

Development Control Committee

**Agenda
Item:
A.2**

Meeting Date: 10th January 2020
Portfolio: Economy, Enterprise and Housing

Key Decision:
Within Policy and
Budget Framework

Public / Private Public

Title: Consultation on application 19/9012/CTY –
Carlisle Southern Link Road
Report of: Corporate Director of Economic Development
Report Number: ED.01/20

Purpose / Summary:

This report sets out the proposed response of the City Council as Local Planning Authority to a consultation on a planning application submitted to Cumbria County Council for the construction of the Carlisle Southern Link Road.

Recommendations:

It is recommended that the observations set out in paragraph 5.1 are sent to the County Council as the City Council's response.

Tracking

Executive:	
Scrutiny:	
Council:	

1. BACKGROUND

- 1.1 In undertaking the assessment of this application Members must be aware that this is the City Council's response as a consultee, and we do not have the benefit of all the usual consultees considerations and responses as they report directly to the County Council.
- 1.2 When considering this application, it is important to note the overarching principles in the National Planning Policy Framework (NPPF). There are key core planning principles which underpin decision taking. The NPPF states that planning should not simply be about scrutiny but should find ways to improve the places in which people live their lives; it should proactively drive and support sustainable economic development to deliver business and thriving local places that the country needs and take account of the needs of communities; planning should always seek to secure high quality design and a good standard of amenity for all existing and future occupiers of land and buildings.

The Site

- 1.3 The broad geographic corridor for the CSLR Scheme lies on predominantly agricultural land to the south of Carlisle, Cumbria. To the east, the M6 provides a national north-south link and to the west the A595 provides connections to towns on the Cumbrian west coast. Connectivity 'east to west' between the M6 and A595 is limited with traffic utilising minor roads through the villages of Durdar and Dalston, congested routes through Carlisle City centre, or long diversions via Junction 44 to the north of Carlisle.
- 1.4 The C1014 (Newbiggin Road) is currently the main route to the south of Carlisle providing 'east to west' connectivity. This road runs from Junction 42 of the M6 in an easterly direction to the village of Durdar before heading in a south westerly direction to a crossing point of the River Caldew at Dalston. Key features in the landscape which would need to be crossed by any new link include the River Petteril, the River Caldew, the West Coast Main Line and Cumbrian Coast Line railways. The River Caldew is designated as part of the River Eden Special Area of Conservation (SAC) and River Eden and Tributaries Site of Special Scientific Interest (SSSI). The proposed route would not be in close proximity to any existing built-up settlements but would pass closely to a small number of residential dwellings, which will be influenced the design of the scheme.
- 1.5 Other key features/designations in close proximity of the site include:
 - Heritage assets including a number of Grade II Listed Buildings

- Multiple areas of archaeological potential and various historic landscape features;
- A variety of habitats, including grasslands, woodland, farmland, scrub, water/watercourses and trees;
- A variety of protected species including Badgers, Bats, Breeding & Wintering Birds, Great Crested Newts and Otters;
- A variety of other species including deer and invertebrates;
- Recorded areas of Himalayan Balsam and Japanese Knotweed;
- High pressure gas mains and high voltage power lines.
- Other technical apparatus including the undertakings of United Utilities, Northern Gas Networks, National Grid, UK Power Networks and telecommunications companies (i.e. BT Openreach, Vodafone and Virgin Media).

Context

- 1.6 The CSLR Scheme is also designed to facilitate and support the delivery of a major mixed use residential led development proposed to the south of Carlisle, referred to as ‘St Cuthbert’s Garden Village’. When complete, St Cuthbert’s will deliver up to 10,000 new homes together with community, employment, retail, and education facilities. Development of this scale will require significant improvements to the surrounding transport infrastructure.
- 1.7 There is a critical dependency between the delivery of the CSLR Scheme and the delivery of much needed new homes via St Cuthbert’s Garden Village. This dependency is explicitly acknowledged within the adopted Carlisle District Local Plan (adopted November 2016), which provides a spatial framework for St Cuthbert’s Garden Village, with Policy SP3 identifying that the Carlisle Southern Link Road “will be an integral part of the masterplan for the location”. The need for the CSLR Scheme was also set out within the successful application for the designation of St Cuthbert’s as a Garden Village, announced in January 2017.
- 1.8 Through the development of the Carlisle District Local Plan it was concluded that the only sustainable area for the longer-term growth of Carlisle was to the south of the city, but for growth to be achieved in the location a number of strategic transport constraints would need to be overcome. Routes from the south of Carlisle to the city centre and major employment sites at Kingmoor Park, Kingstown and Durranhill are severely constrained and characterised by limited junction and link capacity. Traffic modelling to support the development of the Local Plan demonstrated that with St

Cuthbert's Garden Village and without improvement, these issues would be severely exacerbated; this makes it clear that infrastructure enhancements are required to support future growth.

- 1.9 In response, working closely with Carlisle City Council, Cumbria County Council undertook an assessment of what strategic infrastructure solutions would be required to unlock St Cuthbert's Garden Village in line with the Transport Analysis Guidance (TAG) published by the Department for Transport.
- 1.10 Stage 1 – Option Development involved identifying the need for intervention and developing options to address a clear set of locally developed objectives which express desired outcomes. These are then sifted for the better performing options to be taken on to further detailed appraisal in Stage 2.
- 1.11 A range of alternative interventions including the potential for improving existing routes, rail infrastructure, park and ride, and public transport led solutions were considered. The work concluded that a new road in the form of the CSLR Scheme was the preferred option capable of creating the capacity needed to unlock the development potential to the south of the city.
- 1.12 Stage 2 – Further Appraisal involved further development of a small number of better performing options in order to obtain sufficient information to enable decision-makers to make a rational and auditable decision about whether or not to proceed with intervention. In supporting the development of this work, the Carlisle Transport Model was updated in 2017 in order to appraise the impacts of the scheme.
- 1.13 The Stage 2 process led to the identification and announcement of the preferred route on 22 June 2018. In arriving at this preferred route, weight was given within the decision-making process to how the route would support the emerging vision for St Cuthbert's Garden Village from a place making and hence qualitative perspective. This was supported by an independent assessment of the options prepared by consultants leading the masterplanning for St Cuthbert's Garden Village.
- 1.14 The dependent development appraisal demonstrated that with the delivery of the improvements identified through the Carlisle District Local Plan, the existing transport network has the potential to accommodate around 1,000 new homes at the south of the city (less than 10 per cent of the potential of St Cuthbert's Garden Village) before the associated congestion and delay from new development would become unacceptable.

- 1.15 It is pertinent to note that the preferred concept option for St Cuthbert's Garden Village is focussed on the creation of a series of connected settlements. The CSLR Scheme can be seen to directly support this concept approach. The CSLR Scheme would provide direct access and support accelerated delivery through affording opportunities for multiple start points.
- 1.16 Access and connectivity to higher order services within a district centre is imperative to the sustainability of all new settlements and hence development within the area. In providing the necessary vehicular, walking and cycling connections the CSLR Scheme can therefore be seen to be critical in supporting the advancement and ultimately delivery of the emerging concept for St Cuthbert's Garden Village.
- 1.17 Finally, and notwithstanding that Carlisle housing market has performed strongly over recent years, evidence supports that early delivery of the CSLR Scheme will act to significantly bolster market confidence, in turn helping to attract a greater number, quality and diversity of delivery outlets. This conclusion has also been reaffirmed directly by the development industry, evident from the letters of support from well-established developers within Carlisle.
- 1.18 At an early stage, a need was identified in the plan making process by both Carlisle City Council and Cumbria County Council to enable the continued economic growth of Carlisle into the future. It was considered that improvements to both the road and rail network around the city and within Cumbria were options for investment, to improve access to, and reduce pressure on, the local road networks in and around Carlisle.
- 1.19 The CSLR was identified as most appropriate for the developing needs of the city and surrounding area, due to the projected increase in population and subsequent requirement for new homes and jobs. A new highway would allow access to new housing and mixed-use developments such as the SCGV and provide opportunity for further development in the future.
- 1.20 The proposal for a link road/bypass to the south of Carlisle has a long history of feasibility considerations. The work of the early feasibility studies was in part, to respond to details of an emerging Local Plan for Carlisle District, which identified a major mixed-use urban extension to the south of the city. It was recognised in the plan making process that to accommodate the levels of traffic generation from 'Carlisle South' (now referred to as SCGV) as well as improving strategic east-to-

west connectivity, a new link road connecting Junction 42 of the M6 to the A595 offered a potential solution.

- 1.21 The Council originally explored seven potential routes within a broad geographical area to the south of Carlisle, three of which were shortlisted for further appraisal as part of a Stage 1 assessment. The Stage 1 assessment was subsequently reviewed in 2017 taking into account revised objectives for the Scheme. The options to be taken forward to Stage 2 were updated to include; Option A (Blue), Option B (Orange) and Option C (Green).
- 1.22 On 5 December 2017 Cumbria County Council Lead Members passed a recommendation not to progress further development of Option A (Blue) due to the level of departures from highway standard and the associated costs and requirements of the concept design. Option A (Blue) had aimed to maximise the reuse of existing infrastructure, following the alignment of Newbiggin Road and Peter Lane where possible.
- 1.23 Designs for the remaining two Options; Option B (Orange) and Option C (Green), were progressed and assessed in full during Stage 2. The findings of the EIA (Capita, 2017) were then used alongside other technical assessments and feedback from a public consultation exercise, to inform the selection of a preferred route. On 23 June 2018 Cumbria County Council announced that the preferred route for the Scheme was Option C (the ‘Green Route’). The selection of the preferred CSLR route followed extensive technical assessments as well as detailed public and stakeholder engagement. The decision was also heavily influenced by the vision, objectives and ambitions for SCGV.

2. PROPOSALS

- 2.1 The proposal is for the creation of Carlisle Southern Link Road (CSLR) comprising construction of 8.1km of new two-way single carriageway road (with 2.2km of climbing lanes) incorporating 3no. new road bridges; a combined cycleway/footway on the northern side of the road with 4no. shared-use overbridges; 7no. new or modified road junctions; 2no. overbridges; 1no. underpass; related links & modifications to existing highway, cycleway, footpaths & agricultural access tracks; creation of drainage infrastructure (including balancing ponds), landscaping & lighting; associated engineering & ancillary operations (including the associated demolition of 2no. dwelling houses - Station House & Newbiggin View)

- 2.2 The size and layout of the road has been designed in accordance with Design Manual for Roads and Bridges (DMRB) as well as being driven by functional and practical requirements. The Scheme has also been designed around minimising the impact upon heritage assets, existing houses and settlements and biodiversity.
- 2.3 Relative to ground level, the road itself would vary from being in a low cutting to being on an embankment. It would be 10.5 m below ground level to the east of the River Caldew and 1 - 3 m below ground level near the A595 in the west and in places south of Durdar to Brisco. Generally, where the road is on an embankment, it would be up to 3 m above ground level, such as in places between Durdar and Brisco and approaching the West Coast Main Line.
- 2.4 The road would be higher in the Caldew Valley (embankment section 10 – 12.5 m above ground level) and east of the River Petteril approaching the M6 (6 – 12.5 m), owing to the existing topography. Other parts of the Scheme would rise above ground level, such as cycle bridges (up to 9 m above ground level), Durdar Bridge (7 m) and other earthworks, including noise and visual screening.
- 2.5 The road width would vary from 9.3 to 16.5 m, with an additional 10 m for verges and the multi-user path. Roundabouts would obviously be wider within the corridor, generally being approximately 150 m wide.
- 2.6 The Scheme includes five new roundabouts where it interacts with the existing north-south road network, enlargement of the Newby West roundabout, four road bridges, an accommodation overbridge, and four shared use bridges which facilitate the multi-user pathway.
- 2.7 The roundabouts are;
- Newby West Roundabout (existing) – CSLR junction with the A595 Wigton Road and A689 (CNDR);
 - Cummersdale Roundabout (new) – CSLR junction with the B5299 Dalston Road;
 - Durdar Roundabout (new) – CSLR junction with Buckabank Road, with addition of a new spur that will support a part of the future St. Cuthbert's Garden Village development, linking the CSLR with Durdar Road;
 - Redcat (Scalegate) Roundabout (new) – CSLR junction with Burthwaite Road; and
 - Brisco Roundabout (new) – CSLR junction with Brisco Road / Wreay Road.
- 2.8 The road bridges comprise, from west to east;

- Multi-span bridge that crosses the Cumbrian Coast Line Railway and the River Caldew towards the western side of the Scheme;
- Single-span bridge allowing Durdar Road, with pedestrian and cyclist provision, to cross over the Scheme;
- Single-span bridge crossing the West Coast Main Line; and
- Single-span bridge carrying the Scheme over the River Petteril towards the eastern side of the Scheme.

2.9 The other bridges comprise:

- Three pedestrian and cyclist ‘shared use’ bridges running east-west, parallel to the Scheme that cross over:
 - the A595 Wigton Road;
 - the B5299 Dalston Road; and
 - the new Durdar Link Road.
- One pedestrian and cyclist ‘shared use’ bridge running north-south, crossing the Scheme at Brisco Road / Wreay Road; and
- An accommodation overbridge between the River Caldew and Durdar Roundabout to provide access for agricultural activity at Peastree Farm.

2.10 The road is proposed to be surfaced in asphalt concrete. This material is considered to have a long lifespan and is the most cost-effective option for the Scheme. Other materials needed for construction will be those typical for a road project, including concrete, stone, timber, and steel.

2.11 The Scheme will not have any gantries along its length. Each roundabout (Newby West, Cummersdale, Durdar, Redcat, Brisco and Golden Fleece), will have a direction sign on each approach. These are generally 5 m by 5 m, but up to 7 m by 7 m. Areas of these signs will be between 13.88 m² and 55.95 m². On the roundabouts themselves will be four warning chevron directional signs, with a turn left blue sign giving orders above facing each approach. There will also be the relevant merging signs on some arms of the roundabouts. Speed limit signs will be placed where required, generally on the entrance or exit from roundabouts.

2.12 Additionally, works will be undertaken on Peter Lane, at the western extent of the Scheme, and Newbiggin Road, to which the Scheme runs parallel for a significant length, to improve cycle infrastructure and reduce vehicle speeds (due to the improved infrastructure). Tracks from the Scheme will also be provided to access farmland and buildings.

- 2.13 The application is accompanied by a series of general arrangement drawings, a Planning Statement, a Design and Access Statement and a Public Rights Of Way Statement. The application is also accompanied by an Environmental Statement (including topics relating to Air Quality, Archaeology, Nature Conservation, Landscape, Visual impacts, Agricultural Land Use, Noise and Vibration, Outdoor Access and Recreation, Water Resources and Flood Risk, and Geology and Soils) with accompanied plans and appendices.

3. ASSESSMENT

- 3.1 Section 70(2) of the Town and Country Planning Act 1990 and Section 38(6) of the Planning and Compulsory Purchase Act 2004 require that an application for planning permission is determined in accordance with the provisions of the Development Plan unless material considerations indicate otherwise. In this instance the NPPF is also a material consideration.

The Principle of Development

- 3.2 Policy SP3 – Broad Location for Growth: Carlisle South of Carlisle District Local Plan 2015-2030 sets out the policy background for strategic growth to the south of the existing urban area. Members will be aware that work has commenced on masterplanning for the area with consultation having already taken place.
- 3.3 Policy SP3 states that:
“The potential for the future development of a southern link road linking Junction 42 of the M6 with the southern end of the A689 will be an integral part of the masterplan.”
- 3.4 This proposal has been developed alongside the masterplanning work and consultation events have jointly been held prior to the application being submitted. The proposed scheme is as a result of public consultation on a number of options which were considered as part of the design of the road and how St Cuthbert's Garden Village area will evolve.
- 3.5 This clear policy direction in the adopted Local Plan means that the principle of development is therefore acceptable. Whilst the design of the road has been based on the principles of the Design Manual for Roads and Bridges (DMRB) there are a number of issues to be considered in relation to its location and potential impacts.

Drainage Details

- 3.6 Prior to the commencement of works a temporary drainage strategy will be implemented to mitigate flood risk and sediment loading. Surface water from the Scheme's construction will be collected either by gullies, combined kerb drains and carrier drains or filter drains. These will flow to either the proposed attenuation pipes or the proposed attenuation ponds. The runoff will then be released at a reduced flow rate into the nearby watercourses. While new connections are proposed at the existing drainage around the junctions, no new drainage outfalls have been proposed in the watercourses.
- 3.7 It is assumed that the temporary drainage strategy (for the construction phase) will include measures to remove silt, sediment, oil and grease, debris and to attenuate surface water runoff prior to controlled discharge. The measures will include Sustainable Drainage Systems (SuDS), and surface water will discharge into existing watercourses onsite at the existing greenfield runoff rate. Where permanent drainage components are used during the construction phase, all silt and debris build-up is assumed to be removed regularly and the permanent components fully reinstated on completion of construction activities.
- 3.8 The Scheme is divided into a number of catchments based on topography and the proposed vertical alignment of the carriageway. The basic drainage and water management strategy for each catchment will be the same.
- 3.9 For most of its length the Scheme will feature over the edge drainage to under-drained grass channels located in both verges. The resulting filtration will provide the first level of Sustainable Drainage System (SuDS) treatment and the channels and filter trench volume will provide additional capacity to manage exceedance.
- 3.10 Where grass channels cannot be accommodated (primarily at roundabouts and bridges although there may be other localised areas) the drainage will be via gullies or kerb/deck drainage units which will then discharge to the filter drainage system. Access chambers will be specified as catchpits to provide additional silt removal throughout the system. From the filter drains the flows will discharge to eight detention ponds within each catchment. These will incorporate permanent water storage and boundary reed planting to provide a secondary level of SuDS treatment via a mix of settlement and absorption.
- 3.11 Ponds will also incorporate flow controls (vortex or similar) to provide attenuation and limit discharge to greenfield equivalent rates. The ponds will be from 60 metres

to 160 metres in length and will discharge into existing watercourses with permanent water for ecological benefits.

3.12 Given the scale of this development and the fact that it will cross several watercourses it is essential that these water courses are not compromised during construction or operation of the new road. The use of a temporary drainage strategy is welcomed during the construction period however it would be advisable to make the following observations to the County Council:

- The design of the drainage strategy based on SUDs principles is welcomed in order to slow down water flow and enhance the ecological environment to counter the loss of greenfield land.
- In considering drainage it should be clear that any temporary drainage strategy includes a phased programme of works to minimise the impacts of surface water flooding as a result of soil stripping on the adjoining land.
- Consideration should be given to natural contours and ensure that the drainage scheme is designed to take not only surface water from the development but also accommodate flows from adjacent land that were previously entering the site area.
- In order to ensure that climate change impacts are considered the drainage strategy should be designed to accommodate a 1:100 plus 40% flood event.

Landscaping

- 3.13 The Scheme seeks to achieve a net materials balance, whereby the material generated from cuttings would supply the material required to create embankments, landscape bunds and any other earthworks required. This will avoid the need to import or export any new material, thus minimising construction transport to the site, as well as avoiding the need for bulk offsite disposal.
- 3.14 The cuttings will generally be constructed with a 1:3 gradient, which would be slackened to 1:10 where the land will be handed back for agricultural use. (The location of these features are shown on the general arrangement plans). The embankments and bunds will generally be constructed with 1:2.5 slopes, which would again be slackened to 1:10 where the land will be handed back for agricultural use.
- 3.15 The above-mentioned cuttings, embankments and bunds will be supported with soft landscaping include a mixture of shrubs and trees to reduce any visual impact. Landscaping will be maintained and monitored to ensure that it is serving the function that was committed through the proposed design. If any damage or failure

is present, this must be replaced as soon as possible. This responsibility will be with the contractor for a five-year period after opening of the scheme to ensure the mitigation is established. Any loss of plants will be replaced within this period. Following this establishment period, responsibility for maintenance will transfer to Cumbria County Council as the Highways Authority.

- 3.16 The highway boundary fencing will run the full length of the route and will generally be post and wire, stockproof where necessary and approximately 1.4 m high. There will be sections of badger and otter fencing as required.
- 3.17 The vehicle restraint barriers will generally be standard highway type steel beam and posts. The barriers will be approximately 0.7m in height and each section is approximately 4.0m
- 3.18 Over the proposed bridges of the scheme the road restraint/safety barriers will be metal up to about 1.5 m high with solid infill panels over the railways.
- 3.19 Throughout the scheme, the landscape design was informed by the findings of the Environmental Statement and has been developed in response to the existing landscape character and ecological strengths of the site and the local environment. General design principles have been applied in accordance with Design Manual for Roads and Bridges (DMRB) HA56/92 The Good Roads Guide New Roads Planting, Vegetation and Soils.
- 3.20 The proposed Landscaping Strategy includes a mix of five different species rich grassland mixes for different areas and microclimates, including Ornamental Shrub, Grass and Perennial planting. In addition, the scheme provides both Native Woodlands and Shrubs, this ensures that the species and percentage mixes provide good species diversity and wildlife value.
- 3.21 Within visibility splays, the landscape design ensures that there will be no obstructions. Predominantly, in vegetated areas, an amenity grass seed mix has been specified (LE1.1) due to its suitability for roadside verges. This mix will be tolerant of road salts and aid with the prevention of soil erosion as it establishes quickly and helps to bind soils. It will also tolerate the high frequency cutting regime that will be required within the visibility splays. These areas will also need to be maintained to a sward height of 75mm to 150mm.
- 3.22 Where tree planting is proposed along the edge of the carriageway (i.e. at junctions and roundabouts), this has been offset by a minimum of 5m for standard tree sizes

and 7.5m for semi-mature tree planting. This is in accordance with Design Manual for Roads and Bridges (DMRB) HA56/92 The Good Roads Guide New Roads Planting, Vegetation and Soils. Where possible, slopes have been graded out to a 1:10 gradient and the hedgerows have been proposed as close to the carriageway as is practical. This was designed:

- to minimise the impacts of the road corridor on a landscape where narrow, rural roads are an important landscape characteristic;
- to return more land back to agricultural use; and
- to design the earthworks sensitively within the natural topography.

- 3.23 Tree planting has been avoided within a 30m offset from overhead cables to avoid conflicts and ongoing maintenance issues.
- 3.24 Wherever practical, a 3m width area has been left clear to enable access around hedgerows for trimming and maintenance of planting.
- 3.25 The Newby West drainage pond (Pond A) has been designed to increase amenity value and biodiversity due the proximity of residential development and land allocations. A circular, informal resin bonded path has been designed around this pond with durable timber seating, timber information boards and an area of timber terraced seating overlooking the drainage pond. Felled timber could be used to create some of the timber seating as well as informal natural play interventions, such as stepping logs. Timber cycle stands have also been proposed to cater for passing cyclists using both existing routes and the new multiuser paths along the link road. The proposed furniture will be chosen to complement the natural surroundings and create a sense of identity through a limited palette of materials.
- 3.26 Pond B, at Dalston Road pond has been designed to echo the materials and style of Pond A and also retain amenity value.
- 3.27 Access to the Caldew Valley northern drainage pond (Pond C) has been provided by an informal path and timber seating provided to increase amenity value. Information boards relating to the wildlife in the valley as well as the history of adjacent Cummersdale Station, its links with Cummersdale's mills and industrial past, as well as the old mill pond and mill race itself would be provided.
- 3.28 Caldew Valley southern drainage pond (Pond D) – the PROW on the east of the River Caldew is less frequently used than the PROW on the west, however, the existing PROW will be diverted around the bridge pier and embankment as part of this scheme.

- 3.29 In addition, the areas to the west of the River Petteril and SuDS Pond G have been designed to increase amenity value and biodiversity, due the proximity of the riverside Public Right Of Way along the River Petteril and the introduction of a small car park on Newbiggin Road. A circular informal path has been designed around this pond with seating and information boards. The pond has been designed with slackened slopes (maximum 1:3) and varied depths to enable a range of planting and habitat types. Felled timber could be used to create some of the timber seating as well as informal natural play interventions, such as stepping logs. Timber cycle stands have also been proposed to cater for passing cyclists using both existing routes and the new multiuser paths along the link road.
- 3.30 The design of the most easterly SuDS pond within the scheme, Pond H, in this area focuses on creating an area to support a diverse range of wildlife, rather than the public, due to its location away from rights of way and residential areas. A combination of broadleaf woodland planting, aquatic planting, species rich grassland, native shrub and individual trees has been proposed here to provide a variety of habitats.
- 3.31 The resulting character of the site will be a road with landscaped edges which will sit comfortably in the surrounding context and provides benefits for wildlife and biodiversity.
- 3.32 In consideration of the landscaping elements of the scheme:
- Landscape proposals should ensure that there is a biodiversity net gain for such a large scheme of major infrastructure and the approach taken is welcomed
 - The design of SuDS areas which incorporate added value as public amenity space and environmental enhancement is welcomed
 - Whilst recognising that hedgerows and trees will be lost as part of the route development and there will be impacts on local wildlife as a result of the works, methods of best practice should be used in the planning and execution of works during the construction process to minimise impact on biodiversity
 - Planting alongside pedestrian routes and cycle routes should ensure that it is user friendly where encroachment onto those routes may occur

Construction Access

- 3.33 The locations of the construction compounds were assessed with contractor input, with the following considerations taken:
- Appropriate access points to minimise traffic disruption;
 - Safe area for storage of plant and materials;
 - Sufficient working area to ensure good people to plant interface;
 - Topography;
 - Existing vegetation – selecting areas that require minimum clearance; and
 - Minimising land take.
- 3.34 There are likely to be eight construction compounds along the Scheme, covering a total area of 10.8 ha. These are as follows:
- Newby West roundabout, 20,000 m² set up for approximately six personnel, welfare and stores etc. Generator prior to permanent power connection;
 - Dalston roundabout, 15,000 m², welfare facilities, storage, generator;
 - Construction of west pier and span 1 of the River Caldew bridge, 5,000 m², small office set up, welfare, generator;
 - Construction of east pier and spans 2 and 3 of River Caldew bridge, 10,000 m², small office set up, welfare, stores, lay down, generator;
 - Middle compound at Durdar roundabout, 3,000 m², small office set up, welfare, stores, lay down, generator;
 - Main compound, east of Brisco roundabout, 50,000 m². Office set up for 40-50 personnel, main canteen and welfare facilities, briefing room, first aid etc. Temporary generator until permanent supply established. Tarmacked hardstand throughout;
 - Construction of WCML bridge, 2,500 m², combined office and welfare facilities and stores; and
 - Construction of River Petteril bridge, 2,500 m², combined office and welfare facilities and stores.
- 3.35 The location of haulage routes is dependent on the construction start date. If construction commences in Spring, there is a full season for earthworks, and therefore the main haul routes will be on existing routes. If construction commences at a time of year when a full earthworks season cannot be utilised, then haulage routes will be required for construction of the structures, and general access to the roundabouts. Therefore, the precise routes are currently unknown. However, haulage routes will primarily be on existing roads, however a 4m wide haulage route may be required along the length of the main line between River Caldew and Dalston Road and Buckabank and River Caldew.

- 3.36 It is anticipated that construction traffic will access the Scheme at different locations dependent on the location of construction works. There are anticipated to be up to 200 HGV movements per day during the peak period to move 30,000 m³ of soil to fill areas at the eastern end of the Scheme. The HGVs will need to use Newbiggin Road, and this activity is anticipated to occur between June and November 2021, with a small amount of movement in early 2022 near the Junction 42 Golden Fleece roundabout.
- 3.37 During the construction phase, key well-used walking and cycling routes through the Caldew valley (i.e. the Cumbria Way, NCN7, C2C and NCN10) will require temporary closures to enable the bridge structure to be safely built with the Miller's Way walking route also severed by the construction of the River Petteril Bridge. In addition, five Public Rights Of Way with a limited number of users between the River Caldew and Durdar Road will also be severed by the footprint of the scheme.
- 3.38 It is acknowledged that despite mitigation (i.e. reducing closure periods, diversions and signage), journey lengths and times are likely to increase for users, with potential alternative routes also subject to disruption. It is likely to be a moderate impact on users of these routes during construction. Cyclists using minor roads will also be disrupted by construction works where the scheme intersects these routes with increased journey times due to diversions, however access to Durdar Road will be retained throughout construction.
- 3.39 It is noted that during construction of such a major infrastructure project there will be inevitable disruption to users of all routes and the following observations should be made:
- That disruption to road users is minimised and works should be co-ordinated not only within the vicinity of the scheme but also the knock on consequences of other utility companies undertaking works throughout Carlisle (e.g. United Utilities or the Environment Agency flood defence works)
 - Impacts on cyclists and pedestrians should ensure that alternative safe routes are utilised where possible to avoid conflicts between users although acknowledging that these may be slightly longer

Pedestrian and Cycle Access – Operational Phase

- 3.40 A 3 m-wide pedestrian and cyclist 'shared use' path will run along the northern edge of the Scheme. There will be east-west overbridges provided that create a continuous link without crossings for most of this length, from Scalegate

Roundabout south-east of Durdar to the A689, linking up to an existing multi-user path that parallels the A689 up to the M6. The multi-user path will cross Brisco Road and Burthwaite Road at-grade.

- 3.41 The multi-user path will also include a new connection along the A6 to the north, up to the petrol station approximately 600 m north of Junction 42. It will also connect to a north-south pedestrian / cyclist overbridge over the CSLR at Brisco Road and include a 500 m long shared use path to connect with the Cumbria Way / National Cycle Route 7 at a point to the north of the road, in the Caldew Valley.
- 3.42 Observations to the County Council on this element of the scheme should include:
- Welcome the continuous link for a multi-use path on the northern side of the scheme which can be utilised by cyclists as well as those who wish to jog/run although it should be ensured that, particularly at junction interchanges the individual users are clear about priorities for use to avoid conflicts.

Light Strategy

- 3.43 Artificial lighting sources will be required during the construction phase and it is anticipated that these will be shown on the submitted Construction Management Plans and secured by planning condition. This will include:
- Flood and security lighting to illuminate construction compounds, including temporary car parking areas and site offices. This will be primarily for health and safety purposes; and
 - Lighting for working areas, where required, for example where equipment is stored and any safety hazards present.
- 3.44 The Scheme will be lit from the A595 Newby West roundabout up to and including 150 m beyond Dalston roundabout. Additionally, it will be lit for 150 m prior to Durdar roundabout to Junction 42 of the M6. The lighting columns will be approximately 10 m in height on the main route, with approximately 35 m spacing in a nominally single sided arrangement. There will be additional lighting where the cycle route diverts from the CSLR, however, the columns will be 6 m in height and have a much lower lumen output.
- 3.45 To minimise light spill and the impact on protected species, adjacent properties and the landscape the street lighting will comply with the current design standard BS 5489-1:2013 '*Code of practice for the design of road lighting. Lighting of roads and public amenity areas*', the performance standard EN 13201-2:2015 '*Road lighting. Performance requirements*', and the use of full cut-off lanterns mounted horizontally

with a 0° bracket arm inclination will be installed. The specification of LED light sources will also help reduce energy consumption, carbon dioxide emissions and maintenance visits. At the Scheme's junctions a higher level of illuminance is required to improve the visual task for road users negotiating the 'conflict areas', as defined in the British Standard.

- 3.46 The proposed luminaire is the Thorn R2I2-M LED model, which offers low energy lighting only requiring planned maintenance every six years for electrical testing, in line with the manufacturer's specification. The LEDs will be warm white, 3000°K colour temperature with no UV and a lower blue light content which has less impact on species such as bats. LED light source and flat lens ensures that light is directed towards the carriageway and shared use pathway with no light spill above the horizontal.
- 3.47 While traditional street lighting operates from dusk until dawn, the proposed lighting scheme will operate at 100% from dusk until 21:00 and then dimmed by 50% until 06:00 hours, reducing environmental impact, carbon emissions and energy consumption. If considered necessary by the LPA, rear shield may be specified to minimise the backspill of light in sensitive areas, this can be secured by means of planning condition.
- 3.48 Observations on the lighting strategy are that:
 - The design to minimise light spillage is welcomed in order to reduce impacts on biodiversity and those living in the area.

Impact on Neighbouring Properties

- 3.49 Whilst it is noted that in general the route appears to be going across open countryside there are a number of residential properties around the route many of which are operational farms and the proposal crosses operational farmland. The scheme will include a Construction Management Plan in order to phase and programme construction from commencement through final operational stage of the scheme.
- 3.50 Whilst the end operational phase will ensure that the scheme design minimises overall impacts it should be ensured that during construction, issues such as noise and dust pollution are the subject of a Construction Environmental Management Plan for all receptors.

3.51 It will also be important to ensure that diversionary routes and work programmes take into account the local business operations which will need to continue across this large area and that the County Council in undertaking this programme of work, work with local business and residents directly affected by the route.

Other matters

3.52 Two letters raising concerns about the proposals have been received. They raise the following points:

- There is no justification for the road
- Most traffic is heading into the City so will not use this bypass
- Disruption to the River Caldew leisure corridor
- Land required for the replacement wild areas if the scheme happens
- The cycle path at High Brow Nelson and the deceleration lane at Newby West need to be re-considered

3.53 The issues raised concern the principal of the scheme and site-specific elements and have therefore been forwarded to the County Council for consideration.

4. CONSULTATION

4.1 The City Council is a consultee in this process and is required to respond to Cumbria County Council.

5. CONCLUSION AND REASONS FOR RECOMMENDATIONS

5.1 In consideration of the proposed scheme and the policies of the City Council's Development Plan it is recommended that the following observations are made in response to the County Council's consultation:

- The principle of development is acceptable.
- The design of the drainage strategy based on SUDs principles is welcomed in order to slow down water flow and enhance the ecological environment to counter the loss of greenfield land.
- In considering drainage it should be clear that any temporary drainage strategy includes a phased programme of works to minimise the impacts of surface water flooding as a result of soil stripping on the adjoining land.
- Consideration should be given to natural contours and ensure that the drainage scheme is designed to take not only surface water from the

development but also accommodate flows from adjacent land that were previously entering the site area.

- In order to ensure that climate change impacts are considered the drainage strategy should be designed to accommodate a 1:100 plus 40% flood event.
- Landscape proposals should ensure that there is a biodiversity net gain for such a large scheme of major infrastructure and the approach taken is welcomed.
- The design of SuDS areas which incorporate added value as public amenity space and environmental enhancement is welcomed.
- Whilst recognising that hedgerows and trees will be lost as part of the route development and there will be impacts on local wildlife as a result of the works, methods of best practice should be used in the planning and execution of works during the construction process to minimise impact on biodiversity.
- Planting alongside pedestrian routes and cycle routes should ensure that it is user friendly where encroachment onto those routes may occur.
- That disruption to road users is minimised and works should be co-ordinated not only within the vicinity of the scheme but also the knock of consequences of other utility companies undertaking works throughout Carlisle (e.g. United Utilities or the Environment Agency flood defence works).
- Impacts on cyclists and pedestrians should ensure that alternative safe routes are utilised where possible to avoid conflicts between users although acknowledging that these may be slightly longer.
- Welcome the continuous link for a multi-use path on the northern side of the scheme which can be utilised by cyclists as well as those who wish to jog/run although it should be ensured that, particularly at junction interchanges the individual users are clear about priorities for use to avoid conflicts.
- The design to minimise light spillage is welcomed in order to reduce impacts on biodiversity and those living in the area.
- It should be ensured that during construction, issues such as noise and dust pollution are the subject of a Construction Environmental Management Plan for all receptors.
- Ensure that diversionary routes and work programmes take into account the local business operations which will need to continue across this large area and that the County Council in undertaking this programme of work, work with local business and residents directly affected by the route.

6. CONTRIBUTION TO THE CARLISLE PLAN PRIORITIES

- 6.1 The proposed application makes a significant contribution to the future economic and housing priorities for the City Council.

Contact Officer: Christopher Hardman **Ext:** 7502

Appendices Extract of submitted application drawings
attached to report:

CORPORATE IMPLICATIONS:

LEGAL - The County Council is required to consult the City Council on applications within its area under the The Town and Country Planning (Development Management Procedure) (England) Order 2015. Consultation periods are for 21 days or such time as agreed between the authorities.

FINANCE – This report relates to the City Council's role as local planning authority and response to a consultation on a planning application. Financial implications of construction of the route and funding should therefore not form part of this consideration.

EQUALITY – n/a

INFORMATION GOVERNANCE – n/a

PLEASE NOTE:

The Appendix of drawings attached to this report will follow under separate cover in A3 format