

## Executive

**Agenda  
Item:**

**A.7**

Meeting Date: 14 December 2020  
Portfolio: Economy, Enterprise and Housing  
Key Decision: Yes  
Within Policy and Budget Framework No  
Public / Private Public

Title: St Cuthbert's Garden Village Masterplan Framework  
Report of: Corporate Director of Economic Development  
Report Number: ED 50/20

### **Purpose / Summary:**

To apprise the Executive of the finalised Masterplan Framework for St Cuthbert's Garden Village and receive Executive approval to its content.

### **Recommendations:**

Executive is asked to:

1. Agree the finalised St Cuthbert's Village Masterplan Framework (contained in Appendices 1 to 3) as evidence to inform the emerging St Cuthbert's Garden Village Local Plan.

### **Tracking**

Executive:	
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## 1. BACKGROUND

- 1.1** The adopted Carlisle District Local Plan laid the foundations for St Cuthbert's Garden Village (SCGV). It identified the broad area to the south of the City for a major housing led mixed-use development. This was subsequently accepted into the Government's Garden Villages, Towns and Cities Programme in January 2017.
- 1.2** As a Garden Village, it is expected that St Cuthbert's should be a unique and high-quality development, with three high level aims:
- The delivery of high quality homes and jobs needed in the area over the long term to enable the growth ambitions of Carlisle and the Borderlands;
  - The comprehensive provision of infrastructure for transport and telecommunications, education, health, community and cultural infrastructure required to create sustainable communities; and
  - Ensuring the creation of quality places including the conservation and enhancement of the natural and historic environment, including landscape, together with an effective long-term approach to local stewardship.
- 1.3** Project governance was established in May 2017 and identified four key workstreams: Masterplanning; Plan Making; Carlisle Southern Link Road; and Delivery.
- 1.4** Preparation and completion of the Masterplanning workstream has been delivered in two stages. **Stage 1** developed concept proposals and built the vision for SCGV which concluded in early 2019 following extensive public consultation.
- 1.5** **Stage 2** which is the subject of this Report has now concluded. Drawing from Stage 1, the Masterplan Framework for SCGV provides the technical detail such as the identification and selection of potential site allocations and land use designations as well as detailed strategic drainage, movement and green infrastructure frameworks. Stage 2 was completed over several phases which delivered a baseline report, a range of technical information and the development and testing of options.
- 1.6** Robust and ongoing public and stakeholder engagement has underpinned and informed both Stages of the masterplanning process. This included a widespread public and stakeholder engagement on draft options between September and October 2019 and technical stakeholder engagement during the summer of 2020.
- 1.7** The Masterplan Framework comprises three documents: the main Masterplan Framework including detailed framework plans (Appendix 1); an Infrastructure Schedule (Appendix 2); and Design Guidance (Appendix 3).

## 2 THE FINALISED MASTERPLAN FRAMEWORK (APPENDIX 1)

### 2.1 The Scale and Distribution of Development

**2.2** The Masterplan Framework appraised several spatial alternatives for the distribution of homes, jobs and community infrastructure. This took account: landscaping (such as topography and physical features); the need to retain a village-like character; sustainable mobility (prioritising walking cycling and public transport to new local centres, schools and services); and provision of a range of housing densities and usable open spaces and green infrastructure. The Masterplan Framework recommends the following broad distribution of development across the lifetime of the project, but broken down into five phases:

	Durdar	Edge of Carlisle	Carleton	Cummersdale	Total
Approx no. of homes	7,150	500	1,700	975	10,325
Av. Density per ha	32	25	30	22	
Commercial	44,000sqm	-	1,000sqm	975sqm	46,000sqm
Primary schools	3 no. 2FE	-	1no. 1FE	1no. 1FE	5
Secondary Schools	1 no. 10FE	-	-	-	1

**2.3** **Cummersdale:** would retain its rural character with lower housing densities to reflect its historic character and retain views to the Lake District. A green buffer would lie between the southern edge of the existing village and the new development would be required to preserve views of the chimney to the east. Open space on the western edge of the existing village would build upon the 'Start with the Park' principle and create a gathering space for both new and existing residents. New shared facilities, including a primary school, local shops, health facilities and amenities would also provide an additional focal point.

**2.4** **Durdar:** would be the largest of the villages acting as main 'district centre' and public transport hub for local communities. Facilities would be clustered around a neighbourhood square with a secondary and primary school, shops, health and community facilities which would also provide the focus for new employment. It would provide for a wider range of house types with higher densities focussed in and around the local and neighbourhood centres. The Masterplan Framework notes that careful consideration would be required where Durdar meets the existing urban edge of Carlisle and proposes that new development to the south of Ascot Way would frame an area of green open space at the core of this neighbourhood, connecting to Newman School and Blackwell Common and creating a view corridor towards Cannock Hill, forming a key green gateway into the Garden Village.

- 2.5 Carleton:** would provide the opportunity for further growth to create a new shared local centre with a primary school, local shops, health and community facilities. This local centre with open greenspaces at its core, would be accessible and visible from multiple viewpoints. Green corridors would preserve distant views and would incorporate high quality planting. A network of greenspaces would connect to the River Petteril and the proposed 'Greenway' discussed below.
- 2.6 Green and Blue Green Infrastructure**
- 2.7** The Masterplan Framework acknowledges that high quality, accessible and interconnected green and blue infrastructure is fundamental to SCGV with regards to healthy living; providing opportunities for active travel, recreation and culture; addressing climate change; and creating opportunities to retain and enhance biodiversity. The green and blue infrastructure would therefore provide a coordinated network of multi-functional and accessible spaces.
- 2.8 Open Spaces:** would include playing pitches, natural and semi-natural spaces, allotments, parks and gardens, and play areas.
- 2.9 Sustainable Drainage Solutions:** would play an integral role to manage surface water runoff, flooding and pollution and a drainage strategy is proposed for the site.
- 2.10 The Greenway:** would comprise a multi-use area of up to 100m in width joining the three villages and creating links into Carlisle. This would be a planted, car free space and incorporate sports pitches, play areas, resting points and event spaces. It would be a key placemaking feature for the entire SCGV and is fundamental to the 'Start with the Park' principle.
- 2.11 Ecology:** building upon the emerging statutory requirement for new development to provide a minimum net gain in biodiversity of 10%, the Masterplan Framework seeks habitat restoration alongside the creation of new biodiversity assets. This equates to some 93ha of habitat retention/enhancement and 5.10km of hedgerow enhancement. In addition, the Masterplan Framework identifies some 94ha of potential new habitat creation for new areas of woodland, grassland and reedbeds.
- 2.12 Urban Design**
- 2.13** Under this theme, the Masterplan Framework places great importance on making the most of key gateways, landmarks and features such as the Racecourse,

Cummersdale's industrial heritage, Cammock Hill and those points where the proposed Greenway crosses roads and the River Caldw.

- 2.14** It details the treatment of built edges between the new and existing built up areas (including the Carlisle South Link Road) that would serve as multi-functional buffers in terms of noise and visual mitigation, providing meeting spaces and opportunities for informal recreation. It recognises the changing topography and the need to design future development (in terms of building heights) to minimise visual impacts and optimise views and long distance vistas.

## **2.15 Movement and Access**

- 2.16** The Masterplan Framework utilises delivery of the Carlisle Southern Link Road to provide direct vehicular access into SCGV from the south and to relieve traffic flows from existing radial corridors north of the Garden Village into the City Centre. This would allow public transport, walking and cycling to be promoted as the primary modes of transport both within the Garden Village and externally.

- 2.17** The Masterplan Framework sets out a range of key components, including:
- Enabling active and sustainable travel as the primary transport mode to/from and through the Garden Village;
  - Strategic east-west connectivity utilising the proposed 'Greenway' linking up the Garden Villages and connecting to existing communities;
  - The development of active neighbourhoods across the Garden Village;
  - Mobility hubs integrated within local centres providing a range of transport interchange facilities;
  - Delivery of north-south corridors that enable sustainable transport modes;
  - Improving connectivity to and from the City Centre by sustainable transport modes; and
  - Delivering supporting infrastructure across the Garden Village to support residents in making sustainable transport choices.

## **2.18 Sustainability**

- 2.19** To ensure the Masterplan Framework delivers against the overarching vision and provides environmental, social and economic benefits to the locality, a sustainability strategy describes how SCGV would be developed in a sustainable manner. It draws on a number of key aspects including: embedding energy efficiency and low carbon initiatives into the design, layout and construction of new buildings; sustainable and active travel; and drainage.

## **2.20 Phasing of Development**

- 2.21** Informed by the technical studies and consultations with infrastructure providers and landowners, the final limb of the Masterplan Framework sets out an indicative phasing strategy to deliver SCGV. Whilst further considerations need to be taken into account (principally regarding development viability), it suggests early phasing should: focus on expanding current settlements; utilise existing infrastructure capacity in the early phases, whilst ensuring any new development contributes to strategic wide infrastructure; and ensure the quality standard is high for future development phases to follow. This first phase would be focused around Carleton, Cummersdale and the southern edge of Carlisle

## **3 SUMMARY OF THE INFRASTRUCTURE SCHEDULE (APPENDIX 2)**

- 3.1** The Infrastructure Schedule summarises the strategic infrastructure required to deliver the phased delivery set within Masterplan Framework. It draws from infrastructure requirements that have been gathered throughout the Masterplan Framework process, as well as information provided by the District and County Councils, key stakeholders and infrastructure providers. It details the provisional infrastructure requirements including:
- Community (eg primary and secondary education, health and community facilities);
  - Transport (eg on and off-site highway requirements, footways and cycleways);
  - Green (eg open space, playing pitches and ecological mitigation);
  - Drainage; and
  - Utilities.
- 3.2** The Infrastructure schedule provides a snapshot in time based on the best available information. Infrastructure requirements will however change in the short, medium and long term and will be influenced by development viability. As far as possible, the Infrastructure Schedule has sought to determine the trigger points and the costs of delivering the respective infrastructure.

## **4. SUMMARY OF THE DESIGN GUIDANCE (APPENDIX 3)**

- 4.1** The Design Guidance draws from the nine SCGV principles and placemaking drivers set out within the Masterplan Framework to inform the following parameters:
- A landscape approach that highlights a series of north-south green fingers that follow the natural valleys, surface water flows, and low-lying topographies;

- A distinctive village-like character;
- A variety of residential densities to bring distinctive characters;
- A variety of usable open spaces and green infrastructure features;
- A sustainable mobility approach with a focus in promoting walking and cycling.

**4.2** A key feature of the Design Guidance has been to set bespoke design principles for Cummersdale, Carleton and Durdar. Each village is sub-divided into more specific 'character areas' which have a recognisable and coherent identity and share a set of design elements and qualitative characteristics. It then provides a brief narrative description of each character area and key features to be considered to inform more detailed guidance or designs within the relevant character area.

## **5. ROLE AND STATUS OF THE MASTERPLAN FRAMEWORK**

**5.1** The suite of Masterplan Framework documents comprises part of the evidence base which has been used to inform the preparation of the St Cuthbert's Local Plan Preferred Options and the draft Strategic Design Supplementary Planning Document (SPD) considered by Executive in November 2020 (ED 39/20). The Masterplan Framework also sits alongside a wider suite of existing evidence which has also been used to inform the draft Local Plan policies.

## **6. RISKS**

**6.1** A dedicated risk register is kept and regularly reviewed as part of the overall project management approach. The main risk continues to be centred on the availability of adequate resourcing (in terms of both staff time and budgetary provision) for undertaking the technical work and further engagement needed to maintain momentum and progress of each of the key project strands.

**6.2** The overriding risk is that a failure to plan for the growth of SCGV would result in growth occurring to the south of the city in a much more fragmented and incremental nature. This would prejudice the delivery of the necessary infrastructure needed to support new communities; impact on the sustainability and overall quality of place; undermine strategic ambitions; and risk not delivering the mix of development needed nor at the pace required.

## **7 CONSULTATION**

- 7.1** Progress to date has been underpinned by robust, extensive and innovative engagement with this having added clear value to the vision and concept proposals, and options plans for the Garden Village. This has included community engagement, dialogue with key stakeholders including infrastructure providers, dialogue and facilitated sessions with the local Parish Councils and with Members including via the dedicated Members' Advisory Group. In addition, there is an ongoing dialogue with all the key landowners within the area.
- 7.2** The most recent consultation in Autumn of last year on the options plans for the Masterplan Framework saw a wide range of community drop in events in a variety of locations throughout the area together with more focussed stakeholder and landowner workshops. The feedback report from this stage has been published and is available on our web site. Covid restrictions led to a more focussed consultation in Summer 2020 with technical stakeholders such as United Utilities, the Environment Agency, Natural England and departments within the City and County Council.

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

- 8.1** Progress remains on track to deliver the key components that will support the delivery of St Cuthbert's Garden Village. The suite of Masterplanning Framework documents comprise a significant part of the evidence base which has been used to inform the emerging Local Plan for the Garden Village which warrants scrutiny and endorsement by the Executive. It is an obligation of the HIF funding agreement that the Masterplan Framework is finalised and it is therefore important that the programme of work leading to the adoption of the emerging Local Plan remains on track.

## **9 CONTRIBUTION TO THE CARLISLE PLAN PRIORITIES**

- 9.1** 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:** Appendix 1: St Cuthbert’s Garden Village Masterplan Framework  
<https://www.stcuthbertsgv.co.uk/MASTERPLAN/MASTERPLAN-Stage-2>  
Appendix 2: St Cuthbert’s Garden Village Masterplan Framework – Infrastructure Schedule  
<https://www.stcuthbertsgv.co.uk/MASTERPLAN>  
Appendix 3: St Cuthbert’s Garden Village Masterplan Framework – Design Guidance  
<https://www.stcuthbertsgv.co.uk/MASTERPLAN>

**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
- ED39/20 Report to Executive on St Cuthbert’s Garden Village Local Plan consultation

## **CORPORATE IMPLICATIONS:**

**LEGAL** – The Local Plan requires a St Cuthbert’s Garden Village Masterplan as a Development Plan Document and the framework document is produced to inform the said Local Plan document. Article 4 of the Council’s Constitution and the Local Authorities (Functions and Responsibilities) (England) Regulations 2000 require that approval of Development Plan Documents is a matter for Council. The Executive may deal with other matters which are not classed as DPDs.

**PROPERTY SERVICES** – There are no direct Property Services implications with this report.

**FINANCE** – Approval of the St Cuthbert's Garden Village Masterplan Framework has no explicit financial implications; however, approval of the Masterplan is a key milestone contained within the Collaboration Agreement and could trigger a potential claim under clause 10 of said agreement if is not approved within the agreed deadlines. Members are reminded that there is a £5million indemnity cap which may be triggered if the City Council defaults on its obligations and milestones.

**EQUALITY** – A desktop Equality Impact Assessment of the Masterplan will be completed.

**INFORMATION GOVERNANCE** – There are no information governance implications with this report.