SCHEDULE A: Applications with Recommendation

19/0748

Item No: 01 Date of Committee: 14/02/2020

Appn Ref No:Applicant:Parish:19/0748Womble Bond DickinsonHayton

Agent: Ward:

WYG Engineering Limited Wetheral & Corby

Location: Land north of Hurley Road and east of Little Corby Road, Little Corby,

Carlisle

Proposal: Erection Of 45no. Dwellings (Outline)

Date of Receipt: Statutory Expiry Date 26 Week Determination

24/09/2019 16:00:53 24/12/2019 16:00:53 13/01/2020

REPORT Case Officer: Stephen Daniel

1. Recommendation

1.1 It is recommended

- (1) that this application is approved with conditions and subject to the completion of a S106 legal agreement to secure:
- a) the provision of 30% of the units as affordable;
- b) a financial contribution of £171,878 to be to paid to Cumbria County Council towards the provision of secondary school places;
- c) a financial contribution of £38,000 to be to paid to Cumbria County Council towards secondary school transport;
- d) financial contribution of £8,505 to upgrade existing off-site sports pitches;
- e) the maintenance of the open space within the site by the developer;
- f) a financial contribution of £5,500 to enable the 30mph speed limit to be extended and village gateway signage and road markings to be introduced.
- (2) that should the Legal Agreement not be completed, delegated authority be given to the Corporate Director of Economic Development to refuse the application.

2. Main Issues

- 2.1 Whether The Proposal Is Consistent With The Development Plan
- 2.2 Whether The Scale And Design Would Be Acceptable
- 2.3 Impact On The Living Conditions Of The Occupiers Of Any Neighbouring Properties
- 2.4 Impact On The Adjacent Listed Building
- 2.5 Highway Matters
- 2.6 Biodiversity
- 2.7 Archaeology
- 2.8 Affordable Housing
- 2.9 Education
- 2.10 Open Space Provision
- 2.11 Foul And Surface Water Drainage

3. Application Details

The Site

- 3.1 The application site is a parcel of agricultural land that covers an area of 1.55ha. The site is open in character with hedgerows and trees demarcating the northern and western site boundaries. The southern site boundary consists of modern fencing which forms the rear boundaries of residential properties.
- 3.2 The site is bounded to the north by Little Corby Hall Farm, which is Grade II Listed; to the east by agricultural land; to the south by residential development on Hurley Road; and to the west by Little Corby Road, beyond which lie some allotments and the River Eden.

Background

In February 2017, an outline application for residential development on this site and some adjoining land was refused (16/0318). A subsequent appeal was dismissed. This application site covered an area of 5.62ha and proposed to take access from the A69. The indicative layout plan that was submitted with the application showed 89 dwellings.

The Proposal

- The proposal is seeking outline planning permission for residential development with all matters, except access, reserved for subsequent approval.
- 3.5 The indicative layout plan that has been submitted with the application shows 45 dwellings 23 detached units and 22 semi-detached units positioned off a central spine road, which equates to 28 dwellings per hectare.
- The indicative plans shows an area of open space being created to the front of the site adjacent to Little Corby Road and this contains a Sustainable Drainage System, some landscaping and seating areas. Dwellings are shown fronting onto Little Corby Road. New tree planting is shown around the periphery of the site. Some hedgerows are shown within the site to

create wildlife corridors.

3.7 The dwellings would be served via a new access from Little Corby Road. A new footpath would be created in the highway verge to connect the new access road to the kissing gate to the south of the site from where access can be gained to Hurley Road (via a grass bank).

4. Summary of Representations

- 4.1 The application has been advertised by means of site and press notices as well as notification letters sent to 27 neighbouring properties. In response, 31 letters of objection and 2 letters of support have been received.
- 4.2 The letters of objection raise the following issues:

Principle/ Need for the Development

- the development is not required in the village as the local infrastructure cannot support any further development;
- the doctors in the village is already at capacity and it is difficult to get appointments;
- is there enough capacity in the school and doctors?
- the vast majority of facilities (school, GP, shops, cafe, community centre, churches) lie on the south side of the A69 the application would give an excessive imbalance to the dwellings and facilities ratio;
- there is only one pelican crossing in the village to the reach most of the facilities on the south side of the A69 - other crossing points take the form of central islands upon which pedestrians are vulnerable;
- future development should be to the south of Corby Hill garage;
- there is land and buildings awaiting development on the other side of the A69 which would access services and amenities far easier and safer with footpaths already in place;
- is there a demand for these houses? there are already hundreds being built along the M6 and St.Cuthberts Garden Village will bring another 10,000;
- we should be looking to improve and occupy empty properties in Carlisle before we build new ones;
- the site is not on the current area plan for very good reasons;

Highway Issues

- any further development in the village would cause more traffic problems and possible accidents;
- development will cause unnecessary traffic generation;
- the road is increasingly used as an alternative route to Warwick Road which has constant road works:
- the roads are terrible and in desperate need of repair without adding more traffic;
- the road cannot take an entrance into the proposed site as the quality of the road is poor:
- there are bends and dips in the road in the vicinity of the site;
- the proposed site entrance is directly opposite the allotments and gardeners' cars are frequently on the roadside adding to the danger in this area;
- the quoted lines of the sight from the access are actually insufficient for clear views especially on a narrow 60mph stretch of road;

- the road from the site towards Little Corby, a short distance from the proposed access, includes a dip with a virtual blind bend;
- there have been at-least 8 traffic accidents on the section of road from Little Corby Hall Farm to the road dip in the last 20 years:
- most drivers exceed the speed limit on the road passed the site;
- most dwellings have 2 cars, some will have 4 then add visitors and delivery vehicles;
- concerned about extra traffic on Little Corby Road there is no white line, no traffic calming measures and the corner passed the Otter pub is too narrow;
- the road from the Otter pub to the site is not wide enough and there is no footpath;
- by the Otter pub there is barely room for 2 cars to pass;
- the narrow road with no pavement won't be able to serve another 90 cars at busy commuting times when it is already busy;
- the road has a lot of agricultural vehicles and the width of tractor doesn't allow much room for a car to pass;
- the suggestion that the narrowness of the road would lead to traffic calming is nonsense;
- there is no mention in the transport study of the impact of cars turning off Little Corby Road up to the traffic lights in Corby Hill - this narrow road is already awkward to use due to the limited visibility of cars travelling down Little Corby Road;
- the minor road that runs up passed the Otter pub is a nightmare now traffic turning left up the hill has to do so blind and if they meet oncoming traffic they then have to reverse back on to the road which is extremely dangerous;
- the road narrows by the Otter and there is no footpath;
- the right turn at the bottom of the hill by the Otter public house is already problematic when vehicles are approaching from Newby East;
- the road survey mentioned in the application seems to have been done in 2013 this is not a reflection of the traffic that uses the road now;
- the extra vehicles from this development have been drastically under estimated in the traffic survey:
- anticipate that 45 dwellings would mean an estimated 90 to 135 vehicles (based on an approximate average number of vehicles per household) this does not include visitors, deliveries or trades people;
- parking is already a problem for local services;
- in 2015 the water levels on the road from the site towards the Otter pub were between 0.5m and 0.6m in depth and a car that tried to get through had to be removed;
- when the road floods near the Otter it also floods at Newby East bridge which would make access to the site difficult if not impossible:
- the A69 leading through the village regularly floods next to Downagate this is near the entrance into Little Corby Road which will be the main access to the site;
- the proposal will increase traffic at the busy junction of Little Corby Road and the A69 were the school crossing patrol stands and increase delays at this junction;
- on completion of the Warwick Mill development it is likely that parked cars will be left on both sides of the road by visitors;
- the road from Little Corby to Newby East has become a rat run;
- it is already difficult to safely exit the driveways of properties on Little Corby Road;
- there is a very narrow traffic lighted bridge towards Newby East which would have to accommodate the extra cars;
- the bridge over the River Irthing to Newby East is unsuitable for large vehicles;
- the road has a weight limit meaning all construction traffic would have to travel

through the village on a narrow road;

- if the application is approved the developers must be required to put traffic calming measures in place;
- traffic calming, street lighting and an extension to the 30mph limit zone would surely all have to be implemented;
- there will not be a suitable and safe access to or from the site for pedestrians the road is not wide enough to accommodate a safe footpath and there is no lighting;
- provision of a suitable footway would present engineering difficulties but would be essential;
- there is not footpath at present from the kissing gate to Hurley Road and if one was created this would not be used as people will take the shortest route which would be to walk along the road which has no footpath and poor visibility;
- walking on the road would be very dangerous for parents with prams and young children:
- the existing pedestrian access is a steep grass bank which is mainly used by dog walkers and allotment holders;
- pedestrian access to Hurley Road is up a steep and muddy bank which is unlit and often slippery it is unusable for 9 months of the year owing to deep mud on top of clay;
- even if the footpath from the kissing gate to Hurley Road was upgraded to tarmac it would be lethal in winter due to the gradient;
- a lot of cyclists use the route as it's on a national cycle route (Hadrian's Cycle Path);
- parking for most of existing facilities in the village is already very limited;
- construction traffic will cause damage to the roads and will increases congestion and highway safety issues;
- building on this land has been rejected several times last year it was refused by the Secretary of State on the grounds of highway issues as no suitable access could be established onto the A69 or Little Corby Road;

Drainage/ Flood Risk

- the flood risk to the highway at the proposed site has been understated the road was impassable in 2 locations in the 2015 floods this is likely to happen again;
- the drainage in the roads and on the site is poor which is going to cause problems to the houses around the site and on the development;
- the drainage system on Hurley Road already struggles to cope with severe wet weather with water backing up towards houses - will this development worsen the situation for Hurley Road residents?;
- gardens on Hurley Road often flood so more houses is going to cause more flooding;
- the whole village drains cannot cope now there is often flooding along the A69 heading towards Carlisle and Brampton;
- the site is a large field that sloped down to the road so it is very likely that flooding will occur on the road because of the development;
- drainage is already a concern and would be worsened by these proposals;
- flooding of roads has recently occurred at new developments in Scotby and Houghton because the ground that soaks up rain water has been built on;

Residential Amenity

- negative impact on amenity of neighbours and the community due to overlooking and loss of privacy, noise, disturbance and nuisance;

- existing residents would have to endure several years of noise and disturbance including at weekends this would seriously affect quality of life;
- proposed planting along the boundary with Hurley Road properties is too close as the trees mature they would encroach on existing properties;
- large trees on the boundary will overshadow existing gardens;
- loss of privacy due to houses being built close to the rear of existing dwellings on Hurley Road - this will led to overlooking and have a negative impact on standard of living for existing occupiers;
- the occupiers of existing dwellings have a right to quiet enjoyment of their gardens and this would be lost;
- the plans show a pedestrian access from the development through to Hurley Road
- paths between properties reduce privacy, weaken home security by allowing covert movement of offenders or foot and as a result increase the risk of crime and antisocial behaviour;

Biodiversity/ Greenfield Site

- the site is a field regularly and annually visited by a host of wild mammals and birds, including deer and bats;
- there are newts and barn owls on the land/ in the fields
- detrimental impact on wildlife;
- trees on the site will take 50 years to grow to the size shown on the plan for many years there will be no mature trees;
- proposals will lead to the loss of greenfield agricultural land we need green spaces and the loss of natural landscape is a rising concern;
- the land is a greenfield site never having been built on new development should wherever possible be on brownfield sites;
- the northern quadrant of the development encroaches onto an existing environmental buffer zone between nearby woodland and existing housing;
- we should be preserving farmland to grow our own food;

4.3 The letters of support make the following points:

- proposal will give a much needed boost to the village there will be extra custom for the shops and extra pupils for the school;
- any traffic issues can be addressed through traffic calming measures;
- not all of the vehicles will be leaving the site at the same time;
- adequate drainage should help solve the flooding issues;
- young people need housing smaller, affordable units would be a plus
- support the proposal providing road safety and surface water flooding are well cared for and there is a sensible upgrading and enhanced capacity of essential local services;
- there will eventually be a by-pass for Little Corby and this needs to be taken into account in all Little Corby housing development planning;
- this application is the first of several important positive planning steps for Little Corby.

5. Summary of Consultation Responses

Cumbria County Council - (Archaeological Services): - no objections, subject to conditions (programme of archaeological work);

Cumbria County Council - Development Management: - using a population led model it is estimated that the development would yield 16 children - 9 primary and 7 secondary. There are sufficient places available in Warwick Bridge School to accommodate the primary pupil yield. None of the secondary schools (including the catchment school of William Howard) can accommodate the additional children generated by this development. An education contribution of £171,878 (7*£24,554) is sought. A secondary school transport contribution of £38,000 is also required (£40 per day * 190 days * 5 years);

Northern Gas Networks: - no objections;

Cumbria County Council - (Highways & Lead Local Flood Authority): - no objections, subject to conditions (highway construction details; details of vehicular and pedestrian access; details of parking and turning; Construction Phase Plan; Surface Water Drainage Scheme; Construction Surface Water Management Plan; condition and capacity survey of culverted watercourse downstream of the surface water discharge point);

Local Environment - Environmental Protection: - no comments received;

Local Environment, Waste Services: - will comment further at the Reserved Matters stage;

Health & Wellbeing: - there is a deficit of open space provision on this proposal. A figure for the amount of open space hasn't been provided and there appears to be limited open space on the development as the sustainable drainage (swale) is described as open space when this cannot be counted as usable open space. The target is 3.6Ha/1,000 population and therefore the target open space for a development of this scale would be 0.49 Ha based on an occupancy of 135 people. Ideally more useable open space should be provided on site, however a contribution to upgrade the open space could be provided in lieu of some of the on-site open space. The contribution required cannot be calculated without further information, but would be up to £8,437.50.

A contribution of £35,250 for improving existing play facilities at Downagate Community Centre should be. Alternatively, an equipped play area could be provided on site as long as it is set within a suitable amount of open space.

There is no provision for sports pitches on site and no scope to do this. A contribution of £8,505 should be made to upgrade existing off-site sports and recreation provision within the district.

The developer will be required to ensure appropriate measures are put in place for the management of any new open space provided through this development.

Natural England: - no objections, subject to appropriate mitigation secured by condition (Construction Environment Management Plan; Surface Water Drainage Plan);

Hayton Parish Council: - object to the application for the following reasons: accessibility on foot - the developer proposes to construct a new footway along the public highway to link with the existing pedestrian route leading to Hurley Road. Hayton Parish Council do not believe this will be viable. The "existing pedestrian route" is not an official one. The County Council will not adopt a footpath unless the land on which it lies is able to be dedicated to it. A public right of way will need to be created and the developer is not aware of this. An unofficial path does not secure a long-term pedestrian route; any footpath constructed across the existing green space area will be steeper than 12% which is the maximum acceptable gradient for wheelchair users. As such the footpath will be unsuitable for disabled persons and for mothers with prams/pushchairs. It will also be liable to be slippery in winter conditions; should the footpath be constructed and adopted it is unlikely to be used by mothers taking their children to Warwick Bridge School due to the steepness and the extra walking distance. They will be at great risk when walking along a section of road which is totally unsuitable; residents of the proposed development walking to and from the Otter Inn will not use the footpath. Consequently, they will be at great risk when walking along a section of road which is totally unsuitable - this is one of the rare locations where the Highways Authority has deemed it necessary to erect "Pedestrians In The Road" warning signs;

Vehicular access - visibility splay requirements should be based on Design Manual for Roads and Bridges standards and not Manual for Street standards especially visibility to the right;

Additional vehicular information - the minimum width of carriageway for normal traffic including HGV's and tractors (some as wide as 3.5m) should be 6.75m and not 4.8m as stated by the developer. The 120m of country road past the Otter Inn which only measures 5.0m width is also on a sharp bend which along with the kerb shyness effect effectively reduces the 5m available width considerably. Does not consider that the length of road can accommodate two way traffic, even car traffic. Any material increase in traffic will create congestion, traffic delays and cause drivers to speed following any delay;

Vehicle trip generation - do not believe that generated traffic should be assessed using the Trip Rate Information Computer System (TRICS). This may work for urban areas but does not reflect the generated traffic in rural areas. 45 houses with at least 2 cars per house will generate at least 60 vehicle movements during the commuter hours of 0800-0900. This is considerably more than the 21 calculated using TRICS. As such the proposed development traffic generated is significant when taking into account the capacity of the country road. There will be a traffic conflict as the road narrows of 157 vehicles meeting 82 vehicles during commuter hours. In an ideal situation where it is clear who has right of way delays may be "less that 4.2 seconds per vehicle". This will not be the case here especially as the road narrows and adjoins the sharp turn onto the Otter Inn hill and consequential backing up of traffic.

Any increases to traffic (to access services all located on the other side of

A69 or the A69 itself) using the Otter Inn hill will exacerbate a perennial traffic problem that has not been solved by the introduction of inappropriate priority signs;

Flooding at the low point on county road - before any development is permitted a long-term solution must be achieved to prevent any likelihood of flooding occurring at this low point. There must never be any chance of Newby East Bridge being closed at the same time as flooding at this location. The developer states that any ponding on Little Corby Road would not be expected to prevent safe access to/from site. A photograph sent in by a member of the public showing flood depths of up to 500m is not the Parish Council's understanding of "ponding which would allow safe access to/from the development".

Cumbria Constabulary: - acknowledge that the application is outline and the layout is indicative only. Request to be consulted on any future applications to ascertain how the proposals comply with Policy CM4 of the Local Plan;

United Utilities: - no objections, subject to conditions (foul drainage; surface water drainage; management and maintenance).

6. Officer's Report

Assessment

- 6.1 Section 70(2) of the Town and Country Planning Act 1990/Section 38(6) of the Planning and Compulsory Purchase Act 2004, requires that an application for planning permission is determined in accordance with the provisions of the Development Plan unless material considerations indicate otherwise.
- The relevant planning policies against which the application is required to be assessed are the National Planning Policy Framework (NPPF), the Planning Practice Guidance (PPG) and Policies SP1, SP2, SP6, SP8, HO1, HE3, GI1, GI3, GI4, GI6, CM2, CM4, CC5, IP2, IP3, IP6 and IP8 of the Carlisle District Local Plan 2015-2030. The Supplementary Planning Documents Achieving Well Designed Housing and Trees and Development are also material planning considerations.
- 6.3 The proposal raises the following planning issues.
 - 1. Whether The Proposal Is Consistent With The Development Plan
- 6.4 The application site (1.55ha) is allocated for housing (R17 Warwick Bridge/Little Corby North) in the adopted Carlisle District Local Plan 2015-2030. An indicative yield of 45 dwellings is identified for this site. The proposal to develop the site for residential development is, therefore, acceptable in principle.
- 6.5 The previously refused application covered an area of 5.62ha and extended significantly beyond allocated site R17. Whilst development of the allocated R17 site is acceptable in principle, the additional proposed development

included in the previous application, which fell outside of the allocation, was not considered to be acceptable.

- 2. Whether The Scale And Design Would Be Acceptable
- 6.6 The layout and design of the dwellings are reserved for subsequent approval and do not form part of this application. The indicative plans that accompany the application show development of 45 dwellings which is consistent with the Local Plan allocation.
 - 3. Impact Of The Proposal On The Living Conditions Of The Occupiers Of Any Neighbouring Properties
- 6.7 A number of existing dwellings on Hurley Road adjoin the site and the occupiers of a number of these properties have raised concerns about the impact of the proposed development on their residential amenity. These issues would be considered at the Reserved Matters stage, when the location, heights, orientation and the design of the dwellings would be determined.
- 6.8 It is, however, clear that dwellings could be accommodated on this site without having an adverse impact on the living conditions of the occupiers of any neighbouring properties through loss of light, loss of privacy or over-dominance.
 - 4. Impact On The Adjacent Listed Building
- 6.9 Little Corby Hall, that lies to the north of the site, is an early 18th Century Grade II Listed Building. The building currently enjoys an open agricultural setting.
- 6.10 Section 66 (1) of the Planning (Listed Building and Conservation Areas) Act 1990 highlights the statutory duties of Local Planning Authorities whilst exercising their powers in respect of listed buildings. The aforementioned section states that:
 - "In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses".
- 6.11 Paragraph 195 of the NPPF states that Local Planning Authorities should refuse consent for any development which would lead to substantial harm to (or total loss of significance of) a designated heritage assets. However, in paragraph 196, the NPPF goes on to say that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.
- 6.12 Policy HE3 (Listed Buildings) of the adopted Local Plan states that listed

buildings and their settings will be preserved and enhanced. Any new development within the setting of a listed building should preserve or enhance the building's character and its setting.

6.13 A field separates the application site from the Grade II Listed Little Corby Hall. The nearest dwelling on the indicative layout plan would be approximately 70m from Little Corby Hall. Additional trees could be planted on the northern site boundary to help to screen the development from Little Corby Hall. In light of the above, the proposal would not have an adverse setting of the listed Little Corby Hall.

5. Highway Matters

- 6.14 The Parish Council and a number of objectors have raised concerns about the impact that the development of 45 dwellings on this site would have on the existing highway network in the vicinity of the site. They have also raised concerns about the proposed new vehicular access onto Little Corby Road and the proposed pedestrian access.
- 6.15 The site is allocated for housing (with an indicative yield of 45 dwellings) in the adopted Local Plan. The Highways Authority had an input into the housing allocations in the Local Plan and they were consulted on the sites prior to them being allocated. Any sites that were deemed to be unsuitable for residential development for highway reasons were not allocated as housing sites.
- 6.16 The City Council commissioned an independent highway assessment (by Modal Group Ltd) of the previous application on this and the adjoining site, which proposed access onto the A69. This assessment also considered whether the Local Plan Housing Allocation (R17) could be served by an access from Little Corby Road.
- 6.17 In relation to the Local Plan Housing Allocation R17 the Modal Report considered that:
 - between a potential site access and the junction adjacent to the Otter Public House, Little Corby Road is sub-standard with no footways and reduced carriageway widths as well as poor forward visibility. In addition, the side road at the junction is also substandard at this point with restricted road widths and poor junction visibility;
 - any development onto Little Corby Road at this point should be restricted to the Local Plan recommendation of 45 dwellings. This is in the interest of highway safety, and in particular pedestrian safety;
 - it is feasible for up to 45 dwellings from the proposed development site to be served from an access onto Little Corby Road;
 - suggest that the developer should consider formalising the pedestrian route between Little Corby Road (near to the speed limit signage) and Hurley Road.
- 6.18 County Highways has been consulted on the application. It notes that the application is for 45 dwellings on an allocated site to the north of Little Corby

- which is to be accessed from Little Corby Road and is mindful of the lengthy history and the various transport studies conducted for this allocated site.
- 6.19 The access, as shown within the illustrative masterplan and revised submitted layouts, is proposed to be within a relocated 30mph zone which is to be extended to the north of the development site on Little Corby Road. This would also entail a gateway feature into Little Corby to restrict vehicle speeds as they enter into Little Corby as this is a known issue at this location. As the speed limit would change to 30mph the visibility splay requirements would change to 2.4m x 60m which would be achievable at this location as shown by the submitted visibility splays as part of the Transport Assessment.
- 6.20 The major issue with the current proposals are the pedestrian linkages into Little Corby from the development site. The Highways Authority recommends that the applicant should provide a footway from the site access to a point past the current village signage posts. There should also be a link footway to the current kissing gate and improved street lighting. This element should be conditioned.
- 6.21 Therefore, to conclude the Highways Authority, considering the site history, the independent transport report, the recent appeal decision and the information provided by the applicant for this application, has no objections to the proposed development subject to conditions and a Section 106 agreement that funding of £5,500 would be put in place to enable the County Council to extend the 30mph speed limit and introduce village gateway signage and road markings (indicatively shown on drawing A112972-P001 Rev B).
- 6.22 Hayton Parish Council has raised a number of highway issues, which have been considered by the Highways Authority. In relation to accessibility on foot, the Inspector at the Local Plan Inquiry considered the site accessible and allowed it to be allocated in the local plan and the same applied to the inspector at the planning appeal for the larger site. Hayton Parish Council is correct, this permissive path has been in place for many years and maintained by Carlisle City Council. A route over this area is, therefore, available and usable. No path will be created over this piece of land, it will remain as is. The road network in Little Corby is not atypical of many villages in Cumbria which contain narrow roads without footpaths.
- 6.23 The Design Manual for Roads and Bridges is a design tool used to design new trunk roads. The Highways Authority is content that Manual for Street standards are used as the site will be subject to a 30mph. This will be true as long as the 85%ile speeds are below 37mph. The Transport Assessment satisfactorily considers the road widths in the vicinity of the site and traffic generation. TRICS is an industry tool and widely used. Sites are picked from this programme that are similar to the application site and this element was considered during the allocation of the site.
 - 6. Biodiversity
- 6.24 An Ecological Impact Assessment has been submitted with the application.

Habitats on site consist of mature trees and hedgerows around the boundary and improved grassland within the field. The habitats range from low to local ecological value. The site has the potential to support nesting birds, foraging or commuting badger, roosting, foraging or commuting bats, brown hare and hedgehog.

- of the development. Without mitigation, the development might lead to negative impacts upon roosting bats, nesting birds and foraging badger. The Ecological Impact Assessment suggests a number of mitigation measures which should be incorporated into the final design to minimise the impacts of the development. These include retention and protection of mature broadleaf trees; retention and enhancement of the majority of the hedgerows; additional trees, shrub and bulb planting; use of a flowering lawn mixture in gardens; installation of ten double crevice bat boxes and creating roosting opportunities within buildings; and covering trenches and excavations overnight or proving a means of escape for wildlife.
- 6.26 The mitigation measures outlined above, which can be secured by condition, would ensure that the proposal does not have an adverse impact on biodiversity.
- 6.27 Natural England has been consulted on the application. It notes that the site is approximately 20m from the River Eden SAC/ SSSI and considers that without appropriate mitigation the application would have an adverse impact on the integrity of the SAC and damage or destroy the interest features for which the SSSI has been notified.
- 6.28 In order to mitigate these adverse effects and make development acceptable, conditions should be added to any consent to ensure that the applicants submit a Construction Environment Management Plan and a Surface Water Drainage Plan for approval in writing by the LPA. Natural England also notes that the Ecological Assessment concludes a negative impact upon local biodiversity and recommends mitigation measures to avoid and limit this impact. It notes that the City Council has a duty to have regard to conserving biodiversity as part of the decision making process.
- 6.29 Given the proximity of the site to the River Eden & Tributaries SSSI/ SAC, the City Council commissioned an Assessment of the Likely Significant Effect (ALSE) when the previous application was submitted. The proposed development would be confined to the land to the north of Hurley Road and would be approximately 17m to the east of the River Eden SSSI and approximately 40m to the south west of the River Irthing SSSI. Therefore, direct impacts on the River Eden & Tributaries SSSI are not anticipated. The production and implementation of an agreed Construction Environmental Management Plan (CEMP) and the use of appropriate mitigation measures should ensure that there is no impact on turbidity, siltation or toxicity/ pollution on the River Eden & Tributaries SSSI.
- 6.30 To further minimise any impacts upon breeding birds, any trees and scrub removal should be carried out between September and February to avoid the

bird breeding season. If this is not possible, a check for birds nests by a suitably experienced ecologist should be carried out to ensure nesting birds are not present. A condition has been be added to the permission to cover this issue.

6.31 In light of the above, it is not anticipated that the proposed development would have an adverse impact on biodiversity, including the interest features of the River Eden & Tributaries SSSI/ SAC.

7. Archaeology

- 6.32 An Archaeological Desk Based Assessment was submitted with the application and following a request from the County Archaeologist an Archaeological Geophysical Survey of the site has been undertaken. This identifies a small number of features of potential archaeological interest surviving within the site. These are considered to be of local significance and they would be disturbed by the construction of the proposed development.
- 6.33 In light of the above, the County Archaeologist has recommended that an archaeological evaluation and where necessary a scheme of archaeological recording of the site should be undertaken in advance of development. This work could be secured through the inclusion of a condition.

8. Affordable Housing

- 6.34 Local Plan Policy HO 4 requires 30% affordable housing on sites in Affordable Housing Zone A which encompasses Little Corby, and stipulates that the affordable housing provision should be 50% affordable/ social rent (usually through a Housing Association) and 50% intermediate housing (usually discounted sale at a 30% discount from market value through the Council's Low Cost Housing Register).
- 6.35 In accordance with Policy HO 4, based on a 45 scheme, the requirement would therefore be 30% affordable housing (50% for affordable/ social rent & 50% intermediate housing).
- 6.36 The provision of affordable housing would be secured through a S106 Agreement and the exact details (tenure and mix) would be resolved at the Reserved Matters stage.

9. Education

- 6.37 Using a population-led model, as no dwelling mix has been provided at this stage, a development of 45 dwellings is estimated to yield 16 children: 9 primary and 7 secondary.
- 6.38 The catchment schools for this development are Warwick Bridge (0.6 miles) and William Howard Secondary Academy (4.6 miles). The next nearest schools are Hayton Primary (2.2 miles) and Central Academy for secondary (4.7 miles), both of which are over the walking threshold.

- 6.39 There are sufficient places available in the catchment school of Warwick Bridge to accommodate the primary pupil yield from this development, therefore no primary education contribution is required.
- 6.40 When all housing developments are taken in to account none of the secondary schools in the Carlisle area, including the catchment school of William Howard can accommodate the additional children this proposed development will yield. Therefore an education contribution of £171,878 (7 x £24,554) is sought. The £24,554 figure is the £18,188 figure with indexation applied to bring the figure up to current prices. The contribution would be used to provide additional places at William Howard School.
- 6.41 It is anticipated that there will be sufficient spaces for the primary aged children at the catchment school Warwick Bridge, which is within the statutory walking distance. Subject to the remedial footpath measures being secured as outlined in highways response it is considered that the route will be safe, therefore no contribution for primary school transport is sought.
- 6.42 The nearest secondary schools are all over the statutory walking distance of 3 miles, therefore a secondary school transport contribution is required. Based on a vehicle up to 8 seats at £40 per day which is the mid-point in the procurement category for 0-9 miles. For secondary school transport a 5 year contribution is required, therefore based on 190 day school year the calculation is £40 x 190 days x 5 years = £38,000

10. Open Space Provision

- 6.43 Policy SP8 of the adopted Local Plan states that conditions, legal agreements and developer contributions will be sought to secure new or enhanced green infrastructure provision on, or associated with, new development. Developers will be expected to provide some aspects of green infrastructure within developments, ensuring that, where possible, they integrate with wider green infrastructure networks. The exact design of the green infrastructure within the development would be determined at the Reserved Matters stage
- 6.44 Policy GI4 (Public Open Space) requires new housing developments of more than 20 dwellings to include informal space for play and general recreational or amenity use on site according to the size of the proposed development.
- 6.45 The indicative plan that accompanies the application shows an area of informal open space at the eastern end of the site, adjacent to Little Corby Road. The Health and Wellbeing Team has been consulted on the application and notes that there is a deficit of open space provision on this proposal. A figure for the amount of open space hasn't been provided and there appears to be limited open space on the development as the sustainable drainage (Swale) is described as open space but this cannot be counted as usable open space. The target is 3.6Ha/1,000 population and therefore the target open space for a development of this scale would be 0.49 Ha based on an occupancy of 135 people. Ideally more useable open space should be provided on site, however a contribution to the upgrade of open space could be provided in lieu of some of the on-site open space. The contribution required cannot be calculated without further information, but

would be up to £8,437.50. The level of on-site open space will be considered during the Reserved Matters application. If a suitable amount of usable open space is not provided on the site the S106 will need to be varied to increase the financial contribution payable to the City Council. The developer would need to maintain this open space and this could be secured through a Section 106 Agreement.

- 6.46 The plans do not show an equipped play area on-site and there is no space for one to be provided in the current layout. The submitted layout is, however, indicative only and following discussions with the developer and the Health and Wellbeing Team it has been agreed that a condition should be added to the permission which requires the provision of an equipped play area on the site (the details of which would need to be agreed with the LPA). If any future developer decides that they don't want to provide an equipped play area on the site, an alternative would be to provide a financial contribution to improve the existing play facilities at Downagate and this would need to be secured through a S106 Agreement.
- 6.47 There is no provision for sports pitches on site and no scope to do this. A contribution of £8,505 should, therefore, be made to upgrade existing off-site sports and recreation provision within the district.
 - 11. Foul And Surface Water Drainage
- 6.48 A Flood Risk and Drainage Assessment has been submitted with the application. This confirmers that the site is at low risk of flooding from rivers, surface water, sewers, overland flows, groundwater, and reservoir failure. There is a small area at risk of flooding from surface water in Little Corby Road to the south of the site but the expected depths of flooding would not prevent safe access or egress to or from the site.
- 6.49 It is proposed to either infiltrate surface water runoff into the underlying ground or alternatively the runoff will be discharged to the River Eden or the existing United Utilities surface water sewer at a rate of 3.5 l/s. It is proposed to provide a SuDS management train including permeable pavements and swale in order to make sure that no flooding takes place during any rainfall event up to and including the 1 in 100 year plus a 40% allowance for climate change. It is expected that foul flows will be discharged to the existing combined sewer that flows through the site.
- 6.50 The Flood Risk Assessment makes the following recommendations:
 - subject to the completion of the site investigation and associated infiltration testing, a detailed drainage design based on the results of the infiltration testing should be provided and it is anticipated that this would be submitted as part of the discharge of the future planning condition.
 - Finished Floor Levels of the new buildings should be set at 150mm above the adjacent ground level to ensure that in the event of exceedance events causing overland flows within the development, no flooding of the properties would occur.
 - a ground investigation including site specific infiltration testing in accordance with BRE Digest 365 guidelines would be undertaken to confirm the viability

of infiltration systems.

- the final site layout and refined drainage design should seek to maximise the use of SuDS techniques as outlined within this assessment and informed by the site-specific infiltration test results.
- a drainage survey would be undertaken to confirm the invert level of the existing combined sewer flowing through the site;
- on completion, a regular inspection & maintenance regime would be provided to the future owners and tenants based on the as-built information together with details of who would be responsible for the inspection and maintenance of the proposed SuDS and drainage components;
- where the final site layout conflicts with the existing UU foul sewer, then the sewer would require diversion under a Section 185 agreement and a 6m wide easement zone should be provided along the diverted sewer route.
- 6.51 The Lead Local Flood Authority has been consulted on the application. It is agreed that the development site is at low risk for river and surface water flooding with no instances of either types of flooding being recorded. It is noted that flooding has occurred to the east on Hurley Road from surface water runoff from the neighbouring fields and a culverted watercourse which potentially flows along the northern boundaries of Hurley Road and into this development site. The applicant would need to investigate this culvert for its exact location and determine if it crosses over into the development site.
- 6.52 The Cumbria Development Design Guide states that the applicant must work through the hierarchy of drainage options. The first option to be explored is discharge of surface water via infiltration. Three infiltration tests have been undertaken for the development site with the results stating that infiltration is a possibility for the site. Therefore it is a requirement that the development discharges surface water via this method and provides suitable attenuation in order that no flooding occurs on site during a 1 in 100 year plus 40% to account for climate change storm event. Detailed calculations are required to be submitted by the applicant along with a full drainage schematic at a later stage of the planning process to be examined by the LLFA. It is noted within the current draft drainage schematic that it is proposed to discharge into the River Eden 65m to the west of the site. As stated previously infiltration is possible and is to be the discharge method for surface water.
- 6.53 Therefore, to conclude the applicant has worked through the drainage hierarchy and has proven that surface water can be discharged via infiltration and that the site is of low flood risk. Further detailed designs and calculations are required but these can be provided at a later stage of the planning process. As a result the LLFA has no objections with regards to the approval of planning permission subject to conditions.
- 6.54 United Utilities has been consulted on the application and has no objections to the proposal subject to conditions.

Conclusion

6.55 The site is allocated for housing in the adopted Local Plan and the proposal is, therefore, acceptable in principle. The scale, layout and design of the

development and the impact of the proposal on the living conditions of the occupiers of neighbouring properties and Listed Buildings would be determined at the Reserved Matters stage. Subject to the proposed conditions and a S106 agreement it is considered that the proposal would not raise any issues with regard to highway safety, foul and surface water drainage, biodiversity, existing trees, education, open space or archaeology. The proposal is, therefore, recommended for approval subject to the completion of a S106 Agreement.

- 6.56 If Members are minded to grant planning approval it is requested that "authority to issue" the approval is given subject to the completion of a S106 agreement to secure:
 - a) the provision of 30% of the units as affordable;
 - b) a financial contribution of £171,878 to be to paid to Cumbria County Council towards the provision of secondary school places;
 - c) a financial contribution of £38,000 to be to paid to Cumbria County Council towards secondary school transport;
 - d) financial contribution of £8,505 to upgrade existing off-site sports pitches;
 - e) the maintenance of the open space within the site by the developer;
 - f) a financial contribution of £5,500 to enable the 30mph speed limit to be extended and village gateway signage and road markings to be introduced.

If the Legal Agreement not be completed, delegated authority be given to the Corporate Director of Economic Development to refuse the application.

7. Planning History

7.1 In February 2017 an outline application for residential development on this site and some adjoining land was refused (16/0318). A subsequent appeal was dismissed.

8. Recommendation: Grant Subject to S106 Agreement

- 1. In case of any "Reserved Matter" application for approval shall be made not later than the expiration of 3 years beginning with the date of this permission, and the development shall be begun not later than whichever is the later of the following dates:
 - i) the expiration of 3 years from the date of the grant of this permission, or
 - ii) the expiration of 2 years from the final approval of the reserved matters, or, in the case of approval on different dates, the final approval of the last such matter to be approved.

Reason: In accordance with the provisions of Section 92 of the Town and Country Planning Act 1990 (as amended by The Planning and Compulsory Purchase Act 2004).

2. Before any work is commenced, details of the layout, scale, appearance and

landscaping of the site (hereinafter called "reserved matters") shall be submitted to and approved by the Local Planning Authority.

Reason: The applica

The application was submitted as an outline application in accordance with the provisions of Article 3 of the Town and Country Planning (General Development Procedure) Order 1995.

- 3. The development shall be undertaken in strict accordance with the approved documents for this Outline Permission which comprise:
 - 1. the submitted planning application form received 24th September 2019:
 - 2. the Site Location Plan (drawing ref 02) received 24th September 2019;
 - 3. the Existing Site Plan (drawing ref 09) received 24th September 2019;
 - 4. the Site in Context (drawing ref 03) received 24th September 2019;
 - 5. the Illustrative Layout Plan (drawing ref 08) received 24th September 2019:
 - 6. the Phase 1: Desk Top Study Report received 24th September 2019;
 - 7. the Transport Assessment (ref A112972) received 24th September 2019:
 - 8. the Flood Risk & Drainage Assessment (ref A110975) received 24th September 2019;
 - 9. the Ecological Impact Assessment (ref N19073E) received 24th September 2019;
 - 10. the Heritage Impact Assessment (March 2019) received 24th September 2019;
 - 11. the Planning Statement, Design & Access Statement and Statement of Community Involvement (ref A110975) received 24th September 2019;
 - 12. the Notice of Decision; and
 - 13. any such variation as may subsequently be approved in writing by the Local Planning Authority.

Reason: To define the permission.

4. No development shall commence until details of any walls, gates, fences and other means of permanent enclosure and/or boundary treatment to be erected have been submitted to and approved, in writing, by the Local Planning Authority. The development shall then be undertaken in strict accordance with the approved details.

Reason: To ensure the design and materials to be used are appropriate and to ensure compliance with Policy SP6 of the Carlisle District Local Plan 2015-2030.

5. Prior to the commencement of development, the applicant shall submit details of tree and hedgerow protection fencing to be installed on the site for approval in writing by the Local Planning Authority. This fencing shall be erected prior to the commencement of development and shall remain in place until the works are completed.

Reason: To ensure that the existing hedgerow is protected in

accordance with Policy GI6 of the Carlisle District Local Plan 2015-2030.

6. No clearance of vegetation shall take place during the bird breeding season from 1st March to 31st August unless the absence of nesting birds has been established through a survey and such survey has been agreed in writing beforehand by the Local Planning Authority.

Reason: To protect features of recognised nature conservation importance, in accordance with Policy GI3 of the Carlisle

District Local Plan 2015-2030.

7. No development shall commence until full details of the wildlife enhancement measures to be undertaken at the site (together with the timing of these works) have been submitted to and approved in writing by the Local Planning Authority. The development shall then be carried out in strict accordance with the agreed details.

Reason: In order to enhance the habitat for wildlife in accordance with

Policy GI3 of the Carlisle District Local Plan 2015-2030.

8. Prior to the occupation of each dwelling hereby permitted suitable receptacles shall be provided for the collection of waste and recycling in line with the schemes available in the Carlisle District.

Reason: In accordance with Policy SP6 of the Carlisle District Local Plan

2015-2030.

 Adequate infrastructure shall be installed to enable telephone services, broadband, electricity services and television services to be connected to the premises within the application site and shall be completed prior to the occupation of the dwellings.

Reason: To ensure adequate provision of infrastructure and to accord with Policy IP4 of the Carlisle District Local Plan 2015-2030.

10. In the event that contamination is found at any time when carrying out the approved development that was not previously identified it must be reported in writing immediately to the Local Planning Authority. An investigation and risk assessment must be undertaken and where remediation is necessary a remediation scheme must be prepared, which is subject to the approval in writing of the Local Planning Authority.

Site investigations should follow the guidance in BS10175.

Following completion of measures identified in the approved remediation scheme a verification report must be prepared, which is subject to the approval in writing of the Local Planning Authority.

Reason: To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with

those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors.

11. No construction work associated with the development hereby approved shall be carried out before 07.30 hours or after 18.00 hours Monday to Friday, before 07.30 hours or after 16.00 hours on Saturdays, nor at any times on Sundays or Bank Holidays.

Reason: To prevent disturbance to nearby occupants in accordance with

Policy SP6 of the Carlisle District Local Plan 2015-2030.

12. Foul and surface water shall be drained on separate systems.

Reason: To secure proper drainage and to manage the risk of flooding

and pollution.

13. Prior to the commencement of any development, a surface water drainage scheme, based on the hierarchy of drainage options in the National Planning Practice Guidance with evidence of an assessment of the site conditions (inclusive of how the scheme shall be managed after completion) shall be submitted to and approved in writing by the Local Planning Authority.

The surface water drainage scheme must be in accordance with the Non-Statutory Technical Standards for Sustainable Drainage Systems (March 2015) or any subsequent replacement national standards and unless otherwise agreed in writing by the Local Planning Authority, no surface water shall discharge to the public sewerage system either directly or indirectly.

The development shall be completed, maintained and managed in accordance with the approved details.

Reason: To promote sustainable development, secure proper drainage and to manage the risk of flooding and pollution. This condition is imposed in light of policies within the NPPF and NPPG

- 14. Prior to occupation of the development a sustainable drainage management and maintenance plan for the lifetime of the development shall be submitted to the local planning authority and agreed in writing. The sustainable drainage management and maintenance plan shall include as a minimum: a. Arrangements for adoption by an appropriate public body or statutory undertaker, or, management and maintenance by a resident's management
 - company; and b. Arrangements for inspection and ongoing maintenance of all elements of the sustainable drainage system to secure the operation of the surface water drainage scheme throughout its lifetime.

The development shall subsequently be completed, maintained and managed in accordance with the approved plan.

Reason: To ensure that management arrangements are in place for the

sustainable drainage system in order to manage the risk of flooding and pollution during the lifetime of the development.

15. No development shall commence until a construction surface water management plan has been agreed in writing with the local planning authority.

Reason: To safeguard against flooding to surrounding sites and to

safeguard against pollution of surrounding watercourses and

drainage systems.

16. Prior to the commencement of any development, a condition and capacity survey of the culverted watercourse (or piped drainage system) downstream of the surface water discharge point shall be provided to the Local Planning Authority. The information provided should also include mitigation measures where it is deemed the improvements are required.

Reason: To promote sustainable development, secure proper drainage

and to manage the risk of flooding and pollution. This condition is imposed in light of policies within the NPPF and NPPG.

17. The carriageway, footways, footpaths, cycleways etc shall be designed, constructed, drained and lit to a standard suitable for adoption and in this respect further details, including longitudinal/cross sections, shall be submitted to the Local Planning Authority for approval before work commences on site. No work shall be commenced until a full specification has been approved. These details shall be in accordance with the standards laid down in the current Cumbria Design Guide. Any works so approved shall be constructed before the development is complete.

Reason: To ensure a minimum standard of construction in the interests

of highway safety and to support Local Transport Plan Policies

LD5, LD7 & LD8.

18. No development shall commence until detailed drawings showing the development and means of access both by vehicular and non-vehicular means there to have been submitted to the Local Planning Authority for approval. Any such approved means of access shall be completed in accordance with the approved details before the development is occupied (this shall include details of the footway linking to the kissing gate as well as the installation of additional street lighting columns linking the site access to the existing system of street lighting).

Reason: In the interests of highway safety and to support Local

Transport Plan Policies LD5, LD7 & LD8.

19. Details showing the provision within the site for the parking, turning and loading and unloading of vehicles visiting the site, including the provision of parking spaces for staff and visitors, shall be submitted to the Local Planning Authority for approval. The development shall not be brought into use until

any such details have been approved and the parking, loading, unloading and manoeuvring areas shall be kept available for those purposes at all times and shall not be used for any other purpose.

Reason:

To ensure a minimum standard of parking provision is made within the site for vehicles visiting the site and to support Local Transport Plan Policies LD7 & LD8.

- 20. Development shall not commence until a Construction Phase Plan has been submitted to and approved in writing by the local planning authority. The CPP shall include details of:
 - Pre-construction road condition established by a detailed survey for accommodation works within the highways boundary conducted with a Highway Authority representative; with all post repairs carried out to the satisfaction of the Local Highway Authority at the applicants expense;
 - Details of proposed crossings of the highway verge;
 - Retained areas for vehicle parking, maneuvering, loading and unloading for their specific purpose during the development;
 - Cleaning of site entrances and the adjacent public highway;
 - Details of proposed wheel washing facilities;
 - The sheeting of all HGVs taking spoil to/from the site to prevent spillage or deposit of any materials on the highway;
 - Construction vehicle routing;
 - The management of junctions to and crossings of the public highway and other public rights of way/footway;
 - Details of any proposed temporary access points (vehicular / pedestrian)
 - Surface water management details during the construction phase

Reason: In the interests of highway safety and to support Local Transport Plan Policies LD7 & LD8.

21. No development shall commence within the site until the applicant has secured the implementation of a programme of archaeological work in accordance with a written scheme of investigation which has been submitted by the applicant and approved by the Local Planning Authority.

This written scheme will include the following components:

- i) An archaeological evaluation;
- i) An archaeological recording programme the scope of which will be dependent upon the results of the evaluation;
- i) Where significant archaeological remains are revealed by the programme of archaeological work, there shall be carried out within one year of the completion of that programme on site, or within such timescale as otherwise agreed in writing by the LPA: a post-excavation assessment and analysis, preparation of a site archive ready for deposition at a store approved by the LPA, completion of an archive report, and submission of the results for

publication in a suitable journal.

Reason: To afford reasonable opportunity for an examination to be

made to determine the existence of any remains of

archaeological interest within the site and for the preservation,

examination or recording of such remains.

22. Prior to the commencement of development, the applicant shall submit a Construction Environmental Management Plan (CEMP) for approval in writing by the Local Planning Authority. The development shall then be undertaken in accordance with the details contained within the CEMP.

Reason: In order to protect the River Eden SAC/ SSSI in accordance with Policy GI3 of the Carlisle District Local Plan 2015-2030.

23. The proposed open space and children's play area shall be laid out and provided with items of equipment at the expense of the developer in accordance with a scheme to be submitted to, and approved in writing by, the Local Planning Authority before the commencement of any work on site and the shall be completed in accordance with an agreed programme for its implementation. The scheme shall identify the intended location of that open space and related play area within the development site and the intended programme for its provision within the overall development phasing.

Reason: In order to secure a satisfactory standard of development and

to make proper provision for the recreational needs of the area in accord with Policies GI4 and SP6 of the Carlisle District

Local Plan 2015-2030.







