

# Economic Growth Scrutiny Panel

Agenda  
Item:

**A.5**

Meeting Date: 26th November 2020  
 Portfolio: Economy, Enterprise and Housing  
 Key Decision: Yes  
 Within Policy and Budget Framework: Yes  
 Public / Private: Public

Title: St Cuthbert's Garden Village Local Plan consultation  
 Report of: Corporate Director of Economic Development  
 Report Number: ED 42/20

## Purpose / Summary:

To update the Panel on proposals for consultation on the St Cuthbert's Garden Village Local Plan preferred option policies.

## Recommendations:

The Panel is asked to: scrutinise the Garden Village Local Plan preferred option policies, as set out in Appendix 1.

## Tracking

Executive:	09/11/20 ED 39/20
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## **1. BACKGROUND**

- 1.1** St Cuthbert's Garden Village (SCGV) is embedded in the adopted Carlisle District Local Plan 2015 – 2030, which identifies land to the south of the City (referred to as Carlisle South via Policy SP 3) for growth for a major mixed-use development focussed on housing. The Policy commits the City Council to preparing a masterplan and a separate Development Plan Document (DPD). This DPD will be the St Cuthbert's Garden Village Local Plan.
- 1.2** Good progress has been made to date in advancing the project, underpinned by robust and ongoing public and stakeholder engagement. Whilst previous approval has been given to consult under Regulation 18, this was not for the full text of the Local Plan policies, and was instead approval to consult on the likely scope of those policies. Report ED 17/20 updated Executive on the progress of the planning and delivery of St Cuthbert's Garden Village, and secured agreement to proceed with the key next steps in advancing the project.
- 1.3** The project, including governance arrangements, continues to be consistently highlighted by Homes England as best practice who equally continue to identify it as amongst the highest performing in their wider garden communities programme. They also consistently cite Carlisle's consultation methods as some of the best in the programme, including new initiatives such as the interactive portal, and the quality of consultation material employed.

## **2. Masterplan / Local Plan / Supplementary Planning Document**

- 2.1** The Masterplan Framework, including design guidance and an infrastructure schedule has been completed. This work forms the main evidence base and building blocks to critically inform and support the preparation of the St Cuthbert's Local Plan and a Design Supplementary Planning Document (SPD) which is currently being progressed. The Masterplan will serve as evidence to inform the emerging Local Plan and SPD. A separate report is on the agenda which summarises the main elements of the masterplan.
- 2.2** The focus of current work is therefore the St Cuthbert's Local Plan and ensuring that it progresses to adoption, together with ensuring the SPD is adopted. The Garden Village project is long-term, over at least the next 30 years, and therefore only the early phases can be planned for with any certainty. Future detailed masterplans will be underpinned by the principles and guidance in the main Masterplan, whilst development proposals will be guided by the emerging policies in the Local Plan and

the SPD. This reflects recognition of the need for a robust planning framework given the scale of development and the ambitions for quality not least given garden community status.

**2.3** The scope of the policies in the St Cuthbert's Local Plan was consulted on in Autumn 2019/20, together with three strategic objectives – social, economic and the environment. These policies have now been more fully developed, taking account of feedback, national policy direction, and input from technical stakeholders. They will represent the Council's preferred option, together with the allocations for the first phase of the Garden Village which is up to 2030.

**2.4** Plan making is an evolving process. Feedback from this consultation will be valuable for informing the next iteration of the Plan, which is the Regulation 19 version, i.e. our publication version of the Local Plan, and the one that we intend to submit to the Secretary of State. Therefore there is considerable scope for these policies to be amended through a process of consultation.

**2.5** The Local Plan will:

- Provide more detail on how and when the strategic requirements set out in the Masterplan will be delivered;
- Upon adoption set the legal framework to guide the preparation and assessment of future planning applications;
- Enable and support the timely delivery of infrastructure provision through both developer contributions and/or external funding bids;
- Facilitate the delivery of land release to help address the imbalance of employment land between the north and south of the City.

**2.6** This Local Plan will include site allocations to provide the right amount of homes, sufficient and appropriate land to provide a range of local and more strategic employment locations and areas designated as district and local centres where the right conditions will be created to provide retail, leisure, health and other community facilities. It will also need to ensure that 20% of the homes built across the site will be affordable, as an obligation of both the adopted Local Plan and the HIF funding for the Carlisle Southern Link Road (CSLR) given that the primary required outputs of the investment is new homes.

**2.7** Policy will also ensure that the natural environment that will be created within and between the new communities is designed to the highest quality, delivered at the right

time, and protected from future harm, together with achieving 10% biodiversity net gain.

- 2.8** The Local Plan will also have to make provision for the right infrastructure to support the proposed level of development, and safeguard any land required to support the development of this infrastructure. It will guide the phasing of all these measures, setting out what should be developed and by when in order to ensure that new homes are adequately served by community, transport and utility infrastructure.
- 2.9** As this Local Plan will be specifically for the Garden Village, it is important that it delivers against the established garden village principles drawn up by the Town and Country Planning Association (TCPA) and the nine guiding principles developed as part of the masterplanning stage one process.
- 2.10** Following adoption the Local Plan will be a statutory document and will therefore be the primary means of assessing and making decisions on all future planning applications in the Garden Village area. Preparing a Local Plan is complex and has to be in accordance with the Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended). The following provides an overview of the envisaged key time periods:

Key Milestone	
Preferred Options Consultation	Nov/Dec 2020
Regulation 19 Consultation	Spring/summer 2021
Submission	Autumn/Winter 2021
Examination	Spring 2022
Adoption	July 2022

- 2.11** The Local Plan is also informed by a Sustainability Appraisal (SA). The SA ensures that we are taking reasonable alternatives into account for delivering the development we need in each of the proposed new villages, and that the planning policies which sit alongside the allocations ensure that we are doing this in a balanced way taking account of environmental, economic and social considerations. The scope of the SA has been established throughout the masterplanning process culminating in a Stage 2 Masterplan SA report.
- 2.12** The policies and plans will also be subject to a Habitats Regulations Assessment (HRA) to identify and likely significant effects on the River Caldey, which is part of the River Eden and Tributaries Special Area of Conservation (SAC), a designation which denotes that the site is of European importance.
- 2.13** The Local Plan will have to be consistent with Government policy and guidance as set out in the National Planning Policy Framework (NPPF) and the supporting

National Planning Practice Guidance (NPPG). The St Cuthbert's Garden Village Local Plan will form part of the Development Plan for the wider area which includes the adopted Carlisle District Local Plan 2015-2030, the Cumbria Minerals and Waste Local Plan and adopted Neighbourhood Plans.

- 2.14** As part of the legal 'Duty to Cooperate' we have been and continue to work alongside neighbouring local planning authorities, Cumbria County Council and other defined agencies such as the Environment Agency and Natural England to ensure that there are no cross boundary strategic issues that have not been resolved.

### **Strategic Design Supplementary Planning Document**

- 2.15** To support the early development phases of St. Cuthbert's and ensure quality is safeguarded from the outset, prior to the formal adoption of the dedicated St Cuthbert's Local Plan, it is proposed that a Supplementary Planning Document (SPD) is prepared. This will be a material planning consideration for the purposes of assessing future planning applications. This is proposed to take the form of a strategic design guide which should remain in operation alongside the Local Plan, providing detailed design guidance to help articulate what is meant by 'high quality design within the context of St Cuthbert's'.
- 2.16** The SPD is needed to ensure that there is not a policy vacuum in advance of the St. Cuthbert's Local Plan coming forward, particularly given market intelligence suggests some landowners and developers are likely to submit planning applications in the short term. SPDs do not make new policy, they aim to amplify existing policies, in this case the Carlisle South policy and the Strategic Design policy in the adopted Carlisle District Local Plan, together with the design evidence set out in the Masterplan. The SPD will be a non-statutory document which is not subject to the same regulatory process as the Local Plan, i.e. it will not need to go through an independent examination. However, there is a requirement to consult on the draft, and therefore the SPD will be consulted on alongside the Local Plan policies.
- 2.17** It is important that the SPD is adopted by March 2021 as it is an obligation of the Housing Infrastructure Agreement (HIF) for the CSLR.
- 2.18 Evidence base:** The Local Plan will be underpinned by a robust evidence base, together with a Sustainability Appraisal, Habitats Regulations Assessment and Viability report. To date the key elements of these are contained within the Masterplan Framework. Our wider evidence base also includes the following:

- Masterplan Infrastructure Schedule (Oct 2020);
- Masterplan Design Guidance (Oct 2020);

- Strategic Housing Market Assessment update – July 2019;
- Interim Housing Market Demand and Capacity Assessment – Sept 2018;
- Self and Custom Build Understanding Demand – June 2020
- Gypsy and Traveller Accommodation Assessment being progressed jointly with other Cumbrian Districts and Public Sector Partners;
- St Cuthbert's Climate Change Strategy;
- Local Cycling and Walking Infrastructure Plan – underway County lead.

**2.19** It is likely that further evidence will be needed to underpin the Local Plan as it evolves towards Publication. The main areas that this is needed to cover will be viability, strategic flood risk and the Infrastructure Delivery Plan.

### **3. CONSULTATION**

**3.1** Progress to date has been underpinned by robust, extensive and innovative engagement with this having added clear value to the emerging draft and high-level proposals for SCGV. This has included public engagement, dialogue with key stakeholders including infrastructure providers, dialogue and facilitated sessions with the local Parish Councils and with Members including via the dedicated Member Advisory Group which now also includes parish council representatives. The Council's Economic Growth Scrutiny Panel also continue to be engaged at key stages of the project including the evidence base upon which the project continues to be progressed.

**3.2** Further consultation was initially planned over the summer as we were hopeful that Covid restrictions would ease sufficiently over time to include some face to face sessions. However, recent announcements mean this is now almost certainly unlikely in the short term. Therefore a digital consultation on the Garden Village Local Plan and the Strategic Design Supplementary Planning Document (SPD) is planned over November and December 2020. Communities will be given as broad an opportunity as possible to engage in these pieces of work, and we have therefore undertaken some 'pre-consultation' during October, specifically with landowners and other stakeholders to highlight the opportunity that is coming up, and in particular with the two parish councils in the garden village area.

**3.3** Awareness of the consultation will be raised using a variety of means including leaflets and posters, the local media, our web site, the banner on the Civic Centre and through direct communication with those on our mailing list. In addition the Communications team has developed a virtual 360 consultation tool which allows

people to access a virtual setting and access the full range of documents. The Council's Facebook and Twitter mediums will also be used.

- 3.4** The draft Local Plan policies ("the Garden Village Local Plan preferred option policies") are appended to the Report.

#### **4. Next Steps**

- 4.1** When feedback on the planning policies has been received and analysed, together with looking at any new evidence and issues that have arisen, the Local Plan will be refined into a version which is known as the 'Publication' final draft that must be published under the relevant Regulations for a further round of consultation before submitting the document to the Secretary of State (Planning Inspectorate) for independent examination.

#### **5. CONCLUSION AND REASONS FOR RECOMMENDATIONS**

- 5.1** Good progress continues to be made with both the planning and delivery aspects of St Cuthbert's Garden Village. The Scrutiny Panel's comments on the draft policies and objectives which will form the St Cuthbert's Local Plan will be fed into the consultation process before the Regulation 19 Publication version of the plan is produced in Spring 2021. It is an obligation of the HIF funding agreement that the St Cuthbert's Local Plan is adopted by July 2022, and it is therefore important that the programme of work leading to adoption remains on track

#### **6. CONTRIBUTION TO THE CARLISLE PLAN PRIORITIES**

- 6.1** St Cuthbert's Garden Village will have a significant influence in terms of shaping how Carlisle will grow and function long into the future. Accordingly, it will have a significant, direct and positive impact on a number of Carlisle Plan priorities including:

- *"supporting the growth of more high quality and sustainable business and employment opportunities"* – through identifying new sites for development and opportunities to better balance the local economy;
- *"addressing Carlisle's current and future housing needs"* – through being the single largest development site and therefore contributor to supply across the latter stages of the current Local Plan period and much of the next one, including affordable and specialist housing;
- *"working more effectively with partners to achieve the City Council's priorities"* – through recognition that the scale of the project requires the input, commitment and direct support of a wide array of stakeholders and partner agencies.

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**Appendices attached to report:** St Cuthbert's Local Plan draft policies.

**Note:** in compliance with section 100d of the Local Government Act 1972 the report has been prepared in part from the following papers:

- **ED 17/17 Report to Executive – St Cuthbert's Garden Village**
- **ED 06/19 Report to Executive – St Cuthbert's Garden Village Key Next Steps**
- **ED 28/19 Report to EGSP St Cuthbert's Garden Village Progress Update**
- **ED 17/20 Report to Leader – Key Next Steps**

#### **CORPORATE IMPLICATIONS:**

**LEGAL** – Ultimately, any resultant Development Plan Documents will need to be approved in accordance with Article 4 of the Constitution and the Budget and Policy Framework.

**FINANCE** – The Council has recognised St Cuthbert's Garden Village as a key project for the City and surrounding area. Funding has been provided within the MTFP to formally adopt an appropriate and comprehensive masterplan and delivery strategy for the SCGV.

**EQUALITY** – The St Cuthbert's Garden Village Local Plan will be subject to an Equality Impact Assessment process at key stages of its preparation.

**PROPERTY** – no comments.

**INFORMATION GOVERNANCE** – The consultation process must comply with Data Protection Legislation by ensuring an appropriate privacy notice is provided to all consultees who contribute and provide personal information. Appropriate governance processes must also be embedded to ensure any gathering and subsequent disclosure of information is appropriate.

## **Appendix 1**

### **Draft St Cuthbert's Garden Village Policies**

#### **Delivering St Cuthbert's Policy**

To meet the needs of existing and future communities, in the first phase which is up to 2030, the Plan will ensure that sufficient provision of land in sustainable locations is made available for the delivery of new homes, jobs and infrastructure within the defined Garden Village areas of Carlton, Durdar, the edge of Carlisle and Cummersdale.

Specific sites have been identified, in accordance with the phasing identified in the masterplan, to deliver the GV vision in accordance with the agreed GV principles and objectives within the Garden Village area as follows:

#### **Housing**

Land at Carleton, Durdar and Cummersdale, as shown on the Policies Map to accommodate approximately 2000 new homes between 2022 and 2030 as follows: Carlisle Edge approximately 500 homes; Carleton 1000; Cummersdale 500. In bringing forward housing development within this phase, developers will need to demonstrate that their proposals contribute to an overall mix of dwelling types, sizes, and tenures which help to meet identified local housing need, and the development of mixed and sustainable communities.

#### **Employment**

A broad location for strategic employment growth is safeguarded to the East of Junction 42. Local employment sites will be located within or close to the local or district centres at Durdar 5ha; Carleton 0.5ha; Cummersdale 0.5ha in a mixture of flexible spaces and small business park/employment hub.

#### **Green Infrastructure and Blue Infrastructure**

St Cuthbert's Greenway is identified on the Policies Map as a key piece of strategic green infrastructure. This will provide multi-modal active travel and recreational opportunities, together with providing a biodiversity corridor. Other high quality and accessible open space will be provided in accordance with the open space distribution as shown on the open space typology map. All land identified within any of the greenspace typologies will be protected from development which would harm their intended use. Green space will be delivered in accordance with the quantum set out in the Strategic Design Supplementary Planning Document.

#### **Community Facilities**

Local centres are identified in Carleton, Durdar and Cummersdale to make provision for retail, leisure facilities, healthcare, education and flexible work-space uses to serve the needs of the local communities. It is anticipated that Cummersdale and Carleton local centres would come forward in phase 1 in accordance with the phasing schedule.

#### **Education**

Primary and secondary schools will be located as follows:

Durdar 3 x 2FE primary schools and 1 x 10FE secondary school. Carleton 1 x 1FE primary school. Cummersdale 1 x 1FE primary school.

Sites coming forward outside of uses shown on the land use framework on the masterplan illustration, or outside of the identified phasing must demonstrate how they deliver against the established Garden Village principles, must not prejudice the delivery of the vision, principles and key drivers that have been identified for the Garden Village through the masterplanning process, and must contribute towards the strategic infrastructure required for the wider area.

### **Carlisle Southern Link Road**

Land will be safeguarded for the route of the Carlisle Southern Link Road, the associated shared pedestrian and cycle way, the strategic planting required in association with the road, and for the Durdar spur road.

## **Planning Obligations Policy**

Proposals will be required to deliver or contribute towards the timely provision of essential supporting infrastructure either directly as part of the delivery of the new communities, or through an appropriate financial contribution.

On larger applications within a new community, will require a phasing schedule based on the infrastructure requirements identified within the St Cuthbert's Infrastructure Delivery Plan, The ability to move from one phase to the next will be dependant on the infrastructure detailed in previous phase(s) having been delivered.

Proposals will be expected to provide, or contribute to, the infrastructure identified in order to make the development acceptable. The phase, scale and nature of the contribution will be proportionate to the size and type of proposal and will be based on the St Cuthbert's Infrastructure Delivery Plan and established through the development management process.

### ***Multiple land Ownership***

Where land for a new community is in multiple ownership, it will be ensured that all applicants make a proportionate contribution to any developer contributions required to enable delivery of the whole site as well as those specific to their individual proposal.

### ***Artificial splitting of sites***

Where there is evidence that a site or a proposal has been artificially split in order to avoid policy requirements by being below any relevant size/dwelling threshold, the Council will consider whether it would be appropriate to apply the policy requirements to each of the smaller sites individually irrespective of their size/number of dwellings in order to secure planning obligations in accordance with this plan. In determining whether separate sites should be aggregated to form a single site for the purposes of applying this policy, the city council will consider:

- i. Existing and previous land ownership;
- ii. Whether the areas of land could be considered to be a single site for planning purposes; and
- iii. Whether the development should be treated as a single development.

The city council will consider each application on the facts as a matter of planning judgement.

The land identified to deliver the new communities within St Cuthbert's has benefited from the early delivery of the Carlisle Southern Relief Road (CSLR) the funding of which has been provided through

the Government's Housing Infrastructure Fund and a combined £10 million from Carlisle City Council and Cumbria County Council. All development will need to make a contribution towards the repayment of the £10 million forward.

### ***Reduced planning obligations***

It is expected that development that provides full policy requirements will be granted planning permission. Consideration will only be given to a request for reduced planning obligations compared to policy requirements where:

- I. The applicant has submitted a viability appraisal that is based upon and refers back to the viability assessment that has informed this Plan, and provides evidence of what has changed since then;
- II. The value of the planning obligations has been maximised having regard to likely viability;
- III. A clawback mechanism has been incorporated into a legal agreement, where appropriate, to ensure that additional mitigation is provided if final development viability is better than anticipated in the viability assessment; and
- IV. The benefits of the development outweigh the lack of full mitigation for its impacts, having regard to other material considerations; and
- V. In exceptional circumstances consideration may be given to alternative proposals to those within the Infrastructure Delivery Plan and Phasing Schedule if it can be evidenced that the proposals offer a genuine opportunity to deliver the infrastructure required to support the new communities in a timely manner.

Where a viability appraisal is submitted by an applicant in order to justify a reduced contribution, it and any revisions to it will be published prior to the determination of the planning application unless there are exceptional circumstances. Where such exceptional circumstances exist, an executive summary that includes enough information to enable the public to fully understand the main inputs and conclusions of the appraisal must be provided and published. The costs relating to submitting such an appraisal must be borne by the applicant.

### ***Forward Funding***

It may be in order to facilitate behavioural change and modal shift; alternative sources of finance may be sourced to forward fund infrastructure to support development. In the absence of the forward funded infrastructure being in place, development would be expected to contribute towards the delivery of such infrastructure and in the absence of which, planning permission would not be granted. In these instances, an equivalent contribution will be expected to be made as the proposed development is benefitting from this early delivery.

### **Sustainable Transport and Movement Policy**

All development within the Garden Village must accord to the key principles and parameters of the access and movement strategy outlined in the final masterplan framework and further defined in the Strategic Design Supplementary Planning Document. Applicants are required to demonstrate how:

- development will prioritise and enable active and sustainable travel, such as cycling, walking and public transport as the primary and most convenient means of transport to, from and through the Garden Village
- vehicles will access the Carlisle Southern Link Road
- the development will connect to the St Cuthbert's Greenway
- the development will create and integrate with active walkable neighbourhoods across the Garden Village that make the most of the development's attractive landscape setting and key views wherever possible
- people travelling to and from the development will access Carlisle City Centre by sustainable transport modes
- the development will integrate with and connect to local mobility hubs at local and district centres
- the development will deliver supporting infrastructure to support residents in making sustainable transport choices
- the development will work toward providing a network of high quality, convenient, safe and attractive pedestrian and cycles routes that link to wider new and existing networks
- the development will integrate with the defined hierarchy of residential roads that reflect both the final masterplan framework and Cumbria County Council's most up to date Residential Highways Design Guidance.

Applicants must, through an accompanying Design and Access Statement, show that adequate and secure space is provided for the storage and parking of bicycles. Within residential development this will need to be shown within the curtilage of every new dwelling to be provided. Within commercial, employment or community development, the amount of cycle parking to be provided should be based on the assumption that most people accessing the development will be doing so by either biking or walking.

Parking solutions, including cycle parking, should be in accordance with Building for a Healthy Life guidance and the Strategic Design SPD. On-street car parking arrangements are to be used to help slow vehicles and must be sensitively integrated into the streetscape with soft landscaping. Parking should be provided in-curtilage for most properties, set back from the main building line.

Unallocated visitor parking should be sensitively integrated into the streetscape. Any on street parking must ensure that it can in no way impede or block the free flow of pedestrian or cycle routes, or cause obstacles to emergency or other municipal service vehicles

### **Stewardship Policy**

Development proposals of the following types must be designed to take into account, and must clearly identify how, ongoing operation, management, and maintenance arrangements will be secured:

- Leisure facilities;
- Allotments, community orchards and woodlands;
- The public realm;
- Open spaces including strategic and local and semi natural greenspace;
- Pedestrian and cycle paths;
- Community buildings;
- Development that results in biodiversity net gain;
- Sustainable Drainage Systems.

The quality of all assets that require ongoing and long-term stewardship, and are proposed to be managed on completion by a trust or other community body, must be of the highest standards, and the specific requirements will be set out in a Section 106 agreement. Alternatively, where a trust or other community body agree, the asset can be handed over before completion, provided that specific measures are in place, including financial measures, to enable the completion and operation of the community asset to the highest standards.

### **Smart Environments Policy**

An ultrafast broadband internet connection is considered to be an essential utility within St Cuthbert's. Applicants are required to show how a development will connect to the internet. Every new development in St Cuthbert's should expect to benefit from a symmetrical internet connection of at least 1 gigabit per second (1Gb/s). Applicants are required to engage with internet providers to establish how and when this will be achieved.

A Highspeed Broadband Statement must be provided as part of any application for residential, employment, and/or any town centre use development within St Cuthbert's. The statement should include:

1. Details of engagement with broadband and network providers, including the names of providers contacted, dates of contact, and summary of feedback received;
2. The findings of any connectivity assessments from network providers, including details of any cost contributions that would be required from the developer;
3. The current connectivity options for the site and anticipated average connection speeds;
4. the potential connectivity options for the development and potential achievable internet speeds, including a consideration of Fibre to The Premises Infrastructure (FTTP) to enable ultrafast broadband; and
5. the proposed method of ensuring ultrafast broadband for the site, including measures to ensure that the development is 'high speed ready' in cases where development is likely to be completed before the implementation of the ultrafast broadband network.

Proposals for communications infrastructure, especially where this is required to enable a comprehensive 5G network across the garden village and beyond, will be approved, provided that the applicant can demonstrate that:

1. Opportunities for sharing sites that accommodate existing telecommunications equipment have been fully explored; and
2. The potential impact on visual amenity has been minimised including that any equipment has been sympathetically designed and camouflaged, where appropriate; and
3. When sites on a building, the antenna and associated structures are sited and designed in order to seek to minimise the impact to the external appearance of the host building; and
4. The development would not have an unacceptable adverse impact on a heritage asset; and
5. Evidence is submitted showing the outcome of consultations with a number of broadband providers/networks/organisations with an interest in the proposed development; and
6. The proposed installation complies with the national guidelines in respect of exposure of members of the public to electromagnetic fields.

All electric vehicle charging points, either intended for private or communal use, must be capable of a cloud based connection to the internet to facilitate remote control and to enable smarter charging functions during periods of peak demand. Additionally, all relevant elements of the public realm, such as public information boards at mobility hubs, etc. must also be capable of a cloud based connection to enable real time updates and functionality as required.

### **Affordable Housing Policy**

Development proposals of 11 or more houses will be required to deliver 20% affordable housing on site, with a tenure split of 50% for social or affordable rent and 50% for intermediate low-cost home ownership housing.

The location of affordable housing within the layout of a site must not be concentrated in one location and must be designed to integrate with other housing or uses on the site.

A lower proportion or different tenure split may be permitted where it can be clearly demonstrated by way of a financial appraisal that the development would not be financially viable, or where the proposed mix better aligns with local needs. Early dialogue with the Council on this matter will be essential.

The opportunity to secure affordable Extra Care housing or other supported housing schemes as part of the wider affordable housing mix on development sites will be sought where it is considered to meet needs and the site is in an appropriate location.

This policy will operate within the context of national policy and will be implemented with regard to any relevant future changes including to the definition of affordable housing.

### **Self and Custom Build Policy**

Self and Custom build housing proposals are considered an integral part of the housing mix within St Cuthbert's. Proposals that include provision for fully serviced self and custom build plots will be considered favourably. The Council expects a minimum of 100 self and custom build houses to be provided across St Cuthbert's by 2030 as part of the first phase of development.

Development proposals for 100 or more new dwellings must offer up at least 5% of plots for self and custom build development. Self and Custom build plots must be deliverable, and applicants will be expected to demonstrate that such plots satisfy the following criteria:

- a) A legal access to the public highway for pedestrians, cyclists and vehicles.
- b) Connections to all services and utilities, i.e. water, drainage, electricity, internet, etc. to the boundary of each plot
- c) Provision for suitable arrangements for surface water fallout.

Where self and custom build plots are included within a development, they should be marketed as such for a period of no less than 12 months. Should there be no interest in taking them forward within this period, the developer must first offer them to either a housing association or to the City Council to take forward for delivery before they can be considered for development as open market housing.

In order to prevent the potential blighting of an entire development site due to excessively delayed or unimplemented self/custom build plots, anyone purchasing such a plot must ensure that construction is completed within three years or the plot may revert back to the control of the original developer. This time limit must be clearly communicated to and agreed with a prospective self/custom home builder before they purchase a plot.

### **Design Policy**

Proposals must respect and take account of the landscape setting of the area, key views as identified in the Masterplan and demonstrate a high quality and innovative approach to design, drawing on garden village principles. Development must contribute towards the creation of locally distinctive neighbourhoods, whilst setting out how they have had regard to the provisions in the Strategic Design SPD.

Proposals will be assessed against the following design principles. Proposals should:

1. respond to the local context and the form of surrounding buildings, and proposed surrounding land use parcels, having regard to the final Masterplan Framework, in relation to density, height, scale, massing and established street patterns and by making use of appropriate materials and detailing;
2. respond to the surrounding landscape, key views and topographical features and respect local landscape character;
3. reinforce local architectural features to promote and respect local character and distinctiveness;
4. take into consideration the historic environment including both designated and undesignated heritage assets and their settings;
5. ensure all components of the proposal, such as buildings, car parking, and new connections, open space and landscaping are accessible and inclusive to everyone, safe and well related to one another to ensure a scheme which is attractive and well-integrated with its surroundings;
6. seek to ensure that streets are designed, where appropriate, to encourage low vehicle speeds which allow streets to function as social spaces;
7. ensure there is no adverse effect on the residential amenity of existing areas, or adjacent land uses, or result in unacceptable conditions for future users and occupiers of the development;
8. aim to ensure the retention and enhancement of existing trees, shrubs, hedges and other wildlife habitats. If the loss of environmental features cannot be avoided, appropriate mitigation measures should be put in place and on-site replacement of those features will be sought;
9. 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;
10. ensure that the necessary services and infrastructure can be incorporated without causing unacceptable harm to retained features, or cause visual cluttering;
11. ensure that the layout and design incorporates adequate space for waste and recycling bin storage and collection; cycle parking provision; electric car charging points; and

Planning applications must be accompanied by a masterplan which shows the following:

- proposed approach to the interfaces with the existing and proposed surrounding land uses;
- key components including movement network, land-use parcels, green infrastructure and community facilities as appropriate;
- how the proposal aligns with the masterplan.;
- if the proposal deviates from the Masterplan, the justification for doing so.

On larger development parcels where a phased approach is necessary a delivery strategy will be required to set out the key components of the development such as movement network, green infrastructure, SUDS, utilities and digital infrastructure. The strategy should demonstrate wider alignment with the Masterplan Framework.

### **Low Carbon Policy**

Proposals for all development in St Cuthbert's Garden village should make the fullest contribution to creating environments which enable carbon reduction and are resilient to climate change. Applicants will be required to demonstrate through their proposals a commitment to reducing carbon emissions in accordance with the Vision and Principle 7 of the St. Cuthbert's Garden Village masterplan.

Proposals should be designed in such a way to embrace a whole place approach which requires applicants to consider how the development would contribute to carbon reductions through energy conservation and efficiency in the design, layout and choice of materials as well as the operation of the building and the mobility options of the future occupants. These principles should be a key part of the design process to ensure that consideration can be given to the orientation of buildings to maximise opportunities for solar gain as well as the potential for alternative sources of energy supply.

As a minimum it will be expected that all new residential developments should demonstrate a reduction in CO<sub>2</sub> emissions of 20% above part L in line with the Future Homes Standard embracing high building fabric standards and low carbon heating systems such as heat pumps, triple glazing and high levels of insulation.

New non-domestic buildings will be required to be built to BREEAM Excellent sustainability standard in accordance with Carlisle City Council's Climate Change Strategy (currently draft).

In addition all development must to designed to enable the behavioural shift of its occupants towards smart and sustainable living by including the following in their design:

- Electric vehicle charging points
- Access to highspeed broadband
- Smart energy efficient heating systems
- Highly accessible and secure cycle storage – to make walking and cycling the modes of travel of choice
- Systems to allow for the efficient use of water and or grey water harvesting/usage.
- Adequate and convenient space for recycling storage
- Photovoltaic panels

Applicants will be required to demonstrate, through the submission of an energy statement, how their scheme will meet the above requirements.

Proposals must demonstrate how they have had regard to the 'Sustainability, Low Carbon and Innovation' section of the Strategic Design SPD.

### **Biodiversity Net Gain Policy**

All new development must deliver a measurable biodiversity net gain.

Applicants for major and minor development will be required to demonstrate that a minimum 10% net gain in biodiversity will be achieved either directly on site or, where this is not achievable, through contributions to an off-site area of habitat creation and/or enhancement as shown in the final Masterplan Framework or otherwise agreed with Natural England. Favourable consideration will be given to applications that seek to achieve gains greater than 10%.

A qualified ecologist should be employed by the applicant to undertake a site assessment of potential biodiversity net gains using an agreed metric. This assessment must be done at appropriate times of year and establish a baseline pre-development score for biodiversity alongside an anticipated score that will result from the likely impacts of development. This information should be included in a dedicated section for biodiversity net gain as part of the development's accompanying ecological assessment. Reference to net gain measures to be taken on site should also be included in the development's Design and Access Statement. Where it is proposed that net gain will be achieved through off-site mitigation measures, clear justification as to why gains cannot be achieved on site will be required.

Where a site has recently suffered rapid or demonstrably deliberate deterioration to its ecological integrity, the initial baseline biodiversity score must be based on an assessment of the site prior to this deterioration.

Detailed ecological assessments will not be required for householder applications or for sites of very low ecological interest, but applicants will still be required, through an accompanying ecological appraisal or written statement, to demonstrate what measures they will be taking to achieve a degree of on-site net gain. This should be proportionate to the scale of their proposals.

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**EXCERPT FROM THE MINUTES OF THE  
EXECUTIVE  
HELD ON 9 NOVEMBER 2020**

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**EX.131/20 ST CUTHBERT'S GARDEN VILLAGE LOCAL PLAN CONSULTATION**  
(Key Decision – KD.28/20)

**Portfolio** Economy, Enterprise and Housing

**Relevant Scrutiny Panel** Economic Growth

**Subject Matter**

The Economy, Enterprise and Housing Portfolio Holder submitted report ED.39/20 which sought Executive approval for consultation on the St Cuthbert's Garden Village Local Plan preferred option policies. Background information was set out at Section 1.

The Portfolio Holder provided a brief overview, commenting that the St Cuthbert's Garden Village vision was to create locally distinctive, high quality, new garden communities with a strong emphasis on design, green infrastructure and healthy environment.

The public consultation on the draft St Cuthbert's Garden Village Local Plan, Policies, Masterplan and the Design Supplementary Planning Document would commence on 10 November and run until 22 December 2020.

The Portfolio Holder highlighted, in particular, the information set out at paragraphs 2.1 – 2.19 of the report. He added that Section 3 outlined the extensive and innovative nature of the consultations undertaken to date. COVID-19 had, however, meant that the Garden Village Team was having to deploy virtual 360 consultation tools and access to a range of documentation could be achieved via websites, leaflets, social media and digital banner.

Attention was further drawn to the draft St Cuthbert's Garden Village Policies attached at Appendix 1.

The Economy, Enterprise and Housing Portfolio Holder concluded by moving the recommendation, which was seconded by the Leader.

**Summary of options rejected** that approval should not be granted

## **DECISION**

That the Executive approve stakeholder and public engagement (under Regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012) on the Garden Village Local Plan preferred option policies, as set out in Appendix 1 to Report ED.39/20.

### **Reasons for Decision**

Good progress continued to be made with both the planning and delivery aspects of St Cuthbert's Garden Village. Executive's approval to consult on the draft policies and objectives which would form the St Cuthbert's Local Plan was needed as the version of the plan that would go out to consultation would represent the Council's 'preferred option', before the Regulation 19 Publication version of the plan is produced in Spring 2021. It is an obligation of the HIF funding agreement that the St Cuthbert's Local Plan is adopted by July 2022, and it is therefore important that the programme of work leading to adoption remains on track