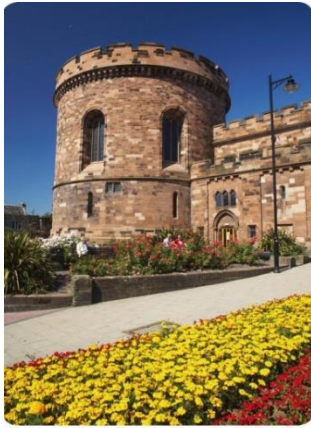




The Carlisle District Local Plan 2015-2030

Proposed Submission Draft Consultation Representation Form



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Images courtesy of Andrew Paterson, D&H Photographers and Jason Friend

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In writing: Investment and Policy
Carlisle City Council
Civic Centre
Carlisle
Cumbria
CA3 8QG

To find out more Call: 01228 817569

PART ONE- YOUR DETAILS

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Your Details	Your Agent's Details (If applicable)
Title:	Title: Mr
Surname:	Surname:Greig
Forename:	Forename:Sam
Organisation/Company:North Associates	Organisation/Company:Taylor and Hardy Ltd
Address:c/o Taylor and Hardy Ltd Postcode:	Address:North House Kingstown Carlisle Postcode:CA6 4BY
Contact No:	Contact No:01228 538886
Email:	Email:sam.planners@taylorandhardy.co.uk
Signature: Sam Greig	
Date:17/04/15	
☒ Please indicate if you wish to be updated on the progress of the Local Plan	

PART TWO - YOUR REPRESENTATION

Please use a separate form for each part of the Proposed Submission Draft Local Plan that you wish to comment on.

Q1. To which part of the document does this representation relate?			
☒ Policy	☐ Paragraph	☐ Chapter	☐ Figure
Please specify which Policy, Paragraph, Chapter or Figure you are referring to:			
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Legally Compliant?		
☒ Yes	☐ No	
Sound?		
☐ Yes	☐ Yes, with minor changes	☒ No

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North Associates are a member of the House Building Federation (HBF) and they fully endorse the HBF's strategic objection to the Proposed Submission Draft. This representation should be read in conjunction with the HBF's response dated 17th April 2015. It does not reiterate the HBF's objection, instead it identifies the reasons why the allocation the land is appropriate.	

This representation should also be read in conjunction with the objection that North Associates has submitted in respect of Policy SP 2(Strategic Growth and Distribution).

The land owners would like the site to be allocated for residential use, whilst recognising that the site is of sufficient size to accommodate ancillary community uses of an appropriate scale. It is envisaged that the site could easily accommodate circa 275 within a landscaped setting.

For the following reasons it is considered that the Proposed Submission Draft (PSD) cannot be considered to be a 'sound' Local Plan for the purposes of interpreting Paragraph 182 of the NPPF:

1. The land at Hadrian's Camp was identified as an 'alternative option' for housing development, but was discounted in the Stage 2 version of the Preferred Options Consultation document as "the allocation of additional land at Hadrian's Camp would almost double the size of the village and is clearly out of scale with the rest of the village".

Whilst the Council's assessment of the site is in the context of the site's relationship to Houghton, the site is sufficiently well related to Carlisle to be considered as an urban extension to the City itself. In locational terms the site is more sustainably related to the City than a significant number of other residential allocations that the Council is proposing in the PSD.

The Council has supported planning applications for developments that are a comparable distance from the City Centre, notably 318 dwellings at Upperby and 850 homes at Crindledyke (LPA References 12/0793 and 09/0617 respectively). As such, it is considered that the Council should view the site as being sustainably located in relation to Carlisle.

There are a number of other significant material considerations that weigh heavily in favour of allocating the site. These are discussed in the points below.

2. One of the National Planning Policy Framework's (NPPF) core principles is "to encourage the effective use of land by reusing land that has been previously developed providing that it is not of high environmental value".

Hadrian's Camp is a former military camp and is recognised by the Council as a brownfield site. This is evidenced by the Committee Report that related to an application to develop part of the site for housing (LPA Reference 12/0610).

Given the site's brownfield status, the principle of redeveloping the site is actively encouraged from a policy perspective, assuming that there no significant issue that would preclude its redevelopment.

3. A perceived fundamental issues associated with the site's potential allocation relates to its status as a County Wildlife Site. Notwithstanding the site's status, following a review of the County Wildlife Site's across the County it is understood

that the site maintained its status, as the land at Hadrian's Camp had not been reassessed. The Council will be able to verify this point.

The Council's Urban Areas Proposal Map (Map 2) adds weight to this position. The Proposals Map identifies that the Wildlife Site designation extends into areas that have been developed for many years. These areas include the sizeable residential estates of Tribune Drive and Antonine Way, together with Hadrian's Caravan Park.

It would be inappropriate of the Council to discount the allocation of the site on the basis of a historic designation that may no longer be applicable, particularly given the site's brownfield status. It is unclear as to whether or not the Council has reappraised the significance of the Wildlife Site as part Local Plan evidence base. In order to make an informed decision the Council should have done so.

4. Notwithstanding the issues raised in Point 3 above, prior to approving an Outline application for the development of 5ha of the Wildlife Site (LPA Reference 12/0610), the Council commissioned landscape and ecology consultants, Lloydbore, to provide ecological advice on the impact of that development upon the Wildlife Site.

Paragraph 2.6 of Lloydbore's report states:

"It should also be noted, however, that when considering likely impacts on the CWS with respect to the species-rich grassland, natural succession would result in the site eventually becoming woodland in the absence of any habitat management. Therefore, if the site remains undeveloped and appropriate habitat management is not introduced, the ecological interest of the site will eventually be lost."

Paragraph 2.2 of the report also identifies that the site is not managed by the Council, despite a statement to that effect County Wildlife Site citation. County Wildlife Sites are non-statutory designations that are not protected by legislation. Consequently there is no obligation on the landowner or Council to manage the habitat that are perceived to be of significance (albeit its significance has not been confirmed by an up-to-date assessment).

It is the Council's appointed Ecological Consultant's view that, in the absence of any proper management, if the site remains undeveloped the ecological interest of the site will be lost. It is, therefore, reasonable to conclude that if the Council maintained its current approach of not allocating the site for further development that the ecological interest that the Council are seeking to maintain will be lost in due course.

5. Emerging Policy GI3 (Biodiversity & Geodiversity) of the PSD provides guidance on development within Locally Designated Sites, which includes County Wildlife Sites. The policy states that:

County Wildlife Sites "will be protected from development which would result in the loss or deterioration of the site, unless the need for, and benefits of, the development clearly outweigh the loss."

The policy also states that “Where the need for mitigation or compensatory measures has been identified, this will be secured, through appropriate habitat creation, restoration or enhancement on site or elsewhere via planning conditions, agreements or obligations.”

Taking account of the Ecological Consultants advice, it is reasonable to conclude that the option of ‘do nothing’ is likely to result in the loss of the features of interest. Conversely to the Council’s current approach, if the site was allocated for development it therefore stands to reason that mitigation or compensation could legitimately be secured. This approach would be a more proactive response to safeguard the features of interest.

The Inspector should note that this approach has already been accepted by the Council in respect of application 12/0610, which proposed the development of circa 5ha of the Wildlife Site. It was the Council’s appointed Ecological Consultant that recommended that a financial contribution could be secured to enable Cumbria Wildlife Trust to purchase additional farm land at Gosling Sike, Houghton (or other appropriate areas) to enable grassland restoration to be undertaken.

The land at Hadrian’s Camp is also informally used for recreational purposes, principally dog walking. Following the approval of a Reserved Matters application for the erection of 99 dwelling on the site (LPA Reference 14/0930), these pressures are likely to increase, thereby impacting further on the Wildlife Site. This factor, coupled with the absence of on-site management of the shrub, will, in time, result in the loss of the site’s wider ecological interest.

It is considered that the Council’s current strategy for safeguarding the Wildlife Site fails to take account the advice of the Council’s Ecological Consultant. The most appropriate course of action would be to allocate the site for development, thereby securing compensation to enable grassland restoration elsewhere.

6. The site is identified in the Council’s Strategic Housing Land Availability Assessment (SHLAA) as ‘developable’, which the SHLAA describes as “sites in a suitable location for housing development, with a reasonable prospect that they will be available and could be viably developed at a specific point in time”.

The SHLAA 2014 Update identifies that sites have been assessed in consultation with key stakeholders including Natural England and Cumbria Wildlife Trust. Following this consultation the Council has still identified that the site is developable and, therefore, the Council must consider that the site’s designation as a County Wildlife Site will not preclude development taking place. Similarly, the Council must also consider that there are no other significant factors that would preclude it being developed otherwise the Council would have discounted the site in the SHLAA.

7. For the reasons identified in Point 1 above, the site can reasonable be considered as an extension to Carlisle where the PSD envisages most growth will occur, however, the development of the site will also help enhance and maintain the viability of services in Houghton, such as the church, village hall and shop. The

allocation of the site for development would, therefore, satisfy a key objective of the NPPF.

8. The principle of developing part of the site has already been supported by the Council. Any development on the remainder of the site will be located behind the approved development and will, due to the topography of the site, have minimal landscape impact upon the wider area.

It is recognised that the line of Hadrian's Wall crosses the eastern portion of the site. The site is sufficiently large to enable the provision of an enhanced landscaped corridor along the length of the Wall, which would enable the public to appreciate the route of the former wall and provide opportunities for informal recreation.

9. The allocation of the site could help redress the imbalance associated with the disproportionately lower level of residential land located to the north of the City when compared with the significantly higher level of employment land. This issue was identified within the Carlisle Employment Sites Study, dated June 2010, undertaken by DTZ on behalf of Carlisle City Council. It was also highlighted in a report, dated 17th June 2013, from the Director of Economic Development to the Council's Executive titled "Local Plan – Land Allocations" (Report No. ED/14/13).

10. It is recognised that the policy framework against which this proposed allocation is to be assessed requires development proposals to be of a high quality design; safeguard residents' living conditions; incorporate appropriate landscaping and provide adequate means of foul and surface water disposal.

It is considered that the proposal does not conflict with these policy objectives and that these points can be addressed through the submission of a planning application.

To summarise, the site is sustainably located in relation to Carlisle and can be considered as an extension to Carlisle, whilst helping to support the vitality of Houghton. The brownfield status of this site is such that its development would be sequentially preferable to other greenfield sites in the City.

It has been demonstrated, based on the Council's own independent advice, that the Council's decision not to allocate the site is likely to have a greater impact upon the site's Wildlife Site status which the Council may not have properly considered. If it were alleged that there was an adverse impact upon the Wildlife Site, the Council's independent consultant has identified a means for that impact to be mitigated.

The Council's SHLAA identifies that the site is developable. It is considered that there are no material considerations that would preclude the site being allocated. The supportive policy position that weighs heavily in the site's favour is such that the site should be allocated for residential purposes.

Q5. Please set out what change(s) you consider necessary to make the Local Plan legally compliant or sound, having regard to the test you have identified at Q3 above where this relates to soundness. You will need to say why this change will make the Local Plan legally compliant or sound. It will be helpful if you are able to put forward your suggested revised wording of any policy or text. Please be as precise as possible:

The site should be allocated for the reasons cited above.

Q6. Do you wish to make any comments on the supporting documents, such as the Sustainability Appraisal, Habitats Regulations Assessment, Infrastructure Delivery Plan or evidence base?

No

--

Q7. If your representation is seeking a change; do you consider it necessary to participate in the hearing sessions of the examination?

- ☐ No, I do not wish to participate at the hearing sessions of the examination
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Q8. If you wish to participate, please outline why you consider this to be necessary:

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To be able to discuss the merits of allocating the site.

**Thank you for your time to complete and return this Representation form.
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Overall Site Area
= 27.17 ha
= 67.13 acres.



Revised:
A. 2011.11.24 For Issue

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Canada
Telephone: (780) 443-8888
Fax: (780) 443-8889
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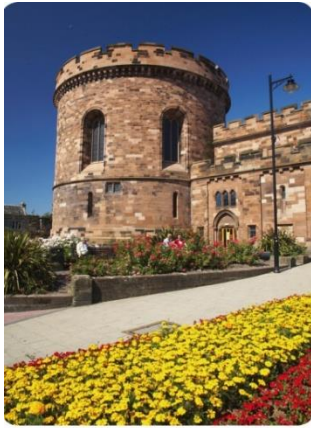
Houghton Development
Master Planning

OVERALL SITE PLAN

DATE: 11/20/2011
BY: DMC
PROJECT: Houghton Development
Master Planning

NORTH ASSOCIATES

11 35 04A



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Your Details	Your Agent's Details (If applicable)
Title:	Title: Mr
Surname:	Surname: Greig
Forename:	Forename: Sam
Organisation/Company: North Associates	Organisation/Company: Taylor and Hardy Ltd
Address: c/o Taylor and Hardy Ltd Postcode:	Address: North House Kingstown Carlisle Postcode: CA6 4BY
Contact No:	Contact No: 01228 538886
Email:	Email: sam.planners@taylorandhardy.co.uk
Signature: Sam Greig	
Date: 17/04/15	
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My client, North Associates, act on behalf of the land owners of the site, Mr Milbourne and Ms Nanson. North Associates and the land owners object to the exclusion of their land from the list of sites allocated, under Policy HO1, for residential development.
A plan is attached that illustrates the 5 hectare site, which is bounded by Houghton Road, Centurians Walk and the B6264.
North Associates are a member of the House Building Federation (HBF) and they fully endorse the HBF's strategic objection to the Proposed Submission Draft. This representation should be read in conjunction with the HBF's response dated 17th

April 2015. It does not reiterate the HBF's objection, instead it identifies the reasons why the allocation the land is appropriate.

This representation should also be read in conjunction with the objection that North Associates has submitted in respect of Policy SP2 (Strategic Growth and Distribution).

The land owners would like the site to be allocated for residential use, whilst recognising that the site is of sufficient size to accommodate ancillary community uses of an appropriate scale. It is envisaged that the site could comfortably accommodate circa 100 houses.

In the absence of having identified this land as a potential housing site it is considered that the Proposed Submission Draft (PSD) cannot be considered to be a 'sound' Local Plan for the purposes of interpreting Paragraph 182 of the NPPF for the following reasons:

1. The site is sufficiently well related to Carlisle to be considered as an urban extension to the City itself. In locational terms the site is more sustainably related to the City than a significant number of other residential allocations that the Council is proposing in the PSD.

The Council has supported planning applications for developments that are a greater distance from the City Centre, notably 318 dwellings at Upperby and 850 homes at Crindledyke (LPA References 12/0793 and 09/0617 respectively). As such, it is considered that the Council should view the site as being sustainably located in relation to Carlisle.

2. For the reasons identified in Point 1 above, the site can reasonable be considered as an extension to Carlisle where the PSD envisages most growth will occur, however, the development of the site will also help enhance and maintain the viability of services in Houghton, such as the church, village hall and shop. The allocation of the site for development would, therefore, satisfy a key objective of the NPPF.

3. The allocation of the site could help redress the imbalance associated with the disproportionately lower level of residential land located to the north of the City when compared with the significantly higher level of employment land. This issue that was identified within the Carlisle Employment Sites Study, dated June 2010, undertaken by DTZ on behalf of Carlisle City Council. It was also highlighted in a report, dated 17th June 2013, from the Director of Economic Development to the Council's Executive titled "Local Plan – Land Allocations" (Report No. ED/14/13).

4. The B6264 is a straight road and it is considered that an appropriate access could easily be achieved. The development of the site offers an opportunity for the existing footpath leading from Carlisle to Hadrians Caravan Park to be widened. The existing footpath is relatively narrow and any improvements of the footpath would be of significant benefit to the residents of Hadrians Walk and Hadrians Caravan Park.

5. The site is physically contained and offers a logical infill opportunity. When travelling northwards along the B6264 the development would be seen against the back drop of Hadrians Walk. Conversely, when travelling south along the B6264 the site would be seen against the existing houses that occupy the elevated position along Houghton Road. There are also no significant landscape features on the site that would be lost and it is considered that the visual impact of the development would be limited.

6. It is recognised that the line of Hadrian's Wall crosses the northern portion of the site. The site is sufficiently large to enable the provision of an enhanced landscaped corridor along the length of the Wall, which would enable the public to appreciate the route of the former wall and provide opportunities for informal recreation.

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To summarise, the site is sustainably located in relation to Carlisle and can be considered as an extension to Carlisle, whilst helping to support the vitality of Houghton. It is considered that there are no material considerations that would preclude the site being allocated.

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Revised:
A. 2011.11.24 Per BAA

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LANDSCAPE ARCHITECTS
and CIVIL ENGINEERS
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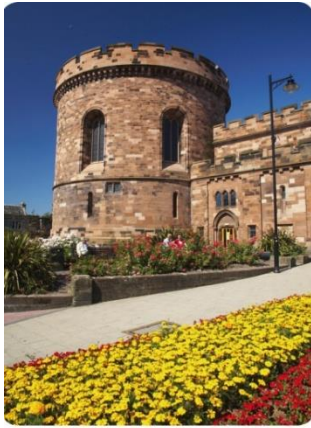
Houghton Development
Master Planning

OVERALL SITE PLAN

DATE: 11/20/10
SCALE: 1:5000
PROJECT: 04-2011
DWG: DMC

NORTH ASSOCIATES

11 35 04A



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Title:	Title: Mr
Surname:	Surname:Greig
Forename:	Forename:Sam
Organisation/Company:North Associates	Organisation/Company:Taylor and Hardy Ltd
Address:c/o Taylor and Hardy Ltd Postcode:	Address:North House Kingstown Carlisle Postcode:CA6 4BY
Contact No:	Contact No:01228 538886
Email:	Email:sam.planners@taylorandhardy.co.uk
Signature: Sam Greig	
Date:17/04/15	
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My client, North Associates, act on behalf of the land owners of the site, Mr Milbourn and Ms Nanson. North Associates and the land owners object to the exclusion of their land from the list of sites allocated, under Policy HO1, for residential development.
A land ownership plan is attached that illustrates the 37 hectares of land that Mr Milbourn and Ms Nanson own immediately to the south of the B6264 (Carlisle to Brampton Road) in Carlisle.

The land owners would like the some of the land to be allocated for residential use, whilst recognising that the site is of sufficient size to accommodate ancillary community uses of an appropriate scale.

The owners recognise that the south eastern section of the land, which lies adjacent to Brunstock Beck, is located within the Flood Zone. It is not proposed that this land be built upon, hence the fact that the owners are suggesting that only some, not all, of the land be allocated for residential use.

A plan is attached that illustrates the extent of the land that is proposed to be allocated. The site covers 5 hectares and it is envisaged that the site could comfortably accommodate circa 100 houses. The landowners would, however, be agreeable to more land being allocated if the Inspector considered this to be appropriate.

North Associates are a member of the House Building Federation (HBF) and they fully endorse the HBF's strategic objection to the Proposed Submission Draft. This representation should be read in conjunction with the HBF's response dated 17th April 2015. It does not reiterate the HBF's objection, instead it identifies the reasons why the allocation the land is appropriate.

This representation should also be read in conjunction with the objection that North Associates has submitted in respect of Policy SP2 (Strategic Growth and Distribution).

In the absence of having identified this land as a potential housing site it is considered that the Proposed Submission Draft (PSD) cannot be considered to be a 'sound' Local Plan for the purposes of interpreting Paragraph 182 of the NPPF for the following reasons:

1. The site is sufficiently well related to Carlisle to be considered as an urban extension to the City itself. In locational terms the site is more sustainably related to the City than a significant number of other residential allocations that the Council is proposing in the PSD.

The Council has supported planning applications for developments that are a greater distance from the City Centre, notably 318 dwellings at Upperby and 850 homes at Crindledyke (LPA References 12/0793 and 09/0617 respectively). As such, it is considered that the Council should view the site as being sustainably located in relation to Carlisle.

2. For the reasons identified in Point 1 above, the site can reasonable be considered as an extension to Carlisle where the PSD envisages most growth will occur, however, the development of the site will also help enhance and maintain the viability of services in Houghton, such as the church, village hall and shop. The allocation of the site for development would, therefore, satisfy a key objective of the NPPF.

3. The allocation of the site could help redress the imbalance associated with the disproportionately lower level of residential land located to the north of the City

when compared with the significantly higher level of employment land. This issue that was identified within the Carlisle Employment Sites Study, dated June 2010, undertaken by DTZ on behalf of Carlisle City Council. It was also highlighted in a report, dated 17th June 2013, from the Director of Economic Development to the Council's Executive titled "Local Plan – Land Allocations" (Report No. ED/14/13).

4. The B6264 is a straight road and it is considered that an appropriate access could easily be achieved.

5. With the exception of two fields located to the south east of Houghton Road, the land to the north of the B6264 is developed land. This includes a linear development along Houghton Road, Centurians Walk, Hadrians Caravan Park and a sizeable portion of land that was a former military camp, now known as Hadrians Camp. When considered in the wider context of the surrounding developed land, the visual impact of the proposed development would be limited.

6. It is recognised that the line of the Vallum associated with Hadrian's Wall runs the length of the land, parallel to the B6264. The line of the Vallum is now indistinguishable, however, if considered appropriate, any development could be set back behind the line of the Vallum. This would allow its former route to be opened up which would enable the public to fully appreciate its historical significance and provide opportunities for informal recreation. It would also provide an attractive entrance into the City when approaching from the east and pay homage to the District's key tourist attraction.

7. It is recognised that the policy framework against which this proposed allocation is to be assessed requires development proposals to be of a high quality design; safeguard residents' living conditions; incorporate appropriate landscaping and provide adequate means of foul and surface water disposal.

It is considered that the proposal does not conflict with these policy objectives and that these points can be addressed through the submission of a planning application.

To summarise, the site is sustainably located in relation to Carlisle and can be considered as an extension to Carlisle, whilst helping to support the vitality of Houghton. It is considered that there are no material considerations that would preclude the site being allocated.

Q5. Please set out what change(s) you consider necessary to make the Local Plan legally compliant or sound, having regard to the test you have identified at Q3 above where this relates to soundness. You will need to say why this change will make the Local Plan legally compliant or sound. It will be helpful if you are able to put forward your suggested revised wording of any policy or text. Please be as precise as possible:

The site should be allocated for the reasons cited above.

Q6. Do you wish to make any comments on the supporting documents, such as the Sustainability Appraisal, Habitats Regulations Assessment, Infrastructure Delivery Plan or evidence base?

No

Q7. If your representation is seeking a change; do you consider it necessary to participate in the hearing sessions of the examination?

☐ No, I do not wish to participate at the hearing sessions of the examination

☒ Yes, I wish to participate at the hearing sessions of the examination

Q8. If you wish to participate, please outline why you consider this to be necessary:

Please note it will be at the discretion of the Inspector to determine the content of the hearing sessions and who will be heard.

To be able to discuss the merits of allocating the site.

**Thank you for your time to complete and return this Representation form.
Please keep a copy for future reference.**