LD135

South Lakeland Local Development Framework

Submission **Core Strategy**

SOUTH LAKELAND DISTRICT COUNCIL

NOVEMBER 2009

Lawrence Conway, Corporate Director (Community), South Lakeland District Council

www.southlakeland.gov.uk/ldf

Alternative formats of this document are available by calling 01539 733333 ext.7102

Foreword

South Lakeland's superb natural setting shapes the district's image and plays a major role in its development, making it a very attractive location for residents and visitors alike. However, while the district can offer a quality of life that is second to none, it does experience problems common to many rural areas. There is a need to deliver more balanced communities and reduce inequality, including reducing dependency on high-level services and jobs in towns outside the district, increasing provision of affordable housing and developing and maintaining high-quality modern sustainable transport networks. We must also meet challenging targets laid down by central government, most notably for house building. The challenge is to secure a sustainable level and pattern of development that creates balanced communities and meets local needs whilst protecting the environment that makes the district special.

The Core Strategy document sets out the development strategy for South Lakeland outside the National Park areas up to 2025. It is a long-term plan. It draws together strategies of the council and other organisations whose activities have implications for the development and use of land. It puts the aspirations of the Sustainable Community Strategy into effect – seeking to create a sustainable district that is the best possible place to live, work and visit.

We submitted The Core Strategy for independent examination on 26 November 2009. The Core Strategy (and accompanying documents) can be viewed on the council's website. The documents can also be inspected at South Lakeland House, Kendal; Ulverston Town Hall; and at the libraries at Arnside, Grange-over-Sands, Kendal, Kirkby Lonsdale, Milnthorpe and Ulverston during normal opening hours.

For further information please telephone **01539 717490** or email **developmentplans@southlakeland.gov.uk**

Background information on the LDF/Core Strategy can be found in **Appendix A.**

Contents

Section	Policy	Sub Section	Page Number
1. Introduction		Spatial portrait – South Lakeland today...	1
		Key issues	8
		South Lakeland tomorrow...	10
		Strategic objectives – how we will get there...	12
2. The Development Strategy for South Lakeland	CS1.1	Sustainable development principles	16
	CS1.2	The development strategy	18
3. Spatial Strategy for Kendal		Kendal today...	26
		Key issues	30
		Kendal tomorrow...	31
	CS2	How we will get there...	32
4. Spatial Strategy for Ulverston		Ulverston and Furness today...	39
		Key issues	43
		Ulverston and Furness tomorrow...	44
	CS3.1	How we will get there...	45
	CS3.2	Ulverston Canal Head and corridor	50
5. Spatial Strategy for Cartmel Peninsula		Cartmel Peninsula today...	53
		Key issues	56
		Cartmel Peninsula tomorrow...	57
	CS4	How we will get there...	58
6. Spatial Strategy for the East (including Milnthorpe and Kirkby Lonsdale)		The East (including Milnthorpe and Kirkby Lonsdale) today...	63
		Key issues	67
		The East (including Milnthorpe and Kirkby Lonsdale) tomorrow...	67
	CS5	How we will get there...	68
CORE POLICIES			
7. Housing	CS6.1	Meeting the housing requirement	73
	CS6.2	Dwelling mix and type	77
	CS6.3	Provision of affordable housing/ local occupancy housing	79
	CS6.4	Rural exception policy	80
	CS6.5	Gypsies, travellers and travelling showpeople	81
	CS6.6	Making effective and efficient use of land and buildings	82

Contents

Section	Policy	Sub Section	Page Number
8. Jobs, Skills and Regeneration		Land for jobs and business	83
	CS7.1	Meeting the employment requirement	85
	CS7.2	Type of employment land required and sectoral split	86
	CS7.3	Education and skills	87
	CS7.4	Rural economy	88
	CS7.5	Town centre and retail strategy	91
	CS7.6	Tourism development	93
	CS7.7	Opportunities provided by energy and the low carbon economy	94
9. Quality Environment	CS8.1	Green infrastructure	95
	CS8.2	Protection and enhancement of landscape and settlement character	96
	CS8.3a	Accessing open space, sport and recreation	97
	CS8.3b	Quantity of open space, sport and recreation	98
	CS8.4	Biodiversity and geodiversity	99
	CS8.5	Coast	100
	CS8.6	Historic environment	101
	CS8.7	Sustainable construction, energy efficiency and renewable energy	103
	CS8.8	Flood risk	105
	CS8.9	Minerals and waste	106
	CS8.10	Design	107
10. Health and Wellbeing	CS9.1	Social and community infrastructure	108
	CS9.2	Developer contributions	109
11. Accessing Services	CS10.1	Accessing services	111
	CS10.2	Transport impact of new development	113

APPENDICES

Background	A	114
Contextual influences	B	118
The evidence base	C	130
Monitoring and implementation framework	D	133
Glossary	E	165
Sustainability appraisal/habitat regulations	F	172
Proposed amendments to the adopted proposals map	G	174
Consultation statement	H	176
Saved Local Plan policies	I	180
Key diagram	J	185
Options considered	K	187
Housing trajectory	L	194

Section 1 – Introduction

Spatial portrait – South Lakeland today...

1.1 South Lakeland district lies in the southernmost part of Cumbria between the districts of Lancaster, Craven and Richmondshire to the south and east, and the Cumbrian districts of Eden, Barrow-in-Furness, Copeland and Allerdale to the north, south west and west.

1.2 This Core Strategy covers those areas of South Lakeland outside the Lake District and Yorkshire Dales National Park areas, whose authorities will produce their own Core Strategies. The area covered by the South Lakeland Core Strategy is shown on the map below.

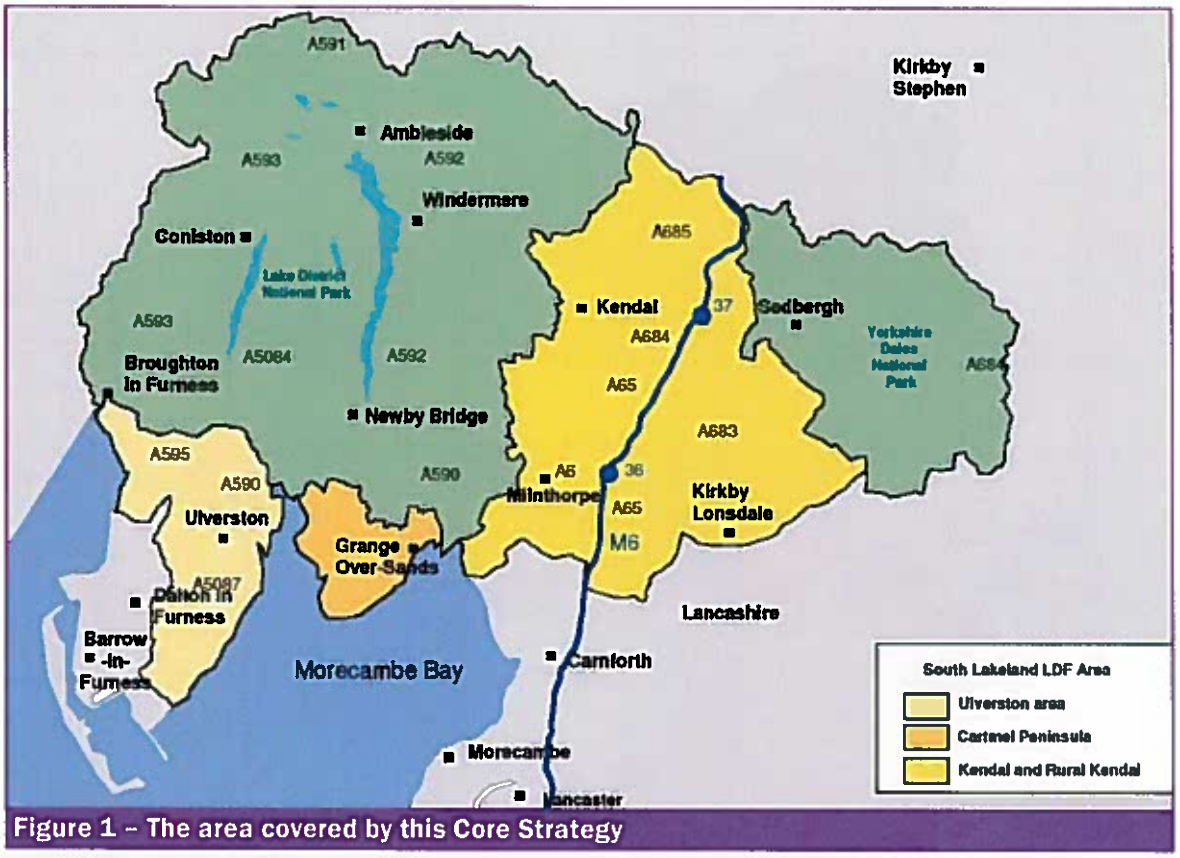


Figure 1 – The area covered by this Core Strategy

1.3 The area covered by this Core Strategy can be split into:

- Kendal and its Rural Hinterland† to the east
- Ulverston and Furness to the west
- Cartmel Peninsula to the south

1.4 The total population of the area is around 105,000, with over a quarter of local residents being older than working age. The population is projected to grow to around 117,000 by 2026, during which time it is expected that the number of children and young people will decrease with an increase in the proportion of retired people in the area.

† For the purpose of this document, the rural hinterland of Kendal will be referred to as The East (including Milnthorpe and Kirkby Lonsdale)

1.5 Kendal is the main town in the Core Strategy area. It is located in the southeast and accounts for 38 per cent of the total population. Ulverston, in Furness, is the second largest town, with 15 per cent of the population. Both are Key Services Centres – places that provide things such as jobs, shops and leisure facilities for many people in the surrounding areas.

1.6 Grange-over-Sands, Kirkby Lonsdale and Milnthorpe are smaller settlements that also act as Key Service Centres. Together they make up 12 per cent of the total population.

1.7 The rest of the population lives in villages and hamlets scattered across the countryside. Some of these act as Local Service Centres, which are like Key Service Centres but offer fewer services.

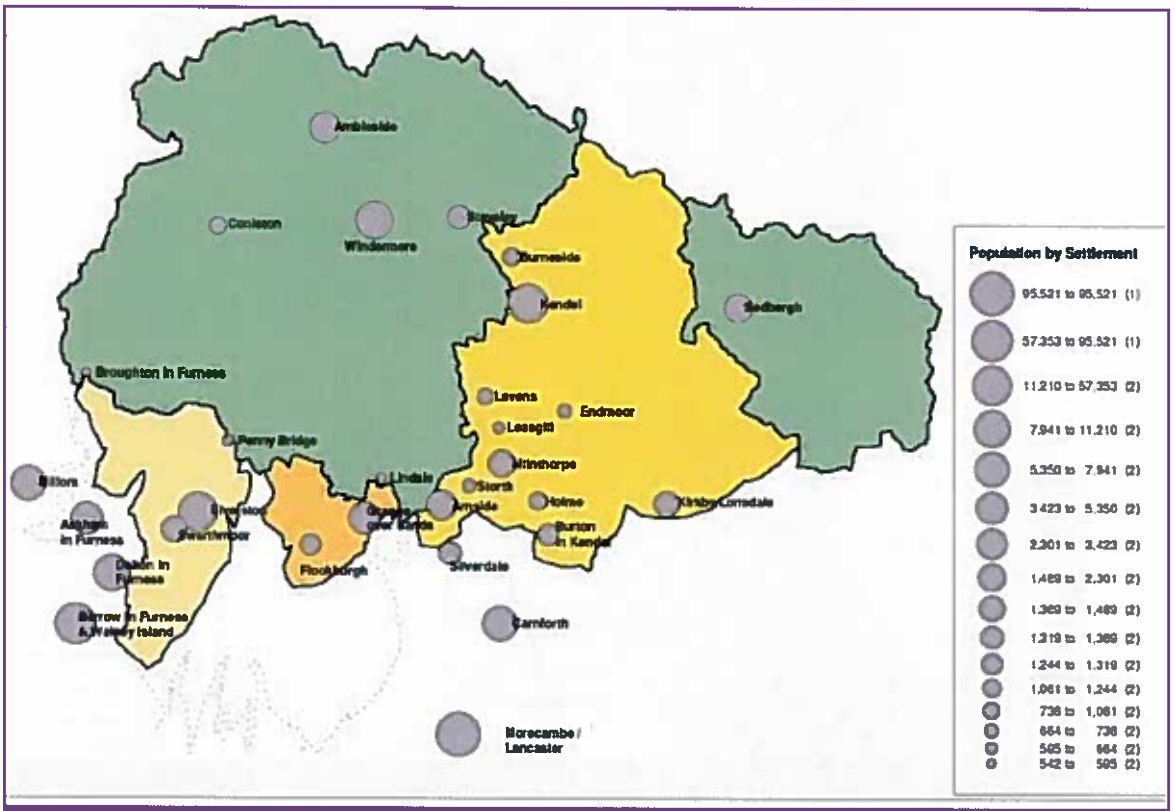


Figure 2 – Population density

The economy

1.8 South Lakeland has low unemployment compared to other authorities in Cumbria. Business survival rates are high. Kendal College and the newly formed University of Cumbria, which has a number of sites across Cumbria (but not within the area), provide further and higher education for local residents.

1.9 The area also provides economic opportunities for communities in the neighbouring National Parks, where there are more constraints on development. Kendal and Ulverston in particular are well located to cater for the needs of a large number of residents within the Lake District National Park without them having to travel long distances to work.

1.10 Tourism is successful, but many jobs in the sector have relatively low pay. Young people who leave the area for higher education often do not return. Those residents who are well-qualified commonly have to travel outside the district for work. Travel-to-work patterns show that more people travel out of South Lakeland than into South Lakeland for employment – with workers commuting as far as Manchester and Warrington.

1.11 The number of young people leaving the area, together with the heavy reliance on tourism, causes communities to become unbalanced. Regeneration becomes more difficult.

1.12 Some communities in South Lakeland face other, specific economic challenges. Ulverston is having to adapt to the changing business plans of major employers such as GlaxoSmithKline. The area is also affected by wider economic restructuring across west Cumbria. Manufacturing has declined and large-scale nuclear decommissioning is coming to an end although new nuclear plants could be built on the west coast and new shipbuilding orders could create large numbers of jobs in Barrow. The town has been made a regeneration priority area, which means it will be a focus of investment in the north west of England. That could create a demand for new houses – and therefore construction jobs – in places such as Ulverston.

1.13 While the economy of Kendal appears relatively buoyant, there are relatively few new firms starting up and the town lacks suitable sites for new business. Shopping in the town centre will be crucial to Kendal's future, but congestion at peak-times remains a problem. Vacancy rates are increasing.

1.14 Elsewhere, changes to farming practices and lessons learned from the foot-and-mouth crisis have highlighted the need to diversify the rural economy. The recently launched Cumbria Fells and Dales Rural Development Programme will be delivering £8m-worth of funding for a range of activities aimed at assisting farmers, foresters, small rural businesses and rural communities in mid and south Cumbria. The programme will run until 2013. Activities will include grants, training and information provision, supporting farm diversification, advisory services and business creation and development.

1.15 Cumbria as a whole suffers from strategic challenges to economic growth. It is relatively remote from the main economic drivers in the north west – Manchester and Liverpool. The lack of highly-skilled labour limits the appeal of the county to some employers. Over recent years, Cumbria has experienced the slowest growth rate of all UK sub-regions but the recent Cumbria Economic Strategy points at signs of recovery.

Housing

1.16 The Regional Spatial Strategy (RSS), which provides a framework for planning across the entire north west, calls for 400 new homes each year from 2003-2021 within the Core Strategy area. It also states that for the purpose of producing Local Development Frameworks, local planning authorities should assume that the average annual requirement will continue for a limited period beyond 2021. This target is based on population forecasts for the area and expected changes in household composition. It represents a significant increase from previous years, and equates to 8800 dwellings between 2003 and the end of the Core Strategy (2025).

1.17 The popularity of South Lakeland as a place to retire, or in which to buy a second home, has pushed house prices well above the average for Cumbria and the north west. That, combined with relatively low wages, means the district has a house-price-to-income ratio of 9:1. A typical home is now beyond the financial reach of a large proportion of local people.

1.18 The 2006 Housing Needs Survey, commissioned by the district council, looked at this issue and concluded that the area needed 416 affordable new homes every year for the following five years. Clearly, that is more than the total number of new homes envisaged in the Regional Spatial Strategy.

1.19 The greatest need is in the eastern parts of the district and Kendal. The levels of need in Cartmel Peninsula and Ulverston and Furness are noticeably lower, but still significant.

The environment

1.20 South Lakeland is characterised by a high-quality natural environment. The countryside is diverse, with inter-tidal salt marshes, rolling drumlin fields and high fells. The district is fortunate to include a section of the coastline of Morecambe Bay (which has multiple environmental designations) as well as part of the Arnside and Silverdale Area of Outstanding Natural Beauty.

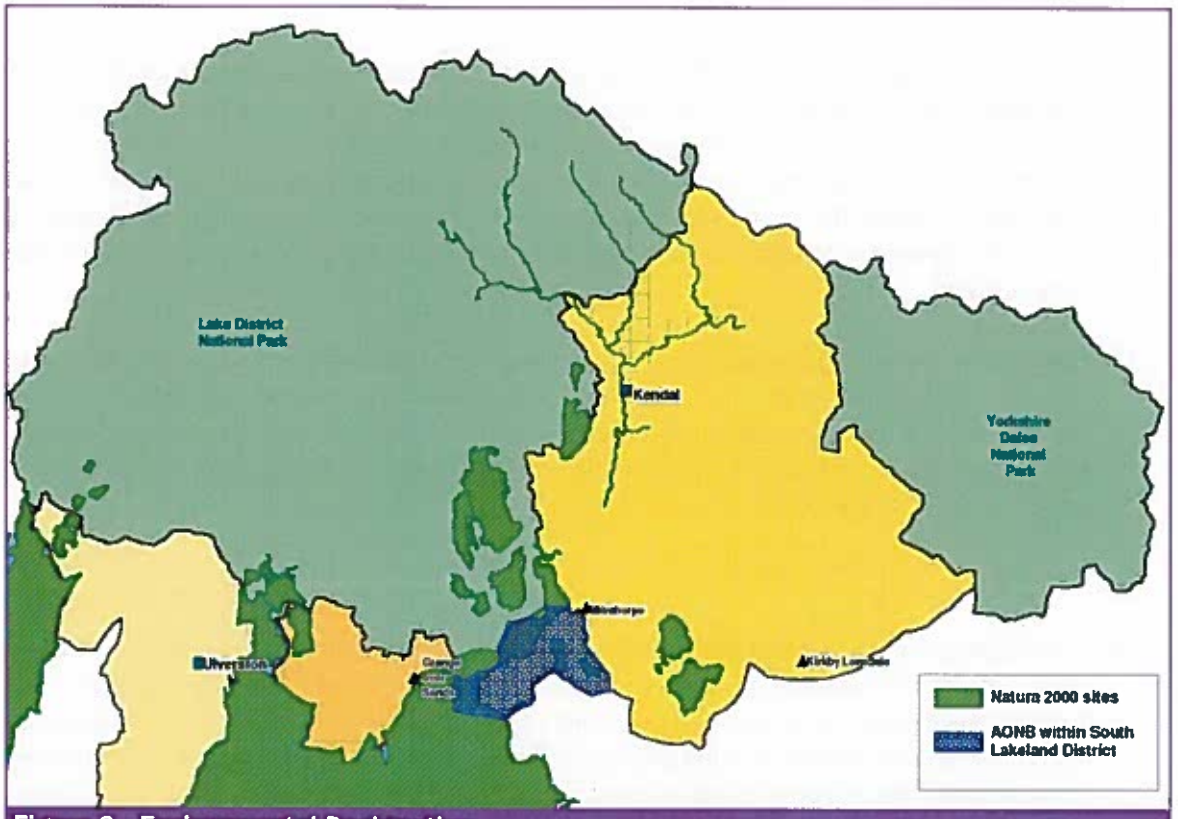


Figure 3 –Environmental Designation

1.21 The area contains a substantial number of places recognised for their biological or geological value, including all or part of seven sites of international importance. Much of the landscape is beautiful and rich in wildlife. The neighbouring Lake District National Park is a major tourist attraction for people around the world.

1.22 The historic environment is particularly distinctive and important with over 1,500 listed buildings and ten conservation areas, including two very large areas covering the historic cores of Kendal and Ulverston. The English Heritage register of heritage assets at risk (2008) includes seven entries for South Lakeland. The area has a rich local tradition of construction, with a number of distinctive architectural features found only or principally in this area, while the form and structure of a number of settlements is based on medieval components that still survive to shape the areas today.

1.23 Climate change is a threat to South Lakeland. There are significant areas of flood risk, particularly in Kendal, where the Rivers Kent and Mint flow through the town. A large number of towns and villages in the coastal zone are at risk from tidal flooding.

1.24 South Lakeland has a growing number of renewable energy installations, including large commercial wind-farms and smaller micro-generation schemes. There have been recent improvements in terms of reducing the amount of household waste and increasing recycling and composting rates. Waste that is not recycled or composted currently goes to landfill sites outside the district.

1.25 While the average air quality is high across South Lakeland, there is an identified Air Quality Management Area in Lowther Street in Kendal. The 2008 Local Transport Plan Progress report states that the problem is generally getting worse across the district. The number of poor air quality 'hot spots' where nitrogen dioxide levels are getting close to the allowed maximum in Kendal town centre has also increased, with the possibility of further air quality management zones being identified in the near future.

Accessibility

1.26 The east of the district – Kendal and the rural areas – in particular benefits from good accessibility to main national transport links. The M6 and the West Coast mainline railway cross the eastern part of the district, providing access to cities in the north west such as Preston, Manchester and Liverpool, as well as the key transport hub of Manchester Airport and places further afield such as Scotland and the south of England. There are also good links to the central part of the Lake District from the south and east of the area.

1.27 Carnforth, within the district of Lancaster, acts as a service centre for some of the villages in the south of South Lakeland such as Holme, Burton and Beetham. Lancaster University to the south of Lancaster is highly accessible. It is a valuable educational resource for residents and businesses in the district.

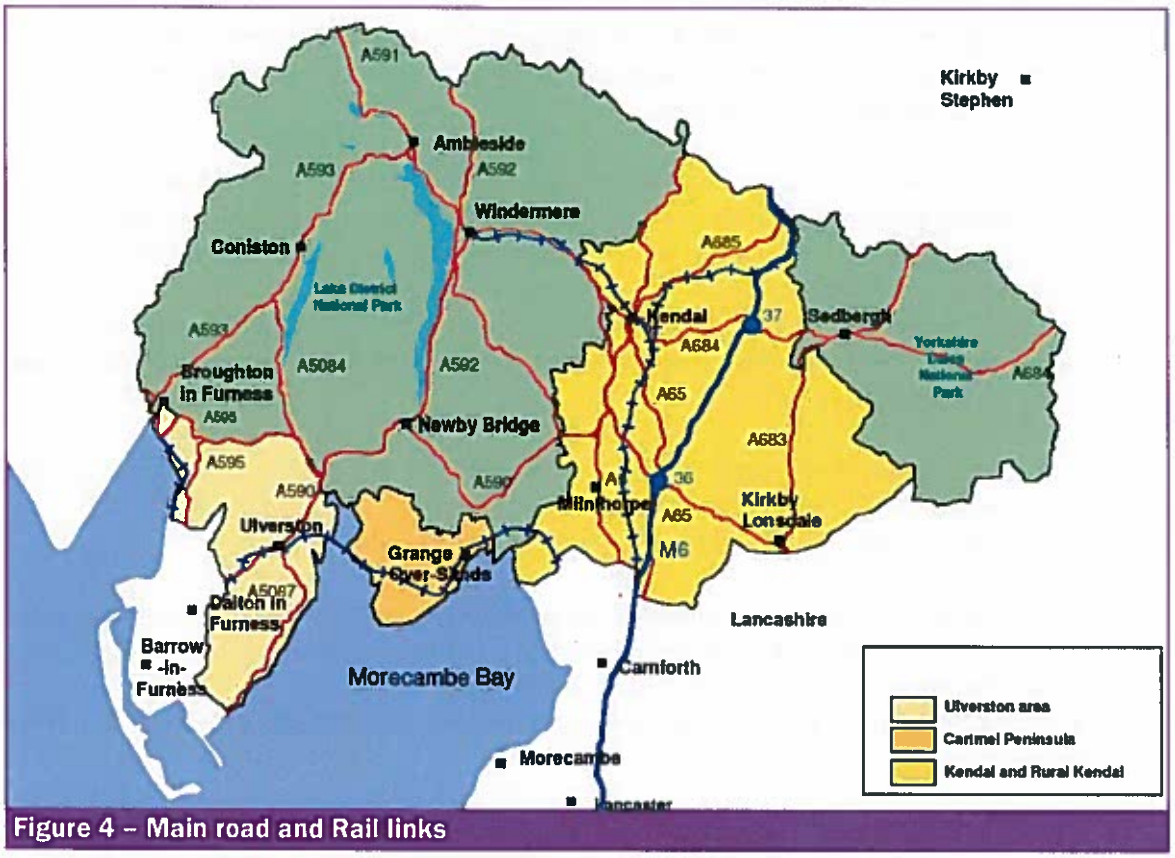


Figure 4 – Main road and Rail links

1.28 The A590 and Furness rail line provide key east-to-west routes for communities in the west of the district, but both need improvement.

1.29 Bus services are reasonable for parts of towns and larger villages in the district, but there is significantly less provision in rural areas. This makes access to jobs, services and education difficult, particularly for elderly and young residents, and those on low incomes. There is little or no public transport in the evenings, particularly in the more rural areas. That makes people highly dependent on their cars. Public transport needs to be provided in a more innovative and responsive way.

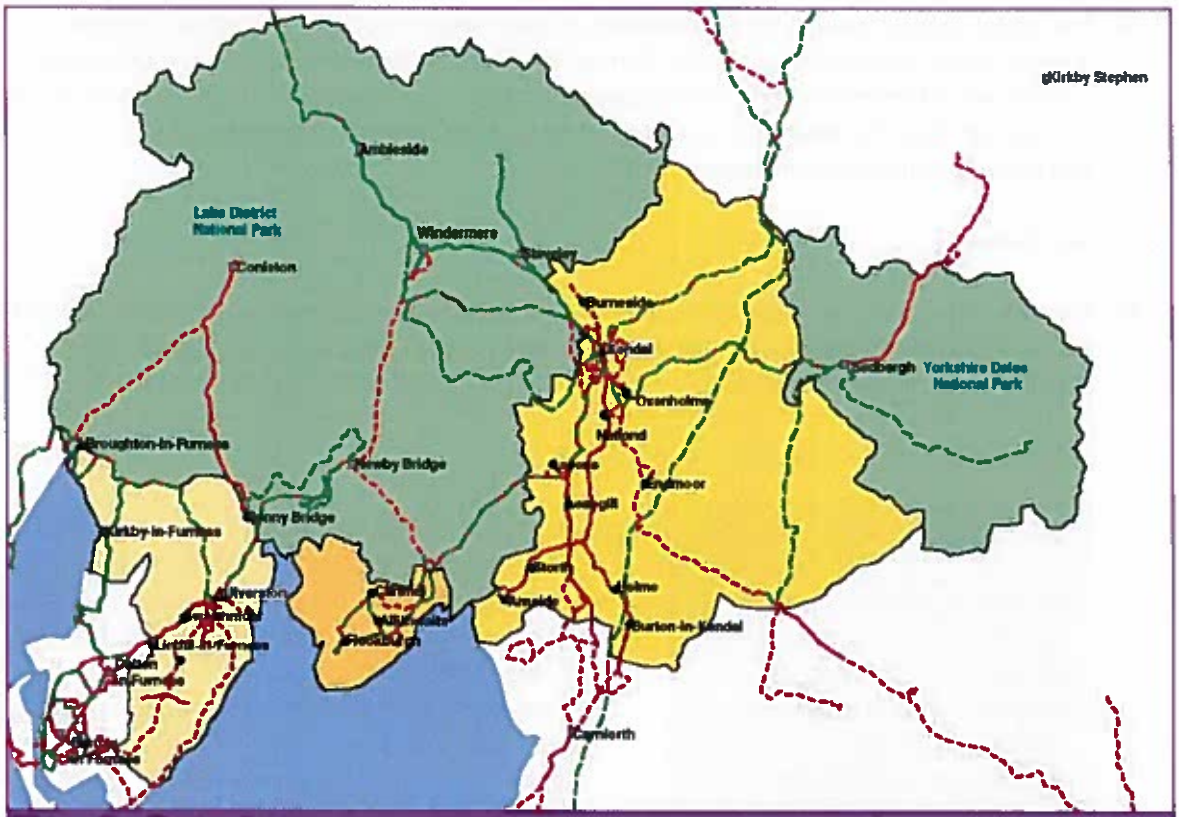


Figure 5 – Bus routes

Health and Wellbeing

1.30 On the whole, the population of South Lakeland enjoys good health. Life expectancy is among the highest in the country for both men and women. South Lakeland has low levels of crime and is a comparably safe district in which to live. It is one of the least deprived locations in the country.

1.31 Despite all this, within South Lakeland there are small pockets of relative deprivation, most notably in Ulverston, and there are issues around access to services in more remote rural areas. There are also some concerns regarding anti-social behaviour.

1.32 Although levels of health are good, there are significant pressures on and demand for health services in the district, including GP surgeries. This is made more acute by the ageing population and the fact the population as a whole is growing. Westmorland General Hospital provides only a minor injuries service. As a result, many patients have to travel to hospitals in Lancaster, Barrow or elsewhere for a more comprehensive range of elective and emergency healthcare services.

1.33 The district has a range of schools run by Cumbria County Council, including six secondary schools. While some are suffering from falling pupil numbers, others are over-subscribed and take in children from outside their catchment area.

1.34 The overall quality, quantity and accessibility of open space, sport and recreation facilities is good. South Lakeland also benefits from an extensive network of footpaths and bridleways – these are of particular importance because of the number of people who visit the area for walking and cycling. There is, however, a lack of allotments, informal facilities for teenagers and formal facilities for some sports.

Key Issues

1.35 The following are the key issues that emerge from the summary above. How the issues identified in the South Lakeland Sustainable Community Strategy relate to the key issues identified here is summarised in the boxes below.

- Growing the local economy in a sustainable way

Sustainable Community Strategy

"We need to grow the local economy in a sustainable way to create prosperity by supporting local businesses, providing more sites for new development to encourage the growth of indigenous businesses and attract inward investment to directly improve the number of better paid jobs with an aim of reducing the growing gap between earning and house prices."

1. The local economy needs to grow in a sustainable way by supporting local business development and attracting new investment into the area, thus reducing dependency on lower-paid sector jobs and high-level jobs in areas outside the district.
2. Supply of employment land needs to be more responsive to demand, including a significant increase in employment land in the Kendal area, to the benefit of the wider Cumbria economy.
3. We need to boost the vitality and viability of town centres, particularly by developing Kendal town centre as one of the focus areas for future retail growth and development in the region, contributing to the wider buoyancy of the economy.
4. Kendal College and the new University of Cumbria should be encouraged to expand.
5. Support must be given to diversify the rural economy.

- Providing housing to meet local need

Sustainable Community Strategy

"The most fundamental challenge for South Lakeland is to ensure local housing markets deliver a broad range of affordable housing including addressing the problems of affordability amongst buyers and renters along with meeting the particular housing needs of the 30,600 residents in South Lakeland who are over 60"

1. A key challenge is to achieve the appropriate scale and distribution of new housing in a way that is sympathetic to the local environment.
2. We need to ensure that local housing markets deliver a broad range of housing, including more housing that is affordable – to provide for local first-time buyers – and making provision for local occupancy housing to provide the option for local people to stay within the area where desired.
3. All new housing proposals should deliver a high standard of design.

- Protecting and enhancing the quality environment

Sustainable Community Strategy

"We need to manage our natural resources prudently... protect and nurture plant and animal life and protect and improve the man-made environment."

1. It is vital to protect the countryside for its intrinsic beauty, diversity and natural resources and for its ecological, geological, economic, agricultural, recreational and social value.
2. It is necessary to ensure that green infrastructure is upgraded and expanded in line with growth in housing and employment land.
3. The rich built heritage of the area has a significant cultural value that requires protecting and enhancing.
4. Opportunities should be taken to mitigate against and adapt to climate change including addressing flood risk, improving waste management, improving air quality, minimizing the use of non-renewable resources and increasing the proportion of energy derived from renewable or other more sustainable options.
5. Surface and groundwater need to be protected.

- Improving the accessibility of services

Sustainable Community Strategy

"Need to improve people's ability to access services. This may be by either better opportunity for travelling without using a car, to benefit the environment and to contribute to improving people's health. Or it may involve providing services in communities."

1. We need to determine the most sustainable location for new services to be provided, whilst allowing for the growth necessary to retain existing services and helping to enhance the viability of services in remoter rural areas.
2. It is necessary to deliver improvements to the public transport network, leading to reduced car dependency. This should include improvements to walking and cycling routes and other innovative schemes.
3. Connectivity between the east and west of the District should be improved, facilitating regeneration in the Ulverston and Furness area.

- Health and Wellbeing

Sustainable Community Strategy

"Young people have, in recent years, increasingly had to seek employment and higher education opportunities elsewhere. As a result, there is a fall in the number of young people in the District."

1. We need to ensure that grey infrastructure (i.e roads, sewers, energy distribution etc) and social infrastructure (health services, schools, community halls etc) are provided in a manner that responds to a growing and ageing population. This should include addressing pressures and demand on health services, whilst addressing imbalanced school provision.
2. Across the area, a network of open spaces and sport and recreation facilities, such as allotments and play areas, should be provided and protected.

South Lakeland tomorrow...

1.36 The Core Strategy sets out a planning vision for the area for the lifetime of the plan - up to 2025. It shares a similar vision to the Sustainable Community Strategy, which is to make South Lakeland the best place to live, work and visit. Reference to "the district" and "South Lakeland" relate to the LDF area, which excludes the two National Parks.

1.37 The following vision sets out what we would like to be able to say in 15 years' time about our area:

South Lakeland consists of inclusive, sustainable communities. The district has a more balanced population, with an increase in the proportion of children and young people, and people of all ages playing a full role in community life. New development has taken place in a manner that mitigates against and adapts to the cause and impacts of climate change.

A vibrant and thriving tourist sector continues to be an important part of the local economy, with improved modern facilities. The South Lakeland LDF area complements the tourist attractions within the Lakes District and Yorkshire Dales National Parks. However, there has been a step change in the district's economy, with a growing entrepreneurial culture, higher levels of business creation and the establishment of new knowledge-based industries. There is an increased range of skilled jobs in the district.

- Kendal, in particular, is making an important contribution to Cumbria's economy, having fully exploited the local competitive advantage brought by its good accessibility to the national road and rail infrastructure. It also helps to meet some of the employment needs of residents in the Lake District National Park.
- All sections of the community have access to opportunities for learning and training. An expanded Kendal College and the University of Cumbria offer comprehensive opportunities for further and higher education, vocational training and lifelong learning.
- Kendal town centre has enhanced its role as the main service centre in the district and has maintained its position in the sub-regional hierarchy. It offers a comprehensive range of shopping and other services, including leisure, in an attractive environment. Solutions to the traffic issues in Kendal, including congestion in the town centre, have been delivered. The centres of Ulverston, Grange-over-Sands, Milnthorpe and Kirkby Lonsdale offer specialist shopping and are successful visitor destinations. Further retail floor space has been provided in the centres of Ulverston, Grange and Milnthorpe, to enable them to fulfil their roles in the retail hierarchy.
- There is a more diverse economic base in the Ulverston and Furness area.
- A range of activities has been delivered aimed at boosting the rural economy through assisting farmers, foresters and small businesses.

There has been considerable progress towards achieving a balanced housing market. There is a range of good quality housing that people can afford. It offers choice and meets the requirements of all sectors of the community, including smaller dwellings for first-time buyers, family housing and housing for older people and people with special needs.

The district offers a superb high quality natural and built environment and is a prized location

to live in, work in and visit. The character of the district remains essentially rural, with towns and villages set in attractive countryside, including that of the Arnside and Silverdale Area of Outstanding Natural Beauty and the adjoining Lake District and Yorkshire Dales National Parks. Towns and villages have been kept distinct from one another by protecting important green gaps. The historic environment has been protected from harmful change, including listed buildings, buildings of local importance, conservation areas, schedules ancient monuments and historic parks and gardens.

Most new development has been concentrated in the Principal Service Centres of Kendal and Ulverston and, to a lesser extent, the Key Service Centres of Grange-over-Sands, Milnthorpe and Kirkby Lonsdale. These service centres are thriving, vibrant and prosperous and are the main centres of provision of services and employment for their hinterlands.

In South Lakeland's villages, planned and managed growth has taken place, ensuring that sufficient jobs and homes are provided for local people. The rural economy is more diverse, supporting local communities. Small-scale development to meet local need has consolidated and strengthened the role of Local Service Centres within the hinterland.

The A590 and Furness rail line, which provide access for communities in the west, have undergone substantial improvements, enhancing connectivity between the Principal Service Centres of Kendal and Ulverston (and thereafter Barrow). There has been significant investment in public transport and there is a greater level of service across the whole district, including targeted improvements in services to and from the Service Centres (including those Service Centres outside the district which serve parts of South Lakeland). This has resulted in a reduction in both the dependency on car usage and the amount of travelling outside the district on a daily basis.

... all of the housing in the district meets decent home, life-long and eco standards. There has been significant progress towards tackling the problem of homelessness...

... public transport services, along with other innovative transport schemes are attractive, reliable and affordable and target a range of passenger requirements. They are a positive component of the quality of life for residents and a key element of a high quality visitor experience. There is a safe and attractive network of pedestrian routes and cycleways .serving the town centres...

... where significant greenfield development is required it has been accommodated in a manner sensitive to the landscape setting of settlements and their relationship with the surrounding countryside and appropriate measures have been taken to protect against flood risk and to prevent any ecological harm...

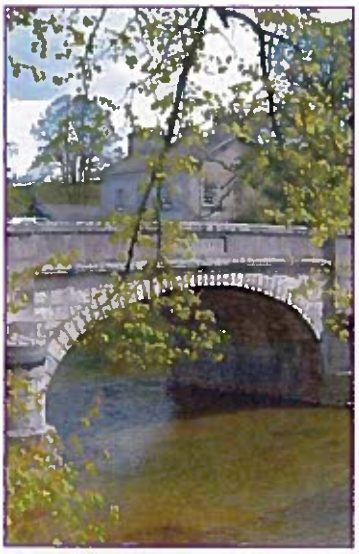
... although these settlements have grown, there is a network of green spaces maintained within them providing a link with the wider countryside. The centres are easily accessible by car, bus, cycle, foot and where relevant, rail...

1.38 In order to implement and deliver the LDF's vision, the following strategic objectives have been identified.

The Economy

We aim to deliver a step-change in the local economy and contribute towards the enhancement of the wider Cumbrian economy by:

- Making provision for a range of types and sizes of employment land to meet local need and promote new business creation across the plan area;
- Working with stakeholders and partners to create a cluster of knowledge-based industries to strengthen the local economy and meet sub-regional economic needs in Kendal;
- Ensuring that economic development in areas close to the National Parks benefits not only local residents but also communities within the parks;
- Enabling opportunities for economic development and regeneration to be brought forward in the Furness Peninsula and develop the area's potential for tourism;
- Supporting diversification of the agricultural and wider rural economy, including allowing small-scale economic development in rural settlements outside service centres;
- Promoting the vitality and viability of town and local centres through addressing obstacles to growth (such as town centre congestion in Kendal) and working with partners to reduce vacancy levels;
- Supporting the development of further and higher education in the district, in particular the University of Cumbria and Kendal College, and the provision of training and life-long learning;
- Developing stronger relationships between local businesses and local education establishments;
- Using developer contributions to support sustainable employee travel to and from work and also to provide recruitment and training to ensure that the benefits of economic development are targeted at local residents;
- Supporting the development of the low carbon economy.



Housing

We aim to achieve a balanced housing market by:

- Securing the provision of a range of housing types and sizes to meet the needs of all sectors of the community;
- Ensuring that the scale and type of housing in the Furness peninsula helps to support regeneration in Barrow-in-Furness;
- Ensuring that housing developments are required to make provision for an element of affordable housing;
- Continuing to work with partners to maximise the provision of publicly-funded affordable housing;
- Requiring some new housing developments to make provision for local occupancy housing;
- Optimising the sustainability of the housing stock;
- Requiring new developments to respect and be sympathetic to the character of the locality, enhance the existing built environment and create a "sense of place".

The Environment

We aim to protect the unique character of the District by:

- Helping to mitigate against and adapt to the cause and impacts of climate change;
- Promoting prudent use of resources, minimising the generation of waste, promoting recycling and mitigating against the effects of air, water and soil pollution, noise, smells and fumes, and making adequate provision for contamination mitigation;
- Minimising the risk of flooding;
- Reviewing green gaps between individual settlements in order to ensure that they are kept distinct and maintain their individual character;
- Limiting development in rural settlements outside service centres and protecting the countryside from inappropriate development;
- Providing a coordinated network of green infrastructure;
- Ensuring that new development safeguards and enhances the natural and built environment, notably the Natura 2000 sites within the area such as Morecambe Bay;
- Protect the historic environment from harmful change, including listed buildings, buildings of local importance, conservation areas, scheduled ancient monuments and historic parks and gardens. Undertaking a programme of conservation area appraisals and management plans together with potentially designating new conservation areas
- Increase the resilience of ecosystem services (the processes by which the environment produces resources utilised by humans) by protecting against harm to biodiversity and taking opportunities to enhance and create ecologically-diverse habitats in all locations.

Accessibility

We aim to improve accessibility to services by:

- Concentrating development in the Principal Service Centres of Kendal and Ulverston, then in the other Key Service Centres of Grange-over-Sands, Kirkby Lonsdale and Milnthorpe, followed by a number of designated Local Service Centres throughout the rural hinterland;
- Working with partners to improve sustainable rural transport and maintain rural services, including between Local Service Centres and their rural hinterland and also links to nearby centres outside the District, such as Barrow and Carnforth;
- Focusing the majority of new development in locations that are accessible by a variety of modes of transport, particularly public transport, walking and cycling;
- Improving access across the district by supporting the development and enhancement of an integrated transport network, including footpaths and cycleways;
- Supporting improvements to rural accessibility and lobbying to improve broadband access in rural areas;
- Supporting essential road infrastructure improvements to accommodate development, most notably the A590 between the Principal Service Centres of Kendal and Ulverston;
- Considering the development of park-and-ride/park-and-stride sites and provision of improved coach parking in Kendal;
- Working with local communities to improve local services – supporting emerging Local Area Partnerships in order to deliver more tailored services at the neighbourhood level;
- Delivering an Access to Services Programme in partnership with other organisations.

Health and Wellbeing

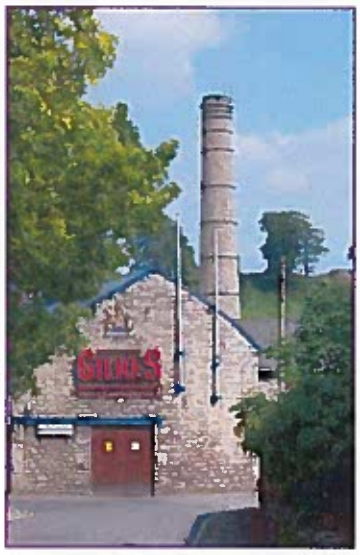
To improve health and wellbeing for all by

- Ensuring that all development is sustainable and makes prudent use of resources, so as not to compromise the wellbeing of future generations;
- Providing incentives for young people who have left the area to return – namely skilled jobs, training opportunities and a good spread of housing that meets their needs;
- Protecting and enhancing existing social and community infrastructure – such as education, health, cultural and leisure facilities – to improve community wellbeing in line with an understanding of predicted future needs and current gaps in infrastructure;
- Working with partners to deliver sport and recreation schemes, developing community facilities such as multi use games areas for young people and creating opportunities for healthier lifestyles;
- Supporting the Kendal Sports Village Project and the development of local sport facilities as a legacy of the 2012 Olympics;
- Working with partners to develop and deliver health and wellbeing initiatives, including working with the PCT to identify new sites for integrated health facilities;
- Working with partners to reduce the perception of anti-social behaviour and supporting projects including Together We Can/Street Safe;
- Support independent living for older and disabled people, including giving grants and assistance to adapt people's homes;
- Enhancing green infrastructure and providing a comprehensive network of high quality open spaces such as parks and gardens, natural green spaces and allotments.

Section 2 – The Development Strategy for South Lakeland

Ensuring sustainable development...

2.1 Central to the LDF and the Core Strategy is the principle of sustainable development. In simple terms, sustainability is "development which meets the needs of the present without compromising the ability of future generations to meet their own needs"[2]. Sustainable communities embody the principles of sustainable development. They do this by balancing and integrating the social, economic and environmental components of their community, meeting the needs of existing and future generations and respecting the needs of other communities in the wider area to make their own communities sustainable. This policy sets out the key objectives of sustainable communities in the South Lakeland LDF area. Development proposals will be expected to contribute towards these objectives.



2. World Commission on the Environment and Development (1987)

CS1.1 – Sustainable Development Principles

1. Opportunities must be taken to mitigate against and adapt to climate change including addressing flood risk, improving waste management, improving air quality, strengthening ecosystem services to enhance resilience of the natural environment, minimizing the use of non-renewable resources and increasing the proportion of energy derived from renewables or other more sustainable options;
2. It is vital to protect the countryside for its intrinsic beauty, diversity and natural resources and also for its ecological, geological, cultural and historical, economic, agricultural, recreational and social value;
3. There is a need to take account of and enhance landscape character and features particularly the AONB and coastal areas. The area's role as a setting for and gateway to the Lake District and Yorkshire Dales National Parks should be developed;
4. There is a need to safeguard the essential character and appearance of those buildings and sites that make a positive contribution to the special architectural or historic interest of the area, including the numerous conservation areas and listed buildings, whilst encouraging the appropriate re-use of buildings or sites which are causing harm;
5. It must be ensured that a high quality, localised and appropriate design is incorporated into all developments to retain distinctive character/sense of place and enhance the existing built environment;
6. Wherever possible, minimise the need to travel and provide a choice of sustainable transport modes for all sections of the community, including the provision of cycling and pedestrian infrastructure to encourage a shift in travel behaviour.
7. Most new developments should be directed to existing service centres where there is adequate service and infrastructure capacity to accommodate the required levels of development. Where necessary, ensure the provision of further physical, social and green infrastructure to support growth;
8. Development should accord with the sequential approach in DP4 of the RSS;
9. All developments should help to meet the diverse social and economic needs of our local communities, from more densely populated service centres down to the more remote rural areas;
10. Local housing markets must deliver a broad range of housing, including more that is affordable to help retain more young people in the area as well as meeting the particular needs of the large proportion of residents who are over 60;
11. There is a need to grow the local economy in a sustainable way, supporting the vitality and viability of service centres, fostering local business development and rural diversification and attracting new investment into the area, thus reducing dependency on lower-paid sector jobs and high level jobs in areas outside the district. Support for tourism, which is a key driver of the local economy, needs to be balanced with protecting and enhancing the attractiveness of the area.

Where will new development be located?

2.2 The determination of where and how much development takes place in the LDF will be essential in delivering sustainable development and sustainable communities. The development strategy will set out the broad approach to where development will be located within the area.

2.3 The Regional Spatial Strategy (RSS) does not dictate exactly where in the area development should go. However, it does state that the Council should identify a subset of towns and villages as Key Service Centres which act as service centres for surrounding areas, providing a range of services including retail, leisure, community, civic, health and education facilities and financial and professional services; and have good public transport links to surrounding towns and villages, or the potential for their development and enhancement.

2.4 It states that development in rural areas should be concentrated in these Key Service Centres and should be of a scale and nature appropriate to fulfil the needs of local communities in terms of housing, employment and services, and to enhance the quality of rural life.

2.5 The Regional Spatial Strategy also states that the Council should identify Local Service Centres that provide a more limited range of services to the local community, where small scale development will be permitted to help sustain local services, meet local needs, or support local businesses.

Primary National Policy Context

- PPS1 – Delivering Sustainable Development
- PPS7 – Sustainable Development in Rural Areas

Primary Regional and Sub Regional Policy Context

- RSS Policy RDF2 "Rural Areas"
- Cumbria Sub Regional Spatial Strategy

Local Context – Sustainable Community Strategy

"The Key Service Centres are the major drivers for the change that is promoted in this Community Strategy. The regeneration of Kendal in particular provides an opportunity for South Lakeland to be a significant economic driver for the whole of Cumbria whilst addressing economic decline specifically within the District".

2.6 The Regional Spatial Strategy says that, in places that are not Key or Local Service Centres, innovative and flexible solutions should be found to meet their particular development needs. These should be aimed at achieving more equitable access to housing, services, education, healthcare and employment. They should also create a more diverse economic base, whilst maintaining support for agriculture and tourism.

2.7 Based on the requirements of the Regional Spatial Strategy, a decision has to be made on:

- Which category different settlements in the District fall into (Key Service Centre, Local Service Centre, etc).
- How much development should be concentrated in the larger settlements in the District and how much in other areas.

CS1.2 – The Development Strategy

Development will be concentrated in the towns of Kendal and Ulverston, which are defined as Principal Service Centres; then in the Key Service Centres of Grange-over-Sands, Kirkby Lonsdale and Milnthorpe; followed by a number of designed Local Service Centres throughout the rural hinterland.

The following settlement hierarchy will be used in the Core Strategy:

Principal Service Centres	Kendal and Ulverston
Key Service Centres	Grange-over-Sands, Milnthorpe and Kirkby Lonsdale
Local Service Centres	Burneside, Oxenholme, Natland Swarthmoor, Allithwaite, Cartmel, Levens, Endmoor, Sandside/Storth, Holme, Arnside, Burton-in-Kendal, Flookburgh/Cark, Penny Bridge/Greenodd, Broughton-in-Furness, Kirkby-in-Furness and Great/Little Urswick
Smaller villages, hamlets and open countryside	

- Approximately 55% of new housing and employment development will be in the Principal Service Centres of Kendal and Ulverston, comprising 35% in Kendal and 20% in Ulverston.
- Approximately 13% of new housing and employment development will be in Key Service Centres of Milnthorpe, Kirkby Lonsdale and Grange-over-Sands.
- Approximately 21% of new housing and employment development will be in the network of Local Service Centres.
- Approximately 11% of new housing and employment development will be in the network of smaller villages and hamlets

In order to adapt to change circumstance the apportionment of development may need to be flexibly applied. Any changes to the apportionment will be clearly evidenced and monitoring through the Annual Monitoring Report.

The exact scale and level of development supported will be dependent on individual character, the impact on environmental capacity and infrastructure provision, and the desire to meet the need for affordable housing as locally as possible. As a minimum requirement provision should be made in each Service Centre for:

- A supply of new housing over the whole plan period;
- An appropriate supply of readily available employment land;
- A high level of transport accessibility.

The location of new development will avoid areas at risk of flooding in line with the requirements set out in national and regional policy.

Priority will be given to the reuse of existing buildings and previously developed land, with a target of ensuring that 50% of new development takes place on such sites.

Revised town and village development boundaries for the Principal, Key and Local Service Centres will be identified as part of the Allocations of Land DPD.

CS1.2 – The Development Strategy continued

No development boundaries will be identified for the smaller villages and hamlets. New small-scale infilling and rounding off development will be permitted outside the service centres, in order to satisfy local need across the numerous smaller villages and hamlets scattered across the district.

Exceptionally, new development will be permitted in the open countryside where it has an essential requirement for a rural location, is needed to sustain existing businesses, provides for exceptional needs for affordable housing, is an appropriate extension of an existing building or involves the appropriate change of use of an existing building (RDF2, RSS).

Why is the development strategy for South Lakeland appropriate?

2.8 In the Cumbria and Lake District Joint Structure Plan (2006), Kendal was identified as one of two large towns in the south and east of Cumbria (Penrith was the other). Ulverston was identified as one of four large towns in Furness and West Cumbria. The Regional Spatial Strategy demands only that the Core Strategy should define a subset of towns and villages as Key Service Centres (RDF2). However, local circumstances, supported by the approach in the recent Structure Plan, suggest that both Kendal and Ulverston need to be identified as larger Key Service Centres. For the purpose of this plan they are referred to as Principal Service Centres.

Key sources of local evidence:

- Key Service Centres – Roles and Functions (Cumbria and Lancaster) NWRA, 2006
- Accession accessibility modelling work (SLDC/CCC, 2009)
- The 2006 Cumbria and Lake District Joint Structure Plan

2.9 Along with Kendal and Ulverston, three other places – Milnthorpe, Kirkby Lonsdale and Grange-over-Sands – were identified in the Cumbria and Lake District Structure Plan as Key Service Centres outside the Lake District National Park. The justification for this classification was that the three places had:

- Good public transport links to outlying settlements;
- A primary school, secondary school, library, doctor's surgery and a town centre function providing at least a post office and 2,000 sq m of retail floorspace;
- A population of more than 1,500.

2.10 Whilst the new Regional Spatial Strategy has largely superseded the Structure Plan (a small number of policies remain in place), this justification for classifying Milnthorpe, Kirkby Lonsdale and Grange-over-Sands as Key Service Centres is still appropriate and has local support based on consultation feedback received at previous stages.

2.11 The Regional Spatial Strategy states that places designated as Local Service Centres should provide a "limited range of services to the local community". It seeks to build on their function as more sustainable, smaller settlements with new housing and employment development, as well as improving services and facilities to consolidate the role these centres play in the rural hinterland.

2.12 The classification is based on criteria that, where satisfied, should enable a community to become more sustainable, in particular by providing an alternative means of transport to the car to access services and facilities to meet everyday needs. Specifically, the criteria demand the presence of:

- A local shop (selling items to meet everyday needs);
- A primary school;
- 'Good' public transport links. (Accession™ modelling calculations have been used to assess accessibility by public transport to a GP, a hospital, a primary school, a secondary school, areas of employment and a major retail centre. This determines whether the settlements are within a 30-minute public transport journey of each destination type.)

2.13 At present 17 settlements fulfil these criteria, although this could change over the life of the plan as settlements gain or lose services and facilities and through improvements to public transport provision. In order to adapt to change circumstance the apportionment of development may need to be flexibly applied. For example, were a settlement to fulfil the criteria due to opening of a local shop, this would logically lead to a small increase in the amount of development in the LSCs and a consequential reduction in the amount in the smaller villages and hamlets. Any changes to the apportionment would need to be clearly evidenced and monitoring through the Annual Monitoring Report. A thorough review of the designated local centres will take place every five years (from the date of adoption).

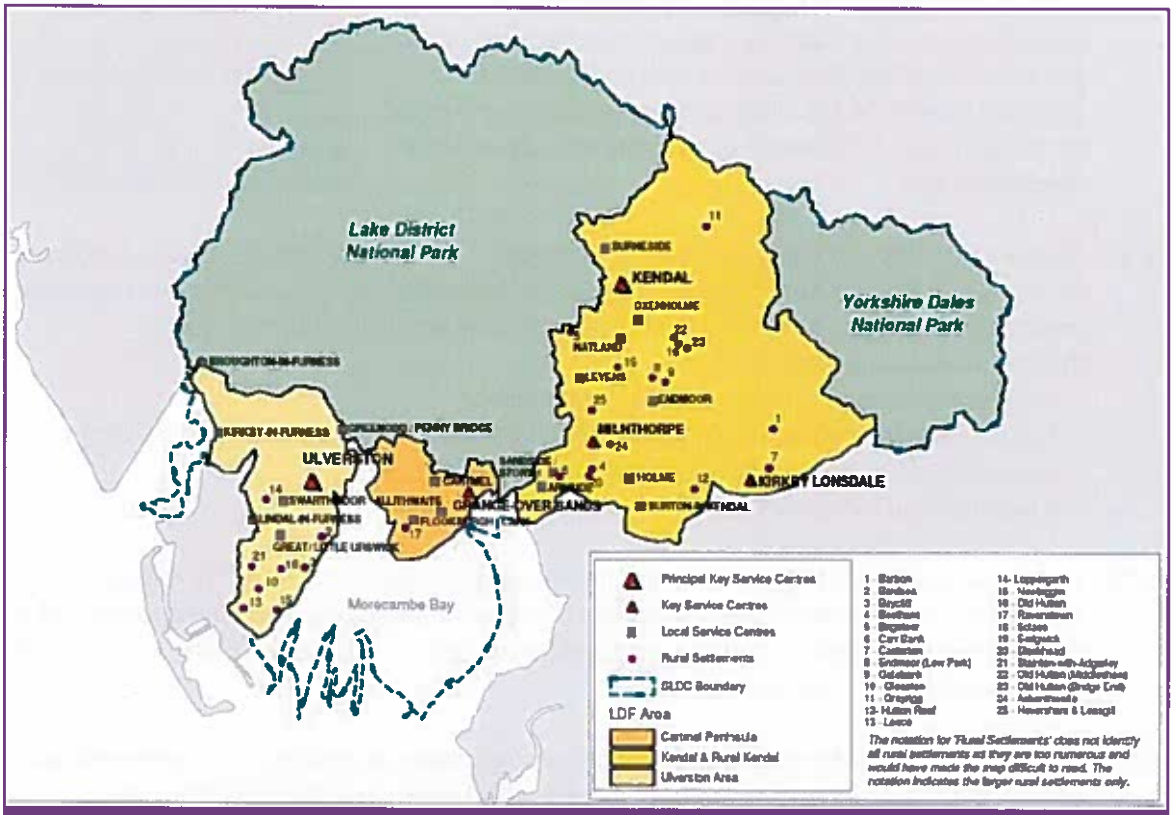


Figure 6 – Settlement Hierarchy

2.14 Broughton in Furness (which falls partly within the adjoining Lake District National Park planning authority area) has been included in the settlement hierarchy as a Local Service Centre because there is sufficient capacity to provide for anticipated growth within the area. The Council will work with the LDNPA in respect to the exact development needs in Broughton in Furness and regarding the future identification of land for development (in the Allocations of Land DPD). The Council will work closely with neighbouring authorities to agree the strategic approach to all local centres and settlements that fall on or around boundaries.

2.15 The other villages and hamlets in the plan area currently have more limited or no facilities. Often facilities are shared among groups of villages. Development in these areas will be limited to infill and rounding off, with the emphasis on meeting particular needs in a particular location. The open countryside comprises everywhere outside the built-up areas described above. This includes farmsteads and sporadic, small-scale groups of dwellings.

Sustainability appraisal

Main findings:

- This policy will focus new development in settlements where access to services, facilities and transport is greatest, taking into account both settlement capacity and local need. It provides the benefits of having basic services available across a range of settlements while centralised main services are available in larger settlements so there will be increased opportunities for people to walk to day-to-day services whilst other services will be accessible by sustainable forms of transport.

- This policy will help to ensure that local housing needs are met across the district by focusing development in Principal, Key and Local Service Centres but also allowing development in smaller settlements outside services centres. It will help to address issues of affordability as locally as possible.

- Focusing development in the main centres whilst also allowing appropriate levels of development across the hierarchy supports the retention of jobs by enabling existing businesses to expand and/or relocate. It also helps to create opportunities for new businesses to develop in both larger and smaller settlements.

- The approach set out in this policy will help to ensure that levels of development in particular settlements are appropriate to meet local needs in terms of housing and service/facility provision, in accordance with the environmental and infrastructure capacity of the area.

- Focusing development primarily in two main settlements and taking full account of the capacity of all settlements to bear further development should help to ensure that the impact on biodiversity and geodiversity is minimised, although care will need to be taken to ensure that this is the case.

- Any development is likely to increase demands on water resources and sewage infrastructure. This policy aims to ensure that development takes place in accordance with environmental capacity and the capacity of existing infrastructure provision.

2.16 The development strategy seeks to distribute development in a balanced way, focusing it in the larger, more accessible service centres while enabling enough development in the smaller settlements to meet identified local need. Concentrating new housing development in the Principal Service Centres and to a lesser extent the Key Service Centres that offer the greatest concentration of existing services and facilities, will mean that more people will have the potential to live closer to their place of work, shops and services. This should reduce the need to travel long distances, thereby stabilising traffic levels and congestion in the area.

2.17 A preference for a balanced distribution of development was initially expressed through feedback on an issues and options consultation exercise. A more detailed distribution of development, based on the principle of a balanced approach, was proposed during consultation of preferred options. This has now been slightly revised based on further consultation feedback.

2.18 Between the two Principal Service Centres, more development will be targeted at Kendal. This is for two key reasons. Firstly, there are higher levels of need for affordable housing in the east. Secondly, there is a demand for a significant increase in employment land in Kendal, to support the growth of the local economy and to support the role of Kendal town centre in the sub-region and region. The lower target for Ulverston reflects its current size and population and the need to focus development in the Furness Regeneration Area in Barrow. At the same time, sufficient housing must be delivered in Ulverston to support regeneration initiatives.

2.19 Approximately 13% of new development must take place in the Key Service Centres in order to make provision for a supply of new housing over the whole plan period, together with an appropriate supply of readily available employment land. New development will also support current services, including schools, libraries, doctors' surgeries and town/village centre functions. However, the size and role of the three Key Service Centres varies considerably.
The amount of land allocated in each Key Service Centre will have regard to: the capacity of existing services to accommodate development; critical thresholds for new service investment; the size, character and environmental capacity of the existing settlement; and the need to secure regeneration and/or investor confidence.

2.20 In order to deliver the development targets in the Principal, Key and Local Service Centres, it will be necessary to build on some greenfield sites in and around settlements during the course of the plan period. It is envisaged that the flexibility in the spatial strategy regarding development targets will help to protect the high quality environment in the District, ensuring that the levels of development in each settlement meet local needs without being excessive in the context of the local landscape capacity and broader environmental considerations such as flood risk.

2.21 The majority of the requirements for all types of infrastructure (e.g. school places, health provision, open space, transport, water supply, sewerage, flood prevention/mitigation) will be concentrated in the Principal Service Centres of Kendal and Ulverston and, to a lesser extent, in the Key Service Centres. The opportunity will be created to develop new – and sustain existing – facilities and infrastructure to serve new developments.

2.22 Outside the Principal and Key Service Centres, new development will support local services and the community's need for further development including rural regeneration and diversification and access to a reasonable choice of housing. Existing community assets will be protected with the provision of additional facilities (such as health and education facilities) that improve community wellbeing and are justified in the context of forecasting future need and the supporting infrastructure plan (see Appendix D).

2.23 Extensions to Local Service Centres will be pursued only when there is clear local need for development and significant environmental impacts can be avoided, and once previously development land has been utilised. The amount of development in each of the Local Service Centres will be dependent on the environmental capacity, existing size, role and infrastructure provision of the settlement, and supporting identified local need (utilising the findings of Parish Plans and Local Housing Needs Surveys). For indicative purposes, a grouped target of 21% for all of the Local Service Centres is supported, which will ensure that the amount of development in Local Service Centres is proportionately less than that of the Key Service Centres.

2.24 For the remaining rural areas, a limited amount of development will occur, supporting the social and economic viability of the communities living and working there, in line with the spatial strategy, whilst minimising the impact on the countryside. A small allowance (approximately 11% of the overall amount) is set aside for this purpose across the whole area, but each proposal must be considered on its individual merits (and it light of other policies within this strategy). No settlement boundaries will be delineated outside the Service Centres. New small-scale infilling and rounding off development will be permitted outside the service centres. In considering proposals, the Council will have regard to the following definitions:

- Infilling – building taking place on a vacant plot in an otherwise built-up street frontage.

- Rounding off – the completion of an incomplete group of buildings on land which is already partially developed, in such a way that will either complete the local road pattern or finally define and complete the boundaries of the group. Such rounding off should not:
  - Change or distort the character or tradition of the group or the settlement in any undesirable way;
  - Establish or give rise to the consolidation of ribbon development;
  - Extend the grouping in such a manner that, when the development has taken place, undeveloped areas remain or further land is opened up where pressure for development is likely to occur;
  - Cause undesirable backland development unrelated to a proper street layout;
  - Cause development which pre-empts the provision of public services or gives rise to demands for improvements or extension to services which may not be proposed at that time.

2.25 Overall, the proposed distribution of development across the network of settlements would see growth at a similar rate to that witnessed in the area since 1991. There will be slightly faster growth in the Principal Service Centres, but slower development in the Local Service Centres.

	Housing Stock 1991	Housing Stock 2009	Annualised Increase (1991-2009)	Housing Stock 2025 (Based on CS1.2, 6.1)	Annuallsed Increase (2009-25)
Principal Service Centres	14,949	18,977	224	23,161	262
Key Service Centres	3,244	4,347	61	5,353	63
Local Service Centres	8,030	10,279	125	11,817	96
All other areas	2,432	3,242	45	4,009	48
Total	28,655	36,845	455	44,340	469

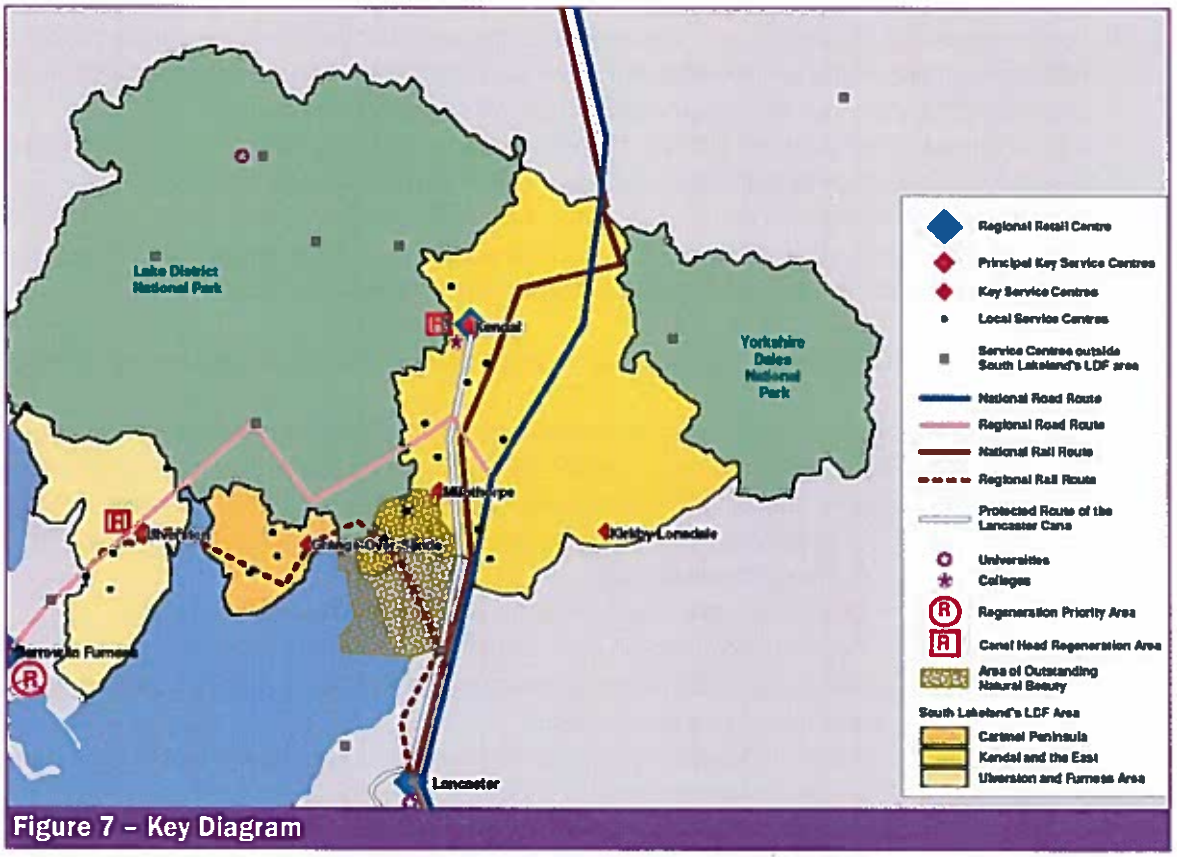


Figure 7 – Key Diagram

Area strategies

2.26 The preceding section of the document has explained the spatial strategy at the heart of this document and the fundamental sustainable development principles that underpin it.

2.27 The four area spatial strategies set out what we aim to achieve in each area of the district. These distinct areas were introduced in the initial "South Lakeland Today" section of this report and comprise:

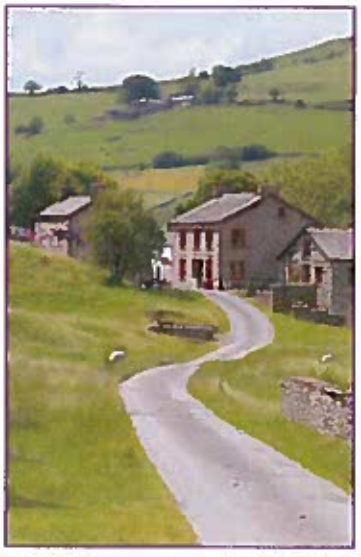
- Kendal;
- The East (including Milnthorpe and Kirkby Lonsdale);
- Ulverston and Furness;
- Cartmel Peninsula.

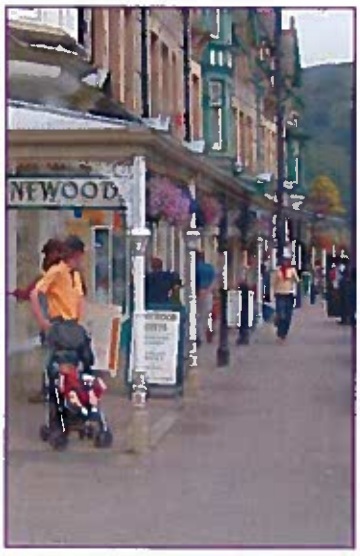
2.28 The strategies do not provide a definitive list of the proposals and projects; rather they give an overall approach for creating sustainable communities in each area.

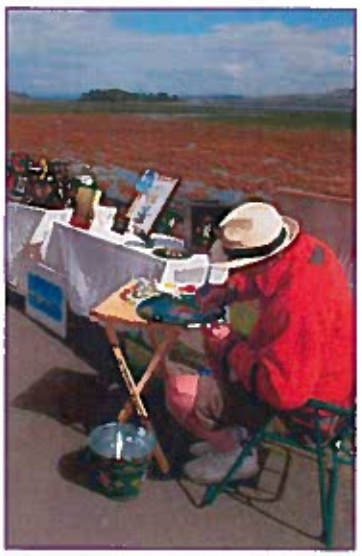
2.29 The delivery of these proposals will not necessarily be the responsibility of the District Council. Other groups and organisations will also be responsible for their delivery.

2.30 Many of the proposals will depend on securing sufficient resources and the support of landowners.

2.31 Appendix D sets out how the proposals identified in the strategies will be implemented.

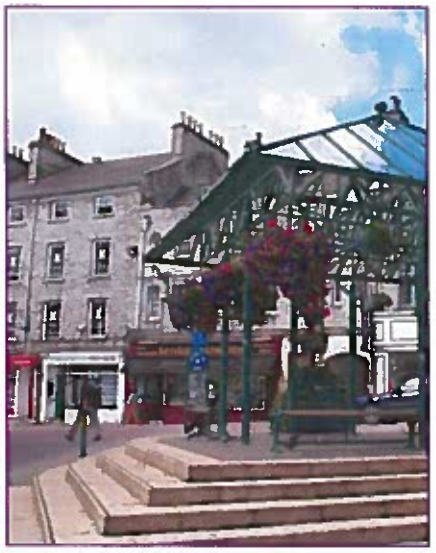






Section 3 – Spatial Strategy for Kendal

Kendal today...



3.1 Kendal is the largest settlement within South Lakeland, with a population in the region of 28,000. It is a very attractive, historic market town and Key Service Centre set in a high quality natural environment on the edge of the Lake District National Park, with good strategic road and rail links to the M6 and the West Coast mainline railway.

3.2 It is located in the broad valley of the River Kent just to the south east of the Lake District National Park. The A591 follows much of this boundary and links up to Windermere to the northwest. The West Coast mainline railway lies immediately to the eastern boundary of Kendal.

3.3 The settlements of Burneside, Natland and Oxenholme are located in very close proximity to Kendal.

The economy

3.4 The town offers an impressive range of independent and national businesses and facilities for residents and visitors. Kendal is the main market and shopping centre for a large area of South Cumbria. Shoppers are drawn from a catchment area stretching beyond South Lakeland to Kirkby Stephen and Ambleside in the north and the Arnside Silverdale area in the south. Tourist spending in the town also bolsters trade.

3.5 The town is an obvious focal point for employment and has a clear hinterland, with large numbers of employees travelling into Kendal from Morecambe, Lancaster, Windermere and Milnthorpe. Its strengths are clear – it has relatively good transportation links, including the M6 motorway and West Coast mainline railway.

3.6 However, the nature of employment provision is unbalanced. Employment in the town is biased towards hospitality, retail and other services. Kendal has lost a significant number of high-value jobs in financial services and manufacturing and has lagged behind in the development of knowledge-based employment that is necessary for the longer-term vitality for Kendal. Evidence confirms that there is an undersupply of readily available employment land in the Kendal area.

Regeneration

3.7 One of the most significant features south of Kendal is the northern end of the Lancaster Canal. The 'Northern Reaches' of the Lancaster to Kendal canal stretch from Tewitfield, South of Burton in Kendal, to Canal Head in Kendal, 14 miles away. They include: 52 structures spread along the whole route of the canal, most of which are Grade II listed monuments; 14 miles of tow path walks; and some surviving tunnels, aqueducts and locks. A significant opportunity exists to restore the canal and bring forward coordinated and complementary development within the area of the former canal head including improvements to the Kendal waterside, linkages to the town centre and the town's conservation area.

3.8 Numerous outstanding issues remain regarding the effects of the canal restoration and the possible negative impact on the River Kent, which is a Special Area of Conservation (SAC). The issue is being assessed and explored further among consultees and tested in the production of an Area Action Plan, with the potential for an alternative to the canal restoration that could be implemented if it is found that the ecological integrity of the River Kent SAC would be adversely affected by the canal restoration and that such effects could not be mitigated.

Housing

3.9 The Kendal housing market is robust and diverse, with a range of properties available to households. The current housing stock is in the region of 13,000 properties. There is a relatively high number of terraced homes and a lower number of detached homes when compared with the rest of the district.

3.10 Good access from the M6 motorway and mainline railway has led to a commuter market. Second home ownership is relatively low in the area, at just 2% of properties (lowest in the District).

3.11 The main issue for the Kendal housing market is the lack of affordable housing, which is compounded by the need for the town, as a Principal Service Centre, to meet some of the affordable needs of the residents of smaller settlements in the east of the District.

3.12 The affordable housing requirement in Kendal is currently 91 dwellings per annum. There is a particular need for smaller and social rented accommodation and a need for intermediate and locals-only housing.

The environment

3.13 The landscape surrounding the urban area of Kendal is diverse, with drumlin fields (mainly found to the north), low fells (mainly to the east), broad valleys and a small amount of open farmland and pavements (to the south and south west). The area immediately to the west of Kendal falls within the Lake District National Park area.

Primary Regional Policy Context

Policy W5 Retail Development
...Comparison retailing facilities should be enhanced and encouraged in the following centres (inc Kendal) to ensure a sustainable distribution of high quality retail facilities.

Policy W6 Tourism and the Visitor Economy
...Kendal as destination with emerging potential for heritage related tourism development, where tourism supports and compliments status as historic

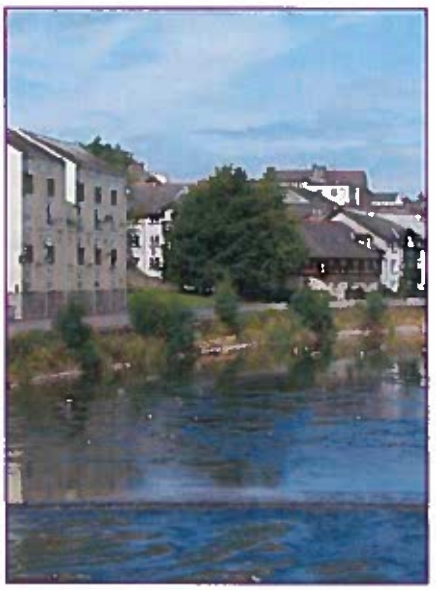
CNL1 Overall Spatial Policy for Cumbria
...Strategies should give priority to improving access to employment, services and education/training facilities on foot and by cycle, and by public transport, in Key Service Centres, especially Kendal.

CLN2 Sub Area Development Priorities for Cumbria
...Ensuring that the needs of local people in South & East Cumbria are met with a focus on securing inward investment and improving service provision within Kendal.

Local Context – Sustainable Community Strategy

The regeneration of Kendal in particular provides an opportunity for South Lakeland to be a significant economic driver for the whole of Cumbria whilst addressing economic decline specifically within the district.

3.14 The River Kent running through Kendal is designated as a Special Area for Conservation (SAC) and also as a SSSI (including its tributaries). Morecambe Bay Pavements SAC and Scout and Cunswick Scars SSSI are in close proximity to the west of Kendal.



3.15 Once regarded as a stronghold against Anglo Scottish raiders, the ruins of the medieval Kendal Castle survive today, together with at least two early bridges over the River Kent, while the distinctive street pattern, with extensive rear burgage plots, was probably laid out in the C13th. A small number of mediaeval buildings are preserved in the town along with many C17th and C18th houses, inns and shop premises. Locally quarried limestone was used for the majority of buildings and this, and the use of uncoloured renders and roughcasts, has helped Kendal to earn the nickname of "the auld grey town".

3.16 Significant growth in the C18th and early C19th was generally incorporated within the town centre, often within the former burgage plots, forming a distinctive system of enclosed rear yards, often with public through access. Only in the later C19th were extensive suburbs laid out with discrete areas of middle class and workers housing. The Kendal Conservation Area covers almost all of the pre-1900 developed land and is one of the largest designated areas in the country.

Accessibility

3.17 In Kendal, the school run, travel to work by car and tourist traffic are the major factors causing traffic queues at peak times. There is also a lack of car parking in Kendal to support the vitality of the town centre, as commuters take up a high proportion of existing provision.

3.18 In September 2008, Atkins were appointed by SLDC to undertake a Transport Assessment and parking study for future development in Kendal. The traffic modelling work showed that a number of junction approaches currently operate at capacity, or over capacity, in either the morning or evening peak periods. The Station Road roundabout, in particular, is a significant constraint that leads to long delays on Shap Road and Appleby Road.

3.19 Significant highway infrastructure improvements and lower traffic generation are necessary to support the level of housing and employment development proposed in the Core Strategy.

3.20 Detailed junction capacity assessments have been undertaken to assess whether junctions can be improved to mitigate any deterioration in traffic conditions resulting from additional traffic. This analysis identified junctions where the optimisation of signal timings or infrastructure improvements schemes could lessen the increase in traffic flows. Where it has not been possible to fully mitigate the impacts of development with physical interventions, an alternative development strategy has been proposed, including measures to encourage cycling, walking and use of public transport.

3.21 Public transport service provision to and from Kendal is good when compared with other settlements in the area. There are regular services throughout the day (excluding Sunday for some routes) to and from the other Principal and Key Service Centres in the District, and also to Barrow, Keswick, Lancaster, Carnforth and Penrith. Local services run to nearby Oxenholme and Burneside. Kendal train station is located on the Windermere Branch Railway Line, which runs through the town from Oxenholme in the south to Burneside in the north. Kendal is in close proximity to Oxenholme Station and mainline connections south and north. However, existing public transport provision within Kendal is poor in the evenings and Sundays and there is a need to invest in the frequency and availability of public transport within Kendal.

3.22 There are clear opportunities to develop greater cycling provision as Kendal is of such a size that journeys to work from anywhere within the town boundary are an ideal distance for cycle use. The local transport plan emphasises cycling provision in service centres, and the Kendal and District Cycle Scene (KDCS) is working extensively with SLDC and CCC in developing plans to expand the cycle network within the Kendal area to meet need. This has resulted in the Kendal Cycle Network Action Plan, which details a convenient cycle network for work, shopping, school and leisure. The plan outlines a pressing need for official cycle routes around the edge of Kendal, running from Nether Bridge to Miller Bridge and from the south end of the canal route to Natland.

Health and Wellbeing

3.23 There is a declared Air Quality Management Area in Kendal. Cumbria County Council and South Lakeland District Council have an agreed action plan to tackle air quality within the Management Area. In light of the current levels of car traffic in Kendal town centre it is likely that further Air Quality Management Areas will be designated in the near future.

3.24 Kendal is the area at greatest risk of flooding in the District, where the Rivers Kent and Mint flow through the town. It is estimated that over 391 properties could be affected by the 1% (probability of a flood once in 100 years) flood. Large parts of the town are now protected following several flood alleviation schemes. The earliest flood alleviation scheme in Kendal was completed in 1978, with further schemes established in 1989 and 2004. Further enhancement works at Mintsfeet were also carried out in 2006. The future sustainability of the area is reliant upon the long-term structural and operational integrity of these defences and the protection of the fluvial floodplain to the north of Kendal.

3.25 Kendal is generally well catered for in terms of open space, sport and recreation, with only minor gaps in provision. Evidence has identified demand for more allotments in Kendal. There is also a need to increase the capacity of playing pitch sites to meet current demand. The quality of open space, sport and recreation facilities is generally good – Kendal Castle Hill Park has achieved Green Flag Status and Green Heritage Status for three consecutive years and other parks, such as Abbot Hall and Sizergh Castle, are also high quality. Natural and semi-natural open spaces at Scout Scar and Serpentine Woods are candidates for consideration as future Local Nature Reserves.

3.26 There is a Household Waste Recycling Centre at Canal Head in Kendal.

3.27 The nearest hospital for local residents is the Westmorland General Hospital, which lies just to the south of Kendal. The University Hospitals of Morecambe Bay NHS Trust are working with Cumbria PCT to ensure that a large investment is made to improve wards at the hospital, including the new GP-led Langdale Unit. The number of operations carried out in Kendal has increased year on year, even though there are fewer beds. The hospital is actively pursuing a business case that could see radiotherapy and other walk-in cancer services offered in the town. (Patients living with cancer currently have to travel for up to an hour and a half to Preston or to Manchester for treatment).

3.28 The Brewery Arts Centre has ambitious long-term proposals for a creative industries campus in the town that would involve Kendal College and the University of Cumbria and could lead to new galleries, classrooms/auditoriums, cinemas and outdoor performance.

3.29 Increases in housing and employment land will put pressure on the existing sewage network and wastewater treatment works in Kendal. The Environment Agency has highlighted two areas where there are sewer capacity issues: Kentrigg Walk and Steeles Row, Burneside. In addition it has concerns about the capacity of the Waste Water Treatment Works, located to the south of Kendal. A lack of sewage capacity at these locations may increase the incidence of sewage discharge to the River Kent and have an adverse affect on the specifies for which the river is designated a SAC. Measures are needed to avoid/mitigate these adverse effects and protect the health and wellbeing of local people.

Key issues...

3.30 The area strategy for Kendal aims to address the following challenges/key issues:

- Developing new housing to meet the needs and aspirations of the local community (as with the rest of the district, housing affordability is a key issue).
- Ensuring further infrastructure provision, addressing sewer capacity issues and capacity of the Waste Water Treatment Works, with consequent implications for the phasing of new housing and other development until known issues are resolved.
- Delivering significant improvements to the transport infrastructure in line with the findings of the detailed Transport Assessment and Parking Study.
- Improving accessibility to and around the town centre, including improvements to the cycle and pedestrian network.
- Diversifying employment opportunities, whilst maintaining/increasing strength in the tourism sector, and increasing the supply of employment land.
- Supporting the development of tertiary education, including the possibility of a creative industries campus at the Brewery Arts Centre.
- Mitigating against flood risk and improving air quality at pollution hotspots.
- Safeguarding and enhancing the historic assets of the town.
- Strengthening the retail role of the town centre in the sub region.
- Safeguarding and enhancing the quality of the natural environment, including the SACs/SSSIs.
- Supporting proposals for Kendal Sport Village, and improving open space, sport and recreation provision (including further provision of allotments).
- Supporting the regeneration of Kendal Canal Head and potential relocation of the household waste recycling centre.

Kendal tomorrow...

By 2025, Kendal has affirmed its position as one of two Principal Service Centres in the District. It provides a wide range of services and employment opportunities serving local residents, the wider district and beyond and makes a positive contribution to Cumbria's economy.

The provision of significant employment land has ensured a better representation across all occupation groups and employment sectors, including the provision of a cluster of knowledge-based employment opportunities. The development of tertiary education has been supported.

Kendal has been the main focus for new housing, helping to meet local need within the town and the wider south/east areas of the district, which have made housing more affordable for local people and helped to retain a greater number of young people.

Significant new housing and employment development has been incorporated in a way that is sensitive to the local landscape characteristics and the historic assets within the town, avoiding development in the areas most susceptible to flood risk. The ecological value of habitats, including both designated sites such as the River Kent and its tributaries, Morecambe Bay Pavements and Scout and Cunswick Scar SSSI, has been recognised and respected as new development has taken place and opportunities for habitat creation and restoration have been taken wherever possible.

The vitality and viability of the town centre has been enhanced, with new retail and commercial developments within the town centre and the development of Kirkland and Highgate for art and craft businesses. A solution to traffic issues in the town centre has been found, with no increase in congestion in the town centre as future development has taken place. There has been active take up of travel plans, improvements to public transport within Kendal and development of pedestrian and cycling linkages:

- Between the main attractions in Kendal including the K Village Outlet Shopping, Abbot Hall Museum, town centre shopping areas and the Kendal Canal Head area.
- Through the town and along the River Kent, linking residential areas with new employment, the town centre and other facilities and attractions.

The functional relationships between Kendal and its immediate surrounding settlements of Natland, Oxenholme and Burneside have been strengthened, with a number of improvements to the connectivity between the areas. At the same time, their individual character has been protected through the retention and protection of a series of green gaps.

Kendal Canal Head has been regenerated, delivering a new commercial sector, with a cluster of knowledge-based industries and other canal-based developments complementing and linking with the town centre.

Improvements to open space, sport and recreation provision (including further provision of allotments) have been achieved, including the development of a Sports Village, with a range of sporting facilities serving local residents.

How we will get there...

CS2 – Kendal area strategy

Kendal will be developed as a Principal Service Centre. The Council and its partners aim to:

Regeneration

- Designate a regeneration area at the former Kendal Canal Head Area to be delivered through the preparation of an Area Action Plan (AAP).

Housing

- Make provision for 3,080 new residential dwellings between 2003 and 2025, prioritising previously developed land and sites within the urban area.
- Seek to ensure that 35% of new housing delivered within Kendal meets identified need for affordable housing and that at least 60% of affordable housing is social rented based on local need.

Economy

- Accommodate in the region of 21 hectares of employment development between 2010 and 2025.
- Promote the role of Kendal town centre as the principal town centre for shopping, businesses, services, leisure and community facilities by enhancing the environment and streetscapes and improving traffic arrangements.
- Deliver improvements to Kendal College and support the expansion of Cumbria University.
- Support the development of a cluster of knowledge-based industries in the Kendal area.
- Improve and expand tourism and leisure opportunities in Kendal, taking advantage of its location as a gateway to the Lake District National Park and close proximity to national road and rail connections.
- Support proposals focusing on renewable technology.

Access

- Implement the development and mitigation strategy proposed in the Kendal Transport Assessment, including:
  - Informing the location of site allocations for housing and employment land;
  - Individual junction improvements and signal optimisation;
  - Continued and increased encouragement of sustainable travel, including local shuttle services and more regular bus services using developer contributions;
  - Ensuring that all new significant development draw up a residential or workplace Travel Plan;
  - Travel Smart Programmes (information on public transport, walking and cycling, along with improvements to existing facilities);
  - Supporting a large number of changes to provision and management of car parks.
- Safeguard and improve rail access and the existing railway station at Kendal.
- Improve accessibility to and within the town centre for non car users and those with mobility problems, including improvements to footpaths and cycle routes.
- Improve public transport access to Ulverston and other Key Service Centres in the District and beyond (such as to Windermere/Ambleside, Sedbergh and Kirkby Stephen).

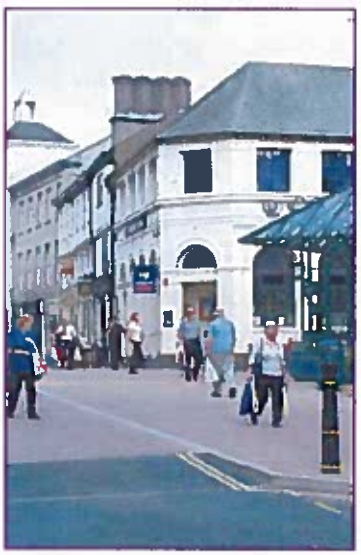
CS2 – Kendal area strategy continued

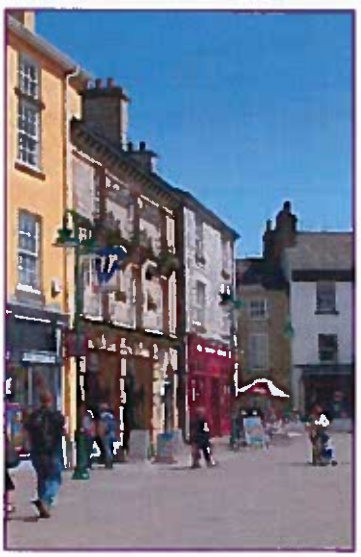
Environment

- Safeguard and enhance buildings, sites and areas of heritage and cultural importance utilising the findings of the Kendal Conservation Area Character Appraisal and Management Plan.
- Provide continued support to the Conservation Area Grant scheme and continuing to fund, in partnership with others, the cost of environmental enhancement with the conservation area.
- Improve local green infrastructure, including parks, green spaces and allotments.
- Designate (as required) a series of green gaps to prevent the coalescence of individual settlements and thereby protect their individual character and setting.
- Ensure greenfield development is sympathetic to the landscape character of Kendal and to the historic character and setting of Kendal and may also need to address archaeological impacts
- Ensure that new development safeguards and enhances the natural environment and local biodiversity – notably the SSSIs and SACs within the area, including the River Kent and its tributaries – and opportunities are taken to create new habitats.
- Minimise both air pollution and the risk of flooding.

Health and Wellbeing (Sustainable Communities)

- Maintain and, where necessary, enhance sports and community facilities, including supporting the principle for a Sport Village in Kendal.
- Make further provision for infrastructure in line with identified need, including:
  - Until sewage capacity problems at Kentrigg Walk and Steeles Row, Burneside are resolved, no further development should take place above these sewer bottlenecks that add additional flow to the sewer;
  - Need for new waste-water treatment infrastructure.





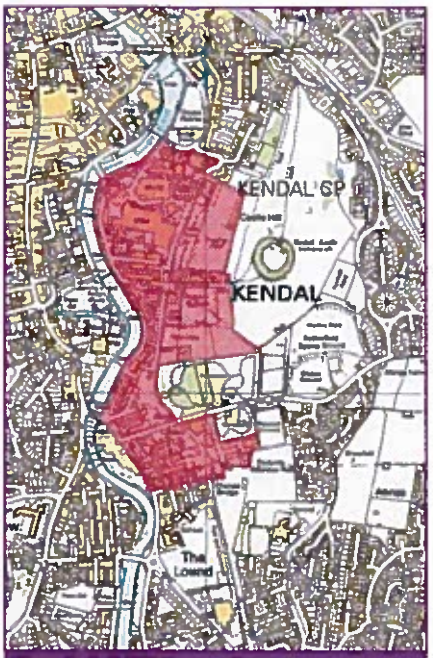
Justification

Regeneration

3.31 A significant opportunity exists to bring forward coordinated and complementary development within the former canal head area, including improvements to Kendal's riverside, linkages to the town centre and the town's conservation area.

3.32 The regeneration of the former Kendal canal head area will be delivered through the preparation of an Area Action Plan (AAP). This will explore:

- ways to bring about the possible restoration of the former canal,
- the delivery of a new commercial sector to include a cluster of knowledge-based industries
- other canal-based developments complementing and linking with the town centre.
- ways to deliver a substantial element of new housing that would make a significant contribution towards the Council's achievement of targets for development on previously developed land.



Kendal AAP boundary

Housing

3.33 35% of the District's overall housing requirement (see CS1.2) equates to 3,080 dwellings between 2003 and 2025 or 140 dwellings per annum.

3.34 Based on the findings of the 2006 housing needs study, 65% of annual additional dwellings should be affordable in order to fully address the current levels of need (91 dwellings out of 140 per annum). However, targets for affordable housing must also consider the likely viability of schemes to ensure that they are deliverable.

3.35 A specific study has been completed to consider the viability of affordable housing contributions. In light of the findings of the viability study, the Core Strategy seeks to ensure that 35% of housing delivered in the Kendal area should be affordable.

Key Sources of evidence:

- Kendal Economic Regeneration Action Plan
- Strategic Housing Land Availability Assessment/Employment and Housing Land Search Study
- SLDC Housing Needs Study
- NWDA Knowledge Based Industries Study
- Employment Land and Premises Study
- Kendal Local Transport Plan
- Kendal Parking Study and Transport Assessment
- Strategic Flood Risk Assessment
- SLDC Open Space Assessment
- SLDC Viability Study

3.36 The 2006 District Wide Needs Survey identifies the percentage split between those people that could reasonably afford intermediate housing options to those who would definitely require social rented. The findings suggest that least 60% of affordable housing should be for social rented based on local need. Further information on contributions towards affordable housing is contained with CS6.3 Housing.

The economy

3.37 The local economy suffers from a dominance of low paid jobs. Kendal has an important role in initiating a step change towards a higher value economy. As recognised by the NWDA, the Kendal area offers the best opportunity for developing knowledge-based industries to assist the economy not only of South Lakeland but also of Cumbria due to its excellent road and rail connections and proximity to higher education establishments, including Cumbria University and Lancaster University.

3.38 The 2005 South Lakeland Employment Land and Premises Study outlined the need for approximately 4 hectares of employment land per annum. Based on targeting 35% of development to Kendal (see CS1.2), in the region of 21 hectares of employment land would be required over the next 15 years.

3.39 The Kendal Economic Regeneration Action Plan recognises the importance of a thriving town centre to the success of the wider Kendal/east Cumbrian economy in terms of employment, wealth creation and services and facilities for residents and visitors. To fulfil its role as the Principal Town Centre in the area, there is a requirement for an integrated approach that promotes a series of related projects that will complement its current availability of shops and foster new opportunities for retail investment within the existing centre. There is an opportunity for the Kirkland and Highgate regions of the town centre to develop a specialism in art and craft related businesses, linking with the Abbot Hall Museum and providing a vibrant link with the new K Village retail development.

Accessibility

3.40 A key challenge of the strategy is to achieve the housing and employment development targets for Kendal whilst also improving accessibility to and around the town centre, in light of well-established constraints in the Local Transport Plan.

3.41 The Kendal Transport Assessment has suggested that certain highway infrastructure improvements are essential to the delivery of housing and employment land over the LDF period. Traffic light timings should be optimised, either by way of signal controller programmes or through manual timing updates undertaken by signal engineers (Cumbria County Council). However, due to limitations of existing highways land and neighbouring properties, it is not possible to make improvements at many junctions.

3.42 The traffic model demonstrates that the majority of journeys are internal to Kendal (the 2008 base year trip matrix has around three quarters of trips having both an origin and destination within Kendal) and as a consequence it is recommended that greater emphasis is placed on encouraging walking and cycling, and improving the frequency of bus services through developer contributions. At present the frequency of services is inadequate to encourage a modal shift. As such, developer contributions to improve the frequency of bus services to every 15-20 minutes is a key requirement to limit future congestion in the town. The Kendal Parking Study also recommends a large number of changes to the provision and management of parking in Kendal.

3.43 The modelling shows where possible further development sites would have the greatest impact on congested junctions – namely land to the north of Kendal (around Shap Road Industrial Estate, land off Appleby Road, west of Burneside Road) and to the west of Kendal (around Stonebank Green). The results of the modelling regarding the impact of development in different locations will be used to inform the Allocations of Land DPD.

Environment

3.44 The conservation area character appraisal prepared for Kendal categorises the specific contribution made by individual buildings, sites and spaces to the special architectural and historic interest of the area and identifies those buildings that are worthy of preservation and those that have a detrimental affect. There is a need to safeguard the essential character and appearance of those buildings and sites that are identified in the Kendal Conservation Area Character Appraisal as making a positive contribution to the special interest of the area, whilst utilising those buildings or sites identified as causing harm for potential new development, where the design of any new buildings can be shown to enhance the special architectural or historic interest of the area.

3.45 The Management Plan that is being prepared for the conservation area during 2009 – 2010 will lay out specific development policies for the protection of these environmental qualities as well as prioritising enhancement over the plan period. It is also necessary to consider the historic environment of the wider Kendal area, outside of the conservation area.

3.46 impact of the development strategy on the SACs in the area, including the River Kent and its tributaries. Development in Kendal, and especially from the Kendal Canal Head regeneration scheme which includes the option to restore the canal, has implications for the River Kent SAC. The implications of the development include the introduction of non-native species and diseases (e.g. signal crayfish and associated plague), the deterioration of water quality from additional discharge and surface water run-off and changes to the flow regime.

3.47 Furthermore, any increase in visitor pressure – both from an increase in local residents and any increase in tourism – poses risks in terms of damage to sites and disturbance to protected species at Morecambe Bay. The Core Strategy must ensure that new development safeguards and enhances the natural environment and local biodiversity.

3.48 An increase in the area's population will place pressure on existing green infrastructure resources in Kendal, which will require investment to ensure they can cope with the additional residents. The priority for green infrastructure will be to create new – and improve existing – linkages between green spaces to form a coherent network. New networks will need to be created in new developments on the outskirts of the town to link them to the existing communities and ensure access to the rural hinterland that surrounds them.

3.49 The area strategy supports the retention of green gaps. The Core Strategy includes a core policy on green gaps (CS8.2). The precise extent of green gaps will be considered in the Allocations of Land DPD.

3.50 The risk of flooding has been identified as a key issue affecting Kendal. The Council will apply the sequential approach set out in national policy, and work with the Environment Agency to minimise the risk of flooding by requiring mitigation measures such as Sustainable Urban Drainage Systems (SUDS). Any proposals in flood risk areas will need to be supported by a flood risk assessment (see CS8.9).

3.51 The Core Strategy must ensure that new development safeguards and enhances the natural environment and local biodiversity is taken into account, both inside and outside statutorily protected sites.

Sustainability appraisal

Main findings:

- The redevelopment and regeneration of the Kendal canal and canal head area, development of educational facilities, increased quality and choice of jobs and access to services, facilities and recreation provision should all contribute to increasing the vibrancy and inclusiveness of Kendal in particular. This may benefit Kendal's residents primarily, but also those from further afield, as well as visitors.

- The policy aims to safeguard and enhance the natural environment, giving particular attention to the SAC of the River Kent and its tributaries.

- Significant development is proposed for Kendal, particularly around the edges where the town meets the wider countryside and thus there is potential for harm to the quality and character of the landscape. This policy will need to be supported by other policies such as CS1.1, CS8.1 and CS8.2.

- This policy seeks to explore opportunities for solutions to the traffic and parking problems in Kendal and also aims to introduce greater opportunities for cycling, walking and sustainable public transport, all of which should contribute to improving local air quality and reducing greenhouse gas emissions. However, the significant development that is proposed is likely to increase the numbers of businesses and residents and thus increase the numbers of journeys and vehicles on the town's roads. This policy will need the support of other policies such as CS1.1, CS10.1 and CS10.2.

Health and Wellbeing

3.52 Kendal is the largest settlement within South Lakeland, with a population in the region of 28,000. Based on the development strategy, which would lead to 35% of new housing development and population growth being located in Kendal, the overall population is projected to increase to around 32,000 in Kendal wards in 2026. Based on demographic changes, it is envisaged that the number of children and young adults (under 16) will decrease. At the same time, the number of people above working age is expected to increase significantly. The number of people of working age will increase slightly.

3.53 This will have clear implications in terms of provision of services and facilities (social services, GPs, education, transport etc) to meet local need over the plan period. It is hoped that through a combination of measures to retain more of the District's younger people, the number of children and young people might be increased, but this change cannot occur instantaneously. The Core Strategy supports the provision of further services and facilities during the course of the plan period, obtaining appropriate developer contributions to supplement the available public funding.

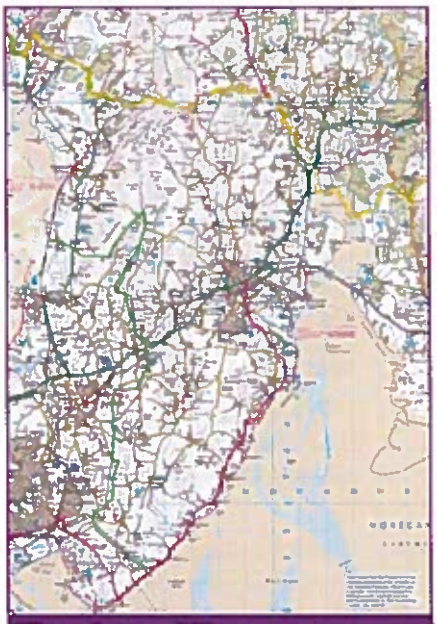
3.54 The University of Cumbria, together with Kendal College, the Brewery Arts Centre and the District Council, will continue to explore the options for establishing a campus at the current Brewery site. However, constraints on capital and revenue funding mean that there is no provision in the business plan for development of a permanent base in South Lakeland. In the meantime, the University – as lead institution for Cumbria Higher Learning – continues to work with Kendal College to deliver Higher Education opportunities in the area, and the presence of its campus at Lancaster also acts to service Higher Education needs in South Lakeland.

Section 4 – Spatial Strategy for Ulverston

Ulverston and Furness today...

4.1 The Ulverston and Furness Strategy include the following settlements:

- Ulverston (Principal Service Centre)
- Kirkby-in-Furness, Greenodd/Penny Bridge, Swathmoor, Great/Little Urswick, Broughton-in-Furness (Local Service Centres)
- Smaller villages and hamlets including Bardsea, Baycliff, Gleaston, Leece, Loppergarth, Newbiggin, Scales, Stainton with Adgarley.



Ulverston and Furness area

4.2 The Furness area is largely unspoiled and self-contained. Ulverston is the principal market town in the area. It is the hub town for local industry and the main centre of population. Ulverston also provides a range of services that includes leisure, community, civic, health and education facilities and financial and professional services for local residents and those living in the surrounding smaller settlements.

4.3 Ulverston is in a close functional network with Dalton in Furness and Barrow-in-Furness, which fall outside the LDF area. This is on the basis that these settlements are all strong local employment centres in the area, both in terms of the number of jobs hosted in the town and as the main centres of employment in Furness. They are strong non-food and food retail centres and the focal points for retail in the area.

4.4 The majority of Broughton in Furness and Lindal-in-Furness fall outside the LDF area and the area strategy seeks to address this close functional relationship. The assessment of development required in these areas and any subsequent identification of sites will be a joint matter for South Lakeland District Council and Barrow Borough Council/Lake District National Park to agree together.

The economy

4.5 The Ulverston area has a unique cluster of high added value, knowledge-intensive engineering jobs that need nurturing. Good manufacturing jobs support the town centre economy as the workforce has discretionary income to spend.

4.6 However, Furness and West Cumbria continues to face long term economic difficulties brought about by the decline in its traditional manufacturing base and its relatively peripheral location from regional and national markets. The contraction of the shipbuilding yards in Barrow over recent years has had a major impact on Ulverston's economy; leaving it with persistently higher unemployment rates than elsewhere in the District.

4.7 The Furness Peninsula has become heavily reliant on major employers. BAE Systems, based in Barrow-in-Furness, and GSK, which has a manufacturing operation at the eastern end of Ulverston, are significant examples. GSK have signalled their intent to rationalise their operations within Ulverston.

4.8 Ulverston was granted its market charter in 1280 and the markets play an important part in attracting shoppers, visitors and tourists to the town. The Ulverston Market Town Initiative (MTI) has been a success and has transformed the town centre in particular. However, consultation has identified the importance of ensuring comprehensive town centre management in Ulverston to help to maintain/enhance the viability of the town centre.

4.9 The recently completed retail study highlights the key issue of convenience goods expenditure leaking from the Ulverston area, which means that local people are travelling out of the Ulverston area to buy convenience goods. This supports the need for further convenience and comparison floorspace in the area, generating greater footfall and helping to retain expenditure locally.

4.10 Tourism is also important to the area's local economy, with tourism revenue increasing and Ulverston becoming known as the 'Festival Town'.

Housing

4.11 Ulverston and Furness is one of the most affordable housing markets in South Lakeland, particularly parts of Ulverston. The market is mainly local, although there is a degree of migration from neighbouring Barrow-in-Furness. Despite being relatively affordable, there remains a shortage of affordable accommodation, equivalent to 79 additional dwellings per annum. The housing market is also characterised by:

- A lack of one-bedroom accommodation in the area.
- A high number of terraced homes and a low number of flats.
- A relatively small private rented market compared with the rest of the District.
- Relatively high private sector rents in Rural Furness, but more affordable in Ulverston.
- A relatively low number of second homes compared with the District average.
- A need for more temporary accommodation.
- A need for extra care housing and supported housing, particularly for people with mental health problems and people with physical disabilities.

The environment

4.12 Ulverston and the Furness Peninsula contain a vast array of natural assets, including Bardsea Country Park, part of Morecambe Bay, and the Duddon Mosses and Estuary. The landscape character is rich and varied, including large areas of open, rolling limestone hills rising to its highest point between Urswick and the coast. There are tracts of low drumlins and a large block of moors and hills above Ulverston. Ulverston is four miles from the borders of the Lake District National Park and the southeastern edge of the town lies very close to Morecambe Bay. There are internationally rare and protected limestone pavements to the south of Ulverston (around Bardsea, Urswick and Baycliff) which are characteristic of the area and there is also a high concentration of County Wildlife Sites to the south and east of the town.

4.13 Ulverston's most visible landmark is the Hoad Monument – a stone/concrete structure built in 1850 to commemorate statesman and local resident Sir John Barrow. The monument provides scenic views of the surrounding areas, including Morecambe Bay and parts of the Lake District.

4.14 The form and structure of Ulverston, including the streets, rear plots and various public open spaces, are greatly influenced by the mediaeval settlement form. Buildings tend to be post mediaeval in origin and there is a significant number of good quality terraced Georgian and Victorian town houses in streets that are often of high environmental quality. The relatively small market place is well defined by continuous rows of commercial and retail buildings and has a bustling character and distinctive appearance. New Market Street was a late Victorian development that sought to bring a more fashionable shopping experience to the town. Pedestrian permeability through the town is excellent and County Square provides a prestigious focus for civic activities, although the passage of the adjacent A590 is physically and visually disruptive. An enhancement scheme has been completed recently at County Square in Ulverston, including creating a public open space with public access and installation of a Stan Laurel statue to celebrate the heritage of the town. It is hoped that the scheme will create a focal point for the town centre and will host community events. The conservation area covers much of Ulverston's central area, with strong collective identity and over 200 listed buildings.

Primary Regional Policy Context

CNL1 – Spatial Policy for Cumbria
Ensure that network management measures are utilised to make best and most appropriate use of available highway infrastructure and to improve road safety and journey time reliability, with priority given to improving the operation of routes linking Furness and West Cumbria to the M6.

CNL2 – Development Priorities for Cumbria
Concentrating development within the Furness Regeneration Priority Area in Barrow-in-Furness, to facilitate diversification of the local economy and enable opportunities for development and regeneration to be brought forward in the wider Furness Peninsula. Efforts should be made to exploit specialist marine engineering skills and opportunities, and to develop the area's potential for tourism.

L4 – Regional Housing Position (supplementary text)
General market housing should be focused in support of regeneration priorities and meeting agreed community priorities, especially within Morecambe and the Furness Peninsula part of South Lakeland, in and around Ulverston.

Local Context – Sustainable Community Strategy
Continued support for the Market Town Initiative Programme in Ulverston & The Lakes is vital. The A590 and Furness rail line provide less reliable access for communities in the west of the district.

4.15 The Ulverston canal was constructed in the late eighteenth century and saw the development of a strong maritime community. The South Ulverston industrial area has grown up around the now disused canal and is typified by terraced workers' housing and later industrial 'shed' development. The development of Ulverston canal area presents a clear regeneration opportunity. Improvements to this gateway area would make a significant contribution to the local economy of the town. (See CS3.2)

Accessibility

4.16 The Furness Peninsula, to the west of the plan area, does not have direct efficient access to the national rail and motorway network that pass through the east of the district. Ulverston is about 25 miles southwest of Kendal and some 10 miles from Barrow-in-Furness. The A590 (which links Kendal and Barrow and passes through Ulverston) is a key strategic route and has several constrictions, including long single carriageway sections. In consequence, journey times can be long and unreliable and there are concerns about safety. The worsening position regarding average journey times on the A590 has already been noted in the context of road safety; there are also significant implications for the ability of Barrow to attract economic development.

4.17 The villages across the Furness peninsula are connected to Ulverston by a series of B roads. There are bus services between Ulverston and the surrounding Local Service Centres of Great/Little Urswick, Lindal in Furness, Broughton in Furness, Greenodd and Penny Bridge but not Kirkby-in-Furness. There are also routes servicing some of the surrounding smaller villages such as Bardsea, Baycliff, Aldingham, Newbiggin, Stainton with Adgarley, Scales, Gleaston and Leece. However, services are generally irregular and there is a need to invest in the frequency and availability of public transport within Furness.

4.18 The Strategic Cycle Network study identified a number of gaps in cycle routes at Ulverston. There are also gaps and obstacles in the pedestrian network in Ulverston that discourage walking and make access difficult for people with mobility or sight problems. An absence of footways connecting neighbouring settlements and conflict where walkers cross the A591 were identified in the Area Transport Study.

Health and Wellbeing

4.19 There are areas of land susceptible to flood risk across the Ulverston and Furness area, most notably in Ulverston. Fluvial flood risk in the Furness area relates to the River Crake (with particular implications for Greenodd and Penny Bridge), and Deep Meadow Beck and Dragely Beck in Ulverston. However these rivers do not pose the same degree of flood risk to property as the River Kent which passes through Kendal, due largely to the fact that their catchments are not as developed as that of the River Kent.

4.20 There are also large urban areas at risk of tidal flooding – those that are located on low lying coastal flats or adjacent to watercourses, including Ulverston and Kirkby-in-Furness, are at increased risk of flooding when tides are high. Within Ulverston the existing flood defences are situated adjacent to existing urban development.

4.21 There are large zones of both fluvial/river and coastal flood risk associated with the Ulverston Canal. The main area of flood risk is associated with Dragley Beck.

4.22 Furness is generally well catered for in terms of open space, sport and recreation provision. Evidence has identified demand for greater allotment provision in Ulverston and a need to increase the capacity of playing pitch sites to meet current demand. The quality of open space, sport and recreation facilities is generally good but key strategic sites are considered in need of improvement. Community consultation highlights a perception amongst residents that Lightburn Park in Ulverston is poorly maintained and of poor quality. There is also a negative safety perception associated with the site. There is both a need for greater community ownership of the site and a desire for ranger presence.

4.23 There is a household waste recycling centre at Morecambe Road in Ulverston.

4.24 Local residents in the area are served by Furness General Hospital in Barrow. The NHS Trust has identified its desire to strengthen trauma services and emergency services at Furness. There is a commitment to provide a consultant led maternity unit and the Trust is working with Cumbria PCT to bring a wider range of health services to the site.

Key issues

4.25 The area strategy for Ulverston and Furness aims to address the following challenges:

- Strengthening the economic base.
- Improving the vitality and viability of Ulverston town centre, to ensure it remains competitive and expenditure is retained locally.
- Developing new housing (including affordable housing) and employment land to meet the needs and aspirations of the local community, including the possible expansion of Local Service Centres and supporting small-scale development outside the service centres.
- Safeguarding and enhancing the environmental quality of the local area.
- Improving connectivity between the Furness Peninsula and the east of the plan area and making more localised improvements to public transport in the Furness Peninsula.
- Regenerating the Ulverston Canal area and re-using any surplus parts of major employment sites.

Ulverston and Furness tomorrow...

By 2025, Ulverston has affirmed its position as one of two Principal Service Centres in South Lakeland outside the National Park areas. It is a lively and prosperous market town that provides a range of services and employment opportunities serving local residents and residents throughout the Furness Peninsula. It forms part of a close functional network with Dalton in Furness and Barrow-in-Furness.

The economic base of Ulverston and Furness has been strengthened through:

- Recognising and supporting manufacturing as a strength of the area;
- Nurturing the unique cluster of high added value, knowledge-intensive engineering jobs in the Ulverston area;
- Responding positively to challenges of the withdrawal of GSK from Ulverston (as a major employer in the area) through the development of a major employment regeneration site;
- Developing the area's potential for tourism;
- Priority has been given to improving the operation of transport routes that link Furness and West Cumbria to the M6 and national rail links;
- Supporting small-scale employment development in the network of Local Service Centres throughout the Furness Peninsula and diversification of the rural economy.

Significant new housing development has been incorporated in Ulverston in a way that is sensitive to the local landscape characteristics and the historic assets within and surrounding the town. Development within the town centre has been accommodated with sensitivity to the building type and density of the area, with new buildings that act to define streets and public spaces. Further housing provision has helped to increase the amount of affordable housing available to local people, whilst new general market housing has been focused in support of regeneration priorities and meeting agreed community priorities (including helping to meet the housing needs of employees in the regeneration priority area of Barrow). Local Housing Needs Surveys have been undertaken (and reviewed) for all the Local Service Centres in the Furness Area, and small-scale residential development sites have been released over the plan period to meet the identified need.

The environmental importance of Bardsea Country Park, Morecambe Bay and the Duddon Mosses and Estuary have been recognised and respected as new development has taken place. The rest of the natural environment/biodiversity has been protected and respected and opportunities for habitat creation and restoration have been taken wherever possible.

The functional relationship between Ulverston and surrounding rural settlements have been strengthened through targeted improvements to public transport provision, cycle routes and footpaths in the Furness area. The individual character of settlements has been protected through the retention and protection of strategic green gaps.

Ulverston's canal head area and the canal corridor have been regenerated, including significant employment land provision.

How we will get there...

CS3.1 Ulverston and Furness area

The Ulverston and Furness area strategy includes the following settlements:

- Ulverston (Principal Service Centre);
- Kirkby-in-Furness, Greenodd/Penny Bridge, Swarthmoor, Great/Little Urswick, Broughton-in-Furness, (Local Service Centres);
- A number of smaller rural settlements and hamlets including Bardsea, Baycliff, Gleaston, Leece, Loppergarth, Newbiggin, Scales, Stainton with Adgarley.

The Council and its partners will aim to:

Regeneration

- Designate a regeneration area at Ulverston Canal Head Area (see CS3.2).
- Build on the successful outcomes from the Market Town Initiative in Ulverston and continue with regeneration.

Housing

- Make provision for in the region of 1,760 additional dwellings in Ulverston between 2003 and 2025, prioritising previously developed land and sites within the urban area.
- Make provision for small-scale housing development, including affordable housing, in the Local Service Centres and smaller rural settlements.
- Seek to ensure that 35% of housing delivered within Furness Peninsula is affordable and that at least 60% of affordable housing is social rented, based on local need.
- Ensure that new development outside Ulverston is restricted by local occupancy conditions (see CS8.3).

Economy

- Expand Ulverston to accommodate in the region of 12 hectares of employment development between 2010 and 2025.
- Support small-scale economic development in the Local Service Centres and smaller rural settlements.
- Protect and enhance the vitality and viability of Ulverston town centre, including improving pedestrian and cycle access and ensuring effective town centre management.
- Support the development of new retail provision in the town centre to accommodate both convenience and comparison shopping.
- Support and enhance tourist attractions, building on the Laurel and Hardy connection, the festival theme and specialist boutique shopping in the town centre.

CS3.1 Ulverston and Furness area continued

Access

- Support improvements to the operation of transport routes linking Furness to the M6 and national rail links.
- Work with partners on public transport initiatives as part of a comprehensive sustainable transport network within the Furness Area to support the planned growth.
- Improve footpaths and cycle routes.

Environment

- Safeguard and enhance buildings, sites and areas of heritage and cultural importance such as the Hoad Monument and Birkrigg Stone Circle.
- Improve parks and green spaces/green infrastructure.
- Designate (as required) a series of green gaps to prevent the coalescence of individual settlements and thereby protect their individual character and setting.
- Ensure greenfield development is sympathetic to the landscape character of the Furness Peninsula and individual settlements.
- Ensure new development safeguards and enhances the natural environment and local biodiversity, notably the SSSIs and SACs within the area, including Morecambe Bay, and County Wildlife Sites, and supports habitat creation.

Health and Wellbeing (Sustainable Communities)

- Maintain, and where necessary enhance, sports and community facilities.
- Provide further infrastructure (including health and education) in accordance with identified need, responding to significant changes in local demographics.

Justification

Regeneration

4.26 The strategy identifies a regeneration area at the Ulverston Canal Head and Corridor. A masterplan has been produced and adopted following public consultation which seeks to establish this as an employment area complemented with tourism and recreation facilities and some housing within an enhanced environment. Further information is provided in CS3.2.

Housing

4.27 Targeting 20% of housing development at Ulverston (see CS1.2) is likely to equate to about 1,760 new dwellings between 2003 and 2025. Outside Ulverston, new housing development in the Local Service Centres will support local services and the community's need for further development including rural regeneration and diversification and access to a reasonable choice of housing to meet local need.

4.28 Based on the findings of the affordable housing study, almost all of the additional dwellings should be affordable in order to fully address the current levels of need in the area. However, targets for affordable housing must also consider the likely viability of schemes, to ensure that they are deliverable. As such, the Core Strategy seeks to ensure that 35% of new dwellings in the Ulverston area are affordable.

4.29 Evidence regarding the supply of housing in the Furness Peninsula (outside Ulverston) and demand from both people moving into the area and local households in the emerging Strategic Housing Market Assessment supports the requirement to restrict new development outside of Ulverston to local people, to ensure that they are able to access the housing market (see CS8.3).

Key sources of evidence:

- Ulverston Canal Masterplan
- Strategic Housing Land Availability Assessment/Employment and Housing Land Search Study
- SLDC Housing Needs Study
- Employment Land and Premises Study
- Strategic Flood Risk Assessment
- SLDC Open Space Assessment
- Viability Study
- Ulverston Market Town Initiative

The economy

4.30 The Furness Peninsula has become over reliant on major employers, such as BAE Systems and GSK. There is a need to address the growing vulnerability of local manufacturing concerns. Part of the problem is the limited amount of land and premises available for company relocation, growth and expansion, and therefore the development strategy must make adequate provision for new employment sites.

4.31 The 2005 South Lakeland Employment Land and Premises Study outlined the need for approximately four hectares of employment land to be provided per annum. Based on targeting 20% of development to Ulverston (see CS1.2), this results in a requirement for in the region of 12 hectares of employment land between 2010 and 2025. Outside the Principal Service Centre, small-scale economic development will be supported in the Local Service Centres.

4.32 There is a need to ensure that Ulverston town centre remains competitive in the face of the growing influence of Barrow, and other larger centres, as a competing shopping centre. Evidence highlights the need for additional convenience and comparison goods floorspace in the Ulverston area to counteract excessive leakage to Barrow. Further floorspace provision needs to be accompanied by measures to improve pedestrian and cycle access to the town centre. At present, there is a poor route from the edge of town shopping area and canal to the town centre.

4.33 Tourism is important to the local economy and must continue to be supported. The Market Towns Initiative Tourism Programme for Ulverston and Low Furness has shown, to date, a significantly strong growth in tourism revenue compared with the central Lake District National Park area. The strategy seeks to foster the success of the MTI and in particular the tourism element of the local economy – including the provision of further serviced accommodation.

Accessibility

4.34 The A590 is the main route in and out of the Peninsula, linking with junction 36 of the M6. In a few places it is dual carriageway, but generally it is single carriageway that causes many difficulties during busy commuting times, highways repairs and holiday periods.

4.35 Rural public transport services are poor and in many cases non-existent. The Core Strategy seeks to support improvements to the operation of transport routes linking Furness to the M6. It also supports working with partners to increase the public transport network service linking the rural settlements within the Furness Peninsula, as well as those areas of south west Lake District, such as Coniston and Newby Bridge, to Ulverston.

The environment

4.36 The strategy seeks to safeguard and enhance the buildings, sites and areas of importance to the natural or historic environment. An appropriate assessment has been undertaken on the Core Strategy to assess the impact of the development strategy on internationally important environmental sites in the area (Natura 2000 sites), including Morecambe Bay and the Duddon Mosses and Estuary.

4.37 The development strategy could have a significant effect on Morecambe Bay through increasing visitor and recreational pressure. One vulnerable spot of note is the coastline between Bardsea and Baycliff. There is a problem with illegal usage of vehicles on the foreshore, particularly where one section of the A5087 runs adjacent to the foreshore and allows unrestricted access and parking. Suitable mitigation measures are necessary, including encouraging visitors to understand the special features of protected sites and responsible recreational use encourage through positive information provision (see CS8.6).

4.38 A very large conservation area protects a broad range of heritage assets in Ulverston including a probably late C12th church with Norman doorway, early C13th market place and associated mediaeval street plan, and a number of attractive streets with Georgian townhouses. Victorian redevelopment saw the formation of the distinctive New Market Street and the County Square with its larger scale formal buildings.

4.39 A very successful Heritage Economic Regeneration scheme has been operating in partnership with English Heritage for over ten years and almost all of the problem buildings within the conservation areas have been repaired during that period.

4.40 The Core Strategy must seek to ensure that new development safeguards and enhances the natural environment and that local biodiversity is taken into account both inside and outside statutorily protected sites.

Health and Wellbeing

4.41 Ulverston is the second largest settlement within South Lakeland, with a population in the region of 11,500. Based on the development strategy, which would lead to 20% of new housing development and population growth being located in Ulverston, the overall population is projected to increase to around 14,000 in Ulverston wards in 2026.

4.42 Based on demographic changes, it is envisaged that the number of children and young adults (under 16) will stay relatively stable. However, the number of people of working age and above working age will increase.

4.43 This will have clear implications in terms of provision of services and facilities to meet local need over the plan period (social services, GPs, education, transport etc). It is hoped that through a combination of measures to retain a greater proportion of younger people in the District, the actual number of children and young people in the area might be increased, but this change cannot occur instantaneously. The Core Strategy supports the provision of further services and facilities over the plan period, obtaining appropriate developer contributions to supplement public funding that is available.

Sustainability appraisal

Main findings:

- The redevelopment and regeneration of the canal head/corridor area, increased provision of jobs, enhancement of tourist attractions (which can also be utilised by residents) and a vitalised and viable town centre should all contribute to the health and sense of wellbeing of Ulverston residents in particular as well as residents of other areas of South Lakeland and visitors from further afield. The development of increased opportunities for cycling and walking should support people who are aiming to lead healthier lifestyles. Public transport improvements should help to reduce traffic emissions and the build-up of fumes in particular areas. In turn, this would help to reduce the negative effects of poor air quality on people's health.

- Significant development is proposed for Ulverston – around the edges where the town meets the wider countryside. This policy will need to be supported by wider initiatives by partner organisations and national and international policies as well as by policies CS1.1, CS8.1, CS8.2 and CS8.5.

- The significant development proposed for Ulverston means that more pressure will be put on water resources and water infrastructure/wastewater works and there will be greater potential for water pollution from construction and from new businesses. This policy needs to be supported by other policies including CS1.1 and CS8.8.

The canal and the canal corridor

4.44 Ulverston's canal head area is located approximately 0.5miles east of Ulverston town centre. The canal is approximately 1.3 miles long and runs from the town centre to Morecambe Bay.

4.45 The canal opened in 1796 to serve the movement of raw and manufactured materials between Glasgow, Preston, Liverpool and Cardiff. As the canal gained importance other industries grew up alongside it.

4.46 The canal was abandoned in 1945 and GSK, whose pharmaceutical plant is at the seaward end, brought the canal from Ulverston Urban District Council in 1974. The canal is required to be maintained under the authority of the Reservoirs Act 1975.

4.47 At present the canal is an emergency source of fire-fighting water for the GSK operations. However, a mechanism for the long-term future of the maintenance of the canal needs to be investigated.

4.48 Current land uses at the canal head include Booths supermarket, the auction mart and the abattoir (ceased trading) and some smaller enterprises include a car scrap yard. Ownership of the land at the canal head and canal corridor is currently split between a number of parties, including GSK.

4.49 In 2004, the Ulverston and Low Furness Partnership commissioned Capita Symonds to prepare a masterplan for the Ulverston canal head and canal corridor. The area of land covered by the masterplan totals approximately 68 hectares.

4.50 The masterplan recognises the value of the canal as an amenity and ecological resource, and identifies the canal as an un-tapped resource that could generate seasonal and associated employment. Land at the canal head is also identified as a gateway to improvements of the town.

4.51 The future development of the canal head and canal corridor must meet the wider aims of the Core Strategy and provide positive benefits to Ulverston town centre.

Key issues...

4.52 There are several issues that need to be addressed at the Ulverston canal head and canal corridor. These include:

- Enhancing the quality of the environment around the canal, especially at the canal head, for residents and visitors.
- The poor access to and around the site.
- The need to create employment opportunities and residential development.
- Flood risk in relation to the site.
- Fragmented land ownership and the need for a co-ordinated approach to development.
- Securing the long-term future and maintenance of the canal.

Ulverston Canal Head and corridor tomorrow...

Ulverston's canal head and canal corridor have been fully redeveloped, creating a popular place for people to live and work as well as a destination for visitors.

Sites around the canal, several of which were previously vacant or underused, have been developed for a wide range of uses, including employment, residential, restaurant and café uses, creating a vibrant mixed use area. Delivery of residential uses has helped to support other uses at the canal head and has also supported the vitality and viability of the town centre.

Ulverston Canal Head and corridor area

A safe and accessible environment at the canal head and along the canal corridor, with high quality public spaces has been created. The area acts as an attractive gateway into the town and the Furness Peninsula.

Safe, direct linkages for pedestrians and cyclists have been created between the town centre, railway station and the canal, supporting sustainable travel patterns.

Development has taken place in a manner which:

- Acknowledges the impact of climate change and in particular the long-term risk of flooding.
- Protects the ecological interests of the site.
- Capitalises on the existing historical and natural assets and conserves and enhances the character of the area for future generations.

The long-term future of the Ulverston canal has been secured.

How we will get there...

CS3.2 Ulverston Canal Head and corridor

Ulverston Canal Head is designated as a regeneration opportunity area.

The Council's objectives to deliver this vision are to:

- Promote the positive mixed use regeneration of the canal head which will complement existing activities in the town centre;
- Provide a range of employment and business opportunities, which could include tourism related business uses, to provide employment for local people and facilitate economic development in the area;
- Encourage residential development, which could increase the population of the area, assist in the revitalisation of Ulverston town centre and meet the wider aims of the Core Strategy;
- Enhance and expand the tourism sector by supporting the existing tourist attractions in Ulverston and encouraging the creation of new tourist attractions and tourism infrastructure, which could include a landmark hotel, waterside restaurant, bar café and leisure facilities;
- Utilise the canal as a resource for leisure and recreation;
- Enhance the environment through improving the landscape and public realm, providing public art and public access to the waterfront areas;
- Improve access to the site by sustainable means, such as walking and cycling, and create safe linkages from the railway station and town, and along the canal and the surrounding area;
- Improve orientation to and around the site, to enhance visitor awareness of the canal;
- Enhance the biodiversity of the site;
- Ensure a sequential approach is taken and development type is compatible with flood risk in accordance with national planning policy;
- Secure the long-term future and maintenance of the canal;
- Create a strategic partnership to guide/deliver development with Ulverston Town Council, South Lakeland District Council, Cumbria County Council, NWDA and Cumbria Vision and Furness Enterprise and key stakeholders including local businesses;
- Use the development management process to bring about development that supports the vision.

Specific land allocations for the area will be pursued through either the Allocations of Land DPD or (resource permitting) the production of an Area Action Plan.

Section 5 – Spatial Strategy for Cartmel Peninsula

Cartmel Peninsula today...

Cartmel Peninsula

5.1 Cartmel Peninsula juts in a southerly direction into Morecambe Bay, sitting between Ulverston and the Furness Peninsula to the west and Kendal and its surrounding rural hinterland to the east.

5.2 The Cartmel Peninsula is largely rural. Its only town is Grange-over-Sands, a Victorian seaside resort, which is located on the eastern edge of the Cartmel Peninsula at t he point where the River Kent merges with Morecambe Bay.

5.3 Allithwaite and Cartmel are local service centres that are in close proximity to Grange-over-Sands, being situated less than 2 kilometres away. The village of Cartmel is one of the oldest in Cumbria and maintains a strong tourist appeal.

5.4 The Cartmel Peninsula Area Strategy includes the following settlements:

- Grange-over-Sands (Key Service Centre)
- Allithwaite, Cartmel, Cark/Flookburgh (Local Service Centres)
- Smaller villages and hamlets including Ravenstown and Holker.

The economy

5.5 Grange-over-Sands is an important Key Service Centre providing vital retail, service and community functions for the wider catchment area of Cartmel Peninsula. It provides some economic activity for local residents and others in the Cartmel Peninsula, but cannot be regarded as self-contained. Many local residents travel to work, hospitals and to secondary, further and higher education, leisure and shopping facilities in Kendal, Ulverston, Barrow-in-Furness, Lancaster and nearby Cartmel (where the only secondary school in the area is located).

5.6 Retailing in Grange is a general mix of independent traders, providing a wide range of goods for the local market, with some linked giftware, cafés and restaurants to cater for the tourist trade.

5.7 Tourism is a fundamental part of the local economy. However, regional North West and local niche markets are becoming increasingly competitive. As a consequence, tourist facilities need to become more specialised, offering higher quality goods and services, with a focus on added value and higher wage employment opportunities. Particular themes or town brands could be explored for Grange-over-Sands.

5.8 The recently completed Grange regeneration study identified a series of priority development opportunities in and around the town centre. It placed particular importance of the coordinated delivery of a scheme at Berners Pool/Berners Close Car Park/Nursery Site/Lido ("Berners Regeneration Site") which will create a new focus and cluster of facilities and attractions at the southern end of the town including commercial uses and business space that will strengthen Grange as a Key Service Centre.

Housing

5.9 The Cartmel Peninsula housing market serves both locals and people moving into the area, particularly after retirement.

5.10 The lack of affordable housing is the main issue for this housing market area. There is an annual requirement for 72 additional affordable housing units in the area, with a particular need for smaller accommodation (one and two bedrooms) and a need for social rented, intermediate and locals-only housing.

5.11 Second home ownership is an issue affecting dwellings supply in the area.

Accessibility

5.12 Access into the peninsula is poor, limited mainly to the B5277/8 looping off the A590 to run through Grange, Allithwaite and Cark, the B6271 from Lindale and minor roads north of Cartmel.

5.13 Grange-over-Sands is a highly walkable and compact town. However, it suffers from problems associated with the impact of the private car on the built environment. For pedestrians, the Grange-over-Sands environment is noticeably poor. In general terms, footpaths are narrow and there is a strong sense that the car is the dominant feature on Kents Bank Road and Main Street. Improving linkages, infrastructure and the quality of the pedestrian environment are key priorities. Upgrading the promenade, rebuilding footbridges and development new links will make a real different to how the town is perceived and used.

5.14 Bus and rail links from Grange to Kendal, Ulverston, Barrow and Lancaster are good. However, services are located at the railway station at the far northern end of the town, remote from the bulk of the town's residents. Although a local bus service operates through the town and nearby villages, integration of services is poor.

Primary Regional Policy Context

RDF3 – The Coast
Plans and strategies should enhance the economic importance of the coast and the regeneration of coastal communities in ways that safeguard, restore or enhance and make sustainable use of the natural, built and cultural heritage assets of the North West Coast and address issues of environmental decline and socio-economic decline.

CNL1 – Spatial Policy for Cumbria
Provide for development in the key service centres and local service centres...
... give priority to improving access to employment, services and education/training facilities on foot and by cycle, and by public transport, in... Key Service Centres...
Support the development of sustainable tourism in Cumbria...

CNL2 – Development Priorities for Cumbria
... ensuring that the needs of local people in south and east Cumbria are met...high priority should be placed on the further provision of affordable housing within the sub-area...

The environment

5.15 The Cartmel Peninsula includes large stretches of Morecambe Bay; a dynamic landscape changing rapidly with daily tides and through cycles of erosion and deposition of sand and mudflats. The Morecambe Bay inter-tidal sand and mudflats of the coast are some of the most important wildlife habitats in the UK. Roudsea Wood and Mosses, which is also an area of international wildlife importance, falls partly within the area.

5.16 The Grange area is typical of the Morecambe Bay landscape character area, where the steep wooded cliffs of the coastal edge rise above the wide expanse of the sandflats and salt marshes of Morecambe Bay, giving extensive and changing views across the estuary. Inland from the immediate coastal edge a landscape of open, rolling limestone hills extends across large parts of the east of the Cartmel Peninsula, rising up to 230m at Hampsfield Fell. Further west, the landscape is characterised by foothills between 100m and 250m, with occasional rocky outcrops and dissected by numerous streams and minor river valleys. Internationally rare and nationally protected limestone pavements can be found throughout the area, including within Grange-over-Sands, and ancient semi-natural woodland covers some of the limestone hills. There is a high concentration of County Wildlife Sites in the north and east of the peninsula.

5.17 Grange-over-Sands developed as a resort town following the opening of the Furness railway in 1857. Before that, the settlement was a fishing hamlet and a dispersed scattering of houses and cottages. The coming of the railway encouraged local entrepreneurs to develop the area with a range of attractive facilities, including station buildings, hotels, ornamental gardens and the promenade.

5.18 The 20th century saw further expansion of the town and its facilities including spa hotels, gardens off Main Street and Park Road, and an extension of the promenade. The Lido was opened in 1932 underlining the town's reputation as a significant resort with strong connections to good health. During the 1960s there was another significant phase of expansion, marked by suburban housing, while later in the century, there was a growth in retirement and nursing homes as the town and its surroundings were seen as highly suitable for retirement. The piers no longer exist, although their locations are easily seen. The Lido closed in 1993 and a new pool opened in 2004 but has since closed. Two bridges over the railway at Bayley Lane and at Berners Close have also closed and been removed.

5.19 There are two significant conservation areas within this area at Grange-over-Sands and Cartmel. The former protects much of the high quality Victorian resort, including its attractive urban parks and gardens, which are generally connected by the linear route of the long sinuous promenade. The tiered streets of housing on the hills above the town take advantage of outward views over Morecambe Bay, while the dramatic mixed woodland, which fringes the surrounding hills, are key assets of the town's setting that are generally included within the conservation area.

5.20 Cartmel is a much older settlement based around the iconic late 12th century Priory Church and the village's urban form and street pattern is very likely to have been influenced by the arrangement of former ecclesiastical buildings from the working priory. A small number of very important medieval buildings, including the Priory Church are preserved and a further sizeable group of houses would appear to retain mediaeval fabric. However, the general impression today is of Georgian townhouses with a coherent appearance of rendered and colourwashed frontages organised around close-knit streets and squares.

Health and Wellbeing

5.21 Grange-over-Sands provides an excellent range of urban parks and gardens, most of which are connected by the strong linear route along the promenade. There is also a wider network of footpaths and cycleways that link the town to the wider area. Park Road Gardens in Grange-over-Sands achieved Green Flag status for the first time in 2007.

5.22 There is a household waste recycling centre at Guides Lot in Grange-over-Sands. The only local secondary school is located in Cartmel.

5.23 The age profile of Grange is significantly older than that of South Lakeland and Cumbria. The increasingly ageing population will have particular consumer, cultural, health and wellbeing requirements in the future. There is a strong interest from a local GP and the Primary Care Trust in locating an integrated health centre in this area that would accommodate at least two existing medical practices/surgeries and a wide range of other uses such as a pharmacy and residential short-term care. Such a scheme would strengthen Grange's role as a Key Service Centre.

5.24 In relation to flood risk in the area, for Grange-over-Sands and Cark/Flookburgh, there is currently a 'hold the line' coastal management option in operation. In simple terms, this means that investment will be continued to ensure that the current standard of defence provided against coastal erosion/tidal flooding will be retained in future years. A second generation of Shoreline Management Plans is currently being developed to review future policy for coastline management in these areas.

5.25 Concerns have been raised by the Environment Agency and Natural England about the sustainability of maintaining defences in the Flookburgh area of the Cartmel Peninsula, which appear to be suffering from erosion due to channel movement in Morecambe Bay. The 'hold the line' policy for the section of coast between West Plain Farm and Humphrey Head could be revised to 'coastal realignment to allow for natural coastal process to take place'. This could have significant implications for any future development that occurs in this area.

5.26 Elsewhere, a large proportion of the village of Cartmel is situated within high probability flood risk land. The flood risk is associated with fluvial flooding from the River Eea (and minor tributaries). The flooding issues in Grange are relatively minor in nature.

Key Issues...

5.27 The area strategy for Cartmel Peninsula aims to address the following challenges:

- Improving the function of Grange as a Key Service Centre, identifying new economic roles for the town that build on the cluster of strong independent retail businesses and satisfy the demands from new visitors, existing and new residents.
- There is a need to identify initiatives to increase the number of long-stay, high-spend visitors to Grange.
- Promoting enterprise and business development and new investment opportunities.
- Provision of additional housing to meet the needs of local people without damaging the sensitive setting and character of the area.
- Promoting comprehensive, complementary and appropriate new development at the Berners regeneration site in Grange.
- Enhancing public transport links between Grange and surrounding villages.

- Improving the quality of the pedestrian environment is a priority for Grange, including upgrading the promenade, rebuilding footbridges and developing new links from the promenade to adjacent parks, the revitalised Berners area and the town centre.
- Provision of high quality integrated health facilities in Grange.
- Safeguarding and enhancing the area's historic assets.
- Safeguarding and enhancing the environmental quality of the local area.
- Enhancing and making sustainable use of the natural, built and cultural heritage assets on the Cartmel Peninsula Coast.

Cartmel Peninsula tomorrow...

Grange-over-Sands is now one of northwest England's most distinctive, contemporary coastal resort towns that really has used its Victorian and Edwardian heritage as a strong asset in its regeneration. This is an exceptionally pleasant, very well maintained and friendly town with an impressive promenade, superb views across Morecambe Bay, excellent parks and gardens, a well connected railway station and a strong community of established and new residents. Grange is a great place to live, work and visit.

Grange-over-Sands acts as an important Key Service Centre in the Cartmel Peninsula, providing vital retail, service and community functions for the wider catchment area. Allithwaite, Cartmel and Cark/Flookburgh function as Local Service Centres, offering a smaller range of service and facilities to local residents and tourists. The functional relationships between the Key Service Centre of Grange and the nearby Local Service Centres of Cartmel and Allithwaite have been strengthened, with improved links between them. At the same time, their individual character has been protected.

Moderate new housing development has been incorporated in Grange in a way that is sensitive to the local landscape characteristics and the historic assets within and surrounding the town. Further housing provision has helped to increase the amount of affordable housing available to local people, helping to retain a greater number of young people and families in the town.

Local Housing Needs Surveys have been undertaken (and reviewed) for all the Local Service Centres in the area, and small-scale residential development sites have been released over the plan period to meet the identified need.

The international environmental importance of Morecambe Bay and Roudsea Wood and the high ecological value of much of the area have been recognised and respected as new development has taken place. Opportunities for habitat creation and restoration have been taken wherever possible.

Regeneration has taken place throughout Grange, including at Berners Close car park/lido/Berners Pool where a new pool facility for the local community and high quality and integrated health facilities have been provided, helping to strengthen the position of Grange as a Key Service Centre.

The quality of the pedestrian environment in Grange-over-Sands has improved, including a new pedestrian crossing over the railway line to the promenade, rebuilt footbridges and new links from the promenade to adjacent parks, the revitalised Berners area and the town centre.

How we will get there...

CS4 Cartmel Peninsula

The Cartmel Peninsula Strategy includes the following settlements:
- Grange-over-Sands (Key Service Centre);
- Cartmel, Allithwaite, Cark/Flookburgh (Local Service Centres);
- Smaller rural villages and hamlets including Ravenstown and Holker.

The Council and its partners will aim to:

Regeneration
- Regenerate the Berners site in Grange-over-Sands to create a cluster of facilities and attractions including commercial uses, integrated health centre and residential and business space.

Housing
- Make provision for moderate housing development in Grange-over-Sands between 2003 and 2025, prioritising previously developed land and sites within the urban areas.
- Make provision for small scale housing development in the Local Service Centres and in the smaller rural settlements in the Cartmel Peninsula, with a particular focus on affordable housing.
- Seek to ensure that 35% of housing delivered within Cartmel Peninsula is restricted to affordable housing. At least 55% of affordable housing delivered should be social rented based on local need. Outside Grange-over-Sands, new development should be restricted by local occupancy conditions (see CS8.3).

Economy
- Ensure that effective use is made of the limited amount of commercial/industrial land and buildings in Grange, promote opportunities for new space, targeted at start-up and growing businesses, and promote an entrepreneurial culture in Grange-over-Sands.
- Promote the vitality and viability of Grange-over-Sands town centre and safeguard its role as a Key Service Centre by promoting sites in the town centre for development/redevelopment for mixed use including new retail space.
- Establish a cluster of small spaces/galleries for working artists/craft people in Grange-over-Sands.
- Maintain and enhance the strength of tourism across the area.

CS4 Cartmel Peninsula continued

Access

- Work with partners to improve public transport as part of a comprehensive sustainable transport network within the Cartmel Peninsula Area to support the planned growth.
- Promote the reintroduction of the two footbridges at Clare House Lane and Berners Close in Grange-over-Sands o cross the railway and improve the environment of the network of routes including the Promenade.
- Address gaps in cycle routes at Grange-over-Sands.
- Deliver improvements to car and cycle parking, security and real-time information at Grange-over-Sands railway station in partnership with Cumbria County Council and the train operators. The potential for cycle hire and linked cycle routes from the rail stations at Grange will be investigated.
- Improve the pedestrian experience of Grange town centre and connectivity between either end of town and within the centre.

Environment

- Protect and enhance the diverse character and local distinctiveness of the area and promote high quality and locally distinctive design.
- Designate (as required) a series of green gaps to prevent the coalescence of individual settlements and thereby protect their individual character and setting.
- Protect the network of green infrastructure and important environmental characteristics and, in partnership with landowners, promote their positive use and management.
- Ensure that new development safeguards and enhances the natural environment – notably the international designations within the area, including Morecambe Bay and Roudsea Wood, and County Wildlife Sites, and opportunities are taken to create new habitats.
- Secure the preservation and enhancement of the very distinctive character and appearance of Cartmel village and ensure that its characteristic landscape setting is protected from harmful development.

Health and Wellbeing (Sustainable Communities)

- Maintain and where necessary enhance sports and community facilities.
- Provide further infrastructure in accordance with identified need.
- Work with the PCT and stakeholders to support the provision of high quality integrated health facilities.

Justification

Regeneration

5.28 A regeneration study has been completed for Grange, focusing on the town centre and promenade. The aim is to improve the function of Grange as a Key Service Centre and therefore increase its attractiveness to residents and visitors. The Core Strategy seeks to support the recommendations in the Regeneration Study, including delivering:

- A comprehensive redevelopment of the Berners Close Car Park and Nursery Site for a mix of uses including commercial, community/integrated health centre, residential, business, hotel, the re-use of the Berners Pool and public car parking.
- The retention and phased re-use of the Lido in line with the Parks for People* bid, starting to re-use the Lido buildings for small business/arts and creative industries, together with the replacement of the Berners Close Footbridge.
- Effective leadership and a new tangible commitment to delivery regeneration will be essential.

Key sources of evidence:

- Grange-over-Sands Regeneration Study
- Strategic Housing Land Availability Assessment/Employment and Housing Land Search Study
- SLDC Housing Needs Study
- Employment Land and Premises Study
- Strategic Flood Risk Assessment
- SLDC Open Space Assessment

5.29 Regeneration at the Berners site will create a new cluster of facilities and attractions at the southern end of the town that will appeal to residents and visitors and strengthen Grange as a Key Service Centre and build on the particular sense of place.

Housing

5.30 In accordance with the overarching development strategy (CS1.2), the precise amount of housing development in Grange and the surrounding Local Service Centres will be dependent on landscape, historic setting, evidence of local need and the impact on the environment. It is important to ensure that new housing development is not out of character and does not change the unique and special nature of the area. Housing development will have to be phased carefully over the plan period. CS6.1 provided an idea of how housing development might be dispersed and phased, but it should not be taken to pre-empt exactly how housing delivery will be achieved.

5.31 Based on the findings of the affordable housing study, 100% of annual additional dwellings should be affordable in order to fully address the current levels of need (57 dwellings required in the Cartmel Peninsula, in which Grange is the main settlement). However, targets for affordable housing must also consider the likely viability of schemes to ensure that they are deliverable.
As such, the Core Strategy seeks to ensure that 35% of new dwellings in the area are affordable. This is consistent with the findings of the 2008 Viability Study.

5.32 Evidence regarding the supply of housing in the Cartmel Peninsula (outside Grange) and demand from both people moving into the area and local households in the emerging Strategic Housing Market Assessment supports the requirement to restrict new development in the area to local people, to ensure that they are able to access the housing market (see CS8.3).

The economy

5.33 In recent years there has been substantial development in Lindale (in the Lake District National Park), creating and providing local employment opportunities for the local area. However, there is little in the way of commercial business space – be that office or industrial premises – in Grange. Many of the businesses are quasi retail or service providers in nature – i.e. estate agents and solicitors officers in the main shopping areas, with only a small number of business units at Station Yard. The limited supply together with an identified demand from occupiers looking for new or additional space is highlighted through local evidence. Accommodation is an essential requirement for most small businesses and therefore is crucial to the growth of the small business economy in Grange.

Accessibility

5.34 Given the problem of town centre congestion in Grange at peak times, it is imperative that improvements are made to reduce dependency on private car use. Significantly higher traffic levels could well threaten the core economic activity of the town, namely tourism. Developers of major sites will be required to contribute to the improvement of local bus services, with the aim of providing good quality integration between modes and services.

5.35 The opportunities presented by Cross Bay Walks that are a significant draw in summer are underexploited. Grange-over-Sands could become a strategic hub on the coastal walk and for the network of cycle routes. Contributions will also be used to deliver necessary improvements to the pedestrian and cycle routes in the area.

The environment

5.36 The strategy seeks to safeguard and enhance the buildings, sites and areas of importance to the natural or historic environment. An appropriate assessment has been undertaken on the Core Strategy to assess the impact of the development strategy on the internationally important environment designations in the area (Natura 2000 sites) – Morecambe Bay and Roudsea Wood.

5.37 The additional population will place pressure on existing green infrastructure resources in the area, which will require investment to ensure that they can cope with the additional residents. The priority for green infrastructure will be to create new – and improve existing – linkages between green spaces to form a coherent network. New networks will need to be created in new developments on the outskirts of the town to link them to the existing communities and also to ensure access to the rural hinterland that surrounds them.

5.38 The risk of flooding has been identified as a key issue affecting Cartmel Peninsula. The Council will apply the sequential approach set out in national policy and will work with the Environment Agency to minimise the risk of flooding by requiring mitigation measures such as Sustainable Urban Drainage Systems (SUDS). Where development is exceptionally necessary in flood risk areas the Council will work with the Environment Agency to ensure the development will be safe without increasing flood risk elsewhere and where possible reduce flood risk overall.

Health and Wellbeing

5.39 Demographic change will have clear implications in terms of provision of services and facilities to meet local need over the plan period (social services, GPs, education, transport etc). The Core Strategy supports the provision of further services and facilities over the plan period, obtaining appropriate developer contributions to supplement the public funding that is available.

Sustainability appraisal

Main findings:

- Moderate development is proposed to take place in Grange and this policy specifies some key developments and regeneration that have the potential to improve overall access to services and facilities for Grange residents in particular but also for those living in the catchment area and wider hinterland of the Cartmel Peninsula. This policy also seeks to develop new integrated health facilities, a cluster of facilities and attractions, public and wider sustainable transport improvements including reinstated access over the railway line to the promenade, and some further small-scale retail space. Significant issues of access may still remain for rural residents, especially those without their own transport.

- The wider regeneration implications of this policy for Grange should all contribute to the health and sense of wellbeing of Cartmel Peninsula residents. The proposed improvements to cycling and walking routes should also support people in leading healthier lifestyles.

- The policy aims to improve the network of green spaces in the area and to safeguard and enhance the natural environment. Moderate development is proposed for Grange, some of which will be around the edges where the town meets the wider countryside, and other settlements in the peninsula will also accommodate some development. As a consequence, there is potential for a negative impact on the natural environment. To avoid this, the policy needs to be implemented alongside other policies such as CS1.1 (sustainable development principles) and the core policies on protecting the natural environment.

Section 6 – Spatial Strategy for the East (including Milnthorpe and Kirkby Lonsdale)

The East (including Milnthorpe and Kirkby Lonsdale) today...

6.1 'The East (including Milnthorpe and Kirkby Lonsdale)' area constitutes the towns, villages and hamlets in the east of South Lakeland outside the National Parks and Kendal. The M6 motorway dissects the area.

6.2 The area includes the following settlements:

- Milnthorpe, Kirkby Lonsdale (Key Service Centres)
- Burneside, Oxenholme, Natland, Levens, Endmoor, Holme, Burton in Kendal, Arnside, Sandside/Storth (Local Service Centres)
- A number of smaller villages and hamlets including Barbon, Beetham, Brigsteer, Carr Bank, Casterton, Endmoor (Low Park), Gatebeck, Grayrigg, Hutton Roof, Old Hutton, Sedgwick, Slackhead, Old Hutton (Middleshaw), Old Hutton (Bridge End), Ackenthwaite.

The economy

6.3 Whilst the area has high levels of employment, this masks a dependence on low paid and part time work.

6.4 In general terms, levels of commuting from the area are high. Kendal is an obvious focal point for employment, but a number of local residents travel outside the district for employment, including longer distance commuting. There are close links with Lancaster district with regard to economic activity, employment land supply, tourism and access to higher education and health care services.

6.5 Kirkby Lonsdale is a historic market town situated along the north side of the A65 some thirteen miles southeast of Kendal and close to the Forest of Bowland AONB and the Yorkshire Dales National Park. Kirkby Lonsdale is a freestanding town of sub-regional importance. Whilst smaller than the likes of Kendal, Keswick and Penrith, Kirkby Lonsdale has a robust employment and service role serving a clear rural hinterland due to its more isolated location. It is largely self-contained with no dominant partner town – it exchanges many trips with a range of local towns and villages, including a number of those beyond the boundaries of South Lakeland (areas of Craven District and Lancaster City Council). It also functions as a modest rural retail centre. The town centre is vibrant, with many small independent shops, cafes and restaurants. A new supermarket has opened on the edge of the town centre in recent years, which has added to the vitality of the centre. Tourism is important to the local economy and 'Ruskin's View' over the River Lune is a famous local tourist attraction as is the medieval 'Devil's Bridge' over the river to the east of the town, which is a scheduled ancient monument.

6.6 Milnthorpe is a small medieval market village, dating from the early 14th century when it was granted a Charter for a weekly market. It comprises a number of local industries, businesses, shops, cafés and other professional services, which serve both the town and people from the surrounding villages. Just outside Milnthorpe Parish, the Billerud Paper Mill and the Beetham Garden Centre both supply employment for Milnthorpe people. A large number of employees travel into Kendal from Milnthorpe.

6.7 Milnthorpe, though a rural retail centre, is only around a third of the size of Kirkby Lonsdale is terms of annual spend. Evidence found that Milnthorpe centre falls within the secondary catchment area for Kendal Town Centre. The study also concluded that there is a qualitative and quantitative need for further floorspace in the centre and this would also help to enhance its role as a Key Service Centre and retain expenditure locally.

6.8 The Local Service Centres are important in providing for the community's daily needs without having to travel to a Key Service Centre within, or outside, South Lakeland. Apart from meeting the needs of those residents who live within the Local Service Centres, they also serve a wider rural community, including small villages and hamlets outside the area. Arnside is an important Local Service Centre for north Lancaster City Council area, i.e Silverdale, particularly as a retail centre. Arnside is connected by rail to Carnforth and Lancaster.

Housing

6.9 Property in the area is generally high-priced, with values inflated due to a high quality and accessible residential environment. The housing market is characterised by:

- A high number of detached homes and a low number of terraced houses;
- A low number of flats compared with the district average;
- A high level of owner-occupation and a low number of social rented houses.

6.10 The key issue affecting the housing market area is a lack of affordable housing. There are relatively low incomes compared to very high house prices, and a high cost of private renting, resulting in very high need for new affordable housing, particularly in the more rural parts of the area. There is a particular need for smaller accommodation (one and two bedrooms) and a need for social rented, intermediate and locals-only housing (particularly the former) in a number of areas.

Primary Regional Policy Context

RDF2 – Rural Areas
Plans and strategies for the Region's rural areas should support the priorities of the Regional Rural Delivery Framework and: maximise the economic potential of the Region's rural areas; support sustainable farming and food; improve access to affordable rural housing; ensure fair access to services for rural communities; empower rural communities and address rural social exclusion; and enhance the value of our rural environmental inheritance.

CNL2 – Development Priorities for Cumbria
Ensuring that the needs of local people in south and east Cumbria are met...high priority should be placed on the further provision of affordable housing within the sub-area...

Policy EM1 (A): Landscape
Plans, strategies, proposals and schemes should identify, protect, maintain and enhance natural, historic and other distinctive features that contribute to the character of landscapes and places within the North West.
They should be informed by and recognise the importance of... the special qualities of the environment associated with the nationally designated areas of the Lake District National Park... the Arnside and Silverdale AONB...and their settings.

RT3 Public Transport
In rural areas, priority should be given to providing access from rural hinterlands to Key Service Centres.

Accessibility

6.11 In general terms, the area benefits from excellent strategic transport links. The M6 passes directly through the area. The West Coast mainline railway passes through Oxenholme, which is in very close proximity to Kendal, which itself is easily assessable by road from most parts of the area. The Key Service Centres also are easily accessible by road, Milnthorpe being situated on the junction of the A6 and the B5282 and Kirkby Lonsdale being situated on the A65.

6.12 Whilst there are numerous connections from settlements to Kendal, there is poor access from the smaller villages and hamlets to the Key Service Centres of Milnthorpe and Kirkby Lonsdale. The only regular service to Kirkby Lonsdale is to/from Kendal, passing through a limited number of smaller settlements – Lupton, Crooklands and Endmoor. The service from Kirkby Lonsdale to Sedbergh – which passes through Casterton, Barbon and Middleton, only runs on Thursdays. Therefore, there are limited alternatives to use of the private car for tourists and local employees.

6.13 There are slightly more services to and from Milnthorpe from the smaller villages in the area. However, the regular service that connects Arnside and Kendal passes through only Milnthorpe and Levens and therefore offers limited access to Milnthorpe from the surrounding rural hinterland. Another regular service that connects Lancaster in the south to Keswick in the northwest provides a link between Milnthorpe, Holme and Burton in Kendal. However, there are a large number of Local Service Centres and smaller villages and hamlets in close proximity to Milnthorpe, including Heversham and Leasgill and Sandside/Storth, for which there is no regular connecting bus service. The limited public transport provision to the Key Service Centres of Milnthorpe and Kirkby Lonsdale are major contributing factors in creating localised traffic problems.

The environment

6.14 The area benefits from a high quality built and natural environment, with a rich and varied landscape character and a number of designated conservation areas.

6.14 The Lune Valley runs southwards from Sedbergh to Kirkby Lonsdale and is strongly defined by the Barbon and Middleton Fells to the east and lower rolling farmland to the west. The valley is broad and open with flat to gently undulating relief. It is a very important habitat corridor.

6.15 Limestone pavements can be found across much of this area. The countryside outside of the protected sites is highly biodiverse and there is a series of County Wildlife Sites and ancient semi-natural woodlands of high importance in the Milnthorpe/Arnside area.

6.15 The area contains a very important conservation area at Kirkby Lonsdale, which protects a significant group of buildings of high architectural quality and a settlement form of great interest. In addition there are a number of other smaller village conservation areas such as Burton in Kendal and Beetham where the majority of the village is protected and others such as Milnthorpe and Heversham where designation focuses on the historic core of the settlement. In the surrounding landscape historic farmsteads with groups of farm buildings are a key visual component, while to the north and south west of Kendal there are a number of nucleated hamlets with mediaeval origins, sometimes containing early buildings with defensive features.

6.16 Cockpit Hill Motte and the Devil's Bridge have been identified by English Heritage as being areas of national archaelogical importance, while almost all of the conservation area is identified as being of high importance.

6.17 Between the villages of Holme, Hutton Roof and Burton lies one of the most impressive areas of limestone habitats in Britain. Extending to more than 650 hectares, it is dominated by the impressive bulk of Farleton Knott, which rises to over 200 metres above sea level. Much of the area has been designated as a Site of Special Scientific Interest (SSSI) and a Special Area of Conservation (SAC), reflecting its outstanding wildlife habitats. There are also two National Nature Reserves (NNR) and one Local Nature Reserve (LNR).

6.18 The parish of Arnside and part of the parish of Beetham fall within the Arnside – Silverdale Area of Outstanding Natural Beauty (AONB). The primary purpose of the AONB designation is to protect and enhance the area's natural beauty, including landscape, flora, fauna and geological features. Arnside Knot is situated on the edge of Morecambe Bay and is a distinctive and beautiful part of the northwest countryside that has fine views of the Lake District. The pele tower on Arnside Knott is an old coastal beacon defence designed to resist sieges in the time of Edward I.

Health and Wellbeing

6.19 Despite being located on the banks of the River Lune, Kirkby Lonsdale is elevated above the river and is not at high risk of flooding. Most of the town is situated in low probability flood risk area. An unnamed watercourse runs close to the northwest boundaries of the town and there is a narrow corridor of high probability flood zone. There are localised drainage problems along the A65 road at the junction with Biggins Road and near the junction at Dodgson Croft.

6.20 Milnthorpe lies adjacent to the River Bela, approximately 1km away from Morecambe Bay Estuary. Most of the settlement is within a low probability flood zone although there is an area of high probability flood zone close to the tidal River Bela at The Strand and Recreation Ground to the southwest.

6.21 Levens is situated next to a wide area of flat and low agricultural land associated with the lower reaches of the River Gilpin. To the west of Levens there are areas of raised defences that prevent floodwater from entering properties in times to flooding. There is a residual risk of flooding behind the raised defences and this risk could be high, particularly since residential properties have been built in close proximity to the raised defences. Any future development or redevelopment must consider the risks of building in close proximity to the defences. There is a localised flooding problem from an overloaded sewage pumping station near Cotes.

6.22 Burneside is located near the confluence of the River Kent and River Sprint. The majority of the flood risk is confined to the river corridors, with raised defences to the north near Burneside Mill. Detailed modelling has identified that to the south and southeast, there is a large area of agricultural land that is at a very high risk of flooding, situated within Zone 3b Functional Floodplain. Localised drainage issues have been identified that are related to overloaded public sewer infrastructure at Bridge Street and near New Road.

6.23 The provision of open space, sport and recreation facilities in the area is generally good, although there are identified shortfalls in informal open space (natural green spaces and amenity green spaces) in both Milnthorpe and Kirkby Lonsdale. Outside the Key Service Centres there is a need for further provision for children and young people – most notably in Holme and Levens. There are also problems with access to allotments in Kirkby Lonsdale and Arnside.

Key issues...

6.24 The area strategy aims to address the following challenges:

- Improving the function of Milnthorpe and Kirkby Lonsdale as Key Service Centres.
- Increasing both the quality and quantity of retail provision in the centre of Milnthorpe.
- Providing affordable housing (the area of greatest affordable housing need in the plan area).
- Maintaining and enhancing the natural, historic and other distinctive features that contribute to the character of the local landscape and settlements within the area.
- Recognising the importance of the special qualities of the environment associated with the Arnside and Silverdale AONB and its setting and characteristics.
- Improving public transport access from the rural hinterland to the Key Service Centres.

The East (including Milnthorpe and Kirkby Lonsdale) tomorrow...

Milnthorpe and Kirkby Lonsdale are important Key Service Centres in the area, providing vital retail, service and community functions for the wider catchment area. Targeted improvements have been made to public transport connectivity to the Key Service Centres from the other Local Service Centres and smaller villages and hamlets in the south and east of Cumbria.

Moderate new housing development has been incorporated in Milnthorpe and Kirkby Lonsdale in a way that is sensitive to the local landscape characteristics and the historic assets within and surrounding the settlements. Further housing provision has helped to increase the amount of affordable housing available to local people, helping to retain a greater number of young people and families in the town.

Local Housing Needs Surveys have been undertaken (and reviewed) for all the Local Service Centres in the area. Small-scale development has been allowed in the network of Local Service Centres to help sustain local services and meet local need for affordable housing.

Diversification of the rural economy has been supported, including opportunities for sustainable tourism developments.

The individual characters of settlements have been protected through the retention and protection of a network of green gaps.

The environmental importance of the AONB and areas of international environmental importance, such as Morecambe Bay Pavements, and the high ecological value of much of the area have been recognised and respected as new development has taken place. Opportunities for habitat creation and restoration have been taken wherever possible.

How we will get there...

CS5 The East (including Milnthorpe and Kirkby Lonsdale)

The east (including Milnthorpe and Kirkby Lonsdale) area strategy includes the following settlements:

- Milnthorpe, Kirkby Lonsdale (Key Service Centres);
- Burneside, Oxenholme, Natland, Levens, Endmoor, Holme, Burton in Kendal, Arnside, Sandside/Storth (Local Service Centres);
- A number of smaller villages and hamlets including Barbon, Beetham, Brigsteer, Carr Bank, Casterton, Endmoor (Low Park), Gatebank, Grayrigg, Hutton Roof, Old Hutton, Sedgwick, Slackhead, Old Hutton (Middleshaw), Old Hutton (Bridge End), New Hutton, Ackenwaite.

The Council and its partners will aim to:

Housing

- Make provision for moderate housing development in Milnthorpe and Kirkby Lonsdale between 2003 and 2025, prioritising previously developed land and sites within the urban areas.
- Make provision for small-scale housing development in the Local Service Centres and to a lesser extent in the smaller rural settlements in order to ensure a readily available supply of affordable housing.
- Seek to ensure that 35% of housing delivered within the area is restricted to affordable housing. At least 55% of affordable housing delivered should be social rented, based on local need.
- Ensure that new development outside Milnthorpe is restricted by local occupancy conditions (see CS8.3).

Economy

- Ensure that effective use is made of the limited amount of commercial/industrial land and buildings in Milnthorpe and Kirkby Lonsdale, promote opportunities for new space targeted at start-up and growing businesses and promote an entrepreneurial culture.
- Promote the vitality and viability of Milnthorpe and Kirkby Lonsdale and safeguard their role as Key Service Centres by promoting sites in the centre for development/redevelopment for mixed use including new retail space.
- Maintain and enhance the strength of tourism across the area.

CS5 The East (including Milnthorpe and Kirkby Lonsdale) continued

Access

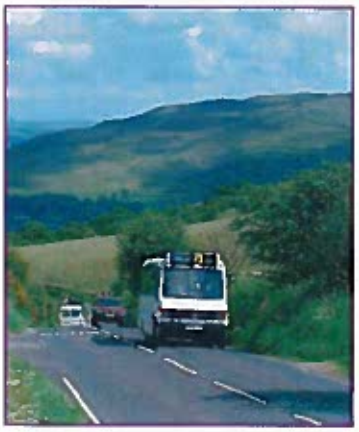
- Work with partners to improve public transport as part of a comprehensive sustainable transport network within the area to support the planned growth.
- Deliver improvements to footpaths and cycle routes in the area.
- Investigate the potential for cycle hire and linked cycle routes from the rail station at Oxenholme.

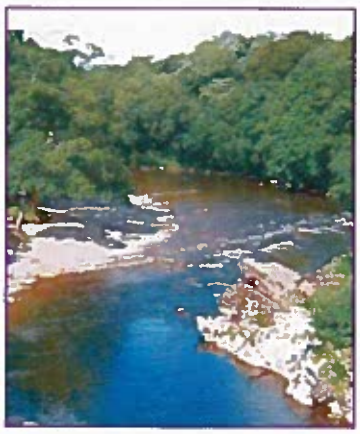
Environment

- Protect and enhance the diverse character and local distinctiveness of the area by promoting high quality design.
- Designate (as required) a series of green gaps to prevent the coalescence of individual settlements and thereby protect their individual character and setting.
- Protect the network of green infrastructure and important environmental characteristics and, in partnership with landowners, promote their positive use and management.
- Ensure that new development safeguards and enhances the natural environment – notably the AONB and international designations within the area, and supports habitat creation.
- When considering development proposals within or affecting the setting of the Arnside/Silverdale AONB, give high priority to:
  - The conservation and enhancement of the character of the landscape, including its historic dimensions.
  - The protection and, where appropriate, enhancement of flora, fauna and geological features.
  - Safeguarding these identified attributes from inappropriate change and development.
- Safeguard and enhance buildings, sites and areas of heritage and cultural importance utilising the findings of conservation area appraisals and management plans

Health and Wellbeing (Sustainable Communities)

- Maintain and, where necessary, enhance sports and community facilities.
- Provide further infrastructure (including health and education) in accordance with identified need, responding to significant changes in local demographics.





Justification

Housing

6.25 In accordance with the overarching development strategy (CS1.2), the precise amount of housing development in Kirkby Lonsdale and Milnthorpe and the surrounding Local Service Centres will be dependent on evidence of local need and the impact on the environment, landscape and historic setting. It is important to ensure that new housing development is not out of character and does not change the unique and special nature of the area. Housing development will have to be carefully phased over the plan period. CS6.1 provides an idea of how housing development might be dispersed and phased, but should not be taken to pre-empt exactly how housing delivery will be achieved.

6.26 Based on the findings of the affordable housing study, 100% of annual additional dwellings should be affordable in order to fully address the current levels of need. However, targets for affordable housing must also consider the likely viability of schemes to ensure that they are deliverable. As such, the Core Strategy seeks to ensure that 35% of new dwellings in the area are affordable.

Key sources of evidence:

- North West Key Service Centres – Roles and Functions
- AONB Management Plan and Action Plan
- Strategic Housing Land Availability Assessment/ Employment and Housing Land Search Study
- SLDC Housing Needs Study
- Employment Land and Premises Study
- Strategic Flood Risk Assessment
- SLDC Open Space Assessment

6.27 Evidence regarding the supply of housing in the area (outside Milnthorpe) and demand from both people moving into the area and local households in the emerging Strategic Housing Market Assessment supports the requirement to restrict new development in the area to local people, to ensure that they are able to access the housing market (see CS8.3).

The economy

6.28 The strategy seeks to ensure that effective use is made of the limited amount of commercial/industrial land and buildings in Milnthorpe and Kirkby Lonsdale and aims to promote opportunities for new space targeted at start-up and growing businesses. It also seeks to enhance the vitality and viability of Milnthorpe and Kirkby Lonsdale by promoting sites in the centre for development.

6.29 Outside Kirkby Lonsdale and Milnthorpe, economic development should support the viability and viability of the Local Service Centres and meet identified local need.

Accessibility

6.30 It is imperative that improvements are made to reduce the dependency on private car use. Developers of major sites should be required to contribute to the improvement of local bus services with the aim of providing good quality integration between other modes of transport and bus services, and focusing on improving accessibility between the Key Service Centres and the smaller settlements across the area.

The environment

6.31 This is an attractive rural area situated just outside the Lake District National Park and on the edge of Morecambe Bay. The strategy seeks to safeguard and enhance the buildings, sites and areas of importance to the natural or historic environment, including the AONB.

6.32 An appropriate assessment has been undertaken on the Core Strategy to assess the impact of the development strategy on the internationally important environment designations in the area. The Core Strategy seeks to support the delivery of the AONB Management Plan and Action Plan.

Sustainability appraisal

Main findings:

- The development proposals for Milnthorpe and Kirkby Lonsdale in this policy, such as new retail space and sustainable transport improvements, have the potential to improve overall access to services and facilities for residents of those settlements in particular but also for those living in the wider hinterland of the east area. Significant issues of access may still remain for rural residents, especially those without their own transport.

- Moderate development is proposed for the east area, much of which will be around the edges of settlements where towns and villages meet the wider countryside. The area is home to the Arnside and Silverdale AONB and to a high quality landscape, including other designated sites; the area is also adjacent to the Morecambe Bay SAC so there is potential for harm to wildlife and loss of habitat. This policy will need to be supported by wider initiatives by partner organisations and national and international policies as well as policies CS1.1 (sustainable development principles) and core policies on the natural environment to maximise sustainability benefits.

Health and Wellbeing

6.33 The Council will apply the sequential approach set out in national policy. Where development is exceptionally necessary in flood risk areas the Council will work with the Environment Agency to ensure the development will be safe without increasing flood risk elsewhere and where possible reduce flood risk overall. The development strategy for the area will have clear implications in terms of provision of services and facilities to meet local need over the plan period (social services, GPs, education, transport etc). The Core Strategy supports the provision of further services and facilities over the plan period, obtaining appropriate developer contributions to supplement any public funding that is available. The additional population will also place pressure on existing open spaces, sport and recreation facilities in the area, which will require investment to ensure they can cope with the additional residents and to improve their overall quality. There is also a need to address identified shortfalls in provision, which are most commonly found in relation to allotments and provision for children and young people.

Section 7 – Core Policies: Housing

CS6 Housing to meet local need

Meeting the housing requirement

National and Regional Policy

PPS1 – Delivering Sustainable Development

PPS3 – Housing

RSS – L2,L3,L4,L5

Regional Housing Strategy

7.1 The RSS requires the Core Strategy to make provision for a specified number of additional dwellings – 400 per annum between 2003 and 2021. For the purpose of producing Local Development Frameworks, local planning authorities should assume that the average annual requirement will continue for a limited period beyond 2021. The Core Strategy covers to period up to 2025. On the basis that the annual RSS requirement is applied between 2021 and 2025, this equates to 8,800 additional dwellings in total (2003-2025). The number of new dwellings set by the Government has been calculated having regard to changing household structure and predicted population change over the plan period.

7.2 Between 2003 and 2009, only 1,305 dwellings were built, which is less that the 2,400 required by the RSS for that period. There is a requirement to make up the shortfall of 1,095 dwellings to ensure that the overall targets are delivered. In light of the large increase in housing target from the previous target (265 per annum), and other factors such as the importance of carefully managing the increase in housing delivery to protect the environment and ensure adequate infrastructure provision, it is proposed that the shortfall is addressed over the whole plan period (16 years) rather than a shorter period of time. This is an additional requirement for 68 dwellings per annum, over and above the initial target of 400.

7.3 National housing guidance requires the Council to maintain a rolling five-year supply of housing against this target – meaning, in simple terms, that we should have enough housing schemes with planning permission at any one time to meet the target for the next five years. Based on current circumstances, this would be around 2,340 permissions at any one time (468 x 5).

7.4 The Strategic Housing Land Availability Assessment suggests that there are enough deliverable sites to accommodate 4,019 dwellings. This shows that there is potentially enough supply of deliverable sites to meet the five-year supply requirement from SHLAA sites alone, and even more supply if existing planning permissions are taken into account.

7.5 The Monitoring and Implementation Framework (see Appendix D) explains how the release of housing land supply requirements will be managed and monitored. It indicates what type of management action will be used in scenarios where over and under supply occur. The progress of housing development will be monitored in the Annual Monitoring Report and the March Housing Land Position Statement (each year).

7.6 In some cases the growth proposed will not be possible without improvements to infrastructure, particularly utility provision, and development may therefore need to be delayed until improvements are made. If infrastructure constraints cannot be resolved or suitable interim solutions found, the rates of growth will need to be reviewed.

CS6.1 – Meeting the housing requirement

8,800 dwellings will be built between 2003 and 2025 in accordance with the Regional Spatial Strategy for the North West. These dwellings will be built in locations which accord with the Spatial Strategy (CS1.2) having regard to the needs of each location and their capacity to support additional development.

In the interests of managing the housing supply, the number of dwellings that will be delivered across the settlement hierarchy in given periods is summarised in the table overleaf. The targets for individual Key Service Centres and Local Service Centres are indicative as CS1 establishes a grouped target.

Further information on managing the supply of housing in line with the phased targets is included within the monitoring and implementation framework.

Allocations of new residential developments will be identified in the Allocations of Land DPD. Consideration of unallocated sites will be assessed against the following criteria:

- The sequential approach to housing development in PPS3 and RSS;
- The prioritisation and assessment of suitability, availability and achievability of sites within the Council's Strategic Housing Land Availability Assessment and other available evidence;
- In the interests of managing housing supply, the number of dwellings that will be permissible in individual towns and villages in given periods, based on the phased housing targets and the overarching development strategy in CS1.

Housing split 2003 - 2025

Settlement	Housing Stock 1991	Housing Stock 2009	Housing Target 2003-2025	Growth share %	Built since 2003	Revised Requirement 2009 - 2025	Total Requirement 2009 - 2014	Total Requirement 2014 - 2019	Total Requirement 2019 - 2025	Total	Deliverable Sites SHLAA Category 1	Developable Sites SHLAA Category 2 plus Other Studies	All Sites less Housing Target	Housing Stock 2025	Percentage Increase 2009 - 2025
Kendal (inc Oxenholme)	10220	13294	3080	35	366	2714	848	848	1018	3080	1334	1613	233	16008	20
Ulverston	4729	5683	1760	20	290	1470	459	459	551	1760	684	1107	321	7153	26
All Principal Service Centres	**14949**	**18977**	**4840**	**55**	**656**	**4184**	**1307.5**	**1308**	**1569**	**4840**	**2018**	**2720**	**554**	**23161**	**22**
Grange	1775	2367	616	7	77	539	168	168	202	616	315	811	587	2906	23
Milnthorpe	784	9870	264	3	11	253	79	79	95	264	7	1148	902	1233	26
Kirkby Lonsdale	685	1000	264	3	50	214	67	67	80	264	599	407	792	1214	21
All Key Service Centres	**3244**	**4347**	**1144**	**13**	**138**	**1006**	**314**	**314**	**377**	**1144**	**921**	**2366**	**2381**	**5353**	**23**
Allithwaite	441	560	110	1.25	22	88	28	28	33	110	107	295	314	648	16
Arnside	986	1280	132	1.5	20	112	35	35	42	132	59	162	109	1392	9
Broughton-in-Furness	385	486	88	1	17	71	22	22	27	88	10	114	53	557	15
Burneside	540	674	88	1	1	87	27	27	33	88	185	18	116	761	18
Burton-in-Kendal	516	647	132	1.5	18	114	36	36	43	132	44	530	460	761	18
Cartmel	260	336	66	0.75	3	63	20	20	24	66	49	224	210	399	19
Endmoor	436	552	88	1	4	84	26	26	32	88	105	134	155	636	15
Flookburgh/Cark	707	896	176	2	51	125	39	39	47	176	91	428	394	1021	14
Great/Little Urswick	562	680	132	1.5	21	111	35	35	42	132	8	261	158	791	16
Greenodd/Penny Bridge	282	368	66	0.75	2	64	20	20	24	66	15	1	-48	432	17
Holme	444	682	220	2.5	88	132	41	41	50	220	36	1086	990	814	19
Kirkby-in-Furness	383	469	88	1	10	78	24	24	29	88	5	149	76	547	17
Levens	400	535	132	1.5	32	100	31	31	38	132	33	513	446	635	19
Natland	287	376	66	0.75	13	53	17	17	20	66	0	149	96	429	14
Sandside/Storth	702	849	132	1.5	5	127	40	40	48	132	119	290	282	976	15
Swarthmoor	699	889	132	1.5	3	129	40	40	48	132	6	891	768	1018	15
All Local Service Centres	**8030**	**10279**	**1848**	**21**	**310**	**1538**	**481**	**481**	**577**	**1848**	**872**	**5245**	**4579**	**11817**	**15**
All Other Areas	**2432**	**3242**	**968**	**11**	**201**	**767**	**240**	**240**	**288**	**968**	**208**	**645**	**86**	**4009**	**24**
Total	**28655**	**36845**	**8800**	**100**	**1305**	**7495**	**2342**	**2342**	**2811**	**8800**	**4019**	**10976**	**7500**	**44340**	**20**

NB. Columns may not add due to rounding.

Notes on Meeting the Housing Requirement table on previous page:

- Housing stock 1991 and 2009 figures were taken from Council Tax records.
- Total built since 2003 was taken from the Housing Land Position Report, March 2009.
- Housing Target 2003 – 2025 was derived from the growth % given in CS 1.2 as applied to the overall RSS target.
- Revised requirement equals the Housing Target less the total built since 2003.
- Total requirement for each period is the revised requirement divided by the total number of years left in the trajectory and then multiplied by the number of years in the period. For example, the total requirement of 8,800 less 1,305 built equals 7,495. Annual requirement is 7,495 divided by 16 which equals 468.44. Requirement for 2010 to 2015 is 468.44 x 5, which is 2,342. This calculation is also applied to each settlement.
- Deliverable sites: Category 1 sites identified in the Strategic Housing Land Availability Assessment (SHLAA)
- Developable sites: Category 2 sites identified in the Strategic Housing Land Availability Assessment (SHLAA) plus all sites identified under the Housing and Employment Land Search Study where they do not correspond to sites already identified in the SHLAA study.
- SHLAA Category 3 (least developable sites) have not been taken into consideration in this table.
- All Sites: the difference between number of deliverable and developable sites and the current requirement and gives an indication of whether or not sufficient land has been identified to meet the housing requirement.
- Housing Stock 2025 and Percentage Increase are calculated fields that take account of the proposed level of development during the LDF period.

Dwelling mix and type

7.7 Aside from meeting the need for affordable housing, the Council believes it is important to meet the local demand for a variety of market housing. The South Lakeland Housing Need and Market Assessment suggests that a high proportion of newly forming households leave the area whilst more established households move into the area. Over the years this has contributed to much higher proportions of elderly and retired people being resident in South Lakeland. In 2006, almost 27,000 of the area's 105,000 residents were of retirement age (more than 1 in 4).

7.8 Furthermore, the number of elderly people is expected to rise significantly in the period up to 2026 when it is predicted that around 35,000 of the area's 117,500 residents will be of retirement age. Accordingly, increased provision needs to be made for the particular housing requirements of older people. The Council will therefore aim to ensure that all new houses that are built are suitable, or easily adaptable, for occupation by the elderly and infirm (Lifetime Homes Standard or equivalent). The lifetime homes concept increases choice, independence and longevity of tenure, and is vital to individual and community wellbeing.

7.9 More generally, the Housing Needs and Market Assessment analysed the general market pressures and indicated the types of properties that are in short supply by housing market and Key Service Centres. It is important that new general market housing development addresses the identified shortages.

CS6.2 – Dwelling mix and type

The Core Strategy seeks to ensure that:

- New developments offer a range of housing sizes and types, taking account of the housing requirement of different groups of society, including the need to deliver low cost market housing as part of the overall housing mix.
- All new housing should be easily adoptable for everyone, from young families to older people and individuals with a temporary or permanent physical impairment. All housing should be built to "Lifetime Homes" standards.
- New dwellings are built to Code for Sustainable Homes (see CS8.7).

The provision of purpose-built and/or specialist accommodation for the elderly, in appropriate locations within selected settlements in accordance with CS1, and well served by public transport and local services, will be supported, provided that it does not detract from the character of the surrounding areas or involve the use of land safeguarded for employment purposes where the need for such safeguarding remains.

Applicants should ensure that plans submitted for planning permission, together with the accompanying access statement, explain how each of the design criteria for Lifetime Homes has been satisfied in the proposal.

The Council will work in partnership with developers and other housing providers to address the housing requirements.

Affordable housing and local occupancy housing

7.10 The need for affordable housing is acute. The large gap between house prices and average income, the demand for second homes and the limited supply of new affordable properties in recent years have all contributed to the problem. Given the extent of affordable housing need in the area, it is appropriate that the vast majority of developments contribute towards affordable housing provision. To make a significant contribution towards addressing need it is therefore necessary to set high targets and low thresholds. However, at the same time, the contributions required must be achievable and viable.

7.11 The amount of affordable housing provided above the thresholds should normally not be less than 35% of the total number of dwellings proposed. There may still be negotiation over the number and size of units and how many are to be social rented or discounted for sale. Setting a higher contribution target has been considered, as has setting a different percentage for the different housing market areas. However, whilst the viability study confirms that many schemes, such as greenfield sites in high value market areas e.g. parts of Cartmel Peninsula, could be considered viable to develop at 50% affordable housing, in many instances the residual land values are unlikely to encourage landowners and developers to bring forward sites. It is imperative that there is sufficient incentive for development to take place, otherwise the actual levels of affordable housing being delivered will decrease. However, in order to maximize the delivery of affordable housing, the Council retains the right to set a higher affordable housing requirement for specific allocated sites where it can be demonstrated to be viable.

7.12 The requirement for a proportion of dwellings to be affordable will apply to sites of 9 or more units in the Principal/Key Service Centres. Elsewhere, the requirement for a proportion of dwellings to be affordable, will apply to sites of 3 or more units. In setting site size thresholds account has been taken of evidence of the likely impact on viability and the consultation response from the housing industry and local communities. The lower threshold in rural areas reflects the fact that a higher proportion of housing is expected on smaller sites, including as infilling and rounding off. Conversely, a high proportion of supply in Key Service Centres is expected on larger allocated sites. While evidence on viability would support a lower threshold in Key Service Centres, it is considered that, overall, a threshold of 9 will facilitate a better mix of development including of low cost market housing. It will also encourage the development of smaller, previously developed sites with constraints, and thus contribute to the target of 50% of housing on brownfield sites.

7.13 The delivery of off-site affordable housing is dependent on the availability of land and therefore the Council will have to be proactive in order to realise its ambitions. The Council will continue to work with partners such as the Homes and Community Agency (HCA) and Registered Social Landlords (RSLs) to supplement the provision of affordable housing through the private sector with publicly funded schemes.

7.14 As already mentioned, South Lakeland is a popular area for people to move to and consequently local people have to compete with persons from outside who, usually, will be financially better off. To ensure that local people who would not qualify for affordable housing can access the housing market, and further to requiring an affordable housing contribution from new developments, the occupancy of a proportion of new housing will be restricted to people with a local connection in areas of identified need. The table below, derived from the Strategic Housing Market Assessment, identified those areas currently in need.

	Kendal	The East		
	Kendal	Milnthorpe	Kirkby Lonsdale	Other areas in the East
Estimated available supply up to 2015	4,300	278	283	2,500
Estimated demand in-migration	1,492	61	91	1,026
Estimated demand new and existing households	1,069	135	274	2,235
Projected surplus/shortfall	1,739	82	-82	-761

	Ulverston and Furness		Cartmel Peninsula	
	Ulverston	Ulverston and Furness Rural	Grange over Sands	Cartmel Peninsula Rural
Estimated available supply up to 2015	1,348	931	886	646
Estimated demand in-migration	475	456	357	214
Estimated demand new and existing households	479	724	401	401
Projected surplus/shortfall	368	-249	128	41

CS6.3 – Provision of affordable housing/local occupancy housing

The Council will consider the appropriateness of allocating sites in every community in the plan area in order to ensure the delivery of affordable housing to meet local need and achieve housing requirements in the RSS. The percentage of affordable housing to be provided on allocated sites will be dependent on local land supply, housing need and viability, including the potential for allocating sites solely for affordable housing.

Planning permission for the erection of new dwellings or conversion of existing buildings to dwellings will be permitted provided that the scheme provides local housing (including affordable housing) in accordance with the following:

- On all schemes of nine or more dwellings in the Principal/Key Service Centres, and three or more dwellings outside of these areas, no less than 35% of the total number of dwellings proposed are affordable. More affordable housing should be provided unless there is evidence that it would not be viable to do so;
- The affordable housing provided is made available solely to people in housing need at an affordable cost for the life of the property. The Council will ensure that any planning permission granted is subject to appropriate conditions and/or planning obligations to secure its affordability in perpetuity;
- The mix and tenure of affordable housing provided reflects the identified housing needs at the time of the proposal as demonstrated in the Housing Market Assessment and waiting list information;
- The affordable housing shall be mixed within the development;
- In addition to the affordable housing requirements above, on all residential developments of three or more dwellings across the district outside the Key Service Centres of Kendal, Ulverston, Milnthorpe and Grange-over-Sands, 35% of the total number of dwellings proposed should be for local occupancy. Schemes for one or two dwellings should be for local occupancy;
- Eligibility for local occupancy housing would extent to the District and surrounding areas as defined in the monitoring and implementation framework.

Exceptionally, a lower requirement for affordable housing/local occupancy will be acceptable where there is clear evidence that it would make the development unviable. Further information on the operation of the affordable housing/local occupancy mechanisms is included within the monitoring and implementation framework.

The ongoing requirements for local occupancy restrictions is dependent on the continued demonstration of evidence of need (Strategic Housing Market Assessment).

Affordable housing in rural areas

7.15 Where it would be inappropriate to allocate mix use housing sites, the Council will actively support the implementation of affordable housing 'exception' schemes. This should be done in consultation with the local community. Such exception sites should be only for affordable housing in perpetuity and should seek to address the needs of the local community by accommodating households who are either current residents or have an existing family connection or employment connection, whilst also ensuring that rural areas continue to develop as sustainable, mixed and inclusive communities.

7.16 Community Land Trusts (CLTs) are another mechanism for delivering affordable housing. A CLT is an independent non-profit trust, which owns or controls land and facilities in perpetuity for the benefit of the community. There is no single model for these organisations, but they require high levels of community participation, generally including representation on a trust board, and qualifying for the homes they provide usually depends on a local connection.

CS6.4 – Rural exception policy

Housing development proposals outside of the settlement boundaries in the Service Centres, and where it does not constitute infilling or rounding off in the smaller villages and hamlets without boundaries will only be considered where they provide 100% affordable housing under the following exception site criteria:

- There is clear evidence of local support for the scheme, having regard to the views of the Parish Council's within the Local Area Partnership
- There is clear and robust evidence of housing need.
- The housing will be affordable in perpetuity and for people with a local connection.
- The scheme is of a scale and style appropriate to its immediate surroundings.
- There is clear evidence of viability of the scheme.
- The scheme demonstrates good design that is sympathetic to the local area.

The Council will facilitate a rolling programme of Housing Needs Surveys to provide evidence of local need. The Core Strategy also supports the development of Community Land Trusts (CLTs) as a vehicle for the Community Led Affordable Housing.

The Council will continue to utilise resources from additional Council Tax from Second Home owners to allocate directly to affordable housing initiatives.

Accommodation for gypsies and travellers

7.17 It is important that the Core Strategy meet the needs of all sections of the community, including gypsies and travellers. Organised groups of travelling showpeople are excluded from the planning definition of 'gypsies and travellers' but their accommodation requirements are similar. The partial review of the Regional Spatial Strategy will include targets for the provision of gypsies, travellers and travelling show people. Historically, there has not been a large gypsy and traveller community in South Lakeland. This is reflected in the fact that, apart from encampments during the Appleby Fair, there are few cases of unlawful sites or encampments.

CS6.5 gypsies, travellers and travelling showpeople

Appropriate provision will be made to meet identified need in line with the development strategy in CS1 and emerging targets in the partial review of the RSS. The following criteria will be used to guide the identification of sites and the determination of planning proposals where specific sites cannot be identified through the Allocations of Land DPD. The criteria will require that proposed sites and allocations demonstrate:

1. The need for an additional site for gypsies and travelling people within the District/the need for travelling showpeople with established business links in the district to have a site;
2. The development will have an acceptable impact on the environment or character of the area or existing surrounding uses;
3. The development includes landscape screening to minimise the impact on the character and amenities of the surrounding area;
4. The development would result in acceptable traffic impact on surrounding minor roads, and adequate access, parking, turning and servicing can be provided;
5. The development can be served by necessary utilities infrastructure;
6. Proposals include the long-term management of the site and any additional uses intended to be carried out from the site.

Conditions will be used to control the nature and level of non-residential uses on the site.

Making effective and efficient use of land

7.18 National policy requires local planning authorities to avoid the inefficient use of land in accommodating new residential development and, thereby, to help to reduce the loss of greenfield sites to development on the edge of settlements. Accordingly, it encourages housing to be developed at a minimum density of 30 dwellings per hectare. Building at higher densities in the Key Service Centres can also help to sustain and improve access to local services and public transport and minimise the need to travel. A more flexible approach is appropriate in the smaller settlements and for exception schemes in the countryside. In assessing what density is appropriate priority will be given to ensuring that making efficient use of land does not result in development that detracts from the character of the area. The precise density will therefore be determined having regard to the site's immediate context, on-site constraints, the type of development proposed and the need to provide an appropriate mix of house types and sizes to meet the community's needs.

7.19 In extreme circumstances, the Council will consider use of its Compulsory Purchase Order (CPO) powers to ensure the key issues and objectives for housing are achieved.

CS6.6 – Making effective and efficient use of land and buildings

The Council will seek to make effective and efficient use of land and buildings through the following planning requirements and actions:

1. Seeking to ensure that 50% of housing development takes place on previously developed land and buildings.
2. Supporting a strategy to bring previously developed land and buildings and empty housing into housing use. This will include:
   - Planning to address obstacles to the development of vacant or derelict sites;
   - Encouraging innovative housing schemes that make effective use of public sector previously developed land;
   - Seeking to identify and bring into residential use empty housing and buildings in line with local housing and empty homes strategies and, where appropriate, acquiring properties under Compulsory Purchase.
3. Targeting non statutory organisations which own land in South Lakeland to encourage the release of sites for affordable housing;
4. Meeting the target of an average density of at least 30 dwellings per hectare for all housing developments. Higher densities will be sought on appropriate sites, particularly those:
   - Close to transport hubs such as bus stations or main bus routes;
   - In or adjoining Kendal, Ulverston, Grange, Milnthorpe and Kirkby Lonsdale centres. In some circumstances, a lower density below 30 dwellings per hectare will be supported if:
   - There is proven need;
   - Environmental constraints mean that it is not suitable for high-density development.

Section 8 – Jobs, Skills and Regeneration

CS7 Jobs, skills and regeneration

Land for jobs and businesses

8.1 Since 2003, approximately 1.27 hectares of employment land have been taken up for employment use annually in South Lakeland (see table below). This is somewhat lower that the previous employment land target of 3.8 hectares per annum in the Cumbria and Lake District Structure Plan.

8.2 It is likely that the relatively low rate of take up of land for employment use is not an indication of lack of demand, but rather that it is due to the lack of suitable sites in appropriate locations. This assumption is backed up by commercial appraisals, consultations and business surveys and is confirmed by the findings of the 2005 Employment Land and Premises Study (ELPS), which found that only five potential employment sites in the area (of those allocated for employment use in the last Local Plan) that were available for development had no serious issues or constraints.

8.3 More recent monitoring in March 2008 showed that the available employment land supply has decreased. A few sites have been completed or are under construction. Of the total land supply of 15.55 hectares, only 5.67 hectares can be considered as 'available' as defined in the RSS, as "fully services and actively marketed, or likely to be services in the next three years".

National and Regional Policy Context

PPG4 – Industrial, Commercial Development and Small Firms

PPS6 – Planning for Town Centres

Good Practice Guide on Planning for Tourism

PPS7 – Rural Areas

RSS – W1, W2, W3,W4,W5,W6,W7

Regional Economic Strategy
Cumbria Economic Strategy

Historic employment land take up and current supply (in hectares)

	Total Employment Land allocated in Local Plan	Development completions of allocated employment land (all sites) 01.04.03 – 31.03.08	Development completions not on allocated employment land (all sites 01.04.03 – 31.03.08	Total completions 01.04.03 – 31.03.08	"Available" allocated sites. All sites including constrained sites excluding sites under construction at 31 03 08	"Available" committed sites. All sites including constrained sites excluding sites under construction at 31 03 08	Total Available employment sites
B1	5.07	0 (0.39 for non B use)	0	0	3.40 (excluding 0.18 at Crakeside not available as own use)	0.32	3.72
B2	0	0	0	0	0	0.28	0.28
B8	0	0	0	0	0	0	0
General B use	22	3.01	2.94	5.95	7.18	1.55	8.73
B1/B2/B8 area of a mixed use allocation	4.32	0.40	0	0.40	2.82	0	2.82
Grand Total	31.39	3.41	2.94	6.35	13.40	2.15	**15.55**

8.4 The RSS advises that the pattern and scale of provision of allocated employment land should be determined by local employment land reviews. The Council's Employment Land and Premises Study (ELPS, 2005) provides evidence for the employment land requirement up to 2016. This will shortly be reviewed to ensure that evidence is available to cover supply and demand up to 2025, with an interim review undertaken in the form of the Employment Land Position Report 2009.

8.5 The ELPS recommended that the Council should seek to ensure that around 4 hectares of employment land are provided per annum. It is argued that this land is fundamentally required due to the very low vacancy rates in South Lakeland; the paucity of allocated high quality, unconstrained employment sites; the need to provide an adequate choice of sites for development over the longer term in order to respond to demand; the facilitation of aspirations for Kendal to act as an Employment Zone for residents in the Lake District National Park; the importance of ensuring that Ulverston remains an important contributor to the District's economy it is own right (to balance the relative vitality of the east); and to align the employment land offer with the pro-active economic vision of the District.

8.6 This level of provision equates to 60 hectares of employment land to be provided between 2010 and 2025. Further land may need to be provided as part of employment land allocations to serve as potential locations for household waste recycling centres, particularly in relation to the Principal and Key Service Centres.

8.7 As well as the provision of sufficient new employment land, achieving the District's economic objectives is dependent on protecting and enhancing existing employment sites. The Core Strategy seeks to protect and enhance the District's most sustainable and valued employment areas by identifying them as employment zones and applying policies within the areas to favour employment use, whilst allowing some mixed-use development in appropriate locations. Several of these zones are coming under pressure from other forms of development and significant areas of former employment land have been lost to other uses, notably housing.

8.8 Whilst redeveloping for housing outworn employment areas that do not meet current needs accords with national planning policy, it is important to ensure that the supply of employment land and premises is maintained.

8.9 All employment areas are being reviewed to ensure their continuing suitability. Where employment is still considered to be the most appropriate use, designation as an employment zone will be proposed.

8.10 A number of employment zones will also be identified where an existing employment allocation is virtually complete or where a designation is considered necessary to protect an existing employment use.

8.11 Details of proposed employment zones will be set out in the Allocations of Land DPD and will be identified on the proposals maps.

CS7.1 – Meeting the employment requirement

The Core Strategy will seek to ensure that around 4 hectares of employment land are allocated per annum between 2010 and 2025.

The Council will seek to maintain a rolling provision of five years' worth of high quality, unconstrained land for each employment land market sector, that is readily available for development at any one time. This will be distributed across the District in accordance with the sequential hierarchy in CS1 and linking areas of opportunity and need. It equates to around 20 hectares of land. This will be kept under review to ensure that the Council does not over or under develop sites in relation to the actual scale of economic growth in light of a review of employment trends and needs in the area.

Suitable employment related development in existing employment areas, including extensions to premises, will normally be permitted. It will be necessary to ensure that the allocation of any greenfield land for employment use is phased, in order to prioritise the use of previously developed land.

SLDC will work with owners and developers of several of the sites with surmountable constraints to bring forth mitigation measures sufficient to make them attractive for commercial use. Due to the relative lack of unconstrained and available sites in the District, it is necessary to strongly enforce policies aimed at safeguarding and maintaining the best employment sites from redevelopment for other uses.

Good quality unallocated sites which are currently in employment use will be preserved. Conversely, those sites that have been identified as being uneconomical, severely constrained or otherwise unavailable for future employment use and which satisfy the criteria for release in W4 of the RSS should not be allocated in the LDF. Consideration will be given to a range of alternative uses

Proposals will be encouraged to improve the quality of the environment, signage, security and accessibility of the sites.

Type of employment land required and sectoral split

8.12 In light of the need to be responsive to future economic demands it would not be appropriate for the Core Strategy to break down the employment land allocation between B1, B2 and B8 use[3]. However, it is noted that there should still be a particular allocation relating to high quality office/research and development/light industrial space (i.e. for B1 use only). Whilst the figures suggest a decline in B1 use in South Lakes over recent years, business leaders involved in the industry suggest that this is likely to increase again. Particular opportunities arise from the M6 corridor and there is potential for substantial high value knowledge-based allocation, likely to be B1, arising from the ability of Kendal to cater for the needs of Lake District residents.

8.13 The ELPS recommended that the overall requirement for 60 hectares of additional employment land over the next 15 years should be split so that:

- 26% of the total is provided for strategic employment sites[4] (16 hectares);
- 32% of the total is provided for business/science parks[5] (19 hectares); and
- 42% of the total is provided for local employment sites[6] (25 hectares).

8.14 The large amount of local employment sites would satisfy the local need to provide expansion sites and to encourage local businesses to remain in the area – a key priority for the Core Strategy. They would also ensure that there would be ample facilities for new investment in the area.

CS7.2 – Type of employment land required and sectoral split

Of the total employment land requirement of 60 hectares, 70% will be allocated for General B use and the remaining 30% specifically allocated for high quality B1 employment uses.

The delivery of employment land will be allocated in accordance with the following split (based on the distribution of development in CS1):

	Location	Allocations			
		2010-15	2016-20	2020-25	Total
Strategic Employment Site	Kendal Ulverston	3 2	3 2	3 2	15
Local Employment Site	Kendal, Ulverston Grange-over-Sands, Milnthorpe, Kirkby Lonsdale Local Service Centres Other Rural Settlements	1 3 4 2	1 3 4 2	1 3 4 2	30
Business/Science Park	Kendal Ulverston	3 2	3 2	3 2	15

1. For the purposes of this policy, employment land is defined as land for industrial/business development and covers use classes B1a (offices), B1b (research & development), B1c (light industry), B2 (general industry) and B8 (storage & distribution).
4. Strategic employment sites – Large sites of 8+ hectares, located close to primary road network and aimed at larger businesses.
5. Business Parks – High quality employment sites aimed at office/high tech industry.
6. Local Employment Sites – Minimum of 1 hectare to suit a range of sizes and types of use.

Education and skills

8.15 Across the country, there is a trend of falling pupil numbers in primary and secondary schools and the decline is expected to continue for at least the next 20 years. In Cumbria, it is estimated that about one quarter of school places will become empty over the next decade. It is very important that the Core Strategy plans for the future to ensure that the correct number and type of schools are delivered and that they are the right size and in the right locations. As a result, there is a need to review and, where necessary, rationalise school provision. At the same time, there is an opportunity to invest in building new schools to meet modern educational needs and improve levels of educational attainment. There are also opportunities to promote wider community use of school facilities.

8.16 Good quality higher education, training and skills development are essential to ensure that all sectors of the community have the opportunity to share and take an active part in the future prosperity of South Lakeland. A trained resident workforce is important to ensure a skilled local labour pool for new and expanding enterprises in the District. The Core Strategy sets the framework for increasing the value of the local economy and providing higher paid jobs. It is important that the local community has the skills to access such jobs. The Council will encourage educational institutions to develop and maintain strong links with their neighbouring communities.

CS7.3 Education and skills

The Core Strategy supports the modernisation and enhancement of provision for education and training through:

- Encouraging investment in education and training at existing facilities;
- Supporting the development of further and higher education in the district, including Cumbria University and Kendal College;
- Working with partners to foster opportunities for skills development and encourage life-long learning;
- Supporting links between local businesses and higher and further education establishments;
- Supporting the Local Education Authority's school re-organisation programme;
- Identifying sites for new schools – to satisfy new needs – which are easily accessible and are well related to their catchments;
- Re-using redundant school sites to support regeneration priorities and the creation of sustainable communities;
- Ensuring that, where appropriate, development proposals make a contribution to education and training needs.

The Council will take account of the views of the local community, undertake assessments of demographics and needs in the local area and make them accessible whilst addressing spatial disparities in services and facilities.

Rural economy

8.17 Outside the Service Centres, the importance of providing for the social and economic needs of rural communities and supporting the rural economy are key considerations. Many aspects of the LDF strategy influence the sustainability of the rural economy, including the scale, location and type of housing and environmental considerations. A careful balance needs to be achieved in supporting proposals that assist the economic sustainability of local communities, whilst addressing any potential environmental consequences and seeking to ensure that opportunities are taken to enhance the environment. It is recognised that a site may be an acceptable location for small-scale economic development even though it may not be readily accessible by public transport.

8.18 The Council is keen to encourage farm enterprises to diversify into new agricultural and non-agricultural business activities that will not only help to sustain the rural economy but will also be compatible with protecting and, where possible, enhancing its rural character and environmental resources. Farm diversification may involve various type of enterprise, including the introduction of different methods of agricultural production, the use of new crops, adding value to farm products, tourism, recreation, farm shops and leasing land or buildings to non-agricultural businesses.

8.19 The recently launched Cumbria Fells and Dales Rural Development Programme will be delivering £8m-worth of funding for a range of activities aimed at assisting farmers, foresters, small rural businesses and rural communities in mid and south Cumbria. The programme will run until 2013. Activities will include grants, training and information provision, supporting farm diversification, advisory services and business creation and development.

8.20 The Core Strategy seeks to encourage new working practices such as live/work units or home working in a sustainable way. Live/work developments can also meet the needs of businesses beyond the immediate development, as a form of business hub. The traditional role of market towns and larger villages servicing the wider rural community can be enhanced by providing flexible workspaces and facilities, such as meeting rooms etc, for smaller and home-based businesses via rural business hubs. This can build upon the traditional interdependence of market towns and the villages they serve.

8.21 The Core Strategy recognises the importance of village shops and services and other small-scale economic users, including village pubs, to rural communities and seeks to take that into account when accessing development proposals that would result in their loss. The Council will also respond positively to proposals for the conversion or extension of shops that are designed to improve their viability.

CS7.4 Rural economy

Support will be give to the economic needs of rural communities by encouraging:
- The provision of broadband in rural areas;
- The retention or expansion of appropriate businesses outside the service centres;
- The re-use of suitable rural buildings for employment-generating uses;
- The provision of live/work units and development of rural business hubs in appropriate locations;
- The diversification of the agricultural economy.
- Supporting sustainable farming and food production.

The Council recognises the environment as a critical driver in the local economy. The Council will support the following projects:
- Enhanced training delivery for traditional land-based skills and traditional buildings skills;
- The provision of a range of opportunities for geological/environmental training to support local jobs;
- Schemes such as English Woodland Grant Scheme and Environmental Stewardship Schemes, and ensuring that new enterprises do not preclude/hinder the success of a scheme that is already in operation and that opportunities for the enterprise to support the scheme are taken.

Favourable consideration will be given to suitable employment-related development in rural areas where the proposal:
- Is of a scale in keeping with its surroundings;
- Does not detract from the amenity of residential areas;
- Is not detrimental to the character or appearance of the landscape or settlement; and
- Does not give rise to unacceptable levels of traffic.

Favourable consideration will be given to proposals to convert redundant buildings for employment uses where:
- The buildings is structurally sound and capable of conversion without major rebuilding, extension or modification to the existing structure;
- Such a use would not detract from the character or appearance of the landscape or settlement and would not be detrimental to the amenities of residential areas;
- The building is served by a satisfactory access; and
- Services are readily available on site.

CS7.4 Rural economy continued

Planning permission for the conversion of rural buildings to employment generating uses with ancillary living accommodation will be granted provided the proposal accords with the following criteria:

- Is well related to the existing road network with direct access off a public road, and the proposals will not create conditions prejudicial to highway safety;
- Not be situated in very isolated positions, relative to local services such as shops, schools etc;
- Ideally be situated close to public transport routes;
- Is of a scale and type appropriate to the locality and would not adversely alter the appearance or character of the surrounding area;
- Is of a good standard of design and satisfactorily blends into the locality in terms of design, landscaping and materials;
- Concerns a building which is of some architectural merit in its own right, is important to the character of the locality and is structurally sound and capable of the proposed re-use without major re-building;
- Shows a domestic curtilage which is minimal, unobtrusive and capable of being screened;
- Relates to an employment use which is designed so that it can be used independently of the dwelling space (so that employment potential is not restricted only to occupants of the dwelling space); and
- Demonstrates that the building is of sufficient size to accommodate a genuine business use and that any residential accommodation will be ancillary to that use. Proposals for substantial residential accommodation with a token area given over to business use will be considered to be residential development and will therefore fall outside the scope of this policy.

'New build' live/work units, which do not involve the conversion of an important rural building, will generally only be acceptable on infill sites and where it constitutes rounding off (see CS1.1).

Town centre and retail strategy

8.22 Retailing and other town centre uses, such as leisure, are important elements of the strategy for the service centres. A retail study has been completed which assesses the future quantitative need for future convenience and comparison goods in each of the service centres.

8.23 National policy states that development plans should establish a hierarchy of retail centres in the district and that new retail development reflects this. The Core Strategy hierarchy reflects the principles of the development strategy (CS1) and the current retail function of the various centres.

8.24 Kendal is the largest centre and provides a range of food and non-food retail and other services, serving a much wider area than just the town and its immediate hinterland. It is important that Kendal remains attractive and competitive and retains its position in the sub-region's retail hierarchy. Kendal is identified in the RSS as key regional retail centre.

8.25 Ulverston is the second largest centre, providing a range of services and facilities in the Furness Peninsula. Smaller centres in the other Key Service Centres – Kirkby Lonsdale, Grange-over-Sands and Milnthorpe – provide a range of services for their rural hinterland. Below them, Local Service Centres provide for basic or everyday local needs without residents having to travel to a larger service centre within, or outside, South Lakeland. Local Service Centres also service a wider rural community than just the immediate settlement in which they are located.

CS7.5 Town centre and retail strategy

Support will be given to maintaining and enhancing the vitality and viability of the following hierarchy of town and local centres:

Kendal	Large town centre – serves the District and beyond.
Ulverston	Medium town centre – serves a wide rural catchment.
Grange, Kirkby Lonsdale and Milnthorpe	Smaller centres – provide a range of services for local residents and their rural catchments.
Local service centres	Local centres – provide for basic or everyday local needs and for their immediate rural catchment.

Retail and other town centre development of a scale appropriate to these roles and in sustainable locations will be supported in each Principal, Key and Local Service Centre, provided that development respects the character of the centre, including its special architectural and historic interest and assists in maintaining its existing retail function. Support will also be dependent on how it reflects need as identified in the retail study and other evidence. Site selection for retail and other town centre functions should follow prevailing national and regional policies.

The Core Strategy will seek to enhance local provision within centres and encourage local sustainable shopping patterns by addressing high levels of leakage to outside areas. The development of additional retail floorspace outside of the town centres will normally be strongly resisted, particularly where vacancy rates in the centres are high. The role of Local Service Centres will be maintained, mainly through environmental improvements and seeking to restrict the loss of services, whilst also supporting development to preserve and enhance the settlement's vitality and viability. The Core Strategy recognises the importance of village shops to rural communities and seeks to take that into account when accessing development proposals that would result in their loss. The Council will also respond positively to proposals for the conversion or extension of shops that are designed to improve their viability.

Other elements of the town centre and retail strategy

- Supporting the diversity of main town centre uses in order to enhance their continued vitality and viability with regard to retail, business, cultural and leisure services;
- Supporting the provision of office space and increased town centre residential development (where appropriate) in the Principal and Key Service Centres;
- Delivering improvements to the built environment, including streetscape, public realm and infrastructure;
- Working with partners to support the active management of the larger town centres;
- The designation and management of car parking;
- Improvements to the accessibility of the town centre, particularly by:
  - Promoting better links between the centres and their hinterlands;
  - Improvements to the pedestrian environment; and
  - Improvements to the pedestrian and cycle environment;
- Encouraging innovative design and improvements in local design quality which help to develop a strong local identify and sense of place.

The definition of town centre boundaries, primary retail areas and shopping frontages will be included within the Allocations of Land DPD and shown on the proposals map.

Tourism

8.26 Tourism is an important sector in the local and wider Cumbrian economy. It is a major source of employment and revenue. The benefits are increasingly shared across the district, with visitors spending on accommodation, food and drink, leisure activities and shopping. Non-tourism businesses also benefit through local supply chains, such as the wholesaler who supplies restaurants and the local garage where visitors fill up with fuel. Tourism also has a crucial value to the wider community, particularly in rural areas where many goods and services are only viable and available to the resident community because of the money spent by visitors.

8.27 The environment and heritage of the area, including the fact that it adjoins parts of the Lake District National Park and Yorkshire Dales National Park, provide opportunities for tourism development including accommodation, cultural and leisure attractions. Kendal is specifically mentioned in the RSS as a destination with emerging potential for heritage-related tourism development, where tourism supports and compliments its status as a historic town. It also states that the Area of Outstanding Natural Beauty is an important tourist attraction in its own right. Sustainable tourism activity that will strengthen and diversify the economic base in these areas will be supported but the statutory purposes of these designations must not be adversely affected.

8.28 It is important that new and existing facilities are supported in a sustainable manner to benefit the local economy and community. National and regional policies require tourism development to be of an appropriate scale and located where the environmental and infrastructure can accommodate the impact of visitors. Tourism will generally be supported in rural areas where is it shown to have no environmental harm.

8.29 The Cumbria Economic Strategy notes that development that improves value-added tourism, such as high quality developments in sport, adventure, culture and eating out, could also play a key role in encouraging businesses to locate in Cumbria and attract outside business investment.

CS7.6 Tourism development

The Core Strategy supports the creation, enhancement and expansion of tourist attractions and tourism infrastructure in accordance with the development strategy in CS1 and the principles for tourism development in the RSS (Policy W7). Kendal is highlighted as a destination with emerging potential for heritage related tourism.

Developments that improve high value-added tourism, such as high quality developments in sport and recreation, will be particularly encouraged.

Development should be of an appropriate scale and be located where the environmental and infrastructure can accommodate the visitor impact. Where a proposal is not readily accessible by public transport, then it will only be permitted where it relies of a specific geographical resource or contributions are made to improve accessibility.

Particular emphasis is placed on improving the quality of existing visitor accommodation and the need to broaden the range of accommodation provided.

Opportunities provided by energy and the low carbon economy

8.30 Energy from renewable sources offers particular opportunities for economic development, which in turn will help the Council to reach local, regional and national targets for carbon reduction. Of particular interest to Cumbria is to use the county's abundant resources:

- coastline for tidal projects;
- woodland for biomass;
- off-shore wind;
- plenty of rain for hydro-electric schemes; and
- waste material from hospitality, food and drink sectors to create biogas.

8.31 However, any potential must give full regard to the extensive environmental designations in the area and comply with sustainable development principles.

CS7.7 Opportunities provided by energy and the low carbon economy

The Core Strategy will support the realisation of opportunities provided by energy development and the low carbon economy, through:

- Supporting, in principle (where protection of the environment is assured and designated areas are safeguarded), appropriately located schemes which will increase energy production from the full range of renewable sources, contributing towards renewable energy generation targets in EM17 of the RSS, including:
  - Tidal energy;
  - Wind energy;
  - Hydro energy;
  - Biomass/Biogas;
  - Micro generation – ground and air source heat pumps, solar power, small wind and hydro projects and biomass (wood burning stoves/heating systems);
  - Decentralised and district heating systems
  - Low carbon technologies.

- Nuclear:
  - Working in partnership with Cumbria Vision, Credible Nuclear Power Operators (CNPOs), neighbouring authorities and the National Grid to consider future development of new reactors at sites adjacent to Sellafield and connections to the electricity network through National Grid and Electricity Northwest;
  - Ensuring the supply chain maximises business potential in nuclear industry development.

It is acknowledged that there are some energy sources which need to be remote from residential areas and other sensitive land uses.

Much of the coastline and upland areas are recognised for their international importance. Projects should avoid significant adverse effects on sites of international nature conservation importance by assessment under the Habitat Regulations.

Projects should avoid any harmful environment impacts upon the historic environment.

Section 9 – Quality Environment

Green infrastructure

9.1 Green infrastructure is the network of natural environmental components that lies within and between the area's towns and villages and which provides multiple social, economic and environmental benefits. In the same way that the transport infrastructure comprises a network of roads, railways, airports etc, green infrastructure has its own physical components, including parks, rivers, street trees and moorland.

9.2 Just as growing communities need to improve and develop their grey infrastructure (i.e. roads, sewers, energy distribution etc.), their green infrastructure needs to be upgraded and expanded in line with growth. The benefits and values of green infrastructure are wide reaching.

National and Regional Policy Context

PPS7 – Rural Areas

PPS9 – Biodiversity

PPG17 – Open Space, Sport and Recreation

RSS – EM1 – EM18

CS8.1 Green Infrastructure

The Core Strategy will seek to:

- Ensure that green infrastructure is an integral part of creating sustainable communities;
- Incorporate green infrastructure into new developments, particularly where it can be used to mitigate the negative impacts of the development;
- Attain high standards of environmental design that fit with the surrounding countryside and landscape setting;
- Protect the countryside from inappropriate development whilst supporting its positive use for agriculture, recreation, biodiversity, health, education and tourism;
- Protect and enhance the linkages between open spaces within the service centres, other rural settlements and in the wider countryside, supporting the creation of additions to the footpath network in liaison with Parish Councils;
- Protect and enhance important open spaces within settlements to contribute towards an improved network of green corridors of value for wildlife, recreation and the amenity needs of the community;
- Protect species and habitats and create new habitats and wildlife corridors where biodiversity conservation and enhancement is affected by development;
- Conserve and enhance existing trees and woodlands including requiring the planting of new trees and woodlands on appropriate development sites.
- Ensure the protection and enhancement of watercourse and wetlands which are important contributors to the network of blue and green corridors for wildlife, recreation and the amenity needs of the community.

Protection and enhancement of landscape and settlement character

9.3 The visual character of South Lakeland's landscape, seascape, townscape and the separation of settlements is highly valued by residents and visitors. High priority must be given to the protection, conservation and enhancement of this landscape character and new development should be well designed and help to sustain and/or create landscapes and townscapes with a strong sense of place and local identity.

9.4 Green gaps are important in keeping individual settlements distinct and protecting their individual character. They protect against coalescence and the creation of large urban areas that have a reduced inter-relation with the surrounding open countryside. The diversity and multiplicity of individual settlements scattered across the district is a constituent part of the character of the area and green gaps seek to protect such character.

CS8.2 Protection and enhancement of landscape and settlement character

Proposals for development should be informed by, and be sympathetic to, the distinctive character areas identified in the Cumbria Landscape Character Assessment and features identified in relevant settlement studies and local evidence.

Development proposals should demonstrate that their location, scale, design and materials will protect, conserve and, where possible, enhance:

- The special qualities of the environment associated with the nationally designated areas of the National Parks and Arnside and Silverdale AONB;
- The special qualities and local distinctiveness of the area;
- Distinctive settlement character;
- The pattern of distinctive natural features such as hedges, woodlands, hay meadows, wetlands, valleys, fells and rivers, and their function as ecological corridors for wildlife;
- The setting of, and views from, conservation areas and individual built/manmade features that contribute to landscape and settlement character such as St Anthony's Tower, Kendal Castle and Devil's Bridge in Kirkby Lonsdale.

Land will be identified in the Allocations of Land DPD as forming a green gap where:

- If developed it would cause or add to the risk of future coalescence of two or more individual settlements between which it is important to retain a distinction.

Green Gaps should:

- Contribute to maintaining a settlement's identity, landscape setting and character;
- Comprise predominantly open land maintaining an 'open' aspect;
- Where possible afford recreational and biodiversity opportunities.

Development will be supported within green gaps where it is essential for the needs of agriculture, forestry, and local community infrastructure and where it cannot be located elsewhere.

9.5 The precise boundaries of green gaps will be considered in the Allocations of Land DPD, based on an assessment of the value of the function of the green gaps. Evidence is needed to justify the location and extent of the green gaps, assessing their physical characteristics and what it is about them that would maintain the distinction of settlements and considering why a distinction between particular settlements is important.

Open space, sport and recreation

9.6 The Council has recently completed an open space, sport and recreation assessment. The assessment covers the following types of open space: parks and gardens, natural and semi natural greenspace, green corridors, amenity greenspace, provision for children and young people, allotments, cemeteries and churchyards, civic spaces and outdoor sports facilities. It also incorporated a playing pitch assessment. A total of 264 open space assessments were carried out to evaluate the quality and value of sites. The assessment of quality and value allows an objective approach to identifying those spaces that should be given the highest level of protection in the LDF, those that require enhancements and those that may no longer be needed for their current purpose. The Council will work towards improving the quality and value of all open space sites over the plan period, but particularly those that have scored poorly through the assessment process. This may involve changing the nature and type of some spaces that are surplus to requirements in their current form in order to meet shortfalls in other types of open space in the locality. Levying appropriate developer contributions will be a key mechanism for implementing these qualitative improvements.

CS8.3a Accessing open space, sport and recreation

The Core Strategy will support the provision of open space, sport and recreation facilities in accordance with the following accessibility standards:

	Formal Provision			Informal Provision	
	Parks and Gardens	Provision for Children and Young People	Civic Spaces	Natural/Semi Natural Greenspace	Amenity Greenspace
Kendal and Ulverston	All residents to be within 1200m of high quality parks and gardens	All residents to be within 750m of at least a LEAP sized, high quality equipped play area	All residents to be within 3200m of high quality civic space provision	All residents to be within 900m natural/semi natural provision	All residents to be within 750m of amenity green space
Grange, Milnthorpe and Kirkby Lonsdale	All residents to be within 1200m of high quality parks and gardens	All residents to be within 750m of at least a LEAP sized, high quality equipped play area	All residents to be within 3200m of high quality civic space provision	All residents to be within 750m of either natural/semi natural or amenity green space provision	
Local Service Centres		All residents to be within 1000m of high quality casual play provision		All residents to be within 900m of either natural/semi natural or amenity green space provision	
Other Rural Settlements	All residents to be within 900m of at least one type of open space provision				

Cemeteries, green corridors and allotments are not included within the settlement hierarchy. The Allocations of Land DPD will identify important open spaces (both public and private) which it is important to safeguard.

9.7 Target quantity standards provide a guide as to how much open space, sport and recreation area is needed for every 1,000 people in the local population in order to strategically serve the area. Standards for each open space have been created in relation to demand and access and are provided on an analysis area basis[7].

9.8 The starting point for calculating quantitative standards is the total current provision within an area. This is then compared with the amount of provision required in order to address all the identified deficiencies as documented in the open space, sport and recreation assessment. In order to quantify this, an estimation has been made of how many sites, of a minimum size, are needed to provide comprehensive access to this type of provision.

9.9 Where new accessibility gaps occur, the minimum quantity standards will be used to negotiate the amount of provision that is required to serve that development in a way that is consistent and equitable with the rest of the area in terms of open space provision.

CS8.3b Quantity of open space, sport and recreation

The Core Strategy will support the provision of open space, sport and recreation in accordance with the following standards (figures in hectares per 1000 population):

Area	Parks and Gardens Greenspace	Natural and Semi Natural	Amenity Greenspace young people	Provision for children and
Kendal	1.22	0.59	1.53	0.07
Ulverston	0.51	3.97	0.89	0.04
Grange	14.23	32.59	1.89	0.06
Kirkby Lonsdale	0.15	15.20	0.17	0.03
Milnthorpe	21.88	2.94	0.73	0.07

Area	Cemetries, disused churchyards and other grounds	Civic spaces	Allotments	Playing pitches (football, cricket, rugby, hockey, bowls and tennis)
Kendal	0.32	0.0009	0.57	1.75
Ulverston	0.48	0.03	0.73	1.24
Grange	0.98	0.27	0.12	2.00
Kirkby Lonsdale	0.55	0.02	0.13	3.57
Milnthorpe	0.39	0.05	0.35	1.95

Where residential development is proposed/allocated in an area outside the accessibility standard for any given type of open space (see CS8.3a), the quantity standards will be used to ensure that the appropriate provision is made on site, based on the number of people who will be living in the area.

Where residential development is proposed/allocated in an area within the accessibility standards for any given type of open space, a financial contribution will be required towards improving the local open space that will serve the local residents.

7. The open space study also uses spatial analysis areas which have been adopted to create a more localised assessment of provision and for examination of open space/facility surplus and deficiencies at a local level. Using natural boundaries and reflecting the major settlements areas, spatial analysis areas have been included for each of the Principal/Key Service Centres and their rural hinterlands.

CS8.3b Quantity of open space, sport and recreation continued

The Core Strategy will support the provision of indoor sports facilities in accordance with identified need, having due regard to the North West Strategic Facility evidence base and localised studies.

Provision of further allotments will be based on evidence of demand – as documented through Parish Plans and existing waiting lists.

Biodiversity and geodiversity

9.10 South Lakeland contains a wealth of biodiversity and natural environmental assets and the protection and enhancement of designated areas such as SSSIs and Ramsar Sites is paramount. Such sites are identified on the proposals map.

Proposals should particularly seek to contribute towards the objectives for priority habitats and species in the Cumbria Biodiversity Action Plan (CBAP). Development proposals should be accompanied by sufficient information to assess the effects of development on protected sites, species, biodiversity or geology, together with any proposed prevention, mitigation or compensation measures. It is also important to protect and enhance those sites and species that do not enjoy special protection.

CS8.4 Biodiversity and geodiversity

All development proposals should:
- Protect the biodiversity and geodiversity value of land and buildings and minimise fragmentation of habitats;
- Maximise opportunities for restoration, enhancement and connection of natural habitats; and
- Incorporate beneficial biodiversity and geodiversity conservation features where appropriate.

Proposals should particularly seek to contribute towards the objectives for priority habitats and species in the Cumbria Biodiversity Action Plan.

Development proposals that would have a directly or indirectly adverse effect to nationally and internationally designated sites, or other areas, or protected species, including County Wildlife Sites, will not be permitted unless:
- They cannot be located on alternative sites that would cause less or no harm;
- The benefits of the development clearly outweigh the impacts on the features of the site and the wider network of natural habitats; and
- Prevention, mitigation and compensation measures are provided.

Development proposals where the principal objective is to conserve or enhance biodiversity of geodiversity will be supported in principle.

Development proposals should examine the capacity of European sites to receive an increase in visitors without a corresponding increase in the level of environmental impact.

Coastal zone

9.11 The coast and surrounding seas make a unique contribution to the character of the area and are recognised as important for commercial, tourism and recreational uses, as well as being designated for their environmental importance. The defence of the coast against erosion and flooding by the sea has been an important issue for communities for many years. Coastal defence schemes help to prevent the loss or inundation of assets such as coastal settlements and infrastructure such as roads, in the short to medium term.

9.12 Cumbria County Council plays an important role as a strategic co-ordinator, leader and participant, with responsibilities for coastal management, planning and the provision of infrastructure.

CS8.5 Coast

The Core Strategy seeks to:

- Conserve and enhance the coastal and estuarine landscape and cultural heritage;
- Conserve and enhance biodiversity and protect wildlife habitats. Access to the beach and foreshore of Morecambe Bay needs to be controlled to prevent damage to habitats and disturbance, through measures such as restrictions on parking and vehicle access in sensitive areas;
- Ensure that the area's natural resources are managed in a sustainable way;
- Have regard to the possible effect of climate change in determining the location of development and approaches to coastal defence;
- Protect the finite resource of the undeveloped coast from unnecessary development;
- Provide for new development, including land-based maritime uses for coastal recreation and tourism. Development proposals should make reference to the Morecambe Bay Strategy and the solutions to managing disturbance that are recommended in and around the Morecambe Bay European Site. Natural England needs to be involved in these discussions and delivery;
- Provide information to encourage responsible recreation use and help visitors to understand the special features of the protected sites of Morecambe Bay
- Protect the quality of all water bodies, including coastal and transitional waters.
- Ensure that thorough and effective assessments of drainage impact and flood risks are carried out; that sustainable approaches to drainage management measures are introduced; and that risk to life and property by flooding is reduced;
- Support the strategy for the management/protection of the shoreline.

Where necessary, the Council will support stricter mitigation measures in terms of zoning and byelaw enforcement to ensure the protection of Morecambe Bay SAC.

Historic environment

9.13 The Council seeks to ensure that buildings, sites and areas of particular heritage importance, including those of locally designated significance, are preserved for the future and, wherever possible, enhanced for both their particular intrinsic merit and so as to benefit any broader heritage regeneration proposals.

9.14 Conservation areas – and buildings or features that are statutorily protected through listing – are given protection under national legislation and guidance. However, more specific policies and proposals for protection and enhancement, including policies on safeguarding heritage assets of local significance, will be developed within separate, individual Conservation Area Management Plans SPD.

9.15 Proposals for new development within the curtilages and the settings of listed buildings; scheduled ancient monuments and historic parks and gardens must provide clear evidence that the development would enhance the special character and historic significance of such areas.

9.16 Conservation Area Characterisation Appraisals have been prepared for all ten of the Council's existing conservation areas and have been adopted as background evidence in support of the LDF and in Development Control decision-making. These will be used to understand the special character and unique identity of the historic environment in each area and inform decisions with regard to development proposals in those areas.

9.17 Development proposals in conservation areas must preserve or enhance the character or appearance of the conservation area. Planning applications for development proposals in or affecting conservation areas (including applications for Conservation Area Consent for the demolition of unlisted buildings) will be determined in accordance with both national policy (currently contained within PPG15) and in conjunction with the detailed information contained in the Conservation Area Character Appraisals that have been prepared for each area.

9.18 Generally, there will be a presumption against the demolition of buildings that have been identified within Conservation Area Character Appraisals as making a positive contribution to the special interest of a conservation area. In addition, careful attention will be given to any development proposals that are likely to affect such buildings to ensure that their essential architectural or historic character is retained.

9.19 Buildings that have been categorised in the Conservation Area Character Appraisals as having a damaging or harmful impact on the special interest of the conservation area might benefit from future grant aid towards the cost of fabric repair or the reinstatement of features. However, the most harmful of these buildings and sites can be targeted as suitable locations for future change or development, provided that high quality replacement buildings are chosen which can be shown to actively enhance, through their overall design quality, the special character and appearance of the area. Where such sites have been identified in Conservation Area Management Plans the Council will give consideration to the preparation of design briefs to ensure that replacement buildings of appropriate design and character are secured for such locations in the future.

9.20 This policy supports the adaptive re-use of redundant buildings where the proposals make a clear case for the securing of a long-term sustainable future for the building with minimal damage to the historic fabric or architectural character of the building.

9.21 The Council will prepare a list of locally important buildings and features and will seek nominations for such buildings from the wider community. It will also consult widely on the selection criteria for the choosing of such buildings and on the content of the list when it is finalised. The Council will consider the removal of permitted development rights from such buildings and will seek to control proposals for their demolition.

CS8.6 Historic environment

The Core Strategy supports:

- The safeguarding and, where possible, enhancing of historic environment assets, including their characteristic settings and any attributes that contribute to a sense of local distinctiveness. Such assets include listed buildings and features (both statutory and locally listed), conservation areas, scheduled ancient monuments and registered parks and gardens.
- Seeking the adaptive reuse of redundant or functionally obsolete listed buildings or important buildings within conservation areas, without harming their essential character.
- The preparation of a list of buildings and features of local architectural or historic importance.
- The production of conservation area management plans to identify and explain how the Council will seek to preserve and enhance the special interest of such areas.
- Actions that will ensure the proper conservation of all heritage assets that are at risk.
- Working with owners of heritage assets to ensure their maintenance and repair.
- Consideration of the introduction of tighter controls within conservation areas and other sites or areas of heritage importance by implementing Article 4 (2) Directions to control certain types of permitted development, which, if unchecked, would cause harm to the special character and appearance of such areas.

Sustainable construction, energy efficiency and renewable energy

9.22 There is strong and resounding evidence that climate change is already taking place, and that emissions of greenhouse gases from human activities are responsible for this. Climate change will have major implications for the UK and is expected to result in more extreme weather events, including hotter and drier summers, flooding and rising sea levels leading to coastal realignment. The 2008 Planning Act states that development plan documents (taken as a whole) must include policies designed to ensure that the use of land in the local planning authority's area contributes to the mitigation of, and adaptation to, climate change.

9.23 South Lakeland District Council is committed to tackling climate change and has signed the Nottingham Declaration, which is a public statement of intent to work with the local community and businesses to respond to the challenges of climate change. This includes cutting greenhouse gas emissions such as carbon dioxide and preparing for the changes that climate change will bring.

9.24 The Code for Sustainable Homes is a national standard to promote the design and construction of more sustainable new dwellings. The code measures the sustainability of a dwelling by assessing its performance against a number of factors including energy use, water efficiency, surface water run-off and waste. Since May 2008 all new homes are required to have a code rating. The code uses a 1 to 6 star rating system to communicate the overall sustainability performance of a new home. A home that is given 6 stars will have achieved the highest sustainability rating. In 2006 the Government announced a 10-year timetable for achieving the target that all new homes from 2016 must be built to zero carbon standards, to be achieved through a step-by-step tightening of the Building Regulations. Based on the standards in the Code for Sustainable Homes, this is equivalent to code level 3 in 2010, level 4 in 2013 and level 6 in 2016.

9.25 In the 2008 Budget, the Government also announced an ambition for all new non-domestic buildings to be zero carbon from 2019, with consultation on the timeline and its feasibility. BREEAM (Building Research Establishment Environment Assessment Method) provides the equivalent standard for assessing the environmental performance of non-residential developments, such as offices, retail developments and schools. It measures the sustainability of the new building against a series of performance criteria and awards a rating that ranges from 'pass' to 'excellent'.

9.26 The RSS (policy EM17) requires that, by 2015, at least 15% (rising to at least 20% in 2020) of the electricity supplied within the region should be provided from renewable energy sources. Furthermore, RSS policy EM18 stipulates that in order to contribute to the achievement of these targets, plans and strategies should encourage the use of decentralised and renewable or low-carbon energy in new developments. South Lakeland has already adopted a Wind Energy SPD as part of its LDF.

9.27 The following policy seeks to achieve greater efficiency in the use of natural resources, minimise energy demand and increase the use of renewable resources. Local emissions are very high and urgent action is required. As many of the proposed new homes will be affordable, it is even more important that the running costs are kept low.

CS8.7 Sustainable construction, energy efficiency and renewable energy

All new build residential development and conversions will normally be required to achieve at least a 3 star rating under the Code for Sustainable Homes, unless it can be demonstrated by the applicant, having regard to the type of development involved and its design, that this is not feasible or viable. This requirement will rise to level 4 in 2013 and to level 6 in 2016 in line with national targets and be achieved through step-by-step tightening of building regulations.

These standards require initiatives such as:
- Use of low water volume fittings and grey water systems and rainwater harvesting;
- Orientation to maximise solar gain;
- High levels of insulation;
- Adequate provision for separation and storage of waste for recycling;
- Use of materials from a sustainable local source in new development.

New commercial buildings of more than 1000 sq. m. will normally be required to meet the BREEAM 'very good' standard and by 2013 new buildings will need to achieve the BREEAM 'excellent' standard.

The Council will seek to achieve appropriate on-site renewable and low carbon energy sources wherever possible, contributing towards the target in RSS policy EM17. The most appropriate technology for the site and surrounding area should be used, having due regard to the physical nature of the development such as aspect, building height and the amount of open site open space, and the environmental quality of the surrounding area.

The design and access statement accompanying new development will be required to contain a sustainability statement including information necessary to show how the proposed development will contribute to the key planning objectives set out in PPS1 and this Core Strategy.

Renewable energy proposals will be supported and considered in the context of sustainable development and climate change, taking account of the wider environmental, social and economic benefits of renewable energy gain and their contribution to overcoming energy supply problems.

The Council will undertake a study on renewable energy potential and viability, in addition to the Wind Energy SPD already developed jointly with Cumbria County Council, with a view to including targets for energy to come from decentralised and renewable sources within a review of the Core Strategy or subsequent DPD.

Flood risk

9.28 There are significant areas of flood risk in South Lakeland. Furthermore, the level of flood risk is anticipated to increase due to the effects of climate change.

9.29 National planning guidance requires local authorities to review the variation in flood risk across there area and to steer development towards areas of lower risk. National policy in PPS25 sets out the following zones of flood risk:

- Zone 1 (low probability);
- Zone 2 (medium probability);
- Zone 3a (high probability); and
- Zone 3b (functional floodplain).

9.30 PPS25 recognises that, in some regions such as South Lakeland, restricting residential development in areas designated as Zone 3a may heavily compromise the viability of existing communities. For this reason, PPS25 provides an exception test. Where a local planning authority has identified that there is a strong planning-based argument for a development to proceed and the application of the sequential test demonstrates that there are no reasonably available sites in areas of lower flood risk appropriate to the development type proposed, it will be necessary for the Council (in conjunction with the developer) to demonstrate that the exception test can be passed.

CS8.8 Development and flood risk

Most new development should be located in flood risk zone 1. Development within the Environment Agency's flood risk zones 2, 3a and 3b will only be acceptable when it is compatible with national policy and when the sequential test and the exception test, where applicable, as set out in PPS25, have been satisfied.

All new development will only be permitted if it can be demonstrated that:

- It would not have a significant impact on the capacity of an area to store floodwater;
- Measures required to manage any flood risk can be implemented;
- Surface water is managed in a sustainable way;
- Provision is made for the long term maintenance and management of any flood protection and/or mitigation measures;
- The benefits of the proposal to the community outweigh the flood risk;
- Applications will be considered with regard to South Lakeland District Council's Strategic Flood Risk Assessment.

Minerals and waste

9.31 Cumbria County Council is responsible for minerals and waste planning, including the production of a Minerals and Waste Core Strategy and an Allocations of Land document which will pinpoint new sites for minerals and waste infrastructure. The Minerals and Waste Core Strategy has to identify what waste management facilities and minerals developments Cumbria will need by 2020 and indicate appropriate locations for them. The Minerals and Waste Core Strategy also includes the criteria for identifying broad locations and for allocating sites that would be in accordance with its policies. One of the main principles is that mineral supplies or waste management facilities should be located near to the communities or local market areas that they would serve.

9.32 Given the levels of development indicated in the development strategy (CS1) in this document, there is a need to allocate appropriate levels of land to provide waste treatment plants/ household waste recycling centres to adequately support new and existing development. Such development needs to be appropriate when assessed against the highways and traffic; landscape impact; residential amenity and safety implications.

9.33 The County Council's Minerals and Waste Core Strategy identifies the need for 11.2 hectares for new waste treatment plants to divert waste from landfill and nine new or replacement household recycling centres for Cumbria, some of which will need to be in South Lakeland. This is essential infrastructure. It outlines the need for two Mechanical and Biological Treatment (MBT) plants, one in the south and one in the north of Cumbria, and three transfer stations, one in the north, one in the south and one to serve Eden. The strategic locations for these are Kendal and Barrow-in-Furness in the south, with provision of a MBT or a transfer station in Kendal.

9.34 In seeking to minimise waste the Council will work closely with Cumbria County Council, with particular reference to its Waste Management Strategy, Minerals and Waste Development Framework and Local Transport Plan. However in addition, the Council will encourage the minimisation of waste through its control over general development within the District e.g. housing and employment.

CS8.9 Minerals and waste

The Council will expect development to:

- Minimise the production of waste and use recycled aggregate/other materials where possible;
- Have good access to recycling facilities and incorporate storage space for recycling collection bins into new houses and businesses where appropriate;
- Consider how easily the development site can be incorporated into the recycling and waste collection rounds and the adequacy of access for the collection vehicles.

The Council will consider the provision of the necessary waste infrastructure, including the required mechanism and biological treatment plant or transfer station in Kendal, as part of providing employment land in the area.

It is acknowledged that there are some waste development activities that need to be remote from residential areas and other sensitive land uses. There is a need to safeguard mineral resources by restricting new development over or near them.

Design

9.35 The design of buildings and the character of settlements are important elements in the quality of the environment. This quality could be threatened by new forms of development which use designs and materials unrelated to those traditional to the local area. Part of the Core Strategy area lies within the Arnside – Silverdale Area of Outstanding Natural Beauty; there are ten conservation areas and numerous listed buildings. Clearly, the siting, design, layout and choice of construction materials for new development should be in keeping with these highly valued surroundings.

9.36 The District Council will seek to influence new development to ensure that it is compatible with the surrounding landscape or townscape. New housing development, in particular, will be expected to exhibit a form and character appropriate to its setting.

CS8.10 Design

The siting, design, scale and materials of all development should be of a character which maintains or enhances the quality of the landscape or townscape and, where appropriate, should be in keeping with local vernacular tradition.

Where necessary, the Council will publish planning and design guidance dealing with particular sites or types of development.

Section 10 – Health and Wellbeing

CS9 Health and Wellbeing

Social and community infrastructure

10.1 Community wellbeing requires services and opportunities that contribute to the quality of life and community development. It is important to ensure that opportunities for recreation, health services and other community facilities are provided locally where possible so as to build sustainable communities, whilst ensuring that facilities attracting larger numbers of visitors are accessible by walking, cycling and public transport. This reduces the need for people to travel long distances to obtain essential services, particularly benefiting the less mobile members of the community. This is particularly important in villages where services and facilities such as pubs, shops and village halls perform a vital function in rural communities, particularly for the less mobile. The loss of such facilities will be strictly controlled.

National and Regional Policy Context

PPS1 Creating Sustainable Communities

RSS DP1 - 9

10.2 The Council will work in partnership with service providers to meet the needs of the community in the most effective and accessible way. Community hubs may, in some cases, be based around existing centres; in others they could be located around major land uses such as education or leisure facilities. Dual use of facilities would involve, for example, the opening of secondary school library facilities to the public.

CS9.1 Social and community infrastructure

The Core Strategy seeks to improve the health and wellbeing of all residents. This will be achieved through:

- Supporting proposals and activities that protect, retain or enhance existing community assets, or lead to the provision of additional assets that improve community wellbeing;
- Supporting the PCT programme for integrated healthcare provision in the District by working with the PCT to identify sites and premises for health care facilities;
- Working with partners to support health and social care service delivery through the Closer to Home initiative;
- Supporting the co-location of community facilities and services and the dual use of facilities;
- Controlling the loss of community facilities;
- Supporting (in principle) proposals for a sports village in Kendal;
- Encouraging more sustainable settlements and communities, with a rich and diverse community life, recognising that facilities such as village/community halls, open spaces, schools, nurseries, places of worship, public houses, sport and recreation facilities, post offices and convenience stores play an important role in the social and cultural infrastructure of a settlement;
- Delivering improvements to foot and cycle paths to support active lifestyles;
- Major development and regeneration schemes should ensure that appropriate social and community infrastructure (including health and cultural facilities) is in place from the onset.

Developer contributions

10.3 Development can place additional demands upon physical infrastructure, social facilities and green infrastructure and it is a well-established principle that new development should contribute to meeting these additional demands. The Core Strategy requires that sufficient capacity be available in utility infrastructure before permission for development is granted.

10.4 Where existing infrastructure is inadequate to meet the needs of new development, conditions or planning obligations will be used to ensure that proposals are made acceptable through securing the provision of necessary improvements to facilities, infrastructure and services. The nature and scale of any planning requirements sought for this purpose will be related to the type of development and its potential impact upon the surrounding area.

10.5 A threshold has been applied in the policy, above which developer contributions will be required, in line with the definition of major development. This is a recognised threshold of developments that can raise more than local concerns, and developments of this size are more likely to place additional demands on local facilities.

CS9.2 Developer contributions

On schemes of 10 or more dwellings – and substantial commercial development where there is not sufficient capacity in infrastructure, services, community facilities or green infrastructure – improvements which are necessary to make the development acceptable will be secured by planning condition or obligations, and these must be phased so as to be in place in accordance with an agreed time frame prior to the occupation of an agreed number of units.

Planning obligations may also be required for maintenance payments, to meet the initial running costs of services and facilities and to compensate for loss or damage caused by development.

The Council will work with developers and service providers to secure the necessary improvements to the following types of infrastructure and determine the appropriate range and level of provision /contributions:

Physical infrastructure, which could include –

- Transport relating to highways/roads, rail, waterways, bus/other vehicular public transport, cycle, bridleway and pedestrian access;
- Waste recycling and management facilities;
- Water facilities;
- Drainage and flood defence/prevention measures;
- Other utilities such as gas, electricity and telecommunications services.

Social/Community infrastructure, which could include –

- Health Care facilities;
- Education including local labour, training initiatives and childcare;
- Community facilities (for example libraries, community centres/village halls, cultural, leisure and religious facilities).

Green infrastructure, which could include –

- Recreation provision (including open space, allotments, play and sport facilities);
- Biodiversity;
- Enhancement of the public realm, including public art, civic space and the historic environment.

Section 11 – Accessing Services

11. CS10 Accessing services

Accessing services

11.1 A key objective for planning is to ensure that jobs, shopping, leisure facilities and services are accessible by public transport, walking and cycling. This is particularly important for people who do not have access to a car, for a dispersed population and for a district with an ageing population. It is also important in order to support attempts to encourage people who do have access to a car to use it less or stop using it. It is important that we actively manage the pattern of development and the location of major travel-generating development to make best use of public transport. This will help to support healthy, inclusive and sustainable communities as well as reducing the impacts of travel.

National and Regional Policy Context

PPS1 - Delivering Sustainable Development

PPG13 – Transport

RSS – RT1 – RT10 (Transport in the North West – Connecting People and Places)

11.2 It must be recognised that opportunities for sustainable transport choices are limited in rural areas such as South Lakeland. Considerable investment will be needed to improve public transport services in order to shift journeys from private cars onto public transport and facilitate the implementation of the spatial strategy. The priority for improving bus services and passenger facilities will be those serving the Principal and Key Service Centres as they are the main centres for jobs, shopping, leisure facilities and services.

CS10.1 Accessing services

The Council will work with partners to improve accessibility within and beyond the plan area. This will centre on:

- Improving bus routes, services and passenger facilities: particularly the key rural bus services that provide the links to Kendal and Ulverston and the neighbouring centres of Lancaster and Barrow;
- Regeneration funding and using developer contributions to ensure that access to employment areas in Kendal and Ulverston by public transport and the highway network are upgraded without impacting adversely on local air quality;
- Supporting improvements to rural accessibility, including extending demand-responsive transport schemes, such as Rural Wheels;
- Improving passenger rail services and facilities;
- Developing joint safety programmes;
- Encouraging park and ride and managing car parking provision;
- Promoting a network of safe cycle and walking routes linking residential areas with employment areas, town and local centres, schools, recreational open space and facilities;
- Supporting delivery of the Mobility Plans for the Key Service Centres, which will identify specific actions to improve continuity of provision in the pedestrian network and therefore accessibility to employment and services;
- Supporting Parish Councils in the development of community projects which allow services to be delivered locally;
- Encouraging the adoption of Work Travel Plans by key agencies and businesses;
- Supporting the provision of coach parking where appropriate;
- Supporting the transfer of freight movements, particularly improvements to the rail freight network (where practicable);
- Supporting essential road infrastructure improvements, including the A590 road links to the M6 to support the economic, tourism and regeneration objectives for the Ulverston and Furness area;
- Protecting the route of the Northern Reaches of the Lancaster Canal and any associated infrastructure to enable its restoration for navigation.

Transport impact of new development

11.3 A primary planning consideration is to ensure that development proposals achieve a suitable connection to the highway that is safe for pedestrians, cyclists and occupants of vehicles. Equally important is the need to ensure that road safety is not jeopardised by allowing proposals that would generate levels of traffic beyond the capacity of the surrounding road network.

11.4 All new development is required to address the transport implications of that development and larger schemes are required to prepare transport assessments to illustrate how the number of trips generated will be accommodated and how accessibility to the site by all modes of transport will be achieved. For non-residential proposals that are likely to have significant transport implications, the Government also requires the submission of travel plans, the purpose of which is to promote more sustainable forms of transport in relation to the activities of a particular development.

11.5 The principal routes shown on the Key Diagram accord with the principal routes identified in the County Council route hierarchy, and proposals where the only access is directly onto these roads will not be permitted in order to assist with traffic flow and reduce risk. Exceptions will only be made where the type of development is such that it requires a principal route location, such as roadside service stations.

CS10.2 Transport impact of new development

Development will be designed to reduce the need to travel and to maximise the use of sustainable forms of transport appropriate to its particular location. Development proposals will be considered against the following criteria:

- The proposal provides for safe and convenient access on foot, cycle, public and private transport, addressing the needs of all, including those with a disability;
- The proposal is capable of being served by safe access to the highway network without detriment to the amenity or character of the locality;
- The proposal does not involve direct access on to a Principal Route, unless the type of development requires a Principal Route location;
- The expected nature and volume of traffic generated by the proposal could be accommodated by the existing road network without detriment to the amenity or character of the surrounding area, local air quality or highway safety; and
- If the proposal would have significant transport implications, it is accompanied by a air quality assessment, transport assessment, the coverage and detail of which reflects the scale of development and the extent of the transport implications, and also, for non-residential schemes, a travel plan.