



development brief

land south of Moor Road, Longtown



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CARLISLE
CITY COUNCIL



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1 Introduction

- 1.1 This development brief has been prepared to assist potential developers of the above site. It amplifies Local Plan policy, and provides guidance on the interpretation of Government planning policy. It also promotes high standards of layout and design. The site is owned by the City Council. Under the City Council's code of conduct for dealing with planning matters, a development brief is required prior to Council owned sites being marketed. Following consultation with local residents, statutory undertakers and the local Parish Council amongst others, the brief was approved by Members of the City Council's Executive at its meeting on 28th April 2003 and formally adopted as Supplementary Planning Guidance by Council on the 15th July 2003.
- 1.2 The brief sets out the current status of the site, and the nature of the surrounding area. It then goes on to discuss the relevant policy framework, from a national to a local level, and how any planning application will be judged against such policies. Advice is also given on more detailed matters of design, including site layout and landscaping, parking, access and traffic issues.

2 The site and its surrounding environment

- 2.1 Longtown is a small market town. It has a range of local services including a variety of shops, banks and building societies, a modern community centre, a primary and a secondary school, and a range of different types of public open space. It also has a busy livestock auction mart, and two small industrial estates which provide a range of different units and uses, together with some undeveloped land earmarked for employment uses. There are good public transport links to Carlisle.
- 2.2 The land south of Moor Road extends to 0.7 hectares and is currently an area of unmaintained and overgrown rough grassland, dotted with shrubs and small trees. It is bounded to the north by Moor Road, to the south by public playing fields, the east by open countryside and the west by residential development at Lochinvar Close.
- 2.3 The adjacent land uses to the north and west are residential, with a mix of single and two storey flats and houses, either semi detached or in terraces. The topography of the area is relatively flat, and there is a watercourse to the south of the site which drains into a pond on the public playing field.



3 Planning Policy Framework

- 3.1 Planning Policy Guidance (PPGs) notes set out the Government's policies on different aspects of planning. They are a material consideration when considering planning applications. The Cumbria and the Lake District Joint Structure Plan sets out strategic policies for the County, and the Carlisle District Local Plan sets out local and detailed policies which are either site specific or area based policies. Together these two plans make up the development plan for the area. Under section 54A of the Town and Country Planning Act, all planning decisions must be made in accordance with policies in the development plan, unless material considerations indicate otherwise.
- 3.2 PPG 3 Housing outlines the Government's objectives for new housing. The PPG makes the distinction between greenfield and brownfield sites. The land south of Moor Road is classed as a greenfield site. PPG 3 states that previously developed sites, (i.e. brownfield) sites should normally be developed before greenfield sites. However, a survey of Longtown has revealed that there are limited brownfield alternatives. A site at the former sawmill on Netherby Road, already has planning permission for residential development.
- 3.3 As the land south of Moor Road is on the edge of Longtown, it can be classed as a small urban extension. PPG3 states that urban extensions are likely to prove the next most sustainable option after building on appropriate sites within urban areas, especially where it is possible to use existing infrastructure, and where there is good access to public transport and local facilities. This site satisfies these criteria. The site is within walking distance of the town centre and is close to primary and secondary schools and leisure facilities.

4 Creating mixed communities:

Preliminary work for the Longtown Market Towns Initiative Action Plan has indicated a need for additional housing in Longtown to help counteract the depopulation trend. It is therefore important to encourage housebuilders to invest in the town, and by doing so to create a better socio economic balance through developing a mixture of larger private houses and houses available for shared ownership. This is in line with advice in PPG 3 which states that the Government believes that it is important to help create mixed and inclusive communities which offer a choice of housing and lifestyle.

Development principle: the City Council will encourage the development of a mixed and balanced community on this site in line with advice in PPG 3 that new housing developments should secure a better social mix by avoiding the creation of large areas of housing of similar characteristics.

5 Density and affordable housing:

PPG3 makes reference to the need to avoid the inefficient use of land, and states that local planning authorities should encourage housing developments which make more efficient use of land, i.e. between 30 - 50 dwellings per hectare net. This advice supersedes Local Plan Policy H1, which only makes provision for 22 houses on the site.

- 5.1 Structure Plan Policy 32 makes provision for land for affordable housing on large sites, through negotiation, to meet proven local needs.
- 5.2 Local Plan Policy H8 makes provision for affordable housing on large sites, and states that this site should accommodate 6 units of affordable housing. However, this is based on out of date information. There is an identified need for affordable housing in Longtown. Preliminary work for the Longtown Market Town Initiative Action Plan identified a need for 20 units of social housing and 20 units of private housing on this site. To establish what the actual current need is, the City Council and the Cumbria Rural Housing Trust are currently carrying out a local housing needs survey, due to be completed in May 2003. The findings of this current survey will establish the number of affordable social housing units

that are needed locally, the type and tenure. In the meantime the City Council's Environmental Protection Services (Housing Development) estimate a need for 12 units of affordable housing on this site.

Development principle: any submitted development scheme will be expected to take into account the findings of the local housing needs survey currently being undertaken by the City Council and the Cumbria Rural Housing Trust. The survey will establish current local housing need - the numbers of affordable housing units needed, the type of units and tenure. In terms of housing density, any development scheme will be expected to provide between 30 - 50 dwellings per hectare net.

The Council will need to be satisfied that affordable housing on the site remains affordable in perpetuity. The most appropriate means to ensure this is through the involvement of a Registered Social Landlord.

6 Greening the residential environment:

the current landscape of the site would benefit from environmental enhancement. PPG 3 states that the Government attaches particular importance to the greening of residential environments. Good landscaping can enhance quality, assist the permeability of land for storm drainage and contribute to biodiversity.

- 6.1 Local Plan Policy E9 ensures that suitable landscaping schemes are an integral part of new development on the edge of existing settlements. The relationship of such development with the adjacent countryside needs to be sensitively handled, and care taken to ensure that the development integrates with its surrounding environment.

Development principle: landscaping should be an integral part of new development and opportunities should be taken for the retention of existing trees, hedges and shrubs, and for new planting, especially on the boundaries of the site. A detailed landscaping scheme will be required as part of any planning application for the site.

7 Designing for quality:

PPG 3 states that the layout of new development can improve the quality and attractiveness of residential areas. The Council welcomes comments from local residents on the type of residential environment they wish to see on this site.

7.1 PPG 1: General Policy and Principles deals with matters of design. It states that new buildings and their surroundings have a significant effect on the character and quality of an area. The appearance of a proposed development and its relationship to its surroundings are therefore material considerations in determining planning applications. Any applicants for planning permission on this site should be able to demonstrate how they have taken account of the need for good design in their development proposal and that they have had regard to relevant development plan policies as set out in Appendix 4.

Development principle: in accordance with the requirements of PPG1, applicants for planning permission on the Moor Road site should, as a minimum, provide a short written statement setting out the design principles adopted as well as illustrative material in plan and elevation. This material should show the wider context and not just the development site and its immediate adjacent buildings.

7.2 Structure Plan Policy 4 recognises that there is scope for improvement in the environment of many towns. The policy requires high standards of design for new development as one of the measures to improve the quality of the environment within and around towns.

7.3 Structure Plan Policy 25 seeks to ensure that all new development is of high quality by requiring that the siting, appearance and landscaping aims to enhance the quality of the existing environment. The development and its landscaping should aim to be more than neutral, and should contribute positively towards the enhancement of the local area.

7.4 Local Plan Policy H16 requires high standards of design for new housing developments. The policy and explanatory text emphasise the importance of the relationship between new development and existing residential development, in particular the need to respect the privacy and amenity of adjacent houses.

The use of good quality materials is essential throughout the development and should be used in a way, which integrates the whole development such as block paving for driveways and grey slate or roof tiles, and a mixture of render and brick for external walls. The design of individual dwellings should be simple and uncluttered, without unnecessary, fussy or contrived detailing.

Continuity in the use of materials is important. Roofs should have simple 35 - 45 degree pitches and use dark slate or tiles. Windows should have simple proportions and associated detailing and be defined by lintels and sills. Rainwater goods should preferably be black. Driveways should be defined in a contrasting material, preferably either block pavers or tarmac, with contrasting edge treatment.

Screen walls or fencing should be of a consistent design and detail throughout the development.

8 Promoting energy efficiency:

- 8.1 PPG 3 advises that more energy efficient new housing should be promoted where possible. This advice is reflected in paragraph 4.91 of the reasons/explanations to Policy H16 of the Local Plan.
- 8.2 Consideration should therefore be given to ways of making the dwellings energy efficient, for example through careful attention to aspect, design, selection of building materials and high standards of insulation. The orientation of dwellings should make the optimum use of sunlight. Living rooms and rear gardens should where possible have a southerly or south westerly aspect

9 Access for the disabled:

paragraph 33 of PPG 1 and Local Plan Policy H15 advises that proposals for the development of land provide the opportunity to secure a more accessible environment for everyone, including wheelchair users, other people with disabilities, elderly people and those with young children. Developers are encouraged to consider the issue of access at an early stage in the design process. The City Council's Access Officer is able to offer advice to developers and has produced adopted guidelines - *"Better Access, Practical Building Details"*.

Design principle: any proposed development will be required to take into account the needs of people with disabilities in all matters of design, layout and access/car parking.

10 Design against crime:

Local Plan Policy H16 states that planning out crime is a matter to be considered within new housing developments. The Council has adopted Supplementary Planning Guidance (SPG) 'Designing Out Crime in Residential Areas'. The SPG gives detailed guidance for new housing developments.

Development principle: any planning application for this site will have to demonstrate how the new development has been designed to have regard to the advice in the adopted SPG, 'Designing Out Crime in Residential Areas'. Developer(s) are urged to work in partnership with Cumbria Constabulary's Community Safety/Architectural Unit and apply for a 'Secured by Design' (SBD) award. Further details on the design principles required can be obtained from Andy Hunton, Community Safety/Architectural Liaison Officer. Direct telephone number (01768) 218291.

11 Parking standards and Road Layout:

- 11.1 PPG 3 states that developers should not be required to provide more car parking than they or potential occupiers might want, nor to provide off street parking when there is no need, particularly in urban areas where public transport is available. Advice in PPG 3 supersedes Local Plan policy in relation to parking. As the Carlisle District Local Plan parking standards have not yet been reviewed, the developer will be required to comply with the advice in PPG 3 concerning parking.

Development principle: the level of parking provision adopted should reflect the household type, type of housing and its location. Car parking standards that result, on average, in development with more than 1.5 off street parking spaces per dwelling are unlikely to reflect the Government's emphasis on securing sustainable residential environments.

- 11.2 Road layout is an essential part of any development pattern, and if the way in which roads interrelate and define spaces is sensitively designed, they can greatly enhance the environment of a development. Any developer must have regard to the advice set out in the Cumbria Design Guide, Volume One, Layout of New Residential Developments.

The scope for providing shared surface roads and or shared driveways to proposed dwellings should be explored, as it allows for the creation of layouts within which the road layout will not dominate other features.

It is also important that walking and cycling are encouraged and made provision for as alternatives to using a car. The facilities within Longtown centre are all within walking distance of the site. Policy T15 of the Local Plan seeks to ensure that all new development is designed to provide safe and convenient access for cyclists and pedestrians.

Development principle: traffic calming measures to reduce speeds are likely to be required where the car will have priority over pedestrians and cyclists. However, in small residential groupings, priority should be given to pedestrians and cyclists who should be able to move about safely and confidently. This can be achieved by changes in surface material and texture.

- 11.5 In relation to access to the site, Cumbria County Council have raised no objections in principle to a new access point from Moor Road onto the site, subject to the following requirements:
1. the estate road should be designed and constructed in accordance with the Cumbria Design Guide for New Residential Developments;
 2. minimum junction spacing of 20m should be provided in order to avoid a crossroads with Stackbraes Road;
 3. a visibility splay of 90m x 2.5m should be provided along Moor Road from the estate road junction;
 4. a footway and lighting scheme should be provided along Moor Road to connect the estate road to Lochinvar Close. The footway should be constructed within the existing 2m wide grass verge.

12 Archaeology

- 12.1 The County Archaeologist has advised that whilst there are no known archaeological features on the site, the general area displays much evidence of prehistoric and Roman settlement. It is therefore considered that the development area has the potential to produce previously unknown remains of prehistoric and Roman date.
- 12.2 Any applicants for planning permission should commission their own archaeological assessment of the site prior to the determination of the planning application. It is likely that this will need to be a field evaluation in order to provide a sufficient basis for assessing the archaeological potential of the site. This is in accordance with Policy E31 of the Carlisle District Local Plan, Policy 26 of the Cumbria and Lake District Joint Structure Plan and the advice given in PPG note 16 - Archaeology and Planning.

13 Alternative Proposals

- 13.1 Recent work undertaken in support of the Market Towns Initiative for Longtown identifies a number of requirements to support the local community in the Longtown area. Reference has been made to the location of a doctor's surgery on this site.
- 13.2 The Local Plan contains policy L18 Branch Surgeries which identifies proposed urban neighbourhoods or rural settlements as potential locations for such development provided a number of criterion can be met. Policy H2 Primary Residential Areas also considers that proposals for development other than housing may be acceptable provided they do not have an adverse impact on residential amenity. The reasoned explanation at paragraph 4.32 includes reference for this policy to land allocated under Proposal H1.
- 13.3 It is therefore possible for the site to accommodate a doctor's surgery under these policies dependent upon the impact generated by such a development on residential amenity. A mixed use development for the site would be considered a more intensive use of the site.

14 United Utilities, Cumbria Fire Service and Environment Agency requirements

- 14.1 The requirements of the above statutory undertakers are set out in the following three appendices.

Appendix 1

1 United Utilities requirements.

- 1.1 United Utilities has informed the City Council that a water supply can be made available to any proposed development. The following requirements apply:
1. a separate metered water supply to each unit at the developer's expense and all internal pipework to comply with current water supply (water fittings) regulations 1999.
 2. the United Utilities water mains will need extending to serve any development on the site. Any developer may be required to pay a capital contribution, and will need to sign an agreement under Sections 41, 42 and 43 of the Water Industry Act 1991.
 3. the applicant must undertake a complete soil survey as and when land proposals have progressed to a scheme design, i.e. development and results submitted along with an application for water. (This will aid in the United Utilities design of future pipework and materials to eliminate the risk of contamination of local water supply).
 4. if possible, the site should be drained on a separate system, with foul drainage only connected into the foul sewer.
- 1.2 Any applicant for planning permission must discuss full details of the site drainage proposals with United Utilities sewerage agent, currently Carlisle City Council, Drainage Section (01228 817451). As from 1st April 2003, any enquiries regarding site drainage should be directed to United Utilities Service Enquiries on tel. 0845 7462200. At the stage that any application for planning permission is granted, the applicant should contact United Utilities Service Enquiries on 0845 7462200 regarding connection to the water mains.

Appendix 2

1. Environment Agency requirements

1.1 The Environment Agency has advised that the watercourse situated to the south of the site is not main river, but is classified as 'critical ordinary watercourse'. There are embankments running parallel to the open section of watercourse which may offer some flood protection.

1.2 The Agency makes the following recommendations:

1. under the terms of the Water Resources Act 1991 and the Land Drainage Byelaws, the prior written consent of the Agency is required for any proposed works or structures either affecting or within 8 metres of the tidal or fluvial flood defence.
2. that no development takes place within 8 metres of the landward toe of the embankments and thus the watercourse. Future access for maintenance and other activities must be considered and not compromised by any development.
3. with reference to the disposal of surface water from the development, the Agency would recommend the use of sustainable drainage systems (SuDS) to mitigate the impact that the creation of large impermeable areas would have on the local surface water drainage system, and to address any potential water quality issues.
4. the Agency requests that the rate of surface water run off from the site remains at the current pre-development rate, and as such would request that any developer provides suitable calculations confirming pre-development run off rates.

Once a rate has been established and agreed by all relevant authorities, then discharge from the proposed development should be calculated for storm durations of 1 - 24 hours for return periods of 2 to 100 years. For any return period the peak discharge from all the different storm durations should not exceed the appropriate allowable discharge.

5. the Agency recommends that prior to any development commencing, the developer provides a comprehensive drainage strategy for the whole site. In accordance with the guidelines of PPG 25 Development and Flood Risk, a development of this size, whilst not located within an indicative flood plain, may contribute significantly to the rates of surface water discharge and hence warrant the need for a flood risk assessment. This assessment could form part of the complete drainage strategy of the site and thus include details of the impact of the development on the downstream catchment.
6. United Utilities (Water) Plc should be consulted on any planning application, and be requested to demonstrate that the sewerage and sewage disposal systems serving the development have sufficient capacity to accommodate the additional flows, generated as a result of any development, without causing pollution.

Additional information: the River Esk is approximately 1.8km downstream of the site. It is a good salmon and otter river. Additionally the River Esk flows into the Upper Solway Flats and Marshes SSSI, SPA, Ramsar and Solway Firth cSAC and as such it is important to ensure that good water quality is retained.

Appendix 3

1. Cumbria Fire Service Requirements

- 1.1 Water for fire fighting purposes is severely limited. The water supply to any proposed development should be capable of providing an adequate supply of water for fire fighting purposes in accordance with Appendix 5 of the national guidance on the provision of water for fire fighting. Further information can be obtained from W. Walton, Divisional Officer Fire Safety, Cumbria Fire Service, Carlisle. Telephone (01228) 815340.

Appendix 4

Development Plan policies

Cumbria and the Lake District Joint Structure Plan 1991 - 2006

Policy 4 - Environment in Towns

The quality of the environment within and around towns will be upgraded for the benefit of residents, visitors and the local economy by high standards of design for new development, by improvements to existing buildings, ground surfaces and spaces, and by measures to reduce the impact of traffic.

Policy 25 - The Quality of Development

The siting, appearance and landscaping of all new development and alterations should aim to enhance the quality of the existing environment. It should be in keeping with the local character of the townscape or landscape, be well integrated with the existing pattern of surrounding land uses and, where appropriate, be in keeping with the local vernacular tradition. Normally development should make proper provision for access by disabled persons.

Policy 26 - Sites & Buildings of Architectural, Historic or Archaeological Importance

Development and other land use changes which fail to preserve or enhance the character or appearance of Conservation Areas or which damage, obscure or remove important archaeological sites or other historic features, or are detrimental to the character or setting of a Listed Building or Ancient Monument will not normally be permitted.

Policy 32 - Land for Affordable Housing on Large Sites

On large housing developments some provision should normally be made through negotiation for affordable housing to meet proven local needs.

Carlisle District Local Plan

Proposal H1 - Allocation of Housing Land

To provide for housing needs an additional 4 664 dwellings are required between April 1st 1994 and April 1st 2006. Making allowances for sites with planning permission and windfall sites provision, land for a further 2 146 dwellings is allocated for primary residential purposes, providing for a variety of housing needs. These additional sites are:

1 - 10 various throughout Carlisle, Brampton and Dalston

11 - Ladyseat, Longtown 0.87 ha 22 dwellings

Proposals for residential development not included in the above allocations will be assessed according to policies H2 - H7.

All housing developments will be closely monitored to ensure that the scale of residential development relates to the Structure Plan requirement.

Policy H8 - Affordable Housing on Large Sites

The City Council will, where appropriate, negotiate with developers for an element of affordable housing to be included in larger housing developments.

Policy H15 - Access Newbuild

Within the Plan area, where there is evidence of need, developers will be encouraged to meet the needs of disabled people. In these instances dwellings should be readily accessible for disabled people and be capable of adaptation to meet the needs of any future disabled resident.

Policy H16 - Design Considerations

High standards of design in new housing sites and dwellings will be required. Matters to be considered include: the layout of roads and buildings, footpaths and cycleways; the retention of existing trees and hedgerows; planning out crime; the provision of public open space and the relationship to adjacent development.

Policy E9 - Landscaping of New Development

Landscaping schemes will be required for development permitted on the periphery of settlements in order to integrate the development with its settlement and the surrounding countryside.

Policy E31 – Archaeology on Other Sites

On land for which there is no archaeological information, but where there are reasonable grounds for believing remains to be present, the City Council will ensure that the archaeological aspects of development proposals are examined and evaluated before planning applications are determined. Planning permission will not be granted without adequate assessment of the archaeological implications.

Policy L18 - Branch Surgeries

Proposals for the establishment of branch doctor's surgeries within established or proposed urban neighbourhoods or rural settlements will be acceptable provided that:

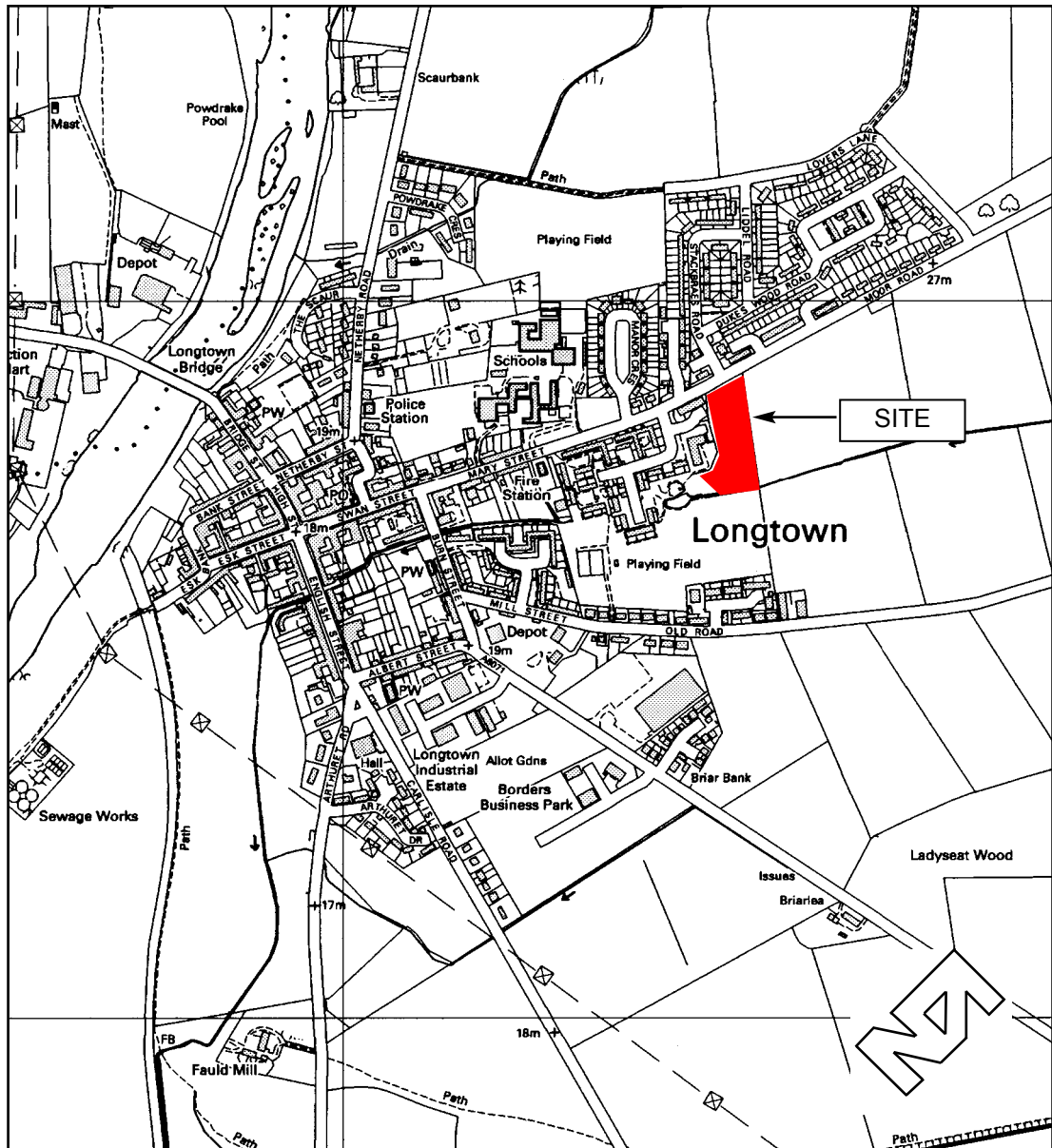
1. appropriate car parking standards can be achieved;
2. the proposal has a satisfactory relationship to the highway network;
3. there would be no significant detriment to the amenities of nearby residents;
4. concentration of several such developments is avoided in one area.

Policy T15 - Cyclists and Pedestrians

Within the plan area existing provision for cyclists and pedestrians will be protected. The improvement of provision for cyclists in the form of both highway improvements and secure parking facilities will be encouraged. All new development will be designed to provide safe and convenient access for cyclists and pedestrians. This should include the provision of secure cycle parking facilities where appropriate.

Appendix 5 Location and Site Plans

Location Plan



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Site Plan

