

**Morton Masterplan
&
Development Framework**
Supplementary Planning Guidance



CARLISLE
CITY COUNCIL

produced by
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Adopted by Carlisle City Council's Environment Committee
as Supplementary Planning Guidance, 21 December 2000

January 2001

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1 Introduction

- 1.1 An invitation to tender was issued on 2nd June 2000, inviting the production of a masterplan for the Morton area of Carlisle, allocated for mixed use development in the 1997 Carlisle District Local Plan. The commissioning parties were Carlisle City Council, The Church Commissioners for England, Crowther Homes and Alfred McAlpine Homes (Cumbria) Ltd.
- 1.2 Mappin Planning & Development (MPD) and Derek Lovejoy Partnership plc (DLP) submitted a joint bid on 14th June 2000, and an appointment was confirmed on 23rd June 2000.
- 1.3 The masterplanning study has now been completed in line with the original proposal by MPD/DLP submitted on 14th June 2000. Background documents have been supplied by the client group, and further information on individual planning applications has also been gathered. Independent consultations with statutory and others consultees have been carried out, and a number of relevant face-to-face meetings held.
- 1.4 An initial site appreciation stage was quickly completed, involving a full inspection of the study area, as well as the wider context. The spatial masterplan was developed through July and the early part of August in consultation with the client group, and was the subject of an initial public consultation exercise. The process has been dynamic, with the plan changing to respond to client views, public comments, and detailed technical issues raised by the various statutory bodies consulted.
- 1.5 The relevant supporting plans have been finalised, and have been made available both in digital form, and on paper.
- 1.6 To allow the plans to be properly interpreted and interrogated, an explanatory background narrative is also required under the terms of the original brief. The remainder of this report comprises this narrative, and is given over to further explaining the background to the masterplanning exercise, particularly in relation to the statutory planning context, as well as providing further details of the research process and consultations carried out. The various individual land use components of the plan are then addressed, followed by a concluding section on implementation and suggested mechanisms to take the project forward.
- 1.7 The masterplan and supporting documentation was initially produced in draft form and submitted to the client partners in September 2000. The documents were then released for public consultation after consideration by the Carlisle City Council's Environment Committee on 28th September 2000.

- 1.8 There has subsequently been feedback from the client partners and various third party consultees, as well as from members of the public. Where appropriate, these views have been responded to in the revised versions of the masterplan. This written narrative has also been amended accordingly.
- 1.9 The finalised revised masterplan and supporting documentation was reported to Carlisle City Council's Environment Committee again on 4th December 2000, along with all the comments received from the consultation exercise. A final decision on the study was deferred at that meeting and reconsidered at a further meeting on the 21st December 2000. The masterplan was approved at this second meeting, subject to minor comments. This report is now the finalised narrative to accompany the finalised masterplan, which has now been adopted by the City Council as Supplementary Planning Guidance.

2 Statutory Planning Context

- 2.1 Carlisle City Council published a deposit draft of the Carlisle District Local Plan in February 1995. As a result of the objections received, a Public Inquiry was held between 6th February 1996 and 4th April 1996 presided over by Mr. Alan Upward, Inspector. The Inspector published his report in October 1996 and the local plan was adopted in September 1997.
- 2.2 The deposit draft plan included a strategic proposal to release land at Morton for a mixed use development, primarily comprising new residential development. A number of objections and representations were received, and the Inspector's Report includes various references to the Morton proposals. The Inspector's recommendations can be summarised as follows:
 1. The principle of the release of land for housing was accepted subject to the inclusion of comprehensive landscaping measures and the production of a Development Brief to address questions of community infrastructure and open space provision;
 2. Deletion of a proposed allocation for a large food superstore and retail warehousing development and its replacement with an appropriately sized neighbourhood retail facility;
 3. Allocation of land for employment uses, with the potential to include a Business Park; and
 4. Retention of a proposed park and ride facility within the Morton development area.
- 2.3 The Inspector's recommendations were incorporated into the adopted version of the local plan with various policies and proposals specifically dealing with the Morton development area.
- 2.4 Policy E9 in the adopted local plan requires development at the periphery of settlements to be fully integrated both with the existing settlement and the surrounding countryside, to ensure that a hard urban edge does not result. Proposal H1 confirms a total requirement for 1,025 dwellings within a 41-hectare allocation at Morton. The allocation also includes provision for a sports pitch, children's play facilities, structural landscaping, and the potential for a new primary school and other community facilities. Proposal S1 confirms an allocation at Morton for a neighbourhood convenience foodstore along with park and ride facilities. The plan states that the size of this local retail facility has not yet been determined, and will require a further appraisal of detailed local circumstances and commercial viability.
- 2.5 Proposal L1 confirms Morton as a primary leisure area, within which open space will be provided and safeguarded from inappropriate development. Proposal EM1 allocates 12 hectares of land for employment needs at Morton, and highlights the opportunity this offers to integrate employment opportunities with adjacent residential and retail development, as well as existing and proposed public transport, walking and cycling facilities. Proposal T14 confirms the requirement to pursue a park and ride facility as part of a wider transportation strategy for Carlisle.

- 2.6 As recommended by the Local Plan Inspector, and confirmed in the local plan, a Development Brief for the Morton area was produced by Carlisle City Council in June 1997, just before the local plan was finally adopted. The Brief expanded the policy requirements now contained within the local plan, providing a broad development context for individual developers to take forward.
- 2.7 The key elements of the 1997 Brief are as follows:
1. A requirement for a structured landscape context for the entire site, to include buffer zones between the new development and existing areas, and individual landscaping proposals for specific land uses;
 2. A requirement to provide facilities for cycling and walking as well as extended bus services. Additionally, vehicular access proposals require to be considered within a Traffic Impact Assessment submitted in support of individual planning applications, and discussed with the local planning and highways authorities;
 3. A housing density of some 25 dwellings per hectare is recommended, and more specific advice on design, materials and privacy is offered, as well as confirming the requirement for sports and children's play facilities;
 4. Confirmation of the 12 hectare employment uses allocation, highlighting the potential for a business park development. The brief also highlights the potential acceptability of a hotel and restaurant to be located within the employment uses area, which would be located on the south-west corner of the site, adjacent to the A595. Further advice on design and materials is also offered;
 5. The detail of the proposed neighbourhood foodstore facility remains fluid in the Development Brief, confirming that any detailed assessment can only be progressed once the overall development strategy for the area has progressed;
 6. Land is to be safeguarded for the park and ride facility, although the introduction of the service is unlikely to be in the short term;
 7. Further detailed advice is given on the provision of open space, as well as the specific issues facing developers in the provision of infrastructure;
 8. Advice is also provided on phasing, confirming that any artificial phasing of housing development is unlikely to be necessary, and that structural landscaping is seen as a priority across the whole site;
 9. The Development Brief confirms the requirement to pursue archaeological investigations, these to be funded by individual developers; and
 10. The Development Brief also raises the issue of the provision of infrastructure and community facilities by individual developers. If a "landowners agreement" cannot be achieved, the Brief suggests Section 106 Agreements relating to individual planning applications.

- 2.8 This documentation and further background information was provided to MPD/DLP in the package that accompanied the original invitation to tender dated 2nd June 2000.
- 2.9 The statutory planning context, and other relevant background information was considered fully by the consultant team before carrying out specific research and consultations. Brief details of this research and consultation process are set out in the following section.
- 2.10 For the purposes of this exercise, the key terms of reference for production of the masterplan have been taken from the adopted local plan and 1997 Development Brief and other tender documentation. Where there has been any relevant change in planning circumstances, we have assumed that this has been assessed by the City Council in jointly drawing up the study brief. In particular, the revised version of PPG3 published in May 2000 requires developers and local authorities to consider the suitability and availability of brownfield sites for housing development. We have assumed that the continued support for the 1997 local plan allocation reflects this, and any other changed circumstances, although we have considered the more detailed guidance in PPG3 in relation to phasing, density and affordable housing in Section 4 of this narrative where we considered specific residential development issues.

3. Research and Consultations

- 3.1 The research process has involved procuring up-to-date views from statutory consultees, as well as reviewing documented comments submitted in relation to the various undetermined planning applications which are currently undetermined. More detailed technical comments have been sought from particular groups and an interim consultation exercise was carried out with the local community.
- 3.2 Up-to-date information on the provision of essential services has been sought from the various statutory providers. Some information remains outstanding, particularly in relation to gas, electricity and telecommunications and this will still need to be gathered, probably by the individual landowners and developers, and integrated into the overall development framework set down by the masterplan.
- 3.3 Direct discussions have been held with Carlisle City Council's drainage section, and this has provided an up-to-date view of the drainage requirements for the overall development, both in relation to foul water and surface drainage, incorporating the views of the Environment Agency.
- 3.4 Direct discussions have also been held with Cumbria County Council's transportation officers, to ensure that the proposals at Morton are placed within an up-to-date transportation strategy context. Cumbria C.C. have also provided detailed comments in relation to individual planning applications, and made available reports and background papers submitted to the Carlisle Transport Steering Group.
- 3.5 On Tuesday 8th August 2000, a public exhibition and discussion forum was convened at the Morton Community Centre, during which the interim findings and proposals from the consultant team were displayed and comment and discussions invited. Around 180 people attended this event, and as well as gathering verbal views on the day, a further 27 written responses have subsequently been submitted by local residents.
- 3.6 Given the existing development allocation in the adopted local plan, the purpose of the public exhibition was primarily to encourage detailed comments and views, rather than seeking to debate the principle of development. While many members of the public chose to raise matters of principle, a number of constructive comments were made on the day or later in writing, and where possible these views have been incorporated into the finalised version of the masterplan.
- 3.7 A further process of public consultation commenced at the end of September 2000 after consideration of the draft masterplan by Carlisle City Council's Environment Committee. The results of this latest consultation exercise, along with the proposed revisions to the masterplan, was considered again by the Environment Committee on 4th and 21st December 2000.
- 3.8 The relevant available information gathered from all the various consultation exercises has now been incorporated into this finalised masterplan. The key elements of the development strategy are now reviewed under each separate land use topic heading.

4. Housing

i Current Planning Permissions and Applications

- 4.1 A significant proportion of the Morton development area will be devoted to new housing. There is current commercial pressure for the early release of land for new housing. The only part of the Morton study area which currently benefits from planning permission is land to the north-west of Wigton Road which is owned by Crowther Homes. Crowther holds a full planning permission for 144 dwellings (Carlisle City Council ref 97/0604) and this is now being implemented. Land immediately adjacent to Crowther's site is controlled by McAlpine Homes which currently has an undetermined outline planning application for 197 dwellings (ref 00/0748) and a duplicate application which is the subject of an appeal against non-determination (currently being held in abeyance).
- 4.2 To the immediate south-east of Wigton Road is land owned by the City Council, which is not currently the subject of any current planning applications. Beyond the Council's land, the majority of the land bounded by Wigton Road and Dalston Road is owned by the Church Commissioners for England, which has an undetermined outline planning application (ref 98/0234) proposing a mix of residential, employment and public open space development. The City Council also owns a second area of land at the north-eastern extremity of the study area opposite the main entrance to the Pirelli factory, which links through to the other main Council ownership adjoining Wigton Road by a strip of land south of the existing boundary of the built-up area.
- 4.3 Land immediately north-west of Dalston Road at the junction with Peter Lane is controlled by Crowther Homes, and is the subject of an outline planning application ref 00/0439. This application also remains undetermined.

ii Landowner/Developer Objectives

- 4.4 The masterplan has been developed within the context set by the local plan and 1997 Development Brief. Because of the multiple ownerships involved, there has been no overall co-ordination of the development to date. There is also limited information currently available on individual development timeframes.
- 4.5 Although material to the practical implementation of the masterplan, the ownership of the study area is not a factor in establishing the key planning and environmental parameters for the overall development. The masterplan seeks to set out a clear, unfettered planning framework for the proposed development, which can only be fully realised through a co-ordinated approach to its implementation by the various developers.

iii Site Development Issues

- 4.6 The overall development area is clearly divided into two main sections, separated by Wigton Road. The section of land which lies to the north-west of Wigton Road is now partly under construction by Crowther Homes.
- 4.7 This original Crowther site is now fixed in its design and layout with a new access taken from Wigton Road. The adjacent McAlpine site would

subsequently take access via a new roundabout on Wigton Road, which would also serve the proposed retail and park and ride development. The land controlled by McAlpine includes land which suffers from poor ground conditions, and has been identified on the masterplan as open space. A link is also shown between the McAlpine and Crowther sites to provide an internal distribution loop road. This loop road could ultimately only be open to pedestrians, cycles and buses, as there is concern from local residents about private vehicle "rat-running" through the Crowther site.

- 4.8 The foul drainage solution to the north-west of Wigton Road should involve a comprehensive arrangement, common to both the Crowther and McAlpine developments. Both developments will also have direct access to the informal and formal recreational facilities to the north-west of Morton school. New pedestrian and cycle links are also proposed along the boundary of the two developments. Along with the structural and internal landscaping, and relevant off-site road improvements, costs for the provision and maintenance of these works and amenities are likely to be borne directly by McAlpine and Crowther on a pro-rata basis.
- 4.9 The land to the south-west of Wigton Road is in mixed ownership. The majority of the land is owned by the Church Commissioners for England, and the remainder by Carlisle City Council and Crowther Homes. A small parcel of land is in private ownership.
- 4.10 The main residential allocation south-west of Wigton Road is bounded by Dalston Road and broadly covers the eastern part of the site. It is likely that development would initially commence from the north along Dalston Road and in towards the site allocated for the new primary school. Once these phases are completed, the focus would shift to the land bounded by Dalston Road and Peter Lane.
- 4.11 Other than for the original Crowther site, all of the additional residential development zones would be the subject of future planning or reserved matters applications. For the time being, however, the masterplan suggests a general internal road network for each site with buffer and internal landscaping as well as key pedestrian and cycle connections.
- 4.12 As with the sites to the north-west of Wigton Road, there will be a need to adopt a co-ordinated and comprehensive approach to the release of land bounded by Dalston Road and Peter Lane. A comprehensive foul drainage solution for the land bounded by Wigton Road and Dalston Road will involve the provision of a new trunk sewer. Addressing this issue at an early stage would be preferable, and a combined approach to the housing element in this section of the area should be the best means of securing cost effective and timely infrastructure provision. The local planning authority will not issue detailed planning permissions in this section of the overall development area until the drainage strategy has been agreed by the developers and approved by the statutory authorities.
- 4.13 An option that we would therefore recommend for further consideration, is a joint approach by Crowther, the Church Commissioners and the City Council to releasing this section of the study area. If a land ownership agreement could be struck, this should allow development to commence from the north-east of the study area. There might be no short term need to meet the expense of the new roundabout at the junction of Peter Lane and Dalston Road, and early access could be achieved to the potential school site and open space allocation.

iv Density

- 4.14 Although the principle of the local plan allocation for residential development has not been subject to scrutiny under the terms of this particular study brief, we have been asked to consider detailed requirements in the Government's planning guidance on land for housing i.e. PPG3. We have therefore looked at the implications PPG3 has for the masterplanning exercise in relation to density, phasing and affordable housing.
- 4.15 The 1997 local plan allocation identifies the Morton development area as having scope for 1025 dwellings on 41 hectares of land. The density ratio applied at the time of the local plan was 25 dwellings per hectare. PPG3 now advises that local planning authorities should avoid the inefficient use of land and advises that levels of land take of 20 to 25 dwellings per hectare can no longer be sustained. Local authorities are advised to avoid developments which make inefficient use of land (i.e. less than 30 dwellings per hectare), and encourage housing development which makes more efficient use of land i.e. between 30 and 50 dwelling per hectare.
- 4.16 The landscape framework established in the masterplan has reduced the amount of land available for built development and ancillary space. It appears likely that the 340 units to be built north-west of Wigton Road will need to be accommodated on around 9.3 hectares (36.4 dwellings per hectare) while the remaining 685 or so units south-west of Wigton Road would be built on around 18.9 hectares (36.2 dwellings per hectare). There are a number of opportunities available to housebuilders and developers to achieve higher densities including mix of house types (houses/terraces/apartments) and innovative layouts (e.g. terraces and communal gardens, etc). The traditional "cul-de-sac" approach is now less encouraged by good practice advice from the Government.
- 4.17 Although the practical resolution to the pursuit of higher densities would be resolved with developers and housebuilders at the detailed design stage, there is no clear planning reason why the masterplan should not encourage higher density development, particularly as a component part of the proposals involves seeking promotion of better public transport links.
- 4.18 There may be scope to explore the potential for "pockets" of higher density development close to the proposed links with extended bus provision. There may also be merit in linking this exercise with a wider appraisal of affordable housing requirements.

v Phasing

- 4.19 Development has already commenced on the Crowther site to the north-west of Wigton Road. There would appear to be no planning reason to prevent McAlpine bringing forward the adjacent site, subject to the co-ordination of water and drainage infrastructure provision with Crowther. McAlpine would also have to ensure that the structural landscaping is in place along the boundaries of the masterplan area to the north of Wigton Road, and deliver, in partnership with Crowther, a mechanism for the provision and management the new recreational facilities at the north-west extremity of the site. The new roundabout at the junction of Peter Lane and Wigton Road may also have to be delivered before further development can taken place on Wigton Road.

- 4.20 A co-ordinated approach to phasing should be linked to a reasonable estimate of completion rates in order to establish a broad development timeframe and identify key trigger points for infrastructure. The latest completion rates provided by Carlisle City Council are for 1995 - 2000. These figures show rates of around 22 units per year on average for greenfield sites where more than 100 units are proposed in total. It appears likely that the commercial housebuilders could achieve figures of 25-30 completions per year at Morton. An average of 25 completions per year has been adopted, and the housebuilders have suggested that 4 sites could be under construction at any one time. This would give an overall core development timeframe of circa 10 years.
- 4.21 Crowther Homes, the Church Commissioners and Carlisle City Council should also agree a co-ordinated release of land north-west of Dalston Road and the north of Peter Lane. This would deliver a number of benefits, not only in relation to the cost-effective provision of access, landscaping and water/drainage infrastructure. A joint approach would be best able to secure a programme for the release of the recreational facilities that will serve this sector of the overall housing development and the wider Morton area. Due to their location, it is unlikely that these facilities will be brought forward in the short term. However, if a mechanism could be secured to commence development from the proposed Dalston Road junction, this would help secure access to the school site if its early provision becomes necessary. It would also enable the open space allocation to be brought forward, which would be a benefit, not only to the new development, but to the area as a whole, which it is to serve.
- 4.22 A more detailed description of each of the key development zones/phases is given in the "Implementation" section of this report.

vi Affordable Housing

- 4.21 PPG3 advises that decisions about the amount and type of affordable housing to be provided in individual proposals should reflect local need and be agreed between relevant parties. The study brief does not contain specific terms of reference in relation to any affordable housing element, and it is perhaps not the role of a spatial development exercise to consider this matter in detail, suffice to highlight this as a requirement of the local planning authority, and a matter for detailed negotiation in relation to individual planning applications.
- 4.23 There is however, a clear reference to affordable housing in the 1997 Development Brief and in consultation responses to individual planning applications. Local Plan Policy H8 also identifies a requirement for 90 dwellings at Morton.
- 4.24 These references should be taken as a starting point for discussions with the various developers/housebuilders as individual detailed applications are submitted, or secured through conditions/Section 106 Agreements attached to outline planning permissions.

5. Employment Land

- 5.1 As required by the local plan and the 1997 Development Brief, a 12-hectare site for employment uses is shown at the south-west extremity of the development area bounded by Peter Lane and Wigton Road. Access would be taken from Peter Lane, which then feeds back into the main road network through a new roundabout junction with Wigton Road.
- 5.2 The proposed new roundabout arrangements shown on the masterplan reflect the design of the new Northern Development Route, a strategic road project currently the subject of an outstanding planning application and PFI proposals. Even if this project does not go ahead, a new roundabout on Wigton Road will still be required to serve the Morton development area, and will require to be the subject of further detailed discussions with Cumbria County Council. The cost of this new roundabout will have to be borne by the developers and landowners and be the subject of an appropriate cost-sharing agreement amongst the various landowners.
- 5.3 The local plan allocation suggests that there may be scope for a Business Park as well as local employment uses within this overall allocation. For the purposes of this exercise, the employment allocation has been identified as a single area for a Business Park. The exact composition of the final employment development proposals is likely to be the subject of further detailed consideration, once the market demand for employment accommodation has been more fully investigated.
- 5.4 The employment site is located adjacent to the proposed park and ride scheme, which might eventually provide an opportunity for the integration of employment and transportation facilities. The highways authority has advised that it would prefer to see a dedicated bus route serving the employment area. This will be matter for further discussion between the various developers, bus operators and the statutory authorities and for potential inclusion within the terms of an appropriate planning agreement.
- 5.5 Although the layout and design of the employment, retail and park-and-ride areas remains indicative (i.e. no detailed planning applications currently apply), there remains scope to explore the possibility of an integrated solution to serving the commercial elements of the site. This solution would have the potential to secure dedicated bus access to the employment area, but again could only be fully addressed at the detailed planning stage, and secured through planning conditions or agreements.
- 5.6 The potential of the employment allocation to incorporate landmark building design is also shown on the plan, and the most appropriate site for hotel and restaurant use is identified i.e. at the junction of Peter Lane and Wigton Road. This section of the development could be at a higher density, combining architecture and landscape design to secure a high quality gateway building which would complement the softer structural landscaping in this location. There may be a need to establish a more detailed brief or design guide for this key site.

- 5.7 By way of clarification, the completion of the proposed Carlisle Northern Development Route is not contingent on the implementation of the Morton proposals. Conversely, the Morton development does not require the CNDR to be in place.
- 5.8 The employment land component of the development has been treated as an entirely independent entity for the purposes of phasing. It is likely that the employment site would itself will come forward in individual phases and definite timescales cannot be identified at this stage, given the lack of clear market information. Measures are in place to ensure that the overall quality of the development is established and maintained from the outset, both to maximise the attractiveness to developers and occupiers, but also to safeguard the wider amenity, particularly for the nearby housing areas.
- 5.9 If a mix of employment opportunities is justified, an area for local employment uses could be located on the interior of the allocation and at the eastern and northern edge of the overall employment area site. This would allow the southern and western peripheral areas to be brought forward for higher quality business use buildings. If this approach is pursued, there would be a strong requirement to carefully address the interfaces with adjacent land uses, particularly the new housing areas to the east.
- 5.10 The structural landscaping at the perimeter of the site would be required from the outset, not only to protect visual amenity, but to secure a high quality environment to assist in attracting potential occupiers. As well as presenting a high quality new urban edge at this highly visible corner, it would be necessary to ensure that the amenity of the existing residents at the Garden Village, is protected, as well as that of new residents.
- 5.11 A detailed planning mechanism would also need to be in place to ensure that the site is not developed on a piecemeal basis, to the detriment of the less visible sites on the interior of the employment site. This may involve a requirement to fully service the entire development from the outset, or to ensure that an agreement is in place to complete the provision of access roads and other services as further occupiers commit to the development, without punitive cost. Alternatively, a more structured approach to the planning of the employment land could be taken i.e. to ensure that development commences from the inside out towards the periphery. These issues could be addressed in a Section 106 agreement attached to a grant of planning permission.
- 5.12 Early release of the higher value site for hotel and perhaps restaurant development could release funds to secure the early structural landscaping of the site, and perhaps the access from Peter Lane.
- 5.13 There would be no need to restrict the development of the employment site if all the infrastructure and other constraints were addressed at an early stage. Thereafter the site could develop in response to market demand.

6. Neighbourhood Retail Facilities

- 6.1 Both the adopted local plan and the 1997 Development Brief confirm the allocation of a site for a neighbourhood convenience foodstore, but a firm size has not yet been established. In line with the Inspector's recommendations, any assessment and appraisal of the likely size of the new store would only be conducted once there is a reasonable prospect of the store being constructed.
- 6.2 Earlier this year, Carlisle City Council instructed CB Hillier Parker to carry out a city-wide review of existing retail provision and the potential scope for new development, as a precursor to examining retail planning issues in a review of the local plan. Hillier Parker's findings have recently been reported to Carlisle City Council's Environment Committee. Precise details of the proposed neighbourhood retail facility at Morton will now be worked up through the forthcoming local plan review.
- 6.3 For the time being, and pending the outcome of the Council's retail study, a general allocation remains in the masterplan for a retail development north of the land retained for a park and ride facility. This should provide adequate land take for a neighbourhood retail facility and ancillary car parking. If less land is ultimately required, the masterplan could easily be reworked to reallocate part of the retail site to other suitable uses. Conversely, if further land was required, a similar exercise could be carried out. The retail site would also appear to be the most logical place for a new doctor's surgery, if this also proves to be a required facility. Many of the major supermarket chains are now positively encouraging the provision of doctors surgery facilities within or adjacent to their new stores.
- 6.4 Although the detail and timing of the retail area will now be the subject of ongoing discussions, its early release could have significant implications for the efficient funding of key infrastructure.

7. Transportation & Traffic

- 7.1 The provision of a park and ride facility and facilities for more sustainable means of travel are required under the terms of the adopted local plan and the Development Brief. Face to face discussions have been held with Cumbria County Council's transportation officers to understand the wider Carlisle transportation strategy context for the Morton development, and to receive interim feedback on the suggested measures proposed on an earlier draft masterplan.
- 7.2 Key documents have been supplied by Cumbria County Council's transportation officers, including reports to the Carlisle Transport Steering Group of June 1999 and May 2000. A draft version of the masterplan has also been presented to the County Council and detailed comments received in a letter dated 20th September 2000. Not all of these detailed comments are relevant to the scope of the current masterplanning exercise, and would need to be considered more fully at the detailed planning stage. Some of these comments have raised issues which can be addressed. This letter is attached as Appendix 2 of this report, but its broad contents are as follows:
1. Increase the size of the park and ride from 300 to 450 spaces;
 2. Consider bus access and funding issues for the park and ride;
 3. Provide dedicated bus access to the employment land;
 4. Provide new bus services rather than extend existing services;
 5. Consider physical measures internally to accommodate buses;
 6. Ensure comprehensive pedestrian and cyclist priority measures; and
 7. Provide crossings on Dalston Road to link to Pirelli factory and National Cycle Network
- 7.3 Further comments from Cumbria County Council have also been received following publication of the draft masterplan for consultation. Some of the comments repeat the terms of the letter from 20th September 2000, but a number of additional points have been raised:
1. The site reserved for the park-and-ride facility must be serviced by a dedicated bus link;
 2. The masterplan needs to consider the question of funding for the park-and-ride facility;
 3. The entire masterplan area will require new,dedicated bus services to avoid extending existing bus services;
 4. Bus priority into and from the development area will need to be secured on existing roads;
 5. Internal bus routes will need to be well-served by high-quality infrastructure i.e. bus stops/shelters, information boards, ramped footway access, access/mobility aids;

6. Partnership with bus operators will be required to ensure funding for new services, at least in the initial period to maximise viability;
 7. Cycleway/footpath link from Hebden Avenue to Dalston Road, with associated links into proposed housing area, employment land, open space, schools, retail and park-and-ride facilities;
 8. Segregated footpath/cycleway provision within the employment land designation;
 9. Cycleway provision through residential area to link in with the access to the Pirelli factory;
 10. Vehicular access to foul water pumping station opposite the Pirelli factory entrance;
 11. Provision of a continuous footway along Wigton Road, Peter Lane and Dalston Road to link the new developments with existing developments.
- 7.4 Overall, the response from Cumbria County Council to the general principles of the masterplan has been positive. The plan has, from the outset, sought to make provision for pedestrian, cyclist and public transport access on a proactive basis, rather than fitting these facilities around a preferred road layout. The proposed physical location of the park and ride facility has been shown, and the potential funding arrangements will need to be explored with the developers and landowners as part of wider Section 106 negotiations.
- 7.5 Many of the points made by the County Council relate to additional matters of detail not currently addressed in the masterplan itself, but capable of being required under the terms of any detailed planning applications. It is likely that these detailed requirements would be safeguarded through the imposition of planning conditions or planning agreements in the granting of any outline planning permissions.
- 7.6 County Council officers have also provided clear direction on the road network issues, including the requirement for new roundabout facilities on both Dalston Road and Wigton Road (with or without the Northern Development Route). As a result, these road network improvements are shown on the finalised masterplan. Cumbria County Council officers have also indicated that there may be an opportunity to extend the 30 m.p.h. limit on Wigton Road to a point west of the Garden Village. This is a detailed issue that will require further consultation with Cumbria C.C.
- 7.7 The proposed park and ride facility remains part of the wider transportation strategy discussions for Carlisle, most recently confirmed in the July 2000 Local Transport Plan. The park and ride facility is linked to bus priority measures on Wigton Road, and not yet apparently the subject of detailed costings and timescales. At this stage, therefore, the masterplan simply allocates a physical solution for the 450 spaces required by the County Council.
- 7.8 Facilities for walking and cycling are shown on the masterplan, both providing internal access within the various individual development areas, and linkages both between and beyond the different elements of the masterplan area. The initial comments from Cumbria County Council have been incorporated to ensure cycle and footpath links beyond the Morton area to the north-west, and linking into the national cycle network link east of Dalston Road, will be provided. The existing Right of Way across the site has been retained. Each developer would be obliged to fit within this overall connections and linkages

context when submitting detailed applications. The comments from the County Council in relation to further potential improvements to pedestrian, cycle and disabled access mainly raise additional detailed matters that can be secured at the detailed planning stage.

- 7.9 The potential for a future integrated public transport facility focused on the park and ride area is shown on the plan. This would need to be the subject of further detailed consultation between the developers, the City Council, the County Council and the bus operators. The co-location of these facilities with the retail development would probably also require the input of the future retail operator. In the short term, there may be some scope to extend the bus facilities currently using Wigton Road, as far as Westrigg Road. There is an opportunity to extend this service into the Crowther and McAlpine land north-west of Wigton Road, using the internal loop road, with the bus/cycle only access connecting the two sites. This would allow buses to service the residential area and loop back onto Wigton Road to go back into Carlisle.
- 7.10 The longer term opportunities to tie into a wider transportation strategy for Carlisle will need to be the subject of ongoing consultation with Cumbria County Council. In the meantime the County Council is preparing its own assessment of what measures individual developers will be required to contribute to in terms of off-site transportation improvements. These are likely to be addressed through individual Section 106 Agreements, although there may be a need to consider contributions to elements such as park and ride and perhaps new bus services within an overall landowners agreement specific to the Morton scheme as a whole.
- 7.11 Cumbria County Council have also previously produced costings for the off-site road improvements required to service the development, including the new roundabouts proposed for the Wigton Road/Peter Lane and Dalston Road/Peter Lane junctions. These discussions and appropriate cost sharing arrangements will need to be taken forward with the highways authority.

8. Community Facilities

- 8.1 In line with the local plan and Development Brief requirements, elements of communal open space are shown within the masterplan area. These are mainly concentrated in the most centrally available location i.e. on land predominantly controlled by the Church Commissioners. A further area of open space is allocated to the north-west of the study area, on land controlled by McAlpine Homes. Smaller areas of open space are shown as part of individual housing development sites.
- 8.2 The strategic open space identified comprises a mixture of informal and more formal sports facilities. This includes a full sized games pitch adjacent to land reserved for a new primary school, and a five-a-side facility adjacent to the McAlpine development. It is also likely that linkages with existing open space and recreational facilities will be desirable. In considering planning applications, and any associated planning conditions or agreements, there will be scope to consider how to secure linkages and perhaps improvements to these facilities. There has been a particular need identified at this stage to ensure that improvements are carried out to the play area off Winscale Way which would be used by occupiers of new residential properties in the north-east section of the site.
- 8.3 The potential for a new primary school to be incorporated to serve the new development area is shown on land adjacent to the central open space allocation. The ultimate decision on the requirement for a primary school will need to be the subject of ongoing consultations with Cumbria County Council's Education Department, and these are only likely to be crystallised once progress is underway with new housing completions. If the school is not required the site could be re-allocated for residential development. This would minimise the need for additional greenfield release in the area, although access/traffic generation issues may need to be re-examined.
- 8.4 A critical issue for the new primary school would be access, given the proposed preferred location away from the main roads in the centre of the new development. This could initially be addressed through securing the early release of land at the north-eastern extremity of the study area, which we recommend in our commentary sections on phasing. A second access would ultimately be taken from Peter Lane, providing a preferred "dual-access" solution for the school. Both access roads would need to tie in to a dedicated drop-off and parking area that would be detailed at the design stage for the new school, if required.
- 8.5 The unresolved detailed timing of any new school at this stage is not likely to cause any short-term overall local underprovision in primary school capacity. If the primary school is not required, the land could be reallocated for housing, or alternative uses, probably sometime towards the end of the development timeframe.
- 8.6 The overall provision of open space and education facilities to serve the wider development area does raise obvious issues for the individual developers in relation to the split of development land and land sterilised from development. Our later section on implementation addresses this issue in more detail.

9. Infrastructure

- 9.1 The provision of infrastructure to serve the overall Morton development area has needed to be considered within a strategic context. While each individual developer has, to date, been assessing their own needs, it is essential that the provision of infrastructure does not proceed on a piecemeal basis. The various statutory providers have asked that the masterplan specifically identifies this requirement for a comprehensive approach to be taken for the provision of infrastructure to avoid the unnecessary disruption and cost of providing services on a piecemeal basis.

i Water

- 9.2 In the short term, a comprehensive approach has been achieved in relation to the provision of a fresh water supply. Crowther Homes, in order to service the development at Wigton Road, has secured provision of a new freshwater supply from North-West Water. This has been specified to ensure that the new supply is sufficient to service the remainder of the Morton development area. Crowther has contributed a proportionate share of the cost, and bonded a residual amount which will ultimately be recovered from the other developers on a pro-rata basis.
- 9.3 This is a model that might now be applied to the provision of the other infrastructure improvements required to comprehensively service the overall development, subject to securing an agreed overall approach to implementation on the part of the developers and landowners.

ii Drainage - Foul Water

- 9.4 The City Council's drainage department, acting as agent for North-West Water, has recorded a number of critical concerns in relation to the piecemeal provision of foul drainage infrastructure. Through the requisitioning of individual sewers, there is a concern that individual developers could be in a ransom situation, or an alternative scenario would be the provision of a number of individual sewers and pumping stations, which is seen as undesirable from a practical and financial perspective.
- 9.5 A strategic drainage solution for the entire Morton site should therefore be considered in two parts i.e. the two development areas split by Wigton Road. It is essential that a mechanism is in place for Crowther and McAlpine to agree a single foul drainage solution to the north-west, and the other parties secure agreement for a comprehensive strategy for land to the south-east of Wigton Road.
- 9.6 A new trunk sewer will be required to service the land south-east of Wigton Road. It would be desirable for this to be in place from the outset. If development commenced from the north-east of the study area, accessed from Dalston Road, this might allow the sewer to be provided on a phased basis, if practical. However, this cannot be approached on a piecemeal basis, and detailed planning permissions will only be granted once agreements are in place for the overall strategic drainage solution for this section of the site, even if this is to be implemented on a phased basis.

iii Drainage - Surface Water

- 9.7 Surface water to the south-east of Wigton Road would drain into the Fairy Beck, which is currently the subject of an upgrading by the Environment Agency to river status.
- 9.8 There is an increasing requirement to consider the issues of surface water drainage at a strategic scale, rather than simply leaving these matters until detailed planning applications are submitted. New concepts on best practice for sustainable urban drainage are constantly being examined and developed. It would be advisable for the various landowners and developers to enter into dialogue with the Environment Agency to ensure that an appropriate solution for surface water drainage for the Morton development is secured at an early stage.

iv Other Services

- 9.9 Information is still being gathered in relation to gas, electricity and telecommunications. Again, a comprehensive approach to the provision of these services, if not currently available, will be essential. Individual developers should now pursue this outstanding information and integrate it into the overall Masterplan when made available.

v Landscaping & Open Space

- 9.10 The Carlisle District Local Plan details three main landscape policies for the masterplan area.
- 9.11 The two main objectives of proposal L1 are to provide recreational open space and to ensure generous landscape buffers to new development proposals and to existing residential development. Policy E9 and E19 each set the principles for integrating the new development proposals into the surrounding countryside and for the retention of hedgerows, which are a very strong landscape element in the area, and one of the site's defining characteristics.
- 9.12 The combination of these policies has given the masterplan the potential to develop a strong landscape framework, to provide substantial environmental improvement to the existing urban edge of Carlisle, which currently has an abrupt interface on a relatively high point in the undulating landscape. This framework for a new urban edge respects the existing field boundaries and hedgerows and contains development within the pattern of these features. The integration of new development with the surrounding countryside is especially important in the masterplan area as it will present the first impression of the city, when approaching from the south from the Dalston and Wigton directions. The design of development footprint, within the framework of existing hedgerows, would maximise immediate screening effect as well as adding a sense of maturity to the development.
- 9.13 Policy E19 also addresses the landscape of new development and the retention of existing trees, hedges, and habitats. The masterplan accords with these parameters retaining existing vegetation and field drainage patterns between the proposals, and by strengthening these existing features with robust new planting.
- 9.14 The respective land uses contained in the Local Plan respond well to the site's natural characteristics and adjoining land uses. The employment allocation occupies a plateau in the south-west corner of the site which is subdivided into generous plots by a existing hedgerow pattern. In visual terms, the land use relates well with both

the A595 approach to the city, as well as the proposed route of the Carlisle Northern Development Route. There is an opportunity here for a prominent 'landmark' building to act as a gateway to the city, within this overall strategic landscape framework.

- 9.15 The proposed housing development areas would wrap around and link with the existing urban edge, enclosing an area of land for a new neighbourhood shopping and park and ride facility to serve both new and existing residential areas. Housing areas would be developed in phases, forming residential clusters which would be framed by hedgerows and linked to each other by roads, footpaths and cycleways.
- 9.16 Land for a new primary school could be provided in the core of the study area, to which convenient bus, car, cycle and pedestrian access is provided. A large area of public open space is provided next to the school. This has the capacity to accommodate both informal and formalised open space activities. Separate areas of open space are provided for the housing areas to the west of Wigton Road, which are linked to existing housing by a cycleway/footpath. An opportunity also exists to create a local wetland for nature conservation purposes to the north-west of Wigton Road.
- 9.17 The open space allocations and hedgerow retention policies produce a landscape framework that runs through the masterplan area. These features have been harnessed to create routes allowing convenient access across the site. The framework forms green corridors, which have the potential to provide attractive routes for bus and cycleway connections, as well as pedestrian, between the various uses.
- 9.18 The Cumbria Countryside Strategy (1989-90) set the precedent for rights of way provision throughout the countryside. An extensive network of footpaths and cycleways have been designed to run through the landscape framework of the proposals interconnecting the residential and employment proposals with retail facilities and schools using clear and direct routes. The routes also give access to recreational open spaces with sports pitches and connect with other recreational routes.
- 9.19 The masterplan cycle network emerges to the east of the proposals and links into the National Cycle Network Route 7, which follow the nearby Caldew River, providing an attractive route into the city centre.
- 9.20 An overall plan of the required infrastructure improvements has been prepared and is attached as a further appendix.

10. Implementation

- 10.1 The finalised masterplan now provides a coherent spatial development framework for the Morton area. The key components set out in the adopted local plan and the 1997 Development Brief have been incorporated. A cohesive approach to the layout of development has been taken to maximise transportation linkages and the efficient provision of infrastructure, while securing the high quality integrated landscape setting, and the future protection of residential amenity.
- 10.2 In taking forward the masterplan, and implementing individual developments, each developer would be required to accord with the general terms of the masterplan in preparing planning and reserved matters applications. These detailed proposals would obviously require the provision of infrastructure, landscaping and transportation facilities specific to each individual scheme, but also tie into the wider measures common to the development as a whole, and perhaps beyond the development itself, particularly in relation to wider transportation improvements. Some of these improvements such as structural landscaping and off-site road improvements may need to be in place before any new development commences. The preferred approach to implementing the overall masterplan would be through an agreed delivery mechanism to ensure that these common costs are shared on a fair basis, relative to the scale, composition and timing of each individual development.
- 10.3 In taking forward the development of individual phases, development should respond positively to the guidance in PPG1 on design. More recently, the CABI report "By Design" provides further advice, as well as the Cumbria Design Guide (SPG).

i Development Timeframe & Phasing

- 10.4 A key issue in developing a delivery strategy is phasing. In the housing section, we identified the broad individual residential phases and the order in which they might be brought forward. These sites and the non-residential components are now described in more detail below. The references to phasing should be read in conjunction with the programme and plan set out in Appendix 1, and the timeframe should be read as commencing January 2001:

1. Land N.W. of Wigton Road (Crowther Homes - under construction)

This is the only site that benefits from a current planning permission. Construction has commenced on 143 units (approx. a 6 year timeframe from the date of development commencing - i.e. leaving a residual development programme assumed as 5 years). The development of the remainder of this site now needs to be closely co-ordinated with the adjacent site.

2. Land N.W. of Wigton Road (McAlpine Homes)

197 units are proposed on this site (8 years). To be co-ordinated with adjacent Crowther site. Agreement to be reached with Crowther on delivery and maintenance of open space/recreational area to the NW. New access onto Wigton Road with costs to be shared with retail/park and ride development. Requirement to investigate the potential impact of development on the Wigton Road/Peter Lane junction - early roundabout provision advised and would be on the basis of shared costs.

3a Land N.W. of Dalston Road, Phase 1 (Carlisle City Council)

Initial phase of circa 89 units based on new access from Dalston Road (3.5 years). Early link through to Site 3b would ensure access to school site and open space area in first half of overall development timeframe. Early investigation of off-site road improvements would need to be carried out. It might be possible to bring this site and the adjacent site forward without the need to upgrade the Dalston Road/Peter Lane junction.

3b Land N.W. of Dalston Road, Phase 2 (The Church Commissioners)

Prompt construction of the access through from Phase 1 to the north would ensure that this site could come on-stream quickly, avoiding any need to commence building at Peter Lane till later in the development timeframe. Potential for around 142 units (5.5 - 6 years). Spine road through to school site/open space should be completed at earliest opportunity to ensure early provision of open space/recreational facilities, and school if required i.e. years 3-5.

4a Land N. of Peter Lane, phase 1/W. of Dalston Road (Crowther Homes)

This initial phase of housing land serviced from Peter Lane would feed through into the adjacent sites and initiate the overall development from boundary of Peter Lane and Dalston Road. Two access points on Peter Lane would appear to be necessary to serve the large number of proposed residential units i.e. circa 450 in total. Early completion of the internal access roads would ensure a second access into the land identified for a new primary school. This site should accommodate circa 112 units (4.5 years).

4b Land N. of Peter Lane, Phase 2 (Mixed Ownership)

A second phase of development land north of Peter Lane could then be brought on stream. This site would be accessed through the adjacent Crowther Homes site and develop westwards as well as to the north of the Crowther site. This large site should accommodate around 233 units (9+ years). The overall timeframe for completion of this site could be shortened if early access can be taken into the land immediately north of the Crowther (4a) site. This could allow Site 4b to develop at a faster rate.

5 Land N. of Peter Lane, Phase 3 (The Church Commissioners)

Once progress has been made with the Sites 4a and 4b, there will then be requirement to access the final phase of development via a second new access from Peter Lane. This site should accommodate around 110 new units (4.5 years) and secure a further access point into the school/open space/leisure site. This site, and the others that take access from Peter Lane, would require to be serviced by an upgraded roundabout junction at Peter Lane/ Dalston Road and Wigton Road/Peter Lane.

6 Employment Land

The employment site could come forward in response to market demand on the basis that all the required infrastructure and landscaping is in place. A best estimate at this stage is years 3-5.

7 Neighbourhood Retail

The precise details of the size and composition of the neighbourhood retail facility are to be assessed as part of the local plan review. A timeframe of years 3-5 has been adopted for this.

8 Park and Ride

The funding and programming of the proposed park and ride facility remains under discussion. For the purposes of the masterplan, it has been assumed that the park and ride is unlikely to come forward before year 5. However, the land for this facility is allocated and this timeframe could be shortened accordingly if a funding and operational mechanism can be agreed between relevant parties.

- 10.5 In addition to off-site roadworks, the various sites north-west of Dalston Road require comprehensive improvements to the foul water drainage infrastructure in particular. In addition to the main masterplan drawing, supporting plans have now been produced showing the overall common infrastructure requirements and the 8 individual development zones (i.e. to accompany the phasing programme in Appendix 1).

ii Implementation Framework

- 10.6 The various phases of the overall development are illustrated on the Phasing Programme and Development Timeframe, which is attached as Appendix I. The housing phases are based on completion figures of around 25 units per year. These completion rates would result in a core 10-year timeframe for the overall development. Some of the latter housing development phases may run beyond the core programme. This timeframe should also allow the development proposals to be dove-tailed into the timescales associated with preparation of a new local plan, taking the remainder of the development through to the latter part of the new local plan timeframe.
- 10.7 There are various options to be explored in seeking to secure a comprehensive approach to the provision of infrastructure and other common development requirements. A simplistic approach would be for individual developers to pursue their own planning applications which are physically compatible with the terms of the masterplan, but where individual arrangements are made for securing the provision of infrastructure, either to serve specific developments or to make provision for future developments, building in a mechanism to recover future costs most probably through a bonding arrangement. This is the broad approach that Crowther Homes has taken in securing the provision of fresh water to serve their initial development north-west of Wigton Road. While the infrastructure providers are required under statute to service developments, this is clearly not their preferred approach in this case as the piecemeal delivery and upgrading of infrastructure will be costly and likely to be inefficient. This approach is also unwieldy in terms of identifying off-site commitments, and is unlikely to be responsive to individual development programmes.
- 10.8 In the first instance, it will be necessary for the various developers to identify the specific burdens being placed on individual phases, as well as the burdens common to the development as a whole. This exercise would identify the major common infrastructure works such as trunk sewers, structural landscaping, the new strategic access roundabouts on Wigton Road and Dalston Road, as well as areas of public open space, and provision for a future primary school and the park and ride facility.
- 10.9 The overall infrastructure works would then need to be fully costed. The landowners and developers should then secure a private agreement to ensure that these costs are shared on an equitable basis, given the burdens imposed by the masterplan and other planning requirements where relevant. This will require the agreement of a more detailed and co-ordinated phasing plan, which may prompt the agreement of parties to pursuing a joint approach to all, or certain sections of the development.

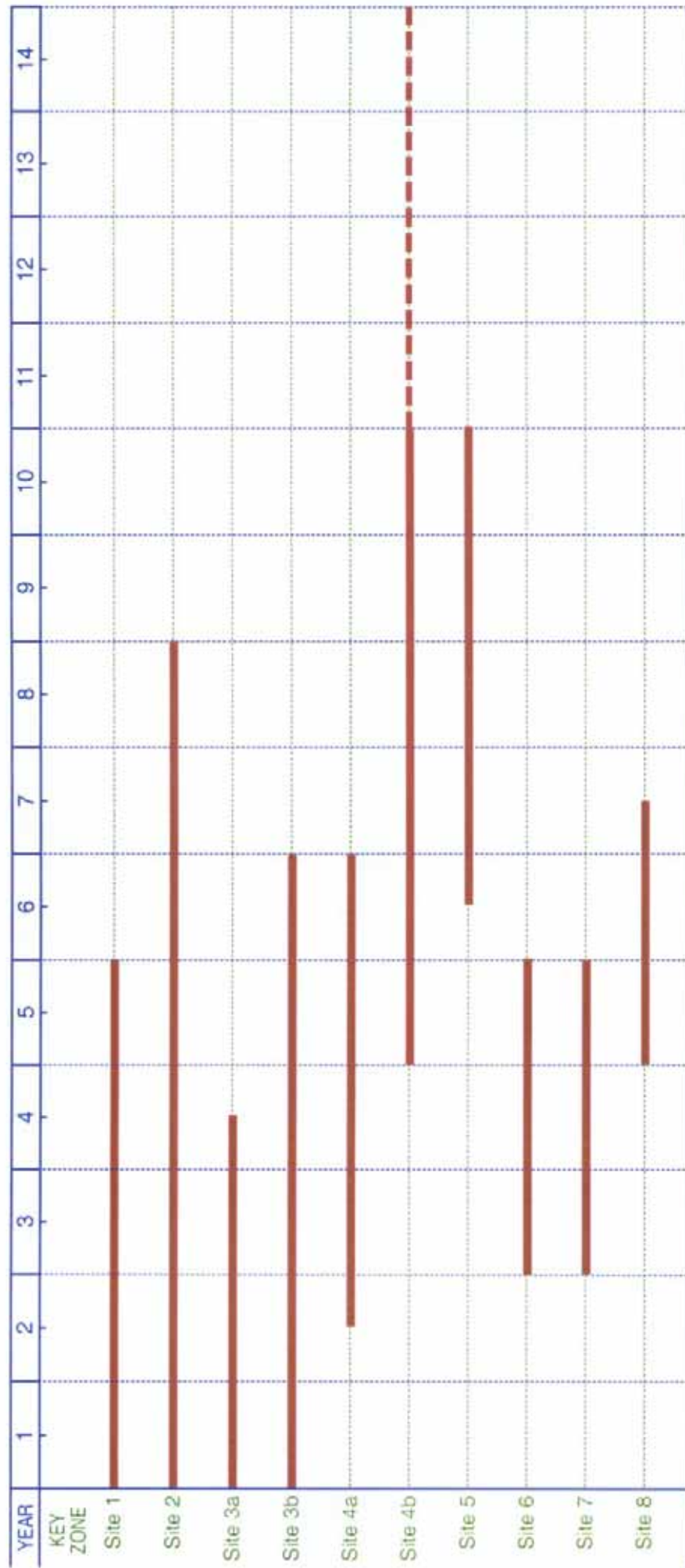
- 10.10 Each individual planning application will require, through condition or Section 106 Agreement, compliance with the masterplan. The requirements of the masterplan are only likely to be achieved if there is an agreement in place amongst the private interests on the delivery of common infrastructure and other works. The most appropriate mechanism to ensure this is likely to be a private contractual arrangement to ensure that the provision of infrastructure at an early date serving the whole development is not unfairly borne by developers who are bringing forward early phases. Similarly, other developers would need to be compensated for the costs of "unproductive" land, required to serve the whole development (e.g. open space). This agreement will raise sensitive commercial considerations and is likely to be secured outwith the planning process. However, the specific objectives of the masterplan (as opposed to the funding mechanism) would need to be delivered within the planning process, through Section 106 Agreements.
- 10.11 In taking forward a detailed discussion on costs and timing, the various developers and landowners could seek to secure a comprehensive development agreement in a number of ways. Although forming a single development entity might be viewed as radical, it should be given due consideration. An alternative approach would be to consider one or more less formal partnerships, which could address detailed costing and delivery issues, and more fully explore land swap options to bring the development forward on a structured and co-ordinated basis.

11. Summary

- 11.1 MPD and DLP have taken the initial brief and carried out further research and consultations, and produced an evolving and dynamic masterplan which has now been finalised.
- 11.2 As well as updating the views of statutory consultees, an interim public consultation exercise has been carried out to gather constructive detailed views from the local community.
- 11.3 The residential elements of the scheme have been identified in distinct phases. It is likely that the land controlled by McAlpine and Crowther's NW of Wigton Road would come forward as a separate entity. Development would also commence on the NW side of Dalston Road, adjacent to the existing residential boundary of the city.
- 11.4 Land has been allocated for a range of employment uses, with scope for flexibility in the type of accommodation that could be provided, as well as high quality complementary landmark developments including a hotel and restaurant.
- 11.5 Land remains allocated for a neighbourhood retail foodstore, the details of which will be finalised as the Council's local plan review progresses.
- 11.6 The wider transportation strategy context has been examined, and key elements such as the park and ride scheme are now shown in detail, as well as the provision of extended bus service facilities, and internal and external pedestrian and cycle linkages.
- 11.7 Significant areas of public open space are provided, as well as land for a potential future primary school. The neighbourhood retail facility also provides the opportunity to incorporate a new doctor's surgery.
- 11.8 Fresh water supply is in place, and the strategic foul and surface water drainage solution has been identified. Both a strategic and localised landscape strategy has been formulated.
- 11.9 A high quality and achievable spatial masterplan has now been produced. It is equally as important to secure a suitable delivery mechanism, and this will require further detailed discussions between the various landowners to agree an appropriate process of cost sharing and the provision of strategic infrastructure, linked to a detailed phasing plan for the various sites.

APPENDIX 1
INDICATIVE PHASING PROGRAMME

INDICATIVE PHASING PROGRAMME & DEVELOPMENT TIMEFRAME



Site 1 = Land N.W. of Wigton Road

(Crowther Homes)

Site 2 = Land N.W. of Wigton Road

(McAlpine Homes)

Site 3a = Land N.W. of Dalston Road, Phase 1 (Carlisle City Council)

Site 3b = Land N.W. of Dalston Road, Phase 2 (Church Commissioners)

Site 4a = Land N. of Peter Lane, Phase 1/W. of Dalston Road

(Crowther Homes)

Site 4b = Land N. of Peter Lane, Phase 2 (Mixed Ownership)

Site 5 = Land N. of Peter Lane, Phase 3 (Church Commissioners)

Site 6 = Employment Land

Site 7 = Neighbourhood Retail Facilities

Site 8 = Park and Ride

APPENDIX 2
CUMBRIA COUNTY COUNCIL LETTER OF 20TH SEPTEMBER 2000

**Community Economy
and Environment**

Citadel Chambers, Carlisle

Cumbria CA3 8SG

Fax: 01228 606726

Telephone: 01228 606733

john.macmurray@cumbriacc.gov.uk

Your ref:

Our ref: F6/8/15/JDM/LJH

20 September 2000

James Welch
Derek Lovejoy Partnership
5 Coates Crescent
EDINBURGH EH3 7AL

Dear Mr Welch

MORTON MASTER PLAN

I refer to our meeting on 17 August at which you showed us your proposals for the Morton Development infrastructure layout. After contacting my public transport colleagues I am now in a position to list additions and amendments that we would recommend to you to include within your proposals. In my reply I have made reference to your draft master plan tabled at the meeting and to your subsequent draft dated 22nd August 2000.

You will be aware that there is likely to be considerable local opposition to both the Morton Development proposals and to the Carlisle Northern Development Route on the grounds of adverse traffic and environmental impact. As a public enquiry may be called it will therefore be important that your proposals must be seen to ensure that as much consideration as possible is given to bus passengers, pedestrians, pedal cyclists and the disabled and that any extra traffic impact is kept to a minimum.

Park & Ride (P & R)

- The P & R car park needs to be increased from 300 to at least 450 car parking spaces in order for it to be self sustaining. This is also in accordance with the figure quoted in our Local Transport Plan.
- The P & R site needs to be served by a direct bus route which is to be dedicated to the P & R with priority measures.
- The question of funding the P & R bus service needs to be addressed.

Bus Services and Access

- The new business park will require a bus service diverted through it.
- The whole business / residential development area will probably need its own bus service to ensure that existing passengers on existing services 61, 63 and 64 are not disadvantaged by longer journeys / less frequent services.
- Bus services that will access the estate from the trunk road will probably need amendments to the existing road layouts in order to give some priority to buses and ease access.

- The proposed bus routes through the estate will require a high quality bus infrastructure ie bus stops, shelters, information boards and ramped footway access or bus boarders for people with a mobility impairment.
- To successfully achieve all of the above a partnership would need to be established with the bus operator and funding would need to be provided for any bus service extensions that may be required, at least in the initial few years of operation in the expectation of commercial viability in the future.

Pedestrian, Cyclist and Wheelchair Access

- On your 22nd August edition a combined cycleway / footpath that you have shown as a red dashed line linking Dalston Road and Hebden Avenue (off Queensway) definitely should be provided. A segregated facility that would separate cyclists and pedestrians would be particularly useful, especially for mothers with prams and wheelchair users who may feel particularly vulnerable when sharing facilities with cyclists. Some crossing provision will be required across Wigton Road.
- I would recommend also that pedestrian / cycle / wheelchair routes should also be provided to link all the existing and proposed housing estates en route, the business park, the neighbourhood food store, the proposed primary school and games pitch and the Morton Secondary School from this through route.
- Provision should be made for a combined cycleway / footpath within the business park highway network.
- Provision should also be made for cyclists along the proposed footpath that will link the estate developments to the entrance to the Pirelli Tyre Factory. This was actually shown as a cycleway in your first edition but only as a footpath in your 22nd August edition.
- Two crossing provisions should be included within your master plan for pedestrians / cyclists / disabled across Dalston Road to 1) link to the National Cycle Network and to 2) link to the tyre factory and the Carlisle Crematorium.
- There will also be the necessity of providing vehicular access to the foul water pumping station site which you have indicated opposite the tyre factory entrance.
- Finally a continuous footway should be provided along Wigton Road, Peter Lane and Dalston Road along the boundary of the proposed development to link the accesses to the existing and proposed developments.

I trust that my comments may be useful to you in your continuing work in the development of the master plan for Morton. Please contact me if you require further assistance.

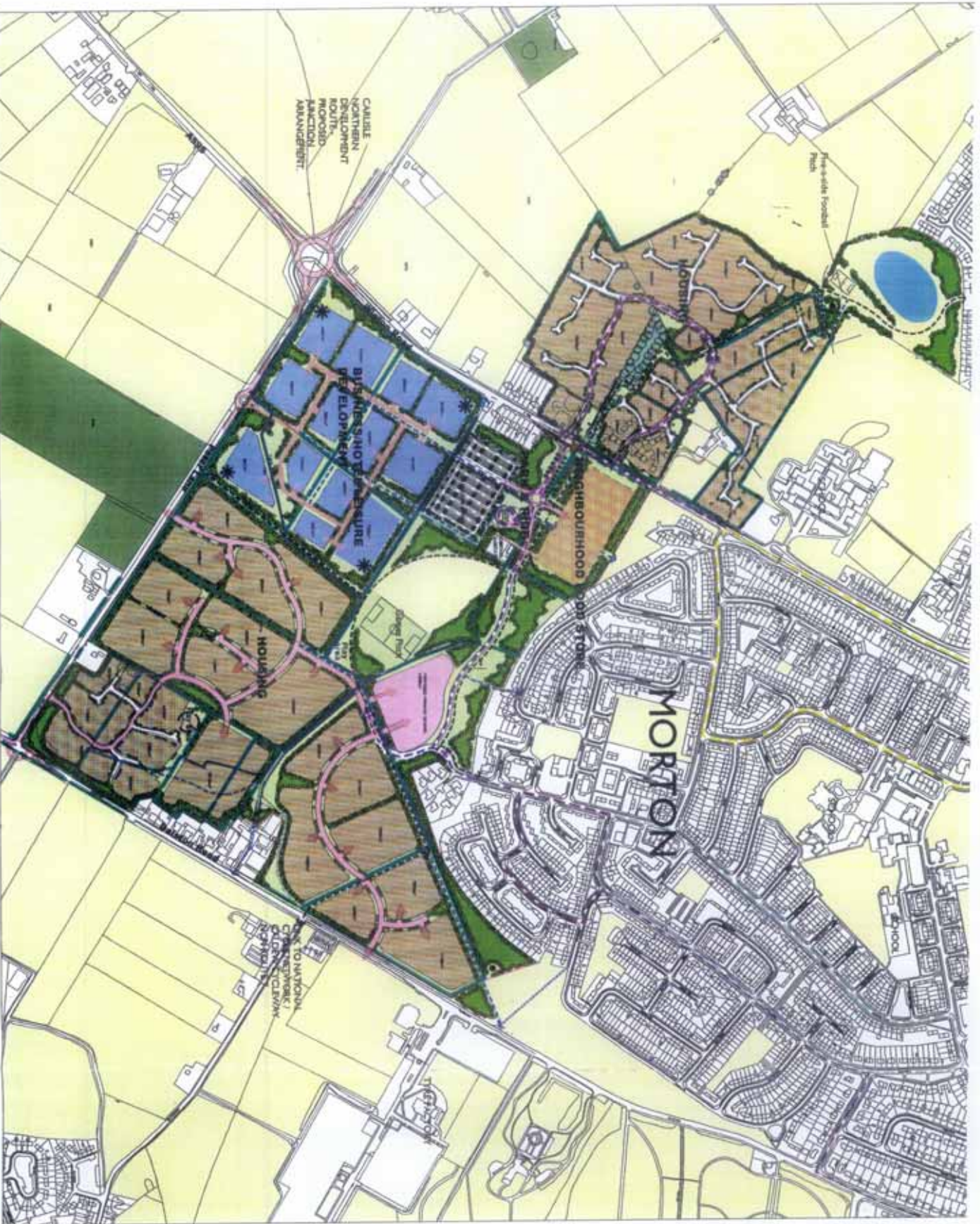
Yours sincerely



John Macmurray
Transport Programming

PLANS

- 1. Development Framework
- 2. Development Sites
- 3. Landscape /open space commitment



Carlisle
Council
Alfred H. Alpine
Chairman
Commissioners

MORTON MASTERPLAN, CARLISLE DEVELOPMENT FRAMEWORK

August 2000 (rev Jan 2001)

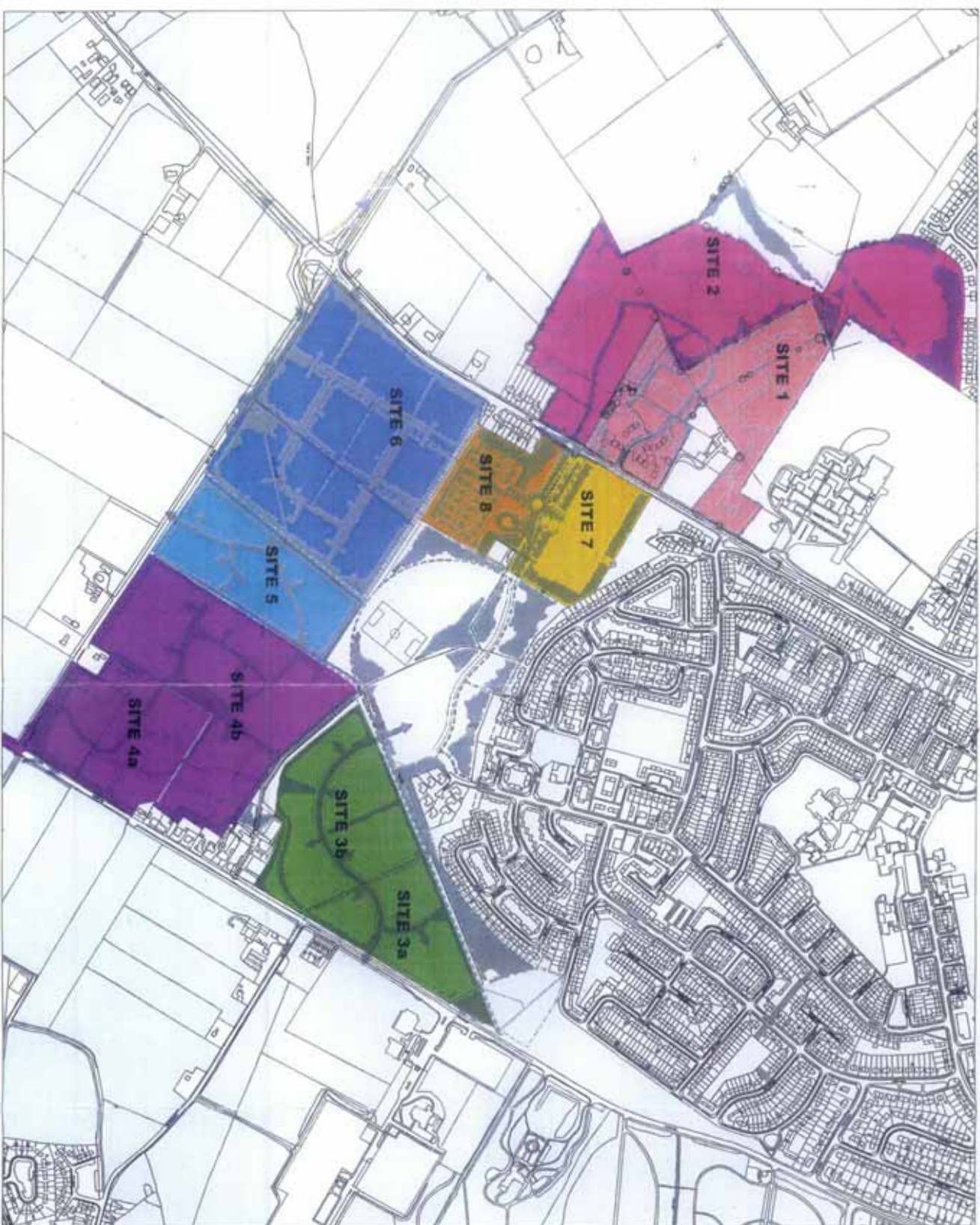


Plan 1

- KEY**
- EXISTING DEVELOPMENT
 - HOUSING - LOW DENSITY
 - HOUSING - MEDIUM DENSITY
 - HOUSING - HIGH DENSITY
 - HOUSING - MIXED DENSITY
 - HOUSING - MIXED DENSITY (WITH 10% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 20% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 30% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 40% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 50% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 60% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 70% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 80% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 90% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 100% LOW DENSITY)
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 - HOUSING - MIXED DENSITY (WITH 170% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 180% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 190% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 200% LOW DENSITY)
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 - HOUSING - MIXED DENSITY (WITH 290% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 300% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 310% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 320% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 330% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 340% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 350% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 360% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 370% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 380% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 390% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 400% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 410% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 420% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 430% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 440% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 450% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 460% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 470% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 480% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 490% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 500% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 510% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 520% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 530% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 540% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 550% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 560% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 570% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 580% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 590% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 600% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 610% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 620% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 630% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 640% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 650% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 660% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 670% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 680% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 690% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 700% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 710% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 720% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 730% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 740% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 750% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 760% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 770% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 780% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 790% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 800% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 810% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 820% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 830% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 840% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 850% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 860% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 870% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 880% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 890% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 900% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 910% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 920% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 930% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 940% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 950% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 960% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 970% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 980% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 990% LOW DENSITY)
 - HOUSING - MIXED DENSITY (WITH 1000% LOW DENSITY)

Scale 1:2500 drawing not

mappin



Plan 2



Scale 1:2500 drawing num

mapping

MORTON MASTERPLAN, CARLISLE

DEVELOPMENT SITES

22nd September 2000

MORTON MASTERPLAN, CARLISLE
LANDSCAPE/OPEN SPACE COMMITMENT

20nd September 2000



Plan 3

Scale 1:2500 drawing not

map in

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