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This is the third feedback report on how engagement is helping to inform and shape the planning of St Cuthbert's.

St Cuthbert's was designated as one of a number of new Garden Communities via the Government's locally-led garden villages, towns and cities programme back in 2017. This reflects that the scale and location offer an exciting and transformational opportunity to plan for new settlements which align with garden community principles and will meet the future housing and other development needs for Carlisle.

Given the scale and level of ambition of St Cuthbert’s, it is critical that as many people and organisations as possible are engaged to ensure the most is made of this opportunity. This recognises that the benefits will be far and wide reaching, so it is vital that all aspects of the proposed masterplan are fully considered to ensure that there are no unintended negative impacts.

Masterplanning for St Cuthbert’s is being progressed in two stages. The first stage concluded with a strong vision for the area, including nine guiding principles, alongside a high-level concept plan showing where new development could be focussed. The second stage builds on stage one and seeks to further develop the vision and a more detailed but strategic masterplan to guide how the area should be developed.

Specifically, this document provides a summary of the engagement efforts and response to consultation on draft strategic masterplan options which took place across September and October 2019. Thoughts were invited on the strengths, weaknesses, opportunities and threats of each option and the feedback is being used to help shape a preferred option.

In keeping with previous consultations, the City Council has, aided by national funding, sought to publicise and make the consultation material available through a variety of means to maximise participation. These efforts significantly exceed basic statutory requirements and importantly have been influenced having regard to feedback from previous consultations as to how future engagements could be improved.

Interest in the project remains high with a good volume of people once again actively engaging. Thank you to those who took the time to consider and have their say on the proposals, in doing so helping to positively influence the future of Carlisle in its widest sense.
Adoption of Carlisle District Local Plan
Identifies the St Cuthbert’s area as a broad location (‘Carlisle South’) for future growth. Policy SP3 provides a strategic policy to guide the next stages of planning.

November 2016

Scoping and Visioning Consultation
Sought views from the public to inform early visioning work for St Cuthbert’s and the issues that planning for the area should address.

January - March 2018

Draft Concept Proposals and Vision Consultation
Sought views from the public on a draft vision, guiding principles and a draft concept plan for how the area could be developed

June - August 2018

St Cuthbert’s designated as one of a number of new national Garden Communities

2016

January 2017

Masterplan Framework Options Consultation
Sought views from the public on three masterplan options, inviting views on the strengths, weaknesses, opportunities and threats of each

2018

June 2018

February 2019

March 2020

Scoping and Visioning Consultation Feedback Document published

June - August 2018

September - October 2019

September 2018

June 2017

2016

2017

2018

2019

2020

The Story So Far
Adoption of Carlisle District Local Plan

Identifies the St Cuthbert’s area as a broad location (‘Carlisle South’) for future growth. Policy SP3 provides a strategic policy to guide the next stages of planning.

Draft Concept Proposals and Vision Consultation

Sought views from the public on a draft vision, guiding principles and a draft concept plan for how the area could be developed.

Final Concept Proposals and Vision Report Published

Sets out the vision, guiding principles and a concept plan for how the area could be developed.

Stage Two Masterplan Framework Options Consultation

Sought views from the public on three masterplan options, inviting views on the strengths, weaknesses, opportunities and threats of each.

September 2018
Draft Concept Proposals and Vision Consultation Feedback Document published

February 2019

Masterplan Framework Options Consultation Feedback Document published

March 2020

November 2016

January 2017

January - March 2018

June 2018

June - August 2018

September 2018

February 2019

September - October 2019

March 2020

2016

2017

2018

2019

2020
How We Consulted

Responses received via email, letters and questionnaires
171

People attended six drop-in events
581

People accessed the online virtual exhibition
730

Different organisations attended the technical stakeholder workshop
17

Hits on the consultation material on the St Cuthbert’s Garden Village website
919

External Design Review Panel members providing expertise in: urban design at scale, transport, health and wellbeing and landscape/green infrastructure
8
This stage of consultation focused on three draft masterplan options as follows:

**Option 1:** Compact Communities

**Option 2:** Connected Communities

**Option 3:** Edge Communities

People were invited to give feedback on the strengths, weaknesses, opportunities and threats of each of the options rather than expressing a direct preference for any. The opportunity was also taken to revisit the nine guiding principles, with people asked to rank those deemed most important in guiding the type of place St Cuthbert’s should be. Views were also sought on the range and scope of the proposed objectives and planning policies that should be included in the St Cuthbert’s Local Plan.

The six-week consultation (2 September - 14 October 2019) was publicised via the following means:

- The dedicated St Cuthbert’s Garden Village website www.stcuthbertsgv.co.uk - refreshed and updated to coincide with the consultation launch.
- An email to all Carlisle City Councillors.
- An email to individuals signed up to the St Cuthbert’s Garden Village mailing list.
- Letters to all landowners, known stakeholders and partners.
- Posters, flyers and summary information leaflets made available to Parish Councils and others to distribute.
- Advert and news coverage in the local media including across prime-time TV and radio slots.
- Digital banner advertising on the front of the Civic Centre.
- Social Media.

A variety of consultation methods were used to ensure as many people as possible could get involved and have their say on the options presented. Drop-in events were held with two sessions at Carlisle Racecourse; two in Carlisle City Centre; one at Cummersdale Village Hall; and one at Creighton Rugby Club in Carleton.

All sessions were well attended and provided an opportunity to speak directly with people already living in the area as well as a much wider range of interested people and stakeholders. The events were well staffed enabling people to discuss the options and/or wider project with a member of the team. Views were captured on the day by adding to a Strengths, Weaknesses, Opportunities, and Threats (SWOT) template for each of the options and/or by completing a questionnaire (also available online).

For those unable to attend one of the drop-in events, an interactive virtual exhibition (a first for the City Council) was made available online. This was promoted via social media and enabled more people to experience the consultation material as if they were present at one of the sessions. Feedback on this technology was positive with the approach highlighted within the national Garden Communities programme as best practice.

In addition we held:

- Individual and group meetings with local landowners.
- Workshops for Cummersdale and St Cuthbert Without Parish Councils.
- Workshop for Carlisle City Council’s Cross Party St Cuthbert’s Members’ Advisory Group.
- Stakeholder options workshop for technical bodies and the voluntary sector.
- Exhibition at Carlisle Ambassadors Carlisle Airport showcase event.
- An External Design Review Panel.
The scale and complexity of the proposals have not surprisingly led to a wide range of responses on a variety of different elements of the planned new Garden Communities. This section identifies the key findings.

**Green infrastructure**
The green infrastructure identified in all three options, including St Cuthbert’s Greenway, tree planting and the green spaces within development parcels, gathered a positive response. There was significant support to have orchards and allotments included within the final designs. It was also considered that accessible green spaces can help with community integration. There were suggestions that parks and green spaces could become water catchment areas and that their design and layout should promote opportunities for sport and physical activity. Some people commented that there was potential to create public open space around the edge of the racecourse. The importance of having robust management strategies in place was stressed. However, a number of issues were raised in relation to how the greenway would connect with Cummersdale, Carleton and Carlisle, and importantly how it would cross existing barriers such as the rivers and railway lines. There will be a need to assess the impact of new development on existing sports facilities in the area, together with looking at the potential need for enhancements to those facilities together with new provision. An up to date needs assessment will underpin this work.

**Socially inclusive**
There was a strong feeling, including from the parish councils, that new development must benefit the existing communities along the southern edge of Carlisle, and indeed Carlisle as a whole. Suggestions as to how this could be met included through better connections e.g. broadband, footpaths, cycleways, bus routes etc, and through providing a range of new facilities currently lacking in nearby communities.

**Density, layout and design**
Many people commented on detailed design elements such as density, flexibility of space, the need for bungalows, the protection of key views, self-build, space around homes etc. Average densities were generally considered to be too high across all three options, and in particular in the areas around Durdar and Cummersdale. People felt that the densities shown did not reflect the local surroundings and would result in new places with quite an urban feel. However, there was also a recognition that lower densities and more dispersed clusters of development can make connecting new communities more difficult, not only on foot and bicycle, but also by public transport.

People told us of examples where parking has not been well designed into new housing areas, or where parking creates problems such as along old Victorian terraces which were not designed with cars in mind. The need for easy parking for future homes was raised. People did not want to be forced to park on road sides. Car parking facilities for those that car share, or for social groups such as walking groups are also seen as a necessity as these groups are already in existence.

Whilst some people expressed a desire to see contemporary architecture and more modern designs, others wanted to see more vernacular building styles. It was felt that the extension of the urban area, if properly designed, could bring benefits to existing communities. The need to retain clear uninterrupted views of the setting of the area, which comprises the fells of the Lake District National Park and World Heritage Site, the North Pennines AONB and the Scottish Hills, was seen as a key element of the design and layout of the villages.

The issue of how existing and new development will blend together was also raised, with a strong desire for either a landscape buffer, or for similar properties to be built, i.e. bungalows adjacent to bungalows.
Phasing
Concerns were raised that the phasing of development should aim to minimise disruption to existing and new residents. Another comment raised the issue of viability being crucial to delivering sites and that sites that were able to be delivered quickly should be considered within early phases.

Utilities providers in particular were keen that the delivery of development is guided by strategies for infrastructure which ensure coordination between phases of development over lengthy time periods and by numerous developers.

The masterplan will need to identify the phasing of the development and be clear on which areas will come forward first. Each phase of the development must demonstrate how it contributes to targets for becoming carbon neutral.

Employment
There is good strategic rationale for identifying an employment site at Junction 42. There were a number of comments querying the proposed location of employment south of the Carlisle Southern Link Road (CSLR) and suggestions that consideration should be given to the creation of flexible work space and home working opportunities. There will need to be opportunities to walk and cycle to employment areas, including existing places of employment in the city as well as any new areas. The role of the City Centre in creating more employment space should not be overlooked. It was also suggested that any employment premises should also be of an equally high-quality design to that which is proposed for the housing areas.

Cummersdale
A significant level of concern was raised to all three options. These concerns centred around both volume and density of development proposed adjacent to their village and the potential threat to loss of village identity. Concerns were also raised over existing surface water flooding issues, the impact that extra traffic might bring, loss of wildlife, noise disturbance and threats to local heritage. It was also felt that by proposing a new school in the area, this would lead to a ‘them and us’ scenario with the existing village school. Many individual letters were received suggesting that the final figure for Cummersdale should be reduced by 300, and another letter suggesting that the figure in option 1 might be more acceptable if the layout was more dispersed. This is in the light of nearby recent housing developments opposite Cummersdale road end of a similar number of houses, and associated concerns about lack of facilities to serve the new houses.
There was a smaller level of positive response to the options for Cummersdale, which focused on the benefits that could arise from an increase in local facilities, the opportunity to create another road out of the village, and the potential to develop a more modern community building than the existing village hall. Of those who responded positively, a more consolidated form of new development was preferred, confined to a location to the west of the existing village. There will therefore be a need for sensitive and characterful design to any development near Cummersdale to address concerns about threats to the character and quality of the area.

Community facilities and wider supporting infrastructure
The location of proposed community facilities attracted a strong response, with many considering in particular that the community facilities at Carleton should be sited where they can also be easily accessed by existing residents in Parkland Village. It was proposed that in general community facilities would be better located in a multi-use building or hub, where a number of different uses could co-locate. This can help such facilities to be managed efficiently and to be more financially sustainable. It was considered that too many retail or service centres in Durdar could be unsustainable.

Concerns were expressed about the ability of present infrastructure to cope. The full range of future infrastructure needs to be shown on the plans. The need for a co-ordinated approach to phase the delivery of development with any supporting infrastructure was also highlighted. Each phase must have regard to interconnecting phases in respect of utilities infrastructure. Whilst all options have opportunities to provide much needed schools some people questioned the need for the number of schools shown.

Transport and movement
The need for the design and layout of new development to enable active travel and increased public transport was highlighted. These measures can also lead to physical and mental health benefits. Path surfaces should be designed for accessibility for all where possible so that wheelchair and pushchair users can safely move about. There was a strong feeling that more work and greater clarification on this is needed.

Many responses, whilst preferring more spacious layouts at lower densities, also realized that this can create some difficulties in connectivity in terms of both walking and cycling, and also provision of bus routes. Some highlighted the importance of ensuring that any transport and movement strategy is part of a city-wide strategy and not be confined to the new Garden Communities. These networks also need to connect into the city, and out into the wider countryside.

It was considered that Durdar could become a focal point for bus services given the level of development proposed. Segregated entry points into the site for public transport could design out potential conflict points between buses and other users. There is an opportunity to create a high-quality bus corridor from the garden village into Carlisle, whilst small clusters of development may be easier to integrate into bus routes.

There was a strong desire to see schools and other community facilities located where they are most accessible to existing and future residents to encourage walking and cycling with connections into existing cycle infrastructure, which may also need upgrading e.g. Caldew Cycleway.

People told us about local traffic conditions and concerns were raised about whether the wider road network, in particular on the main routes into the city centre, could accommodate the extra traffic that would be generated by the new development.

Drainage and flood risk
Due to recent high levels of rainfall in the Autumn, concerns were raised over an increase in surface water flooding. People were keen to see the publication of a comprehensive drainage strategy, setting out how surface water flooding would be alleviated, and what sustainable drainage solutions would be designed into the development of the new villages. In response to this, and as part of their ongoing engagement with landowners, Carlisle City Council has been gathering local information on surface water flooding to help inform the forthcoming drainage strategy.
Environment/Biodiversity
It was raised that whilst agricultural land can sometimes be quite low in biodiversity, the existing trees, woods and hedgerows, together with the river corridors, can provide a network of habitats for wildlife. There was a recognition that gardens can support a higher level of wildlife than agricultural monoculture. There was a desire to see increased tree and hedgerow planting, filling existing gaps, and creating new habitats.

There were concerns over the disruption that would occur to wildlife during construction. People felt that more tree buffers, the retention of hedges and improved natural water features would all help to improve biodiversity.

Opportunities should be taken for greater biodiversity enhancements and the creation of more natural and semi-rural character areas within the development. Wildlife corridors were seen as a key element to retaining and enhancing wildlife habitats. There is also a community role for encouraging people to have more of a connection with the outdoor and the natural world.

Natural England seek to encourage and support the delivery of measurable biodiversity net gain.

Options showing lower land take were generally considered to enable larger areas of countryside and natural environment to remain connected and therefore provide a critical mass of habitat and offer better opportunities for biodiversity net gain.

Carlisle Southern Link Road as a southern boundary to development
There were some strong, but mixed, views on whether the Carlisle Southern Link Road (CSLR) should be seen as a definitive barrier to any further development to the south. All three options showed proposed employment development land in this location. However, some people felt that employment uses would be better located if they were integrated within the housing areas, whilst others considered that south of the road provided a good long-term location. When considering whether south of the road was a suitable location for housing development, it was generally considered that it would be difficult to achieve a high-quality design and layout, with good connections to the rest of the garden village, if the CSLR had housing either side of it.

What's going to be special about this new place?
People were keen to ensure that the new development was not just a series of housing estates which mirrored recent developments around the edge of Carlisle over the past few years. There was a strong feeling that more work was needed on making St Cuthbert’s a place that would stand out from anywhere else and attract new people to live here but also benefit existing residents. It was considered that it was not yet clear what St Cuthbert’s was offering to Carlisle as a whole and how this could be achieved.
A consultation drop-in event was held at Creighton Rugby Club on 25 September 2019 to gather public opinion on the masterplan proposals which relate to Carleton and the surrounding area. People were invited to record their comments on a ‘SWOT’ analysis, detailing what they thought the strengths, weaknesses, opportunities and threats arising from each option were. In addition to this, a number of responses were received to the online questionnaire and in writing that specifically mentioned Carleton.

Comments generally applied across all options, rather than picking out individual aspects of each. It was observed that there wasn’t much variation in the options for land at Carleton, especially in terms of scale and potential land take in the area.

The Garlands/Parklands area is one which has been subject to much recent development over the past decade with many, but not all, residents relatively new to the area. Consequently, many attendees appeared very open to the principle of further development, and the sustainable growth of Carlisle subject to it genuinely adding to the overall attractiveness of the locality as a place to live.

One of the main concerns emerging from consultation in this area was the impact any new development could have on the existing road network. Current peak-time traffic issues on London Road, coupled with highway constraints like the narrow one-way section on Sewell’s Lonning, prompted some residents to express concern that the roads would not be able to cope with the increased transport demands further growth would give rise to. In particular, people wanted to see clear consideration of how future residents of the new garden community will travel into Carlisle and the City Centre.

There was also a lot of support for moving the proposed new village centre location at Carleton further north to enable it to better serve existing neighbourhoods as well as the new garden community. This was felt to be particularly important due to a current lack of shops and facilities within the Parklands and Garlands areas. People also emphasised the need for any new village centre to include a mix of different uses.

Opinion was split on the inclusion of a school within the new Carleton garden community, with some people raising concerns about the potential traffic problems and congestion that it could generate during peak hours, whilst others recognised the potential for it to provide recreational facilities such as sports pitches that could be used by the public after the school day. The location of any new school will be an important consideration given the need, like the new village centre, to ensure it is accessible to both new and existing residents.

There was a strong desire to protect mature trees within the area, especially those with tree preservation orders on them. The proposed green infrastructure, particularly improved cycling links was well received, but people were keen to stress that they needed to be accessible for all, to ensure that they can truly be considered integrated and sustainable transport options.

Support for self-build plots within the area was expressed, with one resident referring to the idea as being “fantastic”.

Carleton Feedback
The proposals for a new garden community close to Cummersdale received one of the strongest responses to consultation. A drop-in event was held in Cummersdale Village Hall on Wednesday 24 September 2019, but comments specifically on Cummersdale were received at the events held at Carlisle Racecourse and in the City Centre as well. The potential impact the proposals could have on the village was also raised in the questionnaire responses we received and in comments submitted directly by writing/email.

There was a strength of feeling that all three of the options proposed too much development for Cummersdale and could result in new development at densities unsympathetic to the village character. Overall, Option 1 was the most favoured, primarily because it proposed the least amount of housing in the Cummersdale area even though, conversely, Option 1 also would involve a more dense, urban style to development, which generally was flagged as being incompatible with the Cummersdale locality.

Cummersdale is located close to the urban edge of Carlisle and, in this context, there exists an understandable concern that the city may one day subsume the village. There was a clear desire to resist turning Cummersdale into ‘another suburb of Carlisle’. There was also however an acknowledgement of an under provision of services and facilities in the village and concerns raised about the general poor state of existing infrastructure, such as the village hall and associated parking.

In some cases, people recognised the need for Carlisle to continue to grow, but proposed that development be located away from Cummersdale, to the south of the route of the Carlisle Southern Link Road (CSLR). This was considered in the initial concept planning of St Cuthbert’s, but it was believed that the CSLR would act to unacceptably sever the Garden Communities from Carlisle, making it difficult to integrate proposed new transport and green infrastructure connections. Consultation on the role of the new road has also built a strong consensus that it would serve as a clear southern edge of the Garden Communities, containing development and resisting further encroachment south.

There was a perception that as the Garden Communities is a greenfield development this will inevitably mean the loss of woodland, recreational green spaces/rights of way and natural habitats. However, the Garden Communities has at its very core an objective of delivering a significant and measurable environmental net gain. This means that enhanced habitats can be created throughout the area. It also means that more accessible rights of way will be provided as part of a network of green infrastructure.

Several responses picked up on the growth scenarios that were used to justify the housing targets in the Carlisle District Local Plan 2015-2030, claiming that they were too ambitious and questioning the justification for the scale of housing proposed for St Cuthbert’s. It has never been disputed that the target for growth in the Local Plan is ambitious and is based on evidence, widely consulted on and examined by an Independent Planning Inspector in 2016. The principle of growth for the city is therefore sound, and Carlisle City Council’s ambition to continue that growth into the next plan period through the St Cuthbert’s project is considered reasonable. The principle of a new garden settlement is therefore established. Public opinion is being sought on the form and location of new development and not whether the City of Carlisle should continue to grow at all.

Major concerns were raised around flood risk. This was set against a context of a particularly wet September in 2019 and recent surface water flooding incidents on Dalston Road and Cummersdale Road arising from that. Concerns were expressed that recent major development in the area could have contributed to an increased flood risk locally. It is therefore vital that a clear and comprehensive drainage strategy is produced and made available to support the preferred option of the Masterplan at the next public consultation. This strategy is in production and will highlight how and where opportunities for surface water management and drainage systems can be integrated with the natural flow of water across the area and thus help alleviate flooding issues. Emerging planning policies will also look at reducing run off rates and incorporating sustainable drainage systems in development.
There was some disappointment at the lack of detail available in the masterplan drawings, particularly regarding proposed new road networks for the new settlements. Whilst the level of detail was appropriate for this early masterplanning stage, people were disappointed not to be able to see where exactly roads would be connecting to the existing network and moving through the proposed new development. More detail on the proposed new road network will be available at the next public consultation. Concerns about the road network also raised a debate around how people currently move in and out of the village. Some people were keen to ensure that the status quo was maintained and Cummersdale retained its single route in and out. Other people, however, were keen to see an extra route option for getting in and out of the village, pointing out that should Cummersdale Road ever get blocked then people are stuck without an alternative option. St Cuthbert’s will bring significant opportunity to invest in local road networks. A transport and movement strategy is being produced and will be made available to identify opportunities and explore this detail as the project evolves.

Cummersdale Parish Council has also played an active role in informing the consultation on the draft options for the St Cuthbert’s Masterplan. Several meetings were held with the Parish Council to keep them informed of the progression of the Masterplan prior to consultation. They also conducted their own survey of the village, which they shared with Carlisle City Council’s planning team. The findings of this survey generally reflected the comments and concerns raised by Cummersdale residents throughout consultation on the draft options and have been factored into this feedback document.

It is clearly of fundamental importance that any plan for a new Garden Community in the Cummersdale area needs to first and foremost ensure the identity and character of the existing village is conserved. There should be a strong and clear buffer between the Garden Community and Cummersdale, but this buffer must be permeable, particularly to pedestrians and cyclists, to allow Cummersdale residents to easily access the new services and facilities that will be provided as part of the new development.
Durdar Feedback

Two consultation drop-in events were held at Carlisle Racecourse on Tuesday 10 September and Wednesday 9 October 2019 between 10am and 8pm. These were well attended with 189 people visiting. The focus of the events was to present the three masterplan options and seek views on the strengths, weaknesses, opportunities and threats of each option rather than asking people to specify a preference.

Several positive points were raised about option 1. Its compact nature was seen as allowing more green space to be retained around Durdar enabling a clear separation between the urban edge of Carlisle and proposed new development as well as a significant buffer between the Carlisle Southern Link Road (CSLR) and proposed new development. Respondents also felt that the creation of a distinct recognisable community separate from Carlisle with a good range of services and facilities would lead to a more sustainable place in the long-term. It was also considered that this layout would enable good, frequent public and active transport opportunities through the inclusion of a central mobility hub, likely supporting bus priority measures coupled with effective traffic management.

The inclusion of mixed uses along the CSLR Durdar spur was also identified as a real opportunity within option 1.

Concerns were raised about the proposed scale and density of development at Durdar and the potential to alter its rural character. It was felt that more design work was needed on the connection between new and existing development particularly in respect to the number of bungalows in the Durdar area. In response some requests were forthcoming for a strong buffer between existing and new development. Many people felt that potential increases in the levels of traffic on local roads had not been adequately addressed. Our attention was drawn to localised surface water drainage in some of the fields within the Blackwell/Durdar area.

Positives associated with Option 2 for Durdar centred on the more dispersed nature of development allowing for a softer built edge and avoiding the over concentration of development. Concerns raised included the more dispersed approach with more smaller centres resulting in less cohesive communities, scale of development, the location of the hub in Durdar being on low wet ground and potential for Woodhays to become a through road. Surface water flooding was raised as a general concern for Durdar in relation to all options.

In respect of transport it was suggested that separate entry points in Durdar be created for public transport modes to ensure priority access and allow a better design to prevent potential conflict between road users. Also, whilst the mobility hub was recognised as a positive it was stated that the development should be designed in such a way to ensure that bus services would still be required to navigate the development to ensure those with mobility difficulties can easily access the services.

Again, the distance between Carlisle and new development at Durdar was raised as a positive for option 3, as was the buffer between the CSLR and Durdar. The open space identified to the rear of the Willows, the water feature, the location of the schools and retail and mixed-use areas were all seen as positives as well as the focus of development around the Black Lion as a centre. Concerns were again raised about the high density of development and that too much was focused around Durdar.
Brisco Road was highlighted as being unsuitable to take an increase in traffic and is already being used as a rat run. The high hedges and narrow width of the road, together with the absence of verges in large parts make it unsafe and unattractive to walk along.

The housing areas indicated to the north and south of Brisco shown in Option 2 were considered to be isolated and not well enough connected to the wider Garden Communities. They were also considered to have a potential negative impact on the village in terms of increased traffic.

Brisco Common is considered to be very boggy ground. All three options show a small gap between this existing area of public open space and the proposed greenway. There was concern over what would happen to this gap. There was a suggestion that Brisco Common could be linked into the wider greenspace network.

Brisco is currently proposed to be designated as a conservation area. Points were raised about the sensitivity around the edge of the conservation area boundary to any proposed development beyond it.
Option 3 is titled Edge Communities and shows a proposed urban extension to the southern edge of Carlisle, which could be progressed as a garden suburb. A significant number of comments felt that this would lead to urban sprawl with no identifiable differences to the type of development that currently exists on the edge of Carlisle. It was also considered that this option didn’t make provision for a green buffer between existing and new development. In addition there was strong objection to any building on Cammock Hill either side of Brisco Road, as this location is one of the highest points in the area and has significant views of Scotland, the Pennines and the Lake District.

Conversely there was some support for building houses around Newman School, to the west of Cammock Hill, as it was felt it would make the school less isolated and bring more children within walking distance. In addition some people felt that if adjacent development was well designed with a range of facilities including recreational facilities, this could be of benefit to existing nearby communities. It was also considered that small clusters of houses built on the edge of the city may be easier to integrate into existing bus services.

Many comments considered that some new development on the edge of Carlisle could result in the creation of a stronger link between existing and new communities. It was further felt that the creation of a high street in the vicinity of Carlisle Racecourse would strengthen this further. There was considered to be an opportunity to integrate the under-construction Newman School with the wider community, and work with the Registered Providers to identify regeneration opportunities in the adjacent housing areas.
Design Review Panel

A bespoke group of independent assessors with experience around design at scale, transport & movement, landscape/green/blue infrastructure health & wellbeing and delivery were brought together on **18 and 19 September 2019** to critically assess the masterplan framework options.

Day one started with the group familiarising themselves with the location and its setting, how it relates to Carlisle and existing settlements, the key characteristics and the current transport network through a bus and walking tour. The afternoon was focussed on understanding the evolution of the vision for St Cuthbert’s and the nine principles.

Day two focussed on analysing the three options.

**Specific comments relating to each option included:**

**Option 1:** Whilst it was recognised that it did most things well, it was considered to lack any clear innovation of character which will make St Cuthbert’s unique. This option made best use of movement corridors and encourages/enables social interaction, but more should be made of the setting and topography to create high quality open spaces.

**Option 2:** The vision for each settlement needs to be more clearly defined but the potential to deliver across different markets and products is an advantage. However, the dispersed nature of the settlements could potentially increase feelings of isolation.

**Option 3:** Recognition of the opportunity to create stronger links between the existing and new communities by strengthening a currently weak urban edge. Durdar is dispersed which can create difficulties for sustainable travel and access to services.

**Overall outcomes/recommendations:**

- Need to understand the spatial composition of the place(s) better. Need a clear understanding of how the green infrastructure, movements networks and neighbourhoods interrelate (including with the wider city). A movement strategy that allows for sustainable movement needs to be further developed.
- The green space strategy requires better definition and clarity to make clear how green and blue space will drive and inform the spatial structure and character of St Cuthbert’s. A key element of this will be a drainage strategy to define the blue infrastructure. St Cuthbert’s Greenway requires a stronger definition to clarify its exact extent and purpose as presently it does not appear to be the key unifying feature that it would be expected to be.
- Further analysis on how individual settlements can sustain local centres and how this hierarchy may work in the more dispersed options so that an appropriate model to create sustainable communities can be achieved.
- Need to clarify the key offer and provide a stronger sense of priorities to make it clear why people would want to live in St Cuthbert’s and importantly what will make it a place that stands out from anywhere else.
- Further thinking is required on how short to medium term innovative local employment opportunities can be created as part of St Cuthbert’s offer.
- Consideration should be afforded to developing a set of key performance indicators for health to inform the spatial strategy and development plan policies.
- Consideration needs to be afforded to how low carbon ambitions can be further developed.
- Ongoing consideration of delivery mechanisms should consider how these could be initially focussed on delivering strategic green infrastructure whilst being flexible enough to evolve and take on other responsibilities over time.
- Identified the need to develop a delivery mechanism that is flexible and adaptable overtime. As an example, this could initially focus on strategic green infrastructure [Start with the Park] and public realm and then take on further responsibilities such as transport, housing and community infrastructure etc.
The ongoing involvement of infrastructure providers has provided key information regarding their current and future capacity needs for the area. Supplementing this ongoing dialogue, the following dedicated events have taken place:

A meeting was held on 15 July 2019 with health professionals which brought together the Director of Public Health, NHS Primary Care, NHS Finance & Estate and North Cumbria GP lead to discuss the impact of the development on health services. Health provision is going through a period of change and innovative solutions are being sought as how best to deliver health services. St Cuthbert’s offers an opportunity to integrate within the development the infrastructure that will help deliver these solutions. i.e. excellent digital connectivity and multifunctional operational space for joint services. A commitment was made to ensure ongoing dialogue was maintained.

A facilitated workshop with infrastructure providers (including Electricity, Gas, Telecommunication, Education, Waste and Clean Water etc) was held on 25 July 2019 to inform the emerging options that were being refined for consultation. There is a commitment for each provider to undertake assessments for their services which will be shared and used to inform the ‘Infrastructure Delivery Plan’ for St Cuthbert’s.

During the consultation period a Stakeholder Workshop took place on 11 October 2019 and involved a wide range of expertise including public transport, community facilities, environmental groups etc.

The key points that were raised through the stakeholder workshop were:

Climate Change was a common thread throughout the day and could be woven into several topics that were discussed such as the need for sustainable methods of transport, the design of buildings, effective sustainable urban drainage strategy, renewable energy, digital connectivity etc. However, it was acknowledged that higher density development while offering workable solutions to many of the climate change concerns, was felt to be generally too high for the concept of Garden Communities and the area which would conflict with the locally distinctive objective. This balance will need careful consideration when developing a preferred option.

Green and Blue Infrastructure was another topic that was discussed across the options and how this can support the climate change and healthy environment objectives. Issues regarding formal and informal space were discussed together with how existing agriculture operations and further opportunities for food growing could be addressed. In addition it was felt important to achieve biodiversity net gain across the area.

Stewardship was another topic that again was discussed around several issues such as how the maintenance of the public open space and St Cuthbert’s Greenway would be done and how to support and establish strong new communities from the very start of development. This will have to be reviewed alongside the delivery mechanisms for St Cuthbert’s.
Parish Council Workshops

Workshops were held with St Cuthbert Without and Cummersdale Parish Councils on 19 September and 7 October 2019 respectively. The focus of the workshops was to explore the three options being consulted upon and allow for more detailed discussion on those areas which will have greatest impact on each Parish Council’s specific areas.

Cummersdale Parish

Common to all options were concerns over density, with the feeling that areas become very impersonal if densities are too high and that the inclusion of gardens and a feeling of space wouldn’t be achieved. Walking and cycling were raised as important aspects of the Garden Communities. There was uncertainty about the future education strategy for the village and whether the inclusion of a new school implied the existing school was to be closed. Parking was highlighted as being consistently an issue with persistent parking on pavements and roads. Concerns were raised regarding the Cummersdale Road junction onto Dalston Road which can sometimes be congested. It was felt that retirement space and the inclusion of bungalows is a must for the Garden Communities.

Questions were asked about the phasing of development as well as queries regarding employment and whether jobs will be provided before any houses are built. The Parish Council was clear that the Garden Communities must be recognised as a once in a lifetime opportunity and that community support is important for the proposals. Going forward it was stated that there was a need to specifically engage with the 20-25-year age group.

The following points were raised in relation to each of the options:

Option 1
• Not separated from existing Carlisle edge. Needs to be distinct and separate.
• Now is the opportunity to spread out the development.
• Not clear what this option delivers for Cummersdale.
• It would make sense to have the district centre between the proposed Garden Community and Cummersdale so that existing residents could benefit from it.
• Could the triangular site between Peter Lane, CSLR and Dalston Road be developed?

Option 2
• As development is more spread out, could the density be lower on the development adjacent to Dalston Road?
• The area is currently farmland and whilst there are some footpaths there is lack of access to open space. If you have higher densities, you must have access to green space.
• Must try and create high-quality green spaces which are given over to the community.
• Concerns about protection of key areas; how can these be protected for the future?

Option 3
• There should be more houses on the edge of the urban area adjacent to Currock and Upperby.
• This option for Cummersdale shows houses far too near the river - pressures on the ecology due to bringing houses near to the river.
• It would need a second vehicular access through Cummersdale.
• Highway concerns generally about how this option would be accessed.
A series of general wide-ranging comments were raised at the workshop which demonstrate a clear desire for things to be done differently. The following illustrate the points raised: Community was clearly important with it being stated that it would be good to attract developers who have a social responsibility and want to leave a legacy, that it is easier to build a community in a smaller scale neighbourhood; It was also felt that the schools on all the options should be used as community hubs.

Climate change must be addressed in all options with the potential to include solar tiles on all houses being suggested and the potential for electricity generation within the Garden Communities; need to ensure the benefits extend to existing neighbourhoods. Connectivity for cyclists is very important; an increase in traffic needs a strategy for how people will get into Carlisle; ongoing stewardship and maintenance critical and of the connections into the city.

Specifically, in relation to employment the integration of employment uses with residential is seen as a good idea with the land identified at Junction 42 giving long term flexibility whilst the integration of employment uses in the community areas, such as small workshop spaces for trades, should be addressed earlier. Existing employment land within the locality was cited as having limited/ or no capacity. The potential to develop some specialist training opportunities within the area was also raised. In respect of infrastructure, ranging from community centres to high speed broadband, early delivery was important, and questions were asked about how it would be paid for and the long-term stewardship.

Feedback was also provided on open space and biodiversity with some of the landscape ideas suggested earlier in the masterplanning process not being evident in the Options presented. What will happen in the gaps between public open space and the proposed open space on all three options? There was a desire for managed landscapes with more tree planting with a view to exploring opportunities for long term timber production and biomass. Important views and vistas should be protected.

The following points were raised specifically in relation to one of the three options:

Option 1
- There is not much differentiation between all three options at Carleton.

Option 2
- Fragmentation of green spaces could be an issue here. The blocks of housing do not seem to connect.
- Could risk losing any sense of identity because of dispersed layout.
- Perceived risk of green spaces being filled in at a later date.

Option 3
- Concerns that the ‘gap’ in terms of facilities and social opportunities is being widened between Currock/Upperby and the garden village. Option 3 has the most scope to help address this.
- Move the proposed village centre in the urban edge community into the existing urban area.
- This is the only option that mentions allotments.

The housing south of Cummersdale appears isolated.
A Members’ Advisory Group workshop was held on **30 September 2019** providing the opportunity to discuss and feedback on the three options being consulted upon. The following points were raised:

**Option 1**

**Strengths:**
- This option could allow more opportunities for sustainable travel.
- Potential to create a high street at Durdar along the spur road.
- Higher densities can be reflective of some of the area’s older villages where the houses are built very close together.

**Weaknesses:**
- The density at Cummersdale is out of character with its surroundings.
- The proposed new Garden Community near Cummersdale is closer to the existing village than anticipated.

**Opportunities:**
- Employment uses can be an integral part of the Garden Communities, but good design is critical.
- The design principles used for placemaking need to be able to contribute to community building.

**Threats:**
- There is a risk to achieving inclusivity due to the physical detachment of some of the areas.

**Option 2**

**Strengths:**
- Much greater feeling of space.
- The countryside comes in to the settlement.
- At Carleton and Cummersdale, the spacing between blocks looks about right.
- Less likely to impact on the City Centre.

**Weaknesses:**
- Concerns over the viability of the three district centres in Durdar.
- Could be harder to incorporate public transport within and between the clusters of housing at Durdar.
- Could be harder to get infrastructure in to this option due to the dispersed nature of the housing clusters.
- More dispersed layout could encourage people to use their cars.
- This option under-utilises the CSLR as it could draw some cars into the city rather than on to the CSLR.
- The dispersed nature of this layout could lead to less variety of design - one housebuilder for each block?
- Cummersdale could lose its separate identity.
- Could lead to a number of separate developments that don’t relate to each other - just a group of housing estates.
- Sporadic housing north and south of Brisco could have a negative effect on the village in terms of traffic etc.
Option 3

Strengths:
• Urban edge development could give adjacent communities access to benefits of the Garden Communities.

Weaknesses:
• Volume of development proposed at Cummersdale is too high.
• Urban edge proposal appears ‘bolted on’.

Opportunities:
• Opportunity to create a good quality and well-designed high street.
• The seeds of an opportunity to develop high quality and inclusive communities.

Threats:
• Fragmentation of the Garden Communities concept through development adjacent to the urban edge of Carlisle.
• The urban edge proposal could lead to segregation.

Comments which apply to all options

Design, layout and character:
• Opportunity to build something quite innovative.
• The design of the smaller homes is very important.
• Flexibility in the design of the homes is important - lifetime homes and adaptability.
• Space is important for everyone.
• There is an opportunity to be a trendsetter - everyone in the Garden Communities need to have access to the same quality of life.
• Opportunities for expansion around Newman School.
• Must avoid dividing the new communities through house types - executive homes/affordable homes.
• Energy efficiency, electric charging points etc need to be embedded in all options.

Green and blue infrastructure:
• Community Land Trust or similar - an opportunity for the community to invest for their lifetime and for independent businesses to have a stake in the Garden Communities.
• Orchards and allotments should be part of the preferred option. The greenway is an ideal opportunity to incorporate these uses.
• Blue infrastructure - how will the water quality be maintained? How will the run-off be controlled? Stronger thinking needed around the blue infrastructure design and management.
• Food growing opportunities need to be available to all communities.
• Cemetery provision?
• Infrastructure (cables/pipes) to be routed in the green buffers between development areas to avoid repeated disruption to roads in the future.

Employment:
• Employment sites south of the CSLR could lead to physical and visible separation.
• CSLR construction depots will be serviced and could provide future employment sites.
• Employment to the south of the CSLR could be moved to within the Garden Communities, there is then an opportunity to build houses south of the road and thereby ease densities.
St Cuthbert’s will ultimately have its own specific Local Plan to guide the location of different types of development in the area and contain policies against which to assess proposals for development. Three strategic objectives (social, environment and economy) were consulted on together with the scope of proposed planning policies.

The majority of people supported the ethos of the objectives, with the strongest support being aimed at the natural environment objective. Comments were equally split between concerns and support for each objective as follows:

**Social objective**
There were concerns that the existing health infrastructure across the district was already struggling to cope and that this situation would be made worse by any increase in population. A number of comments stressed the need to ensure that proposed community infrastructure is actually built and successfully managed in the future, as there were examples of development elsewhere in the city where this had not been the case. There was a recognition that in order to make healthy and sustainable choices there needs to be a step change in the way that people live their lives. There was also a plea for self-builders to be able to operate within a more flexible planning system and the need to prevent volume housebuilders from forming a monopoly.

**Economic objective**
There was a desire to see tandem initiatives to regenerate Carlisle city centre. Support was voiced for the proposed employment location at junction 42 but it was felt that further measures were needed such as investment in the university and college. For this objective to be delivered it is imperative that supporting infrastructure is in place including shops, GPs and a central community hub. There were concerns that there is a county-wide issue regarding the lack of available workforce to fill existing jobs and that there needs to be better connectivity to Newcastle to attract businesses.

**Natural environment objective**
General support for the green spaces, walkways and cycle paths, together with healthy body and healthy mind principles was voiced, with one comment asserting that this was the most exciting and interesting aspect of the entire project. It was felt that to get people from the new communities truly involved in, for example, growing their own food, this would need support to get people started. There were concerns over future maintenance of the natural environment, and in particular there was a body of concern from some Cummersdale residents that this objective is unachievable unless housing numbers and densities are much reduced, and the housing is more dispersed.
Planning policy
Twelve planning policy areas were proposed and the broad scope of what the policies might cover set out. Most concerns were directed at the affordable housing policy. It was felt that the policy needed to cover the full range of local housing needs including affordable, extra care, provision for Gypsies and Travellers, and allocation of land for self and custom builders. It was also considered that the requirements of the policy could well differ across the proposed communities and all affordable housing should be sustainable and have character.

With regard to the proposed policy approach to strategic land uses there were questions raised over how drainage would be dealt with. It was stated that the drainage policy must be extremely robust in preventing piecemeal development. Areas of local surface water flooding were pointed out. There was also a suggestion to allocate land for the co-development of housing and business and place flood risk prevention and development at the front of any proposals.

Planning obligations
Concerns were raised about developments elsewhere in the district where proposed infrastructure such as schools had not been delivered. Therefore, there was an understandable lack of confidence that the necessary infrastructure would be delivered at the right time at St Cuthbert’s. It was felt that the timing of the delivery of the infrastructure was crucial, as once people have moved in, if there are no facilities, they will go elsewhere, and their pattern of movement will be set. Therefore, developer contributions will be needed for infrastructure for walking, cycling and bus service provision from the start. There was a recognition that viability is crucial to delivering sites, that the policy needs to be underpinned by robust evidence and that there should be sufficient flexibility to meet changing circumstances.

Health
Concerns were raised that the hospital and other health care facilities within the district including dentists are at capacity. There was a recognition that health is closely related to access to natural green environments in addition to other physical exercise facilities. There was a desire to see more green spaces around existing as well as new houses.

Climate change, resilience and carbon reduction
The scope of this policy was considered to be broadly right, with a desire to see the policy go as far as it can in terms of looking to the future. There was a suggestion that all new builds should have solar panels, whilst another considered that they are unsightly. Grass roofs were also proposed. Carbon reduction, renewable energy and energy efficient technology should be compulsory for all development. Viability was seen as crucial to delivering sites. With regard to flooding and drainage it was felt that the focus should be moved away from building defences to mitigation such as restoring water meadows, planting trees, together with a wider strategy for CO2 reduction.
Integrated sustainable travel
Comments included the need to simplify the bus routes and cycleways in conjunction with each other, and that the policy should be clear on how public transport will be developed. There was a recognition that it is unrealistic to expect people to abandon their cars (especially for those who are less mobile) but that high quality alternative options could reduce the use of the car. There must be a commitment to lowering the speed limit for cars and giving priority to cyclists and pedestrians. Electric car charging points should be standard.

Design principles
There was a strong desire to see a variety of densities across the area and to raise the design quality on affordable homes. It was also considered that a mechanism was needed to ensure design quality stays high throughout the life of the project and is not weakened over time. A number of comments referred to the poor quality of existing housing developments within and on the edge of the city and the need to ensure that build and design quality are considerably higher. Low rise buildings that blend into the contours of the land, with no hard boundaries and sensible spacing, and the need to take account of the time it takes landscaping to mature were points that were also raised.

Smart environments
The importance of good broadband was emphasised although there was a desire to avoid the erection of transmitting masts in the area. Mobility hubs would benefit greatly from real time information displays and the maintenance of this type of infrastructure in the long term is important. In relation to home working it was considered important that sufficient houses are built with flexible space for working from home.

Environmental net gain
It was considered that the scope of this policy should be broadened to embrace the concept of re-wilding and also cover the protection of mature trees and hedges. Wildlife corridors need to be continuous and should connect the whole of the garden village to surrounding countryside. The policy needs to be sufficiently robust that developers can not avoid complying with any environmental obligations. It was thought that the policy should set a tough target for environmental net gain and that the masterplan proposals should reflect the aims of the policy.
Other policy areas to consider
Other policy areas that were commented on included heritage, where there was support for protecting the listed buildings in the area, a need to address existing problems with heritage assets in the city and reference to the remains of a Roman fort at Cummersdale. In relation to phasing, implementation and stewardship it was felt strongly that some infrastructure needs to be in place first, before any housing development, e.g. drainage infrastructure, community centre or school and green spaces. With regards to delivery there was a suggestion for forming partnerships or joint ventures to ensure a consistent and balanced delivery of private and affordable housing through the life of the project. The need to have engagement and commitment from future employer and employment opportunity players was also raised.

What policy areas are missing and should be represented in the Local Plan?
Comments included the need for policy direction with regard to waste creation and disposal, and facilities for recycling. It was felt that the Garden Communities should be a low waste environment with the avoidance of plastics, the use of recyclable materials, composting of all organic waste and ecologically sound treatment of water and waste treatment processes. It was also considered that the Local Plan should make provision for allotments, measures for keeping communities together and wildlife.

A number of comments sought to ensure that the Local Plan would include policies designed to deliver an environment that would be fit for an ageing population including the provision of residential homes and sheltered accommodation, be accessible for those with disabilities and use national space standards for all homes.

With regard to employment and transport it was felt that there was a need to attract new types of employment, together with the provision of sustainable transport links (including exploration of rail and tram feasibility) including to Carlisle Airport.

Other comments on the scope of the planning policies
These included the desire to see a policy which requires the Garden Communities to integrate with the rest of the city, including local businesses, the hospital, culture etc. Some people felt there was a need to designate a formal Green Belt between the proposed new settlements and the edge of the city. There were concerns that drainage was a significant issue that needed to be fully addressed so that future problems were avoided. In addition it was felt that there was a need for a policy to address phasing in particular the clarity of timing of southern link road development and its interrelationship with housing developments.
We have continued to engage with key landowners, building on good relationships which have been established over the past two years. In July 2019, prior to consultation on draft masterplan options, an update event was held at Carlisle Racecourse with all landowners across the area, their representatives and developers active across Carlisle and beyond invited.

Most engagement has continued to be in the form of one-to-one meetings with the offer and take up of these extending beyond the largest landowners which have been the focus of previous efforts. On 21 and 22 November 2019, landowners were brought together into groups focussed broadly around the separate proposed new settlements. These meetings provided a useful forum to: update landowners on wider work; reaffirm landowner’s intentions; understand willingness amongst landowners to collaborate with each other; as well as providing a further opportunity to capture and validate knowledge on the local area and comment on the draft masterplan proposals.

The information gathered from landowners has proved invaluable, reflecting how well they know the land with many owners having had a long association with it. Information on rights of access across the land and the way in which it naturally drains has proved particularly insightful ahead of starting more technical studies to better understand issues such as drainage.

A number of the questions raised by landowners understandably relate to the timings and nature in which land will be released for development. Many commented that until there is a preferred option for how the area should develop, the extent to which they are affected, and the adjoining landowners they may need to collaborate with, remains unclear. Questions were also posed regarding the nature of infrastructure required, how this will be funded and what is meant by ‘high quality’, recognising that these are all matters which will impact on the value of the land and therefore their willingness to release it. Many also asked and were interested in what measures the Council will consider if land is not released by the landowners but however recognised the delivery strategy for the site is still at an early stage.

Looking to the future, further group meetings were considered a useful way of meaningfully engaging with landowners around areas of common interest, recognising that these need to continue to be supplemented by the offer of one-to-one meetings.
Next Steps

The St Cuthbert’s masterplan consultation raised a broad range of issues and ideas.

The masterplan will now be further developed and will consider the consultation’s valuable feedback. There will be an opportunity later in the year to see a refined masterplan framework and be able to comment on the changes that have come about since the previous consultation. The Local Plan for St Cuthbert’s will be developed in tandem with the masterplan, and planning policies will be fully drafted.

A number of technical studies are currently underway or programmed to take place shortly to fully inform this work. They are as follows:

- A drainage study in conjunction with the Environment Agency and United Utilities.
- A Transport and Movement Strategy in partnership with Cumbria County Council.
- An audit of existing green spaces to inform a needs assessment of green infrastructure in and around St Cuthbert’s.
- A Density Study looking at surrounding towns and villages together with neighbourhoods within Carlisle to demonstrate what different densities look like and to inform the development of the masterplan framework.
- An Infrastructure Delivery Plan to assess the shortfall in all types of infrastructure (and associated necessary funding).
- A study looking at how we can deliver local neighbourhood centres by better understanding likely demand for a range of uses and floorspace.
- A pen portrait and vision for each new community.

The Carlisle Southern Link Road planning application is due to be decided in spring 2020. For more information on this go to www.cumbria.gov.uk/cslr