
- Preferred Option Report
- Presentation of Findings

Stage 3 Draft Masterplan Framework

- Draft Masterplan Framework
- Draft design guidance
- Draft Infrastructure schedule
- Report on Draft Masterplan Framework Consultation
- Draft requirements for planning policies to underpin the spatial decisions of the masterplan
- Presentation of Draft Masterplan Framework

Stage 4 Final Masterplan Framework and Delivery Strategy

- Final Masterplan Framework
- Final design guidance
- Final Infrastructure schedule
- Final requirements of planning policies and recommendations for CCC in drafting final policies
- Requirements for future planning strategy including any further design work and content of planning applications.