

Barrow Borough Local Plan

Issues and Options Consultation Draft – September 2014

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1. Introduction

1.1. The Local Plan

- 1.1.1. Future development in the Borough of Barrow-in-Furness needs to be guided by decisions that improve the quality of life for everyone in the Borough and which protect and enhance the natural and built environment. The Barrow Borough Local Plan will be the statutory document that will shape the future of the Borough, containing the plans and policies that will guide development for the next 15 years to 2031.
- 1.1.2. The Barrow Borough Local Plan will replace the adopted Barrow-in-Furness Local Plan Review 1996-2006 (August 2001) and the Housing Chapter Alteration (June 2006). The Barrow Borough Local Plan will sit alongside the Barrow Port Area Action Plan, which was adopted in July 2010.
- 1.1.3. The next draft of the Local Plan (Preferred Options) will set out the preferred policies and will show:
- Which will be replaced by policies in the Barrow Borough Local Plan to 2031
 - Which have been replaced by the National Planning Policy Framework (NPPF)
 - Which are no longer required.
- 1.1.4. Changes in legislation and the introduction of the Localism Act and new planning policy guidance in the form of the National Planning Policy Framework (NPPF), in March 2012, resulted in further significant changes to the national system for producing planning policy documents.
- 1.1.5. Local Planning Authorities are now required to produce a Local Plan rather than a Local Development Framework. This can be made up of several Local Development Documents e.g. a document concentrating on strategic policies, a document concentrating on development control policies and a proposals map, or it could be produced as a single Local Plan document (similar to the Borough Council's saved Local Plan Review, which was produced pre 2004).
- 1.1.6. The Council took the decision to produce a single Local Plan document. The Council feel it provides more flexibility, in line with guidance in the NPPF, and, at a time when the future economic climate is changing within the Borough, is more sustainable in the medium to long term both for the Council and also developers, landowners, investors and employers.
- 1.1.7. This is the framework by which the Council will produce a Borough wide Local Plan that will reflect the needs and priorities of local communities. Preparation of the Plan has been on-going for some years since the completion of Barrow Port Area Action Plan.
- 1.1.8. The Local Plan will contain a realistic vision for the Borough, looking forward to 2031. The vision will seek to address the key planning issues that are currently

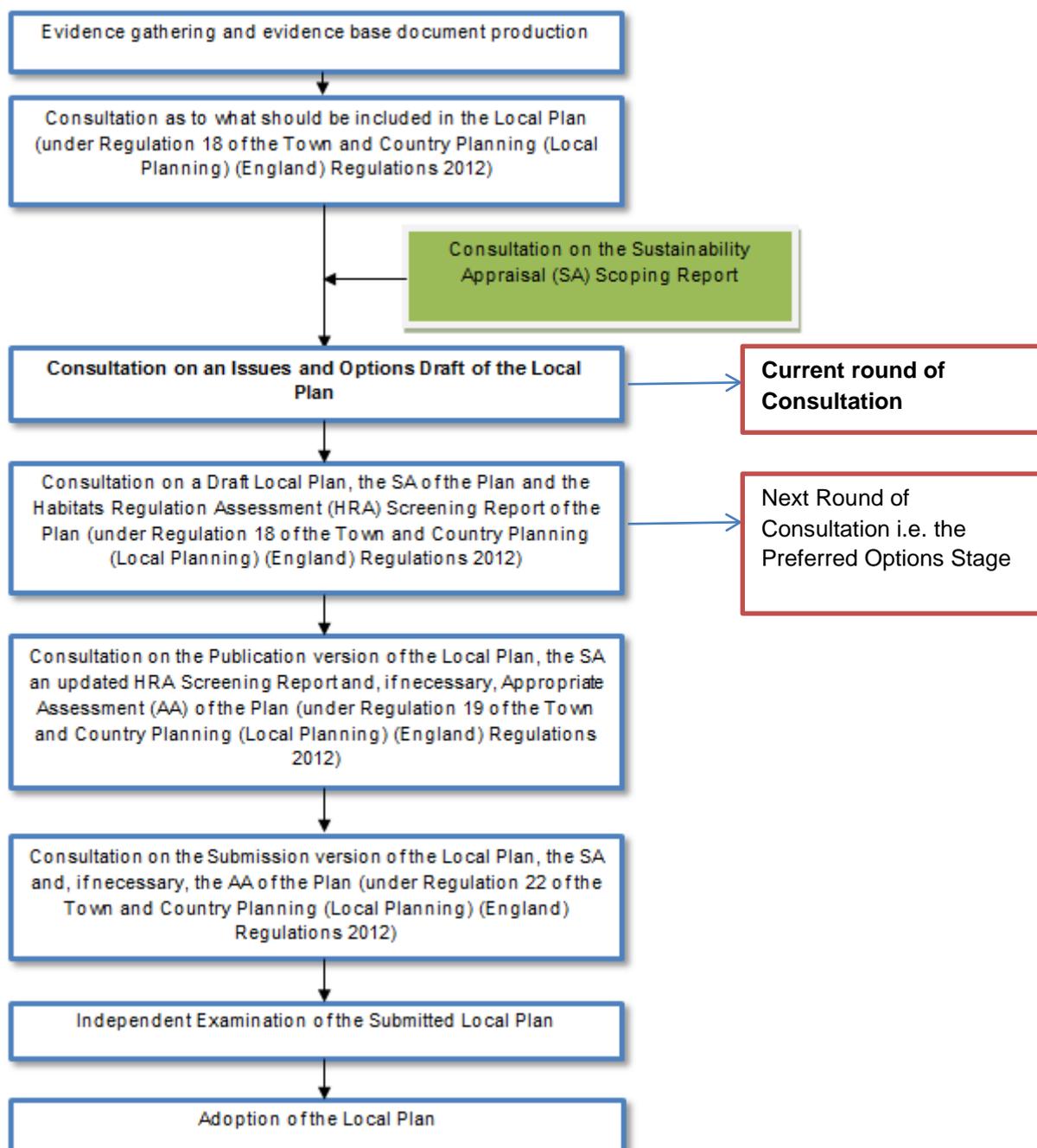
facing the Borough. These issues include population decline, lack of housing choice and high unemployment. The vision will also seek to promote the Borough's greatest assets to attract and retain people and businesses in the area, such as its natural environment, its highly skilled workforce and its strong communities.

- 1.1.9. The Council is committed to its key priority of Regeneration and to working with partners and service providers to enhance the built environment and the public realm. This will address some of the challenges faced, particularly in the town centre and help towards securing a sustainable long term economic future for the Borough and attracting inward investment.
- 1.1.10. The Local Plan will set out key objectives, and will include the strategic objectives and detailed policies to achieve the vision and meet the Councils key priorities. In order to achieve the vision the plan identifies sites for development of new housing, employment, leisure facilities and associated infrastructure, and contains policies to guide this development whilst protecting the existing assets and characteristics of the Borough. These policies will also be used to determine planning applications.

1.2. Producing the Local Plan

- 1.2.1. The Local Plan will impact upon a wide range of people and organisations. Public consultation began in 2012, when the Council asked local people and stakeholders what they thought should be included in the Local Plan, in terms of what the Borough needs, where it should go and how it should be done. The results have informed the preparation of this draft of the Local Plan and the options set out within it. The Council will continue to involve local people and stakeholders to inform the developing policies as the Plan progresses towards adoption.
- 1.2.2. Following the consultation on this draft Local Plan, the Council will consider all comments received, along with any changes to national policy and further evidence that emerges and will consult further in early 2015 as the policies and allocations take shape. A Publication version of the Local Plan will then be produced for public consultation, and comments will be invited on the Publication version, as defined in the Planning Regulations. The Local Plan will then be submitted to the Secretary of State for an Examination in Public before it is adopted in 2016.
- 1.2.3. It is hoped this process will lead to the development of policies which are supported to achieve a robust Plan capable of delivering a range of sustainable development sites throughout the Borough.
- 1.2.4. The Local Plan will comprise of two parts:
 - A written statement containing the Plan's strategy, policies and proposals, a justification of them and how they will be achieved in practice; and
 - A proposals map showing policies and proposals.
- 1.2.5. A summary of the preparation stages of the Barrow Local Plan is set out in the diagram below.

Figure 1: Local Plan Preparation Stages



Evidence to Support the Local Plan

The Local Plan needs to be supported by robust evidence. As part of the evidence base, the Council is required to produce a number of assessments, and the role of these assessments is set out below. Note that the Sustainability Appraisal, Habitat Regulations Assessment, Green Infrastructure Strategy and draft Infrastructure Delivery Plan will be available for comment as part of the next round of consultation.

- **Sustainability Appraisal** – This assesses the plans and policies of the Local Plan to ensure that they are sustainable i.e. they will not have detrimental environmental, social and economic impacts on current and future generations.
- **Habitats Regulation Assessment** – This assesses whether the Local Plan will have a significant effect on the internationally important wildlife sites along much of the Borough's coastline.
- **Green Infrastructure Strategy** – The Council is developing a framework to balance the needs of development with the maintenance of the Borough's locally distinctive identity.
- **Infrastructure Development Plan** - The Council is developing an Infrastructure Delivery Plan (IDP). Upon completion, this Plan will set out what infrastructure and services will be required to support the plans and policies of the Local Plan. The developing IDP is also available consultation in due course.
- **Viability Assessment** - The Local Plan needs to be realistic and able to be delivered. Therefore, a complete Viability Assessment of the plans and policies of the Local Plan will be prepared. This will take account of the level of policy standards, developer contributions and affordable housing that is proposed to be applied to development, ensuring that such requirements are not so onerous that they make development sites undeliverable.
- **Community Infrastructure Levy** - Local Authorities have the power to charge Community Infrastructure Levy (CIL) on development proposals in their area. At this time the Council has not progressed work on adopting a charging schedule for CIL within the Borough, it is likely this will depend on the sites put forward for development and the viability assessment of the Local Plan.

Supporting Studies

1.2.6. The following studies have been commissioned or will be undertaken by the Planning Policy Section to support the development of the Local Plan:

- Strategic Housing Market Assessment 2014 (SHMA) (May 2014)
- Strategic Housing Land Availability Assessment Review (SHLAA) (December 2013)
- Employment Land Study/Audit
- Open Space Audit
- Green Infrastructure Strategy
- Green Wedge Review (2014)
- Retail Capacity & Town Centre Uses Study (January 2013)
- Strategic Flood Risk Assessment (2014) (Currently draft)
- Strategic Environmental Assessment (2014)
- Sustainability Appraisal
- Appropriate Assessment
- Cumbria Landscape Character Guidance & Toolkit (led by Cumbria County Council on behalf of the Districts/Boroughs) (2011)
- Gypsy & Traveller Accommodation Assessment (Jointly commissioned for all Cumbrian authorities November 2013)

Getting Involved

- 1.2.7. The Council's Statement of Community Involvement (SCI) sets out how the Council will consult on the Local Plan to gain the views of members of the public and other stakeholders. We have asked people what they think the main issues are for the Borough and how they can be addressed through the development of policies in the Local Plan. We have also asked people to put forward sites that they think would be suitable for development and the type of development they would like to see in their community.
- 1.2.8. The Localism Act introduces Neighbourhood Planning, where neighbourhood plans can be produced by parish councils and neighbourhood forums for their community. Neighbourhood Plans will be able to shape and direct sustainable development in their area, but must be in general conformity with the strategic policies of the Local Plan and should not try to reduce the level of development proposed by the Local Plan. At the time of this draft there have been no expressions of interest in the development of any Neighbourhood Plans.

1.3. The Duty to Co-operate

- 1.3.1. It is important that the Local Plan recognises, connects with and supports other relevant strategic documents for, not only Barrow, but Cumbria as a whole. Public bodies have a duty to co-operate on planning issues that cross administrative boundaries and collaborative working is essential in ensuring the development of co-ordinated, deliverable, strategies, plans and policies.
- 1.3.2. There are several key issues in Barrow that extend beyond the Borough boundary. These issues need to be considered in the Local Plan. Strategic cross-boundary needs should be considered in an authority's Local Plan and authorities must demonstrate that they have successfully co-operated and, where necessary, agreed with their neighbours on cross-boundary issues.

Cross-Boundary Issues

- 1.3.3. The Borough is bordered by the districts of South Lakeland and Copeland, and also by the Duddon Estuary, Morecambe Bay and the Irish Sea. The Local Plan will take account of strategic issues that overlap the Borough's boundaries into these areas and will work with neighbouring districts and other key agencies to ensure that the Local Plan effectively addresses such issues and does not conflict with other relevant plans and strategies that apply to these areas.
- 1.3.4. The cross-boundary issues identified are:
- Impact of employment in Barrow on the economy of neighbouring towns and vice versa given that the Borough is part of a larger Travel to Work Area.

- Ensuring that housing at Ulverston supports regeneration initiatives in Barrow
- Transport connections between Barrow and neighbouring towns and employment areas
- Connections to the M6 motorway and West Coast Main Line
- Retail leakage from Ulverston to Barrow
- Bathing water quality along the coast
- Green infrastructure linkages
- Ecological networks, particularly along the coast
- North West Coast Connections project
- Wind energy developments off the coast.

1.3.5. The Council has and will continue to work closely with Cumbria County Council, other neighbouring authorities and other public bodies throughout the production of the Local Plan. This will include both formal and informal consultation in various formats including by letter, email and face to face meetings. A number of stakeholder groups have been set up to assist in this process and the Council also intends to use established groups such as the Cumbria-wide Development Plans Officer Group to disseminate information and share best practice.

Monitoring the Effectiveness of the Local Plan

1.3.6. The Council will monitor the effectiveness of the policies of the Local Plan. The Local Plan will be reviewed from time to time, and certain policies may be amended to ensure that the Local Plan is working effectively in meeting its objectives and in achieving the vision. Monitoring will take place through the Annual Monitoring Report, which the Council publishes each year. A list of proposed indicators to monitor the preferred policies of the Local Plan will be included in the next draft (Preferred Options)

1.4. Spatial Portrait: About Barrow-in-Furness

- 1.4.1. The coastal town of Barrow is the main commercial, retail and cultural centre for South West Cumbria. It is home to the most current and largest knowledge base in the UK for the design, testing and commissioning of submarines and naval surface vessels, and is a Centre of Excellence for nuclear powered submarine building. It is also the gateway to Britain's Energy Coast, and Walney Offshore Wind Farm is currently one of the biggest wind farms of its kind in the world with plans well underway for major expansion.
- 1.4.2. With Morecambe Bay to the South and the Duddon Estuary to the North, the area is encompassed by spectacular scenery and is host to some of the most important wildlife habitats in Europe. Set against the backdrop of the Lake District, there are excellent opportunities for leisure, recreation and tourism. The Borough has many tourist attractions, including Piel Island with the impressive ruins of the 14th century Piel Castle, and the ruins of Furness Abbey which was one of the richest monasteries in England.
- 1.4.3. The sections below describe the situation in Barrow now and underlines the key challenges facing the Borough.

Geography

- 1.4.4. Barrow is the second largest settlement in Cumbria and is situated at the tip of the Furness Peninsula in the south west corner of Cumbria. Surrounded by a rural hinterland, the Borough is remote from other centres of population and services, and the sole link to the motorway network is via the A590. At 78km², the Borough is the smallest area of any district in Cumbria, yet is the most densely populated.

Figure 2: Location of the Borough



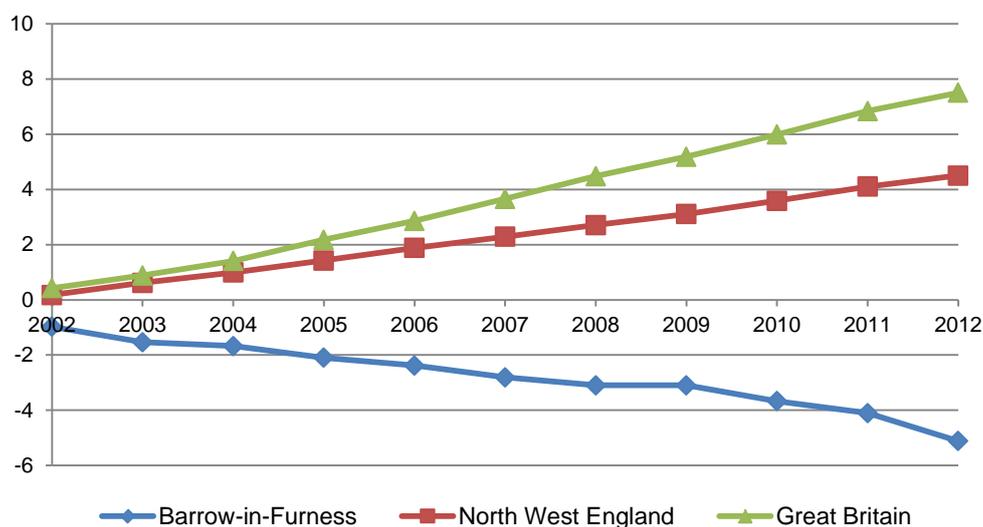
1.4.5. Arising from these issues is the following key challenge:

- Facilitate sustainable population and economic growth in the context of Barrow’s isolated geographical position.

The People of Barrow

1.4.6. The towns of Barrow, Dalton and the rural villages are characterised by their strong community spirit. The population of the Borough reached a peak of 76,619 in the 1951 Census. After this, the population declined gradually in the 1950s and 60s, more sharply in the 1970s to 72,645 in 1981, rallied in the 1980s to reach 73,704 in 1991 and fell again in the 1990s and 2000’s.¹ Figure 3 below shows how the population has declined over ten years and how this contrasts with population increase regionally and nationally. The decline of the population is largely attributed to the reduction of the workforce associated with Barrow’s traditional industries.

Figure 3: Population Change (%) since 2002



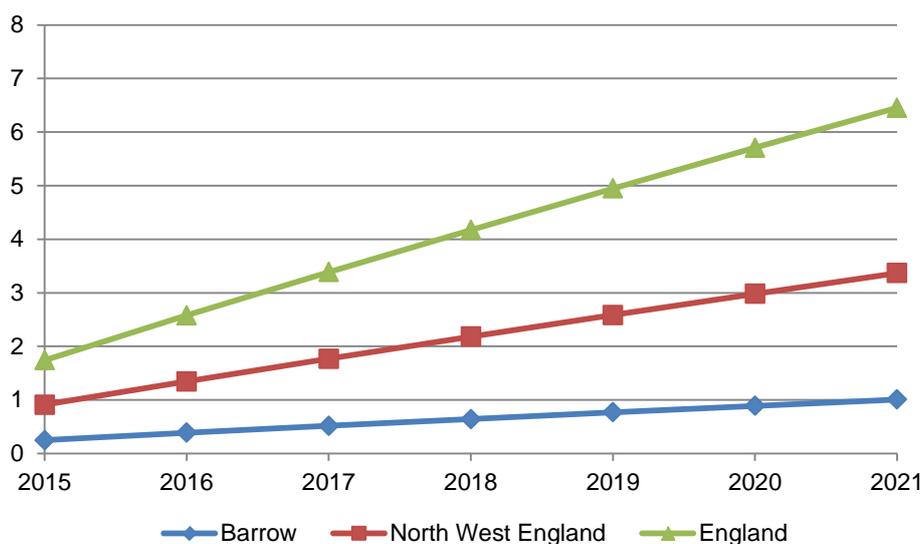
Source: ONS Mid-Year Population Estimates

1.4.7. The estimated population of the Borough in 2011 was 69,100 (ONS), and this is concentrated in the principal settlement of Barrow and the market town of Dalton, with smaller populations in the outlying villages and rural areas.

1.4.8. The population of the Borough is predicted to rise over the Plan period, although the rate of population increase regionally and nationally is predicted to be significantly higher, as shown in Figure 4.

¹ Source: ONS, based on mid-year population estimates 2012

Figure 4: Population Projections (%) to 2021



Source: ONS Interim 2011 Based Population Projections

1.4.9. The age profile of the Borough is broadly in line with the national average, although there are fewer people in the age group 20-39. There is a higher proportion of people aged 60 or over compared to the national average, and this proportion increased by 3.5% between 2001 and 2011 (ONS). The proportion of older people living in the Borough is projected to increase over the Plan period.

1.4.10. Arising from these issues are the following key challenges:

- Addressing population decline by facilitating sustainable growth.
- Providing housing that meets the needs of older people, whilst also ensuring that the Local Plan is viable.

Climate Change and Pollution

1.4.11. The Borough is susceptible to the effects of climate change, particularly the effects of sea level rise and coastal erosion. The Borough has a coastline that is approximately 63km long, of which around 22km is defended against either erosion or flooding. A significant proportion of the Borough is at risk of coastal flooding, particularly at Walney Island although the main threat to properties is at the village of Biggar. On the mainland, the village of Askam is adjacent the floodplain.

1.4.12. The Borough is also at increasing risk from river and surface water flooding connected to extreme weather patterns. Parts of Dalton are particularly susceptible to river flooding, and there are surface water flooding hotspots across the Borough.

1.4.13. There are areas in the Borough where land is contaminated as a result of the Borough's former industries. In addition to being unsafe, surface water flooding in such areas can pollute watercourses and affect water quality in the Borough's watercourses and at the coast, with implications for wildlife and tourism.

1.4.14. Arising from these issues are the following key challenges:

- Ensuring that new development is not at unacceptable risk of flooding and does not increase the risk of flooding elsewhere.
- Conserving the Borough’s coastline, including biodiversity and natural coastal processes.
- Controlling sources of air pollution and encouraging energy efficiency in new developments.
- Facilitating renewable energy developments without unacceptable impacts on local amenity, biodiversity, the landscape and heritage.

The Built Environment

1.4.15. Barrow was originally a 19th Century planned town built around iron ore and ship building, with a grid iron street pattern. There are many fine buildings, including the Victorian tenement flats on Barrow Island which were built to house local shipyard workers, and are the only example of their type in England. Today the town retains much of its distinctive Victorian character, although there is a need to improve the quality of the built environment in some parts of the town. There is also considered to be a lack of open and green space in the town centre. There are opportunities for the historic environment to play a stronger role in meeting economic, social and quality of life objectives.

1.4.16. Dalton was the ancient capital town of Furness, and is particularly noted for the 14th Century Dalton Castle which is a Scheduled Monument. Much of central Dalton is designated as a Conservation Area. Askam is a 19th century village that grew around the excavation of iron ore in the area, whilst the adjoining village of Ireleth dates back to the Viking occupation of Britain.

1.4.17. In addition to Dalton Castle, there are three other Scheduled Monuments in the Borough. These are Furness Abbey and precinct wall; Bow Bridge; and Piel Castle. There are also 11 Conservation Areas: eight in Barrow and Walney Island, and one at Dalton, Lindal and Ireleth. There are also 270 listed buildings in the Borough as follows:

Table 1: Listed Buildings in the Borough

| Listed Building Classification | Number in the Borough |
|---------------------------------------|------------------------------|
| Grade I | 8 |
| Grade II* | 15 |
| Grade II | 247 |

1.4.18. Arising from these issues are the following key challenges:

- Ensuring the protection and enhancement of the built environment and heritage assets
- Ensuring that new development makes a positive contribution to local character and distinctiveness.

Natural Environment and Landscape

- 1.4.19. Most of the Borough falls within the West Cumbria Coastal Plain National Character Area. This area is characterised by inland views set against the Lake District, and a coastline that encompasses a diverse range of mudflats, shingle and pebble beaches, soft cliffs, dune systems and the barrier islands of Walney and Foulney.
- 1.4.20. The coastline has a range of international and national designated nature conservation sites that are important for breeding seabirds, wintering waders and wildfowl, natterjack toads and specialist flora. Tranquillity, a strong sense of place and history all contribute to its recreational value, and combined with its nature conservation interests associated with the coast, makes the area attractive to residents and visitors.
- 1.4.21. Industry also forms part of the landscape, with Devonshire Dock Hall being particularly visible in many parts of the town of Barrow, as are the offshore wind farms off the coast of Walney Island.
- 1.4.22. Arising from these assets are the following key challenges:
- Conserving and enhancing the Borough's landscape and biodiversity.
 - Maximising the multiple benefits of the natural environment.

Housing

- 1.4.23. Barrow Borough is identified separately as one of 20 housing market areas in Cumbria by the Cumbria Housing Group where it is known as 'Barrow'. Although the housing market area is largely self-contained, there is movement between Barrow and other adjacent Housing Markets Areas, particularly the Ulverston / Cartmel (Regional) or Ulverston and Furness (County) Housing Market Areas.
- 1.4.24. The housing stock of the Borough is dominated by older, terraced housing. Approximately 50% of the stock is terraced and 45% was built pre-1919. Most of this is concentrated in the central Barrow areas, where there are some issues with housing quality due to the age and condition of the stock. This contributes to the relative affordability of the Borough's housing stock, with approximate income to price ratios of 1:4 (Barrow Housing Statement 2012).
- 1.4.25. The mean house price in Central Ward, which consists mostly of terraced housing, is more than £50,000 less than the Borough average. The proportion of properties in Council tax band A in the Borough is significantly higher than the regional and national average, and again this is concentrated in the central areas of the town (Barrow Area Plan 2012-14).
- 1.4.26. There is a lack of choice in the current housing market to meet the needs of industry to attract the highly skilled workers it requires and meet the housing aspirations of many existing residents. The Borough also has a high proportion of residents with a disability, and there is therefore a high need for suitable adapted

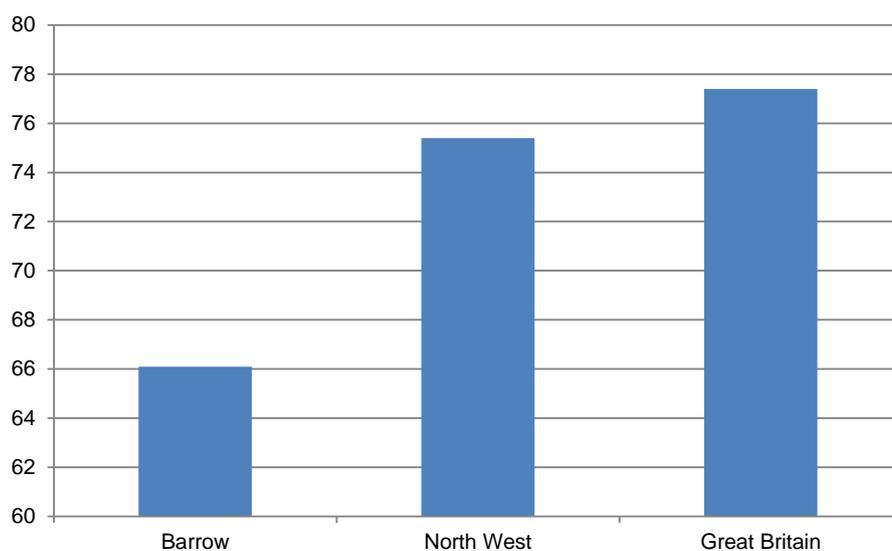
housing or housing with support. This includes the needs of the elderly, as 25% of the Borough's residents are aged over 60 (Census 2011).

- 1.4.27. The wards of Newbarns and Ormsgill in Barrow have the lowest vacancy rates at 2% and 3%. However, the central areas of Barrow have a significantly higher vacancy rate, with Barrow Island having a vacancy rate of 24% (Council Tax records).
- 1.4.28. Arising from these issues are the following key challenges:
- Managing demographic change, in particular developing an increasing range of housing for older people.
 - Addressing the long-standing issues facing Barrow's dwelling stock, including stock condition, overcrowding and addressing the lack of variety in the housing offer.
 - Ensuring that new housing is located in the most sustainable locations.
 - Managing historic and current development pressures on the countryside.

Employment

- 1.4.29. The local economy is dominated by ship building. BAE Systems is one of the largest shipyards in the UK and the largest employer in Barrow, with approximately 5,500 employees. The £400m investment by BAE as part of the Successor programme could potentially generate more than 2,000 additional jobs, although the programme remains subject to approval by the government in 2015.
- 1.4.30. The economy of the Borough is relatively self contained, and a significant proportion of people who work in the Borough also live in the Borough. Manufacturing accounts for 21% of the Borough's employment, which is more than double the national average (Census 2011). Median individual and household incomes in the Borough are higher than the regional and national averages. However, despite the success of other world class manufacturing companies in the area, the long term decline of the Borough's traditional industries has resulted in significant job losses.
- 1.4.31. Figure 5 shows that the proportion of residents who are economically active is significantly lower than the regional or national average.

Figure 5: Economically Active (%) Oct-Sept 2013



Source: ONS Annual Population Survey

- 1.4.32. Despite the above statistics, the rate of Job Seekers Allowance (JSA) claimants has been consistently lower than the North West average over the last five years. However, since 2011 the proportion of people claiming JSA in the Borough has been higher than the England and Wales average (ONS Annual Population Survey).
- 1.4.33. The economy of Barrow has diversified in recent years, with significant numbers now working in public services, retail and hospitality. However, there is still opportunity to further diversify the economic base of the area, and this is particularly important given the isolation of the area from regional and national markets.
- 1.4.34. Arising from these issues are the following key challenges:
- Increasing the levels of employment by diversifying the local economy and facilitating a variety of employment opportunities.
 - Facilitating and supporting specialist manufacturing, nuclear and energy and the visitor economy.
 - Ensuring that the Local Plan is flexible so that it can facilitate economic growth, particularly if the Successor Deterrent Programme is not approved by the government.

The Retail Economy

- 1.4.35. Barrow is the main centre in the Borough providing modern pedestrianised shopping facilities, a mall, an indoor market hall and an open market, in addition to independent shops and traditional shopping streets. The market town of Dalton has a smaller local shopping centre.
- 1.4.36. Whilst Barrow is a significant retail destination for areas outside the Borough, the Barrow Retail and Town Centre Uses Study shows that there has been an overall decrease of 6% in comparison expenditure in the Borough between 2006 and 2013. There has also been a shift in the focus of such sales from Barrow town

centre to other retail locations, such as edge of centre retail parks. This could be contributing to the high proportion of vacant units on Barrow's main shopping streets (Dalton Road and Portland Walk), where the vacancy rate is 19% (2013). Also, car borne visitors to Barrow are tending to visit out of town developments, which means that people are not visiting the town centre.

1.4.37. Arising from these issues are the following key challenges:

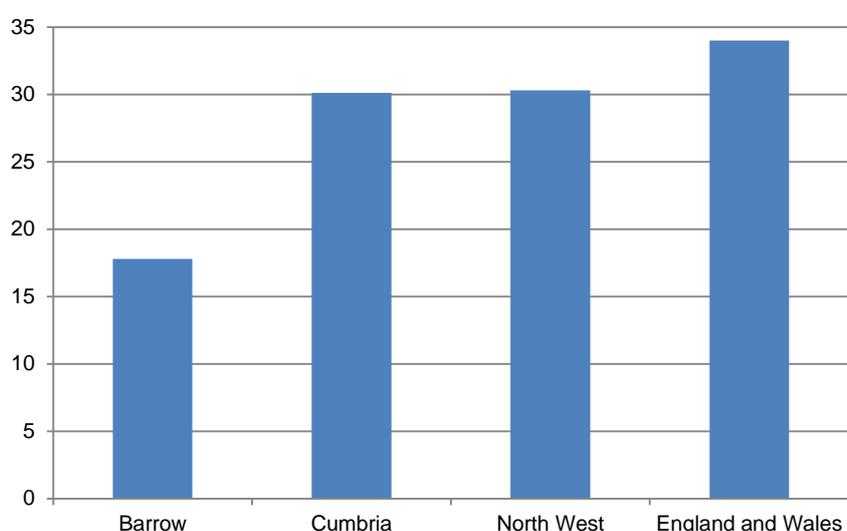
- Facilitating identified need for additional retail floorspace in Barrow and Dalton, whilst ensuring that the Local Plan is flexible enough to deal with changing local requirements.
- Addressing the proportion of vacant units in Barrow town centre, including the impact of out of town retail developments on the town centre.
- Facilitating balanced growth that focuses on maintaining and strengthening the vitality and viability of the town centres.
- Enhancing the range of shops and services appropriate to a historic market town in Dalton town centre.

Education

1.4.38. There has been significant recent investment in education in the Borough. Three primary schools in Barrow have been rebuilt or refurbished under a £12.8m scheme by Cumbria County Council; a new £22.5m site campus was built at Furness Academy; and £40m has been invested at Furness College to modernise college facilities. The area has limited transport access to universities, although Furness College offers foundation year degrees through affiliation with the University of Cumbria, Lancaster University and the University of Central Lancashire.

1.4.39. Figure 6 shows that in 2012 the proportion of the working age population educated to NVQ Level 4 was significantly lower than the Cumbria, regional and national average. The proportion of the population attaining each of each of the NVQ levels 1 to 3 continues to reflect the levels attained across the County, as does the proportion of working age population with no qualifications.

Figure 6: Working Age Population (5) Educated to at least NVQ4 Level 2012



Source: ONS Annual Population Survey

- 1.4.40. 52% of children attained five or more GCSEs at grades A*-C, including English and Maths. This is lower than the Cumbria (56.3%) and national (57.9%) averages (ONS 2012).
- 1.4.41. Arising from these issues is the following key challenge:
- Increasing educational attainment and reducing the skills gap.

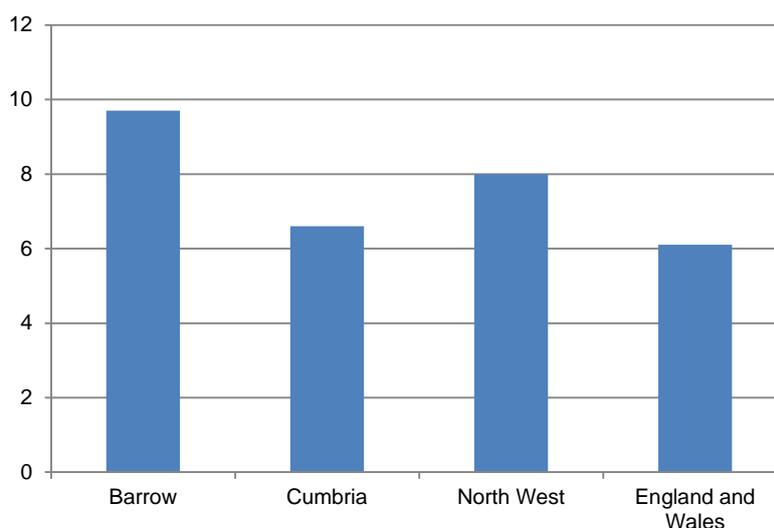
Transport and Accessibility

- 1.4.42. The local economy in Barrow depends on long distance connections to West Cumbria, the M6 and the rest of the UK by road and railway. However, transport links to / from the area are limited. The A590 is the only direct link to the motorway network, and the length and unpredictability of this route could hinder inward investment in the future. There is also poor journey time reliability to West Cumbria via the A595, and this could hinder economic growth in Barrow and West Cumbria.
- 1.4.43. Barrow and Dalton railway stations are both situated on the Furness line, which connects to the West Coast Main Line which runs to Carlisle; and the Furness line which runs to Lancaster, to destinations further afield. There are regular services direct to Manchester Airport, however rail connections north of Barrow to Millom, Sellafield and Whitehaven are not regular and there is no Sunday service.
- 1.4.44. Due to the rural nature of the County, some bus services are infrequent. Only 4.3% of all journeys to work in Barrow are on public transport, compared to 10.2% nationally (2011 Census).
- 1.4.45. The compact nature of the town of Barrow means that there are opportunities for short journeys made on foot or by cycle. 13.6% of all journeys in the Borough are on foot or by cycle, compared with a national average of 8.1% (2011 Census). Pedestrian routes within Barrow town are generally good, although pedestrian links to the dock area require improvement.
- 1.4.46. Arising from these issues are the following key challenges:
- Facilitate economic growth in Barrow by improving external transport links, thus reducing isolation from regional and national markets.
 - Ensuring that new development promotes sustainable travel choices.

Health

- 1.4.47. The proportion of incapacity benefit claimants is a serious issue in Barrow, and Figure 7 shows that the proportion is higher than that of the Cumbria, regional and national levels.

Figure 7: Incapacity & E&A Benefit Claimants (5) 2011



Source: Department for Work and Pensions

1.4.48. The Public Health England – Barrow Health Profile 2013 shows that the health of people in the Borough is generally poorer than the national average. Deprivation is higher than average and about 2,900 children live in poverty. Life expectancy for both men and women is lower than the national average, and is 9.6 years lower for men and 6.8 years lower for women in the most deprived parts of the Borough than in the least deprived areas.

1.4.49. The Health Profile also shows that over the last ten years, all cause mortality rates have fallen. The early death rate from heart disease and stroke has fallen, but is still higher than the national average. In Year 6, 23.8% of children are classified as obese, and the estimated level of adult 'healthy eating' is lower than the national average. Rates of smoking related deaths and hospital stays for alcohol related harm are higher than the national average.

1.4.50. Arising from these issues is the following key challenge:

- Reducing health inequalities through a variety of measures including facilitating good quality housing, high quality open spaces and other green infrastructure, a variety of employment opportunities and new sports and leisure facilities.

Tourism

1.4.51. Tourism in the Borough is primarily focused around business customers and people visiting residents in the area. There is potential for growth in tourism and leisure based attractions which could help to further diversify and regenerate the local economy. In particular, the coastal and marine heritage of the town offers significant opportunities for the development of tourism activity around the port area.

1.4.52. The Borough has several popular attractions, and these vary from the Dock Museum in Barrow to the South Lakes Wild Animal Park, north of Dalton. The latter was in the top five of Cumbria's top paying visitor attractions in terms of visitor

numbers in 2011, demonstrating the viability of the right type of attraction at the right scale. Furness Abbey and Piel Island are also important to the local tourism economy.

1.4.53. Despite these and other attractions, the number of visitors, the number of tourist days and the revenue made in the tourism sector overall in the Borough between 2011 and 2012 has fallen. The Local Plan has an important role to play in addressing this issue by promoting the Borough and making it more attractive to leisure industry developers and visitors.

1.4.54. Arising from these issues is the following key challenge:

- Maximising the Borough's tourism assets by promoting the Borough and making it more attractive to visitors and leisure sector investors and developers.

2. Vision for the Borough of Barrow-in-Furness

By 2031 Barrow Borough will be a place where a thriving diverse economy has supported strong inclusive communities, with an improved housing offer, diversified job opportunities, high level education and skills base, vibrant town centres and retail offer, and access to high quality open space and active leisure. The Borough's health and wellbeing will have improved, and the natural environment and landscape will have been protected and enhanced, with resources managed sustainably and waste minimised.

2.1. Objectives

In order to meet this vision, the plan must achieve the following objectives:

- The Plan must help create a strong, sustainable and diverse economy, where business is actively encouraged and supported
- The Plan must help create and sustain healthy and inclusive communities
- The Plan must enable communities to grow, ensuring they have access to decent homes in the right locations which are suitable for all their needs
- The Plan must encourage the sustainable management of resources and minimise waste
- The Plan must help create and protect vibrant, attractive retail centres, which are adaptable and resilient to economic change
- The Plan must ensure that residents have the opportunities to gain access to the highest levels of education
- The Plan must ensure residents have access to high quality, inclusive open spaces including the wider countryside and help protect these from inappropriate development
- The Plan must demonstrate that only good quality design is acceptable and ensure that local heritage is respected and protected
- The Plan must protect and enhance habitats and species and help promote them as a key to sustainable development
- The Plan must demonstrate, along with the Infrastructure Delivery Plan, that efficient and integrated infrastructure networks are in place to support growth and development whilst maintaining the valued and locally distinctive character of the Borough.
- The Plan must prepare for climate change in order to ensure it has the least impact on the population and on the environment.

- 2.1.1. **Health & wellbeing**– Health is linked closely to where people live, learn, work and play. The health and wellbeing of the Borough’s population will be improved, through measures aimed at reducing health inequalities, improving access to healthier food, reducing obesity through improved access to physical activity and improved air quality.
- 2.1.2. **Economy** -Barrow will play a leading and pivotal role in West Cumbria’s economy and have sustainable economic growth based on a highly skilled workforce set within a unique and high quality environment, with strong links to the Energy Coast.
- 2.1.3. **Employment** - The attractiveness of Barrow to local people, investors, businesses and tourists will be clearly visible. The number, variety and quality of employment opportunities in the town will have increased, creating a more diverse economic base for the area. There will be improved transport connections to wider regional, national and international destinations. New business start-up and inward investment will have been encouraged and local people will have the skills and expertise to access jobs created.
- 2.1.4. **Environment** -The Borough’s natural environment and landscape will have been protected and enhanced as key assets for drawing people to the area. Biodiversity will have been enhanced and protected from unsympathetic development. Coastal defences will have been improved and their associated recreational and environmental benefits realised, whilst bathing water quality will have been protected and enhanced.
- 2.1.5. **Culture & Heritage** -Arts, culture and heritage throughout the Borough will have been strengthened to improve wellbeing and further diversify the local economy. Access to high quality open space and active leisure will be improved, and sports and leisure opportunities will have been provided which improve health and wellbeing and which encourage people to stay in the Borough. Barrow and Dalton town centres will be vibrant with a variety of retail and non-retail offers.
- 2.1.6. **Housing** -There will be a choice of good quality housing, appropriate to local needs and aspirations throughout the Borough, to encourage inward investment and to attract and retain a high quality workforce. Good quality housing will also enable improved health, reduced crime and greater fuel efficiency. Neighbourhoods will be safe, clean and sustainable with healthy, highly skilled and diverse communities.
- 2.1.7. **Sustainability** - Energy use will be minimised with an emphasis on sustainable sources, including mitigation measures and wherever possible, adaptation to Climate Change. The potential of the Borough for renewable and low carbon energy generation will have been realised. There will have been a reduction in the need to travel by private vehicle and there will an increased use of sustainable forms of transport.
- 2.1.8. **Education** -Higher education provision will be expanded, generating a culture of learning that is attractive and accessible to all. Educational attainment for children and young people will be increased.
- 2.1.9. **Rural Vibrancy** -The character of Barrow, Dalton and the villages will reflect their individual historic and cultural heritage, with high quality designed new

buildings enhancing their local distinctiveness. The rural areas will remain unspoiled by substantial new development, but the villages will have a better choice of housing for local people. The character of rural villages will have been maintained, with access to services to sustain the local communities.

3. Development Strategy



Key Sustainability Appraisal Objectives

- To improve access to services, facilities, the countryside and open spaces
- To provide everyone with a decent home
- To improve the health and well-being of people
- To create vibrant, active, inclusive and open minded communities with a strong sense of local history
- To preserve, enhance and manage landscape quality and character for future generations
- To improve the quality of the built environment
- To increase the level of participation in the democratic process
- To improve the level of skills, education and training

Key Facts – Development Strategy

- Barrow Borough is situated on the Furness Peninsula at the edge of the Lake District. The Borough includes the large coastal town of Barrow in Furness, and the parishes of Dalton with Newton, Askam and Ireleth and Lindal and Marton.
- Barrow is the main commercial, retail and cultural centre for South West Cumbria, located with Morecambe Bay to the south and Duddon Estuary to the North, it also boasts beautiful scenery and an expanse of wildlife rich habitats.
- The Furness area is the home of multiple world class manufacturing companies and service businesses, and Barrow is a centre of excellence for marine engineering and the UK shipbuilding and submarine industry.
- Barrow is a commercial port that supports the activity of BAE Systems, and provides a terminal and facilities for the nuclear, gas and offshore renewables industries.
- The Borough has a wealth of tourism, natural and heritage attractions including South Lakes Wild Animal Park, Dock Museum, Furness Abbey and Piel Castle.
- Deprivation is a challenge for areas of the Borough, which have suffered from economic decline, and face problems such as unemployment, poor housing, lower than average life expectancy and higher incidence of cancer and circulatory diseases.
- Significant boosts to the local economy are anticipated from major investment in manufacturing, engineering, life sciences and energy sectors. This will create jobs, achieve redevelopment of sites, and investment in infrastructure.
- The challenge is to plan to accommodate this growth through the provision of new homes, infrastructure, education, retail, leisure and commercial facilities to make Barrow Borough an attractive and sustainable place to live and work.

What You Have Told Us...

“The principle of sustainable development should be reflected by a clear vision for Barrow, which the policies should work towards creating.”

“The Local Plan will also need to ensure that development takes place in other localities to meet their needs.”

“The Local Plan provides an opportunity to raise the profile of Barrow regionally and nationally.”

“The primary role of Barrow needs to be reflected within the Local Plan and the distribution of the development that will be set out in it.”

“...Hopes that the Council will maintain its current commitment to inward investment and regeneration in the Local Plan.”

“The Plan should build on the strengths of Barrow rather than focussing on its weaknesses.”

“The Council will need to quantify requirements for differing land uses and then identify sustainable and deliverable locations for these.”

3.1. Sustainable Development

3.1.1. The National Planning Policy Framework highlights that ‘the purpose of planning is to help achieve sustainable development’². It states that ‘Planning should operate to encourage and not act as an impediment to sustainable growth’³ It requires a positive approach to planning where local authorities find ways to enhance and improve places rather than simply scrutinising proposals. The Local Plan provides an opportunity to show that the Council is committed to promoting sustainable development and also show what it considers to be sustainable development, helping developers determine the sustainability of their proposals whilst they are developing them.

3.1.2. Paragraph 14 of the NPPF states that:

“At the heart of the National Planning Policy Framework is a presumption in favour of sustainable development, which should be seen as a golden thread running through both plan-making and decision-taking.

For plan-making this means that:

Local planning authorities should positively seek opportunities to meet the development needs of their area;

Local Plans should meet objectively assessed needs, with sufficient flexibility to adapt to rapid change, unless:

- any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or*
- specific policies in this Framework indicate development should be restricted.*

For decision-taking this means:

- approving development proposals that accord with the development plan without delay; and*
- where the development plan is absent, silent or relevant policies are out-of-date, granting permission unless:*
- any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or*
- specific policies in this Framework indicate development should be restricted.”*

3.1.3. Barrow Borough Council encourages sustainable development, particularly that which enhances its natural assets.

² National Planning Policy Framework, Ministerial Foreword

³ National Planning Policy Framework, Paragraph 19

Question S1: Should the Council’s commitment to sustainable development be highlighted in the Local Plan? (Please select one option)

Option 1: Include a policy in the Local Plan which promotes sustainable development

Potential Policy

When determining planning applications the Council will take a positive approach to encourage sustainable development. The Council will work pro-actively with applicants to find solutions that allow suitable proposals for sustainable developments to be approved wherever possible, and to secure development that helps the Council meet the Local Plan Vision and Objectives.

Planning applications that accord with the Development Plan will be approved without delay, unless material considerations indicate otherwise.

Where there are no policies relevant to the application or relevant policies are out of date at the time of making the decision then the council will grant permission unless material considerations indicate otherwise, taking into account whether:

Any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits when assessed against the policies in the National Planning Policy Framework taken as a whole; or

Specific policies in the Framework indicate that development should be restricted.

Option 2: Rely on the NPPF to encourage sustainable development

Option 3: Other option, please provide details

Sustainable Development Criteria

- 3.1.4. In order to ensure that development promotes sustainable development, the Council proposes a policy which lists the general criteria all planning applications will be judged against. This will help developers determine the sustainability of their schemes and improves the transparency of the planning process. The general criteria must be read in the context of the Local Plan.

Question S2: Should the Local Plan identify what it considers to be sustainable development? (Please select one option)

Option 1: Include a policy which makes clear which factors are taken into account when determining the sustainability of a proposal

Potential Policy

Subject to other Development Plan policies which may determine the suitability of particular sites, all proposals will be required to meet all of the following criteria, taking into account the scale and magnitude of impact and any associated mitigation by:

- a) Improving accessibility by walking, cycling and public transport for main travel purposes, particularly from areas of employment and retail, leisure and education facilities;
- b) Improving road safety and reducing congestion;
- c) Improving access to necessary services, facilities and infrastructure taking account of plans to provide infrastructure;
- d) Ensuring that the health, safety and environmental effects of noise, smell, dust, light, vibration, fumes or other forms of pollution or nuisance arising from the proposed development including from associated traffic are within acceptable levels;
- e) Avoiding undue impact on the residential amenity of existing and committed dwellings, particularly privacy, security and natural light;
- f) Avoiding undue impact from existing or committed developments on the health, safety or amenity of occupants or users of the proposed development;
- g) Maintaining or enhancing of the character, appearance and historic interest of related landscapes, settlements, street scenes, buildings, open spaces, trees and other environmental assets;
- h) avoiding undue impact upon biodiversity and geodiversity;
- i) Ensuring that construction and demolition materials are re-used on the site if possible;
- j) Avoiding undue impact on mineral extraction and agricultural production

Option 2: Other option, please provide details

3.2. The Development Strategy

- 3.2.1. The NPPF states that sustainable development is about positive growth⁴. Although the Borough's population has been falling in recent years, the Local Plan gives us an opportunity to ask whether we want this trend to continue, whether we want to address the issues responsible for this decline and whether we want to plan for growth in the future.

⁴ NPPF, Ministerial Foreword

- 3.2.2. Information from the 2011 Census indicates that, although the population of England and Wales has increased by 3.7 million over the past decade, (which is the biggest rise since national records began in 1801), Barrow Borough has experienced the country's greatest population decline, falling by 4% to 69,100⁵.
- 3.2.3. The reasons for this shrinkage are complex, although not unique, current estimates suggest that urban shrinkage is a significant issue throughout Europe⁶ and that the problems of declining revenues, rising unemployment, outward migration of the economically active population and a surplus of land and buildings are common to many shrinking towns and cities. Demographic trends are compounding these problems, as the working age population declines and the over 65 age group grows.
- 3.2.4. Barrow Borough has a distinct set of local issues, illustrated in the Sustainability Appraisal Scoping Report, which need to be taken into account when establishing the overarching strategic approach to development in the Borough.
- 3.2.5. Barrow Borough Council has pursued a development strategy of growth and regeneration for the last 25 years, through two Local Plans and numerous other documents, partnerships and initiatives. This strategy has resulted in a number of successes in the past, with the development of Channelside Business Park and Portland Walk shopping area and the on-going assembly of land for Barrow Port redevelopment.
- 3.2.6. Even in light of this work, the Borough has continued to experience high levels of unemployment, health inequalities and the population has continued to fall. The development strategy we choose will inform all other policies in the Local Plan.

Question S3: What should the Council's Development Strategy be for the next 15 year period? (Please select one option)

Option 1: The Council should continue to pursue and develop an overarching strategy of sustainable growth throughout the Local Plan period, with the focus being the regeneration of Barrow. Sustainable development in Dalton, Askam & Ireleth and the cordon villages will continue within the existing settlement boundaries.

(The government's approach to sustainable development is discussed above. There is a clear emphasis on positive growth in the NPPF, particularly in relation to housing.)

Option 2: The Council pursue an overarching strategy of stabilisation to facilitate future population growth in the latter stage of the Local Plan period.

Current national guidance and legislation, emphasising growth and economic competitiveness, are based on notions of a simple linear model of growth based on investment and profit. It has been argued that this is one of the causes of the 'spiral of decline' that shrinking towns and cities can find themselves in.

⁵ Office for National Statistics Census 2011

⁶ From Crisis to Choice: Re-imagining the Future in Shrinking Cities, URBACT Secretariat

It is apparent that Barrow Borough cannot rely, in the foreseeable future, on external funding to deliver either regeneration projects or initiatives aimed at addressing local issues. A strategic shift to stabilisation rather than growth would allow the development of planning policy aimed at facilitating small scale and/or low cost community based initiatives, allowing the redirection of the limited local funding available. It may also be possible to attract European funding, as the issue of shrinking towns and cities continues to be recognised at this level.

Flexible, criteria-based planning policies, aligned with other local strategic policies, can foster the social, environmental and economic conditions necessary to facilitate growth in the future. This option can allow for this, in the latter stages of the Plan period and, in doing so, does comply with the requirements of the NPPF, although not in the conventional manner, which is for continued linear growth and development.

Option 3: The Council should pursue an overarching strategy of sustainable balanced growth, redistributing development across the Borough to improve the residential environment of the central Barrow area and also allow an increased amount of development in Dalton and/or Askam.

A balance must be struck in planning policy in order to try and stabilise the negative trends, and the effects of these, by facilitating sustainable growth in accordance with the NPPF. For Barrow Borough the effects of the negative trends have been most acutely experienced in Barrow town centre, compared to the smaller town of Dalton and settlements of Askam & Ireleth and the outlying villages.

Flexible, criteria-based planning policies, aligned with other local strategic policies, can foster the social, environmental and economic conditions necessary to promote positive trends able to sustain growth.

Option 4: Other option, please provide details

3.3. Regeneration

3.3.1. In order to maximise the positive impact of new development on the existing areas of the Borough, particularly central Barrow, the Council will continue to promote and carry out a range of regeneration initiatives aimed at helping to improve the lives of the Borough's residents and improve the image of the Borough.

3.3.2. Regeneration and the Public Realm is one of the Council's key priorities, and it is committed to engaging and working with partners and service providers to enhance the built environment and the public realm and in doing so, improve land and property values. The Council's regeneration ambitions will be aided by the production of proactive delivery tools such as a Central Barrow Masterplan and site specific development briefs.

Local Economy

- 3.3.3. The Furness economy has been significantly boosted by improvements in a number of sectors in recent years, including: the commitment to the submarine programme over the last decade; investment in UK energy production including increased incentives for offshore wind and offshore gas extraction and new nuclear build; growth in Ulverston in the low carbon lighting cluster and GSK biopharmaceutical investment.
- 3.3.4. Although manufacturing is important across the whole county, the sector has a significant concentration in the Furness Peninsula. The local economy will benefit further from investment proposals by major international companies, which are set to create up to 3,000 jobs in the Barrow and Ulverston area. The Barrow Travel To Work Area will benefit directly, there will also be benefits for the wider area of South Cumbria. In addition, opportunities exist to attract the operations of companies currently located outwith Cumbria which could locate within the area.

Cumbria Local Enterprise Partnership

- 3.3.5. The Cumbria LEP is in the process of developing its Strategic Economic Plan 2014-2024, identifying and articulating the range of investment opportunities that with concentrated resources, effort and innovation can be delivered in Cumbria.
- 3.3.6. The vision for growth is focussed around four strategic priorities:
- Advanced Manufacturing growth
 - Nuclear & Energy excellence
 - Vibrant rural and visitor economy
 - Strategic connectivity and the M6 corridor
- 3.3.7. The Cumbria LEP has confirmed that intervention will need to be focused on four economic drivers:
- Skills development
 - Business growth
 - Infrastructure improvements
 - Environmental quality
 - National Cradle for Advanced Manufacturing
- 3.3.8. The 'National Cradle for Advanced Manufacturing – Towards a new economic vision for Furness' identifies a number of key economic opportunities and challenges faced by the Furness area which include the skills and education challenge and opening up supply chains to let in local firms. This initiative is linked to the Cumbria Strategic Economic Plan's strategic priorities of Advanced Manufacturing Growth, and the economic asset of manufacturing capability that Furness businesses can offer. This will allow Cumbria and Furness to develop a hub for national and international supply chains and stimulate growth for local companies.

Furness Economic Development Forum

3.3.9. Furness Economic Development Forum (FEDF) is a public private sector partnership, whose objective is to work closely with Cumbria LEP to support the economic growth of the Furness area. The Forum has produced a Delivery Plan 2014-2017 which identifies challenges facing the economy, and a rolling set of priorities for maximising opportunities for company growth, business development and creation of jobs within the area.

Barrow Port Area Action Plan

3.3.10. The Barrow Port Area Action Plan was adopted by Barrow Borough Council in 2010, and forms part of the Council's Development Plan. The Area Action Plan (AAP) was produced as the port area was seen as a focus for growth and development and at that time the source of major public sector investment. The AAP contains policies to:

- Set out a vision, objectives and spatial planning framework for the area.
- Identify opportunities to deliver change.
- Guide future development and regeneration, including the allocation of land.
- Identify short, medium and long term approaches to effectively manage this transformation.

3.3.11. The Action Plan sets out what the Councils overall 'vision' for the area and then a series of strategic objectives.

The Strategic Vision for the Barrow Port Area Action Plan area is to:

Strengthen, revive and redevelop the Area as a high quality, sustainable new location for urban living, working and leisure, connecting local communities to the waterfront; and

Enhance the natural and built environment, infrastructure and range and quality of attractions within the Area, making it an attractive place for residents and a destination of choice for visitors and tourists.

The Strategic Objectives

3.3.12. The Council will work with its partners to ensure that the Area is developed as the primary comprehensive mixed-use regeneration project for Barrow:

- Fostering economic diversification and creating a more sustainable economy
- Redressing local, regional and national image perceptions
- To develop and encourage leisure/tourism and embrace coastal renaissance
- Improving accessibility and physical/social integration

- Prudently using, and ensuring protection and enhancement of the natural & built environment
- Facilitating social inclusion and the creation of a sustainable community.

3.3.13. The AAP contains allocations for the following key sites:

- Barrow Marina
- 925 homes at Marina Village, Salthouse and Barrow Island
- Cavendish Dock Wildlife Attraction
- Barrow Watersports Centre
- Waterfront Business Park

Housing Market Renewal Initiative

3.3.14. Improving condition and providing choice is an important part of the Council's housing market initiative. There is a strong case for concentrating private sector renewal policies on areas with older stock and higher concentrations of privately rented property. The Council has for many years adopted a policy of area-based action, this has been mainly targeted at the wards of Central, Hindpool and Barrow Island.

3.3.15. The Council have declared two Neighbourhood Renewal Areas, Hindpool and North Central, transforming the housing in these areas by the acquisition and demolition of some housing, and redevelopment of the resulting sites, together with improvement of the remaining housing in these priority areas close to Barrow Town Centre.

3.3.16. Approximately 300 houses have been the subject of stock condition improvements and 180 properties have been cleared to facilitate the development of new housing to create a greater mix of accommodation in the neighbourhood, with the purpose of improving choice and increasing demand.

3.3.17. Continued housing market renewal is an essential part of, not only the Council's housing strategy, but its overarching development strategy to rejuvenate the Barrow town centre area.

Cluster of Empty Homes Fund

3.3.18. The Council has been allocated £3.4m from the Clusters of Empty Homes Fund to help bring empty properties back into use. This fund was set up to deal with neighbourhoods where more than 10% of properties are empty, and where at least 100 homes can be brought back into use. Barrow Island was selected for a bid as the only area in Barrow that met these criteria, and a bid was submitted to bring empty flats back into use on Barrow Island.

3.3.19. Barrow Island Flats are four storey traditional flats which are approximately 100 years old. There are about 750 flats in total, which are all in private ownership and are rented out. The bid money will be used to work with the owners of the largest two property portfolios. Together, these contain around 600 flats. The owners are already planning a programme of improvements to provide better quality

accommodation. Clusters of Empty Homes funding will be used to provide loans that will allow the programme of refurbishment to be accelerated. This will bring the properties back to a lettable condition and stimulate demand for the flats. Because the funding is to be used for loans rather than grants, over time it will be repaid by the owners to the Council.

- 3.3.20. About a third of the fund will be used to carry out a programme of improvements to the environment around the flats. This will improve the general appearance of the neighbourhood and make it more attractive as a place to live.

Barrow Town Centre

- 3.3.21. The planning framework, through the Local Plan and Barrow Port Area Action Plan can support the continued regeneration of the Town Centre.

- 3.3.22. Barrow town centre has benefited from large scale investment and regeneration of the public realm, including, paving, lighting landscaping and public art, and the recently completed Townscape Heritage Initiative Scheme which means that much of the shops and services of the town centre can now be accessed in a high quality pedestrianised and landscaped environment.

- 3.3.23. The Council intends to produce a Central Barrow Masterplan to help focus its efforts in developing the town centre's role, attracting shoppers, visitors and businesses, with an intensified range of uses, events and activities. This will involve investment in vacant and redundant sites and premises and improving connectivity.

- 3.3.24. The Council, through the Local Plan, is committed to ensuring further redevelopment of the Town Centre encourages sustainable economic growth and provides a wide range of social and environmental benefits, such as access to open space, improved housing offer and an enhanced environment.

3.4. Design

- 3.4.1. Good quality design is recognised in the National Planning Policy Framework as one of the twelve core planning principles. It notes that design goes beyond aesthetics, and that it also covers the ways in which people and places connect and how new developments integrate into the natural, built and historic environment.

“Planning should always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings.”

(Paragraph 17, NPPF)

- 3.4.2. The new Local Plan presents a step-change opportunity to raise the standard of design in the Borough necessary in challenging perceptions of the Borough and in

actively encouraging further investment. One option is to emphasise the Council's commitment to good design through the inclusion of an over-arching design policy in the Local Plan which applies to all development. This would sit alongside policies for specific aspects of design such as trees, wildlife and heritage, which will be found elsewhere in the Plan.

- 3.4.3. The NPPF allows authorities to refuse permission for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions.
- 3.4.4. Whilst there are many attractive areas in the Borough, some areas have suffered from neglect and others have been poorly designed, are poorly connected to surrounding areas or are vulnerable to crime. The new Local Plan, alongside the Council's regeneration commitments, provides an opportunity to address these issues through raising standards and aspirations of design in the Borough.
- 3.4.5. The suggested policy below lists a number of criteria which developers should take into account when designing developments. The policy would not restrict the style of the building because innovative, modern designs may be acceptable providing that they have been designed with the buildings context in mind.

Design and security

- 3.4.6. Consideration of design principles can improve an area's safety and therefore reduce crime or the perception of crime. The footpaths, cycleways and roads that connect developments need to be well-lit and overlooked, taking into account whether lighting would adversely affect habitats, especially those that are designated. Excessively long paths between buildings where there is no natural surveillance will need to be avoided; as should alleyways and short-cuts which, due to poor design, can facilitate anti-social behaviour and crime.
- 3.4.7. Encouraging residents to take ownership of spaces can also make areas feel safer. Public open space should be overlooked by active street frontages with blank gable walls and high rear boundary walls kept to a minimum. This issue is looked at in more detail in the Green Infrastructure and Promoting Healthy Communities chapters.
- 3.4.8. Below are good and poor examples of the design and location of children's play areas in the Borough.



Above: Hindpool Urban Park, Barrow: Well lit and overlooked by several houses

Below: Poor surveillance and lighting at Stanley Road playground, Barrow



Question S4: Should the Local Plan contain an over-arching design policy? (Please select one option)

Option 1: Include an over-arching design policy to be applied for all proposals for development to be assessed against

Potential Policy

New development must be of a high quality design, which will support the creation of attractive, vibrant places. Designs will be specific to the site and must demonstrate a clear process that analyses and responds to the characteristics of the site and its context. Proposals must demonstrate clearly how they:

- a) Integrate with and where possible enhancing the character of the adjoining built and natural environment, particularly affected heritage assets;
- b) Make the most effective and efficient use of the site and any existing buildings upon it;
- c) Create clearly distinguishable, well defined and designed public and private spaces that are attractive, accessible, coherent and safe and provide a stimulating environment;
- d) Allow an inclusive permeability and ease of movement within the site and with surrounding areas, placing the needs of pedestrians, cyclists and public transport above those of the motorist, depending on the nature and function of the uses proposed;
- e) Create a place that is easy to find your way around with routes defined by a well-structured building layout;
- f) Prioritise building and landscape form over parking and roads, so that vehicular requirements do not dominate the sites appearance and character;
- g) Exhibit design quality using design cues and materials appropriate to the area, locally sourced wherever possible;
- h) Respect the distinctive character of the local landscape, protecting and incorporating key environmental assets of the area, including topography, landmarks, views, trees, hedgerows, habitats, heritage assets and skylines. Where no discernible or positive character exists, creating a meaningful hierarchy of space that combines to create a sense of place.
- i) Create layouts that are inclusive and promote health, well-being, community cohesion and public safety;
- j) Incorporate public art where this is feasible and where it can contribute to design objectives;
- k) Ensure that development is usable by different age groups and people with disabilities;

l) Integrate into landscaping, where relevant, sustainable urban drainage systems of an appropriate form and scale.

Option 2: Other option, please provide details

Landscaping

3.4.9. A landscaping scheme will often be required a landscaping as part of a planning application or through a planning condition to assimilate the development into it's surroundings and provide screening, particularly where development would have an undue impact upon the surrounding environment or where the development occupies a prominent site. Good landscaping has several benefits: it helps improve visual appearance of an area and consequently adds value. It can also enhance and provide new habitats for biodiversity. When landscaping is done poorly it can attract litter and graffiti and have a negative impact on an area's image. Landscaping schemes must identify areas of existing and proposed hard and soft landscaping (i.e. surfacing, edging, trees, planting beds, grass verges etc.).

Soft landscaping

3.4.10. Careful consideration should be given to the species of trees and plants chosen, their size, position and spacing to ensure they are able to grow in their environment. Native species should be used with decorative species used only for accent in support of other design objectives. Location, species and size are particularly important when closer to buildings as poorly placed trees can impact in terms of lighting and damage from roots and branches, can affect traffic sight lines and services such as the integrity of pipes and overhead cables. Thought must also be given to the amount of maintenance that landscaping will require in the future as unkempt trees and planting can become an eyesore and can attract anti-social behaviour.

Hard Landscaping

3.4.11. Consideration will need to be given to the visual impact, practicability and longevity of materials used in hard landscaping schemes. The site's context is also important and materials used in areas of high landscape value, such as Conservation Areas, should be carefully chosen to ensure they do not harm the character of the area.

Question S5: Should the Local Plan contain a policy relating to landscaping? (Please select one option)

Option 1: Include an over-arching landscaping policy

Potential Policy

A Landscaping Scheme will be required as part of a planning application or by condition where development will have a significant impact upon the surrounding environment or where the development occupies a site in a prominent location.

All soft landscaping, all existing trees, shrubs and planted areas should be shown along with details of any protective measures proposed. Details of new trees, shrubs and planted areas in terms of species, density, size, spacing and position should be included. Native species should be used with decorative species used only for accent purposes in support of other design objectives. Proposals must demonstrate that any soft landscaping proposed will have a positive visual impact upon the area and is able to survive in its environment.

In terms of hard landscaping, materials used must of a colour and texture appropriate to the locally distinctive character of the area, be durable, practical for the proposed use under a variety of weather conditions.

Option 2: Do not include a specific policy relating to landscaping but include only the supporting text.

Option 3: Other option, please provide details.

Development along Strategic Routes

- 3.4.12. Strategic routes are vital to the character of the Borough and as such need to be promoted so that the best introduction can be made to the entrance of Barrow.
- 3.4.13. The A590 is the strategic route into Barrow and presents many visitors with their 'first impression' of the town. Parts of the route between the Park Road roundabout and the town centre provide a visually poor and bland environment, creating a poor sense of entry into the town with little sense of place. Design of new development along this gateway therefore needs to be of a high standard so that it contributes towards improving the quality of arrival into the town, providing better first impressions gained from visitors into the town.
- 3.4.14. Abbey Road is the main civic and historic strategic route into Barrow and was historically the main highway through the town. It is a wide straight thoroughfare enhanced by its tree lined highway, wide pavements and grass verges and the number of listed buildings which face onto Abbey Road. Proposals along Abbey Road will need to compliment the form and character of the strategic route.
- 3.4.15. Rawlinson Street is also an important strategic route linking Abbey Road with the Barrow Port Area Action Plan area. Given this, the Council is, and will continue to, engage in strategies to improve the character and appearance of the route.

Question S6: Should the Local Plan contain a policy to ensure development fronting onto a strategic route is of high quality? (Please select one option)

Option 1: Include a policy containing standards for development along Strategic Routes

Potential Policy

Proposals fronting onto or accessing a Strategic Route will need to demonstrate how they will enhance or conserve street-scene character through the use of active frontage, suitable landscaping, boundary treatments and the sensitive design of signage, advertising and lighting where required.

Option 2: Include a policy setting standards for development along Strategic Routes in the design standards chapter of the Local Plan rather than the employment chapter.

Option 3: Other option, please provide details

Development Briefs/Design Codes

- 3.4.16. The NPPF Paragraph 59 states that Local Planning Authorities ‘should consider using design codes where they could help deliver high quality outcomes. However, design policies should avoid unnecessary prescription or detail and should concentrate on guiding the overall scale, density, massing, height, landscape, layout, materials and access of new development in relation to neighbouring buildings and the local area more generally.’ Briefs can also refer to the need for surface water drainage assessments, the use of sustainable drainage systems and where sites are potentially contaminated, desk top studies, site investigations and remediation strategies as appropriate.
- 3.4.17. Development Briefs are useful for giving developers and local residents a clear idea of the quality of development which would be required on a particular site also setting the function and demands of a development such as transport and education provision. The Council has the option of producing development briefs for each of the potential housing allocations, and if this option is progressed, the briefs would be produced and made available for public consultation.
- 3.4.18. Design codes can be produced by the Council or a developer and are more detailed extracts to demonstrate the quality of a development across a range of issues and situations, such as layout, landscaping and architectural detail. They are produced in advance of a detailed scheme, to agree the design approach as an accurate guide to consider subsequent proposals against.

Question S7: Should development briefs be produced for each allocated site? (Please select one option)

Option 1: The Council produce development briefs for each allocated site for developers to follow which include what the authority considers acceptable in terms of design, house typologies, layout and scale. The briefs will also refer to the need for surface water drainage assessments, the use of sustainable drainage systems and where sites are potentially contaminated, desk top studies, site investigations and remediation strategies as appropriate. They will also need to take into account the Infrastructure Delivery Plan.

Option 2: Produce a list of criteria to help guide developers producing development briefs as part of an application for development on windfall sites. Require developers to demonstrate how the criteria have been taken into account.

Option 3: Both options 1 and 2 above.

Option 4: Let the market decide

Option 5: Other option

4. Climate Change & Pollution



Key Sustainability Appraisal Objectives

- To protect and enhance biodiversity
- To preserve, enhance and manage landscape quality and character for future generations.
- To improve local air quality and reduce greenhouse gas emissions.
- To improve water quality and water resources.
- To restore and protect land and soil.
- To retain existing jobs and create new employment opportunities.
- To diversify and strengthen the local economy

Key Facts – Climate Change & Pollution

- Coastal flooding and erosion is therefore a serious issue for the Borough. The main areas at risk of coastal flooding include South Walney, Earnse Bay and Roa Island.
- There are no major rivers in the Borough, although Poaka Beck creates flooding issues in parts of Dalton.
- There are surface water flooding hotspots in many parts of the Borough, particularly in parts of Dalton and at Salthouse in Barrow.
- The Environment Agency has designated five bathing waters in the Borough, and these meet the standards set out in the Bathing Waters Directive (1976). However, they do not meet the tighter requirements set out in the revised Directive (2006). This could have implications on the aspiration to boost tourism in the area.
- A large aquifer is situated under the town of Barrow. This needs to be protected from pollution, including surface water runoff from contaminated sites.
- There are areas of the Borough which are contaminated or unstable as a result of previous industrial and mining activity in Barrow.
- Barrow has the deployable renewable resource potential of 191.9 MW by 2030, the equivalent of 4% of Cumbria's onshore deployable potential. The Local Plan should ensure that renewable energy developments must not have an unacceptable adverse effect on a range of social, economic and environmental issues.

What You Have Told Us...

“The Plan should take account of the capacity of the natural environment to accommodate energy infrastructure.”

“The Plan should consider impacts on water quality and resources and address flood risk management.”

“The Plan should ensure that designated landscapes and sites are fully protected when planning for new renewable and low carbon energy.”

“The Plan should positively contribute to reducing flood risk by working with natural processes e.g. Green Infrastructure.”

“The Plan should provide for coastal adaption and work with coastal processes, recognising the need to respond to changes over long timescales and across administrative and land / sea boundaries.”

“The Plan should take account of the marine environment and apply an Integrated Coastal Zone Management approach.”

“The Plan should improve public access to and enjoyment of the coast.”

“There are many ways of achieving the Water Framework Directive, including the promotion of sustainable water use within new building design; and promoting Sustainable Drainage Systems for all development.”

“The protection of groundwater resources is key to providing improvements to the aquatic environment and protecting watercourses for future use.”

“Policies should apply the sequential approach to development in areas at risk of flooding.”

“Trees and woodland have a vital role to play in climate change adaption, and this should be considered in the Local Plan.”

4.1. Addressing Climate Change

- 4.1.1. Climate change is the greatest long-term challenge facing people and wildlife. While climate change is recognised as a global issue, its consequences will be felt at the local level from the associated impacts of increasing temperatures, rising sea levels and extreme weather conditions. Barrow's low lying coastal areas will be susceptible to the effects of sea level rise and coastal erosion and the Borough will face increasing risk from river and surface water flooding connected to extreme weather patterns.
- 4.1.2. Positively addressing the impact of climate change will be at the forefront of this Local Plan. This approach accords with the NPPF, which requires local planning authorities to adopt proactive strategies to mitigate and adapt to climate change, in line with the Climate Change Act 2008. The Climate Change Act sets a target for the reduction in the UK's CO₂ emissions by at least 60% by 2050 and at least 26% by 2020.⁷

Approach to Flood Risk

- 4.1.3. As set out in the NPPF, inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk. The flood zones are the starting point for identifying areas at risk of flooding (see Figure 8). These flood zones refer to the probability of sea and river flooding only, ignoring the presence of existing defences.
- 4.1.4. The overall aim should be to steer new development to Flood Zone 1, where there is low probability of flooding. Inappropriate development proposals in Flood Zones 2 and 3 will be subject to the Sequential Test, to demonstrate that there are no reasonably available sites in areas at lower risk of flooding. Only where there are no reasonably available sites in Flood Zones 1 or 2 should the suitability of sites in Flood Zone 3 be considered, subject to the Exception Test. There is more information on the sequential and exception tests in paragraphs 101 and 102 of the NPPF and the Planning Practice Guidance.
- 4.1.5. The draft Strategic Flood Risk Assessment (SFRA) has been used to analyse flooding issues in the Borough in more detail, taking account of the requirements of the NPPF. In addition to sea and river flooding, the draft SFRA also analyses other sources of flooding such as surface water flooding. The SFRA, once published, will be used to inform the flood risk management policies of the Local Plan.

⁷ Against the 1990 baseline

4.2. Coastal and Watercourse Management

- 4.2.1. The Borough's coastline is popular with local people and tourists, and benefits from outstanding scenic views, internationally recognised wildlife habitats and opportunities for leisure pursuits. The coastline also forms the basis for Barrow's marine economy. However, the coastline is a dynamic environment which is a threat to homes, businesses, infrastructure and natural habitats through flooding and erosion.
- 4.2.2. The complexity of the coast requires integrated planning and management, and the concept of Integrated Coastal Zone Management means that the Council needs to ensure coordination between the Local Plan and the wide range of plans, strategies and schemes which apply to coastal areas.
- 4.2.3. A key document is the North West England and North Wales Shoreline Management Plan 2 (SMP), which assesses the risks from erosion and flooding at the coast. Another key document is the South West Lakes Flood Management Plan, which provides an overview of the risk of flooding from watercourses, which is a significant source of flood risk in the Borough. Key issues from these documents, along with the SFRA and other plans and strategies, will be considered as the Local Plan develops and will be addressed where appropriate.

Risks of Flooding and Erosion in the Borough

- 4.2.4. Significant areas of Walney Island are low-lying and at coastal flood risk, although the main threat to properties is at the village of Biggar in the south of the island. There are also a number of historical landfill sites on the west coast of the island, and there will be a risk of pollution if these sites are allowed to erode. On the mainland at the Duddon estuary, three miles North West of the town of Barrow, the Sandscale dunes form important natural defences that protect this part of the Borough from coastal flood risk. However, low-lying land further to the North is within the coastal flood zone, and the village of Askam is situated very close to this area. Around 22km of the coastline of Barrow is defended against either erosion or flooding, with the remaining 41km of undefended coastline consisting of shingle beaches, clay cliffs, sand dunes and salt marsh.

Figure 8: Flood Risk Zones - Borough North & South



Key: Flood Zone 2 Flood Zone 3

4.2.5. There is high risk of flooding from watercourses in some parts of the Borough, in particular at Dalton where over 200 properties are situated within the flood plain. The cause of flooding is from Poaka Beck overtopping its banks and culvert blockages through the town. There are some local defences in Dalton that offer limited protection in the main flood risk areas. The Environment Agency's vision is to take further action to ensure that Dalton is a safe environment for people. There have also been flooding issues associated with Mill Beck in Barrow and Blea Beck in Askam. The Environment Agency is proposing several defence measures in the Borough, to be funded primarily through the government's Flood and Coastal Erosion Resilience Partnership Funding.⁸

4.2.6. There are areas of the Borough that are at risk of groundwater flooding, and there are also four reservoirs that could pose a risk to flooding. More detailed information on sources of flood risk in the Borough will be set out in the SFRA.

Managing Flood Risk and Erosion

4.2.7. The Local Plan has a role to play in managing flood risk and erosion in the Borough. For example, new development may be required to contribute towards the management of defences or the provision of new defences through a planning obligation by means of a Section 106 agreement. The Local Plan could also ensure that new defences are carefully designed so that they do not adversely affect sites of European nature conservation importance or create additional flooding issues elsewhere.

4.2.8. Natural defences, such as dunes and wetlands, are often more cost-effective than defence structures and enable maximum benefits for wildlife, along with the landscape and seascape. Natural defences can also include allowing an area to flood, where such flooding does not put homes, businesses, infrastructure and natural habitats at risk. Where defence structures are used, such defences could maximise opportunities for enhancing biodiversity and recreation.

4.2.9. The erosion of watercourses could be a potential future threat to properties. To enable watercourses to erode naturally without the need for bank protection works and the loss of habitat, the Local Plan could require buffer strips between development and watercourses. Such buffer strips would also reduce the risk of surface water pollution and would provide access to the watercourse for flood defence and other water management purposes.

Question C1: How should the Local Plan manage flood risk and erosion? (Please select one option)

Option 1: Include a policy that supports sustainable flood defence and erosion prevention measures.

⁸ See <http://www.environment-agency.gov.uk/research/planning/118129.aspx> for further details.

Potential Policy

The Council will support natural defence measures to protect against coastal and fluvial flooding and erosion in the Borough. However, where the implementation of natural defences is not feasible or viable, the Council will support new defence structures. All new defence measures will be subject to the following criteria:

- a) Measures are designed and incorporated to enhance biodiversity;
- b) There will be no significant harm to natural coastal processes, habitats, geodiversity and historic sites;
- c) Opportunities are maximised to enhance the Cumbria Coastal Way or other public right of way, where the defences are situated on or adjacent to such a public right of way; and
- d) The open character of the undeveloped coast is maintained.

Development will not unacceptably encroach on or restrict access to a watercourse. Buffer strips between watercourses and development will be required to protect and enhance habitat value and water quality, while ensuring access for flood defence purposes is retained. The width of the buffer will be dependent upon a number of factors, including the type of development proposed and the findings of any ecological surveys accompanying the application.

Designs that incorporate watercourses into development proposals as a feature will be encouraged and measures should be implemented that deter future development, including domestic gardens, extending into the buffer.

Option 2: Other option, please provide details.

Development and the Coast

- 4.2.10. The Local Plan has an important role in managing the impacts of new development on the coast. A large part of the Borough is within the coastal area, therefore there could be pressure for development that could detrimentally impact upon the coast. Coastlines warrant special protection as they are often sensitive to development due to their open character and they also provide habitats for certain species of plants, mammals and birds. In addition, development should not interfere with natural coastal processes such as erosion and deposition.

Question C2: How should the Local Plan ensure that new development does not detrimentally impact upon the coast? (Please select one option)

Option 1: The Local Plan should include a policy that protects the coast from the adverse effects of development.

Potential Policy

Development in a coastal location will only be permitted where:

- a) There will be no significant harm to natural coastal processes, including increasing the risk of flooding, coastal erosion and instability;
- b) There will be no significant harm to habitats, geodiversity and historic sites;
- c) The capacity of the coast to form a natural sea defence or adjust to changes in conditions without risk to life or property will not be prejudiced;
- d) There will not be an increase in the need for additional sea walls or other civil engineering works for coastal protection purposes except where necessary to protect existing investment;
- e) The open character of the undeveloped coast is maintained;
- f) Local fisheries will not be prejudiced;
- g) There will be no unacceptable adverse effect on people's enjoyment of natural landscape character;
- h) There will be no adverse effect on the recreational activities at the coast.

Option 2: Other option, please provide details.

4.3. Water Quality and Efficiency

- 4.3.1. Good water quality is essential for biodiversity, health, recreation and tourism, and enables the provision of good quality drinking water. The Water Framework Directive is designed to improve the way water bodies are managed throughout Europe. Under the Directive, Member States must aim to reach “good” chemical and ecological status in inland and coastal waters by 2015.

Sources of Water Pollution

- 4.3.2. Surface water flooding is a significant source of water pollution. Surface water flooding normally occurs after heavy rainfall, where the drainage systems become overwhelmed by the sudden volume of water and / or the ground cannot soak up the rainwater quickly enough due to the intensity of the rainfall.
- 4.3.3. There are surface water hotspots in many parts of the Borough, with risk being particularly high at the centre of Dalton, and also at Salthouse in Barrow. Surface water run-off can pollute water bodies, particularly where the run-off is from agricultural or contaminated land. In addition, the amount of surface water that

enters the sewer network during sudden heavy rainfall can cause wastewater spillages into the estuaries and the sea.

- 4.3.4. Excessive amounts of surface water entering the sewer system can also cause sewer flooding, where wastewater flows in the street and affects properties. Approximately 140 properties are estimated to be at risk of sewer flooding in Barrow, and these are mainly located in the south of the town.⁹ The Local Plan will have an important role to play in ensuring that new development does not increase the rate, or expand the distribution, of surface and sewer flooding.
- 4.3.5. There are many other potential sources of water pollution, including industrial pollution and energy generation. Water bodies need to be safeguarded from pollution, and wherever possible improved and enhanced, in order to maximise the vital services that they provide and to meet the requirements of the Water Framework Directive.

Water Quality in Barrow

- 4.3.6. A significant factor in maintaining the visitor economy in the area, along with maintaining and enhancing wildlife habitats, is the quality of the Borough's bathing waters. The Environment Agency has designated three bathing waters at popular beaches on the Barrow coastline.¹⁰ The quality of these waters is regularly monitored by the Environment Agency, who measure bathing water quality against the standards set out in the Bathing Water Directive.
- 4.3.7. By 2015 all bathing waters must meet the higher standards set out in the revised Bathing Waters Directive (2006). Barrow's three designated bathing waters are situated along the west coast of Walney Island, and these met the higher bathing water standards in 2014. However, there have been occasions in the previous five years where these bathing waters have not met the higher standards. If by 2015 the bathing waters do not meet the stricter Directive standards, there would be a requirement to erect signs advising of the quality of the bathing waters. This could have detrimental impacts upon local tourism. The Council is investigating potential arrangements that comply with the directive, whilst at the same time not deterring leisure and tourism, noting that bathing waters may only fail to meet the higher standards in certain circumstances, such as after a surge of heavy rainfall.
- 4.3.8. In terms of river quality, the River Basin Management Plan for the area shows that the current overall ecological quality of Poaka Beck is "moderate", and this is predicted to be the case in 2015, which is the timeframe in the Water Framework Directive for waters to achieve "good" ecological status. Therefore, the River Basin Management Plan shows that the objective for Poaka Beck is to achieve "good" status by 2027.
- 4.3.9. It should be noted that a major aquifer passes under the town of Barrow and under the more rural land on its northern and southern sides. Groundwater

⁹ Source: South West Lakes Catchment Flood Management Plan, 2009.

¹⁰ Defra have recently de-designated of Roan Head and Askam bathing waters.

resources are an essential source of water for public supply, industry and agriculture. Therefore, such sources need to be protected from contamination. Groundwater also occurs in the Borough in a variety of other geological strata, and these will also require protection.

Water Management

- 4.3.10. Sustainable Drainage Systems (SuDS) are a key mechanism for improving water quality. SuDS enables surface water to be dealt with sustainably, therefore avoiding surface water run-off, along with the problems associated with surface water overwhelming the sewers. It is anticipated that from 1 October 2014 SuDS will become a mandatory requirement in Cumbria for development that would generate surface water run-off.
- 4.3.11. The Council is considering whether the Local Plan should require development proposals to robustly demonstrate how foul and surface water will be dealt with by the submission of a Drainage Strategy accompanying a planning application. This would help to ensure that the proposed SuDS will be effective in managing surface water and improving water quality. The Local Plan could also require SuDS to be of a high design standard and which creates valuable wildlife habitats. The Council believes that SuDS should be properly integrated into new development as interesting features with high biodiversity value.
- 4.3.12. There are further potential methods to deal with surface water that could be incorporated into the Local Plan. A key method could be a requirement for new developments to achieve the minimum standards for potable water efficiency, as defined in the Code for Sustainable Homes. Rainfall levels are rising in Cumbria and there is scope to collect this within buildings, as well as the re-use of 'grey' water (that was previously used for washing purposes) for watering gardens and other landscaped areas. There may also be opportunities during the plan period to install SuDS at existing developments, and this would contribute towards reducing existing surface water run-off.
- 4.3.13. The Local Plan will encourage the development of brownfield sites as this will provide an opportunity to remove areas of contamination that would otherwise continue to present a risk to groundwater, in addition to the environment and human health. It is anticipated that, on land known to be or suspected of being contaminated, or where development may result in the release of contaminants from adjoining land, the Local Plan will include a policy seeking appropriate investigation and remediation (see Question C4).

Question C3: How can the Local Plan contribute towards water management? (Please select all that you support)

Option 1: Include the following policy:

Potential Policy

All new development will minimise its impacts on the environment through the following measures:

- a) New development will achieve the minimum standards for potable water efficiency, as defined in the Code for Sustainable Homes. This could include integrating water efficient fittings and appliances, water recycling or other appropriate measures that minimise the use of potable mains water and which recycle and conserve water resources.
- b) Developers will submit a Drainage Strategy that shows how foul and surface water will be effectively managed.
- c) The external use of SuDS will be integrated into the development where appropriate. Such SuDS will be of a high design standard and will benefit biodiversity.

The retrofitting of SuDS in locations that generate surface water run-off will be supported, subject to criterion (c) above.

Option 2: Leave to Building Control legislation as amended

Option 3: Other option, please provide details.

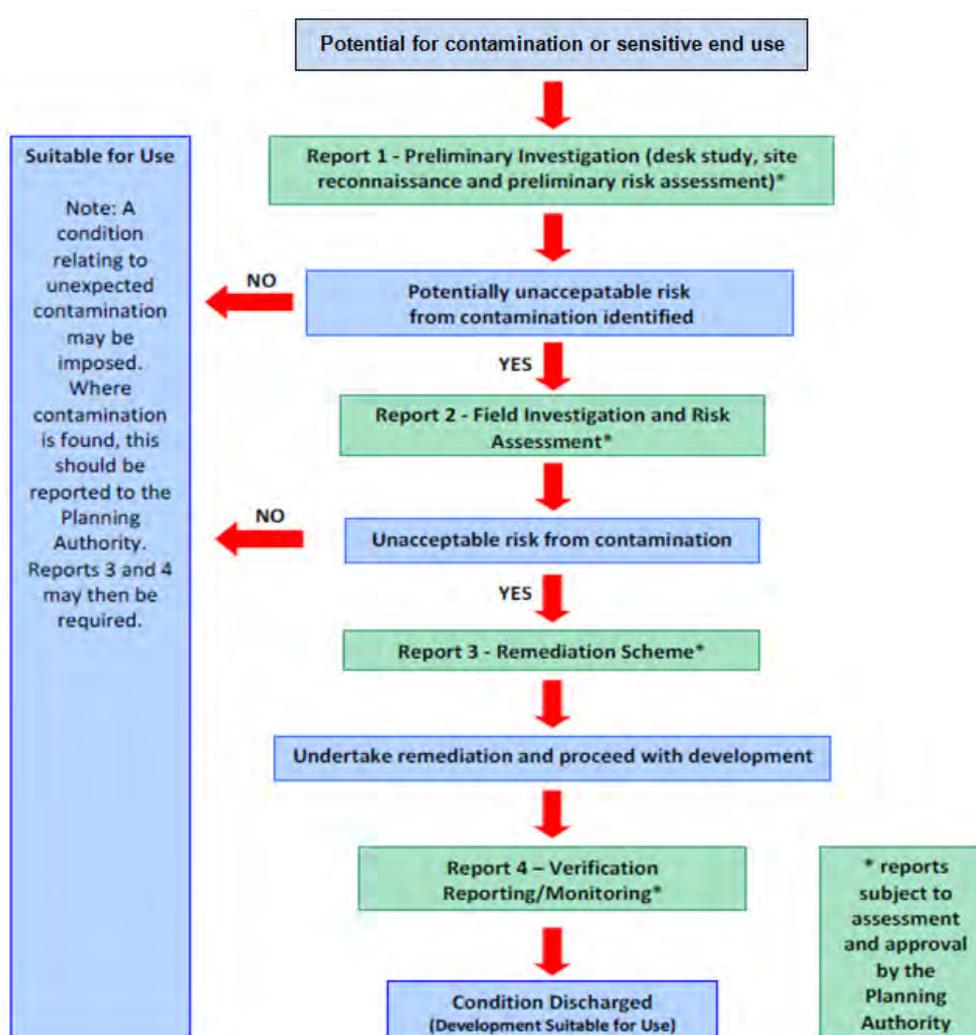
4.4. Derelict and Contaminated Land

- 4.4.1. The economy of Barrow is built on the heavy industries of iron and steel making and ship building. There is also a history of mining in the Borough. There are areas of the Borough where land is contaminated or unstable as a result of these former industries.
- 4.4.2. Although the presence of contamination can affect or restrict the use of land, development can address the problem for the benefit of the wider community and bring the land back into beneficial use. The presence of instability in land can also be a concern and when new development is proposed it is necessary to ensure that new buildings and their surroundings are safe for future users.
- 4.4.3. Where a site is affected by contamination or land stability issues, responsibility for securing a safe development rests with the developer and / or landowner. The NPPF requires that planning policies ensure that development sites are suitable for the proposed use, taking account of ground conditions and land instability, including from former activities. After remediation, land should not be capable of being determined as contaminated land under Part IIA of the Environmental Protection Act 1990.
- 4.4.4. The Cumbria Contaminated Land Officer Group has produced the guidance 'Development of Potentially Contaminated Land and Sensitive End Uses – An Essential Guide for Developers'. The Council is considering whether the Local Plan should require developers to follow the 'Investigation Procedure' set out in this

guidance where development is proposed on land known to be or suspected of being contaminated, or where development may result in the release of contaminants from adjoining land. See Figure 9 for a summary of the Investigation Procedure.

4.4.5. The application of the Investigation Procedure will ensure that risks from land contamination to the future users of the land and neighbouring land are minimised. It will also minimise risks to controlled waters, property and ecological systems, and will ensure development can be carried out safely without unacceptable risks to people.

Figure 9: Investigation Procedure for Potentially Contaminated Land



Source: Development of Potentially Contaminated Land and Sensitive End Uses

– An Essential Guide for Developers

Question C4: What approach should the Local Plan use to ensure appropriate investigation and remediation of contaminated and unstable land? (Please select one option)

Option 1: The Local Plan should include a policy seeking appropriate investigation and remediation of contaminated and unstable land.

Potential Policy

Contaminated Land

On land known to be or suspected of being contaminated, or where development may result in the release of contaminants from adjoining land, development will only be permitted where:

- a) It can be demonstrated that there is no significant harm, or risk of significant harm, to health and wellbeing and the environment, including pollution of any watercourse or controlled waters.
- b) Any necessary remedial action is undertaken to safeguard users or occupiers of the site or neighbouring land, and that the environment and any buildings or services during development are protected from contamination.

All investigations should be carried out in accordance with the advice set out in 'Development of Potentially Contaminated Land and Sensitive End Uses – An Essential Guide for Developers' or any subsequent update of this guidance.

Where the proposed use would be particularly vulnerable to the presence of contamination (i.e. residential) the planning application must be supported by an appropriate assessment of on site contamination in accordance with the above mentioned document.

Unstable Land

On land known or suspected of being unstable, development will only be permitted where it can be demonstrated that there is no significant harm to health and wellbeing and the environment, and that any necessary remedial action is undertaken to safeguard users or occupiers of the site or neighbouring land.

Where the proposed use would be particularly vulnerable to land instability, the planning application must be supported by a risk assessment report that demonstrates that adequate and environmentally acceptable mitigation measures are in place.

Option 2: Other option, please provide details.

4.5. Renewable and Low Carbon Energy Generation

4.5.1. Increasing the amount of energy from renewable and low carbon energy sources is key to the government’s commitment to slow down climate change by reducing greenhouse gases. The UK Renewable Energy Strategy (2009) sets out the Government’s path to secure 15% of the Country’s energy from renewable sources by 2020. The government is also committed to achieving higher energy standards.

4.5.2. The development of renewable and low carbon technologies will have the additional benefits of a secure energy supply, job creation and the generation of revenue for local communities. The Local Plan will have an important role in the delivery of new renewable and low carbon energy infrastructure in locations where the local environmental impact is acceptable.

Barrow’s Renewable Energy Capacity

4.5.3. The Cumbria Renewable Energy Capacity and Deployment Study (2011) provides a comprehensive evidence base for renewable energy in Cumbria and its districts. The study shows that Barrow has the deployable resource potential of 191.9 MW by 2030, the equivalent of 4% of Cumbria’s deployable potential. The following table provides the breakdown of Barrow’s deployable potential by technology. Air Source Heat Pumps provide the highest deployable potential in Barrow.

Table 2: Barrow Deployable Potential in 2030 by technology

| Technology | Total Deployment 2030 (MW) |
|---|----------------------------|
| Onshore wind – large scale | 20.4 |
| Onshore wind – small scale | 0.5 |
| Solar Photovoltaics | 19 |
| Solar Water Heating | 17.2 |
| Ground Source Heat Pumps | 25.1 |
| Air Source Heat Pumps | 100.4 |
| Biomass / Geothermal / Combined Heat and power | 8.94 |

4.5.4. The Council is considering whether to develop a policy that promotes renewable energy in new development. For example, the Merton Rule was the groundbreaking planning policy developed by the London Borough of Merton which required new developments to generate at least 10% of their energy needs from on-site renewable energy equipment in order to help reduce annual carbon dioxide (CO₂) emissions. A similar policy could be included in Barrow’s Local Plan. Alternatively, the Local Plan could simply promote or encourage renewable energy in new development.

Question C5: How should the Local Plan facilitate the provision of renewable energy in new development? (Please select one option)

Option 1: The Local Plan should promote renewable energy in new development; or

Option 2: The Local Plan should require that new development should generate at least 10% of its energy needs from on-site renewables.

Potential Policy

The Council will encourage the energy efficient design of buildings and their layout and orientation on site. All new residential developments of more than ten dwellings and new non-residential developments above a threshold of 1,000sqm will be expected to incorporate renewable energy production equipment to provide at least 10% of predicted energy requirements.

Option 3: Other option, please provide details.

4.6. Renewable and Low Carbon Energy Proposals

- 4.6.1. Renewable energy developments have the potential to have an adverse effect on a range of social, economic and environmental issues. The Cumbria Wind Energy Supplementary Planning Document provides guidance for wind energy schemes, including topics such as biodiversity, community, cultural heritage, highways, landscape character and local amenity. It is anticipated that the Local Plan will identify the SPD as a material consideration when determining planning applications for wind energy developments. The Cumbria Landscape Character Guidance will also be identified as a material consideration.
- 4.6.2. The Council is considering whether the Local Plan should identify specific sites for renewable and low carbon energy production. This would enable developers to see exactly where such development could take place and would provide certainty for local communities.
- 4.6.3. Alternatively, the Local Plan could include a criteria-based policy against which to assess such proposals as and when they are received. Such a policy would need to consider issues such as impact on local amenity, environmental impacts and impact on heritage. Cumulative impacts and impacts during the construction of projects would also need to be considered in such a policy. If the Council identified specific sites, then such issues would be considered during the site selection process.

Question C6: How should the Council ensure that renewable and low carbon energy proposals are acceptable? (Please select all that apply)

Option 1: Renewable energy proposals should be assessed against a specific criteria-based policy for energy production in the Local Plan.

Potential Policy

In order to contribute towards the achievement of national renewable energy targets the Council will support development of new sources of renewable energy provided that:

- a) Measures are taken to avoid and where appropriate mitigate any negative impacts of the effects on local amenity resulting from development, construction and operation of the renewable energy schemes; and
- b) The visual impact can be accommodated within the landscape and the development would not give rise to an unacceptable adverse cumulative impact when considered in the context of other existing or consented developments; and
- c) Proposals do not have an unacceptable adverse effect on nature conservation, biodiversity and geodiversity; and
- d) The site is accessible by suitable routes for construction and maintenance and the development of supporting infrastructure does not in itself result in unacceptable adverse impacts, including upon other infrastructure providers; and
- e) Developers have engaged with the community and local authority at an early stage prior to the formal submission of any proposals; and
- f) Large scale renewable energy developments make provision for direct community benefits over the period of the development.

Option 2: The Local Plan should allocate sites for renewable and low carbon energy production.

Option 3: Other option, please provide details.

5. Infrastructure



Key Sustainability Appraisal Objectives

- To improve access to services, facilities, the countryside and open spaces.
- To improve the level of skills, education and training.
- To improve the health and well-being of people.
- To create vibrant, active, inclusive and open-minded communities with a strong sense of local history.
- To improve water quality and water resources.
- To improve access to jobs.
- To diversify and strengthen the local economy.
- To improve the vitality and viability of town and local centres.

Key Facts - Infrastructure

- The Council is preparing an Infrastructure Delivery Plan (IDP) that will show what major infrastructure will be required to support the development proposed in the Local Plan.
- The IDP will also show how the infrastructure that is required to support the Local Plan is expected to be delivered.
- Developer contributions will be a crucial way of facilitating the necessary infrastructure and services to support new development.
- More residents in the Borough are travelling to work by car, although the proportion of residents travelling to work by walking and cycling is also greater than the national average.
- The towns of Barrow and Dalton along with the villages are compact in nature with existing services and facilities often being readily accessible.
- There is no efficient bus interchange in the town of Barrow.
- The A590 is important to the economic success of the Borough, as there is no alternative direct route onto the Furness Peninsula from the M6 motorway.
- Traffic incidents and highways maintenance works on the A590 can create significant delays along the route.
- Good rail connections to the West Coast Mainline and beyond are important for economic growth in the Borough. However, the completion of the North West electrification schemes could potentially reduce the quality of rail connections from Barrow.

What You Have Told Us...

“Transport policies should take full account of impacts on the natural environment.”

“Traffic is increasing in Barrow, and this will require appropriate intervention in the Local Plan so as to avoid potential congestion at peak times.”

“Development should be focused in sustainable locations which are accessible to local services and infrastructure.”

“The part-electrification of the west coast mainline service will have a knock-on effect on the connectivity of Barrow-in-Furness to other parts of the North West, and this will have a detrimental impact on inward investment.”

“The Plan should promote the use of public transport, walking and cycling to improve access to nature.”

“The Local Plan should include for the provision and protection of public rights of way.”

“Local Plan policies should, where necessary, require the delivery of new development to be co-ordinated with the delivery of infrastructure.”

“The Plan needs to clarify the importance of well-connected transport infrastructure keeping Barrow connected to other parts of the UK.”

“A balanced approach between new development and the creation / protection of the environment should be adopted to reduce the likelihood of flooding.”

“There are many ways of achieving the Water Framework Directive, including the promotion of sustainable water use within new building design; and promoting Sustainable Drainage Systems for all developments.”

5.1. Development and Infrastructure

- 5.1.1. The provision of more employment opportunities and a choice of good quality housing must be supported by the delivery of local services and infrastructure. This means that a lack of infrastructure should not be seen as an obstacle to development. One of the core planning principles set out in the NPPF is that planning should proactively drive and support sustainable economic development, and this includes the delivery of infrastructure.
- 5.1.2. The Council is producing an Infrastructure Delivery Plan (IDP) which will identify what infrastructure is required to deliver the Local Plan, along with how it will be delivered, how much it will cost and what funding will be required. The NPPF is clear that planning policies should recognise and seek to address potential barriers to investment, including any lack of infrastructure.
- 5.1.3. Some of the potential development sites in the Local Plan could be affected by significant infrastructure constraints. Wherever possible, the IDP will identify how such constraints to development are expected to be overcome. For example, some sites may need to be phased later in the Plan period to allow time for the necessary infrastructure to be developed. However, in some cases the constraints may be so significant that they cannot realistically be overcome, and such sites will not be able to be included in the Local Plan.

Developer Contributions

- 5.1.4. Developer contributions are essential in providing the funds required to provide the necessary infrastructure and services to support new development. Such contributions may take the form of a Planning Obligation by means of a Section 106 agreement. It is anticipated that the Local Plan will require developer contributions, and in doing so the Council will comply with the legal tests set out in regulations 122 and 123 of the Community Infrastructure Levy Regulations 2010 as amended, acknowledging that these tests limit the use of planning obligations.
- 5.1.5. The above regulations also brought into force the Community Infrastructure Levy (CIL), which is a levy that the Council may use to charge on new developments. The charge would help to raise funds for new infrastructure that is required to support development in the Borough. Section 106 agreements can be used at the same time, but their use is greatly limited once the Council has adopted a CIL. The development of a CIL could take place after the Local Plan is adopted in 2016, subject to resources and viability.
- 5.1.6. New development should make the most efficient use of infrastructure, as this will reduce the need for additional infrastructure and will help to ensure the efficient operation of infrastructure. When identifying sites for development, the Council will seek to identify the most sustainable locations with the best infrastructure capacity, therefore enabling the efficient use of infrastructure.

Question I1: How should the Local Plan ensure that developers contribute towards the required infrastructure, services and facilities to support new development?

(Please select one option)

Option 1: Include a policy that requires developer contributions for the infrastructure, services and facilities to support new development.

Potential Policy

New development should make the most efficient use of existing infrastructure where there is capacity. Where developments will create additional need for improvements / provision of infrastructure, services or facilities or exacerbate an existing deficiency, contributions will be sought to ensure that the appropriate enhancements / improvements are made, and appropriate management arrangements are in place.

The types of infrastructure that developments may be required to provide contributions towards include, but are not limited to:

- Utilities and waste (where the provision does not fall within the utility providers legislative obligations);
- Flood prevention and sustainable drainage measures;
- Transport (highway, rail, bus and cycle / footpath network and any associated facilities);
- Community Infrastructure including health, education, libraries, public realm and community facilities;
- Green Infrastructure (such as outdoor sports facilities, open space, parks, allotments, play areas, enhancing and conserving biodiversity and management of environmentally sensitive areas); and
- Climate change and energy initiatives through allowable solutions;

Where appropriate, the Council will permit developers to provide the necessary infrastructure themselves as part of their development proposals, rather than making financial contributions, subject to agreement with relevant consultees.

Option 2: Other option, please provide details.

5.2. Accessing Community Facilities

- 5.2.1. In this Local Plan, “community facilities” are defined as those used by local communities for leisure and social purposes including local shops, post offices, community centres, village halls, youth centres, sports venues, playing pitches,

cultural buildings, cinemas, swimming pools, gymnasiums, bowling facilities, pubs and places of worship.

- 5.2.2. The protection of community facilities is a particular issue in the rural areas, as the loss of such facilities would require local people to travel to larger centres such as Dalton or Barrow to access such facilities. This would particularly impact upon those who do not have access to a private car, as rural areas are less well-served by public transport. Rural shops and services are addressed in Question R20. Playing fields and sports pitches and facilities are addressed in Question HC8.

Question I2: What approach should the Local Plan take to protect community facilities? (Please select one option)

Option 1: The Local Plan should identify particular locations where community facilities should be protected. (If you support this option, please indicate where you think community facilities should be protected and why)

Option 2: The Local Plan should include a policy that protects the loss of community facilities across the Borough.

Potential Policy

Community facilities that serve the requirements of local people and which are accessible by walking, cycling and public transport will be protected. Community facilities which benefit the less mobile and which promote health and wellbeing will be given particular protection.

The loss of such facilities will only be permitted where:

- There will continue to be satisfactory provision of that type of facility elsewhere in the local area; or
- It has been demonstrated that there is a need to relocate the facility; or
- It has been demonstrated that there is no longer a need or demand for the facility in the local area; or
- It has been demonstrated that continued operation of the facility would not be viable; or
- The facility will be replaced with a use where the benefits clearly outweigh the loss of the facility.

Option 3: Other option, please provide details.

- 5.2.3. The provision of additional residential development is likely to increase demand for, and place pressure on, existing community facilities within the Local Plan area. The Council is considering including a policy in the Local Plan that requires proposals for new development to demonstrate how existing community facilities will be suitable and accessible for the users of the proposed development. Where such facilities are not suitable and accessible, the Local Plan could require developers to make adequate provision for such facilities within their developments or, in the case of smaller sites, to contribute to the provision of such facilities at other

appropriate locations within the Borough that are accessible to the residents of the proposed development.

- 5.2.4. The exact amount and nature of the provision / contributions would be dependent on the identified need for the facility in relation to the scale and location of the development. For major sites this may comprise the provision of community buildings or land, or in some cases, both. In the case of smaller sites, where a need has been identified, the Council could negotiate the exact form and level of provision to meet the requirements of each site on its merits, bearing in mind other material considerations such as contributions towards highway and open space.

Question I3: What approach should the Local Plan take to ensure new housing development has good access to community facilities? (Please select one option)

Option 1: Include a policy that ensures that new development has good access to suitable community facilities.

Potential Policy

Proposals for new housing development will demonstrate how the existing local community facilities will be suitable and accessible for the users of the proposed development.

Where such facilities are not suitable and accessible, development proposals for housing developments should provide appropriate community facilities to fulfil the needs created by the proposed development, or a contribution towards the provision of the facilities where this is considered more applicable.

Community facilities will relate directly and be fairly and reasonably related in scale and kind to the proposed development.

In assessing whether a contribution from a particular site is appropriate the Borough Council will have due regard to the following considerations:

- The size of the site; and
- The nature of the proposals and the suitability of the site for providing community facilities.

Option 2: Other option, please provide details.

5.3. Enhancing Sustainable Travel Choices

- 5.3.1. Transport has a vital role in supporting economic growth, enabling access to employment and services. However, transport is also a major source of greenhouse

gases. Around a quarter of domestic carbon dioxide (CO₂) and other greenhouse gas emissions in the UK come from transport¹¹

5.3.2. The Local Plan will have an important role in the provision and enhancement of more sustainable travel choices that minimises the release of such harmful emissions.

5.3.3. The proportion of residents who travel to work by private car in Barrow is rising and is now higher than the national average. However, the number of journeys to work by foot or by bicycle is also high and is significantly above the national average (2011 Census). A significant factor that the Council has considered when identifying potential sites for development is the proximity of potential sites to employment and services. Wherever possible, the Council has sought to locate sites close to employment and services with the aim that this will contribute towards maintaining and increasing the proportion of trips by walking and cycling whilst at the same time reducing the proportion of trips by private car.

Walking and Cycling

5.3.4. The most sustainable forms of travel are walking and cycling, as these do not generate carbon emissions. They also help to reduce congestion, are good for health and wellbeing, and are important leisure pursuits. High quality green infrastructure and public realm are significant factors in encouraging people to walk and cycle for travel and recreational purposes. Walking and cycling needs to be safe, attractive and convenient for residents and visitors to make everyday journeys by walking and cycling. The provision of walking and cycling routes is one means of increasing the number of cyclists in the Borough, and the County Council has proposed new cycle routes for major towns in Cumbria, including Barrow. This is covered in more detail in Questions G11-4 and 6.

Public Transport

5.3.5. Quality and reliable public transport services are also required to reduce the number of trips by car, particularly for longer journeys. This includes efficient interchanges between different modes of transport. Barrow currently does not have a bus station, with the main bus interchange being located at the side of the Town Hall. The Council will liaise with Cumbria County Council regarding the potential for a more efficient bus interchange in Barrow. Note that rail travel is discussed under Question I8.

¹¹ 'Reducing Greenhouse Gases and other Emissions from Transport' (DfT, 2012)

Zero Emission Vehicles

5.3.6. In terms of the impact on climate change, the private car of the future may become a more sustainable form of travel. The government has set the target for almost every car and van to zero emission vehicles by 2050. This will require the provision of convenient and safe vehicle charging infrastructure to support this ambition. The Plugged-in Places programme supports the uptake of plug-in vehicles and ultra-low emission vehicles in the UK. Whilst Barrow is not included in one of the eight Plugged-in Places that are supported by the government, the Council is considering whether the Local Plan should include a policy that requires the provision of vehicle charging infrastructure as part of new development. This would support the government's ambition for zero emission vehicles.

Question 14: How should the Local Plan ensure new developments promote sustainable travel choices? (Please select one option)

Option 1: Include a policy that ensures new developments are designed to facilitate and promote walking and cycling and reduce reliance on the private car.

Potential Policy

Development will need to provide direct and safe access to the existing footpath and cycle network accessing green space, shopping, schools, health and other amenities. Where this would require the provision of links beyond the development site, an appropriate planning obligation will be negotiated between the local planning authority and the applicant.

Secure cycle parking provision, in accordance with the Council's adopted guidelines, will be required in all new car parks, particularly those associated with employment, retail, leisure and educational developments. In addition the Authority will encourage the provision of shower facilities at employment-generating developments.

Pedestrian and cycle routes within new developments must be well lit so as to create a safe, attractive and useable environment for all.

Development proposals located on, or adjacent to, a proposed network of cycle routes should incorporate the appropriate section of route, and / or links to it. Where development affects the line of an existing route, the route will be required to be reinstated, or an acceptable alternative provided. The continuing integrity of the route should be maintained through the construction process. Routes, both interim and replacement, should be constructed to a standard and design acceptable to the Council and consistent with the Green Infrastructure Strategy requirements.

Option 2: Include a policy that ensures good access to bus services to serve new development, based upon locally derived standards. (If you support this option, what do you think the standards should be?)

Option 3: Include a policy that supports electric vehicle charging infrastructure in new development.

Potential Policy

The Council will support the integration of vehicle charging infrastructure within new development.

Option 4: Other option, please provide details.

Travel Plans

5.3.7. For development that will generate significant amounts of movement, the NPPF requires the provision of a Travel Plan. A Travel Plan sets out measures to reduce travel by the private car and to encourage more sustainable forms of travel. Travel Plans must be effective tools to facilitate use of more sustainable forms of travel, and are expected to set clear targets together with objectives on the measures to meet those targets. The Local Plan provides an opportunity to ensure the effectiveness of Travel Plans through a range of measures.

Question I5: What approach should the Local Plan use to ensure the effectiveness of Travel Plans? (Please select all that you support)

Option 1: The Local Plan should include a policy specifically requiring Travel Plans for all sites that meet a certain threshold. (If you support this option, what do you think the threshold should be?)

Option 2: The requirement for a Travel Plan should be determined on a case by case basis.

Option 3: Where the objectives of a Travel Plan are not met on time, developer contributions should be required to enable further mitigation measures to be achieved. Such contributions would be used by the County Council to develop such measures, in agreement with Barrow Borough Council.

Option 4: Other option, please provide details.

5.4. Parking

5.4.1. Parking provision in new development should be designed to meet the expected demand generated by the development. There needs to be a balance so that there is not an over provision of parking that would result in inefficient use of

land, whilst at the same time avoiding potential on-street parking congestion caused by under provision. The Council currently uses the County Council's "Parking Guidelines in Cumbria" Supplementary Planning Guidance (SPG) which was published in 1997, to determine the level of parking for new development. The NPPF sets out the factors that local planning authorities should take account of if they decide to adopt their own parking standards.

Question I6: Which of the following approaches is most appropriate in terms of dealing with the provision of car parking? (Please select one option)

Option 1: The Council should continue to apply the parking standards in the "Parking Guidelines in Cumbria" SPG.

Option 2: The Council should set its own parking standards which are linked to the accessibility of different areas of the Borough.

Option 3: Let the private sector decide parking standards for each individual planning application.

Option 4: Other option, please provide details.

5.5. External Transport Links

5.5.1. The Furness economy depends on longer distance connections to West Cumbria, and the rest of the UK by road and railway. The Local Transport Plan (LTP3) for Cumbria is a statutory document that sets out how transport, including train services and roads, will be improved and managed. LTP3 states that the County Council will work with the Department for Transport and nuclear industry development bodies to secure journey time reliability improvements to the A590, A5094, and A595, and improvements to services along the Furness and Cumbria Coast rail lines. Working with the Highways Agency the County Council will aim to secure the required improvements to the A590 to enable new development to come forward in Barrow and South Lakeland.

5.5.2. The A590 is important to the economic success of South Cumbria, providing Barrow and a number of towns and villages along its length, with a direct link to the M6 motorway. However, this trunk road between Barrow and the M6 is isolated in parts with few suitable diversion routes and large parts of the route are single-carriageway. This means that traffic incidents and highways maintenance works can lead to significant delays for traffic.

5.5.3. There are also concerns with the A595, which forms the key strategic link to the West coast of Cumbria. The route is single carriageway and, particularly, south of Sellafield, is very poorly aligned in places. For significant stretches of the route there are no alternatives, and the poor journey time reliability could potentially hinder economic growth in Barrow. The route is also one of the most dangerous in

Cumbria. There is a need to make the route safer whilst improving journey time reliability.

5.5.4. In terms of rail access, the completion of the North West electrification schemes could potentially reduce the number of services from Barrow to Manchester and Manchester Airport. In order to ensure that through services at key times of the day are maintained, some of the services will join with Blackpool to Manchester trains at Preston. Significant investment is planned for the Barrow area over the Local Plan period, and good connectivity to the West Coast mainline, including Manchester and its airport, will be an important contributor to the success of such development.

5.5.5. The Cumbrian Coast Line provides for commuters to Sellafield and Carlisle plus a range of travel needs of both local people and tourists. The line receives little investment and currently has a sparse service, and this could impact upon economic growth in Furness and West Cumbria.

Question 17: What should be the approach to ensuring good external transport links?

(Please select one option)

Option 1: Include a policy that supports proposals that improve external transport links.

Potential Policy

Proposals to improve external transport links will be supported, provided that the environmental and social impacts associated with the proposals are evidenced and properly taken into consideration and with any necessary mitigation measures put into place.

In particular, the following improvements will be supported:

- a) Proposals to improved road safety and journey time reliability from the Borough to West Cumbria and to the M6.
- b) Proposals to increase the number and frequency of rail services between Furness and West Cumbria; and between Furness and the West Coast Main line.

Option 2: Other option, please provide details.

5.6. Telecommunications

5.6.1. Modern telecommunications systems have grown rapidly in recent years with more than 92% of the adult population in the UK now owning a mobile phone. Mobile communications are now considered an integral part of the success of most business operations and individual lifestyles. With the growth of services such as mobile internet access, demand for new telecommunications infrastructure is continuing to grow. Whilst telecommunications infrastructure is essential for sustainable economic growth, there is sometimes conflict between meeting the

needs of modern telecommunications and the protection of the environment and residential amenity.

Question 18: How should the Local Plan support telecommunications infrastructure whilst minimising impacts on the environment and amenity? (Please select one option)

Option 1: Include a policy that supports telecommunications infrastructure whilst ensuring that associated impacts are minimised.

Potential Policy

Developments which seek to extend or improve connectivity through new telecommunications infrastructure will be supported subject to the following criteria:

- a) The proposed facility will share an existing mast or antennae or be situated on another appropriate structure or building, unless it is demonstrated that this would be impractical.
- b) Where the proposed facility is proposed to be situated on a building, the external impact on the building will be minimised.
- c) The design, appearance and materials of the proposed apparatus and associated structures will minimise its visual impact.
- d) Any new mast will include additional structural capacity to take account of possible future needs from other operators wishing to site share, unless it is demonstrated that such measures are not viable or feasible.
- e) The proposed apparatus and associated structures will not have an unacceptable impact on the landscape, areas of ecological interest, archaeological sites, conservation areas or buildings of architectural or historic interest.

Option 2: Other option, please provide details.

5.7. Minerals and Waste

- 5.7.1. Minerals and waste development in Barrow and the rest of Cumbria is the responsibility of Cumbria County Council, who have adopted policies on minerals and waste. Barrow's Local Plan does not need to include policies on minerals and waste, although there are issues that will be relevant to Barrow that need to be considered in the Local Plan. These issues are outlined below.

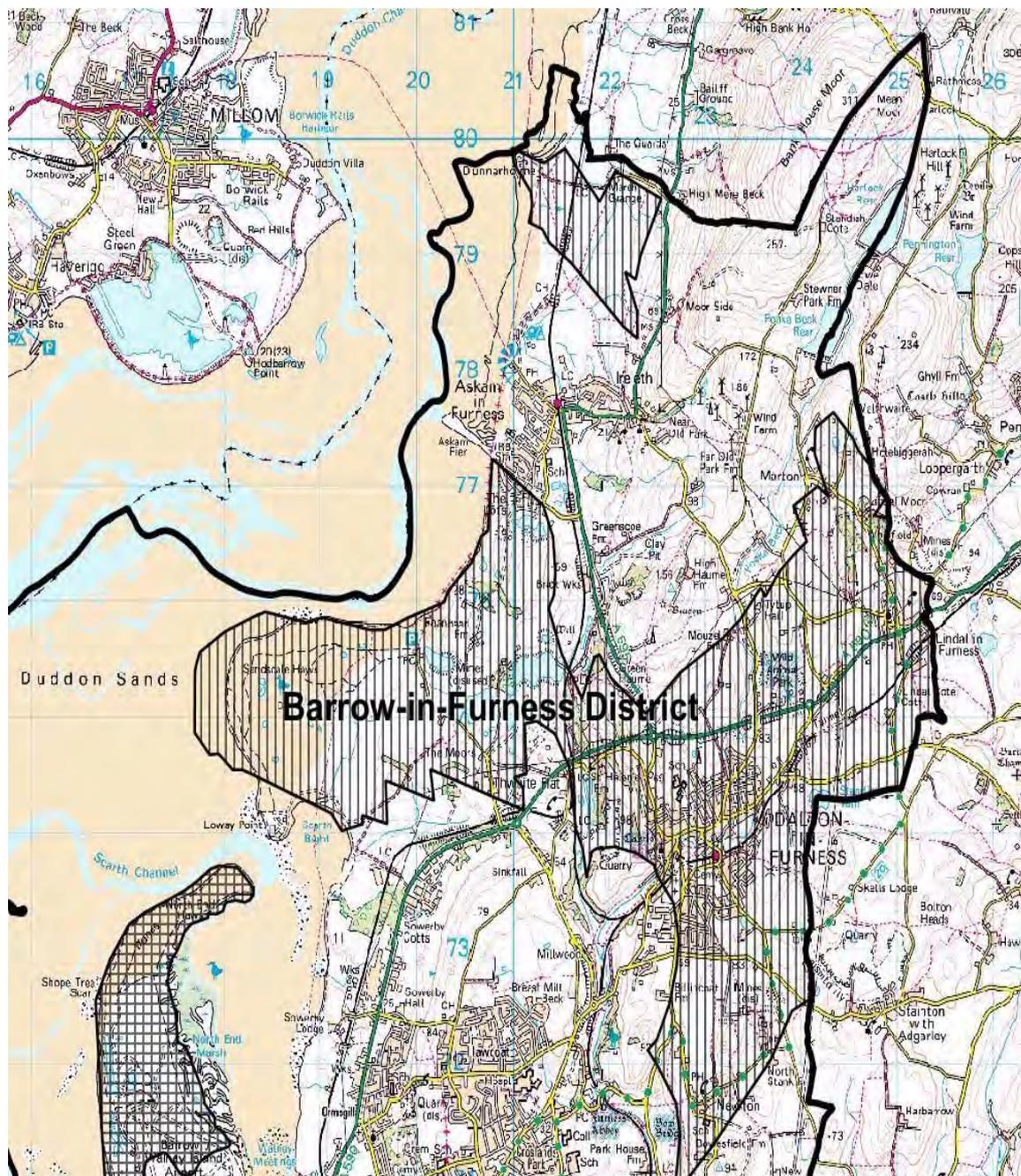
Mineral Safeguarding

- 5.7.2. Mineral Safeguarding Areas (MSAs) were identified in the Cumbria Minerals and Waste Site Allocations document. However, this document was withdrawn during public examination in 2012, after the government introduced the current planning system. MSAs protect minerals of economic importance from unnecessary sterilisation by development. The Barrow Local Plan could potentially allocate sites for development on some of these areas. Therefore, it may be necessary to consider the potential impact that development may have on sterilising those minerals.
- 5.7.3. The County Council is currently preparing a new Minerals and Waste Local Plan and this will confirm the location of the Borough's Minerals Safeguarding Areas. The Minerals and Waste Local Plan will incorporate much of the content of the withdrawn Site Allocations document.
- 5.7.4. The withdrawn Site Allocations document also identified Mineral Consultation Areas (MCAs), and these areas incorporate the MSAs plus a buffer zone around them. Upon adoption of the Cumbria Minerals and Waste Local Plan, Barrow Borough Council will be required to consult the County Council on any development that would be likely to affect the winning and working of minerals in these areas, along with how mineral working could affect other existing or proposed land uses.
- 5.7.5. MCAs that were identified in Barrow are identified in Figures 10 and 11 below.

Existing and Proposed Minerals and Waste Sites

- 5.7.6. Existing and future minerals and waste sites may have the potential to affect the amenity of the public if new housing were allowed to develop too close to the boundaries of the sites. This is therefore an important consideration in identifying future development sites in the Barrow Local Plan. Barrow Borough Council notes that the County Council is producing a new Minerals and Waste Local Plan that will incorporate much of the content, updated as necessary, of the Cumbria Minerals and Waste Core Strategy (adopted) and Site Allocations document (withdrawn). Any updates in this document that relate to the Borough will be considered as the Barrow Local Plan progresses.

Figure 10: Potential Mineral Consultation Zones - Borough North



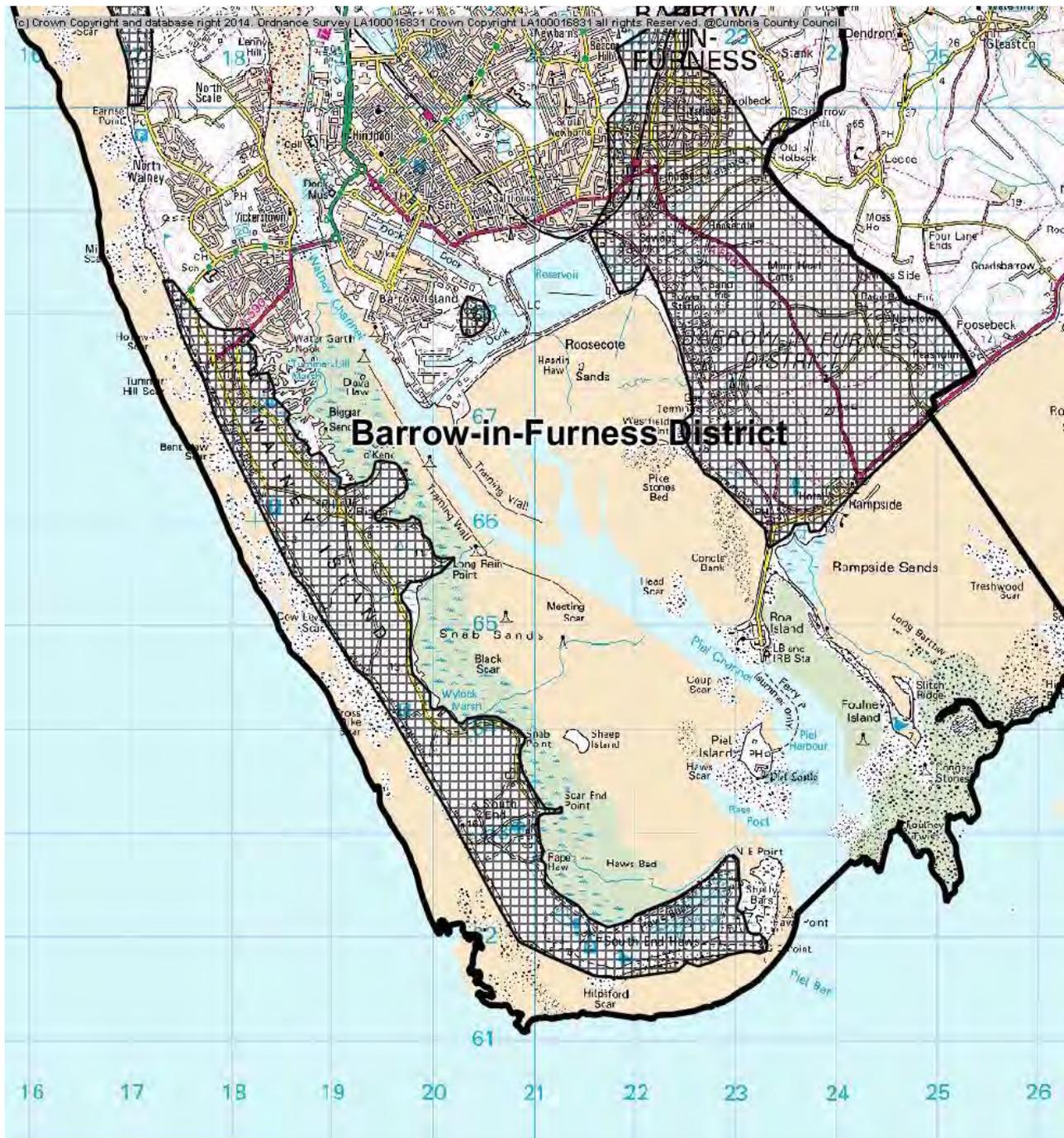
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Key

 Sand and Gravel Mineral Consultation Zone

 Limestone Mineral Consultation Zone

Figure 11: Potential Mineral Consultation Zones - Borough South



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Key

 Sand and Gravel Mineral Consultation Zone

 Limestone Mineral Consultation Zone

6. Economy



Key Sustainability Appraisal Objectives

- To retain existing jobs and create new employment opportunities
- To improve access to jobs
- To diversify and strengthen the local economy
- To improve the level of skills, education and training
- To improve the health and well-being of people

Key Facts – Economy

The Borough is part of a wider Travel to Work Area which includes parts of South Lakeland District and the Lake District National Park.

- Barrow is known throughout the world as a centre of excellence for advanced manufacturing, with BAE Systems continuing to be the main economic driver in the Borough.
- The manufacturing sector employs the largest proportion of residents in the Borough, followed by the retail and health sectors. Opportunities to diversify the economy and to develop and enhance the Borough's tourism offer have been identified.
- Barrow's commercial port, owned by Associated British Ports, remains an important location in supporting shipbuilding, bulk handling, transporting nuclear fuels, natural gas extraction and offshore wind farm assembly and maintenance.
- The port also has a berth available to accommodate vessels upto 160m in length and a number of leisure events such as National Grand Prix Powerboat Racing take place on the substantial enclosed dock system.
- The Borough has relatively low employment levels compared to the national figures, however the percentage of people claiming job seekers allowance in 2013 was lower than the regional average.
- In 2011, the percentage of working age population educated to NVQ level 4 in the Borough was lower than the County and national percentages. Many residents leave the Borough in order to gain degree-level education and don't return due to the limited opportunities locally.
- The Council, along with its partners, is committed to improving education attainment and delivering sustainable economic growth in the Borough.
- Cumbria Local Enterprise Partnership is also investing in the Borough's economy, with their vision for growth in Cumbria focussed around four strategic priorities: advanced manufacturing growth, nuclear and energy excellence, vibrant rural and visitor economy and strategic connectivity and the M6 corridor.

What You Have Told Us...

“There is a need for more companies to set up in Barrow, to get more local people to stay and to encourage other professionals to move to the area.”

“New jobs and improved employment is paramount, but should not be to the disadvantage of existing residents in reduced living standards.”

“The Plan needs to contain ambitious yet achievable aims in terms of bringing the number of people out of work down drastically.”

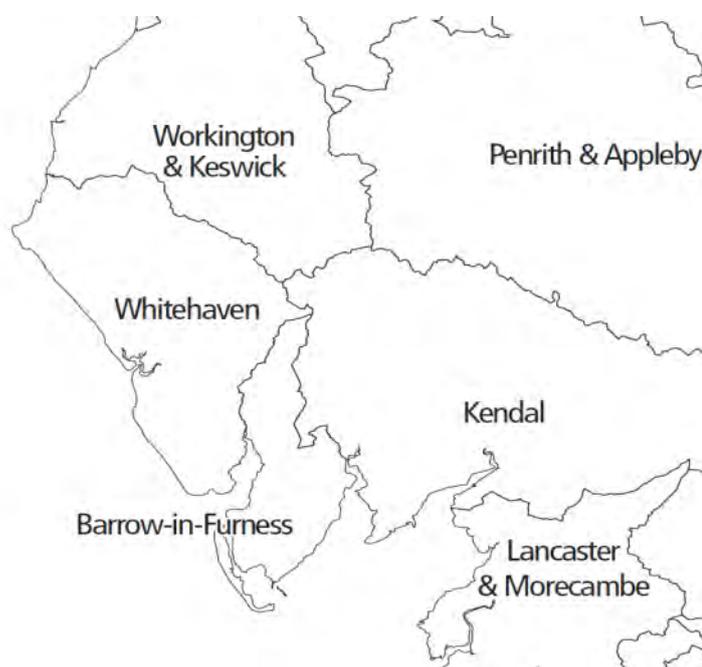
“A range of high quality, accessible and sustainable employment sites are required to assist in enhancing the competitiveness of the Borough.”

“The Local Plan should support proposals that bring tourists to the area and encourage them to stay, thus providing an opportunity to further support and diversify the town centre economy.”

6.1. The Borough's Economy

- 6.1.1. The Barrow Borough forms part of a wider Travel to Work Area (TTWA) which extends to the North into the Lake District National Park and includes part of the South Lakeland administrative area to the East. Although outside the Travel to Work area, there are also important economic links between the Borough and the neighbouring Borough to the North-West, Copeland. The TTWA has been designated as a European Assisted Area given the high levels of worklessness and its remote location away from areas of major growth.

Figure 12: Barrow-in-Furness Travel to Work Area



Source: ONS

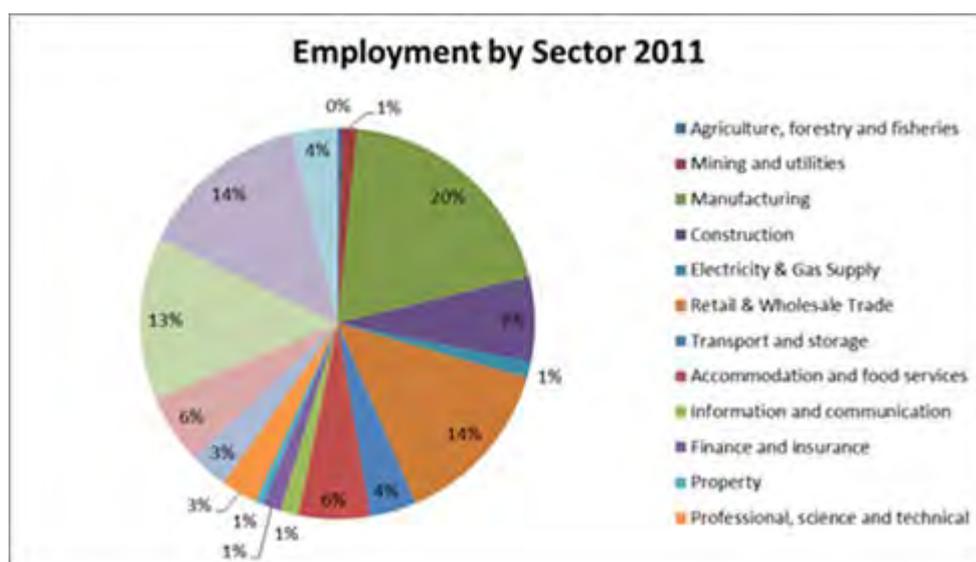
- 6.1.2. The proportion of people working in the manufacturing sector (23.34%) is more than double that of the UK (8.81%)¹² and BAE Systems, which specialises in marine manufacturing, continues to be the main employer in the Borough with over 5,800 employees¹³.
- 6.1.3. Whilst the Borough is still feeling the effects of historic large scale redundancies in the manufacturing sector, several new high-tech manufacturing firms have set up in the area and these have employed some of the workers displaced from traditional heavy industries which have declined. Sectors such as retail, information and communications and professional, science and technical have also grown in the period between 2001 and 2010.¹⁴

¹² Source: Business and Employment Survey 2010

¹³ Furness Enterprise

¹⁴ Barrow Borough Council Annual Monitoring Report 2012

Figure 13: Employment by Sector 2011



Source: ONS (From Nomis on 19th February 2014)

6.1.4. As the Borough's economy is built upon manufacturing and service businesses which serve global markets and support their own national and international supply chains, it is relatively resilient to national economic changes. This resilience meant that the Borough was the last district in North West England to go into recession in September 2008.¹⁵

Economic Activity

6.1.5. The Borough has relatively low employment levels compared to national trends. In 2012, 71.7% of the working age population in the Borough were economically active compared to 76.9% nationally. During that year, only 66.3% were in employment in the Borough compared to 70.7% nationally¹⁶.

6.1.6. In April 2013, 3.9% of the working age population in the Borough were claiming Job Seekers Allowance, compared to a national figure of 3.7%. The rate was however lower than the regional average of 4.3%¹⁷.

6.1.7. In terms of the number of active enterprises, all Cumbrian boroughs saw a reduction in number between 2009 and 2011. In 2011, however Barrow had 1,885 active enterprises, fewer than in any other Cumbrian borough. In the same year, 200 new enterprises were born in the Borough. This figure is relatively low when compared to the numbers created elsewhere in the county, with only Eden creating fewer enterprises that year (160). On the positive side, there were fewer enterprise deaths (190) in Barrow than elsewhere in Cumbria in 2011.

¹⁵ Furness Enterprise

¹⁶ Source: Nomis

¹⁷ Source: Nomis

Table 3: Enterprise Births, Deaths & Survivals

| | Barrow-in-Furness | Cumbria | North West | England & Wales |
|---------------------------------|-------------------|---------------|----------------|------------------|
| Births of new enterprise | 200 | 1,585 | 25,695 | 240,685 |
| Deaths of enterprise | 190 | 1,795 | 24,715 | 210,785 |
| Active Enterprises 2011 | 1,885 | 19,160 | 231,345 | 2,129,570 |
| Active Enterprises 2010 | 1,945 | 19,640 | 233,735 | 2,136,745 |

Source: ONS Business Demography 2011

Earnings

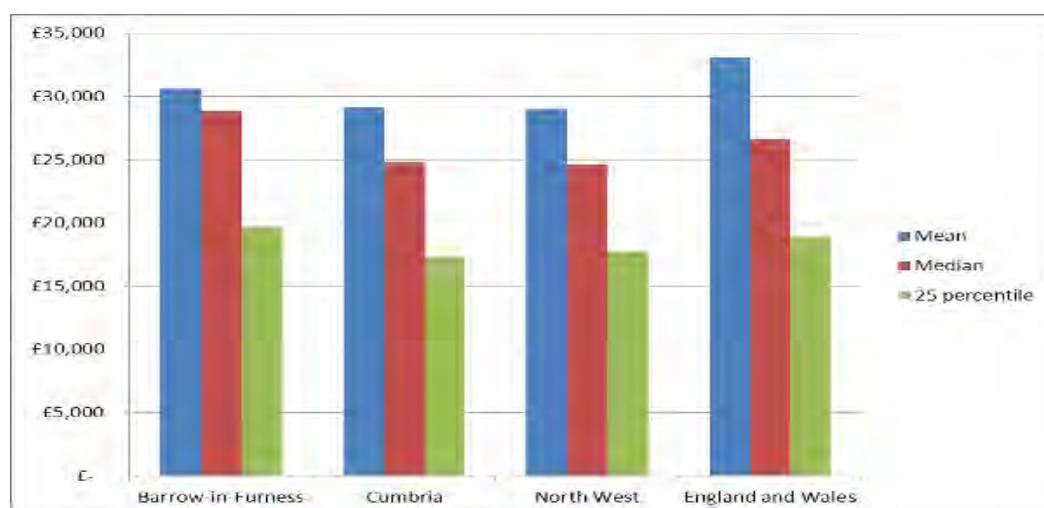
6.1.8. Table 4 and Figure 14 below show the annual earnings of residents of Barrow Borough (based on an employee sample survey which does not include the self-employed).

Table 4: Average Earnings of Resident Employees Compared 2012

| | Barrow-in-Furness | Cumbria | North West | England & Wales |
|---|-------------------|----------------|----------------|-----------------|
| Gross Annual Pay: Full-Time Workers: | | | | |
| Mean | £26,891 | £28,643 | £29,054 | £33,236 |
| Median | £25,296 | £24,403 | £24,646 | £26,643 |
| Lower Quartile | £17,074 | £17,319 | £17,786 | £18,920 |
| Gross Annual Pay: Total: | | | | |
| Mean | £20,876 | £22,409 | £23,922 | £27,140 |
| Median | £17,823 | £18,628 | £20,066 | £21,678 |
| Lower Quartile | £10,530 | £10,951 | £12,562 | £13,063 |

Source: Annual survey of hours and earnings (ASHE) - workplace analysis (2012) ONS via NOMIS 8 November 2013)

Figure 14: Average Earnings of Resident Full-Time Employees Compared 2012



6.1.9. Table 5 below shows earnings of those working both full time and part time in the Borough, this includes both residents and non-residents, and is based on a sample survey of employees which does not include those self-employed. Earnings for full time employees in the Borough are higher than the Cumbria and regional average but are lower than the national average. For all employees, earnings are slightly higher than the Cumbrian average but lower than the regional and national average.

Table 5: Average Earnings of Borough Employees Compared

| Barrow-in-Furness | 2012 |
|--|----------------|
| Gross Annual Pay: Full-Time Workers | |
| Mean | £30,622 |
| Median | £28,891 |
| Lower Quartile | £19,672 |
| Gross Annual Pay: All Workers | |
| Mean | £23,549 |
| Median | £19,767 |
| Lower Quartile | £10,807 |

Source: Annual survey of hours and earnings (ASHE) - workplace analysis (2012) ONS via NOMIS 8 November 2013

6.1.10. The data in the tables 4 and 5 above show that the average wage for employees working in the Borough is higher than for those living in the Borough; this suggests that a number of higher paid workers live elsewhere. This reflects the fact that the travel to work area extends beyond the Borough and also indicates that the businesses within the Borough are attracting high calibre staff from outside the Borough.

Education

6.1.11. A strong economy is linked closely with an educated and skilled workforce.

6.1.12. Cumbria County Council is the Local Education Authority for the Borough.

6.1.13. In 2011, the percentage of working age population educated to NVQ level 4 in the Borough (17.4%) was lower than the County (26.4%), and England & Wales (32.9%) percentages. The percentage of the population attaining each of the NVQ levels 1 to 3 continues to reflect the levels attained across the County, as does the percentage of working age population with no qualifications (11.7%)¹⁸

6.1.14. The nearest Universities to the Borough are the University of Cumbria, whose main site is in Carlisle, Lancaster University and St Martin's College which has sites in Lancaster and Ambleside. Furness College houses a University Centre where students can undertake a limited number of degree courses offered by the University of Cumbria.

6.1.15. The college has close links to BAE Systems. Further information regarding this is found in the Specialist Manufacturing section which follows.

¹⁸ Source: Nomis

- 6.1.16. The Furness Poverty Commission document ‘Shining a Light on Hidden Deprivation in Furness’ highlights the difficulties people living in poverty have in terms of the cost of transport. This is making travelling for some students to school, college and training impossible and the report recommends that the possibility of providing free transport links to education, training and employment for people living in poverty.

Barrow Port Area

- 6.1.17. The Port of Barrow has been identified as a primary regeneration opportunity within the Borough, the commercial port remains an important location for economic activity, but it is surrounded by large areas of vacant and underused land and a decaying built environment.
- 6.1.18. In order to address this, the Council adopted the Barrow Port Area Action Plan (AAP) in 2010 to give the area a new focus and encourage economic development, infrastructure provision and environmental enhancement. The AAP allocate 24.47 hectares of land (Waterfront Business Park) as the Borough’s Strategic Employment Site for B1, B2 and B8 uses and the associated £5 million access road leading from the A590 is now in place.
- 6.1.19. Barrow’s commercial port is 138 acres in size and is owned by Associated British Ports. It remains an important location for supporting shipbuilding, transporting nuclear fuels, bulk handling, natural gas extraction and other offshore activities including offshore wind farm assembly and maintenance. A number of leisure events such as National Grand Prix Powerboat Racing have also been held on the substantial enclosed dock system and the port features a berth which can accommodate vessels upto 160m in length¹⁹.
- 6.1.20. The port handles approximately 350,000 tonnes each year, 60,000 tonnes of which is woodpulp.²⁰

6.2. Promoting Economic Growth

- 6.2.1. The NPPF, paragraph 19, states that “planning should operate to encourage and not act as an impediment to sustainable growth. Therefore significant weight should be placed on the need to support economic growth through the planning system.”
- 6.2.2. The ‘National Cradle for Advanced Manufacturing – Towards a new economic vision for Furness’ identifies a number of key economic opportunities and challenges faced by the Furness area which include the skills and education challenge and opening up supply chains to let in local firms. This initiative is linked to the Cumbria

¹⁹ www.abports.co.uk/Our_Locations/Short_Sea_Ports/Barrow

²⁰ www.abports.co.uk/Our_Locations/Short_Sea_Ports/Barrow

Strategic Economic Plan's strategic priorities of Advanced Manufacturing Growth, and the economic asset of manufacturing capability that Furness businesses can offer. This will allow Cumbria and Furness to develop a hub for national and international supply chains and stimulate growth for local companies.

- 6.2.3. The Council has demonstrated its commitment to sustainable growth in the draft Local Plan's Development Strategy, through its Strategic Priorities and through its continued work with the Cumbria Local Enterprise Partnership.

Barrow Borough Council Strategic Priorities 2013-2016 (Medium Term Objectives)

"The Council is committed to work on mitigating the effects of cuts in public spending, their impact on the local economy and secure a long term economic recovery for our community"

It aims to do this through:

- Supporting the Marina Village development;
- Supporting the strategy for advanced manufacturing in Furness, through inclusion in the Cumbria LEP Investment Plan;
- The development of a young persons employment scheme
- Supporting low income families

- 6.2.4. The level of economic growth the Borough will experience is dependent upon many factors, one of the most significant being whether the Government approves the Successor Deterrent Programme in 2016. This is a £12 billion programme to deliver the Royal Navy's submarine capability which is expected to deliver £4.2 billion of GVA by 2060 in the Barrow Travel to Work Area²¹ (TWA). If the scheme is not approved, this could lead to significant job losses in the area and economic uncertainty. The policies in the Local Plan will need to be flexible enough to deal with both scenarios.

- 6.2.5. Whilst manufacturing is the most significant sector in the travel to work area, the Local Plan must also enable the development of other sectors. The local economy has diversified to some extent over recent years, however the Cumbria Economic Strategy states that there is still significant opportunity to further diversify the economic base of the area.

- 6.2.6. Funding is available to help promote economic growth in the Borough. The following sections look at this in more detail.

Cumbria Local Enterprise Partnership

- 6.2.7. The Cumbria Local Enterprise Partnership's Strategic Economic Plan (The Four Pronged Attack) was submitted to Government in March 2014. It made a bid

²¹ Furness Enterprise

for £24 million Local Growth Fund to invest in eight major capital projects to help boost economic growth in the county. In July 2014, £19 million of this investment was confirmed to cover the periods 2015/16 and 2016/17, with an additional £3.3 million to be channelled through other funding streams²²

- 6.2.8. The Plan identifies “four key sectors that, with the necessary support, have the potential to generate considerable business”. The following sections look at these sectors in more detail and the role they play in the Borough.

Specialist Manufacturing

- 6.2.9. Part of the Growth Funding will be used to develop a purpose-built advanced training facility at Furness College to help meet the demand for skills training, supporting the advanced manufacturing sector linked to BAE Systems and GSK growth plans. It is hoped that the training centre will be open in early 2016 and it is anticipated that 200 jobs will be created by the project by 2020²³.
- 6.2.10. £5.5 million of the Growth Fund money will be provided over two year period to provide a Successor Enterprise Zone at Waterfront Business Park. BAE Systems will act as an anchor tenant, which it is hoped will act as a catalyst for attracting additional investment from supply chain firms and manufacturing businesses. This project is anticipated to create 190 jobs by 2020²⁴.

Nuclear and Energy

- 6.2.11. The Borough is the gateway to Britain’s Energy Coast, “an ambitious scheme to make the most of Cumbria’s dominant position on the energy scene to bring £2bn worth of investment and 16,000 new jobs to the county.”²⁵ “As part of Britain’s Energy Coast, Barrow is also experiencing more investment in nuclear, gas, oil and renewable energy along and off the coast adding to around 100 energy service businesses already based there.”²⁶
- 6.2.12. Growth Funding for the creation of a nuclear technology innovation gateway will provide £1.5 million over two year period. Whilst this project will be based in the Copeland Borough, the nuclear sector provides employment and opportunities in the Barrow Borough with between 300 and 500 people currently traveling to work in Sellafield each day from Barrow and Furness²⁷. Many more are employed in companies transporting nuclear waste from the plant via Barrow port.
- 6.2.13. Walney Offshore Windfarm, the world’s largest offshore wind farm, has been completed and is now in operation. The operator, Dong Energy, state that the

²² Cumbria LEP: <http://www.cumbrialep.co.uk/wp-content/uploads/2014/07/Cumbria-LEP-LGF-release.pdf>

²³ Cumbria LEP

²⁴ Cumbria LEP

²⁵ Cumbria County Council: www.cumbria.gov.uk

²⁶ Furness Enterprise: http://www.barrow.furness.co.uk/pdf/High%20Class%20Brochure_WEB.pdf

²⁷ Furness Enterprise: http://www.furnessenterprise.co.uk/news_archive_details.asp?id=654

development “demonstrates our commitment to invest in the UK”²⁸. This adds to two existing wind farms off the Borough’s coast, “Barrow Offshore” and “Ormonde Offshore”. The wind farms support a large number of local jobs, not just during the construction phases but also through servicing from a base at Barrow docks.

- 6.2.14. The Barrow gas terminal is one of the largest gas processing facilities in the UK. Centrica, Stag Energy and Hoegh are developing schemes which will extend Barrow’s role by using facilities in the town for gas storage and LNG import.²⁹

Visitor economy and food and drink

- 6.2.15. “Cumbria remains one of the UK’s most visited destinations... with over 31,000 jobs in the sector and 33m visitors in 2012 generating £2.1 billion to the economy”.³⁰

- 6.2.16. “The LEP recognises the tremendous potential offered by expanding Cumbria’s market share in emerging markets in China, India, Brazil and Japan...much of the focus in Cumbria will be around a concerted international marketing campaign in these new markets as well as supporting access into and around priority visitor areas. There are also considerable opportunities around business tourism, through aligning the stunning natural environment with a high quality conference and hotel offer.”³¹

- 6.2.17. The Borough has a wealth of tourist attractions, including a number of historic buildings such as Furness Abbey and Piel Castle, and benefits from its coastal location and natural environment. Business tourism is an expanding sector and the Borough’s accommodation offer is growing annually. It also has land available for new visitor attractions, providing that they are of a scale and type which is appropriate to its environment.

- 6.2.18. It is important that the Borough works closely with neighbouring authorities to promote the Furness area as part of a wider “tourism package”. South Lakeland District Council identifies these opportunities in the following strategic objective in their Core Strategy: “Enabling opportunities for economic development and regeneration to be brought forward in the Furness Peninsula and develop the area’s potential for tourism.”

Coastal Communities Fund

- 6.2.19. The Borough is able to access grant funding from the Coastal Communities Fund which is made available through the Big Lottery and the Department for Communities and Local Government (DCLG). The aim of the fund is to deliver a

²⁸ Dong Energy: <http://www.dongenergy.com/EN/Media/Newsroom/News/Pages/World-largestoffshorewindfarmoffthecoastofCumbriabreaksindustryrecords.aspx>

²⁹ Furness Enterprise: http://www.furnessenterprise.co.uk/energy_details.asp?id=EN2

³⁰ Cumbria Local Enterprise Partnership’s Strategic Economic Plan

³¹ Cumbria Local Enterprise Partnership EU Structural and Investment Funds Plan

flexible, holistic programme ‘Unleashing Growth in Coastal Furness’, which aims to create 275 new jobs and 82.5 new indirect jobs in the Barrow area by March 2015.

- 6.2.20. For the purpose of this section employment is defined as use classes B1b (research & development), B1c (light industry), B2 (general industry) and B8 (storage & distribution).

6.3. Demand for land and sites for employment uses

- 6.3.1. The availability of suitable employment land is key to attracting inward investment and enabling the growth and expansion of companies already located in the area.
- 6.3.2. Previously, requirements for employment land were set out in the Structure Plan. Following the Plan’s abolition, it is now the role of local planning authorities to determine the need for land and floorspace for economic development and assess the existing and future supply of land to meet that need.
- 6.3.3. Much of the employment growth envisaged is likely to take place within BAE System’s existing 129 acre estate in existing buildings or new facilities built within the estate. This may give a distorted view of the perceived scale of demand. Many other large manufacturing companies in the Borough also have sufficiently large landholdings to enable their further growth. The Council is currently producing an Employment Land Review which will determine how much additional land is required for employment uses in the Borough over the next 15 years. The results of the Review will inform the next Draft of the Local Plan.

Meeting the demand

- 6.3.4. The NPPF allows the use of criteria based policies and/or allocation policies to direct employment to the most appropriate locations. Sites must be available, suitable and viable. In previous Local Plans, the Council has allocated specific sites for employment uses, however many of these sites are still vacant and the Council is under pressure to release some of them for alternative uses. The new Local Plan allows us to consider alternative approaches to identifying employment sites.
- 6.3.5. Using criteria based policy, as opposed to an allocations policy, would enable the Council to adopt a more flexible approach able to accommodate any change in needs not anticipated in the plan and to allow a rapid response to changes in economic circumstances. It also avoids the long term protection of employment sites which although they may be deliverable now, may become unviable or may be required for alternative uses over time.
- 6.3.6. If a criteria based policy, rather than an allocation policy, was adopted, the Council could continue to ensure that it is still meeting its employment needs through an annual Employment Land Review. This would allow an assessment of whether there is enough deliverable land available for employment uses, to monitor

how effectively land is being taken up and to assess whether there are any specific barriers to development.

- 6.3.7. The current Local Plan allocates 100 hectares of land in the Borough for employment use in the form of business parks and local employment sites. Barrow Port remains the Council's priority area for economic regeneration, infrastructure provision and environmental enhancement and the Waterfront Business Park is allocated in the Barrow Port Area Action Plan 2010 as the Borough's Strategic Employment Site for B1, B2 and B8 uses.

Strategic Employment Sites

Question EM1: Should the Local Plan continue to promote the Waterfront Business Park as the Borough's Strategic Employment Opportunity Area? (Please select one option)

Option 1: Include a policy in the Local Plan which continues to promote the Waterfront Business Park as an Employment Site of Regional Significance

Potential Policy

The Waterfront Business Park, identified as part of the wider Barrow Waterfront regeneration area, is an employment site of regional significance suitable for large scale business development. In addition, proposals seeking to expand the port and its role in supporting the development of the 'Energy Coast' will be supported subject to proposals meeting the criteria set out in the Barrow Port Action Area Plan Document (2010) as periodically reviewed.

Option 2: The Local Plan de-allocates the Waterfront Business Park as a Strategic Employment Site and development is dealt with through windfall applications.

Option 3: Other option, please provide details.

Local Employment sites

Question EM2: Should the Local Plan allocate local employment sites to meet the requirement or should applications for employment uses be judged against a criteria based planning policy? (Please select one option)

Option 1: Do not allocate local employment sites through the Local Plan but include a generic, criteria-based policy to be used when determining applications for employment uses. Use the Employment Land Review as a 'portfolio of sites' when promoting the Borough to employers and update the document annually to ensure there is always sufficient land available for employment uses.

Potential Policy

Proposals for new employment uses (classes B1, B2 and B8), or the extension of existing premises used for employment uses, will be approved subject to meeting all of the following criteria:

- a) The site is located within or directly adjoining the urban boundaries of Barrow, Dalton or within or directly adjoining the development cordons identified in the housing chapter;
- b) Site planning, layout and servicing arrangements are developed comprehensively;
- c) The use will not unduly impact upon the residential amenities of those living nearby due to noise, disturbance from traffic, hours of operation, external storage, light pollution, vibration or airborne emissions including odours;
- d) The site is capable of being satisfactorily accommodated within the highway network with proposals for major sites (sites over 5000m²), schemes likely to generate in excess of 100 HGV movements daily, or any development that may impact on the Trunk Road network, being informed by a Traffic Impact Assessment (TIA);
- e) The site has been designed to promote user accessibility by walking, cycling and public transport;
- f) The internal layout has suitable space for landscaping, parking, loading and unloading and any other operational requirements;
- g) The proposals enhance actual or perceived community safety;
- h) The development is sustainable in its energy usage, environmental impact, waste management and transport implications;
- i) Adequate protection of groundwater from pollution from the storage, handling or use of chemicals can be demonstrated to the satisfaction of the Environment Agency, especially on sites within the St. Bees Sandstone Major Aquifer as shown on the Proposals Map;
- j) The proposal does not use the best and most versatile agricultural land (grade 3a and above), or impact unduly on the viability or functionality of farms.
- k) The proposal accords with the criteria set out in the proposals set out in the Development Strategy, specifically those relating to design.

There may also be scope for the following types of uses to be accommodated where they meet the criteria above: Industrial/commercial training facilities, specialised leisure uses which cannot be accommodated centrally because of their scale or operational requirements/impacts, small scale ancillary facilities which support the functioning of the employment area.

Trade counters and retailing from employment premises will be restricted to that ancillary for the main operation of the B1/B2/B8 business.

Option 2: Allocate specific sites in Barrow and Dalton for employment uses. Include a separate criteria based policy, similar to that in option 1 above, for use when determining applications for employment uses on windfall sites.

Option 3: Other option, please provide details

6.3.8. If the preferred option is to allocate local employment sites in the Local Plan, the Council's Employment Land Study will contain a number of sites which could be chosen. Table 6 below shows the sites which have been identified, or which have been put forward, as potential local employment sites so far. The Study will assess their suitability and availability and viability of all sites will be assessed over the coming months. We welcome any additional sites which you think should be considered for employment uses in the Employment Land study.

Table 6: Potential Local Employment Sites

| Site Reference | Address | No. of hectares developed since the adoption of the Local Plan for employment uses | No. of hectares remaining vacant | Suitability | Notes |
|----------------|---|--|----------------------------------|--|--|
| EMR01 | Remaining part of Furness Business Park, Barrow | 3.89 hectares | 0.4 hectares | Allocated for employment use in current Local Plan for B1 uses. Its suitability for employment uses will be reassessed through the Employment Land Study. | This site is where much of the Borough's industrial and business growth has occurred since the early 1990s. The site within the urban boundaries of Barrow. The new Cumbria Constabulary headquarters is being constructed on part of site, which leaves only a small portion for other development. |
| EMR02 | Land at Sandscale Park, Barrow | 0 hectares | 3.7 hectares | Its suitability for employment uses will be assessed through the Employment Land Study. | Brownfield site located between the A590 and railway line, in close proximity to Sandscale Business Park. Formerly used as an owl sanctuary, but now vacant. Ground investigations would be required given historic landfill uses on site. |
| EMR03 | Waterfront Business Park, Barrow | 0 hectares | 24.5 hectares | Allocated as a Strategic Employment Site in Barrow Port Area Action Plan for B1, B2 and B8 uses. Its suitability for employment uses will be reassessed through the Employment Land Study. | Planning application for a Strategic Bulk Store and associated works (29,853 sqm) was approved by the Council's Planning Panel on 1st August 2014. |
| EMR04 | Land South of Scarth Road,, Barrow | 0 hectares | 8.8 hectares | Its suitability for employment uses will be assessed through the Employment Land Study. | Greenfield site forming part of Barrow golf course, located between Sowerby Woods Business Park and the Park Road Industrial Estate. The site is located within a designated Wildlife Corridor. |
| EMR05 | Land East of Park Road, Barrow | 0 hectares | 2.3 hectares | Its suitability for employment uses will be assessed through the Employment Land Study. | Greenfield site along A590 to the South of Sowerby Woods Business Park, to the rear of the Shanks MBT plant. The majority of the site is managed grassland. Development would represent an extension of existing employment site. |

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| Site Reference | Address | No. of hectares developed since the adoption of the Local Plan for employment uses | No. of hectares remaining vacant | Suitability | Notes |
|----------------|---|--|----------------------------------|--|--|
| EMR06 | Land West of Robert McBride, Park Rd, Barrow | 2.74 hectares | 6.39 hectares | Allocated for employment -use in current Local Plan. Suitable for B1, B2 & B8 uses. | Existing industrial uses to East. Site contains a pond which provides an important landscape feature and habitat. Some surface water flooding. Proximity to railway and Walney Airport may limit the type and height of buildings which can be accommodated on site. |
| EMR07 | Land South of Kimberley Clark, Park Rd, Barrow | 1.24 hectares | 5.45 hectares | Allocated for employment use in current Local Plan for B1, B2 & B8 uses. Its suitability for employment uses will be reassessed through the Employment Land Study. | Located between the A590 and the railway line. North-Eastern corner of site occupied by BSB (Building Supplies). South Eastern corner has been raised but allows views from the highway to the sea. The Western section of the site is greenfield. Long distance public footpath route runs along southern boundary. The site contains a small water course and is prone to some surface water flooding. Proximity to railway and Walney Airport may limit the type and size of buildings which can be accommodated on site. |
| EMR08 | Land West of County Park Industrial Estate, Park Rd, Barrow | 0.58 hectares | 2.05 hectares | Allocated for employment use in current Local Plan for B1, B2 & B8 uses. Its suitability for employment uses will be reassessed through the Employment Land Study. | South Eastern corner of the site contains commercial units as do the adjoining site to the North and East. The site forms part of the setting of Ormsgill Farm, which is a Grade II* listed building. Any future development would need to preserve or enhance this setting. Liable to some surface water flooding. |
| EMR09 | Land South of Ashley & Rock, Park Rd, Barrow | 0 hectares | 2.74 hectares | Allocated for employment use in current Local Plan for B1 uses. Its suitability for employment uses will be reassessed through the Employment Land Study. | Northern section of site is brownfield, hard surfaced area contained by fencing. The remainder of the site is greenfield and contains a number of informal footpaths. Existing commercial units on the adjoining site to the North-West and on the opposite side of Park Road. Residential areas to the East, proposals must ensure residential amenity is protected. Design |

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| Site Reference | Address | No. of hectares developed since the adoption of the Local Plan for employment uses | No. of hectares remaining vacant | Suitability | Notes |
|----------------|--|--|----------------------------------|--|---|
| | | | | | would need to consider the operational requirements of Walney Airport. |
| EMR10 | Sowerby Woods Business Park, Park Rd, Barrow | 4.18 ha | 0 hectares | Allocated for employment use in current Local Plan for B1, B2 & B8 uses. Its suitability for employment uses will be reassessed through the Employment Land Study. | The site is now fully developed. |
| EMR11 | Ulverston Rd, Dalton | 0.49 ha | 0.45 ha | Allocated for employment use in current Local Plan for B1 & B2 uses. Its suitability for employment uses will be reassessed through the Employment Land Study. | Northern parts of site now occupied by commercial uses. New housing to south on former filling station. Planning application for housing on southern portion of site dismissed on appeal due to lack of information regarding the demand for, and marketing of, the land for employment uses. |

Protection of Employment Land

- 6.3.9. Maintaining a supply of deliverable employment sites is key to ensuring that the Borough is able to generate employment opportunities and create high quality jobs. The NPPF recognises that the demand for employment land will change over time and given this there may be pressure however to release employment sites for other uses, which may have higher land values. Allowing the development of employment land for other uses without strong justification may drive out employment which would be harmful to the local economy. This policy could apply whether an allocation or a criteria based policy is chosen above.

Question EM3: How should the Council deal with proposals for the loss of employment land? (Please select one option)

Option 1: Include a policy which requires applicants to demonstrate that the employment use is no longer required or feasible

Potential Policy

In determining applications for non-employment uses which involve the loss of land and/or buildings which are either identified, currently used or were last used for industrial, business, office or other employment uses, developers will be required to provide a statement to the satisfaction of the council demonstrating that:

- a) There is no demand for land/buildings in this location for employment purposes, including commercial evidence as to how the site has been marketed over the previous 12 months;
- b) Interventions to improve the attractiveness of the site for employment uses are not feasible;
- c) There is a clear need for the proposed use in this locality;
- d) There are no suitable alternative sites within the locality to meet the need for the proposed use; and
- e) The proposed redevelopment would not compromise the primary employment function of the locality or the operations of neighbouring users.

Option 2: Let the market decide the most appropriate use

Option 3: Other option, please provide details

Conversion of buildings to employment uses

- 6.3.10. Whilst most employment uses will be concentrated in the main towns, employment related development in villages and rural areas can help support local

enterprises and help diversify the economy. The authority encourages the re-use of suitable, existing buildings to achieve balanced communities through the provision of employment opportunities.

- 6.3.11. Traditional, redundant buildings may provide habitats for wildlife such as bats and barn owls. Where habitats and species protected by the Wildlife and Countryside Act 1981 are thought to be present, the Council will require a survey to be carried out and suitable precautions taken for the protection of the species and their habitat before planning permission is granted.

Question EM4: Should the Council continue to encourage the re-use of suitable buildings in urban locations for employment use? (Please select one option)

Option 1: Include a policy relating to the conversion of buildings for employment use

Potential Policy

The Authority will support the conversion of buildings, to create employment uses, providing that they satisfy criteria set out in option 1 of EM2. Applicants must provide evidence that the building is structurally sound and capable of conversion without major rebuilding, extensions or modifications to the existing structure. Surveys will be required where species protected under the Wildlife and Countryside Act 1981 are thought to be present.

Option 2: Combine with the policy on rural conversions (see question EM5).

Option 3: Other option, please provide details.

Question EM5: Should the Council continue to encourage the re-use of suitable buildings in rural locations for employment use? (Please select one option)

Option 1: Include a policy relating to the conversion of buildings for employment use

Potential Policy

The Authority will support the conversion of buildings in rural areas to create employment uses providing that they satisfy criteria set out in option 1 of EM2, and the development meets the following criteria:

- a) Access arrangements are satisfactory;
- b) Adequate off road parking is provided, or there is adequate on street parking in the immediate area without causing congestion or loss of amenity ;
- c) The appearance of traditional buildings and features such as walls and gateways are protected as part of the development;

d) Their use does not cause a significant loss of amenity to neighbours.

Applicants must provide evidence that the building is structurally sound and capable of conversion without major rebuilding, extensions or modifications to the existing structure. Surveys will be required where species protected under the Wildlife and Countryside Act 1981 are thought to be present.

Option 2: Combine with the policy on urban conversions (see question EM4).

Option 3: Other option, please provide details.

6.4. Energy Developments

6.4.1. National Grid are currently consulting on plans to connect a new nuclear power station at Moorside, near Sellafield, and the windfarms off the coast of Walney, into the electricity transmission network. Two connection options have been put forward, one which runs from Moorside to the North and one which runs to the South across the Barrow peninsula and through a tunnel under Morecambe Bay to Heysham in Lancashire. The project supports the wider Energy Coast Masterplan, which is a £2 billion package of regeneration projects that aims to establish West Cumbria as a major national hub for low carbon and renewable energy production. The proposal could have implications for the Borough, and the authority will liaise with National Grid to ensure that any effects are minimised.

6.4.2. The North and South Morecambe Gas Terminal area is dominated by the Gas Terminals, Roosecote Power Station and Salthouse Pool Wastewater Treatment Works. Given the unique character of the area, the authority must exercise caution with regards to developments that would attract great concentrations of people. The current Local Plan prevents development in this area which is not related to the energy industry or those which may be contrary to the interests of an energy industry in the area.

Question EM6: Should the area around North and South Morecambe Gas Terminal be identified in the Local Plan as an opportunity area for energy uses? (Please select one option)

Option 1: Identify the area around the North and South Morecambe Gas Terminal as an opportunity area for energy uses

Potential Policy

The area identified on the proposals map around the North and South Morecambe Gas Terminal is considered to have specific potential and suitability for uses related to the generation and transmission of energy. Energy industry development will be encouraged in

this area subject to meeting the criteria in Policy EM1 and the requirements of any accompanying environmental assessments.

Option 2: Other option, please provide details

6.5. Economic Diversification

Sustainable Tourism

- 6.5.1. Tourism in the Borough has traditionally depended upon the business market and visits to friends and relatives. The high environmental quality of the Borough raises the potential to expand the tourism sector. This is recognised in the Barrow Port Area Action Plan and the Cumbria Local Enterprise Partnership's Strategic Economic Plan (The Four Pronged Attack).
- 6.5.2. The Borough forms part of the wider Morecambe Bay area, which is the largest continuous intertidal area in Britain. The Bay supports 224,000 wintering waterfowl and 20,000 breeding birds³². Heritage lottery funding (£2.9 million) was received by the Morecambe Bay Partnership in 2013 to fund the Headlands to Headspace scheme which encourages people to explore the bay. As part of the scheme, a 124 mile cycleway from Glasson Dock in Lancashire linking with Walney Island will be created. Much of the route already exists but requires improving. It is hoped that the route will be launched in 2015. Potential also exists for a large scale visitor attraction themed around the area's energy sector and environmental resources.
- 6.5.3. Aside from the Borough's coastal location and diverse natural environment, it has plenty of other facilities to offer potential visitors, such as its retail offer and the growing number of visitor attractions, and its rich maritime heritage. It also benefits from its close proximity to the Lake District National Park.
- 6.5.4. Sustainable tourism will be promoted, however as many of the existing tourist attractions are in sensitive environments, such as Furness Abbey and Piel Island, it is vital that they are managed carefully in order to avoid harm to these environments and the people living there.

Question EM7: Should the Local Plan promote other economic sectors through the Local Plan, such as tourism, in an attempt to diversify the economy in the Borough?
(Please select one option)

Option 1: Include a policy in the Local Plan which promotes tourism development in the Borough

³² www.bbc.co.uk/news

Potential Policy

The Local Plan supports the creation, enhancement and expansion of tourist attractions and tourist infrastructure which are of an appropriate scale and are located where the environment and infrastructure can accommodate the visitor impact. Developments must not cause unacceptable levels of disturbance to nearby residents and provide suitable facilities on site to accommodate all visitors including parking provision

Developments must be accessible by public transport unless it relies on a specific geographical resource. Where developments are not accessible by public transport, contributions must be made by the developer to improve accessibility, unless this will be detrimental to the character of the landscape or where there is significant harm to the natural environment.

Option 2: Other option, please provide details

Tourist Accommodation

6.5.5. In terms of accommodation stock, the Tourism Strategy for Cumbria shows that in 2008, Barrow Borough had 52 serviced accommodation establishments. This figure is much smaller than elsewhere in the County (For example, Copeland has the next highest stock with 103 establishments). The Borough also had much fewer non serviced accommodation establishments, touring caravan and camping pitches and no alternative types of accommodation such as hostels etc. than all other Boroughs in Cumbria.

6.5.6. Whilst the number of serviced establishments is growing, there is a more limited opportunity for new camping and caravan sites given the sensitivity of the environment.

6.5.7. Whilst touring caravan and camping sites have less impact on the landscape in general than static holiday caravans proposals to extend them, or create new sites, should be of an appropriate scale and should not detract from the appearance of the area. Planning applications will need to include landscape assessments and a proposed landscaping scheme that respects the site's surroundings and minimises any impact.

Question EM8: Should the Local Plan continue to control the location of touring caravan and camping sites? (Please select one option)

Option 1: Include the following policy in the Local Plan:

Touring caravan and camping sites and proposals for permanent caravan sites will be permitted provided that:

- a) Suitable access is available from primary or district distributor roads;

- b) The proposal would not result in harmful additional traffic generation or pose a threat to highway safety;
- c) The landscape can absorb the proposal without detracting from its overall character;
- d) The proposal would not result in unacceptable nuisance to sensitive neighbouring uses in terms of noise or traffic;
- e) There would be no detrimental impact to areas of importance for nature conservation
- f) Proposals for permanent caravan sites will be expected to include on-site facilities providing clean water, a sanitary disposal unit and adequate fire protection equipment.

Option 2: Other option, please provide details

Question EM9: Should the Local Plan continue to protect existing self-catering accommodation? (Please select one option)

Option 1: Include the following policy in the Local Plan:

Applications for the change of use of properties which currently or were most recently used to provide self-catering accommodation must include commercial evidence that that use is no longer viable. This would include the premises being advertised on the open market, at a realistic price, for a minimum of 12 months, that no reasonable offer has been refused and that evidence is provided to show the property has been advertised at least four times at roughly equal periods over the previous year in relevant media.

Option 2: Other option, please provide details

Question EM10: Should the Local Plan continue to control the location of self catering holiday accommodation to protect the open countryside? (Please select one option)

Option 1: Include the following policy in the Local Plan:

Proposals for new self catering holiday accommodation, or extensions of existing units, will be approved within the urban boundaries of Barrow and Dalton and the development cordons identified, providing the design, siting, layout and access are satisfactory. Conditions will be attached to any planning permission to ensure that letting is on a short term basis. In urban fringe or rural areas, proposals for the conversion of existing buildings to self catering accommodation will be approved where they meet the following criteria:

- a) The building is structurally sound and capable of conversion without major rebuilding, extension or modification to the existing structure;

- b) The building is served by a satisfactory access;
- c) Services are readily available on site;
- d) The buildings are well related to existing buildings or uses on the site; and
- e) The number of units is appropriate to its surroundings.

Option 2: Other option, please provide details

Farm Diversification

6.5.8. Farm diversification is regarded as an on-farm activity which supports ongoing agricultural activity. About half of all UK farms use some form of diversified activity in their farming business and these bring an average of £10,400 extra revenue per farm³³. Diversification schemes can include agricultural and non-agricultural activities such as opening farm shops, offering training in rural crafts, opening land up for camping or bed and breakfasts. The main planning issues regarding diversification relate to the impact upon the landscape, the amount of traffic generated by the scheme and the impact upon neighbouring landowners.

Question EM11: Should the Local Plan encourage farm diversification? (Please select one option)

Option 1: Include a policy which encourages farm diversification schemes in order to support the rural economy

Potential Policy

Farm diversification schemes that would create quiet recreation and small scale, sensitively designed visitor attractions and accommodation in the Borough's countryside will be encouraged subject to the following considerations:

- a) Where they do not harm the character of the open countryside;
- b) Where there is no undue impact on either the natural or built environment; and
- c) Where there is sufficient infrastructure to accommodate them.

Developments which promote new walking and cycling routes including long-distance routes and linkages to national networks will be particularly welcomed, as will be those which make use of existing suitable buildings.

Option 2: Other option, please provide details

³³ Diversifying Farming Businesses, DEFRA, 2014

7.Housing



Key Sustainability Appraisal Objectives

- To provide everyone with a decent home
- To improve the health and well-being of people
- To create vibrant, active, inclusive and open-minded communities with a strong sense of local history

Key Facts - Housing

- Housing supply in the UK is not keeping up with demand. In 2007 the Government set a target of increasing the supply of housing to 240,000 additional homes per year by 2016. However, the onset of the credit crunch in 2007 put the government's targets of increasing the supply of housing under serious pressure.
- Barrow is a self-contained housing market area, subject to the particular local economic condition.
- Unlike national trends the population of the Borough fell between 2001 and 2011, particularly in the 20-34 age range.
- Whilst there are relatively low house prices compared to Cumbrian, regional and national averages, average incomes are lower. Median residents earnings (full time) are however higher than the figures for Cumbria and the North West.
- A choice of good quality housing, appropriate to local needs and aspirations, is vital to encouraging inward investment and attracting and retaining a high quality workforce. Good quality housing is also closely linked with improved health, reduced crime and greater fuel efficiency. Meeting the need for homes is a key aspect of creating and maintaining sustainable communities.
- Whilst the NPPF seeks to boost the national housing supply, it also recognises that there isn't a 'one size fits all' method to achieve this and that each local planning authority must carefully assess local circumstances and need in order to develop an appropriate and sustainable strategy for the area.
- The Council is committed to continuing to provide a greater choice of good quality housing and regenerate the oldest and poorest housing in the Borough.
- To help deliver higher standards of housing in the Borough, the Local Plan will aim to ensure the sustainability of Barrow's housing market by including policies that will facilitate the improvement of the quality and choice available, with a range of housing types and sizes, including providing for people with specialist needs.

What You Have Told Us...

“The Council should be ambitious with its housing requirement. This should help ensure that there is sufficient mix and range of housing to meet the needs of Barrow’s communities and economy.”

“Provision of quality housing will support investment in the town.”

“The Local Plan will need to give consideration to all forms of housing including affordable housing, other forms of specialised housing and gypsy and traveller sites.”

“Development should be focussed in sustainable locations which are accessible to local services and infrastructure”

“Barrow needs to have a quality housing offer to prevent migration from the town.”

7.1. How Much Housing is Required

7.1.1. Defining the numbers of new homes required in the Borough is important to ensure housing needs are met and in order to maintain local control over house building. Unless the Local Plan sets out a clear plan for the future provision of housing the Council will be put under pressure to approve housing proposals in locations that it does not consider to be appropriate.

Defining the Housing Requirement for the Borough

7.1.2. The Localism Act 2011 requires local authorities to set their own objectively assessed requirements for housing. Previously, the Borough’s housing requirement was set out in the Regional Strategy (RS), however since its revocation local authorities are now able to set housing targets for their area using locally specific evidence within the context of national guidance.

7.1.3. The Strategic Housing Market Assessment (SHMA) provides evidence to help the Council plan how many houses will be required over the Plan period. The SHMA uses household forecasts which have been prepared using POPGROUP software which uses Office for National Statistics population projections to generate scenarios based on past information. Assumptions are made about future trends in relation to births and fertility, deaths and mortality, migration, housing and the labour market.

7.1.4. The latest forecasts for the Borough, published in February 2014, are presented in Table 7 below. They suggest modest increases in households and dwellings under most population and dwelling-led scenarios, although under the labour force forecast the total number of households and dwellings is expected to increase dramatically. These forecasts compare with the CLG 2011-interim household projection of 108 each year for the Borough.

Table 7: Population Forecast Scenarios³⁴

| Scenario | Annual Household Change | Annual Dwelling Requirement ³⁵ |
|--|-------------------------|---|
| A. Population led: Zero net migration | 60 | 63 |
| B. Population led: 5 year weighted migration | 14 | 15 |
| C. Population led: 10 year equal weight migration | 15 | 16 |
| D. Dwelling led: 10 year | 64 | 68 |
| E. Labour force forecast: Experian jobs forecast | 333 | 352 |

³⁴ See Glossary for a summary of each scenario.

³⁵ According to the 2011 Census, there are 1.057456 dwellings to each household. Therefore, the annual dwelling requirement is slightly higher than the annual household change.

7.1.5. In consideration of the scenarios, the SHMA proposes that the objectively assessed need for housing in Barrow is based on the CLG household projection of 108 each year (114 dwellings). However, the NPPF (paragraph 47) requires authorities to take into account the consequences of past under delivery of housing when assessing future housing need. The household projections in the table above do not do this. Local planning authorities should take a view based on available evidence of the extent to which household formation rates are or have been constrained by supply.

7.1.6. The former RS required Barrow Borough Council to plan for 2,700 dwellings between 2003/04 and 2020/21, equivalent to an annualised average provision of 150 dwellings.

7.1.7. The annual number of net additional dwellings over the past 10 years (1 April 2003 to 31 March 2013) has never reached this figure. This has resulted in a historic shortfall of 538 dwellings, and this needs to be taken account of when calculating the new housing requirement.

7.1.8. In consideration of the SHMA along with the backlog of historic undersupply, the Local Plan proposes a housing figure of 180 net additional dwellings per annum as the basis for the delivery of the Local Plan. This equates to 2,700 dwellings over the Plan period (1 April 2016 to 31 March 2031). The figure can be broken down in the following way:

Table 8: Proposed Housing Figure Breakdown

| | No. of dwellings over plan period | Notes |
|---|-----------------------------------|--|
| CLG household Projection | 1710 | Government guidance states that the CLG figure (114 per annum) referred to above should be the starting point when formulating housing requirement. |
| Historic Shortfall since beginning of former RS period | 538 | The Council intends to spread the shortfall over the 15 year plan period, taking the “Liverpool” approach. The “Sedgefield” approach is considered to be unrealistic given previous rates of housebuilding in the Borough. |
| Allowance for growth | 452 | The NPPF, paragraph 19, states that ‘significant weight should be placed on the need to support economic growth through the planning system.’ |

7.1.9. The Council intends to meet the target through the development of:

- Allocated sites;
- Sites with extant planning permission;
- Development on windfall sites below 0.1 hectares which have historically produced 24 net additional dwellings per year (over the past 10 year period), excluding development on garden sites; and

- Bringing vacant properties back into beneficial use³⁶

Question H1: Do you agree with the Housing Figure of 180 net additional dwellings per annum over the Local Plan period? (Please explain your reasons for your choice).

Option 1: Yes, the housing figure is appropriate to meet the needs of the Borough.

Option 2: No, the housing figure is not appropriate to meet the housing needs of the Borough. (If you support this option, what do you think the figure should be and why?)

7.1.10. The SHMA indicates that there were 1,122 vacant dwellings in the Borough in 2013, representing a vacancy rate of 3.4% of the Borough's dwelling stock. As this figure is derived from council tax records it excludes exempt properties, such as properties that are the subject of mortgage possession (i.e. the owner has been declared bankrupt). There are a number of such properties on Barrow Island. The SHMA recommends that the Council should continue to consider identifying reasons why properties are empty and to identify mechanisms for bringing them back into use.

7.1.11. The Council has been allocated £3.4 million from the Clusters of Empty Homes Fund to help bring empty properties back into use. Most of the funding will be used to work with the owners of the largest two property portfolios on Barrow Island, which together contain around 600 flats. The funds will be used to provide better quality accommodation and accelerate the programme of refurbishment. Around a third of the fund will be used to carry out a programme of improvements to the surrounding environment, which will address some of the streetscape issues raised in the Conservation Area Appraisal for the area. Work is progressing with the scheme and a planning application is anticipated in 2014.

7.1.12. The vacancies on Barrow Island form a significant part of the proportion of empty homes in the Borough. Therefore, the Council believes that these should be included in the total vacancy figure. Inclusion of the properties on Barrow Island, currently subject to mortgage possession, increases the vacancy rate to 5.5% of the Borough's housing stock.

7.2. Where Should New Housing Go?

7.2.1. Development must be achieved in the most sustainable way in order to protect and, where possible, enhance the Borough's environmental, social and economic assets. Choosing the most sustainable locations for development will help

³⁶ Paragraph 51 of the NPPF states that 'Local Planning Authorities should identify and bring back into residential use empty housing and buildings in line with local housing and empty homes strategies...'

minimise the impacts of climate change. It should be noted that whilst the sections below deal specifically with the location of housing development, a mix of uses may be appropriate in some areas.

7.2.2. The Saved Local Plan divides Barrow Borough into four geographic areas:

- Barrow and Walney Island;
- Dalton;
- The outlying villages; and
- Areas of open countryside.

7.2.3. The majority of development is directed to Barrow and Dalton. Residential cordons have restricted growth in outlying villages and settlements and development in the open countryside has been severely limited, the exception being that associated with the needs of the rural economy.

7.2.4. Over the last decade settlements have grown roughly in line with the population distribution (Barrow 81%, Dalton 12%, Askam and Ireleth 4% and other areas 3%).

7.2.5. Whilst it is important that Barrow, as the main urban settlement retains the largest proportion of growth for sustainability reasons, it is important that an amount of development is diverted to Dalton and Askam and Ireleth in supporting their own viability. Housing development in the central areas of Barrow, including the town centre, will be supported providing it contributes materially to improving housing mix and the environmental quality of the area.

Distribution of new Housing Development

7.2.6. The preferred distribution of housing development highlighted below is based on a 10% reduction in the level of growth experienced over the past decade by Barrow town (81% down to 74%). Of this reduction, $\frac{3}{4}$ of the growth would be directed to Dalton and $\frac{1}{4}$ directed to Askam and Ireleth. However, reasonable suggestions for an alternative strategic approach, hierarchy of settlements and distribution of development are welcomed and will be considered.

Question H2: How should the Borough's housing allocations be distributed? (Please select one option)

Option 1: Distribute sites allocated for housing in accordance with the settlement hierarchy discussed above.

Potential Policy

In order to encourage sustainable growth, the following hierarchy and development of distribution will be used:

Housing development will be concentrated in the Principal Centre of Barrow (74%); followed by the Key Centre of Dalton (18%), the Local Centre of Askam & Ireleth (6%) and other sustainable rural settlements identified (2%).

Housing development outside the settlements listed in this policy will require exceptional justification. See policy H11.

Option 2: Continue with the present approach that does not apportion a percentage of development to different settlements

Option 3: Distribute development on a pro-rata basis according to the existing population distribution

Option 4: Other option, please provide details

Allocating Sites for Housing Development

7.2.7. Early consultation on the Local Plan and the SHLAA has identified a number of sites which could be allocated for housing in the Local Plan. These sites will be subject to Sustainability Appraisal, Strategic Environmental Assessment and Habitats Regulation Assessment to ensure the most sustainable sites are chosen as our Preferred Options for allocation. Where a site is currently allocated as Green Wedge (saved policy D4) or Urban Amenity Space (saved policy D26), their role and purpose within these areas has been reviewed.

7.2.8. Any site which was submitted directly prior to, or after, the publication of this first draft, will be assessed and included in the next draft for consultation.

7.2.9. Prior to the NPPF, national policy clearly promoted a ‘brownfield first’ approach to housing land. Development in the Borough has responded to this and over 90% of housing development in the Borough over the past 10 years has been on previously developed sites. Whilst this has brought many benefits, the building of houses in gardens (which prior to the NPPF were categorised as brownfield sites) and the drive for higher densities has resulted in town cramming and a reduction in urban green space in some areas.

7.2.10. Whilst a key objective of the NPPF is to encourage the effective use of land by reusing brownfield land (provided it is not of high environmental value), the re-use of previously developed land is not promoted in the way it has been previously. The Council believes that the most sustainable pattern of development involves delivering less dense and greener urban development in inner areas, even if this means some development has to occur on greenfield sites as part of small urban extensions in order to meet the housing requirement and improve housing choice. This approach can help improve the quality of life of residents, especially those in inner areas, and can help contribute to climate change, health and biodiversity objectives.

Housing in the Borough's Urban Areas

Barrow and Dalton

- 7.2.11. Tables 9 and 10 below contain all the sites which have been put forward for consideration as housing allocations in Barrow and Dalton, unless they fall into the Non-Developable or Excluded categories in the Council's latest Strategic Housing Land Availability Assessment (December 2013). The sites can be seen in Appendices A-C. Sites considered to be non-developable or which have been excluded from the assessment are found in Appendices L and M, along with the reasons for this categorisation.
- 7.2.12. The tables contain a list of reasonable options for each of the sites and we would welcome your views on these. An alternative option for each of the sites listed would be to take a 'do nothing' approach and determine applications for development as they are submitted. People are also able to put forward additional/alternative sites for consideration and these will be assessed through the same process. There are brief notes on the general character of each of the sites, these notes are not exhaustive and are intended to give a brief overview only.
- 7.2.13. The sites listed will be subject to viability testing. This will take place following the consultation process. The potential number of dwellings shown in the table is based on the density assumptions in the SHLAA and a net developable area of 60%, unless a figure has been provided as part of an existing housing allocation or advanced pre-application discussions. This figure is used for general guidance only. The exact number of dwellings a site could accommodate will depend on a number of factors such as site context, density, house types, on site constraints etc. The Council intends to use development briefs as the most useful way of ascertaining the most appropriate arrangement and therefore number of dwellings a site can accommodate. This issue is discussed further in the Development Strategy chapter.

Table 9: Sites under Consideration in Barrow (See Appendices A-C)

| Site number | Site name | Site Size | Notes | Options (a further option on each site is to take a 'do nothing' approach) | Potential number of dwellings ³⁷ |
|---------------|--|-----------|---|--|---|
| REC05 | Land South of Leece Lane, Barrow | 1.54 | Vacant, greenfield site adjoining the urban boundaries | <ul style="list-style-type: none"> • Allocate as housing site • Other option, please provide details | 27 |
| REC08 | Former Brady's Yard, Walney Rd, Barrow | 2.74 | Vacant, brownfield site within the urban boundaries | <ul style="list-style-type: none"> • Allocate as housing site • Allocate as an employment site • Other option, please provide details | 108 |
| REC09 | Field between Netherby Drive and Ormsgill Lane, Barrow | 0.57 | Greenfield site used for grazing. Located within Green Wedge within the urban boundaries | <ul style="list-style-type: none"> • Remove Green Wedge designation and allocate as housing site • Retain as open space and continue to restrict development through planning policy • Other option, please provide details | 10 |
| REC16 | Park View school buildings, Barrow | 2.93 | Vacant, former school buildings and grounds within the urban boundaries | <ul style="list-style-type: none"> • Allocate site as housing site. • Other option, please provide details | 50 |
| REC18 | Field to East of Park View School, Barrow | 0.8 | Greenfield site within the urban boundaries. Currently protected from development by policy D26 (urban amenity space) | <ul style="list-style-type: none"> • Remove policy protection and allocate as housing site • Retain as open space and protect through planning policy • Other option, please provide details | 13 |
| REC19A | Thornccliffe South, Barrow (School) | 0.77 | Vacant, former school buildings and grounds within the urban boundaries | <ul style="list-style-type: none"> • Allocate as housing site • Other option, please provide details | 18 |

³⁷ The potential number of dwellings shown in the table is based on the density assumptions in the SHLAA and a net developable area of 60%, unless a figure has been provided as part of an existing housing allocation or advanced pre-application discussions. These figures are for guidance only and the exact number of dwellings a site could accommodate will depend on a number of factors such as density, house types, on site constraints etc.

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| Site number | Site name | Site Size | Notes | Options (a further option on each site is to take a 'do nothing' approach) | Potential number of dwellings ³⁷ |
|---------------|--|-----------|--|---|---|
| | buildings section) | | | | |
| REC19B | Thornccliffe South (tennis courts/field section) | 1.77 | Tennis courts (restricted access), football field and access paths within the urban boundaries | <ul style="list-style-type: none"> • Retain in current use and protect the site from development through planning policy • Allocate full or part of site as housing site, requiring the facilities to be created elsewhere before development commences • Other option, please provide details | 30 |
| REC20 | Thornccliffe North, Barrow | 1.19 | Vacant, former school buildings and grounds within the urban boundaries | <ul style="list-style-type: none"> • Allocate as housing site • Other option, please provide details | 22 |
| REC21 | No 4 Market St (Social Services), Barrow | 0.24 | Vacant, former NHS buildings (social services) within the urban boundaries | <ul style="list-style-type: none"> • Allocate as housing site • Consider the most suitable uses as part of a Central Barrow Masterplan • Other option, please provide details | 6 |
| REC24 | Land East of Moor Tarn Lane, Barrow | 0.96 | Greenfield site, currently forming part of golf course adjoining the urban boundaries. Currently protected from development by local plan policy D26 (urban amenity space) | <ul style="list-style-type: none"> • Remove policy protection and allocate as housing site • Retain as open space and continue to restrict development through policy • Other option, please provide details | 8 |
| REC26 | Land East of Holbeck, Barrow | 6.6 | Greenfield site adjoining the urban boundaries used in part for grazing | <ul style="list-style-type: none"> • Allocate as housing site • Retain in current use • Other option, please provide details | 150 |
| REC29 | Land West of Breast Mill Beck Rd, Barrow | 18.22 | Greenfield site adjoining the urban boundaries used in part for grazing | Broad Locations will only be considered for housing development if there are insufficient specific sites identified to meet the requirement. If this is the case, they should only be developed in years 11+. | |
| REC33 | Land East of Yarlside Rd, Barrow | 0.6 | Greenfield site adjoining the urban boundaries used in part for grazing | <ul style="list-style-type: none"> • Allocate as housing site • Retain in current use • Other option, please provide details | 9 |

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| Site number | Site name | Site Size | Notes | Options (a further option on each site is to take a 'do nothing' approach) | Potential number of dwellings ³⁷ |
|---------------|---|-----------|---|---|---|
| SHL001 | Marina Village | 26.48 | Previously developed site within the urban boundaries. Allocated for housing in Barrow Port Area Action Plan. | <ul style="list-style-type: none"> Continue to promote the sites existing housing allocation in the Barrow Port Area Action Plan De-allocate the site through the Local Plan and deal with any future applications as windfall development Other option, please provide details | 650 |
| SHL002 | Salthouse Mills | 7.99 | Brownfield, predominantly vacant site within the urban boundaries. Allocated as housing site in Barrow Port Area Action Plan. | <ul style="list-style-type: none"> Continue to promote the sites existing housing allocation in the Barrow Port Area Action Plan De-allocate the site through the Local Plan and deal with any future applications as windfall development Other option, please provide details | 250 |
| SHL003 | Barrow Island Site BIH2 (Off Farm Street) | 0.74 | Brownfield site within the urban boundaries. Allocated as housing site in Barrow Port Area Action Plan. Previously developed, mostly vacant | <ul style="list-style-type: none"> Continue to promote the sites existing housing allocation in the Barrow Port Area Action Plan De-allocate the site through the Local Plan and deal with any future applications as windfall development Other option, please provide details | 25 |
| SHL010 | Park Vale, Walney | 5.93 | Previously developed site within the urban boundaries including running track, sports pitch, car park and changing rooms. In active use. Site located within Green Wedge. | <ul style="list-style-type: none"> Remove Green Wedge designation and allocate as housing site Remove Green Wedge designation and allocate as housing site, requiring the sports facility to be relocated elsewhere Retain as open space/sports facility and continue to restrict development through Green Wedge policy Other option, please provide details | 106 |
| REC13b | Former Candleworks Site (South), Schneider Rd, Barrow | 1.21 | Brownfield site within urban boundaries, currently occupied on short term basis by gypsy and travellers | <ul style="list-style-type: none"> Allocate site for housing Allocate as Gypsy & Traveller site Other option, please provide details | 21 |
| SHL014 | Land to South East of Park | 5.63 | Greenfield site within the urban boundaries. Currently protected from | <ul style="list-style-type: none"> Continue to restrict development through policy Allocate as housing site | 100 |

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| Site number | Site name | Site Size | Notes | Options (a further option on each site is to take a 'do nothing' approach) | Potential number of dwellings ³⁷ |
|----------------|---|-----------|--|--|---|
| | View School | | development by local plan policy D26 (urban amenity space). | <ul style="list-style-type: none"> Other option, please provide details | |
| SHL022 | Arlington House, Abbey Rd, Barrow | 0.24 | Brownfield site within the urban boundaries. Currently being marketed for residential development | <ul style="list-style-type: none"> Allocate as housing site Other option, please state | 13 |
| SHL037 | E5 Land South of Ashley & Rock, Park Road, Barrow | 2.75 | Previously developed site within the urban boundaries, which provides an informal buffer between industrial areas and residential estates. Allocated in current Local Plan for employment uses | <ul style="list-style-type: none"> Continue to allocate site for employment uses Allocate as housing site Retain as open space and restrict development through planning policy Other option, please provide details | 66 |
| SHL047 | North Central Clearance Area, Barrow | 1.49 | Brownfield site within the urban boundaries. Former housing estate which has been cleared as part of Housing Market Renewal Scheme | <ul style="list-style-type: none"> Allocate site for housing Other option, please provide details | 42 |
| SHL059 | Former Avon Garden Centre, Mill Lane, Walney | 0.53 | Previously developed site within the urban boundaries. Formerly a garden centre site requiring clearance. Site located within Green Wedge | <ul style="list-style-type: none"> Remove Green Wedge designation and allocate as housing site Retain as open space and continue to restrict development through planning policy Other option, please provide details | 9 |
| SHL061 | Former Kwik Save premises, Holker st, Barrow | 0.5 | Brownfield site within the urban boundaries of Barrow. Currently occupied by large vacant retail unit and associated parking. | <ul style="list-style-type: none"> Allocate for housing Allocate for alternative use Other option, please provide details | |
| SHL065 | Former Presbyterian Church, School St | 0.08 | Cleared, previously developed site within the urban boundaries. Formerly occupied by church building | <ul style="list-style-type: none"> Allocate site for housing Other option, please provide details | 10 |
| SHL063a | Car park opposite former Alfred Barrow | 0.29 | Car park within the urban boundaries | <ul style="list-style-type: none"> Allocate as housing site Consider the most suitable uses as part of a Central Barrow Masterplan | 9 |

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| Site number | Site name | Site Size | Notes | Options (a further option on each site is to take a 'do nothing' approach) | Potential number of dwellings ³⁷ |
|----------------|--|-----------|---|---|---|
| | School, Duke St | | | <ul style="list-style-type: none"> Other option, please provide details | |
| SHL068 | Fields to rear of Croslands Park (Holly Croft) | 3.04 | Greenfield site within the urban boundaries, used in part for grazing. Currently protected from development by local plan policy D26 (urban amenity space). | <ul style="list-style-type: none"> Remove planning policy protection and allocate as housing site Retain as open space and continue to restrict development through planning policy Other option, please provide details | 54 |
| SHL070 | Land East of Abbey Meadow, Flass Lane | 5.78 | Greenfield site adjoining the urban boundaries, used for grazing, contains occupied dwellings and outbuildings. Located within the Green Wedge | <ul style="list-style-type: none"> Remove Green Wedge designation and allocate as housing site Retain as open space and continue to restrict development through planning policy Other option, please provide details | 100 |
| SHL070a | Land to South of Abbey Meadow | 0.96 | Greenfield site within the urban boundaries used for grazing | <ul style="list-style-type: none"> Allocate site for housing Other option, please provide details | 19 |
| SHL071 | No. 11 smallholding (including building) | 1.44 | Part Greenfield/ part previously developed site within the urban boundaries which includes a vacant property in a poor state of repair | <ul style="list-style-type: none"> Allocate site for housing Other option, please provide details | 27 |
| SHL073 | Fields to rear of Sixth Form College & St Bernards | 18.53 | Greenfield site adjoining the urban boundaries used for grazing | Broad Locations will only be considered for development if there are insufficient specific sites identified to meet the requirement. If this is the case, they should only be developed in years 11+. | |
| SHL074 | Field between Manor Rd and Sixth Form College, | 1.71 | Greenfield site within the urban boundaries used in part for grazing. Sensitive location due to its location within the Furness Abbey Conservation Area and its proximity to Scheduled Ancient Monuments. | <ul style="list-style-type: none"> Allocate as housing site Retain as open space and restrict development through policy Other option, please provide details | 26 |
| SHL075 | Land North of | 3.72 | Greenfield site within the urban | <ul style="list-style-type: none"> Remove Green Wedge designation and allocate as | 72 |

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| Site number | Site name | Site Size | Notes | Options (a further option on each site is to take a 'do nothing' approach) | Potential number of dwellings ³⁷ |
|---------------|-----------------------------|-----------|--|---|---|
| | Listers North | | boundaries, land levels recently altered to remove site from Flood Risk Zone 3. Located within Green Wedge. | <p>housing site</p> <ul style="list-style-type: none"> • Retain as open space and continue to restrict development through planning policy • Other option, please provide details | |
| SHL078 | FGH site, Dalton Lane | 0.6 | Vacant, greenfield site within hospital grounds within the urban boundaries. Currently protected from development by local plan policy D26 (urban amenity space). | <ul style="list-style-type: none"> • Allocate site for housing • Retain as open space and restrict development through planning policy • Other option, please provide details | 8 |
| SHL079 | FGH site, Abbey Rd | 2.62 | Vacant greenfield site within hospital grounds within the urban boundaries, currently allocated as land for hospital uses, although the land owners have stated that it is now surplus to their requirements. The site is considered to be important to the open character of the approach into Barrow | <ul style="list-style-type: none"> • Remove policy protection and allocate site for housing • Continue with current policy and reallocate site for future hospital uses • Retain as open space and continue to restrict development through planning policy • Other option, please provide details <p>Nb. Further investigation being undertaken as site is adjacent to Hospital Helipad.</p> | 37 |
| SHL080 | Land North of Dungeon Lane | 18.31 | Greenfield site adjoining the urban boundaries used for rough grazing, contains allotments, | Broad Locations will only be considered for development if there are insufficient specific sites identified. If this is the case, they should only be developed in years 11+. | |
| SHL081 | Land South of Ormsgill Lane | 1.92 | Allotments located within the Green Wedge within the urban boundaries | <ul style="list-style-type: none"> • Remove Green Wedge designation and allocate as housing site • Retain as open space and continue to restrict development through planning policy • Other option, please provide details | 32 |
| SHL082 | Land East of Rakesmoor Lane | 51.15 | Greenfield land adjoining the urban boundaries | Broad Locations will only be considered for development if there are insufficient specific sites identified. If this is the case, they should only be developed in years 11+. | |

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| Site number | Site name | Site Size | Notes | Options (a further option on each site is to take a 'do nothing' approach) | Potential number of dwellings ³⁷ |
|---------------|--|-----------|---|--|---|
| SHL083 | Land East of Holbeck Park Ave | 25.85 | Greenfield land adjoining the urban boundaries used in part for grazing, some stabling in southern part of site | Broad Locations will only be considered for development if there are insufficient specific sites identified. If this is the case, they should only be developed in years 11+. | |
| SHL085 | Land West of Old Rampside Rd | 6.06 | Greenfield site within the urban boundaries. Part grazing/ part allotments within the Green Wedge | <ul style="list-style-type: none"> Remove Green Wedge designation and allocate as housing site Retain as open space and continue to restrict development through planning policy Other option, please provide details | 87 |
| SHL087 | Long Croft | 0.81 | Greenfield site within the urban boundaries. Currently protected from development by local plan policy D26 (urban amenity space). | <ul style="list-style-type: none"> Allocate site for housing Retain as open space and continue to restrict development through planning policy Other option, please provide details | 18 |
| SHL088 | Bank Lane/Middlefileld junction | 0.28 | Greenfield site within the urban boundaries. Currently protected from development by local plan policy D26 (urban amenity space). | <ul style="list-style-type: none"> Remove policy protection and allocate site for housing Retain as open space and continue to restrict development through planning policy Other option, please provide details | 6 |
| SHL089 | Land adjacent to Island Tavern, Walney | 0.67 | Greenfield site within the Green Wedge within the urban boundaries | <ul style="list-style-type: none"> Remove Green Wedge designation and allocate as housing site Retain as open space and continue to restrict development through planning policy Other option, please provide details | 15 |
| SHL090 | Land adjacent to Park Vale, Walney | 0.77 | Greenfield site within the urban boundaries used for stabling within the Green Wedge. Gas substation on site | <ul style="list-style-type: none"> Remove Green Wedge designation and allocate as housing site Retain as open space and continue to restrict development through planning policy Other option, please provide details | 16 |
| SHL091 | Island Tavern, Walney | 0.5 | Previously developed, cleared site within the urban boundaries. | <ul style="list-style-type: none"> Remove Green Wedge designation and allocate as housing site | 12 |

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| Site number | Site name | Site Size | Notes | Options (a further option on each site is to take a 'do nothing' approach) | Potential number of dwellings ³⁷ |
|----------------|---|-----------|--|--|---|
| | | | Formerly public house and car park. Located within Green Wedge. | <ul style="list-style-type: none"> Retain as open space and continue to restrict development through planning policy Other option, please provide details | |
| SHL094 | Land West of Mill Lane, Walney | 1.07 | Greenfield site within the Green Wedge adjoining the urban boundaries | <ul style="list-style-type: none"> Remove Green Wedge designation and allocate as housing site Retain as open space and continue to restrict development through planning policy Other option, please provide details | 26 |
| SHL095 | FGH site, Dalton Lane/Abbey Rd | 7.99 | Greenfield site adjoining the urban boundaries considered to be important to the open character of the approach into Barrow. | <ul style="list-style-type: none"> Allocate site for housing Retain as open space and restrict development through planning policy Other option, please provide details | 120 |
| SHL099a | Hawcoat Park (North) | 4.56 | Greenfield playing pitches within the Green Wedge within the urban boundaries | <ul style="list-style-type: none"> Remove Green Wedge designation and allocate as housing site Retain as open space and continue to restrict development through planning policy Other option, please provide details | 109 |
| SHL100a | Land North of Westpoint Hse (western section), Solway Drive, Walney | 0.81 | Greenfield site within the urban boundaries between residential area and community woodland | <ul style="list-style-type: none"> Allocate site for housing Retain current use Other option, please provide details | 13 |
| SHL100b | Land North of Westpoint Hse (Eastern section), Solway Drive, Walney | 0.68 | Greenfield site within the urban boundaries within the Green Wedge | <ul style="list-style-type: none"> Remove Green Wedge designation and allocate as housing site Retain as open space and continue to restrict development through planning policy Other option, please provide details | 12 |
| SHL101 | Land South of Westpoint Hse, Solway Drive, | 0.88 | Greenfield site within the urban boundaries between residential area and community woodland | <ul style="list-style-type: none"> Allocate site for housing Other option, please provide details | 15 |

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| Site number | Site name | Site Size | Notes | Options (a further option on each site is to take a 'do nothing' approach) | Potential number of dwellings ³⁷ |
|---------------|--------------------------|-----------|---|--|---|
| | Walney | | | | |
| SHL103 | Land off Meadowlands Ave | 1.56 | Greenfield site adjoining urban boundaries used for grazing | <ul style="list-style-type: none"> • Allocate site for housing • Retain as open space and restrict development through planning policy • Other option, please provide | 126 |

A limited number of sites have been identified in Dalton and we would welcome any suggestions for additional sites which you believe should be considered for housing.

Table 10: Sites under Consideration in Dalton (See Appendices A-C)

| Site number | Site name | Site Size | Notes | Options | Estimated number of dwellings ³⁸ |
|--------------|---|-----------|---|--|---|
| REC04 | Land at Junction of Urswick Rd and railway line | 0.89 | Greenfield site adjoining urban boundaries with storage building | <ul style="list-style-type: none"> • Allocate for housing • Retain in current use • Other option, please provide details | 18 |
| REC10 | Land to West of Crooklands Brow | 2.74 | Greenfield site within the Green Wedge adjoining the urban boundaries | <ul style="list-style-type: none"> • Remove Green Wedge designation and allocate as housing site • Retain as open space and continue to restrict development through planning policy • Other option, please provide details | 48 |
| REC11 | Land North of The Bungalow, nr Hare Ghyll | 0.38 | Greenfield site adjoining the urban boundaries | <ul style="list-style-type: none"> • Allocate for housing • Retain in current use • Other option, please provide details | 3 |
| REC25 | Land at Greenhills Farm | 10.48 | Greenfield site adjoining the urban boundaries. Currently used for grazing with small farm buildings to the South East corner of the site | <ul style="list-style-type: none"> • Allocate for housing • Retain in current use • Other option, please provide details | 178 |

³⁸ The potential number of dwellings shown in the table is based on the density assumptions in the SHLAA and a net developable area of 60%, unless a figure has been provided as part of an existing housing allocation or advanced pre-application discussions. These figures are for guidance only and the exact number of dwellings a site could accommodate will depend on a number of factors such as density, house types, on site constraints etc.

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| | | | | | |
|---------------|---|------|---|---|----|
| REC34 | Site at junction of Long Lane & Newton Rd | 2.73 | Greenfield site within the Green Wedge within the urban boundaries | <ul style="list-style-type: none"> • Allocate for housing • Other option, please provide details | 48 |
| SHL005 | Land at Crooklands Brow | 1.45 | Previously developed, cleared site within the urban boundaries. Some material stored on site. Allocated for housing in the current Local Plan | <ul style="list-style-type: none"> • Continue to allocate for housing • De-allocate site • Other option, please provide details | 36 |
| SHL039 | E11 Land at East of Ulverston Road | 2.34 | Mixed site adjoining the urban boundaries. Part vacant, part occupied by commercial uses. Allocated for employment uses in the current Local Plan | <ul style="list-style-type: none"> • Allocate for housing • Continue to allocate for employment • De-allocate site and deal with any future applications as windfall development • Other option, please provide details | 42 |
| SHL096 | Crompton Drive, Dalton | 0.75 | Greenfield site located within the Green Wedge adjoining the urban boundaries | <ul style="list-style-type: none"> • Remove Green Wedge designation and allocate as housing site • Retain as open space and continue to restrict development through planning policy • Other option, please provide details | 13 |
| SHL102 | Site South of Long Lane, Dalton | 1.71 | Greenfield site used for grazing adjoining the urban boundaries | <ul style="list-style-type: none"> • Allocate for housing • Retain in current use • Other option, please provide details | 24 |

Housing in the Borough's Rural Areas

- 7.2.14. In the past development cordons have been used to concentrate development within settlements, protect important areas of open land and prevent ribbon development beyond rural villages. Included in the 2006 Housing Chapter Alteration, the 2001 Local Plan Review, and the 1991 Local Plan before that, development cordons have proved to be an effective way of directing development for a sustainable outcome. They provide certainty and clarity as to the type of development which is appropriate within and outside settlements.
- 7.2.15. Whilst there are clear benefits to cordons, the use of cordons could be perceived as being restrictive to potential future sustainable development opportunities outside of the cordons. In addition, their use could result in cramming within settlements as every available area of land competes for development. This could result in potential harm to the character of the settlement.
- 7.2.16. Over time, the number of suitable and available development sites within development cordons will fluctuate as sites are built out and other sites become available. It is necessary to review the purpose of cordons and their boundaries.
- 7.2.17. In the current Local Plan, Askam & Ireleth, Biggar, Lindal-in-Furness, Marton, Newton, North Scale, Rampside and Roa Island are bounded by development cordons.
- 7.2.18. If the Local Plan were to contain a development cordon policy, consideration would need to be given to which villages should be bounded by such cordons.

Askam & Ireleth

- 7.2.19. These villages currently fall within the same development cordon. They are located on a bus and train route which links them to the larger settlements of Barrow and Dalton and benefit from primary schools, community centre and hall, petrol filling station, shops, public houses, employment and a doctor's surgery.

Question H3: Should the Local Plan continue to direct housing in Askam & Ireleth through the use of Development Cordons? Should the existing development cordon be extended to allow for some sustainable growth in order to maintain the settlement?
(Please select one option)

Option 1: Retain the existing development cordon identified in the current Local Plan (see Appendix D);

Option 2: Remove the development cordon and restrict new housing development in Askam and Ireleth

Option 3: Extend the current development cordon to include one or more of the sites shown in Appendix D to allow for some sustainable growth

Option 4: Other option, please provide details

In order to meet the housing requirement, the following sites could be considered for housing. We would welcome your view on these sites. If there are any alternative sites you think should be considered, please provide details.

Table 11: Sites Under Consideration in Askam & Ireleth (See Appendix D)

| Site number | Site name | Site Size | Notes | Options | Potential number of dwellings ³⁹ |
|----------------|---|-----------|--|---|---|
| REC01 | Land East of Saves Lane, Ireleth | 0.83 | Vacant, greenfield site outside but adjoining the current development cordon | <ul style="list-style-type: none"> • Allocate for housing • Retain in existing use • Other option, please provide details | 6 |
| REC02 | Duke Street, Askam | 0.36 | Vacant, greenfield site within the current development cordon | <ul style="list-style-type: none"> • Allocate for housing • Retain in existing use • Other option, please provide details | 10 |
| REC03 | Land at junction of Lots Rd and Duke St, Askam | 0.92 | Vacant, greenfield site outside but adjoining the current development cordon | <ul style="list-style-type: none"> • Allocate for housing • Retain in existing use • Other option, please provide details | 16 |
| REC31 | Land North of New Road, Askam | 1.52 | Vacant, greenfield site used for grazing, outside but adjoining the current development cordon. | <ul style="list-style-type: none"> • Allocate for housing • Retain in existing use • Other option, please provide details | 26 |
| SHL006a | Land at Beach Street/Sharp Street (West), Askam | 0.55 | Mixed greenfield/brownfield site within the current development cordon. Recreational space between two residential streets, garden extensions, (washing lines, sheds, garages. | <ul style="list-style-type: none"> • Continue to allocate for housing • De-allocate site and protect from development through planning policy • Other option, please provide details | 12 |

³⁹ The potential number of dwellings shown in the table is based on the density assumptions in the SHLAA and a net developable area of 60%, unless a figure has been provided as part of an existing housing allocation or advanced pre-application discussions. These figures are for guidance only and the exact number of dwellings a site could accommodate will depend on a number of factors such as density, house types, site constraints etc.

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| | | | | | |
|---|-------------------------------|------|--|--|----|
| Allocated as part of larger site in current Local Plan. | | | | | |
| SHL086 | Land at Lots Road, Askam | 3.08 | Vacant, greenfield site outside but adjoining the development cordon. Used in part for grazing | <ul style="list-style-type: none"> • Allocate for housing • Retain in existing use • Other option, please provide details | 46 |
| REC36 | Land South of New Road, Askam | 0.69 | Vacant, greenfield site outside but adjoining the development cordon | <ul style="list-style-type: none"> • Allocate for housing • Retain in existing use • Other option, please provide details | 12 |

Biggar

- 7.2.20. The village is contained by a development cordon in the current Local Plan, however, much of the land within the cordon falls within Flood Risk Zone 3 and in extreme weather the village is cut off completely from the rest of Walney Island. The village also contains only one local service (a public house) and is not served by public transport. Additional housing development in this village is therefore not considered sustainable.

Question H4: Should the Local Plan continue to direct housing in Biggar through the use of a Development Cordon? Should the existing development cordon be extended to allow for some sustainable growth in order to maintain the settlement? (Please select one option)

Option 1: Retain the existing development cordon identified in the current Local Plan (Appendix E)

Option 2: Remove the development cordon altogether and restrict new housing development in Biggar

Option 3: Other option, please provide details

Lindal-in-Furness

- 7.2.21. The village is linked to Kendal, Barrow, Dalton and Ulverston by a bus service, as the village lies on the A590(T) trunk road and benefits from a school, pre school, cricket club, bowling club, employment, village hall and public house.

Question H5: Should the Local Plan continue to direct housing in Lindal through the use of a Development Cordon? Should the existing development cordon be extended to allow for some sustainable growth in order to maintain the settlement? (Please select one option)

Option 1: Retain the existing development cordon identified in the current Local Plan (See Appendix F)

Option 2: Remove the development cordon altogether and restrict new housing development in Lindal

Option 3: Extend the current development cordon as shown in Appendix F to allow for some sustainable growth

Option 4: Other option, please provide details

Marton

- 7.2.22. The village contains no local services and there are no public transport links to any of the larger settlements. Additional housing development in this village is therefore not considered sustainable.

Question H6: Should the Local Plan continue to direct housing in Marton through the use of a Development Cordon? Should the existing development cordon be extended to allow for some sustainable growth in order to maintain the settlement? (Please select one option)

Option 1: Retain the existing development cordon identified in the current Local Plan (See Appendix G);

Option 2: Remove the development cordon altogether and restrict new housing development in Marton

Option 3: Other option, please provide details

Newton

- 7.2.23. The village contains a primary school, 2 public houses, a village hall and playground, however it is not served by public transport.

Question H7: Should the Local Plan continue to direct housing in Newton through the use of a Development Cordon? Should the existing development cordon be extended to allow for some sustainable growth in order to maintain the settlement? (Please select one option)

Option 1: Retain the existing development cordon identified in the current Local Plan (Appendix H);

Option 2: Remove the development cordon altogether and restrict new housing development in Newton

Option 3: Extend the current development cordon to include one or more of the sites shown in Appendix H to allow for some sustainable growth

Option 4: Other option, please provide details

North Scale

- 7.2.24. The village is separated from other residential parts of Walney, however they are within walking distance. There are public transport links to Barrow and it benefits from a public house, community centre and playground. Given its proximity to other

areas of Walney, the village has a suburban character, rather than that of an isolated village within the open countryside.

Question H8: Should the Local Plan continue to direct housing in North Scale through the use of a Development Cordon? Should the existing development cordon be extended to allow for some sustainable growth in order to maintain the settlement? (Please select one option)

Option 1: Retain the existing development cordon identified in the current Local Plan (See Appendix I);

Option 2: Remove the development cordon altogether and deal with North Scale as a suburb of Barrow rather than as a separate village

Option 3: Other option, please provide details

Rampside

7.2.25. There is a relatively infrequent bus service to Barrow and the village benefits from a community hall, hotel and public house.

Question H9: Should the Local Plan continue to direct housing in Rampside through the use of a Development Cordon? Should the existing development cordon be extended to allow for some sustainable growth in order to maintain the settlement? (Please select one option)

Option 1: Retain the existing development cordon identified in the current Local Plan (See Appendix J);

Option 2: Remove the development cordon altogether and restrict new housing development in Rampside

Option 3: Extend the current development cordon. Please suggest areas which could be included within the revised cordon.

Option 4: Other option, please provide details

Roa Island

7.2.26. Current Environment Agency maps show that the whole of the settlement of Roa Island falls within Flood Risk Zone 3 and although it is accessible by public transport, the bus service is relatively infrequent. In addition, Roa Island contains limited local services in the form of a restaurant/café.

Question H10: Should the Local Plan continue to direct housing in Roa Island through the use of a Development Cordon? Should the existing development cordon be extended to allow for some sustainable growth in order to maintain the settlement?

(Please select one option)

Option 1: Retain the existing development cordon identified in the current Local Plan (See Appendix K);

Option 2: Remove the development cordon altogether and restrict new housing development in Roa Island

Option 3: Other option, please provide details

7.2.27. Table 12 below contains all the sites which have been put forward for consideration as a housing allocation in the villages listed above. There are brief notes on the general character of each of the sites, these notes are not exhaustive and are intended to give a brief overview. The table also contains a list of reasonable options for each of the sites. We would welcome your views on whether you think there are additional sites/options which should be considered.

A limited number of sites have been put forward for consideration in the villages listed above and we would welcome any suggestions for additional sites which you believe should be assessed.

Table 12: Sites under Consideration in Lindal and Newton (See appendices A & B)

| Site number | Site name | Site Size (hectares) | Notes | Options | Potential number of dwellings |
|---------------|---|----------------------|--|---|-------------------------------|
| REC07 | Land opposite 18-36 London Road, Lindal | 0.09 | Greenfield site in garden use, adjoining the development cordon. | <ul style="list-style-type: none"> • Allocate for housing. • Retain in existing use • Other option – please provide details. | 3 |
| REC37 | Land East of London Road, Lindal | 2.34 | Greenfield site outside current Development Cordon | <ul style="list-style-type: none"> • Allocate for housing. • Retain in existing use • Other option – please provide details. | 32 |
| SHL092 | Land to rear of Newton Village Hall, Newton | 0.25 | Greenfield site. Maintained open space and playground, protected under saved policy D26. Partly within and partly outside the development cordon. Susceptible to surface water flooding. | <ul style="list-style-type: none"> • Allocate for housing • Retain in existing use • Other option – please provide details | 7 |
| REC32 | Field to South of Newton Village, Newton | 0.3 | Greenfield site adjoining development cordon | <ul style="list-style-type: none"> • Allocate for housing • Retain in existing use • Other option – please provide details | 7 |
| REC35 | Land to rear of Greystone, Newton | 0.87 | Greenfield site adjoining development cordon | <ul style="list-style-type: none"> • Allocate for housing • Retain in existing use • Other option – please provide details | 12 |

Housing in the Open Countryside

7.2.28. Land outside the urban boundaries of Barrow, Dalton and the villages listed in the current Local Plan as Cordon Villages is classified as open countryside. The Local Authority seeks to promote sustainable development. Therefore residential development in the open countryside, or extensions to small or isolated groups of dwellings, must be clearly justified. Justification is likely to be on the basis of housing need, the economic and/or social maintenance of the rural community or the requirement for an agricultural workers dwelling.

7.2.29. The rural areas of the Borough by their nature offer limited choice and availability of housing, and prices are generally higher than the Borough average. Despite relatively easy access to housing in Barrow, Dalton and Askam and Ireleth from the Borough's rural areas, there has been an increase in applications for new-build dwellings in the countryside in recent years. It is likely that applications will also continue to be received for the replacement of, and extension to, existing dwellings in the countryside.

7.2.30. Due to the historic and current development pressures in the countryside and the potential associated impacts on rural character and landscape, the Council is considering how to expand on the requirements of the NPPF. The Local Plan could help to ensure that new development in rural areas recognises the intrinsic character and beauty of the countryside, as required in the NPPF.

Question H11: How should the Local Plan manage residential development in the open countryside? (Please select one option)

Option 1: Include the following policy:

Potential Policy

New housing in the open countryside will be permitted where the Council is satisfied that the proposal meets specific local needs, including provision for rural workers, replacement dwellings and temporary accommodation to support a new rural enterprise.

Rural Workers Dwellings

- 1) Proposals for new-build rural workers dwellings will be permitted in the open countryside where the dwelling is required to meet the essential needs of a rural worker and the following criteria are met:
 - a) The business requires the permanent attendance of a worker on site;
 - b) The need cannot be met by any existing dwelling or other accommodation at the business or in the general locality;
 - c) The business is financially sound and has an evidenced prospect of remaining so;
 - d) The size of the dwelling is appropriate to the need and it is located adjacent to any existing buildings and uses the existing access.

Replacement Dwellings

2) The replacement of existing dwellings in the countryside will be permitted where the replacement dwelling will make a positive visual contribution to the rural environment, except where:

- a) The dwelling is listed as a Building of Special Architectural or Historic Interest or is making a positive contribution to the character of the countryside; or
- b) The scale of the replacement dwelling does not match the dwelling that it is proposed to replace; or
- c) The dwelling is derelict (i.e. incapable of being re-inhabited without carrying out works requiring planning permission); or
- d) The dwelling is the habitat of wildlife species protected by law when expert advice must be sought to establish an appropriate course of action.

Temporary Accommodation

3) Accommodation that is required in relation to a new rural enterprise, such as a mobile home or other temporary accommodation, will be approved for a maximum of three years, subject to not causing an undue visual impact on the surrounding countryside or when viewed from a public right of way.

Option 2: Other option, please provide details

Question H12: How should the Local Plan manage residential extensions in the open countryside? (Please select one option)

Option 1: Residential extensions in the open countryside should be managed in accordance with the following policy:

Potential Policy

Proposals to extend an existing dwelling in the countryside will be permitted where the appearance of the extended dwelling respects the form and character of the original building and surrounding landscape with regard to scale, design and use of materials.

Option 2: Other option, please provide details.

Windfall Development

- 7.2.31. Windfall housing sites are sites that come forward unexpectedly and have not been identified for housing through the plan process. They are generally small infill sites within the urban area, although large windfall sites can occasionally come forward.
- 7.2.32. Between 2003 and 2013, 78% of all housing permissions in the Borough were on windfall sites and 24 dwellings per year have been completed on windfall sites below 0.1 hectares. The Council considers that there is potential for housing to continue to come forward on these smaller windfall sites in the future.
- 7.2.33. When calculating how the housing requirement will be met, the Council considers it appropriate to include an allowance for windfall sites (see paragraph 7.1.9). In order to ensure the most appropriate windfall sites are developed, a policy could be included in the Local Plan that ensures that development on windfall sites is sustainable.

Question H13: How should the Local Plan ensure that housing development on windfall sites is sustainable? (Please select one option)

Option 1: Include a criteria based policy which directs windfall housing development to the most suitable and sustainable sites

Potential Policy

Applications for residential development on windfall sites (i.e. sites that are not allocated in the Local Plan) will be permitted where they satisfy all of the following criteria:

- a) The site makes effective use of previously developed land. Where this is not the case, the applicant should provide justification to demonstrate that there are no suitable brownfield sites available.
- b) Site planning, layout and servicing arrangements are developed comprehensively;
- c) Buildings are well designed in terms of siting, grouping, scale, orientation, detailing, external finishes, security and landscaping in response to the form, scale, character, environmental quality and appearance of the site and the surrounding area;
- d) An acceptable standard of amenity is created for future residents of the property in terms of sunlighting, daylighting, privacy and ventilation;
- e) The site is served by a satisfactory access that would not impact unduly on the highway network;
- f) The site has been designed to promote accessibility by walking, cycling and public transport, as opposed to the private car;
- g) The development is sustainable in its energy usage, environmental impact, waste management and transport implications;

- h) The capacity of the current and proposed infrastructure to serve the development is adequate taking into account committed and planned housing development;
- i) Where spare infrastructure capacity is not available, the site has the ability to provide for the infrastructure requirements it generates, subject to criterion f).

Option 2: Other option, please provide details

Housing Density

7.2.34. The term density refers to the number of dwellings per hectare. It is directly related to the mix of dwelling types and sizes. Densities that are too low result in inefficient use of land. Communities that work well are built at a sufficiently high density to encourage interaction but not too high to cause negative impacts on the environment.

7.2.35. The NPPF allows authorities to set out their own approach to density to reflect local circumstances. The current Local Plan includes a policy which reflected National Guidance at that time requiring developments to be built at a density of 30 dwellings per hectare with the intention of giving the maximum beneficial use from land within settlements and minimising eventual pressure on the countryside. The policy does allow for higher densities where the site is in an accessible location and/or where a higher density would be consistent with urban design principles.

7.2.36. The current Local Plan notes that, particularly in inner urban locations, it does not always aid the regeneration of areas to insist on replacing high density housing with a similar number of dwellings. A consequence of the current over dominance of terraced housing is that the density of a large proportion of the existing housing stock is high, particularly in central Barrow. A mix of densities would help to provide a greater choice of housing suitable for different groups of people.

7.2.37. A more flexible approach would be to deal with densities on a site by site basis, to allow a mixture of housing developments, enabling the density to be appropriate to the unique character of the site.

Question H14: What approach should the Local Plan take in relation to housing density? (Please select one option)

Option 1: Continue with the current approach, with development built at a minimum density of 30 dwellings per hectare across the Borough.

Option 2: Development briefs are used to determine the most appropriate density on a site by site basis for allocated sites, whilst the market should decide which densities are brought forward on windfall sites, providing that the scheme meets the design principles set out in this Plan.

Option 3: A range of densities are developed and applied to best suit the character and requirements of different parts of the Borough.

Option 4: The private sector is able to determine densities.

Option 5: Other option, please provide details.

7.3. Phasing of Development

7.3.1. Managing the release of allocated sites for development can help to ensure that too much development does not take place too soon, with detrimental impacts on settlements and local communities. It can also help to reduce the risk of the ‘doughnut’ effect, where greenfield sites at the edge of settlements are developed, leaving brownfield sites within the settlements undeveloped, causing urban blight. It can also facilitate the timely delivery of the infrastructure required to support new development.

7.3.2. However, it could be argued that the phasing of sites is restrictive and that the timing of development should be left to the market. For example, in terms of infrastructure constraints, a developer may propose suitable alternative solutions such as providing the infrastructure themselves, thus enabling a site to be developed sooner.

7.3.3. It should be noted that Figure 6 in the Barrow Port Area Action Plan (AAP) is now out of date. This sets out the proposed phasing for the housing sites identified in the AAP. The Marina Village development continues to be a long term aspiration of the Council and is included in the Council Priorities 2013-2016 document (objective 3.1). Site assembly is continuing and the Local Enterprise Partnership has recently submitted a bid to Government for Local Growth Fund, some of which will help improve infrastructure in the area.

Question H15: What approach should the Local Plan take in considering when sites should be developed? (Please select one option)

Option 1: Sites should be phased to allow a sustainable delivery of housing throughout the plan period, taking account of constraints and housing need in different areas.

Option 2: Allow the private sector to dictate which sites are brought forward when.

Option 3: Other option, please provide details

7.4. Housing Mix

7.4.1. Housing mix refers to the types of dwellings e.g. detached or terraced houses and flats. It also refers to the size, which can be described in terms of the numbers of bedrooms and floor area. Mix can also relate to tenure, such as whether homes are available to buy or rent. Another aspect of mix is extra care and supported

housing for the elderly, people with specialist needs, ex-offenders, homeless and those avoiding domestic violence. A detailed breakdown of the balance of the existing stock is contained in the Strategic Housing Market Assessment (SHMA).

Housing Need

- 7.4.2. The SHMA indicates that there are a total of 2,466 existing households across the Borough that are experiencing some form of housing need, representing 7.1% of the total number of households in the Borough. Within this, the greatest issue is the mismatch of housing need to the occupied dwelling, and this forms 89.8% of the total number of households identified as being in housing need. Issues of particular concern are overcrowded properties and people with mobility impairment or other specialist needs living in unsuitable accommodation.
- 7.4.3. The SHMA includes information about the geographic distribution of housing need as well as tenure and household type. The data suggests that the most likely person(s) to be in current housing need is someone over 65. These are likely to be in the inner area of Barrow in a property that they own but which is unsuitable because of their mobility impairment or other specialist need.
- 7.4.4. There is currently a lack of variety in the Borough's housing offer, with terraced housing being particularly dominant. The SHMA shows that there is a need to continue to satisfy household aspirations and expectations, with a particular emphasis on delivering market housing at a range of prices. The development of semi-detached houses and properties with two and three bedrooms is a particular priority.
- 7.4.5. The SHMA shows that the number of people of pensionable age or over is projected to increase by 20% from 13,067 in 2011 to 15,620 by 2021. Ensuring that those people are suitably housed and are not in housing need is a major strategic challenge for the Council. The SHMA recommends that adopting lifetime homes standards (see Question 16) should be viewed as a priority along with diversifying the range of new build dwellings appropriate for a growing number of older person households. Maintaining the delivery of homes to reflect the aspirations of economically active and younger households is also required.
- 7.4.6. There is an identified need for a limited amount of affordable housing in the Borough. This is discussed in section 7.6 below.

Question H16: What approach should the Local Plan take to delivering a mix of housing in the Borough? (Please select one option)

Option 1: Develop a policy that sets out the requirement for a broad mix of different types and sizes of housing on all developments, unless a developer can show that this would render the development unviable. This option would be supported by the SHMA and any relevant and up to date Housing Need Assessment.

Option 2: Develop a policy sets out the requirement for a broad mix of different types and sizes of housing on sites over a certain size, unless a developer can show that this would

render the development unviable. This option would be supported by the SHMA and any relevant and up to date Housing Need Assessment. Please suggest a suitable site size threshold.

Option 3: Do not include a policy requiring a mix of housing types and sizes. Rather, leave it to the private sector to determine the right mix of house types.

Option 4: Other option, please provide details.

Meeting the Needs of Older People

7.4.7. Extra Care is a form of housing similar to sheltered schemes, with self-contained accommodation together with some communal facilities. In an extra care scheme, instead of the low level support traditionally provided by wardens in sheltered schemes, higher levels of care and support are provided 24 hours a day by a dedicated team of care workers. Extra care increases the choice of care options and can avoid the need for people to move into residential care.

7.4.8. The Council will continue to work closely with Cumbria County Council and other providers to supply the optimum amount and mix of specialist accommodation for those with special needs, including sheltered and extra care housing.

7.4.9. In order to increase the number of homes that are suitable for older people, the Local Plan could require new development to include Lifetime Homes. Lifetime Homes are ordinary homes incorporating sixteen design criteria that can be applied to new homes. Each design feature adds to the comfort and convenience of the home and supports the changing needs of individuals and families at different stages of life. Providing Lifetime Homes in new development would help to meet the requirements of the Borough's growing elderly population.

Question H17: What approach should the Local Plan take in relation to Lifetime Homes? (Please select one option)

Option 1: All new market homes should be built to Lifetime Homes Standards.

Option 2: A percentage of new market homes should be built to Lifetime Homes Standards. (If you support this option, what do you think the percentage should be and why?)

Option 3: All new affordable homes should be built to Lifetime Homes Standards.

Option 4: A percentage of affordable homes should be built to Lifetime Homes Standards. If you support this option, what do you think the percentage should be and why?

Option 5: Let the housing market decide, in line with Building Regulations.

Option 6: Other option, please provide details.

7.5. Neighbourhood Renewal

Housing Market Renewal

- 7.5.1. In terms of current stock, Barrow's inner area is dominated by small Victorian terraced housing. The SHMA shows that 7.7% of surveyed households in the Borough were "dissatisfied" or "very dissatisfied" with the condition of their dwellings. Dwellings are also often unsuitable for those with mobility problems or other special needs. Housing market renewal initiatives, led by the Council have sought to address this issue, aiming to improve stock condition and provide greater choice. Improvements have included door and window replacement and the provision of loft and cavity wall insulation.
- 7.5.2. Where housing renewal has involved demolition of properties, it has been with the purpose of replacing them with larger, lower density properties, influenced by the previously identified shortage of three bedroom semi-detached properties in the inner area. This shortage is still evident, as reported in the findings of the 2014 SHMA.
- 7.5.3. Improving condition and providing choice is an important part of the Council's housing market initiative. The changing demographic and associated housing need, identified within the SHMA needs to be recognised and incorporated into the Council's housing strategy in the Local Plan. There is a strong case for concentrating private sector renewal policies on areas with older stock and higher concentrations of privately rented property. The Council has for many years adopted a policy of area-based action. This has been mainly targeted at the wards of Central, Hindpool and Barrow Island.
- 7.5.4. The Council have declared two Neighbourhood Renewal Areas. Approximately 300 houses have been the subject of stock condition improvements and, as part of the Council's work to address need and provide greater choice, also, 180 properties have been cleared to facilitate the development of new housing to create a greater mix of accommodation in the neighbourhood, with the purpose of improving choice and increasing demand.
- 7.5.5. Continued housing market renewal is an essential part of, not only the Council's housing strategy, but its overarching development strategy. Housing stock improvements and increased choice is an important strand of the strategy to rejuvenate the Barrow town centre area.

Question H18: How can the Local Plan improve the Borough's older housing stock? Should the Local Plan continue to promote housing market renewal as a means of improving the attractiveness of neighbourhoods? (Please select one option)

Option 1: Include a policy which continues to promote the clearance and/or redevelopment in areas of greatest need in order to improve the environment in those areas and make them more attractive places to live.

Potential Policy

In Neighbourhood Renewal Areas the clearance and/or the redevelopment of cleared sites for residential use or other environmental improvements, will be permitted where proposals will create a greater mix of accommodation in the neighbourhood, improve choice and increase demand.

Option 2: Other option, please provide details

7.6. Affordability

- 7.6.1. 'Affordable Housing' is defined in the NPPF and includes social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market. Eligibility is determined with regard to local incomes and local house prices. It is important to note that in discussing the affordability of housing, the measure is about meeting needs in terms of property size and type rather than demand or preference.
- 7.6.2. As a general rule, a household can be considered to be able to afford to buy a home if it costs 3.5 times the gross household income for single earner households (or 2.9 times the gross household income for dual-income households) with an allowance for the deposit required. A household can be considered to be able to afford to rent a home where the rent payable is up to 25% of their gross household income. Income includes money from earnings, savings and investments, but excludes benefits.
- 7.6.3. Barrow is ranked the fifth most affordable district in the North West. This contrasts with the neighbouring district of South Lakeland which is the least affordable⁴⁰. House prices tend to be higher in the Barrow outer areas, with the lowest prices in the inner area of Barrow. There are a large number of relatively cheap dwellings within the Barrow town centre wards of Central and Hindpool and affordability ratios of between 2.7 and 3.0 remain widely available in such lower value areas. The SHMA suggests that a significant proportion of these are vacant and therefore it can be assumed that availability, i.e. supply, is not a constraint. However, the low value tends to reflect the relatively poor condition. In addition to this, the nature of the stock means that they are often unsuitable for those with specific housing needs, such as mobility impairment and other specialist needs.
- 7.6.4. The scale of affordable requirements has been assessed by taking into account the annual need from existing and newly-forming households within the District and comparing this with the supply of affordable (social/affordable rent and intermediate tenure dwellings) to derive a net shortfall figure of 71 affordable dwellings each year. This figure is a measure of the extent to which the requirement for affordable housing is greater than the current supply and should not be seen as a

⁴⁰ SHMA

target for delivery. The need is driven, to a large extent by the issue of stock condition and choice in the inner areas of Barrow.

7.6.5. The main provider of social housing in the Borough, apart from the Council, is Accent Foundation. The Council has worked with Accent for many years as the preferred social housing partner in the Borough, and remains committed to this partnership as the main means of delivering new social housing. The Council does not, however, rule out working with other Registered Providers where appropriate.

7.6.6. The current Local Plan does not require affordable housing to be provided as part of a housing development. However, the SHMA shows that there is a requirement for suitable affordable housing in the Borough. The Council needs to consider the most appropriate method for meeting the identified need for affordable housing.

Question H19: What is the best way to ensure a supply of affordable housing to meet the identified need? (Please select one option)

Option 1: Leave it to the private and social sectors to provide affordable housing

Option 2: Include a policy in the Local Plan which requires a specific percentage of houses to be delivered as part of all housing developments, unless the developer can demonstrate that this would result in the scheme being unviable. Please suggest a specific number of dwellings.

Option 3: Include a policy in the Local Plan which requires a specific number of houses to be delivered as part of all housing developments above a certain size unless the developer can demonstrate that this would result in the scheme being unviable. Please suggest a specific number of dwellings and site size threshold.

Option 4: Other option, please provide details.

7.7. Gypsy and Travellers

Gypsy and Traveller Sites

7.7.1. The Government's overarching aim is to ensure fair and equal treatment for travellers, in a way that facilitates the traditional and nomadic way of life of travellers while respecting the interests of the settled community. The National Planning Policy for Travellers Sites (March 2012), states that Local Planning Authorities will need to set their own pitch targets for gypsies and travellers and plot targets for travelling show people, which address the likely permanent and transit accommodation needs of travellers in their area, working collaboratively with neighbouring authorities.

7.7.2. The county wide Cumbria Gypsy and Traveller Accommodation Assessment (Nov 2013) identifies a requirement of six permanent Gypsy and Travellers pitches

in the Borough over the next 18 years and also recommends seven transit Gypsy and Traveller pitches are provided.

7.7.3. In terms of the existing provision in the Borough, the Old Candleworks Site at Schneider Road, Barrow has been a residential caravan site since the 1990s, having been granted planning permission for 12 pitches on appeal in 1993, with a further permission taking the total to 17 pitches in 1995. The occupation of the site is not restricted via the relevant planning permissions to Gypsies and Travellers. However, there is a condition on the most recent Site Licence, dating from October 1998 that restricts occupancy of the 17 pitches to gypsies as defined by Section 16g of the Caravan Sites Act 1968.

7.7.4. The Gypsy and Traveller Assessment highlights the difficulty of accessing the Schneider Road site (see note attached to Table 6.1, page 43 and paragraph 10.22 of the Assessment) and therefore the difficulty of accurately assessing current levels of occupation of the site. This makes it difficult to assess the existing demand and future need in the Borough. The recommended pitch requirements, set out in the Gypsy and Traveller Assessment, are based on existing pitch occupation, as recorded in April/May 2013, for both authorised and unauthorised sites. It is prudent to adopt a cautious approach to the recommendations. There are questions regarding the future availability of the site therefore alternative sites need to be identified.

7.7.5. Further monitoring of the occupation of the Schneider Road site and the broader demand for permanent and transit pitches is considered sensible. Therefore, an interim policy committing the Council to ensuring that a site, sufficiently large enough to accommodate at least the first five year requirement identified by the assessment is proposed. This will allow the Council to address the identified need, as set out in the Gypsy and Traveller Assessment, and monitor demand over the first five years of the Plan, with a view to reassessing the policy, through either an SPD document or a replacement policy, as necessary.

7.7.6. The Council adheres to a Cumbria wide, 'unauthorised encampment protocol', which applies to all unauthorised encampments but focuses on the travelling community. The protocol was set up to ensure that Gypsy and Travellers were suitably accommodated and had equitable access to local services. Ensuring that the Council have a suitable site available for Gypsy and Travellers travelling into the Borough will strengthen the approach set out in the protocol document and adds some certainty prior to the assessment of monitoring data in five years' time.

Question H20: How should the Local Plan address gypsy and travellers accommodation needs identified in the Gypsy and Traveller Assessment 2013?

Option 1: Allocate the site shown in Appendix N as a permanent site specifically for gypsy and travellers.

Potential Policy

The following site(s) are allocated for and will provide 8 pitches for the accommodation of gypsy and travellers.

Option 2: Allocate an alternative, permanent site specifically for gypsy and travellers

Option 3: Do not identify/allocate a site/sites for gypsy and travellers in the Local Plan but include a policy which states that the Council will always ensure a suitable, tolerated site/sites is/are available.

Potential Policy

The Council will ensure that, in addition to the authorised Gypsy and Traveller site at Schneider Road, a suitable site of no less than x* hectares, will be available for temporary occupation by Gypsy and Travellers, should demand arise. *(If you prefer this option, please suggest a suitable site size).

Option 4: Other option, please provide details.

7.8. House Extensions

- 7.8.1. House extensions are a good way for home owners to adapt their property as their needs and aspirations change. They can also add value onto a property. However, as the Borough's older terraced housing tends to have narrow frontages and deep plans with projecting rear wings and limited curtilage, extensions by virtue of height and proximity can have an adverse effect upon neighbouring properties.
- 7.8.2. Although semi-detached and detached properties tend to have wider frontages and shallower plans, extensions to such properties still have the potential to impact upon light, privacy and aspect for neighbours. Extensions can also result in the loss of parking spaces resulting in more on-street parking which can lead to clutter in the street-scene and potentially impact upon highway safety.
- 7.8.3. A study of the dwelling to be extended and similar extensions within the surrounding area should be the starting point when designing an extension. It is important to note that not all previous designs will still be acceptable and that early discussion with the Planning Service will be important to establish what is.
- 7.8.4. In general, extensions must appear secondary in relation to the main building creating a logical and well-related visual relationship in terms of form, scale and character. Designs that are set behind the primary elevations of the main building and that draw proportionately from the form, character and detailing of the main building will generally be more likely to be successful than poorly related extensions, that lack the balanced appearance necessary to maintain streetscene character.
- 7.8.5. Consideration will also need to be given to the full range of uses that extensions may be put to in making sure that a sustainable 'liveable' standard of accommodation can be achieved. This will need to include adequate storage for goods and household equipment, circulation within and between rooms and an acceptable level of external access around a building. The impact of the extension on neighbouring properties will also need to be considered.

The impact of extensions on lighting and enclosure

- 7.8.6. Extensions can have an overbearing impact upon neighbouring properties. The Council will assess the impact on the amount of sunlight and daylight received by habitable windows in neighbouring properties (living rooms, dining rooms and bedrooms). Where the development would result in a significant loss of sunlight or daylight received, the Council will expect the design to be amended to reduce the impact to within acceptable limits.

Question H21: Should the Local Plan contain a policy to protect residents' sunlight?

(Please select one option)

Option 1: Include the following policy in the Local Plan

Potential Policy

Extensions to dwellings will be permitted unless they adversely affect the amenities of neighbouring properties by virtue of an undue loss of sunlight or daylight or by the creation of an overbearing impact or unacceptable level of enclosure.

Option 2: Rely on the NPPF to guide development

Option 3: Other option, please provide details

Impact on Privacy

- 7.8.7. Windows in new extensions can overlook those in neighbouring properties, harming the privacy of the occupiers, particularly where overlooking is between habitable room windows. This can be overcome by ensuring adequate space is aligned between properties. Where this is not possible, the extensions should be designed in a way that demonstrates how privacy is maintained.

Question H22: Should the Local Plan contain a policy to protect residents' privacy?

(Please select one option)

Option 1: Include the following policy in the Local Plan

Potential Policy

Proposals for extensions must demonstrate through good design that an acceptable standard of privacy can be maintained. Where privacy is to be protected by distance alone, a minimum of 21 metres will be required between the facing windows of habitable rooms of different homes. The use of obscure glazing in habitable rooms will not be an acceptable

measure to overcome the provisions of this policy if this is deemed to provide a sub-standard level of accommodation.

Option 2: Rely on the NPPF to guide development

Option 3: Other option, please provide details

Terracing Effect

7.8.8. House extensions also have the potential to impact upon the wider streetscene, with dominating and visually adverse design, which intrudes on the character and/or the spaciousness of the area. This is particularly relevant when the position of an extension can be widely seen in the streetscene or where the development would alter the character of the streetscene e.g. where the gap between detached or semi-detached properties would be filled and, if repeated throughout the street, would cause a ‘terracing effect’. A terracing effect can be avoided through good design, for example, by maintaining a proportionate separation between properties, setting the front of an extension back from the frontage and by lowering the roof below the main roof of the property.

Question H23: Should the Local Plan contain a policy to prevent terracing effects?

(Please select one option)

Option 1: Include the following policy in the Local Plan

Potential Policy

Single or two-storey side extensions will be permitted providing that they are designed to avoid the creation of a terracing effect that would be detrimental to existing townscape character if repeated in a street.

Option 2: Rely on the NPPF to guide development

Option 3: Other option, please provide details

Impact on the Streetscene

7.8.9. Extensions on corner plots can have a detrimental impact on the open character of an area, especially where they are built right up to the boundary. Their impact can be reduced by reducing the width of the extension and ensuring some of the site remains open.

Question H24: Should the Local Plan contain a policy to control the design of extensions on corner plots? (Please select one option)

Option 1: Include the following policy in the Local Plan

Potential Policy

Extensions on corner plots or in other prominent positions will be permitted providing that they are sufficiently well-integrated, proportioned and designed to maintain or enhance the character and appearance of the main building, streetscene and the existing spacious character of the area.

Option 2: Rely on the NPPF to guide development

Option 3: Other option, please provide details

Roofing

7.8.10. A common poor feature is for the ridges of two-storey roof extensions to be designed level with the ridge height of the main building. This practice has the effect of significantly increasing the massing of the dwelling within the streetscene as well as creating a dominant form in relation to the original building.

7.8.11. It is important that the ridges and eaves to extensions are positioned below those found on the original dwelling. It will be equally important to ensure that a pitched roof extension adopts the same pitch and is constructed from similar materials as the original building.

7.8.12. Flat roof extensions may be acceptable for small scale single storey rear extensions, but will generally not be acceptable at the side of properties or in other positions that would be prominent and where their visual impact would be harmful to the character of the streetscene.

Question H25: Should the Local Plan contain a policy which directs the design of extension roofs? (Please select one option)

Option 1: Include the following policy in the Local Plan

Potential Policy

Extension roofs will need to match the pitch and materials used on the main building. Eaves must be lower than those on the original building to avoid the creation of a dominant extension in relation to the original dwelling or within the wider streetscene. Flat roof extensions may be acceptable for small scale single storey rear extensions, but not on side extensions or in other prominent positions that would impact unduly on streetscene form and character.

Option 2: Rely on the NPPF to guide development

Option 3: Other option, please provide details

Porches

- 7.8.13. Whilst generally acceptable, the form and character of porch extensions are often weakly integrated into the external appearance of the main building in terms of proportion, solidity and arrangement of openings. The impact of poor porch design has significant potential to introduce prominent and visually intrusive elements within the streetscene. Streets with a uniform architectural character are particularly vulnerable to this form of inappropriate development.
- 7.8.14. A significant number of porches bear little design relationship to the buildings to which they are attached.

Question H26: Should the Local Plan contain a policy to guide the design of porches?
(Please select one option)

Option 1: Include the following policy in the Local Plan

Potential Policy

Porches that integrate well with the original building in terms of proportion, scale, design, solidity and the pattern of openings will be acceptable. Porches that are poorly designed in relation to the form and character of the original building or that would impact unduly on streetscene character will be resisted.

Option 2: Rely on the NPPF to guide development

Option 3: Other option, please provide details

Dormer Extensions

- 7.8.15. There are a variety of different types of dormer window, however some have more of an impact upon the appearance of a property and the wider streetscene than others. Dual or mono-pitched roof dormers are preferable to flat roof dormers. Where a flat roof dormer would be acceptable, its impact can be reduced by making sure its sides are inset from the edge of the roof profile. No dormers will be permitted that extend above the ridge of the main roof. The choice of material is also important to ensure the dormer blends in with the main roof.

Question H27: Should the Local Plan contain a policy to direct the design of dormer windows (Please select one option)

Option 1: Include the following policy in the Local Plan

Potential Policy

Dormer extensions will be permitted providing they are of a scale and appearance appropriate to the form and character of the property and do not impact adversely on existing streetscene character.

Option 2: Rely on the NPPF to guide development

Option 3: Other option, please provide details

7.9. Garages and Parking

Conversion and loss of garages

- 7.9.1. The conversion of integral garages is another means of extending houses. This can sometimes result in clutter arising from cars being parked in driveways and garden areas, detracting from the amenity and spaciousness of suburban areas.

Question H28: Should the Local Plan contain a policy to prevent the conversion of garages where this would harm highway safety or the streetscene (Please select one option)

Option 1: Include the following policy in the Local Plan

Potential Policy

Applications involving the loss of garages or access thereto will be permitted only where it can be demonstrated that sufficient alternative parking provision is available behind the building line or in such other position as will not have an adverse visual impact on the character of the area or on highway safety.

Option 2: Rely on the NPPF to guide development

New Garages

- 7.9.2. The trend for limited provision of storage space in new development and for small garages leads to increasing pressure for such garages to become used as stores only, displacing cars onto driveways and surrounding streets. The lack of internal and amenity storage space for utility equipment, bins and other large outdoor items such as cycles and lawn mowers as well as washing machines and dryers has led to many garages being used for purposes other than the parking of cars .

7.9.3. Consideration could be given to supporting proposals for an additional separate storage space as part of an elongated garage to provide a more secure and convenient location for cycles and garden storage reducing the need for further structures. In recognition of the limited storage space available and the need to ensure that garages are used for the intended purpose and not storage for domestic items.

7.9.4. Garages that are poorly specified will not be a justification for subsequent conversion to habitable accommodation.

Question H29: Should the Local Plan contain restrictions on the size of new garages?

(Please select one option)

Option 1: Include the following policy in the Local Plan

Potential Policy

New or redeveloped garages must measure a minimum of 2.6 metres wide and 5.5 metres long to provide adequate space for parking and a dedicated space for ancillary storage.

Option 2: Rely on the NPPF to guide development

Option 3: Other option, please provide details

Driveways

7.9.5. Garages are frequent additions to houses but their location can have a significant effect on highway and pedestrian safety, especially with vehicles waiting on the highway prior to garage doors being opened/closed and vehicles reversing out 'blind' from the property. To help alleviate these problems driveways leading to and from such garages should be a specific length to allow cars to park on them without abutting onto the highway.

Question H30: Should the Local Plan contain a policy which controls the length of driveways associated with new garages in the interests of highway safety and to protect the character of the streetscene? (Please select one option)

Option 1: Include the following policy in the Local Plan

Potential Policy

Applications for garages will be approved providing the proposed garage is located behind the front building line, a minimum of 6 metres from the highway unless accessed directly from a back street. Proposals must demonstrate that existing streetscene character and highway safety would not be compromised by the proposal.

Option 2: Rely on the NPPF to guide development

Option 3: Other option, please provide details

7.10. Space around Dwellings

- 7.10.1. The natural desire to maximise internal living space can have significant implications upon the functional size and shape of external amenity space available for recreation. External access between the front and back of a property will also be important for the safe movement of bins without having to take them through the dwelling or having them unsuitably stored in garages. Adequate access will also be important in making sure that an appropriate means of escape can be achieved from the rear of the property in an emergency.
- 7.10.2. The tendency for extensions to be built close or right up to a shared boundary also creates difficulty for repair and maintenance without having to go onto a neighbour's property. Closer proximity also results in a loss of spaciousness around buildings potentially leading to an unacceptable 'terracing' or overbearing effect within the streetscene with potential impacts on property values. Identifying a fixed dimension for external access around a building would potentially undermine a significant number of otherwise reasonable extensions. It is considered that requiring proposals to instead provide an 'appropriate' amount of space to allow for building maintenance and access would give the necessary flexibility to treat each case individually on its merits.
- 7.10.3. A reference to the provisions of the Party Wall Act would be helpful in helping applicants to avoid the pitfalls of developing up to a shared boundary wall.

Question H31: Should the Local Plan include a policy which encourages the retention of space around developments in the interests of streetscene character? (Please select one option)

Option 1: Include the following policy in the Local Plan

Potential Policy

Proposals must demonstrate that an appropriate distance between an extension and a shared boundary can be achieved allowing side and rear elevations to be adequately maintained and serviced with respect to the movement of bins, repair and maintenance and emergency access.

Option 2: Rely on the NPPF to guide development

Option 3: Other option, please provide details

Patios and balconies

- 7.10.4. The creation of upper floor patio areas and balconies can adversely impact upon neighbouring properties and the wider streetscene by way of unacceptable loss of privacy, overbearing effect and intrusive character.

Question H32: Should the Local Plan include a policy which directs the design of patio areas and balconies in the interests of residential amenity and to protect the character of the streetscene? (Please select one option)

Option 1: Include the following policy in the Local Plan

Potential Policy

The creation of patio areas and balconies over house extensions will be approved providing they do not represent an unacceptable loss of privacy to the occupiers of neighbouring properties or occupy a prominent position such that a detrimental intrusion into streetscene character would be created.

Option 2: Rely on the NPPF to guide development

Option 3: Other option, please provide details

8. Retail



Key Sustainability Appraisal Objectives

- To improve access to services, facilities, the countryside and open spaces
- To retain existing jobs and create new employment opportunities
- To improve access to jobs
- To diversify and strengthen the local economy

Key Facts - Retail

- Barrow is the largest town in the Borough. Dalton is the Borough's only other town, providing a supporting role to Barrow.
- The Borough is relatively self-contained in terms of retail expenditure. The Retail and Town Centre Uses Study indicates that the majority of comparison retail expenditure generated within the Borough is retained within the Borough. This means that there are relatively low levels of comparison expenditure leakage to destinations in South Lakeland, Liverpool, Preston and Manchester.
- Barrow is a significant comparison and convenience destination for areas outside the Borough, including rural areas falling within Copeland, South Lakeland and the Lake District National Park.
- Retail is an important part of the local economy. The range and quality of the retail offer can contribute directly to the vibrancy of town centres and affect their vitality and viability.
- The growth of out-of-town centres and the rising level of internet shopping can impact upon the vitality and viability of town centres.
- The vacancy rate in Barrow town centre is above the national average.
- The proportion of comparison units and comparison floorspace within Barrow town centre is below the national average. This is considered to be largely a reflection of the high vacancy rate.
- Dalton contains a higher proportion of convenience and retail service and floorspace than the national average, which is reflective of the role the centre plays in meeting day to day shopping needs.
- Leisure, offices and other town centre uses are an important part of the local economy, bringing a diversity of uses and attracting more people into town centres.
- Barrow and Dalton town centres are popular places to live and the amenities of town centre residents must be taken into account when developing policies.

What You Have Told Us...

“The Local Plan should identify/ quantify the requirement town centre uses and allocate a range of suitable sites to meet the type and scale of development needed in the town centre.”

“The Local Plan should have a strategy for developing the effectiveness of the retail community.”

“The Council should look at competitive business rates for the people of Barrow-in-Furness.”

“Local authorities should not embrace large supermarkets on the basis of the creation of large numbers of jobs, as the employment benefits are over-estimated.”

“The challenge will be to build on existing strengths and broaden the appeal of the town centre to a wider range of ages and social groups.”

“As a major Key Service Centre Barrow-in-Furness’ town centre will have an especially important role in fulfilling paragraph 23 of the NPPF. Policy should reflect and enhance this.”

“Town centre shopping facilities need upgrading.”

“Money spent within local independent shops is mainly re-spent within the local economy. Money taken by large supermarket chains is sucked out of an area.”

“The Local Plan should focus on developing independent local retail outlets.”

Town Centres and Neighbourhood Shops in the Borough

- 8.1.1. Barrow Town Centre plays an important role in meeting the shopping, services, leisure and public administration needs of southern Cumbria. Barrow Town Centre is the focus for comparison retail shopping in the Borough, whilst the majority of convenience retail floorspace is located outside of the town centre.
- 8.1.2. The historic market town of Dalton is the second largest settlement in the Borough. Dalton provides a supporting role to Barrow in the local retail hierarchy, although it is not a significant main food or comparison retail shopping destination. Rather, it serves the day to day needs of the town and immediate rural area.
- 8.1.3. There are a number of local neighbourhood shops and facilities providing valued local, sustainable and convenient services that are an alternative to visiting the town centres or out of town facilities. Local neighbourhood shopping facilities are vital to the sustainability of smaller communities. The loss of this provision will result in residents travelling further to meet their shopping needs. These facilities act as a focus for their communities and offer opportunities for social integration.

8.2. Vision for Barrow and Dalton Town Centres

- 8.2.1. The NPPF Glossary defines Town Centres as an “area defined on the local authority’s proposal map, including the primary shopping area and areas predominantly occupied by main town centre uses within or adjacent to the primary shopping area.”
- 8.2.2. The NPPF Practice Guidance states that a positive vision for town centres, articulated through the Local Plan, is key to ensuring successful town centres which enable sustainable economic growth and provide a wide range of social and environmental benefits. Barrow town centre has benefited from large scale regeneration investment, which means that much of the shops and services of the town centre can now be accessed in a high quality pedestrianised and landscaped environment. Nevertheless, it is important that both Barrow and Dalton town centres continue to move forward to consolidate their roles through diversifying their offers. This is set out in the vision for the two town centres below. The Local Plan will seek to enable the delivery of the vision through its policies, enabling the development of vibrant town centres.
- 8.2.3. The Council intends to produce a Central Barrow Masterplan to help focus its efforts in developing the town centre’s role as the principle shopping destination of the Furness peninsula, attracting shoppers, visitors and businesses into its retail heart, with an intensified range of uses, events and activities.

Vision for Barrow Town Centre

- 8.2.4. In accordance with the Central Barrow Masterplan, Barrow will maintain and develop its role as the principal shopping destination of the Furness peninsula by attracting shoppers, visitors and businesses into its retail heart. Opportunities to create larger format units in appropriate, town centre locations will be supported. The town centre will continue to support a mix, variety and flexibility of uses so that

residents, visitors and workers are attracted to the town centre for its tourism and cultural value, in addition to its high quality retail offer. The compact nature of the town will be maximised, and opportunities for good pedestrian and cycle linkages into the town centre along with good access into the town centre by public transport will be supported. Shops will continue to be accessed in an attractive pedestrianised environment, and there will be better access to green space and other public open spaces. The fine Victorian character and civic spine of the town centre, along with the high quality public realm, will be maintained and opportunities for enhancement will be maximised.

Vision for Dalton Town Centre

8.2.5. Dalton will develop its role as a secondary centre to Barrow by continuing to provide shops and services to the town and the immediate rural catchment. The attractive historic character of the town centre will be maintained, and appropriate development and events in the town centre will enable the town to sustain its identity as a thriving historic market town. Opportunities for good pedestrian and cycle linkages into the town from the surrounding residential areas will be supported, and opportunities to enhance the public realm of the town centre in a way that is sensitive to its historic character will be maximised.

Question R1: Is the vision for Barrow and Dalton town centres appropriate to consolidate their vitality? (Please select one option)

Option 1: Yes, the vision is appropriate to consolidate the vitality of Barrow and Dalton town centres.

Option 2: Alternative option, please provide details.

Table 13: Comparison Retail Capacity for Barrow

| | Comparison Capacity (sq. m net) | | | |
|--|---------------------------------|---------|---------|---------|
| | At 2013 | At 2018 | At 2023 | At 2027 |
| Barrow | 0 | 759 | 2,640 | 4,801 |
| Dalton | 0 | 16 | 57 | 104 |
| Other destinations in the Borough | 0 | 3 | 10 | 17 |
| Total | 0 | 779 | 2,707 | 4,922 |

8.2.6. Identified capacity for additional comparison retail floorspace should be viewed with some caution. There can be little certainty about long term economic performance and therefore it is essential that local planning policy is flexible enough to deal with changing local requirements. It is also important that retail policies support the overarching approach set out in the development strategy, ensuring balanced growth that focuses on maintaining and strengthening the vitality and viability of Barrow and Dalton town centres.

8.2.7. In the current Barrow Borough Local Plan Review 1996-2006, Barrow Town Centre is sub-divided into three areas: Barrow Shopping Core; Edge of Centre Area; and Other Barrow Town Centre Shopping Areas. The identification of these areas reflects the diversity of Barrow Town Centre. However, the NPPF has introduced a new system that includes the requirement for local planning authorities to identify Town Centres and Primary Shopping Areas, this needs to be reflected in the emerging Local Plan.

8.3. Retail in Barrow Town Centre

8.3.1. The NPPF states that local planning authorities should define the extent of town centres, recognising that town centres are the heart of their communities. Local Planning Authorities must adopt a 'town centre first' approach. The Council has set out what it thinks the boundary of Barrow Town Centre should be (see Appendix O). This is in line with the town centre area suggested in the Retail and Town Centres Study.

Question R2: Where should Barrow's Town Centre be? (Please select one option)

Option 1: The boundary of Barrow town centre should be that which is proposed in Appendix O.

Option 2: Other option, please provide details.

Barrow's Primary Shopping Area

8.3.2. The NPPF Glossary defines the primary shopping area as the "defined area where retail development is concentrated (generally comprising the primary and those secondary frontages which are adjoining and closely related to the primary shopping frontage)."

8.3.3. The NPPF requires local planning authorities to define the extent of primary shopping areas, whereas the current Local Plan identifies a Shopping Core, comprising Portland Walk and the pedestrianised section of Dalton Road. The Retail and Town Centre Uses Study advises that the Council will need to consider any identification of new retail areas in context with the significant quantum of vacant floorspace within the town centre.

Question R3: Where should Barrow's Primary Shopping Area be? (Please select one option)

Option 1: The primary shopping area is identified in the existing Local Plan as the Shopping Core (i.e. the pedestrianised area of Dalton Rd and Portland Walk) as shown in Appendix P.

Option 2: The primary shopping area is a wider area which includes Cavendish Street, parts of Scott Street and the indoor and outdoor market area as shown in Appendix Q.

Option 3: Other option, please provide details

- 8.3.4. The NPPF requires local planning authorities to set policies that make clear which uses will be permitted in primary shopping areas. Such policies will help to maintain and strengthen the vitality of Barrow town centre. Some non-retail uses are acceptable in a primary shopping area because they enable a greater mix of uses that will attract more people into central areas. However, a proliferation of such uses breaks up the shopping frontages rendering the centre less attractive and coherent to shoppers.

Question R4: How should the Local Plan set out what will be permitted in Barrow's Primary Shopping Area? (Please select one option)

Option 1: The Local Plan should include a policy that controls non-retail uses within the primary shopping area.

Potential Policy

Proposals for other main town centre uses (i.e. not A1) will be supported within the defined primary shopping area, provided:

- a) The proposal complements the retail function and makes a positive contribution to the vitality, viability and diversity of the town centre, in terms of maintaining active continuous retail frontages, signage and hours of opening.
- b) The proposal would not give rise, either alone or cumulatively, to a detrimental effect on the character and amenity of the primary shopping area.

Option 2: Leave it to market forces to decide what uses take place within the Primary Shopping Area.

Option 3: Other option, please provide details

8.4. Sequential Approach to Retail Uses in Barrow

What is the Sequential Approach?

- 8.4.1. In accordance with the NPPF Guidance, the sequential approach requires a thorough assessment of the suitability, viability and availability of locations for main town centre uses. It requires clearly explained reasoning if more central opportunities to locate main town centre uses are rejected.

- 8.4.2. The NPPF states that local planning authorities should apply a sequential approach to retail uses. This means that retail operators will be expected to consider sites located within the primary shopping area first.

- 8.4.3. Where applicants can satisfactorily demonstrate that the use cannot be located in the primary shopping area, then edge of centre sites may be considered next. In terms of retail, the 'edge of centre' is defined in the NPPF as a location within 300 metres of the primary shopping area boundary.
- 8.4.4. Where a retail use cannot be located in an edge of centre location, then out of centre locations may be considered. Out of centre locations will only be allowed in exceptional circumstance and will require clear and detailed justification from the applicant.
- 8.4.5. The sequential approach taken must be carried out to the standards currently set out in the NPPF Guidance, or any document which replaces it.
- 8.4.6. Applicants must show that they have demonstrated flexibility with regards to format and/or scale and servicing. The NPPF Guidance states that "it is not necessary to demonstrate that a potential town centre or edge of centre site can accommodate precisely the scale and form of development proposed, but rather to consider what contribution more central sites are able to make individually to accommodate the proposal."
- 8.4.7. The sequential test should recognise that certain main town centre uses have particular market and locational requirements which means that they can only be accommodated in specific locations. Where this is the case, robust justification must be provided by the applicant.
- 8.4.8. Due to the impact of out of centre retail developments and the proportion of vacant units in Barrow town centre, the Council is considering whether to include a policy in the Local Plan that directs retail uses to the primary shopping area first. The intention is not to replicate guidance in the NPPF but to show the Council's commitment to protecting and enhancing the town centre.

Restrictions on existing retail units in Barrow

- 8.4.9. There may be cases where the proposal does not involve 'new retail development' but where an applicant wishes to remove a condition restricting the type of goods which can be sold from a unit. These types of conditions were attached to new retail units in edge of centre areas in the past for two main reasons:
- To prevent retail operators leaving the town centre area and moving into less sustainable locations; and
 - In order to accommodate retail operators selling bulky goods who require an edge of centre location with special floor space, delivery and parking requirements that could not be found in the town centre
- 8.4.10. Applications involving the removal of conditions are becoming increasingly common as it is generally cheaper for a retailer to move into an existing unit than build a new one. However if such proposals were permitted without thorough consideration, this could have significant and cumulative impacts upon the vitality and viability of the town centre. One way of controlling this, is for the applicant to undergo a sequential test to demonstrate that:
- There is a specific type of retailer interested in the unit;

- The retailer has specific requirements in terms of trading and non-trading floorspace, servicing access, and parking that cannot be accommodated within the town centre;
- The retailer has followed the sequential approach set out in the policy below and has demonstrated adequately that they have considered all units and sites within the primary shopping area. That all identified units and sites have been discounted for valid reasons and that the retailer has shown flexibility of format in line with the NPPF Guidance.

8.4.11. It is particularly important that the requirements of the retailer are known so that the Authority can assess whether the sequential test has been carried out to a sufficient standard.

Question R5: Should the Local Plan include a specific policy requiring developers to undergo a sequential test for retail uses to protect the vitality and viability of Barrow town centre? (Please select one option)

Option 1: Include a specific policy which requires retail development, including proposals which involve the removal of conditions restricting the types of goods sold from a unit, to undergo a sequential test.

Potential Policy

New retail development will be permitted in Barrow's primary shopping area. Where clear justification is demonstrated for retail development, to be located out of the primary shopping area, the first alternative should be an edge of centre site. An edge of centre site is one which is within 300 metres of the primary shopping area boundary. An out of centre location is the least preferred option and will only be permitted where clear and detailed justification is provided and accepted by the Local-Planning Authority and that no sequentially preferable location would be feasible.

Where it can be justified that a particular retail development is unable to be accommodated within the primary shopping area and an edge of centre or out of centre location is proposed, preference will be given to accessible sites that are well connected to the primary shopping area.

Proposals for retail uses in edge of centre or out of centre locations must not prejudice the vitality and /or viability of the town centre as a whole.

Proposals for retail uses must be situated in a location which is, or can be made accessible, by a range of means of transport other than the private car and which will not add excessively to the need to travel by private car. Where appropriate the applicant will be required to enter into a suitable legal agreement such as a Section 106 or 278 to provide the necessary access and linkages.

Applications for the removal of existing goods restrictions on units within edge of centre or out of centre locations must also comply with this policy and applicants must make clear what the requirements of the operator are in order to ensure the sequential test has been carried out sufficiently.

Option 2: Do not include a policy, instead rely on the NPPF and Practice Guidance to direct retail uses to the town centre first.

Option 3: Other option, please provide details

8.5. Retail in Dalton

8.5.1. Dalton is a historic market town characterised by retail units with small footprints. Most of the town centre falls within Dalton Conservation Area which is protected by an Article 4(2) Directive.

8.5.2. The Retail and Town Centre Uses Study indicates that Dalton Town Centre contains a higher than national average proportion of convenience and retail service floorspace and a lower than national average proportion of comparison units and floorspace. This reflects the role the centre plays as a secondary retail destination to Barrow town centre, meeting the day to day retail needs of the town and surrounding rural area.

8.5.3. The differentiation between town centre, edge of centre and out of centre is not appropriate to Dalton, given the role and small size of the town centre. It is therefore proposed that a broad town centre area is identified in Dalton and that retail uses are encouraged and protected within this area.

Question R6: Where should Dalton's Town Centre area be? (Please select one option)

Option 1: The Town Centre area is the area identified in the existing Local Plan as the Shopping Core as shown in Appendix R.

Option 2: Other option, please provide details

8.5.4. Although there is no capacity for additional convenience retailing floorspace, based on population projections at that time, the Retail and Town Centre Uses Study indicates that there is scope for an additional 104 sq. m of comparison retail floorspace in Dalton town centre by 2027. If Dalton were to grow in the future this may mean the scope for further retail development may increase. However, there is a high vacancy rate within the centre and a significant number of these vacant units are within the core retail area. The Retail and Town Centre Uses Study suggests that this is impacting upon the vitality and viability of the centre and that the most appropriate way to plan for the additional capacity is to allow for the organic growth of existing businesses and premises within the town centre. The Council would prefer to see this as the re-occupation of existing vacant floorspace.

8.5.5. The current Local Plan recognises Dalton's town centre as having subordinate status to Barrow town centre. In the interests of sustainability, it seeks to stabilise Dalton as a shopping centre to provide commercial facilities and services

for local people and tourists, and to enhance the range of shops and services appropriate to an historic market town. The Council considers that this approach remains relevant.

Question R7: To protect the vitality of Dalton town centre, should the Local Plan restrict non-retail uses in the town centre? (Please select one option)

Option 1: Include a policy to control the uses within the primary shopping area.

Potential Policy

Proposals for other main town centre uses (i.e. not A1) will be supported within the town centre, provided:

- a) The proposal complements the retail function and makes a positive contribution to the vitality, viability and diversity of the town centre in terms of maintaining active continuous retail frontages, signage and hours of opening.
- b) The proposal would not give rise, either alone or cumulatively, to a detrimental effect on the character and amenity of the town centre.

Option 2: Leave it to market forces to decide what uses take place within Dalton Town Centre.

Option 3: Other option, please provide details.

Question R8: To protect the vitality of Dalton town centre, should the Local Plan restrict retail development outside of the town centre? (Please select one option)

Option 1: Include a policy to restrict retail development outside of Dalton town centre.

Potential Policy

New retail development will be permitted in Dalton town centre. An out of centre location will only be permitted where clear and detailed justification that a sequentially preferable location is unfeasible is provided by the applicant and accepted by the Local Authority.

Where retail development cannot be accommodated within the town centre and planning applications for out of centre retail development are clearly justified, preference will be given to accessible sites that are well connected to the town centre.

Proposals for retail uses in out of centre locations will meet a specific local need and will not prejudice the vitality and / or viability of the town centre as a whole.

Proposals for retail uses will be situated in a location which is, or can be made accessible, by a range of means of transport other than the private car and which will not add excessively to the need to travel by private car.

Option 2: Leave it to market forces to decide what uses take place within Dalton Town Centre.

Option 3: Other option, please provide details.

8.6. Impact Assessments

8.6.1. For applications for office, leisure and retail development outside of the town centre, the NPPF states that local planning authorities should require an Impact Assessment. This assessment would determine whether there would be likely significant adverse impacts of locating such development outside of existing town centres.

8.6.2. The Impact Assessment will only be required where the proposed development is over a certain threshold. The Council is considering whether to include a locally set threshold for retail development outside of the town centre. The Local Plan could either include a locally set threshold based upon the findings of the Retail and Town Centre Uses Study, or it could use the default threshold of 2,500 square metres as set out in the NPPF. For Barrow, the Primary Shopping Area is to be used as the main town centre reference for any Impact Assessment to be undertaken.

Question R9: Should the Local Plan set a local threshold requiring an Impact Assessment on sites above a certain size in order to protect the vitality and viability of Barrow and Dalton town centres.

Option 1: Set a local threshold for Barrow and Dalton based upon evidence in the Retail and Town Centre Uses Study.

Potential Policy

Developments creating new retail floorspace (including conversions) and/or proposals to remove goods restrictions, outside the town centres which cannot be accommodated in locations in the town centre:

- Where over 1,000 sq. metres gross floorspace and above outside Barrow primary shopping area, and 500 square metres and above outside Dalton town centre, must be accompanied by a Retail Impact Assessment and a statement from the proposed retail operator of that development stating their firm intention to occupy that space subject to planning permission being granted;
- Will be refused if they would prejudice the vitality and/or viability of the town centre as a whole; and
- Subject to the above, will only be permitted if they are situated in a location which is, or can be made accessible by a range of means of transport other than the private car and which will not add excessively to the need to travel by private car, as well as satisfying other planning requirements, particularly with regard to the protection of residential

amenity. Applicants may be expected to enter into a Section 106/278 Agreement to with the Council to provide access and linkages where appropriate

Option 2: Do not set a local threshold, instead rely on the thresholds suggested in the NPPF.

Option 3: Other option, please provide details.

8.7. Other Main Town Centre Uses (non retail) in Barrow and Dalton

8.7.1. Main town centre uses are defined in the NPPF as “Retail development (including warehouse clubs and factory outlet centres); leisure; entertainment facilities the more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs, night clubs, casinos, health and fitness centres, indoor bowling centres, and bingo halls); offices; and arts, culture and tourism development (including theatres, museums, galleries and concert halls, hotels and conference facilities).”

Sequential Approach to Other Main Town Centre Uses

8.7.2. As well as retail developments, the NPPF states that local planning authorities should also apply a sequential approach to other main town centre uses (non retail). This means that applications for main town centre uses will be expected to firstly consider sites located within the town centre⁴¹.

8.7.3. Where applicants can satisfactorily demonstrate that a main town centre use cannot be located in a town centre location, then edge of centre sites may be considered. For all main town centre uses (excluding retail), ‘edge of centre’ is defined in the NPPF as a location within 300 metres of a town centre boundary.⁴²

8.7.4. Where a main town centre use cannot be located in an edge of centre location, then out of centre locations may be considered. Out of town centre locations will only be allowed in exceptional circumstance and will require clear and detailed justification from the applicant.

8.7.5. When applying the sequential test, the applicant must demonstrate clearly why town centre sites are not suitable. They must also show that they have

⁴¹ Note that applications for retail uses will be expected to firstly consider sites located within the Primary Shopping Area.

⁴² For office development, this includes locations outside the town centre but within 500 metres of a public transport interchange. Office development are dealt with in question 9 below.

demonstrated flexibility with regards to format and/or scale. The NPPF Guidance states that “it is not necessary to demonstrate that a potential town centre or edge of centre site can accommodate precisely the scale and form of development proposed, but rather to consider what contribution more central sites are able to make individually to accommodate the proposal.”

- 8.7.6. The sequential test should recognise that certain main town centre uses have particular market and locational requirements which means that they can only be accommodated in specific locations. Where this is the case, robust justification must be provided by the applicant.

Question R10: Should the Local Plan require developers to undergo a sequential test for other main town centre uses to protect the vitality and viability of town centres?

(Please select one option)

Option 1: The Local Plan should include a policy which requires other main town centre uses (excluding retail and offices which are referred to elsewhere in this chapter) to undergo a sequential test.

Potential Policy

To enhance the vitality and viability of Barrow and Dalton Town Centres, new main town centre uses are acceptable in principle within the defined Town Centre.

Proposals for main town centre uses, other than retail and office uses, in the edge of centre (within a 300m radius of the Town Centre boundary) will only be permitted if it can be demonstrated that there are no suitable sites within the Town Centre. Such uses will only be considered for out of centre locations if there is no suitable site within the Town Centre or edge of centre.

Proposals for main town centre uses in edge of centre or out of centre locations must not prejudice the vitality and / or viability of the town centre as a whole.

Proposals for main town centre uses will be situated in a location which is, or can be made accessible, by a range of means of transport other than the private car and which will not add excessively to the need to travel by private car. Where appropriate the applicant will be required to enter into a suitable legal agreement such as a Section 106 or 278 Agreement to provide the necessary access and linkages.

Applications which are for the removal of existing goods restrictions on units within edge of centre or out of centre locations must also comply with this policy and applicants must make clear what the requirements of the operator are in order to ensure the sequential test has been carried out fully.

Option 2: Other option, please provide details.

Offices

- 8.7.7. Offices are ‘main town centre uses’ although they fall within two different categories in the Use Class Order, A2 and B1a. Use Class A2 includes professional

and financial services (other than health or medical services), such as banks, building societies and estate agencies. They usually have a shopfront and are accessible to customers. At present, the Use Class Order allows permitted change from Use Class A2 to A1 (shops). Offices in Use Class B1a, exclude financial and professional services and are generally 'back offices' which are closed to the public.

8.7.8. Offices are considered to be important to the vitality and viability of town centres, bringing both customers and staff into the town centre.

8.7.9. The NPPF refers to office development as 'main town centre uses' which require a sequential approach in order to determine their location. The NPPF glossary defines the Edge of Centre in relation to all other main town centre uses, excluding retail, as:

"For all other main town centre uses, a location within 300 metres of a town centre boundary. For office development, this includes locations outside the town centre but within 500 metres of a public transport interchange."

8.7.10. Applicants will be expected to follow this approach, however an exception can be made for small scale rural offices, where they meet the criteria set out in option 1 of EM5. Sequential tests submitted as part of an application must accord with the NPPF Guidance on need, impact and the sequential approach', or any guidance replacing it.

Question R11: Should the Local Plan contain a 'town centre first' approach which requires developers to undergo a sequential test for new office developments to protect the vitality and viability of town centres? (Please select one option)

Option 1: Include a policy which requires office developments to undergo a sequential test, giving town centre priority.

Potential Policy

Office development will be required to undergo a sequential test whereby it must be located according to the following priority. Offices will only be permitted at one of the locations listed below where it can be demonstrated that a site in a higher priority location is either unavailable or unsuitable:

1. In a town centre
2. An accessible edge of centre site, the boundary of which defined as being within 300 metres of a town centre, or a location within 500 metres of a public transport interchange;
3. Other areas acceptable for employment or non-town centre retailing as identified by other plan policy criteria for such uses.

Option 2: Do not include a policy, instead rely solely on the NPPF and Practice Guidance to direct offices to the town centre first.

Option 3: Other option, please provide details.

Taxi Ranks and Taxi Offices

8.7.11. Taxi and vehicle hire businesses fall into a separate use class to general offices and whilst they are not classed as main town centre uses, they are often found within town centres. Taxi businesses are a key source of employment but can be detrimental to residents living within the town centre as most operate 24 hours a day. The impact can be reduced through taxi stewarding and the implementation of planning policies and Environmental Health licensing standards.

Question R12: Should the local plan contain policies to protect the amenities of residents, particularly those living within town centres, from noise and traffic associated with taxi offices which operate from a dwelling? (Please select one option)

Option 1: The Local Plan should contain a policy similar to the following:

Potential Policy

Proposals to use part of a dwelling as a radio base for a private hire vehicle will normally be permitted where:

- No more than one vehicle will be operated from the premises;
- Any necessary radio equipment is not detrimental to the general amenities of the area; and
- Customers shall not attend the premises.

Option 2: Other option, please provide details

Question R13: Should the local plan contain a policy to protect the amenities of residents, particularly those living within town centres, from noise and traffic associated with taxi offices? (Please select one option)

Option 1: The Local Plan should contain a policy similar to the following:

Potential Policy

Planning applications for the use of premises for the control and administration of hackney carriages or private hire vehicles will be permitted providing:

- The site is within close proximity to a town centre, local centre or major leisure facility;
- The impact upon residential dwellings within the vicinity of the site is considered acceptable, particularly in terms of noise and traffic;

- The local highway network can support the additional traffic which will be generated by the use; and
- There is adequate off-street parking available within close proximity to the site ensuring all vehicles can be operated from the base

Option 2: Other option, please provide details

Nightclubs and bars

8.7.12. The evening economy generates employment and provides entertainment for residents and visitors, however it can have a negative impact on town centre residents and businesses in terms of noise and anti-social behaviour. Bars and nightclubs are often closed during the day and this dead frontage can also have a negative visual impact upon a streetscene.

8.7.13. In Barrow town centre the focus of evening activity was historically concentrated around Cornwallis Street, however the Cavendish Street area has recently grown in terms of the number of evening uses located there. Contemporary Police evidence shows that this is a 'hot spot' for antisocial behaviour and crime during the evenings, especially at weekends.

8.7.14. Evidence provided by Cumbria Constabulary ('Operation Regulate' Problem Profile, 2012) indicates that anti-social behaviour, violence, disorder and acquisitive crimes can become a serious problem in and around licensed premises. The evidence also indicates that problems of nuisance and disorder can be the result of a 'cumulative effect', caused by the large number of licenced premises within the area. This nuisance and disorder can also be extended into the early hours where premises are allowed to open for extended periods e.g. 05.00hrs.

8.7.15. The Police suggested that their evidence indicates that nuisance and disorder (both the number of incidents and the period over which they occur) could be reduced if pubs, clubs and off-licences were prevented from selling alcohol after 02.00hrs and takeaways had to close at 03.00hrs.

8.7.16. The current Local Plan contains a policy which limits the opening hours of bars and nightclubs within the town centre. This was created prior to the national revision to the licensing regime, which now generally allows such premises to open over a 24 hour period, subject to conditions. Whilst limiting the opening hours of bars and nightclubs may reduce the number of antisocial incidents beyond that time, it may also increase the number of incidents at closing time as the number of people leaving premises would not be staggered as it is now.

Question R14: Should the Local Plan restrict the opening hours of bars and nightclubs within the town centre? (Please select one option)

Option 1: Control the opening hours of bars and nightclubs through the Licensing Regime

Option 2: Restrict the opening hours of new bars and nightclubs within the town centre to 2am through Local Plan policy

Option 3: Judge each planning application on its merits by taking into account the building's proximity to residential areas, other evening uses etc.

Potential Policy

When considering appropriate hours of operation for bars and nightclubs in the town centre, regard will be had to:

- The existence of an established evening economy in the area
- The character and function of the immediate area
- The potential benefits of the proposal for wider community
- Impact on residential amenity.

The Council will ensure that the planning system is consistent with the licensing system wherever possible.

Option 4: Other option, please provide details

Hot Food Takeaways

8.7.17. Hot food takeaways contribute significantly to the vitality and viability of the town centres, providing a service to residents, business visitors and tourists. However, they can also contribute to anti-social activities, particularly when in close proximity to residential properties or in large concentrations within retail areas. Anti-social behaviour can be intensified where there is a concentration of take away premises, particularly where they are in close proximity to public houses and night clubs. This is mainly due to large numbers of drinkers leaving premises at peak times, queuing at fast food outlets.

8.7.18. During the day, such a concentration of takeaway premises can also have a deadening effect on frontages within shopping areas. Actual and anticipated anti-social behaviour can lead to neighbouring properties seeking to protect their properties from damage, including measures such as solid shutters. Such shutters are unattractive and areas can become uninviting places outside shopping hours where such screens are prevalent.

8.7.19. The Council has sought a joined up approach in dealing with takeaway premises, recognising that by working closely with the police and the licencing authority there is greater opportunity to address existing problems and prevent further problems arising.

Question R15: Should the Local Plan restrict the location of hot food takeaways?
(Please select one option)

Option 1: Restrict the location of hot food takeaways through the Local Plan using a policy similar to that in the current Local Plan

Potential Policy

Applications for hot food takeaways within Barrow, Dalton and Local Neighbourhood Shopping Centres will be permitted where there is:

- No adjoining purely residential property; and
- The impact on the amenity to surrounding residential properties is considered acceptable in relation to noise, odour, litter, traffic and parking; and
- The impact upon the surrounding retail centre is considered acceptable, particularly in relation to the concentration of takeaway premises and their opening hours; and
- Adequate parking space is available nearby.

Option 2: Restrict the location of hot food takeaways through the Local Plan using a more flexibly worded policy

Potential Policy

Applications for hot food takeaways, including those which involve the relaxation of opening hours, will be permitted where the applicant submits evidence to show that there will be no adverse impact upon local environmental amenities by reason of in house management procedures, noise, odour, litter, waste disposal, traffic and parking; and there is no adjoining purely residential property.

Option 3: Let the market decide the location of hot food takeaways

Option 4: Other option, please provide details

Question R16: Should the Local Plan restrict the opening hours of hot food takeaways
(please select one option)

Option 1: Control the opening hours of hot food takeaways through the Licensing Regime

Option 2: Restrict the hours of opening of hot food takeaways to 3am through the Local Plan

Option 3: Judge each application on its merits using one of the potential policies above

Option 4: Other option, please provide details

8.8. Living in Barrow and Dalton Town Centres

- 8.8.1. Residential development can play an important role in preserving the vitality of town centres: it can bring life to residential streets which may otherwise be quiet

in the evening and provides natural surveillance helping to reduce crime and disorder. The conversion of upper floors above retail units is one form of sustainable development within town centres. This is recognised in recent changes to legislation that allow some residential use of upper floors.

Question R17: Should the Local Plan encourage the conversion of upper floors within the town centre? (Please select one option)

Option 1: Include a policy to encourage the conversion of upper floors within the town centre

Potential Policy

The conversion of upper floors to residential use will be permitted where this will assist the regeneration of the area and will bring back vacant properties into use, subject to the application of the criteria in the housing chapter relating to new housing development and the site being capable of providing an acceptable level of residential amenity for future occupiers.

Option 2: Other option, please provide details

8.8.2. Barrow's town centre areas are characterised by a tight network of terraced streets accommodating both residential and commercial properties. In order to protect the amenities of those living within such areas (and some streets outside the centre where there is pressure for commercial uses), the current Local Plan identifies Residential Protection Areas where conversion to alternative uses is tightly controlled. Those within the proposed town centre boundary are shown in Appendix O.

Question R18: Should the Local Plan identify and protect Residential Protection Areas? (Please select one option)

Option 1: Continue to protect through policy, the Residential Protection Areas identified in the current Local Plan

Potential Policy

Conversion from residential to retail or commercial uses will only be permitted in Residential Protection Areas where there is no perceived threat to amenity in terms of opening hours, deliveries, traffic, waste and noise. Elsewhere, within predominantly residential areas, only shops and services not adversely affecting residential amenities will be permitted.

Option 2: Only retain the Residential Protection Areas within the town centre using the general theme of the policy to protect other residential areas as appropriate.

Potential Policy

As above

Option 3: Other option, please provide details

8.9. Neighbourhood Shopping Centres

8.9.1. The NPPF supports the retention and sustainable development of local services and community facilities, such as shops. The following local neighbourhood shopping centres are recognised as such in the current Local Plan, these are all located in existing residential areas:

- Ainslie Street, Barrow
- Amphitrite Street, Walney
- Anchor Road, Barrow Island
- Bath Street, Barrow
- Duke Street, Askam
- Lakes Parade, Hawcoat
- Middlefield, Ormsgill
- Mikasa Street, Walney
- Mill Lane, Walney
- Risedale Road/Roose Road
- Ruskin Avenue, Dalton

8.9.2. Neighbourhood shopping centres are defined as a group of shops or services, such as hairdressers, post offices or takeaways. Maintaining an adequate provision of local services is important in supporting sustainable communities away from Barrow and Dalton town centres. The Council is considering whether to continue to protect neighbourhood shopping centres through Local Plan policy. The current policy also protects neighbourhood public houses.

8.9.3. The Council has reviewed the list of neighbourhood shopping centres and considers that the following amendments should be made:

- Mikasa Street, Walney – should be removed from the list as it now only contains one local service (a hairdressers), the shops and services identified in the current Local Plan have all been converted into residential accommodation, following the cessation of the previous commercial use.
- Lesh Lane, Barrow – should be added to the list of neighbourhood shopping centres as it contains 5 local shops/services (3 hot food take-aways, post office, convenience store)

Question R19: Should the Local Plan aim to protect neighbourhood shopping centres? (Please choose one option)

Option 1: The Local Plan should continue to protect the neighbourhood shopping centres listed in the current Local Plan.

Potential Policy

Small scale retail developments, including proposals for changes of use to retail, will be looked upon favourably within the identified neighbourhood shopping centres and within rural villages where it can be demonstrated that the use serves a recognised local need.

Applications that involve the loss of local shops and services that serve a recognised local need in residential neighbourhoods will be resisted where there is a need to maintain an adequate provision of essential local shops unless the applicant can demonstrate that the shop is no longer viable. The premises must have been advertised, at a reasonable price, for a minimum of 12 months, no reasonable offer must have been refused and the property must have been advertised on the open market for at least four times in the local media at roughly equal periods over the previous year.

Option 2: The Local Plan should continue to protect the neighbourhood shopping centres listed above, making the suggested amendments to the list of neighbourhood shopping centres.

Potential Policy

As above

Option 3: Do not identify neighbourhood shopping centres in the Local Plan and let the market decide which uses occupy those areas.

Option 4: Other option, please provide details.

Rural Shops

8.9.4. The NPPF⁴³ states that local planning authorities should promote the retention and development of local services and community facilities in villages, such as local shops, meeting places, sports venues, cultural buildings, public houses and places of worship. This enables people to live and work in rural communities without being dependent upon nearby towns. As well as providing choice for village residents, this also reduces the need to travel, thereby meeting sustainability objectives. The current Local Plan affords protection to rural shops, post offices and public houses, but not to the other services listed above. The Council considers it best to deal with the non-retail services within the infrastructure chapter of the new Local Plan.

⁴³ Paragraph 28

Question R20: Should the Local Plan aim to protect rural shops and services? (Please select one option)

Option 1: The Local Plan should continue to protect rural shops and services and encourage further provision where feasible.

Potential Policy

Small scale retail developments will be looked upon favourably within the identified villages where it can be demonstrated that the use serves a recognised local need.

Applications that involve the loss of local shops, post offices and public houses will be resisted unless the applicant can demonstrate that the business is no longer viable. The premises must have been advertised commercially at a reasonable price, for a minimum of 12 months, no reasonable offer must have been refused and the property must have been advertised on the open market for at least four times in the local media at roughly equal periods over the previous year.

Option 2: Leave it to the NPPF and the market to decide.

Option 3: Other option, please provide details

9. Heritage & Built Environment



Key Sustainability Appraisal Objectives

- To improve the health and wellbeing of people.
- To create vibrant, active, inclusive and open-minded communities with a strong sense of local history.
- To preserve, enhance and manage landscape quality and character for future generations.
- To improve the quality of the built environment.
- To improve the vitality and viability of town and local centres.

Key Facts – Heritage & Built Environment

- There are 270 buildings listed for their historical or architectural importance in the Borough.
- The Borough also has eleven Conservation Areas and four Scheduled Ancient Monuments.
- Other heritage assets that are not designated can be identified by the Council as locally listed buildings, and these can be afforded a measure of protection.
- Heritage is important to the local economy, with some of the Borough's most significant tourist attractions being based upon their heritage.
- Historic buildings and other heritage assets have a major positive impact on the quality of the built environment, creating places that people want to live, work and visit.
- Heritage assets provide opportunities for learning about the history of the local area.
- The majority of the Borough's listed buildings are located within Conservation Areas.
- The Central Barrow Gateway Townscape Heritage Initiative has delivered significant improvement to the historic environment at one of the key gateways to Barrow town centre.

What You Have Told us...

“The Local Plan should provide sufficient robust policy around the historic environment.”

“There should be policies to guard against the unnecessary loss of valued cultural and community facilities”

“The Local Plan should recognise Barrow’s industrial and marine heritage.”

“The historic environment should be given appropriate consideration when identifying potential locations for development.”

*“Historic buildings, archaeological sites and landscapes
are a significant part of the Borough’s special character and distinctiveness.”*

“Ensure that in addressing all issues and needs that everyone’s wider aspirations are achieved in a way that respects and enhances, rather than being at the expense of, the historic and natural environment”

“Barrow has a rich heritage that it is rightly proud of and it is equally important that this is recognised, safeguarded and promoted through the Local Plan”.

9.1. Heritage Assets

- 9.1.1. The Borough's heritage assets are important reminders of the past and provide character and a sense of place. In particular, the Borough's industrial and maritime heritage is linked to the area's image and identity. The Council recognises the value of its heritage assets and their role in creating an environment where people want to live, work and visit. The Local Plan will support proposals which protect and enhance the Borough's historic resources whilst enabling them to be utilised to their full potential, thus maintaining and improving the character of the Borough and maximising the associated benefits that historic buildings bring.
- 9.1.2. The NPPF contains a strong steer on conserving and enhancing the built environment, setting out clear guidance for local authorities to follow. This includes the desirability of sustaining and enhancing the significance of heritage assets along with new development making a positive contribution to local character and distinctiveness. The sections below seek to complement and expand on the NPPF, setting out a positive strategy for the conservation and enjoyment of the historic environment in the Borough.

Heritage Assets in Barrow

- 9.1.3. The Local Plan area contains eleven conservation areas and 270 buildings listed for their historical or architectural importance. The conservation areas range from the Victorian modified landscape around the 12th century Furness Abbey to the workers' suburbs of North and South Vickerstown. Barrow Island contains tenement blocks built for ship workers, the design being based upon tenements in Glasgow. North Scale and Biggar conservation areas cover the original settlements on Walney Island; also designated are the grid iron street layouts of the Town Centre influenced by James Ramsden's plan for the town and the older parts of the villages of Lindal and Ireleth. Dalton is the ancient capital of Furness and the conservation area takes in the old centre based on the Castle and the Market Place.
- 9.1.4. The majority of the Listed Buildings in the plan area are concentrated in the conservation areas. They vary from houses to castles and include many farms and farm buildings. Grant aid from the Borough Council and English Heritage has been an important incentive in ensuring repairs respect the character of the building by the use of traditional materials and it is vital that such help continues to be available. Barrow Island and Barrow Central conservation areas both benefit from Conservation Area Appraisals which assist the Council in protecting and enhancing heritage in these areas.
- 9.1.5. There are four scheduled Ancient Monuments in the Local Plan area – Furness Abbey and precinct wall, Bow Bridge, Piel Castle and Dalton Castle. There are also a number of sites of local archaeological interest that form an important part of the Borough's heritage. There are 623 listings on the County Council's Sites and Monuments Record which are within the Borough.

Protecting Heritage Assets

9.1.6. English Heritage produces a Heritage at Risk Register each year which provides a picture of the health of the country's built heritage.⁴⁴ The 2013 register showed just one heritage asset at risk in the Borough, although the Heritage Lottery Fund are supporting repair works to this asset. There are also certain buildings within conservation areas, especially in Central Barrow and Dalton, which have been empty for some time and there are others in these and other conservation areas that may become empty over the Plan period. It is important to ensure that these are kept in use and well maintained.

9.1.7. There have already been significant works to restore and repair heritage assets in the Borough. The most significant recent project has been the Central Barrow Gateway Townscape Heritage Initiative (THI), which repaired the structure and external envelope of buildings which make a positive contribution to the character or appearance of the Barrow Central Conservation Area. The restoration works have had a positive impact on the attraction of Barrow Town Centre and its economic viability.

9.1.8. Whilst the Borough has many designated buildings and monuments that are identified due to their heritage value, there will also be other buildings that are of local historic interest which may also be worthy of protection, including buildings affected by an Article 4 Direction. These and other local historic assets may be offered some level of protection by the local planning authority identifying them on a formally adopted list of local heritage assets. The Council intends to produce and adopt a local list after the Local Plan is adopted in 2016.

9.1.9. For the purpose of the Local Plan, heritage assets include, but are not limited to:

- Listed buildings
- Buildings affected by an Article Four Direction
- Conservation Areas
- Scheduled Ancient Monuments
- Remains of archaeological importance

Question HE1: How should the Local Plan protect and enhance heritage assets and their setting? (Please select one option)

Option 1: Include an overarching policy that sets out the Council's commitment to protecting and enhancing heritage assets, in accordance with the potential policy below.

⁴⁴ The register generally includes grade I and II* listed buildings. English Heritage encourages local authorities to produce their own register for Grade II listed buildings.

Potential Policy

Within Barrow Borough, heritage assets and their setting will be protected and enhanced in a manner appropriate to their intrinsic historic value and significance, their importance to local character, distinctiveness and sense of place, and to other social, cultural economic or environmental benefits.

The Council will maximise the benefits of the Borough's heritage assets through the following measures:

- a) By protecting and seeking opportunities to enhance heritage assets through Townscape Heritage Initiatives and other measures as appropriate.
- b) By supporting proposals that include the sustainable re-use, maintenance and repair of listed buildings and other heritage assets, particularly those that have been identified as being at risk.
- c) By producing a local list of heritage assets that are not designated but which have particular local importance or character which it is desirable to keep.
- d) By supporting proposals that provide opportunities for learning about the Borough's heritage.

Proposals impacting on the setting of heritage assets and / or known or possible archaeological sites will be required to submit a Heritage Statement and / or Archaeological Evaluation, in order that sufficient information is provided to assess the impacts of development on historic environmental assets, together with any proposed mitigation measures.

Option 2: The NPPF is sufficient in protecting the Borough's designated heritage assets.

Option 3: Other option, please provide details.

Listed Buildings

- 9.1.10. The significance of a Designated Heritage Asset can be harmed or lost through alteration or destruction of a Listed Building or through development within its setting.

Question HE2: Should the Local Plan set out when damage to / or loss of a listed building may be appropriate?

Option 1: Include a criteria-based policy that identifies the circumstances when harm to / or loss of a listed building will be permitted.

Potential Policy

Alterations, extensions or changes of use to listed buildings, or development in their vicinity, will be expected to have no adverse impact on those elements which contribute to their special architectural or historic interest, including their settings.

As set out in Paragraph 133 of the National Planning Policy Framework, proposals which involve substantial harm to, or loss of, a listed building will only be permitted in exceptional circumstances where it can be demonstrated that:

- a) The nature of the heritage asset prevents all reasonable uses of the site; and
- b) That no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
- c) That conservation through grant-funding or some form of charitable or public ownership is demonstrably not possible; and
- d) The harm or loss is outweighed by the benefit of bringing the site back into use.

Option 2: Other option, please provide details.

Conservation Areas

9.1.11. A Conservation Area is defined as an area of special architectural or historic interest with an appearance and/or character that it is desirable to preserve, or enhance.

9.1.12. The Borough has eleven conservation areas:

- Barrow Island
- Biggar Village
- Central Barrow
- Dalton
- Furness Abbey
- Ireleth
- North Scale
- North Vickerstown
- South Vickerstown
- St George's Square
- The Green, Lindal

9.1.13. The conservation area in Dalton has an Article 4(2) Direction in force, replacing an earlier Article 4(1) Direction.

9.1.14. A Conservation Area designation means that the Local Planning Authority will subject the allocated area to special controls which cover the demolition of buildings or removal of trees, and allow for policies to be put in place that can very tightly control the appearance of a building and its surroundings.

Question HE3: Should the Local Plan set out when development affecting the setting of Conservation Areas may be appropriate?

Option 1: Include a criteria-based policy that identifies when development affecting the setting of a Conservation Area may be appropriate.

Potential Policy

Development within or affecting the setting of Conservation Areas will only be permitted where it preserves or enhances the character or appearance of the Area. Proposals for all new development, including alterations and extensions to buildings and their re-use, must be sensitive and appropriate to the character of the area. In particular it should:

- a) Respect the character of existing architecture and any historical associations by having due regard to positioning and grouping of buildings, form, scale, enclosure, detailing and use of traditional materials;
- b) Respect existing hard and soft landscape features including open space, trees, walls and surfacing;
- c) Respect traditional plot boundaries and frontage widths; and
- d) Respect significant views into or out of the Areas.

Proposals for the demolition of a building in a Conservation Area must demonstrate one of the following criteria:

- a) That it is unrealistic for the building to continue in its existing use and a suitable alternative use cannot be found;
- b) The building is in poor structural condition and the cost of repairing and maintaining it would be disproportionate to its importance and value;
- g) The demolition would preserve or enhance the character or appearance of the Conservation Area.

Option 2: Proposals should be determined in line with the NPPF.

Option 3: Other option, please provide details

Scheduled Ancient Monuments and Archaeology

9.1.15. Scheduling is the only legal protection specifically for archaeological remains, and is reserved for carefully selected sites that are the most important examples of each type of monument. Scheduled Ancient Monuments are of national importance and should be afforded a high degree of protection.

9.1.16. The archaeological and historic remains which make up the landscape contain irreplaceable information about the past and are valuable for their contribution towards education, recreation and the economic life of the Borough.

Question HE4: Should the Local Plan include a policy that protects Scheduled Ancient Monuments and archaeological features?

Option 1: Include a policy that protects Scheduled Ancient Monuments and archaeological features and their settings.

Potential Policy

Development that would affect a Scheduled Ancient Monument and / or archaeological features should preserve or enhance the asset, including its setting and any features of archaeological interest. Development which would lead to the loss of, or cause harm to, Scheduled Ancient Monuments and their settings, should be wholly exceptional.

The Council will seek to ensure mitigation of archaeological damage through the preservation of the remains in situ as a preferred solution. When in situ preservation is not justified, the developer will be required to make adequate provision for excavation and recording of assets by the developer to a level that is proportionate to their significance and to the scale of the impact of the proposal.

Option 2: Proposals should be determined in line with the NPPF.

Option 3: Other option, please provide details.

10. Natural Environment



Key Sustainability Appraisal Objectives

- To improve the health and well-being of people
- To protect and enhance habitats and biodiversity
- To preserve, enhance and manage landscape quality and character for future generations
- To improve local air quality and reduce greenhouse gas emissions
- To improve water quality and water resources
- To restore and protect land, soil and geodiversity
- To manage mineral resources sustainably and minimise waste

Key Facts – Natural Environment

- The highly diverse landscape of the Borough contributes to its local distinctiveness, and is an important factor in attracting people to come and invest in the area.
- New development will be required in the Borough over the Plan period, and this will have an impact on the landscape although the impacts do not need to be detrimental to the overall visual quality of the landscape if they are carefully designed.
- The Borough contains a range of important areas for biodiversity, from extensive sand dunes and mudflats to disused mines and dockland.
- Much of the coastline is designated nationally and internationally for its nature conservation importance.
- Tree cover in the Borough is mainly restricted to sheltered valleys, which means that much of the landscape across the Furness peninsula is relatively bare.
- The Borough contains several sites that are of importance to geodiversity. Geological sites can often easily be damaged or even destroyed by inappropriate development and activities.
- Soils are a vulnerable resource and because it can take more than 500 years to form a two cm thickness it is essentially non-renewable.
- Construction activity can have adverse impacts on soils, including covering the soil with impermeable materials; over-compacting soil; and potential contamination.

What You Have Told Us...

“There should be a policy to protect ancient woodland and aged or veteran trees.”

“Development management policies should set out criteria to firstly avoid, then mitigate, then as a last resort compensate for adverse impacts on biodiversity.”

“Policies should promote the preservation, restoration and re-creation of priority habitats, ecological networks and the protection and recovery of priority species and populations.”

“Policies should set out that proposals that adversely affects a European site or SSSI will not normally be granted planning permission.”

“The benefits of environmental resources to education and the economy should be recognised, promoted and where possible enhanced through the Local Plan process, in addition to being safeguarded .”

“The Plan should set out a strategic approach, planning positively for the creation, protection, enhancement and management of networks of biodiversity.”

“The Plan should state how impacts on protected species will be addressed in development.”

“The Council should consider the Cumbria Biodiversity Evidence Base and the Cumbria Biodiversity Action Plan.”

“The Plan should include policies which minimise impacts from development on biodiversity and geodiversity.”

“It is recommended that a two for one replacement policy should be adopted where trees have to be removed.”

“The Plan should promote the use of public transport, walking and cycling to improve access to nature.”

- 10.1.1. Although the Borough is often recognised for its industrial heritage, it also has a rich and varied natural environment, featuring picturesque coastlines, green spaces and woodlands, all of which support a diverse range of species. The important linkages between these spaces are considered further in green infrastructure chapter. The Borough contains a number of important international sites which it shares with neighbouring authorities, and this requires a collaborative approach to their protection.
- 10.1.2. The benefits of the natural environment are wide-ranging, from the provision of habitats for a range of species through to economic benefits by making the Borough a more attractive place to live and work. The Local Plan has an important role to play in nature conservation, and as part of any development there should be a consideration of what harm may occur, how such harm can be minimised and how wildlife could benefit from the proposals. The Council is committed to protecting and enhancing its natural environment, including its biodiversity, geodiversity and landscape character.

10.2. Landscape

- 10.2.1. The Borough is situated on the tip of the Furness peninsula which enables long views from the coastline to the Isle of Man, the Lancashire coastline and the Forest of Bowland. Inland, the mountains of the Lake District form a clear backdrop to the Borough.
- 10.2.2. The highly diverse landscape of the Borough contributes to its local distinctiveness, and is an important factor in attracting people to come and invest in the area. Much of the coastline is designated nationally and internationally for its nature conservation importance and consists of a range of mudflats, shingle and pebble beaches, soft cliffs and dune systems. The landscape inland is characterised by open pastoral farmland, sheltered river valleys and low drumlins.
- 10.2.3. Industry is highly visible within the landscape, forming interesting features including Rampside Gas terminal and the buildings and infrastructure associated with ship building in the town of Barrow. This contrasts to the openness and tranquillity of the stretches of undeveloped coastline. Evidence of previous industries are also visible in the landscape, such as man-made landforms and spoil heaps from late 19th Century iron mine workings. The historic cores of Barrow, Dalton and the villages are characterised by their use of locally distinctive building materials.

Conserving and Enhancing the Landscape

- 10.2.4. The Council is seeking to ensure that new development is sympathetic to and enhances the character of the landscape, taking account of the Cumbria Landscape Character Guidance and the National Character Area Profile 7: West Cumbria Coastal Plain. The Local Plan will contain policies relating to design, green infrastructure, coastal management, renewable energy, heritage and nature conservation, and all these policies will contribute towards the conservation and enhancement of the landscape. It may also be necessary to include a specific landscape policy to ensure that the landscape qualities of the Borough are

maximised to attract and retain people to the area, and that landscape considerations are properly taken into account when new development is planned.

Features of Barrow's Landscape

10.2.5. The Borough's undeveloped coastline is a key tourism and recreation asset of the Borough, with high nature conservation value. The Borough's undeveloped coastline consists of the Walney Island coastline and Roan Head. The tranquil and open character of the coastline, along with its outstanding views and its heritage assets, are key to attracting people to the area. The Local Plan could be a key mechanism to ensure that the character of the coastline is retained, and wherever possible enhanced, whilst at the same time allowing managed access for recreation.

10.2.6. The drumlins of the Borough and surrounding area form an immediate backdrop inland to many parts of the built up areas of the Borough. In particular, much of the eastern part of the Furness Peninsula is characterised by these hills, forming a pleasant landscape. It is desirable that new development should maintain the unique topography of the landscape, complementing the grain and form of the drumlins.

10.2.7. Field boundaries make an important contribution to the character and biodiversity of landscape and are one of the strongest surviving links to the farming traditions of the past. Sensitive development would maintain the distinctive field patterns of the Borough wherever possible, along with the conservation and restoration of natural features such as hedges and streams, and man-made features such as dry-stone walls.

10.2.8. Tree cover in the Borough is mainly restricted to sheltered valleys, which means that much of the landscape across the Furness peninsula is relatively bare. The Local Plan could seek to encourage new woodland where such planting complements the scale of the landscape, particularly where such planting:

- Reduces the visual dominance of vertical infrastructure, such as transmission lines
- Screens undesirable features of the landscape
- Enhances significant views
- Alleviates flooding
- Reduces erosion
- Uses native species.

10.2.9. The Borough's landscape also has historic value, and is an important reminder of the past. The Borough contains several important historic landscape features that form part of the historic landscape character, the most important being Piel Castle, which is prominent in coastal views to the east of Barrow; and Furness Abbey and its grounds (including precinct wall and Bow Bridge). For further details, please refer to the Heritage and Built Environment chapter.

10.2.10. New development will be required in the Borough over the Plan period, and this will have an impact on the landscape. The impacts do not need to be detrimental to the overall visual quality of the landscape if they are carefully

designed. The Council is considering including a policy in the Local Plan to ensure that all landscape considerations are properly taken into account when new development is planned.

Question N1: Should the Local Plan include a specific policy that conserves and enhances landscape character? (Please select one option)

Option 1: Yes, the Local Plan should include a policy that conserves and enhances landscape character.

Potential Policy

New development will need to have regard to its landscape context and will be appropriate to the landscape character type within which it is situated, as identified in the Cumbria Landscape Character Assessment and National Character Area Profile 7: West Cumbria Coastal Plain. Major development will require a Landscape Visual Assessment at the time of submission.

Where new development will impact upon the character of the landscape, such impact will need to be minimised and priority will be given to conserving and enhancing the landscape's distinct assets. Where it is robustly demonstrated that the loss of or damage to the assets is unavoidable, then the unavoidable damage will be mitigated, and unavoidable loss will be compensated for, so that there is no net loss in resources.

High protection will be given to the undeveloped coast in order to maintain its openness, tranquillity, heritage and nature conservation value and to maintain the Borough's recreation and tourism appeal.

Measures to enhance the character of the Borough's landscape will be supported, with particular importance given to the following:

- a) Improved access to the landscape for recreation and tourism, including managed access to the undeveloped coast.
- b) The regeneration of unsightly brownfield sites, particularly former industrial sites.
- c) Increase in tree and woodland cover where such planting complements the scale of the landscape.
- d) Enhancement of the nature conservation value of the landscape.

Option 2: No, as policies relating to design, green infrastructure, coastal management, renewable energy, heritage and nature conservation will be sufficient for safeguarding and enhancing landscape character.

Option 3: Other option, please provide details

10.3. Conserving Soil Resources

10.3.1. Good quality soils are a vital natural resource, producing food, absorbing rainwater and supporting ecological habitats and biodiversity, in addition to being an important store of carbon. However, soils are also a vulnerable resource and because it can take more than 500 years to form a two cm thickness it is essentially non-renewable.

Impacts on Soils

10.3.2. Construction activity can have adverse impacts on soils in a number of ways, including covering the soil with impermeable materials, with negative impacts on drainage; over-compacting soil through the use of heavy machinery or the storage of construction materials; and potential contamination of soil. Soils can also be at risk from contamination from other sources, such as from derelict industrial sites.

10.3.3. There is a risk that the effects of climate change will have detrimental impacts on soils. In particular, climate change has the potential to increase the rate of soil erosion which causes the loss of top soil and reduces agricultural production. There is also a risk that changing weather patterns as a result of climate change will increase carbon emissions from soils into the atmosphere.

10.3.4. In Barrow there is 'moderate' to 'very high' soil erosion risk outside of the built-up areas, with particular risk at Sandscale Haws. The Borough also contains areas of the best and most versatile agricultural land. The Local Plan will seek to minimise the quantity of the best and most versatile agricultural land that is allocated for development, taking account of other opportunities and constraints as part of the site selection process.

Opportunities to Safeguard and Improve Soils

10.3.5. The Local Plan proposes measures that will contribute towards safeguarding and improving soils. This includes potential policies on Landscape; Green Infrastructure; Derelict and Contaminated Land; and Water Management and Efficiency. The policies of the Local Plan could also include further measures to safeguard and improve soil resources, taking account of the above considerations.

10.3.6. In particular, the Local Plan could include a policy that requires new development to produce a Soil Resource Survey prior to construction. Such a survey would identify the quality, characteristics and distribution of the soils on site. Identifying the soils on site will reduce the risk of good soil becoming mixed with spoil or contaminated materials, which would restrict or prevent its reuse. It will also reduce the need to import soil for landscape works, thus reducing the cost of works.

10.3.7. The Soil Resource Survey would be followed by the preparation of a Soil Resource Plan. This would set out how the soils will be managed sustainably during construction. It will ensure that soils are not unduly compacted during the construction process, thus enabling the soil to drain effectively and reducing costs if

heavy rainfall was to occur during construction. It would also include how any excess of topsoil will be sustainably used either on or off-site, and will set out how a suitable soil profile will be created on site to enable healthy root growth and successful plant establishment.

- 10.3.8. The Local Plan could also require development to include areas integral to the development that provide suitable conditions for food growing, ensuring suitable soil quality and depth. There are many benefits associated with food growing, including improving the physical and mental health of residents, increasing biodiversity in urban areas, reducing carbon emissions associated with long distance food distribution, and greening the urban landscape. The location of such areas would need to take account of the need for a reliable water supply, exposure to salty sea wind and the need for access.

Question N2: How should the Local Plan safeguard and improve soils? (Please Select One Option)

Option 1: The Local Plan should require new development to produce a Soil Resource Survey and a Soil Resource Plan.

Potential Policy

New development will safeguard and improve soils that are situated on the site. Applicants for new development will be required to submit a Soil Resource Survey which identifies the quality, characteristics and distribution of the soils on the site. This should be followed by a Soil Resource Plan which sets out how the soils will be managed sustainably during construction.

Option 2: The Local Plan should require new major residential development to include areas that provide suitable conditions for food growing.

Potential Policy

Residential development of more than 50 dwellings should include areas within the development that provide suitable conditions for food growing. Such areas should be integrated into the development, taking account of the need for a reliable water supply, shelter and adequate access, and should provide suitable soil quality and depth.

Option 3: Policies on Landscape; Green Infrastructure; Derelict and Contaminated Land; and Water Management and Efficiency are sufficient for safeguarding and improving soils.

Option 4: Other option, please provide details.

10.4. Nature Conservation and Geodiversity

- 10.4.1. Nature conservation is an important part of putting the concept of sustainability into practice. Its aim is to ensure that the heritage of plants and animals, their habitats and natural features remain as large and diverse as possible.
- 10.4.2. Cumbria as a whole (which encompasses the Lake District National Park) has one of the most varied range of species and habitats in England. Although the Borough of Barrow falls outside the national park, it contains a range of important areas for biodiversity, from extensive sand dunes and mudflats to disused mines and dockland. The majority of the habitats along the Borough's coastline are protected under European legislation, whilst other habitats are of local significance. The Local Plan has a role to play in protecting all habitats and species, which are important for their own natural value but also for the well-being and good health of residents and visitors.
- 10.4.3. The Borough also contains several sites that are of importance to Geodiversity. Geodiversity is the variety of rocks, minerals, fossils, soils and landforms, along with the natural processes that shape them. Geological resources are a source of materials for construction projects and minerals, and the availability of iron ore in the Borough has formed the basis of Barrow's industrial heritage. Geological processes shape the landscape and help to maintain dynamic habitats and ecosystems that enable biodiversity to thrive. The Borough's geodiversity also provides multiple opportunities for education and recreation.
- 10.4.4. Geological sites can often easily be damaged or even destroyed by inappropriate development and activities. Coastal protection schemes are a particular threat, with many of the Borough's most important geological areas being situated by the coast. Such schemes could potentially impact upon natural coastal processes. Other important geodiversity sites in the Borough take the form of disused quarries, and these could potentially be under threat from landfill or new development in the future.

10.5. International Designations

- 10.5.1. International wildlife designations provide the highest level of protection for wildlife and habitats and include Ramsar Sites, Special Areas of Conservation (SACs) and Special Protection Areas (SPAs). SPAs and SACs together make up the Natura 2000 network of protected areas.

Ramsar Sites

- 10.5.2. Ramsar sites are internationally protected areas of wetlands. The Borough contains two Ramsar sites, and these sites extend beyond the Borough boundary. These are:
- Duddon Estuary – recognised as a site of international importance for rare and scarce species, in particular wildfowl, waders and natterjack toads.

- Morecambe Bay – the largest area of tidal mudflats in the UK, with internationally important levels of bird life and marine habitats.

Special Areas of Conservation (SACs)

10.5.3. SACs provide increased protection to a variety of wild animals, plants and habitats. The Morecambe Bay SAC is a very large area that extends from Fleetwood in Lancashire to Millom in Cumbria, and encompasses much of the coastline of the Borough.

Special Protection Areas (SPAs)

10.5.4. SPAs provide increased protection for rare and vulnerable birds and for regularly occurring migratory species. The Duddon Estuary and Morecambe Bay are classed as SPAs, and again these sites extend beyond the Borough boundary.

10.5.5. Ramsar Sites, SACs and SPAs within the Borough boundary are identified on Maps 15 to 17 below.

Figure 15: Ramsar Sites (Borough North & South)

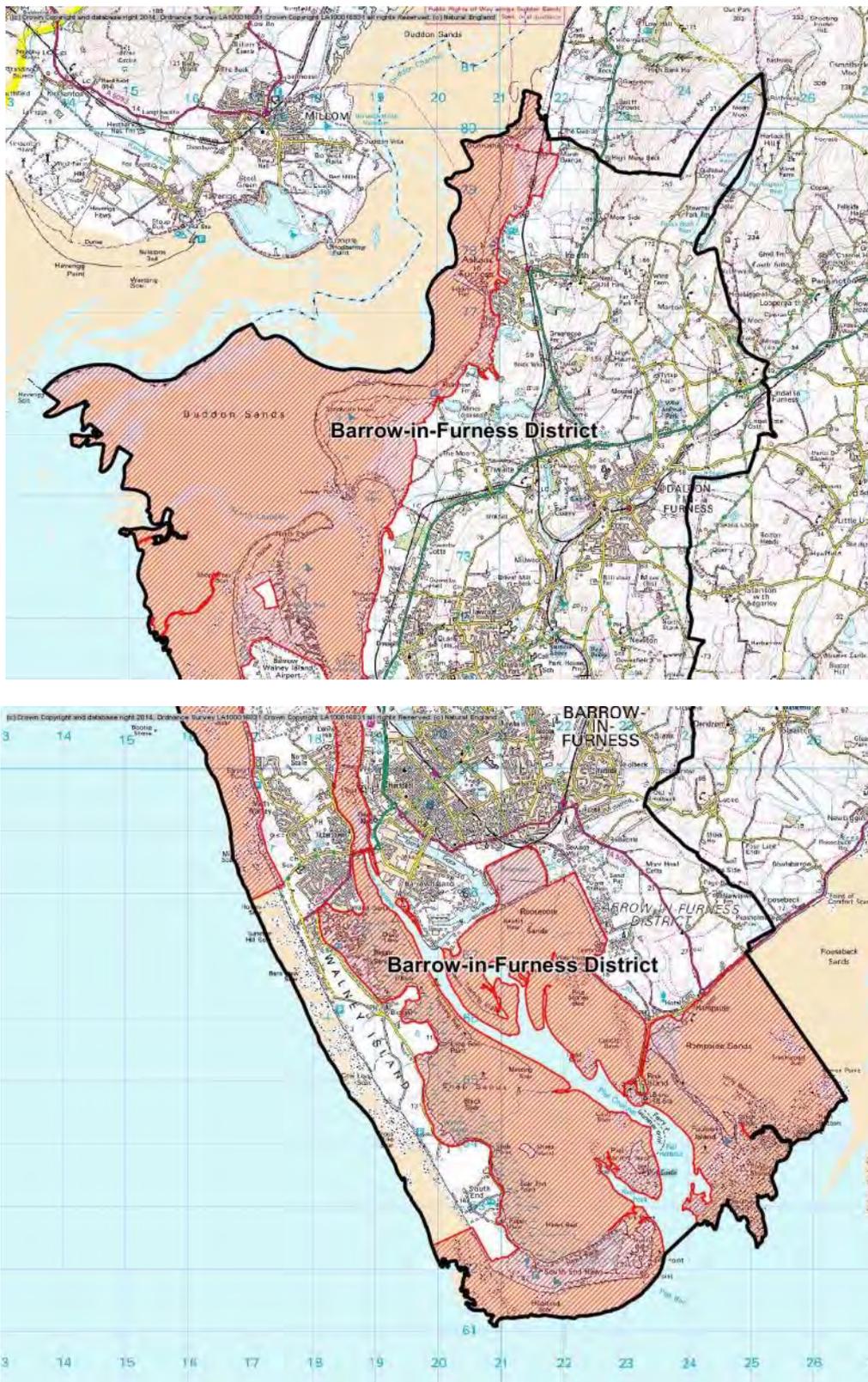


Figure 16: Special Areas of Conservation (Borough North & South)

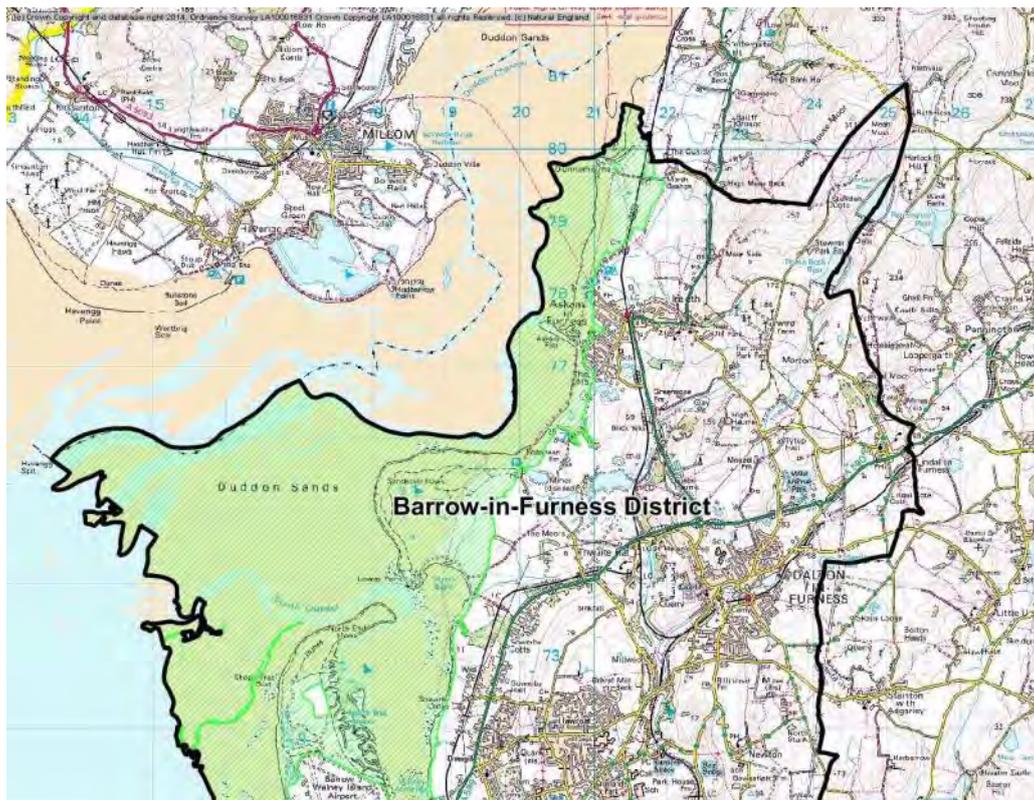
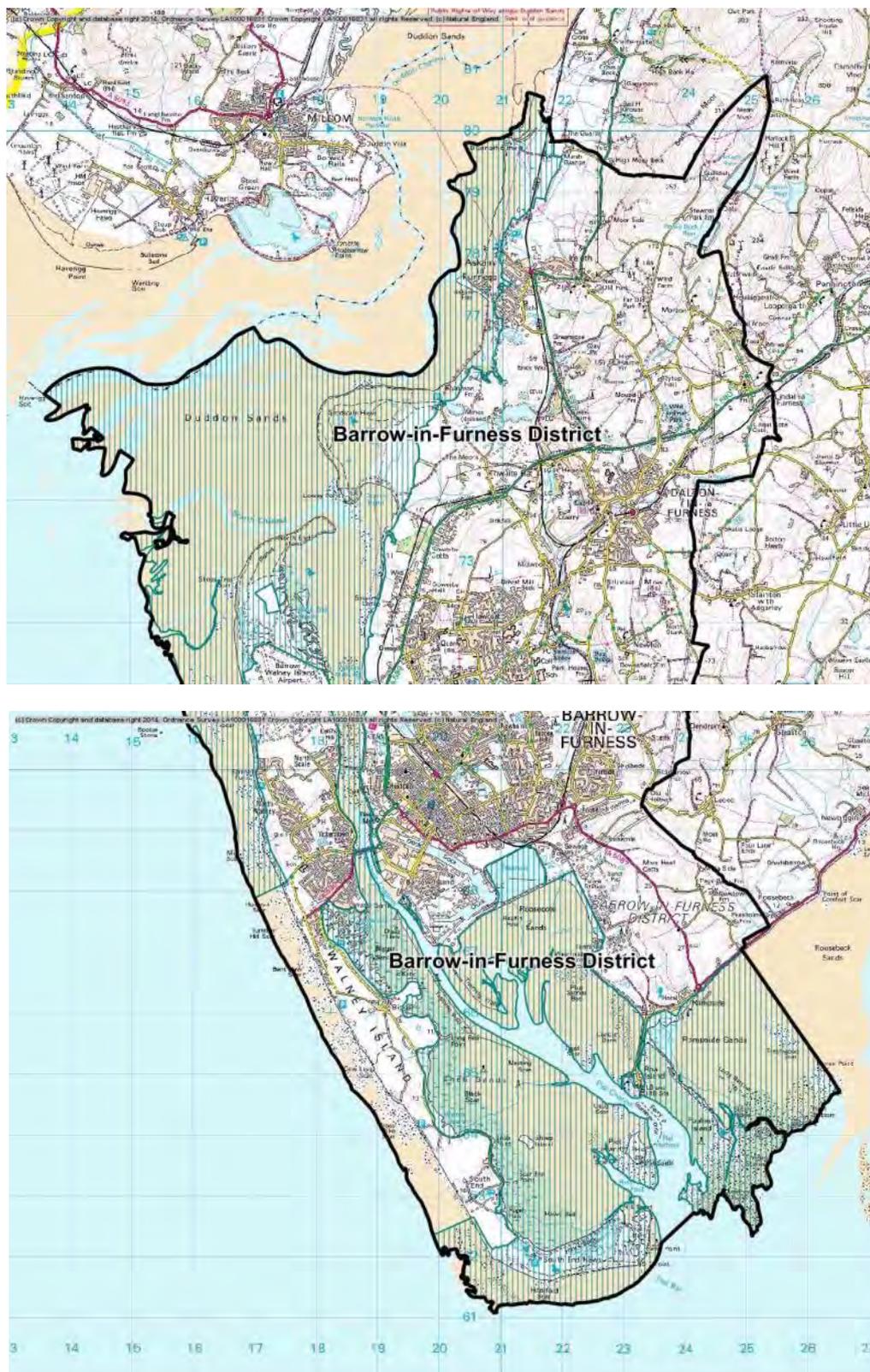


Figure 17: Special Protection Areas (Borough North & South)



10.6. National Designations

Sites of Special Scientific Interest (SSSI)

10.6.1. SSSIs are England's most important wildlife and geological sites, and support many rare and endangered species, habitats and natural features. Most natural and geological designations in England are based upon SSSIs. There are four SSSIs in the Borough, and these are designated both for their wildlife and geological interest. These are:

- Duddon Estuary
- Elliscale Quarry
- Morecambe Bay
- South Walney and Piel Channel Flats

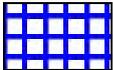
National Nature Reserve (NNR)

10.6.2. National Nature Reserves are important places for wildlife and geological features. The Borough contains two National Nature Reserves (NNRs) and these are at North Walney and Sandscale Haws.

10.6.3. SSSIs and NNRs within the Borough boundary are identified in Map 18 below.

Figure 18: SSSIs & National Nature Reserves (Borough North & South)



Key: SSSI  NNR 

Local Designations

10.6.4. There are twenty County Wildlife Sites in the Borough and these are designated as part of the Cumbria Wildlife Trust's Wildlife Sites Project. The sites are considered to be of local importance for biodiversity, although they do not have statutory designation. These sites are:

- Abbotswood
- Askam Wood
- Biggar Bank
- Cragg Wood
- Dalton and Lindal Mining Area
- Dalton Railway Cutting
- Furness Golf Links
- Goldmire Valley
- Hillock Whins
- Lots Pools
- Lower Ormsgill Reservoir and Cocken Pool
- Park Road Woods
- Rampside Golf Course
- Roanhead Mines
- Salthouse Pool
- Sowerby Wood
- Stank and Roosecoat Moss
- Stone Dyke
- Walney Airfield Heath
- Willow Woods, Lenny Hill
-

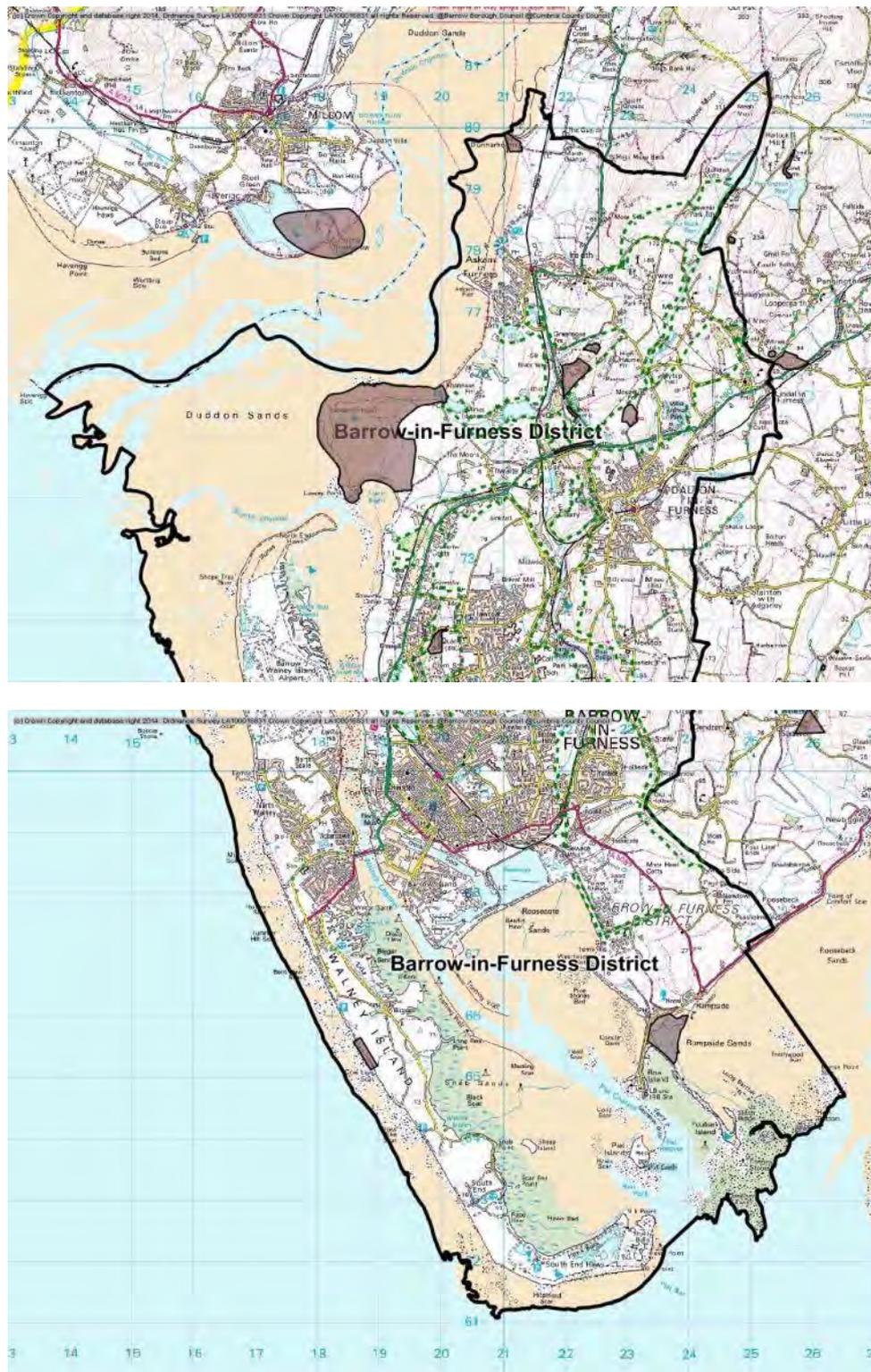
10.6.5. Whilst nationally important geodiversity sites are protected by SSSIs, locally important sites are protected by Regionally Important Geological Sites (RIGS). The Cumbria Wildlife Trust and Cumbria RIGS Group have designated the following RIGS sites:

- Dunnerholme Point
- Greenhaume Road Cutting
- Greenscoe Quarry
- Hawcoat Quarry
- Mouzell Mines
- Rampside Marsh
- Sandscale Haws
- South Walney.

10.6.6. The adopted Barrow Local Plan Review 1996-2006 identifies several wildlife corridors, and these provide cover and a network of routes along which wildlife can travel in relative safety, with access to relative food sources and areas to shelter,

and linking a variety of habitats. These Wildlife Corridors, along with RIGSs are identified on Map 19 below.

Figure 19: Wildlife Corridors & Regionally Important Geological Sites (Borough North & South)



Key: RIGS  Wildlife Corridor 

Other Key Habitats and Species

- 10.6.7. While the areas of particular importance for their wildlife and geodiversity value receive recognition and protection through the designations above, there are other habitats that require protection that are not designated. Trees and woodlands provide important habitats and can make a positive contribution to a person's health, providing visual benefits as well as space for recreation and education activities. There are several areas of ancient woodland in the Borough and these have the additional benefit of their significant heritage value. The Borough also has areas of wet woodland, and these are important for animals and plants of both woodlands and wetlands. Many trees in the Borough are protected because they are within a Conservation Area and / or they are protected through a Tree Preservation Order.
- 10.6.8. However, as stated earlier in this chapter, tree cover in the Borough is relatively bare. The majority of trees within the Borough are not protected by Tree Preservation Orders or located within designated Conservation Areas. However, this does not mean that non-designated trees are not considered to be significant and worthy of protection from loss or harm. Therefore, it is important that in addition to encouraging sensitive tree and woodland planting schemes, the Local Plan also seeks to protect the loss of existing trees and to incorporate tree planting in new development.
- 10.6.9. The landscape of Barrow contains other features of local importance, many of which are not protected under a designation. For example, hedgerows are under threat from farming practices and new development and these features should be retained, restored and managed. This will also enable the safeguarding of distinctive field patterns.
- 10.6.10. The Cumbria Biodiversity Action Plan (BAP) identifies local and national priority habitats and species, as well as setting targets for their conservation and mechanisms for achieving these. The key habitats and priority species in Cumbria are listed in Figure 20. In terms of species, a common development in the Borough is the conversion of agricultural buildings, such as stone or brick barns which can have an impact upon bats and other protected species. By requiring a wildlife survey to be carried out prior to the submission of an application can ensure that any mitigation measures are 'designed in' to a proposal. Where a survey reveals that protected species are present, the development can only go ahead if suitable mitigation has been put in place.

Figure 20: Key Habitats & Priority Species in Cumbria

| Key Habitats (Habitat Action Plans have been produced for the following habitats) | Priority Species (Species Action Plans have been produced for the following species) |
|---|--|
| Mesotrophic Standing Waters | Bat |
| Rivers and Streams | Red Squirrel |
| Cities, Towns and Villages | Water Vole |
| Coastal Habitats | Barn Owl |
| Honeycomb Worm Reefs | Song Thrush |
| Ancient and/or Species –Rich Hedgerows | Vendace (a fish) |
| Calcareous Grassland | Great Crested Newt |
| Hay Meadows and Lowland Pastures | Natterjack Toad |
| Limestone Pavement | Geyer’s Whorl Snail |
| Purple Moor-grass and Rush Pasture | Sandbowl Snail |
| Blanket Bog | High-Brown, Pearl-bordered and Marsh |
| Upland Heathland | Fritillaries (butterflies) |
| Basin Mire | Netted Carpet Moth |
| Lowland Raised Mire | Variable Damselfly |
| Reedbed | White-Faced Darter |
| Upland Oak Woodland | Water Beetle |
| Upland Mixed Ashwood | Caddisfly |
| Wet Woodland | Slender Green Feather-Moss |
| | Lichen |
| | Juniper |

Question N3: How should the Local Plan protect designated biodiversity and geodiversity sites? (Please select one option)

Option 1: Include policies which demonstrate the Council’s commitment to protecting biodiversity and geodiversity.

Potential Policy

The Council will support development which maintains, protects and enhances biodiversity across the Borough. Proposals for new development should protect, maintain and enhance the quality of biodiversity habitat and improve access to important biodiversity areas, and will be required to show full details of measures to achieve this.

There is a presumption in favour of the preservation of sites of international and national importance. Development proposals that would cause a direct or indirect adverse effect on any site of international or national importance, including its qualifying habitats and species will only be permitted where:

- a) The benefits of the development clearly outweigh the impacts on the site and the wider ecological network; and
- b) The Council and relevant partner organisations are satisfied that any adverse impacts can be mitigated through appropriate habitat creation, restoration or enhancement on site or in another appropriate location via planning conditions, agreements or obligations.

Proposals which may have an impact upon a Natura 2000 site must be accompanied by a Habitat Regulations Assessment. Where an adverse impact is likely, mitigation measures must be agreed by the Council and relevant partner organisations and implemented by the developer.

Local wildlife sites and geological designations such as County wildlife sites, wildlife corridors and regionally important geological sites (RIGS) will be afforded a high degree of protection from potentially harmful development, unless a strong socio-economic need can be demonstrated and the development cannot be situated in a less sensitive location.

Where there is evidence to suspect the presence of protected species the planning application should be accompanied by a survey assessing their presence and, shall also include appropriate mitigation and compensatory measures to ensure that the proposal is sympathetic to the ecological interests of the site.

Option 2: Other option, please provide details.

Question N4: How can the Local Plan protect non-designated biodiversity sites?

(Please select one option)

Option 1: Include a policy that ensures that there is no net loss in trees, hedgerows, ponds and other wildlife features.

Potential Policy

Trees which positively contribute to the visual amenity and environmental value of that location will be protected. New development should not result in the loss of or damage to ancient woodland or veteran or aged trees outside woodland.

Proposals for new development should be submitted with landscaping proposals which show how existing trees, hedgerows, ponds and other wildlife features will be integrated into the development. Where this cannot be achieved, the applicant must justify their loss. Where the Council is satisfied that the loss is adequately justified, replacement trees, hedgerows, ponds and other wildlife features will be required. Landscaping proposals should also include new trees and other planting to enhance the landscape of the site and its surroundings as appropriate. Proposals which include landscaping proposals, replacement of wildlife features, new wildlife features, or which integrate existing wildlife features into the development, will be required to demonstrate that measures will be put in place to manage these features as appropriate, including the use of suitable legal agreements.

Option 2: Include a more flexible policy that would allow trees, woodlands and other wildlife features to be lost where it is demonstrated to the satisfaction of the Council that the development cannot be located elsewhere and the benefits of the development outweigh the loss.

Option 3: Other option, please provide details.

11. Green Infrastructure



Key Sustainability Appraisal Objectives

- To improve access to services, facilities, the countryside and open spaces
- To improve the level of skills, education and training
- To improve the health and well-being of people
- To create vibrant, active, inclusive and open-minded communities with a strong sense of local history
- To improve water quality and water resources
- To improve access to jobs
- To diversify and strengthen the local economy

Key Facts – Green Infrastructure

- Approximately 3461 ha of land within and surrounding the Borough's settlements are protected by Green Wedge.
- The Council is preparing a Green Wedge Review (GWR) to ensure that existing Green Wedges remain fit for purpose providing the foundation and evidence base for an emerging Green Infrastructure framework.
- The GWR will along with the Infrastructure Delivery Plan (IDP) would inform the provision of infrastructure such that it is coordinated, designed and delivered sustainably.
- Development Briefs will be important in translating Green Infrastructure objectives into detail proposals.
- The Council needs to make provision for a 5-year housing land supply at the same time ensuring that landscape and settlement character is maintained and enhanced.
- More residents in the Borough are travelling to work by car, although the proportion of residents travelling to work by walking and cycling is also greater than the national average.

What You Have Told Us...

“The Plan should include a strategy for climate change adaption, and should recognise the role of green infrastructure in aiding climate change adaption.”

“The Plan provides an opportunity to incorporate the creation of green spaces and woodland into the planning framework, together with improved access to green infrastructure for recreation.

“Development should be focused in sustainable locations which are accessible to local services and infrastructure.”

“The Plan should designate areas as Local Green Space, which is a new designation to protect green areas of particular importance to local communities.”

“The Plan should set out a strategic approach and plan positively for the creation, protection, enhancement and management of green infrastructure.”

“The Plan should protect and enhance public rights of way and access.”

“Local Plan policies should, where necessary, require the delivery of new development to be co-ordinated with the delivery of infrastructure.”

“The Plan should make provision for an appropriate quantity and quality of green space to meet local needs.”

“A major strength of Barrow is the “green lungs” within the town. A key part of the strategy should be the protection of these areas from any development, and a policy to protect and extend these areas would be supported.”

“There may be a need for up to 70 hectares of new accessible woodland required in Barrow.”

“The Plan should improve public access to and enjoyment of the coast.”

“The Plan should include a policy to support the creation and maintenance of the current and future route of the National Trail around the coast of England.”

11.1. Green Infrastructure: A multi-functional resource – Building with Nature

- 11.1.1. One of the core planning principles set out in the NPPF is that planning should proactively drive and support sustainable economic development this includes the delivery of Green Infrastructure (GI). The provision of more housing and employment land will need to be matched by ensuring that the environmental quality of the Borough is maintained and enhanced in providing the high quality setting needed for development to be delivered sustainably in the longer term.

“Green Infrastructure is a network of green spaces, water and other environmental features, urban and rural, which is multi-functional and capable of delivering a wide range of social, economic and environmental benefits.” (1) Cumbria Green Infrastructure Investment Strategy 2014

- 11.1.2. The context for Green Infrastructure is the nature of the relationship between the finite resource of the open countryside, the character of the urban environment, the needs and aspirations of the communities that live there and the need for its ongoing management.

The Strategic Requirement for Green Infrastructure

- 11.1.3. As the Borough’s settlements continue to expand to accommodate development the need for a framework of Green Infrastructure will become increasingly more important in making sure that the visual and physical effects of new development are assimilated creatively in such a way that maintains and enhances the environmental qualities and characteristics of the Borough.
- 11.1.4. Protecting the environment is not just important in its own right. Environmental quality is fundamental to the Borough’s ability to promote itself in growing a sustainable and diversified economy in highly competitive and uncertain times. The role of Green Infrastructure within the context of the Local Plan is to ensure that development is coordinated within its landscape and townscape context as an intrinsic part of layout and detailed site design.

The Purposes of Green Infrastructure

- 11.1.5. The purpose of GI is to achieve an overarching framework of open green spaces that can provide a contextual and conceptual approach able to influence and control the design and planning of development in such a way that:
- Promotes the protection and enhancement of the Borough’s distinctive and valued settlement character providing the context for coherent place making.

- Contributes to the development of sustainable movement choices, amenity, recreation and tourism opportunities that promote improved health, fitness and well-being.
- Utilises landscape design to assimilate development and its 'grey' infrastructure into sustainable, attractive multi-functional settings
- Enhances biodiversity in terms of space, connectivity and habitat creation for wildlife to flourish whilst improving people's accessibility to nature
- Includes adaptive measures to offset climate change including drainage management and the cooling of urban heat islands
- Facilitates local food production with allotments, gardens and agriculture, and
- Contributes to the long term attractiveness, functionality and viability of the Borough as a place to live, work, learn and visit. Invested in such a way that fosters and encourages community cohesion and an improved quality of life for all.

Settlement Character

- 11.1.6. Understanding and protecting the Borough's existing character and physical and visual access to open space and the surrounding countryside is essential. Making sure that development is informed by its surroundings, doesn't dominate it and actively works with it will help to ensure that existing and future generations can identify with the place within which they live.

Movement Choices and Grey Infrastructure

- 11.1.7. Key opportunities arising from having a Green Infrastructure framework include the identification of creating active and convenient routes that are realistic alternatives to the private car. A structurally connected series of open space can also provide significant opportunities to locate, phase, and assimilate necessary 'grey' infrastructure near to the development that requires it.

Enhanced Biodiversity

- 11.1.8. The expansion and density of settlements and the pressure to avoid developing on greenfield sites has had the cumulative effect of marginalising and displacing ecology from the urban area. Improving the amount of space available for wildlife with meaningful habitat and improved routes for wildlife will help to achieve a more sustainable balance with nature, especially for those species that have become increasingly dependent on the urban environment for their survival.

Climate Change

- 11.1.9. As the urbanised area enlarges it is important that adequate capacity is made to deal with the effects of surface water drainage. Problems often relate to the rate of run-off rather than pure volume requiring facilities capable of intercepting and retaining water on site. Green Infrastructure offers significant potential to do this

provided that measures are designed with a clear understanding of the drainage and retention properties of the ground, local watercourses and surrounding area.

11.1.10. The management of water has long been seen as something to hide and culvert. Well-designed water features can be a safe and attractive component and focus of development. The design of a local water hierarchy within the network of Green Infrastructure can assist significantly in contributing to the character of the Borough and in future proofing the environment against climate change.

11.1.11. Open green spaces and especially woodland are important in providing compensation for the phenomena of 'heat islands' that are generated by the collective density of existing urban form. In the design of new developments account will need to be taken of the opportunities for using topography and landscaping in addition to site planning and orientation as a way of managing a range of solar gain scenarios.

Food Production

11.1.12. Allotments are a characteristic feature of the Borough's settlements and represent a sustainable and valuable source of local produce as well as being an important source of recreation, relaxation, cultural and community interaction. Allotments need to be carefully managed however to ensure that they do not become dominated by structures and boundary treatments to the extent that the openness of the area and wildlife accessibility is impaired.

Sustainable Futures

11.1.13. Development should actively contribute positively to a sustainable future. This requires all elements of the natural and built environment to be planned together in such a way that works with the locally distinctive character of a site and its surroundings and the way it is accessed. Local Plan policies and Development Brief SPD's are crucial to this process in providing the detailed coordination to ensure that Green Infrastructure develops as a unifying link connecting new development with surrounding open areas.

Implementation in Partnership

11.1.14. No single organisation can deliver Green Infrastructure single-handed. It requires widespread communication and education as to the objectives and benefits of GI particularly through the statutory framework provided by the Local Plan. This is to ensure that all relevant stakeholders necessary for its success are involved from the outset in the development of a Green Infrastructure Strategy that will in turn inform the Infrastructure Delivery Plan (IDP).

Developer Contributions

- 11.1.15. Developer contributions are essential in providing the funds required to provide Green infrastructure and the services to support new development. Such contributions may take the form of a Planning Obligation by means of a Section 106 agreement. It will be an important feature of joint working that Green Infrastructure and other objectives are coordinated carefully from the outset of the development process, so that the requirements are realistic by being factored into assumptions on land values and not solely as a cost to the development.
- 11.1.16. The Community Infrastructure Levy (CIL) is a levy that the Council may decide to charge on new developments. The charge would help to raise funds for new infrastructure that is required to support development in the Borough. Section 106 agreements can be used at the same time, but their use is greatly limited once the Council has adopted a CIL. The Council does not currently have the resources to develop a CIL, although the development of a CIL could take place if resources become available after the Local Plan is adopted in 2016.

Planning Policy and Green Infrastructure

- 11.1.17. A Green Infrastructure Strategy (SPD) will be required to identify opportunities for Green Infrastructure to be implemented through Masterplans, Development Briefs and Design Codes. This approach would help to ensure continuity with the overarching Green Infrastructure concept at every design scale, with each document setting out the appropriate detail needed to determine how and when Green Infrastructure is to be delivered on the ground.
- 11.1.18. The Green Infrastructure Strategy (SPD) will involve the environmental characterisation of the Borough to understand precisely where particular Green Infrastructure approaches would be targeted. This would expand on the findings of the Green Wedge Review (GWR) to identify deficiencies in existing Green Infrastructure enabling a broad assessment of opportunities to be identified. The Cumbria Green Infrastructure Investment Strategy 2014 providing the evidence and impetus for this piece of work.
- 11.1.19. Characterisation will be informed by Cumbria County Council's existing Landscape Character Assessment documentation, historic landscape characterisation information, Natural England's Habitat Mapping, the Strategic Flood Risk Assessment. The use of Indices of Deprivation information from the Office of National statistics would also help to identify those communities where access to environmental improvements might be most beneficial.
- 11.1.20. It is considered that a Green Infrastructure Strategy based on a hierarchy of designations each with different roles would be most effective. The suggested hierarchy of Green Infrastructure designations are as follows:
- Green Wedges
 - Wildlife Corridors
 - Green Corridors

- Green Spaces
- Green Routes

Question GI1: How should the Local Plan best protect and enhance the character and environmental qualities of the Borough’s urban areas and surrounding countryside whilst accommodating the development that the Borough needs? (Please select one option)

Option 1: The Local Plan should include an overarching Green Infrastructure policy that requires the production of a Green Infrastructure Strategy Supplementary Planning Document (SPD) that identifies the requirements and criteria for the identification of Green Infrastructure within the Borough along with the design principles and criteria necessary to assimilate new development within it as well as the mechanisms to secure its implementation.

Potential Policy

The Council will, through the preparation and adoption of a Green Infrastructure Strategy SPD, Masterplans, Development Briefs and Design Codes identify and promote the creation, enhancement and protection of a range of Green Infrastructure assets that contribute to a diverse network of natural and man-made green and blue spaces, links, habitats and landscapes and the mechanisms and funding necessary to secure their delivery.

The Council will work with public sector partners, developers and service providers to:

- (a) Ensure that all new development contributes to the protection and enhancement of the Borough’s distinctive and valued settlement character by integrating a hierarchy of Green Infrastructure spaces around and within new development as the context and setting for coherent place making and identity.
- (b) Utilise landscape and urban design techniques to assimilate development and its associated infrastructure into sustainable, attractive multi-functional layouts.
- (c) Integrate sustainable movement choices as a shared focus of layout design that support domestic, recreation and tourist movement opportunities within and beyond the Borough in actively promoting improved health, fitness and well-being.
- (d) Protect and integrate amenity open spaces, playing fields, sports pitches and play areas within Green Infrastructure supporting the creation of new assets where need is demonstrated.
- (e) Enhance biodiversity in terms of space, connectivity and habitat for wildlife that allows wildlife to co-exist whilst improving people’s accessibility to nature;
- (f) Include adaptive measures to offset climate change including sustainable urban drainage (SUDs) management and the cooling of urban heat islands
- (g) Facilitate local food production in allotments, gardens and agriculture
- (h) Promote the enhancement of all Green Infrastructure assets to ensure that new development contributes to the long term attractiveness, functionality and viability of the

Borough as a place to live, work, learn and visit. Investments that when combined foster and encourage community cohesion and an improved quality of life.

Option 2: Allow the market to negotiate the requirement for Green Infrastructure on an individual *ad hoc* site by site basis.

Option 3: Other Option. Please provide details.

11.2. Components of Green Infrastructure

11.2.1. In addition to the overarching and coordinating role of Green Infrastructure the following list identifies the specific objectives of each Green Infrastructure designation and of supporting land uses that would typically contribute to the multi-functional nature of Green Infrastructure:

- Green Wedges
- Wildlife Corridors
- Green Corridors
- Green Spaces
- Green Routes
- Sports Pitches & Playing Fields
- Parks and Formal Open Space
- Woodland & Tree Planting

Green Wedges

11.2.2. The Council's Green Wedge policy has successfully protected key areas of open space within the Borough from inappropriate development since 1991. A comprehensive Green Wedge Review assessing the suitability of existing designated sites will be undertaken as part of the Local Plan process informing the production of the Green Infrastructure Strategy (SPD). The policy objective does not seek to restrict all development only those that would conflict with the Green Wedge objectives which are as follows:

- Guide settlement form by providing visual relief and physical contrast between residential areas
- Guide development form by requiring adjacent development to demonstrate how proposals respond to and enhance the character of the Green Wedge.
- To maintain the value of Green Wedges as an accessible setting for recreation

11.2.3. Green Wedges are parcels of land with specific physical and visual importance due to their location and topography ensuring that key open aspects are retained in the interests of maintaining separation between settlements and existing development areas and that the resident population, especially of the inner urban area, have reasonable proximity and access to green open space and recreational opportunities.

- 11.2.4. Green Wedges are considered to be the foundation of the Borough's approach to Green Infrastructure acting as 'hubs' that would 'anchor' the rest of the Green Infrastructure network within the wider landscape.

Question GI2: What approach should the Local Plan take to protect the character and setting of the Borough's settlements whilst improving the accessibility of its residents to open green spaces? (Please select one option)

Option 1: The Local Plan should include a policy that continues to identify and protect established Green Wedges as well as establishing new ones where evidence identifies a need as part of a wider approach to Green Infrastructure. Proposals that would undermine or fail to demonstrate the maintenance or enhancement of the Green Wedge purposes would be refused.

Potential Policy

Proposals for new Green Wedges and development within Green Wedges will be supported providing that it would be complementary with the characteristics and purposes of the Green Wedge. Proposals that would detract from the value of Green Wedges as a setting for recreation, providing important urban space, visual relief and contrast between residential areas will not be permitted. (If you support this option, please indicate where any additional areas should be identified, as appropriate, and why)

Development adjoining or adjacent to a Green Wedge will need to demonstrate how proposals will respond to and enhance the landscape character of the Green Wedge as well as facilitating any opportunities to improve accessibility. Proposals that do not accord with the Green Wedge purposes or would undermine the character of the Green Wedge boundary will be refused.

Option 2: Other option. Please provide details.

Wildlife Corridors

- 11.2.5. The existing Wildlife Corridors previously designated continue to have their own specific role to play in support of the protection and development of the Borough's established ecology. It is implicit that by highlighting the protection and enhancement of ecology as a key objective throughout all areas designated as Green Infrastructure would attract Wildlife Corridor status.

Question GI3: What approach should the Local Plan take to protect the ability for wildlife to move around easily? (Please select one option)

Option 1: The Local Plan should include a policy that continues to identify and protect established Wildlife Corridors and support extensions as part of a wider approach to Green Infrastructure, including the protection of the landscape features that support wildlife habitat and movement. Where it is necessary for a development to be located within a wildlife

corridor suitable mitigation measures will be required. Proposals that would undermine or fail to enhance wildlife objectives would be refused.

Potential Policy

Proposals that recognise and contribute to the value and extent of wildlife corridors will be encouraged subject to their meeting the criteria of all other Local Plan policies. Proposals that would adversely affect, directly or indirectly, the integrity of wildlife and the continuity of natural and man-made features that support it will be refused.

Option 2: Other option. Please provide details.

Green Corridors

- 11.2.6. As urban areas continue to expand, it is possible that if left uncontrolled important open green spaces would become increasingly isolated from other open spaces and the wider landscape, potentially reducing their ecological as well as their amenity value.
- 11.2.7. Green Corridors offer a potential solution enabling strategic connections with other green assets to be made helping to ensure that development and accessibility occurs only within an overarching 'green framework' softening the potential effects of development by working with the natural environment, not against it.
- 11.2.8. Green Corridors as an approach would enable a coherent, gradual and active multi-functional landscape setting to be provided for development that respects existing settlement character and surrounding open landscape. The role of Green Corridors differs from that of Green Wedges in that they are intended to allow a proportion of multi-functional development within their boundaries to the extent that it would allow the creation of a high quality landscape-dominated interface between the edges of development and its setting as well as supporting the creation of a locally distinctive appearance and identity.
- 11.2.9. Green Corridors would be able to incorporate a wide range of uses such as; amenity open space, sustainable domestic, leisure and visitor movement routes, formal recreational provision in the form of playing fields and pitches and infrastructure requirements such as sub-stations and Sustainable Drainage Systems (SuDS). A fundamental feature of Green Corridors is that they are designed 'holistically' so that all required elements integrate together as an attractive environmental solution.
- 11.2.10. Green Corridors are capable of being identified strategically as part of the Local Plan land allocation, or in detail as part of a Master planning or site specific development brief process. In order to ensure that subsequent planning applications fully incorporate Green Infrastructure requirements, developers would be required to prepare Design Codes to demonstrate how the principles and parameters of the Green Corridors are to be met in advance of the preparation of a planning application.

Question GI4: What approach should the Local Plan take to ensure that development takes into account the connectivity between important green spaces? (Please select one option)

Option 1: The Local Plan should include a policy identifying a range of designations that support strategic connections between important green spaces and to ensure that where development is allowed, it accords with a range of criteria designed to control its location, scale, siting, content, arrangement, design and landscaping.

Potential Policy

The identification of a Green Corridor or development within or adjacent to a Green Corridor identified as part of the Local Plan, an adopted Supplementary Planning Document (SPD) such as a Masterplan, Action Area Plan or site specific Development Brief, will be acceptable providing all of the following criteria are met:

- a) Proposals must demonstrate how existing vegetation and landform features both within and adjacent to the site have been responded to, incorporated or assimilated into a scheme validated by relevant supporting Landscape and Visual Impact Assessments as required;
- b) An ecological survey will be required to determine the nature and extent of ecology within the Green Corridor. Proposals will need to demonstrate how existing or new habitats have been enhanced or established and how such areas are to be managed during and after the construction period.
- c) Landscaping proposals will need to demonstrate that only naturally occurring species are used with the Green Corridor encouraging durable, low-maintenance natural succession.
- d) Proposals must demonstrate how accessibility, activity, infrastructure and development frontage are interwoven into a landscape-dominated layout design.
- e) Movement through the site layout must be designed clearly as a hierarchy. Strategic routes must be identifiable in terms of siting, design and landscaping with sufficient variation in route direction, width and landscape enclosure to contribute to a development's sense of place whilst managing cycle speeds to a safe level.
- f) Capacity to retain surface water drainage within the site will need to be incorporated with the layout as an intrinsic part of the landscape and built form design.
- g) Infrastructure will need to be sited accessibly without being visually prominent.
- h) Proposals will need to comply with any additional detailed site specific policies contained as part of an adopted Masterplan, Action Area Plan or site specific Development Brief Supplementary Planning Document (SPD)
- i) Proposals for sports facilities or formal open space including children's play will be encouraged, subject to evidenced need, providing that any built structures relate closely with existing or proposed built form and not in visually isolated positions within the Green Corridor.

Option 2: Other option. Please provide details

Green Spaces

- 11.2.11. Existing medium to small green spaces in the urban area can be particularly important to local communities and should be protected. This is especially the case where they are an established part of local street scene character, especially when they are used by children for informal play opportunities; support local wildlife or provide a physical and or visual connection with other green spaces. Underused or despoiled areas can also be important in this context given the contribution they can make locally with their established and mature seasonal displays and reduced accessibility most suitable for viable habitat.
- 11.2.12. The Council intends to conduct an Open Space and Playing Fields Audit as part of the Green Infrastructure Strategy SPD to identify the patterns of use and requirement for a variety of informal and formal open spaces; ensuring that spaces are viable and do not impact unduly on the amenities of neighbouring communities as well as developing approaches to enhance their management, appearance and usability.

Question GI5: How should the Local Plan protect green spaces that contribute to local amenity and street scene character? (Please select one option)

Option 1: The Local Plan should include a policy that provides specific protection for areas of formal or informal amenity including underused or despoiled land that contributes positively to community life and streetscene character.

Potential Policy

Green Spaces within the urban area that make an important contribution to community life, streetscene character and biodiversity will need to be retained. Where development is proposed it will need to be shown how such areas are capable of being protected, incorporated and enhanced as part of a wider landscaping scheme that contributes to sense of place, accessibility and community safety.

Option 2: Other option. Please provide details.

Green Routes

- 11.2.13. The density of some parts of the urban area means that developing connections between important green spaces can be heavily restricted. The creation of a Green Routes designation as part of the overarching Green Infrastructure framework would help support opportunities to identify key routes

through existing built-up areas that could be enhanced by landscaping, surfacing, lighting and signage as part of an identifiable Green Infrastructure network brand.

11.2.14. A suggested objective has been for the creation of 'Circular Routes' around Barrow extending through and beyond the Borough utilising sections previously identified as Long Distance Routes, Possible Cycle Routes as well as existing Public Rights of Way.

11.2.15. Green Routes including access to the coast and rural hinterland also have the potential to contribute to the Borough as an important leisure resource for visitors as well as residents. It is envisaged that opportunities would be identified in the Green Infrastructure Strategy SPD with off-site works detailed in subsequent site specific Development Briefs and funded by contributions from related development sites.

(The proposed Green Routes designation supersedes in its entirety the previous use of the Green Routes description and interpretation as used in Policy E8 of the Adopted Barrow-in-Furness Local Plan 1996-2006.)

Question GI6: What approach should the Local Plan take to enhancing the accessibility and connectivity between areas of open green space? (Please select one option)

Option 1: The Local Plan should include a policy to connect Green Infrastructure assets via Green Routes through built-up areas. (If you support this option, where do you think Green Routes might go and why?)

Potential Policy

Development areas related by access or proximity to identified opportunities for improved connectivity between areas of open green space will need to contribute financially to the environmental enhancement of Green Routes or incorporate proposals for their improvement as part of their submitted schemes.

Option 2: Other option. Please submit details.

Formal Open Space and Sporting Provision

11.2.16. Convenient access to sport is an important factor in the health and well-being of the wider community. Green Infrastructure has a role to play in providing opportunities for formal and informal sports as well as encouraging healthier ways of accessing them.

11.2.17. Playing fields and sports pitches have a tendency to be enclosed within urban areas as towns have expanded, especially those relating to schools and consequently are not always well-related to other large open green spaces. The generally formal approach to maintenance and lack of ground cover in playing fields and sports pitches also make them of only limited biodiversity value. Nevertheless opportunities should be taken to help connect their positive quality of openness

within a wider network of Green Infrastructure, especially through the consolidation of landscaping and boundary planting.

- 11.2.18. Larger areas of Green Infrastructure may be able to accommodate proposals for new playing field and sports pitch provision on the basis of evidenced need. It will be important that such facilities are located sensitively and functionally in relation to surrounding built form and landscaped and accessed appropriately, including for maintenance without impacting unduly upon local amenity.
- 11.2.19. Parks and other formal spaces such as play areas are also often enclosed historically by built form and isolated from other connecting areas of landscaping. A Green Infrastructure Strategy SPD would be able to highlight the opportunities for creating landscape connectivity with these assets as well wherever feasible.
- 11.2.20. Policies relating to provision of open space, sports facilities and recreational buildings and land are contained with the Promoting Healthy Communities Chapter.

Woodland & Tree Planting

- 11.2.21. Community Woodlands have already been established within the Borough. The Woodland Trust have identified that there may be up to 70 hectares of additional woodland needed. Woodland and tree planting in general are much valued visual, recreational and ecological assets. In addition woodland, whether in smaller ‘copses’ or larger ‘woods’ can be a significant net contributor to the reduction of ‘heat islands’ generated by unrelieved areas of development that can help to reduce local temperatures by up to 3%.
- 11.2.22. Green Infrastructure requirements offer significant opportunities to incorporate elements of structural woodland and small-scale tree planting as screening and as groups within Green Corridors and Green Spaces extending deep into development areas. Every encouragement should be given to encouraging woodland planting to provide a foundation for natural succession incorporating high quality public access as well as inaccessible habitat areas.
- 11.2.23. The Green Infrastructure Strategy SPD would identify strategic opportunities and deficiencies in terms of landscape character and community access to such areas.

Question GI7: How should the Local Plan promote the development of Woodland with the Borough?

Option 1: The Local Plan should include a policy encouraging woodland and tree planting within the Green Infrastructure framework at appropriate locations that would support visual amenity, thermal relief of development areas and focus and enclosure in support of strategic and local movement routes in contributing to the landscaped setting and internal form of development.

Potential Policy

Development proposals that would create a coherent landscape structure and setting including woodland and tree planting well-connected to existing areas of planting and open space and extending deep into development areas form will be supported. Proposals that seek to implement landscaping in a token, or *ad hoc* way will be refused.

Option 2: Other option. Please provide details.

12. Promoting Healthy Communities



Key Sustainability Appraisal Objectives

- To improve access to services, facilities, the countryside and open spaces.
- To improve the level of skills, education and training.
- To improve the health and well-being of people.
- To create vibrant, active, inclusive and open-minded communities with a strong sense of local history.
- To improve water quality and water resources.
- To improve access to jobs.
- To diversify and strengthen the local economy.
- To improve the vitality and viability of town and local centres.

Key Facts – Healthy Communities

- The health of people in Barrow Borough is generally worse than the England average.
- Deprivation is higher than average and about 2,900 children live in poverty.
- Life expectancy for both men and women is lower than the England average.
- Life expectancy is 9.6 years lower for men and 6.8 years lower for women in the most deprived areas of the Borough than in the least deprived areas.
- Over the last 10 years, all cause mortality rates have fallen. The early death rate from heart disease and stroke has fallen.
- In Year 6, 23.8% of children are classified as obese, worse than the average for England.
- The estimated level of adult 'healthy eating' is worse than the England average.
- Levels of GCSE attainment and breast feeding are worse than the England average.
- Rates of smoking related deaths and hospital stays for alcohol related harm are worse than the England average.
- The rate of statutory homelessness is better than average.
- Public Health priorities in Barrow-in-Furness include reducing smoking, reducing alcohol misuse and reducing obesity in children.

Source: Barrow-in-Furness Health Profile 2013, Public Health England

What You Have Told Us...

“Ensure that the built environment promotes health and reduces inequalities for all local residents”

“Ensuring that the design of new developments addresses opportunities for activity (including the needs of all sectors of society) wherever possible”

“We would like to see your policy in this chapter emphasise the importance of healthy exercise and in particular access to natural greenspace and woodland for improving public health and well being”

“The provision of infrastructure for residents and visitors to enjoy themselves is vital for their health and well-being”

“There is a need for safe open space to allow children to play and exercise informally”

“The Sports Council requests that appropriate policies are developed to retain or replace sports facilities whenever possible.”

“There should be policies to guard against the unnecessary loss of valued cultural and community facilities”

“We welcome your suggestion of having a chapter in the local plan on health and well being.”

12.1. Health

12.1.1. The National Planning Policy Framework states that the planning system can play an important role in facilitating social interaction and creating healthy, inclusive communities. The Council recognises the value of providing and maintaining an environment for residents to live and work which is not harmful to their health. The Local Plan will support proposals which promote and enhance the Borough's environment, including its housing, facilities, public realm and open space thus maintaining and improving the character of the Borough and maximising the associated benefits on the health and wellbeing of residents.

Health Profile of Barrow⁴⁵

12.1.2. Poorer health is often linked to social and economic deprivation, and people in Barrow generally experience poorer health than the Cumbrian average. Measures of health deprivation show that there are significant health inequalities within the Borough.

12.1.3. The 2010 Indices of Deprivation (DCLG) showed Barrow to be 32nd most deprived local authority district out of 326 in England, this compares with the 2007 Indices where the Borough ranked 29th out of 354. The Deprivation Indices are built up from information sorted into seven "domains". These domains are income, employment, health, education, housing, crime and living environment. Barrow is the most deprived district in the County. The Indices break the Borough down into 50 sub-ward areas known as 'Lower Super Output Areas' each Area containing about 1500 people. 12 out of 50 of the Borough's LSOA's are in the bottom 10% nationally and 22 of the 50 in the bottom 20%.

12.1.4. There is a strong correlation between overall deprivation and deprivation in terms of health. Central ward in Barrow is both the most deprived ward in Cumbria and the most deprived in terms of health. Those living in Central ward in Barrow have the lowest healthy life expectancy in Cumbria at just 58.9 years.

12.1.5. The proportion of working age adults in Barrow with a disability has increased and at 25% is the highest in the county. The number of young people in the Borough with disabilities is also on the rise and the highest in Cumbria with 3.6% of young people in Barrow entitled to disability living allowance compared to the county average of 2.6%.

12.1.6. The percentage of working age adults with disabilities in employment is in decline and the second lowest in the county behind Copeland. 38.2% of working age adults with disabilities are in employment compared to the county average of 49.3%.

12.1.7. In the Borough there is a high percentage of working age residents claiming Incapacity Benefit and Employment Support Allowance (ESA). Although falling, the

⁴⁵ Source: Cumbria Joint Strategic Needs Assessment, March 2012 and Barrow Borough Council Annual Monitoring Report, December 2013)

Borough has the highest rate in Cumbria and a rate well above the Cumbrian, Regional and National average.

- 12.1.8. Good physical health and mental wellbeing are central to people's ability to participate fully in society and enjoy a high quality of life. The Council, as set out in its Sustainable Community Strategy envisages a place where everyone is able to lead a healthy life, and all members of the community have equal access to opportunities take part in active recreation, eat a healthy diet and receive high quality education and local healthcare services.

Healthy Places

- 12.1.9. Effective land use planning can create an environment that has a positive influence on a person's health. Good design of new buildings and the spaces around them can achieve neighbourhoods where people want to live, and that enable a more active lifestyle by encouraging walking, cycling, play and active leisure. Access to community facilities, shops, education and health facilities and green spaces create sustainable places, and can also reduce crime and anti social behaviour.
- 12.1.10. In addition evidence suggests that living near a park, woodland or other green open space has health benefits, aiding recovery from a range of health problems particularly mental health issues such as depression and anxiety. Open greenspaces contribute to reducing health inequalities and incidence of ill health by improving the way people feel in their environments, their ability to take physical exercise and better air quality. This reduction could alleviate pressure on the NHS.
- 12.1.11. The NPPF promotes the development of healthy communities. However, it may be appropriate to include a policy in the Local Plan that promotes health and wellbeing.

Question HC1: How should the Local Plan promote health and wellbeing? (Please select one option)

Option 1: Include a policy that sets out the Council's commitment to promoting health and wellbeing, in accordance with the potential policy below.

Potential Policy

The Council will encourage development which promotes health and wellbeing by:

- a) Providing access to a range of types of housing
- b) Encouraging travel by sustainable means including use of public transport walking and cycling
- c) Promoting access to and use of open space
- d) Promoting the use of sustainable construction materials and methods where appropriate
- e) Protection of the Boroughs natural and heritage assets
- f) Supporting a range of sport, recreation and leisure pursuits
- g) Supporting health promotion: Including smoking cessation, healthy eating and breastfeeding campaigns

Option 2: The Local Plan does not contain a policy on the promotion of health and wellbeing and relies on the NPPF.

Option 3: Other option, please provide details.

Hospitals

- 12.1.12. Barrow Borough has one hospital, Furness General, located on the edge of the town of Barrow, it is operated by University Hospitals of Morecambe Bay NHS Foundation Trust.
- 12.1.13. Key services offered at Furness General include Accident & Emergency Department, Oncology Unit, Critical Care, Maternity & Special Care Baby Unit and Outpatient services. The hospital has 268 beds.
- 12.1.14. The demand upon, and utilisation of, health and social care services helps establish the picture of health and wellbeing in an area. Demands on elements of the emergency health system within the Borough are above those for Cumbria as a whole. In Barrow there were 139 emergency admissions to hospital per 1000 residents compared to 115 for Cumbria and 120 calls to the ambulance service compared to 108 for Cumbria.
- 12.1.15. The hospital is used by residents from outside the Borough particularly Millom, Kirkby, Broughton and Furness, the next nearest hospital being in Kendal, with the next Accident & Emergency Department being at Lancaster.
- 12.1.16. The current Local Plan contains a policy to protect a piece of land adjacent to the Hospital for health related purposes linked to the use of the hospital.

Question HC2: Should the Local Plan protect land at Furness General Hospital?

(Please select one option)

Option 1: Retain a policy protecting land adjacent to the hospital.

Potential Policy

The land shown on the proposals map on the Abbey Road side of Furness General Hospital is allocated for health related purposes, linked to the use of the hospital.

Option 2: Remove the current protection for health uses.

Option 3: Remove the current protection for health uses, but protect as open space providing visual relief and green space around the hospital.

Option 4: Other option, please provide details.

Surgeries and Health facilities

- 12.1.17. Residents require facilities and services in locations convenient to where they live, the Council should plan positively to support the provision of local services and facilities to meet the needs of the community in a sustainable way. Residential growth and new housing provision may require new or extended health facilities.

Question HC3: Should the Local Plan contain a policy on Doctors Surgeries and Health Centres? (Please select one option)

Option 1: Include a policy that sets out the Council's approach to Doctors Surgeries and Health Centres.

Potential Policy

Proposals for the development of new health centres, doctors surgeries, welfare buildings, dentists and other surgeries will be supported where:

- a) The proposed location is within, or on the edge of the town, neighbourhood or village centre;
- b) They are accessible by public transport;
- c) They provide adequate on site parking, or there is adequate on street parking in the immediate area without causing congestion or loss of amenity;
- d) Their hours of use will not cause a significant loss of residential amenity.

Option 2: The Local Plan does not contain a policy on doctors surgeries and health centres and relies on the NPPF.

Option 3: Other option, please provide details.

Children's Nurseries

- 12.1.18. Nurseries for children under school age and after school clubs are an important facility for care and educational provision. However nurseries may cater for large numbers of children, and can cause a loss of residential amenity through noise nuisance from outdoor play and increased traffic and congestion at drop off/collection times.

Question HC4: Should the Local Plan contain a policy on Children's Nurseries? (Please select one option)

Option 1: Include a policy that sets out the Council's approach to Children's Nurseries which cater for more than 6 children at a time.

Potential Policy

Proposals for the development of children's nurseries will be supported where:

- a) The proposed location is sustainable;
- b) Any outdoor play space is reasonably separated from neighbouring curtilages either through distance or adequate screening/landscaping;
- c) They provide adequate on site parking, or there is adequate on street parking for drop off/collection in the immediate area without causing congestion or loss of amenity;
- d) Their use does not cause a significant loss of residential amenity

Option 2: The Local Plan does not contain a policy on children’s nurseries and relies on the NPPF.

Option 3: Other option, please provide details.

Sustainable & Accessible Places

12.1.19. The NPPF highlights the importance of *‘planning positively for the achievement of high quality and inclusive design for all development including individual buildings, public and private spaces and wider development schemes’* to ensure that buildings and surrounding spaces are sustainable and accessible to all.

12.1.20. Buildings and public open space should incorporate good design and interact with the surrounding environment to create a sense of place which is safe and accessible for all users and encourages the active and continual use of public areas.

12.1.21. Poorly designed buildings and spaces can be inaccessible to elderly people and those with disabilities and mobility issues as well as those with pushchairs.

12.1.22. Statutory requirements relating to the provision of access are contained within the Equality Act 2010 and Part M of the Building Regulations 2004 incorporating 2010 and 2013 amendments. Part M sets out minimum standards on the design and construction of buildings to make them accessible to all.

Question HC5: Should the Local Plan contain a policy on Access to buildings and open spaces? (Please select one option)

Option 1: Include a policy on Access.

Potential Policy

1) Development proposals should make provision for easy, safe and inclusive access to, into, within and egress from buildings spaces and facilities. The layout and design of developments should meet the requirements of accessibility and inclusion for all potential users regardless of disability, age or gender. The Council will have regard to the following criteria when assessing development proposals

- a) The design of entrances and exits and ease of movement through and between buildings, street furniture, open spaces and pedestrian routes;
 - a) The location of any development proposal in relation to its potential users;
 - b) Accessibility to all transport modes and provision of adequate parking with the appropriate number of parking bays designated for disabled people;
 - c) Provision of on-site facilities such as public toilets and appropriate signage.
- 2) Additionally, where there is a requirement to submit a Design and Access Statement as part of a planning application it should:
- a) Demonstrate the developments approach to inclusive design; and
 - b) Acknowledge compliance with Part M of the Building Regulations (Access to and use of buildings) and refer to BS8300:2009 (British Standards - Design of buildings and their approaches to meet the needs of disabled people – Code of practice) where appropriate.

Option 2: The Local Plan does not include a policy on Access and relies on the NPPF, and the standards set in building control legislation.

Option 3: Other option, please provide details.

Cemetery Provision

12.1.23. The Council manages 3 cemeteries, Barrow which opened in 1872, Dalton in 1860 and Ireleth in 1951. All 3 cemeteries have sufficient space for new burials. The Crematorium opened in 1962 and is located within Barrow Cemetery.

12.1.24. A 2.2 hectare extension to Barrow Cemetery was approved in 2013, this gives enough capacity for burials for approximately 120 years.

Crime

12.1.25. Barrow Borough Council has a responsibility to provide a safe place where every member of the community is able to live and work free from fear of crime, regardless of their age, gender, race, disability, sexual orientation or religious belief.

12.1.26. Section 17 of the Crime and Disorder Act 1998 states it is the duty of local authorities to exercise its various functions with due regard to the likely effect its activities on, and do all that it reasonably can to prevent, crime and disorder in its area. It places a statutory duty on the council and its partners such as the police, fire services, probation and health to develop and implement a strategy to reduce crime, disorder and anti-social behaviour.

12.1.27. The established Community Safety Partnership whose members include Cumbria police authority, the local fire and rescue service, the Neighbourhood Management Team, local health service representatives, Cumbria & Lancashire Community Rehabilitation Trust and the County Council, has a vision “to work in partnership to achieve a safer and stronger Borough of Barrow in Furness.” The current priorities are anti social behavior, alcohol related crime, domestic and sexual violence and re-offending. While crime fell by 5.1% in the past year the Borough still has the second highest rate of crime in the county, but a much lower rate than the regional and national average. Barrow has the highest rates of anti social behaviour incidents, criminal damage, burglary from a dwelling and domestic violence in Cumbria.

12.1.28. The NPPF promotes the creation of ‘safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion’.

12.1.29. Design standards relating to safety and security should be considered in all developments.

Question HC6: Should the Local Plan contain a policy on crime prevention? (Please select one option)

Option 1: Include a policy on crime prevention.

Potential Policy

The design, layout and location of new development should contribute towards the creation of a safe and accessible environment, and the prevention of crime, and fear of crime.

Developers should:

- a) Ensure the design, landscaping or any feature does not create isolated or secluded areas;
- b) Demonstrate the design, layout, screening/landscaping enables a natural surveillance of the surrounding area;
- c) Incorporate adequate lighting and security measures where appropriate eg communal and parking areas;
- d) Design layouts to promote ownership by residents and encourage use of communal areas
- e) Create clear and legible pedestrian and cycle routes that prevent unobserved access.

Option 2: The Local Plan does not contain a policy on crime prevention and relies on the NPPF.

Option 3: Other option, please provide details.

12.2. Sport & Recreation

12.2.1. An individual’s health is also influenced by their lifestyle choices, as well as socio-economic factors and the environment in which they live. Lifestyle choices

such as smoking, alcohol and drug consumption, a lack of physical activity and poor diet all impact negatively on an individual's health.

- 12.2.2. Sport and physical activity can contribute positively to social inclusion, regeneration, community safety, lifelong learning and health improvement. The Council recognises a clear and justified need to get the Borough's population more active in order to improve health. There is a strong link between physical activity levels and health, and as evidenced the Borough has some of the poorest health statistics in the country.

Sport & Physical Activity Strategy

- 12.2.3. Barrow Borough's Sport and Physical Activity Strategy 2011-2016 makes the case for a multi agency approach, working towards a common purpose to promote participation in sport and physical activity for all sectors of the community.

- 12.2.4. The strategy identifies how sport and physical activity can make a positive impact on people's quality of life in terms of a whole range of socio-economic benefits and development of life skills.

The overarching vision of the Sport & Physical Activity Strategy is:

To increase opportunities for, and levels of participation in sport and physical activity by all sections of the community, resulting in improved health, well being, community cohesion and enhanced quality of life for those people who live, work, learn and play in the Borough of Barrow in Furness.

Barrow Sports Council

- 12.2.5. Barrow Borough Sports Council is the strategic body supporting sport and physical activity in the Barrow Borough, its members includes the Borough and County Councils, local schools and colleges, professional and amateur sports clubs and other support agencies.

- 12.2.6. The Sports Council is supported by a multi-agency Sports Development team. This team works together to implement the Barrow Sports and Physical Activity Strategy, and awards grants to local clubs, organisations and individuals who are working on projects which support the Strategy.

Participation & Facilities

- 12.2.7. There is a reasonable spread of sports and leisure provision within the Borough, ranging from sport specific facilities to community centres and halls.

Football and rugby are the most popular participation and spectator sports in the Borough, with cricket also being very popular.

- 12.2.8. Other facilities include provision for athletics, badminton, basketball, bowls, boxing, dance, equestrian sports, fishing, gliding, golf, gymnastics, hockey, lawn tennis, martial arts, netball, off road driving, go-karting, table tennis and water sports, including two sailing clubs.
- 12.2.9. There are two leisure centres in the Borough, The Park Leisure Centre in Barrow, operated by the local authority, and Dalton Leisure Centre operated by a trust.
- 12.2.10. There has been recent development of sports pitch provision in the Borough with new facilities opening at Furness Academy including dance studio, activity studio, fitness suite with gym equipment and a 3G Artificial Football Pitch, and Pulse Soccer Facility at Barrow Leisure Centre which now has six FA accredited 5 to 7 aside pitches with 3G surfaces. In addition a new Athletics Track Facility is due to open in September 2014.
- 12.2.11. The town is also home to professional sport, with Barrow Raiders Rugby League Football Club and Barrow AFC both occupying stadia in the town.
- 12.2.12. The proportion of adults participating in physical activity is similar to county levels with 15% of adults reporting taking part in 20 or more sessions of moderate intensity sport and recreation in the past four weeks. This is above the national rate of 11.7%. The district performs strongly in terms of physical activity among young people with the highest percentage of school pupils participating in three hours or more of high quality sport and P.E. in Cumbria. 71% of children in the Borough participate in P.E. compared to the county average of 59.8%.
- 12.2.13. Sport and leisure play a fundamental role in people's lives, and contribute to a healthier population. The provision of new facilities and protection of existing facilities is crucial for residents to maintain a healthy and active lifestyle and increase participation in sport and recreational activities. Paragraph 74 of the NPPF affords protection to existing provision, and guards against loss of existing open space, sports and recreational buildings and land.

Question HC7: Should the Local Plan contain a policy for new leisure facilities?
(Please provide select one option)

Option 1: The Local Plan contains a policy to promote new leisure facilities.

Potential Policy

Proposals for the development of new leisure facilities will be supported provided that:

- a) The proposed location is within the town centre, or if it outside of a town centre a sequential test has been applied and no town centre sites are available or appropriate;
- b) The proposed location is sustainable;
- c) The proposed scale is appropriate for its location;
- d) The site is accessible by public transport, walking and cycling;
- e) Adequate on site parking is provided, or there is adequate on street parking in the immediate area without causing congestion or loss of amenity;
- f) The development will not have an adverse effect on the amenity of the surrounding area, or impact on a town centre.

Option 2: Proposals should be determined in line with the NPPF.

Option 3: Other option, please provide details.

Question HC8: Should the Local Plan contain a policy to prevent/restrict development which results in the loss of playing fields, sports pitches or facilities? (Please select one option)

Option 1: Include a policy to prevent development which results in the loss of existing open space, sports facilities and recreational buildings and land.

Potential Policy

Proposals that would result in a partial or total loss of open space, or would otherwise constitute a change of use within an area of open space to non-sport or recreation uses shall not be permitted unless:

- a) A satisfactory up-to-date assessment has been undertaken which clearly shows the open space, buildings or land to be surplus to requirements; or
- b) The loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity or quality in a suitable location nearby; or
- c) Development of a small part of the area of open space would enable improvements to the quality of the rest of the site; or
- d) The development is for alternative sports and recreational provision, the needs for which clearly outweigh the loss.

Option 2: The Local Plan does not contain a policy on loss of playing fields, sports pitches or facilities and relies on the NPPF.

Option 3: Other option, please provide details.

12.2.14. The NPPF recognises the clear link between sport and health and improving access to facilities and services and provision of additional facilities where there is a need/demand.

Question HC9: Should the Local Plan contain a policy for new outdoor sports facilities? (Please select one option)

Option 1: Include a policy to support the development of outdoor sports facilities.

Potential Policy

Proposals for the provision of outdoor sports facilities and associated buildings and infrastructure will be supported provided that:

- a) The development will not result in the visual harm to the character and appearance of the surroundings, countryside or coast;
- b) The development will not result in the loss of agricultural land;
- c) The development would not harm any site of identified nature conservation interest;
- d) Adequate on site parking is provided, or there is adequate on street parking in the immediate area without causing congestion or loss of amenity;
- e) Its use does not cause a significant loss of residential amenity.

Option 2: The Local Plan does not contain a policy on loss of playing fields, sports pitches or facilities and relies on the NPPF.

Option 3: Other option, please provide details.

Question HC10: Should the Local Plan contain a policy for multi-use games areas? (Please select one option)

Option 1: Include a policy to support the development multi-use games areas (MUGA's).

Potential Policy

Proposals for multi-use games areas or all weather kick about areas with floodlighting will be approved where they are situated in the built up areas of towns and villages and residential amenities would not be adversely affected.

Option 2: The Local Plan does not contain a policy on multi-use games areas and relies on the NPPF.

Option 3: Other option, please provide details.

Play

- 12.2.15. Safe and accessible places to play are important for a happy and healthy childhood. Better outdoor play opportunities for children have a positive effect on health and wellbeing and contribute to community life. Each neighbourhood has a range of places for children to play from informal open space, kick about areas, parks, playgrounds and woodland. The Council are committed to providing safe and

accessible play spaces that are maintained and well used on routes that children can access easily and independently in close proximity to their home. Well designed play space can be embedded in the local environment and become an asset to the community.

- 12.2.16. New housing developments will require new play areas where there is no existing provision, this may be open space or contain play equipment. Developers will be expected to evaluate accessible play provision in relation to new developments, and agree their location with the Council, where a Development Brief is available there will information on play space. The authority will use section 106 obligations to ensure suitable provision and maintenance.

Question HC11: Should the Local Plan contain a policy for play areas? (Please select one option)

Option 1: Include a policy to support the development of play areas.

Potential Policy

Proposals for residential development over x* units will be required to provide well designed and located children's play space, within close proximity to the development, that is safe and accessible for users. Developers will be expected to provide a commuted sum for a minimum of 5 years maintenance.

Please suggest a figure for the number of units.

Option 2: The Local Plan does not contain a policy on play areas and relies on the NPPF.

Option 3: Other option, please provide details.

Golf Courses

Question HC12: Should the Local Plan contain a policy on golf courses? (Please select one option)

Option 1: Include a policy to support proposals for golf courses.

Potential Policy

New golf courses, or extensions to existing courses, or driving ranges that form part of a golf course will be permitted where:

- a) They will not adversely affect the character and appearance of the surrounding area;
- b) They make provision for the retention of important landscape features and appropriate landscaping is provided as part of the course construction, matching the species in its immediate surroundings;

- c) They will not adversely affect sites of nature conservation value or archaeological or historic importance or the best and most versatile agricultural land;
- d) Any new buildings essential to the function of the course are of a high standard of design;
- e) They maintain the public footpath network in the area;
- f) They will not adversely affect the amenity of residents in the vicinity; and
- g) The access and car parking arrangements are satisfactory.

Proposals for free-standing driving ranges, not related to another recreation use on the land, will not be accepted in the open countryside or protected Green Space.

Option 2: The Local Plan does not contain a policy on golf courses and relies on the NPPF.

Option 3: Other option, please provide details.

Equestrian Development

12.2.17. Horse riding is a popular activity but one which can have a considerable impact on the landscape, particularly in rural areas. Equestrian development can be appropriate providing it causes minimal intrusion and visual impact.

12.2.18. Permission will not be given for additional residential accommodation in association with stables. Where continuous supervision is required for riding schools these will need to be located in association with existing residential accommodation.

Question HC13: Should the Local Plan contain a policy for equestrian development?
(Please select one option)

Option 1: Include a policy to support the development of stables, riding centres and other equestrian development.

Potential Policy

Change of use from agriculture to leisure related horse grazing and other horse related development such as riding schools and stabling will be permitted provided that;

- a) It is not visually intrusive or detrimental to the character of the area;
- b) The development does not use non-traditional or otherwise visually unacceptable buildings or fencing materials or other semi-permanent equipment;
- c) The development will not lead to unacceptable erosion of bridleways, woodlands, commons or any other ecologically sensitive area; and

- d) It does not involve an unacceptable loss of productive farmland, nuisance to residents, pollution of sub soil or water courses, or conflict with vehicular or pedestrian traffic.
- e) Adequate access and car parking can be achieved.

In order to assess fully the impact of proposals for riding schools, the Council will require, as part of the planning application, details of the areas and routes that are intended to be used for horse riding activities. Where appropriate the authority will use section 106 obligations or planning conditions to ensure suitable improvements to such routes.

Option 2: The Local Plan does not contain a policy on equestrian development and relies on the NPPF.

Option 3: Other option, please provide details.

Allotments

- 12.2.19. Allotments provide a source of recreational activity for residents along with the opportunity to grow produce and plants in a sustainable and environmentally friendly way.
- 12.2.20. Allotments are very popular in the Borough and despite being located across the Borough their remains a significant waiting list for those owned by the Council.
- 12.2.21. The Council is not currently in a position to provide additional allotments however private provision would be encouraged and this policy is included to ensure any future allotments are well located. Developments that affect existing allotments should endeavour to provide alternative comparable provision elsewhere.

Question HC14: Should the Local Plan contain a policy for allotments? (Please select one option)

Option 1: Include a policy to support the development of allotments.

Potential Policy

Proposals for new allotments will be approved where they are within or adjacent to housing areas and their development is not likely to detract from the visual amenities of nearby housing. Proposals for allotments/leisure plots will not be approved where they are considered to represent an unacceptable visual intrusion into the countryside.

Option 2: The Local Plan does not contain a policy on allotments and relies on the NPPF.

Option 3: Other option, please provide details.

Despoiled Landscapes

12.2.22. The Council is aware that it has several areas which have lain derelict as a result of previous, now abandoned, industrial activity and which have become popular informal recreation areas. The reclamation and redevelopment of these sites can displace users from derelict sites on to more fragile habitats and areas such as beaches and dunes. This is a consideration that must be taken into account when considering relevant schemes.

Question HC15: Should the Local Plan contain a policy for despoiled landscapes?

(Please select one option)

Option 1: Include a policy to support the development of derelict / despoiled sites.

Potential Policy

Proposals for the reclamation, restoration, enhancement or development of despoiled landscapes will be permitted provided that they would not result in the harmful loss of informal recreation value of the land.

Option 2: The Local Plan does not contain a policy on despoiled landscapes and relies on the NPPF.

Option 3: Other option, please provide details.

12.3. Education & Community

12.3.1. The health of individuals and communities is dependent on a wide range of factors that contribute to an overall sense of social and place wellbeing. Social factors including education, housing, levels of unemployment and a sense of belonging to a community have a major influence on an individual's health.

12.3.2. 32.8% of adults in Barrow-in-Furness district have achieved a certificate of higher education (level 4 or above), this figure is above the county average of 30.9% and the national average of 31.1%. However at GCSE level educational attainment in the district is the second lowest in Cumbria after Copeland. 52% of 16 year olds achieve 5 A*-C grades including English and Maths, this compares to the county average of 56.3%.

12.3.3. The Borough has 36 primary schools and 4 secondary schools, 3 in Barrow and 1 in Dalton, there is also a free school, Chetwynde School which takes children aged 3 to 18 years.

12.3.4. A new build Furness Academy opened in September 2013, which replaced 3 schools these sites have since been vacant, marketed and sold for residential and health related development.

12.3.5. Further Education is provided at Barrow Sixth Form College and Furness College, both located in Barrow.

Education Provision

12.3.6. Population growth and additional housing developments will increase the number of children requiring school places over the Plan period. The Council will work with the education authority, Cumbria County Council, to ensure adequate provision and this will be addressed in the Infrastructure Delivery Plan, through either expansion of existing schools or development of a new school should the need be demonstrated.

Question HC16: Should the Local Plan contain a policy for education provision?

Option 1: Include a policy to support the development of sites for education provision.

Potential Policy

Proposals for the development of education facilities should be located within existing education sites where possible.

Where a need can be demonstrated for educational facilities on new sites development should be located in a sustainable and accessible location in order to minimise travel for students. The authority will use suitable powers to upgrade public transport provision to the site where necessary.

Option 2: The Local Plan does not contain a policy on education provision and relies on the NPPF.

Option 3: Other option, please provide details.

Rural Facilities

12.3.7. Planning authorities should aim to involve all sections of the community in the development of local plans and decisions on planning applications as part of an overall approach to creating healthy and inclusive communities. This will guard against unnecessary loss of valued facilities and services, particularly in villages/rural areas where it may then become difficult for residents to meet day to day needs.

12.3.8. The retention of shops and services in villages and rural areas are protected in the Retail chapter of the Plan, and non-retail services within the Infrastructure Chapter.

- 12.3.9. Access to informal open space is generally better in rural areas, however access to facilities for leisure and recreational activities can be more challenging particularly where public transport links are poor. Fostering strong communities in rural areas is important for the health and wellbeing of residents living in isolated communities, particularly the elderly and disabled. Proposals which support rural facilities and address local needs are addressed in section 5.2 (Accessing Community Facilities).

13. Glossary

Article 4 Direction

This is made by the local planning authority to restrict the scope of permitted development rights.

Bathing Water Directive

The Bathing Water Directive (1976) was designed to protect the public from accidental and chronic pollution incidents, which could cause illness from recreational water use. The new Bathing Water Directive (2006) updated and simplified these rules.

Best and Most Versatile Agricultural Land

Land in grades 1, 2 and 3a of the Agricultural Land Classification.

Biodiversity

The variety of all living things.

CLG

The government department for Communities and Local Government.

Code for Sustainable Homes

An environmental assessment for rating the performance of new residential developments, providing a code level rating from Code Level 1 through to Code Level 6.

Community Infrastructure Levy

A levy that local authorities can choose to charge on new developments in their area. The money can be used to support development by funding infrastructure that the Council, local community and neighbourhoods need.

Cumbria Local Enterprise Partnership

Provides a strategic lead in all activities contributing to the growth and vibrancy of the county's economy.

Design Code

A set of illustrated design rules and requirements which advises on the physical development of a site or area as expected or encouraged by the Council.

Development Brief

Informs developers and other interested parties of the constraints and opportunities presented by a site and the type of development expected or encouraged by the Council.

Duty to Cooperate

Co-operation between councils and a number of other public bodies on issues of common concern to develop sound local plans.

Exception Test (flood risk)

This test is a method to demonstrate and help ensure that flood risk to people and property will be managed satisfactorily, while allowing necessary development to go ahead in situations where suitable sites at lower risk of flooding are not available.

Flood Risk Zones

These are shown on the Environment Agency's flood maps, and refer to the probability of river and sea flooding, ignoring the presence of defences. The flood zones are as follows:

- Zone 1 Low Probability: Land having a less than 1 in 1,000 annual probability of river or sea flooding (shown as 'clear' on the Flood Map – all land outside Zones 2 and 3)
- Zone 2 Medium Probability: Land having between a 1 in 100 and 1 in 1,000 annual probability of river flooding; or land having between a 1 in 200 and 1 in 1,000 annual probability of sea flooding.
- Zone 3a High Probability: Land having a 1 in 100 or greater annual probability of river flooding; or land having a 1 in 200 or greater annual probability of sea flooding.
- Zone 3b Functional Floodplain: This zone comprises land where water has to flow or be stored in times of flood.

Furness Enterprise

Provides business support in the Furness by helping companies help companies to realise their growth potential, skills needs, supply chain involvement, innovation, access to money and markets objectives.

Geodiversity

The variety of rocks, minerals, fossils, soils, landforms and natural processes.

Habitat Regulations Assessment

Assessment to identify whether a project, plan or policy will have an adverse effect on the integrity of any Natura 2000 site.

Infrastructure Delivery Plan

Sets out the infrastructure likely to be needed to support the development proposed in the Local Plan, along with how the infrastructure is expected to be delivered.

Landscape Visual Assessment

Assessment which aims to ensure that all possible effects of change and development both on the landscape itself and on views and visual amenity, are taken into account in decision-making.

Localism Act

The aim of the act is to devolve more decision making powers from central government back into the hands of individuals, communities and councils.

Mineral Consultation Areas

A mechanism to ensure that consultation takes place between county and district planning authorities when minerals interests could be compromised by proposed non-minerals development. The areas are defined by the county planning authority.

Mineral Safeguarding Areas

Areas defined by the county planning authority for the safeguarding of minerals.

National Planning Policy Framework

Sets out the Government's planning policies for England and how they are expected to be applied. It is part of the development plan for Barrow and must be taken into account in the

preparation of local and neighbourhood plans. It is also a material consideration in planning decisions.

Neighbourhood Plan

Sets out planning policies for the development and use of land in a neighbourhood.

Permitted Development Rights

Certain types of development that doesn't require planning permission.

Planning Obligation

Planning obligations (also known as section 106 agreements) are private agreements made between local authorities and developers and can be attached to a planning permission to make acceptable development which would otherwise be unacceptable in planning terms.

Planning Practice Guidance

Web-based planning guidance that brings together and updates many areas of English planning guidance into a new simplified format, linked to the National Planning Policy Framework.

Population Forecast Scenarios

The population forecast scenarios in Table 7 are defined as follows:

Population led: Zero net migration

This scenario shows what might happen to the population if natural change (births and deaths) were the only contributing factor to future population trends. It assumes that there will be no migration – in or out – for the period of the forecast. Whilst this is an unlikely scenario it is useful in examining how natural changes are likely to affect the future population.

Population led: 5 year weighted migration

This scenario uses all the information provided in the zero net migration scenario about births and deaths, but also takes account of migration. The model uses estimates of migration over the past five years to formulate what might happen to the population if the rates of migration that we have experienced in the last 5 years continue into the future. The migration data is weighted giving the greatest weight to migration estimates for the two most recent years.

Population led: 10 year equal weight migration

Like the 5 year Migration scenario, this scenario uses all the information provided in the zero net migration scenario and takes account of migration. However, this scenario uses estimates of migration over the past ten years to formulate what might happen to the population if the rates of migration that we have experienced in the last 10 years continue into the future. The migration data used in this scenario is not weighted; the model gives equal weight to each of the last ten years' worth of migration data.

Dwelling led: 10 year

This scenario looks at what had happened to the number of dwellings in the Borough in the past and makes assumptions about what was expected to happen to these numbers of dwellings in the future.

Labour force forecast: Experian jobs forecast

This scenario takes the data used in the 5 year migration scenario, but this time looks at what might happen to the forecast population, and the associated housing requirement, if the annual net change in jobs was to follow the Full Time Equivalent job forecasts.

Sequential Test (flood risk)

This approach is designed to ensure that areas at little or no risk of flooding from any source are developed in preference to areas at higher risk.

Strategic Environmental Assessment (SEA)

A term used to describe a formal assessment of the environmental impacts of the certain policies, plans and programmes under the European Directive and associated regulations

Strategic Housing Land Availability Assessment (SHLAA)

A technical exercise to help to assess the quantity and nature of land that may have the potential for housing.

Sustainability Appraisal

Appraisal to identify whether there will be any significant economic, environmental and social effects of the Local Plan, or other plans, strategies or proposals.

Sustainable Drainage Systems (SuDS)

A means of controlling surface water run-off as close as possible to its origin before it enters a watercourse.

Townscape Heritage Initiative

The programme through which the Heritage Lottery Fund make grants that help communities to regenerate Conservation Areas displaying particular social and economic need.

Transport Assessment

Sets out transport issues relating to a proposed development. It identifies what measures will be required to improve accessibility and safety for all modes of travel, particularly for alternatives to the car and what measures will need to be taken to deal with the anticipated transport impacts of the development.

Water Framework Directive

A European Union directive which commits European Union member states to achieve good qualitative and quantitative status of all water bodies (including marine waters up to one nautical mile from shore) by 2015.

Appendix A – Map of Barrow Borough North – Housing Sites under Consideration

Due to its size this map is available as a separate pdf file.

Appendix B – Map of Barrow Borough Central – Housing Sites under Consideration

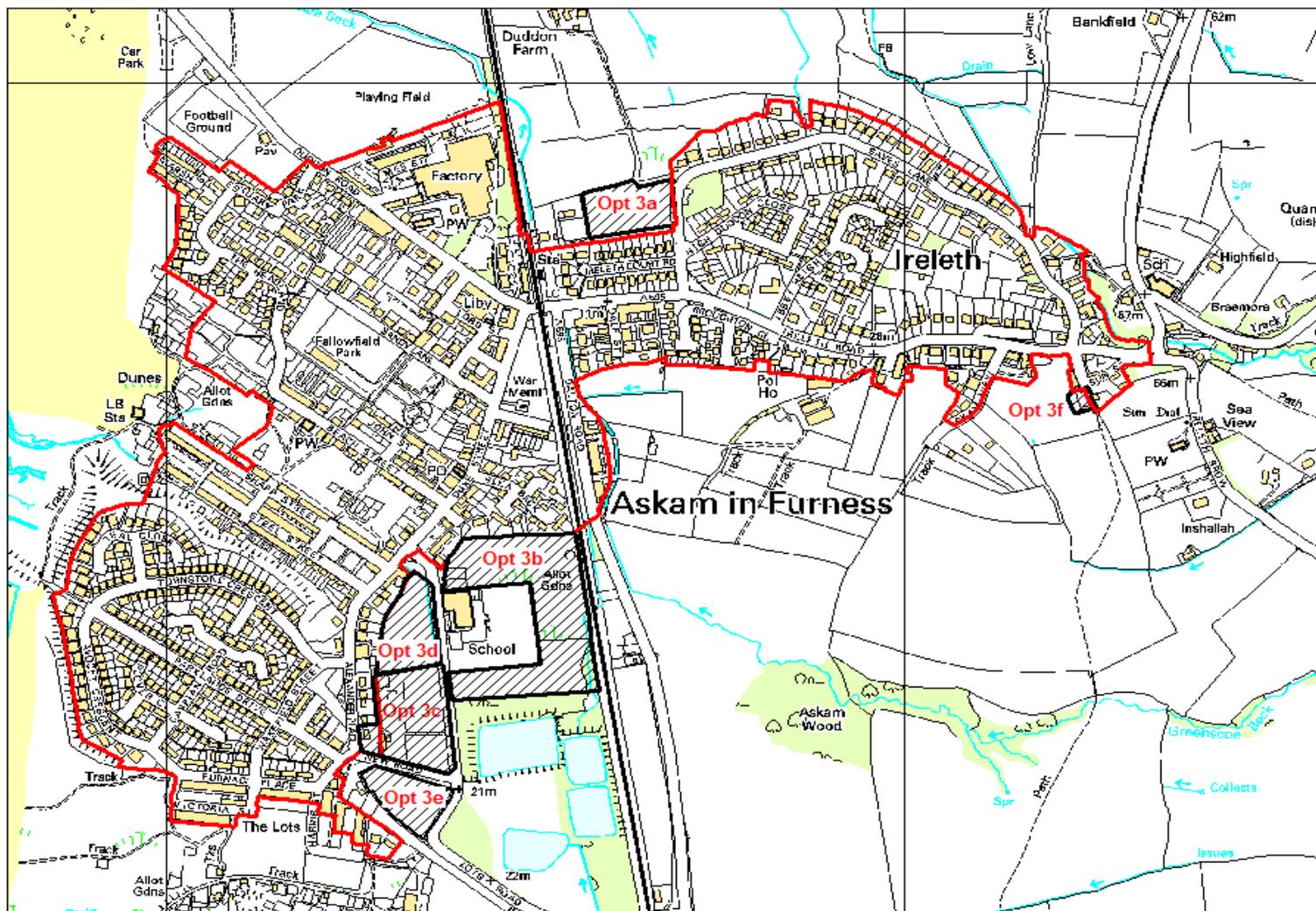
Due to its size this map is available as a separate pdf file.

Appendix C – Map of Barrow Borough South – Housing Sites under Consideration

Due to its size this map is available as a separate pdf file.

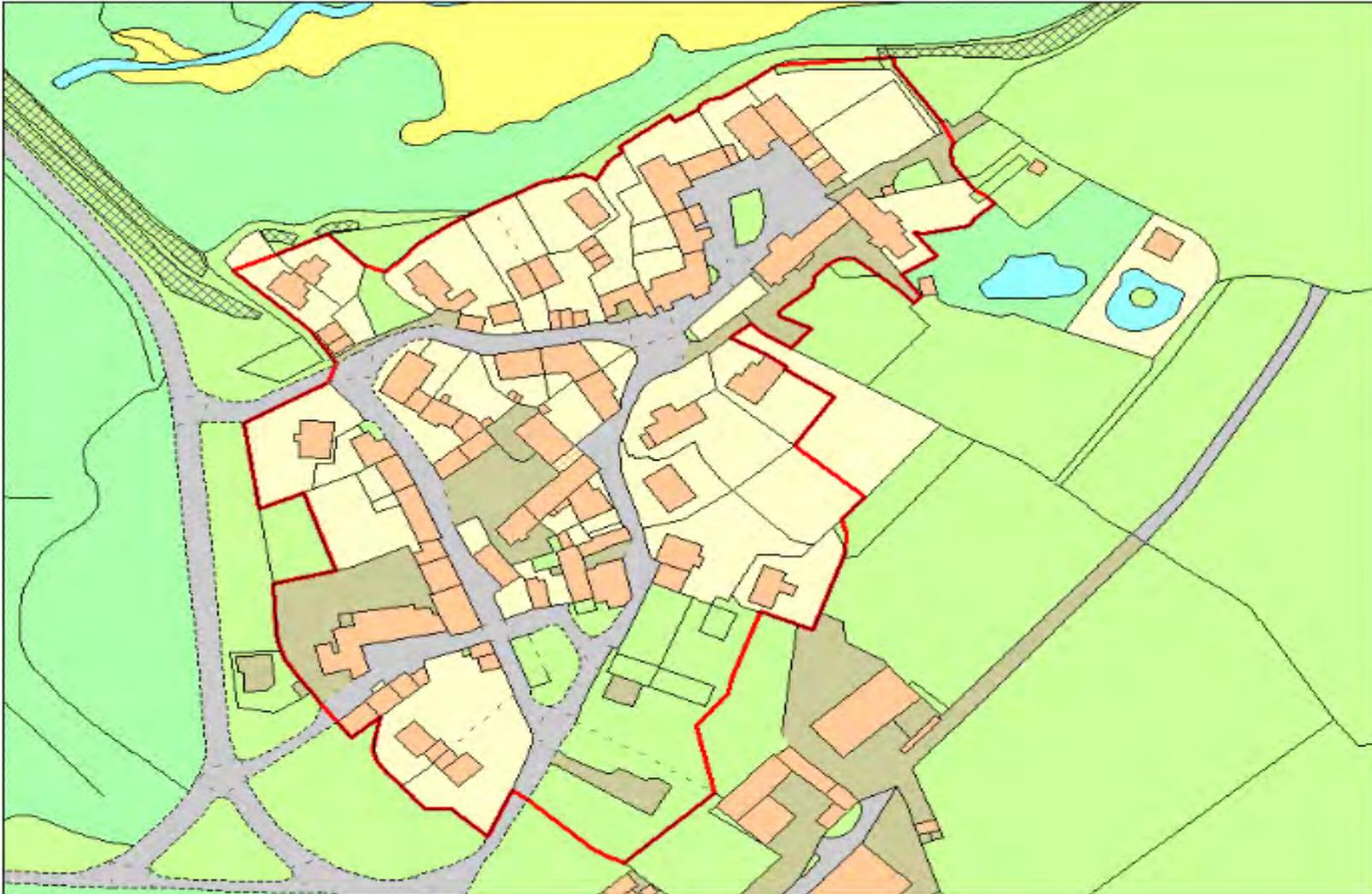
Appendix D – Current Development Cordon & Options for Extension, Askam & Ireleth

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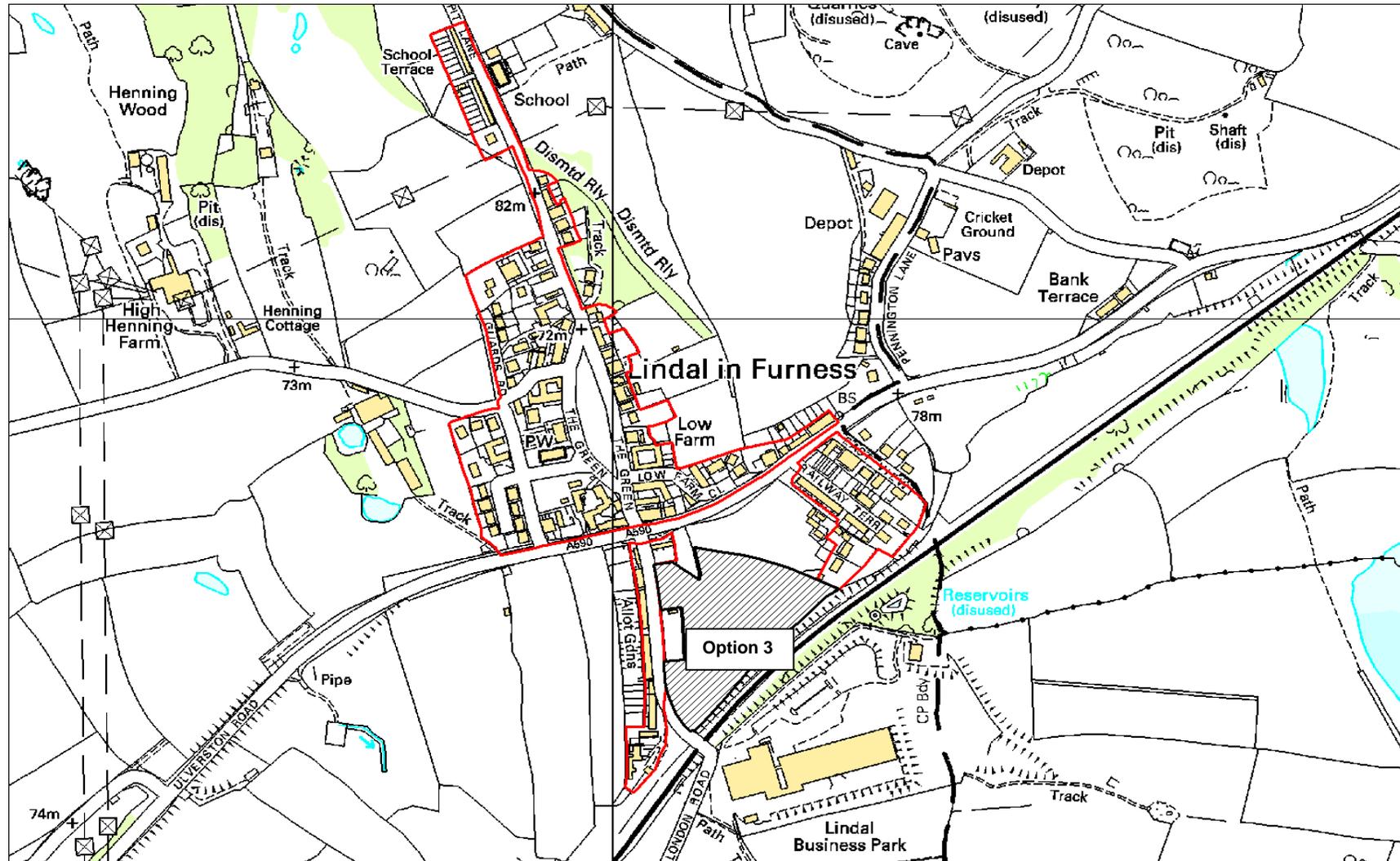
Appendix E: Current Development Cordon, Biggar Village

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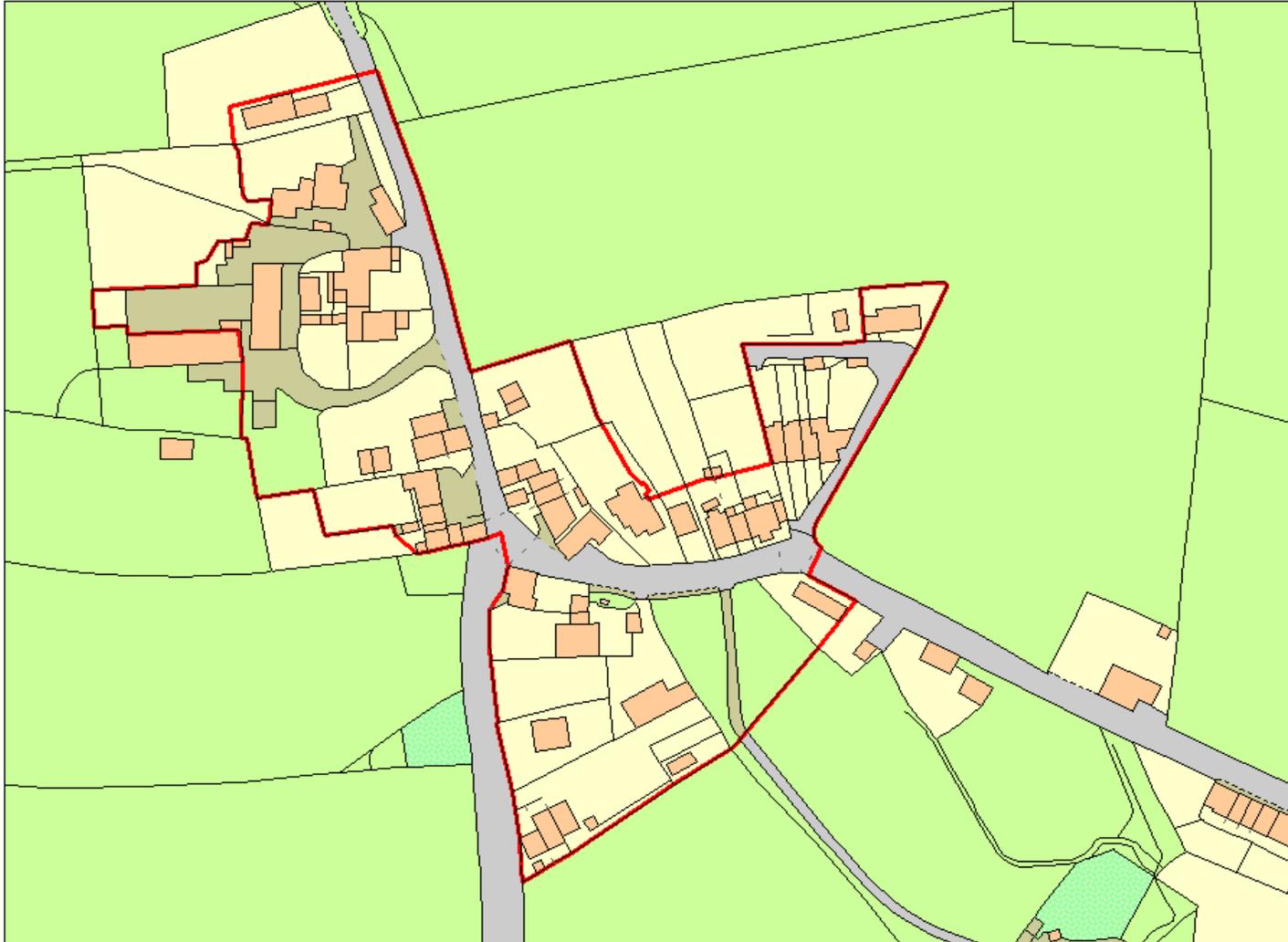
Appendix F: Current Development Cordon and Options for Extension, Lindal

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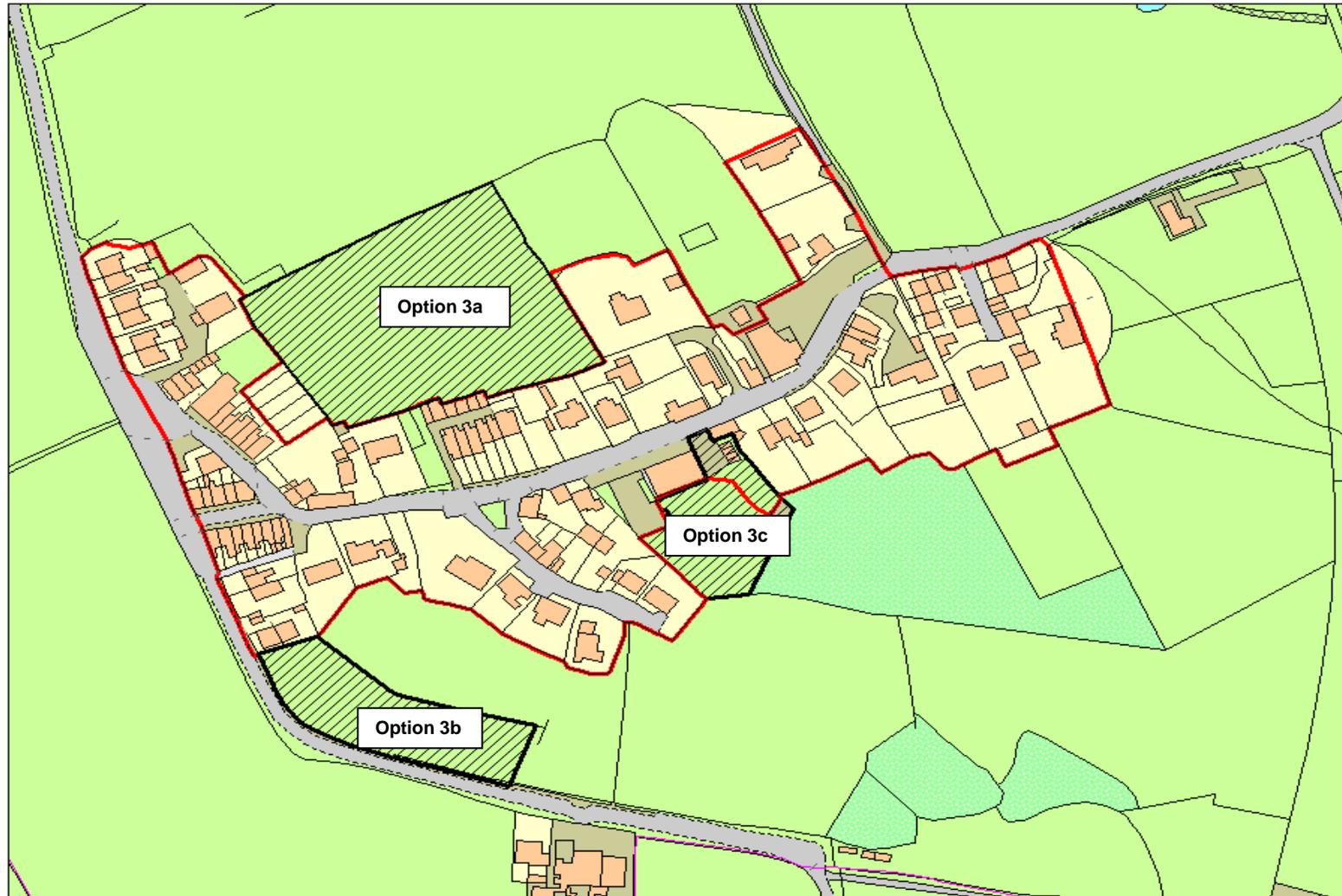
Appendix G: Current Development Cordon, Marton

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Appendix H: Current Development Cordon and Options for Extension, Newton

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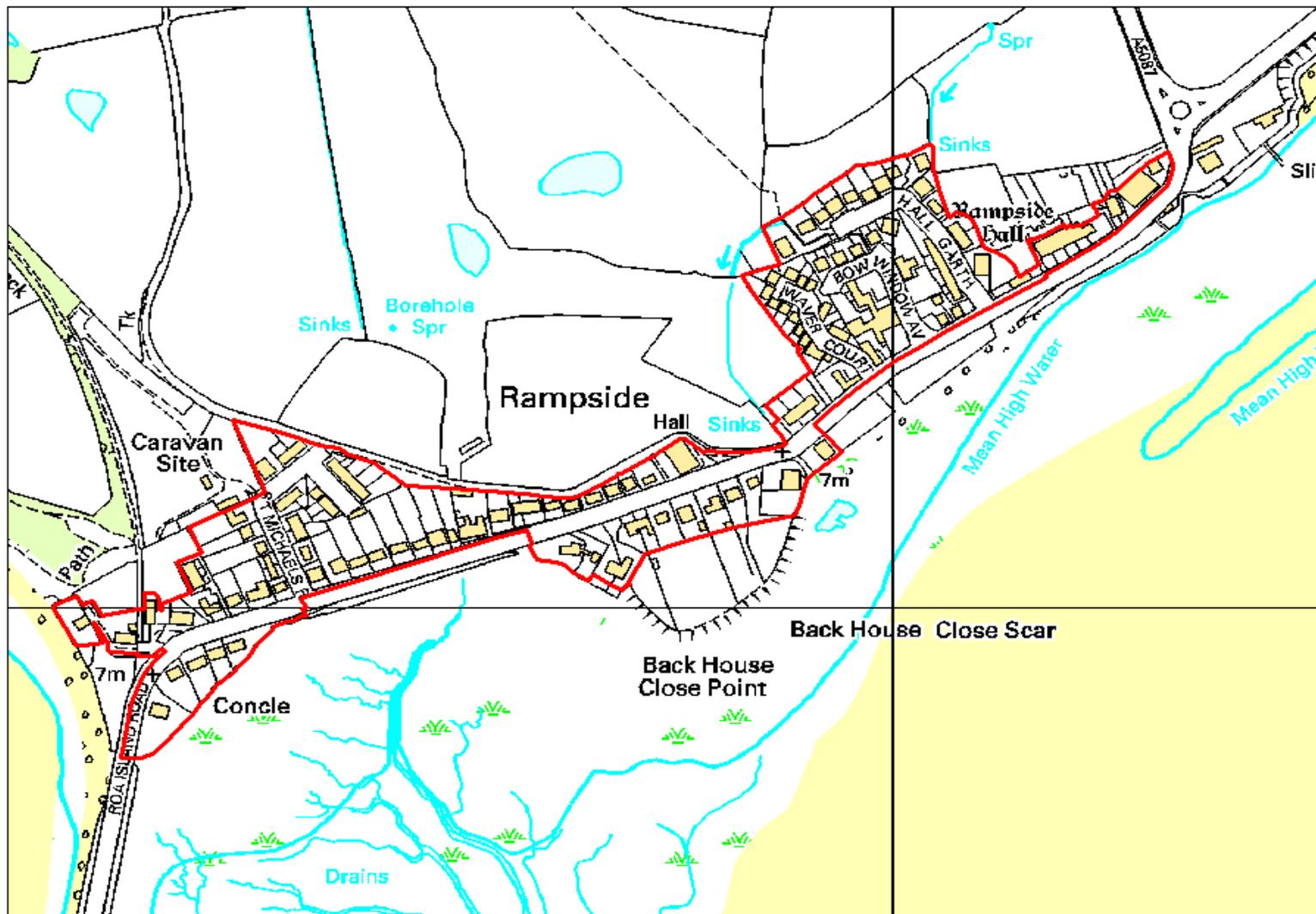
Appendix I: Current Development Cordon, North Scale

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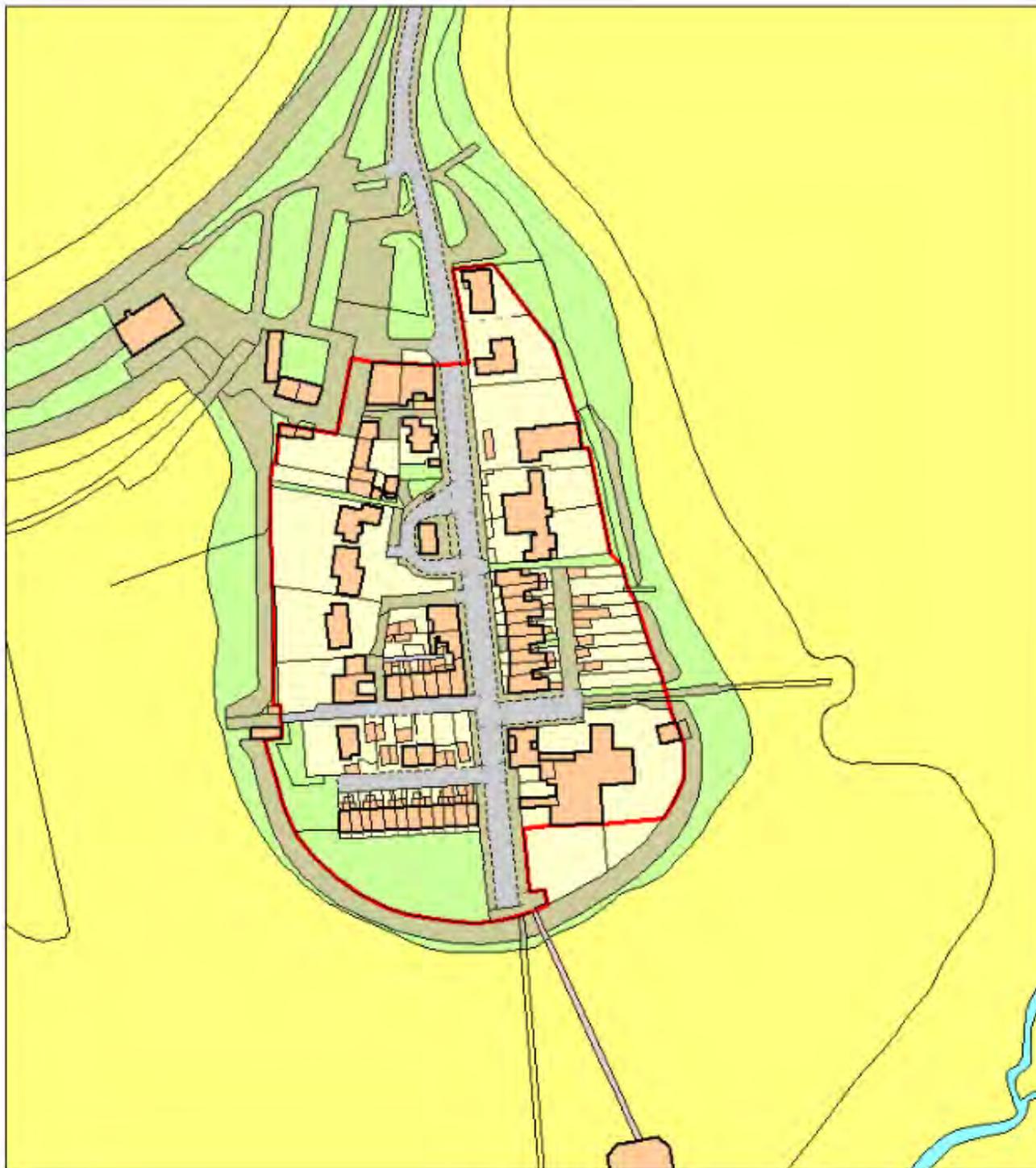
Appendix J: Current Development Cordon, Rampside

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Appendix K: Current Development Cordon, Roa Island

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Appendix L - Table of Non-Developable SHLAA Sites

| Site number | Site name | Site Size | Reasons for non-developable categorisation (N.B Individual site constraints not listed below) |
|-------------|---|-----------|---|
| REC11 | Land North of The Bungalow, nr Hare Ghyll, Dalton | 0.38 | The site is not considered to be suitable for residential development given its isolated location away from other residential areas and poor access. |
| REC17 | Field to North of Park View School, Barrow | 1.39 | The site is not considered to be available at present |
| SHL003a | BAE Callibration lab site | 0.65 | The site is not considered to be available at present |
| SHL006a | Land at Beach Street/Sharp Street (West), Askam | 0.55 | The site is not considered to be available at present |
| SHL006b | Land at Beach St/Sharp St (East), Askam | 0.59 | The site is not considered to be available at present |
| SHL007b | Land at Channelside (South), Barrow | 3.65 | The site is not considered to be available at present. Insufficient information regarding site access. |
| SHL008 | Phoenix Road (by Travelodge), Barrow | 0.65 | The site is not considered to be available at present |
| SHL009 | Former Golf Driving Range, Walney Road, Barrow | 6.7 | Availability unknown and potential landfill gas issues |
| SHL011 | Cornmill Crossing, Barrow | 1.83 | The site is not considered to be available at present |
| SHL012 | Former Timber Yard, Schneider Road, Barrow | 0.49 | The site does not meet the SHLAA definition of available at present. The site is unsuitable for residential development due to its proximity to commercial uses |
| SHL013a | Former Candleworks (North), Schneider Road | 0.58 | The site is not considered to be available at present |
| SHL015 | West Shop, Bridge Road, Barrow | 1.96 | Parts of site at high risk of flooding, planning permission for commercial uses. Not considered suitable for housing given its close proximity to BAE Systems. |
| SHL016 | Foundry Street, Barrow (UCS Part) | 0.44 | The site is not considered to be available at present |
| SHL018 | Former Filling Station, The Strand, Barrow | 0.11 | The site is not considered to be available at present |
| SHL026 | Barns at Tytup Farm | 0.21 | Planning permission lapsed suggesting development is unachievable. Issues regarding viability. |

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| Site number | Site name | Site Size | Reasons for non-developable categorisation (N.B Individual site constraints not listed below) |
|---------------|---|-----------|---|
| SHL034 | E2 Land West of Robert McBride, Barrow | 6.44 | Site not considered suitable for residential development given its proximity to industrial uses. |
| SHL035 | E3 Land South of Kimberley Clark, Barrow | 5.47 | Site now part occupied and the remainder is not considered suitable for residential development given its proximity to industrial uses. |
| SHL036 | E4 Land West of County Park Estate, Barrow | 2.05 | The site is not considered to be available at present and is not considered suitable for residential development given its proximity to industrial uses. |
| SHL038 | E9 (Part) Phoenix Road, Barrow | 2.12 | Parts of site at high risk of flooding. Site not considered suitable for residential development. |
| SHL048 | Land to rear of Marton Hall and Glebe Farm, Marton | 0.31 | Planning permission for residential development has lapsed, suggesting development is unachievable. |
| SHL056 | Land to rear of 101-111 Black Butts Lane, Walney | 0.14 | Planning permission for residential development has lapsed, suggesting development is unachievable. Poor access. |
| SHL057 | Spoil Heaps, South of Lots Road, Askam | 7.86 | Site not considered suitable for residential development |
| SHL058 | Site to North of Sowerby Wood (Sandcale Park) | 7.89 | Site not considered suitable for residential development given its isolated location away from other residential areas, poor access and proximity to commercial uses. |
| SHL060 | Land at Chatsworth St, Barrow | 0.34 | The site is not considered to be available at present |
| SHL063 | Land opposite former Alfred Barrow School, Barrow | 0.76 | The site is not considered to be available at present |
| SHL064 | Premises at Lawson Street, Barrow | 0.17 | The site is not considered to be available at present |
| SHL069 | Ireleth Open Space, between Saves Lane & Ireleth Rd | 1.48 | The site is not considered to be available at present |
| SHL072 | Field at Junction of Mill Lane & Promenade, Walney | 0.86 | The site is not considered to be available at present |
| SHL084 | Land South of Rampside Rd (Roosecote Sandpit) | 19.89 | Site not considered suitable for residential development, parts of site now occupied. |
| SHL093 | Holker Old Boys Football Ground, Rakesmoor Lane | 3.5 | The site is not considered to be available at present |
| SHL097 | BAE Crossfields site | 1.08 | The site is not considered suitable for residential development given its isolated location and poor access. |
| SHL098 | BAE HIP building site | 1.14 | The site is not considered to be available at present |

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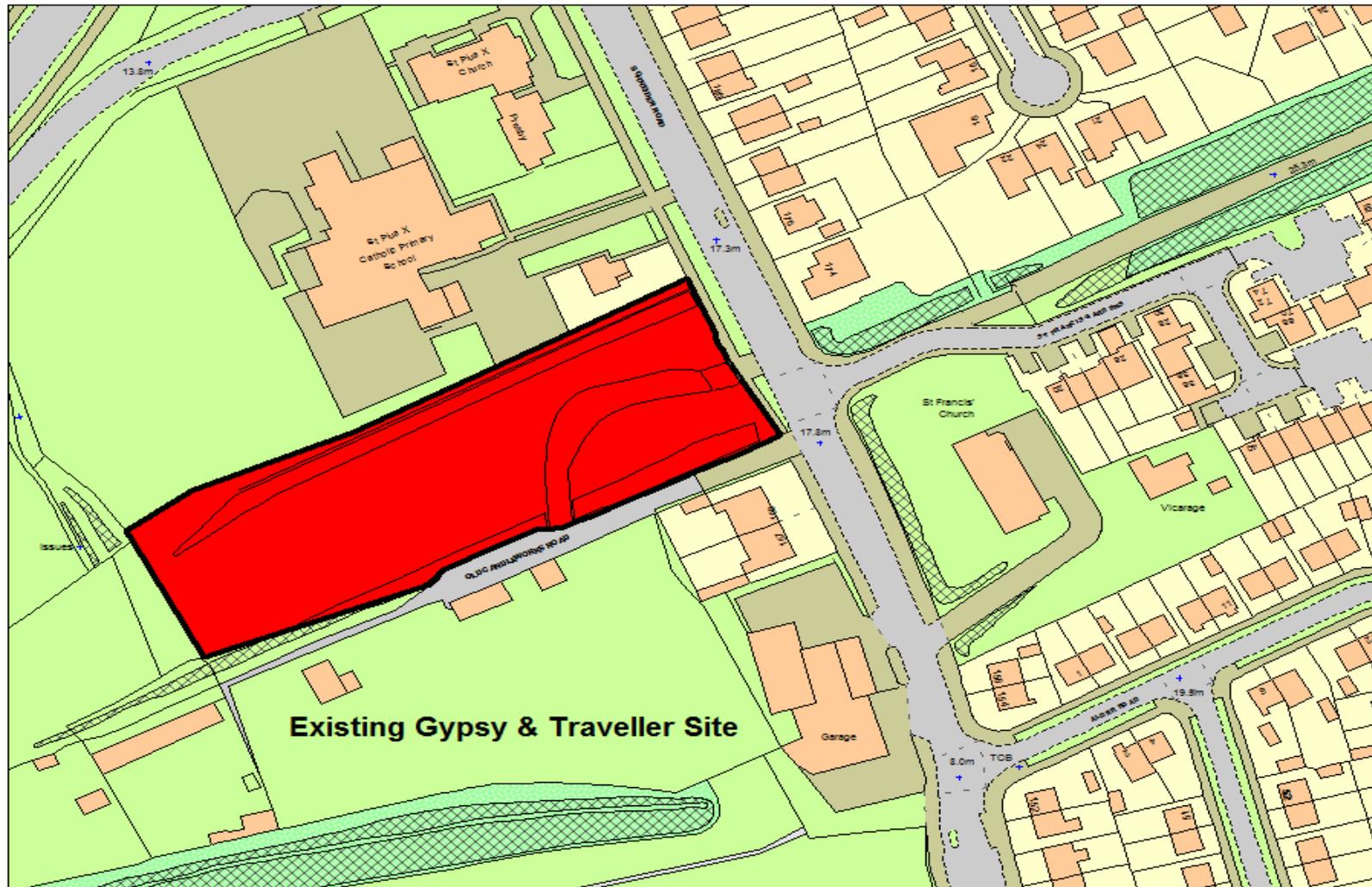
| Site number | Site name | Site Size | Reasons for non-developable categorisation (N.B Individual site constraints not listed below) |
|----------------|--|-----------|---|
| SHL100c | Land North of Westpoint House (northern section), Solway Drive, Walney | 0.78 | The site is not considered to be available at present |

Appendix M – Table of Excluded SHLAA Sites

| Site Reference | Address | Site Size | Reasons for exclusion |
|----------------|---|-----------|---|
| REC06 | Land North of 1 Schoolwaters Terrace, Newton Rd, Dalton | 0.02 | The site is below the size threshold for assessment being under 0.1 hectares |
| REC12 | Salthouse Triangle, Barrow | 0.94 | The site falls within Flood Risk Zone 3 and should only be considered for housing if there are insufficient sites in a sequentially preferable location and the development meets the Exception Test. |
| SHL066 | Washington Bowling Green, Roose Rd | 0.1 | The site falls within Flood Risk Zone 3 and should only be considered for housing if there are insufficient sites in a sequentially preferable location and the development meets the Exception Test. |
| SHL067 | Land to rear of Brady's, Jute Rd | 0.64 | The site falls within Flood Risk Zone 3 and should only be considered for housing if there are insufficient sites in a sequentially preferable location and the development meets the Exception Test. |
| SHL076 | Land at Greenhaume Farm | 0.4 | Development in the open countryside should only be considered in exceptional circumstances. See the NPPF for more details. |
| REC30 | Land West of Dalton Rd, Askam | 0.41 | Development in the open countryside should only be considered in exceptional circumstances. See the NPPF for more details. |

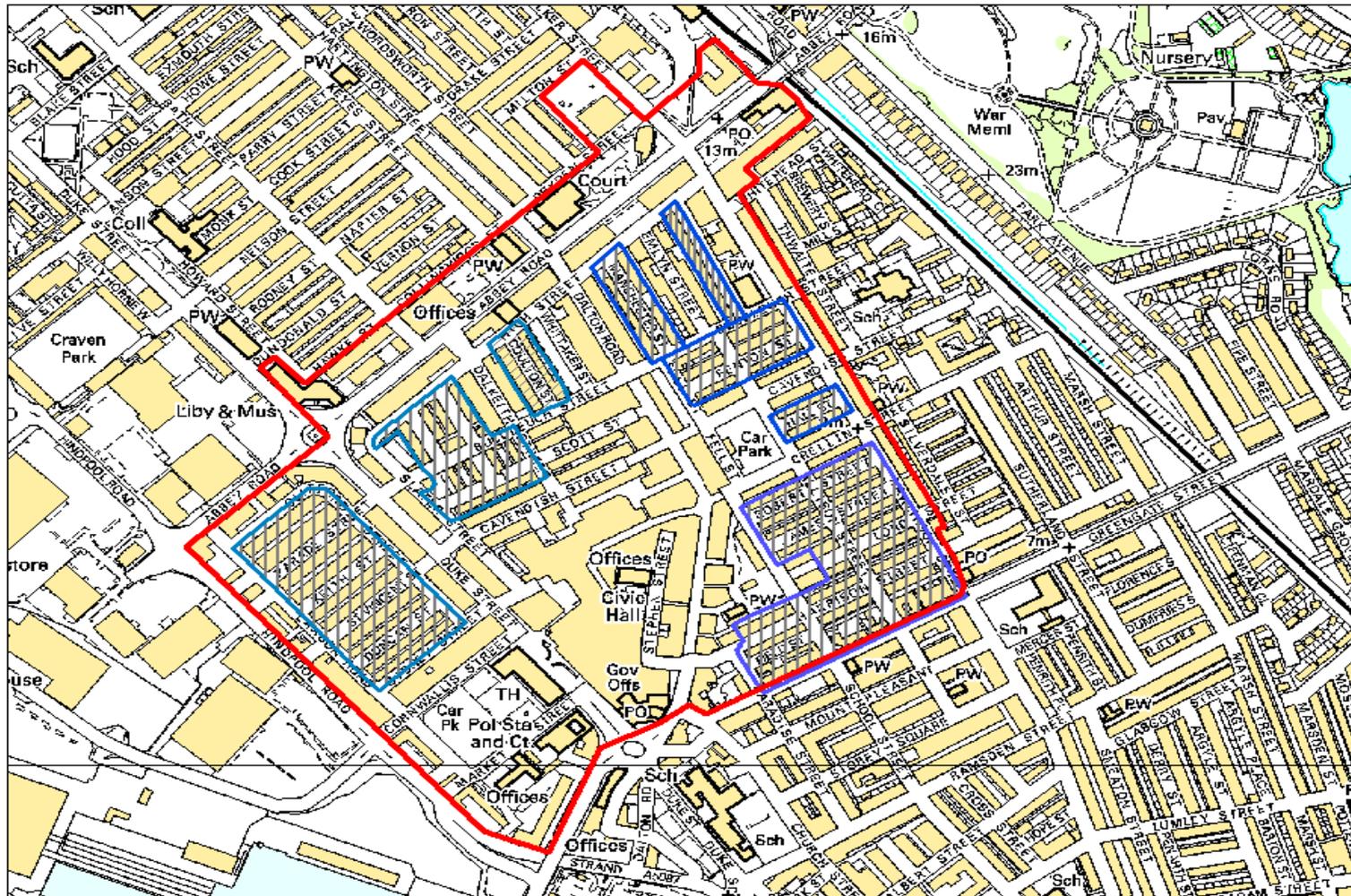
Appendix N: Potential Gypsy & Traveller Site under Consideration

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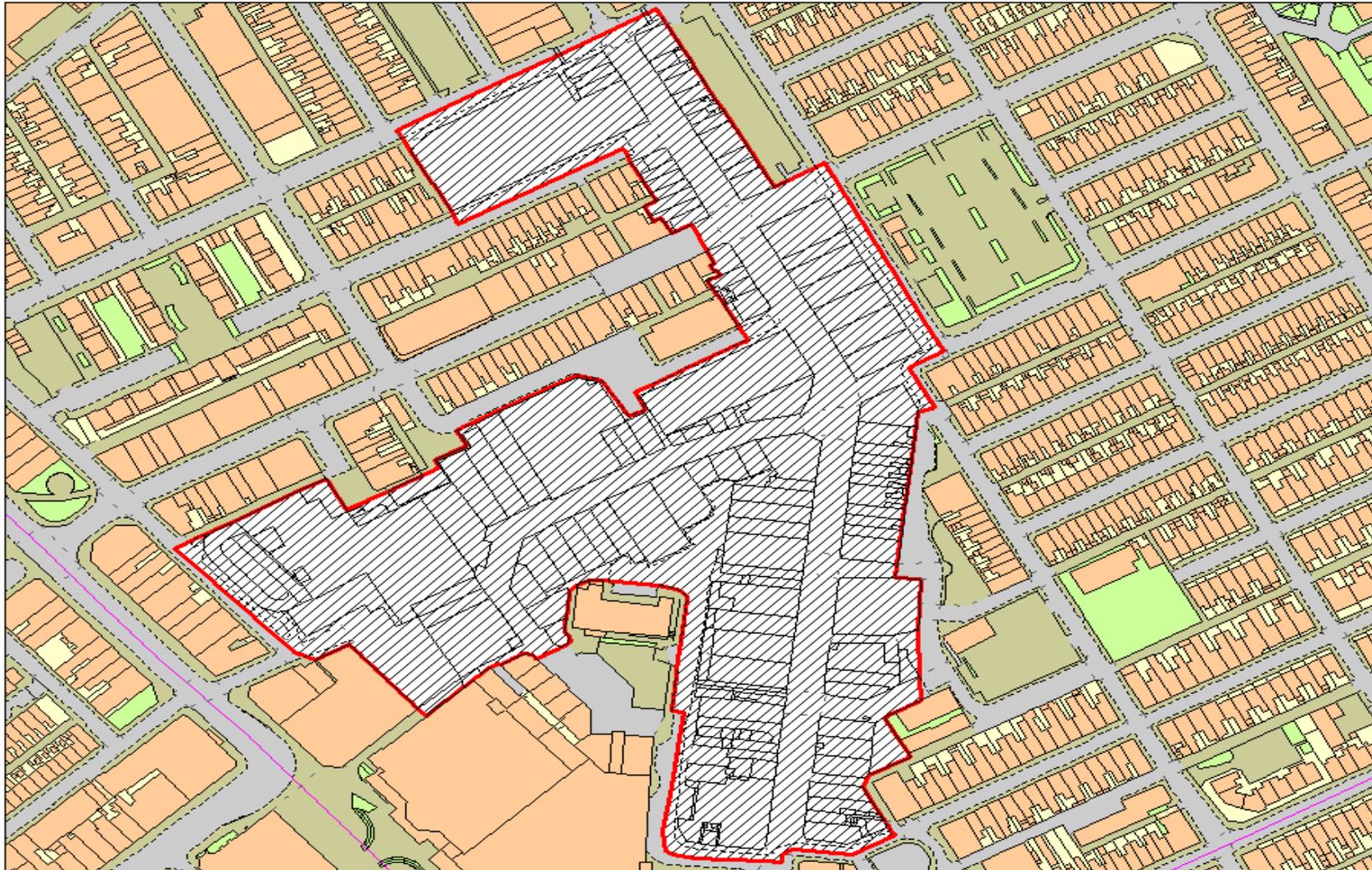
Appendix O: Suggested Town Centre Boundary and existing Residential Development Cordons (blue areas), Barrow

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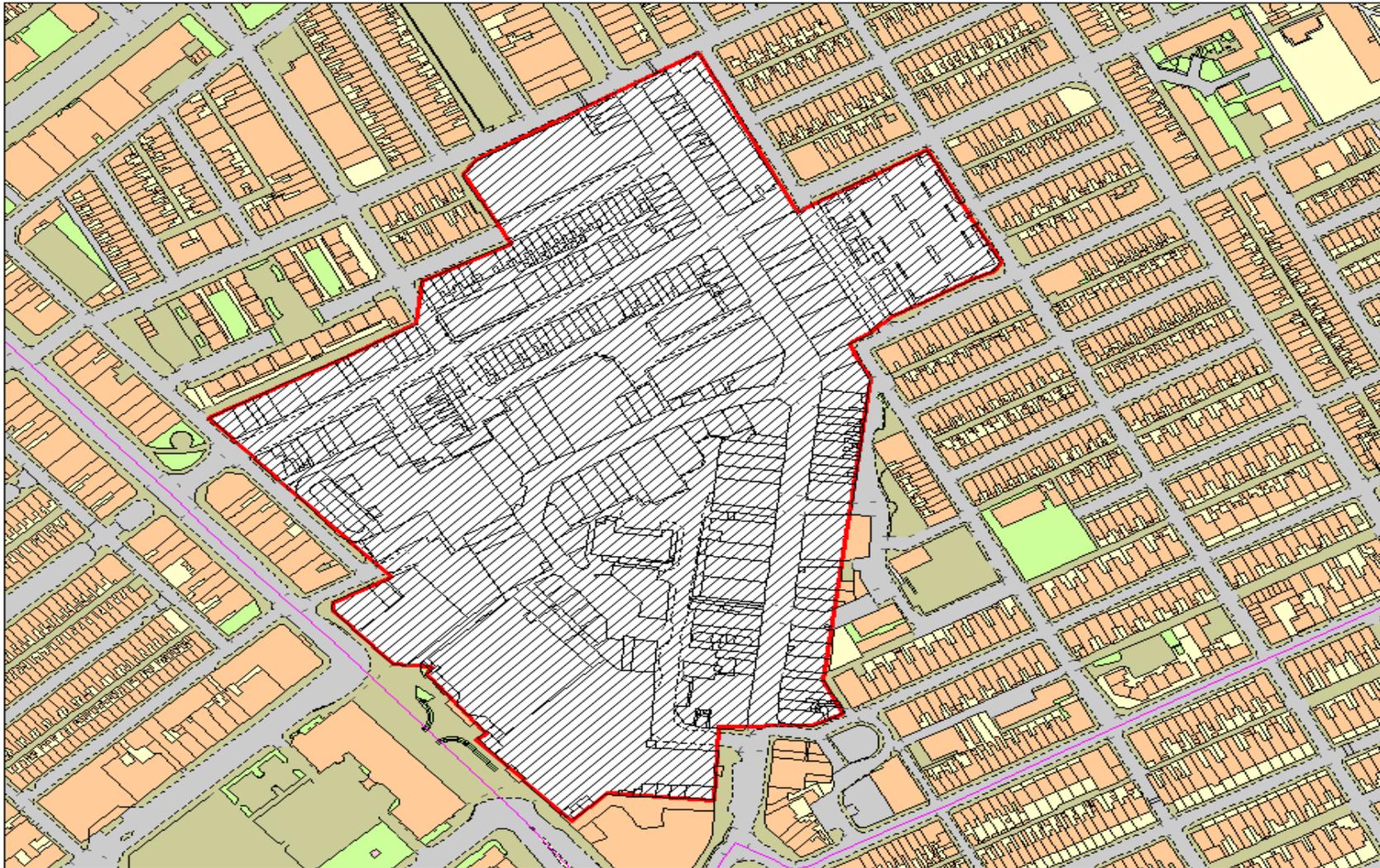
Appendix P: Potential Primary Shopping Area, Barrow (Option 1)

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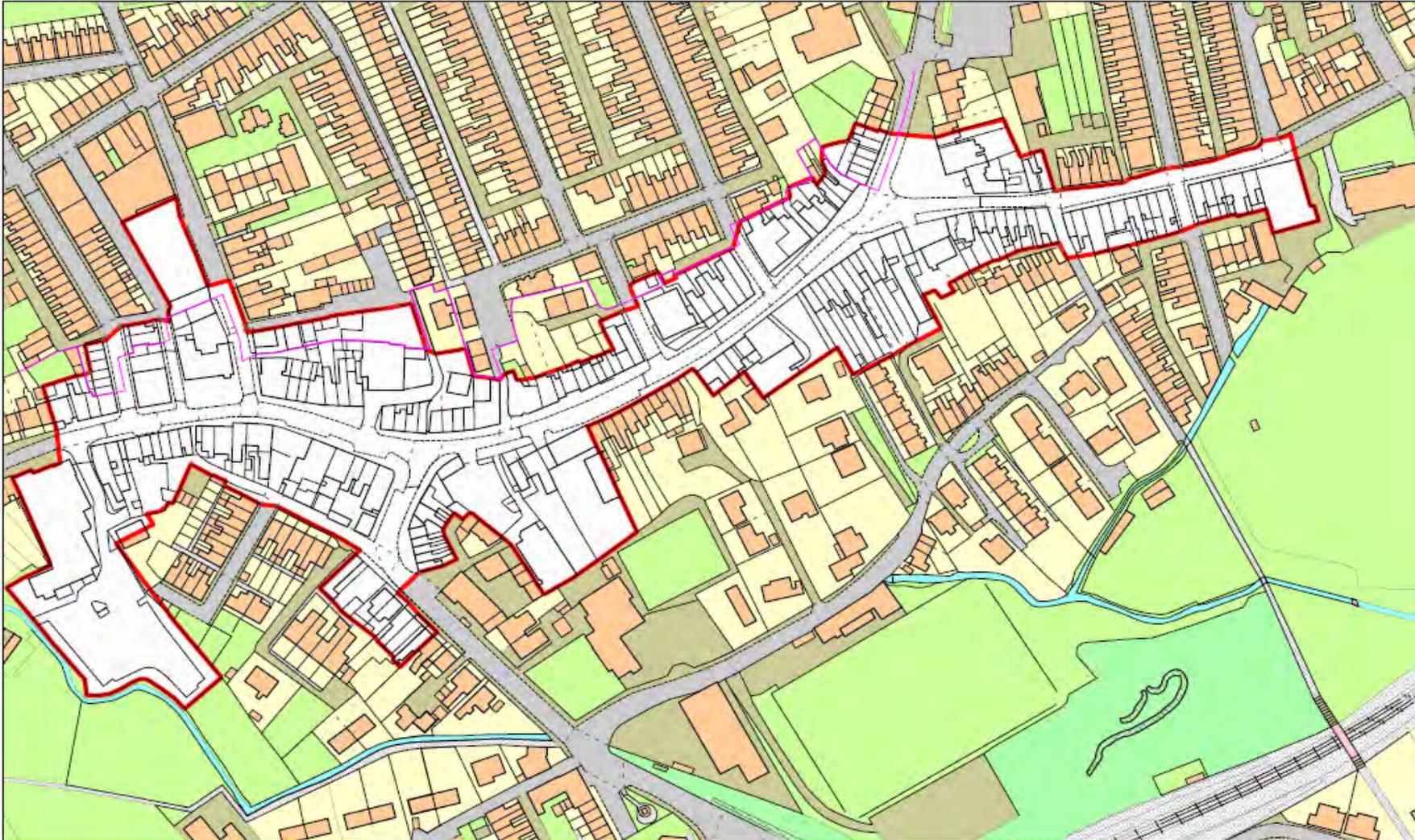
Appendix Q: Potential Primary Shopping Area, Barrow (Option 2)

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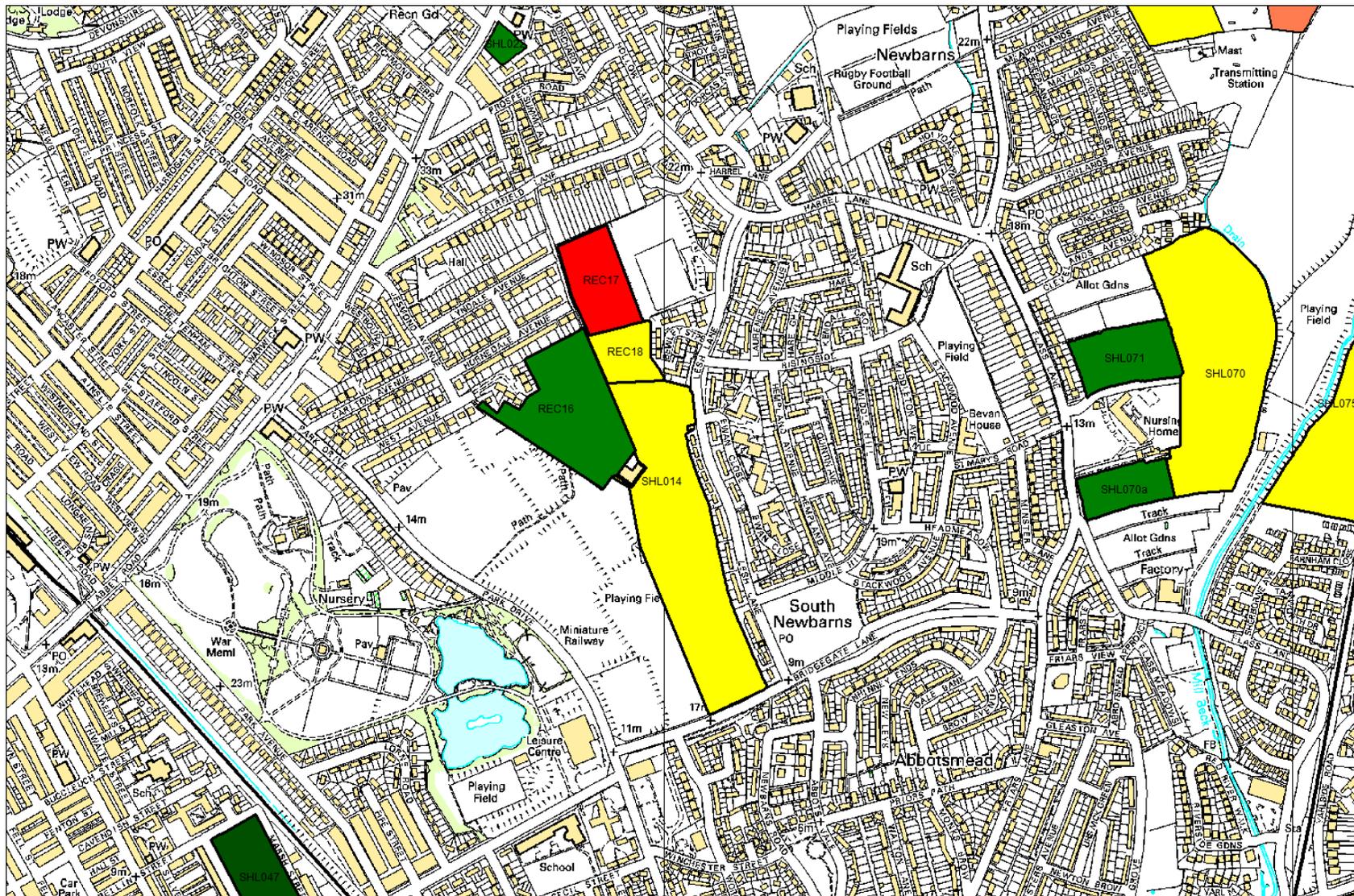
Appendix R: Suggested Town Centre Boundary, Dalton

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Erratum & Update Sheet - Issues & Options Consultation Draft

| Section of Issues & Options Draft to Amend | Action | Reason for amendment |
|--|--|--|
| Appendix L (Table of non-developable sites) | Remove SHL006a (Land at Beach St/Sharp St –Western section, Askam) from table. | The site should not be included in the table as it is in table 9. |
| | Add site SHL017 (Urofoam Factory, Duddon Rd, Askam) to table. | The site has been omitted from the table in error. It is shown as being ‘non-developable’ in Appendix A as the site is currently occupied. |
| | Add site SHL099B (Hawcoat Park South, Barrow) to table. | The site has been omitted from the table in error. It is shown as being ‘non-developable’ in Appendix B as the site is currently occupied. |
| Table 9, page 115 | Add site SHL062 (Former Alfred Barrow School premises, Barrow) to table. | The site has been omitted from the table in error. It is shown as being ‘developable’ in Appendix B. |
| Table 11, page 128 | Add site SHL077 (High Riddings, Ireleth) to table. | The site has been omitted from the table in error. The site is shown in Appendices A and D as being ‘potentially developable’. |
| Appendix B | Change the colour of site SHL014 (Land to the South East of former Park View School) from green to yellow. | The site has been given the wrong colour in error. As stated in Table 9, the site is ‘potentially developable’ and should therefore be coloured yellow as shown below. |



Contact:

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