



South Lakeland Local Development Framework

Allocations of Land Development Plan Document

Discussion Paper



November 2008



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www.southlakeland.gov.uk/ldf



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Section 1

Introduction

This discussion paper represents the latest stage in South Lakeland District Council's work to replace the old Local Plan with a new Local Development Framework (LDF). The requirement to produce a LDF was established by the Planning and Compulsory Purchase Act 2004, which came into force in September 2004. The LDF will not be a single document but will instead comprise a portfolio of documents (consisting of Development Plan Documents – DPDs – and Supplementary Planning Documents – SPDs). Further background information is included in **section 2**.

This discussion paper has been produced to raise awareness of, and interest in, South Lakeland's emerging Allocations of Land DPD. The Council is currently gathering information on sites that may potentially be suitable for accommodating the District's housing, employment and other development requirements. **Appendix 1** introduces potential development sites that have previously been submitted to the Council for consideration through the LDF process. It also outlines sites that have emerged as part of evidence base studies such as the Employment and Housing Land Search Study (due for completion in December 2008) and the Strategic Housing Land Availability Assessment (also due for completion in December 2008). The sites under consideration can be found at **www.southlakeland.gov.uk/ldf**. It is not the purpose of the discussion paper to replicate any information contained within any of the evidence base studies in terms of individual sites, as all completed studies will be available on the council's website.

We would welcome your comments on the suitability of the potential sites identified in Appendix 1 and would invite all parties to put forward any sites not already identified that may be suitable for development. The Council will assess the development potential of all sites put forward and carefully consider all other responses received. **No decisions have been made yet and not all sites will be developed.** The amount of land to be allocated in each settlement will be dependent on the spatial strategy being advanced in the Core Strategy (see section 2 for further details on the Core Strategy). It is not necessary for consultees to restate the same comments in response to this discussion paper as were made for the Core Strategy preferred options consultation in April 2008. Any comments made in response to the previous consultation have been duly noted and are being considered as part of the preparation of both the Core Strategy and the Allocations of Land DPD.

This discussion paper also sets out a range of spatial issues (**sections 3 – 15**) that are relevant to the development of the Allocations of Land DPD in relation to a number of topic areas. We would welcome your comments on any of these issues, which will help inform the Council's approach to formally identifying sites for future development. Respondents need not respond on all issues.

There is no formal deadline by which comments must be submitted to the Council. Nevertheless, the Council intends to produce a formal consultation report with preferred site allocations by mid 2009, therefore if would be helpful if the Council was aware of all suggested development sites and feedback on the key issues by the end of **February 2009**.

Please send your comments to:

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Section 2

Background

The South Lakeland Local Development Framework relates to the parts of South Lakeland District outside the two National Parks, which is the area for which South Lakeland Council is the planning authority. The Lake District National Park and Yorkshire Dales National Park Authorities will be preparing their own LDFs. The Core Strategy is the overarching document in the LDF; all other DPDs and SPDs (including the Allocations of Land DPD) are required to be in conformity with the vision, objectives and strategic policies of the Core Strategy. The current timetable for the production of the Core Strategy is summarised below. Further details are contained within the 2008 Local Development Scheme, which is available at www.southlakeland.gov.uk/ldf.



Stage	Milestones	2008 LDS
1	Public Participation on Preferred Options	Achieved (April 2008)
2	Publication Core Strategy out for public consultation	July 2009 (for eight weeks)
3	Submission to Secretary of State	October 2009
4	Pre Examination meeting	November 2009
5	Examination Hearings	January 2010
6	Receipt of Inspector's Report	Adoption and Publication
7	Adoption and Publication	May 2010

The most recent milestone to be achieved was consultation on the Core Strategy preferred options report in April 2008 (stage 1). The purpose of producing that document was to put forward for public comment the Council's preferred approach to spatial planning in the LDF area. It included a draft spatial vision and objectives for South Lakeland in 2025 and a proposed spatial strategy to achieve these goals.

A central requirement of the Core Strategy is to provide sufficient housing and employment land to meet both statutory requirements in the Regional Spatial Strategy and the Council's objectives for increasing the supply of affordable housing and developing the economic base. Given the limited availability of developable land within existing settlement boundaries, one of the main challenges for the LDF is to pinpoint appropriate development opportunities outside existing settlement limits. Given the importance and sensitivity of this issue, the Council sought early feedback on a number of preferred directions for growth as part of consultation on the Core Strategy preferred options report in April 2008. This was to get initial thoughts

regarding potential development areas and to inform the process of site selection.

The evidence available to the Council at the time of finalising the consultation document dictated the selection of preferred directions of growth – most notably a draft Employment and Housing Land Search Study, which looks at the capacity of individual settlements to absorb change from a landscape perspective. However, the actual process of site selection must be pursued through the **Allocations of Land DPD** rather than the Core Strategy.

The Allocations of Land DPD will form a key element of South Lakeland's LDF. Whilst the Core Strategy will specify how much development should take place in the District and, in general terms, in which locations; the Allocations of Land DPD will expand upon this, concentrating on detailed non-strategic issues and identifying specific sites for development. These will cover the whole range of relevant land uses, including not only housing and employment but also areas such as new tourism facilities, open space, gypsy and traveller sites and community facilities.

Stage	Milestones	2008 LDS
1	Consulting statutory bodies on the scope of the Sustainability Appraisal	October 2008
1	Pre Publication Participation	Up to August 2009
2	Publication Allocations of Land DPD out for public consultation	October 2009
3	Submission to Secretary of State	January 2010
4	Pre Examination meeting	March 2010
5	Examination Hearings	April 2010
6	Receipt of Inspector's Report	August 2010
7	Adoption and Publication	September 2010

This discussion paper forms part of the pre publication participation stage (stage 1) – which is designed to ensure early engagement to inform decision-making. It is anticipated that a formal consultation document will be published in July 2009 (alongside consultation on the next stage of the Core Strategy) and will outline the Council's preferred development sites out of those suggested. A detailed **Sustainable Appraisal** of the suggested sites will inform this.

The Sustainability Appraisal (SA) is required by section 19 (5) of the Planning and Compulsory Purchase Act and should be an appraisal of the economic, social and environmental sustainability of the plan. It is the Council's aim to find the most sustainable sites for development. The Council is committed to conserving and enhancing the distinct character of the District whilst at the same time allocating sufficient land to meet local needs. As the Allocations of Land DPD is prepared, sites put forward as potential locations for new development will be assessed against the SA. The SA will inform the evaluation of alternative sites in the Allocations of Land DPD and provide a powerful means of proving to decision makers and the public that the plan is the most appropriate, given all the reasonable alternatives.

The Scoping Report is the first stage (stage 1) in the production of the Sustainability Appraisal Report and has been prepared alongside this discussion paper. The Report records the process of deciding on the range and level of detail for the SA, including the methods to be used for assessing the sustainability of sites. The document is available to download from our website (www.southlakeland.gov.uk/ldf).

We would welcome your comments on the scoping report, particularly in relation to the criteria we should use for assessing individual sites in accordance with the sustainability appraisal objectives.



Section 3

Major Redevelopment Opportunities

The Core Strategy Preferred Options report sets out, for consultation, the Council's preferred spatial strategy. The LDF provides an opportunity to identify sites for major redevelopment over the next 10-15 years as part of delivering the spatial strategy for the area.

The Core Strategy preferred options report also makes reference to a number of major redevelopment opportunities:

- The **former Kendal Canal Head Area**. This is to be delivered through the preparation of a bespoke, area-based DPD. As a consequence, it does not need to be considered through the Allocations of Land DPD. Further information regarding the Kendal Canal Head AAP can be found on our website: www.southlakeland.gov.uk/ldf.
- **Ulverston Canal Head Area and Canal Corridor**. A masterplan has been undertaken for the area that identified its development potential as a main employment area. Some consultation responses on the Core Strategy have suggested that we should also consider a wider range of land uses as part of regenerating this part of Ulverston. The initial Ulverston Canal Masterplan can be found on the Council's website: www.southlakeland.gov.uk/default.aspx?page=1686.
- **Berners Close car park/lido/Berners Pool/old Nursery** in Grange over Sands. The Core Strategy Preferred Options report makes reference to delivery of a new pool facility for the local community and a new pedestrian crossing over the railway line to the promenade. More generally, part of the LDF evidence base is the Grange-over-Sands regeneration study, which was finalised in November 2007 and can be found on the Council's website: www.southlakeland.gov.uk/ldf. As landowner, the Council has entered into a tender process to select a developer to deliver the regeneration of this area.

Key Issues

- Have all of the major redevelopment opportunities which need to be considered for allocation in the LDF been identified?
- Should the regeneration of Ulverston Canal Head and Canal Corridor Area been focused on employment land uses (as advocated in the Ulverston Canal Masterplan) or should it support a wider range of land uses?
- Should land use allocations for Berners Close car park/lido/Berners Pool/ old Nursery in Grange-over-Sands be in accordance with the Grange-over-Sands regeneration study or should other proposals be considered?



Section 4

Community Facilities

Community facilities relate to site allocations for health, education and learning and community buildings. A good distribution of accessible, good quality social infrastructure across the District is essential to help deliver a good quality of life and sustainable communities. Based on the proposals in the Core Strategy the following key issues have been identified as being particularly relevant to the Allocations of Land DPD.

Key Issues

- In light of the preferred spatial strategy in the Core Strategy (see preferred options report in April 2008) and proposed distribution of development across South Lakeland, what are the main requirements in terms of community facilities over the next 10-15 years?
- Which, if any, redundant school sites could be redeveloped to support regeneration priorities and the creation of sustainable communities? Any there any other community buildings that could be redeveloped?



Section 5

A Balanced Housing Market

Achieving the appropriate scale of new housing is one of the most critical issues to be addressed by the Allocations of Land DPD. The Regional Spatial Strategy (RSS) for the North West determines the scale of housing required in the District. The RSS (September 2008) includes a requirement to provide 7,200 new dwellings net in South Lakeland (outside the National Park) in the period 2003 – 2021, or 400 new units per annum.

The Council will be expected to achieve these challenging targets for housing development. If the same RSS target is rolled forward to 2025 it will require the development of somewhere in the region of 175-250 hectares of land over the LDF period. The key challenge will be to identify sufficient land to accommodate this development whilst at the same time affording appropriate protection to South Lakeland’s high quality environment.

In order to achieve a sustainable distribution of development, the preferred locational strategy of the emerging Core Strategy suggests that development be focussed primarily in the towns of Kendal and Ulverston, which are defined as Principal Service Centres; then to 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. Limited development in rural areas will be supported under certain circumstances. The sites allocated for housing development in the Allocations of Land DPD will need to be consistent with this spatial strategy being pursued through the Core Strategy.

National planning policy, as set out in Planning Policy Statement 3: Housing, requires local planning authorities to direct housing development to suitable locations which offer a range of community facilities and have good access to jobs, key services and infrastructure. National, regional and local planning policy also prioritise the use of previously developed land and the emerging RSS specifies that at least 50% of new houses in South Lakeland should be built on previously developed land.



Key Issue

- Are there previously developed sites within the District that would be suitable for intensification (redevelopment at a higher density) or for a change of use to housing?

The Core Strategy states that LDF policies will integrate the plan, monitor and manage approach into the Core Strategy to ensure a continuous supply of residential land. This approach to housing provision involving the following stages. Plan for an overall annual rate and distribution of housing, monitor provision against targets and indicators, and manage the process. Measures will include the phasing of allocated land to ensure that allocations deliver the housing requirements.

Evidence base studies and consultation with local residents have demonstrated that the District faces major challenges to address issues of affordability of housing. A Strategic Housing Market Assessment has recently been undertaken. This established that housing markets in South Lakeland are not particularly balanced and are instead characterised by a significant gap between local incomes and prevailing property prices that results in an acute shortage of affordable accommodation across the District and particularly in high demand areas such as the Central Lakes. Accordingly, there may be a need to allocate sites specifically for affordable housing development.

Key Issues

- Should sites be allocated specifically for affordable housing?
- If so, which sites could be allocated for this purpose?

Section 6

Sustainable Economy

A vibrant local economy is essential for ensuring a sustainable future for the District. Although the economy in South Lakeland is characterised by high rates of economic activity, low unemployment rates and a relatively well-qualified workforce, a key issue that must be addressed is the low value of the economy and low wage levels that contribute towards the gap between house prices and incomes. Ensuring sufficient, available employment land in the right location and of the right size, is paramount to improving the value of the local economy and ensuring a sustainable economy in the future. Businesses need to be able to grow, modernise and remain competitive in an increasingly global economy.

An Employment Land and Premises Study has been undertaken to provide a robust, up-to-date assessment of the quantity and quality of existing identified or allocated employment land in the District (excluding the National Park areas within the Local Authority's administrative boundaries) and the extent to which this land can meet projected future demand. The Study outlines the need for approximately 60 hectares of employment land over the next 15 years (or 4 hectares per annum). Given the longer plan period for the District's LDF and taking into account the need to enable a restructuring of employment land in the district whereby existing sites in inappropriate locations are replaced by new sites, it is considered that overall employment land requirement for 2003-2025 is approximately 100 hectares.

PO5: Sustainable Economy of the emerging Core Strategy provides detail on the allocation of sites for employment purposes. With regards to the spatial location of employment land, the Core Strategy preferred options report recommended a detailed distribution of development, based upon the preferred locational strategy. This suggests that 42 hectares of employment land should be allocated in the Kendal area, 20 hectares in Ulverston area, 10 hectares in Grange-over-Sands area, 9 in the Milnthorpe area and 4 in the Kirkby Lonsdale area.

When seeking appropriate employment sites within these areas the Core Strategy stipulates that the first priority will be sites in town centres; then other sites in existing urban centres; and, finally, where this is not possible, urban extensions.

In addition, the Core Strategy recognises the need to identify sites that can contribute to the achievement of the Core Strategy aim of creating a cluster of knowledge based industries to strengthen the local economy and meet sub-regional economic needs in

Kendal. The NWDA have produced a report entitled: South Lakeland: Knowledge based Employment Land Search and Assessment (August 2007). This looked at a number of potential sites. The Core Strategy preferred options report made provisions for a freestanding local strategic employment site in the Kendal area. This would meet a significant proportion of the employment land requirement for Kendal and contribute towards wider economic benefits.

Ulverston Canal Head, as an employment area with also some tourism related and recreation uses, will also meet a significant proportion of the District's employment land need.

Key Issues

- For individual sites, should the Allocations of Land DPD specify a range of acceptable uses on each site?
- Which existing employment sites should be protected?
- Do existing industrial premises need redevelopment?
- Where could/should a freestanding¹ strategic local employment site be located?
- It is envisaged that many of the allocations on the edge of existing settlements will be for both housing and employment (rather than one or the other). Which potential development sites would be appropriate for a mixture of housing and employment?

¹ Definition of freestanding - Standing or operating independently of anything else

Section 7

Gypsy and Travellers and Travelling Show People

Both the Housing Act 2004 and the Planning and Compulsory Purchase Act 2004 introduced a requirement for local authorities to conduct a Gypsy and Traveller Accommodation Assessment (GTAA). This legislation has an overarching aim of ensuring that members of the Gypsy and Traveller communities have equal access to decent and appropriate accommodation options akin to each and every other member of society.

A sub-regional assessment of the accommodation needs of gypsies and travellers in the Cumbria area has been undertaken. This assessment is a key part of the evidence base for deciding what is an appropriate provision in South Lakeland.

The study identifies Gypsy and Traveller accommodation needs at a sub-regional and local level. The study identifies five existing gypsy and traveller sites in the District and estimates that there is a need to provide an additional 8 residential pitches/plots between 2007 and 2016. However, it is recognised that this figure has been derived on a 'need where it is seen to arise' basis and therefore this need is based on where people live at the moment. As a result there is a degree of uncertainty over whether those needs should be actually met in that specific locality.

The emerging Core Strategy incorporates criteria to guide the identification of gypsy and traveller sites in the District. It is stated that proposals for the accommodation of gypsies and travelling people on sites in the open countryside will be considered to be inappropriate development. In addition, it is specified that proposed sites should be within or adjacent to a Principal, Key or Local Service Centre, be capable of being served by necessary utilities infrastructure, benefit from adequate access arrangements and have an acceptable impact on the environment or character of the area or existing surrounding uses. All proposed Gypsy and Traveller sites in the Allocations of Land DPD must be consistent with these criteria.

Key Issue

- In accordance with the criteria identified in the Core Strategy preferred options report to guide the identification of gypsy and traveller sites in the District, which potential development sites would be suitable for accommodating gypsies and travellers in order to satisfy identified need over the LDF period?

Section 8

Green Infrastructure

A quality environment, accessible countryside, water areas, green space and good leisure and cultural facilities will be an important factor in attracting new investment to the area, enhancing the quality of life for existing and future communities, supporting wildlife and providing natural adaptation and mitigation mechanisms against the effects of climate change.

The District Council has recently undertaken a study to assess the level of provision, quality and accessibility of open spaces, sport and recreation facilities in the district (PPG17 Assessment, available at www.southlakeland.gov.uk/ldf). The main findings of this work demonstrate a lack of informal facilities for teenagers and a need to focus on improving the quality of open spaces rather than increasing the number of spaces. It also highlighted an acute lack of allotments, particularly in Kendal. South Lakeland benefits from an extensive network of footpaths and bridleways. These are of particular significance due to the numbers of people that visit the area to partake in recreational walking. The study includes local standards for the quantity, quality and accessibility of open spaces in the District, and these standards will be used to inform the requirements for new provision of open space in the Allocations of Land DPD. When considering other land use allocations (such as housing and employment), the need and/or potential to incorporate green infrastructure/open space is an important factor to be assessed – this may be to serve for recreational purposes but could also be to help address/avoid a particular problem such as poor drainage/large area of impermeable surface, or to provide additional benefits such as wildlife migration link or urban cooling.

Key Issues

- Where are there shortages in the current supply of accessible open spaces in the District that could necessitate the allocation of new open spaces?
- Could any existing open spaces be re-allocated to a different type of provision to better meet local needs (i.e developing an amenity green space into a play area for children and young people?)
- Can/should any existing green spaces be improved to perform wider green infrastructure roles? Which? What roles?

The scale of housing and employment growth required in the plan period is likely to result in considerable pressure for development within settlements. In many circumstances, this may be preferable to development of green-field sites and consistent with acceptable principles of sustainable development. However, continued infilling may not only overload existing communities and services but may erode the character of settlements and result in the loss of valuable amenity space. It is therefore important that valuable open space; from a recreation, amenity or townscape point of view, continues to be identified and protected from the outset of the LDF, in the same way as under the Local Plan.

The PPG17 study assesses the quantity, quality, accessibility and value of publicly accessible open space. The LDF needs to review the case for retaining, de-allocating or allocating new **private** open spaces for visual amenity, to supplement those that will be protected as a result of the findings of the PPG17 assessment for their recreational value. It is proposed that a private open space should meet one of the following criteria in order to be classified as “important open space for amenity”.

- Is the open space prominent in the street scene? Is the open space visible or can it be made visible from a significant amount of the surrounding area?
- Does the open space contribute to the street scene by softening the urban texture, opening up views or adding to the variety of sights, sounds and smells?
- Does it provide the setting for buildings or groups of buildings?
- Does the space provide variety in the urban form?
- Does it represent a positive element in the townscape/landscape?
- Is the space of historic or cultural importance or does it contain a feature that is?
- Does the space provide an important visual outlook? For example, important views from villages to the open countryside?
- Does it have a large degree of tree or vegetation cover that is particularly important for the visual amenity value and the contribution they make to local character?
- Does the open space contribute significantly to the balance of open space and buildings in the area?
- Does it offer benefits to wildlife whether for food, rest, shelter or migration?

Key Issues

- Do you agree that these criteria should be used for allocating “important open space for amenity”? Would you like to see any criteria added or removed?
- Which private open spaces should be allocated as important open space for amenity?

Key Issues

- What should be the precise extent of the green gaps proposed in the Core Strategy?

The vision for South Lakeland contained within the emerging Core Strategy states that towns and villages will be kept distinct from one another by protecting important **green gaps**. Accordingly, the Allocations of Land DPD will seek to allocate a series of green gaps, which will comprise open areas around and between parts of settlements that maintain the distinction between the countryside and built up areas, prevent the merging of adjacent places and also provide recreational opportunities. The Core Strategy Preferred Options document envisages that green gaps will be designated between Kendal and Burneside; Kendal and Oxenholme; Oxenholme and Natland, Penny Bridge and Greenodd, Ulverston and Swarthmoor, Milnthorpe and Ackenthwaite, Cark and Flookburgh, Grange and Allithwaite and between Great Urswick and Little Urswick. However, it will be necessary for the Allocations of Land DPD to determine the precise extent of these designations.



Section 9

Town Centre and Retail

The South Lakeland Community Strategy aim regarding town centres and retail is to maintain the special role of Market Towns as centres for shopping, local services and community facilities, taking care to retain their distinctiveness and develop their unique selling points whilst maintaining and enhancing their contribution to fostering community wellbeing. It is recognised that the vitality of all the centres in South Lakeland is essential for the economic prosperity of the district and for ensuring a sustainable future.

In order to promote the vitality and viability of town centres, national retail policy requires local planning authorities to plan for the growth and development of existing centres and promote and enhance existing centres, by focussing development in such centres and encouraging a wide range of services in a good environment, accessible to all.

Planning Policy Statement 6: Planning for Town Centres (PPS6) dictates that site selection for most retail development should follow a sequential process, locating new development within identified town centres where possible, in preference firstly to peripheral sites or finally to sites outside centres. Any sites that are to be designated for retail development in the Allocations of Land DPD will be expected to be consistent with this sequential approach.

The Council commissioned a Retail Study in order to examine the five key shopping centres in South Lakeland and their catchment areas to determine the quantitative need for new retail floorspace in those centres. This Retail Study will form a key part of the evidence base for South Lakeland's Local Development Framework
www.southlakeland.gov.uk/ldf.

The Retail Study established that in terms of convenience goods there is a quantitative need for additional floorspace in Kendal. The need for additional retail development in Kendal is also recognised in the emerging Regional Spatial Strategy for the North West, which stipulates that comparison retailing facilities should be enhanced and encouraged in the centre to ensure a sustainable distribution of high quality retail facilities.

The South Lakeland Retail Study also observed that Grange-over-Sands and Milnthorpe retained very little convenience goods expenditure and that there is also an identified need for additional convenience goods floorspace in the Ulverston catchment area primarily as a result of excessive leakage to Barrow.

The Core Strategy Preferred Options document, drawing upon the findings of the South Lakeland Retail Study, specifies that there is a need for a small-medium sized supermarket and circa 2300m² of comparison shopping floorspace in Ulverston in order to generate greater footfall and protect and enhance the vitality and viability of the town centre. The Core Strategy Preferred Options document also recognises that there is a need for a small supermarket in both Milnthorpe and Grange-over-Sands. Accordingly, the Allocations of Land DPD must seek to identify suitable sites that are capable of accommodating these developments.

The emerging Core Strategy also states that policies will seek to ensure that primary retail frontages in Kendal and Ulverston (and any other Key Service Centre where it is appropriate to define primary retail frontages) retain a majority of units in retail use at ground floor level. Accordingly, the Allocations of Land DPD will seek to precisely define the primary retail frontage for these centres.

Key Issues

- What should be the extent of the town centres and/or primary retail frontages for the Service Centres (Kendal, Ulverston, Milnthorpe, Grange-over-Sands and Kirkby Lonsdale)?
- Is there scope within Ulverston Town Centre for a small-medium sized supermarket?
- Is there scope within Milnthorpe and Grange-over-Sands town centres for small supermarkets?



Section 10

Tourism

Tourism makes a vital contribution to South Lakeland's economy and is a major source of employment and revenue. 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 visitor spend.

Allocating suitable sites for tourism-related facilities, such as accommodation and cultural and leisure attractions, could make a valuable contribution towards the achievement of a number of Core Strategy strategic objectives such as supporting the growth of the local economy and encouraging and supporting accessible and varied opportunities for leisure and recreational activities in order to promote healthy lifestyles.

The preferred settlement hierarchy advocated in the Core Strategy preferred options report is based on focussing the majority of development within the largest settlements of Kendal and Ulverston, and to a lesser extent to Milnthorpe, Kirkby Lonsdale and Grange-over-Sands. Only small-scale development was envisaged across the remaining rural settlements, with a more restrictive approach in the remaining rural areas.

Inevitably some of the future demand will be for new tourist facilities in the smaller, more isolated rural areas of South Lakeland. For example, character self-catering and farm-stay accommodation in scenic rural areas. National planning policy, as set out in Planning Policy Statement 7: Sustainable Development in Rural Areas, recognises that appropriate tourist facilities may be needed in rural areas to enhance visitors' enjoyment, and/or improve the financial viability, of a particular countryside feature or attraction. Nevertheless, the guidance also emphasises that such facilities should not detract from the attractiveness or importance of the feature, or the surrounding countryside.

This issue will need careful consideration in determining the appropriate distribution of tourism allocations. A central justification for the spatial development strategy is the desire to reduce car dependence and facilitate focused improvements to transport infrastructure. Given the current availability of sustainable transport opportunities there are issues regarding supporting the development of the tourism industry without perpetuating the necessity to travel by car.

The Core Strategy preferred options report (PO20 – Tourism) stated that in rural areas development might be allowed where it is of a nature that cannot

be accommodated within or on the edge of a Principal, Key or Local Service Centre. In its response to the South Lakeland Local Development Framework Core Strategy consultation in May 2008, the North West Development Agency suggested that South Lakeland District Council consider identifying a 'targeted area of opportunity for sensitive new tourism development of a nature that could not be accommodated within or on the edge of an existing centre'. This would take forward the Lake District Economic Futures Study (LDEFS) consultant's recommendation to identify a 'Recreational Development Zone' at Low Furness and the Duddon estuary, to the south of the National Park, using Ulverston as the key centre.

Key Issue

- Should the Allocations of Land DPD support the concept of a targeted area of opportunity for sensitive tourism development of a nature that could not be accommodated within or on the edge of an existing centre? If so, where could such an area exist?



One of the main issues facing the area is how to develop added value tourism visits rather than more tourism visits. This would increase the economic benefits of tourism but with fewer environmental limitations. The 2007 Tourism Market Forecast Review suggested that tourism in Cumbria could potentially increase in value from £1.1bn to £1.4bn by 2010 if the necessary visitor infrastructure and marketing activity is put in place. The growth forecast conclusions were based on exploring expanding market opportunities and trend analysis, such as Corporate Business around the M6 Corridor and Conferences and Exhibitions – Near M6 and Central Lakes. The RSS recognises that there are particular opportunities for sustainable tourism development in South Lakeland and specifically refers to the emerging potential of Kendal for heritage related tourism development.

Key Issues

- What types of new tourist facilities need to be allocated to ensure the continued strong performance of the tourist industry in South Lakes?
- What types of tourist facilities could be attracted into new areas that are not current tourist hotspots?
- Which specific sites should be considered to be allocated for tourist/cultural uses?
- Should the Allocation of Land DPD:
 - Identify broad locations suitable for new hotel accommodation?
 - Allocate specific sites for hotel development; if so, which sites?
- Which existing tourism assets require special protection?



Section 11

Accessibility and Transport

The dispersed settlement pattern of South Lakeland means that ensuring accessibility to services is amongst the most challenging spatial issues that the Council and other service providers must address. This settlement pattern has resulted in a high dependency on travel by car, exacerbated in part by the difficulties of providing effective public transport services in rural catchment areas.

These prevailing travel patterns, coupled with high volumes of tourist traffic, have resulted in congestion at peak times, particularly around Kendal. It is also recognised that there is a lack of car parking in Kendal to support the vitality of the town centre. As a consequence, shoppers can be discouraged from visiting the town centre because of congestion and difficulty and/or expense of parking. A Kendal Transport Assessment is underway and will inform the development of documents within the Local Development Framework.

In order to address these issues, policy PO8: Accessibility and Transport of the emerging Core Strategy identifies a need to allocate suitable sites for car parking in Kendal. The emerging Core Strategy also recognises that measures to tackle congestion in Kendal could involve the allocation of suitable sites for park and ride facilities. It is also acknowledged that there is a need to identify coach parking in South Lakeland to maximise the economic benefits of coach travel to the area. The Allocations of Land DPD will seek to identify appropriate locations for these facilities.

Key Issues

- What types of transport facilities should be planned for and where should they be located?
- On the assumption that the Core Strategy supports the identification of coach parking in Kendal, which sites could be suitable?
- How can the Allocations of Land DPD help to address deficiencies in the existing cycle network?
- Should the Allocations of Land DPD allocate new car parking provision? Could any existing car parks be better utilised? Could any existing car parks be redeveloped?
- On the assumption that the Core Strategy supports the identification of park and ride in Kendal, which sites could be suitable?



Section 12

Renewable Energy

Tackling climate change is a key Government priority for the planning system. Renewable energy will form an integral part of these attempts to address climate change and are a vital component of efforts to achieve the Government's target of reducing carbon dioxide emissions by 60% by 2050. Government guidance contained within Planning Policy Statement: Planning and Climate Change (supplement to PPS1) states that planning authorities should consider identifying suitable areas for renewable and low-carbon energy sources and supporting infrastructure, where this would help secure the development of such sources. Indicative sub-regional targets for the generation of renewable energy by particular sources are provided within the RSS. These targets recognise that within Cumbria there is particular scope for increasing the generating capacity from on-shore wind farms and stand-alone wind turbines.

Although national planning guidance stipulates that local planning authorities should not place undue constraints on renewable energy development, it is also recognised in Planning Policy Statement 22: Renewable Energy (PPS22) that renewable energy development should not be located where it would adversely affect a site of international importance for nature. The impact of proposed renewable energy developments on sites of national importance for nature, heritage assets and landscapes will also be an important consideration when allocating suitable areas for renewable and low-carbon energy sources.

When allocating suitable areas for renewable and low-carbon energy sources Government guidance contained within PPS22 also stresses the importance of only allocating specific sites in plans where a developer has already indicated an interest in the site, confirmed that the site is viable, and that it will be brought forward during the plan period.

Whilst wind is likely to remain the most prominent type of renewable energy in Cumbria over the coming years, other forms of renewable energy have been identified as having key potential in the country eg hydro.

When allocating land, PPS1 supplement and PPS22 advocate taking into account the current and/or future potential of a site to be supplied with renewables (on or off-site) due to its nature and location as well as co-locating heat generating and heat requiring businesses so as to make the best use of resources.

Key Issues

- On the assumption that the Core Strategy will support the identification of suitable areas/sites for renewable and low carbon energy sources and supporting infrastructure, where might it be suitable to place such provision?



Section 13

The Built Environment

There are currently 9 Conservation Areas in South Lakeland outside the National Parks. There are more than 1,700 listed buildings and 69 Scheduled Ancient Monuments, including early industrial sites such as watermills, iron furnaces and limekilns. These contribute greatly towards the character and quality of the area and to its attractiveness to tourists.

South Lakeland has a wealth of distinctive, high quality built environments. However, there is potential to improve on this, particularly in the main town and village centres – for instance, through high quality, sustainable, sensitive design and through thoughtful enhancement of the public realm.

Key issues

- In which areas of the District, beyond existing conservation areas, is the local character so distinct and valuable it warrants special protection?
- Are there any particular individual features such as buildings, monuments or other structures that warrant special protection?



Section 14

Waste and Water

Since 2003/4 South Lakeland has produced fluctuating but consistently higher than average amounts of household waste per head. However, in 2007/8 the amount collected fell below 2003/4 levels for the first time since then at 459.7kg per head. In addition, the amount of waste recycled and composted in South Lakeland are consistently increasing; in 2007/8, 41.86% of the district's waste was recycled or composted compared to 26.7% in 2005/6. The remaining waste that is not recycled or composted goes to landfill sites outside the district.

The water quality of rivers in South Lakeland is high. 91.4% of the river length in the district is classified as good for chemical quality and 95.96% is classified as good for biological quality (2007). Threats to water quality include spillage from industrial areas, run off from roads and drains, agricultural fertilisers and waste.

The use of water nationally continues to rise with customers of United Utilities using around 155 litres of water per day (2005/06), an increase of seven litres per day on 2002/03 figures (148ltrs). Unfortunately, figures are not currently available at district level.

It is important to emphasise that the responsibility for allocating sites for waste disposal sites lies primarily with the County Council.

Key issues

- In light of the preferred spatial strategy in the Core Strategy (see preferred options report in April 2008) and proposed distribution of development across South Lakeland, how much/where must land be allocated to ensure an adequate mix and pattern of provision of waste and water facilities in order to meet new capacity needs.
- Could/should waste and water facilities be provided as part of an employment land allocation?
- If necessary, where could the household waste recycling centre at Kendal Canal Head be reallocated to?



Appendix 1

Sites under consideration in the Allocations of Land DPD

A number of sites have already been put forward by local residents/landowners/developers for consideration in the Allocations of Land DPD. These sites can be found at www.southlakeland.gov.uk/ldf.

A number of other potential development sites have been suggested through other LDF work – such as evidence base studies such as the Strategic Housing Land Availability Assessment. These are also included for comments.

The Council will assess the development potential of all sites put forward and carefully consider all other responses received. **No decisions have been made yet and not all sites will be developed.** The amount of land to be allocated in each settlement will be dependent on the spatial strategy being advanced in the Core Strategy (see section 2 for further details on the Core Strategy).

It is not necessary for consultees to restate the same comments in response to this discussion paper as were made for the Core Strategy preferred options consultation in April 2008. Any comments made in response to the previous consultation have been duly noted and are being considered as part of the preparation of both the Core Strategy and the Allocations of Land DPD.

Question

- **Do you support/oppose any of the potential development sites suggested so far?**
- **Do you have any further suggestions for potential development sites?**

