



St Cuthbert's
Garden Village
Carlisle

**Strategic Design
Supplementary Planning Document**

Consultation draft November 2020

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Image source: Stuart Walker Photography

1. INTRODUCTION

1.1 St. Cuthbert's Garden Communities - Delivering Ambition

St Cuthbert's is one of the largest projects of its kind nationally and the largest in the north of England – 10,000 homes and supporting facilities and infrastructure. It is located within a stunning setting with the Lake District, Hadrian's Wall World Heritage Site, North Pennines, Solway Coast, Scottish hills and the City of Carlisle within easy reach. It provides a unique opportunity for a new garden settlement fit for the 21st century.

Since South Carlisle was approved as a broad location for growth in the Carlisle and District Local Plan 2015 – 2030 (CDLP), Carlisle City Council (CaCC) have been working with their partners, the local community, landowners and wider stakeholders, to set a vision, guiding principles and masterplan framework for delivering a high quality, sustainable new community at St Cuthbert's. This work has been founded on garden settlement principles and we now have a clear concept to create a series of sustainable, linked neighbourhoods that will form a high quality living, working and leisure environment, based on its fantastic landscape and location on the edge of an excellent city. Delivering this concept will require an immense effort from all concerned – CaCC, Cumbria County Council (CuCC), landowners, the community of Carlisle and all of our partner organisations. CaCC have shown strong leadership on St Cuthbert's to date, preparing the concept and vision, a masterplan framework, and working closely with CuCC, Homes England and the Government to create the planning and infrastructure foundations for St Cuthbert's. Work is now continued through the production of this Strategic Design Guide Supplementary Planning Document, which will accompany the emerging St Cuthbert's Local Plan to ensure we deliver:

- Comprehensive and sustainable development;
- Delivery of high quality of design in built form; infrastructure; and landscaping;
- Respecting and working with the fantastic local landscape of St Cuthbert's; and
- Delivering facilities and amenities that create communities and encourage a healthy, sustainable lifestyle for all.

Delivering these requirements will not only require all parties concerned to demonstrate commitment, but a willingness to work flexibly and in a way that has not previously been experienced in Carlisle. Implementing the required step change in development requires an equal step change in attitude and approach from all. This document sets out what that step change means in practice and helps to guide and define the expectations for high quality, community focussed, comprehensive and sustainable development at St Cuthbert's.

1.2 The Strategic Design SPD – Planning Context, Purpose and Principles

The primary purpose of this document is to provide guidance for landowners, applicants and the Local Planning Authority in preparing and determining planning applications within St Cuthbert's that are of a quality appropriate for Garden Settlement. Delivering St Cuthbert's will require all parties concerned to demonstrate commitment and a willingness to work flexibly and in a way that has not previously been experienced in Carlisle. Implementing the necessary step change in development requires an equal step change in attitude and approach from all. This document sets out what that step change means in practice and helps to guide and define the expectations for high quality, community focussed, comprehensive and sustainable development at St Cuthbert's.

This SPD promotes a positive planning process and establishes the Council's expectations about masterplanning and design quality, that will be forthcoming in future planning applications and subsequently approved development. It sets the next level of strategic design guidance for the whole of the new settlement, by defining the key structuring and place making elements necessary to underpin good design and delivery – providing a clear basis on which to develop detailed proposals in a co-ordinated way. This document does NOT contain detailed proposals, but once adopted will be a material consideration in determining planning applications.

The SPD builds on the policies in the adopted local plan, but is able to enhance them further by drawing on the evidence base of work that has been undertaken since to the adoption of the CDLP (see Appendix 1 for a list of the relevant evidence base). This evidence base will ultimately inform the policies and proposals of the emerging St Cuthbert's Local Plan, but in preparing this Strategic Design Guide SPD now, we are able to inform the composition and decision making of development proposals that may come forward ahead of the St Cuthbert's Local Plan adoption.

The core purpose of the SPD is summarised in the box to the right.

SPD Core Purpose:

- *Enable the potential delivery of land for development ahead of the St Cuthbert's Local Plan adoption, to help maintain an adequate supply of new housing;*
- *Present a framework to guide the preparation and determination of future planning applications, ensuring that they are of the highest quality and in keeping with the Vision for St Cuthbert's*
- *Complement policies within the existing adopted Carlisle and District Local Plan, the emerging St Cuthbert's Local Plan and other related documents.*
- *Define what a healthy, low carbon environment will incorporate.*
- *Provide guidance on good design, in the specific locational context of St Cuthbert's.*
- *Ensure comprehensive planning, design and delivery of St Cuthbert's.*
- *Provide clarity on our expectations for innovation.*
- *Support a constructive planning process - informing planning negotiations and decisions.*

It is important to note that the SPD is not a detailed masterplan or design code – these will be developed for specific areas and themes over the coming months and years and this is explained further in the Delivery Section. Figure 1 sets out the planning policy and masterplanning context for the SPD and how it relates to existing and future stages of the design and application process. Appendix 2 provides an overview of the planning policy and masterplanning process for large scale settlements.

1.3 A Robust and Inclusive SPD Process

The SPD has been developed through a number of stages, including review of design issues and opportunities, stakeholder engagement, public consultation, iterative development of the guidance, deliverability testing of the emerging proposals, and promotion of the SPD

Further information on how this evolved and influenced the SPD will be outlined in the subsequent updated document following consultation from 10th November – 22nd December 2020.

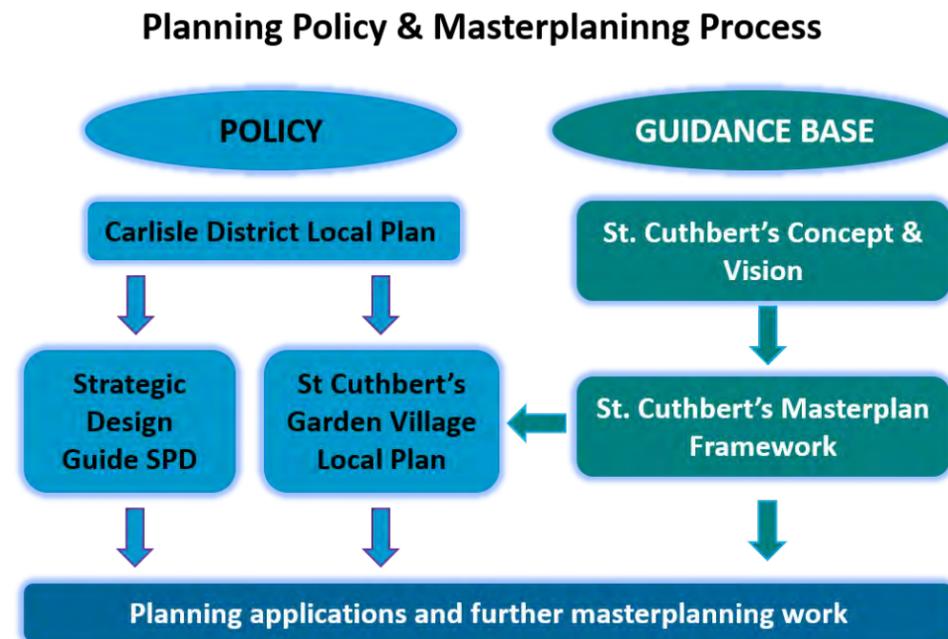


Figure 1: Overview of the planning policy and masterplanning process at St. Cuthbert's

1.4 A Clear SPD Structure

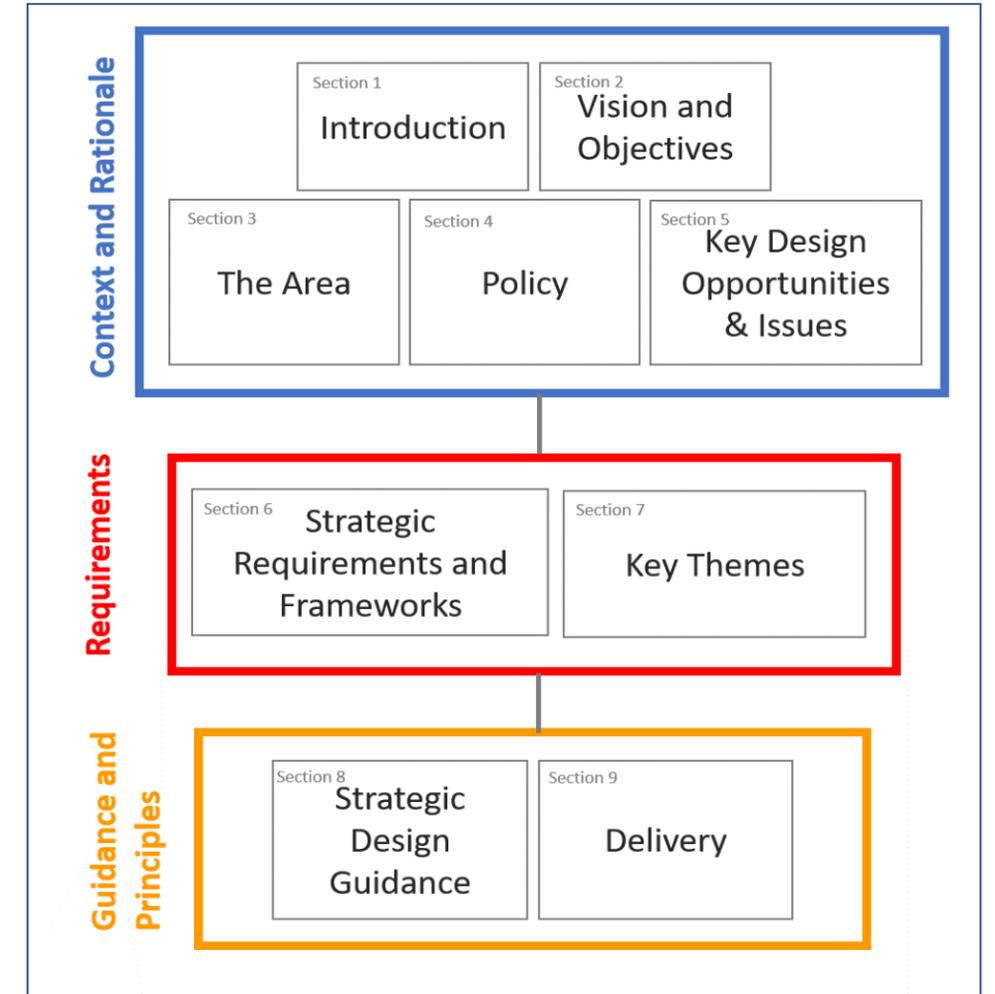
Land promoters and developers can use this guidance to gain an understanding of the strategic design issues and considerations that must and should be considered and addressed prior to the submission of any planning applications. These are set out through several **Strategic Design Requirements**, based on the Strategic Design Framework as detailed in Chapter 6. All development proposals and subsequent planning applications MUST have regard to the Strategic Design Requirements in this chapter. Supporting text outlines the standard to which development is expected to conform to.

Proposals for development within St Cuthbert's will only be granted planning permission where they are consistent with this SPD.

Section 7 provides detailed guidance for applicants, enabling proposals to meet the requirements as set out in Chapter 6. Chapter 7 is organised around key themes that will be of relevance to the majority of planning applications, but allows users to focus in on the topics that are most appropriate to their proposals. Key requirements for planning applications are highlighted in this chapter and applicants MUST have regard to these in formulating proposals.

Chapter 8 outlines the different character areas across St Cuthbert's, together with key the guiding principles for key locations. Applicants should refer to the character area/location that is appropriate to inform their specific proposal.

Chapter 9 provides all applicants with guidance on the content of and process for planning applications, together with the proposed actions of the Council and their partners regarding delivery.



2. VISION AND OBJECTIVES FOR ST. CUTHBERT'S

2.1 A Shared Vision

The vision for St Cuthbert's Garden Communities has been developed as part of an inclusive process involving a series of workshops, drop-in sessions and on-line engagement with a broad range of stakeholders – the city, county and parish councils, local residents and businesses, community groups and statutory consultees, landowners and developers, and educational institutions.

There has been strong support for the concept of a number of smaller, well connected communities and centres, rather than one large new settlement. Underpinning this the emphasis is very much on 'start with the park' – a landscape led approach to placemaking that makes the most of St Cuthbert's exceptional assets and differentiates it from other developments.

The vision is supported by 9 guiding principles which set the tone for St Cuthbert's and this SPD guidance, and promote a balance of environmental, social and economic objectives.



Figure 2: SCGV Greenway Sketch (Source: Arup)

The Council require all planning applications at St Cuthbert's to demonstrate how the proposals aim to deliver the ambitions as set out in the Vision Statement and Principles



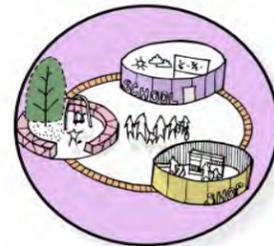
PRINCIPLE 1: START WITH THE PARK
Deliver a landscape led masterplan that harnesses the rivers, world class views and woodlands to create a network of unique, high quality, active landscapes and new destinations.



PRINCIPLE 2: LOCALLY DISTINCTIVE
Support locally distinctive, design of buildings, streets and spaces to create memorable and unique places to live.



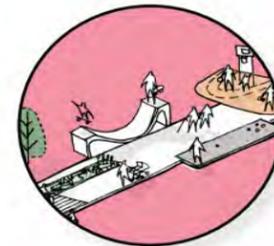
PRINCIPLE 3: QUALITY HOMES & LIFETIME NEIGHBOURHOODS
Promote a mix of high quality homes in distinct and integrated lifetime neighbourhoods.



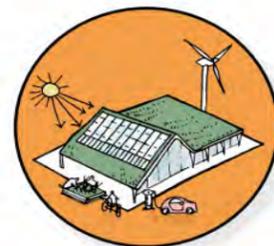
PRINCIPLE 4: COMMUNITY FOCUSED
Focus inclusive communities around a hierarchy of excellent facilities clustered around village centres.



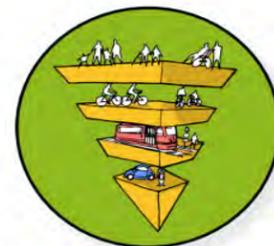
PRINCIPLE 5: INNOVATIVE EMPLOYMENT OPPORTUNITIES
Support a variety of entrepreneurial and creative employment and skills opportunities.



PRINCIPLE 6: HEALTHY ENVIRONMENTS
Promote health and well-being through accessible facilities and healthy lifestyles for all ages.



PRINCIPLE 7: SMART & SUSTAINABLE LIVING
Support low carbon living through sustainable planning, transport and energy.



PRINCIPLE 8: INTEGRATED SUSTAINABLE TRANSPORT
Provide excellent sustainable connections and environments that make walking, cycling and public transport the most attractive method of getting from A to B, making the most of the opportunities presented by the Carlisle Southern Link Road.



PRINCIPLE 9: EXEMPLARY DELIVERY & STEWARDSHIP
Continue to positively engage a range of people and communities in design, delivery and stewardship.

Figures 3 and 4: SCGV Principles for development (Source: Gillespies)

3. THE AREA IN CONTEXT

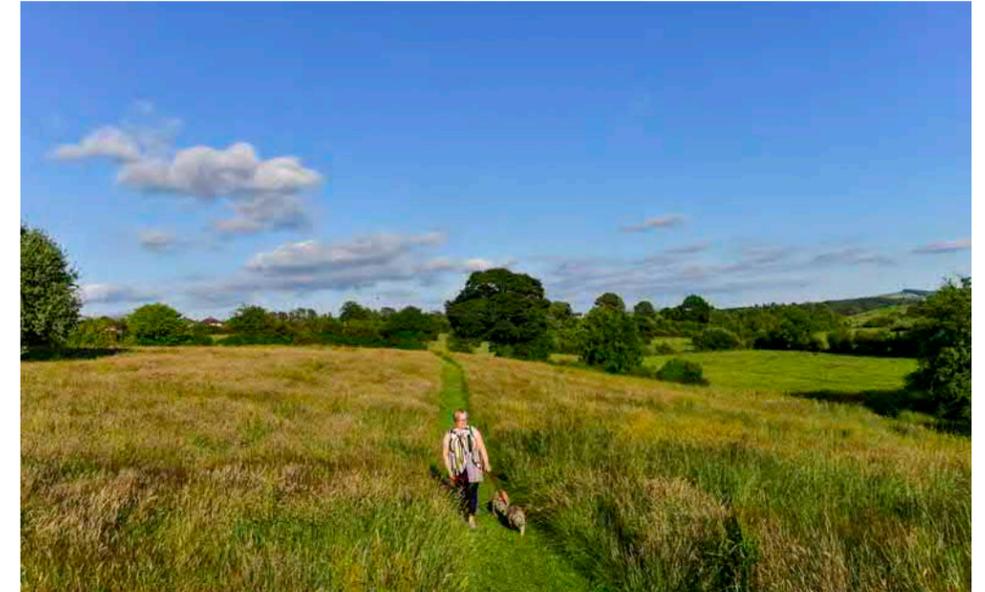
3.1 The Site

The scale (1,323ha) and location of SCGV provides an opportunity to add to the existing local assets, whilst enhancing opportunities to provide high quality housing, facilitate healthy lifestyles and promote sustainable growth.

The River Caldew and River Petteril are the two main rivers that flow from south to north through the site, with several minor watercourses. These are primarily surrounded by a mix of semi natural open spaces, vegetation and wooded areas and have a high flood risk. The River Caldew forms part of the River Eden Special Area of Conservation (SAC) and the River Eden and Tributaries is a Site of Special Scientific Interest (SSSI).

Most of the site is used for agricultural purposes, with small settlements located on the arterial routes. The northern edge of the site is bounded by the Carlisle city edge and existing residential uses, including a number of open spaces such as Blackwell Common. Other uses include Pirelli Carlisle to the north west, Premier Inn to the south east, Carlisle Racecourse centrally, in addition to existing local businesses and community facilities scattered in neighbouring settlements.

Dixon's Chimney is a local landmark that can be seen from the site, in addition to long distance views to the Lake District and North Pennines. These and other key views are set out in the Stage 2 Masterplan Framework. As outlined later, the physical environment of the site presents opportunities for green corridors, cycling and pedestrian links, as well as preserving key views.



Images 1 - 10: Site photos (Sources: Stuart Walker Photography, Gillespies and Arup)

3.2 Regional Context

Connectivity is key. Carlisle City Centre is on the doorstep, where we are blessed with a historic railway station - only one and three quarter hours from Manchester and three and a half hours from London while the nearby Carlisle Airport opened to commercial flights in 2019. St Cuthbert's sits alongside Junction 42 of the M6, but needs to be a place that has a clear focus on cycling and walking to encourage sustainable movement into the city centre and out to the surrounding countryside. The location of St Cuthbert's to the south of the City provides fantastic access to the world renowned Lake District, connected by the national cycle route. Routes also connect to the Yorkshire Dales National Park, Solway Coast, North Pennines and the World Heritage Site of Hadrian's Wall. All offer an array of beautiful landscapes, exciting spots to explore and peaceful places to relax for residents and visitors.

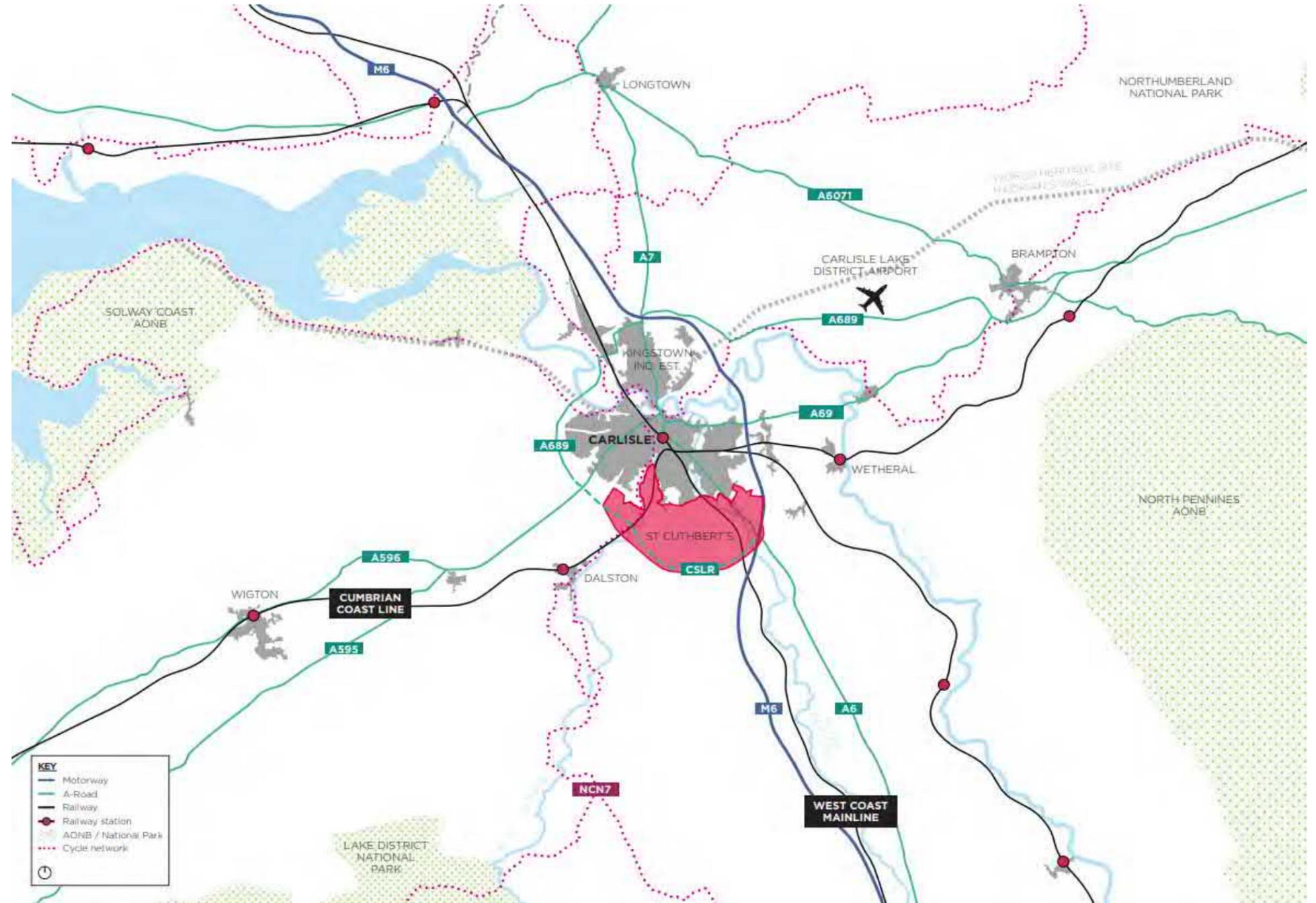


Figure 5: Regional Context Plan (Source: Arup)

3.3 City and Neighbourhood's Context

Carlisle City will provide much of the higher order facilities for the residents of SCGV, as well as being the public transport hub, with links to London, Scotland, the North East and west Cumbria. The city centre, Kingmoor Park, Kingstown Industrial Estate, Parkhouse Industrial Estate, Rosehill Industrial Estate, McVitie's, Pirelli and Nestle are among the key locations where people work.

Carlisle has a rich historic environment; the cathedral and castle are in the heart of the city and Hadrian's Wall runs north. The Tullie House Museum, the Tithe Barn, the City Walls, the Courts, the Market Cross, the Old Town Hall, and the Guildhall are among the cultural and heritage attractions. There are a variety of places to eat, drink, socialise, play, learn and attend arts performances; therefore, Carlisle is an important hub for social, cultural, economic, education, retail and sporting activity across a significant, and largely rural catchment in north Cumbria, south west Scotland, and Northumberland.

The surrounding neighbourhoods, including the local centres of Morton, Upperby and Harraby, and the district centre of Dalston provide local facilities for residents. The SCGV Vision and Concept baseline report provides a review of the history and local distinctiveness, design analysis, and movement around these surrounding areas, covering Denton Holme, Brisco, Carleton, Brampton, Longtown and Wreay also.



Images 11 and 12: The Ridings Development (Source: Stuart Walker Photography), and Brisco Village



Figure 6: Site Context Plan (Source: Gillespies)

4. POLICY AND GUIDANCE

4.1 National

National Planning Policy Framework (NPPF)

The National Planning Policy Framework (NPPF) provides a positive policy context for consideration of SCGV, setting out the presumption in favour of sustainable development through the three pillars of sustainability: economic, social, and environmental.

The NPPF identifies good design as a key aspect of sustainable development and it is recognised the positive role that large-scale developments can play in delivering sustainable places and inclusive communities. It is vital that, in line with the NPPF, SCGV continues to:

- Promote a well-designed place
- Make effective use of land & deliver a sufficient supply of homes
- Plan for climate change & flooding
- Conserve and enhance the natural & historic environment
- Promote healthy and safe communities
- Promote sustainable transport
- Support high quality communications

Proposals should use good design to set out how they are contributing to sustainable development and healthy communities. The NPPF sets out that, 'permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions, taking into account any local design standards or style guides in plans or supplementary planning documents' (para. 130, page 39).

Planning Practice Guidance

The NPPF is further supported by various Planning Practice Guidance documents, providing additional detail to national policy and applicants should have regard to all relevant sections. Of particular note:

The Guidance on Design: process and tools sets out the expected approach to achieving good design through the planning process. This includes guidance on masterplanning, design codes and community engagement and consultation, all of which are particularly relevant.

The Guidance for Viability ensures local planning policies are realistic and deliverable. It also indicates that the price paid for land does not provide a relevant justification for failing to accord with relevant policies in the plan and provides the principles for carrying out an assessment.

The National Design Guide

The National Design Guide sets out the characteristics of well-designed places and demonstrates what good design means in practice. It forms part of the government's collection of planning practice and should be read alongside local guidance (as detailed in section 4.3).

Building for Healthy Life

Building for a Healthy Life (BHL) is the latest edition of - and new name for - Building for Life 12. It is a well-known and used design tool for creating places that are better for people and nature. It can help structure discussions (e.g. pre-application advice and community engagement) around new residential development and can assist developers in conveying how proposals have been sensitively designed and considered. BHL has integrated the findings of the Healthy New Towns Programme, led by the NHS, setting out how healthier places can be planned and designed.

Manual for Streets

Manual for Streets (MfS) provides a link between planning policy and residential street design. It explains how design principles can help achieve local distinctiveness and walkable neighbourhoods, illustrates appropriate layout and forms and gives advice on crime prevention. MfS also outlines how detailed design issues can be overcome, how inclusive design can be achieved and the various requirements for different road users. The guidance is due to be updated in 2020.

National Model Design Code

The National Model Design code is due for consultation in 2020. Factors expected to feature in the code include:

- Façades of buildings
- How landscaping should be approached
- Importance of streets being tree-lined wherever possible
- New developments should utilise a pattern of clear front and backs
- Developments should clearly take account of local vernacular, architecture and materials

Town and Country Planning Association (TCPA) Guidance

The TCPA provides various guidance documents that outline practical steps for delivering Garden Cities. In particular, Guide 3: Design and Masterplanning (2017) sets out the Garden City design ethic, basic principles and how to make the most of the design process. Guide 4: Planning for Energy and Climate Change provides examples of how Garden Cities can contribute to keeping global warming below 2°C.

4.2 Local

The SPD is not a standalone document and must be read in conjunction with the policies in the Development Plan, including the Cumbria Minerals and Waste Local Plan 2015-2030 and Landscape Character Guidance and Toolkit for Cumbria for example.

Carlisle District Local Plan 2015 – 2030

Carlisle District Local Plan 2015-2030 (CDLP), provides the long-term spatial vision and strategic objectives to support the development of a thriving District through the identification of land to accommodate new development and policies to achieve this growth in a positive, managed and sympathetic way, whilst ensuring the timely delivery of infrastructure necessary to support growth. This SPD provides guidance to support the delivery of the Local Plan and two of the most relevant policies are:

Policy SP 3 - Broad Location for Growth: Carlisle South allocates the broad location for which the provision of additional housing and associated infrastructure is appropriate in principle. It sets out the requirement of a masterplan, Development Plan Document and an Infrastructure Delivery Strategy. It also outlines that piecemeal or unplanned development proposals that could prejudice its delivery will not be permitted.

Policy SP 6 - Securing Good Design explains the design principles that development proposals will be assessed against, covering local context, landscape, architecture, environment, connectivity, infrastructure and residential amenity. The Plan recognises that good design is essential to creating accessible, inclusive, attractive, vibrant and sustainable places, in which people want to live, work and have fun. It requires. Any additional design guidance/policies must also be considered to ensure high quality designs are delivered.

Other Strategic Policies within the CDLP that are of relevance when considering St Cuthbert's Garden Village (SCGV) development are provided in Appendix 1.

Achieving Well Designed Housing SPD (2011)

The Achieving Well Designed Housing SPD was produced by CaCC to guide new residential development to create well-designed and locally distinctive schemes that can contribute to the quality of Carlisle and its town and villages. It covers movement, open space and landscape, form, and sustainable design.

Cumbria Development Guide

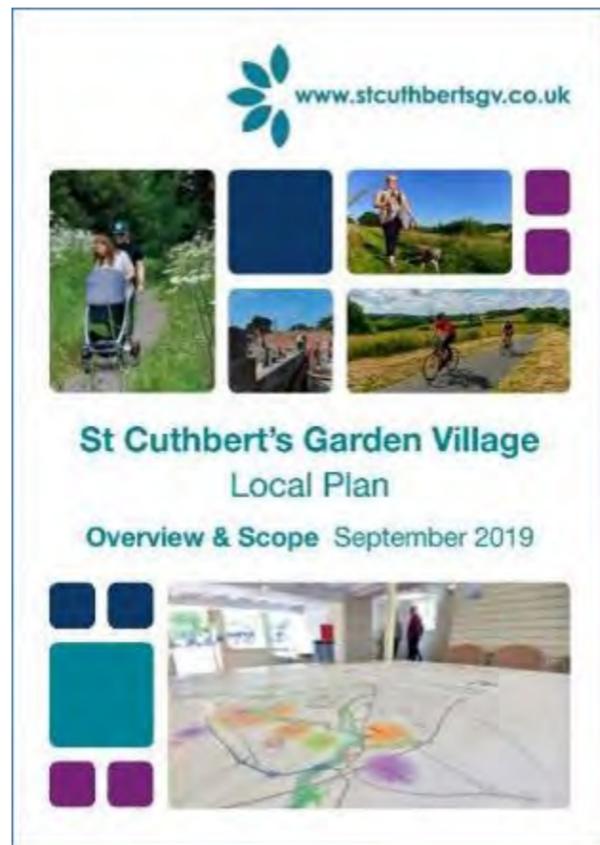
The Cumbria Development Guide provides advice and guidance on highways and SuDS as the Highways Authority and Lead Local Flood Authority (LLFA). It builds on practice set out in the Manuals for Streets and encourages pre-application discussions.

The Big Green City (2011)

The Green Infrastructure Strategy for Carlisle City and District seeks to create a green and sustainable city region that is distinctly its own place. It sets out the benefits for Carlisle if a progressive approach is taken, including how such contributes to sustainability and resilience of places, and quality of life.

Emerging St. Cuthbert's Garden Village Local Plan

In line with the requirements of the CDLP, CaCC are preparing the St Cuthbert's Local Plan, which will formalise the policy framework for the garden village. The policy areas to be addressed include: Strategic Land Uses (Allocations); Design; Affordable Housing; Planning Obligations; Stewardship; Biodiversity Net Gain; Self and Custom Build Housing; Smart Environments; and Sustainable Transport. This is currently under preparation and it is anticipated that it will be adopted in Summer 2022. A Masterplan Framework for SCGV has been prepared by Arup & Hive Planning on behalf of CaCC, as an evidence base for the emerging St Cuthbert's Local Plan. The Masterplan Framework is based on work to understand and define a number of critical, strategic place making elements – land use; green and blue infrastructure; urban design; and movement and access. These elements are expanded on within this document.



5. KEY DESIGN OPPORTUNITIES AND ISSUES

This section sets out a number of the strategic design opportunities and issues that should be incorporated and addressed when developing planning applications. These have been identified throughout Stage 1 and 2 of the masterplanning process. Building on these will support strong proposals for SCGV and provide reassurance to CaCC and the existing communities that proposals are well-thought out and sustainable.

5.1 Making the Most of the St Cuthbert's Opportunity

The scale and setting of St Cuthbert's presents exceptional opportunities, as well as presenting constraints that need to be tackled or turned into opportunities. These issues and opportunities have been explored as part of a range of technical studies and through stakeholder engagement as part of the planning and design process to date. Detailed analysis is accessible via the SCGV website (<https://www.stcuthbertsgv.co.uk/>), and a summary is presented here.

Issues



Opportunities



Figure 7: Summary of Strategic Design Issues and Opportunities

5.2 Opportunities - Local Character

Our ambition is for St Cuthbert's to be distinctive with varied character across the three garden communities. It will take cues from the surrounding characterful villages and historic city neighbourhoods. Opportunities include:

- Urban form – ranging from informal village squares and tree lined approaches and main streets inspired by nearby Dalston for example, to more formal grid patterns such as at Longtown and Chatsworth Square
- Density – with higher densities around new village centres and lower densities feathering into a new interface with the countryside
- House-types and materials – ranging from higher density terraces, to lower density villas and gatehouses inspired by settlements such as Brisco, and more informal farmstead courtyard typologies to break up the urban edge. Carlisle's traditional materials are distinctive including striking diaper / chequerboard brickwork, warm sandstone detailing, stone quoins and surrounds detailing, contrasting stone walling and splashes of white and pastel render
- Spaces – village greens and common land, more formal urban squares and parkland, and a nestling within the surrounding countryside are all local characteristics that can inspire new development and placemaking.

Vernacular studies are included in the [baseline reports](#) for the St Cuthbert's [Vision](#) and [Masterplan](#) and key plans and photographs included in this section. Further detail on opportunities for local distinctiveness are included in Section 8 – Character Areas and Key Locations.



Images 13 - 19: Local Character Analysis and Features (Source: Gillespies)



5.3 Opportunities - Local Topography

The St Cuthbert's varied topography provides distinctive character and world class views to surrounding hills. Within the site, high ground in Carleton, Brisco and Cummersdale, combined with the valleys of the Petteril, Caldew and their tributaries, create local and longer views, all of which can be capitalised on for development and placemaking. High ground near Blackwell provides the opportunity for a 'green gap' differentiating an expanded garden community for Durdar with the suburbs of Carlisle to the north. The topography in and around Carleton presents the opportunity for new hilltop parks providing a physical and psychological connection with the countryside. Cummersdale's historic relationship with the Caldew valley provides further connections with local topography.

Topographical analysis is included in the [St Cuthbert's Masterplan Baseline](#) and is explored further in section 8 of this SPD.



Figure 8: Contour Map of the Site (Source: Arup)



Images 20 - 23: Examples of working well with topography (Sources: Hyas and Richard Wood)

5.4 Constraints

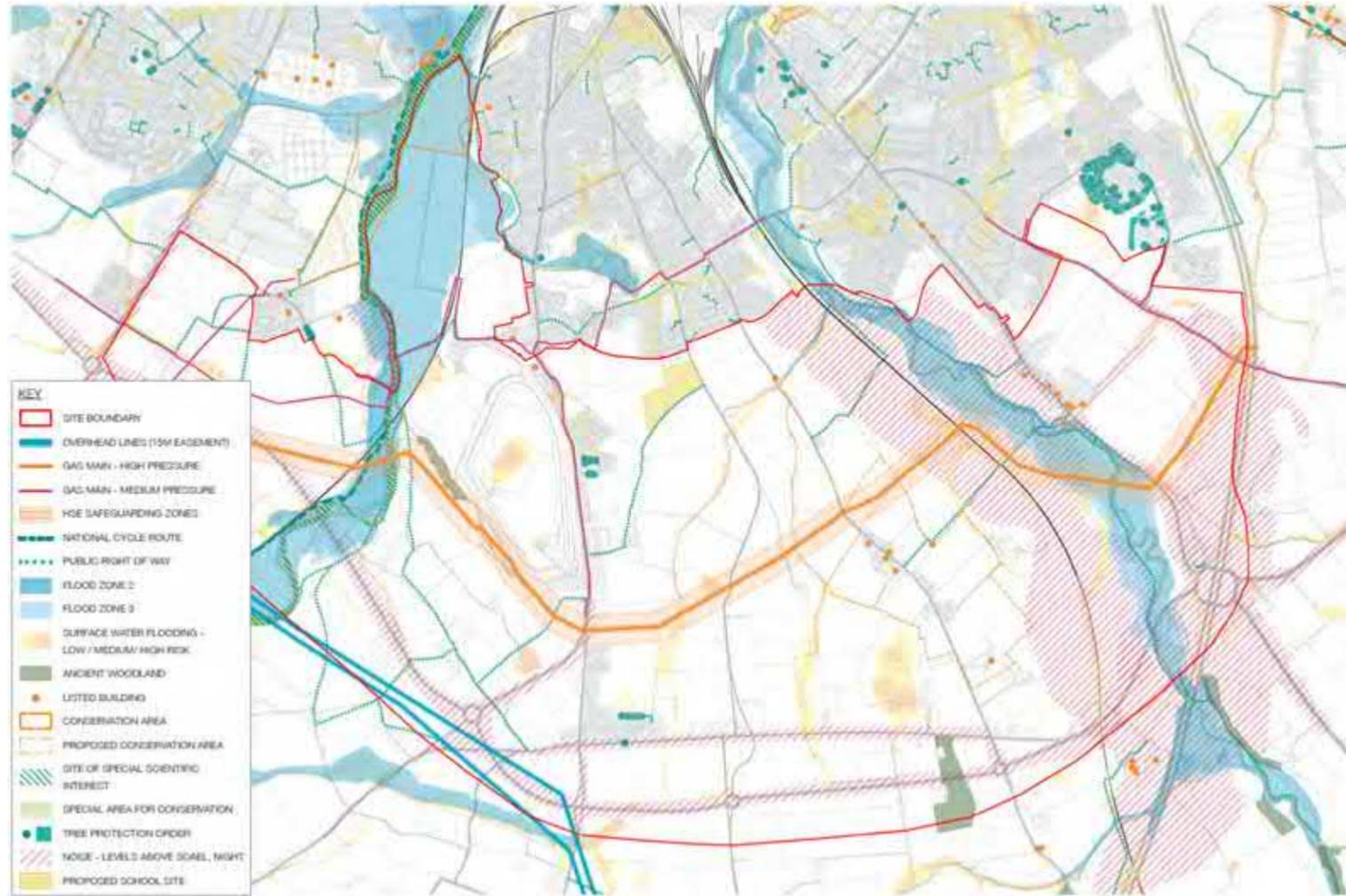


Figure 9: Summary of site constraints (Source: Arup)

6. STRATEGIC DESIGN FRAMEWORK PLANS AND STRATEGIC REQUIREMENTS FOR PLANNING APPLICATIONS

6.1 Strategic Design Framework

The Strategic Design Framework (SDF) for St Cuthbert's, will guide and inform how a high quality, sustainable and comprehensive place is delivered. The SDF is based on the evidence produced as part of the concept and masterplanning work to date. The SDF comprises a series of 'layers' that inform quality place making and this chapter articulates those layers and sets out how they must be taken into account in formulating development proposals.

All planning applications and development proposals MUST be delivered in accordance with the Strategic Design Framework for St Cuthbert's. Planning applications for development at St Cuthbert's shall be accompanied by written and illustrative material that demonstrate how the proposals align with the Strategic Design Framework and contribute to the creation of a comprehensive, sustainable garden settlement.

Development in St Cuthbert's will be delivered across a range of different land ownerships and through multiple planning applications over many years. The SDF is intended to help avoid fragmentation or piecemeal development and is a positive tool in informing development proposals.

Strategic Requirements

This chapter sets out a number of Strategic Requirements, that must be addressed when formulating development proposals – these are set out in Figure 11.

All planning applications within St Cuthbert's must include supporting information that demonstrates how the proposal would address Strategic Requirements SR1 – SR9

Any proposed deviation from the Strategic Requirements will only be accepted where there is clear, robust and agreed evidence that demonstrates an alternative approach would be beneficial.

Sections 7 and 8 provide additional guidance on the interpretation and implementation of the SDF, to further aid the production of development proposals.

6.2 The Masterplan Framework exists as a series of 'layers', each covering different aspects of the masterplan. All of these layers are fully integrated with each other and collectively represent the Masterplan Framework.



The Masterplan Framework is comprised of a series of layers

Figure 10: Overview of Masterplan Framework Layering

Strategic Requirements



Figure 11: Strategic Requirements for SCGV Applicants

6.2 Low Carbon, Health Living: Strategic Considerations

An overarching strategic driver to place making at t Cuthbert's is the commitment to creating a low carbon, healthy community.

Strategic Requirement 1 – Ensuring a Healthy, Low Carbon Community

Development will need to contribute to the creation of a climate resilient, low carbon community that encourages a healthy lifestyle. All planning applications within St Cuthbert's must set out how they have considered and responded to the key factors and opportunities around climate change resilience, low carbon solutions and healthy living, with particular reference to:

- *Consideration of and mitigation for potential risks from climate occurrences (e.g. flooding).*
- *Ensuring energy efficiency of buildings is maximised.*
- *Locating development to allow easy access to sustainable modes of travel.*
- *Ensuring access to good quality open space.*
- *The provision of landscaping to improve the overall environment.*
- *Ensuring access to local amenities in a sustainable way.*

Innovative solutions to dealing with the above elements are encouraged and welcomed.

National legislation requires planning to mitigate and adapt to climate change (Planning and Compulsory Purchase Act 2004), reduce greenhouse gas emissions (Climate Change Act 2008), manage flood risk (Flood and Water Management Act 2010), set out strategic priorities for climate change (Neighbourhood Planning Act 2017) and allows Local Planning Authorities to require a portion of the energy required for new development to be sourced locally through renewable or low-carbon generation (Planning and Energy Act 2008). The importance of sourcing energy from renewable and low carbon technologies is further emphasised, explaining the role of planning in the Renewable and Low Carbon Energy Planning Practice Guidance (PPG).

The forward challenge is to ensure that St Cuthbert's remains just as exciting, relevant and forward thinking in the decades to come. Design and quality standards adopted at the outset need not only to be ambitious, but also be sufficiently flexible and adaptable to respond to future regulatory changes, and to continue to meet the demands of future inhabitants. This is at the heart of the NPPF as a core planning objective is to mitigate and adapt to climate change (Paragraph 8). Furthermore, Paragraph 150 outlines that innovative approaches can be achieved by shaping the location and design of development, supporting energy efficiency in existing buildings, and setting local requirements for building sustainably, provided they are in line with national policy. The CDLP sets out an array of Climate Change and Flood Risk policies that will be important to adhere to from an energy and water perspective. The emerging SCGV Local Plan will adopt further policies and be accompanied by a Sustainability Appraisal and Habitats Regulations Assessment that will set out how these have been tested.

Staying safe

The 2020 COVID-19 pandemic has brought a sharp focus to the way people would like to live and work now and in the future. For some, this will mean living closer to work and school so walking and/or cycling is easier, or perhaps the ability to work remotely from home. Easy access is essential to green spaces, children's play areas and outdoor leisure. Our mental well-being would benefit from having more private space both inside and outside our homes. With more hours spent at home, higher energy bills need to be countered by checking that the SCGV homes are as energy efficient as they could be. Adapting our lifestyles to consume less, growing more in our gardens and allotments, and shopping for local produce. Facilitating easy access to online shopping with convenient collection points. Businesses and services are looking at the way they operate, establishing new ways to help staff to connect online and yet still hold some meetings in person. How best to serve the public and yet maintain a safe environment for all.

The fantastic location and landscape of St Cuthbert's, together with its scale offers opportunities for low carbon solutions to be integral to the new place. Section 7.7 and the associated appendices provides further guidance on how applicants can address these opportunities and meet the Strategic Requirements as set out above, when formulating development proposals.



Image 24: LiLAC affordable ecological co-housing (Copyright Simon Dewhurst Photography)



Image 25: Hanham Hall Eco Village (Source HTA)

6.3 Land Use Mix: Strategic Considerations

St Cuthbert's is about delivering a series of new communities, comprising over 10,000 homes focused around and benefiting from a range of uses and facilities. These will come together to create a high quality, sustainable garden settlement. All planning applications within St Cuthbert's will need to demonstrate their consideration of and contribution to the following key components of community creation.

Strategic Requirement 2 – Land Use Mix and Considerations

Development will need to contribute to delivering the quantum and mix of uses set out in the St Cuthbert's Local Plan, as summarised in Table 1. All planning applications within St Cuthbert's must demonstrate how they contribute to the overall mix of uses, in alignment with the Strategic Design Framework, through consideration and demonstration of the following:

- Residential Development – the mix of types and tenures arrived at, to create diversity and variety*
- Infrastructure – how appropriate local and strategic infrastructure will be provided to meet the requirements of the strategic design framework*
- Local and Neighbourhood Centres – ensuring development is focussed around a hierarchy of local centres focused on Durdar, Carleton and Cummersdale, incorporating a series of sustainable neighbourhoods, in the context of the strategic design framework plans.*
- Employment - the accessibility of proposals to employment opportunities and/or opportunities to create new employment within St Cuthbert's.*
- Education – how any generated needs for education requirements are met, in the context of the strategic design framework plans*
- Open Space and Amenity – how the development will incorporate open spaces, amenity and landscaped areas in line with the requirements of this SPD and to encourage healthy living and biodiversity*

As a Garden Community, St Cuthbert's needs to incorporate the full range of social infrastructure, local centre facilities, employment and open space, as highlighted set out in the St Cuthbert's Local Plan. All planning applications and development proposals must set out the appropriate land uses that have been considered and justify the uses proposed, to demonstrate their appropriateness in complying with the Strategic Design Framework.

Residential

One of the nine St Cuthbert's principles is the development of high-quality homes and lifetime neighbourhoods. Distribution will be focused around the three distinct garden communities of Durdar, Carleton and Cummersdale. At this scale, the full mix of residential type and tenure will be promoted. Densities and character will vary, with higher densities around the local centres and lower densities in sensitive and countryside interface locations.

Section 7.4 provides an overview of urban design and character considerations and requirements for planning applications, and Section 7.7 outlines how low carbon and healthy communities can be considered.

Employment Development

Employment uses will be focussed within the Local Centres, to encourage sustainable access to jobs and services. The development of employment land and job creation supports sustainable placemaking and the St Cuthbert's principle of innovative employment. This will support emerging communities and balance provision north and south of the city. The emphasis will initially be on finer grained, local provision, including the integration of workspace in and around local centres. J42 provides a longer-term strategic opportunity. Section 7.7.1 of this report provides an overview of low carbon and innovative construction considerations.

Local and Neighbourhood Centres

The framework plans are focused around 'higher order' local centres at the 'heart' of the three garden communities, balancing accessibility with deliverability and commercial sustainability. The local centres comprise a series of walkable neighbourhoods, to encourage sustainable access to day to day services and the creation of community. Mixed use local and neighbourhood centres are to incorporate retail, employment, social infrastructure, higher density residential and public realm, relevant to their scale and in accordance with the Strategic Design Framework. All planning applications must demonstrate how they will contribute to the creation of walkable neighbourhoods and the development of local centres.

Education Development

Educational facilities to meet the needs of St Cuthbert's will be focused on Durdar, Carleton and Cummersdale, incorporating elements included in Table 1. Education is a key social infrastructure requirement, which supports the St Cuthbert's principle of being community focused. Schools will closely relate to the local centres across the three garden communities to further support community focus. CuCC have identified the need for 5 primary schools across SCGV and one secondary school at Durdar. The schools will also operate as community resources beyond core hours.

Infrastructure

Adequate social and physical infrastructure is critical to support sustainable living and all planning applications must demonstrate how infrastructure is to be provided and/or contributed to, in order to support the delivery of the SDF.

Open Space and Amenity

As a garden community, open space and landscaping is a key component and needs to be provided across a range of scales, with variety that encourages healthy lifestyles and enhances the overall natural environment of St Cuthbert's. All homes, work places and amenities should benefit from easy access to good quality open space at both a local scale and strategically.

Table 1: Land Use Summary

	Durdar/Edge	Carleton	Cummersdale	Total
Residential (units)	7650	1700	975	10325
Employment (sqm)	44000	1000	1000	46000
Education	1 sec., 10FE 3 prim., 2FE	1 prim., 1FE	1 prim., 1FE	1 sec. 5 prim.
Health	c10GP	c2GP	c1GP	4 facilities

Please note: any retail provision should be to support local needs.

Please refer to the tables on pages 22 and 24 for a breakout of the open space and playing pitches provision as required until the emerging St. Cuthbert's Local Plan is adopted.

Please note: a Land Use Framework Plan will be developed following feedback received from public consultation. It will be added here to guide development in line with the Strategic Requirements

6.4 Green and Blue Infrastructure: Strategic Considerations

St Cuthbert's will comprise high quality, diverse and connected blue and green infrastructure as set out in the Green / Blue Infrastructure Framework Plan. In line with the Big Green City vision – St Cuthbert's will capitalise on its great landscapes, its open green spaces and environmental assets to create a community with exceptional quality of life and robust health and well-being. The retention and enhancement of the site's natural landscape assets is a fundamental principle of development. Existing assets will be protected and enhanced to establish a multi-functional, integrated and accessible blue and green infrastructure network which maximises wider public and ecological benefits. The Garden Village will be set within an enhanced landscape framework including farmland, woodland, parkland, riverside / wetlands and the 10-kilometre SCGV Greenway Loop, as illustrated in Figure 12.

Strategic Requirement 3 – Connected Green and Blue Infrastructure

To deliver a key element of the St Cuthbert's vision, as shown in Figure 12 green and blue infrastructure will be planned and implemented to ensure a co-ordinated network of commuting, leisure, recreation and natural species routes for pedestrians, cyclists and wildlife, creating links within the Garden Village and to external destinations.

Development proposals will need to contribute to a site wide, connected green and blue infrastructure framework by:

- Positively integrating with the central Greenway Loop and river corridors, supporting their deliverability as long term community assets.
- Creating green links that are integral to new neighbourhoods, as a place making feature, promoting healthy living and biodiversity.
- Using sustainable urban drainage to integrate green and blue corridors and drainage areas as key features.
- Ensuring green spaces are multi-functional, with a range of benefits such as biodiversity, amenity, movement etc.
- Ensuring that buildings front green and blue spaces with active and attractive frontages, creating usable and safe spaces.
- Using green and blue infrastructure to create strong, attractive and usable buffers and space, such as adjacent the CSLR and between settlements.
- Maximising links into the City Centre and out to the surrounding countryside
- Any new green or blue infrastructure will build upon existing landscape character and maintain and enhance a sense of local identity.
- Development will embrace nature and enhance existing landscape assets to create a linked ecosystem. Important habitats and species must be preserved and protected.



Key

- Carlisle South Link Road
- Greenway
- Wider GI Connectivity
- Opportunity Node
- Key Amenity Greenspace
- Green/ Blue Corridor
- Green Edge/ Buffer
- Preserved Landscape
- Enhanced Blue Corridor
- New Development
- Existing Development
- Key Streets
- Residential Streets

Figure 12: Green and Blue Infrastructure Framework

Accessibility

The Active Travel Network Plan (in Section 6.6, Figure 16) sees the establishment of a network of paths and cycleways connected through and to the Garden Village and linked to the wider network. The development will promote walking and cycling as the primary mode of transport, with a network of connected clusters and local centres accessible by walking and cycling routes with the Greenway loop at its core.

The Greenway

The centrepiece of the Garden Village is the new multi-modal Greenway, a 100m wide strategic green corridor linking the Caldew and Petteril river valleys east-west across the garden village and creating a walking loop around the Garden Village. The Greenway will link the village centres of Cummersdale, Durdar and Carleton and connects along the edge of the city uniting proposed and existing communities with the river corridors. The Greenway will be the focus for community activity and pedestrian / cycle movement. As a strategic green link, it will accommodate major open space provision with multi-functional green infrastructure co-located close to schools and village centres, enabling sharing of facilities such as car parking, welfare facilities and to reduce long-term management and maintenance costs.

River Corridors and Blueways

Development proposals will retain and enhance existing river corridors, becks, streams and other blueways, to ensure a future proofed development that is resilient to the impacts of climate change. Blue corridors must be enhanced and promoted as green assets for the community and local wildlife.

The Garden Village is subject to fluvial flooding with significant history of flood alleviation and protection works focused on the River Petteril and River Caldew corridors. The river flood zones and network of existing ditches, becks and streams provide a structure for development and their retention and enhancement is integral to delivery of the Garden Village. In accordance with the County Council's Development Design Guide, development should restore and enhance watercourses to reduce flood risk, conserve habitats and provide connectivity for people and wildlife.

Sustainable Urban Drainage (SuDS)

In accordance with Local Plan Policy CC5 Surface Water Management and Sustainable Urban Drainage Systems and the County's Development Design Guide, development must manage surface water run-off via Sustainable Urban Drainage Solutions and will follow the Drainage Hierarchy (to be developed following consultation) which will prioritise the use of building features and soft landscaping elements above hard landscaping and below ground attenuation methods. Further detail is available in Section 7.3.7.

A landscape led approach will be required that looks beyond the immediate site boundary. SuDS will be considered at the earliest stage with a high level site evaluation undertaken before schemes come forward for development. Any development drainage strategies must consider existing watercourses, surface water flows and existing drainage systems and mimic natural drainage patterns as closely as possible. Sustainable Urban Drainage solutions (SuDS) will be considered at the earliest possible design stage and fully integrated into the design of development plots. SuDS will be considered multi-functional assets, maximising benefits for wildlife and habitat creation, recreation and amenity, access and enjoyment.

Landscape Character & Local Distinctiveness

Development proposals must take into account local landscape character and retain existing green/blue assets. Areas of conservation and/or heritage value will be sensitively incorporated, and access maintained. New development must respond to site topography with key views and the site's distinct rural character safeguarded. Green buffers between existing development/the city edge and the Garden Village will be required to ensure the development is sensitively integrated into the wider context. Further guidance on site specific character is given in Section 7.3 and the St Cuthbert's Garden Village [Landscape and Townscape Appraisal](#) (2017).

Ecology and Biodiversity

Development proposals must protect biodiversity assets and seek to restore and enhance them where possible. Particular importance is placed on the retention of trees and hedgerows and their positive contribution to landscape character. New open spaces will enhance ecological function and support existing wildlife habitats. Ecological connections along and between the river valleys of the Caldew and Petteril will be reinforced. Significant habitats identified in Figure 19 must be retained, protected and enhanced where possible. Section 7.3.5 give further details of notable habitats and proposals for their retention and enhancement.



Images 26 - 28: Spen Valley Greenway, the River Caldew and Stead McAplin (Sources: Arup)

Strategic Requirement 4 – Diverse, Accessible and High Quality Public Open Space

The provision of high quality and accessible open space is fundamental to the successful delivery of the Garden Village. New communities must contain high quality, diverse open space and development proposals must meet the quantity, quality and accessibility standards as set out in the Local Plan and be in accordance with the Open Space Area Provisions Framework as set out in Figure 13.

Designated play areas, sports pitches and amenity open space must be located close to and make strong connections with local centres. Open space will be high quality, multi-functional and well sited to ensure maximum value for residents and visitors. Developers will consider the wider Garden Village masterplan aspirations to ensure a holistic and co-ordinated approach to open space provision. Phasing of the development must ensure appropriate provision is provided relative to the quantum of development, to enable each phase to be self-sufficient in terms of open space.

Development will be complemented by a range of community open spaces, play, sports and recreation opportunities in close proximity to neighbourhood centres and connected to each other via inclusive walking and cycling routes. Growing spaces including allotments community orchards and community gardens will be integrated into the open space network. Walkable neighbourhoods where walking and cycling is promoted as a primary mode of transport and where nature and green environments are close to homes and accessible to all will ensure St Cuthbert’s is a great place to live.

Guided by the principles of Fields in Trust (FIT) the Open Space Provisions Framework and Table 2 identifies a series of open space typologies for St Cuthbert’s, a recommended quantum and indicative distribution across the Garden Village. Designated play areas, sports pitches and amenity open space must be located close to and make strong connections with local centres. Open space will be high quality, multi-functional and well sited to ensure maximum value for residents and visitors. Developers will consider the wider Garden Village masterplan aspirations to ensure a holistic and co-ordinated approach to open space provision. Phasing of the development must ensure appropriate provision is provided relative to the quantum of development to enable each phase to be self-sufficient in terms of open space.

GI 4 sets out minimum standards for open space as follows:

- Open space (including informal and formal grassed, wooded or landscaped land and small amenity areas of open space). 3.6ha per 1,000 population
- Playing pitches – 1.86ha per 1,000 population.

The following table sets out the Fields In Trust (FIT) recommended open space provision by typology and Play Area Provision Guidance. An assessment of need must be carried out and a review of wider masterplan requirements before developing a site open space strategy. Developments will be required to demonstrate a landscape led masterplanning approach with consideration given to existing green and blue assets, connections to existing and proposed open space outside of the site boundary as well as quantum, quality and accessibility standards set out to the right.

Open space provision	Quantity Standard (ha per 1,000 pop.)	Average distance from dwellings (m)	Recommended area (ha)	Proposed area (ha) (masterplan)
Playing pitches (football, rugby, hockey)	1.20	1200	27.75	27.75
Other outdoor sports (athletics, tennis)	1.60	1200	9.25	10
Other outdoor provision (MUGs, skate parks)	0.30	700	6.94	7
Designated Play Areas (LAPs, LEAPS, NEAPS)	0.25	100	5.78	6.5
Parks and Gardens	0.80	710	18.5	21.5
Amenity Green Space	0.60	480	13.77	15
Natural & Semi-Natural Greenspace	1.80	720	41.63	188
Allotments / grow space	0.25	N/A	5.75	5.75

Table 2: Open Space Area Provisions

Note: Open Space Standards taken from ‘Guidance for Outdoor Sports and Play – Beyond the Six acre Standard’ Fields in Trust (FIT)

Proposed total area calculated on estimated population of 23,000

Quantity guidelines should not be interpreted as either a maximum or minimum level of provision; rather they are benchmark standards that can be adjusted to take account of local circumstances

Scale of development	Local Area for Play (LAP)	Locally Equipped Area for Play (LEAP)	Neighbourhood Equipped Area for Play (NEAP)	Multi-Use Games Area (MUGA)
5-10 dwellings	X			
10-200 dwellings	X	X		Contribution
201-500 dwellings	X	X	Contribution	X
501+ dwellings	X	X	X	X

Table 3: Equipped/Designated Play Space Provisions

Note: Open Space Standards taken from ‘Guidance for Outdoor Sports and Play – Beyond the Six-acre Standard’ Fields in Trust (FIT) and the National Society of Allotment and Leisure Gardeners (NSALG).

Refer to guidance in FIT (Table 4) for recommended minimum sizes of open space.



Image 29: South Gardens, Elephant Park (Image credit © Allan Pollock Morris)

Figure 13: Open Space Framework



Strategic Requirement 5 – Green and Blue Infrastructure Management – Open Space Tiers

Development must take into consideration the long-term maintenance and management of green and blue assets to ensure the viability and long term survival of open spaces. Responsibilities and financial mechanisms needed to deliver and maintain green and blue infrastructure will be determined through the planning process with reference to the Open Space Tiers Plan (to be developed) and Table 4.

Policy GI 4 emphasises the importance of ensuring the long-term management and maintenance of open space. In addition, the Stewardship Policy set out in the St Cuthbert’s Local Plan outlines that the delivery of:

- allotments, community orchards and woodlands;
- the public realm;
- open spaces including strategic and local and semi natural greenspace;
- pedestrian and cycle paths;
- development that results in biodiversity net gain, and;
- sustainable Drainage Systems

must clearly identify how, ongoing operation, management, and maintenance arrangements will be secured.

The Open Space Tiers Plan will be developed following consultation, Table 4 sets out an approach to delivery and long-term stewardship of open space in the Garden Village. Open spaces have been grouped according to their strategic importance, relative flexibility in terms of location and design and delivery and maintenance responsibility. Planning applications must demonstrate a sustainable, practical maintenance regime that ensures survival of all open spaces and their intended quality and use over the life of the development. Developers will need to demonstrate a strategy for stewardship, delivery and management in accordance with the emerging St Cuthbert’s Local Plan policies once adopted.

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.

The Council will encourage and support proposals that adopt a co-ordinated, partnership approach to management and maintenance.

Tier	Open Space Description	Examples	Delivery / Management
1	<p>Fall outside the development areas</p> <p>Strategic place-making significance</p> <p>Location and extents heavily influenced by existing site assets/constraints</p> <p>Require co-ordinated approach and multiple agency partnerships</p>	<p>Retention and enhancement of existing playing fields</p> <p>Greenway and associated play, sports and recreation facilities</p> <p>Village centres including squares, streets and open spaces</p>	<p>Development will benefit from and will therefore be expected to contribute towards these spaces</p> <p>Bespoke delivery and management regime Council led</p> <p>Developer contributions sought for capital and revenue funding</p>
2	<p>Fall outside the development areas but should be designed as integral to new development</p> <p>Strategic place-making significance</p> <p>Location and extents heavily influenced by existing site assets/constraints</p>	<p>Blue corridors / strategic SuDS</p> <p>Semi-natural greenspace/habitat corridors</p> <p>Green edge / landscape buffers</p> <p>Footpath / cycleway connections</p>	<p>Developers will take responsibility for the design and management of these spaces</p> <p>Larger open spaces may be designed and maintained by more than one developer</p> <p>A bespoke site-by-site approach will be required</p>
3	<p>Proposed new strategic open spaces within development areas</p> <p>Locations that are largely fixed</p> <p>Extent and function determined through the planning application process</p>	<p>Parks, gardens and larger amenity open space</p> <p>Larger scale SUDs features</p> <p>Allotments</p> <p>Semi-natural greenspace/green corridors</p> <p>Footpaths / cycleways</p> <p>NEAPs</p> <p>Playing pitches/sports facilities</p>	<p>Collaboration between the Council, developers and other relevant stakeholders</p> <p>Developers will take responsibility for the design and management of these spaces</p> <p>Larger open spaces may be designed and maintained by more than one developer</p> <p>A bespoke site-by-site approach will be required</p>
4	<p>Smaller scale open spaces</p> <p>Localised interventions within the residential development areas</p> <p>Flexible in location and design</p> <p>Distributed throughout the residential development area</p>	<p>Smaller amenity greenspaces</p> <p>Doorstep Play and LEAPS / LAPs</p> <p>Community gardens / local grow zones</p>	<p>Delivered and maintained as part of individual development proposals</p> <p>SuDS in adopted highways managed by CuCC.</p>
Other	<p>Open spaces that provide important functions for the Garden Village but are beyond the responsibility of developers</p>	<p>River Corridors and associated landscape and routes</p> <p>CSLR</p> <p>Country Park</p> <p>Existing / Proposed Cemetery</p> <p>Sports pitches and play areas within or associated with schools</p> <p>Wider PROW</p>	<p>Designed, delivered and managed by CaCC and/or other stakeholder</p>

Table 4: Greenspace Tiers

6.5 Urban Design: Strategic Considerations

Strategic Requirement 6 – Place Making Considerations

Development proposals must have regard to the principles of good, holistic design as illustrated in this document. Proposals must demonstrate how the Urban Design Framework Plan and key elements as listed below, have informed their evolution and content:

- Key Gateways and Focal Points
- Key Views and Landmarks
- Key Frontages and Corridors
- Key Edges and Interfaces

Key Gateways and Focal Points

The Urban Design Framework plan highlights key gateways to St Cuthbert's from the Link Road and existing arterials. Development needs to promote this sense of arrival through scale, quality, and character in terms of built form and planting.

Local centres and their setting at Durdar, Carleton and Cummersdale provide key focal points for the garden communities. Durdar is at the top of this hierarchy in St Cuthbert's. Design of buildings, streets and spaces will emphasise this level of environmental and social importance. The Key Locations section will expand on this further.

Key Frontages and Corridors

The Urban Design Framework emphasises key frontages that will support the quality and character of gateways and focal points. These frontages will provide scale and pedestrian level interest to best frame a quality street-scene and new urban squares and village greens. Key corridors will also be emphasised through their comprehensive design – buildings, public realm / landscape and footfall generating uses - including strategic streets and green corridors. Specific set-pieces include Durdar High Street and St Cuthbert's Greenway. The Streets, and Green and Blue Infrastructure sections will expand on this in more detail.

Key Edges and Interfaces

Development will sensitively interface with existing villages and neighbourhoods and create a positive new countryside edge for Carlisle. The St Cuthbert's concept is one of new garden communities, and not urban extension and sprawl. Well designed and landscaped buffers will be incorporated at key locations, including those around Cummersdale. Other areas will be designed for sensitive integration, such as around parts of Durdar, Carleton and Upperby. Amenity will be protected through the use of topography, building orientation, landscaping, and generous back gardens and greenspaces.

St Cuthbert's will also generate a new countryside edge for Carlisle, including south-west of Durdar, and south of Cummersdale. These locations will be carefully designed to integrate with topography, bring the countryside into the garden villages, and break up the edge of development with lower density residential and farmstead-type housing typologies. Section 8 provides further guidance on how specific areas can approach this.

Key Views and Landmarks

Policy SP6 emphasises the need to respond to context, and respect topography and local character. St Cuthbert's has a stunning landscape setting with views to the Lake District and Areas of Outstanding Natural Beauty. Looking south, views pick up on distinctive urban landmarks such as Dixon's chimney. Areas of high ground within the site include those in Carleton, Upperby and Cummersdale. New focal points and landmarks, including a new district centre / 'heart' for Durdar provide important opportunities for new landmarks and views to be created. Hill top greenspaces can offer excellent views and will also create the need for sensitively designed roof-scapes. Section 8 provides further detail on this, notably for Carleton.

Positively emphasising key gateways - Poynton, Cheshire



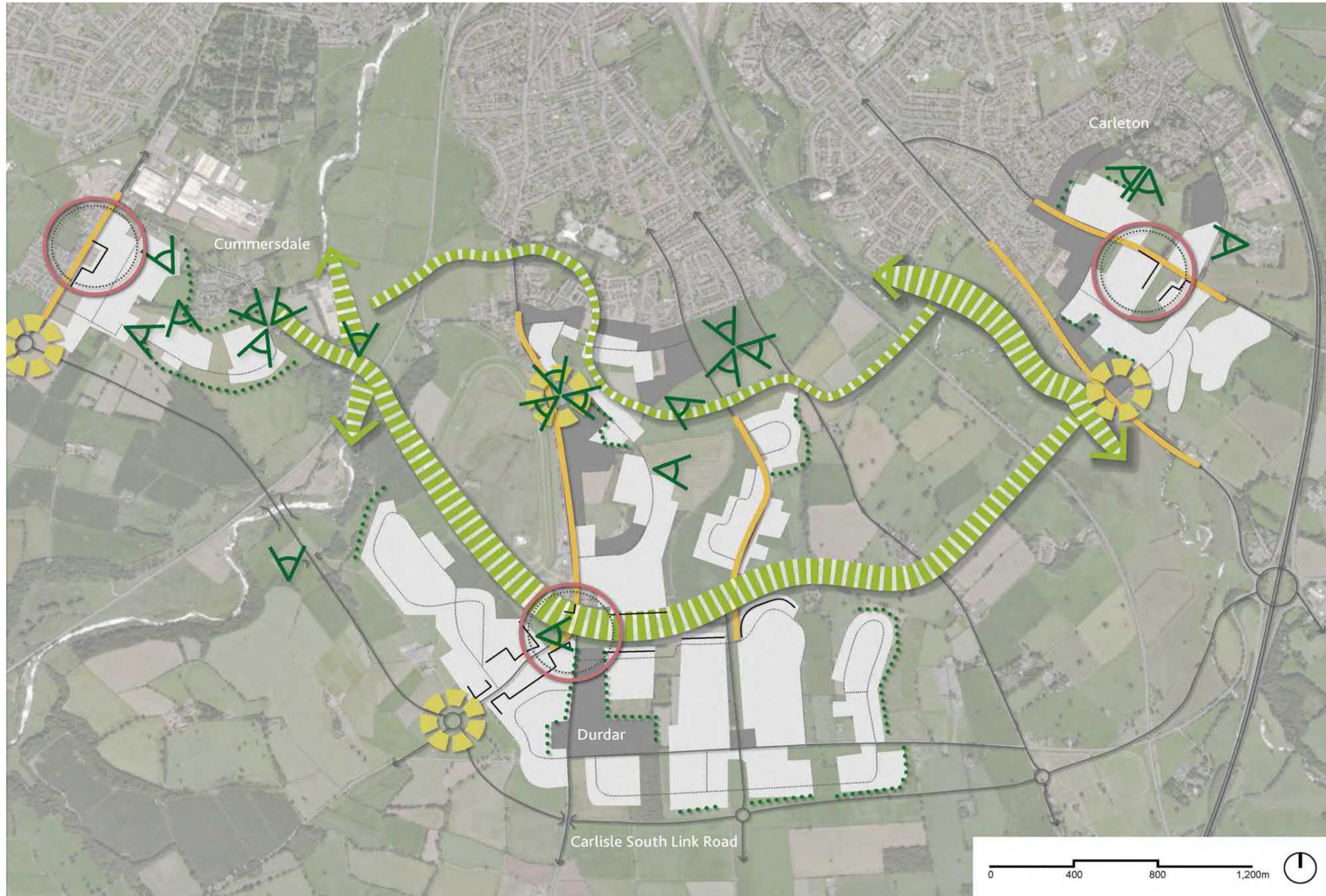
Greenspace framed by development - Lightmoor, Telford



Making the most of great views - Greenhills, Blackburn

Images 30 - 31: Examples of Good Placemaking

Figure 14: Urban Design Framework



- Key**
- Carlisle South Link Road
 - Key Frontage
 - New Development
 - Existing Development
 - Focal Point
 - Gateway
 - Key View
 - Corridor
 - Greenway
 - Key Interface
 - Key Streets
 - Residential Streets

6.6 Movement: Strategic Considerations

Strategic Requirement 7 – Active and Sustainable Travel

Enabling active and sustainable travel in St Cuthbert's is a key priority that will define the Garden Village as a distinctive place in terms of place-making, movement and access. Development will integrate cycle routes and footways as set out in the Active Travel Network Plan (Figure 16).

Development will be connected into the existing public transport network with direct connections between Local/Neighbourhood Centres and the City Centre / Carlisle Train Station. Public transport will be encouraged as a primary mode of transport and a key active travel choice with well connected, easily accessible bus routes throughout the Garden Village.

Mobility hubs will be provided at local centres across the Garden Village. Hubs will connect transport modes and provide facilities that help enable walking, cycling and public transport use. Development will incorporate mobility hubs as located on the Public Transport Plan.

Alternatives to private car travel will need to be provided from the outset and be attractive choices. This includes walking and cycling but also bus travel, bus priority, and shared mobility services (e.g. car clubs). Car parking must be effectively planned and managed from the outset (see Section 7.6) and electric vehicle charging points will need to be factored into designs to ensure that the neighbourhoods are future proofed.

Developer travel plans will be designed around liveable neighbourhood principles, to ensure walking and cycling are the easy and natural choice for short journeys within the Village.

In accordance with the County's Development Design Guide (2017) and Manual for Streets principles, a user hierarchy must be established that prioritises users as follows:

1. Pedestrians and cyclists.
2. Public transport.
3. Other motorised transport.

Development will be designed to ensure ease of pedestrian and cyclist movement through all parts of the site. This will include:

- designing streets that are attractive, low speed, low traffic environments with good crossings of busier roads.
- developing a network of low traffic neighbourhoods - a group of streets bordered by busier vehicle routes in which through access for motor vehicles has been designed out.
- providing direct, safe, attractive cycling and walking routes to key external locations including Carlisle City Centre and Carlisle Station.
- cycling and walking infrastructure will be designed to be inclusive, ensuring people of all ages and abilities can safely walk and cycle.
- secure cycle parking and other supporting facilities (lockers, charging stations, etc) should be provided in key locations.

- where practical, existing Public Rights of Way (PRoW) will be retained and enhanced.
- improving river and rail crossings to enable the delivery of the Greenway loop.
- the proposed network will connect to existing strategic active travel route National Cycle Route 7 and PRoWs close to the Garden Village.
- the Garden Village will connect to and maximise the Carlisle Southern Link Road (CSLR) shared use pedestrian and cycle path which will provide a new continuous east-west link on the southern edge of St Cuthbert's from the A595 roundabout to the M6/A6 London Road.
- provide high quality, attractive leisure routes, specifically the St Cuthbert's Greenway.

Public Transport

Dalston Road, Scalegate Road, Durdar Road and Brisco Road/Upperby Road will continue to function as bus corridors within the Garden Village. New bus routes will connect residents and visitors to mobility hubs located in local centres.

There are a number of bus routes already operating to Cummersdale, Durdar and Carleton. New development offers the potential to divert and/or increase the frequency of existing bus services, or for the provision of additional services as determined by commercial operators. There may be opportunities to provide some bus priority measures within the route to Durdar to better serve the proposed development and improve the connectivity for bus services. Bus stops will be provided within 400m of every resident.

Mobility Hubs

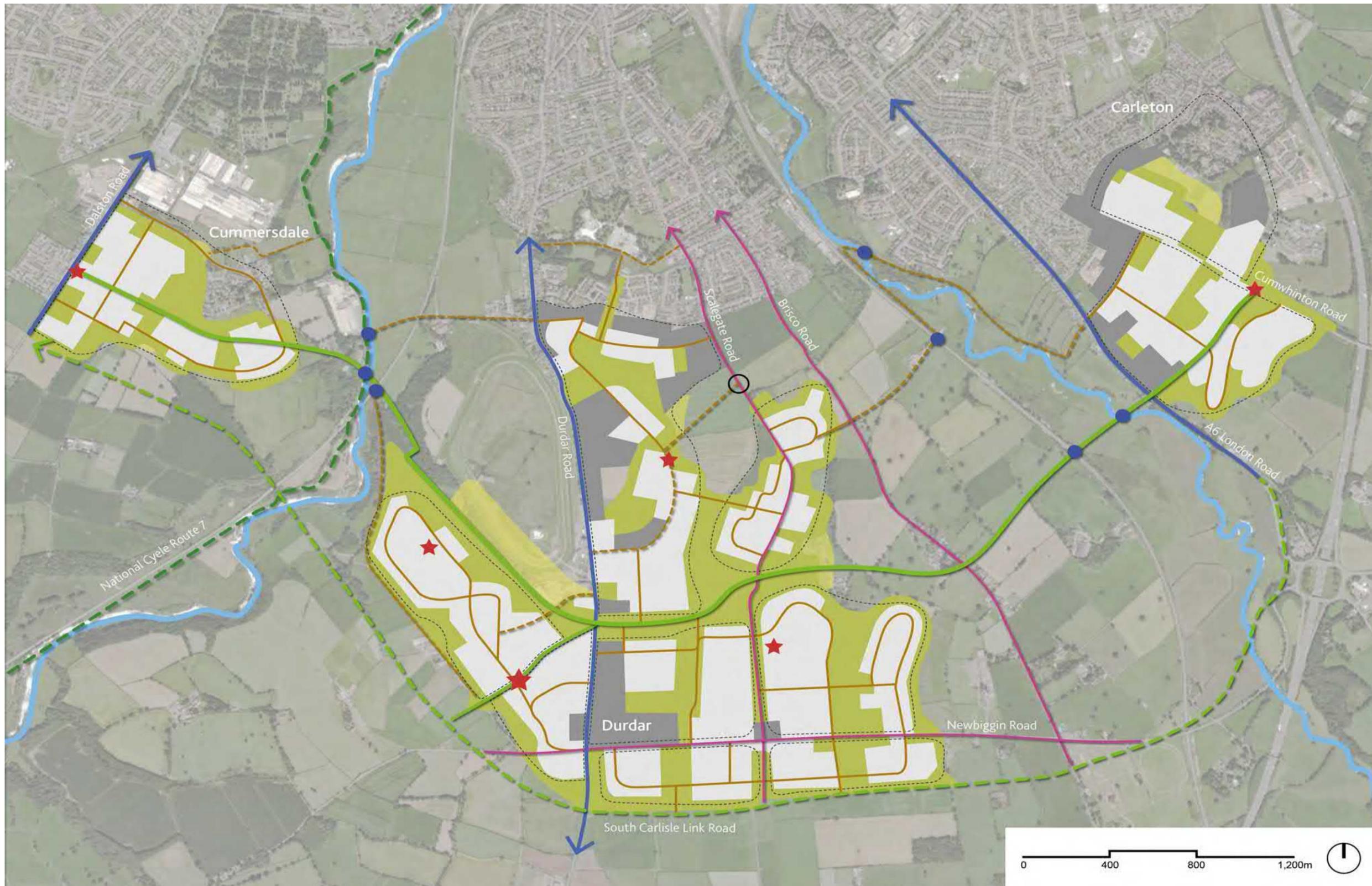
Mobility hubs are proposed across the Garden Village to create convenient and effective interchange spaces for different transport modes, bringing together features such as cycle parking, electric vehicle charging points and bus stops.

Mobility hubs will vary in scale and level of provision and be located in key neighbourhood centres. A primary mobility hub must be provided in Durdar serving as the main bus hub for the Garden Village as well as providing a focal point for other pick-up and drop off and shared mobility services such as centralised parking for shared Electric Vehicles and cycles.

Complementary non-transport uses will be provided in these locations including delivery lockers, cycle facilities, play areas, cafés retail units, co-working spaces and pocket parks. Mobility hubs offer opportunities to foster social cohesion and define neighbourhood centres as the heart of the community.



Figure 16: Active Travel Plan



Key

- Existing Strategic Active Travel Route
- Greenway - Strategic Active Travel Route
- On-Street Cycle Route
- Low Traffic Cycle Route
- Local Connecting Route
- Existing PRoW
- River/ Rail Crossing
- ★ Primary Mobility Hub
- ★ Secondary Mobility Hub
- Modal Filter
- New Development
- Existing Development
- Proposed Landscape

Strategic Requirement 8 – Access and Movement

Development will be accessed from new junctions onto the existing road network and via the Carlisle Southern Link Road (CSLR).

Development must accord with the key principles and parameters illustrated in the Access and Movement Strategy.

6.6.1 Carlisle Southern Link Road

The Carlisle Southern Link Road (CSLR) will connect the A595 to the west of Carlisle to the M6 junction 42 along a route to the south of the Garden Village. The link will be a single carriageway with one lane in either direction and a design speed of 60mph.

Five new vehicular access junctions are proposed and at grade roundabouts will be provided at the following locations:

- B5299 Dalston Road.
- Durdar Road / Durdar to Dalston Road (west of existing Durdar Road).
- Scalegate Road; and
- Brisco Road.

A new overbridge will also be provided along the alignment of the existing Durdar Road.

The CSLR will change the volumes and patterns of traffic using the existing network. Given the significant existing barriers to east-west movement created by the rivers and railway lines, the CSLR has an important role for all modes in connecting the Garden Village.

The proposed junctions and approaches to the Garden Village from the CSLR must be designed and delivered as high-quality gateways with a focus on reducing speeds, transitioning to residential character and marking arrival to the various village centres.

New homes in proximity to the CSLR and gateway junctions must be set back to provide opportunities to define the Garden Village gateways as attractive landscaped spaces overlooked by high quality new homes.

Cycle and pedestrian connections from the CSLR must be integrated into the Garden Village sustainable travel network.

6.6.2 Off-site highways improvements

Development is expected to contribute to off-site highway improvements in order to mitigate the increased demand on the existing road network. The County Council are undertaking further modelling work to understand the detail of these requirements, to help mitigate local traffic impacts, facilitate links to Carlisle city centre and existing facilities and encourage sustainable transport use. All planning applications within St Cuthbert's must take these requirements into account.

6.6.3 Access and Movement Principles

The key access and movement principles include:

- Direct vehicular access to the Garden Village from the Carlisle Southern Link Road (CSLR).
- Delivery of a strategic north-south / circular sustainable transport corridor.
- Strategic east-west connectivity via the CSLR and proposed Greenway linear park.
- Enabling active and sustainable travel as the primary modes of transport to, from and through the Garden Village.
- The development of active walkable neighbourhoods across the Garden Village.
- Mobility hubs integrated within local centres providing a range of transport interchange facilities.
- Improving connectivity to and from the City Centre (out with the Garden Village) by sustainable transport modes.
- Delivering supporting infrastructure across the Garden Village to support residents in making sustainable transport choices.
- Provide a network of high quality, convenient, safe and attractive pedestrian and cycle routes that make wider link to existing networks.
- Deliver a hierarchy of residential roads that reflect CuCC's Residential Highways Design Guidance (Appendix 4).

Pre-application engagement will be vital to ensure that the necessary movement and access infrastructure is identified to support development, particularly for the early phases of development. The Infrastructure Delivery Plan to support the SCGV Local Plan will set out longer term requirements.

Development will be structured around a clear, coherent movement network that is resilient to an increasing quantum of development over time. This will be a legible and safe network that enables active and sustainable travel as the primary mode of transport in both its 'incomplete' early phases and incrementally through to final completion.

Strategic Requirement 9 – Street Hierarchy

A clear hierarchy of streets will form the basis for development at the Garden Village. The Street Hierarchy Plan (Figure 17) shows the approximate alignment of the new street network and development will need to accord with this network and demonstrate how the following hierarchy of streets is provided (as appropriate to the scale of development proposed) and connected into:

Strategic Roads

The CSLR will provide access to locations beyond the Carlisle urban area and connect into the wider Strategic Road Network including the M6 and A595.

Main (Primary) Roads

These comprise the primary vehicle routes that connect the Garden Village to Carlisle City Centre and the strategic roads. They also include the Durdar Road High Street- the primary commercial / community spine of the district centre.

Secondary Roads

Secondary roads link active neighbourhoods to the main roads and key destinations.

Residential (tertiary) Streets

Streets that provide local vehicle access to residential properties and where walking, cycling, and socialising/playing are the dominant use. Residential Streets can include Residential Streets, Mews, Lanes and private drives.

Non-vehicle access

In addition to the main streets, the village will also incorporate a network of existing and proposed pedestrian and cycle routes. All applications should have regard to the guidance provided in Section 7.5 and 7.6 relating to Streets and Parking.

In accordance with the County’s Development Design Guide (2017) and general principles of street design (Manual for Streets 1 & 2 (2007/2010) new development will prioritise pedestrians and cyclists above the needs of motorised vehicles. The Street Hierarchy Plan (Figure 17) and accompanying guidance in Section 7.5 illustrates how each of the typical street types facilitate prioritisation to meet differing roles and functions and require different responses to built form, frontages, parking and landscaping. Together the streets will form a connected, permeable and coherent internal road network and street hierarchy. Section 7.5 also gives further details of street types and typical form and function.

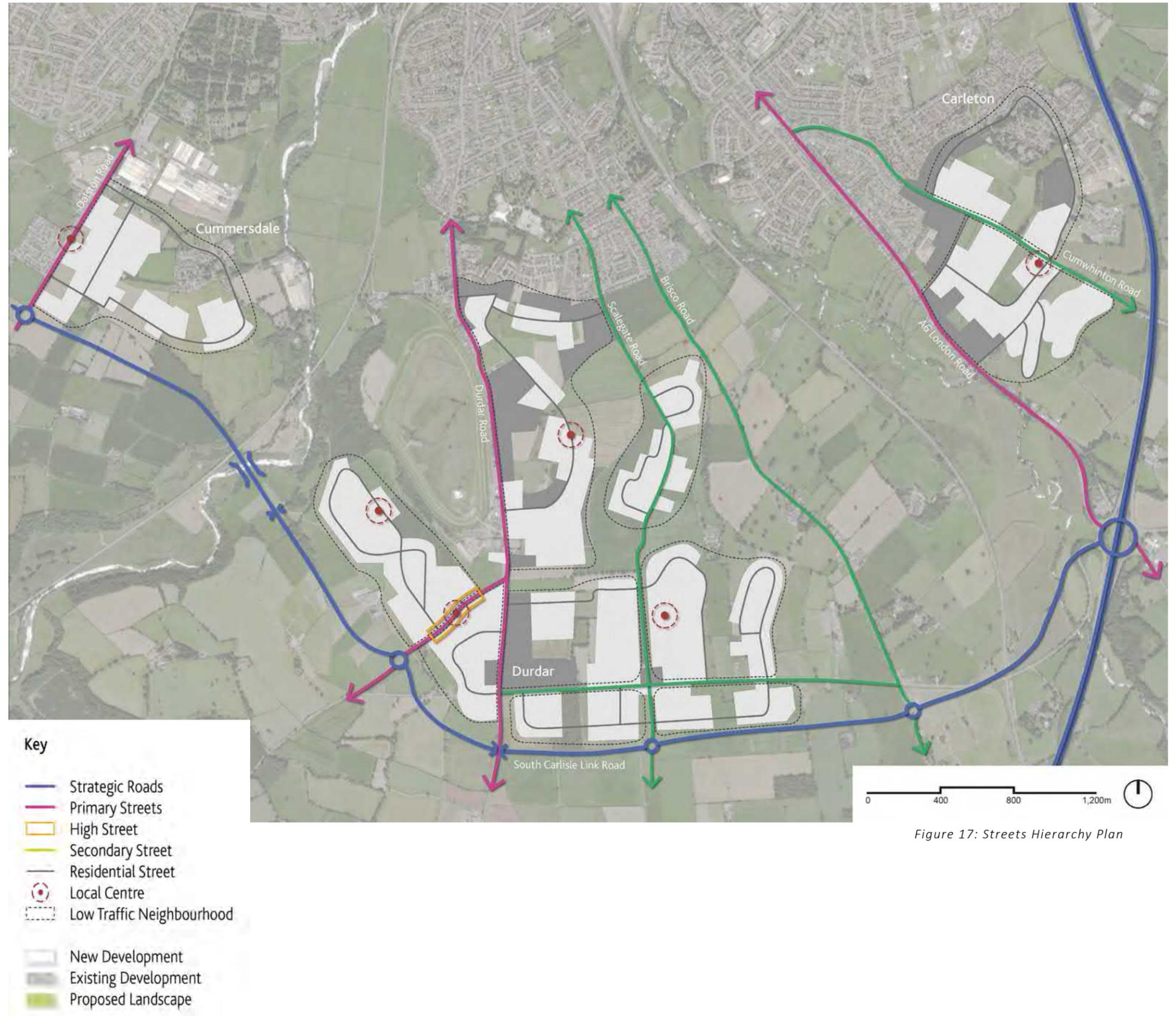


Figure 17: Streets Hierarchy Plan



Images 32 - 37: Examples of high quality streets at different hierarchies

7. KEY THEMES

7.1 Thematic Design Guidance

Section 6 has presented the strategic design framework layers and key requirements, and section 2 focused on specific character areas and key locations. This section provides guidance for key design themes:

- Local centres
- Green and blue infrastructure
- Streets
- Urban design and character
- Parking
- Low carbon and innovation.

These are common design themes for large scale residential led development that have been informed by [Building for a Healthy Life](#) (BHL), the National Model Design Guide and Carlisle Local Plan SP6. A local flavour further influences this thematic guidance through recent St Cuthbert's visioning and masterplanning work. This includes the important of landscape – 'start with the park' - and a focus around distinct garden communities.

BHL – updated in 2020 - is now a well-established national design guidance tool for residential led development. We strongly encourage its use as a platform for this more bespoke St Cuthbert's guidance. BHL covers three themes – integrated neighbourhoods, distinctive places, streets for all – and 12 topics within these.



7.2 Local Centres

BHL promotes the importance of facilities and services to integrated neighbourhoods, and SP3 supports timely infrastructure delivery – including social infrastructure. At St Cuthbert's our design framework focuses garden communities around three local centres – Durdar being the largest, of district significance – complemented by Carleton and Cummersdale. These provide the 'heart' for emerging communities informed by the following design principles.

A Mix of Uses

- Incorporating a clustered mix of commercial and community uses, including shops, offices, leisure, health and education
- Including higher density housing opportunities within and around the centres
- Mixing uses vertically and horizontally, including living above the shop and live / work typologies
- Making the most of schools as community resources
- Complementing existing uses, including Carleton Rugby Club, Cummersdale village centre and Carlisle Racecourse in Durdar as a leisure attraction
- Primarily providing for local need, but also making the most of passing trade to support commercial viability and sustainability, as part of a hierarchy of centres across Carlisle

Distinctive Form and Character

- Drawing on local character studies to confirm the most appropriate form for each centre
- Durdar – making the most of the juxtaposition of the Greenway, link road spur / Durdar Road to create a new 'high street' and urban square, further inspired by the likes of Dalston village centre and square
- Carleton – working with local topography to create an informal village centre form, making the most of the prominence provided by Cumwhinton Road
- Cummersdale – responding to the rectilinear form of field patterns and drawing on passing trade from Dalston Road
- Clustering local centre uses and buildings around a pedestrian-friendly street and space, with massing to match the centre's position in the hierarchy.

Sustainable Access and Movement

- Locating centres primarily to satisfy local need, but also to draw on passing trade, as stated above in Durdar, Carleton and Cummersdale
- Supporting accessibility for pedestrians, cyclists and those on public transport, making the most of the Greenway and Durdar mobility hub
- Locating in well trafficked locations with strong footfall and overlooking to support community safety
- Incorporating safe and convenient cycle parking at the core of centres
- Integrating car parking and servicing to provide convenience and enable passing, whilst not dominating the streetscene.

Public Realm and Landscape

- Putting public realm at the heart of the local centres as part of their distinctive urban form – neighbourhood squares, high streets and village greens
- Enabling multi-functional use, including access for all and utilisation for

- footfall generating activity such as markets, events and meeting up
- Integrating landscape, including trees for shade and nature, greens and lawns to make the most of the sun, and specifically incorporating the Greenway into the heart of Durdar
- Creating distinctive new landmarks, such as sculpture, public art, street furniture and interpretation / wayfinding.



District centre high street - Poynton, Cheshire



District centre scale - Dickens Heath, Solihull



Local centre ass community hub - Bourneville, Birmingham

Images 38 - 43: Examples of good quality local centre design

7.3 Green and Blue Infrastructure

7.3.1 Start with the Park

The principle of ‘Start with the Park’ is at the heart of the St Cuthbert’s vision and is a defining component of the garden village ethos. Beautifully and imaginatively designed homes with gardens, combining the best of town and country, with green places that enhance the natural environment and support healthy and connected communities is what will make St Cuthbert’s special.

In accordance with policy SP8 Green and Blue Infrastructure, existing assets should be protected and enhanced to establish a multi-functional, integrated and accessible blue and green infrastructure network which maximises wider public and ecological benefits and creates greener, more attractive living places. Key green and blue infrastructure objectives and principles to be considered when designing in the Garden Village are set out below.

7.3.2 Landscape Character & Local Distinctiveness

Any proposed green or blue infrastructure should build upon existing landscape character and maintain and enhance a sense of identity. Key objectives include:

- Retain and create views from development to make visual connections to the surrounding landscape;
- Existing trees, hedgerows, valuable natural landscapes and watercourses shall be identified and protected wherever possible;
- Opportunities to use existing green/blue corridors for amenity, recreation, drainage and movement should be maximised;
- Incorporate green / blue assets and areas of conservation and/or historical value;
- Maintain and enhance access to heritage and cultural assets within and outside the Garden Village;
- Design within the natural topography of the site e.g. safeguarding hills for far reaching views.
- Make connections to existing Public Rights of Way and wider walking and cycling links.

The definition of distinct village centres can be enhanced through green infrastructure. The following landscape characteristics should be preserved and enhanced in these specific locations.

Cummersdale

- Historic farms and cottages;
- Evidence of Roman fort and enclosure with high potential for other archaeological finds;
- Industrial heritage: cloth mills, dye works and cotton mills;
- Pirelli tyre factory and McAlpin Stead factory and chimney;
- Views towards the Lakeland Fells, Pennines, Dixon’s Chimney and the Racecourse.

Durdar

- Open, undulating landscape;
- Limited woodland cover, remnants of tree plantations include Tarn Plantation and Cat Wood;
- Field patterns with hedgerow boundaries and mature trees;
- Long views towards the North Pennines over the River Petteril Valley, Caldew Valley and glimpses towards Carlisle.

Carleton

- Rural and agricultural character;
- Medieval narrow field strip layout;
- Sparse woodland cover.

Brisco

- Conservation area with many listed buildings and a strong village identity.



Images 44 - 49: Local distinctiveness in and around St. Cuthbert’s

7.3.3 Greenspace Hierarchy

Development will deliver a hierarchy of connected greenspace in accordance with the Green / Blue Infrastructure Framework and Open Space Provision Plan/Table.

The greenspace hierarchy will ensure that all residents of the Garden Village have access to a diversity of open space from their doorstep. The types of greenspace to be provided include:

Natural and semi-natural greenspace

Defined as areas of woodland, scrub, grassland, wetlands, open and running water, and open access land. Green corridors should provide connections for both people and wildlife and green buffers between development. Existing blue infrastructure should be retained and integrated into Sustainable Urban Drainage Solutions (SuDS).

Parks and Gardens

Formal greenspace destinations that include urban parks, community open spaces and country parks. The location of key amenity spaces have been identified on the Open Space Framework Plan (Figure 13).

The Greenway

A multi-modal green route linking the St Cuthbert's villages through open space. The Greenway will connect people within the Garden Village and provide connections to the city and wider area. The provision of play, sports, recreation and amenity space will be concentrated along the Greenway providing a critical green asset for residents and visitors. See Section 7.3.4 for further details.

Amenity Greenspace

Informal recreation spaces and communal green spaces in and around housing and community facilities. These may include pocket parks, neighbourhood spaces, communal courtyard gardens, village greens and village squares. A variety of scales, uses and characters will help to create vibrant and attractive neighbourhoods for all.

Play Areas

Designated areas for children and young people containing a range of equipment and facilities and an environment that has been designed to provide focused opportunities for outdoor play comprising casual or informal playing space within housing areas. Play spaces should be designed in accordance with the Russell Play Guide and meet guidance for LAPS, LEAPS and NEAPS. NEAPS will be located close to schools, local centres and supporting community facilities. LAPS and LEAPS should be evenly distributed throughout development within walking distance guidelines. Opportunities to integrate informal / natural play and Street Play principles will be encouraged.

Sports Fields

Formal pitch sports facilities, for example, rugby/football pitches and Multi-Use Games Areas (MUGAs). Sports pitches should be designed to Fields in Trust (SIT) minimum standards. A quality over quantity approach will be supported which promotes the provision of high-quality surfaces, multi-functionality, lighting and supporting facilities. Opportunities to share facilities (i.e. community use of school pitches) should be explored. Sports pitches should be located close to schools and local centres. The opportunity to create a St Cuthbert's community Sports Club will be supported as a placemaking and

community building enterprise. The location for such a facility would be best placed close to Durdar local centre close to or within the Greenway.

Other Sports Provision

Courts and greens comprising natural or artificial surfaces, including tennis courts, bowling greens, athletics tracks and other outdoor sports area. See above for details of specification and location.

Grow space

Productive landscapes including allotments, community gardens and orchards. Where possible sustainable food production should be integrated into development. Protecting and enhancing community grow spaces and providing access for all will help deliver sustainable development at St Cuthbert's.



Images 50 - 54: Examples of high quality green spaces (Sources: Hvas and Arup)



7.3.4 The Greenway

The Greenway plays a fundamental role in achieving sustainable and active travel in the Garden Village and will be central to the emerging St Cuthbert's Local Plan Sustainable Transport and Movement policy. The proposed Greenway provides a new multi-modal, greened route, linking destinations and encouraging recreational and active travel both across and beyond the development. The Greenway offers recreational opportunities in the form of trails, formal and natural play, amenity space and outdoor sports overlooked by new homes and community facilities. The key objectives of the Greenway are as follows:

- Link neighbourhoods, communities, assets and village centres along a circular route;
- Enhance the existing Public Rights of Way and cycle network connections between Carlisle and the surrounding countryside;
- Promote active travel and provide attractive car-free routes for pedestrians and cyclists;
- Provide a focus for play, sports, recreation and food production at the heart of the Garden Village;
- Improve safe access to shared community assets such as the Rivers Caldew and Petteril, woods and countryside;
- Respond to the various housing/building uses and typologies along its edge and deliver open spaces that reflect these uses.

The design of the Greenway will vary along its length from formal and programmed near local centres to more natural and informal at development edges. It will encompass many of the Fields in Trust typologies along its course and will be the principle green space at the core of the garden village. The following should be used as a guide for the design of the Greenway in its various locations:



Figure 18: Greenway Sketch (Source Arup)



Images 55: Greenway example

Local Centres

Where the Greenway meets the local centres it will provide a community spine along which residents will commute, promenade, meet and play. The Greenway should support community activities and include sports pitches, play areas, recreation areas and events space. Opportunities to create high quality, shared, multi-functional sports, play and educational areas for both school and community use should be encouraged.

River Caldew

The print factory on the banks of the River Caldew has the potential to become a landmark park for Carlisle. The opportunity would open this land to the community and provide a unique opportunity to celebrate the industrial heritage of the area. Ecological opportunities also exist if any land remediation is required. Connections to the existing NCN Route 7 will connect the Greenway to the wider countryside. The country park would need to meet Natural England's accreditation criteria which includes accessibility, facilities, wayfinding, activities, management and links to the community amongst others.

River Petteril

A new footbridge across the River Petteril and the railway would improve pedestrian and cycle access to Carleton from Durdar, and make use of the existing PRow which links to Brisco. This could tie into potential future routes along the River Petteril and to the CSLR strategic walking/cycle link.

Countryside

A continuous, safe, secure and well signed walking/cycling link should be provided outside of the key areas. Rest stops and places to take in key views should be positioned along its length. A diverse matrix of semi-natural landscape types will create variation and interest with approaches to village centres and key destinations signposted to encourage exploration and movement through the Garden Village.

7.3.5 Ecology

The network of green spaces proposed at St Cuthbert's provides an opportunity for ecological mitigation and increasing the biodiversity of the site as part of an integrated approach to development. Site specific green infrastructure will bring distinct character to any new neighbourhood and contribute to sense of place. In accordance with the emerging St Cuthbert's Local Plan Design Policy the retention and enhancement of existing trees, shrubs, hedges and other wildlife habitats must be ensured. 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.

The Strategic Landscape Habitat Plan (Figure 19) sets out an approach to habitat retention and creation. It identifies existing key habitats and demonstrates how new green infrastructure seeks to connect north-south blue corridors, east-west across the Garden Village.

In accordance with the emerging St Cuthbert's Local Plan Biodiversity Net Gain Policy, all new development must deliver a measurable biodiversity net gain. Developers should undertake a Biodiversity Net Gain Assessment using the DEFRA Biodiversity Metric 2.0 (Natural England, 2019) to identify potential opportunities to improve biodiversity on a plot by plot basis. Developer's should refer to 'Biodiversity Net Gain: Good Practice Principles for Development' [CIRIA, 2019].



Images 55: The River Caldew adds to the ecological value to the site (Source: Arup)

Specific ecological measures shall be designed within the green infrastructure framework and include:

- 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%.
- Biodiversity should be integrated within the masterplanning process and ensure a whole area approach is taken which looks beyond the immediate site boundary;
- Developers must do more than just protect existing habitats, they must seek new opportunities to increase biodiversity and connect to wider ecological assets;
- Developer's will be expected to outline net gain measures taken on site within the site's accompanying ecological assessment and Design and Access Statement;
- 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;
- Ensure connectivity between existing and proposed habitats and connections to the ecological framework beyond the site;
- Improve the health of existing waterways;
- Existing woodlands and hedgerows should be retained where possible;
- Provide a network of new trees that use a hierarchy of forms, sizes and species, to create a strong sense identity and legibility;
- Create a series of new SuDS waterbodies and wetland habitat mosaic that includes ponds, wetland, marsh, grassland and wet woodland;
- Enhance key ecological habitats and depleted agricultural land;
- Use species that are native, or of known value to UK wildlife, and/or of local provenance;
- Manage the spread of invasive species;
- Incorporate habitat creation in residential and employment developments, for example through tree planting, SUDs and micro habitats such as bat/bird boxes, insect hotels and extensive (brown) roofs;
- Mitigate the impact upon Local Wildlife Sites and protected species;
- All new planting should give due regard to root establishment and long-term viability.

Existing ecological areas and valuable green assets are defined on the Baseline Habitat Plan (Appendix 4). Notable habitats to be preserved and enhanced include:

Ancient Woodland

Located at Toddhills Wood to the west of Carlisle Racecourse. This woodland should be retained and protected from disturbance throughout the proposed development.

S41 Priority Habitat – Deciduous Woodland

S41 priority habitat deciduous woodland is located at Toddhills Wood and Peastree Wood (west of Carlisle racecourse), Tarn Plantation (south of Durdar) and Cat Wood (east of Durdar). This habitat should be retained and integrated into future greenspace provision.

Broadleaved, mixed plantation woodlands and Trees

Areas of broadleaved and mixed plantation woodland to the south and east of Durdar and in discrete pockets throughout the survey area should be retained. Scattered trees, veteran trees and mature and over-mature hedgerow trees can be found throughout the site and provide important habitat for owls and bats. These should be retained and enhanced wherever possible. New tree and woodland planting should complement and enhance existing provision. The location of existing trees and hedgerows can be found in Appendix 4.

Watercourses

Rivers, streams, becks and other watercourses form a network of habitats across the site and should be retained wherever possible. The Caldew and Petteril river corridors will be preserved for wildlife and enjoyment. Riparian buffer strips are characteristic of the area and are found close to watercourses (4-12m from the bank). Whilst sharing many species with field hedges, they can contain long grasses and riparian trees. The River Petteril has had over 17km of riverbank enhanced with buffer strips (2009 -14) by conservation groups and this practice should be continued to benefit water quality and riparian wildlife.

Natural and Semi-Natural Green Infrastructure

Proposed Natural and Semi-Natural Green Infrastructure will be focused around existing watercourses. Developers should identify opportunities to diversify and enhance riparian habitats. Significant opportunities exist to provide a mosaic of wetland and waterbody habitats associated with Sustainable Drainage systems.

Hedgerows

Species-rich hedgerows and associated ground flora are present throughout the site. The location of existing hedgerows can be found in Appendix X (as above). Developers should undertake further hedgerow surveys to assess the value of individual sites under The Hedgerow Regulations 1997. Throughout the natural areas but also within residential plots, retention, enhancement and creation of new hedgerows will be encouraged. Preservation of existing hedgerows will embed the development in its rural character.

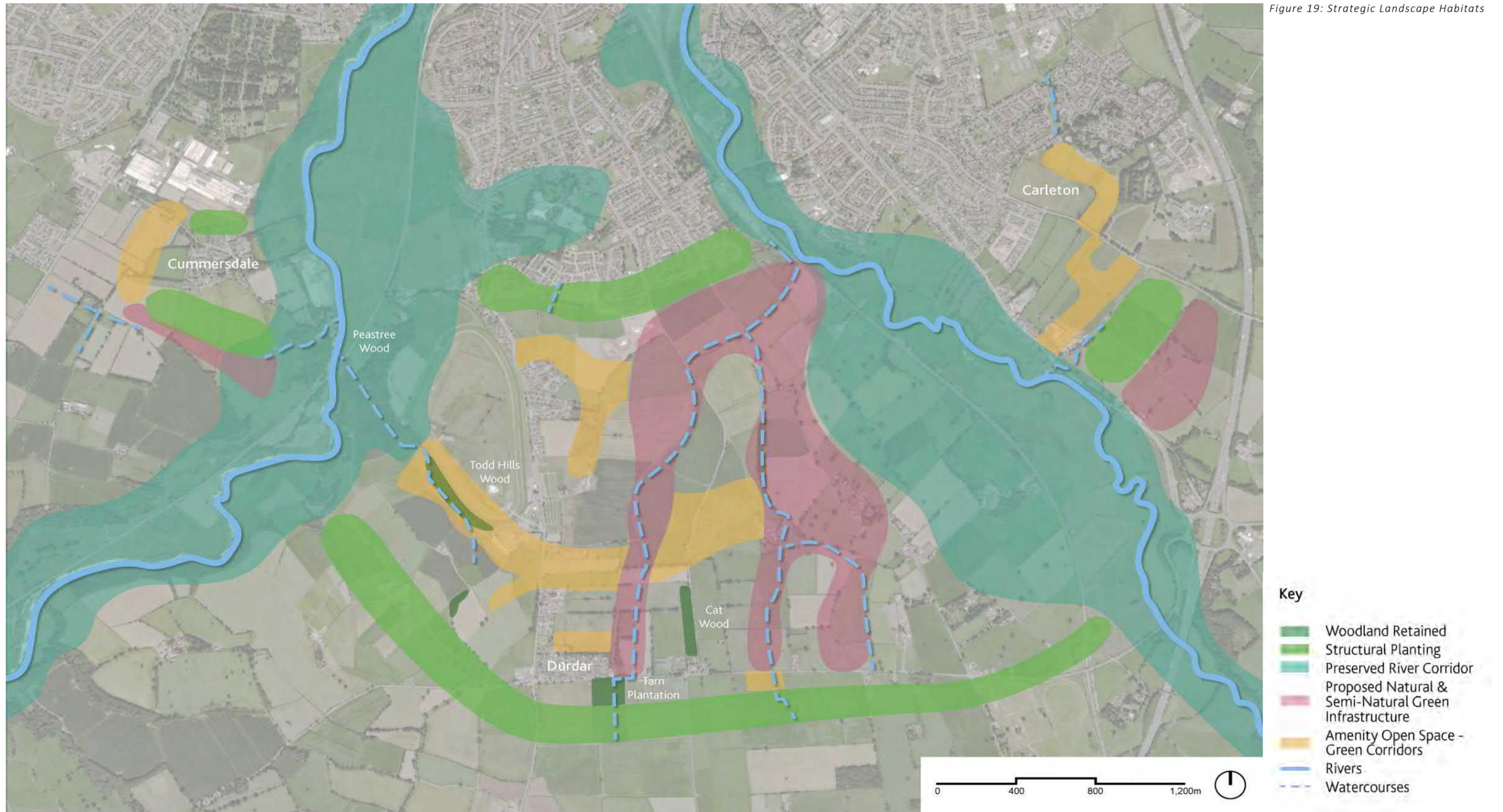
Structural Planting

Structural Planting such as woodland, tree belts and hedgerows will help to create a green gap and screen development from adjoining property and/or highway infrastructure. Structural Planting will also provide important ecological connectivity particularly east-west between the two river corridors. The ecological value of proposed plantings should therefore be considered when developing planting strategies for individual sites.

Amenity Open Space

Green infrastructure should be used as a delivery vehicle for increasing biodiversity in new housing developments. Amenity Open Space and in particular, the Greenway, will provide living infrastructure to support wildlife and its movement between the river corridors. Developers should consider the full suite of available green infrastructure to link existing habitats as well as creating new ones. Examples of biodiversity-friendly green infrastructure include green and brown roofs, water retention ponds and Sustainable Urban Drainage Systems (SuDs).

Figure 19: Strategic Landscape Habitats



7.3.6 Productive Landscapes

As set out in SP9, food production and the provision of space to grow edibles will help to deliver sustainable development and healthy and thriving communities. The protection and promotion of community food growing spaces will help connect the Garden Village to its agricultural heritage, support community cohesion, health and wellbeing and ensure access to affordable locally produced food. Carlisle District is a founding member of the Sustainable Food Cities Network and the Garden Village provides a significant opportunity to empower change towards a vibrant and inclusive food culture. A range of scales of productive landscapes should be provided as follows:

Small scale

On plot food growing opportunities such as raised beds and communal grow zones within gardens and residential courtyards. Additionally, integration of fruiting trees and edible plants and herbs within amenity spaces.

Local scale

Allotments, community orchards and the use of edible trees and hedges on streets and in parks can connect people to food production and their local community. Forest and farm schools can continue educational opportunities for children and the creation of places for farmers markets in Local Centres will encourage residents to live, work and shop locally.

Regional scale

There is great potential for the surrounding farms to build connections with the community through farmers markets, vegetable delivery schemes and with open farmsteads. Policy SP 9 Healthy and Thriving Communities in the CDLP seeks to protect and promote the role of community food growing as part of Carlisle's role as a Food City. Where new habitats are being created to enhance depleted agricultural land, methods like agroforestry could be put in place to keep land productive whilst improving biodiversity.



Images 56 - 61: high quality productive landscapes at different scales

7.3.7 Sustainable Urban Drainage

The site-wide Sustainable Urban Drainage (SuDS) strategy (to be developed following consultation) identifies the requirement to adopt SuDS principles for all development. Surface water run-off should be managed at source and attenuated and infiltrated using the existing blue network supplemented by new blue infrastructure. In addition to the retention and enhancement of the existing blue network, a series of large waterbodies, swales and rain gardens should supplement the area's flood water storage capacity. A range of SuDS solutions must be considered from small scale on plot solutions to larger scale detention basins within community open space. A holistic Landscape and Water Management Strategy should be developed and discussed with the Local Authority at the earliest possible design stage. The design of each plot should assess the suitability of SuDS types on a site by site basis but work on the presumption that below ground water management will only be acceptable if roof and surface level solutions are proven to be unviable. The following hierarchy should be followed:

1. Water Re-use;
2. Soft landscaping features – Where possible using infiltration;
3. Hard landscape features – permeable paving;
4. Below-ground features.

Source control measures to reduce the volume and rate of run-off should be incorporated during design development of the plots. Opportunities for water reuse should be reviewed on a plot by plot basis. Where larger areas of soft landscaping are introduced and appropriately located, rain gardens, ponds, wetlands, and areas for bio retention should be considered as part of the downstream landscaping strategy. When calculating volume of attenuation, developers should allow for a 40% increase in rainfall in line with Climate Change Peak Rainfall Intensity Allowances.

Key flood and drainage principles include:

- Existing blue corridors will be retained and enhanced to support and supplement any new SUDs interventions;
- Developers should consider areas outside of their immediate site and wider SUDs proposals for new infrastructure and other developments at the outset. Developers will be encouraged to discuss options for discharge as part of an early stage high level site evaluation;
- SuDS should be included within all streets in the Garden Village;
- Soft landscape solutions should be the primary means of surface water drainage. These solutions could include; new tree / hedge planting, green and brown roofs, rainwater gardens, swales and bio-retention basins;
- Large areas of hard landscaping and below ground attenuation must be avoided;
- Where hard landscaping is required, permeable paving should be used and be drained towards SuDS features;
- Careful drought tolerant species selection to reduce need for irrigation;
- Opportunities to integrate rainwater harvesting should be included where possible;
- Swales, rain gardens and basins should be designed as amenity and ecological assets.

Please note: additional text and a SuDS plan are anticipated to be added to this SPD following consultation.



Images 62 - 67: Examples of the variety of methods which SuDS can be integrated into their surrounding environments



7.4 Urban Design and Character

The St Cuthbert's design framework builds on Carlisle character studies to encourage varied development across the garden communities, within a range of character areas. These are expanded on in Section 8 and are complemented by our desire to promote quality contemporary character and design. Good urban design supports successful and popular places and also increases property values.

Essential requirement for planning applications

In preparing development proposals, regard should be had to the character area guidance in Chapter 8 and the following fundamental elements of achieving good design as set out below.

Distinctive Character

- Analysing positive local character, within St Cuthbert's and around Carlisle, to inform design from an early stage
- Drawing on the character area statements in Section 8 to support the above
- Responding positively to key site features and characteristics, such as topography, views and landmarks
- Targeting exceptional opportunities to develop positive, distinctive contemporary character and design, supported by a strong rationale.

Blocks, Front and Backs

- Structuring neighbourhoods with an emphasis on perimeter blocks – with front doors opening on to private defensible front gardens and active streets, and clearly defined, safe private back gardens
- Ensuring that the sides of blocks provide positive frontages, windows and quality boundary treatments (avoiding long stretches of timber fencing and blank façades and isolated unsafe parking)
- Providing a clear delineation between public and private space
- Complementing the above with the occasional incorporation of well designed and managed communal space / shared gardens, especially in higher density areas
- Designing tighter and looser perimeter blocks for higher and lower density character areas, respectively
- Establishing an urban grain and density to suit the character area – including strong grid patterns in parts of Durdar or informal village and parkland forms in parts of Carleton and Cummersdale (avoiding meandering roads and cul-de-sacs that do little to aid navigation).

Focal Points, Corners and Views

- Further structuring neighbourhoods around a hierarchy of streets and spaces, focal points and views
- Making the most of positive long and short views, including those highlighted in the Urban Design Framework, supported by site visits and landscape and visual analysis
- Emphasising key frontages, vista termination buildings and prominent corners, including the use of quality dual aspect homes with windows serving habitable rooms.

Edges and Interfaces

- Designing positively for a new countryside / settlement edge, including south-west of Durdar and south of Cummersdale (highlighted in the Urban Design Framework), to create a strong and attractive interface between development and the countryside / open space
- Drawing the landscape into the neighbourhoods and breaking up the edge of development with lower density housing typologies such as courtyard / farmsteads
- Responding sensitively to key interfaces (including the relationship between Cummersdale village and new development, and between Upperby and Durdar) utilising topography, development orientation, generous back gardens and landscape.

Densities and Heights

- Creating variety in built form through the use of mixed densities that respond positively to the location and setting
- Using higher densities around local centres, to create an appropriate urban form, particularly in Durdar, that supports local amenities
- Use of height in built form to create a sense of enclosure to key public spaces and to emphasise gateway features
- Considering an innovative and modern approach to higher densities, based on traditional Carlisle terraced housing



Locally inspired contemporary design - Derwenthorpe, York



Emphasising prominent corners - Cottham Meadows, Preston

Images 68 -69: Examples of good urban design principles

7.5 Streets

This section illustrates the various street types as set out in the Street Hierarchy Plan (Figure 17). It provides key principles that should be adapted to reflect the unique location and conditions of individual village streets. For each street typology the following is provided:

- A description of the street's role and function;
- Cross section and plan view of typical street including key dimensions and the relationship between the carriageway, public space, private frontage and built edge;
- Overview of street users;
- Overview of parking arrangements for fronting properties;
- Building types, heights and distances;
- Landscaping and public realm.

Developers should refer to CuCC's [Cumbria Development Design Guide](#) and the emerging St Cuthbert's Highway Design Guide.



Image 70: Cambridge NW Strategic Road

7.5.1 Primary Roads

Essential requirement for planning applications

Any development that seeks to upgrade Dalston Road, A6 London Road or Sclegate Road MUST comply with the preferred street section (Figure 21). Where this is unachievable, the minimum street section (Figure 20) will be required, accompanied by robust evidence to support their proposals, outlining how placemaking and users have been considered.

All applications that front onto Main Roads will need to demonstrate compliance with parking and landscaping requirements as set out in the supporting text, ensuring the SCGV Principle 8 'Integrated Sustainable Transport' is fully considered and designed into proposals.

Description:

These roads provide key north-south vehicle access to the Garden Village and existing communities to the south of the city centre. Main Roads are intended to function with vehicle speeds of 30mph.

- Footways – min 2m to both sides of the carriageway where space allows
- Carriageway – max 3.2m
- Segregated / protected cycle lanes where space allows
- Continuous footways at junctions with minor/residential streets and designing in pedestrian/cycle priority
- Cycle lanes to be linked to the Greenway, NCN7 and CSLR
- Modal filters to prevent rat-running and reduce traffic flows

Users:

These streets provide north-south access to residential areas and connect residents to the local centres, the CSLR and city centre. Pavements should be provided on both sides of the carriageway (where space allows) with continuous footways at junctions with minor/residential streets. Cyclists will be accommodated on road in segregated cycle lanes where these can be accommodated.

Parking:

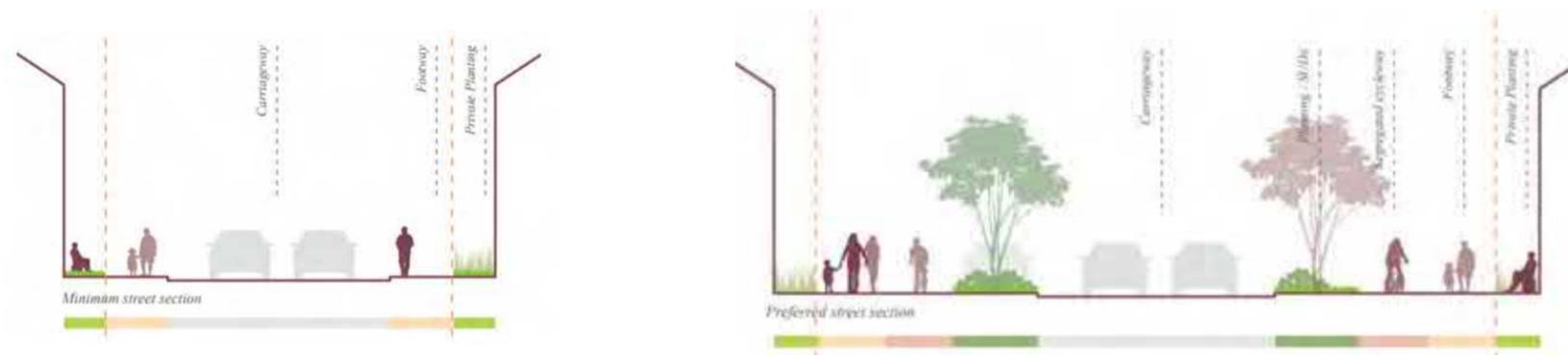
Where residential properties front the street, parking should be in line with section 7.6. They should have a mix of in-curtilage parking set back from the street and some unallocated parallel on-street visitor parking. The number and location of unallocated on-street parking bays will need careful consideration through the detailed design and planning application stage

Buildings:

Where buildings front the street they should be predominantly two storeys and above and provide a continuous frontage. A mix of house types may front the street, though all should benefit from provision of a front garden. Blank walls and gable ends should be avoided.

Landscape:

Green verges, linear swales and tree planting to create a buffer between footway/cycle lane and carriageway should be provided where space allows. Where possible opportunities for mature tree boulevard establishment should be sought. This will help announce arrival to the Garden Village. Pavements and segregated cycle lanes should be protected by kerbs and differentiated in materials. Feature highway lighting will help to announce gateway to the development.



Figures 20 and 21: Minimum Street Section and Preferred Street Section (Source Arup)

7.5.2 High Street

Essential requirement for planning applications

Any development that seeks to upgrade Durdar Road and/or Blackwell Road MUST demonstrate how sustainable travel methods (walking, cycling, bus routes) have been incorporated as part of the design and provide justification and mitigation where this is unachievable. For example, where space is a constraint, outline where cycle lanes are not segregated and any safety measures that are proposed to ensure sustainable travel remains a desirable option. Consideration must also be given to the integration of the CSLR roundabout and the proposed overbridge.

All applicants will need to demonstrate compliance with parking and landscaping requirements as set out in the supporting text and provide details of how appropriate signage and materials will ensure the high streets are safe and usable for all people.

Description:

Durdar Road is a key public transport corridor and will be retained as a main road for general traffic use. This road provides access to the Garden Village and existing communities to the south of the city centre. Where Durdar Road meets the district centre it will change to a High Street character with spill out space for retail units and areas for people to rest and socialise. This road is intended to function with vehicle speeds of 30mph potentially reducing to 20mph through the district centre/high street character area.

- Footways – min 2m to both sides of the carriageway where space allows
- Continuous footways at junctions with minor/residential streets
- Carriageway – max 2.75m
- On road cycle lanes with enhanced safety at key junctions to existing road infrastructure
- Segregated cycle route between Durdar district centre and the CSLR
- Cycle lanes will be linked to the Greenway and CSLR

Users:

Durdar Road will provide for key north-south vehicle movements and serve the local community by providing access for public transport but also a High Street destination for Garden Village residents and visitors. In the district centre, wider pavements should be provided on both sides of the carriageway to enable activation of the street with outdoor café seating and retail spill out. Cycle parking at these locations will encourage stopping and use of community facilities.

Parking:

Parking solutions should be in line with section 7.6. Short stay parking bays should be accommodated to encourage passing vehicles to stop and use High Street facilities. These could be further utilised for loading and deliveries which will be required by retail/commercial premises.

Buildings:

Where buildings front the street they should be predominantly two storeys, with greater heights used to create definition and emphasis on key nodes/interchanges. Continuous frontage should be provided. A mix of commercial and community ground floor uses with residential above will animate commercial areas.

Landscape:

In the district centre and where Durdar Road meets the Greenway, widened footways should provide space for spill out activity with street furniture to encourage rest and socialising. Mature tree planting and ornamental planters will help to protect pedestrians, screen vehicles and improve air quality and noise.

Pavements and segregated cycle lanes should be protected by kerbs and differentiated in materials. Paved crossovers and raised pedestrian crossings can help to control vehicle speeds and announce arrival in the village centres. Feature highway lighting will help to announce arrival.



Images 71 - 76: Different approach to high street design

7.5.3 Secondary Roads

Essential requirement for planning applications

Any development that seeks to upgrade Brisco Road, Upperby Road and/or Newbrigg Road MUST comply with the preferred street section (Figure 21). Where this is unachievable, the minimum street section (Figure 20) will be required, accompanied by robust evidence to support their proposals, outlining how placemaking and users have been considered.

Applicants MUST demonstrate how sustainable travel methods (walking, cycling, bus routes) have been incorporated as part of the design and provide justification and mitigation where this is unachievable. For example, where space is a constraint, outline where cycle lanes are not segregated and any safety measures that are proposed to ensure sustainable travel remains a desirable option. Consideration must also be given to the integration of the CSLR roundabout and any potential modal filters.

All applicants will need to demonstrate compliance with parking and landscaping requirements as set out in the supporting text and provide details of how appropriate signage and materials will ensure they are safe and usable for all people.

Description:

These roads link the active neighbourhoods to the main roads and key destinations. Lower traffic volumes and speeds of a maximum 20mph enable cycling.

- Footways – min 2m to both sides of the carriageway where space allows
- Continuous footways at junctions with minor/residential streets
- Carriageway – max 3.2m
- Segregated cycle lanes where space allows
- Cycle lanes will be linked to the Greenway, CSLR and NCN 7
- Use of modal filters to reduce private vehicle traffic and create a strategic sustainable corridor along Scalegate Road.

Users:

These streets provide for all users connecting the active neighbourhoods to each other and the main highway network. Pavements should be provided on both sides of the carriageway with continuous footways at junctions with minor/residential streets where possible. Due to space restrictions on some roads, cyclists will be accommodated on carriageway. Segregated cycle lanes will be accommodated where space allows and consideration should be given to the use of these routes for buses.

These streets comprise the network of secondary routes through the Garden Village linking the active neighbourhoods. These roads are intended to function with vehicle speeds of 20mph maximum speed limit.

- Footways – min 2m
- Carriageway – max 3.2m
- Segregated cycle lanes where space allows

Parking:

Parking should be in line with section 7.6, provided through a mix of in-curtilage spaces set back from the main building line, and unallocated on-street parking parallel to the carriageway. This can be incorporated into the green verge either side of the carriageway. The number and location of on-street bays will need careful consideration through the detailed design stage.

Buildings:

Buildings should be a minimum of 2 storeys in height with a regular and consistent building line.

Landscape:

Green verges, linear swales and tree planting to create a buffer between footway/cycle lane and carriageway should be provided where space allows. Where possible opportunities for mature tree boulevard establishment should be sought.

Pavements and segregated cycle lanes should be protected by kerbs and differentiated in materials.



Images 77 - 81: Secondary Roads facilitating a range of users

7.5.4 Residential (Tertiary) Streets

Essential requirement for planning applications

Any development that includes residential streets within active neighbourhoods connecting residents to primary highway network MUST seek to comply with the preferred street section (Figure 21) as a minimum design standard.

The delivery of walking and cycling infrastructure early in SCGV MUST be demonstrated in applications and the provision of low traffic neighbourhoods will be strongly supported.

All applicants will need to demonstrate compliance with parking and landscaping requirements as set out in the supporting text and need to demonstrate how walking, cycling, socialising/playing has been considered in the development of any design proposals to support placemaking.

Streets MUST be designed to an adoptable standard for Cumbria County Council; therefore pre-application engagement should be undertaken to ensure this is clear in planning applications.

Description:

These are the main residential streets within the villages providing local access to properties and limited vehicle movements at speeds of maximum of 20mph

- Footways – min 2m
- Carriageway – max 2.5m to be shared with pedestrians and cyclists
- Modal filters to restrict vehicle movement to access only

Users:

Residential streets should be designed for low speeds with priority given to pedestrians and cyclists. Vehicle access will be limited with streets given over to community uses, socialising and play.

Parking:

Parking solutions should be in line with 7.6 with on-street car parking arrangements to help slow vehicles and 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.

Buildings:

Buildings should be a minimum of 2 storeys in height and will comprise a mix of diverse residential property types. A regular and consistent street frontage with feature properties at key nodes to aid legibility. Active frontages (front doors, balconies, gardens, bay windows etc.) should be provided, to create life and interest in the street scene. Corners should be carefully considered, to avoid blank gable walls.

Landscape and Healthy Streets:

The design of these streets should indicate that walking, cycling, and socialising/playing are the dominant uses. This could be achieved through traffic calming such as raised tables, build-outs and minimum carriageway widths. Modal filters in the form of bollards, pocket parks, car parking and/or street trees to be used to slow vehicle speeds and restrict vehicle movement to access only.

Places to sit, doorstep play, community pocket parks and green infrastructure such as trees and rain gardens should contribute to a sense of community and residential character. Open space in these streets should be generous and facilitate outdoor leisure and recreation.

Pavements and carriageways should be single level with vehicles, pedestrians and cyclists encouraged to share space. The specification of surfaces should be markedly higher than other street types with frontage to frontage treatments and high-quality permeable surfaces as standard.

Private front gardens are clearly defined through boundary treatments and soft landscaping. Pedestrian scale amenity lighting ensures streets are welcoming, safe, and inviting after dark.



Images 82 - 86: Residential Streets that create pleasant walking and cycling environments

7.6 Parking

Car – and cycle – parking is a key design ingredient and one that the more successful schemes incorporate well, but others have created car dominated environments that do not support the placemaking ambitions that we have for St Cuthbert's. This is especially important at a time, influenced by COVID-19, when the balance of transport usage is in a state of flux, and travel habits are impressionable.

The Carlisle Local Plan policy SP6 emphasises the importance of good design that is accessible, inclusive and safe. The Cumbria Development Design Guide sets out parking requirements and this has the potential to be subject to a future Appendix specific to SCGV, to further support the Garden Village Principles. BHL promotes good practice in cycle and car parking. This guidance is well established, and we have copied the specific BHL positives below, supported by location specific aspects for St Cuthbert's.

The BHL national guidance is complemented by design principles of particular importance to planning applications for St Cuthbert's.



Figure 22: Cycle and Car Parking Checklist (Source: Building for a Healthy Life)

Planning Applications MUST Consider a Range of Residential Parking Solutions by:

Responding to BHL guidance on cycle and car parking.

- Adopting a Home Zones approach to parking.
- Providing a range of carefully thought through parking options that are appropriate to the location within the garden communities – in-curtilage, on-street and limited carefully designed courtyard parking.
- Integrating with St Cuthbert's area characteristics such as density, where well designed parking courts, in line with BHL, may be one suitable typology for higher density locations, in-curtilage parking to the sides of properties would be a suitable option for medium density areas, and courtyard / 'farmstead' parking may be appropriate for lower density / countryside edge locations.
- Responding to street hierarchy and typologies, including well designed on-street parking along broader routes.
- Ensuring that parking options – notably parking courts - do not result in alternative unsafe pavement parking along the street.
- Responding to the ever changing sustainability agenda, including the incorporation of electric vehicle charging in all homes.
- Ensuring adequate visitor parking is provided to prevent haphazard parking on footpaths and obstructing maintenance turning spaces.

Local Centres and Commercial Areas (including high streets) by:

- Working with BHL parking guidance at local centres in Durdar, Carleton and Cummersdale, carefully designing parking in and around neighbourhood squares, village greens, schools and other facilities
- In commercial / employment areas incorporating safe and convenient parking that does not dominate the street-scene, including the potential enterprise areas between Durdar and the link road.

Cycle Parking by:

- Responding to BHL guidance on cycle parking in residential, local centre and commercial locations, including a cycle hub at Durdar incorporating secure sheltered parking and shower facilities.

Carlisle City Council is amongst twelve pilot areas that are part of the Scaling On-Street Charging Infrastructure (SOSCI) project led by Innovation UK. The awarded funding seeks to encourage the uptake of electric vehicles by supporting innovations including wireless charging technologies, meaning electric vehicles of the future could charge without the need to plug in a cable. The desired outcome is to ensure homes without off-street parking to be within 5 minutes' walk of an electric vehicle charge point.

SCGV will need to be forward thinking, therefore, as future technology and best practise emerge, the parking requirements will follow.



Images 87 - 89: Examples of successfully designing parking into residential developments. Further examples can be found in the BHL guidance.

7.7 Principles for a Low Carbon, Healthy Community

To achieve deep cuts in greenhouse gas emissions a range of measures will need to be deployed. SCGV has a set of 9 principles to guide its evolution. Each of these can be considered in a low carbon context and some ideas and opportunities for each principle are given below:

1. **Start with the park:** e.g. opportunities for the right species of trees to be planted in the right places make the soil healthier increase carbon storage and biodiversity. Trees can provide biomass wood fuel and provide a source of local building materials. Trees can also be a vital part of flood management and create a more resilient landscape. Environmental benefits include creating habitat for many wildlife species.
2. **Locally distinctive:** e.g. using local materials where possible to construct new homes thereby minimising the embodied energy of materials, travel delivery distances and hence carbon emissions.
3. **Quality homes and lifetime neighbourhoods:** e.g. setting challenging carbon emission targets for buildings into the future... initially improved standards above current Building Regs through to Future Homes, Passivhaus, net zero, and true zero carbon.
4. **Community focussed:** e.g. involve the local community in the Climate Emergency declared in Carlisle, see: <https://www.climateemergency.uk/blog/carlisle/>
5. **Innovative employment:** e.g. catering for entrepreneurs by providing local business incubators to start new businesses. Larger business premises so that successful fledgling businesses can expand locally and not have to commute away from St Cuthbert's hence reducing travel carbon emissions. Consideration of a local factory to manufacture MMC houses minimising transport distances to site. Future business premises to accommodate new types of retail distribution and associated logistics.
6. **Healthy environments:** e.g. a physical environment with permeable housing layouts avoiding cul-de-sacs and dead ends that encourages walking & cycling. A network of routes that provides easy access to local amenity and beyond connecting Cummersdale, Durdar & Carleton and Carlisle City Centre.
7. **Smart and sustainable living:** e.g. design for a changing climate. Exploration of a range of mitigation and adaptation measures including low carbon technology (mitigation) and design for extreme weather such as the inclusion of significant areas of e.g. retention ponds (adaptive environments). Consideration of solar farms. Homes that are resilient to a changing climate.
8. **Integrated sustainable transport:** e.g. aim to make public transport more attractive. Electric charging points for vehicles fed by renewable electricity.
9. **Exemplary Delivery and Stewardship:** e.g. consider a low carbon champion to oversee the viable climate change/low carbon aspirations for St Cuthbert's and ensure they are being delivered.

Images 90 - 97: An holistic approach to creating a low carbon, healthy community is required at St. Cuthbert's Garden Village



7.7.1 Low Carbon, Innovative Construction

This section provides an overview of how developers and construction companies can implement and support low carbon and innovative construction methods. A development the scale of SCGV will attract a range of building types and encourages applications for development that are truly smart and sustainable.

Climate change adaptation and resilience in buildings.

Increasingly, buildings will need to be resilient to a changing climate. Climate resilience is the ability to anticipate, prepare for, and respond to hazardous events, trends, or disturbances related to climate. Improving climate resilience involves assessing how climate change will create new, or alter current, climate-related risks, and taking steps to better cope with these risks.

The 'Design for Future Climate' reference provides a useful overview of some of the key opportunities for adaptation in the built environment e.g. at a building scale eaves overhang to prevent overheating in summer and solar shading devices. Stronger roof & wall construction for more extremes of weather, consideration of flood mitigation measures in new buildings etc.

Low embodied energy materials

Embodied energy is the energy consumed by all of the processes associated with the production of a building, from the mining and processing of natural resources to manufacturing, transport and product delivery. As a rule of thumb materials nearer to their natural state are lower embodied energy i.e. the more materials have to be processed the higher the embodied energy. Consideration of transport related carbon emissions is also a factor. If materials can be sourced locally this will help to minimise the amount of fuel needed to transport them to site.

Modern methods of construction (MMC)

MMC is identified as off-site manufacture, innovative technologies and other non-conventional methods of construction that form the structure and envelope of the home. This includes sub-assemblies, volumetric and panellised systems manufactured off site as well as site-based MMC.

MMC can provide lower carbon opportunities for construction by e.g. being constructed in a factory near/on the site under construction. It may be important locally to understand whether the system can be warranted to provide reassurance locally. This can be provided by the National Housebuilding Council (NHBC) and a brief outline of the process involved is set out in the grey box.

Of the types of off-site housebuilding techniques available the construction Industry Training Board predicts significant increase in the following in the next 5 years:

- Pre-cast concrete panels and frames.
- Cross laminated timber.
- Hybrid
- Structural insulated panels
- High Technology Glazing
- Steel & Timber Frame
- Pods and modular construction

Appendix 3 provides information relating to the mortgagability and warranty issues around such properties

With the move towards creating all electric homes, the core components could include:

- Heat pumps for space heating.
- Solar photovoltaics providing renewable electricity.
- Battery storage of electricity to ensure it is available when most needed.
- Electric charging point for the car.
- Smart appliances utilising energy and water as efficiently as possible.
- Smart meters to monitor energy consumption.

7.7.2 Low Carbon Standards

This section provides an overview of emerging trends and standards within the industry. Given the timescales of delivery and build out of SCGV, it is vital that prospective developers consider and plan for meeting these standards in years to come.

Future Homes (Statutory, Due 2025)

There is an uplift to Building Regulations Part L due in 2020 with an uplift in fabric standards likely to be implemented. This might require double or triple glazing, and very high fabric insulation. Current and future Building Regulations will form statutory minimum requirements and will have to be adhered to within normal industry build costs. Costs could initially be higher, but overtime these will become normalised through supply chain and learning improvements. These regulatory energy efficiency standards should not need improvement through planning policy, however, adapting to climate change is a core

To achieve this standard, regulation would expect the home to have low carbon heating, and higher levels of energy efficiency. This would typically mean that a new home built to the Future Homes Standard would have a heat pump, a waste water heat recovery system, triple glazing and minimum standards for walls, floors and roofs that significantly limit any heat loss. The likely specification for fabric would be triple glazing and minimum insulation levels in the fabric. In terms of low carbon technology, include will likely include:

- Fabric Heat pumps
- Limited direct electric heat.
- Waste heat recovery system
- District heating (high density areas).

Heat pumps will likely become a lot more commonplace in the future.

Passivhaus (Voluntary)

Passive house (German: Passivhaus) is a voluntary standard for energy efficiency in a building, which reduces the buildings ecological footprint, and the UK has challenging carbon reduction targets meaning that subsequent adoption of net zero standards is inevitable. As well as high standards for fabric and low carbon technology, net zero will require lower carbon approaches to materials with lower embodied energy.

It results in ultra-low energy buildings that require little energy for space heating or cooling. Passivhaus can typically add around 10% to typical Building Regs equivalent construction.

Net zero standards (Future standard 2030)

Definition: A new building with net zero operational carbon does not burn fossil fuels, is 100% fired by renewable energy, and achieves a level of performance in-use in line with our national climate change targets. No carbon offsets to achieve this balance.

For some building types, such as small scale residential, 100% of energy consumption can be met by on-site roof mounted PV panels. Taller buildings have smaller roof areas and may require additional off-site renewable energy.

Examples

There are several developments across the U.K. that have been built to a standard that exceed the minimum requirements. Developers can look to the following schemes (amongst others) as an example of how this has been delivered elsewhere: North West Bicester; Hadham Hall (a built example); Active Homes, Neath (Wales); Rayne Park, (Norwich, under construction); ETOPIA Homes (Corby); Tallack Road (London). There are also plans for the development of a 600 home zero carbon development at Duncombe Barracks in York.

In addition, the University of Nottingham have a Creative Energy Homes research hub that have built six houses in discussions with developers to test low and zero carbon homes. The project could be a key resource for developers, particularly with respect to micro-smart grids, energy storage, demand-side management and occupants' acceptance of innovative technologies.



Image 98: Example of a contemporary PassivHaus design (Source © Paper Project Architecture and Design)

7.7.3 Healthy futures

At the heart of the SCGV vision is creating healthy lifestyles, which is important to ensuring the longevity of the place as somewhere people want to live, visit, play and invest in. There are many ways development proposals can support this:

Space in our homes and gardens: plenty of room to accommodate the demands of working and studying at home, together with direct access to gardens and balconies is critical, particularly when we are spending more time in our houses.

The Nationally described space standards set minimum rooms sizes and are used by Homes England to set standards for grant funded homes and investment schemes Inclusive and accessible homes, including homes that are designed to adapt over time will be encouraged. Refer to the PPG on Housing for older and disabled persons. Also supportive of innovative proposals which incorporate open span, flexible floorplates to allow occupants to easily make future changes to their homes as their lifestyle, family size or mobility evolves.

Digital connectivity: access to superfast broadband, 5G and Wi-Fi hotspots is critical to the success of future living. Home working, remote learning, shopping online and family communications are essential to facilitate future lifestyles within the SCGV settlements.

Shopping locally and online: making provision for new ways of shopping, whether it is easy access to the local district centre, space designated for weekly market stalls or pop up shops or securing deliveries from online retailers. St Cuthbert's is seeking to embrace new shopping methods and establish cutting edge routes to delivery.

Exercise: the provision of local cycling, walking and jogging infrastructure is essential to successfully enhance the environment and people's lifestyles. Care is needed when planning new routes to ensure that there is sufficient space for all activities to take place safely and is inclusive for those with disabilities. Outdoor exercise gyms and other more formal provision should be planned within a neighbourhood setting – creating a hub for healthy lifestyles.

Travelling to work: flexible working patterns, remote working and also by splitting journeys into part cycling/walking and transferring to fast modern bus route into Carlisle City or other places of work. Mobility hubs Transport interchange hubs are being provided with cycle storage and lockers/showers but maybe workspaces and cafés could be incorporated.

Socialising and play: Street cafés, integrated play areas, garden bars and outdoor entertainment venues with partial coverage for rainy days will be an essential component of successful mixed use developments

7.7.4 Low Carbon, Environmentally Friendly Living

The electric home of the future

The low carbon, environmental home of the future may embrace an all-electric solution. With the demise of fossil fuels renewable electricity will have an important part to play in the home of the future. Innovation in renewable electricity generation may include a greater move towards incorporating energy-generating elements into the fabric of homes themselves. Solar tiles are already established, solar windows and even solar paint could be the next big things.

Technological convergence will allow green energy generation and its use across the home and in the car. A household electric vehicle and home energy supply can be regarded as one e.g. a vehicle when not in use could store electricity to be used in the home later – a mobile battery.

Good ventilation and avoiding overheating

Good ventilation is important for managing internal air quality and avoiding condensation. Good ventilation also keeps occupants healthy as we build new homes ever tighter, well insulated and draught proofed. Passive stack ventilation (PSV) and mechanical ventilation with heat recovery (MVHR) will become more common.

A changing climate and higher levels of energy efficiency in our homes will require consideration of overheating. Natural heat gains from people, appliances and particularly the sun will need to be considered. Avoiding air conditioning will require more use of blinds, shutters, tinted glass or even electronically dimmable windows.

2050 ready newbuild homes

The Energy Saving Trust has put forward ambitious plans for 2050 ready newbuild homes. '2050 ready' means having minimal energy use and net zero carbon emissions over the year. Such homes are highly insulated, have low water demand and are fitted with or directly connected to renewable energy systems.

A newbuild home built to 2050 ready standard could be more comfortable, cheaper to run and help to mitigate climate change. Housebuilders should be able to market these benefits. Importantly, carbon savings in buildings will be important in achieving the UK's legally binding target of an 80% reduction in carbon emissions from a 1990 base by 2050.



Pre-cast concrete panel construction



Overhanging eaves and shutters to prevent overheating at Hanham Hall

Images 99 - 101: Examples of ways that the design and construction industry has been adapting to become more climate friendly and/or efficient.

8. STRATEGIC DESIGN GUIDANCE: - CHARACTER AREAS AND KEY LOCATIONS

8.1 Character and Location Specific Guidance

Section 7 focuses on thematic design guidance. This chapter draws on these themes and applies them to specific character areas and key locations across St Cuthbert's Garden Communities:

- Greater Durdar Garden Community and Upperby South – with a focus on Greater Durdar District Centre and approach, and Durdar / City interface
- Carleton Garden Suburb – including the key location of Carleton Village Core
- Cummersdale Garden Village.

Carlisle Local Plan policy SP3 promotes a comprehensive and coordinated development approach, and this guidance provides much of the character and immediate design context for specific development sites. SP6 highlights the need to respond to context and the importance of local character and distinctiveness. BHL promotes distinctive neighbourhoods, with a memorable character. This is the platform for creating and enhancing authentic places that ensure we have a real sense of locality, rather than 'anywhere' estates. At the scale of St Cuthbert's we can develop a market for this quality of garden communities.

St Cuthbert's is of significant scale. The three garden communities are large enough to contain a range of character areas, varying from higher density areas around local centres, to lower density neighbourhoods and interfaces with the countryside, as outlined in the diagram on this page.

The key locations, at Greater Durdar District Centre, Durdar / City Interface and Carleton Village Centre, have been selected with a number of criteria in mind – prominence and impact, development complexity and interfaces, and early phase action requirements or deliverability potential.

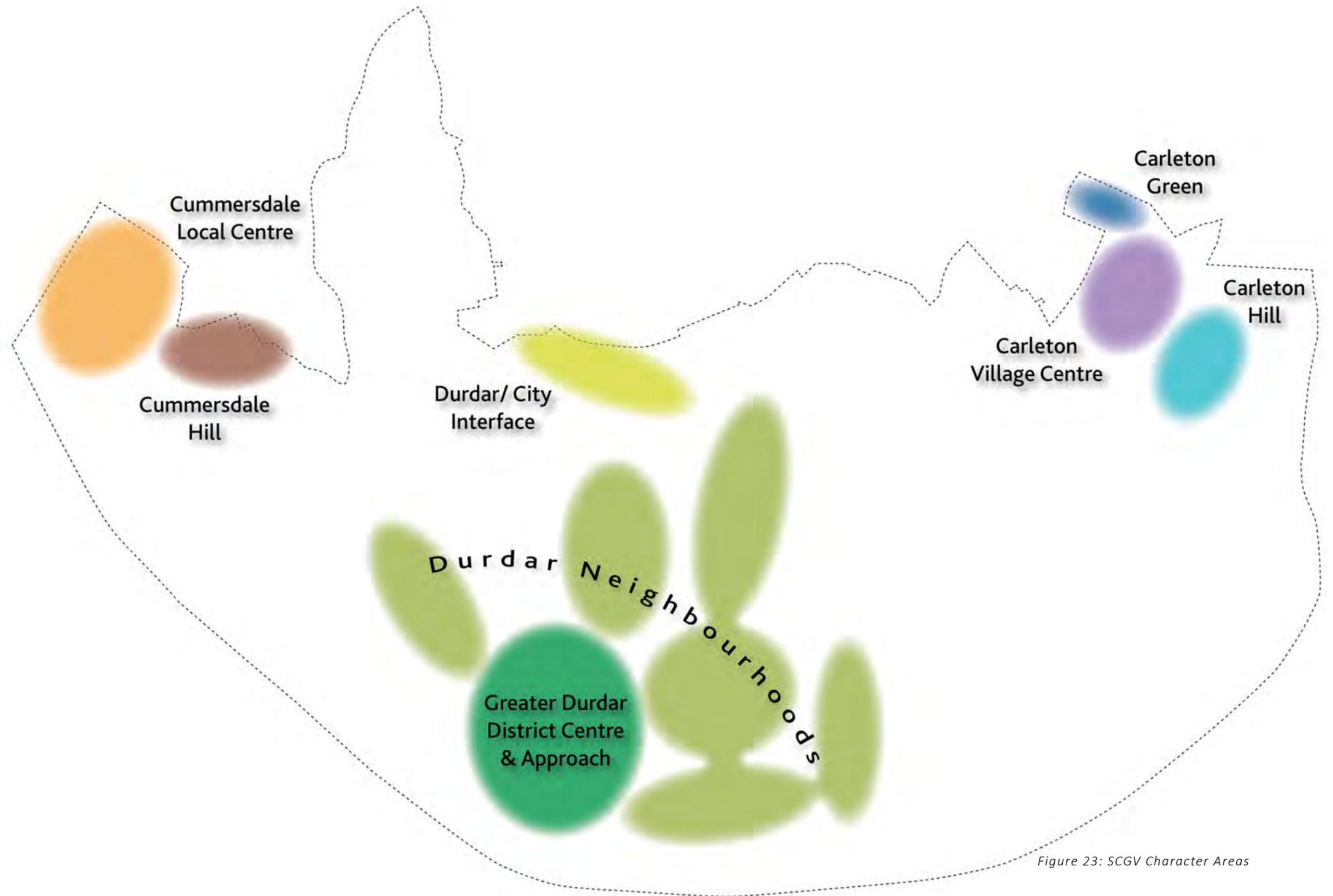
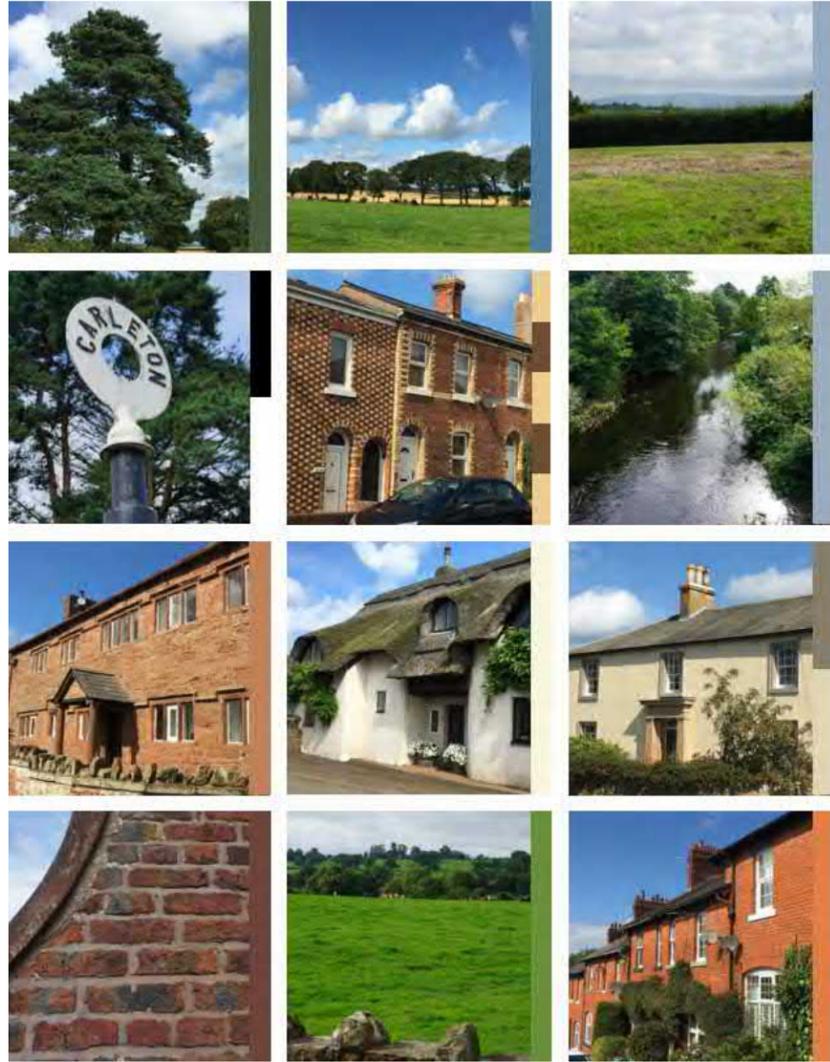


Figure 23: SCGV Character Areas



8.2 Contextual Local Character



8.3 Greater Durdar and City Interface

Greater Durdar will be the larger of the three settlements across St Cuthbert's and act as a 'district centre' and hub for local communities, including the adjacent neighbourhoods of south Carlisle. Greater Durdar forms the heart of the garden community – a place to come together. Durdar will be a new gateway to both St Cuthbert's and Carlisle, accessed from the new southern link road.

Distinctive neighbourhoods will provide a full range of homes and create a new sensitive countryside edge. This includes the delineation of a 'green gap' between the growing Durdar and the expanding city suburbs around Upperby / The Ridings.

Greater Durdar District Centre and Approach

The character of this area is based on its function as the most significant hub within the garden community. The full range of district centre uses will be arranged along a main street and around a neighbourhood square. Character takes cues from informal local village forms, such as at nearby Dalston. The centre draws in the landscape to its heart, making the most of the confluence of main streets, PROW and the Greenway. Scale, density and building heights will emphasise the significance of the centre in the context of the adjacent Carlisle Racecourse.

This is also a new approach to the garden community, and Carlisle. This prominent gateway characteristic will be highlighted with the creation of the CSLR spur as a grand tree-lined boulevard, framed by quality buildings, and becoming increasingly pedestrian-friendly as it progresses through the centre. This area provides the focus for one of the 'key locations' which is expanded on in 8.3.1.

Durdar Neighbourhoods

Wrapped around the centre will be a range of neighbourhoods, with higher densities near the core and of a looser grain where they create a new interface with the countryside. Higher density communities may be based on a grid pattern, inspired by some of Carlisle's characterful residential areas. Edge-of-settlement neighbourhoods may have a more informal form, with the edges feathering into the landscape, drawing on local typologies such as farmsteads and courtyards glimpsed through the landscape. Neighbourhoods will be criss-crossed by the Greenway and a hierarchy of tree-lined streets, and studded with a range of parks and spaces.

Durdar / City Interface

St Cuthbert's is not a sprawling expansion of Carlisle. There will be a clear and positively designed 'green gap' between Durdar and Upperby – with Blackwell Common at its heart. This green interface will be framed by neighbourhoods and homes, incorporate pathways and make the most of the topography and panoramic views. It will assist in integrating new and existing communities. This area is expanded on in 8.3.2.

Design Principles

- *Delivering a new district centre and employment opportunities – as expanded on in 8.3.1*
- *Providing a mix of housing – as expanded on in 8.3.1/2 – including a range of quality medium and lower density homes in the Durdar Neighbourhoods, with lower density elements helping to create a sensitive new countryside / green edge*
- *Orienting buildings to overlook streets and spaces, and sensitively relating to existing homes*
- *Making the most of the Greenway by orienting layouts and homes to frame this important green / connectivity corridor, including the lining and punctuation of the route with grander properties, varied prominent quality frontages and landscape / open space features*
- *Providing a green / blue framework that makes the most of topography, trees and hedgerows, and SuDS*
- *Incorporating a range of spaces, as expanded on in 8.3.1/2 – and a new country park.*
- *Providing a hierarchy of pedestrian-friendly streets, and orienting buildings to positively frame streets, notably Durdar Road*
- *Integrating with context, including the provision of convenient and attractive routes to the district centre, and to and along the Greenway.*

Please note: a design parameters plan for the Greater Durdar and City Interface area will be developed following feedback received from public consultation. It will be added here to guide development in line with the Design Principles.

8.3.1 Greater Durdar District Centre and Approach

Issues and Opportunities

Greater Durdar District Centre is the most significant focal point for St Cuthbert's, and a new gateway to Carlisle. It provides the opportunity for district scale schools, shops and facilities, located at the confluence of the CSLR spur, Durdar Road, Greenway connections and Carlisle Racecourse.

Design Principles

- Delivering a new district centre for St Cuthbert's - including a primary and secondary school, shops, social and community spaces, workspace and leisure / hotel related to the racecourse - at the confluence of the CSLR spur, Durdar Road and the Greenway, all framing a neighbourhood square and high street
- Providing a mix of quality medium and higher density housing, with the highest densities around the district centre, including the potential for an extra care facility
- Delivering a fine grained 'gateway' commercial/business park, framing the CSLR spur, with the potential to incorporate live / work opportunities
- Orienting buildings to frame and overlook spaces and streets - notably the CSLR spur / Durdar Road, high street, neighbourhood square and the Greenway - and sensitively relate to existing homes
- Develop a distinctive Greater Durdar centre character, taking cues from higher density Carlisle City centre, nearby villages and neighbourhoods, including re-imagining the traditional terraced properties and using traditional building materials
- Providing a green / blue framework that makes the most of trees, hedgerows and plantations, with a focus on the pivotal Greenway
- Incorporating a range of spaces including a new neighbourhood square and high street at the heart of the district centre, and core open space where the centre meets the Greenway
- Integrating with context, including the provision of convenient and attractive routes to the district centre, to and along the Greenway, and to open countryside to the south
- Designing the CSLR spur as a tree-lined boulevard approach to the city, framed by quality buildings of scale, and with vehicle speeds calmed to 30 and 20 in the district centre?
- As the most prominent location in St Cuthbert's and a new gateway to Carlisle, setting the tone for garden village quality by showcasing low carbon and innovation, including Healthy Futures, community / leisure and Future Housing Standard.

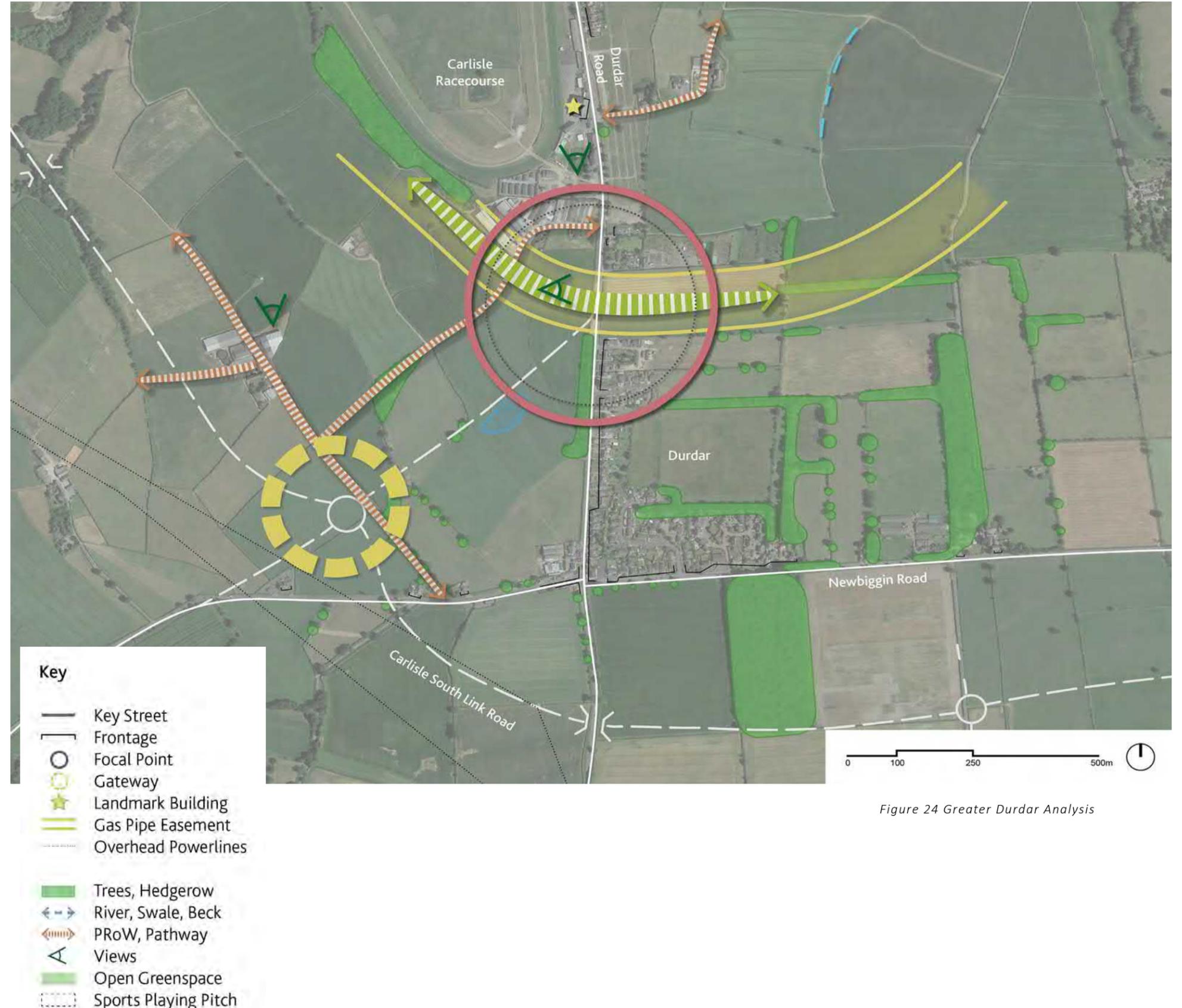


Figure 24 Greater Durdar Analysis

8.3.2 City Interface

Issues and Opportunities

The Durdar / City interface area is an important early phase location incorporating the growing suburb of Upperby and the emerging Greater Durdar. High ground exists to east and west, with Blackwell Common in a pivotal location providing panoramic views. A reminder that Carlisle is the City of the Lakes. The opportunity exists for a 'green gap' – as part of the broader St Cuthbert's Greenway - framed by sensitively designed low density development to north and south.

Design Principles

- Delivering a mix of quality lower density homes and greenspace (with the potential for extra care)
- Orienting buildings to overlook spaces and streets, and sensitively relating to existing homes
- Creating a new 'defensible' edge to the city that incorporates landmarks and integrates sensitively with the landscape
- Creating a strategic 'green gap' – between the city's suburbs and the garden community, linking high ground, existing and new open space – including Blackwell Common – and making the most of views
- Providing a green / blue framework that makes the most of the 'green gap', trees and hedgerows, and SuDS
- Integrating with context, including the green / blue connection through The Ridings to Upperby Park, and the PROW leading to the proposed Greater Durdar district centre
- Providing a hierarchy of pedestrian-friendly streets connecting both east / west and north / south, including a secondary street providing main access from Ascot Way
- As an early phase for St Cuthbert's, setting the tone for garden village quality by showcasing local distinctiveness, showcasing low carbon and innovation, including Passivhaus, SuDS and a genuine commitment to local distinctiveness.



Figure 25: City Interface Analysis

8.4 Carleton

Carleton and Garlands is already an established popular and growing neighbourhood accessed from the A6, welcoming you to Carlisle from the south and the M6. An expanded garden suburb in this location provides the opportunity to further integrate with existing communities and create a new, shared village centre.

A mix of housing will include family homes as well as distinctive housing clusters, inspired by local historic Victorian villas in wooded grounds. The undulating topography, hedgerows and woodlands provide the foundation for a network of streets and spaces that make the most of inspiring views to the surrounding countryside. This network of greenspaces will further connect to the River Petteril, north to the city, south along the stream to open countryside and west to St Cuthbert's Greenway.

In the longer term the M6 junction provides the opportunity for 'J42' – a prominent 21st century business / innovation park complementing existing employment land commitments across the city.

Carleton Village Centre

This area's character is based on its function as a new village centre – a hub for its residents. Primary school, local shops and facilities will be clustered together addressing secondary streets and a new village green. Urban form will be inspired by the undulating topography and views to the south and west. Tree-lined approaches and green connections will support pedestrian friendly access from across the neighbourhood.

This area is expanded on in 8.4.1

Carleton Green

The green will be a medium density family neighbourhood making the most of its leafy location next to the sports club and wrapped around new greenspaces with views from high ground in the north. A network of streets will pick up on the field boundary grid and a response to topography.

This area is expanded on in 8.4.1

Carleton Hillside

To the east of the village land rises towards the business / innovation park opportunity at J42. This provides the opportunity to create a distinctive contemporary hillside neighbourhood with access to the village centre, the river and a creative employment hub. Lifestyle pioneers would be attracted to Carlisle, through this promotion of a unique housing and community offer at Carleton Hillside, which could embrace co-housing, self and custom build, and modern methods of construction.

Design Principles

- *Delivering a new village centre, as expanded in 8.4.1*
- *Providing a mix of housing – as expanded in 8.4.1 – including contemporary and innovative housing models and forms at Carleton Hillside*
- *Orienting buildings to overlook streets and spaces, and sensitively relate to existing homes*
- *Providing a green / blue framework that makes the most of topography, trees and hedgerows, trees and hedgerows, and SuDS*
- *Incorporating a range of spaces, as expanded on in 8.4.1 – and a new hilltop woodland at Carleton Hillside*
- *Providing a hierarchy of pedestrian-friendly streets, and orienting buildings to positively frame streets*
- *Integrating with context, including the provision of convenient and attractive routes to the village centre, and to the River Petteril and Greenway.*

Please note: a design parameters plan will be developed for the Carleton area following feedback received from public consultation. It will be added here to guide development in line with the Design Principles.

8.4.1 Carleton Village Core

Issues and Opportunities

The core of an expanded Carleton village is a key early phase location incorporating a proposed local centre and primary school, and new homes, streets and greenspaces. Great views, undulating hills, woodland, sports facilities and the nearby River Petteril provide the opportunity for a network of greenspaces linked to the St Cuthbert's Greenway.

Design Principles

- Delivering a new village centre for Carleton Garden Village, including shops, primary school and community facilities – in a prominent, accessible location facing Cumwhinton Road, and clustered around a village green
- Delivering a mix of quality medium and higher density homes, with the higher densities around the village centre (including the potential for an extra care facility)
- Orienting buildings to frame and overlook spaces and streets, and sensitively relate to existing homes
- Developing a distinct Carleton Garden Village character, taking cues from Carleton and Garlands and nearby Cumwhinton. Using traditional materials in innovative ways and using green links and spaces to define neighbourhoods.
- Providing a green / blue framework that makes the most of trees and hedgerows, and green corridors from Garlands SuDS, through the rugby club and clinic woodlands, and south along hedgerows to the River Petteril
- Incorporating a range of greenspaces including a new village green at the heart of the village centre and a hill top park to south west of the rugby club off Cumwhinton Drive
- Working with the characteristic topography of Carleton – it's undulating landscape, field patterns and panoramic views from high ground to hills south and east
- Integrating with context, including providing convenient and attractive routes to the village centre, the River Petteril and open countryside to the north east
- Providing a hierarchy of pedestrian-friendly streets
- As an early phase for St Cuthbert's, setting the tone for garden village quality by showcasing local distinctiveness, low carbon and innovation, including MMC, digital connectivity and BREEM multi-residential building standards.



Figure 26: Carleton Analysis

8.5 Cummersdale

Historic Cummersdale provides the setting for this garden village. It developed over centuries, overlooking the River Caldew and driven by its mills, innovation and textiles heritage. Cummersdale Garden Village will respect this proud history, retaining the historic core's distinct identity and complementing this with sensitive development incorporating a landscape buffer and linear park. New shared facilities will be clustered to the west – accessible to all.

A green network of open spaces will further connect Cummersdale with Caldew River Park, further north into Carlisle and east along St Cuthbert's Greenway to Greater Durdar. Along the valley to the south lies the picturesque village of Dalston and beyond to the north Lakes. A range of homes are provided, many with generous gardens and greenspaces. Lower densities to the east at Cummersdale Hill, and tree-lined streets and spaces further add to the village feel.

Cummersdale Local Centre

This character area provides a new centre for Cummersdale and the surrounding area – one that complements the existing village hall and square in the historic core. The new local centre will provide a cluster of school, local shops and facilities. Urban form will pick up on the grid pattern of field boundaries and hedgerows that criss-cross this flat site, providing the framework for medium density homes and streets. The centre itself will make the most of its location on the Dalston Road, as a new gateway to Carlisle from the southern link road, and in serving new and existing residents, including those west of the arterial road.

Cummersdale Hill

Rising ground to the south of historic Cummersdale provides the opportunity to create a green buffer and linear park that wraps around the old village and connects eastwards to the Greenway and River Caldew. Further south, land provides the opportunity for a discrete low-density neighbourhood radiating out from Cummersdale, with urban form taking cues from croft buildings set in woodland and landscape

Design Principles

- *Delivering a new local centre focused on a new neighbourhood square, including a primary school, local shops and facilities – oriented to both be accessible to local people and be topped up by passing trade*
- *Providing a mix of medium and lower density homes, with medium densities around the local centre and lower ones helping to create a sensitive new countryside edge*
- *Orienting buildings to overlook streets and spaces, and sensitively relate to existing homes, notably around the southern periphery of Cummersdale and along Cummersdale Road*
- *Providing a green / blue framework that makes the most of topography to the east and grid field patterns to the west, including hedgerows / trees, existing ditches and SuDS*
- *Incorporating a range of spaces, including a linear park south and west of historic Cummersdale continuing eastwards along the St Cuthbert's Greenway*
- *Providing a hierarchy of pedestrian-friendly streets, and orienting buildings to positively frame streets, notably a calmed Dalston Road*
- *Integrating with context, including the provision of convenient routes to the local centre, to the Greenway and across Dalston Road.*

Please note: a design parameters plan will be developed for the Cummersdale area following feedback received from public consultation. It will be added here to guide development in line with the Design Principles.

9. DELIVERY AND PROCESS

This section of the SPD sets out guidance for applicants regarding the application process, to help deliver design excellence, strategic phasing principles and the future management of St Cuthbert's Garden Settlements. Approaches from applications should be made to the Council's Development Management Section, to ensure consistency and coordination. Early engagement with Development Management is encouraged.

9.1 Evolving Planning Applications

Landowners and developers are strongly encouraged to engage with CaCC at the earliest possible opportunity in progressing any form of proposal for development within St Cuthbert's. CaCC will enter all discussions in a proactive and positive way and pre-application discussions are expected and encouragement will be given to the provision of a Planning Performance Agreement, to establish an agreed timetable, key milestones and information requirements (see below).

In determining planning applications, Policy SP3 of the Carlisle District Local Plan (Policy SP3) is of particular relevance and states that:

"To enable a comprehensive and coordinated development approach, piecemeal or unplanned development proposals within the area which are likely to prejudice its delivery including the infrastructure required for the area will not be permitted"

Essential requirements for planning applications: Piecemeal Development:

All applications will be considered against the requirements of Policy SP3. Applications that are not able to demonstrate their contribution to comprehensive delivery, including strategic infrastructure requirements, will be resisted.

Where applications are able to demonstrate their conformity with the requirements of SP3, and in the interests of encouraging delivery in a timely manner, CaCC will work with applicants to seek a positive outcome.

As the St Cuthbert's Local Plan progresses to adoption, the evidence underpinning the document will be classed as a material consideration and particular regard should be had to the Masterplan Framework and accompanying illustrative layout (dated September 2020), in addition to the content of this SPD.

Use of Planning Performance Agreements

A Planning Performance Agreement (PPA) is a framework in which parties come together to agree how they are going to take a development proposal through the planning process. It can be used to agree timescales, actions, and resources for handling particular applications. It can be used as part of pre-application and application stages, and also extend through to the post-application stage.

The aim is to provide a framework for a collaborative approach, where parties seek to find solutions rather than to emphasise problems. They encourage joint

working between an applicant and Council, and can also help to bring together other parties such as statutory consultees. This can provide a basis for a more efficient, joined up and less adversarial way of working based on the principles of development management.

A PPA is agreed voluntarily between an applicant and Council, most commonly prior to an application being submitted, although it can also be applied at any stage in the planning process including managing post determination aspects such as pre-commencement conditions and reserved matters.

9.2 Outline Planning Applications

Given the scale of development required across St Cuthbert's and the need for co-ordinated and comprehensive development, it is anticipated that the majority of proposals will be submitted as outline planning applications in the first instance. However, where a full application is proposed, regard should also be had to the guidance below. Where ad hoc applications are to be submitted for smaller sites, it is a requirement that the submission will need to demonstrate compliance with the relevant planning policies and this SPD, to ensure comprehensive development and high quality is maintained.

In order to ensure that critical infrastructure and place making components are clearly defined as part of the outline approval, any application must include the following:

- **Design and Access Statements (DAS)** are required to accompany all major planning applications (as defined in article 2 of the Town and Country Planning (Development Procedure Order) 2015) and should set out the design approach and considerations and key principles and components of the scheme, with regard to the CDLP, other relevant Carlisle and Cumbria guidance, the Masterplan Framework and the content of this SPD. In particular, the DAS should set out how the proposal is in accordance with the Vision and Concept Plan and Masterplan Framework for St Cuthbert's and how the scheme in question will contribute to a co-ordinated and comprehensive approach to development. This will provide the basis for the quality of design to be controlled through subsequent design codes and reserved matters.

Essential requirements for planning applications: High Quality Design:

Applicants will be expected to demonstrate how they have incorporated high standards of design throughout the design evolution process and how these will be carried through to completions and subsequent maintenance. If the applicants are not the developer, the applicants will be expected to set out what steps will be taken to ensure that these high standards are carried forward by subsequent developers to completions and maintenance.

- On larger applications it would be appropriate to develop illustrative layouts, which demonstrate how the design objectives can be delivered and articulated across the development site. It would also be appropriate to include typologies depicting typical blocks, streets and open spaces. The information should be in accordance with the principles of this SPD.

- **Parameter Plans** are required to define the key components of the place, including its movement network (with emphasis on encouraging sustainable movement; land use parcels; key urban design features and critical built form elements (such as building heights); and structural landscape and green & blue infrastructure. The parameter plans for the application area must demonstrate how the proposals contained within the application integrate with the surrounding area, particularly in terms of accessibility, key development interfaces etc. Figure 27 provides an illustration of how parameter plans can be shown in context

- **Delivery Strategies** will be required on larger development parcels where a phased approach to development and infrastructure is appropriate. These delivery strategies will set out the key components of the parcel of development (such as the movement network, critical green infrastructure etc.), demonstrating alignment with the wider SCGV Masterplan Framework, and should include detailed phasing plans for infrastructure delivery together with proposals for long term management and maintenance. This should include SuDS, community facilities and all utilities such as electricity, gas, water supply, waste/foulwater, digital communications etc.

- Where appropriate, **Environmental Impact Assessments** will also be required and should be in accordance with the regulations. A scoping opinion should be obtained from the Council in advance of undertaking the EIA.

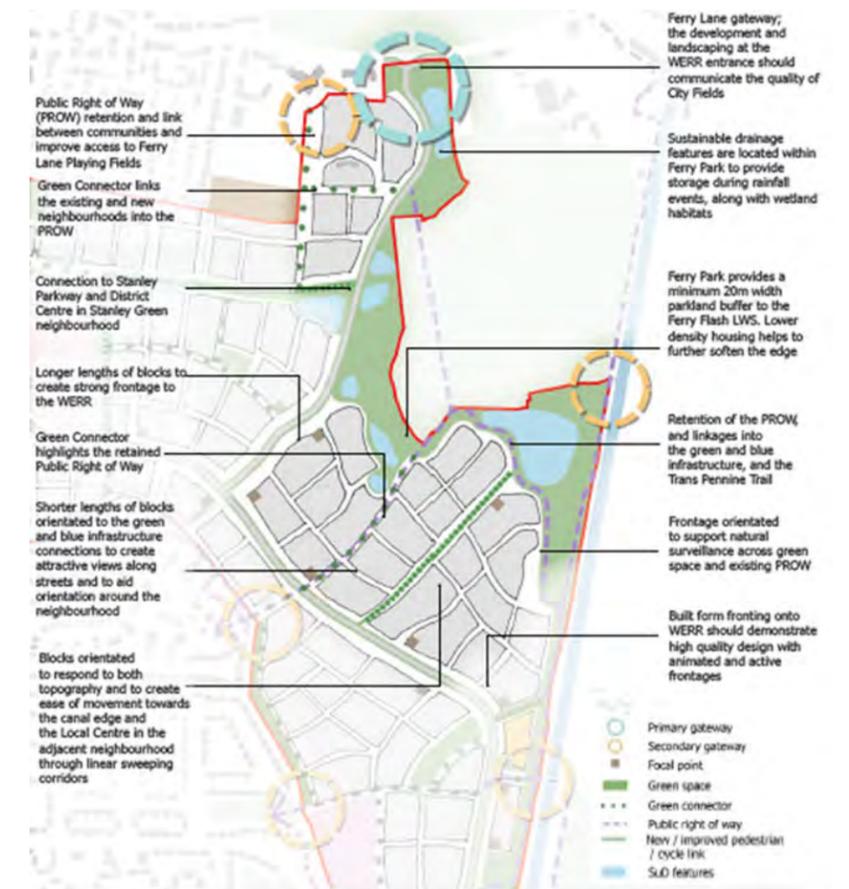


Figure 27: Parameter Plan Example (Source: Ferry Gateway Neighbourhood Plan)

9.3 Design Codes

In order to ensure a consistent approach to the delivery of high quality, sustainable development through the planning application process, it will be necessary for strategic Design Codes to be submitted and approved following Outline stage, concurrent with the submission of Reserved Matters. The Council will look to agree the inclusion of relevant conditions on any outline approval, requiring their submission and Reserved Matters applications will need to be in accordance with the approved Design Codes. In the case of full applications, a Design Code will be required to accompany the application.

Essential requirements for planning applications: Design Codes

All applications for residential proposals of 50 homes and above are required to be accompanied by a Design Code, either concurrent with the submission of Reserved Matters applications (in the case of outline applications) or to accompany full applications.

A Design Code sets out specific rules to guide the nature of the built form, streets and spaces and should be prepared in accordance with the principles of this SPD and subsequent approved Design and Access Statements. Design Codes will help to deliver the highest feasible and viable design standards and provide certainty and clarity to developers and other stakeholders about the form of development expected at the detailed stage.

Design Codes should be prepared in partnership between the developers, Local Planning Authority, service providers and other stakeholders. The Design Codes should prescribe the design of:

- primary, secondary and tertiary streets;
- edges, gateways and corners;
- community buildings and facilities;
- sports facilities (indoor and outdoor)
- public spaces;
- block sizes;
- built form; character and materials;
- potential for the provision of custom and self-build properties
- appropriate parking solutions, which should include bicycle parking/storage and electric charging points;
- building heights and set backs;
- provision of external bin storage;
- location and details of street furniture and service installations;
- tree and shrub species to be used; and
- hard and soft landscape materials.

Greater flexibility should be applied to building style within the guiding principles of ensuring distinctiveness, character and high quality.

9.4 Regulatory Plan Fixes

It is important that the design code provides a regulating plan for the development. The Regulatory Plan is in compliance with the Outline Planning Permission approved Parameter Plan, Development Specification and Design & Access Statement Principles. The Regulatory Plan sets the design fixes for the development and should include:

- Strategic elements of green infrastructure;
- Strategic streets / road infrastructure; and
- Individual development parcels (for commercial, residential, mixed use and community uses) that are positioned within the network of green infrastructure and streets (see Figure 28).

Whilst the Regulatory Plan sets an overall framework for development it is acknowledged that a degree of flexibility will be required in the design of detailed proposals, for example:

- Although street corridors are fixed in scale, the detail design of streets will need to be explored in greater detail in parallel to the consideration of the access requirements for adjacent parcels.
- Likewise, whilst the location of green infrastructure is fixed the exact design of these spaces, including their boundaries is subject to detail design that will need to be considered in line with adjacent development parcels and streets.

How this flexibility is deal with, should be provided within the Design Code.



Figure 28: Example of a Regulatory Plan

9.5 Further Design Quality Controls

The Council will continue to promote high quality design across St Cuthbert's and will utilise a range of tools that can integrate with and benefit the planning application process.

Design review panels provide an independent service in which peers can comment on major development schemes. As part of the masterplanning process, CaCC established a bespoke design review panel and this approach will be maintained to assist with planning applications. The design review process will be funded by applicants and any review should take place at an early stage of pre-application discussions, in order for the recommendations of the review panel to be taken into account in preparing proposals.

Building for a Healthy Life (BHL), formally Building for Life 12, assessments score the design quality of planned or completed developments. In preparing a Design and Access Statement, the BHL criteria should be considered.

Other potential supporting activities under consideration by the Council are:

- Design charter/s
- Design competitions – e.g. for the Greenway
- Design awards
- Design champions – Member and Officer

9.6 Conditions and Planning Obligations

Planning Conditions

This SPD refers to various matters which may be controlled via planning conditions. As part of the planning application process draft planning conditions will be prepared by CaCC for discussions with the applicants. Conditions should be in accordance with the advice contained in the National Planning Policy Framework and accompanying Planning Guidance (or replacement advice) and should be necessary, relevant to planning, relevant to the development to be permitted, enforceable, precise, and reasonable in all other respects.

Due to the scale of development the potential impact of the resultant construction traffic and other construction impacts should be carefully considered in terms of protecting the amenities of existing residents.

Planning Obligations

A legal agreement under section 106 of the Town and Country Planning Act (as amended) will be negotiated between CaCC and applicants prior to the granting of planning permission to ensure appropriate delivery of key infrastructure and facilities and long- term management of infrastructure and public spaces. Draft Heads of Terms should be submitted with an Outline planning application to inform negotiations.

Planning contribution may take the following forms:

- the direct provision of essential, relevant and necessary infrastructure both on and off the St Cuthbert's site;
- the provision of land for a specific community/specialist use as agreed between the developer and the Council;
- commuted payments in lieu of provision of infrastructure normally derived

- through standard formulae which may be pooled; and/or
- monetary contributions towards Strategic Infrastructure normally derived through standard charges and or formulae which may be pooled with an allowance being made for situations where strategic infrastructure is provided as part of the development;
- the provision of affordable housing; and/or
- relevant provisions to prevent the imposition of ‘ransom strips’ – in the interests of encouraging comprehensive and co-ordinated development, the Council will work with landowners and applicants to prevent unreasonable restrictions that may impeded comprehensive development.

Legal agreements should be discussed at the earliest opportunity in the planning application process and ideally at pre-application stage. Applicants are recommended to utilise the PPA process to set out a structure for progressing an appropriate legal agreement to accompany any planning applications.

9.7 Strategic Infrastructure

Infrastructure and development should be delivered at the right time and in the right place to ensure a high quality and sustainable community is established. Piecemeal and ad hoc planning applications which fail to deliver coherent and integrated strategic infrastructure will be resisted.

The phasing plans submitted with planning applications will be expected to be in accordance with the following principles:

- establish key public transport infrastructure and routes;
- ensure suitable community facilities such as neighbourhood centres and primary schools are delivered early on in the first development phase, where appropriate;
- include requisite green infrastructure;
- each development phase should contribute to the wider infrastructure costs to ensure it can be delivered and later phases remain viable; and
- develop outwards from existing neighbourhoods and avoid disconnected and isolated pockets of residential development.

Management and Maintenance

Ensuring the quality of places is maintained over time is critical and long-term management and maintenance arrangements must be considered early in the application process.



Figure 29: Indicative Phasing Plan (Source: Arup)

Community Engagement

CaCC has a strong record of consultation and engagement as part of the concept and masterplanning process. The Stage 1 and Stage 2 Masterplanning process have engaged and consulted with interested parties and people as part of the design process, a summary of these discussions and outcomes is available on the St. Cuthbert’s website. This SPD will receive feedback from locals, Parish Councils, landowners, Statutory consultees and any other interested parties during the Statutory Consultation period, commencing 9th November. Due to COVID-19 restrictions, this will be primarily digital, involving appointments/focussed sessions; public displays (City Centre); a virtual Consultation Exhibit and website updates.

To support the first draft of this SPD, several discussions have already taken place with Parish Councils, Statutory Consultees, landowners and design specialists.

Many people and organisations have an interest in the development and delivery of SCGV, and national policy requires a creative approach to engaging local communities in the planning application process. The Council will encourage all developers to work with local people, both within the existing and emerging communities, to evolve their proposals and to ensure the delivery of high-quality development and the infrastructure in a timely manner.

Please note: additional text summarising key changes following feedback received from public consultation will be added.

Delivery Mechanisms

The City Council and their partners have been proactive in the planning and delivery of St Cuthbert’s and fully recognise that the public sector will need to continue taking a lead role in the development of St Cuthbert’s. The City Council are working closely with key partners and Government to explore the potential for a public sector led delivery mechanism. Any proposed mechanism will seek to address the following key challenges for St Cuthbert’s:

- the over-riding desire locally to create a new community focussed on healthy living and a unique offer for the borderlands area, that will both retain the local population and attract in new residents, to support the economic growth ambitions of Carlisle, Cumbria and the Borderlands;
- complex landownership and lack of one master developer or key landowners currently willing to take on that role;
- challenging market, in terms of limited land values and relatively few housing providers operating currently; and
- perceptions around Carlisle as an investment opportunity.

Any delivery mechanism, whilst led by the public sector, would be in partnership with the private sector (landowners, investors etc.) and would look to develop key opportunities for innovation, based on tackling the above challenges through:

- Using green infrastructure provision as the pillar of any delivery mechanism, to demonstrate how a focus on healthy capital can be the foundation of a viable and unique new community, that is investable for both the public and private sectors.
- Working together in a community led partnership, to ensure comprehensive delivery across a wide range of landownerships. The City Council have demonstrated excellent leadership in preparing a comprehensive Masterplan for the site, with buy in from all partners and stakeholders. Any delivery mechanism will build on this strong foundation, to create a unique partnership involving the two tiers of local government, local public sector partners, Homes England, ambitious local housing providers and landowners, to lever in private sector investment, ensuring the provision of a high quality, innovative new community.
- Providing a mechanism that promotes both a lifestyle and investment opportunity. The planning of St Cuthbert’s has started to put Carlisle on the national map. A delivery mechanism is now required to support the national ‘rebalancing’ agenda, by promoting Carlisle and St Cuthbert’s as the most attractive and dynamic location to live, work and invest in across northern England and southern Scotland.

Keep up to date and join the conversation [online](#).



MASTERPLAN

FAQS

GET INVOLVED

LOCAL PLAN

LINK ROAD

EVIDENCE BASE



Images: St. Cuthbert's Garden Village website and Stuart Walker Photography

APPENDIX 1: PLANNING POLICY

The [Carlisle District Local Plan 2015- 2030](#) contains a number of planning policies that will be important for any applicants to consider. These include:

- Strategic Growth and Distribution (SP 2);
- Strategic Connectivity (SP 5);
- Securing Good Design (SP 6);
- Valuing our Heritage and Cultural Identity (SP 7);
- Green and Blue Infrastructure (SP 8); and Healthy and Thriving Communities (SP 9).

Other relevant policies of the Carlisle District Local Plan include:

- Employment (EC 5);
- Housing (HO 4; HO 10);
- Infrastructure (IP 1; IP 2; IP 3; IP 4; IP 5; IP 6; IP 8);
- Climate Change and Flood Risk (CC 1; CC 2; CC 3; CC 4; CC5);
- Health, Education and Community (CM 1; CM 2; CM 4; CM 5; CM 6);
- Historic Environment (HE 2; HE 3; HE 6; HE 7); and
- Green Infrastructure considerations (GI 1; GI 3; GI 4; GI 5; GI 6).

APPENDIX 2: PROCESS FOR PLANNING POLICY AND MASTERPLANNING LARGE SITES

Typical Graphic	Statutory planning process	Master Planning Process
	Establishing the policy basis for a large site Involved collating a comprehensive, but proportionate, evidence base to support a broad location in the local plan. Demonstrating that a site is viable and deliverable within the timescale envisioned is key.	Vision and Concept An early Vision and Concept articulates the emerging spatial vision and development objectives, together with the overall aspirations for St Cuthbert's.
	St Cuthbert's Local Plan and Strategic Design Guide Supplementary Planning Document (SPD) The SC Local Plan will set out the strategic policies to guide and inform development at St Cuthbert's, developing on the relevant policies of the CDLP. The Local Plan will provide the necessary spatial fixes for development. The supplementary planning document (SPD) complements the local plan. This is particularly effective in the case of St Cuthbert's where, there are a number of landowners and no collaboration agreements exists between them. <i>Note: other SPD's may be required over time</i>	Master plan framework Prepared by the Council, with key partners, to create a strategic framework for development. This document provides greater spatial clarity to the vision and concept and starts to define the infrastructure requirements, as well as the key place making features and design aspirations.
	Outline planning application Outline planning applications, provide site specific parameter plans, together with a design and access statement. The early master planning work described opposite is therefore essential to the outline planning application stage.	Planning application master plan The key master plan structuring elements developed earlier in the process (e.g. land use budget, green infrastructure, movement and urban design principles) can be presented as plans and diagrams at the outline application stage, having been subjected to EIA. The application drawings are normally supported by a design and access statement, which sets out design principles and any proposals for post-outline master planning work.
	Post outline (or pre-consent) design work Where appropriate an outline permission can include master planning conditions to establish a post outline (but pre-consent) master planning approval process. This should be in the form of a Design Code requiring further design detail of strategic spatial components (e.g. main streets, open spaces, primary school, neighbourhood centre, etc.) to be approved in advance of reserved matters.	Post outline (pre-consent) design work The post outline stage is a natural extension of the master planning process for large sites. At this stage detailed designs will start to emerge for the scheme and earlier assumptions about form can be tested and where necessary defined. This is often the stage when house builders/developers become more involved in the design process.
	Reserved matters applications The Council will expect all reserved matters applications to demonstrate compliance with the various layers of master planning work described above. As at earlier stages of the process issues relating to management and maintenance are key here too.	Reserved matters application At this late stage in the master planning process design teams will be tasked with producing detailed designs for individual components of the scheme. These will need to comply with the overall design concept (and with any code work) as it has evolved through the earlier stages of the master planning process. Reserved matters applications will often focus on detailed proposals for individual development parcels.

APPENDIX 3: LOW CARBON AND INNOVATION TECHNICAL EXPLANATIONS

Towards net zero carbon

On March 5th 2019, CaCC passed a motion to declare a climate emergency; an admission that global warming exists and that the measures taken up to this point are not enough to limit the changes brought by it. More information at: <https://www.climateemergency.uk/blog/carlisle/>

CaCC is committed to reducing carbon emissions, both as an organisation and as the Local Planning Authority, and resolves to go further than the UK100 Agreement and to act in line with the scientific consensus that we must reduce emissions to net zero by 2030, and therefore commits to:

- Make the Council's activities net-zero carbon by 2030;
- Ensure that all strategic decisions, budgets and approaches to planning decisions are in line with a shift to zero carbon by 2030;
- Support and work with all other relevant agencies towards making the Carlisle district Zero Carbon within the same timescale;
- Achieve 100% clean energy across CaCC's full range of functions by 2030.

Recently CCC consulted in the draft Local Environment (Climate Change) Strategy and Action Plan, setting out how environmental issues will be tackled. Comments are being reviewed to the strategy and action plan, and it is anticipated these will be adopted on 3rd November 2020. This reinforces their commitment to smart and sustainable living.

MMC and warranties

The National Housebuilding Council (NHBC) works with offsite and other non-conventional construction manufacturers to provide assurance that their systems and sub-assemblies are suitable for cover under Buildmark warranty and insurance. Builders and developers using this online resource can benefit from NHBC's experience of these different building systems and will be able to quickly look up which systems NHBC currently accepts.

MMC systems have been reviewed by NHBC for the benefit of NHBC's registered builders and they can be accepted in homes covered by Buildmark warranty. Tables available from NHBC (MMC hub) at: www.nhbc.co.uk/mmchub

Acceptance of the system is for warranty purposes only and does not negate the need for site-specific design checks, including the normal checking process of the building control provider. The builder should ensure that the design and installation meet relevant building regulations and NHBC requirements. NHBC reserves the right to review, amend and remove MMC systems from the list.

Mortgageability

Modern methods of construction and innovative building techniques can still cause issues for purchasers seeking a mortgage valuation. Warranties and approvals will be required by Building Societies and other main stream lenders to ensure the longevity of a non-traditional build for the lifetime of any mortgage loan. NHBC's ethos is based upon all homes being built to a finished standard that enables the issuing of a warranty for each home – such that homes are mortgageable and insurable under normal terms. Investors, developers and lenders need to be sure that such warranty and insurance is available on any MMC approach they are considering.

Passivhaus

For a building to be considered Passive House, it must meet the following criteria:

1. The space heating energy demand is not to exceed 15kWh/m² living space (treated floor area) per year.
2. In terms of airtightness, a maximum of 0.6 air changes per hour at 50 Pascals pressure as verified with an onsite pressure test.
3. Thermal comfort must be met for all living areas during winter as well as in summer, with not more than 10% of the hours in a given year over 25 degrees centigrade.

All of the above criteria are achieved through intelligent design and implementation of Passive house Principles. Thermal bridge free design, superior windows, ventilation with heat recovery, quality insulation and airtightness.

Net Zero

Some of the key components of a net zero specification are:

Operational energy

- High fabric energy efficiency in walls, roof, floors, windows & doors.
- A very airtight building (<1 (m³/h.m²@50Pa)
- Thermal bridging given due care and attention.
- Mechanical ventilation and heat recovery.
- Targets for percentage wall area to limit heat loss.
- Target total and space heating energy consumption.
- Maximise renewables so that 100% of annual energy requirement is generated on site.
- Include external shading to prevent overheating. Balance with daylighting needs.

Embodied carbon

- 40% reduction in embodied carbon or to <500kgCO₂/m²

APPENDIX 4: BASELINE HABITATS, AND HERITAGE ASSETS AND CHARACTER



Sources: Arup

Images courtesy of: Hyas and Stuart Walker Photography

