

# REPORT TO EXECUTIVE

## PORTFOLIO AREA: ECONOMIC DEVELOPMENT

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Date of Meeting: 28th June 2010

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Public

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Key Decision: Yes

Recorded in Forward Plan: Yes

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Inside Policy Framework

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**Title:** FORMER GARLANDS HOSPITAL SITE DEVELOPMENT BRIEF  
**Report of:** Assistant Director of Economic Development  
**Report reference:** ED. 08/10

### Summary:

This report sets out the process which has been undertaken in the production of this Supplementary Planning Document (SPD) and includes a revised document which takes into account the comments received as a result of the public consultation.

### Recommendations:

That Executive agree that the amended SPD be referred to Council (13<sup>th</sup> July) to consider its adoption as part of the Local Development Framework.

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**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. 14/090; DS. 34/09; DS. 14/10; IOS Reports DS/17/09; DS. 27/09; Council Report DS. 54/09

## **1. BACKGROUND INFORMATION AND OPTIONS**

- 1.1 Executive received report DS.14/10 which included a schedule of the comments received to the consultation on the draft Former Garlands Hospital Site Development Brief SPD and suggested amendments to the document in response to the comments. Executive resolved to make the report available for consideration by the Environment and Economy Overview and Scrutiny Panel for consideration of the responses to the consultation and officers' response.
- 1.2 Environment and Economy Overview and Scrutiny Panel considered the report at its meeting on the 24<sup>th</sup> June 2010. A verbal update of that meeting will be reported to Executive.

## **2. CONSULTATION**

- 2.1 Some limited consultation was undertaken with statutory service providers prior to writing the Brief. Additionally a Members workshop was held on 24<sup>th</sup> March 2009 to enable further scrutiny of the draft development brief.
- 2.2 A six week consultation was undertaken between 17<sup>th</sup> August and 30<sup>th</sup> September 2009 extended slightly to take into account the Bank Holiday. During this time responses were received from twelve respondents and a total of 28 issues/comments were raised. The key areas of concerns were: the archaeological potential of the site, the historic interest of the buildings and concerns about their potential loss, road/junction capacity, accessibility- cycle and pedestrian links and bus service provision as well as crime and anti social behaviour. The revised SPD incorporating the changes resulting from the consultation is attached at appendix A.

## **3. RECOMMENDATIONS**

That Executive agree that the amended SPD be referred to Council (13<sup>th</sup> July) to consider its adoption as part of the Local Development Framework.

## **4. REASONS FOR RECOMMENDATIONS**

In order to expand upon policy LC14 and H16 of the Local Plan providing further guidance to developers, officers and residents as to the scope of the redevelopment of the Former Garlands Hospital site.

## 5. 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 assists in bringing forward housing development to support growth of Carlisle.
- Risk Management – Without this SPD there may remain a lack of clarity on the intentions of the policies within the Local Plan.
- Environmental – Environmental issues will be covered in the SPD.
- Crime and Disorder – Covered in additional SPDs and where relevant referred to within this document.
- Impact on Customers – This will provide guidance improving the service to customers of the planning service.
- Equality and Diversity –

### Impact assessments

Does the change have an impact on the following?

| Equality Impact Screening | Impact Yes/No? | Is the impact positive or negative? |
|---------------------------|----------------|-------------------------------------|
|---------------------------|----------------|-------------------------------------|

|                                                  |    |  |
|--------------------------------------------------|----|--|
| Does the policy/service impact on the following? |    |  |
| Age                                              | No |  |
| Disability                                       | No |  |
| Race                                             | No |  |
| Gender/ Transgender                              | No |  |
| Sexual Orientation                               | No |  |
| Religion or belief                               | No |  |
| Human Rights                                     | No |  |
| Social exclusion                                 | No |  |
| Health inequalities                              | No |  |
| Rurality                                         | No |  |

**If you consider there is either no impact or no negative impact, please give reasons:**

This document is a site specific Development Brief it is intended that any resulting development would be available to all therefore raising no equality issues. Further assessment of equality impacts would be undertaken and addressed at planning application stage should applications for development come forward as a result of this document.

**If an equality Impact is necessary, please contact the P&P team.**

## Appendix A



# **Land at the former Garlands Hospital**

**Carlisle**

## **Planning Brief**

**Supplementary Planning Document**

**June 2010**



Carlisle

LD  
DF

This document is part of the Local Development Framework, produced by the Planning Service of Carlisle City Council. If you would like this document in another format, for example large print, braille, audio tape or another language, please contact:

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## APPENDICES

1. Service providers

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- 4491/401A - Location plan
- 4491/402A - Site and surrounding area
- 4491/403A - Site identification plan
- 4491/404B - Land parcel identification
- 4491/405A - Community facilities
- 4491/406A - Extract from Carlisle District Local Plan Proposals Map
- 4491/407A - Parcel A – Beech Lodge and Burnamwood
- 4491/408A - Parcel B – Pine Lodge and Inglewood
- 4491/409A - Parcel C – Westmorland House
- 4491/410A - Parcel C – Cumberland House
- 4491/411A - Parcel C – The Coppice
- 4491/412A - Parcel D – Carleton Clinic
- 4491/413B - Short term development strategy



## **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 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 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 policies LC14 and H16 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. 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. It is intended that this document be adopted as SPD to supplement policy LC14 of the Carlisle District Local Plan 2001-2016.

### **Consultations**

- 1.7 Informal consultations with other landowners, public utility providers and local authorities have been undertaken on behalf of the Trust prior to initially drafting the SPD. Public consultation was carried out between the 17th August 2009 and 30th September 2009. The document has been amended where appropriate, to reflect the comments received to the public consultation.

## **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 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 drawing 4491/404B whilst the original Garlands Hospital buildings are not listed, a Historic Buildings report for the site does highlight their historic interest.

### **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 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 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 -

designated as urban fringe landscape in the Carlisle District Local Plan and referred to as the 'Garlands Gap' within this document.

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. These three buildings are particularly prominent in the wooded parkland setting. In line with Policy LC14 of the Local Plan the retention and re-use of buildings should be the focus in this area.

The properties are illustrated at 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 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.

### **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 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 now in place covering a large number of trees. Plans 407A-411A show the tree areas protected by the Tree Preservation Order.

### **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 Goring. 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. Consideration will be given to the impact of any proposed development on the landscape to ensure that it does not have a detrimental impact.

### **Ecology/Biodiversity**

- 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 to consider the management of surface water run off as all as other potential sources of flooding which are not considered in the mapping of Flood Zones such as ground water and overland run-off.

### **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 The site lies in an area of high archaeological potential. A Bronze Age cremation cemetery containing 15 urns and a prehistoric burnt mound have been revealed on the site of the former Garlands Hospital to the north and east of the Carleton Clinic. Crop marks in fields close to the site are indicative of prehistoric agricultural activity. It is therefore considered likely that important archaeological remains survive below ground within the site and that they could be disturbed by any significant development.

The site should be the subject of an archaeological desk-based assessment and field evaluation in accordance with a written scheme of investigation that has been agreed by Carlisle City Council. The results of the investigation should be submitted with any planning application, in accordance with policies LE8 and LE10 of the Carlisle Local Plan. An informed decision can then be made as to whether any planning consent will need to include provisions for the recording and, more importantly, the preservation of important archaeological remains in situ.

## **Community facilities**

- 2.19 The proximity of the site to local community facilities is shown at 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 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 interim, 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. It will be necessary to confirm with United Utilities that any increase in water abstraction can be catered for within the existing water abstraction license. Any requirement to vary the permission as a result of development would be classified as an incombination effect on the SAC and would have to be screened under the Habitats Regulations.

### **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. It will be necessary to confirm with United Utilities that any increase in volume in sewage discharge can be catered for under the existing discharge consent. Any requirement to vary the permission as a result of development would be classed as an incombination effect on the SAC and would be screened under the Habitat Regulations

### **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; as there are known problems with flooding on the downstream receiving water courses any proposed development will have to demonstrate that outflows from the site are restricted to predevelopment 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 The highway network is in the vicinity currently has sufficient capacity although the junction of Cumwhinton Road and London Road is overloaded at peak times. overloaded at peak times but junction improvements could improve capacity. Any further development on the site will require further investigation to assess the capacity of all the junctions and roads which would be more heavily used as a result of development, such as Edgehill Road and London Road as well as any requirements for highway upgrading to provide for new alternative access arrangements including facilities for pedestrians.
- 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. In line with policy LC8 of the Local Plan all existing rights of way should be required, improved and where possible extended.

#### **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

#### National planning policy

- 3.1 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 :

|            |                                          |
|------------|------------------------------------------|
| PPS1       | Delivering sustainable development       |
| Supplement | Planning and climate change              |
| PPS3       | Housing                                  |
| PPS9       | Biodiversity and geological conservation |
| PPG13      | Transport                                |
| PPS5       | Planning for the Historic Environment    |
| PPG24      | Planning and noise                       |
| PPS25      | Development and flood risk               |

#### Carlisle District Local Plan

- 3.2 The Carlisle District Local Plan 2001-2016 was adopted in September 2008. This SPD expands upon policy LC14 which specifically relates to the redevelopment of surplus land at the Garlands. The residential development potential in the area is also recognised in policy H16 where 4.19 ha of brownfield land is allocated for the development of 100 dwellings.

3.3 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.*

3.4 An extract from the Proposals Map is provided at drawing no. 4491/406A.

- 3.5 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                                                      |
| LE10  | Archeological Field Evaluation                                                  |
| 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 accommodation within the tenure mix and not only discounted sale. Consideration should also be given to the 'Designing Out Crime' Supplementary Planning Document (November 2009) to ensure that opportunities for minimising crime and antisocial behaviour are given due regard in the design process.

### **Other planning guidance**

- 3.6 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**

- 3.7 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.

Sustainable design encompasses more than just the physical attributes of any buildings and evidence that consideration has been given to landscape character and conservation and enhancement of biodiversity should support any application.



## **4.0 LAND USE AND DEVELOPMENT PRINCIPLES**

4.1 Policy LC14 concerns the area identified on 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 drawing 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 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 pre-development 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 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’ in ornamental landscaped surroundings. Particular consideration should be given to the historic interest of these buildings and their retention and conversion 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 pre-development 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 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 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 / Carlisle 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. These could include improvements upgrading of existing footpaths, bridleways and improved provision for cyclists in accordance with Policy CP16 of the Local Plan- for example in relation to the existing bridleway which runs between land parcels C,F,E and D.

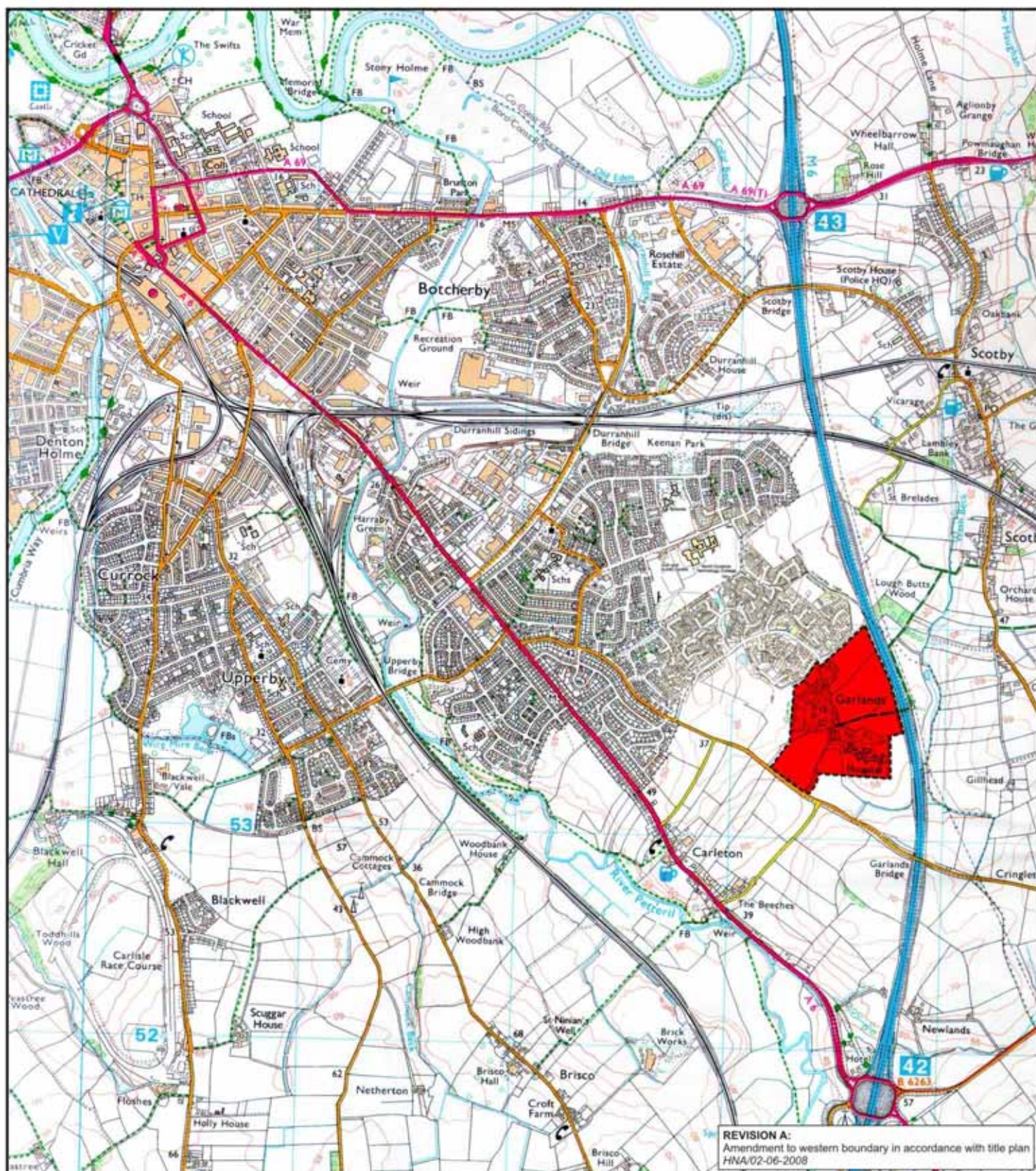
5.5 Carlisle City Council will expect affordable housing to be included in any general housing scheme in accordance with Policy H5. A financial contribution may additionally be sought in connection with additional crime prevention measures required as part of a development scheme.

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.

## **6.0 REQUIREMENTS FOR VALID PLANNING APPLICATION(S)**

- 6.1 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.
- 6.2 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.
  10. An archaeological desk-based assessment and field evaluation.





PROJECT TITLE

Land at former Garlands Hospital  
Cumwhinton Drive  
CARLISLE

DRAWING TITLE

Site location plan

SCALE

1:25000

DATE

APRIL 2008

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DRAWN

HNA

DATE

PROJECT No.

4491



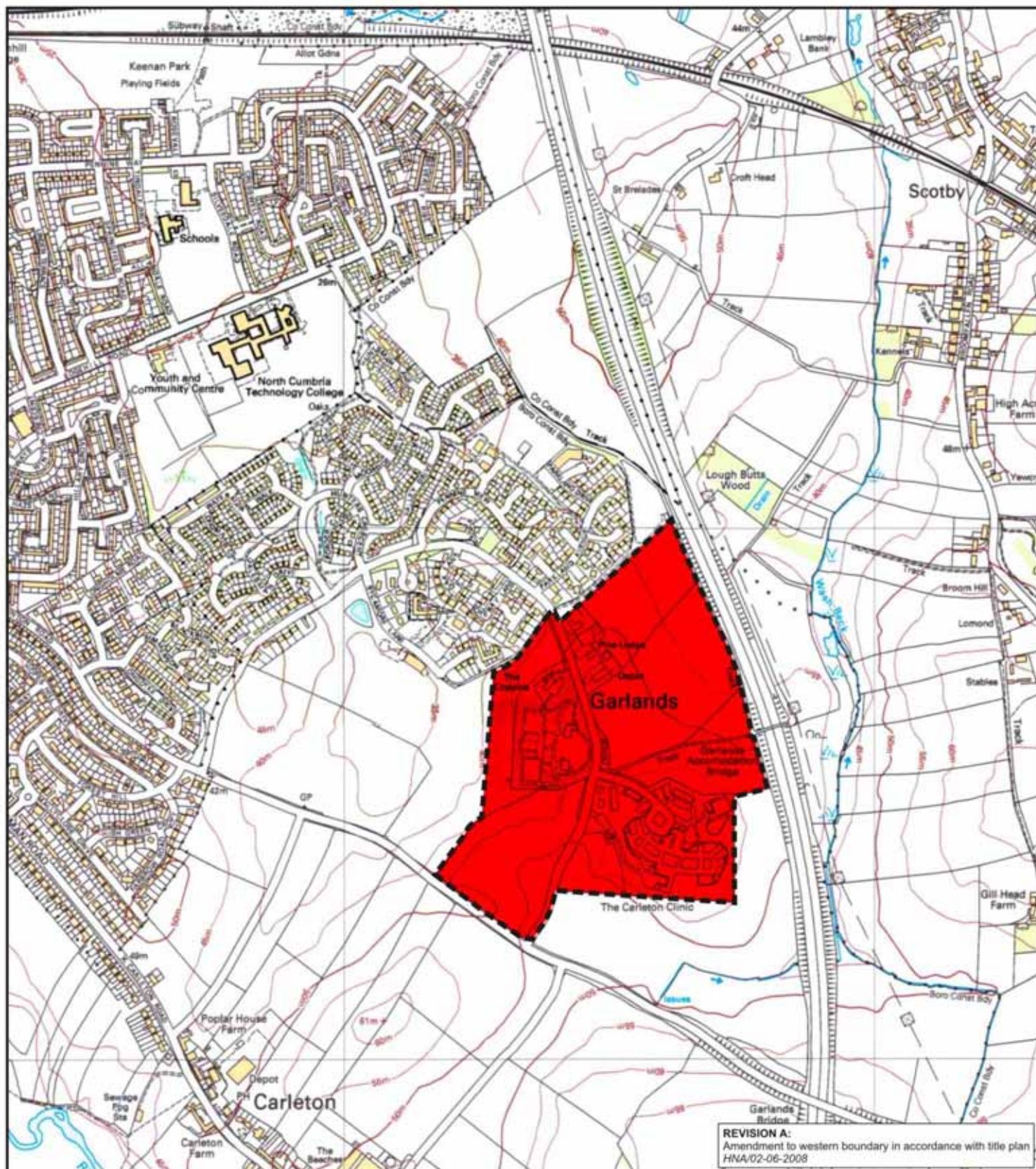
401A

**VINCENT AND GORBING**

**CHARTERED ARCHITECTS AND TOWN PLANNERS**

STERLING COURT NORTON ROAD STEVENAGE HERTS  
TELEPHONE: 01438 316331 FAX: 01438 722035





PROJECT TITLE

Land at former Garlands Hospital  
Cumwhinton Drive  
CARLISLE

DRAWING TITLE

Site and surrounding area

SCALE

1:10000

DATE

APRIL 2008

CHECKED

DRAWN

HNA

DATE

PROJECT No.

4491



402 A

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PROJECT TITLE

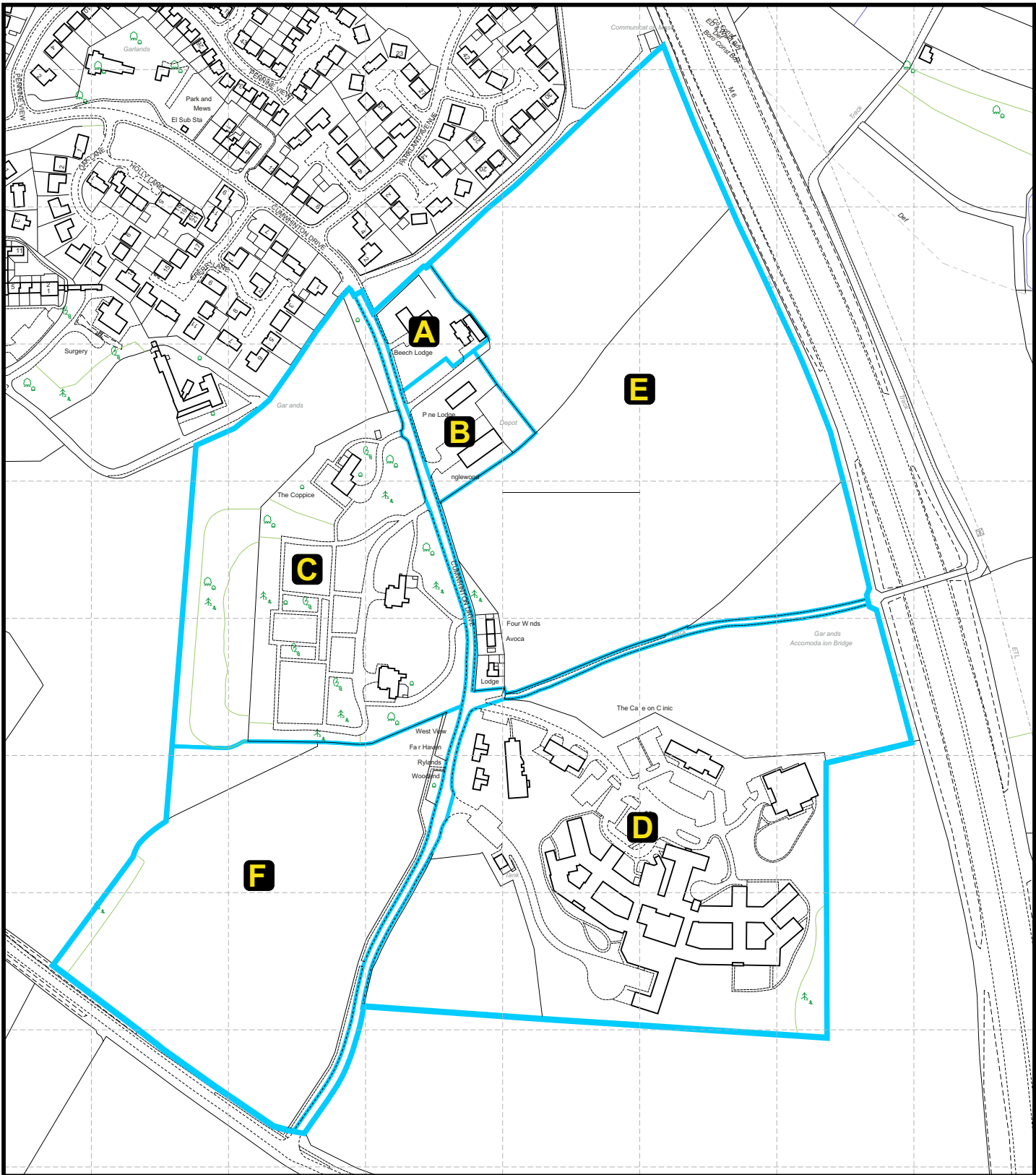
Land at former Garlands Hospital  
Cumwhinton Drive  
CARLISLE

DRAWING TITLE

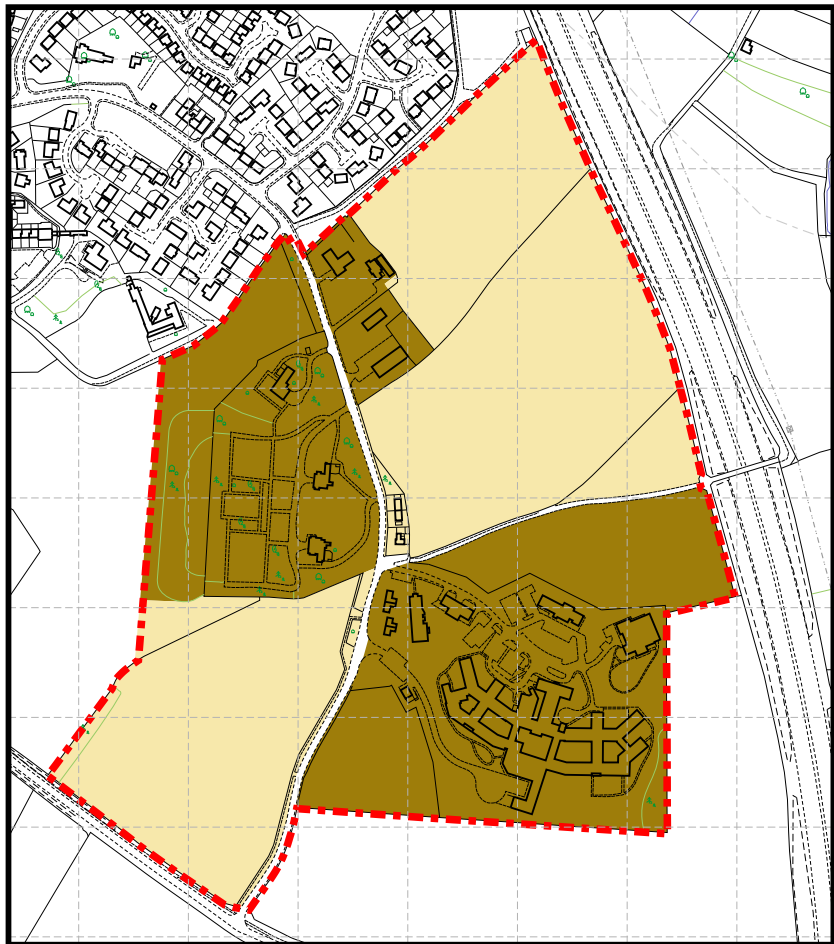
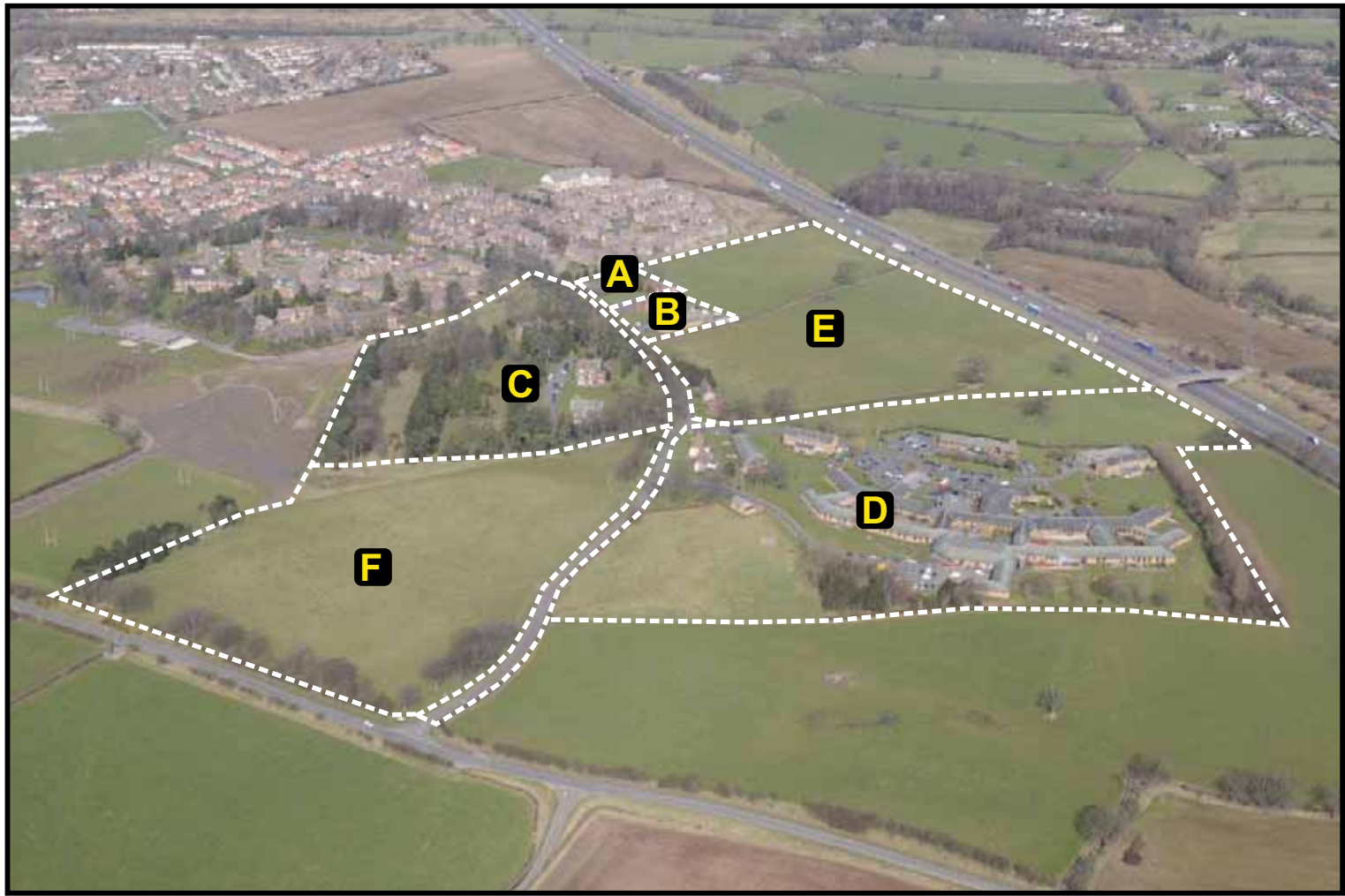
Site identification plan (28.60ha 70.67ac)

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| LAND PARCELS |                                                    |                |
|--------------|----------------------------------------------------|----------------|
| A            | BEECH LODGE AND BURNAMWOOD                         | 0.40ha         |
| B            | PINE LODGE AND INGLEWOOD                           | 0.59ha         |
| C            | WESTMORLAND HOUSE, CUMBERLAND HOUSE AND THE COPICE | 4.90ha         |
| D            | CARLETON CLINIC CAMPUS                             | 8.33ha         |
| E            | FOUR WINDS, AVOCA, LODGE AND LAND                  | 8.97ha         |
| F            | LAND TO NORTH OF CUMWHINTON ROAD                   | 4.95ha         |
|              | ROADS AND FOOTPATHS                                | 0.46ha         |
| <b>TOTAL</b> |                                                    | <b>28.60ha</b> |



- PLAN PERIOD 2010-2016
- OTHER TRUST OWNED LAND

**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

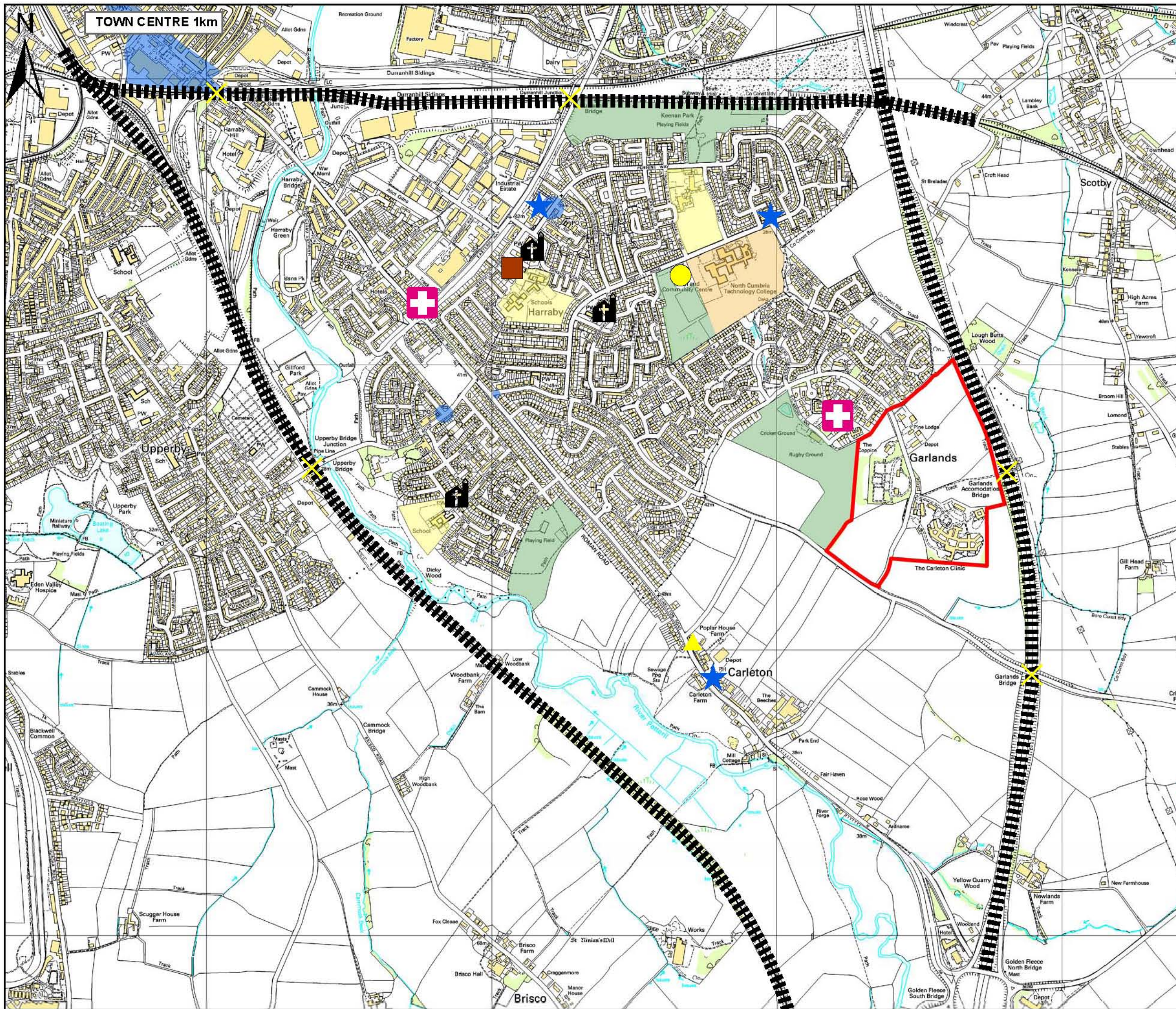
PROJECT TITLE  
**Land at former Garlands Hospital  
Cumwhinton Drive  
CARLISLE**

DRAWING TITLE  
**Land parcels identification**

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| NOT TO SCALE | APRIL 2008 |              |
|              | DRAWN HNA  | DATE         |
| PROJECT No.  |            |              |
| <b>4491</b>  | <b>N</b>   | <b>404 B</b> |




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# Community Facilities

## Legend

-  Retail Facilities
-  Garlands Site
-  Playing fields
-  Barriers
-  Church
-  Public House
-  Hall
-  Health Centre
-  Restaurant
-  Cross Points
-  Community Centre
-  Primary School
-  Secondary School

Scale: 1:12,500 Drawing 405A

**CARLISLE**  
CITY COUNCIL

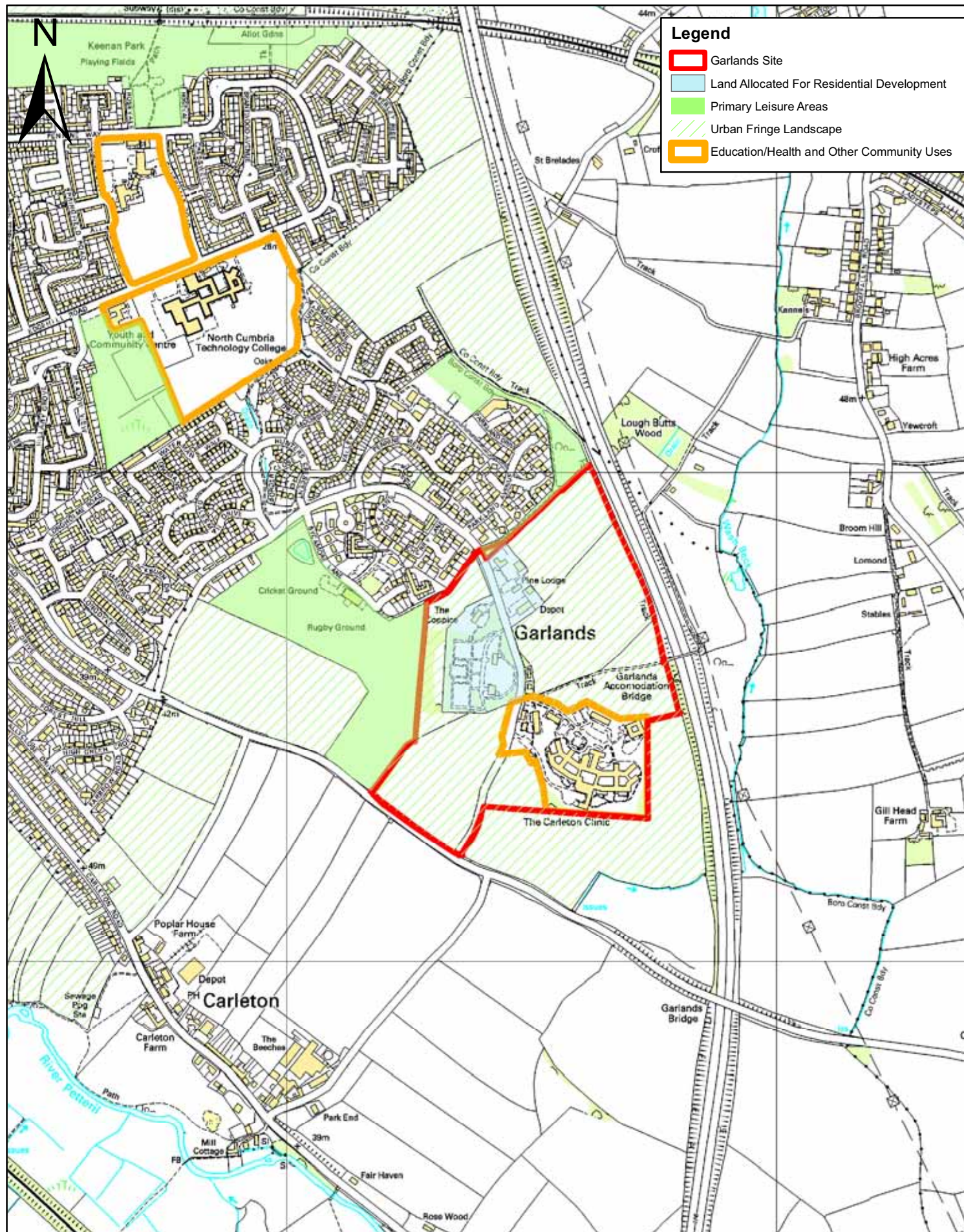


[www.carlisle.gov.uk](http://www.carlisle.gov.uk)

Civic Centre, Rickergate,  
Carlisle, CA3 8QG

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## Extract from Carlisle District Local Plan 2001-2016.

Scale: 1:10,000 Drawing: 406A

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**Civic Centre  
Rickergate  
Carlisle  
CA3 8QG**





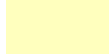






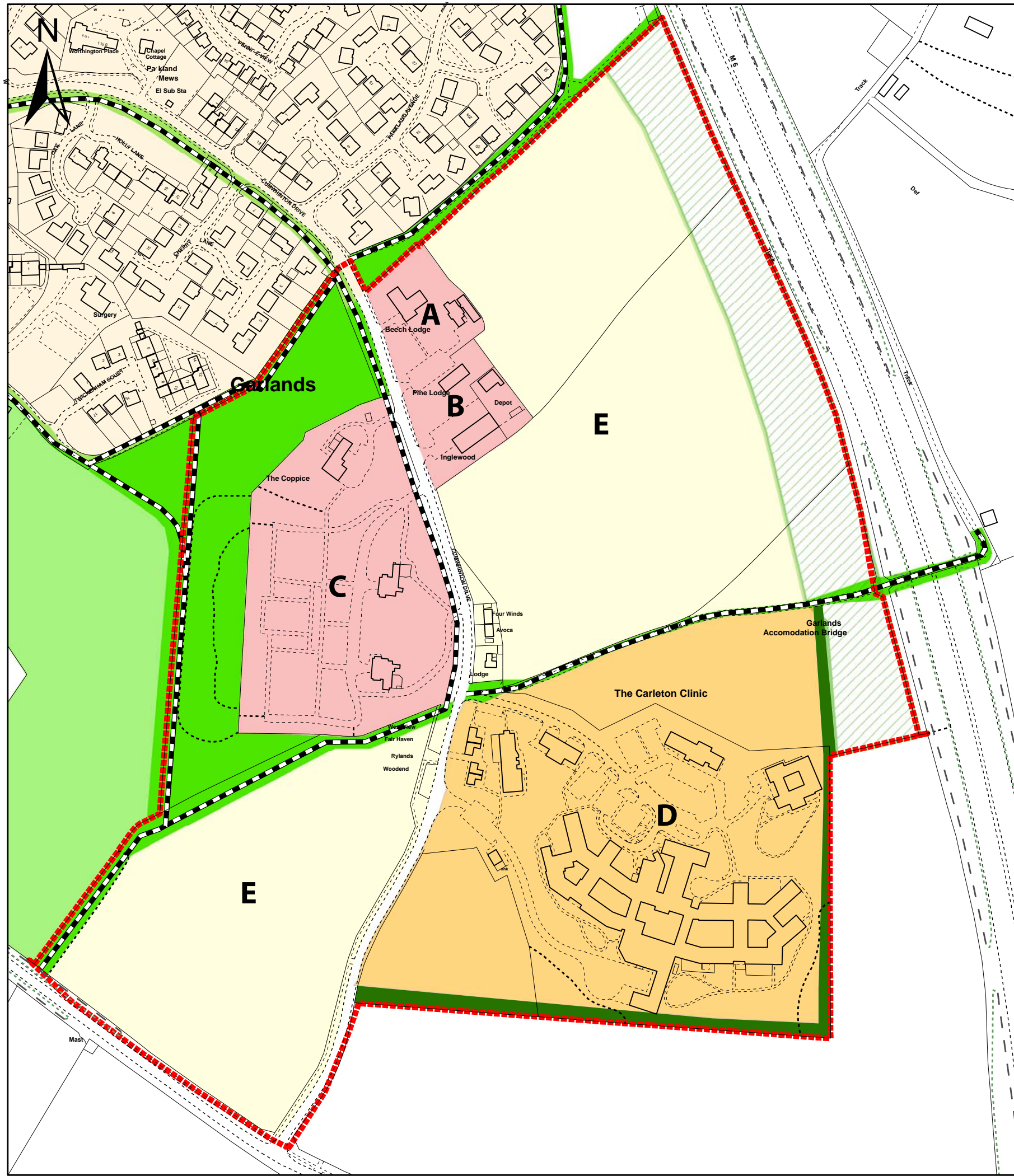
# Short Term Development Strategy 2010-2016

Scale: 1:3,000

Drawing 413 B

## Legend

-  Playing Fields
-  Trust Owned Land
-  Footpath Corridors and Amenity Areas
-  Heathcare Estate
-  No Proposals
-  Landscape Zone For Barrier And Planting
-  Primary Residential
-  Existing Residential
-  Tree Belt



**CARLISLE**  
CITY COUNCIL

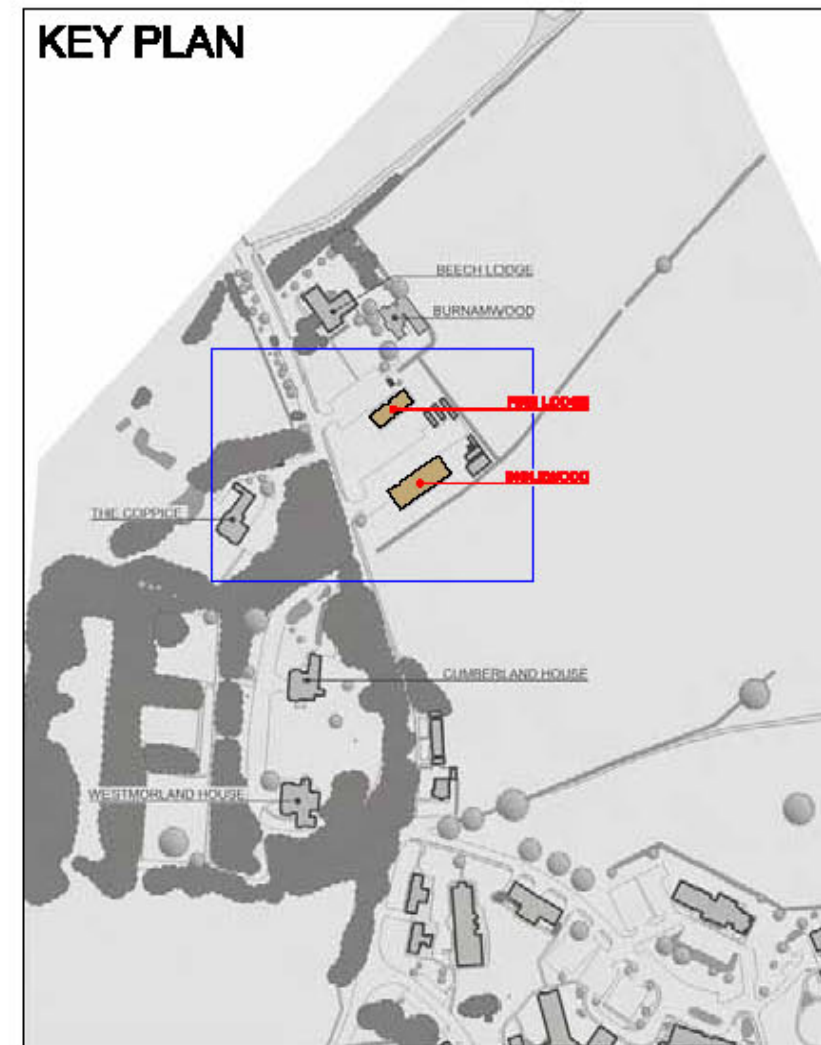
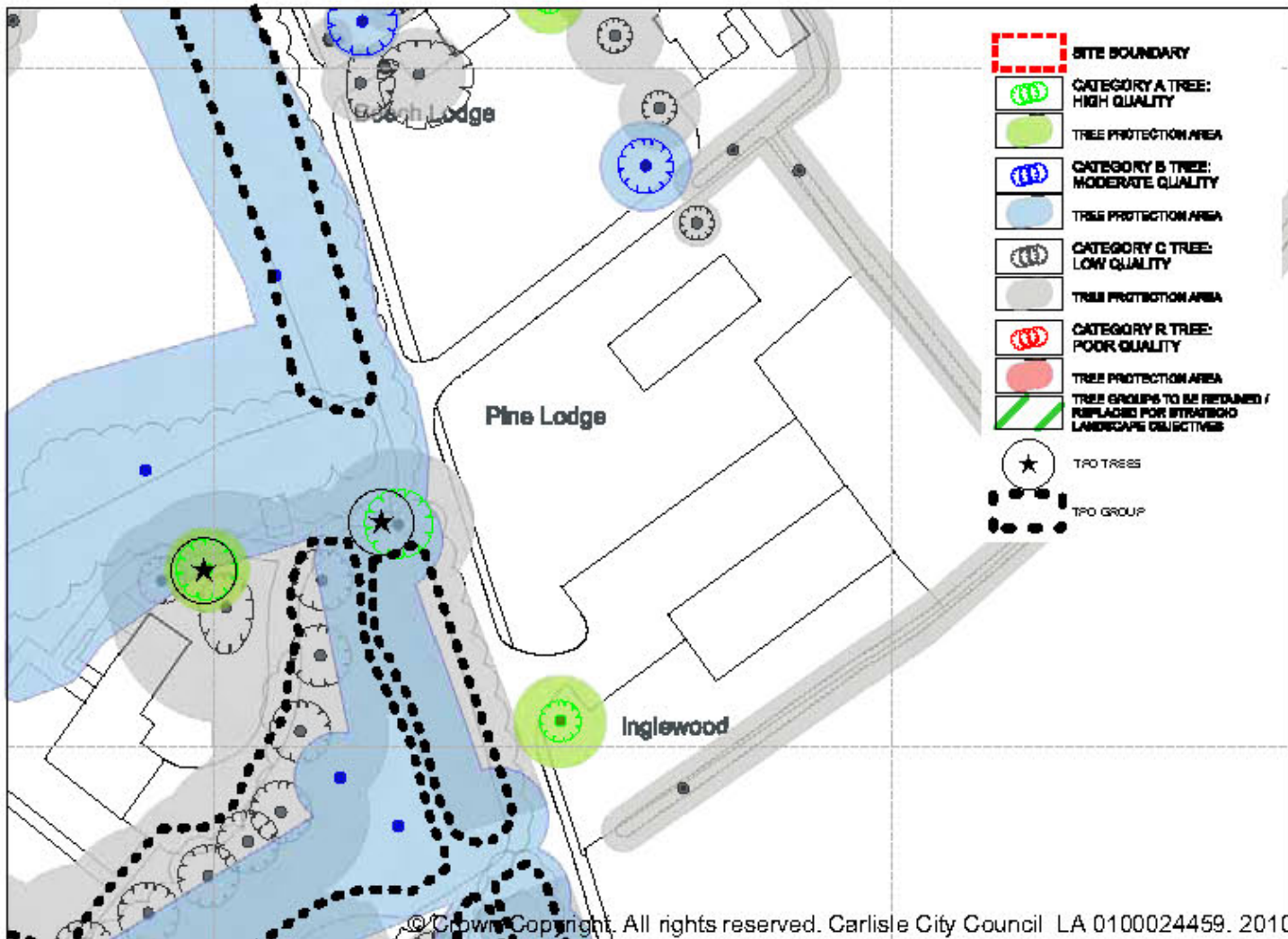
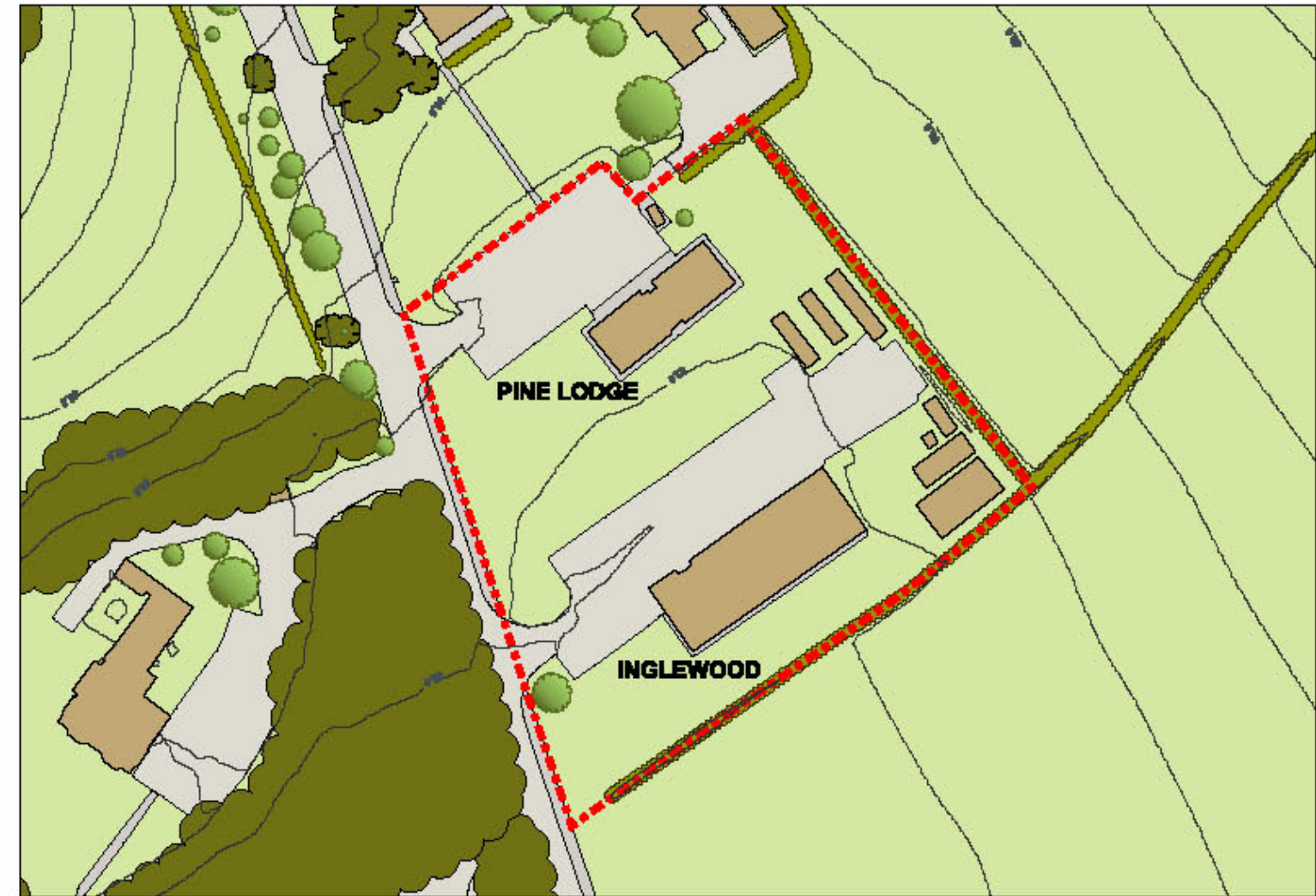


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Civic Centre, Rickergate, Carlisle, CA3 8QG





**REVISION A:**  
Tree survey added, minor amendment to key plan  
HNA07-08-2008

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

**DRAWING TITLE**  
**Parcel B:  
Pine Lodge and Inglewood**

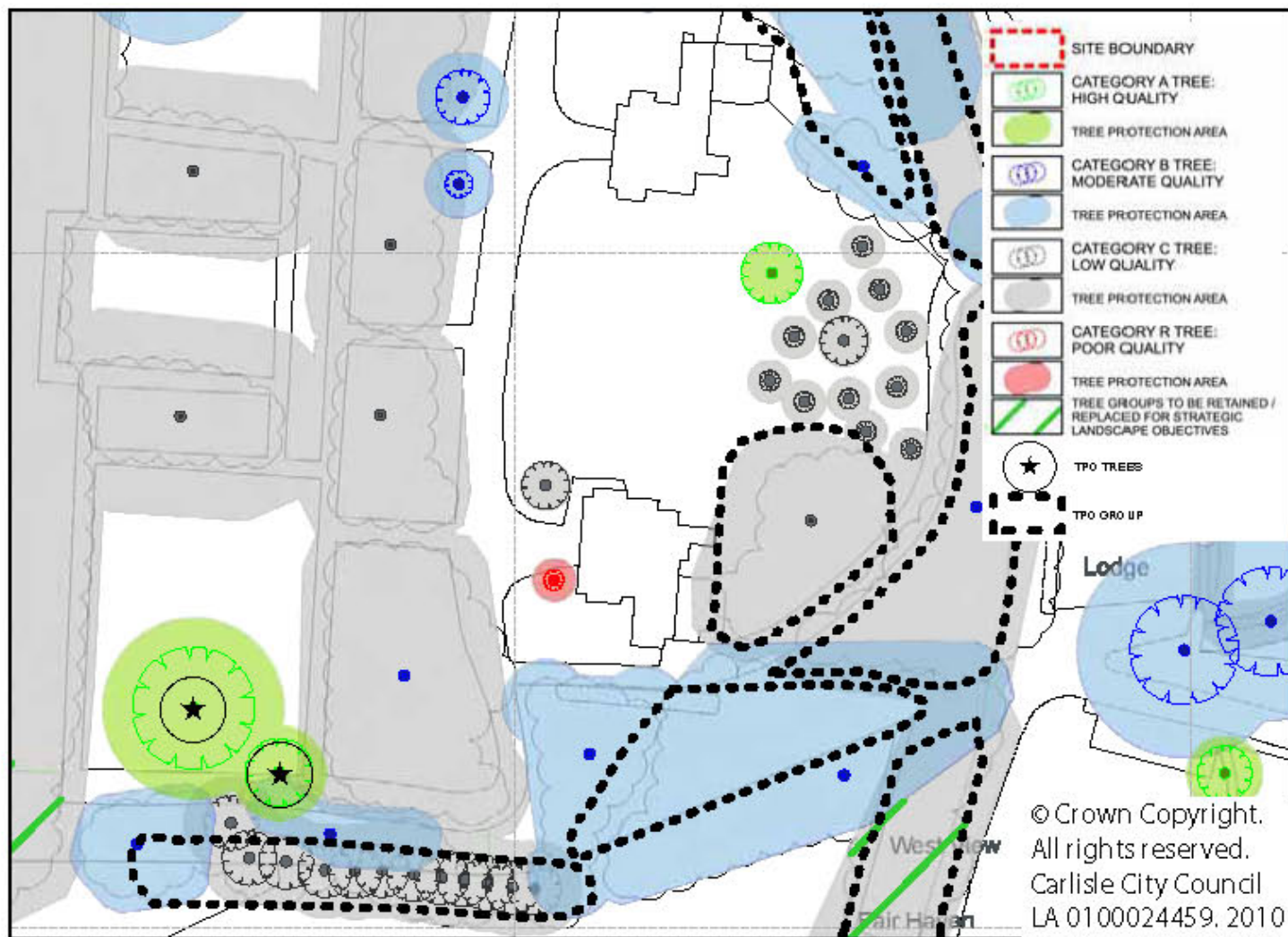
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**PROJECT No.**  
**4491**

**408 A**

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TELEPHONE: 01438 316331 FAX: 01438 722036





**REVISION A:**  
Tree survey added, minor amendment to key plan  
HNA07-08-2008

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

**DRAWING TITLE**  
**Parcel C (part):  
Westmorland House**

|                                 |                           |                |
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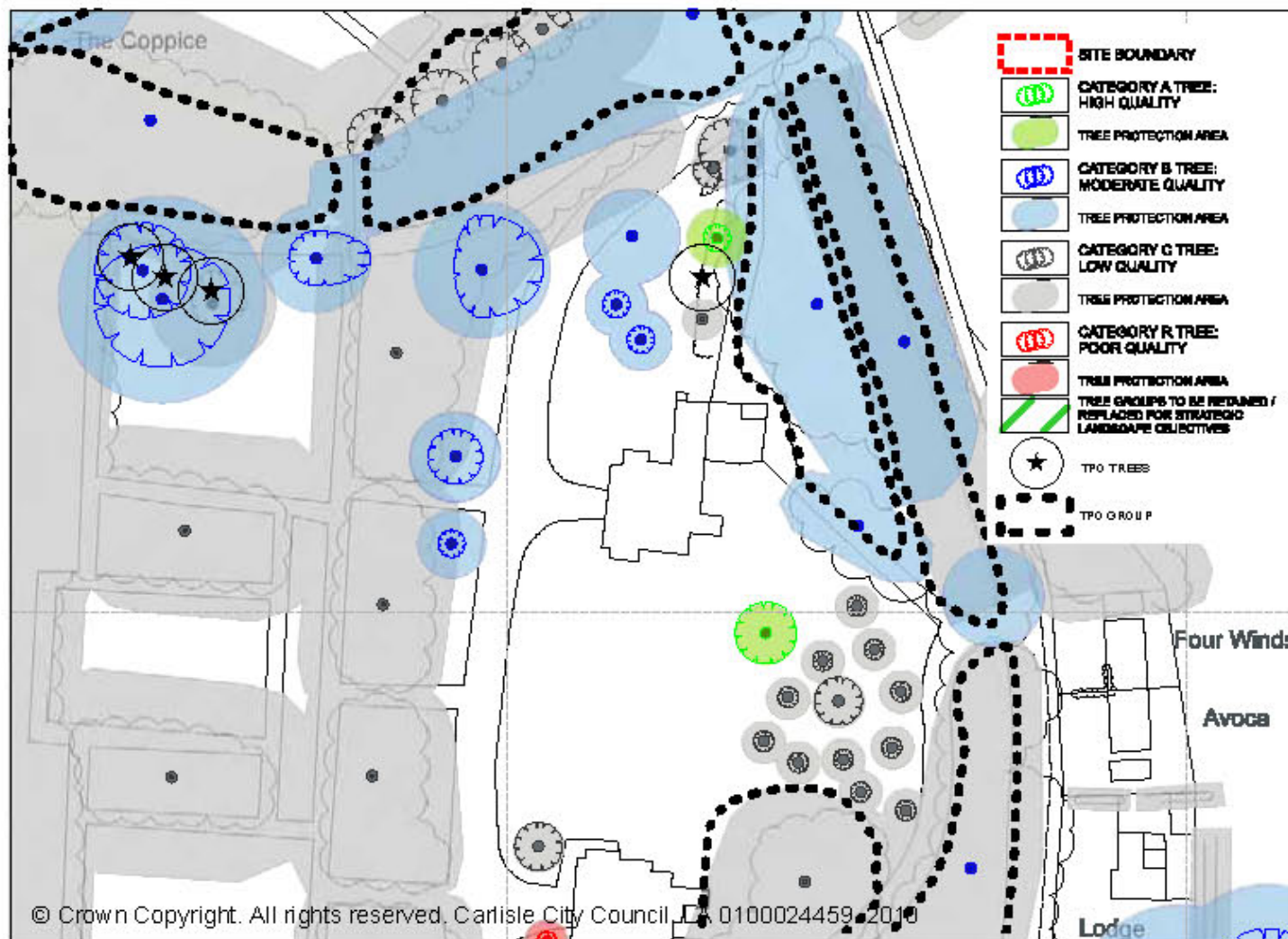
**PROJECT No.**  
**4491**

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**409A**

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REVISION A:  
Tree survey added, minor amendment to key plan  
HNA07-08-2008

PROJECT TITLE

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

DRAWING TITLE

**Parcel C (part):  
Cumberland House**

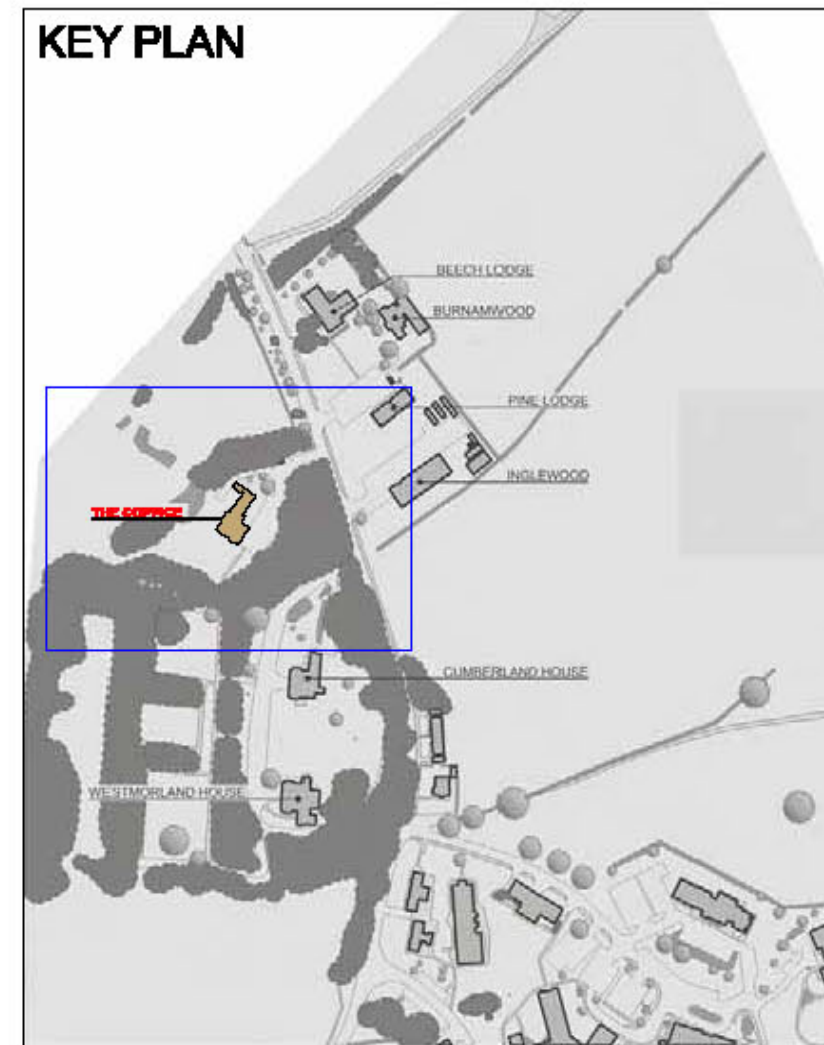
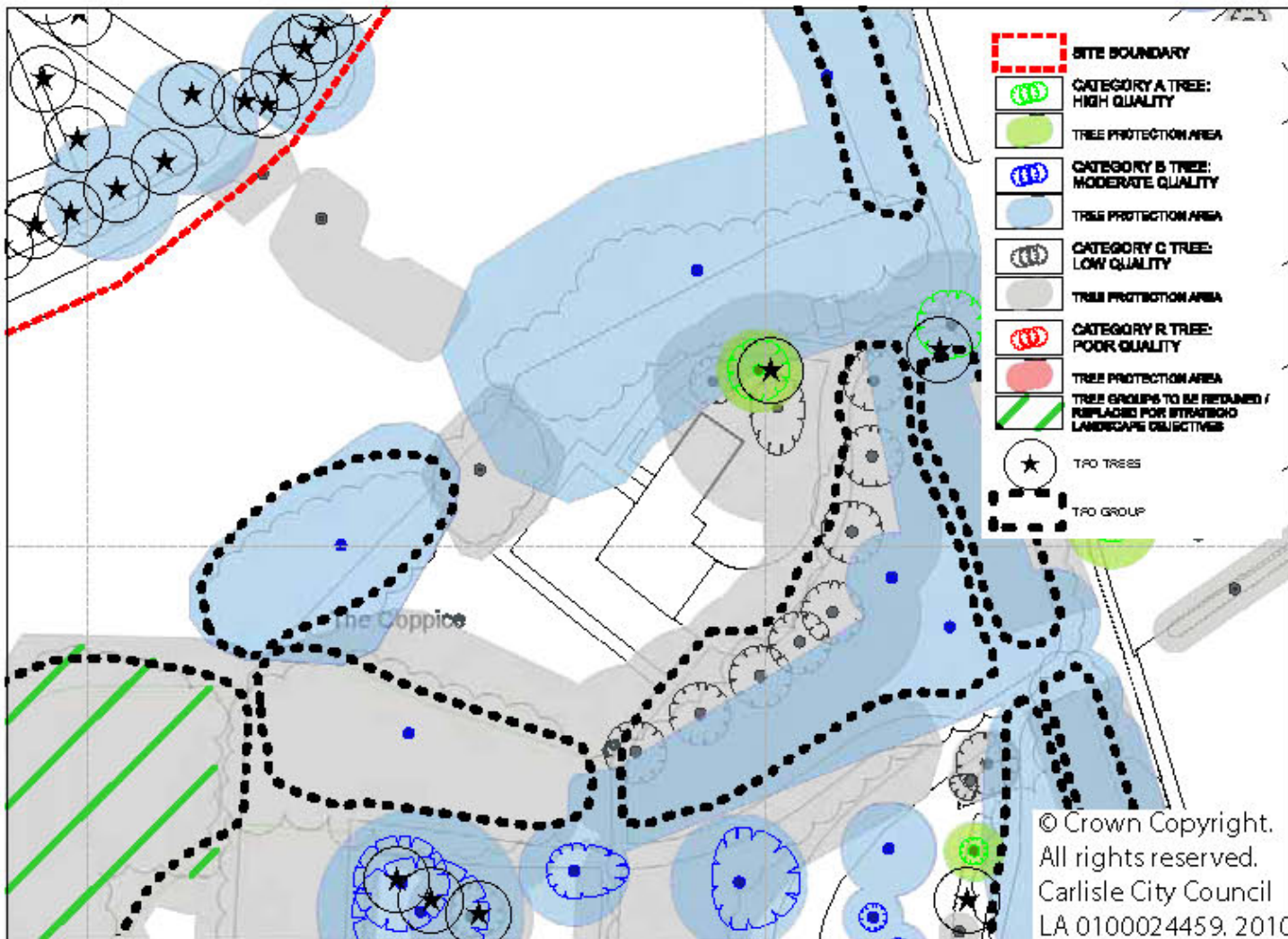
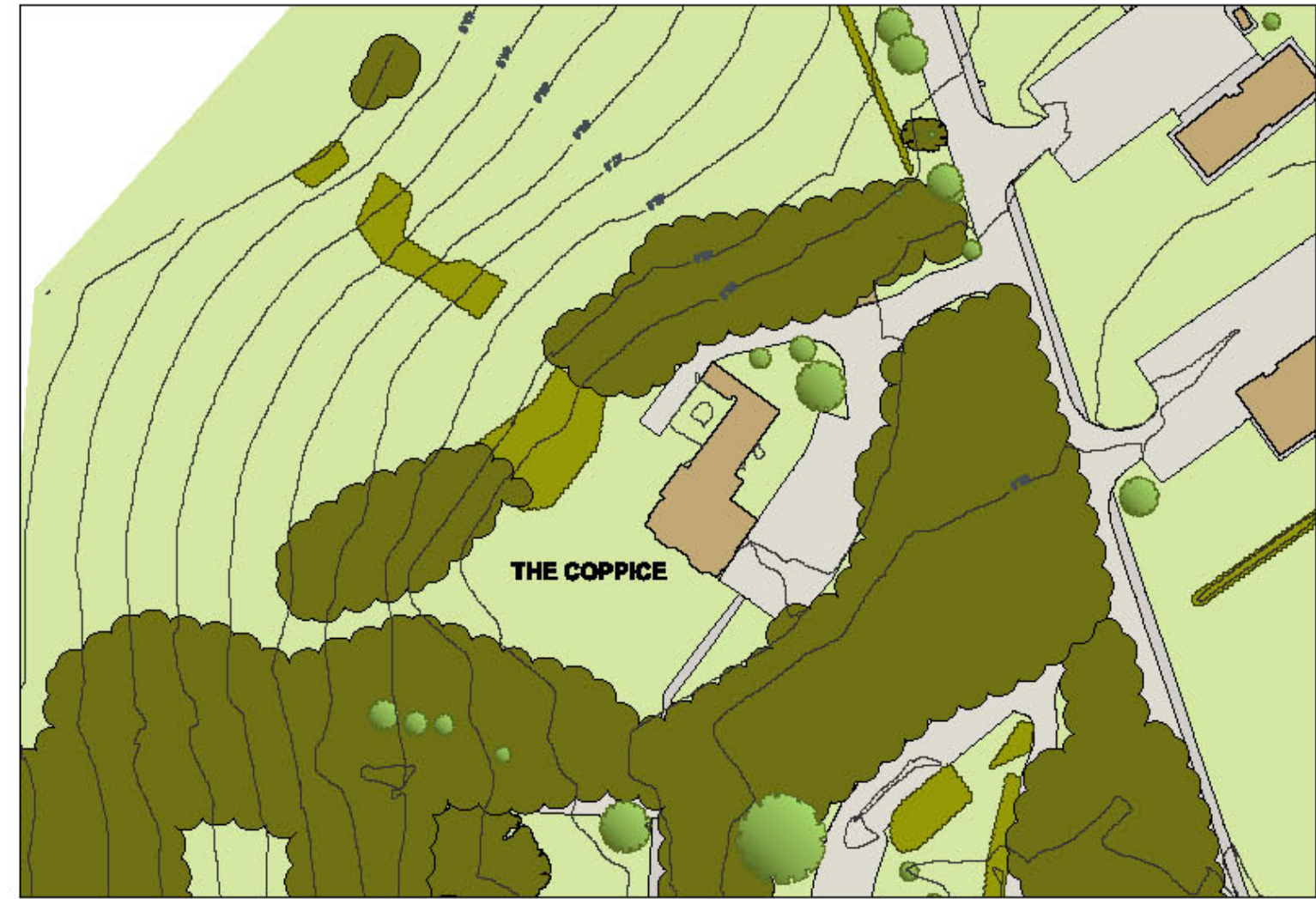
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| PROJECT NO.  | DRAWN      | DATE    |
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|              | N          | 410A    |

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REVISION A:  
Tree survey added, minor amendment to key plan  
HNA07-08-2008

PROJECT TITLE

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

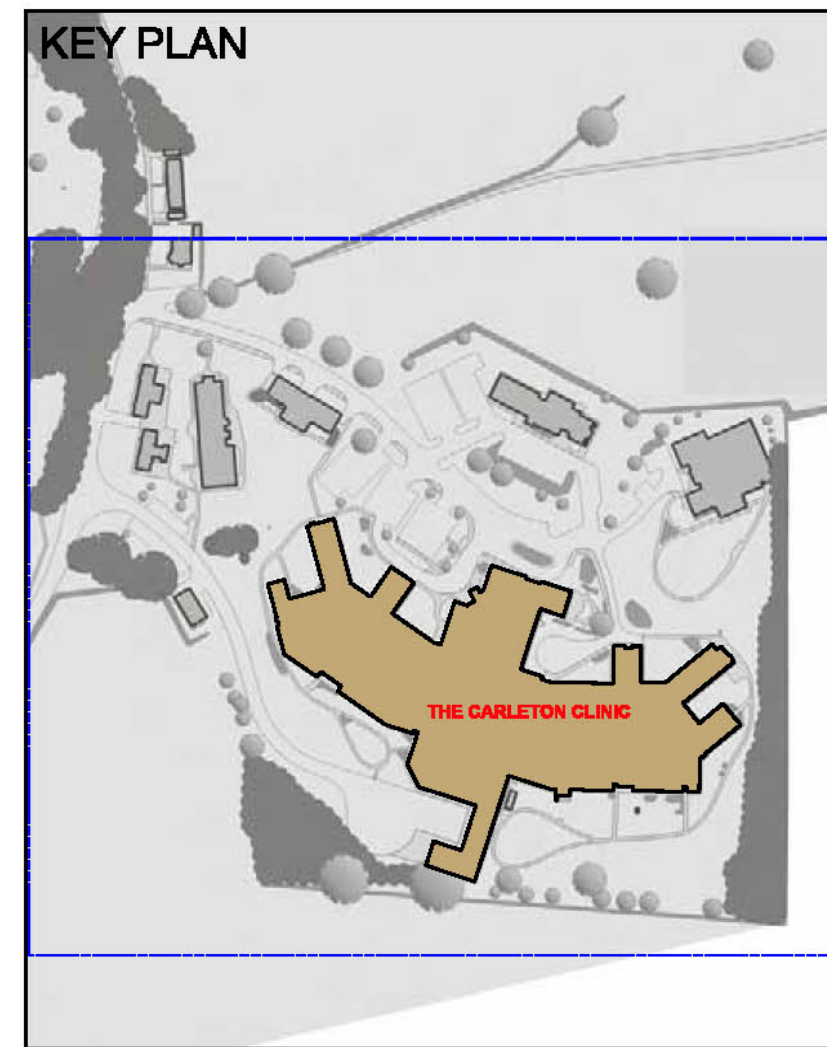
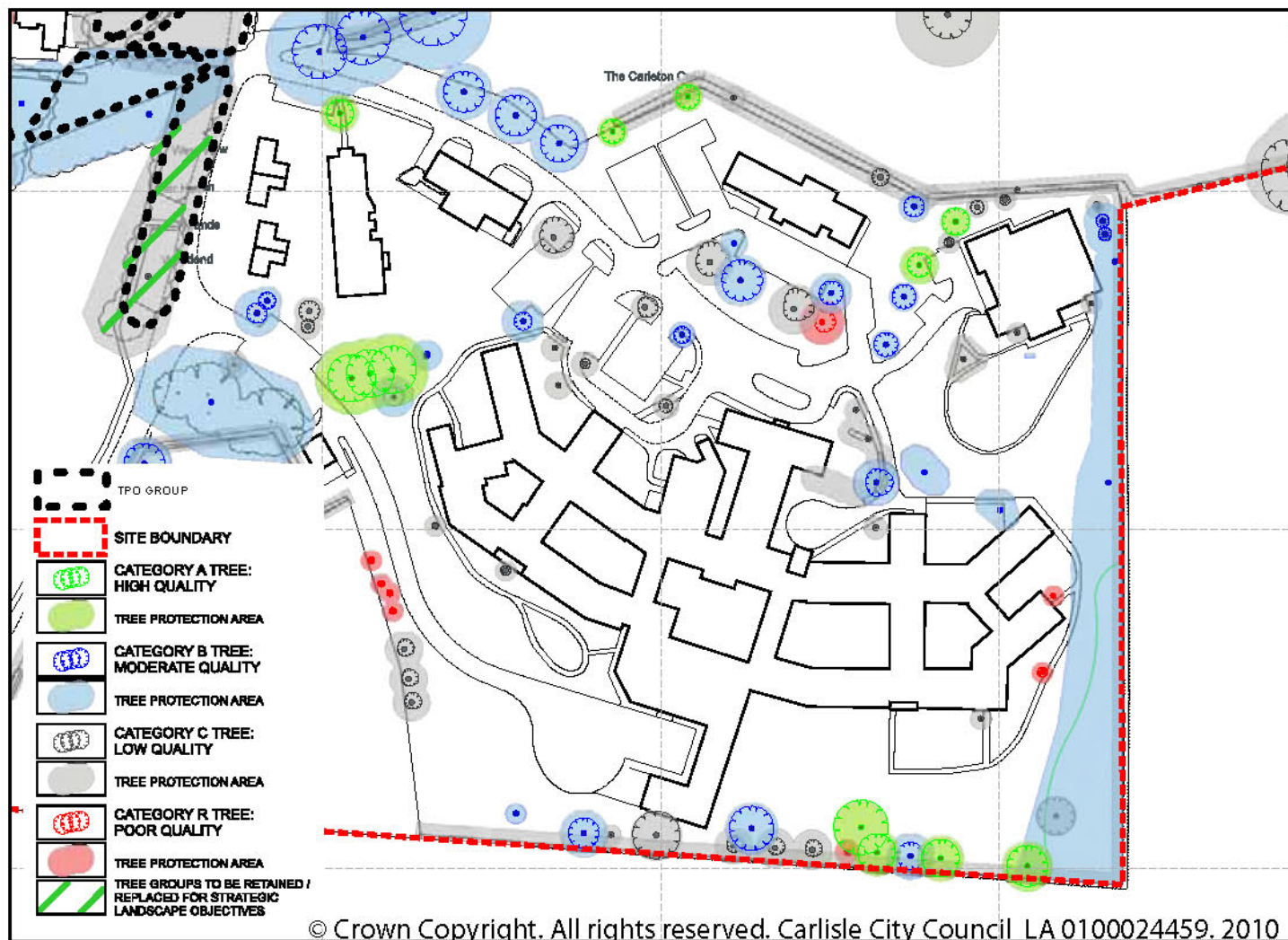
DRAWING TITLE

**Parcel C (part):  
The Coppice**

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| PROJECT No.  |            |         |
| 4491         | N          | 411A    |

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 TELEPHONE: 01438 316331 FAX: 01438 722036





**REVISION A:**  
Tree survey added, minor amendment to key plan  
HNA/07-08-2008

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

**DRAWING TITLE**  
Parcel D:  
The Carleton Clinic

|              |            |         |
|--------------|------------|---------|
| SCALE        | DATE       | CHECKED |
| NOT TO SCALE | APRIL 2008 |         |
|              | DRAWN      | DATE    |
|              | HNA        |         |

**PROJECT No.**  
4491

**North Arrow**  
N

**4 1 2 A**

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CHARTERED ARCHITECTS AND TOWN PLANNERS  
STERLING COURT NORTON ROAD STEVENAGE HERTS  
TELEPHONE: 01438 316331 FAX: 01438 722035