



INFRASTRUCTURE OVERVIEW AND SCRUTINY COMMITTEE

Committee Report

Public

Date of Meeting: 19th June 2008

Title: SUPPLEMENTARY PLANNING DOCUMENTS (SPDS):
Achieving Well Designed Housing, Designing Out Crime,
Planning Obligations, Trees on Development Sites

Report of: Director of Development Services

Report reference: DS. 78/08

Summary:

The report sets out draft versions of four Supplementary Planning Documents currently under preparation to provide additional advice to the policies in the Local Plan.

Questions for / input required from Scrutiny:

To consider the content of the SPDs and their appropriateness for consultation

Whether the draft SPDs will be suitable to guide development proposals?

Will the SPDs enable implementation of other relevant council policies e.g. provision of affordable housing, open space, etc.?

Recommendations:

That Overview and Scrutiny Committee is satisfied that these form the basis of public consultation and that the SPDs be referred back to Executive.

C Elliot

Director of Development Services

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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 Report DS.60/08

1.0 BACKGROUND INFORMATION AND OPTIONS

- 1.1 Under the Planning and Compulsory Purchase Act 2004 the City Council has a statutory duty to provide the Local Development Framework to guide development within the district. This includes the provision of supplementary planning documents (SPDs) to amplify Council planning policies. The Council also has a duty to update any existing Supplementary Planning Guidance.
- 1.2 The documents for production within the Local Development Framework are contained within the Local Development Scheme. This includes the four Supplementary Planning Documents subject to this report.
- 1.3 The four SPDs include updates to existing SPGs on Designing Out Crime in Residential Areas and Trees on Development Sites. The former will be expanded to look at the general issue of designing out crime not just in residential areas. Two new SPDs are proposed for Planning Obligations and Achieving Well Designed Housing. The latter is part of the growing area of design guidance the Council is producing.
- 1.4 The Planning Obligations SPD is under preparation at a time when guidance is changing and will have to take into account issues raised in relation to a forthcoming community infrastructure levy. These were initially suggested as a Planning Gain Supplement but the guidance is still evolving at the time of writing this report.
- 1.5 Executive received report DS.60/08 with initial drafts of these SPDs and referred them for consideration by Overview and Scrutiny Committee. The content of the SPDs has been updated to fill any previous gaps and is provided as the intended consultation text attached to this report. Text versions have been provided for ease of printing although the final versions will be desktop published and illustrations included.
- 1.6 Draft versions of the four SPDs are attached to this report.

2.0 CONSULTATION

2.1 Consultation to Date

Informal consultation has been undertaken on individual topic papers in the autumn of 2007. This was a new stage and experimental for consultation on Supplementary Planning Documents. This generated only a small number of responses but nevertheless allows for involvement at the initial stages of SPD preparation.

SPD Title	Number of comments
Achieving well designed housing	6
Designing out Crime	3
Planning Obligations	8
Trees on Development Sites	8

The detail of these responses has been dealt with in development of the draft SPDs and the full details are contained in Appendix 1 to this report.

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 RECOMMENDATION

That Overview and Scrutiny Committee is satisfied that these form the basis of public consultation and that the SPDs be referred back to Executive.

**RESPONSES TO
INFORMAL CONSULTATION**

CHARACTER

Ref No:	1: What are the distinctive qualities of existing housing in the District that new housing can learn from?	1Action:	2: Is there an architecture or style that says 'Carlisle' or 'Cumbria'?	2Action:	3: What Qualities make for good spaces, streets and open spaces around buildings?	3Action:
1	Simple detailing, small windows to wall ratio, no windows to the west.	<i>Detailing addressed in 'Materials and Details' section of Chapter 5, 'Form'.</i>	Carlisle generally equals Victorian	<i>Local precedent addressed throughout document.</i>	Spaces in which people can interact and which identify public and private space clearly.	<i>Open Space addressed in Chapter 4 'Space'.</i>
2	These Should include the appropriate use of local materials.	<i>Addressed in Chapter 5 'Form'.</i>	Not that is applicable across the whole City.	<i>Addressed in Chapter 5 'Form'.</i>	Proper consideration of existing scale, proportions and massing; acknowledgement of, and respect for, existing well designed buildings and	<i>Addressed in Chapter 5 'Form'.</i>
4						
5						
6	The Urban Archaeological Database for Carlisle would provide useful baseline information. In addition conservation area appraisals would help in defining the special character of different parts of the district; this could be supplemented by information from the HLC. The need for further characterisation work should be addressed as part of the evidence base for the LDF as a whole.	<i>Addressed in part in Chapter 5 'Form'.</i>				

DESIGN AND CONSTRUCTION

	6 Action:	7 Action:	8 Action:
6: How do we provide open space that people car for and which gets looked after?			
1	<p>Low maintenance and viable, centrally placed and of a size to be meaningful. A more sizeable local facility may be upgraded more successfully than providing toddler space on site.</p>	<p>Quality is subjective, but the planning authority can resist design which is not appropriate through current legislation. Minimum distances etc result in standard layouts and should be avoided. Requirements for levels of the code for sustainable however can be</p>	<p>8: Is there enough space inside houses for storage, recycling and adaptability?</p>
2	<p>Need to ensure that such spaces are well related to, and easily accessed from, the houses they are intended to serve - not tucked away in a corner of the overall site with no natural surveillance. Also that they are well designed both in terms of play equipment, boundary treatments (if needed) and landscaping that provides visual and wildlife interest. Spaces that are linked are also more likely to be used than isolated individual sites. Planning Obligations/Sec 106 Agreements need to ensure that there will be adequate resources for long term maintenance and that those resources are hypotheated to the specific development - if residents served by the open space have a direct interest in this will also assist, e.g. via a residents group (including annual contribution).</p>	<p>Fundamentally by ensuring that there are suitable policies in development plans, together with related guidance in SDP's. There are now several good SDP's relating to sustainable design, e.g. Congleton (2005); Daventry's Energy SPD (2007). However, work needs to be undertaken locally to understand and describe what good design in a Carlisle context means and to provide appropriate guidance - the benefit of good quality photographs from appropriate viewpoints of successful developments cannot be over-estimated.</p>	<p>The Answer has to be 'yes' and 'no' - depends on the house you assess. But more generally space standards in new houses have been squeezed in the last 25 years and even with ever more innovative approaches to interior design to make more spaces more usable there is a need to give specific attention in new development to provide a) space to store recyclable waste separately; and externally b) water butts; and c) home composting facilities.</p>

ENVIRONMENT AND COMMUNITY

9: How can we make new developments accessible to viable public transport?	9Action:	10: How can housing reduce its environmental impact?	10Action:	11: How can it best relate to community facilities, play areas, shops, school, pubs and cafes?	11Action:	12:How can we make places safe and secure yet also attractive?	12Action:
Locating developments appropriately contributing towards pedestrian routes to bus stops etc.	Addressed in Chapter 3 'Movement' and Chapter 5 'Form'.	Guidance is contained within Building Regs and Code for Sustainable Homes.	Addressed in Chapter 5 'Form'.	By the authority locating developments appropriately in the plan or requiring large sites which cannot access these to provide some/contribute to facilities (enough to make any facility	Addressed in Chapter 3 'Movement' and Chapter 5 'Form'.	Low level lighting, changes in surface	Addressed in Chapter 3 'Movement' and Chapter

ENVIRONMENT AND COMMUNITY

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2	By following a sequential approach to the allocation of sites for development. Requiring all new development to be within 400 metres of a bus service with a reasonable frequency (i.e. hourly during the week/Saturdays and at least some provision on Sundays); where this does not exist then refuse permission unless the development will secure such provision.	Addressed in Chapter 4 'Space' and Chapter 5 'Form'.	Following the energy and waste hierarchies - particular attention needs to be paid to reducing energy requirements, especially by greatly improved levels of insulation; use of recycled materials; careful consideration of orientation to benefit from passive solar gain; use of renewable technologies that are appropriate to the location, e.g. ground source heat pumps are a well established technology that has been greatly under-utilised in the UK; water use minimisation - e.g. spray taps, grey water recycling; incorporation of SUDs techniques; provision of waste recycling and composting. The National Trust has direct experience of how many of these measures can be practically incorporated into new development, e.g. in the 700+ house development at Stamford Brook in Greater Manchester being developed in conjunction with two volume housebuilders.	Addressed in Chapter 5 'Form'.	The obvious approaches are to ensure that new development is well related to existing centres/open spaces; where this is not the case ensure that new facilities and/or improved non-car access are secured as part of the new development.	Addressed in Chapter 4 'Space' and Chapter 5 'Form'.	Ideally passive design measures should be	Addressed in Chapter 4 'Space' and Chapter 5
4	To make new development accessible to viable public transport it needs to be accessible to all (people with disabilities).	Addressed in Chapter 3 'Movement' and Chapter 5 'Form'.			Consideration given re provision i.e. bus routes and provision for Access by the disabled.	Addressed in Chapter 3 'Movement' and Chapter 5 'Form'.		

ENVIRONMENT AND COMMUNITY

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Ref No:

Whilst there is no shortage of potable water supply in the North West at the moment, predictions on global warming and increased use of water by our customers means that we cannot be complacent.

Utd Utilities is aware that some local authorities are utilising a national scheme a Code for Sustainable Homes which builds on "EcoHomes" and are adopting this as a means of encouraging developers towards environmental sustainability. Indeed the DCLG is likely to require this application in future development. Water efficiency is part of the scheme.

Whilst water metres encourage responsible use of potable water, we should also advise attention to building design to conserve potable water. This could include water saving devices such as low volume taps (except at the kitchen sink), low volume showerheads, dual flush toilets, save-a-flush devices, water efficient washing machines and dishwashers.

It should be noted that purification and distribution of potable water has a significant carbon footprint and any reduction in use

ENVIRONMENT AND COMMUNITY

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contributes to reductions in the impact on global warming.
In this way, this Carlisle SPD is an opportunity for the local authority to demonstrate its sustainable 'green' vision for the future.

ROADS, PARKING AND PEDESTRIANS

Ref No.	4: How do we balance the use of cars with safe access and use by cyclists, pedestrians, the old and young?	4Action:	5: How do we create a streetscene that is not car-dominated?	5Action:
1	In areas of high traffic volumes, dedicated space for different transport modes. In lower traffic volumes shared surfaces and limited lining, visibility to naturally calm speed	Addressed in Chapter 3 'Movement' and Chapter 5 'Form'.	Some streets incorporated which are pedestrian focussed with vehicular access to the rear, reduced road widths etc.	Addressed in Chapter 3 'Movement' and Chapter 5 'Form'.
2	In the past the 'balance' has in fact increasingly been one of car domination. We need to design local roads and footpath networks that are welcoming to pedestrians and that encourage other users, especially vehicles, to reduce their	Addressed in Chapter 3 'Movement' and Chapter 5 'Form'.	Need consideration at all levels from a) reducing car dependence by ensuring that new development is well-served by safe and convenient alternatives including public transport and provision for cyclists; to b) detailed site planning including the provision of car parking spaces behind the building line.	Addressed in Chapter 3 'Movement' and Chapter 5 'Form'.

GENERAL

Ref No:	G1: Can places be designed to enhance the quality of life, and reduce the opportunities for crime? How?	G1Action	Are there any places where you feel unsafe?	G2Action	G3: How can places be made safer?	G3Action
		Where	Why			
1	Good overlooking of spaces. Well lit interactive spaces	<p>The issue of lack of surveillance has been picked up in the advice in the paragraphs on the public realm, on the relationship between public and private space and on access routes for pedestrians and cyclists.</p> <p>Acknowledged in the advice on access routes for pedestrians and cyclists.</p>		<p>Consideration of the subways is part of the Carlisle Renaissance Urban Design and Public Realm Framework</p>	Spaces opened up etc	<p>Linkages between spaces are advised in the SPD under movement and legibility and under the relationship between public and private space</p>
2	well designed with no narrow walkways and cuts.			<p>Advised that there needs to be mixed uses and residential uses in the city centre which will increase footfall.</p>	<p>By breaking up groups of youngsters which is very intimidating to members of the public.</p> <p>"Hate Crime" was recently discussed at Nov Access Group Meeting. The general conclusions as to how this can be addressed was: Police presence i.e. policing the streets Security guards within shopping areas/floor security within stores management within parks i.e. park wardens/managers etc.</p>	<p>Advice is given on the location of youth shelters. Community police, special police and youth workers may attempt to do this.</p> <p>This issue would be better addressed by community policein discussions at Neighbourhood Forums.</p>

NEIGHBOURHOODS

Ref N1: Do you feel safe in your neighbourhood during the day?
No: N1: Do you feel safe at night?
N1: Can you suggest any improvements? N1: Action:

1

2

Only reasonably safe at night.
Better street lighting.
Community Police officers more visible in area.
More CCTV cameras in neighbourhood.

Lighting advice is given

PUBLIC SPACES

Ref to:	PS1: Can you easily tell which spaces are public and which are	PS2: How can play areas be designed to improve safety for users, to reduce opportunities for crime, and provide reassurance and reduce fear of crime?	PS2Action:	PS3: What design improvements would you like to see in car parking and cycling	PS3 Action Car:	PS3 Action Cycle:	PS4 Are there any footpaths in your neighbourhood that you do not feel safe using?	PS4 Action:
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1
Placed in central areas, well lit, bigger neighbourhood play areas that can be more easily maintained by the Council as a community resource instead of loss of small play areas which are often underused and under valued by the intended user.

2
More thought regarding the location of play areas for young children which would not end up a ghetto for teenagers drinking and using drugs.

Separate cycling paths not shared with pedestrians.

Advice from Sustrans is that a raised white line segregator can be used in busier areas.

This issue is being referred to the relevant section.

SHOPPING AND LEISURE

Ref No:	S1: How can shopping areas be made safer?	S1 Action:	S2: How can an increase in leisure and entertainment be provided without an increase in crime and anti-social behaviour?	S2 Action:
1	Interactive frontages, encouraging use by pedestrians at all times of day	<i>This is touched on in the advice on 'hot spots':</i>	Encouraging a mix of uses e.g. residential, outdoor cafes, play areas.	<i>This is encouraged under leisure developments and the provision of recreational facilities and meeting places for local communities.</i>
2	Active Community Police with powers to disperse groups of youngsters.	<i>This is an issue for the police and dispersal powers if appropriate</i>	Organised activities within community centres and organisations.	<i>Noted. Community centres are supported through the Council's community services section</i>
3				

AFFORDABLE HOUSING

Ref	1: Do you feel you are easily able to predict the value of contributions expected from you in relation to affordable housing?	1: Are there any circumstances in which on site provision would not be practical, or in which financial contribution would be acceptable in lieu?	1: Response
No			
1	Yes	The housing department is generally good at pre-application advice on requirements.	Yes
2	No	No	PPS 3 Housing asserts the need to create and maintain sustainable, mixed and inclusive communities in all areas, both urban and rural. Developing sites for large homes only would be contrary to this advice. The PPS goes on to state that in seeking developer contributions, the presumption is that affordable housing will be provided on the application site so that it contributes towards creating a mix of housing.
3	No comment made	No comment made	Yes
4	No	No comment made	Depends on area the development is placed e.g. high priced area this would not be practical. Clearly on-site provision is not practical on small sites, e.g. less than 5 dwellings (unless the site is allocated specifically for affordable housing). In such circumstances a levy on market housing to fund housing association provision elsewhere might be considered. Attention is drawn to NE Derbyshire's draft SPD on Developer Contributions (May 2007) that provides detailed guidance on
5	No comment made	No comment made	Agree. PPS 3 states that targets for affordable housing should reflect an assessment for the likely economic viability of land for housing.
6	No comment made	No comment made	If the site has high remediation costs and benefits by being developed, but there may be more appropriate sites for affordable housing. Or sums of money can be used on clearance sites
7	No comment made	No comment made	No comment made
8	No comment made	No comment made	No comment made

AMENITY SPACE/LANDSCAPING

Ref	3: Have you any experience of using a management company, or do you live anywhere where a management company is used, for the maintenance of open space on developments once they have been completed?	3: If yes, have there been any problems with this approach?	1: Response
No			
1	Yes	Allerdale	Option to use a management company for maintenance of open space/landscaping to remain and be used where likely to be appropriate/practical.
2	No	No comment made	
3	No	No comment made	
4	Yes	Housebuilders often use management companies on all the communal areas of their development.	Noted that this approach can be successful.
5		No comment made	
6		No comment made	
7		No comment made	
8		No comment made	

ARCHAEOLOGY; PERCENT FOR ART; CRIME AND DISORDER

Ref	7: Are there any circumstances in which planning obligations should be used to help retain archaeological artefacts?	8: Should new development be required to contribute towards existing art projects or to new on site arts projects?	9: Can you think of measures other than commuted sums for CCTV which could contribute to reducing crime and disorder?				
	7: <i>Comment</i>	7:Response	8: <i>Comment</i>	8:Response	9: <i>Comment</i>	9:Response	
No							
1	No	This is generally required by the archaeologist to discharge any archaeological	Equal	If related to the proposed development or project in the area.	Agree.	No comment made.	
2	Yes	We all have a responsibility for our history.	Equal	Arts projects should be supported as they enhance the environment.	Comment noted.	Improved street lighting. Community police officers more active and visible.	Likely to be able to secure improved street lighting, but not influence activity and visibility of community police officers.
3	Yes	And where it is clear that this is not practical then a 'second best' is to require full investigation and recording in advance of	New	But limited to major developments and/or those with a particular focus on commercial centres/major public areas.	Policy LC15 currently sets thresholds.	For major developments in certain central locations funding of town centre 'rangers' could be considered.	Will explore success or otherwise of this approach in other areas.
4	No comment made		None			Panic buttons and lighting at bus and train stations.	Agree can be an option.
5	Yes	Yes		Split views. Art can help give identity and interest to a place and therefore instil a sense of ownership and pride.		Good lighting No alleys Adequate fencing	

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No			
	7: <i>Comment</i>	8: <i>Comment</i>	9: <i>Comment</i>
	7:Response	8:Response	9:Response
6	<p>Yes I agree that there will be circumstances where they may be required to safeguard archaeological artefacts and that it would be appropriate to cover a much wider range of opportunities/requirements in relation to the historic environment, covering listed buildings and conservation areas as well as archaeology.</p> <p>The Urban Archaeological Database for Carlisle would provide useful baseline information. In addition conservation area appraisals would help in defining the special character of different parts of the district; this could be supplemented by information from the HLC. The need for further characterisation work should be addressed as part of the evidence base for the</p>	<p>No comment made</p>	<p>No comment made</p>
7	No comment made	No comment made	No comment made
8	No comment made	No comment made	No comment made

COMMUNITY FACILITIES

Ref No	5: Should contributions be sought through planning obligations to improve existing community facilities , such as access or services at a local community centre/village hall, or to provide new community facilities?	5:Response
1	Equal Where a link between the two can be proven and a shortfall in the provision or its quality can be shown.	Agree.
2	Equal Developer's have a moral obligation to enhance the facilities of the community .	Noted, but the size of the development determines the likely impact on existing community facilities.
3	Equal No comment made	
4	Services should only be sought if the Council has undertaken a need assessment demonstrating a requirement. Funds can only be secured through a planning application if they reasonably relate to the application, it is for the council to set out the case first.	Agree.
5	Depends on how big the housing development is.	The size of the development determines the likely impact on existing community facilities.
6	No comment made	
7	No comment made	
8	No comment made	

EMPLOYMENT AND TRAINING PROVISION

Ref	6: Should new development be required to contribute towards supporting or providing training places at local colleges?	6: Should large new employment developments require a contribution towards the provision of childcare facilities on the site?	6: Do you support the principle that a proportion of the workforce for the development, both during the construction and the operation phases, could come from unemployed local labour?	6: Response
No				
1	No	Whilst this is a worthwhile social aim, it's not directly related to planning land use issues.	No	<i>Whilst there may be complexities in adopting this approach, paragraph 11.1 of the draft SPD outlines circumstances where mitigation in relation to employment and new development may be necessary. Circular 05/2005 states that planning obligations may be necessary to make development sustainable in planning terms.</i>
2	No	No comment made	Yes	Noted.
3		In appropriate circumstances - unlikely to be a reasonable requirement for all new development, especially if it is a small scale development.	Yes	Comments noted.
4	No	No, as many employment developments have their own training schemes. This could be unreasonable to impose.		<i>Whilst there may be complexities in adopting this approach, paragraph 11.1 of the draft SPD outlines circumstances where mitigation in relation to employment and new development may be necessary. Circular 05/2005 states that planning obligations may be necessary to make development sustainable in planning terms.</i>
5	Yes			Comment noted.
6		No comment made		
7		No comment made		
8		No comment made		

CHILDREN'S PLAY AND RECREATIONAL AREAS

Ref	2: Should the Council give greater weight to creating new facilities in areas of deficiency, or to improve access to and the quality of existing facilities?	2: Where open space and play facilities are provided mainly for the benefit of the occupiers of the development, it may be appropriate for the developer to make provision for subsequent maintenance in perpetuity, rather than the Council adopting the open space. Do you feel this approach is feasible?	2: What measures would be taken to secure this?	2: Responsne
1	Existing Greater weight should be given to improving access to, and improving the quality of, existing facilities.	No	Play spaces are available to all members of the public, not just the development.	Whilst this may be the case, it is the development that has given rise to the need for the play space. The distance between new development and existing play space is an important consideration.
2	Siting of play areas should be placed on site after discussion with residents who live in the area.	No	Developers do not maintain estates after completion. Developers should only be given planning permission on the understanding that they maintain the estate until adopted by the	This is something that can be done as part of wider public consultation.
3	The first priority should be to remove deficiencies (although it will be important to ensure that new spaces are well designed so that better quality standards are set). Where new developments will clearly also rely on existing open space provision it is not unreasonable to also expect improvement of that existing	Yes	Within some limits - provision should be in the form of commuted sum with the actual maintenance work undertaken either by the Council or an agreed contractor. Alternatively on larger developments and annual maintenance charge could be imposed with the mechanics of a) collection and b) provision of the maintenance contract, overseen by a resident's committee.	Agree.
4	Existing Improve access and quality of existing facilities. This allows maintenance contributions to be made to secure the longevity of the equipment.		This is reasonable. Some housebuilders do this, but it shouldn't be imposed. The option should be retained. SPD to set out the options available and a condition to secure management or \$106 to secure maintenance contribution.	As it is the development that has given rise to the need for play space, the distance between new development and existing play space is an important consideration.
5	New New facilities.		No comment made	Larger and more comprehensive facilities tend to attract more use and less vandalism. Again, it depends on how far the new development is from the nearest facility.
6	No comment made		No comment made	

Ref	2: Should the Council give greater weight to creating new facilities in areas of deficiency, or to improve access to and the quality of existing facilities?	2: Where open space and play facilities are provided mainly for the benefit of the occupiers of the development, it may be appropriate for the developer to make provision for subsequent maintenance in perpetuity, rather than the Council adopting the open space. Do you feel this approach is feasible?	2:What measures would be taken to secure this?	2:Response
No				
7	<p>There has recently been a new Play Strategy produced by Jane Smith in Community Services - having worked with what is now Green Spaces who are responsible for the parks and play areas, I am aware of the number of complaints regarding these areas. Funding is always an issue, however irrespective of the politics there is a requirement for good access to these parks and play areas as well as a need to provide equipment which is accessible to disabled youngsters. Regarding whether the Council give greater weight to creating new facilities in areas of deficiency or to improving access to and the quality of existing facilities, a balance should be that these provisions are provided firstly to an acceptable standard and subsequently maintained to standard; all provision should be provided on the basis of servicing the communities on an equal footing for accessibility, equipment provision and location with local transport taken into account. A valid point is that disabled people also live outside of the deprived areas.</p>		No comment made	Noted and agree.
8	No comment made		No comment made	

TRANSPORT, PARKING AND INFRASTRUCTURE WORKS

Ref No **4: We have identified measures such as contributions for provision of or improvements to public transport facilities, or car sharing schemes to provide sustainable transport options, which may be part of a Section 106 agreement. Have you any experience of alternative means of doing this on developments where reduced parking has been considered?** **4: Should parking at new developments be managed by developers/occupiers as well as provided by them?** **Should revenue raised be used to support investment in improving access by sustainable modes of transport?** **4:Response**

1	No	No.			It generally is in apartment schemes through management companies.	Yes	Yes, % contribution towards public transport/cycle links.	There are a number of car sharing schemes which are successfully operational in other parts of the country.
2		Car sharing and greener transport is an option looked at by developers, but has yet to be proved practical.	Yes	Yes	Every unit should have a minimum of 2 parking spaces managed by partnership.	Yes	To encourage people to use public transport.	PPG 13 Transport requires that parking standards should not be expressed as minimum standards. Maximum standards are designed to be used as part of a package of measures to promote sustainable transport measures.
3	Yes	Some tourism related experience, e.g. reduced admission for those travelling by bus, provision of cycle facilities, new attractions without car parking e.g. Chambre Hardman studio in Liverpool, back-to-back houses in Birmingham, Prior Park in Bath - but not necessarily directly transferable. Also specific restrictions on sole car use coupled with provision of alternative means of transport at new Head Office at Swindon (Heelis).	No	Yes	Probably unrealistic to expect that all developers will be in a position to be involved in long term management, but no reason why long term Travel Plan requirements cannot be put in place.			Agree.
4		Developments which generate high levels of employees should be accompanied by Green Travel Plan Frameworks.	Yes	No	This depends on the level of parking but is appropriate.	No	No comment made	Agree.

Ref	4: We have identified measures such as contributions for provision of or improvements to public transport facilities, or car sharing schemes to provide sustainable transport options, which may be part of a Section 106 agreement. Have you any experience of alternative means of doing this on developments where reduced parking has been considered?	4: Should parking at new developments be managed by developers/occupiers as well as provided by them?	Should revenue raised be used to support investment in improving access by sustainable modes of transport?	4:Response
No				
5	No comment made	No comment made	Revenue raised could and should be used to improve access by walking and cycling - these two modes of transport are more sustainable in that they do not use fossil fuels, which makes them superior to other modes of transport as solutions to the twin problems of dwindling oil supplies and global warming. There are many residential areas where new cycleways are needed to complement the existing highway network, and increase journey opportunities for walking and cycling. Where routes are in existence, there is always maintenance that needs undertaken to resolve water drainage problems, fill in pot holes or trim trees, hedges and bushes. Revenue from parking management could be paid into a pot for ongoing maintenance in an agreed local area. In other locations, existing footpaths are too narrow for the safe and convenient passage of walkers, pushchairs and cyclists, and need widening to encourage greater utilisation of the route. Cycle and pedestrian routes must be improved to provide an alternative to driving, and reduce the dependence of Carlisle residents on private motorised transport.	Whilst agree in principle, cycling and walking is not an option for everyone, due to either distance or mobility constraints. Therefore contributions towards improved public transport infrastructure will still be sought where appropriate.
6	No comment made	No comment made	No comment made	
7	No comment made	No comment made	No comment made	

Ref	4: We have identified measures such as contributions for provision of or improvements to public transport facilities, or car sharing schemes to provide sustainable transport options, which may be part of a Section 106 agreement. Have you any experience of alternative means of doing this on developments where reduced parking has been considered?	4: Should parking at new developments be managed by developers/occupiers as well as provided by them?	Should revenue raised be used to support investment in improving access by sustainable modes of transport?	4:Response
No				
8		No comment made	Yes	<p>Network Rail wishes to promote the use of rail stations as a sustainable form of travel. Where proposals are located close to stations, it may be necessary for station upgrades to be made, and in these instances developers should make financial contributions to pay for such upgrades. The provision of car parking at rail stations is also a sustainable way to reduce car travel, where passengers drive to local or larger stations and then board the train to their destination. Additional car parking at stations may form part of any station upgrades in certain circumstances.</p> <p>Agree may be appropriate.</p>

Ref No	1: Should the SPD contain detailed and specific requirements and information that relates to different facets of the Carlisle area such as Conservation Areas, the rural and urban areas?	2: Trees and shrubs are present on many development sites and are a material consideration when determining the planning application. Information regarding the trees and shrubs will need to be provided to the local planning authority. When should this information be provided?	3: Trees and shrubs come in many shapes and sizes. At what size should trees and shrubs be considered significant and become a material planning consideration?
	1	Yes The requirement may be totally different	3a: All trees and areas of shrubs should be considered material considerations irrespective of size 3b: Only trees over 75mm in diameter at 1.5m above natural ground level. 3c: Only areas of shrubs occupying more than 10 m2.
Ref No	1: Comment	1 Action Each sites and location is different. Common basic elements are essential, but dependendent on location further information may be required and consideration will be given to other SPD's, landscape character, and adopted policies	2 Action This guidance will seek to set out the information that is required at the time of submission to ensure that all the information necessary is supplied with an application.
Ref No	1: Comment	2a: As Part of the planning application?	3 Action Trees over 75mm diameter at 1.5m above the natural ground level should be considered significant. This is in line with the size of trees protected by virtue of their location within a conservation area. Town and Country Planning (Trees) Regulations 1999 Shrubs will be considered if they are to form part of the landscaping scheme, or are an integral part of the landscape charater or setting of an important building.

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Ref	<p>2b:At the request of the local planning authority after the submission of the planning application?</p> <p>2a: As Part of the planning application?</p>	
No	1: Comment	2:Action
2	Only split into rural & urban areas, otherwise the areas become small & this method follows the structure and Local Plans	<p>1:Action</p> <p>Each sites and location is different. Common basic elements are essential, but dependent on location further information may be required and consideration will be given to other SPD's, landscape character, and adopted policies</p> <p>If considered important/value</p> <p>Required as a condition.</p> <p>This guidance will seek to set out the information that is required at the time of submission to ensure that all the information necessary is supplied with an application.</p> <p>Needs to follow national guidance otherwise it is a mater of opinion.</p> <p>Needs to follow national guidance otherwise it is a mater of opinion.</p> <p>Needs to follow national guidance otherwise it is a mater of opinion.</p> <p>Trees over 75mm diameter at 1.5m above the natural ground level should be considered significant. This is in line with the size of trees protected by virtue of their location within a conservation area. Town and Country Planning (Trees) Regulations 1999</p> <p>Shrubs will be considered if they are to form part of the landscaping scheme, or are an integral part of the landscape character or setting of an important building.</p>
		<p>3a: All trees and areas of shrubs should be considered material considerations irrespective of size</p> <p>3b: Only trees over 75mm in diameter at 1.5m above natural ground level.</p> <p>3c: Only areas of shrubs occupying more than 10 m2.</p> <p>3:Action</p>

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	2a: As Part of the planning application?	2Action	3Action
Ref No	1: Comment	1 Action	
3	Some of the advice will be area specific, e.g. the procedural situation with non-TPO trees in Conservation Areas, the management of trees in terms of water/nutrient provision in tight-knit urban situations compared with rural locations. Consequently it will be appropriate for some of the guidance to be area specific; however, other advice on, for example, tree protection measures during construction is more likely to be applicable to all situations.	Each sites and location is different. Common basic elements are essential, but dependent on location further information may be required and consideration will be given to other SPD's, landscape character, and adopted policies	Yes Yes for shrubs No Trees over 75mm diameter at 1.5m above the natural ground level should be considered significant. This is in line with the size of trees protected by virtue of their location within a conservation area. Town and Country Planning (Trees) Regulations 1999 Shrubs will be considered if they are to form part of the landscaping scheme, or are an integral part of the landscape charater or setting of an important building.

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3Action			

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7	<p>If CCC requires differing levels of interpretation and/or treatment of trees growing on different sites guidance about these variations should be given in the SPD and references made to other specific documents such as village plans or local character assessments. With regard to conservation areas I suggest the reasons why they were designated should be referred to and made freely available so that both architects and landscape architects can take account of them, especially any references to trees when drawing plans for a proposed development. If pre-application guidance is sought for such sites the applicants should be made aware of these documents, especially if the planning department may refer to them when deciding on the outcome</p> <p>Each sites and location is different. Common basic elements are essential, but dependent on location further information may be required and consideration will be given to other SPD's, landscape character, and adopted policies</p> <p>Yes If not provided then the application should not be validated, refused or withdrawn.</p> <p>If officer is unsure about what constraints there are, they should be able to ask for more information, even it may result in no further constraints being identified. This should be possible by 'stopping the clock'.</p>	<p>Whether trees and shrubs are material consideration depends not only on their size but also their context.</p> <p>BS5837:2005 Trees Relating to Construction, recommends that retention category C should be allocated to all trees that have stem diameters less than 150mm measured at 1.5m and are good enough to be retained and regardless of their actual condition. This standard also recommends that Category C trees 'will usually not be retained where they would impose a significant constraint on development'. It goes to say that 'young trees with a stem diameter of less than 150mm should be considered for relocation'.</p> <p>Shrubs cannot be provided legal protection prior to commencement of development after which time they can be protected by planning conditions. Large shrub beds that are not publicly visible may be considered not to pose a constraint unless they are part of the historic setting of a listed building. If trees are growing among shrubs, even if they are not particularly important trees, there is an opportunity to protect them with a TPO and therefore use them and their Root Protection Areas as 'space savers'</p> <p>Shrubs will be considered if they are to form part of the landscaping scheme, or are an integral part of the landscape character or setting of an important building.</p> <p>Trees over 75mm diameter at 1.5m above level should be considered significant. This is in line with the size of trees protected by virtue of their location within a conservation area. Town and Country Planning (Trees) Regulations 1999</p>

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Ref
No

1: Comment

2Action

3Action

of an application.

therefore providing some protection to the shrubs but some may consider this a misuse of the system.

8 Common basic requirements should be specified and this should relate to conservation areas and urban areas. Established trees are very much part of the character, particularly in conservation areas.

Each sites and location is different. Common basic elements are essential, but dependent on location further information may be required and consideration will be given to other SPD's, landscape character, and adopted policies

This guidance will seek to set out the information that is required at the time of submission to ensure that all the information necessary is supplied with an application.

Yes

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4: The information on trees and shrubs required as part of an application where trees and shrubs are present on site can sometimes appear to vary. What information should be submitted?

4a: Indicative plan of the location of trees and shrubs

4b: A plan accurately showing location and crown spread/extent of trees and shrubs.

4c: All the documents and information as set out is BS5837:2005: Trees in relation to Construction - Recommendations.

Ref No

1

Where retained and close to buildings

4Action

This will vary depending on size of development. Plans showing the accurate location and crown spread of trees is the minimum for any application. For larger applications sufficient information to enable determination of the application should be supplied. Including location of access roads, compounds, services, storage areas etc. The developer should be encouraged to seek advice from a competent arboricultural consultant

5: What further information do you think would help in the determining of a planning application where there are significant trees and shrubs on site?

5a: Plans showing the spot heights and changes in levels

5b: Plans showing cross sections of the site showing changes in levels

5c: Plans showing service runs

5d: What other information do you think will be appropriate?

5Action

Yes

Yes

Yes

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No

No

Again this will depend on the size and nature of the development and or how it will affect the trees and shrubs. The developer should be encouraged to seek pre application advice from a competent arboricultural consultant.

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3	No	Yes	No but might be reasonably requested subsequently where there are major tree	<i>This will vary depending on size of development. Plans showing the accurate location and crown spread of trees is the minimum for any application. For larger applications sufficient information to enable determination of the application should be supplied. Including location of access roads, compounds, services, storage areas etc. The developer should be encouraged to seek advice from a competent arboricultural consultant</i>	No	No	No	Whilst it is considered that all the others will be essential and reasonable requirements for developments where there is the potential for a significant impact upon trees/shrubs, it will be onerous for many small/modest developments, e.g. a house extension potential affecting ornamental trees/shrubs. The guidance needs to show some discretion over these requirements	<i>Again this will depend on the size and nature of the development and or how it will affect the trees and shrubs. The developer should be encouraged to seek pre application advice from a competent arboricultural consultant.</i>

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5Action

Indication of utility service runs would be an aid to planning consultation where there are significant trees and deep routed shrubs on site. Utility Services should not be placed in the vicinity of deep routed shrubs and trees as they can impede access when urgent attention is required, causing prolonged loss of an essential service to customers of

Again this will depend on the size and nature of the development and or how it will affect the trees and shrubs. The developer should be encouraged to seek pre application advice from a competent arboricultural consultant.

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4Action

Particular attention should be given to crown spread/extent of trees and shrubs. Maintenance will play a big role in this in as much as path widths should not be reduced but it should also be noted that the height of branches may also be an issue i. A dog for the blind cannot warn its owner of a low branch.

This will vary depending on size of development. Plans showing the accurate location and crown spread of trees is the minimum for any application. For larger applications sufficient information to enable determination of the application should be supplied. Including location of access roads, compounds, services, storage areas etc. The developer should be encouraged to seek advice from a competent arboricultural consultant

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Yes
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 Again this will depend on the size and nature of the development and or how it will affect the trees and shrubs. The developer should be encouraged to seek pre application advice from a competent arboricultural consultant.

6: Trees can add value and enhance a development but they can often be viewed as a potential danger and inconvenience, is buildings are located too close to them. What would be a reasonable distance from a building to the edge of the crown spread of a tree?

6c: Variable, depending on whether the wall was a gable or a main wall and whether or

6a: 10m to any wall of the building.
6b: Immediately adjacent the edge of the crown of the tree.
6d: What would you consider a reasonable edge of crown to wall or window?

7a: They should meet the standard set out in BS5837:2005 Figure 2
7b: Chestnut paling with supporting rails
7c: Is there another type of tree protection barrier that you consider suitable?

6Action

Depends on adjacent properties and development, window type e.g. main aspect from living area etc.
The distanes of the tree to a building should be variable and not prescriptive as in the current SPD. Consideration must be given to te use of the building and the species and growth potential of the trees. In a domestic setting useable garden space will be important and trees will have to further from the property and not be considered overbearing, whereas in a commercial development this might not be such an issue.

7Action

Robust tree protection barriers ae a must on developments where trees could be affected. However, the type of fencing could be variable depending on the nature of the threat to the trees. The greater the risk of damage the more robust the fencing.

6: Trees can add value and enhance a development but they can often be viewed as a potential danger and inconvenience, is buildings are located too close to them. What would be a reasonable distance from a building to the edge of the crown spread of a tree?

7: Ensuring the adequate protection of trees and shrubs is the key to their survival during and after development. What standard do you think tree protection barriers should meet?

Ref No	6c: Variable, depending on whether the wall was a gable or a main wall and whether or not it contained windows to main living areas, and the building orientation			
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2	6Action			7Action
	No other authorities use 7mt to wall (Tamside)	Yes	The distanes of the tree to a building should be variable and not prescriptive as in the current SPD. Consideration must be given to te use of the building and the species and growth potential of the trees. In a domestic setting useable garden space will be important and trees will have to further from the property and not be considered overbearing, whereas in a commercial development this might not be such an issue.	Robust tree protection barriers ae a must on developments where trees could be affected. However, the tytpe of fencing could be variable depending on the nature of the threat to the trees. The greater the risk of damage the more robust the fencing.

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Ref

No

6Action

The answer here needs to consider the nature of the tree itself, e.g. is it a fastigate type, or an evergreen; what is its likely height/root spread? = no standard answer.

Yes

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Ref

No

4

6Action

Yes 5 metres

yes

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Ref

No

7

6.Action

Yes
Also depends on surrounding features and future occupier and use of the building.
Within the SPD advice should be given about shading to applicants and their agents for consideration at design stage.
All factors relating to trees should be taken into consideration.

The distances of the tree to a building should be variable and not prescriptive as in the current SPD.
Consideration must be given to the use of the building and the species and growth potential of the trees.
In a domestic setting useable garden space will be important and trees will have to further from the property and not be considered overbearing, whereas in a commercial development this might not be such an issue.

7.Action

This recommends that protective fences should be 'fit for purpose'. If the fence is adjacent to where heavy plant may be used, fig 2 of the standard would be suitable.
The standard also allows for suitable load bearing ground protection in combination with fences to be used to protect trees.

If adjacent to areas with foot access
The type of each protective fence should be specified in the application or stated as a condition

Robust tree protection barriers as a must on developments where trees could be affected.
However, the type of fencing could be variable depending on the nature of the threat to the trees.
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7: Ensuring the adequate protection of trees and shrubs is the key to their survival during and after development. What standard do you think tree protection barriers should meet?

6c: Variable, depending on whether the wall was a gable or a main wall and whether or not it contained windows to main living areas, and the building orientation				6c: Variable, depending on whether the wall was a gable or a main wall and whether or not it contained windows to main living areas, and the building orientation			
6a: 10m to any wall of the building.	6b: Immediately adjacent the edge of the crown of the tree.	6d: What would you consider a reasonable edge of crown to wall or window?	6e: Yes	7a: They should meet the standard set out in BS5837:2005 Figure 2	7b: Chestnut paling with supporting rails	7c: Is there another type of tree protection barrier that you consider suitable?	7d: Yes
6Action				7Action			
The distanes of the tree to a building should be variable and not prescriptive as in the current SPD. Consideration must be given to te use of the building and the species and growth potential of the trees. In a domestic setting useable garden space will be important and trees will have to further from the property and not be considered overbearing, whereas in a commercial development this might not be such an issue.				Robust tree protection barriers ae a must on developments where trees could be affected. However, the type of fencing could be variable depending on the nature of the threat to the trees. The greater the risk of damage the more robust the fencing.			

8: Many sites require landscaping schemes to be submitted and completed. Would you as a developer, agent or applicant find it useful if information on what the Authority required in the landscaping was included in the trees on development sites document, or should landscaping have its own SPD?

9: On many sites the removal of trees and shrubs in necessary for a number of reasons. Landscaping schemes are required to make up for the loss of these trees and shrubs. What should the main influence on the landscape scheme design?

10: Compaction is one of the main causes of damage to the soil structure. It results in the death of trees and poor survival rates of landscaping planting. How should the land area designated for landscaping be protected from compaction?

Ref No	8: Comment	8: Action	9a: The local landscape character.	9b: Available space within the development scheme.	9c: What already exists on site.	10a: By protection barriers	10b: No protection is required as remedial action can be taken to alleviate compaction before planting.	10: Action
1	Should be all on one document	Landscaping on developments should have its own SPD. However, to ensure adequate space and protection for landscaping areas during development some information regarding the landscaping scheme should be included within this SPD	Yes	Yes		Space for new landscaping will always be at a premium but best use of the space should be paramount. Using and strengthening the existing landscaping on site or landscaping in line with the local character will be dependent on the specific site but should be a consideration	Yes	Protection for proposed landscaping areas will ensure that they are fit to landscape. This will reduce plant losses and the cost of replacement to the developer, and help ensure a satisfactory outcome to the scheme.
2	Yes Only if seeking landscaping to be determined	Landscaping on developments should have its own SPD. However, to ensure adequate space and protection for landscaping areas during development some information regarding the landscaping scheme should be included within this SPD	Yes	Yes		Space for new landscaping will always be at a premium but best use of the space should be paramount. Using and strengthening the existing landscaping on site or landscaping in line with the local character will be dependent on the specific site but should be a consideration	Yes	Protection for proposed landscaping areas will ensure that they are fit to landscape. This will reduce plant losses and the cost of replacement to the developer, and help ensure a satisfactory outcome to the scheme.

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3	Own supplementary planning document	Landscaping on developments should have its own SPD. However, to ensure adequate space and protection for landscaping areas during development some information regarding the landscaping scheme should be included within this SPD	Yes			Yes Where reasonably practical	Yes Where not practical, but requires imposition of an appropriate condition	Protection for proposed landscaping areas will ensure that they are fit to landscape. This will reduce plant losses and the cost of replacement to the developer, and help ensure a satisfactory outcome to the scheme.
			This option should apply if the specific site had particular significance in terms of existing planting.	Space for new landscaping will always be at a premium but best use of the space should be paramount. Using and strengthening the existing landscaping on site or landscaping in line with the local character will be dependent on the specific site but should be a consideration				

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8	<p>8: Many sites require landscaping schemes to be submitted and completed. Would you as a developer, agent or applicant find it useful if information on what the Authority requires regards landscaping was included in the trees on development sites document, or should landscaping have its own SPD?</p>	<p>Landscaping on developments should have its own SPD. However, to ensure adequate space and protection for landscaping areas during development some information regarding the landscaping scheme should be included within this SPD</p>	Yes	Yes	Yes	<p>Space for new landscaping will always be at a premium but best use of the space should be paramount. Using and strengthening the existing landscaping on site or landscaping in line with the local character will be dependent on the specific site but should be a consideration</p>	no comment	no comment	<p>Protection for proposed landscaping areas will ensure that they are fit to landscape. This will reduce plant losses and the cost of replacement to the developer, and help ensure a satisfactory outcome to the scheme.</p>

DRAFT
SUPPLEMENTARY PLANNING DOCUMENTS

Achieving Well Designed Housing (DRAFT SPD)

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1.0 Introduction

Why is well designed housing important?

1.1 We are all aware of past mistakes in housing developments. Those developments which are formulaic and look the same whether they are in Cardiff or Carlisle, Redcar or Rotherham. The former Minister for Housing Lord Falconer articulated this when he called for an end to banal developments that were found everywhere but which are 'designed for nowhere in particular' (CABE 2001 'By Design - Better Places to Live')

1.2 This document intends to guide new residential development, whether at the scale of one house or a hundred, towards the goal of creating well-designed, locally distinctive schemes that will contribute to the quality of Carlisle and its towns and villages.

"Where people live has a major effect on their life. If where they live is well planned, well designed and well managed, their quality of life is likely to be a great deal better than that of those who live elsewhere'
(CABE 2001 'By Design - Better Places to Live')

Status of document – Planning Policy Context

1.3 The Council has produced this draft SPD to receive views and comments from the public, developers, and others involved in designing residential areas. The scope of this SPD has undergone an informal consultation with a wider audience in November and December last year.

1.4 This SPD has been prepared in accordance with PPS12 – Local Development Frameworks. It is identified in Carlisle's Local Development Scheme (LDS) March 2005, which sets out the programme for the preparation of local development documents over a three year period.

1.5 This SPD sets out the City Council's approach to the improving the design of housing, as provided for by Planning Policy Statement 1. It provides further guidance to implementing Policy CP4 in the Carlisle District Local Plan, and other policies in the Plan, which make specific reference to residential areas.

- 1.6 The advice within the SPD will guide all those involved in the submission and determination of planning applications..
- 1.7 This SPD expands on the policies contained in the Carlisle District Local Plan. Notably policies under the Plan's Chapter 3 'Core Development Policies' CP4 'Design'; CP5 'Residential Amenity'; CP6 'Use of Traditional Materials'; CP7 'Renewable Energy'; CP8 'Development, Energy Conservation and Efficiency'; CP9 'Sustainable Drainage Systems' and policies contained in Chapter 5 of the Local Plan under the heading 'Housing'.
- 1.8 This SPD draws on national guidance, notably Planning Policy Statement 1 (PPS1) 'General Principles'; Planning Policy Statement 3 (PPS 3) 'Housing'. Policy DP7 'Promote Environmental Quality' in the 'Regional Spatial Strategy for the North West' provides policy support at a regional level.

Scope of document

- 1.9 Carlisle and its district have a great diversity in their built form. From the Victorian industrial urbanism of Carlisle's Denton Holme to the market towns of Dalston and Brampton there is a wealth of historic, quality design precedent upon which to draw. This document applies across the District but it emphasises the need for a design response which is of high quality and builds on the character of a place, whether urban or rural. Poor, 'anywhere' designs will not be entertained and the underpinning principle of 'designing for context' is applicable to all situations. Creativity in design is to be welcomed but it should learn the lessons of the past which a thoughtful design process will unearth in each area.

Integrated Design

- 1.10 There is now a wide recognition that buildings cannot be designed in isolation and 'dropped' onto a site. Their landscape or townscape context, the need for safe and effective movement of goods and people, the need for community safety, access for all, 'place-making' and the creation of communities are intertwined and need careful consideration.
- 1.11 Early discussions with Planning Officers at a pre-application stage can assist this process, and for larger schemes, a development team approach with an integration of the elements above is required.

2.0 Objectives

2.1 This guidance promotes the following aims:

- To ensure that new residential development relates to its context and is integrated with its townscape or landscape setting;
- To improve new housing design for the benefit of future residents and existing communities;
- To provide safe and secure environments which minimise the opportunity for anti-social behaviour;
- To use the design process to produce a movement infrastructure that is convenient, accessible, safe and attractive for pedestrians, cyclists and public transport users, and to promote a safe and attractive road network; and,
- Promoting the principles of sustainability and responsible design.

2.2 In recent years there has been a convergence of design guidance to achieve these goals, bringing together planning and highway design advice that had hitherto pulled against each other. Planning Policy Statements 1 and 3 emphasise the key importance of good design. The Department for Transport's 'Manual For Streets' recognises that roads are not just conduits for movement but also key elements of place making and effective and integrated residential design. Examples of successful design are identified by the Commission for Architecture and the Built Environment (CABE). At a local level the emerging Supplementary Planning Document (SPD) the 'Carlisle Urban Design Guide and Public Realm Framework' offers relevant guidance, as do adopted SPDs on specific areas of the District such as Denton Holme and Longsowerby.

Creating Neighbourhoods

2.3 Development should be conceived to fit into its surrounding neighbourhood. New schemes will usually be close to existing areas and their shops and services. They should endeavour to contribute positively to this context, and to contribute to the viability and enhancement of the neighbourhood. Where this is not done we risk creating soul-less 'estates' lacking in character, services or identity.

Density and Mixed Use

2.4 Appropriate density can help to ensure that shops and services can survive and that public transport can be viable. Low density tends to hinder these objectives. Typical

densities in villages, market towns and pre-war portions of Carlisle are usually far higher than the densities typical of post-war development. The Warwick Road area of Carlisle has 34 dwellings per hectare with terraced areas of Denton Holme at 51. By contrast the density of late twentieth century estates are frequently 20-25. Windsor Drive has only 19 dwellings per hectare. These low density levels make the provision of services, shops and public transport much less economically viable than the denser examples.

- 2.5 Government guidance is promoting increased residential density, appropriate to context, of 30-40 (rural) to 70 plus (urban) dwellings per hectare, (1990's averages were around 20-25). The Urban Task Force has argued that at a density of between 40 - 60 dwellings per hectare 'more people are close enough to communal facilities and an efficient bus service can be made viable' (1999 p60).
- 2.6 Whilst recognising that a high density may not be appropriate in all cases, the local planning authority will aim to have an average urban density of at least 40 dwellings per hectare. Rural areas should aim for a minimum density of 30 dwellings per hectare. Policy H4 in the Local Plan supports this.
- 2.7 Relatively dense developments often lend themselves to being part of a 'mixed use' approach, where housing can be developed alongside other suitable uses. This can reduce the need for car trips and is a more sustainable development form. Housing over shops is a typical example of this type of desirable development.
- 2.8 Care needs to be taken when mixing uses to avoid conflict between residents, cars, goods deliveries, parking and associated activity.
- 2.9 Increased density can be achieved by numerous means, including minimising often underused space at the front of dwelling, building in a terraced form and creating a third storey or usable roofspace. Increased density places greater challenges on provision of parking and integral parking, parking courts and subterranean parking are all possible responses to this issue. Conversely, greater densities make provision of viable public transport and local shops and services more likely.

3.0 Movement

- 3.1 Development should create 'places' first, and enable effective transport infrastructure to dovetail into this. This approach is underlined by the Manual for

Streets (MfS) (DfT, 2007), which replaces the car-orientated Design Bulletin 32. The MfS notes that:

“Places and streets that have stood the test of time are those where traffic and other activities have been integrated successfully, and where buildings and spaces, and the needs of people, not just of their vehicles, shape the area”. (p6)

- 3.2 The layout of a development should be designed to make it easy to get to and to move through. Developments should create connected layouts which provide transport choices and which provide access to facilities and public transport. The success or failure of a development can hinge on the effectiveness of its connections, both within its boundaries and to its neighbours and the outside world. Where the patterns and geometry of vehicular movement alone dictate the design of a scheme, and where weight is given primarily to the needs of a single means of transport, usually the car, poor quality environments often result.
- 3.3 Schemes should make travelling by foot, cycle or public transport viable options. Too often design has been dictated by a highway layout which pays little regard to place-making principles. The MfS, and accompanying local Highways Guidance currently being drafted as a supplementary planning document, seek to remedy this.

Connections

- 3.4 The designer should consider how a site relates to the existing movement network. They should assess what footpaths and roads will adjoin their development and how the development should relate to these. Schemes should accommodate likely ‘desire lines’ and enable people to move as easily as possible between the site and its surroundings.
- 3.5 The ‘perimeter block’ pattern is well tested and suitable for varying densities of development and transport modes. It allows for effective movement connections, efficient use of land and a legible environment. Dead-ends and cul de sacs should generally be avoided, with preference given to layouts based on roads serving a variety of users and contributing to place-making as well as ease of movement. Figures x, x and xx show new development which uses a variety of means to achieve a pedestrian friendly layout, designed in from the outset.

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- 3.6 Developments need to integrate these principles at the design stage, avoiding clumsy 'add on' measures to restrict the speed of motorists and make areas tolerable for other users. Figure xx shows a pre-calmed residential road, without demarcation of road or footpath, with houses fronting onto it. Built in calming, such as limited forward visibility should be used to promote lower speeds.

Movement Network

- 3.7 Movement should be based on a network of spaces: Streets, squares, mews and courtyards. The design of roads should reflect this approach and while devices such as tracking can ensure vehicular access, highway geometry should not dictate the layout.
- 3.8 A shared surface, similar to the 'home-zone' concept, allows public circulation space to be used for a variety of uses when cars are absent. Fig xx shows the district centre of Poundbury where parking in the square is not demarcated. When not in use as parking the area reverts to an area of hard open space. A similar situation exists at Brompton Market Place.
- The buildings that comprise a development should be conceived first, with roads and circulation measures integrated into the design, not dictating it.
 - Ease of access for persons of restricted mobility should be designed in at the earliest stage, in an integrated manner.
 - Schemes should cater for a diversity of transport choices, generally favouring pedestrians and cyclists.

4.0 Open Space & Landscape

- 4.1 Good design not only reflects the composition of any buildings but also the use of space around them. Where buildings are positioned with care and regard to the quality of external space they create, then space can be used efficiently and wasted space avoided. Inefficient space is a double-loss to the community. It fails to create a resource within the settlement area and second, by failing to use a site efficiently it adds to pressure to develop greenfield land. Open space should be designed positively, with clear definition and enclosure, with no ambiguous or leftover space.

Open Space

- 4.2 Private and public open space is often key to the attractiveness and success of a development. On large sites, the layout of open space, gardens and access roads can improve the quality of the area and integrate a scheme into its wider environment. It will also provide an opportunity for social interaction between future occupiers. On a small site, the development of one large house that dominates the plot to such an extent that insufficient amenity space is left for enjoyment of the occupants, would not be acceptable.
- 4.3 The future use of space outside of dwellings should be considered at an early stage to ensure the overall design of the proposals reflect the comprehensive use of the site and are not an afterthought.
- 4.4 Where public space is valued residents will care for it more and maintenance costs can be lower. Unloved, barren and hostile open space is a liability which must be maintained even when it is not valued. Space should work hard in as many ways as are possible. Figure xx shows typical 'leftover space' on a suburban estate, a public liability with little value but slight visual softening of uninspired buildings. Figures xx/xx show open space framed by buildings. The space becomes a resource for children's play and social interaction. In each instance space should be consciously designed for a function rather than a by-product of poor building placement, or road layout.

Landscaping

- 4.5 Large areas of open space may serve as a buffer between the edge of a settlement and countryside beyond, or may act as a corridor allowing greenspace and wildlife to penetrate settlements. Smaller play areas or hard open space should be well overlooked by buildings. In Fig xx buildings have turned their back on it, posing security risks and failing to bring the benefits to residents that an open aspect over well maintained public space can bring.
- 4.6 The likely number of new residents on the site will determine the amount of formal open space required. Account will also be taken of the general supply of open space in the area. Accessible open space is within 500m of every home is a desirable target. Further details of the requirements for open space are contained in Policy LC4 of the Local Plan.

4.7 Formal open space such as for children's play should be well overlooked but at least 30 metres away from the nearest house to avoid potential nuisance to residents.

- Time invested in good design can reduce long term costs in maintenance.
- Open space should be made to contribute as many functions as possible, including civic quality, benefit to residents, wildlife, the environment, and the enhancement/conservation of biodiversity.

Trees

4.8 Carlisle benefits from a legacy of Victorian street-tree planting which makes many of its streets extremely attractive. The Warwick Road area in particular has fine examples of boulevard tree planting. Figures x and x shows Aglionby Street and Warwick Road. Stanwix has a combination of street trees (Figure x) and well-planted private gardens, lending quality to the environment and softening a dense urban environment.

4.9 Despite their contribution to environmental quality, street trees are frequently beset by pressures for removal, based on perceptions of risks to drains, foundations, dropped leaves, interference with lighting, or CCTV lines-of sight. However, the value of street trees can be great. They reduce airborne pollution, produce oxygen and absorb carbon dioxide. In built up areas they soften potentially monotonous streetscapes and provide a landscape context for buildings.

4.10 In addition to the Victorian planting legacy and the corridors of 'parkland planting', for example along the River Eden, there are numerous garden-suburb inspired areas where trees are meant to be an integral part of the streetscape. Figure x shows former local authority housing still retaining its impressive planting. By contrast the scene in figures x and x is much poorer for the absence of trees. Studies have shown that property values in tree-lined streets are 15% higher than in barren neighbours.

4.11 The tree lined main streets of Longtown, or the tree-lined streets at Longsowerby, provide a sense of enclosure and environmental quality that those streets that have lost their trees now lack. Where street trees and other landscaping are absent this is apparent in reduced environmental quality.

- 4.12 There are numerous methods to use tree planting as part of an effective residential scheme. Initially, any trees already existing on a site should be surveyed to consider how they can be retained and incorporated into a scheme. Where trees are absent, new garden trees, and street trees planted with root controlling barriers and irrigation systems can help to overcome problems of fear of root damage. Trees should be of an appropriate species, and space must be made to allow for the planting of the substantial forest species that add drama and a long-lived presence to the built environment. Developers should refer to the Council's SPD on Trees on Development Sites for further detail on this topic.
- Trees provide a visual foil to bricks and mortar;
 - Appropriate species can be found for most sites;
 - Planting today is a positive legacy for future residents, and can enhance biodiversity.

Water

- 4.13 While water can have risks it is also a key asset to life. The City of Carlisle is divided by 3 significant rivers, while other rivers and watercourses can be seen throughout the district. Within built-up areas, these watercourses can act as fingers of 'countryside', penetrating built up areas brings nature closer to people and offer recreational benefits. Where water is present, safe access to it should be enabled. Culverted streams and watercourses have been re-exposed as the environmental and psychological benefits of such resources has become more appreciated, while also alleviating the risk of flooding. Emerging guidance on 'Sustainable Urban Drainage (SUDS)' promotes the diversion of run-off from roads, roofs and car parks to balancing ponds and swales to allow gradual infiltration back into the ground (PPS25). This replenishes ground water and minimises risk of 'flash floods' that can beset environments where rainfall is sealed from the ground by impermeable materials and forced into overburdened sewers.
- 4.14 Proposals for development should take account of the effects of potentially increased surface water run-off. This can increase the flows downstream and so increase the risk of flooding. This is particularly so for development on greenfield sites but the downstream impacts can also be significant for brownfield development where the existing drainage system may not have the capacity, or be in a condition to carry the additional drainage without reconstruction. For brownfield development, therefore, sustainable drainage also contributes to the more efficient use of existing conventional systems. Conventional piped systems can lead to

flooding and pollution affecting areas downstream of development. Reduced drainage requirements, less capacious drains and potentially greener and more water-filled environments are likely to result from the appropriate implementation of SUDS schemes.

- Developers and householders should look to harvest rainwater into collection systems, grey-water recycling and rainwater harvesting;
- A balance should be struck between safety and better access to water.
- New development must consider the possibilities of incorporating existing watercourses, swales or balancing ponds into positive landscape elements of their schemes.
- SUDS can contribute to biodiversity and the effective landscaping of a development.

Boundary Treatments

- 4.15 Boundary walls, railings and fences are important parts of the design of a development. Their choice requires careful thought, and a balance will need to be struck between competing issues of design, security, aesthetics and cost. Good design will address all of these issues and enhance the overall quality of a project.
- 4.16 Fences, walls, hedges and railings contribute to the attractive appearance of an area. They can also have a negative impact if poorly designed. Boundaries fronting the 'public face' of a development serve as its 'shop window', illustrating its quality. Choice of the type of enclosure will depend on context, and privacy and security needs are likely to influence design. Nonetheless, quality should be pursued in each instance. An inferior looking boundary can diminish a potentially successful scheme. Poorly designed modern timber fencing, concrete block walls or inappropriate hedges of *Leylandii* Cypress can mar the setting & appearance of a building and its neighbours and should generally be avoided.
- 4.17 In order to integrate the development into the street scene the use of local materials to reflect neighbouring boundary treatment may be appropriate. Existing site features or topography may help to form natural plot boundaries. Where an existing frontage boundary is tree-lined the impact of access roads and visibility splays on the tree line should be minimised.
- 4.18 Walls, fences, hedges and railings can have an important security function. They denote where public space stops and semi-public or private space begins. They can

help the householder to control who can use particular areas of space and can dissuade casual trespass. Within a development site a clear distinction should be made between private gardens and public space particularly for future maintenance.

- 4.19 Context is crucial to choosing the appropriate boundary material, but there are few hard and fast rules over what type of boundaries may be found where. Dressed stone, or elaborate cast or wrought iron railings can be seen equally in urbanised areas, and in the grander parts of smaller rural settlements. Native hedges and rough stone walls may be characteristic of rural areas but can be used successfully elsewhere.

Hedges

- 4.20 Hedges are an important part of the rural landscape. Originally planted for enclosure and shelter they are now a recognised ecological and visual asset. Fig. xx shows the traditional practice of hedge-laying: partly severing the stems of the hedge close to the ground and bending branches to form a dense and stock-proof barrier. On a domestic scale they can be inexpensive aids to enclosure and security. Mixed hedges are usual in rural situations. The dominant local species are often Hawthorn or Blackthorn. Formal hedges usually consist of one species only, often Beech, Box privet, Hornbeam or Yew. Quick growing species such as Leylandii can rapidly develop to great heights, dwarfing neighbouring buildings and are not recommended.

Fences

- 4.21 Fences are a popular boundary choice due to their relative cheapness and ease of erection. A variety of designs are available but most often they are best used to create privacy in rear gardens and are rarely suitable for boundaries fronting the street. Exceptions include picket or paling fencing as shown in Figures xx and xx opposite. Best kept to a height of about 1 metre, such fences are an effective deterrent to casual trespass and clearly separate 'private' from 'public' space. Post and rail fencing can be a suitable and attractive solution in rural areas. Estate fencing, (Fig xx) has also been used successfully in new developments and is simple, visually permeable, and quick to erect.

Walls

- 4.22 Wall construction can vary enormously. Brick, squared random rubble and dressed stone can all be used successfully depending on context. In general the more urban the area the more likely that a wall will be constructed of dressed and coursed stone or of brick. Walls of mixed construction are not unusual and may have medieval associations. Neighbouring brickwork may have a characteristic 'bond' pattern and this could be reflected in new walling. Typical bond styles include English and Garden Wall bond. Concrete block patterns, (Fig xx) are likely to be inappropriate in the majority of cases.
- 4.23 If a development includes retention and repair of existing walling, care should be taken to use a mortar that is softer than the walling materials. Lime mortar was typically used historically and where cement is substituted, its hardness and impermeability can cause rapid deterioration of the structure (Fig xx).
- 4.24 New boundary treatments should be in harmony with their neighbours. If chosen with thought, and consideration of context, a railing, wall, hedge or fence can greatly enhance the special character of a development.

Designing out Crime

- 4.25 A key consideration at the concept stage of any development is making it safe and secure. This applies across the life of a scheme as the impact of a poorly designed or executed scheme will have an impact on users, residents and the wider community long after developers have departed.
- 4.26 The concept of 'designing out crime' is enshrined in PPS1 and in the companion guide 'Safer Places: The Planning System and Crime Prevention' (ODPM 2004). For further detailed local guidance there is a Draft SPD on 'Designing out Crime' available from the City Council.
- 4.27 Key to designing out crime is paying adequate attention at the design stage. For example, in laying out housing, developments can usefully back onto one-another, land-locking their rears for mutual protection. The crude measures seen in Figure xx are a sign of design failure. Figure xx shows a blank gable wall abutting a car park/turning head. Lack of forethought failed to predict that an ideal play space and goal-mouth had been created. An increase in residential curtilage to allow a low wall or rail, and a window on the gable would deter antisocial use of this space. Figures xx shows a chicaned footpath, denying through visibility and enhanced security.

4.28 Effective design should include measures to reduce the actual risk of crime and the perceived risk. Each situation will require a tailored response but general principles include:

- Clear demarcation of public and private space and the creation of 'defensible space' around houses where it will be clear that a border has been crossed.
- Principal entrances should address the street, both to generate activity and to expose possible intruders to view.
- The arrangement of buildings and windows should promote 'passive surveillance' of exterior spaces. Blank gables and dead elevations should usually be eliminated.
- Arrangements of buildings should reduce opportunities for criminals to access unguarded rears. Interlocking gardens and continuous frontages are one way of achieving this.
- Security measures should go hand in hand with thoughtful design. Razor wire, fortress-like exteriors and bristling cameras are usually a sign of design failure at concept stage.
- The involvement of the Police Architectural Liaison Officer in pre-application discussions presents developers with an ideal opportunity to incorporate crime prevention measures and design out crime at an early stage in the development process.

5.0 Form

'High-quality and inclusive design should be the aim of all those involved in the development process' ODPM 2005

5.1 Whether urban or rural, full regard must be had to the form and character of the general area around a development site in order to help to integrate the site with its surroundings. In rural areas, the Council has produced a Countryside Design Summary for Carlisle District. This was adopted as an SPG in June 2000. The guidance sets out many of the important features that contribute to the character of the locality and impact on the landscape. Features include the topography, natural features such as hedges and trees, manmade features such as walls and gateways, and short and long distance views. In urban areas, the characteristics of the local neighbourhood within which the site lies are important. Elements such as

plot ratios, heights of nearby buildings, massing of buildings and general form of neighbouring structures will inform the design of any scheme.

- 5.2 Views into and out of the site are important as well as the effect new development has on the views of important features and buildings in the locality.
- 5.3 Neighbouring development is important in establishing the scale and mass of development and architectural details such as the relationship of windows and roof pitches. This will help new development to blend into the landscape/townscape setting.

Character

- 5.4 Although neighbouring character and building types should be taken into account, a pastiche of different styles from a combination of buildings may result in a cluttered design and it is here that architectural skills are brought to bear. This will draw out the underlying qualities of an area which can inform any new design, or can forge an appropriate design when positive design cues are absent.
- 5.5 A scheme should respect its context but ought not to be a poor pastiche of it. A design should respond intelligently to context and should not be a stock design 'dropped in'.
- 5.6 Elements that will inform the character of an area include landscape, building form, grain, massing, scale, detail, spaces, views and important frontages. Exploring what constitutes 'local distinctiveness' is likely to be a key part of establishing the design principles of a scheme. If the immediate neighbourhood of a proposal offers poor examples then looking in nearby areas can help, or in some cases a new design path will have to be struck.

Layout

- 5.7 The layout of the proposed housing can help to integrate the proposal into the existing development. Taking into account local character can identify factors such as whether housing fronts the highway, pavement/footpath or has a garden in front of the dwelling. Terracing is the typical mode of arranging dwellings in pre-20thC developments and this pattern allows for efficient use of space and architectural diversity.

- 5.8 The orientation of dwellings and their relationship to the highway is also important. In many unimaginative twentieth century schemes, nominally detached dwellings slavishly follow the line of the highway. In older urban and rural areas there is a mixture of dwellings facing or end on to the highway. Depending on context houses may front hard against the footpath, be buffered by small gardens or be set back in a more spacious landscaped setting. Current guidance directs us to determine the general layout of buildings and open space first, and then to fuse this with the needs for movement and accessibility. Developments should no longer be arrayed around a pre-determined road layout.
- 5.9 This variety in layout and relationships to roads and open space offers a diversity of approaches that may be suitable for a site. A courtyard development provides a central focal point rather than facing into the nearby road and may reflect local circumstances. The characteristics of the site such as ground levels, features to be retained or existing infrastructure, may contribute to how the buildings are oriented on the site and the overall layout. A survey of the site showing all features is a useful starting point to determine the layout and indicate which features are to be retained as part of the development.

Materials and Detail

- 5.10 Building materials and details are the clothing in which we clad our buildings. They can define the buildings intended status, and play as great a role as the buildings general form in how successful and attractive it will appear. While the trend over the latter half of the twentieth century has been for standardised materials drawn from anywhere in the country, or indeed the world, this has often been at the expense of visual interest and character. Designers should strive to make their buildings part of the District in which they are in, and to study surrounding examples to identify the locally distinctive elements that they can draw on and promote in their development.
- 5.11 The District has a rich history of building materials and building detailing on which to draw. In addition to this, the challenges of sustainable design and climate change have brought new materials to the fore, and new ways of using old ones.
- 5.12 External building materials in the District have historically been stone, typically with the red hues of Lazonby and Shawk sandstone. To the west of the District, where stone was in short supply, consolidated earth or 'cob' was a common building material, with a number of buildings constructed using this method still serving today. This method is now re-emerging as an environmental, low-impact

construction technique. Roofs were typically roofed with riven sandstone or slated with Cumbrian slate such as Burlington and Buttermere. Thatch was also used. Brick buildings were usually built with clay excavated and fired locally, reflecting the difficulty and cost of transport over long distances. From the point at which the railways reached Carlisle welsh slate, and imported brick became more commonly used.

- 5.13 The Carlisle brick is typically a red in hue, but with some diversity across a batch, lending walls greater visual interest. The accurate colour consistency of many twentieth century brick types can often be bland and uninteresting, and a better precedent for new work is often the richer and more varied colours and textures of earlier bricks.
- 5.14 A locally distinctive brickwork technique, sometimes found used elsewhere but common in Carlisle, is chequerboard or diaper brickwork. Here bricks are laid as a 'Flemish' bond of alternating headers and stretchers, with contrasting brick colours used. This can still be achieved in cavity wall construction through the use of split-bricks.
- 5.15 The wide use of cavity walls with a facing brick entirely of stretchers has generally lessened the use of bond patterns such as English bond, as this relied on use of headers and stretchers. This method can still be used to add visual interest to boundary walls, or again, can be used on cavity walls via the use of split-bricks.
- 5.16 Dressed stone is typical of rural parts of the District or of more prestigious buildings with urban areas. Bonding patterns and dressing details vary depending on the area and type of building, and a study of local examples should provide inspiration. Less prestigious buildings often used whatever stone was available and construction varies from random rubble walling, coursed rubble, dressed rubble and also the use of river cobbles and fieldstone.
- 5.17 Some examples can be seen, for example at Dalston, where higher-class buildings use a combination of dressed quoins and fieldstone infill such as Gabbro and Granite.
- 5.18 When using these materials in new buildings, or when repairing existing buildings, care should be taken to use an appropriate mortar and pointing technique. Cement mortars, or visually incongruous novelty techniques such as ribbon pointing, risk substantial damage to older brick and stone work, (Figure x). Mortar should be

weaker and more porous than the material bedded in it. Lime based mortars are preferable because their elasticity can yield to slight structural movement, thermal expansion, and their porosity allows walls to 'breathe'. Guidance on the use of traditional lime mortars is available from the Council's Conservation Officers. Lime mortars allow the materials to be salvaged in the future, whereas cement mortars bond too tightly, leaving little scope for salvage and reuse.

- 5.19 Other elements, which vary locally, include the type and fixing detail of rainwater goods. Historically these are often fixed using drive-in rise and fall brackets that relieve the builder of the need for a fascia board, reducing maintenance (see figure xx). Cast iron, cast or extruded aluminium or stainless steel rainwater goods are alternatives to the ubiquitous and relatively short-lived plastic.
- 5.20 Functional elements such as external meter boxes should be mounted discreetly on side elevations or provided as semi-sunken units. Figure x shows a terrace marred by the prominence of white boxes where alternative solutions were readily available.
- 5.21 Windows were historically set back within their reveals to protect woodwork from the elements. This also lends interest to a facade and a set back distance from the face of the building of 75mm should be sought. Window design should be fully considered and consideration given to the lifetime costs. Where timber is used developers should look for Forestry Stewardship Council (FSC) certification. Any glazing bars used should appear on the face of the windows and not solely sandwiched within panes, a poor imitation of a historical appearance.

Dwelling Types

- 5.22 On larger developments it is appropriate to have a mix of types of dwellings which will help generate a mixed community. A preferred mix will typically be a mixture of terraced, linked, semi-detached and detached units, and with appropriate variation in storey heights. The exact format would depend on local context. A robust mix should include smaller units. A nominal mix of 3,4 or 5 bedroomed detached houses would be unlikely to generate the diversity which makes for sustainable and attractive communities. Local character is likely to play a major role in what mixture is suitable for a site
- 5.23 Opportunities should be taken to add variety and visual interest to proposals, for example, through variations in building mass and height.

- 5.24 For smaller developments of one or two houses it may be appropriate to provide dwellings of a similar size and type to those on neighbouring sites unless there is good urban design justification for a variation.

Highway Layout

“Good Design need not cost more, and may save money through fewer traffic signs, road markings and related equipment and street furniture” (DfT Circular 1/08 Traffic Management & Streetscape)

- 5.25 Our streets make up a large part of the public realm. Well-designed streets therefore contribute significantly to the quality of the built environment and play a key role in the creation of sustainable, inclusive, mixed communities. These goals underpin the policy objectives of Planning Policy Statement 1: Delivering Sustainable Development (PPS1) and Planning Policy Statement 3: Housing (PPS3). The 2007 Manual for Streets provides national guidance on highway design in residential areas and overwrites the presumed dominance of the car that existed in previous guidance.
- 5.26 In the same vein, the DfT's Traffic Management and Streetscape Circular 1/08 states that:
- Good scheme design must meet functional and visual objectives.
 - ‘Less is more’ should be a guiding principle of good scheme design.
 - Practitioners need to be aware of the status and function of guidance documents and regulations.
 - Good practice can be achieved within the regulations.
 - It is important not to focus on single issues, look at the bigger picture.

This approach is vital in helping to create places that meet the needs of both circulation, and attractiveness.

- 5.27 The perimeter block pattern is well tested and suitable for varying densities of development and transport modes. It allows for effective movement connections, efficient use of land and a legible environment. Dead-ends and cul de sacs should

generally be avoided, with preference given to layouts based on roads serving a variety of users and contributing to place-making as well as ease of movement. Figures xx and xx show new development which uses a variety of means to achieve a pedestrian friendly layout, designed in from the outset.

- 5.28 Smaller scale development on infill sites may be accommodated without major changes to the highway. Larger sites may require a new road access to service the proposed housing. The 'Cumbria Design Guide Vol 1: Layout of new residential developments' contains guidance on the specific requirements for internal access roads but is now being revised in the light of The Manual for Streets and other guidance. The size of the proposed development and the number of dwellings will determine the access requirements needed for the site. In determining the layout of roads it should be recognised that this is a residential development and the pedestrian should take priority over the car. National guidance has established a road hierarchy based on pedestrian; cyclist, public transport, and lastly, private motor vehicles.
- 5.29 Highway safety for all is of great importance, especially where access roads meet the existing highway. Adequate visibility for access and egress may limit development at the site's frontage. For example, clean limbed trees or low planting would not impede the visibility of road users to the extent that medium height shrubs might. Natural features should be retained wherever possible to reduce the visual impact of new roads.
- 5.30 On larger developments it is likely that there will be a hierarchy of roads, ranging from streets, squares, mews and courtyards to well defined private space. The use of materials can help to differentiate areas of the highway and to show where pedestrians and other road users should be given additional priority. Traffic calming should be designed in at the outset, for example through tighter geometry and through limiting forward visibility. 'Retrospective' measures such as speed humps should be avoided. Developments need to integrate these principles at the design stage, avoiding clumsy 'add-on' measures to restrict the speed of motorists and make areas more pleasant for other users.
- 5.31 Figure xx shows a pre-calmed residential road, without demarcation of road or footpath, with houses fronting onto it. Built in calming, such as limited forward visibility are used to lower speeds. A shared surface, similar to the 'home-zone' concept, allows public circulation space to be used for a variety of uses when cars are absent. Fig xx shows the district centre of Poundbury where parking in the

square is not demarcated. When not in use as parking the area reverts to an area of hard open space. Brampton Market Place provides a local and historical example of this idea.

- 5.32 In areas where historic areas of road surfacing, pavements and kerbs remain there should be a presumption of retention, restoration and appropriate repair. In historic areas natural materials are the preferred surfacing for both roads and footpaths. For example, where basalt roads exist, these should be maintained or re-exposed. Stone kerbs should be retained and sandstone paving maintained on footways or re-laid where this is possible. Back lanes and alleys that retain their historic surfaces of cobbles or setts should be identified and protected.
- 5.33 Repair or utility reinstatement should always, as a minimum, match the quality and appearance of the original surface.
- 5.34 As ever, context is of key importance. Carlisle has notable variety in its settlement patterns and in their highway detailing and it is important to maintain distinctiveness. An appropriate solution for an urban area may be wholly unsuitable for rural parts and may erode that which make places special. Erosion of local distinctiveness has been a marked problem over the last few decades as solutions become increasingly standardised. It is however local distinctiveness which attracts us to 'unspoilt' areas. Distinction between urban or rural, market town, functional highway or intimate street should be reinforced when interventions are made. National highway guidance supports this stance.
- 5.35 Use should be made of more flexible Highway requirements in these areas, such as the allowance of 50mm yellow lines rather than the standard 100mm and the less numerous provision of certain signage that is permitted within conservation areas.

Urban

- 5.36 Other urban areas may not have special protection such as that afforded to conservation areas but will have townscape interest and deserve quality design regardless. All areas deserve a high level of design thought, to ensure that improvement schemes or day to day management raises and protects quality of life in these areas. Areas such as the 'garden suburb' inspired estates of Longsowerby were designed with street trees as an integral part of their design. Recapturing the full aesthetic potential of such 20th Century housing requires a commitment to

replace lost tree planting and to maintain the streetscape, roads and paths of these areas to a high standard.

- 5.37 Existing surfaces are frequently rectangular concrete flags, laid in staggered rows at right angles to the kerb. These surfaces should be maintained and repaired in an appropriate manner. Street clutter should be reduced with opportunities taken to mount signage on walls to reduce the risk of casual vandalism or accidental damage.

Suburban

- 5.38 Post war and late twentieth century developments are frequently mono-cultural in use with often-large expanses of similar housing designed around a car-dominated layout. Low densities make retail and public transport provision uneconomic and encourage car dependence. The public realm can often lack any significant civic or social spaces and footpaths and roads are typically surfaced in tarmac. Opportunities may exist to increase development density around those retail and transport nodes that exist, and to focus public realm improvements on these spaces. There may be the potential to improve the appearance of areas through tree planting in build-outs associated with traffic calming or the creation of 'home zone' areas. Speed reduction measures should be designed as part of a coherent streetscape improvement and 'bolt-on' measures such as isolated speed humps or pavement build-outs should not be implemented except as part of a wider streetscape enhancement.

Rural

- 5.39 In villages the road has a very significant influence on the streetscene. Historically in many villages the road is defined by the curtilages of property fronting the road. The width and the direction of the road are irregular and can have a traffic calming effect due to the unpredictability of the environment to the driver. Unfortunately, and contrary to Department for Transport guidance, in modern developments the road layout is often planned in advance of the layout of housing and public space. Sweeping curves, standard radii, and constant width which can encourage faster speeds and which erode environmental quality.
- 5.40 The character of the village will be changed if the road is re-engineered in a way that emphasises its appearance over that of the surrounding buildings. Measures which can overemphasise the appearance of roads in a village include:

- Poorly designed traffic calming.
- Strong continuous white lining
- Continuous kerbing
- Reworking road to a constant width

5.41 Rural roads should attempt to integrate with the landscape in which they sit. Urban detailing such as kerbing should not be used except in localised instances to assist drainage. Limited kerbing at entry points or as a drainage detail can be achieved through use of granite sett kerb kerbing which is more sympathetic to the character of rural roads. Prefabricated concrete kerbs should be avoided.

- The buildings that comprise a development should be conceived first, with roads and circulation measures integrated into the design, not dictating it.
- Ease of access for persons of restricted mobility should be designed in at the earliest stage, in an integrated manner.
- Schemes should cater for a diversity of transport choices.

Parking Provision

5.42 The amount of parking required for a site is usually considered in relation to the number of bedrooms in the proposed dwellings. The Cumbria Design Guidance Vol 1 includes suggested levels of provision though National guidance strives to limit the provision of private parking and to promote alternatives such as walking, cycling and increased use of public transport.

5.43 PPS3 (Housing) requires that developments take 'a design-led approach to the provision of car-parking space, that is well-integrated with a high quality public realm and streets that are pedestrian, cycle and vehicle friendly'. PPG13 (Transport) states that 'There should be no minimum standards for development, other than parking for disabled people'. The suggested levels in the current Cumbria Design Guide (Dec 1996) should be considered as a maximum level.

5.44 Parking is usually considered to be more secure when contained within the curtilage of the property although as density of development increases, on street parking in well-overlooked locations, and parking in well-overlooked parking courts is likely to be a useful method.

- 5.45 The level of car parking for a specific development will reflect the ability of that development to be served by existing or new public transport services and its proximity to facilities.
- 5.46 Situations should be avoided where lower car parking provision results in the increase of on street parking where this would encroach on highway safety. Communal parking areas can help to provide for additional parking in mixed developments. These should be well lit and overlooked by primary windows to enable surveillance.
- 5.47 Parking areas can readily be designed so that when clear of cars they serve as attractive hard paved areas, rather than just vacated parking lots. Fig x illustrates this technique.

Privacy and Amenity

- 5.48 The respect for personal privacy is essential in determining the layout of new housing. Protection of privacy relates to views to and from the street, to outdoor space and views between rooms within separate dwellings. Consideration should be given to the relationship between existing neighbouring uses and any new development as well as within the development site. The topography of a site can play an important part of helping to avoid the perceived intrusion of private space.
- 5.49 Whilst gardens to the front of properties are often regarded as enhancing privacy, this is not always in fact the case. Privacy from the street tends to be less in 'suburban' layouts than where houses are closer to the street, as passers by are given a wider 'visual field' which provides views into a property. This field is tighter and therefore privacy is enhanced when houses are brought closer to the street with very short, or no gardens. Houses closer to the street can also enhance safety through providing more 'eyes on the street' and the perception that passers by are well-overlooked. Traditionally, those buildings that had generous front gardens tended to be protected from overlooking by hedging, planting and boundary walls.
- 5.50 It may be desirable, and reflects the historic street patterns of many parts of the district, to restrict the size of front gardens to a short buffer, allowing for more generous provision of fully private space to the rear of dwellings. Local precedent will often give an indication of what solution would be suited to a particular site.

- 5.51 Privacy can be achieved either by remoteness or by design; that is, either by setting dwellings within generous, well-landscaped plots, or by the use of projecting wings, high boundary walls and the careful positioning of main, habitable rooms. The layout of houses and gardens should help to ensure private space is respected.
- 5.52 Where a development faces or backs onto existing residences, in order to respect privacy within rooms a minimum distance of 21 metres between dwellings should usually be allowed between primary facing windows (and 14 metres between a gable end and primary window). However, if a site is an infill, and there is a clear building line that the infill should respect, these distances need not strictly apply, (see figure xx)
- 5.53 While it is important to protect the privacy of existing and future residents, the creation of varied development, including mews style streets, or areas where greater enclosure is desired, may require variations in the application of minimum distances. Figures x and xx show separation distances in some of residential environments within Carlisle.
- 5.54 Nominally detached dwellings, typical of late twentieth century developments, are often poor in townscape terms and it is preferable to avoid extensive use of such layout, and instead to terrace dwellings or to provide more meaningful distances between dwellings.
- 5.56 Where appropriate, garaging may be located between dwellings to increase privacy. Where this is attached to the dwelling, consideration should be given to the likely demand of future occupiers to build at first floor level above a garage, potentially generating an accidental and undesirable 'terracing effect'.

Conversions

- 5.57 New housing development need not always be new build. Conversion of buildings used for other purposes may contribute to the housing stock. In existing residential areas former industrial or commercial buildings may be suitable for adaptation provided adequate measures can be undertaken to provide a reasonable quality of accommodation. Reusing old buildings, where possible, will help to save on embodied energy and help keep the character of an area.
- 5.58 Policies in the adopted Local Plan will provide guidance to whether such a use is acceptable.

- 5.59 In rural areas former agricultural buildings are often considered for residential use. Alternative uses for barns should consider industrial and commercial uses in the first instance. These uses include:
- non-agricultural industrial use (e.g. workshop, employment or storage units);
 - community use;
 - office use;
 - holiday accommodation;
 - recreational and/or educational uses;
 - housing.
- 5.60 Conversion to residential use is usually considered to be the most damaging in terms of its impact on historic features (such as spaces and finishes), and the setting and legibility of buildings.
- 5.61 When considering residential use the conversion of a building should be able to be accommodated without substantial alteration or extension to the original building.
- 5.62 Any conversion should respect the form of the original building reusing openings for windows or doors. Roof lights may be used to avoid the need for excessive window openings, however excessive use of roof lights will not be acceptable. The use of dormer windows, if alien to the building, should also be avoided in conversions.
- 5.63 Converting a building to residential use must respect the purpose and design of the original building. Permitted development rights may be removed in order to restrict the addition of ancillary buildings and other inappropriate residential structures.

Extensions

- 5.64 Many people choose to adapt their existing homes to cater for changes in lifestyle rather than move house. This can mean conversion of attic space or the building of an extension. Converting attic space affects the design of the building by the introduction of roof lights or dormer windows. Modifications such as these should be designed to minimise the visual intrusion on the main façades of the building. Figures x and xx show an example of acceptable and unacceptable methods of achieving this.

- 5.65 Extensions add on one or two rooms often as additional bedrooms or study during changes in the demands of the occupants. Adding extensions will alter the original design of the building, changing the balance and proportion of existing features. In order to ensure good design, extensions should respect the original design and not seek to dominate the building. They should also use matching or complementary materials e.g. brick or stonework, bonding patterns, roof covering as appropriate.
- 5.66 Extensions can add interest to otherwise bland elevations and could be designed to complement the existing architecture without copying the existing. As extensions are usually smaller than the original dwelling the design should not become the dominant feature.
- 5.67 The cumulative impact of extensions will be taken into account when extensions are considered. The impact on the original street scene may be considered too great if the extension would create an unwelcome precedent. An example may be where a row of semi-detached houses separated by garages has extensions built over the garages. This would change a row of semi-detached houses to the appearance of a large terrace, adversely altering the original design.
- 5.68 In order to respect the original design, buildings that are converted to residential use may be prevented from having extensions built onto them.

6.0 Sustainable Design

“In 1987 the ‘Brundtland Report’ defined sustainable development as ‘development which meets the needs of the present without compromising the ability of future generations to meet their own needs’. This means that the consequences and impacts of using materials must be considered from the point at which they are mined or harvested in their raw state, through manufacture and processing, through use, reuse and recycling, until their final disposal as waste with no further value”.

Brundtland G H. Our Common Future: The UN World Commission on Environment and Development. United Nations. 1987. in ‘Code for Sustainable Homes’ Department for Communities and Local Government, February 2008.

The Code for Sustainable Homes

- 6.1 The Code for Sustainable Homes was introduced in England in April 2007. The Code is a voluntary standard designed to improve the overall sustainability of new homes by setting a single framework within which the home building industry can

design and construct homes to higher environmental standards. The Code is closely linked to Building Regulations, which are the minimum building standards required by law. Minimum standards for Code compliance have been set above the requirements of Building Regulations.

6.2 The Code measures the sustainability of a home against nine design categories, rating the 'whole home' as a complete package. The categories are:

- Energy and CO2 Emissions
- Pollution
- Water
- Health and Well-being
- Materials
- Management
- Surface Water Run-off
- Ecology
- Waste

6.3 The Code's performance targets are more demanding than the minimum standard needed to satisfy Building Regulations or other legislation. They represent good or best practice, are technically feasible, and can be delivered by the building industry.

6.4 Pursuit of a Code 3 rating or above will be encouraged in all new residential developments. Further to this, in deciding whether housing development is granted planning permission for other than allocated sites, account will be taken of its location and whether there are adequate transport networks available that will allow for and enable walking, cycling and the use of public transport.

6.5 While the Code pertains to the performance of individual buildings, the relationship of a development to its immediate environment and to the wider townscape or built context is also of key importance. Additional sustainable design elements include:

- Building layout/orientation and siting to maximise passive solar gains, shelter and natural shade and ventilation;
- Retention of existing vegetation in landscaping and contribution to ecological corridors;
- Accessibility by foot or cycle;

- Flexibility in use of space for changes in occupants requirements (lifetime homes);
- Use of local sources of materials to reduce environmental impact of delivery;
- Use of long lasting, high performance, low maintenance materials where appropriate; and,
- Use of materials that are reusable, recyclable.

6.6 Energy use in buildings accounts for nearly 50% of UK carbon emissions. There is a duty on Local Authorities to secure a significant improvement in domestic energy efficiency across all housing tenures. Energy efficiency in terms of building design concerns the fabric of the building and appliances in the building. It also concerns the practice of constructing and arranging buildings to minimise the use of resources including obtaining the maximum benefit from solar gain and building to control heat loss.

6.7 Small scale, on site, renewable energy generation is encouraged and are now classified as permitted development in some instances. Figure xx illustrates the 'Bedzed' 'Zero-Emission' development at Beddington, Surrey. Here electricity is generated on site by photovoltaic panels. Extensive glazing allows free 'passive solar heating'.

6.8 Development must both mitigate the effects and adapt to the predicted consequences of climate change. It must take account of aspects such as building location in relation to flood plains, potential disruption from more frequent extreme weather events, and seek to follow the Energy Hierarchy (LGA, 1999), which is to reduce the need for energy, use energy more efficiently, supply energy from renewable sources and any continuing use of fossil fuels to use clean technologies and to be efficient e.g. using Combined Heat and Power (CHP).

Water Efficiency

6.9 Water is at the heart of our ecology. Wasting it and polluting it should be avoided. We can address this through building design, and in how we develop sites. Design should promote water efficiency within buildings, and water conservation within the built environment. Capture of rainwater for reuse within the home or garden, grey water recycling and the use of SUDS to dispose of excess water are all established technologies that can be appropriate to many developments.

Waste Management

- 6.10 Construction waste, directly and indirectly contributes to more than a third of the country's solid waste. Recycling construction waste and reusing existing buildings can address this. Household waste management in terms of building design concerns the provision of adequate waste disposal/recycling facilities including the provision of space within each dwelling for recycling bins and composting facilities.
- 6.11 Developers are encouraged to speak to the Council's Waste Services early on in the design process to see what space requirements will be and to integrate such spaces into a development.

Biodiversity and Geological Conservation

- 6.12 Design should protect and enhance green infrastructure allowing nature to permeate the built environment. For example green roofs can enhance green infrastructure as shown in Figures x and xx. Access to sensitive environmental and geological areas needs to be managed through design. Design should be sensitive to geological and/or geomorphological importance. Higher levels of biodiversity can improve ecological services by acting as carbon sinks and air conditioners and controllers of pollutants, microclimate and flooding.

Checklist:

- ❑ Use previously developed sites for housing which are well related to local facilities and the existing and proposed transport network.
- ❑ Rejuvenate old buildings where possible, to save on embodied energy and help keep the character of an area.
- ❑ Minimise use of energy, both mechanical and electrical, as well as carbon dioxide emissions, throughout life of the building through design, orientation and a high degree of insulation and airtightness.
- ❑ Consider solar panels for hot water, wind generators and photo-voltaic cells for electricity.
- ❑ Choose energy sources that make the most efficient use of resources. For larger schemes consider combined heat and power. In the conventional situation gas heating tends to be more efficient than electrical.
- ❑ Use materials from sustainable sources and minimise negative impacts on the environment. For example timber from renewable sources, reused, recycled and recyclable materials, low embodied energy in construction processes, CFC-free. Particularly avoid those materials that have a manufacturing process that is especially polluting such as PVCu. Use local materials/suppliers.
- ❑ Optimise daylight and solar gain by carefully orientation, use of appropriate built forms and layout.
- ❑ Ensure developments are adaptable to changing needs of occupiers (people have children, age and can become disabled) and, where appropriate, to other uses. Houses should be built of enduring, robust materials and servicing systems to provide long, sustainable lifecycle. Provide 'long-life/loose-fit' homes.
- ❑ Design homes to allow home working, allowing for appropriate space and IT links, to reduce commuting.
- ❑ Maximise the use of compact built forms, such as terraced houses and flats, as they reduce heat loss, land take and use of materials.

- ❑ Minimise water consumption by using water efficient systems, recycling and where practical, utilising collected rainwater. Use sustainable drainage systems. Minimise discharge from the site by recycling 'grey-water' where possible, and consider composting toilets.
- ❑ Incorporate sustainable waste schemes to minimise waste from a development, both during and post construction.

Glossary

Accessibility The ease with which a building, place or facility can be reached by people and/or goods and services.

Adaptability The capacity of a building or space to respond to changing social, technological, economic and market conditions.

Biodiversity The variety of life in all its forms.

Block The area bounded by a set of streets and undivided by any other significant streets.

Brief Site-specific briefs are also called a variety of other names, including design briefs, planning briefs and development frameworks.

Building line The line formed by the frontages of buildings along a street.

Built environment The entire ensemble of buildings, neighbourhoods and cities with their infrastructure.

Built form Buildings and structures.

Built The combined effect of the arrangement, volume and shape of a building or group of buildings. Also called massing.

CABE Commission for Architecture and the Built Environment.

Carbon sinks Areas that absorb and hold on to carbon dioxide. For example, trees have a significant capacity to absorb carbon dioxide.

Conservation area One designated by a local authority under the Town and Country Planning (Listed Buildings and Conservation Areas) Act 1990 as possessing special architectural or historical interest. The council will seek to preserve or enhance the character and appearance of such areas.

Context The setting of a site or area.

Defensible space Public and semi-public space that is 'defensible' in the sense that it is surveyed, demarcated or maintained by somebody.

Density The mass or floorspace of a building or buildings in relation to an area of land.

Design champion A person responsible for ensuring that a particular organisation - a local authority, regional development agency, health authority or government department, for example - promotes high standards of design throughout its work.

Design guidance Documents providing guidance on how development can be carried out in accordance with the planning and design policies of a local authority or other organisation.

Design guide Design guidance on a specific topic such as shop fronts or house extensions, or relating to all kinds of development in a specific area.

Design policy Relates to the form and appearance of development, rather than the land use.

Design principle An expression of one of the basic design ideas at the heart of an urban design framework, design guide, development brief or design code. Each such planning tool should have its own set of design principles.

Design statement An applicant for planning permission can submit a planning application design statement with the application (or prior to making the application), setting out the design principles adopted in relation to the site and its wider context. Government advice encourages an applicant for planning permission to submit such a written statement to the local authority.

Design-led development (or regeneration) Development whose form is largely shaped by strong design ideas.

Desire line An imaginary line linking facilities or places, which people would find it convenient to travel between easily.

Development brief A document providing guidance on how a specific site of significant size or sensitivity should be developed in line with the relevant planning and design policies. It will usually contain some indicative, but flexible, vision of future development form.

Development control The process through which a local authority determines whether (and with what conditions) a proposal for development should be granted planning permission.

Development plan The development plan sets out the policies and proposals against which planning applications will be assessed. Its context is set by national and regional planning policy guidance.

Development Statutorily defined under the Town and Country Planning Act 1990 as 'the carrying out of building, engineering, mining or other operation in, on, over or under land, or the making of

any material change in the use of any building or other land'. Most forms of development require planning permission.

Elevation (i) An external face of a building. (ii) A diagrammatic drawing of this. (iii) The height of a site above sea level.

Enclosure The use of buildings to create a sense of defined space.

Energy efficiency The result of minimising the use of energy through the way in which buildings are constructed and arranged.

Eyes on the street People whose presence in adjacent buildings or on the street make it feel safer.

Facade The principal face of a building.

Fenestration The arrangement of windows on a facade.

Fine grain The quality of an area's layout of building blocks and plots having small and frequent subdivisions.

Form The layout (structure and urban grain), density, scale (height and massing), appearance (materials and details) and landscape of development.

Grain See urban grain.

Green infrastructure The network of open spaces, waterways, woodlands, green corridors, street trees, open countryside and coastal areas within and between our urban areas.

In-curtilage parking Parking within a building's site boundary, rather than on a public street or space.

Indicative sketch A drawing of building forms and spaces which is intended to guide whomever will later prepare the actual design.

Landmark A building or structure that stands out from the background buildings.

Landscape The appearance of land, including its shape, form, colours and elements, the way these (including those of streets) components combine in a way that is distinctive to particular localities, the way they are perceived, and an area's cultural and historical associations.

Layout The way buildings, routes and open spaces are placed in relation to each other.

Legibility The degree to which a place can be easily understood by its users and the clarity of the image it presents to the wider world.

Local distinctiveness The positive features of a place and its communities, contributing to its special character and sense of place.

Massing The combined effect of the arrangement, volume and shape of a building or group of buildings. This is also called bulk.

Microclimate The variations of climate within a given area, usually influenced by hills, hollows, structures or proximity to bodies of water. Can differ significantly from the general climate of a region.

Mixed uses A mix of complementary uses within a building, on a site or within a particular area.

Movement People and vehicles going to and passing through buildings, places and spaces.

Natural surveillance (or supervision) The discouragement to wrongdoing by the presence of passers-by or the ability of people to see out of windows. Also known as passive surveillance (or supervision).

Node A place where activity and routes are concentrated.

Permeability The degree to which a place has a variety of pleasant, convenient and safe routes through it.

Perspective A drawing showing the view from a particular point, as the human eye would see it.

PPG Planning Policy Guidance Note. A document embodying Government guidance on general and specific aspects of planning policy to be taken into account in formulating development plan policies and in making planning decisions.

PPS - Planning Policy Statement. A document setting out Government policy on a specific theme to be taken into account when formulating development plan policies and in making planning decisions. PPSs are replacing PPGs.

Public realm The parts of a village, town or city (whether publicly or privately owned) that are available, without charge, for everyone to use or see, including streets, squares and parks. Also called public domain.

Scale The size of a building in relation to its surroundings, or the size of parts of a building or its details, particularly in relation to the size of a person.

Section A drawing showing a slice through a building or site.

Settlement pattern The distinctive way that the roads, paths and buildings are laid out in a particular place.

Sight line The direct line from a viewer to an object.

Strategic view The line of sight from a particular point to an important landmark or skyline.

Street furniture Structures in and adjacent to the highway which contribute to the street scene, such as bus shelters, litter bins, seating, lighting and signs.

Topography A description or representation of artificial or natural features on or of the ground.

Urban design The art of making places. Urban design involves the design of buildings, groups of buildings, spaces and landscapes, in villages, towns and cities, and the establishment of frameworks and processes that facilitate successful development.

Urban design framework A document setting out how development plan policies should be implemented in a particular area where there is a need to control, guide and promote change. Such areas include transport interchanges and corridors, regeneration areas, town centres, urban edges, housing estates, conservation areas, villages, new settlements, urban areas of special landscape value, and suburban areas identified as being suitable for more intense development.

Urban grain The pattern of the arrangement and size of buildings and their plots in a settlement; and the degree to which an area's pattern of street blocks and street junctions is respectively small and frequent, or large and infrequent.

Vernacular The way in which ordinary buildings were built in a particular place before local styles, techniques and materials were superseded by imports.

(Glossary indebted to: **CABE** (2004) 'The Councillor's Guide to Urban Design')

DESIGNING OUT CRIME SPD

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Appendix 1 Useful Contacts

Appendix 2 Bibliography and Further Information

This SPD will replace the Supplementary Planning Guidance “Designing Out Crime in Residential Areas” adopted in 2000

1 Introduction

- 1.0 Crime, and the fear of crime, can have a significant and damaging impact on people's lives at all ages. Security and personal safety should be factors in daily living that can be taken for granted but increasingly are matters of public concern.
- 1.1 The City Council's Corporate Improvement Plan 2007/10 under its 'Cleaner, greener and safer' theme states that in a poll of local residents 61% of the sample said that levels of crime are important in determining the quality of life. The priority targets for action include crime reduction. 33% of Carlisle residents said in the December 2006 Cumbria Quality of Life Survey that they felt unsafe in their local area after dark, compared with 21% in Cumbria overall. Levels of crime were more important to younger rather than older people in the Survey. Carlisle and Eden Crime and Disorder Reduction Partnership provides the lead on crime reduction issues and encourages local responses.
- 1.2 This Supplementary Planning Document (SPD) has been prepared to set out the design principles that the Council as Local Planning Authority will wish to see demonstrated in developments for the prevention of crime. It seeks to improve the safety and security of developments and aims to strike a balance between the need to reduce crime and create a high standard of appearance in the design and layout of developments. It seeks to ensure that equal weighting is given to both the environmental and physical security of new developments by:
- Creating a safer, more secure environment
 - Making crime more difficult to commit
- 1.3 The guidance in the SPD will be used to assess and determine planning applications and should be taken on board in village plans and design statements.
- 1.4 Key objectives of this guidance are to:
- Provide planning guidance that encourages security issues to be considered at all stages of the development process from pre-application advice to full planning applications;
 - Establish a framework of principles for the external environment on design considerations for safety and security matters;
 - Encourage developers to adopt designs that take the security of people and property fully into account.

2.0 The Policy Background

National Policy Framework

- 2.1 **The Crime and Disorder Act** (1998) Section 17 placed a duty on all relevant authorities to consider the impact of their functions and decisions on crime and disorder in their local area. Section 17 of the Act (and DoE Circular 5/94) also states that 'there should be a balanced approach to design which attempts to reconcile the visual quality of a development with the need for crime prevention'. The joint Carlisle and Eden Crime and Disorder Reduction Partnership is responsible for developing a crime and disorder reduction strategy and an audit every three years. The purpose of the strategy is to work together to make Carlisle (and Eden) a safer place in which to live, work and visit.
- 2.2 The Government's **Crime Reduction Strategy** (1999) makes the point that making people feel safe is as important as improving education or reducing hospital waiting times; as this country should be at the bottom of the international league tables not at the top for recorded crimes.
- 2.3 The Government's **Sustainable Communities :Building for the Future** 2003 report and action programme stated that one of the key requirements of a sustainable community is a safe, quality, local environment. It urges crime prevention to be placed at the heart of the planning process.
- 2.4 The ODPM publication **Safer Places – The Planning System and Crime Prevention** (2004) draws attention to how the planning system can assist crime prevention. It sets out seven key principles to apply in designing new environments and includes evidence from good practice around the country. The guidance considers the attributes of safer places are:
- Access and movement: places with well-defined routes, spaces and entrances that provide for convenient movement without compromising security
 - Structure: places that are laid out so that different uses do not cause conflict and crime is discouraged
 - Surveillance: places where all publicly accessible spaces are overlooked
 - Ownership: places that promote a sense of respect, territorial responsibility and community
 - Physical protection: Places that include well-designed security features
 - Activity: Places where the level of human activity is appropriate to the location and creates a reduced risk of crime and a sense of safety at all times

- Management and maintenance: Places designed with management and maintenance in mind which discourage crime

- 2.5 The Department for Transport's **Manual for Streets**, 2007, comments that the layout of residential areas can have a significant impact on crime against property and against persons. It emphasises that the way in which permeability is provided is given careful consideration. High permeability is conducive to walking and cycling. It refers to the principles for achieving safer places listed in the publication 'Safer Places'.
- 2.6 **PPS1: Delivering Sustainable Development** sees one aspect of the role of planning in creating sustainable communities as the creation of communities that are safe and liveable. As part of this objective planning authorities are expected to assist communities to be healthy, safe and crime-free. Planning authorities are urged to encourage the creation of safe and accessible environments.
- 2.7 **Design – Better Places to Live**, the PPG3 Companion Guide, 2001 made the point that designing for natural surveillance in housing layouts is crucial to creating a feeling of safety.
- 2.8 **PPS3: Housing** re-iterates the need for environments to be designed with safety in mind including public areas with pedestrian areas.
- 2.9 **PPS6: Planning for Town Centres** states that it is essential that town centres provide high quality, safe environments if they are to improve their vitality and economic potential. Crime and anti-social behaviour are mentioned in the context of the night-time economy and the need for a local strategy to deal with any problems. Local authorities are urged to monitor the vitality and viability of town centres through indicators; the perception of safety and occurrence of crime is suggested as one key performance indicator.

Development Plan Policy Framework

- 2.12 Regional Spatial Strategy : The North West Plan promotes design quality and respect for physical and natural settings.

Cumbria and Lake District Joint Structure Plan 2001-2016

- 2.13 *Policy ST3, the principles for all new development, lists 12 requirements, one of which is the promotion of a safe and secure environment that designs out crime. Public places and access points should be highly visible. (To be superseded by RSS)*

Cumbria Local Transport Plan 2 2005/06 – 2011/12

- 2.14 One of the core objectives of the Cumbria Transport Strategy developed by Cumbria County Council is to improve community safety. It goes on to elaborate on this theme and states that transport improvements will be designed and implemented to reduce crime and disorder. Good visibility, illumination and integration are key principles that apply.

Carlisle District Local Plan 2001-2016 *Revised Redeposit Draft (to update for adoption reference)*

- 2.15 Policy CP16, Planning Out Crime, lists six criteria which should be applied to all new developments so that they contribute to creating safe, secure environments:-
- Security measures should be an integral part of the design;
 - The layout should maximise natural surveillance and create a sense of neighbourhood with the intention of deterring criminal and anti-social activity;
 - Public and private spaces should have clearly defined boundaries;
 - Footpaths and cycleways should be designed to maximise their use;
 - Landscaping should be designed to ensure they do not create secluded areas or opportunities for climbing or reduce natural surveillance;
 - Lighting should deter criminal and antisocial activity; consideration should be given to CCTV.
- 2.16 The planning system encourages the careful design of buildings and places to create safer, securer and more pleasant environments. The overall objective of designing for crime prevention is to deter criminal and anti-social behaviour by reducing the availability of opportunities for committing crime through the safer, more creative design of buildings, streets and spaces.
- 2.17 *Designing Out Crime* only deals with environmental factors. Initiatives to address the social and economic causes of crime are outside the remit of this SPD.

2.18 Major¹ planning applications or for any others where crime prevention and community safety measures are important, are required to be accompanied by a Secured by Design Statement. This statement must include details of:

- Public and private spaces;
- Road layout and footpaths;
- Landscaping;
- Secure lighting (if applicable) and
- Measures for physical security (such as doors and windows).

¹ A major application is for 10 or more residential units; for a site area of 0.5 hectare or greater or for a change of use of 1000 square metres non-residential floor area

3.0 The Background Problem

- 3.1 Carlisle has the highest number of recorded anti-social behaviour offences in Cumbria. The Castle ward which includes the City Centre has the highest count of crime in Cumbria. Other wards recording high levels of crime are: Currock, Botcherby, Upperby, Denton Holme and St Aidans.
- 3.2 Key issues recorded in the crime statistics include anti-social behaviour embracing vandalism, damage to property and graffiti on buildings and street furniture. Fly-tipping and the prevalence of litter and waste may create a poor environment and lead to low morale.
- 3.3 The main objective of Designing Out Crime is to deter criminal and anti-social behaviour by reducing the availability of opportunities to commit crime. The availability of opportunities is influenced by design measures. Through changes to the urban environment designers can influence the attitudes and behaviour of those who may be inclined to commit crimes or those associated with crime.

Key Aspects of the Environment which may Influence Crime

- 3.4 Lack of apparent ownership
Where space is not private, with defined boundaries, but more open and accessible, ownership of land may be unclear. Anonymity increases and offenders may go unchallenged. Landowners' influence reduces and may be minimal in public spaces.
- 3.5 Lack of surveillance
Anonymous spaces may be poorly overlooked by buildings particularly at the rears where access may be provided for servicing. Pathways may be indirect and secluded. Lighting may be absent or poor.
- 3.6 Poor management of public areas
Lack of cleanliness, the presence of litter and graffiti and the presence of disrepair may create a feeling of abandonment and alienation. These indicators suggest a lack of control, which may be both in the private and public realm. As communities become mixed and larger some groups may become isolated; community coherence declines. The ability to self-police decreases.

4.0 Urban Design Principles

- 4.1 Good urban design is the art of making successful places. It involves the design of buildings, groups of buildings, spaces and landscapes in villages, towns and cities. Design decisions by numerous groups and individuals can contribute, for good or ill towards the design of a place and to whether that place is successful or otherwise.

Character

- 4.1 Development should not be simply 'dropped in' and should have been conceived with full regard to its context. It's design should respect the special characteristics of the place, whether it is the period and style of the buildings, the scale of existing development, or its natural features such as trees, topography and landscape. All these factors create a 'sense of place', adding to the variety and interest of individual places. People can then identify with their surroundings or locality, creating a feeling of ownership and belonging which can promote more responsible behaviour.

Townscape

- 4.2 Townscape is created by the relationships between buildings and spaces, both public and private. It creates enclosure to streets and open spaces to create continuity between built forms and frontages. The best townscapes provide variety, interest, surprise and beauty in the way in which buildings are located and respond to each other. Areas which lack distinctive townscape and building quality are often more difficult to understand, less interesting and less distinctive. Dysfunctional townscapes can be bleak or alienating to users. This in turn is likely to make places less well cared for, and may help to set in train the process which lead to unpleasant environments, anti-social behaviour, crime and perceptions of crime.
- 4.3 Townscape, and the individual developments which make up a townscape, should be conceived with regard to the way they define and enclose space. Buildings should provide activity and 'eyes on the street' on public frontages. Non-public parts of a building should be 'locked in' against other buildings, providing mutual security and strongly defining public and private space.

The Public Realm

- 4.4 The public realm is a term for the places, streets and spaces, to which the public has unrestricted access. Effective, attractive and safe parts of the public realm are usually those which are well-cared for, well-used and well-overlooked by buildings.
- 4.5 Buildings should front onto areas of open space with clear over looking by main windows. In residential areas this tends to discourage anti-social activity in public open space, while allowing legitimate users of the space, such as small children, to play in safety. Roads and footpaths should be similarly overlooked, with main entrances and primary windows visible from the street. Footpaths in built up areas should provide a clear line-of-sight along the path, avoiding chicanes or areas where persons can hide unobserved.
- 4.6 Public open space should make a positive contribution to people's quality of life. Poorly thought out developments, with open space hidden to the rear of houses, un-overlooked streets or footpaths which people are afraid to use both promotes crime, wastes the opportunity that positive space provides, and creates poor environments in which to live.
- 4.7 The Council has a separate SPD on Urban Design and the Public Realm Framework.

Movement and legibility

- 4.8 Places that are easy to move around and through are often better places in which to live. A choice of transport methods should be enabled, including direct, safe and attractive pedestrian and cycle routes. Perimeter block forms of development are often useful to enable this. Developers should avoid creating tortuous routes, dead ends and numerous cul-de-sacs that generally create a poor and impermeable pedestrian environment. In permeable layouts there will be a choice of direct and well connected streets which encourage movement through an area. A connected network of streets will help to promote walking and cycling. This in turn generates levels of street activity which can reduce the opportunity for criminals to act unobserved or unhindered.
- 4.9 Legible places are those which can be understood by both local people and visitors. They are recognisable and distinctive enabling quick orientation. Where footpaths are required they should be direct and avoid potential hiding places. They should be overlooked by surrounding buildings and activities

5.0 The General Principles of Designing Out Crime – Safer Places

“In the UK, violence, burglary and fear of crime remain significant problems. Aspects of the designed environment that constitute the modern urban experience – such as street layout, design of public amenities, building architecture, street furniture, CCTV, cars, motorbikes, bicycles – all impact on crime and the fear of crime. Consequently, designers of the urban environment must take some responsibility for preventing crime and can play a significant role in the creation of attractive, secure and sustainable environments.” CEN, 2003

Neighbourhoods

- 5.1 Places that promote a sense of ownership, respect, territorial responsibility and community will make an important contribution to crime prevention. Neighbourhood forums, neighbourhood watch schemes and community groups play a part in social identity and cohesiveness through discussion and communication opportunities. PPS3 Housing encourages a diverse mix of housing that is attractive to a broader range of households. The Companion Guide to PPG3, *Better Places to Live*, argues that mixed neighbourhoods of people of different ages and economic status and with different lifestyles and levels of mobility can lead to a better balance of demand for community services and facilities and can enable community self-help. It can assist community surveillance with people coming and going throughout the day. This action will help towards making potential offenders feel conspicuous and will create a feeling of responsibility for property and space. The same objective, the creation of sustainable, mixed, inclusive communities, is taken up in PPS3.

The relationship between public and private space

- 5.2 It is important for ownership that the role of each space is clear and that boundaries between different types of space are clearly defined. Spaces should be used efficiently and gap sites avoided as these could become sources of public nuisances. ‘Dead’ frontages that have blank facades or high walls should be avoided as these decrease the opportunities for surveillance of public space. Entrances and exits should be well defined, with good lighting.

An inclusive public realm

- 5.3 Designs should accommodate all users and be accessible to all. The best public realm spaces cater for exercise, relaxation and play safely, and also provide an area with a sense of local identity. Good maintenance of the public realm engenders respect and identity with spaces. Use of spaces is discouraged when graffiti and vandalism are apparent; these elements signal neglect and a lack of control.

6.0 The Principles Applied

Safer city, town and village centres

- 6.1 Activity introduces a measure of surveillance. Centres without residents or an evening economy when workers have departed and shops are shut become quiet as people have little reason to visit. Vandalism, disorder and burglaries have greater opportunity to occur with fewer people on the street on foot. Encouraging mixed uses can help to increase the presence of people in the streets over longer periods. Providing living accommodation over retail premises can also contribute to surveillance of the street scene and to the security of buildings.

Key Principle 1

Provide a range of functions and mix of uses in the centres of settlements, catering for people with different interests, ages, gender, family sizes and mobility with living accommodation on first and higher floors to enhance surveillance and security.

'Hot Spots'

- 6.2 City and town centres can provide a concentration of leisure and entertainment facilities such as pubs, clubs, restaurants and theatres which increase activity on streets particularly in the evenings. However, these premises can attract gatherings of people late into the night and this may lead to a rise in antisocial behaviour.

Key Principle 2

Position entrances to buildings to ensure surveillance from neighbouring buildings and from active streets.

Key Principle 3

Install CCTV where large groups congregate and where a need is demonstrated.

Key Principle 4

Ensure effective lighting at a human scale including to entrances and restricted or enclosed pedestrian routes.

Key Principle 5

Position bus stops and taxi ranks in close proximity to the core or entrance to centres, ensuring a clear view of retail /entertainment frontages and main entrances to buildings in wider public use.

Shop Fronts

- 6.3 Shop fronts need to provide windows of colour and interest to pedestrians to encourage movement and business. Full window shopping views should be maintained wherever possible, enabling surveillance by passers-by. Whilst shops require effective security systems these should not result in monotonous, unattractive frontages with shutters which introduce blank facades.

Key Principle 6

Ensure that the depth of recesses at frontage shop doorways do not create potential hiding places.

Key Principle 7

All shutters should be as transparent as possible with open mesh grilles or holes or slots in slats. Efforts should be made to introduce vertical elements to the design.

Key Principle 8

Consider the provision of architectural ironwork to add security in areas of historic importance and where design distinction would be appropriate.

Bank and Building Society Cash Machines

- 6.4 Cash machines and customers at machines may be targets of crimes. Design and security measures can reduce opportunities for crime.

Key Principle 9

Cash machines should be sited on well used routes where there is good natural surveillance and lighting.

Lighting

- 6.5 Lighting makes an important contribution to the creation of a safer environment by enhancing surveillance at night and is a proven deterrent against crime. Careful consideration should be given to the location, type and intensity of lighting. Poorly designed lighting can cause glare and dazzle. Lighting needs to be sympathetic to the environment and fit for the purpose. The aim should be to create an even distribution of light which is of adequate intensity for its purpose. The style and colour of light fittings should be appropriate to the local context.
- 6.6 Security lighting may be appropriate for accessible areas around buildings such as alleyways and yards. Energy efficient lighting should be considered as this gives long term savings and renewable sources used as power where suitable. White light, particularly metal halide and compact fluorescents, provides stronger illumination and clarity.
- 6.7 Lighting fixtures should be carefully located and secure. They should have regard to the need to minimise light pollution and should maintain and enhance the character and appearance of the local environment particularly within conservation areas and shopping centres. Light pollution should be avoided and glare minimised through the use of high quality reflectors to suit the local circumstances. Low level lighting should be vandal resistant and low maintenance. Developers should ensure that all exterior lighting meets but does not significantly exceed the relevant European and UK standards for both minimum and average illuminance. The minimum UK standards for exterior lighting are set out in BS EN13201 and BS 5489.

Lighting Footpaths /Footways and Cycleways

- 6.8 The provision of lighting along footpaths/footways and cycleways may be necessary where routes are well used. Lit routes will feel safer to users and encourage natural surveillance of uses alongside.

Key Principle 10

The heights of lighting columns on footpaths/footways and along cycleways should relate to human scale.

Key Principle 11

Landscaping and lighting should be considered together to ensure that tree growth does not obscure lighting and create dark patches.

Closed Circuit Television Systems (CCTV)

- 6.9 CCTV has a place in monitoring crime and disorder in busy areas where natural surveillance may be insufficient for the numbers of people and as a crime deterrent measure alongside other design and security measures. CCTV equipment should be visible but positioned sensitively so as not to affect visual amenity or the integrity of a building. Views from it and to it should not be obstructed. Dome-shaped cameras may be appropriate where the visual impact of cameras needs to be disguised or in a historic area.
- 6.10 PPG 15 Planning and the Historic Environment Annex C recommends that only less harmful and visually unobtrusive positions should be agreed for CCTV where it is necessary on listed buildings. Discrete positions on buildings are desirable for such apparatus as it is intended to monitor activity without being obtrusive.

Key Principle 12

The type of CCTV should be appropriate to the location and should be influenced by lighting design in the vicinity.

Public Transport Facilities

- 6.11 Crime and disorder should be considered when deciding on the location, provision and design of bus stops and shelters.

- 6.12 Well-designed bus and railway stations with effective management measures can reduce the incidence of crime and disorder. Management measures may include a strong maintenance regime, clear passenger signage and information and the evidence of security staff. Safe, visible and direct access routes to and from other forms of transport, employment areas and places of entertainment will assist in reducing crime and increase public safety.

Key Principle 13

Bus stops and shelters should be located so as to have good surveillance in active streets as well as from the highway. They should ideally be located in an area which is generally well lit.

Key Principle 14

Any stop or shelter should be made of vandal resistant materials and should preferably be transparent to give views into and out of the shelter.

Key Principle 15

Information and help points in stations should be highly visible and accessible to all passengers.

Key Principle 16

As far as possible transparent materials should be used, such as toughened glass, to maximise visibility and resist vandalism.

Parking

- 6.13 Residential car parking spaces should be located as close as possible to the dwellings to which they relate. Where dedicated garages are provided within the curtilage of a dwelling the garage entrance should be easily observed from the street and neighbouring dwellings. Locating garages forward of the building line can obscure views of both the entrance to the garage and the dwellings. Any communal car parking spaces should be provided in small groups, lit and distributed throughout a development. Security of spaces will be increased if parking areas are overlooked

by windows to give opportunities for natural surveillance. Also, narrowed, well-defined entrances suggest community ownership and control. Where car parking is contained within an internal courtyard it should preferably be controlled through an access gate.

- 6.14 Underground car parks should be designed to prevent unauthorised access into the car park by applying an access control system to all pedestrian and vehicular entrances. The parking layout should avoid blind spots, dead ends and recesses. Pedestrian entrances should be well signed and well lit.
- 6.15 Large parking areas for commercial premises should be subdivided to minimise their impact. Entry and exit points should lead directly to the street or main entrance of the building served by the car park. Paths and circulation routes should be direct, visually marked and well lit to increase ease of movement and safety. Any landscaping should be low so as not to obscure views or vehicles.
- 6.16 Bicycles and motorbikes are vulnerable to opportunistic and organised theft. Secure parking in public places such as transport interchanges, work places and shopping centres should have regular surveillance by passers by and from occupiers of adjacent buildings and adequate lighting.

Key Principle 17

Parking, whether for bikes, motorbikes or cars should be convenient to users and well lit.

Traffic Calming

- 6.17 The main purpose of traffic calming schemes is to improve traffic and pedestrian safety. Schemes can also have a positive effect in reducing crime. Measures incorporated can create a feeling of ownership by identifying territorial boundaries. For example, chicanes can section off different parts of streets. Planting boxes give further identity and division of a street.

Landscape Design

- 6.18 Varied, well maintained landscaping can strengthen local identity and contribute to a feeling of local pride. Overgrown and ill chosen shrubs in public places can compromise security and visibility by obscuring views and providing potential hiding

spaces. Such a scenario may increase opportunities for crime and anti-social behaviour, and increase feelings of vulnerability which will impact on the level of use of a route or public space.

- 6.19 Public open spaces need to be carefully located to serve a variety of user groups. They need to be sited where constant surveillance is possible from the front elevations of residential properties.
- 6.20 A regular maintenance regime of landscaped areas close to buildings, public routes and access points to public spaces is vital if safety and security is being considered. Poorly maintained environments demonstrate neglect and a lack of control. This can increase the fear of crime and act as a catalyst for anti-social behaviour. In urban areas trees and shrubs should, where feasible, have well defined edges, through the use of walls, kerbs and tree grilles.
- 6.21 The choice of trees and shrubs should respect the character and biodiversity of the local area, giving preference to native species. The choice should also take account of growth rates, heights and spread. Some plants are suitable for defensive planting to help reduce unlawful access and to keep out miscreants as well as unwanted animals such as foxes, cats and dogs along boundaries. Examples include:
- *Pyracantha* (Firethorn) This shrub has thorns, carries flowers in May to June, then berries in Autumn. It is suitable for wall training and will make a hedge of 2 to 4 metres tall.
 - *Crataegus monogyna* (Hawthorn) A shrub which has flowers in May, small thorns and berries in autumn. It is suitable as a hedge.
 - *Ulex europaeus* (Gorse) A spiny shrub bearing bright flowers all year round.
 - *Rosa rugosa* (Rose) Makes an excellent, informal but impenetrable hedge.
 - *Berberis* A shrub with very sharp, spine-like prickles which are barely visible .

- 6.22 The features of the public realm should be carefully selected and co-ordinated. Well-designed, distinctive street furniture and public art in streets and public spaces creates a distinctive environment and reinforces civic pride. This has an effect on public conduct and behaviour and is likely to lead to a safer environment.
- 6.23 Street furniture such as bins, seats and bus stops should be positioned so as to encourage their use and so that views of users are not obscured from the general flow of pedestrian movement.
- 6.24 The design of access routes to groups of buildings should create a sense of privacy and shared ownership through the use of symbolic thresholds which could include gates and entrance features to give community identity.

Key Principle 18

Boundaries between public and private space should be clearly demarcated.

Key Principle 19

The correct planting distances of shrubs should be used, taking into account growth rates, heights and spreads.

Key Principle 20

Planting in public and communal areas should be regularly maintained to ensure a height of 1 to 1.5 metres, so as not to provide cover for offenders or hinder surveillance.

Key Principle 21

Trees should be clear-stemmed and have no foliage below a height of two metres to give views below the canopy.

Key Principle 22

Trees should be positioned so as not to compromise boundary fencing by acting as a possible ladder onto walls and into properties.

Residential Areas

Natural Surveillance

- 6.25 The essential element of deterring crime is to make intruders feel conspicuous and under natural surveillance. By providing a mix of dwellings for different household types the opportunity for natural surveillance to be undertaken will increase as some households will have members around the home during the day. Ensuring that spaces around buildings, footpath routes, open spaces and parking areas are open to view from adjoining occupied properties and/or well-trafficked routes will assist in discouraging criminal activity by making potential offenders feel more vulnerable.

Structure

- 6.26 A clearly articulated, simple urban structure which has a framework of inter-connected routes which define blocks of housing, open spaces and other routes will create a sense of neighbourliness and mutual responsibility for property and space between. External spaces need clear definition so that ownership and control is obvious. Boundaries prevent crime by physically impeding access. Psychological boundaries such as symbolic gateposts, changes in road texture or colour, ornamental fencing and signage all help to defend territory and create a perception of risk to offenders. In general it is desirable to have the front of dwellings facing onto a road and houses grouped into clusters. The perimeter blocks need to have good natural surveillance of the street with windows and doors facing outwards.

Building Design

- 6.27 It is essential that residents are able to clearly see what is happening outside their homes, to ensure their own personal security and to provide casual surveillance to neighbouring properties. Dwelling orientation is a key feature in determining the amount of natural surveillance possible. Properties should be positioned to allow unobstructed views of neighbouring properties without conflicting with residents' needs for privacy.
- 6.28 Window design can have a bearing on surveillance; bay windows are useful in increasing the view of the surrounding area and can help to reinforce a sense of

presence. Small windows should be avoided at the front of ground floor dwellings as should frosted glass.

- 6.29 Each dwelling should ideally have its own entrance from the main street.

Access Routes for Pedestrian and Cyclists

- 6.30 Alleyways and subways are often narrow, anonymous and poorly overlooked. They may provide access routes for criminals. If there is a need for them, separate from roads, they should be wide enough for the purpose, well lit, direct to places where residents want to go and overlooked by dwellings. They should offer clear sightlines with the end of the path visible from the start. Landscaping should be set back by two metres and should preferably not exceed one metre in height when abutting pavements so as not to obstruct lighting or form hiding places.
- 6.31 Alley gates can improve security for buildings. Their provision can encourage ownership of rear alleyways which in turn can result in better maintenance of the alleyways. They should be designed for visibility through them and to make scaling them difficult.

Car Parking

- 6.32 Car parking areas should be overlooked from dwellings. Where communal parking areas are designed they should be overlooked, well lit and kept clear of high landscaping. The most secure form of parking is within an integral garage. Garages should be positioned at the side of dwellings and should not project in front of the building line as this would interfere with natural surveillance.

Key Principle 23

Dwellings should have at least one habitable room (not a bedroom) fronting the main street to enable residents to see visitors and tradesmen and to control access to their properties.

Key Principle 24

Entrances should be located so that they can be visually observed.

Key Principle 25

Blank facades should be designed out by ensuring corner sites maintain natural surveillance with corner windows.

Key Principle 26

Dwellings should be designed so that private gardens back onto each other and passageways between houses are eliminated as far as possible.

Key Principle 27

Footpaths should follow a direct route and be clear of hiding places.

Key Principle 28

Where alleyways exist consider introducing alley gates to improve security, with controlled access.

Key Principle 29

Where creating a subway is unavoidable:

- Ensure maximum visibility and surveillance from passing traffic;
- Ensure subways are short and as wide as possible;
- Ensure adequate lighting without shadowed areas.

Commercial Areas including Business Parks

- 6.33 Larger commercial or industrial developments are often situated away from residential areas where there are pedestrian movements at many times of day. The lack of natural surveillance and activity during nighttime and holidays makes them vulnerable to vandalism and theft. They should incorporate a staffed gatehouse on larger developments. Where this is not possible or considered necessary a physical or symbolic threshold should be incorporated to indicate the boundary between the public domain and the estate. All access routes should be overlooked to maximise natural surveillance. External storage areas should be designed to prevent unauthorised access and rear service areas should preferably be overlooked and have lockable gates to ensure security.
- 6.34 Wherever possible commercial areas should be designed as part of mixed use development to increase activity in the area at different times of the day and night.

A compatible land use such as a fitness centre could improve surveillance by introducing people when other uses nearby have closed.

- 6.35 Building entrances should face the street or main access route to give attached offices surveillance of new arrivals at the site. Parking should be overlooked and available close to the main entrance.
- 6.36 Lighting should be directed towards entrances, exits points and service yards. Communal areas that could be subject to congregation should be well lit. Large pools of darkness should be avoided.
- 6.37 Doors, windows, locks and gates should be obtained from an accredited *Secured by Design* licence holder.

Key Principle 30

Ensure plots have perimeter boundaries and only one entry point (front facing) to each.

Key Principle 31

Ensure clear, unobstructed views into each site particularly in relation to landscape maintenance and boundary treatment.

Key Principle 32

Provide secure holding areas for HGVs and use CCTV to enhance security in HGV parking areas.

Leisure Developments

- 6.38 In an urban setting open space should be overlooked from buildings or traffic routes. Buildings should preferably face onto these areas. There should be a buffer zone between the public space and adjacent dwellings.
- 6.39 The provision of recreational facilities and meeting places for local communities can help to reduce crime. For example, the provision of youth sports facilities and shelters in suitable locations can assist in the reduction of antisocial behaviour. These may include skate parks and basketball courts.
- 6.40 Young people need to socialise and become integrated into their communities. Youth shelters with open sides may be appropriate close to play equipment so that the opportunity is there to supervise a younger brother or sister. The size of any

shelter needs to be in proportion to its surroundings. The objective should be to achieve sufficient views out giving all-round visibility for the safety of users and to deter vandalism, without excessive annoyance to nearby properties. It should be sited close to an existing street light.

- 6.41 Play areas for young children should be designed with low, permeable boundary fencing and self-closing gates to contain users, to contain and exclude litter, to exclude motorbikes and to exclude dogs. Any seating areas should be clearly visible and conveniently located. Children's equipment should be robust, vandal resistant and appropriate for the intended age group. Play areas for young and very young children should be sited within the built community, to provide the opportunities for natural surveillance and supervision but not too close to cause noise disturbance.

Key Principle 33

Consult the local community and future users of the leisure facility at the design stage before the location is chosen.

7.0 Conclusion: Creating and Maintaining Safer Places

7.1 PPS1 Delivering Sustainable Development contains a policy objective to ensure that development contributes to the creation of safe communities and deliver safe places to live. Crime and anti-social behaviour are more likely to occur if the following seven attributes of sustainable communities are not respected:

- Structure – Places that are structured so that different uses do not cause conflict;
- Access and movement – Well-defined routes with spaces and entrances that provide for convenient movement without compromising security;
- Ownership – places which promote a sense of ownership, respect, territorial responsibility and community;
- Surveillance – places where all publicly accessible places are overlooked;
- Activity - places where the level of activity is appropriate to the location;
- Physical protection – places that include well-designed security features;
- Management and maintenance – places that are designed with management and maintenance in mind, to discourage crime now and in the future.

7.2 By referencing development to the above attributes and ensuring compliance, safer, more accessible environments and better places to live in will result where crime and disorder does not undermine the quality of life or community cohesion.

Appendix 1

Useful Contacts

The Carlisle and Eden Crime & Disorder Reduction Partnership offer a joint strategy to reduce crime and anti-social behaviour and the fear of crime and anti-social behaviour in both Districts.

Community Safety Development Officer
Carlisle and Eden CDRP
Carlisle City Council
Civic Centre
Carlisle
CA3 8QG
Email: CDRP@carlisle.gov.uk
Tel. 01228 817011
http://www.carlisle.gov.uk/community_and_living/safety/cdrp.aspx

The Police Service's Architectural Liaison Officers (ALOs) provide design and safety advice on new developments.

Andy Hunton
Crime Prevention/Architectural Liaison Officer
Cumbria Police
North Area Community Safety Unit
Citadel Buildings
English Street
Carlisle
CA3 8SQ
Tel. 01228 558251

Development Control Section, Planning Services,
Tel. 01228 817179
Email: dc@carlisle.gov.uk

Local Plans and Conservation Section, Planning Services,
Tel. 01228 817193

Email: ipc@carlisle.gov.uk

Building Control Section, Planning Services,

Tel. 01228 817184

Email: bc@carlisle.gov.uk

Appendix 2

Bibliography & Further Information

CCTV Codes of Practice and Procedures

www.crimereductions.gov.uk/dp98cop.doc

Carlisle City Council:

Community Plan 2007

Corporate Improvement Plan 2007-2010

www.carlisle.gov.uk

Department for Transport & Department for Communities and Local Government

Manual for Streets 2007

www.manualforstreets.org.uk

Designing Out Crime Association

www.doca.org.uk

Home Office 2004 Safer Places

Good practice guide for planners, architects and developers to make streets, homes, and parks safer places.

<http://www.crimereduction.homeoffice.gov.uk/activecommunities/activecommunities61.htm>

Design Against Crime: Secure Urban Environments 2003. A joint programme of the Universities of Salford and Sheffield Hallam

www.designagainstcrime.net/

Better Places to Live by Design: A Companion Guide to PPG 3 2001

<http://www.communities.gov.uk/publications/planningandbuilding/betterplaces>

Youth Shelters and Sports Systems - a Good Practice Guide

Booklet produced by Thames Valley Police which introduces a solution to the common problem of youths having nowhere to meet and socialise with their friends
<http://www.thamesvalley.police.uk/reduction/designoutcrime/shelters.htm>

Useful Websites

Home Office Crime Reduction Website providing information and resources for people to reduce crime in their local area
www.crimereduction.gov.uk

UK Police initiative supporting the principles of "**designing out crime**" by use of effective crime prevention and security standards for a range of applications.
www.securedbydesign.com

UK Government's online planning and building regulations resource for England and Wales.
www.planningportal.gov.uk

The UK Neighbourhood Watch Trusts primary purpose is to support and promote the neighbourhood watch movement by providing an effective and informative two-way communications channel through its website, neighbourhoodwatch.net.
www.neighbourhoodwatch.net

The Institution of Lighting Engineers (ILE) is the UK and Ireland's lighting association. The key purpose of the ILE is to promote excellence in all forms of lighting including security lighting.
www.ile.org.uk

Sustrans is the UK's leading sustainable transport charity with publications on planning Safe Routes to School.
www.sustrans.org.uk

Commission for Architecture and the Built Environment. A non government organisation championing high quality design in the built environment.
www.cabe.org.uk

Design guidance and details of firms with security products which are licensed by ACPO to use the Secured By Design logo.
www.securedbydesign.com

Safer Car Parking: Park Mark initiative, plus a search facility for finding Park Mark approved car parks.

www.securedcarparks.com

The Government Department responsible for planning policy and building regulations in England.

www.communities.gov.uk

Appendix C

PLANNING OBLIGATIONS SUPPLEMENTARY PLANNING DOCUMENT

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8. Highway Infrastructure Works
9. Community Facilities
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Appendix 1 – Planning Policies

1.0 Introduction

- 1.1 The Council has produced this draft SPD to receive views and comments from the public, developers, RSLs and others. The SPD has undergone a period of informal pre-consultation, starting initially with two workshops of the Infrastructure Overview and Scrutiny Committee in October and December 2006. This was followed by informal consultation with a wider audience in November and December last year.
- 1.2 This SPD has been prepared in accordance with PPS12 – Local Development Frameworks. It is identified in Carlisle's Local Development Scheme (LDS) March 2005, which sets out the programme for the preparation of local development documents over a three year period.
- 1.3 This SPD sets out the City Council's approach to the use of planning obligations, as provided for under section 106 of the Town and Country Planning Act 1990, (as amended by the Planning and Compensation Act 1991). It provides further guidance to implementing Policy IM1 in the Carlisle District Local Plan, and other policies in the Plan which make specific reference to planning obligations. Appendix 1 contains a list of all the relevant policies.
- 1.4 The advice within the SPD will guide all those involved in the submission and determination of planning applications where planning obligations will be required. The SPD also identifies the different types of obligations that may be required, and sets out formulae and thresholds where applicable.
- 1.5 SPDs form part of the planning framework for the area. The sections in the SPD will explain the steps you need to take if you are asked to enter into an obligation.
- 1.6 The SPD objectives are:
 - to provide developers with a transparent and predictable process for calculating planning obligation contributions;
 - to secure, for the community, the provision of necessary infrastructure, community infrastructure and affordable housing, or financial contributions towards these, by developers, in accordance with government guidance.

2.0 What is a planning obligation?

- 2.1 Planning obligations are a complex but important area of policy and practice. They are sometimes known as section 106 agreements, or unilateral undertakings. For the purpose of this SPD they will be referred to as planning obligations.
- 2.2 A planning obligation is a legal agreement between the planning authority and the applicant or developer, and any others who might have an interest in the land. A planning obligation can require a developer to carry out something, such as an archaeological excavation, or restrict what can be done with the land, such as restricting the occupancy of homes to certain groups of people.
- 2.3 Generally, only a small proportion of planning applications will require a planning obligation.
- 2.4 Government policy requires that planning obligations are only sought where they meet all of the following tests:

A planning obligation must be:

- relevant to planning;
 - necessary to make the proposed development acceptable in planning terms;
 - directly related to the proposed development;
 - fairly and reasonable related in scale and kind to the proposed development; and
 - reasonable in all other respects.
- 2.5 The use of planning obligations is governed by the fundamental principle that planning permission may not be bought or sold. It is therefore not legitimate for unacceptable development to be permitted because of benefits or inducements offered by a developer which are not necessary to make the development acceptable in planning terms.
- 2.6 Likewise, planning obligations should never be used purely as a means of securing a share in the profits of development for the local community.
- 2.7 Obligations are enforceable against the parties concerned and any subsequent owner of the site. They are also registered as local land charges. If you are asked to enter into a planning obligation, you will probably need to engage a solicitor to act on your behalf. The standard charge from the City Council for preparing a planning

obligation is £500. However, if an obligation is unduly complex the charge is likely to be based on an hourly rate for drawing up the legal document.

3.0 National and local policy background

- 3.1 The legislative structure for planning obligations is contained within Section 106 of the Town and Country Planning Act 1990, as amended by Section 12 of the 1991 Planning and Compensation Act.
- 3.2 Planning obligations are not specifically addressed in the Planning and Compulsory Purchase Act 2004, although Sections 46 and 47 of the Act give the Secretary of State power to make regulations to replace Section 106. However, these powers have not yet been implemented.
- 3.3 Circular 05/2005 provides detailed guidance on the use of planning obligations. The circular sets out the basis on which planning obligations should be assessed for their suitability in policy terms, and gives further guidance on the process of securing obligations.
- 3.4 PPS 1: Delivering Sustainable Development, requires local planning authorities to ensure that social inclusion, environmental protection and the prudent use of resources are at the forefront of policy making and implementation. One mechanism to deliver this can be through the use of planning obligations.
- 3.5 PPS3: Housing contains specific guidance regarding the use of planning obligations to deliver affordable housing.
- 3.6 The Regional Spatial Strategy for the North West of England (RSS) has Policy DP1 – Regional Development Principles which states that plans and strategies should contain policies which set out clearly the means, including planning obligations, by which any necessary mitigation, compensation or substitution is to be achieved.
- 3.7 Carlisle District Local Plan contains a number of policies which aim to improve the local environment of the district for both its residents and visitors. Planning obligations may be sought in order to ensure that any new development proposals are integrated into their surroundings, and also to reduce any negative impacts on local communities. General provision for planning obligations is made within Policy IM1, and other policies of the plan have specific references. Appendix 1 contains a list of all relevant policies.

4.0 Type of obligations

- 4.1 The following sections aim to provide an understanding of the range of different forms of planning obligation contribution likely to be required by the City Council for use in different circumstances.

4.2 Affordable Housing.

- 4.3 Policy H5 makes provision for affordable housing in the urban area (sites of 10 or more dwellings) and the rural area (sites over 0.1 ha or 3 units). Section 106 agreements will be used where they relate to present and future occupancy by eligible people.
- 4.4 Policy H6 makes provision for low cost affordable housing on land within or adjoining villages which would not normally be allocated or given permission for housing. In order to ensure that housing built on such sites remains available as low cost housing, all proposals must be supported by a Section 106 agreement.
- 4.5 The definition and types of affordable housing (as set out in Annex B of the Delivering Affordable Housing) are:
- ◆ Social rented housing
 - ◆ Intermediate housing (e.g. shared ownership, shared equity, discounted sale).
- 4.6 Low cost market housing no longer falls within the Government's definition of affordable housing for planning purposes, as it is market driven.
- 4.7 The provision of affordable housing is a requirement under Local Plan policies H5 Affordable Housing and H6 Rural Exceptions Sites, as well as the Housing Strategy for Carlisle 2005-10.
- 4.8 The justification for securing affordable housing through planning obligations is set out in Circular 05/2005 Planning Obligations (paragraphs B12 – B14), and PPS 3 which states that a community's need for affordable housing is a material planning consideration which should be taken into account in formulating development plan policies and in deciding planning applications involving housing.

- 4.9 Circular 05/2005 Planning Obligations states that obligations can be used to secure the inclusion of an element of affordable housing in a residential or mixed use development where there is a residential component. The presumption is that affordable housing will be provided on-site. However, there will be circumstances where on-site provision is not feasible, and therefore provision on another site, or a commuted sum will be required.
- 4.10 The percentage of affordable housing required in the urban area on all allocated housing sites and all other sites of 10 dwellings and over is set at 30%, a figure that is derived from the Council's Housing Strategy. The figure will be revised at the 5 yearly review of the Strategy.
- 4.11 The size of affordable units to be provided will be assessed by using the following:
- Housing Market Assessments (HMAs)
 - waiting list information of household types from Registered Social Landlords (may not be as reliable in future as landlords increasingly move to Choice Based Lettings systems);
 - stock profile of the area;
 - any identified housing need in the area (e.g. parish surveys, such as those undertaken by Cumbria Rural Housing Trust);
 - ward based income data.
- 4.12 The normal delivery mechanism will be by the developer, an RSL or a combination of both. The Section 106 agreement will specify the tenure, the delivery mechanism, the number and size of units to be built, and how the housing will be secured in perpetuity for successive occupiers.
- 4.13 There will very occasionally be circumstances where it is not feasible for the developer to provide the affordable units on site. In such a situation, the Section 106 agreement will require the payment of a commuted sum to enable an RSL to provide the units off site.
- 4.14 The provision of affordable housing through Section 106 agreements will be monitored by the Council, specifically the notice of sales release dates, the date of occupation, and any change in occupier – in the case of discounted sale properties, resales are managed through Housing Services' Low Cost Home Ownership Register. This will primarily be to ensure that the affordable housing remains affordable in perpetuity, and is targeted at those in need.

- 4.15 The planning system aims to develop stable and balanced communities where all sections of society feel included. Planning for affordable housing plays a central role in achieving this. The good design and siting of such housing within the rural area, and within residential and mixed use developments can help to create vibrant communities in which people will want to live and work.
- 4.16 RSS states that the affordability of housing is established by taking into account the ratio between income levels and house prices or rents. In the Carlisle rural area affordability is compounded by low wage levels – this situation is particularly acute in our rural areas, which is quantified by the high level of need identified in the two HMAs covering Carlisle Rural East & West. Policy L5 of RSS states that plans and strategies should set out a range of delivery mechanisms to secure the provision of affordable housing.
- 4.17 The Council gives very high priority to the provision of affordable housing. The Housing Market Assessment for Carlisle shows that there is a requirement in Carlisle rural East over the next five years for 530 affordable houses. The largest need is for three bedroomed family houses, followed by two bedroomed bungalows for older people, and then smaller two bedroomed houses. There is also a particular shortage of social rented housing, to a large extent exacerbated by high levels of Right to Buy sales over recent years.
- 4.18 Substantial levels of subsidy are required to enable the development of affordable housing. Traditionally this subsidy has come from the Housing Corporation grant awarded to Housing Associations. However, cuts in Corporation grant levels over the 2008-11 National Housing Programme are more severe in the North West than any other region making it more difficult for RSLs to “stack up” schemes, with the Government increasingly expecting RSLs to “sweat their assets”.
- 4.19 Within the urban area, until around five years ago, there was an adequate supply of affordable housing. However, since then property prices have risen sharply – outstripping earnings several fold, meaning affordability has now become a real issue.
- 4.20 House prices doubled between 2000 and 2005, with an increase of 54% across Carlisle district in the year to June 2004 – the second highest in the country (Housing Strategy for Carlisle 2005 – 2010). Indeed, figures recently provided by the Housing Corporation indicate that prices across the Carlisle district rose between 150 and 178% between 2001 and 2007. The low income economy of the District means that house prices are still rising faster than incomes. In addition, almost 1,000 properties were lost to Right to Buy sales between 2001 and 2006 (Carlisle City council & Carlisle Housing Association data). Carlisle, as a regional

centre, has also traditionally had to meet some of the affordable needs of the surrounding districts.

- 4.21 This SPD will establish how the Council can effectively use Section 106 agreements to secure a range of affordable housing throughout the district.
- 4.22 Government policy in relation to affordable housing is set out in PPS 3 Housing. This states that the Government is committed to providing high quality housing for people who are unable to access or afford market housing. In providing for such housing in rural communities, where opportunities for affordable housing are more limited, the aim should be to deliver high quality housing that contributes to the creation and maintenance of sustainable rural communities in market towns and villages. It also states that new housing should make efficient use of land. The PPS also makes provision for Councils to use Rural Exceptions Sites policies. Rural exception sites should only be used for affordable housing in perpetuity.
- 4.23 The North West Plan, (the submitted draft RSS for the North West of England) has Policy L5 which makes provision for affordable housing. It anticipates that the greatest need for affordable housing will be evident in North Cumbria, (together with other areas). It goes on to state that plans and strategies should set out a range of delivery mechanisms to secure the provision of affordable housing including the use of planning conditions and obligations.
- 4.24 Where land is used inefficiently to avoid having to provide affordable housing units, planning permission is likely to be refused.

Definitions and technical information.

- 4.25 Section 106 of the Town and Country Planning Act 1990 provides a mechanism to require developers to include provision for affordable housing. On all allocated housing sites across the district, and windfall sites over 10 dwellings in the urban area, developers will be required to make a contribution of 30% of units on site to be affordable. In the rural area contribution to affordable housing will be 25% of housing on large sites (over 0.8 ha or 25 dwellings), 20% of housing on medium sites (over 0.3 or 10 dwellings) and 10% of housing on small sites (over 0.1 ha or 3 units).
- 4.26 Occupancy of affordable housing provision will be restricted to the following groups, as set out in the *Housing Act*, 1985:
- local residents (including people born in the area);

- people employed locally, including those moving to the area to take up an employment opportunity; or
- people with local connections.
- people with a family connection

‘Local’ within the urban area of Carlisle is taken to be the whole of the urban area, and within the rural area is taken to be the parish in which the site is located. However, there will be instances where affordable housing schemes are built on the boundary between two parishes, or on the boundary of the urban area of Carlisle. In these cases the planning obligation will be worded flexibly to allow people from a wider area to be eligible.

4.27 Commuted sums: Policy H5 makes provision for the Council to consider off-site contributions or a financial contribution in lieu of on site provision in exceptional circumstances. Due to the particular dynamics of Carlisle’s housing market it is considered that there may be very rare occasions where commuted sums are a viable option. PPS3 Housing allows for financial contributions in lieu of on-site provisions where it can be robustly justified, although on-site provision would always be the strongly preferred option in most cases.

4.28 Tenure, (social rented housing): there is a high demand for social rented units, particularly for families. Due to the significantly increased expense to HAs in making rented schemes work, compared with intermediate housing, and the corresponding increases in discounts required from developers, the Council will agree to a proportionate reduction in the actual number of units provided by the developer on sites where the Council has requested rented units due to an identified need. This is provided that the overall financial contribution is commensurate with Housing Strategy targets – based on discounted sale – i.e. 30% units (at 30% discount).

Location of affordable units:

4.29 The Housing Strategy for Carlisle recognises the important role of housing in building sustainable communities. The Housing Corporation now only funds Section 106 sites which integrate different tenures in a single site design, following mixed community principles.(although the Housing Corporation won’t usually fund s106 schemes where there is already a developer contribution). The Council will expect affordable housing to be pepper-potted around each scheme along mixed sustainable community principles, to avoid social rented or low cost housing being stigmatised – as far as possible the aim is to develop “invisible tenure” housing schemes.

5.0 Local Needs Housing.

- 5.1 Policy H1 includes a hierarchy of settlements including the urban area, key service centres and local service centres which are suitable for differing degrees of residential development dependant upon the nature and scale of the settlement. The policy also includes a tier of settlements which fall below local service centres as they have an extremely limited range of services. However, they have been identified as being suitable for small scale infilling where it is required to meet a local need.
- 5.2 Applicants for dwellings in this lowest tier of settlements will be required to demonstrate evidence of local need to support their proposal. 'Local' is normally taken to include people with close family associations with the area, people who are employed or about to be employed in the area or who live in the locality.

Local Need:

These apply when employment, social and economic consequences lead people to choose or demonstrate a need to live or remain in a locality where accommodation is not available to them. Categories of need could include:

- Existing residents who need separate accommodation in the area e.g. newly married couples, people living in tied accommodation on retirement;
- People who need to live in proximity to the key local services they provide;
- People who have long standing links with the local community such as the elderly, who need to be close to relatives;
- People with the offer of a job in the locality.

- 5.3 As policy H01 is intended to direct new housing development to sustainable locations, it is considered that locally should be considered at the Parish level. Locally is defined as an identified need within a Parish. Where a Parish contains a Local Service Centre applicants should demonstrate why their need cannot be met within the Local Service Centre. This may be due to a lack of suitable housing within their budget being available.
- 5.4 Similarly the term 'long-standing' needs to be defined. Long standing is defined in the Collins English Dictionary as 'existing' or 'in effect for a long time'. It is therefore considered appropriate that people who currently live within the locality but are no

longer adequately housed are included as having long-standing links. For all other people it is suggested that long standing links be defined as having lived within the Parish for most of their life e.g. over half of their lifetime up until the time they left, or have lived in the Parish for a continuous period of approximately 10 years up until the time they left.

- 5.5 Existing residents requiring separate accommodation is linked with the definition of long standing links, this mainly concerns family members- in particular families with grown up children who require separate living accommodation due to, for example, constraints on living space such as couples wishing to start a family.
- 5.6 In order to restrict the future occupancy of dwellings which have been built to meet an identified local need, it is considered appropriate to condition the sale of the property to people who meet the criteria. Where there is no demand for the property, and it has been marketed for a minimum 12-month continuous period, then households in the surrounding parishes will be considered eligible.
- Existing residents who need separate accommodation in the locality;
 - People who need to live in proximity to the key local services they provide;
 - People who have long standing links with the local community such as the elderly, who need to be close to relatives;
 - People who have accepted a job offer in the locality.

6.0 Children's Play and Recreation Areas/Open Space.

- 6.1 One of the Council's corporate priorities is 'Making Carlisle a cleaner, greener and safer place to live and work'. Policy LC4 makes provision for outdoor playgrounds and informal play space on all new family housing developments of 40 or more dwellings. On smaller housing sites developers will be required to make commuted payments if there is a deficiency of play space in the locality.
- 6.2 Policy LC2 makes provision for the protection of Primary Leisure Areas and sets standards for recreational open space provision of a range of types of open space. Where a shortfall of provision exists per ward, new development may be required to contribute to an increase in provision, either on or off site.
- 6.3 In the past 15 years the Council has taken over responsibility for an increasing number of public open spaces and play areas as a result of section 106 agreements. Generally, on completion of a development, these assets are

transferred to the Council together with a commuted payment for 10 years' maintenance costs.

- 6.4 Where possible, the Council will seek provision of public open space as part of new family housing developments on site. However, there will be situations where this is not possible, and therefore contributions to off-site provision will be sought. These contributions will be used in the locality either to provide new facilities on existing Council owned open space, or to upgrade existing facilities.
- 6.5 Family housing can take different forms in different areas. Two storey housing with private gardens is not always feasible in an urban regeneration setting. At higher densities, garden space is often compromised and the provision of outdoor space becomes more important. One of the crucial features of a residential area for families with children is the accessibility and quality of public open space, within or next to the development. The Council considers that all dwellings with two or more bedrooms will be considered to be suitable for family housing. However, the site must be capable of providing a satisfactory environment for young children.
- 6.7 The Council considers that housing developments anywhere, and of any size, should make a contribution to provision and/or maintenance of public open space. Policy LC2 identifies a figure of 3.6ha/1000pop. As the current provision and the Council policy is to maintain that 'standard'.
- 6.8 Therefore, every house built in Carlisle potentially increases the population and should therefore also contribute to more (or better) open space.
- 6.9 The current provision equates to 36sq.m/person, of which 25sq.m. is amenity open space, 9sq.m. is sports pitches and 2sq.m. is formal play space.
- 6.10 We can cost the provision and maintenance of all these types of open space and can therefore estimate the cost per person of this provision. To calculate the cost of a new housing development we multiply by the total number of bedrooms on the plan, on the assumption that a 3-bed house accommodates 3 people, 4-bed = 4 people and so on.
- 6.11 Where on or off-site provision is required the following formula will be applied, based on the current provision of open space across the city:

Public open space: 3.6ha/1000pop. = 0.0036ha per person (36 sq. m)

Of which: Amenity open space 25 sq. m

Formal sports pitches	9 sq. m
Equipped play area	<u>2 sq. m</u>
TOTAL	36 sq. m

Standard costs to be used in calculating public open space contributions (based on 2007 prices, £ per square metre)

	Provision	Maintenance (p/a)
Amenity open space	2.50	0.46
Formal sports pitches	7.00	0.325
Equipped play area	200	4.60

(Costs will be adjusted annually using the Landscape Institute index)

For all public open space, equipped play areas and formal sports pitches forming part of any s106 agreement, a 10-year maintenance payment, payable upon adoption of the facility, will be required. The level of this payment will vary upon the nature of the facility, and it will include legitimate costs incurred in maintaining each site.

- 6.12 In the case of on-site provision the usual requirement will be for the developer to implement the scheme, which would then be transferred to the Council in an adoptable condition. Alternatively, the developer may prefer to make a financial contribution for the City Council to carry out the implementation. The arrangements will consist of three stages:
- Development is not to commence until the developer has submitted to, and received written approval of, a plan showing the layout of the recreational facility/open space, from the local planning authority.
 - The developer will implement the approved recreational facility/open space, and upon substantial completion will arrange a joint site inspection with the City Council's Green Spaces manager. Once the Green Spaces manager has confirmed that the scheme is acceptable a Certificate of Practical Completion will be issued and a 12 month maintenance period will commence.
 - At the end of the 12 month maintenance period a further joint site inspection will be undertaken. Subject to any defects being satisfactorily remedied a Certificate of Adoption will be issued. Upon the issue of this Certificate the recreational facility/open space will be transferred to the Council and a commuted maintenance payment will become payable. The commuted maintenance payment will cover a period of 10 years from the date of the Certificate of Adoption being issued. The commuted sum will be calculated according to the standard maintenance rates applicable on completion of the Planning Agreement. The commuted sum will include an inflationary index to cover the 10-year period of the agreement.

- 6.13 The Council will always negotiate, especially where we have existing facilities nearby. We would rather improve existing play areas up to a high standard, rather than put in more and more play areas that are sub standard and prone to vandalism and mis-use.
- 6.14 The payment of the commuted sum, the completion of the transfer and the adoption for maintenance by the City Council will take place simultaneously on a pre-agreed date, usually within 12 months of the completion of the facility.

7.0 Percent for Art

- 7.1 Policy LC15 makes provision for the Council to secure public works of art from certain development schemes. Contributions will be required from all developments that will have a significant visual impact, including housing developments of 20 or more dwellings, commercial developments of 1000 sq m or over, and development in a prominent location such as on a major transport route.
- 7.2 Public art is an important townscape asset that can enhance new development and the environment around it, has the potential for social interaction, and, depending on the size and scope of the project, benefit the tourism offer of the city.
- 7.3 The Arts Council of England initiated % for Art 20 years ago as a mechanism for integrating the work of artists in, on or around new developments.
- 7.4 The contribution will be based on 1% of construction costs. The planning obligations will cover such matters as design costs, artists fees, fabrications costs, installation and maintenance. The Council will encourage developers to involve artists early on in the design process. In certain circumstances, where artwork is to be integrated with the fabric of the building, or be part of the hard landscaping and is therefore included in the plans as part of the planning application, a planning obligation will not be required.
- 7.5 Where a new development will include a stand alone piece of public art that will be located within open space that will subsequently be adopted by the Council, a commuted sum equal to 15 years maintenance costs will be required. This will be included within the planning obligation for adoption and maintenance of the open space and any play or other equipment installed, rather than as a separate obligation for the art work.
- 7.6 Works of art, visible to the public, whether as part of a building or freestanding can include sculpture, art integral to the external fabric of a building, and elements of hard landscaping including artistic treatment of railings, gates or paving etc.

- 7.7 In certain locations, such as those within or close to the City Centre, the Council will seek % for art contributions from development schemes including residential development towards arts initiatives within the Urban Design and Public Realm Framework. This document is currently out to consultation, and addresses public art. The vision of the Public Art Strategy is to consider the public realm as a public gallery, displaying a variety of arts. Initially the aim is to commission iconic works of art. However, this would move on to more collaborative work between artists and the community, resulting in an arts and cultural legacy that would be part of a rolling programme of arts forming part of a street gallery that would also include cultural initiatives.
- 7.8 It is anticipated that a Street Gallery Steering Group would be set up, allied to Tullie House Arts Unit, and working alongside the City Council, Carlisle Renaissance, University of Cumbria and local and national artists. Developers entering into a Section 106 to provide % for art projects would be encouraged to liaise with this group as early as possible in the development process.

8.0 Highway Infrastructure Works:

- 8.1 Paragraph B15 of Circular 05/2005: Planning Obligations sets out the justification for seeking planning obligations to secure contributions for highways infrastructure, and public transport provision.
- 8.2 Many new developments have the potential to increase traffic volumes on the surrounding road network, and increase pressure on the demand for public transport. If this increase is likely to be significant, and affect the safety and flow of the traffic, improvement works or contributions will be required to mitigate such negative effects.
- 8.3 Planning obligations may be required to seek public transport infrastructure improvements which will be delivered in conjunction with public transport providers. Highways improvements will be required where they are essential for the operation of the development and the surrounding road network
- 8.4 Where several developments are proposed in close proximity to each other and the cumulative effect will result in the requirement for new infrastructure, the Council may pool contributions from each of the developments, in order to fund the necessary infrastructure on a shared basis.
- 8.5 A Transport Assessment should set out the extent of any improvements required to ensure the safe and efficient operation of the road network. Highway access improvements will normally be secured through a Section 278 agreements, whilst other road improvements on the wider road network will be secured by a planning obligation.
- 8.6 The type and level of contribution required for highway works will be a site by site basis, using the information in the Transport Assessment as a base. The full cost of mitigation will be met by the developer. In most circumstances the developer will carry out the work to a specification and timetable agreed by the Council. However, there will be circumstances where a financial contribution will be required by the Council, and the works will be carried out by an approved contractor. The contribution will be equivalent to the full costs of the works, including any scheme design fees.

- 8.7 Cumbria Local Transport Plan 2006-2011 sets out two key priorities for Carlisle. These are:
- addressing movement and transport issues that limit economic viability and growth in the City; and
 - improve accessibility in the rural parts of the district.
- 8.8 The LTP goes on to say that measures will also be implemented to assist public transport, cycling and walking in the City. The Local Transport Plan is to be delivered through Area Transport Plans. The work of Carlisle Renaissance through the Movement Strategy identified a number of priorities for movement within the City. Some of these are being delivered through the Local Transport Plan.
- 8.9 The cycle route network in Carlisle is discontinuous and not to a consistently high standard, as recognised in the Council's Cycle Development Action Plan. Nevertheless, Carlisle offers significant opportunities to increase levels of travel to work and leisure cycling. Where development is in close proximity to fragmented cycle routes, planning obligations will be sought to make connections to the route.
- 8.10 Further advice and information can be obtained from Cumbria County Council's Transport and Spatial Planning Team, Mark Goodwill, 01228 606734.

9.0 Community Facilities:

- 9.1 As set out in Circular 05/05, additional or expanded community infrastructure, which is necessary in planning terms, may be sought through a planning obligation. When assessing planning applications for new housing development, the accessibility of the proposed development to existing local community facilities will be a key consideration. This is endorsed by PPS 3 which seeks to achieve housing development in suitable locations which offer a good range of community facilities.
- 9.2 Local Planning Authorities have a key role in defining and communicating the spatial vision for their area, determining their strategy for delivering their vision, and joining up planning, housing and wider strategies.
- 9.3 Education provision is a major part of community infrastructure. Access to schools is seen as an important element in achieving sustainable communities. This SPD will therefore set out measures to ensure that housing developers contribute adequate levels of funding towards schools within the district, where new housing development gives rise to the need for increased investment in education.
- 9.4 Cumbria County Council is the Local Education Authority and has statutory responsibility for the provision of educational services. It has a duty to ensure that there are sufficient school places to meet the needs of the school age population.
- 9.5 The education agenda in Carlisle is currently entering a period of significant change. Morton school is to close in July and be replaced by an academy on the same site in September. Carlisle's first academy to replace St Aidan's and North Cumbria Technology College will also open in September. Academies are a national initiative to raise standards in deprived areas.
- 9.6 Whilst it is unlikely that development over the next 10 years will be sufficient in size both individually and cumulatively to justify extensions to existing schools, they have the potential to lead to increased demand for school places. This guidance will apply to all family housing developments of 10 or more units, if they will cause a demonstrable need for expansion of school resources. New family housing is the only type of development that could directly place a demand on educational facilities within an area.

What are the triggers for developer contribution towards education provision?

- If a proposed development will generate numbers of children that can not be accommodated within the existing capacity of both primary and secondary schools within reasonable distance of the development, developers will be expected to contribute towards the provision of educational facilities. In certain circumstances S106 contributions will be sought where increased pupil numbers would lead to the need to improve existing facilities, though not extend them.
- To assess the above in relation to any proposal for new housing development, the Council will need to establish the numbers of children likely to be generated by the new development. The 2001 census will provide the base information for this.

9.7 Census data provides district level information on the tenure of households. District level data on the numbers of dependent children and tenure and accommodation type will have to be obtained from ONS. Table UV56 from ONS based on Census 2001 data provides district level data on accommodation types. More detailed figures for pupil generation will be developed through negotiations with the LEA.

9.8 Information on the roll and capacity of both primary and secondary schools is available from Cumbria County Council. The Council will work with the LEA to set the levels of contribution, by estimating the number of pupils for primary, secondary and 6th form education that are likely to be generated from each additional house that is built as follows:

Primary school contribution £/place

Secondary school contribution £/place

6th form education £/place

9.9 This will be worked out by dividing the number of dependent children in a specific age group and tenure or accommodation type, by the total number of households of tenure or accommodation type.

9.10 The Council will work with the LEA to draw up a model agreement for S106 to ensure contributions towards school facilities.

- 9.11 The District has a thriving network of village halls and community centres. These facilities host a range of activities catering for all ages, and provide a number of services including being a base for libraries, education and information. They are an important hub at the centre of many communities, and encourage people to come together and take part in community activities.
- 9.12 However, many village halls and community centres are ageing buildings with outdated heating, access and other facilities. They are often increasingly costly to run, and are struggling to meet the requirements of the communities they serve. Many communities have come up with imaginative and innovative ways of improving their centres, undertaking major fundraising to install renewable energy systems, improved access, or updated internal facilities.
- 9.13 The Council considers that when a new development would lead to a significant increase in population within the catchment of a community centre or village hall, and that this would lead to additional pressures on that facility, a planning obligation will be sought to secure a commuted sum to contribute towards building or internal improvements to the facility. The process for calculating the level of contributions will be worked out during the consultation phase of this SPD.

10.0 Archaeology:

- 10.1 Local Plan Policy LE11 makes provision for the enhancement of major archaeological sites. Policy LE12 seeks to protect scheduled and nationally important ancient monuments. The Council will use planning obligations to promote and enhance major archaeological sites, and to ensure that archaeological evidence is recorded prior to excavation.
- 10.2 Carlisle is a city that is rich in archaeological remains. Such remains are finite, irreplaceable and often fragile, as well as being vulnerable to damage. Modern methods of construction can lead to the total or extensive removal or damage of sensitive archaeological deposits and features.
- 10.3 Policies LE6 to LE12 aim to ensure that important archaeological assets are not unnecessarily destroyed during development. The historic environment plays an important role in regeneration, and in attracting tourism to the area.
- 10.4 The Council will aim to ensure a close working relationship with archaeologists and conservation officers, and developers, to produce high quality outcomes to ensure proper evaluation and protection of archaeological assets.
- 10.5 The district contains a number of archaeological sites of major significance, providing a valuable record of important and well preserved archaeological information. It is therefore vital that the most important elements of Carlisle's archaeological heritage are preserved.
- 10.6 There are currently over 200 SAM in Carlisle. Under the Ancient Monuments and Archaeological Areas Act 1979, the SoS has a duty to maintain a Schedule of Ancient Monuments. Damage to a SAM is a criminal offence. All works to a SAM require Scheduled Monument consent. Development affecting the setting of a SAM may also require consent. Applications should be made to English Heritage at Manchester, to the Team Leader, Inspector of Ancient Monuments, 0161 242 1413.
- 10.7 Applicants on sites where there are archaeological remains, or where it is highly likely that remains are present, are encouraged to seek advice from Cumbria County Council's Historic Environment Officer, Jeremy Parsons, at County Hall, Kendal.

10.8 Where a Section 106 agreement is deemed necessary the County Council would assist in the drawing up of the document, and on larger sites it is likely that the phasing of excavations would be necessary. Under most circumstances the County Council would draw up a brief for the works, estimate the costs, and go out to tender to a specified list of agents. There is an option for the developer to handle the tender process themselves. However, where a developer has little in house archaeological expertise or contacts, they are advised to go through the County Council's advisory service in the first instance.

10.9 Section 106s relating to archaeology are likely to cover the following matters:

- identification of an archaeological plan;
- timescales of when the land will become available to the consultant archaeologists;
- access agreements;
- details of the nature of the excavation;
- insurance;
- safety;
- payment, including a mechanism to return the money should the development not proceed;
- named persons to receive the written report outlining the results of the excavation;

11.0 Crime and Disorder:

- 11.1 To maintain the safe environment of the city, the Council will seek contributions to improve CCTV surveillance where new development creates a need to improve community safety, or the security of the proposed development.
- 11.2 The ODPM guide Safer Places – The Planning System and Crime Prevention states that planning obligations are one of the tools that the planning system can use to deliver and influence crime prevention.
- 11.3 Local Plan Policy CP16 addresses the need for all new development to contribute to creating a safe and secure environment, and this advice should be read in conjunction with the policy and supporting text from the Local Plan. Further advice covering the whole range of design against crime measures is contained within the Council's SPD 'Design against crime', which is also currently out to consultation.
- 11.4 The Council encourages the promotion of safety and security initiatives through the good design and layout of new development. However, the type and location of some developments will require further specific crime prevention measures to be provided by the developer. This will be in response to either community safety concerns, or specific site security concerns.
- 11.5 Such safety and security issues can normally be addressed by the provision of stand alone CCTV systems, or CCTV cameras linked into an existing network. CCTV is one of the most effective measures in reducing the fear of crime. Developments installing such systems should aim for total site coverage. This is especially important on larger sites, where there should be no obscured pockets on the edge of car parks or behind buildings. A sufficient number of multi-directional cameras should be used to achieve continuous on-site tracking.
- 11.6 The Cumbria Police Architectural Liaison Officer is normally consulted on applications that raise safety and security concerns, and is able to give advice and assistance on the likely cost implications of installation, networking and maintenance of CCTV systems.

12.0 Promoting local labour in Section 106 agreements

- 12.1 Where planning permission is given for development which will generate a substantial number of new jobs, both in construction and operation, this could cause material harm to some existing employers, or lead to an unacceptable level of inward commuting, which would be unsustainable. Therefore the Council will seek to enter into an agreement with developers to secure a proportion of their workforce from unemployed local labour.
- 12.2 Shortage of labour creates problems for local businesses. There are obvious benefits to the district if there is a good supply of suitably qualified local labour. Local people who have jobs will have relatively short journeys to work, and probably greater opportunities to use public transport, thereby contributing to a more sustainable community, and in turn the local economy benefits. The government's sustainable development policy emphasises the need for high and stable levels of economic growth and employment, and sustainable communities.

Scope of Section 106 agreement

- 12.3 Some of the above issues can be met by negotiating with the developer to enter into a planning obligation. However, there will be certain constraints on such an agreement. The agreement must not lead to discrimination, quotas, unequal opportunities, breach of EU procurement rules, or departure from best value. In addition, problems of legal definition will need to be resolved, for example, boundaries, distances or modes of travel etc.
- 12.4 The actual terms of any section 106 agreement to promote the use of local labour will vary depending on the nature, location and requirements of the development. However, the payment of money is in many ways the most straightforward approach. For example, the money could be tied to:
- local education including vocational training and skills programmes;
 - the employment of more staff at a local college;
 - the extension of educational accommodation;
 - an information, advice and assistance scheme;
 - a recruitment bus;
 - a scheme for support to help new employees retain their employment;

- transport provision to and from work.

- 12.5 Most new employment development is likely to have very specific needs, so programmes tailored towards those needs will be encouraged. Where possible the planning obligation should involve a partnership approach, for example the developer and operator, local business link, local training and skills council, job centre and local authority. Additionally the developer or operator may be able to provide support services, e.g. staff and premises for training and IT services.
- 12.6 When drawing up the obligation, areas that will need special care could include, for example, the developer being obliged to recruit from a local training and skills centre whenever a suitable employee can be found, or recruiting a percentage target of the workforce from such a centre. The agreement could go further and oblige the developer to impose the same obligations on his subcontractors.
- 12.7 To implement this type of approach, it will be preferable to have a management plan, involving a partnership approach, so that the local authority can act as a facilitator, using links with other local agencies and bodies to promote local employment.
- 12.8 Cumbria Economic Plan (draft) identifies that across the county as a whole educational attainment to 16 is good, but there are weaknesses in higher skills and qualifications. Whilst it is true that a basic skills base is essential for the health of certain economic sectors, (eg food manufacturing), in order to support and attract higher added value industries with a sustainable future, the skills base of the Cumbrian workforce will require expansion in future years.
- 12.9 The plan goes on to recognise that ensuring that the workforce has the right skills and qualifications to meet the needs of existing and future business is fundamental in ensuring economic success. Two of the main strategic priorities are significant expansion in the range of higher education opportunities delivered by the University of Cumbria, and the development of a fully integrated skills strategy to ensure opportunities for progression for all sectors of the workforce.

12.10 Regional Spatial Strategy for the North West of England – the regional policy framework for economic development in the North West identifies that the region will require a range of sites at different levels to support growth potential. At the local level it is recognised that provision will be required for a wide range of sites for a variety of uses which will support the development of a diversified local economy, ensuring that there is access to a range of job opportunities for the local population.

12.11 Carlisle District Local Plan 2001 – 2016 – identifies the need to develop proposals which seek to regenerate the economic, social and environmental capital of the district. The Plan, under Policy DP2 Regeneration, and linked with the Carlisle Renaissance strategic objectives, identifies three central areas within the City for redevelopment. It is expected that the benefits from the redevelopment of these sites will be spread out district wide. The Plan goes on to state that proposals for regeneration involving the reuse of vacant, underused or derelict land will be judged on the contribution they make to a range of factors including:

- business development;
- community development;
- employment and lifelong learning;

Draft terms to be included in a section 106 agreement relating to recruitment and training of local labour:

- a local recruitment, training and retention management plan to be submitted to, and approved by, the Council prior to the development being implemented.
- the local recruitment, training and retention management plan to set out:
 - how the developer and their contractors will work directly with local employment and training agencies including Jobcentre Plus and the Learning and Skills Council, together with further and higher education colleges including the University of Cumbria;
 - targets for recruiting and retaining local labour;
 - targets for work experience opportunities;
 - the provision of training opportunities in respect of new jobs created by the development.

Appendix 1

List of policies relevant to this SPD (Please note that other policies will be relevant to development proposals)

Policy IM1 Planning Obligations

“The Council will consider the use of planning obligations (S106 Agreements) in order to provide for local or community needs relevant to the proposed development as set out in other policies of this Plan. Planning obligations will cover a number of issues such as affordable housing, recreational space, art, transport/traffic improvements, community facilities, archaeology, amenity space/landscaping, training and employment and crime and disorder measures. Separate guidance will be prepared to set out details of requirements”.

Policy H5 Affordable Housing

“The City Council will negotiate with developers for an element of affordable housing to be included in the majority of housing developments.

All allocated housing sites and windfall sites and windfall sites of 10 or more dwellings in the urban area will be expected to make a contribution of 30% of units on-site towards affordable housing. Only in exceptional circumstances will the Council consider off-site contributions or a financial contribution in lieu of on-site provision.

In the rural area the contribution to affordable housing will be:

1. 25% of housing on large sites (over 0.8ha or 25 dwellings)
2. 20% of housing on medium sites (over 0.3ha or 10 dwellings)
3. 10% of housing on small sites (over 0.1ha or 3 units)

The proportion of affordable housing sought will only be varied if this can be justified on a robust, evidence based assessment of the economic viability of the site.

Where intermediate affordable housing is to be provided at a discounted market value, a discount of 25-30% will be sought, and the discounted sale will be required in perpetuity”.

Policy H6 Rural Exception Sites

Proposals for residential development may be permitted in locations where such development would not usually be permitted, provided the following conditions are met:

1. the proposal is for low cost affordable housing to meet an identified need; and
2. the proposal is supported by a S106 agreement which will satisfy the requirement that once built the residential units are retained for the benefit of successive as well as initial occupiers; and
3. the proposal is well related to the settlement where the need has been identified and respects the local landscape character.

Policy LC4 Children's Play and Recreations Areas

"New family housing developments of 40 or more dwellings will be required to include, pro rata, the following standards of play space provision:

Outdoor playgrounds	150m ² per hectare
Informal playspace	270m ² per hectare

In addition to the above, on development sites of 5 hectares or over, 0.1 hectares of sports ground development per hectare will be required.

On smaller housing sites the developer will be required to make commuted payments towards the provision of play space in the locality if there is a deficiency of play space in the local area judged against the Audit of Open Space.

Children's play and recreation areas required by this policy will be dedicated to the City Council for maintenance purposes and a commuted payment equivalent to 10 Year's maintenance costs will be required".

Policy CP16 Planning Out Crime

"The design of all new development must contribute to creating a safe and secure environment, integrating measures for security and crime prevention and minimising the opportunity for crime.

The following points should be applied to all development proposals:

1. security measures should be an integral part of the design;
2. developments should be laid out and buildings positioned to maximise natural surveillance with the intention of creating a sense of neighbourhood and deterring criminal and anti-social activity;
3. public and private spaces should have clearly defined boundaries;

4. footpaths and cycleways should be designed to maximise their use and prevent opportunities for concealment, unauthorised access or provide a choice of escape routes;
5. landscaping schemes should be designed to ensure that they do not create secluded areas, opportunities for climbing or reduce natural surveillance;
6. lighting should deter criminal and antisocial activity whilst minimising light pollution. CCTV may be considered necessary in certain circumstances.

Developers should, at the earliest stage possible, consult the Architectural Liaison Officer to advise on measures to be incorporated for designing out crime”.

Policy LC15 Percent for Art

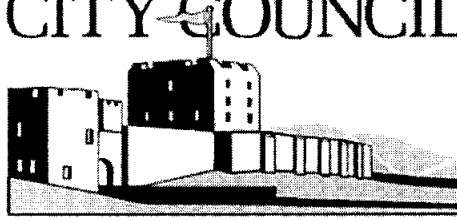
The City Council will require the provision of works of public art when dealing with applications for development schemes that will have a significant visual impact. Developers will usually be expected to allocate a minimum of 1% of their construction costs for the inclusion of public art. This money should fund the provision of art in a publicly accessible/visible place or incorporated within the development itself. The following indicates the threshold for the requirement:

1. housing developments of 20 dwellings or over; and/or
2. development of 1000sq metres and over; and/or
3. development in a prominent location or on a major transport route.

Policy LE10 Archaeological Field Evaluation

On all scheduled and other nationally important monuments, sites of archaeological significance and other sites of high archaeological potential, the City Council will ensure that the archaeological aspects of development proposals are examined and evaluated either before planning applications are determined, or in exceptional circumstances, by the use of condition. Planning permission will not be granted without adequate assessment of the archaeological implications.

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TREES AND DEVELOPMENT

Consultation Draft Supplementary Planning Document

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Appendix 1 Local Plan Policies relevant to this SPD

Appendix 2 BS 5837:2005 . Figure 1 – Flow diagram, summarising planning for trees on development sites

Appendix 3 Example tree survey and tree schedule

Appendix 4 Examples of tree protection barriers and specifications, and tree protection signs and posters

Appendix 5

This SPD will replace the Supplementary Planning Guidance “Trees on Development Sites” adopted in 1998

1.0 Scope

- 1.1 This draft Supplementary Planning Document has been produced to give guidance on trees and hedgerows for development control officers, developers, planning applicants, planning agents, consultants, contractors and others involved in the planning process. This draft SPD conforms to policies in the Carlisle City Council Adopted Local Plan 2008 and current best practice and will be re-issued where necessary as revised policy emerges.
- 1.2 This draft SPD is intended to be adopted as a Supplementary Planning Document by Carlisle City Council and is therefore subject to public participation under The Town and Country Planning (Local Development) (England) Regulations 2004
- 1.3 Subject to formal adoption by the Local Planning Authority this SPD will be a 'material consideration' in determining planning applications.
- 1.4 The document has been subject to a Sustainability Appraisal (SA) at all stages. The SA considers the implications of the SPD from social, economic and environmental perspectives by assessing options and the draft SPD against available baseline data and sustainability objectives.

2.0 Introduction

- 2.1 Trees add considerable value to our urban and rural environments, and are natural features in an ever-changing landscape. They can soften the impact of buildings and hard surfaces, contribute to the overall character of the development, help to hide unsightly views, provide shade, absorb noise and provide a screen from the wind. In addition, mature trees can give identity to an area, engendering (what does this mean) real 'pride of place' within communities. They considerably enhance our quality of life, linking us to the changing seasons and the natural world. Trees have a major part in achieving sustainable development by, amongst other things, producing oxygen, absorbing carbon dioxide, filtering pollutants from the atmosphere, reduce water run-off, and increase interception in turn reducing the risk of flooding. Trees are also of immense importance in providing habitats for a wide variety of wildlife.
- 2.2 It is important that the creation of a sustainable tree stock is a prime consideration when planning any landscaping scheme. This should ensure that the tree stock incorporates trees of all age ranges and a diversity of species that is appropriate to the location and the landscape character within the City and the wider District. Maintaining the current benefit of trees in our landscape and providing for the future benefit of the residents of Carlisle District is of the utmost importance.

3.0 Legal Framework

- 3.1 Section 197 of the Town and Country Planning Act 1990 (as amended) states that it shall be the duty of the local planning authority
- (a) "To ensure whenever it is appropriate that, in granting planning permission for any development, adequate provision is made by the imposition of conditions for the preservation or planting of trees".
 - (b) "To make such orders (*Tree Preservation Orders*) under Section 198 as appear to the authority to be necessary in connection with the grant of such permission, whether for giving effect to such conditions or otherwise".

The Town and Country Planning (Trees) Regulations 1999 set out the scope of tree preservation orders and also the scope of the protection afforded to trees in Conservation Areas

- 3.2 The Natural Environment and Rural Communities Act 2006 places a duty on Local authorities to have regard to the conservation of biodiversity in exercising their functions. The Act aims to clarify existing commitments with regard to biodiversity, and to make it a natural and integral part of policy and decision-making. Conserving biodiversity includes restoring and enhancing species populations and habitats, as well as protecting them.
- 3.3 Felling Licences: If you are felling trees above a certain size and the volume of timber exceeds a certain amount you may require a Felling Licence from the Forestry Commission.
- 3.4 The Wildlife & Countryside Act 1981: Provides protection for scheduled species and their habitats. Trees are habitat to a variety of protected species.
- 3.5 Countryside and Rights of Way Act 2000: The CROW Act also covers protected species and their habitat, as well as including reckless (as well as intentional) destruction/disturbance.

4.0 Policy Framework

National Policy

- 4.1 Planning Policy Statement 1 Delivering Sustainable Development

“Planning policies should seek to protect and enhance the quality, character and amenity value of the countryside and urban areas as a whole. A high level of protection should be given to most valued townscape and landscapes, wildlife habitats and natural resources.”

“the protection of the wider countryside and the impact of development on landscape quality; the conservation and enhancement of wildlife species and habitats and the promotion of biodiversity; the need to improve the built and natural environment in and around urban areas and rural settlements, including the provision of good quality open space; the conservation of soil quality; and the preservation and enhancement of built and archaeological heritage;”

“Enhance as well as protect biodiversity, natural habitats, the historic environment and landscape and townscape character.”

4.2 Planning Policy Statement 3 Housing

“Provides, or enables good access to, community and green and open amenity and recreational space (including play space) as well as private outdoor space such as residential gardens, patios and balconies.”

“Provides for the retention or re-establishment of the biodiversity within residential environments.”

4.3 Planning Policy Statement 7 Sustainable Development in Rural Areas

“Planning authorities should continue to ensure that the quality and character of the wider countryside is protected and, where possible, enhanced. They should have particular regard to any areas that have been statutorily designated for their landscape, wildlife or historic qualities where greater priority should be given to restraint of potentially damaging development.”

4.4 Planning Policy Statement 9 Biodiversity and Geological Conservation

“Ancient woodland is a valuable biodiversity resource both for its diversity of species and for its longevity as woodland. Once lost it cannot be recreated. Local planning authorities should identify any areas of ancient woodland in their areas that do not have statutory protection (e.g. as a SSSI). They should not grant planning

permission for any development that would result in its loss or deterioration unless the need for, and benefits of, the development in that location outweigh the loss of the woodland habitat. Aged or 'veteran' trees found outside ancient woodland are also particularly valuable for biodiversity and their loss should be avoided. Planning authorities should encourage the conservation of such trees as part of development proposals."

"Local authorities should aim to maintain networks by avoiding or repairing the fragmentation and isolation of natural habitats through policies in plans. Such networks should be protected from development, and, where possible, strengthened by or integrated within it. This may be done as part of a wider strategy for the protection and extension of open space and access routes such as canals and rivers, including those within urban areas."

4.5 Planning Policy Guidance 15: Planning and the Historic Environment.

"Conservation areas vary greatly, but certain aspects will almost always form the basis for a coherent assessment: the topography - for example, thoroughfares and property boundaries - and its historical development; the archaeological significance and potential; the prevalent building materials; the character and hierarchy of spaces; the quality and relationship of buildings in the area and also of trees and other green features."

4.6 British Standard BS 3998:1989 Recommendations for Tree work

4.7 British Standard BS 5837:2005 Trees in relation to construction – Recommendations .

4.8 National Joint Utilities Council Guidelines For The Planning, Installation And Maintenance Of Utility Services In Proximity To Trees

Regional and Sub-Regional Policies

4.9 Countryside Character Volume 2: North West (Countryside Commission)

4.10 Northwest Regional Forestry Framework

4.11 Planning Cumbria: Technical Paper 5 Landscape Character (Joint Cumbria and Lake District Structure Plan)

4.12 Cumbria Biodiversity Action Plan.

Main Local Plan Policies

CP1 Landscape Character/Biodiversity

CP2 Trees and Hedges on Development Sites

CP4 Design

LE4 Other Nature Conservation Sites

The full text of these local plan policies are presented in Appendix 1 although other Local Plan policies may also be relevant.

5.0 Planning Developments With Trees

- 5.1 To ensure adequate protection of trees, where trees exist on a development site and those trees that will be affected by a development but are off site the developer should seek professional arboricultural advice at an early stage.
- 5.2 The process of planning developments with trees is set out in the flow diagram Figure 1 in BS 5837:2005 . A copy of Figure 1 – Flow diagram, summarising planning for trees on development sites is attached at Appendix 3
- 5.3 Land Survey
An accurately measured Land survey should be undertaken. The survey should be made available as scale drawings or in a mutually agreed digital format before submission of any planning application. Clearance of vegetation where necessary to facilitate the survey process should be undertaken using hand held machinery, or in open areas mechanised flails, not by bulldozing or soil stripping.
- 5.4 Tree Survey
When developments are likely to affect existing trees the Council will require the developer to submit a detailed tree survey in accordance with B.S. 5837:2005 or by any subsequent updates to this standard. A tree survey should be undertaken by a suitably qualified arboriculturalist with experience of trees on development sites. The tree survey must show the location of all trees over 75mm diameter at 1.5m

above ground level, and be accurate to within 1m. A schedule to the survey should list all the trees and groups of trees and should contain the following information.

- ♦ Tree reference number
- ♦ Species
- ♦ Height (m)
- ♦ Diameter of the stem (mm) measured at 1.5m above ground.
- ♦ Canopy spread (m) of each tree for all four compass points.
- ♦ Height of crown clearance (m)
- ♦ Age class (e.g. young, semi mature, mature, over mature, veteran, senescent)
- ♦ Physiological condition
- ♦ Structural condition
- ♦ Preliminary management recommendations
- ♦ Estimated remaining contribution in years
- ♦ Category grading. British Standard status - colour coded system identifying suitability for retention.

5.5 Where trees are growing as groups or woodlands, it will often be appropriate to treat these groups as single entities when deciding what should be retained. In such cases, it will generally be acceptable to record them as a group. However, it may be appropriate to record the trees along the edge of the group or woodland as individuals.

5.6 Tree Constraints Plan

The tree constraints plan should show the influences that trees on and adjacent to the development site will have on the on the site layout. This is a design tool that should show the below ground constraints represented by the root protection zone and the above ground constraints the trees pose by virtue of their size and location, and should show the following information

- ♦ Root Protection Area - To avoid damage to retained trees and their rooting environment, the Root Protection Area should be plotted around each category of tree. Ground levels within the RPA must not be raised or lowered and it is preferable for these areas to be left unpaved, however consideration will be given where the use of suitable "non-dig" design is used that avoid root loss and prevent future compaction. Further guidance is contained within the British Standard. The Root Protection Area should be calculated using table 2- Calculating the RPA in BS 5837: 2005.

- ◆ Above Ground Constraints - Where the trees have the potential or would cause unreasonable loss of daylight or sunlight due to their size this should be shown on the Tree Constraints Plan. In the case of residential dwellings development will not be permitted where a principal habitable room window (main window to a lounge, dining room or bedroom, or conservatory) would be overshadowed by a tree, or where any part of a tree would be sited within 5 metres of a principal habitable room window. This distance may be greater should it be necessary to prevent damage to the tree itself. To allow for useable garden space no more than 50% of a new garden area should be dominated by the tree canopy of mature trees. Account also needs to be made for the growth of developing trees on the site. Access to daylight and sunlight helps to make a building more pleasant to live in and also more energy efficient; good natural daylight will reduce the need for electric light, while winter gain can meet some of the heating requirements. Recommendations on interior daylight requirements are set out in British Standard BS8206: Part 2: 1992 Code of Practice for Day lighting. (Other Useful References, section 16) Don't forget that shade patterns will change as a tree matures and grows and at different times of day and year.

5.7 Other Construction Issues To Be Considered

It is essential to avoid disturbance of the protection zone to make allowances for and plan all construction operations in the vicinity of the protection zone, in particular.

- ◆ Site construction access
- ◆ Contractors and visitors car parking
- ◆ Space needed for foundation excavations and building works including scaffolding and the location of cranes, storage of materials and site cabins.
- ◆ Location of utility services provision of common service trenches may help to minimise potential conflicts with trees. Service trenches should not pass through the Root Protection Area. If services must be located within this area the planning of utility services (above or below ground) near trees should be carried out in accordance with the recommendations of the National Joint Utilities Group publication number 10; Guidelines for the Planning, Installation and Maintenance of Utility Services in Proximity to Trees (1995).
- ◆ Streetlights, CCTV Cameras, Signage When drawing up schemes for the siting and design of streetlights and security cameras the tree canopy should not impair operation. On retail developments it is often desirable to erect display signs on the road frontage. This should be designed to prevent future conflict and the need to prune nearby trees. See also Designing Out Crime SPD

Example of a land survey and tree schedule are attached at appendix 3

6.0 Arboricultural Implication Assessment and Design Considerations

- 6.1 An Arboricultural Implication Assessment is a type of tree survey that considers how a proposed development and its associated trees will co-exist and interact in the present and future. An Arboricultural Implication Assessment is a document that the

Council will request as part of a planning application where they need to satisfy themselves that factors such as root protection, changes in levels, installation of services, material storage, etc have been duly considered during the development layout and that these items will not prove detrimental to the retained trees. It also needs to address the future issues, such as the long term effects of changing a surface level or the future need to prune or remove trees because they cast excessive shade or encroach upon property. The Arboricultural Implication Assessment should be carried out by a suitably qualified arboriculturalist with experience of trees on development sites.

7.0 Arboricultural Method Statement and Tree Protection Plan

- 7.1 On sites where trees are likely to be particularly vulnerable to damage the submission and approval of a detailed method statement for works near trees will be required. In the arboricultural industry, such a statement is commonly used to describe how construction works can be carried out close to trees. It should include details on how the works will be managed and how the trees will be adequately protected during such a process. The method statement contains a timetable indicating when and how specific works adjacent to trees should be carried out. This will cover items such as the installation of protective fencing, hand excavation within Root Protection Area, surface changes etc. Engineering specification sheets should be included for items such as the design of protective fencing, special surfaces, methods of trenching etc. Site supervision by an arboriculturalist may be stipulated for some or all of the operations associated with trees. Items to include within a method statement
- 7.2 Tree Protection Plan
The Tree Protection Plan should be drawn once the layout proposals have been finalised. The Tree Protection Plan should clearly show the trees that are to be removed and those to be retained, Root protection area of trees to be retained and the location of the tree protection barriers. The tree protection barriers must be fit for purpose so their design will vary dependent on the nature of the threat posed to the trees. All parties should be aware of the areas in which access and works may not take place. Suitable examples of tree protection barriers for varying conditions and tree warning site notices are contained in Appendix 5
- 7.3 Building in close proximity to trees

On certain sites the constraints mean that some construction near trees is unavoidable. Services, driveways or even garages may be positioned near trees when absolutely necessary, and when it can be demonstrated that all other reasonable alternatives have been discounted. In these instances submitted details should include methods of working and construction techniques. Construction techniques should be designed to minimise direct damage and to prevent indirect damage. The applicant should seek the advice of an Arboricultural Consultant from an early stage in the application process. Paths, lightly trafficked areas and driveways near trees should be constructed by no dig methods as outlined in B.S. 5837 Trees in relation to construction – Recommendations. Foundations should be piles or radial strip footings or similar and located to avoid major roots. Beams, slabs and suspended floors should be laid at or above the natural ground level. Trenches for services must be dug by hand to prevent damage to roots or installed using trenchless techniques.

8.0 New Planting / Landscaping

- 8.1 Although this Document does not specifically advise on landscaping developments due to the nature of planning consents often having conditions relating to landscaping some basic advice has been included.
- 8.2 Damage to trees often occurs during landscape operations within the protected zone. Use of machinery such as rotovators or mini-diggers and the movement of contractors vehicles can lead to extensive root damage and ground compaction. Landscape operations beneath the crown spread of any retained tree shall not commence until the supervising Tree Officer has been on site to determine if the proposed work can be carried out without damaging the trees concerned.
- 8.3 Areas designated for planting are at risk of soil damage, particularly compaction and contamination during the development phase. Protection barriers similar to those for the protection of trees should be used to protect future landscape sites within and for the duration of the development
- 8.4 Further information on the planting of new roadside trees (TO BE INSERTED) Information is available in the Urban Design Guide and Public Realm Framework and Achieving well designed housing SPDs.

9.0 Useful contacts

Development Control
dc@carlisle.gov.uk
Tel: 01228 817178

Local Plans and Conservation
lpc@carlisle.gov.uk
Local Plans Tel: 01228 817193
Conservation and Listed Buildings Tel: 01228 817195

Tree and Hedgerow Protection
Contact: Landscape Architect/Tree Officer
lpc@carlisle.gov.uk
Tel: 01228 817535

Building Regulations
Contact: Building Control
bc@carlisle.gov.uk
Tel: 01228 817184

Highways
Cumbria County Council
Tel: 01228 606060

Contaminated Land
Contact: Environmental Protection Services
Tel: 01228 817330

Department for Communities and Local Government
Web: www.communities.gov.uk

Arboricultural Association
Tel: 01794 368717
Web: www.trees.org.uk

The Forestry Commission
North West England Conservancy
Peil Wyke
Bassenthwaite Lake
Cockermouth
Cumbria
CA13 9YG
Tel: 017687 76616
Fax: 017687 76557
Email: fc.nweng.cons@forestry.gsi.gov.uk

10.0 Useful References

British Standard BS3998: 1989 Recommendations for Tree Work (as amended).

British Standard BS5837: 1991 Trees in Relation to Construction (as amended).

British Standard BS8206: Part 2: 1992 Code of Practice for Daylighting. Building Research Establishment (1998).

Site Layout Planning for Daylight and Sunlight; A Guide to Good Practice. Department of the Environment (1984).

Arboriculture Research Note 84/90/ARB – The Ultimate Size and Spread of Trees Commonly Grown in Towns. Department of the Environment, Transport and the Regions (2000).

Tree Preservation Orders – A Guide to the Law and Good Practice. Department of the Environment, Transport And The Regions (2000).

Trees and Development – A Technical Guide to the Preservation of Trees During Land Development. (SOURCE TO BE IDENTIFIED)

National House Building Council Standards Chapter 4.2 (2003). Building Near Trees.

National Joint Utilities Group Publication Number 10 (1995). Guidelines for the Planning, Installation and Maintenance of Utility Services in Proximity to Trees.

The Tree Advice Trust (AAIS). Arboricultural Practice Note (APN) 1 – Driveways Close to Trees.

The Tree Advice Trust (AAIS). Arboricultural Practice Note (APN) 5 – Shaded by Trees.

APPENDIX 1

Local Plan Policies relevant to this SPD (Please note that other Local Plan Policies will be relevant to development proposals)

CP1 Landscape Character/Biodiversity

Proposals for development in the rural area must seek to conserve and enhance the special features and diversity of the different landscape character areas. Development will be considered appropriate to the character of the landscape provided the proposal has regard to and conserves:

- the landform and natural patterns of drainage;
- the pattern of trees and woodland;
- the habitats of species of importance for wildlife;
- the pattern and composition of field boundaries;
- the pattern of historic landscape features;
- the pattern and distribution of settlements.

New Policy - Biodiversity

Proposals in both the rural and urban area should not harm the integrity of the biodiversity resource as judged by key nature conservation principles, and proposals should seek to conserve and enhance the biodiversity value of the areas which they affect.

CP2 Trees and Hedges on Development Sites

Proposals for new development should provide for the protection and integration of existing trees and hedges. Where trees and hedges are present, a survey will be required showing the following:"

1. the location of existing trees and hedges;
2. the species, age, height and crown spread of each tree;
3. an assessment of the condition of each tree;
4. the location and crown spread of trees on adjacent land which may be affected by the development;
5. existing and proposed changes in ground level.

In order to protect and integrate existing trees and hedges within new development, the City Council will resist proposals which cause unacceptable tree loss, and which do not allow for the successful integration of existing trees identified in the tree survey. Layouts

will be required to provide adequate spacing between existing trees and buildings, taking into account the existing and future size of the trees, and their impact both above and below ground. The City Council will protect existing trees and woodlands where appropriate, by tree preservation orders, and by the use of planning conditions requiring protective fencing around trees to be retained to prevent site works within their crown spread.

CP4 Design

All new development proposals will be assessed against the following design principles. Proposals should:

1. Respond to the local context and the form of surrounding buildings in relation to height, scale and massing, and by making use of appropriate materials and detailing;
2. Take into consideration any important landscape or topographical features and respect local landscape character;
3. Reinforce local architectural features, where appropriate, promoting and respecting local distinctiveness;
4. Ensure all components of the proposal, such as buildings, car parking, access routes, open space and landscaping, are well related to one another to ensure a well integrated, successful and attractive development;
5. Ensure there is no adverse effect on the residential amenity of existing areas, or adjacent land uses, or result in unacceptable standards for future users and occupiers of the development;
6. Ensure the retention and enhancement of existing trees, shrubs, hedges and other wildlife habitats where possible. Where environmental features are lost as a result of the proposal, appropriate mitigation measures should be put in place and on-site replacement of those features will be sought;
7. Include landscaping schemes (both hard and soft) to assist the integration of new development into existing areas and ensure that development on the edge of settlements is fully integrated into its surroundings;
8. Ensure that the necessary services and infrastructure can be incorporated without causing unacceptable harm to retained features;
9. Ensure that the layout and design incorporates adequate space for waste and recycling bin storage and collection.

LE4 Other Nature Conservation Sites

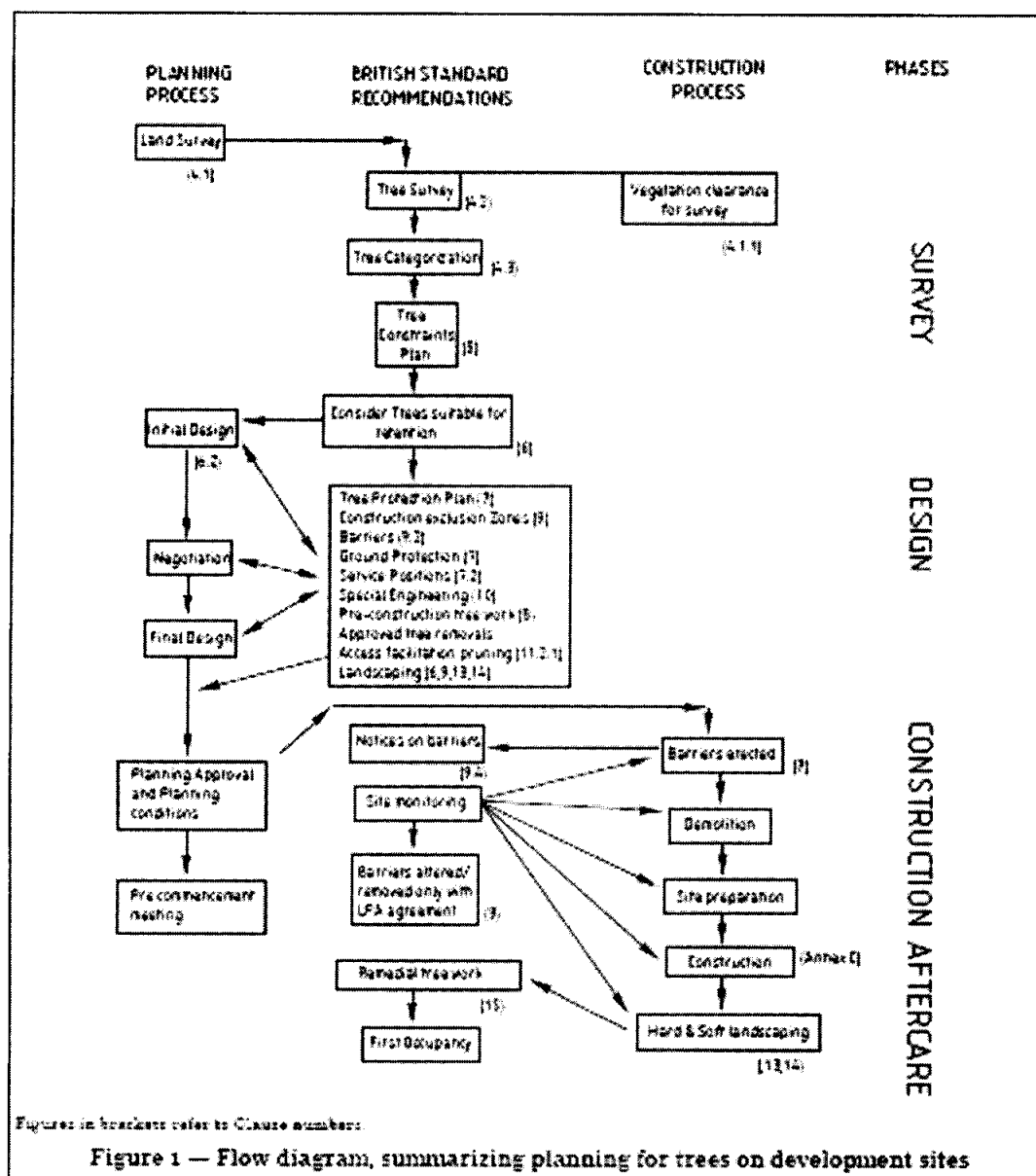
Development which would have a detrimental effect on Regionally Important Geological/Geomorphological Sites, County Wildlife Sites and other sites of nature conservation significance, Local Nature Reserves and Ancient Woodlands will not be

permitted unless:

1. The harm caused to the value of those interests is clearly outweighed by the need for the development in that location and
2. Where practical, any environmental feature lost is replaced with an equivalent feature.

Appendix 2

BS 5837:2005 . Figure 1 – Flow diagram, summarising planning for trees on development sites



Appendix 3

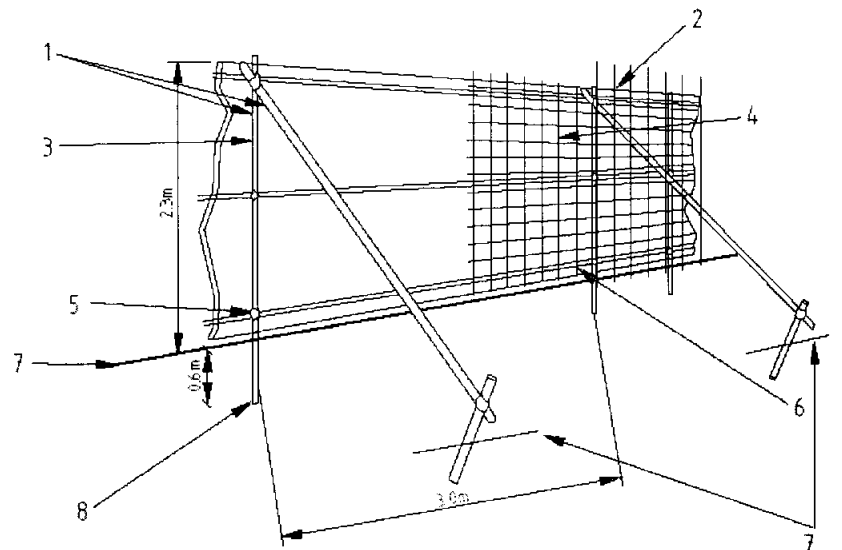
Example tree survey (see end of report)

Example tree constraints plan

Example tree survey schedule

Appendix 4

Examples of tree protection barriers and specifications, and tree protection signs and

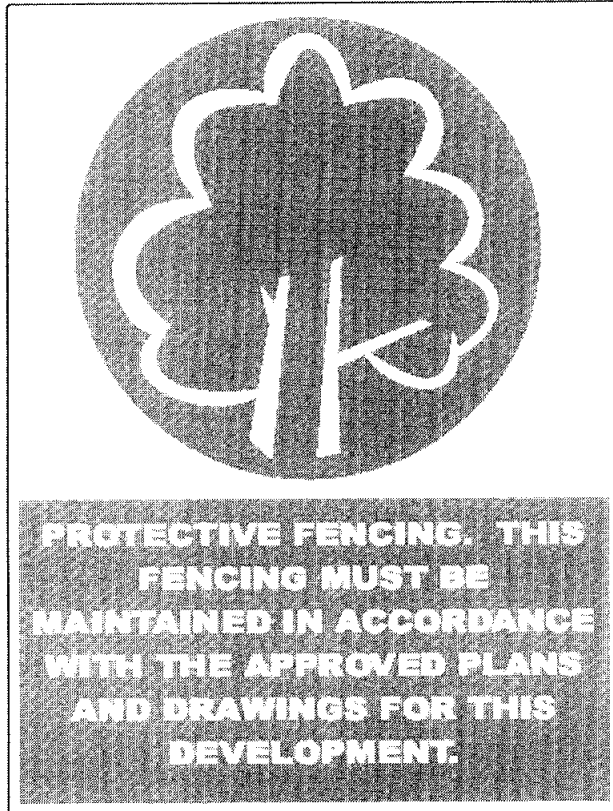


- | | |
|--|--|
| 1 Standard scaffold poles | 5 Standard clamps |
| 2 Uprights to be driven into the ground | 6 Wire twisted and secured on inside face of fencing to avoid easy dismantling |
| 3 Panels secured to uprights with wire ties and where necessary standard scaffold clamps | 7 Ground level |
| 4 Weldmesh wired to the uprights and horizontals | 8 Approx. 0.6 m driven into the ground |

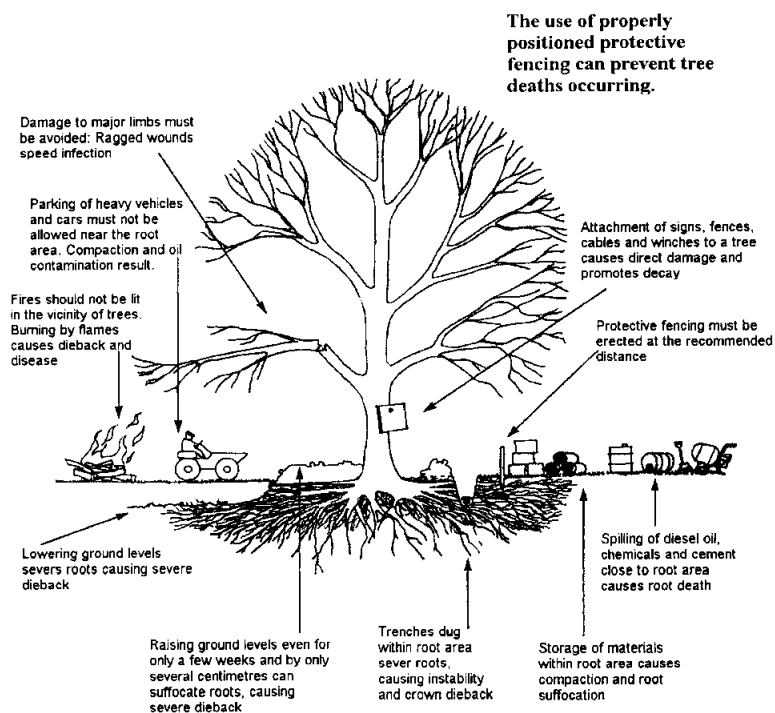
posters

Source: – BS 5837; Macclesfield Borough Council

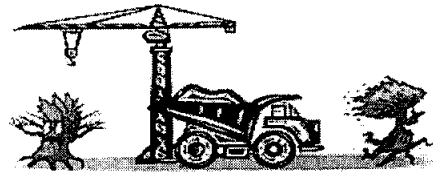
Source: Arboricultural Information Exchange



Common causes of Tree Death



Construction and Trees



Why Is Fencing Erected Around Trees?

1. The major cause of damage to trees on construction sites is due to **soil compaction**.
 2. Roots use the spaces between soil particles to obtain Oxygen, Water and Nutrients.
 3. Heavy plant and machinery compresses (compacts) the soil, squashing out the air spaces and preventing root function.
 4. A compacted soil structure will stay compacted.
 5. Consequently the tree suffers and will show signs of branch die-back.
 6. Symptoms such as die-back may take several years to appear.
 7. Soil compaction over roots can be prevented by maintaining a fenced exclusion zone over the tree roots.
 8. The exclusion zone distance is calculated using British Standard 5837.
 9. Protective Fencing is installed at the calculated distance.
 10. Protective Fencing is a condition of planning approval, if it is removed or repositioned the construction firm is in breach of a condition and may be subjected to legal action.
-

TREE SURVEY SCHEDULE

Client: Houses for U
 Site: Any Town
 Date of Survey; 28 Feb
 Surveyor: Gean Green

Tree reference number	Species	Height m	Stem diameter mm	Branch spread m	Height of crown clearance m	Age class	Physiological condition	Structural condition	Preliminary management recommendations	Estimated remaining contribution in years	Category grading
T1	Lime	15	975	N 6 E 7 S 5 W 8	3	mature	fair	Dead wood in crown consistent with age and species	Remove dead wood	20 - 40	B
T2	Sycamore	18	1030	N 8 E 9 S 7 W 8	3.5	mature	good	Excellent condition with no visible defects	None	40+	A
T3	Horse Chestnut	9	450	N 3 E 3 S 4 W 3	3	mature	fair	included fork at 3m and some minor dead wood	Crown thin 15% and remove dead wood	20 – 40	C
T4	Hawthorn	3	310	N 2 E 2 S 2 W 1	2	Over mature	poor	Significant die back in crown. Tree moribund	Fell	<10	R
T5	Oak	14	410	N 5 E 7 S 5	2.5	Middle aged	good	Excellent condition with no visible defects	None	40+	A

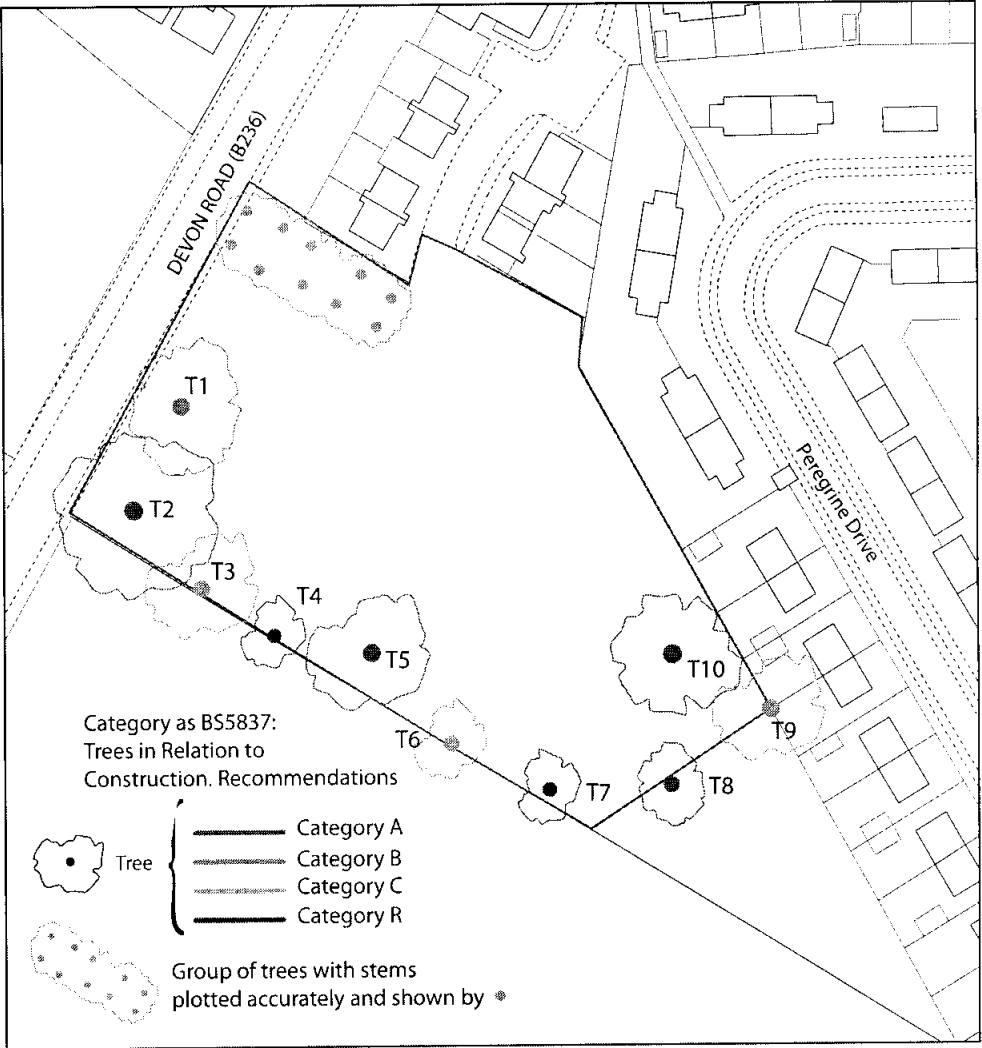


Diagram 1
Example of a Tree Survey

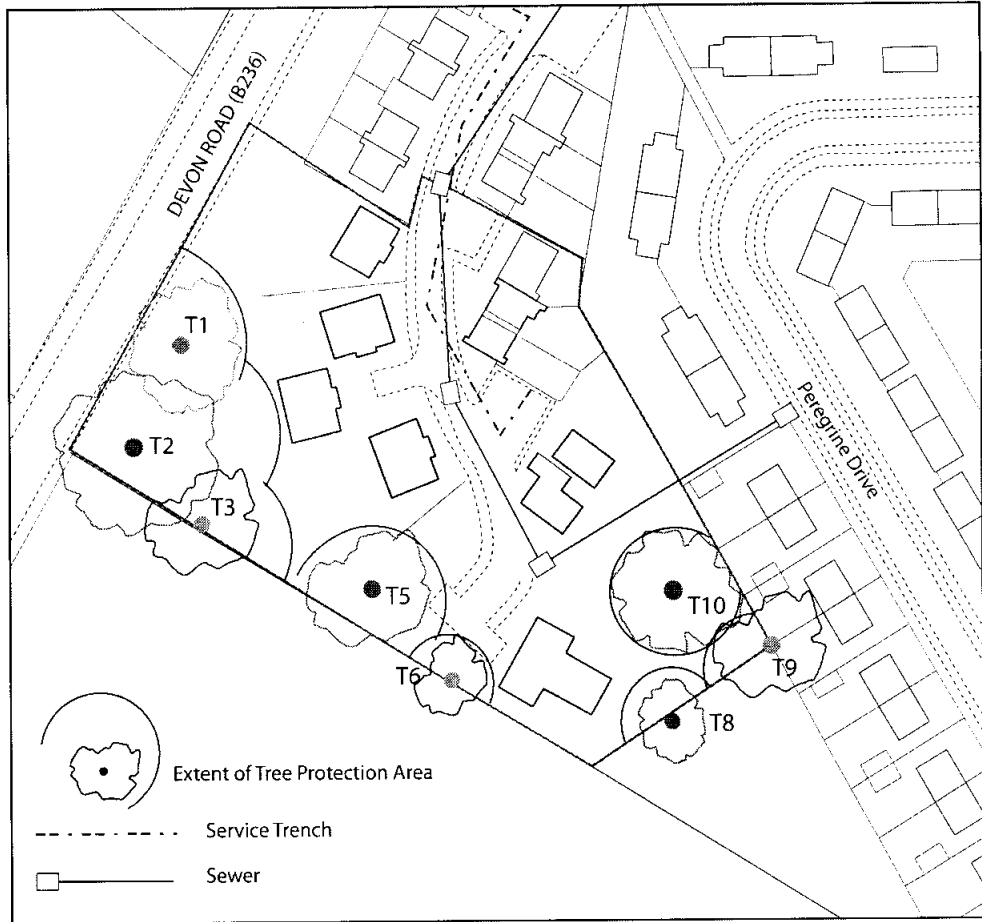


Diagram 2
Example of a
Trees Constraints Plan