CARLISLE CITY COUNCIL

Report to:- Carlisle City Council

Date of Meeting:- 14th July 2009 Agenda Item No:-

Public

Title:- FORMER GARLANDS HOSPITAL SITE DEVELOPMENT

BRIEF

Report of:- HEAD OF PLANNING AND HOUSING SERVICES

Report reference:- DS.54/09

Summary:-

This report sets out the draft text to be approved for consultation for the production of a Supplementary Planning Document to form part of the City Council's Local Development Framework.

Recommendation:-

That the Former Garlands Hospital Site Development Brief be approved for consultation

Alan Eales

Head of Planning and Housing Services 02 July 2009

Contact Officer: Chris Hardman Ext: 7190

Note: in compliance with section 100d of the Local Government (Access to Information) Act 1985 the report has been prepared in part from the following papers: Executive Reports DS.14/09; DS.34/09; IOS Reports DS.17/09; DS.27/09

1. BACKGROUND INFORMATION AND OPTIONS

- 1.1 Report DS.14/09 sets out the draft of a development brief which is to be considered as a Supplementary Planning Document produced to provide additional clarification on planning policies contained within the Council's Local Plan.
- 1.2 The report was considered at Executive on the 16th February and referred to Infrastructure Overview and Scrutiny Committee. IOS considered report DS.17/09 at its meeting on the 26th February and resolved to undertake a workshop. The workshop was held on the 24th March to which Members of the Development Control Committee and local ward members were invited and the issues raised formed the basis of the response to Executive. Executive at its meeting on the 5th May welcomed the views of IOS and considered that these should be incorporated into the draft SPD. Executive also referred the draft text to Council for consideration prior to consultation.
- 1.3 Executive Report DS.34/09 is attached indicating the changes required during the preparation of the guidance.

2. CONSULTATION

2.1 Consultation to Date.

Minimal consultation has taken place with statutory providers.

2.2 Consultation proposed.

A six-week consultation is proposed during late August and through September to avoid the main holiday time.

3. RECOMMENDATIONS

That the Former Garlands Hospital Site Development Brief be approved for consultation

4. REASONS FOR RECOMMENDATIONS

4.1 To update the guidance for developers and bring in additional guidance under the Local Development Framework.

5. IMPLICATIONS

- Staffing/Resources The initial preparatory work has been undertaken with the Trust as landowner however the remainder of the work now rests within existing resources of the Local Plans and Conservation Section.
- Financial Within existing resources of the Local Plans and Conservation Section.
- Legal In accordance with the Planning and Compulsory Purchase Act 2004 and associated provisions.
- Corporate The Development Brief assists in bringing forward new housing to support economic growth.
- Risk Management Without this guidance there may remain a lack of clarity on the intention of the policies within the Local Plan.
- Equality and Disability Equality and disability issues have been taken into account in preparation of this guidance.
- Environmental Environmental Issues have been covered within the guidance.
- Crime and Disorder Elements are covered within the guidance and the architectural liaison officer for the police will be involved in the continuing work.
- Impact on Customers This will provide additional guidance to customers improving the level of service provided by the planning service.

Alan Eales

Head of Planning and Housing Services 02 July 2009

Contact Officer: Chris Hardman Ext: 7190

Appendix 1

Report DS34/09 FORMER GARLANDS HOSPITAL SITE DEVELOPMENT BRIEF



REPORT TO EXECUTIVE

PORTFOLIO AREA: INFRASTRUCTURE A	AND ENVIRONMENT	
Date of Meeting: 5th May 2009		
Public		
Key Decision: Yes	Recorded in Forward Plan:	Yes
Inside Policy Framework		

Title: FORMER GARLANDS HOSPITAL SITE DEVELOPMENT BRIEF

Report of: Head of Planning and Housing Services

Report reference: DS.34/09

Summary:

This report sets out issues to be considered in preparation of the consultation draft development brief following consideration of an initial report by Infrastructure Overview and Scrutiny Committee.

Recommendations:

That Executive:

- 1 consider the feedback from Infrastructure Overview and Scrutiny Committee as set out in paragraphs 1.3 and the implications set out 1.4 of this report
- 2 Consider other issues raised by Infrastructure Overview and Scrutiny Committee as set out in paragraph 1.5
- 3 Refer the development brief to Council (14th July) to consider approval to consult on the content of the development brief.

Contact Officer: Chris Hardman Ext: 7190

A Eales

Head of Planning and Housing Services

1.0 BACKGROUND INFORMATION AND OPTIONS

- 1.1 Members of Executive considered report DS.14/09 on the preparation of a draft development brief for the Former Garlands Hospital Site. The report was referred to Infrastructure Overview and Scrutiny Committee for its 26th February meeting. At that meeting Members raised a number of issues and resolved that a workshop should be held to consider the brief in more detail.
- 1.2 A workshop was subsequently held on the 24th March to which Members of Infrastructure Overview and Scrutiny Committee, Development Control Committee and local Ward Members were invited. The matters arising from the workshop were then reported to Infrastructure Overview and Scrutiny Committee meeting on the 9th March 2009 and members resolved that the comments and concerns from the workshop should be incorporated into the Planning Officer's report to the Executive.
- 1.3 The comments and concerns from the workshop are summarised as follows:

Transportation and Highways

- Junction with Cumwhinton Road and Cumwhinton Drive is narrow and dangerous.
- As there are a relatively low number of dwellings proposed, is this likely to have a significant impact on the A6? The cumulative impact may however result in junction/highway infrastructure improvements being required in the longer term.

Noise/Air Quality

- The joining up of the bund through the development of land parcel E would reduce the traffic noise and improve the air quality and visual amenity situation experienced by both existing and future residents.
- Noise reduction road surfaces a reference to the use for estate roads would be useful in the brief to reduce road noise.
- Types of trees used for the bund could be included in the brief to ensure an appropriate mix.
- Motorway surface request that the Highways Agency are contacted in respect of future resurfacing of the Motorway section that is near the Garlands to consider the use of noise reducing road surfacing materials.

Water supply/Drainage

Harraby Forum/Harraby Pilot – issue raised that attention needs to be paid to
provision of schools, highways etc, sufficient consideration has not been given to
flood risk issues prior to developing existing developments- which have resulted in
problems arising from surface water and foul drainage. These issues have not been
resolved, further development may only serve to exacerbate these problems.

- The topography of the site will/could result in increased surface water run off towards the areas that already suffer from surface water drainage issues.
- Contact should be made with neighbouring land owners such as Carlisle Housing Association, County Council regarding drainage issues.
- Are there culverts along the motorway in the Garlands area? If so where does the water received by them from the motorway drain to?
- Reference should be made to Grey water recycling to be incorporated into future developments.
- Development of the site could provide opportunities for reducing the surface water/foul drainage issues in the locality.

Trees and Hedgerows

- Trees are a key feature of the area making the area attractive to the people living there and therefore all the trees should be retained as part of any development scheme.
- Based on the information contained within the tree survey a new TPO/s could be created to give greater protection to the existing trees.
- Retained trees where the trees form a copse, will this character be retained?
 Does the survey identify all the trees individually?

Community Facilities

- Paragraph 2.19 the reference to North Cumbria Technology College should be amended to reflect it forthcoming closure.
- Paragraph 2.20 states that 'in the long term' that further development in the southeast of Carlisle should create sufficient demand to justify the provision of local shops, more emphasis should be placed on providing shopping facilities in the shorter term.

Other Issues

- Parcel B provides a potential site for a local shop.
- Achieving appropriate housing densities could be problematic due to the number of protected trees.
- Affordable housing provision of social housing on site not just discounted sale.
- Timescale in the back of the Planning Brief needs amending.
- 1.4 In order to take into account these comments the brief could be amended in the following ways:
 - After paragraph 2.8 a general reference to the desire to retain trees on the development, especially where this forms a copse. This may conflict with density priorities for development however due care should be taken when considering existing trees on site.

- Amend paragraph 2.15 to make specific reference to the extension of an
 acoustic bund through land parcel E to ensure a more effective barrier for noise
 and to improve air quality and visual amenity. This bund needs to ensure an
 appropriate tree mix for optimum effect.
- A new paragraph after 2.15 to be added to make specific reference to estate roads and consideration of noise reduction surfaces.
- Paragraph **2.19** refer to the Richard Rose Academy and redevelopment in central Carlisle which will lead to the closure of the NCTC.
- Paragraph 2.20 amend to refer to local shopping provision could be provided in the short term and site B being central to the development may be an a appropriate location.
- After paragraph 3.8 affordable housing should consider the option for social rented accommodation and not only discounted sale.
- After paragraph 2.30 Add in reference to the local problems arising from surface water and foul drainage which although may have arisen from earlier developments could be exacerbated by more development in this area and therefore requires investigation. This should involve discussions with neighbouring land owners and consideration of motorway surface water run-off.
- Paragraph 2.31 additional references to the junctions leading from the Garlands area with Cumwhinton Road and Cumwhinton Drive but also the impact of this development could have implications for junctions further afield including Edgehill Road and London Road.
- Additional new paragraph to refer to grey water recycling to minimise surface water run-off.
- Paragraph 9.1 to be updated for new timetable for consultation and reporting through to adoption.
- 1.5 The following matters raised by Infrastructure Overview and Scrutiny Committee are not within the scope of the Supplementary Planning Document and would have to be pursued outwith this development brief:
 - Officers to contact the Highways Agency regarding future resurfacing of the Motorway section past the former Garlands site.
 - A new Tree Preservation Order to be considered for the development site.

2.0 CONSULTATION

2.1 Consultation to Date.

Minimal consultation has taken place with statutory service providers

2.2 Consultation proposed.

A six week consultation is proposed on the draft SPDs in line with current practice. This will follow consideration of the draft SPDs by Executive and Council.

3.0 RECOMMENDATIONS

That Executive:

- 1 consider the feedback from Infrastructure Overview and Scrutiny Committee as set out in paragraphs 1.3 and the implications set out 1.4 of this report
- 2 Consider other issues raised by Infrastructure Overview and Scrutiny Committee as set out in paragraph 1.5
- 3 Refer the development brief to Council (14th July) to consider approval to consult on the content of the development brief.

4.0 REASONS FOR RECOMMENDATIONS

To provide further guidance on policies contained within the Carlisle District Local Plan and to involve residents and businesses in the preparation of the guidance.

5.0 IMPLICATIONS

- Staffing/Resources Within existing resources of the Local Plans and Conservation Section.
- Financial The preparation of the draft SPD has been undertaken with external resources. The remaining work will be undertaken within existing resources of the Local Plans and Conservation Section
- Legal In accordance with the Planning and Compulsory Purchase Act 2004 provisions
- Corporate This document will assist with the Council's "greener" priorities by bringing forward development of previously developed land.
- Risk Management Without this SPDS there may remain a lack of clarity on the intention of the policies within the Local Plan.
- Equality and Disability None
- Environmental Environmental Issues will be covered within the SPDs
- Crime and Disorder Covered in additional SPDs and where relevant referred to in this document
- Impact on Customers This will provide additional guidance improving the service to customers of the planning service

A Eales

Head of Planning and Housing Services

LAND AT THE FORMER GARLANDS HOSPITAL CARLISLE CUMBRIA

PLANNING BRIEF

VINCENT AND GORBING

PLANNING AND URBAN DESIGN

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4491/402A -	Site and surrounding area
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SUPPORTING DOCUMENTS

- 1. Land survey by Atlantic Geomatics drawing no. 2371/P/01
- 2. Pre-development arboricultural assessment by Barnes Associates
- 3. Landscape and visual impact assessment by Vincent and Gorbing
- 4. Initial ecological appraisal by Bioscan
- 5. Floor plans of principal buildings

1.0 PURPOSE, SCOPE AND STATUS

Background

- 1.1 The Cumbria Partnership NHS Foundation Trust provides mental health and learning disability services throughout Cumbria. It operates from a number of locations but the main headquarters functions are based at Carleton Clinic, Carlisle (see Vincent and Gorbing drawings no. 4491/401A, 402A and 403A).
- 1.2 The Trust has recently completed its business plan and, as a result, identified part of its landholdings at Cumwhinton Drive as surplus to long-term requirements.
- 1.3 For identification purposes, the estate can be sub-divided as follows (see Vincent and Gorbing drawing no. 4491/404B):
 - Parcel A Beech Lodge and Burnamwood
 - Parcel B Pine Lodge and Inglewood
 - Parcel C Westmorland House, Cumberland House and The Coppice
 - Parcel D Carleton Clinic and environs
 - Parcel E Four Winds, Avoca, Lodge and fields
 - Parcel F Land to north of Cumwhinton Road

A detailed description and analysis of each land parcel is provided later in this document.

Purpose of brief

1.4 The principal purpose of this brief is to provide prospective developers with a comprehensive account of the planning requirements for any significant development of land within the estate. It amplifies the statutory planning policy LC14 in the Carlisle District Local Plan 2001-2016 – see later.

Scope

1.5 The brief primarily addresses the prospective development of the land parcels A, B C and D within the next five years or so – say up to 2013. Some planning and design considerations also involve other land within the Trust's estate e.g. acoustic barrier for M6 motorway traffic noise.

Status

1.6 This brief has been prepared on behalf of the Cumbria Partnership NHS Foundation Trust. Its status within the statutory planning system will vary according to the stage it has reached. The intention is that its preparation will be the subject of a sustainability appraisal prior to consultations to be undertaken by Carlisle District Council as the precursor to its 'adoption' as 'Supplementary Planning Document' and statutory status within the planning system.

Consultations

1.7 Informal consultations with other landowners, public utility providers and local authorities have been undertaken on behalf of the Trust. Formal public and technical consultation will be undertaken by the City Council later in the process. ______

2.0 SITE INFORMATION

Location

2.1 The Trust's headquarters is located on the south-eastern outskirts of Carlisle immediately to the west of the M6 motorway – see Vincent and Gorbing drawing no. 4491/401A.

Overall site description

2.2 The site is some 28 hectares in extent and comprises the remnant landholdings of the former Garlands Hospital which has been extensively redeveloped following its closure in the early 1990s. The site comprises a mixture of built development, wooded areas and open fields. There are old Victorian villas set in ornamental landscape surroundings, more recently built development fronting Cumwhinton Drive, the Carleton Clinic campus and open fields currently used for grazing. For identification purposes, the estate has been sub-divided into land parcels to correspond to land use and status – see Vincent and Gorbing drawing no. 4491/404B.

Surplus property

2.3 The property which has been identified as surplus to long-term operational requirements is Parcels A, B and C. Parcel D is the Carleton Clinic where further development is planned by the Trust.

Parcel A – Beech Lodge and Burnamwood

The parcel area is some 0.45 hectares and includes the properties of Beech Lodge and Burnamwood.

Beech Lodge is a two storey brick building with a gross floor area (internal) of 494 sq.m. It is currently used as offices and clinical accommodation for the Trust's psychological services.

Burnamwood comprises a mix of one and two storey brick buildings sited at the rear of Parcel A.

The properties are illustrated at Vincent and Gorbing drawing no. 4491/407A.

Parcel B - Pine Lodge and Inglewood

The parcel area is some 0.55 hectares and accommodates two principal buildings.

Pine Lodge is a three storey brick building providing short-stay residential accommodation for medical staff. It has a gross floor area (internal) of 480 sq.m.

Inglewood is a single storey brick 'industrial' building used as offices and workshops by the Trust's estates team. It has a gross floor area (internal) of some 404 sq.m. The property includes a secure storage compound at the rear of the site. The properties are illustrated at Vincent and Gorbing drawing no. 4491/408A.

Parcel C – Westmorland House, Cumberland House, The Coppice and surrounding land

The total area of this parcel is 4.93 hectares. It comprises three large Victorian 'villas' surrounded by overgrown landscaped gardens together with perimeter open space to the north and west.

Westmorland House is a detached three storey villa (built circa 1880) with a gross internal floor area of 731 sq.m. It is currently vacant.

Cumberland House is similar to Westmorland House but with a gross internal floor area of 657 sq.m. It is currently in use as offices. The Coppice is also a detached villa part two, part three storeys high. It has a gross internal floor area of 699 sq.m. and is currently in use as offices.

The properties are illustrated at Vincent and Gorbing drawings no. 4491/409A - 411A.

Parcel D - Carleton Clinic

The Carleton Clinic campus accommodates the Trust headquarters and various clinical services. The land parcel is some 8.30 hectares in total and includes undeveloped perimeter land as well as the built accommodation.

Some new operational space will be required for clinical services in the foreseeable future.

The properties are illustrated at Vincent and Gorbing drawing no. 4491/412A.

Parcels E and F – Undeveloped land

The majority of these parcels are open fields used for grazing under licence from the Trust. Land parcel E is particularly exposed to

traffic noise from the M6 motorway and may be useful to the wider environment by accommodating an acoustic barrier along its eastern boundary – see later.

Land parcel F benefits from mature tree blocks along its southern and western boundaries.

Land form and landscape features

- 2.4 The existing clinic buildings are located on the summit of a gentle hill, from which the land slopes down in most directions, except to the north west, where a ridge of higher ground runs towards the recent development built on the site of Garlands Hospital. The highest part of the site is approximately 55m AOD and the lowest part approximately 40m AOD, giving an overall range of approximately 15m across the site. The lowest part of the site adjoins the western boundary of the site.
- 2.5 A full topographical survey has been undertaken and plotted on a separate drawing see Atlantic Geomatics drawing no. 2371/P/01.

Arboricultural assessment

- 2.6 Land form and trees will play an important role in designing new development on the site. The majority of trees and ornamental bushes on the site are legacies from the landscape design of the former Garlands Hospital and its associated buildings. More recent planting associated with the newer Carleton Clinic complex tends to be better quality.
- 2.7 A pre-development assessment was undertaken in May 2008 by Barnes Associates and the findings are illustrated at Vincent and Gorbing drawings no. 4491/407A 412A. The full report is available separately.
- 2.8 The arboricultural assessment resulted in the following summary and recommendations:

'Hedges within and throughout the site appear well maintained and help define the space. Though these hedges will require ongoing management, they can easily be retained.

A number of trees have defects, which require either further assessment or remedial works, this is required whether the development is undertaken or not.

Retained trees will require careful management to enable them to be protected and so avoid the potential negative effects of the development processes. This can only be achieved with appropriate fencing, ground protection and the adoption of specialist construction methods, where the proposals extend close to, or within the retained trees root protection areas.

The design of the foundations, hard landscape surfacing and the position of services need to account fully for the presence of the retained trees. This will enable the safe retention of trees throughout the development phases and enable the trees to develop naturally following the site development.

Providing that the trees identified for retention are correctly protected from the demolition and construction process they should continue to offer a visual filter and help define the site.

Additional and replacement tree planting should be carried out to counter potential tree losses, to help improve both the age and species diversity for the site so helping to ensure continuity of tree cover for the site.'

There is a strong desire to retain trees on site especially where this forms a copse. A Tree Preservation Order is being prepared to protect the more important trees.

Landscape and visual impact assessment

2.9 An assessment of the visual prominence of the site and the potential impact of development was considered in a study undertaken in February 2006 by Vincent and Gorbing. It concluded that sensitive development of land parcels A, B, C and D could take place without serious detrimental affect on the general landscape of the wider area. New and replacement tree planting will help to assimilate new development in the landscape as well as complement different land uses.

Ecology

2.10 A preliminary ecological appraisal undertaken in 2005 by Bioscan confirmed that there are unlikely to be any significant ecological constraints to development. Additional survey and appraisal work should be undertaken prior to the preparation of detailed designs and submission of a planning application.

Ground conditions

2.11 A desk study addressing geotechnics, contamination and hydrology was undertaken by WSP Environmental UK in January 2006. The overall site setting, in terms of geology, hydrogeology and hydrology suggests that there is low environmental sensitivity with respect to potential contamination impacts on environmental receptors within or close to the site.

Flood risk

2.12 A preliminary hydrological assessment has been undertaken by WSP. No fluvial flood risk problems have been identified but the scale of new development may require a pre-development flood risk assessment to be undertaken.

Noise

- 2.13 Traffic noise from the adjacent M6 motorway has been measured see separate report by WSP. Development proposals will need to be designed to take account of noise exposure and the potential for mitigation.
- 2.14 Based on a preliminary noise survey and future traffic flows on the adjacent M6 motorway, the noise levels across the site have been predicted and assessed in accordance with PPG 24. Land parcels A and B are likely to be classified as Noise Exposure Category (NEC) B for the daytime and split between NEC's B and C during the night-time. Land parcel C is likely to be classified as NEC B during both the daytime and night-time periods. As a consequence, certain development (notably residential) will need to be designed with due regard to the prevailing noise environment.
- 2.15 A more detailed noise impact assessment will be required as part of any future planning application and it will be at this stage when suitable mitigation measures will be identified. Such measures may include an acoustic bund on the boundary with the motorway, building orientation and acoustic glazing and ventilation systems. The bund may have to extend through land parcel E to ensure an effective barrier for noise. It will also assist in improving air quality and visual amenity. The tree mix will be considered to ensure optimum effect.
- 2.16 Noise reduction surfaces should be considered for estate roads to reduce the noise impact within any development.

Agriculture

2.17 Much of the land bordering Carlisle's urban area is classified as 'best and most versatile'. Together with environmental constraints on development, agricultural land quality has been taken into account by the local planning authority in allocating land for development.

The Trust's overall site comprises 'brownfield' non-agricultural land and good quality farmland currently used for grazing. Development of the 'brownfield' land parcels does not give rise to any agricultural issues likely to affect the determination of a planning application.

Archaeology

2.18 There are no known archaeological features within the site but a full evaluation will be appropriate prior to development.

Community facilities

- 2.19 The proximity of the site to local community facilities is shown at Vincent and Gorbing drawing no. 4491/405A.
- 2.20 The site benefits from nearby playing fields and employment opportunities (primarily Carleton Clinic). There is currently a daytime bus service connecting to Carlisle City Centre (20 minutes frequency). The Richard Rose Academy and library are approximately 1.2 kms from the site and Pennine Way Junior and Infant Schools are some 1.6 kms distant. A full range of shops and services is available at Carlisle City Centre within 3-4 km. The Richard Rose Academy is temporarily located in this area and will relocate to central Carlisle once the new site is developed. This will lead to the closure of the former NCTC buildings.
- 2.21 In the long term, further development to the south-east of Carlisle should create sufficient demand to justify the provision of enhanced local shops and services for existing and future residents. In the short term, it will be appropriate for any new development generating the need for better access to local services to sponsor improved bus services (see later). Land parcel B maybe an appropriate location for local shopping provisions to serve the large residential area already developed.

Drainage and services

2.22 The following summaries detail the extent of the existing utility services where known or have been supplied by the relevant supply authority. A statement has also been made as to the ability for the existing infrastructure to service the proposed redevelopment.

2.23 In general the true capacity of most services is not known and detailed load assessments and discussions with the utility authorities will be required moving forward.

Electricity supply

- 2.24 United Utilities North West records indicate that there are overhead 11kV electrical cables running from west to east of the site. These then drop below ground on the west of Cumwhinton Drive before crossing beneath the road and serving the New Garlands sub station. The routes of cables from the sub station are not indicated on any record drawings and hence care is still required when undertaking any excavation work.
- 2.25 It is not certain what spare capacity there is available or what other developments this sub station serves and so further detailed negotiations with United Utilities North West would be required when a clearer picture of anticipated demand is available.

Gas supply

- 2.26 United Utilities North West records indicate that there are gas mains down either side of Cumwhinton Drive. The mains vary in distance from the road between 3m and approximately 30m and do not follow the exact profile of the road. To the west of the road is a 180mm plastic low pressure main and to the east of the road is a 3" steel low pressure main which appear to connect together to the south of the lodge before travelling east onto the former Garlands hospital site with connections to various buildings.
- 2.27 The existing low pressure gas mains in the area are not particularly large although they appear to form a ring on either side of Cumwhinton Road. The gas mains are currently a mixture of old steel pipework and new plastic pipework. When estimated loads are determined, it may be possible to increase the pressure within the mains although this may be difficult with the steel pipework. It is considered that reinforcement of the mains in this area is likely but will need to be confirmed.

Water supply

- 2.28 United Utilities North West records indicate that there is only a 4" cast iron water main at the top of Cumwhinton Drive near Beech Lodge. South of this to the former Garlands hospital site, records indicate no services, which appears very unusual indeed and further contact will need to be made to clarify the situation.
- 2.29 It is considered that it will be necessary to assume that reinforcement of the United Utilities North West water mains in this area is inevitable.

Foul drainage

2.30 There are no recorded public sewers within the confines of the site boundary. The nearest public sewers are located within the residential areas to the north of the site. It is likely that the foul water drainage from any development could be connected to these sewers subject to a capacity check by the local sewerage undertaker. The capacity check would need to consider the effects of the foul discharges from the proposed development on the local sewerage network and the downstream sewage treatment works.

Surface water drainage

- 2.31 It is unlikely that there will be capacity within the existing sewerage network for any surface water discharges and there will need to be some element of SUDS based drainage utilised within the scheme. This could take the form of soakaways or storm water attenuation ponds. Any infiltration or soakaway system will be dependant upon suitably permeable sub-grade materials and this would require assessment using porosity tests carried out as part of the site investigation. The use of open water features or ponds would rely on a connection to an outfall on the nearby watercourse in the southern portion of the site. This outfall would need to be approved by the Environment Agency and would probably be subject to discharge limitations set to 'greenfield' runoff rates.
- 2.32 Local problems relating to surface water and foul drainage have arisen from previous developments in this area. Discussions with neighbouring land owners and further investigation will be required to ensure any development proposals do not exacerbate this situation. Consideration should also be given to the surface water run-off from the nearby motorway. Greywater recycling will help minimise surface water run-off.

Highways and transportation

- 2.33 Despite local perceptions, the highway network in the vicinity of the site has reasonable capacity. The junction of Cumwhinton Road and London Road is overloaded at peak times but junction improvements could improve capacity. There could also be impact on additional junctions. Traffic flows need to consider the impact on Edgehill Road and London Road.
- 2.34 Although the site is well served by schools and a college, the health facilities offered at Carleton Clinic, leisure facilities and open space, there are limited other local facilities. However, there is a bus route between the site and Carlisle city centre. The existing daytime frequency is every 20 minutes with journey time of 20 minutes.

Air quality

2.35 A preliminary appraisal of air quality data was undertaken in 2005/6.

The traffic on the M6 motorway is the only likely source of emissions capable of affecting the nature of development on the Trust's land and Parcel E is obviously the closest.

2.36 Further assessment work should be defined in consultation with the City's Environmental Health Officer and undertaken when the nature and extent of development is known. This work should establish the type, source and significance of potential impacts and appropriate mitigation measures as necessary.

Telecommunications

2.37 A radio mast operated by T-mobile is located offsite near the northern apex of land parcel E. Its presence is not expected to affect adversely telecommunication signals for any new development nor generate any concerns for human health. National planning policy is confirmed in PPG 8 'Telecommunications' and developers should undertake their own checks and assessments.

3.0 PLANNING POLICY CONTEXT

3.1 There are numerous 'layers' of planning policy.

National planning policy

3.2 National guidance is primarily disseminated through planning policy guidance (PPGs) and, more recently planning policy statements (PPSs). Any development proposals will need to have regard for such policies as material planning considerations, in particular:

PPS 1 - Delivering sustainable development

Supplement - Planning and climate change

PPS 3 - Housing
PPG 13 - Transport

PPG 16 - Archaeology and planning

PPG 24 - Planning and noise

PPG 25 - Development and flood risk

Cumbria and Lake District Joint Structure Plan and Regional Spatial Strategy

3.3 The plan was adopted in April 2006. Its role in the statutory development plan is read in conjunction with the North West of England Plan Regional Spatial Strategy and new local development documents to be produced by Carlisle City Council.

Carlisle District Local Plan

- 3.4 The Carlisle District Local Plan 2001-2016 was adopted in September 2008.
- 3.5 During the plan's development the inspector recommended changing Policy LC14 which concerns Carleton Clinic. He proposed that its brownfield development potential should be included in Policy H16 as a residential allocation.

3.6 Policy LC14 reads as follows:

POLICY LC14 - Carleton Clinic

During the period of this plan it is likely that additional land will become surplus to requirements at the National Health Trust Carleton Clinic at Garlands. Proposals for development will be considered in accordance with other policies of this plan. Concern over the volume of traffic generated by developments in the vicinity of the site will have to be taken into account in any proposals.

The use of Section 106 or Section 278 agreements may be necessary to deal with issues arising from any redevelopment proposals, particularly in relation to traffic impact on the existing local highway network.

- 8.40 Carleton Clinic is situated to the south east of the City. Part of the existing site is considered to be surplus to requirements and a longer term development strategy is required. The area has seen an influx of new residential property but support services and facilities have not been developed. A mixed use scheme may be appropriate for this site concentrating on re-use of the existing built form.
- 8.41 The redevelopment of Garlands hospital site and adjacent land for residential use has also led to a number of minor roads being used to relieve additional traffic pressures. Any proposals for redevelopment of the Carleton Clinic site must take into account traffic flows and impact on the local network through production of a transport assessment.
- 3.7 An extract from the Proposals Map is provided at drawing no. 4491/406A.

3.8 Depending on the land use proposed, new development proposals may also need to demonstrate compliance with other relevant policies of the plan e.g.

CP 3	Trees and hedges on development sites
CP 5	Design
CP 9	Development, energy conservation and efficiency
CP 10	Sustainable drainage systems
CP 12	Foul and surface water sewerage and sewage treatment
CP 13	Pollution
CP 14	Waste minimisation and the recycling of waste
CP 15	Accessibility, mobility and inclusion
CP 16	Public transport, pedestrians and cyclists
CP 17	Planning out crime
H 4	Residential development on previously developed land and
	phasing of development
H 5	Affordable housing
H 8	Conversion of existing premises
H 16	Residential land allocations
LE 8	Archaeology on other sites
LC 4	Children's play and recreation areas
LC 15	Percent for art
IM 1	Planning obligations

with reference to policy H5, affordable housing provision should consider the inclusion of social rented accomodation within the tenure mix and not only discounted sale.

Other planning guidance

3.9 Other non-statutory guidance e.g. 'Manual for streets 2007' and 'Code for sustainable homes', both endorsed by the Department for Communities and Local Government, should assist developers in preparing proposals for development.

Sustainability

3.10 Sustainability objectives are shared by developers and regulatory agencies at all levels of government administration. Development proposals should be designed according to the latest advice which is likely to involve specification to Ecohomes' 'excellent' standard or DCLG Code for sustainable homes – level 4 and the equivalent BREEAM rating of other development.

4.0 LAND USE AND DEVELOPMENT PRINCIPLES

- 4.1 Policy LC14 concerns the area identified on Vincent and Gorbing's drawing no. 4491/406A. The policy expounds a number of principles :
 - (i) Mixed use development (not mandatory)
 - (ii) Re-use of existing built form (preferred)
 - (iii) Need for improved community infrastructure
 - (iv) Mitigation of adverse traffic impact
 - (v) Mitigation of any adverse effects on biodiversity
 - (vi) Mitigation of any adverse effects on the character / quality of surrounding countryside
 - (vii) Need for a longer term development strategy.
- 4.2 Short-term proposals for the land parcels subject of Policy LC 14 (see drawing no. 4491/406A) together with related land are illustrated on Vincent and Gorbing drawing no. 4491/413B.
- 4.3 The development potential of each of the identified land parcels is considered in the following paragraphs.

Parcel A – Beech Lodge and Burnamwood

- 4.4 An appraisal of site characteristics is illustrated at Vincent and Gorbing drawing no. 4491/407A.
- 4.5 Apart from constraints and opportunities which apply to the whole site, any new development of Parcel A will need to take account of the exposure to traffic noise which has been assessed as Noise Exposure Category B (daytime) and Noise Exposure Category B and C (night-time) – see PPG 24. Proposals for mitigation of the adverse effects of traffic noise are rehearsed under Parcel E later.
- 4.6 The existing trees have been examined as part of a comprehensive predevelopment arboricultural assessment. The recommendations from the landscape and visual assessment suggest that whilst the site does not feature in the wider landscape context the opportunity should be taken to include new screening in any development.

4.7 Subject to consideration of the above development constraints and the need to mitigate any adverse impact on community infrastructure (see later), the site is suitable for residential or other uses compatible with a residential area.

Parcel B – Pine Lodge, Inglewood and depot

- 4.8 An appraisal of site characteristics is illustrated at Vincent and Gorbing drawing no. 4491/408A.
- 4.9 As with Parcel A, any new development will need to be designed with regard to the exposure to traffic noise which has been assessed as NEC B (daytime) and NEC B and C (night-time) see PPG 24 and 'Parcel E' later.
- 4.10 There are no trees on the site and the existing buildings are fairly prominent in local views from the east (see Landscape and Visual Assessment February 2006). The opportunity should be taken with any new development to invest in new planting to soften any potential harsh outlines or building mass.
- 4.11 Subject to consideration of the above development constraints and the need to mitigate any adverse impact on community infrastructure (see later), the site is suitable for residential or other uses compatible with a residential area.

Parcel C – Westmorland, Cumberland and The Coppice

- 4.12 For the purpose of securing a comprehensive design and integration of the site with the recently completed Garlands development, this parcel has been defined to include the undeveloped 'corridor' of land between houses in Cherry Lane and The Coppice. For ease of reference, this corridor is termed 'Garlands Gap'.
- 4.13 An appraisal of site characteristics is illustrated at Vincent and Gorbing drawings no. 4491/408A 411A. The site is expected to be vacant by 2010.
- 4.14 By reason of the greater distance from the motorway and the 'shelter' of the existing land form, this site is assessed to fall largely within NEC A (daytime) and NEC B (night-time). Noise should not therefore be a determining issue in any development proposal.
- 4.15 The existing buildings are substantial stone-faced detached 'villas' which may be retained and refurbished in any development scheme. The opportunity should be taken to re-appraise access, circulation and use so that the quality

of these buildings is enhanced in any new development. Details of the floor

layouts are available from the Cumbria Partnership NHS Foundation Trust.

4.16 The existing trees have been surveyed as part of a comprehensive predevelopment arboricultural assessment.

- 4.17 The southern and westernmost tree groups must be substantially retained and reinforced to maintain the landscape structure and visual containment of the site see recommendations from the arboricultural assessment and landscape and visual impact assessment February 2006. Trees within the body of the site provide a strong landscape context and should be retained, thinned or removed according to the recommendations of the arboricultural assessment.
- 4.18 Development proposals for this site must be 'design led'.
- 4.19 Subject to consideration of the above development constraints and the need to mitigate any adverse impact on community infrastructure (see later), this parcel is suitable for housing, special residential use e.g. retirement village or other development compatible with a residential area.

Parcel D - Carleton Clinic

- 4.20 This site accommodates the principal operational functions of the Trust including its headquarters.
- 4.21 In the short and long term, this site will be expected to accommodate new buildings and ancillary requirements to maintain its services within the healthcare sector.
- 4.22 Any development proposals will need to have regard to any long term development strategy including acoustic barrier, statutory development plan policies and the landscape strategy.

Parcel E – Four Winds, Avoca Lodge and fields

4.23 Although there are currently no proposals for development of this parcel, its border with the M6 motorway may provide a suitable opportunity to build an acoustic barrier which would benefit environmental conditions over all the Trust's land. Additionally, if an appropriate barrier could be linked to the

existing acoustic bund to the north, there would be benefits to existing and future residents.

Parcel F – Cumwhinton Road field

- 4.24 There are no proposals for development of this field under this planning brief.
- 4.25 The site planning requirements covering all the Trust's land include :
 - (i) a landscaped acoustic barrier parallel to the M6 motorway and accommodated on Parcel E.
 - (ii) provision of footpaths as per Vincent and Gorbing's drawing no. 4491/413B.
 - (iii) new and replacement tree planting in accordance with a landscape plan and specification to be approved.

5.0 MITIGATION OF IMPACT ON COMMUNITY INFRASTRUCTURE

- 5.1 From survey work already undertaken, there are known weaknesses in the local community infrastructure including proximal shops, education facilities and drainage capacity see Vincent and Gorbing drawing no. 4491/405A.
- 5.2 In contrast, the site is well served by open space, leisure facilities, secondary school capacity and footpath / cycleways.
- 5.3 A Transport Assessment will need to be prepared to accompany a planning application for development. In addition to addressing travel by modes other than the private car, it is likely that capacity analyses would be required for the following junctions to assess the effect of the generated traffic on the local highway network:
 - a. A6 London Road / Cumwhinton Road at which improvements may be necessary.
 - b. A6 London Road / Eastern Way / Carliol Drive at which improvements may be necessary.

A Framework Travel Plan will also need to be prepared to accompany a planning application. This document would outline measures which could be implemented within the development to encourage travel by means other than the private car.

- 5.4 Financial or other contribution for the improvement of community infrastructure will be required from developers but the nature, scope and size of contribution will depend on the land use involved.
- 5.5 Carlisle City Council will expect affordable housing to be included in any general housing scheme in accordance with Policy H5.
- 5.6 Developers will be encouraged to identify the scope and content of development proposals in advance of the submission of a planning application so that heads of terms for a Section 106 agreement can be put in place.

21

6.0 CONSULTATIONS

- 6.1 In the course of preparing preliminary assessments of constraints and opportunities for the site, formal and informal enquiries have been made of service providers and other land owners.
- 6.2 The draft planning brief will be the subject of public and technical consultations to be undertaken by Carlisle City Council. Following consideration of the responses, the brief will be adopted, with or without modifications.

7.0 REQUIREMENTS FOR VALID PLANNING APPLICATION(S)

- 7.1 It is anticipated that the allocation of the site in the adopted Local Plan and the availability of this brief will obviate any need for outline planning applications.
- 7.2 Depending on the nature of any development proposal, information to be submitted with a full planning application should include:
 - 1. Planning application forms, certificates and fee.
 - 2. Planning application plan (red line).
 - 3. Access and design statement.
 - 4. Topographical survey.
 - 5. Arboricultural assessment.
 - 6. Transport assessment [and framework travel plan].
 - 7. Ecological assessment.
 - 8. Noise assessment.
 - 9. Full design drawings.

8.0 PROGRAMME

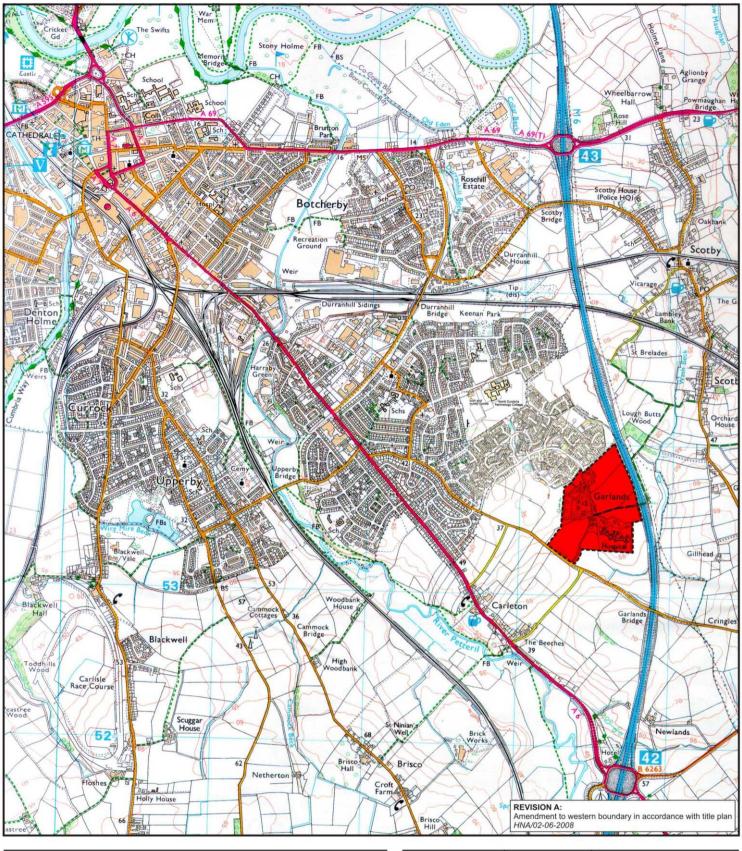
8.1 The target programme is as follows:

September 2008 - Consultation draft to Carlisle City Council

August 2009 - Public consultation

January 2010 - Adoption as Supplementary Planning

Document



Land at former Garlands Hospital Cumwhinton Drive CARLISLE

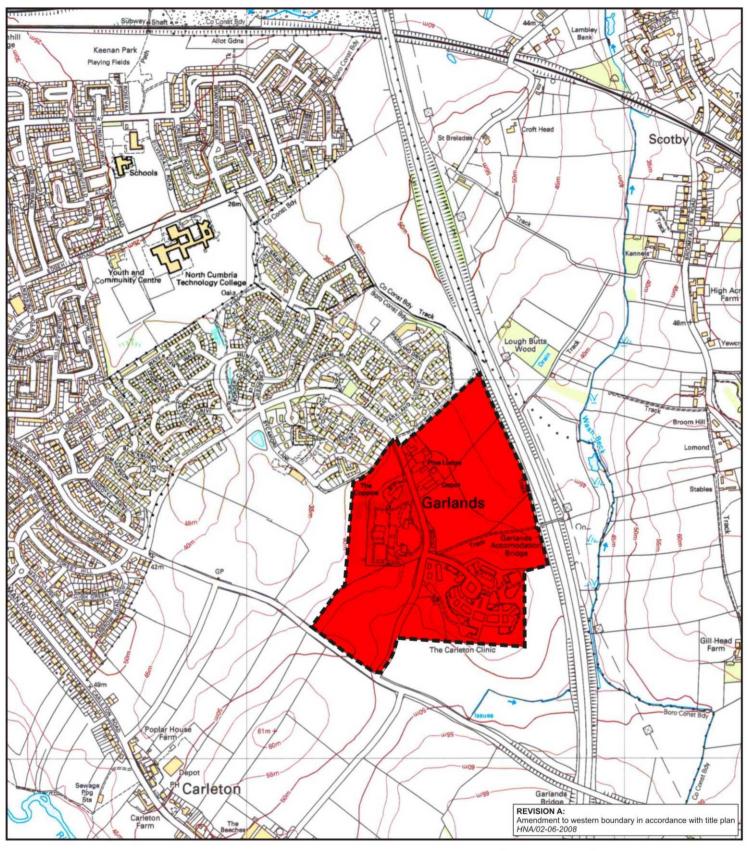
DRAWING TITLE

Site location plan

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VINCENT AND GORBING

CHARTERED ARCHITECTS AND TOWN PLANNERS



Land at former Garlands Hospital Cumwhinton Drive CARLISLE

DRAWING TITLE

Site and surrounding area

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CHARTERED ARCHITECTS AND TOWN PLANNERS



Land at former Garlands Hospital Cumwhinton Drive CARLISLE

DRAWING TITLE

Site identification plan (28.60ha 70.67ac)

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DATE APRIL 2008

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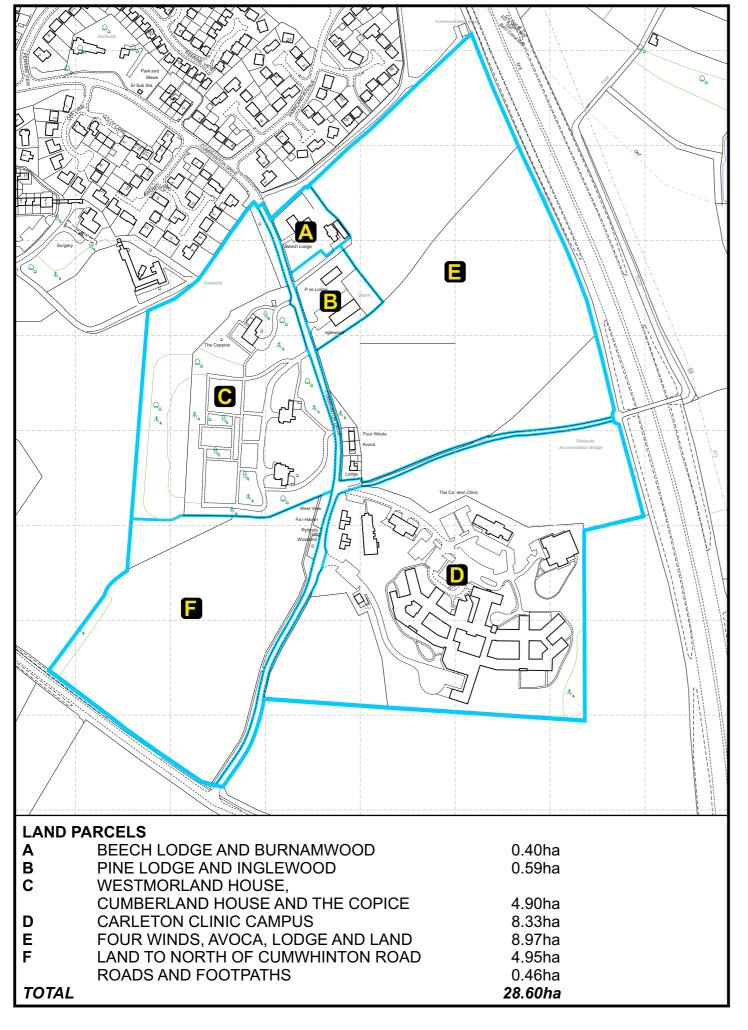
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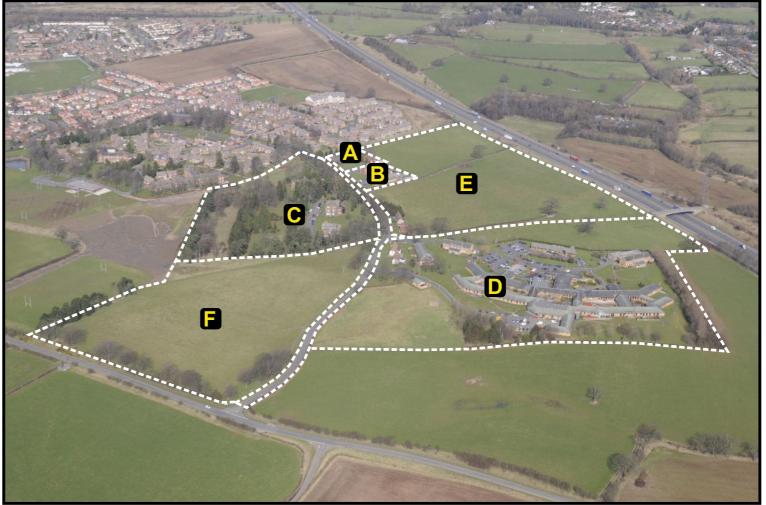
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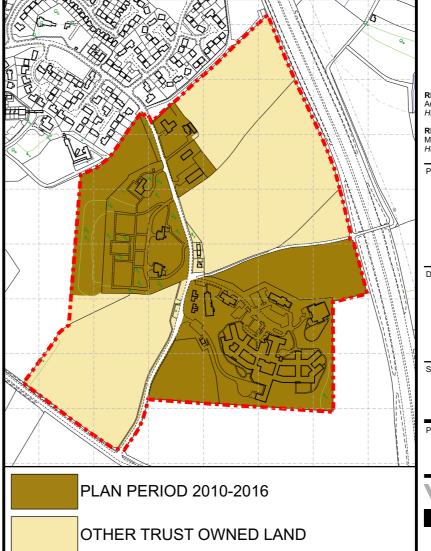
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VINCENT AND GORBING

CHARTERED ARCHITECTS AND TOWN PLANNERS







REVISION A:Amendment to western boundary in accordance with title plan. Plan period insert added. *HNA/02-06-2008*

REVISION B:

Minor amendment to plan period inset HNA/02-06-2008

Land at former Garlands Hospital **Cumwhinton Drive** CARLISLE

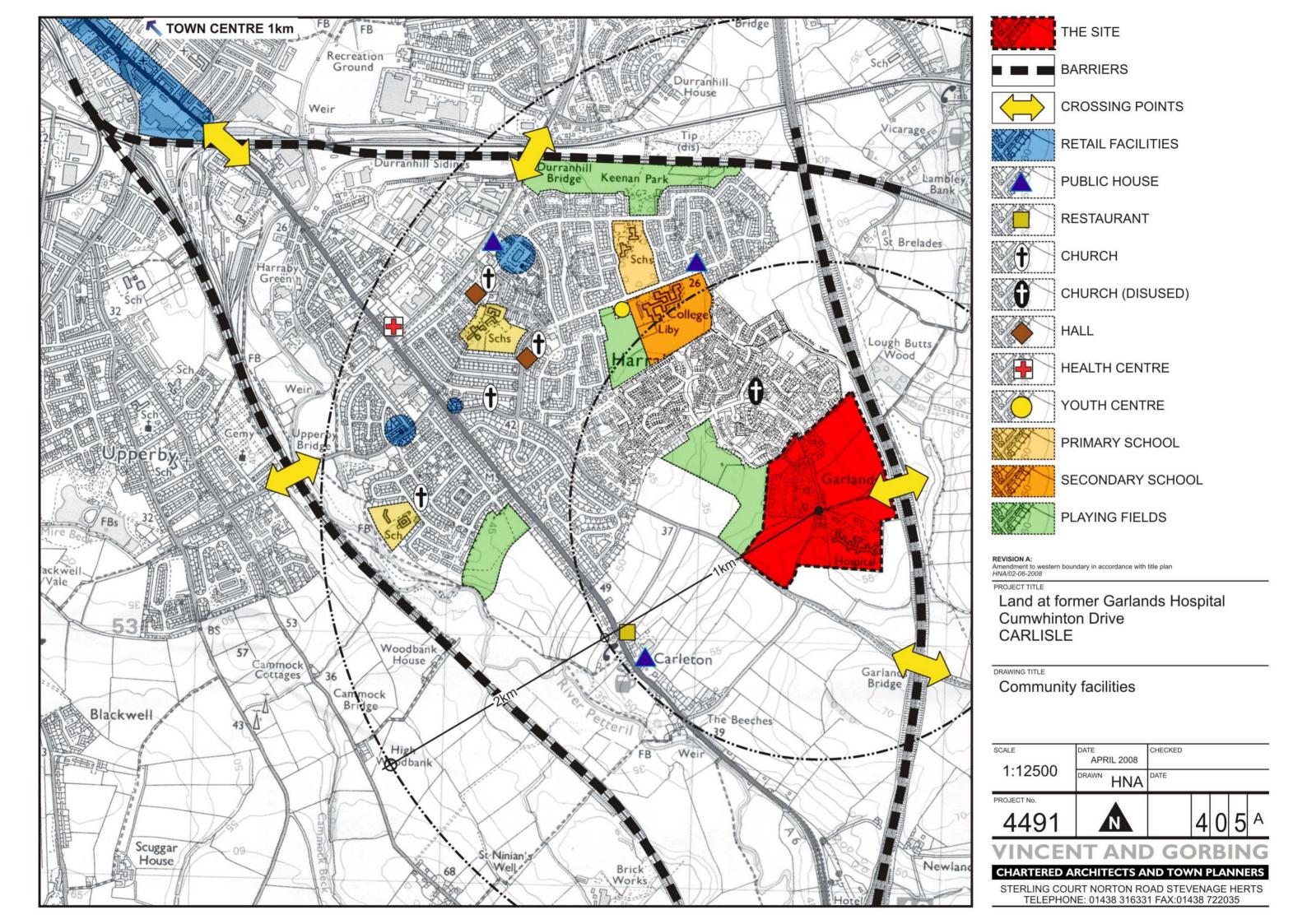
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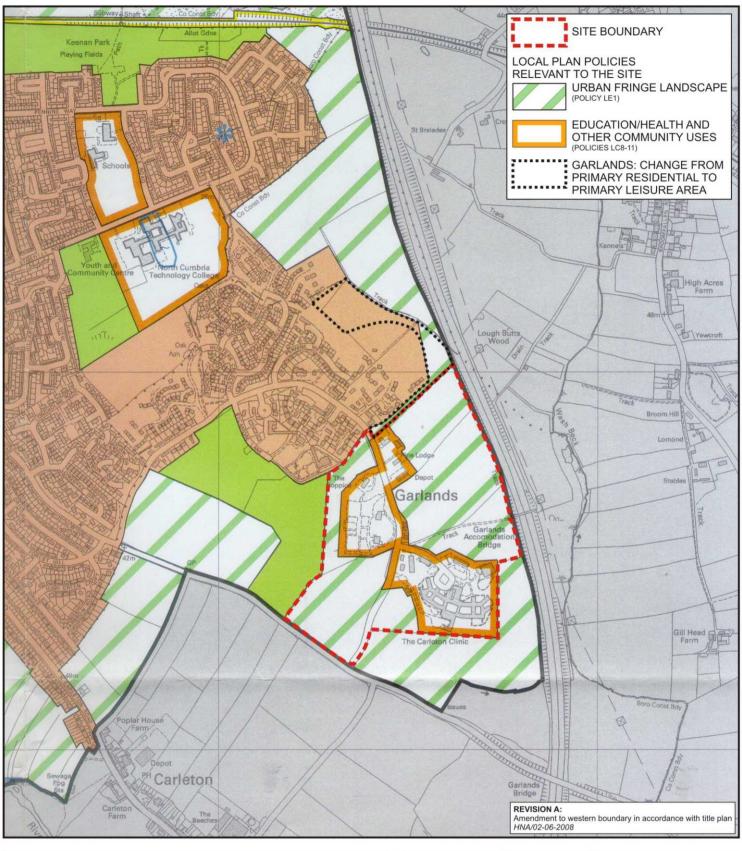
Land parcels identification

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Extract from Carlisle District Local Plan Redeposit Draft August 2005

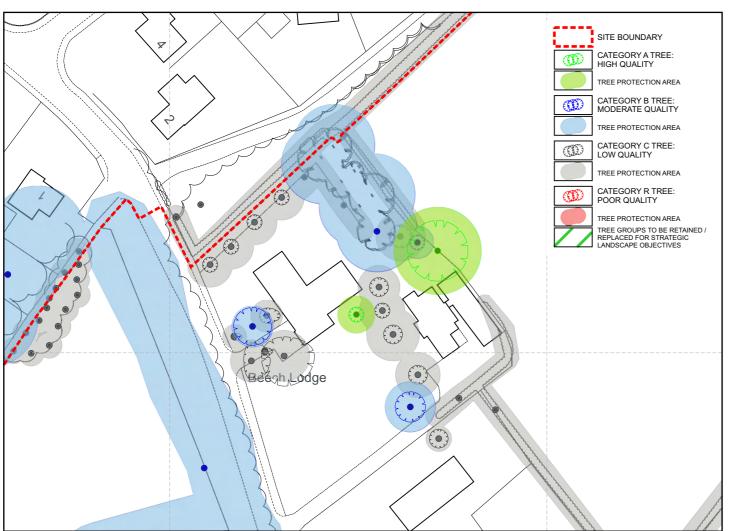
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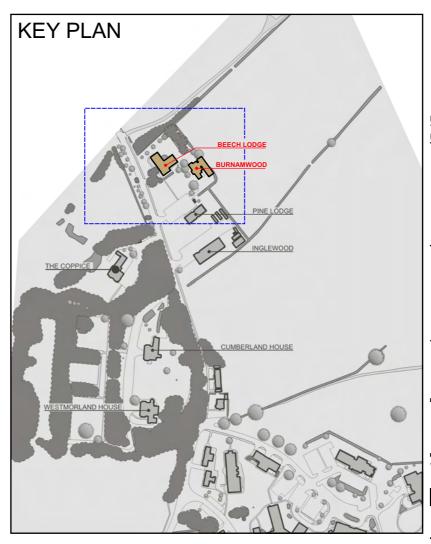
VINCENT AND GORBING

CHARTERED ARCHITECTS AND TOWN PLANNERS









Land at former Garlands Hospital **Cumwhinton Drive** CARLISLE

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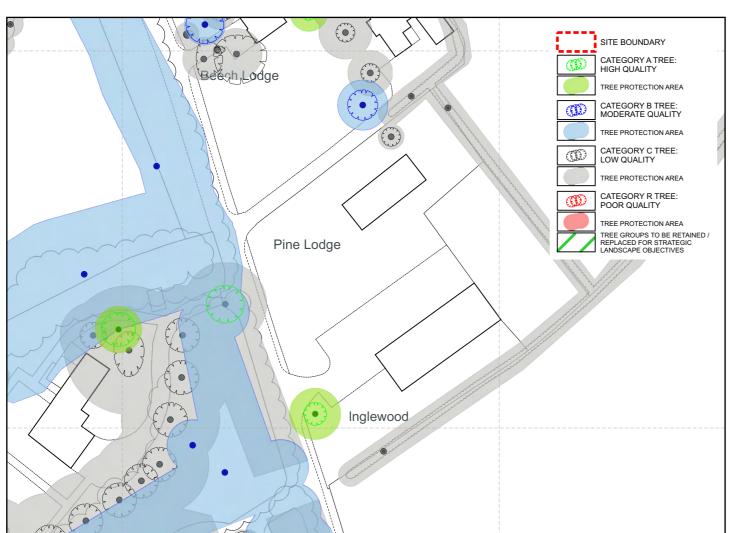
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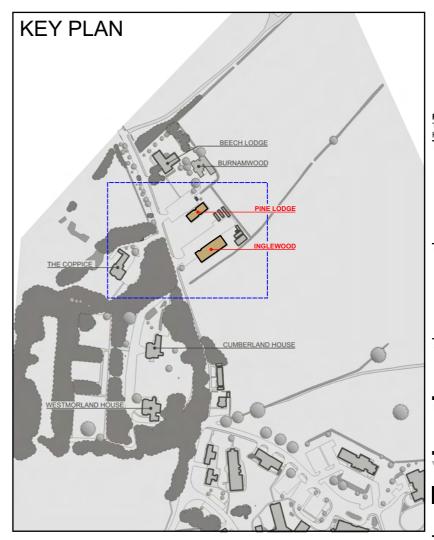
Beech Lodge and Burnamwood

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Land at former Garlands Hospital **Cumwhinton Drive** CARLISLE

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Pine Lodge and Inglewood

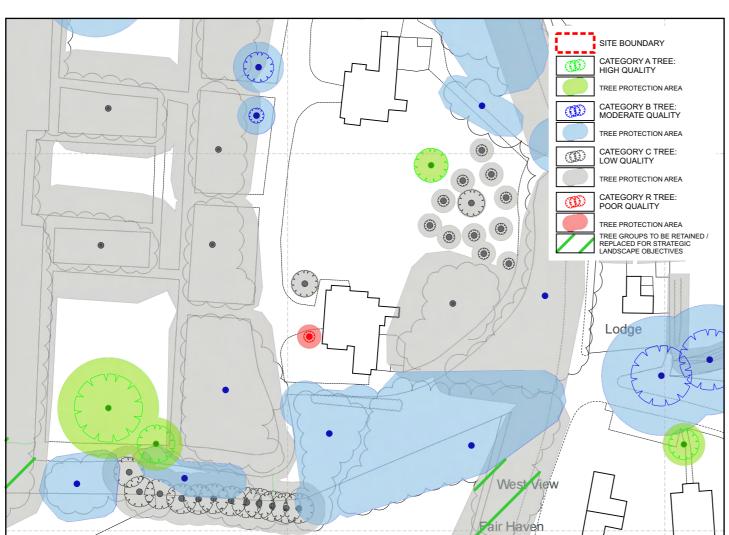
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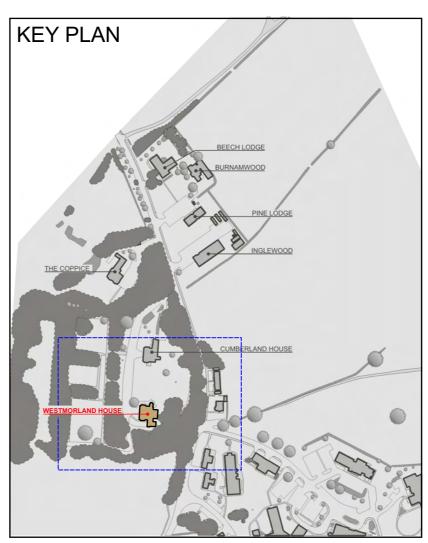
VINCENT AND GORBING

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Land at former Garlands Hospital **Cumwhinton Drive** CARLISLE

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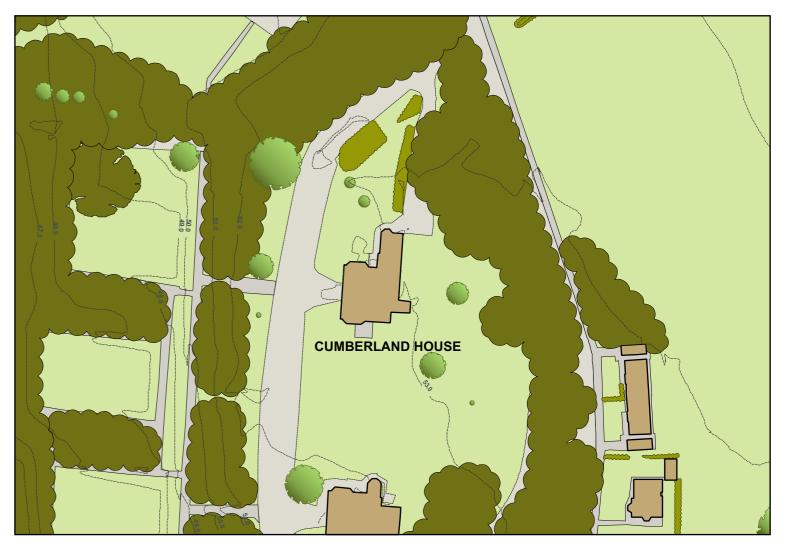
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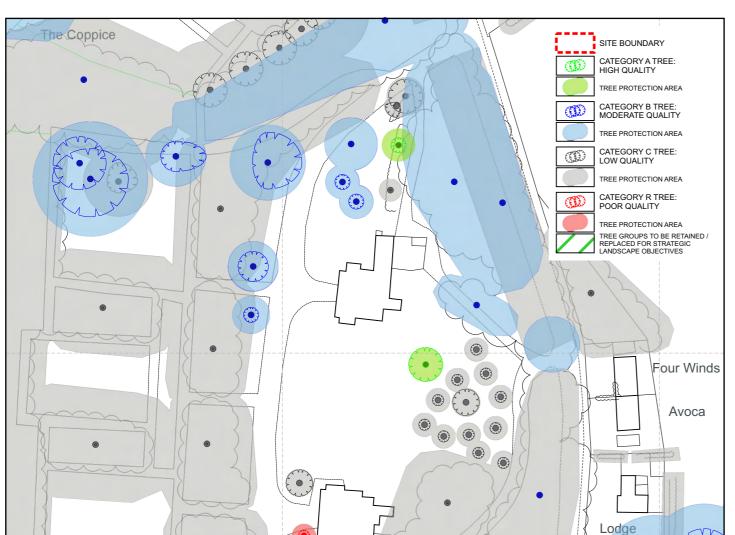
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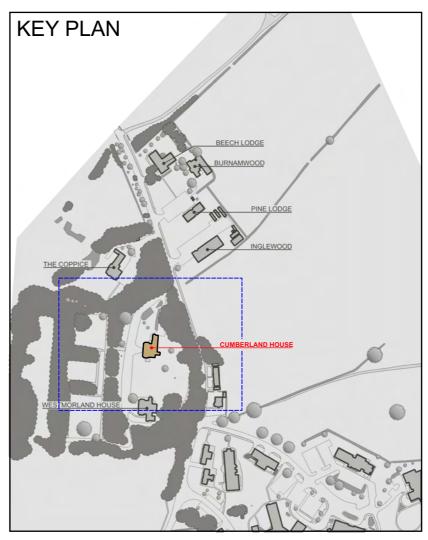
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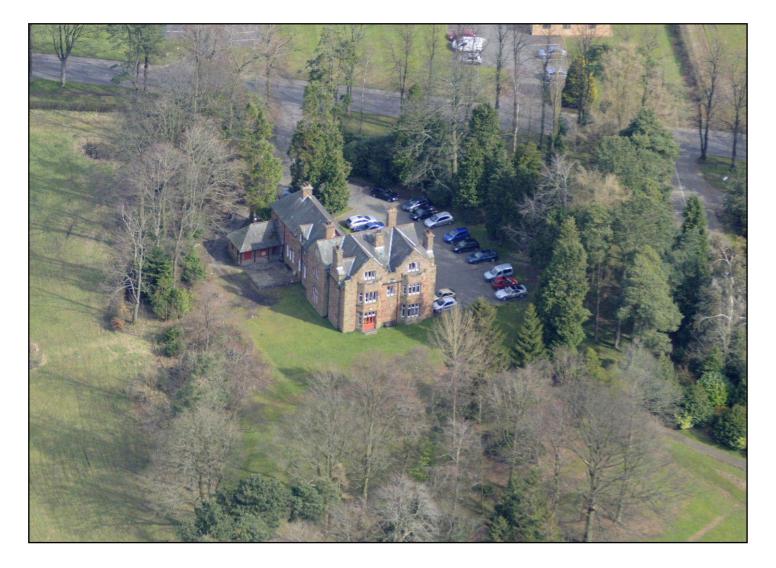
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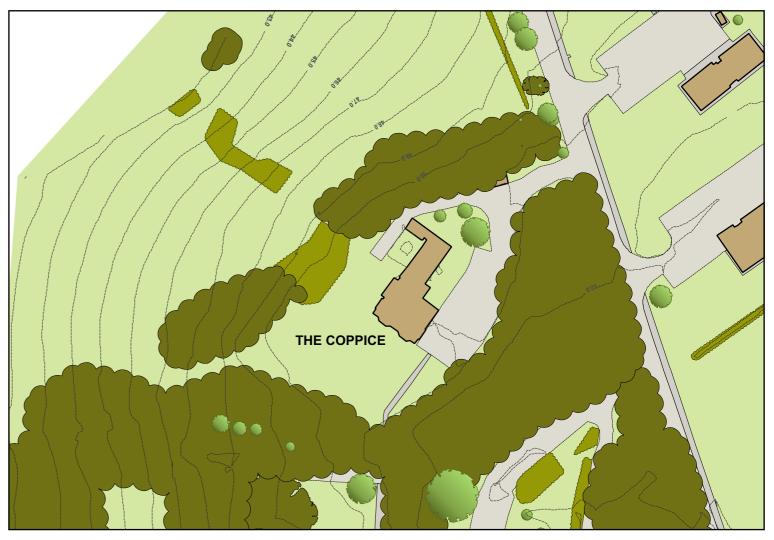
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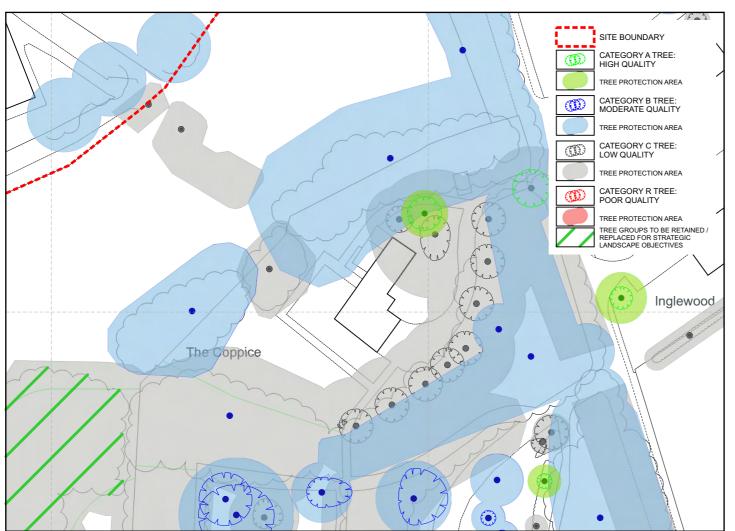
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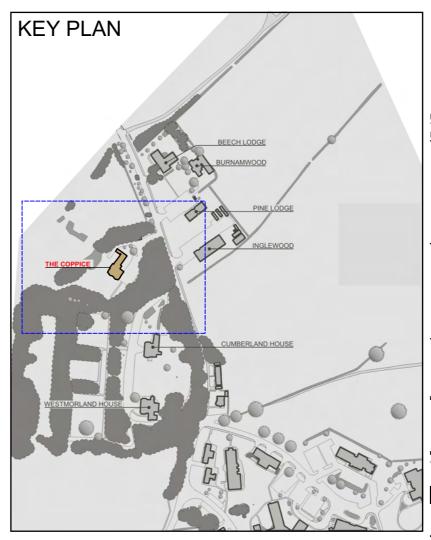
VINCENT AND GORBING

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Land at former Garlands Hospital **Cumwhinton Drive** CARLISLE

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Parcel C (part): The Coppice

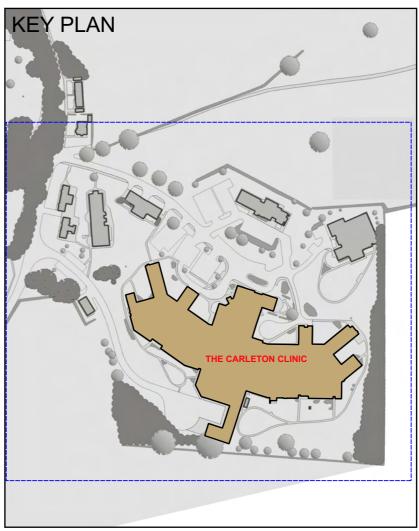
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CHARTERED ARCHITECTS AND TOWN PLANNERS









Land at former Garlands Hospital **Cumwhinton Drive** CARLISLE

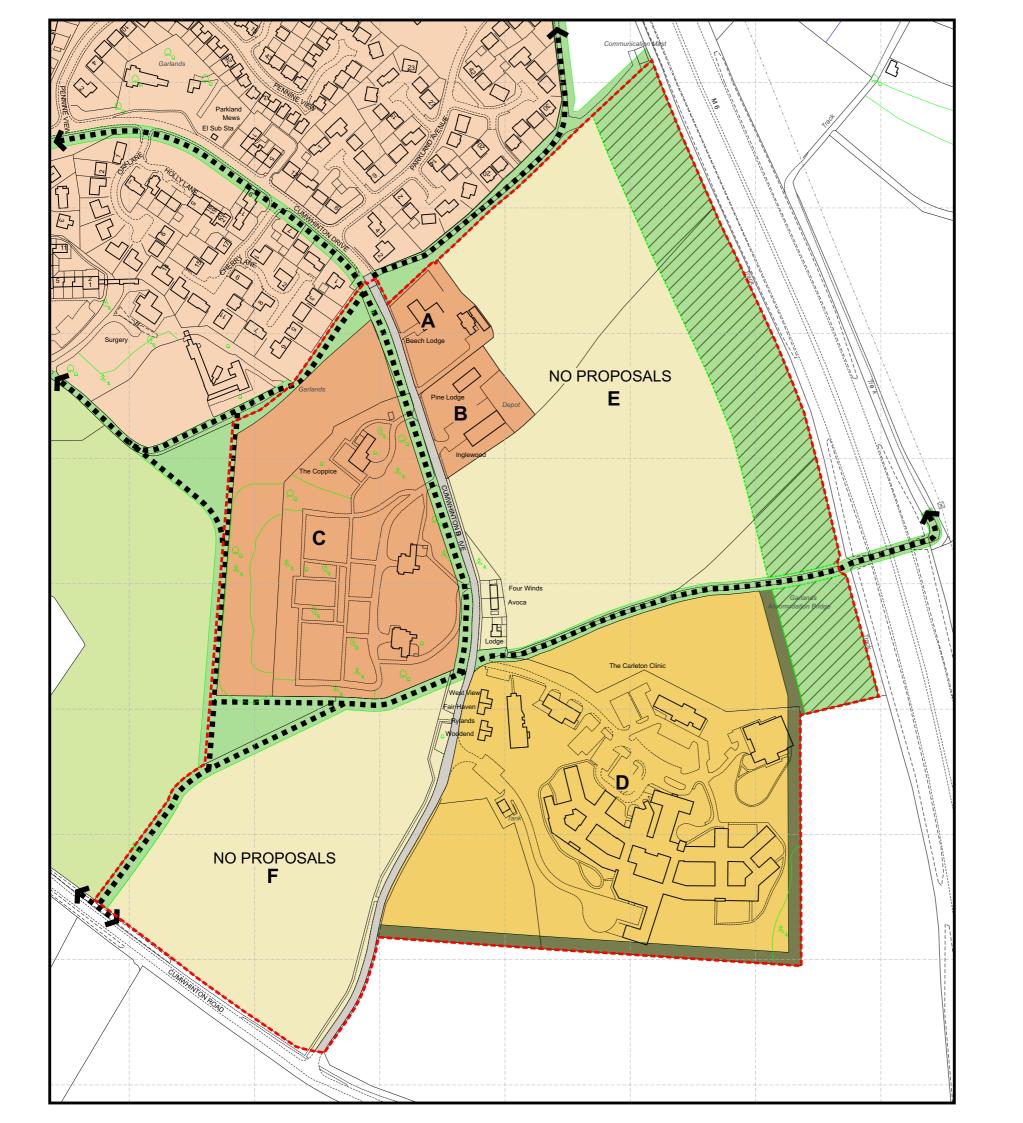
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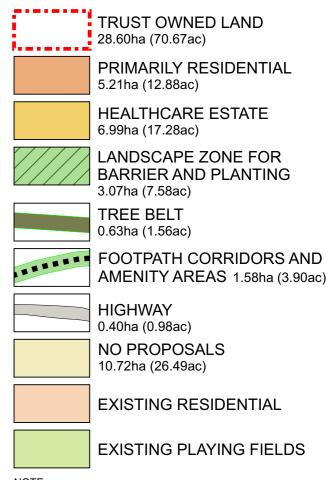
Parcel D:

The Carleton Clinic

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CHARTERED ARCHITECTS AND TOWN PLANNERS





NOTE: ALL AREAS MEASURED WITHIN TRUST OWNED LAND

LAND BUDGET HOUSING

Α	0.49ha	(1.21ac)	say 30dph =	14 DWELLINGS
В	0.52ha	(1.28ac)	say 30dph =	15 DWELLINGS
С	4.20ha	(10.37ac)	say 30dph =	126 DWELLINGS
TOTAL	5.21ha	(12.87ac)	sav 30dph =	155 DWELLINGS

155 DWELLINGS @ 2.25ppd = 349 POPULATION

Land parcel uidentifications changed to co-incide with 4491/404B HNA/02-06-2008

Land at former Garlands Hospital **Cumwhinton Drive CARLISLE**

Short term development strategy 2010 - 2016

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VINCENT AND GORBING

CHARTERED ARCHITECTS AND TOWN PLANNERS