

South Lakeland District
Council

**Kendal Canal Head
Area Action Plan**

Revised Preferred
Options Report

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Area Action Plan**

Revised Preferred
Options Report

September 2010

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Job number 120923-00

Job title	Kendal Canal Head Area Action Plan	Job number	120923-00
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Document title	Revised Preferred Options Report	File reference	
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Document ref

Revision	Date	Filename	REPORT.doc		
Draft 1	07/04/08	Description	First draft		
			Prepared by	Checked by	Approved by
		Name	Ruth Jackson and Brian Gowthorpe	Ruth Jackson	Paul Jarvis
		Signature			
Issue	10/04/08	Filename	REPORT.doc		
		Description			
			Prepared by	Checked by	Approved by
		Name			
		Signature			
Revised Preferred Option	01/07/10	Filename	Kendal Canal Head AAP REVISED PO_July 2010.doc		
		Description			
			Prepared by	Checked by	Approved by
		Name			
		Signature			
	04/09/10	Filename	Kendal Canal Head AAP REVISED PO_September 2010.doc		
		Description	Final draft (with minor amendments for review)		
			Prepared by	Checked by	Approved by
		Name			
		Signature			

Issue Document Verification with Document

Job title	Kendal Canal Head Area Action Plan	Job number	120923-00
-----------	------------------------------------	------------	-----------

Document title	Revised Preferred Options Report	File reference	
----------------	----------------------------------	----------------	--

Document ref

Revision	Date	Filename	REPORT.doc		
ISSUE	09/09/10	Description	ISSUE (without drawings)		
			Prepared by	Checked by	Approved by
		Name	Ruth Jackson and Brian Gowthorpe	Ruth Jackson	Paul Jarvis
		Signature			
		Filename			
		Description			
			Prepared by	Checked by	Approved by
		Name			
		Signature			
		Filename			
		Description			
			Prepared by	Checked by	Approved by
		Name			
		Signature			
		Filename			
		Description			
			Prepared by	Checked by	Approved by
		Name			
		Signature			

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1 Introduction

1.1 What is the Kendal Canal Head Area Action Plan?

South Lakeland District Council (SLDC) in collaboration with British Waterways, Cumbria County Council, Cumbria Vision and others is preparing an Area Action Plan (AAP) for the Canal Head area of Kendal.

The objective of the AAP is to deliver a shared vision for:

'a vibrant destination unique to Kendal. A fusion of business, residential, retail, food and drink and leisure and recreational uses, at the heart of which is the historic terminus of the Lancaster Canal. A well integrated part of Kendal where heritage embraces sustainable development, contributing significantly to the future development of the Town.'

The Kendal Canal Head AAP will form part of the Local Development Framework (LDF) for South Lakeland. As such, the AAP will be a formal Development Plan Document (DPD) and will set out statutory planning policy for the area.

1.2 What has changed since 2008?

A previous AAP preferred options report for Kendal Canal Head was originally consulted upon in April and May 2008.

There have, however been a number of changes in circumstance since that time which have led the Council to review its Preferred Option and produce this revised Preferred Options Report. These are the following:

- The global economic recession and its impacts at national and local level which have given rise to the need to revisit assumptions about the viability and deliverability of the then preferred option;
- Changing Government priorities with an increased emphasis on deficit reduction and reduced scope for public sector funding;
- The emergence, partly through the previous consultation, of alternative development proposals whose viability and potential to deliver the vision required evaluation;
- The outcome of a recent public inquiry into retail development in Kendal which has given rise to the need to revisit assumptions about quantitative and qualitative retail need in the town;
- The identification of much of Kendal Town Centre as an Air Quality Management Area, primarily due to the impact of traffic;
- Significant progress on] the adoption of South Lakeland Core Strategy.

These contextual changes have merited further investigation of the vision and objectives of the Preferred Option AAP, not least to review the role of the AAP to support a viable approach for sustainable development.

According to national planning policy, the reasons for preparing an Area Action Plan are to:

- Deliver planned growth;
- Stimulate regeneration;
- Protect areas particularly sensitive to change;
- Resolve conflicting objectives in areas subject to development pressures; or
- Focus the delivery area-based regeneration initiatives.

The role of the AAP has evolved in light of the issues highlighted above. It is no longer a tool that can prescribe in detail the direction of new development, placing high expectations on developers to make significant contributions for off site works that may ultimately render

a development proposal unfeasible. Instead the AAP is to encourage investment in Canal Head and effectively manage proposals to stimulate sustainable regeneration. The AAP will seek to define the nature of acceptable development at Canal Head and prioritise where development contributions are directed. It will provide clarity to the community and developers to improve certainty about the future of this key location..,

This revised AAP preferred options report is relatively short but comprehensive. A great deal more background information can be found in the previous AAP documents (July 2007 and April 2008) which are available on line at www.southlakeland.gov.uk/ldf.

The outputs of all of these reports, and associated consultations will be brought forward into a single publication Area Action Plan document next year.

1.3 What Area Does the AAP Include?

South Lakeland District is predominantly rural, with a number of small towns and larger villages. Kendal is the main service centre of the District, and has a population of approximately 28,000. Other easily accessible settlements from Kendal include Ulverston in the far West of the District; Milnthorpe; Kirkby Lonsdale; and Grange-over-Sands Other towns in the National Park areas of South Lakeland District, include Windermere, Ambleside (Lake District) and Sedbergh (Yorkshire Dales).

Kendal is a traditional market town situated between the Lake District and Yorkshire Dales National Park, and acts as the commercial and administrative centre for South Lakeland. Kendal is also close to Junctions 36 and 37 of the M6 motorway.

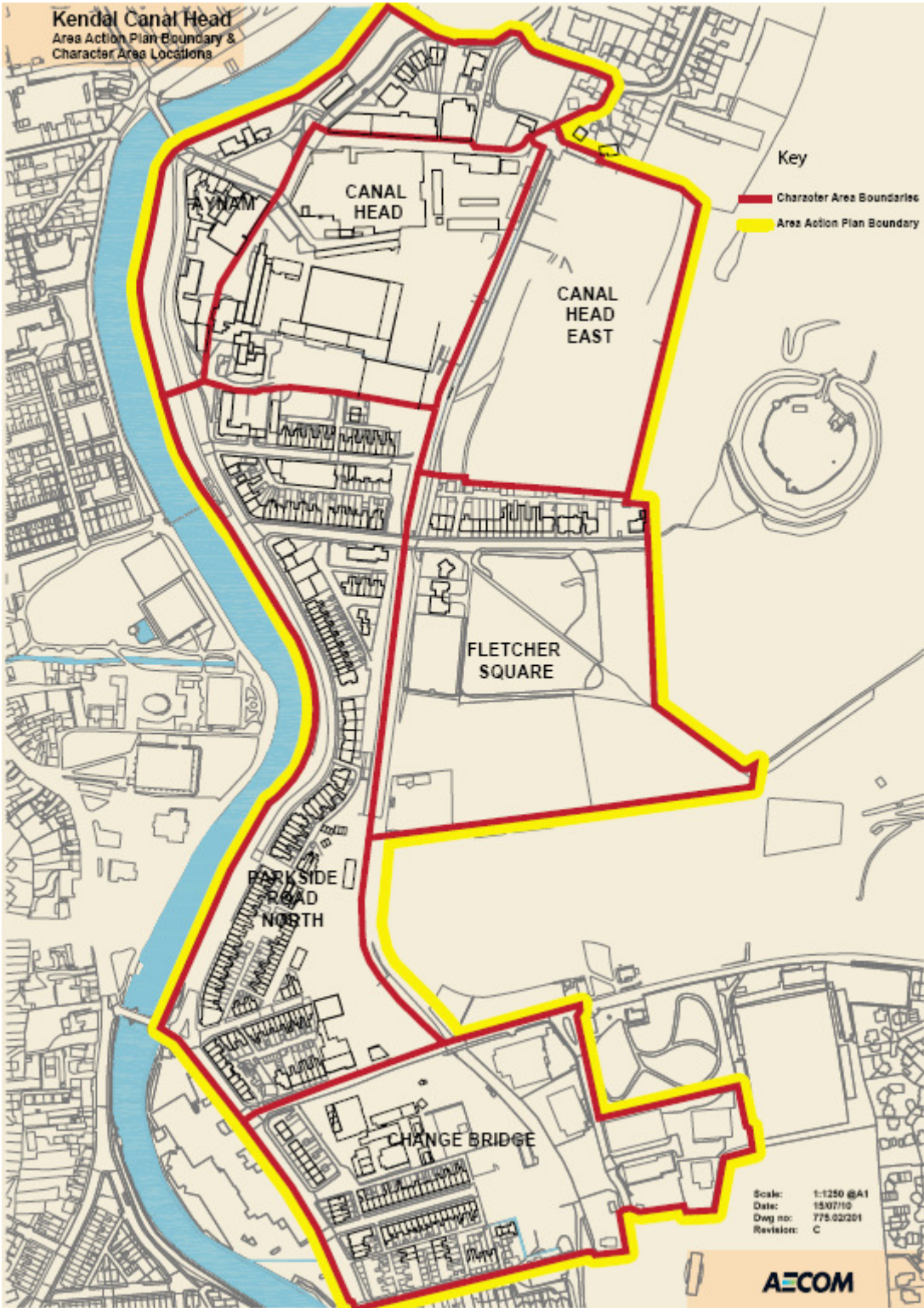
The town has a unique character and identity. It is known as 'the Auld Grey Town' due to the predominant use of the local grey limestone. Although it sits outside the boundary of the national park, it is an intrinsic part of the Lake District brand and has recognised appeal as a home for outdoor adventure, culture and the arts, quality home grown products, and fine design and architecture.

The area of Kendal included within the AAP boundary is identified in Figure 1.1, the northern part of which is known locally as Canal Head.

The AAP area comprises a number of potential development sites adjoining the former alignment of the Lancaster Canal; north of Change Bridge, Kendal. The AAP is being prepared with particular regard to the setting of the area in relation to:

- Kendal Castle and its surrounding historic landscape;
- the River Kent, which runs to the west of the AAP area;
- Kendal Town Centre, located approximately half a kilometre from Canal Head to the west of the River Kent;
- The K Village outlet site on Lound Road; and
- Other surrounding uses such as residential, the Ski Club and commercial activities.

Figure 1. 1 Area Action Plan Boundary and Character Area Locations



For the purposes of the AAP, the Canal Head area has been divided into a number of sub-areas that exhibit similar characteristics and land uses within their discrete boundaries.

Together, Aynam, Canal Head and Canal Head East provide the strongest opportunity and need for a strategic redevelopment approach to deliver the vision of the AAP. Fletcher Square, Parkside Road North and Change Bridge are less strategic, yet may provide opportunity for development and place shaping that would, linked by the theme of the Canal line, complement and add value to the redevelopment to the north.

The sub-areas are as follows:

- **Aynam:** This sub-area provides the entrance to Canal Head from Kendal town centre. It currently accommodates a mix of uses including green space, parking, business/industrial and residential. The employment within this area includes engineering and business uses. Aynam also provides a mixed standard of accommodation including stone built mills (dating from the early 1900's) and several low quality industrial sheds.
- **Canal Head:** This sub-area represents the core of the AAP. It currently accommodates predominantly business/industrial land uses, with a small section of green space and existing residential properties in the northern section. It has become apparent in developing the AAP that the existing industrial premises in the Canal Head area are not currently fit for purpose and are constraining the economic potential of local businesses.
- **Canal Head East:** Approximately two thirds of this sub-area is used for green/community space, with the remaining proportion being a mix of car parking and residential properties. This area offers excellent views and vistas of Kendal and to Kendal Castle.
- **Fletcher Square:** This sub-area is a pleasant, partly wooded, garden area, and includes a substantial area of local allotments.
- **Parkside Road North:** This sub-area is mainly residential. Kendal's current residential vernacular adheres to simple massing, providing two and three storey accommodation which feature strong gables; refined dormers, decorated porches, curved bay windows; decorated timber work; ironwork and decorative ridge tiles, to create a varied and distinctive townscape.
- **Change Bridge:** The southern section of the AAP area offers the greatest variation in current land use. Located in this area is North West Electricity Networks Limited's depot, which straddles either side of Parkside Road. In sharp contrast to this is the residential area which is located to the west of the depot which consists mainly of high density terraced houses.

1.4 Summary of Consultation to date

1.4.1 Issues and Options Consultation

The AAP Issues and Options Report published in July 2007 discussed a range of strategic and site specific options for the regeneration and development of Kendal Canal Head.

The issues and options identified within the report were then used as the basis for a consultation exercise under the requirements of Regulation 25 of the Town and Country Planning Act 2004 and the South Lakeland District Council (SLDC) Statement of Community Involvement. A total of 144 written consultation responses were received.

1.4.2 Preferred Options Consultation

The Area Action Plan Preferred Options was published for consultation by SLDC for a six week period from 18 April to 30 May 2008. A total of 86 responses were received including from a number of statutory and non-statutory stakeholders. The majority of comments were

from individuals including residents living within the AAP boundary and from the immediate surrounding area. 38 local residents, (including from Parr Street, Queen Katherine Street and Whitton Terrace) were signatories to a single letter covering a range of issues. Representations were also received from a number of local interested groups plus businesses, and in particular, including details of an alternative masterplan proposal for the Canal Head character area from Gilbert Gilkes and Gordon Limited (Gilkes).

In addition to support for the restoration of the canal, consultees expressed support for:

- The comprehensive redevelopment of the Canal Head North area;
- The level of housing and affordable housing proposed;
- The potential for small retail outlets which reflect the mood of the area;
- The proposals at Change Bridge, which would see the site developed for employment uses alone;
- Enhanced public transport links within the town;
- Retention and provision of community facilities; and
- Retention of the allotments, although there was some support for development on the allotments as part of the wider scheme where the allotments could be relocated elsewhere.

The majority of the comments indicated support for the principle of restoration of the canal. However 13 respondents were opposed to the canal restoration outright, mainly considering it being too expensive with too few benefits.

1.5 How to have your say on the Revised Preferred Options Report

The aim of a formal public consultation process at the Preferred Options stage is to ensure that the local community is given the opportunity to comment on how the local planning authority is approaching the preparation of the AAP.

South Lakeland District Council is committed to involving the community throughout the preparation of such Development Plan Documents as it is anticipated that this involvement will help to ensure that the needs and aspirations of the local community are met.

A statutory six week consultation period on the Revised Preferred Option report will take place. This is in line with the Council's commitment to consultation, as set out in the Statement of Community Involvement and the requirements of the Town and Country Planning (Local Development) (England) Regulations 2004. The Revised Preferred Options report and the accompanying revised Sustainability Appraisal can be viewed and commented on via the Council's website at www.southlakeland.gov.uk/ldf.

These and related documents can also be inspected at South Lakeland House, Kendal; Ulverston Town Hall; and at the libraries at Arnsdale, Grange over Sands, Kendal, Kirkby Lonsdale, Milnthorpe, and Ulverston during normal opening hours.

We would encourage people to send their comments electronically, preferably by completing the on-line response at **[Insert web address]** or by completing the Word version of the response form and emailing it to us at the email address below. You may also complete a paper copy of the response form and return it to the Council at the address below. We will also accept comments made by letter.

When making your comments, please could you consider the "soundness of the plan" since the independent examination of the Area Action Plan (submission version) will focus on this rather than individual objections.

Comments are requested back by no later than **[Insert date]**. Please send your comments to:

Mr D Hudson
Development Strategies Group Manager
South Lakeland District Council
South Lakeland House
Lowther Street
Kendal
LA9 4DL
developmentplans@southlakeland.gov.uk
www.southlakeland.gov.uk/ldf

For other queries please telephone - 01539 717490

All representations will be made available electronically via the Council's website, including at libraries. Summaries of the representations and responses will be published in due course with the submission documents.

1.6 Next Steps

Following Public Participation on the Preferred Options report, all representations made will be fully taken into consideration by South Lakeland District Council before preparing the AAP for submission to the Secretary of State. It is anticipated that the AAP will be prepared for submission by the autumn of 2011.

At the submission stage there will be a final opportunity to make representations. These will be the subject of independent examination by an inspector who will take them into account in assessing if the AAP meets the tests of soundness in Planning Policy Statement 12 (see Glossary).

2 Update of Key Issues for Kendal Canal Head 2010

2.1 Introduction

In the South Lakeland District Council Cabinet Report dated 24th March 2010, it was agreed to:

- cease the intention to publish the Kendal Canal head AAP on the basis of the current preferred options;
- undertake a further round of preferred options consultation for the AAP, including a thorough appraisal of the proposals by Gilbert Gilkes and Gordon;
- produce a new timetable for the production of the Kendal Canal Head AAP.

This section provides an update on the changes that have taken place since April 2008 which have led to the production of the Revised Preferred Option AAP.

2.2 Housing update

Previous presumptions in favour of high density housing development in the Kendal Canal Head area are no longer considered to be appropriate. The UK and the property development context have been subject to the most severe recession since the 1930s. The economic boom that came to an end in 2008 was extensively fuelled by historically low cost finance with insufficient regard to risk. A credit bubble developed alongside a large property bubble. The wide scale development of small flats was largely driven by the buy-to-let market.

The Kendal Canal Head AAP was developed in the context of this boom; whilst efforts were made to take a longer term view, the results of such exercises are limited because it is not possible to predict economic conditions accurately, particularly in a complex, mixed economy.

The dramatic, global and long-term nature of the current recession has resulted in a marked restriction in the availability of finance for property development and domestic mortgages. It is reasonable to assume that this will continue for a number of years and have direct implications for the redevelopment of the Kendal Canal Head area.

2.3 Retail

On 3rd March 2010, the South Lakeland District Council received an appeal decision regarding an application for retail development at Kendal Rugby Union Club, Shap Road. The application was for the development of a supermarket with associated car parking and servicing facilities.

The appeal was dismissed, however, in dismissing the appeal, the inspector included some details within his report which have implications for the development of the AAP with regards to suitability of further large-format retail provision in Kendal. Notably:

- a. The Inspector considered that the proposed development would not have an unacceptable **impact** on the vitality and viability of Kendal town centre.
- b. Given the significant policy conflict (with the original Preferred Option of the AAP), the need to assemble the Canal Head site, and relocate existing enterprises, the Inspector considered that there are significant constraints affecting availability of an alternative suitable retail site within a reasonable time period. He concluded that neither the Cricket Club, nor the Canal Head site have proven availability.
- c. In respect of the Submission Core Strategy policies for retail, no site for retailing has been identified in Milnthorpe and given the nature of the retail capacity identified, ie overtrading at existing out-of-centre stores, the Inspector had no reason to conclude that the proposed development would have an adverse effect on potential future development in Milnthorpe.

- d. Whilst attaching little weight to the Submitted Core Strategy the Inspector did give weight to the contents of the then AAP preferred options in dismissing a retail-led scheme at Canal Head. He considered that development of large scale retailing would conflict with the Local Planning Authority's objectives for the redevelopment of this area. Moreover, development of this scale and nature represents an option that was assessed as performing poorly in the AAP appraisal process. Concerns relate to potential significant reduction of the mixed use element of the Preferred Option and the adverse impact on local character.
- e. The Inspector commented that one of the government's objectives is to have competition between retailers. Thus, for a new operator to compete the offer has to be of a similar size and format as the 2 existing out-of-centre stores.
- f. Additional traffic generated through the Station Road, Longpool roundabout junction would materially add to existing levels of congestion and unacceptably affect the free flow of traffic. In the absence of workable junction improvements, the Inspector could not see whether mitigation measures were possible.

In summary, the Inspector's decision dismissed the appeal on the grounds of the negative impact it would have on the traffic system in the Longpool area. In reaching his decision, the Inspector concluded that the retail development would not have a negative impact on the health and vitality of the town centre and that there were not sequentially preferable sites available.

Notwithstanding the Council's submitted Core Strategy policy position on retail, it is likely that the Inspector's comments will give encouragement to retail development proposals to come forward.

On the basis of this significant change and following receipt of further, more detailed, masterplan proposals from Gilbert Gilkes and Gordon regarding provision of retail and employment uses at Canal Head, this review of the AAP has sought to re-consider the retail and employment options at Canal Head.

2.4 Traffic and Transport

Capita Symonds was commissioned by Cumbria County Council, in conjunction with South Lakeland District Council and Eden and South Lakeland Forward, to undertake a Transport Study to assist the appraisal of alternative proposals for the transformation and regeneration of the Canal Head area. The alternative proposals relate to the Gilbert Gilkes and Gordon proposed masterplan. The Transport Study assessed the impact of the proposals, and identified highway improvements and alterations to mitigate the impact of the proposals.

The Capita Symonds' study showed that adequate access could be achieved to Canal Head via an additional one-way two lane bridge over the River Kent. This would provide suitable access to the site but the study showed that there would not be any significant wider benefit to the rest of the highway network within Kendal Town Centre. There were shown to be significant impacts at a number of junctions within Kendal Town Centre, over and above the impacts shown in the Kendal Transport Assessment. These warrant further assessment and would require mitigating measures to be provided. This is discussed further in Section 6.4.

2.5 Employment

The masterplan proposals presented by Gilbert Gilkes and Gordon for consideration by SLDC in response to the AAP Preferred Option consultation contain proposals to relocate their manufacturing facility within the northern part of the AAP to the Canal Head East character area. This move would seek to facilitate the development of retailing, residential, office and leisure development on their existing site and enable the company to expand and modernise its current operations.

This proposal is understood to be, in part, motivated by limited availability of suitable sites in the Kendal area to enable relocation of the factory by 2012. However, whilst it is not

possible for the AAP to respond to this timescale, there is merit in using the AAP process to consider the acceptability of layout adjustments to the Preferred Option AAP. This is particularly important given that a planning application is understood to be forthcoming and if submitted during the process of developing the AAP, may be considered to be reasonably foreseeable development.

2.6 Funding

The funding climate has changed significantly in recent years and in particular during 2010 in the context of major public sector funding reductions. Prioritisation remains high for the restoration of the Northern Reaches within British Waterways and the Inland Waterways Amenity Advisory Council. However it is becoming clear that given major reductions in public funding across all sectors, including the abolition of Regional Development Agencies, there are very clear concerns about genuine potential to access funding to support the delivery of the AAP and in particular the restoration of the Northern Reaches of the Lancaster Canal (including the Canal Head), at least in the foreseeable future.

The role of planning policy and development management in securing funding through developer contributions therefore becomes increasingly important for the AAP. However, with a less supportive economic climate, the level that developers can be expected to contribute to ambitious infrastructure schemes is somewhat reduced and priorities for affordable housing, low carbon buildings and high quality public realm need to be given careful consideration in determining priorities.

Lack of certainty about funding has therefore had a particular influence on the decision to revisit the AAP and in particular to consider alternative development solutions including larger scale retail development.

2.7 Environment

Discussions are ongoing regarding the implications of AAP for the River Kent SAC with the Environment Agency and Natural England. SLDC is seeking to ensure that all partners continue to be engaged in the development of policy for the AAP and to ensure that any development associated with the AAP will be brought forward with measures to ensure safeguarding of the River's special environmental value.

2.8 Built Environment

Key built environment changes that have taken place in and around the Canal Head in the last two years have been the incorporation of the area into the Kendal town centre conservation area, the construction of housing in the Parkside Road North/Change Bridge area (the K Shoes factory site) and the construction of the K Village outlet adjacent to Area Action Plan boundary to the south west.

A further and fundamental built environment consideration has been the introduction of the Gilbert Gilkes and Gordon masterplan proposals as part of the first Preferred Options AAP consultation. This masterplan supports the principle of retailing, housing, leisure, hotel and open space provision plus the relocation of the Gilbert Gilkes and Gordon (Gilkes) factory to a new site within the Canal Head Boundary to the north east, south of the Kendal Ski Club site. The proposal also presents the opportunity to assemble land in the area.

As part of the review of the AAP Preferred Options, an appraisal has been carried out to identify relative strengths and weaknesses of the masterplan in the wider context of Kendal and the potential implications for Canal Head. The appraisal, of the working draft of the masterplan was carried out in June 2010. It is noted that Gilkes will be refining and modifying their masterplan as they prepare a Planning application.

In summary the key strengths identified include the proposals for:

- Making the Northern Reaches of the Lancaster Canal a central aspect of the area;

- The creation of a central axis connecting Bridge Street with Kendal Castle and the establishment of associated views;
- The measures taken to screen visual impact of large scale buildings; and
- The commitment to the use of under-croft car parking.

A number of areas for improvement were also raised regarding the masterplan proposals including:

- Consideration of alternative siting for the large scale factory facility proposed in the Canal Head East character area;
- Improving the provision of views of and access opportunities to the restored canal area;
- Considering alternative traffic solutions to the proposed large roundabout in the Aynam area;
- Considering improvements to residential street and garden space areas; and
- Considering traffic movements within the area to reduce risk of severance between the town centre and the Canal Head.

A full copy of the urban design appraisal, including illustrations, is provided in Appendix B.

In terms of the AAP, the conclusions of the appraisal have been used to inform South Lakeland District Council's development of a revised preferred option for the AAP. The revised preferred option introduces sufficient flexibility to support the key principles of Gilbert Gilkes and Gordon masterplan whilst maintaining a strong focus on the vision and objectives for the AAP.

2.8.1 Consultation on the Gilkes Masterplan development proposal

A consultation has taken place in relation to the Gilkes development proposal. It should be noted the consultation was undertaken by Gilkes as part of their pre-planning application consultation.

The Gilkes pre-application consultation event was held between the 11th and 13th May 2010 at Gilbert Gilkes and Gordon's premises. The exhibition was open to the public between 12.00 and 19.00 hours on all three days. The purpose of the exhibition was to engage with the local community and seek their views to the development proposals which are being prepared for the Gilkes planning application.

For the purposes of clarity, this consultation was not carried out to inform the AAP.

3 Vision and Objectives for Kendal Canal Head

3.1 Introduction

The AAP will be brought forward to the examination in public stage on the basis of agreed Strategic Objectives, tested through the issues and options and preferred options stages. It is therefore important to the success of the AAP that the updated Strategic Objectives set out here are widely shared. To that end, these draft proposals will be the subject of debate and consultation during the next phase of the development of the AAP.

3.2 Vision

A vibrant destination unique to Kendal. A fusion of business, residential, retail, food and drink and leisure and recreational uses, at the heart of which is the historic terminus of the Northern Reaches of the Lancaster Canal. A well integrated part of Kendal where heritage embraces sustainable development, contributing significantly to the future development of the Town.

The Area Action Plan delivers a high quality spatial development and regeneration framework to deliver the vision. It enables sustainable economic growth and environmental enhancement. It ensures both linkage and complementary development to the Town Centre, K Village and the Cultural Quarter.

3.3 Objectives

The preferred strategic objectives for the future development of Kendal Canal Head build upon this vision, and have also been amended in light of comments made through consultation on the Issues and Options report and the previous Preferred Options report:

- A. To improve opportunity and choice in the local housing market by housing type and tenure.
- B. To protect the existing, and provide a high quality natural and built local environment, including open spaces and public realm.
- C. To achieve greater integration with the town as a whole and key facilities such as public transport, shops, community facilities and employment opportunities, particularly those in adjoining areas.
- D. To encourage the provision of high quality shopping and community facilities that complements and reinforces the vitality and viability of the town centre.
- E. To facilitate efficient movement through and within the area via a range of means of transport and a well-connected and legible network of footpaths, cycleways, public realm and streets, with a clear road hierarchy reflecting the role of each road, paths and public realm.
- F. To diversify the town's offer through the provision of a unique area with a vibrant mix of uses which encourage economic activity, including tourism, recreation, business and retailing.
- G. To provide opportunities for an appropriate range of high quality employment opportunities within the site, including professional and technical occupations, whilst respecting the ongoing requirement of existing industrial and commercial activity in and around the site.
- H. To protect and enhance historic buildings and the Conservation Areas.
- I. To maximise the opportunity to develop brownfield land and to ensure that new development meets wider planning and regeneration objectives.
- J. To provide an appropriate level of car parking to serve the development.

- K. To prioritise delivery of a high quality public realm, including investment in delivering the restoration of the Northern Reaches of the Lancaster Canal and safeguarding the canal route from any development that may jeopardise its restoration;
- L. To consider the value of development proposals in terms of potential to contributing to creating a potential source of private sector investment to fund the part restoration of the Northern Reaches of the Lancaster Canal.
- M. To consider the location of existing utilities infrastructure in the future redevelopment and regeneration of Canal Head and to ensure that the potential costs of relocating infrastructure are considered in creating development proposals.
- N. To respect the environmental constraints, and in particular the importance of the River Kent SAC, to development and seek to mitigate impacts where appropriate.

A cross cutting objective is to ensure that consultees and the wider community have an opportunity to influence the development of the Kendal Canal Head Area Action Plan through involvement at key consultation stages throughout the project

4 Policy Context

4.1 Introduction

This section provides an update on the policy context since the first Preferred Options report in 2008. There have been various developments at all levels; local, regional and national, including new Planning Policy Statements and updates to the local policy documents.

The most notable development is at the regional level resulting from a change of Government in May 2010. Following the Local Democracy, Economic Development and Construction Act 2009 ('the Act'), RS2010: Regional Strategy for England's Northwest Part 1: The High Level Strategic Framework, was published for consultation in February 2010. The results of the consultation were intended to feed in to the development of Part 2, which would set out the detailed regional policies and action areas.

However the Government has now announced the abolition of Regional Spatial Strategies and Regional Development Agencies, the key body tasked with preparing the regional strategies, in the Emergency Budget June 2010. In light of these changes RS2010 is under review and is expected to be published as a non-statutory framework in August 2010.

The South Lakeland Submission Core Strategy was written with the assumption that the Regional Spatial Strategy would continue to be a statutory document. The housing numbers in the Core Strategy are therefore in line with the RSS. In considering the implications of the abolition of the RSS through the Core Strategy Examination in Public process, the Inspector considered that the Core Strategy was sound and that the district housing targets remained well founded having regard to local evidence of housing need. The Core Strategy is reviewed in detail in the local planning policy section.

4.2 National Planning Policy

The key developments are:

- **PPS4: Planning for Sustainable Economic Growth (2009)** replaces PPG4: Industrial, Commercial Development and Small Firms, PPG5: Simplified Planning Zones; PPG6: Planning for Town Centres; and the economic development sections of PPS7: Sustainable Development in Rural Areas.
- **PPS5: Planning for the Historic Environment (2010)** – replaces PPG15: Planning and the Historic Environment and PPG16: Archaeology and Planning.
- **PPS12: Local Spatial Planning (2008)** replaces PPS12: Local Development Frameworks

PPS4: Planning for Sustainable Economic Growth (2009): This PPS deal with economic development which includes development within the B Use Classes (business, general industrial and storage and distribution), public and community uses and main town centre uses. The overarching objective is to achieve sustainable economic growth. As in the superseded PPS6, economic growth and the development of main town centre uses should be focused in existing town centres. It is also relevant to note that PPS4 supports competition between retailers and enhanced consumer choice through the provision of innovative and efficient shopping, leisure, tourism and local services in town centres.

PPS5: Planning for the Historic Environment (2010): PPS5 sets out planning policies on the conservation of the historic environment and is considerably different to the superseded PPG15 and PPG16. In PPS5 those parts of the historic environment that have significance because of their historic, archaeological, architectural or artistic interest are called heritage assets. Some heritage assets are of particular significance and are designated, such as a listed building, conservation area or scheduled ancient monument. The document is split into three parts: climate change; plan-making polices; and development management.

Policy HE3 states that LDFs should set out a positive and proactive strategy for the conservation and enjoyment of the historic environment, taking account of its contribution of virtue of its:

- its influence on the character of the environment and an area's sense of place;
- its potential to be a catalyst for regeneration in an area, in particular through leisure, tourism and economic development;
- the stimulus it can provide to inspire new development of imaginative and high quality design;
- the re-use of existing fabric, minimising waste; and
- mixed and flexible patterns of land use that are likely to be, and remain, sustainable.

PPS12: Local Spatial Planning (2008): PPS12 sets out the government's policy on local development frameworks (LDFs), setting out the key elements of local spatial plans and how they should be prepared. The purpose of an AAP as identified in PPS12 Local Development Frameworks (2004) remains the same however an additional element of relevance to the Canal Head AAP is that it should help resolve conflicting objectives in areas subject to development pressures. Area action plans should:

- deliver planned growth areas;
- stimulate regeneration;
- protect areas particularly sensitive to change;
- resolve conflicting objectives in areas subject to development pressures; or
- focus the delivery of area based regeneration initiatives.

Section 5.5 highlights the fact that area action plans can help to build consensus on the appropriate strategy for an area and how it is to be implemented. They can assist in providing the basis for taking compulsory purchase action where necessary or act as a focus and a catalyst for getting several key agencies and landowners to work together.

Section 5.6 is particularly important and is repeated here in full: "In areas of change, AAPs should identify the distribution of uses and their inter-relationships, **including specific site allocations**, and set out as far as practicable the timetable for the implementation of the proposals. In areas of conservation, AAPs should set out the policies and proposals for action to preserve or enhance the area, including defining areas where specific conservation measures are proposed and areas which will be subject to specific controls over development.

4.3 Sub-Regional Planning Policy

The **Cumbria and Lake District Joint Structure Plan 2001-2016 (2006)** was largely replaced by the adopted Regional Spatial Strategy for the North West in 2008, however 23 of the 58 policies from the structure plans have been extended not replaced, and continue to be material considerations. Of the three considered in the 2008 Preferred Options Report (ST5, ST11 and H19) only Policy H19: Affordable housing outside the Lake District National Park, has been saved.

4.4 District Planning Policy

The **South Lakeland Core Strategy (2010)** has been found sound and is scheduled for adoption in October 2010. It therefore carries considerable weight. The **Core Strategy** sets out the broad spatial framework for the area; setting out principles to guide locations and design of new developments and indicates where the majority of development should be located.

The Core Strategy identifies Kendal as a Principal Service Centre. Along with Ulverston, this is where development should be concentrated, with 35% of all new housing and employment development within the district being located in Kendal. This high percentage is due to the strong need for affordable housing and employment land in the town.

The Core Strategy also identifies that the current demand for employment land and space in Kendal outstrips supply. The Core Strategy states that there needs to be a significant increase in employment land in the Kendal area, to the benefit of the wider Cumbria economy. The Preferred Options have considered this issue, and propose to utilise currently disused sites for new employment uses. Where current businesses have been affected by the Preferred Options, steps have been taken to enable their relocation, where possible, within the AAP boundary.

Policy CS2 is the Kendal area strategy and contains various Kendal policies including a specific section on regeneration of the Canal Head which identifies the following intention to:

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

(It should be noted that through the Examination In Public process, a modification to the wording was proposed, adding to the statement '*...or comprehensive Planning Application*')

Other key relevant sections which Policy CS2 include:

- *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.*
- *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.*
- *Accommodate in the region of 21 hectares of employment development between 2010 and 2025.*

Note that for the purposes of the AAP, the intention continues to be to work to a target of 30% affordable housing in the AAP area taking account of the considerable constraints to development in this area and the wider benefits in terms of developing within the urban area and use of brownfield land.

Although some policies have not been saved and more will be replaced following the adoption of the Core Strategy, a number of policies and allocations in the **South Lakeland District Local Plan and Alteration (2006)** remain valid.

4.5 Non-Planning Policy and Strategy Documents

The following sub-regional and district non-planning policy and strategy documents have been updated or published since the 2008 Preferred Options report:

- Cumbria Economic Strategy 2009-2019 and Cumbria Sub Regional Action Plan 2009-2012
- South Lakeland Sustainable Community Strategy 2008-2028 *The best place to work, live and visit*
- Cumbria Housing Strategy 2006-2011: Strategic Housing Market Assessment Kendal (2009)

The **Cumbria Economic Strategy 2009-2019 and Cumbria Sub Regional Action Plan 2009-2012** set out a vision for Cumbria to be an 'energised and healthy environment, and one of the fastest growing economies in the UK'. The two strategic priorities are:

1. New opportunities of energy and the low carbon economy; and
2. Raising the attractiveness of destination Cumbria as a place to live, invest, work and visit.

The latter is particularly relevant to the development of the Preferred Options, with key actions including:

- Develop a major, 3 year, national and international marketing programme through Invest in Cumbria to attract new high growth businesses which will diversify and modernise Cumbria economy.
- Support Culture Cumbria in developing a cultural programme for Cumbria that is high impact, helps to change outside perspectives of the County and attracts high value added visitors.

Kendal Canal Head is recognised as a priority project to be delivered by 2012 to create a major knowledge-based employment area, together with a new visitor destination.

The key priorities of the **South Lakeland Sustainable Community Strategy 2008-2028** are:

- Improving access to services;
- Addressing the needs of young people;
- Keeping crime low;
- Continue to improve the health and well-being of local people;
- Securing access to decent affordable homes;
- Working more closely with communities and groups;
- Supporting regeneration and improved job skills; and
- Protecting and improving the natural and built environment.

The notable priorities relating to the study area are job skills and regeneration; affordable housing; and quality environment. Kendal Canal Head Area Action Plan is seen as a key element of regeneration delivery.

The **Strategic Housing Market Assessment Kendal (2009)** identifies affordability as a key issue in Kendal with 103 affordable homes needed annually. Other key issues include homelessness; supported housing needs; decent homes; regeneration; employment needs; and impact of proposed development. The proposed Kendal Canal Head AAP is identified as providing an important planning framework for the regeneration of the area.

The **Eden and South Lakeland Forward Delivery Plan 2010-2020** sets out a strategy for the growth of the economy of Eden and South Lakeland over the next ten years. The Plan, produced by Eden and South Lakeland Forward Delivery Board, was established to provide a clear strategic direction for a programme of prioritised investments to grow the economy of the Eden and South Lakeland, within the context of both Cumbria's and the North West Region's economic strategies. Kendal Canal Head, including New Road, is a priority project for Eden and South Lakeland Forward as it will strengthen a flagship centre, increase business productivity and support the growth of tourism. This is a non statutory plan but is fully endorsed by SLDC and therefore of direct relevance to the AAP

5 Options Appraisal Update

5.1 Introduction

This section, for the purposes of brevity, provides a summary of the how the revised AAP has emerged through the policy and sustainability appraisal (SA) processes. A full SA of the published Preferred Options AAP is available on the South Lakeland District Council website.

5.2 Policy Appraisal

Further to the updates provided in Section Two of this report, a further policy appraisal of the revised preferred options have been carried out. This policy appraisal has had direct reference to changes in the objectives of this AAP and policies in the current Local Plan and national policy, taking into account updated Planning Policy Statements including PPS4 for economic development. However the revised review has excluded both the Regional Spatial Strategy, which was abolished in July 2010, and the Structure Plan as the South Lakeland District Council Core Strategy will be adopted before this AAP goes to examination.

A fresh review of the policy context at the pre-submission stage will therefore be carried out.

In terms of what has been revisited at this stage, a key issue of note was the outcome of the appraisal of Option Five and the variation, Option Five A, taking into account the further information now available in relation to an option with large scale retailing.

The revised policy appraisal has demonstrated that, in the context of further clarity on how a larger scale retail store, with under-croft car parking, could integrate with the canal head area, this policy appraisal has demonstrated an improved result.

The table below presents the options appraisal results as previously consulted upon in April 2008 with Option 5a reflecting the freshly appraised option based on better information

	Contribution to AAP Vision/ Objectives	Contribution to Community Strategy Objectives	Sustainability Appraisal	Conformity with Planning Policy and Guidance	Public Support
Option 1	Poor	Poor	Neutral	Neutral	Neutral
Option 2	Fair	Fair	Fair	Good	Neutral
Option 3	Good	Good	Fair	Good	Neutral
Option 4	Good	Fair	Fair	Good	Neutral
Option 5	Fair	Good	Good	Good	Fair
<i>Option 5a</i>	<i>Good</i>	<i>Good</i>	<i>Good</i>	<i>Good</i>	<i>TBC</i>

5.3 Sustainability Appraisal

An updated Sustainability Appraisal of the Revised Preferred Option has been drafted, using the same appraisal framework as was used for the first Preferred Options AAP in 2008. Work will continue on the Sustainability Appraisal through the consultation period.

Given the number of key changes to the AAP proposals it has been necessary to adjust a number of the appraisals in the SA. However, the implications for the overall sustainability scores for the revised Preferred Option remain the same with the exception of one slightly reduced score for air quality following mitigation which reduced from a plus four to a plus two. This was on the basis of the introduction of a new route through the AAP area and increased parking provision associated with potentially larger scale retailing.

Despite the marginal changes to scores, a number of adjustments can be made to the overall appraisal conclusions. The following overview, is based on the previous full summary and changes are made where appropriate. :

5.3.1 Social Progress

- Overall the revised Preferred Options are being developed as part of a democratic process and will contribute to positive redevelopment, maximising opportunities for development in proximity to Kendal town centre
- The options are no longer fully reliant on the restoration of the canal within the AAP area, although there continues to be a clear expectation that investment in the canal will be required. The AAP continues to set out a framework that has potential to encourage a range of new business and tourist opportunities and provides for a good mix of housing with provision for affordable housing as well as open space
- There are opportunities to reconfigure the mix of affordable housing to ensure that the identified shortfall of smaller properties is provided for
- The framework for promoting opportunities for employment could be linked to opportunities for developing skills locally and the AAP could make specific reference to this
- In terms of health and well being, the AAP will make a positive contribution to overall well-being with a good emphasis on promoting walking and cycling. In terms of services however there remains an opportunity to make specific reference to encouraging take up of some space for health services, including a GP facility
- The variation at Change Bridge will result in either further housing in the area with the loss of employment land, or the dedication of this character area solely to housing. The latter option would appear to be the more sustainable of the two choices ensuring that there continues to be a good supply of employment land in the area. However, the base case solution would seem to offer a good compromise.
- All options now allow for a no canal scenario but with a commitment to investment in canal restoration and clear policy to safeguard the canal route. The opportunity to achieve uplift in land values is therefore at risk, however there is an emerging clear commitment to delivery of a high quality public realm.

5.3.2 Effective Protection of the Environment

- The provisions for biodiversity emerging from the AAP continue to be good. The revised Preferred Options report makes regular references to promoting biodiversity associated with open space provision and creation of urban habitats
- In taking forward this approach the eventual policy framework would benefit from making reference to specific guidance such as the TCPA's Biodiversity by Design guide and the Lancashire biodiversity Action Plan
- Planting proposals should also be further detailed to specify the use of appropriate species such as native and climate change resistant varieties
- There is also potential for the AAP to encourage allotment users to pursue sustainable gardening solutions, although in planning terms, delivery of this target would not be possible other than through highlighting available guidance
- The landscape and built environment proposals have been well thought through and this is reflected in the overall approach to the built environment and provision of green space
- Proposals for green roofs at Canal Head East however could be extended to other housing areas, in particular where variations result in the development of allotment land at Fletchers Square. This could be achieved by ensuring that there are not specific policies in place that limit design solutions to the use of traditional materials

5.3.3 Sustainable Management of Natural Resources

- The Preferred Options makes allowances for the use of SuDS and places a strong emphasis on minimising car use and promoting walking and cycling. Where there is a

focus on creating a large scale water feature in the area, the policy could be developed to identify that this be created as part of a wider sustainable drainage scheme

- An Appropriate Assessment is being carried out to ensure that the policy framework of the AAP does not impact negatively on the River Kent candidate SAC
- However, overall, the sustainable management of natural resources remains a key weakness of the AAP Preferred Options
- Key opportunities for improvement include:
 - Provision for sustainable waste management including for example provision of domestic composting facilities
 - Provision for energy efficient building e.g. setting standards for achieving varying levels of the Code for Sustainable Homes (CSH)
 - For all development, efficient use of water resources should be promoted
 - The AAP could also investigate the opportunities available for the provision of a district heating network, in compliance with the provisions of PPS1 (supplement for climate change)

5.3.4 Building a Sustainable Economy

- Despite the obvious issues that have been raised through the financial viability appraisal, in terms of the objectives that the revised Preferred Options AAP supports in terms of retaining and creating opportunities for high quality jobs, the AAP continues to score well. Proposals represent a direct response to an important local employers needs and present a pragmatic response to a challenging economic context
- Where previously the no canal option indicated a weaker opportunity for supporting a sustainable economy, the AAP now provides a more attractive option by supporting a development but without previous more specific requirements for contributions to support restoration of the canal where this would affect viability of otherwise suitable development proposals
- General environmental and access improvements will serve to enhance the overall area making is a more commercially attractive location for investment
- Allowances are made for relocation of displaced businesses and for creation of new business space in the Change Bridge area
- Variations to the Change Bridge Character Area proposal may risk loss of available employment land (associated with more intensive use of the United Utilities site) and risk affecting a longer term sustainable economy in order to deliver high value housing. Any decisions to pursue such variations should be made in close consultation with the relevant local business and economic development representatives.

6 Revised Spatial Strategy

6.1 Introduction

This section discusses the overall spatial strategy for the AAP, presenting an idea of how the AAP can be used to establish the overall spatial framework for development at Canal Head. This section presents the overarching strategy for creating a legible, efficient use of land, followed by more detailed inputs on:

- Uses and activities;
- Access and movement; and
- Environment and place making.

6.2 Overarching Spatial Strategy

The Strategy seeks to create an efficient, legible and rational use of the land in and around the entire Kendal Canal Head area and to improve the relationships and connectivity between individual areas and sites. This Spatial Strategy seeks to establish and deliver the Vision and Objectives for the area. It seeks to encourage strategic regeneration in the Aynam, Canal Head and Canal Head East areas and supports opportunities for sustainable development in the areas of Parkside Road North and Change Bridge.

The overall aim of the Spatial Strategy is to encourage an appropriate mix of uses to create a vibrant quarter of Kendal which is complementary to the existing built form and character of the town. The Spatial Strategy promotes a mix of uses which will support the regeneration of the area and maximise its location in the context of the Town Centre, Castle Hill, K Village and the Cultural Quarter and the regenerative effect of setting a clear vision for the restoration the Northern Reaches of the Lancaster Canal. This is achieved by creating an efficient, legible and rational use of the range of industrial, retail, commercial, residential, leisure, recreation, food and drink and open space opportunities and by improving relationships and connectivity between individual areas and sites.

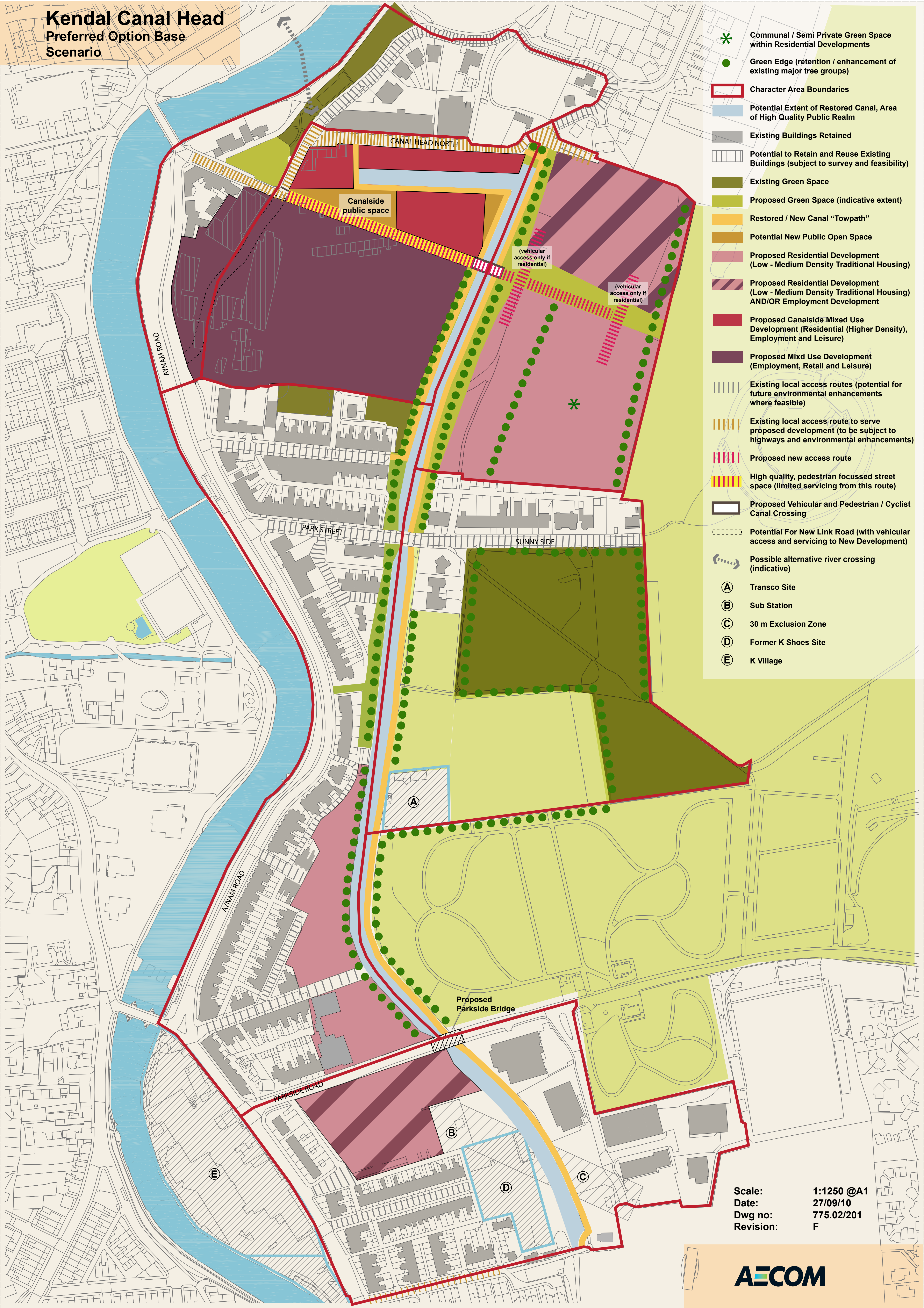
The Spatial Strategy seeks to maximise the sustainability of the area. Its proximity to the town centre provides an important opportunity for integrated development and linking trips between town centre and Kendal Canal Head. The high proportion of brownfield land, along with the central location, means that this is one of the most sustainable locations in Kendal for new development.

The Canal Head area provides a key opportunity within Kendal to contribute towards the town's need for housing and employment. A range of housing types, including 30%affordable, will provide homes for people in Kendal. Support for new and existing businesses to create premises in the area will support existing business in Kendal and create potential for new job creation into the future.

Under the overall principles described below, a Preferred Option Base Scenario, illustrated in Figure 6.1, has been proposed with scope for some variations as described in more details in Section 7 of this report. These constitute the Preferred Options Area Action Plan for Kendal Canal Head.

Figure 6. 1 Preferred Option Base Scenario

Kendal Canal Head Preferred Option Base Scenario



-  Communal / Semi Private Green Space within Residential Developments
-  Green Edge (retention / enhancement of existing major tree groups)
-  Character Area Boundaries
-  Potential Extent of Restored Canal, Area of High Quality Public Realm
-  Existing Buildings Retained
-  Potential to Retain and Reuse Existing Buildings (subject to survey and feasibility)
-  Existing Green Space
-  Proposed Green Space (indicative extent)
-  Restored / New Canal "Towpath"
-  Potential New Public Open Space
-  Proposed Residential Development (Low - Medium Density Traditional Housing)
-  Proposed Residential Development (Low - Medium Density Traditional Housing) AND/OR Employment Development
-  Proposed Canalside Mixed Use Development (Residential (Higher Density), Employment and Leisure)
-  Proposed Mixd Use Development (Employment, Retail and Leisure)
-  Existing local access routes (potential for future environmental enhancements where feasible)
-  Existing local access route to serve proposed development (to be subject to highways and environmental enhancements)
-  Proposed new access route
-  High quality, pedestrian focussed street space (limited servicing from this route)
-  Proposed Vehicular and Pedestrian / Cyclist Canal Crossing
-  Potential For New Link Road (with vehicular access and servicing to New Development)
-  Possible alternative river crossing (indicative)
-  (A) Transco Site
-  (B) Sub Station
-  (C) 30 m Exclusion Zone
-  (D) Former K Shoes Site
-  (E) K Village

Scale: 1:1250 @A1
 Date: 27/09/10
 Dwg no: 775.02/201
 Revision: F



6.3 Uses and Activities

Kendal Canal Head will be transformed into a vibrant part of Kendal which will comprise a range of uses and themes around a high quality public realm with water forming a key feature of the public realm, whether as a canal or a water feature that incorporates sufficient flexibility for future reinstatement of the canal.

There will be clarity that the long term ambition in Canal Head will always be to support restoration of the Canal back to a navigable route.

There will be an attractive mix of destination uses including: food and drink uses, retail, hotel and leisure, interpretation facilities and landscaped outdoor areas for gatherings and events.

The area will also continue to provide the home for local high tech industry supporting employment opportunities for highly skilled personnel to work in modern, fit for purpose, working environments that support economic prosperity.

There will be a mix of housing in terms of size, design, tenure and management to reflect identified local needs, including 1, 2 and 3 bedroom properties. 30% of new homes will be affordable in line with the Council's standards, distributed throughout the area and not concentrated in any one particular location.

Retail development within the AAP area will support the viability and vitality of Kendal Town Centre and shall comprise convenience retail opportunities and specialist comparison retailing.

A range of community facilities and activities, both indoor and outdoor, will be provided at Canal Head, including hard and soft landscaped areas. The existing allotments at the Canal Head will only be redeveloped if it is sufficiently demonstrated that it secure high levels of community and regeneration benefits including significant contribution to the restoration of the Canal Head. If this is the case, then suitable alternative allotments will be provided in an alternative location within the AAP area.

To diversify the town's offer and to establish a unique quarter with a vibrant mix of uses, retail, food and drink, business activity and visitor facilities such as interpretation facilities and outdoor space for exhibitions, specialist markets, festivals and a hotel shall be concentrated around the Canal Head character area.

High quality employment opportunities shall be provided, having regard to the Council's identified priorities and requirements, which include professional and technical occupations, arts and craft and research and development. Where appropriate, priority will be given to the retention of existing employers within Canal Head.

6.4 Access and Movement

The layout of, and access to, the AAP will seek to ensure that ease of movement to and around the area is optimised and that traffic movements generated are effectively managed. In particular, careful consideration will be given to optimise access to key facilities such as public transport services, the town centre and community facilities.

6.4.1 Internal Movements

In order to facilitate efficient movement through and within the area, a network of well-connected and legible footpaths, cycleways, public realm and streets shall be provided. Where restored, a canal towpath, providing access for pedestrians and cyclists shall be provided along the length of the Northern Reaches through Canal Head.

6.4.2 Links to Kendal Town Centre

The Canal Head AAP area is adjacent to Kendal town centre and therefore connection between the two areas is an important consideration of the AAP. Improved pedestrian and cycle signing between the two areas would provide better links. Opportunities should also be sought to improve linkages with the riverside footpath as this is an important pedestrian route close to the Canal Head area and linked to the town centre.

Important community facilities in the surrounding area include Kendal's Cultural Quarter on the south side of the town centre (Kirkland/Highgate area); employment opportunities in and around the town centre; and industrial areas to the north of the town. In designing an access and movement strategy for the AAP careful consideration will be given to the amenity of local residents, business operators and visitors. Consideration will also be given to transport links to connect K Village, Canal Head, Kendal Town Centre and the Cultural Quarter. This could be through a dedicated circular bus link and / or a marked pedestrian route.

6.4.3 Public Transport

The key public transport provisions in the area are Kendal and Oxenholme railway stations, Kendal bus station and bus routes along Aynam Road. The canal route and or towpath will provide an attractive and safe cycling and pedestrian link along a large part of the route between the two railway stations. In particular, cycle access from Oxenholme Station to the Canal Head and through to the town centre would be enhanced. Improved signing of the railway stations as part of the wayfinding strategy would further enhance the accessibility. Access to Kendal Station to the north would also be improved by the provision of appropriate signing, as the route between the Canal Head area and the station is not immediately apparent at present, despite the distance being relatively short. The canal towpath and river walkway to the north would provide a predominantly off-highway pedestrian and cycle route to the Station.

Kendal Bus Station is located within the town centre and therefore measures to improve links between Canal Head and the town centre would be beneficial. Bus services run along Aynam Road and therefore there would be a need for pedestrian routes penetrating between the AAP area and Aynam Road at appropriate locations in order to maximise access to these bus services. In particular, it will be important to link to the bus stops by New Road, Queen Katherine Street and K Village. As investment is implemented there will be potential for increased service frequencies and potentially route changes should the demand arise.

6.4.4 Vehicular Access

The development will be designed to be accessible to residents, employees, shoppers and visitors via a variety of modes of transport. Particular attention will be given to more sustainable modes of transport such as public transport, walking and cycling. However, the access strategy also recognises that private transport will play a major role in the development, particularly in light of relatively high car usage in the South Lakeland area as a whole. Therefore, vehicular access to the AAP area will be supported but the AAP will seek to ensure that vehicular movement does not compromise the River Kent SAC nor quality of the public realm in key locations. Access improvements, including potentially a new bridge across the River Kent should be designed to minimise impacts on the local highway network and to maintain traffic flows and movement through Kendal's traffic system at acceptable levels.

An appropriate level of car parking should be provided to serve any new development. This parking provision should be designed and located sensitively within the development to minimise visual disruption including the use of underground and under-croft parking. The AAP will seek to minimise the number of new trips introduced to the area unnecessarily, potentially through reduced parking provisions and promotion of opportunities for car sharing/clubs associated with employment and residential uses. Any proposal for large scale parking will need to ensure that it does not result in concentrations of congestion or conflict with objectives for Air Quality Management and proposals should ensure that there is a clear strategy in place to promote linked trips to the town centre.

6.4.5 Junction Capacity Analysis

Atkins was commissioned by SLDC to assess the highway impact of the future developments with the SLDC Core Strategy. This assessment took the form of a SATURN

(Simulation and Assignment of Traffic to Urban Road Networks) model of Kendal town centre for the future assessment year of 2025.

Capita Symonds were commissioned by Cumbria County Council, in conjunction with South Lakeland District Council and Eden and South Lakeland Forward, to undertake a Transport Study to assist the appraisal of revised proposals for the transformation and regeneration of the Canal Head area in Kendal. The Transport Study assessed the impact proposals put forward by Gilkes. The report identified highways improvements and alterations to mitigate the impact of the proposals. The Capita study assessed the impact of the developments upon 21 junctions under three scenarios as follows:

1. Existing highway network;
2. Proposed two-way bridge to the north of Miller Bridge; and
3. Proposed one-way southbound bridge to the north of Miller Bridge and new gyratory system.

Based upon the Gilkes development proposals, scenario 3 was identified as the only scenario that provided suitable access arrangements to the Canal Head site. Therefore it is assumed that this is the future scenario upon which all junction assessments are based.

Arup has reviewed the work undertaken by Capita Symonds and has provided a commentary on potential mitigation measures that may be required to alleviate areas of congestion identified by Capita in their study. This is discussed in the rest of this section and in Appendix D. The capacity issues highlighted in the modelling undertaken by Capita were a result of the combined impact of existing traffic levels, forecast background traffic growth and proposed developments (including those within the Canal Head area). Arup's commentary on appropriate mitigation measures provided within this section and Appendix D relates to the overall impact on the junctions. It does not seek to apportion responsibility for the need for mitigation at individual junctions as this would come forward as part of the Transport Assessment for each individual development. It is anticipated that, given the scale of mitigation required, each development forecast to impact upon the network would provide a financial contribution towards the overall costs of mitigation.

The assessment of scenario 3 found the following junctions were forecast to operate above 100% capacity in future years:

- Windermere Road/Queen's Road/Green Road;
- Windermere Road/Busher Walk;
- Sandes Avenue/Blackhall Road;
- Sandes Avenue/Beezon Road;
- Longpool Road/Station Road/Ann Street;
- Shap Road/Appleby Road;
- Appleby Road/Sandylands Road;
- Sedbergh Road/Sandylands Road;
- Lound Road/Parkside Road;
- Parkside Road/Valley Drive;
- Burton Road/Lound Road/Romney Road/Natland Road;
- Burton Road/Heron Hill/Oxenholme Road;
- Milnthorpe Road/Romney Road/Hawesmead Avenue;
- Milnthorpe Road/Vicarage Drive;
- Milnthorpe Road/Glebe Road; and

- Highgate/Lowther Street.

The assessment of the future capacity issues at each of these junctions in 2025 is discussed in further detail in Appendix D. In summary, whilst there are anticipated to be capacity issues at these junctions, there are a series of mitigation measures that could be implemented that are likely to relieve the capacity issues. The mitigation measures identified include:

- Upgrading of three priority controlled (give-way) junctions to traffic signals;
- Localised widening to provide additional capacity at three junctions;
- Reconfiguration of a mini-roundabout;
- Optimisation of timings at five traffic signal controlled junctions;
- Improved lining and extension of a yellow box at a priority control (give-way) junction; and
- Traffic calming to reduce the volume of rat-running traffic at three junctions.

The mitigation measures proposed are **indicative** at this stage and **would require detailed traffic modelling and design in order to verify that they would resolve the capacity issues identified**. However, the improvements proposed are considered to be appropriate in scale and likely to have a beneficial impact upon traffic flows within the town centre. Capacity issues raised in the assessment are not considered to be insurmountable providing that sufficient resources are available to implement appropriate solutions.

6.5 Environment and Place Making

6.5.1 Introduction

There is an opportunity to rediscover Kendal's past and ensure that any new development proposal within the Canal Head area reflects the town's tradition and sense of place. A thorough understanding of what has gone before is informative, providing a rich source of inspiration for both designers and planners.

Kendal is a medieval town, laid out with broad streets, narrow 'yards,' and remarkable bridges which cross the River Kent and the Canal Head area is the home of the town's industrial heritage.

Kendal today is well known for its tourism offer and serves as the gateway to the Lake District National Park. Its historic legacy tells of a thriving market town dedicated to the cloth and shoe-making trades, with a working canal linking Kendal and Lancaster which provided a focus for activity and facilities concentrated at Canal Head.

The Lancaster Canal was opened in 1797. It was used as the main network for transporting coal, limestone and agricultural products. A passenger service also ran between Kendal, Lancaster and Preston.

The opening of the railway to Kendal in 1847 led to a decline in canal traffic and the northern reaches of the canal towards Kendal were eventually filled in, in 1947.

A leisure walk and cycle way follow the historic alignment, with a number of fine bridges (such as the Change Bridge) still surviving today. The former canal alignment is characterised at its northern end by the industrial and manufacturing uses that still take place in this vicinity, which also now houses a recycling facility.

The importance of the built heritage of Kendal as well as the industrial heritage of the Canal Head area need to be considered and reflected in any design solutions brought forward.

6.6 Wider strategy

The environment and place making strategy is founded upon a number of key objectives:

Creating a mixed use destination

Investing in creating a high quality public realm that responds to the historic legacy of the Lancaster Canal and potentially, restoring the first phase and ultimately the entire Northern Reaches of the Lancaster Canal, aims to regenerate the area by bringing forward new uses and lively vibrant activity so that the area can once again be a hub of activity.

As a successful mixed use neighbourhood, the area will continue to support existing businesses as well as expanding the range of employment opportunities. New spaces will cater for a wide range of uses providing (for example): space for local businesses; artist studios; and space to provide training and business support facilities. More traditional employment uses could also be located in the area, for example south of Parkside Road, in close proximity to the established Parkside Business Park.

Those enjoying the high quality public realm will also have access to retailing and leisure facilities including, for example cafes, family restaurants, and hotel accommodation.

Other areas are designated for living and leisure. As part of a new extended residential neighbourhood the area will also provide a full range of affordable and family housing and other amenities such as small scale community gardens (incorporating for example wildlife areas, allotments, or orchards; and a range of community facilities) and a network of open spaces.

Creating value to help fund and support the restoration programme at Canal Head

The reintroduction of the canal alignment, either as a navigable route or as a high quality water and landscape feature, and the re-use of the most important existing buildings re-establishes the area as a focus for activity and promotes the area as a vibrant community and visitor destination.

The introduction of more varied forms of high quality public realm, including investment in the canal alignment as a navigable route, supports the introduction of new uses and roles for the Canal Head area.

It is intended that promoting new opportunities will help to fund the restoration of the canal head, which is unlikely to be achieved without the level of regeneration activity proposed.

Conserving the area's historic assets

The extensive historic characterisation analysis sponsored by English Heritage/Cumbria County Council Urban Survey (EUS), the Kendal Conservation Area Appraisal (KCAA) undertaken by SLDC and the Canal Head Kendal Vision Statement by Gilkes, have informed the AAP. The analysis ascertains the needs and merits of retaining individual buildings and other historic assets associated with the area. The Canal Head and Canal Head East character areas do not include any listed buildings. However, there are several surviving local buildings and features which date back to the time when the canal wharfs were first in use. Those that possess some notable architectural or historic importance in this local context, where feasible, are to be restored and / or re-used. SLDC has extended the existing Conservation Area boundary to include the whole of the Canal Head area.

Within many areas of the AAP area, there are buildings and spaces, which are identified on the Architectural Quality maps (see KCAA) as having a damaging or harmful impact on the special interest of the adjacent Conservation Area. These sites consist of individual or groups of buildings that display a poor choice of construction materials, weak design characteristics, or inappropriate scale. The environment and place making strategy seeks to remove these, whilst also understanding the need to maintain the area as a 'working neighbourhood' and a local employment hub.

As identified in the KCAA, two large, natural, physical features dominate the character of the Canal Head underpinning its character and spatial framework: the River Kent, which forms a solid edge to the west side of the AAP area; and the long, wide ridge upon which Kendal Castle is situated, which marks the eastern boundary to the Conservation Area.

The edge of the area also includes two large-scale industrial workings (the industrial sheds forming the Gilkes works and Goodacres factory) which form a distinctive part of the overall town character. The large scale roofscape is a feature of the town viewed from the castle and may be something to be referenced in the design of new redevelopment.

The local recycling site on the other hand, detracts from the quality of the Conservation Area setting. The removal of some buildings and uses in the area, not identified as having value in the Kendal Conservation Area Character Appraisal will be encouraged. In their place, the promotion of high quality urban design and landscaping will enhance the visual amenity value and setting of the Canal Head area.

Heritage features associated with the original operation of the canal should be retained and integrated into developments, where appropriate. Some of these features, currently hidden from sight, date back to the 'original', early to mid-nineteenth century buildings associated with the canal. They include the old ticket office, stone-built chimney and distinctive, east elevation of the original warehouses.

Addressing barriers to movement

Historically, the route of the canal (which now forms a very important footpath and cycle link from the Canal Head southwards) once created a physical barrier limiting movement from east to west and vice versa. Pedestrian movement is also limited from west to east of the AAP area where industrial and storage facilities have been built up across the area.

In addressing these barriers to movement, within Canal Head/Aynam areas, the Preferred Option proposes an additional new road running north south and a clear link street from east to west plus provision for a footbridge associated with the restoration of the canal. These links would open up further routes between the Castle and the Town Centre whilst also improving the visibility of the Castle.

Canal restoration

A feasibility study undertaken by British Waterways examined the technical issues associated with restoring the canal determining its broad alignment and construction. Subsequently, given the changes to the economic climate since the end of 2007, further work to assess the overall economic viability of the AAP has been carried out. This has shown that restoration of the canal will be even more challenging, certainly in the short to medium term.

That said, the revised Preferred Options continue to incorporate proposals for the canal restoration and the AAP will safeguard the area from development that would mitigate against its future restoration. The strategy regarding the alignment and restoration of the canal broadly follows the historic alignment of the original canal and any proposals that would limit the potential for future full restoration will need to be clearly justified and would be unlikely to secure support from South Lakeland District Council.

Plate 1: Potential Biodiversity Measures at the Canal Head

Canals are typically 1.5m deep and 12m wide providing sufficient water channel for boats mooring and passing. Specially widened sections of the canal would be desirable to allow boats to conveniently turn round. The margins of the canal corridor could be extended eastwards to create special shallow areas of water capable of supporting wildlife and a more diverse and varied habitat, as illustrated in Plate 1.

The eastern side of the canal route, whether restored or turned to a temporary water feature, should include hard and soft landscaping including, for example:

- a linear green space, providing a softer setting for development;
- smaller break out areas that gives it a softer edge;
- a range of formal and informal green space with some areas dedicated to play and also wildflower planting to promote biodiversity; and
- Quieter areas are also set aside for visitor moorings with their own enclosed access points close to the Canal Head hub.

In the event that the Canal is restored, restaurant and business barges could be permanently moored along the canal. Any landscape proposals before the introduction of the canal would seek to create an attractive and complementary environment through use of street trees and carefully arranged contemporary street furniture. Short stay car parking and loading areas would also be sensitively incorporated in ways that would prioritise pedestrian based activities.

The AAP will protect the authentic canal line to ensure that when it is restored, it can be designed to evoke some of its original character. The canal restoration proposed in the British Waterways feasibility study uses a concrete structure to form the canal channel, with excavated edge copings and other found features re laid to create a visually authentic canal edge, which will also meet current standards in terms of safety, sustainability criteria, and operational needs.

The canal route will be developed in all options as a high quality, water based, public realm that is sufficiently safeguarded to allow future canal restoration where possible. In key areas of public realm, the finishes used will be sufficiently robust to support community and visitor activity. In other places a softer approach to public realm may be introduced to promote and improve waterside habitats and visual amenity value, whilst also accommodating pedestrian links to the castle. For example, in certain locations the realignment of the towpath may create areas of wetland and add interest to an urban park, whilst also establishing potential to create secure and attractive visitor mooring facilities.

Creating a quality public realm and promoting high quality design

The revised Preferred Options continue to seek to establish a unique quality of place that will complement other areas of the Town Centre. Improvements in the quality of the public realm in this area will also make it more accessible from the town centre helping to establish the area as a convenient location and a natural extension to Kendal Town Centre. The creation of a new attractive public square will be strongly promoted that welcomes visitors into the area and helps them to familiarise themselves with its history and the restored buildings before exploring the wider area.

There is also the opportunity to create and enhance visual and literal linkages, including towards the Castle to enhance the sense of integration with the town centre.

The Preferred Options will improve the physical environment (including the quality of existing streets) to provide safe, secure and well populated streets.

The character of Kendal's existing streets and traditional 'yards' will be introduced into the area, where appropriate, creating a permeable urban structure and a familiar and appropriate layout of existing streets that are in character with other parts of the town. However, in recognition of the industrial legacy of the area, the opportunity to create buildings larger in scale than those available in the town centre, plus more direct routes, to create views towards the castle, will be supported where sensitively designed and sited.

Proposed and existing routes will be connected to form a permeable and pedestrian friendly network of streets in line with current best practice and the Manual for Streets (March 2007). An arrangement of streets laid out at right angles to the town's waterways will be incorporated where seen as desirable. This is a characteristic of this part of Kendal.

General improvements, including the introduction of new footpath routes, and improvements to the existing leisure and cycle route (which will be incorporated along the eastern canal towpath) will also establish stronger inter area links, promoting a healthier life style and encouraging a more active community.

The principal open spaces, including the Cemetery and Castle Hill will be protected and enhanced. New development will respect the local environmental and ecological constraints, including the River Kent Special Area of Conservation and Castle Hill, and will seek wherever possible to mitigate impacts and promote opportunities to enhance the local environment.

New open spaces and areas of high quality public realm will be created in a way that is sensitive to the area's location and setting but at the same time promotes activity in the street, community interaction, passive recreation, physical recreation and biodiversity.

The strategy for restoring the Canal Head area proposes a layout and design approach that celebrates the area's unique location between two contrasting bodies of water and its close association with the more rural landscapes, which feature to the east of the site. The waterside environment and townscape proposed in the Preferred Options also establishes strong relationships with the surrounding landscape recognising in particular the significance of parks such as Fletcher Square and the more natural landscape and woodland plantings in the area beneath Kendal Castle. These features are used to help establish the location and reinforce the area's unique sense of place.

The longer term management and maintenance of the open space will also be considered from the onset in order to safe guard the investment and value placed upon the landscape and site features.

7 Character Area Strategies and Development Proposals

7.1 Introduction

The revised AAP area has been separated into five character areas each exhibiting their own distinctive character, from high density, lively and vibrant, mixed use areas, to more relaxed, quieter areas of lower density family housing, as illustrated in Figure 7.1:

- Aynam;
- Canal Head;
- Canal Head East
- Parkside Road North;
- Fletcher Square; and
- Change Bridge.

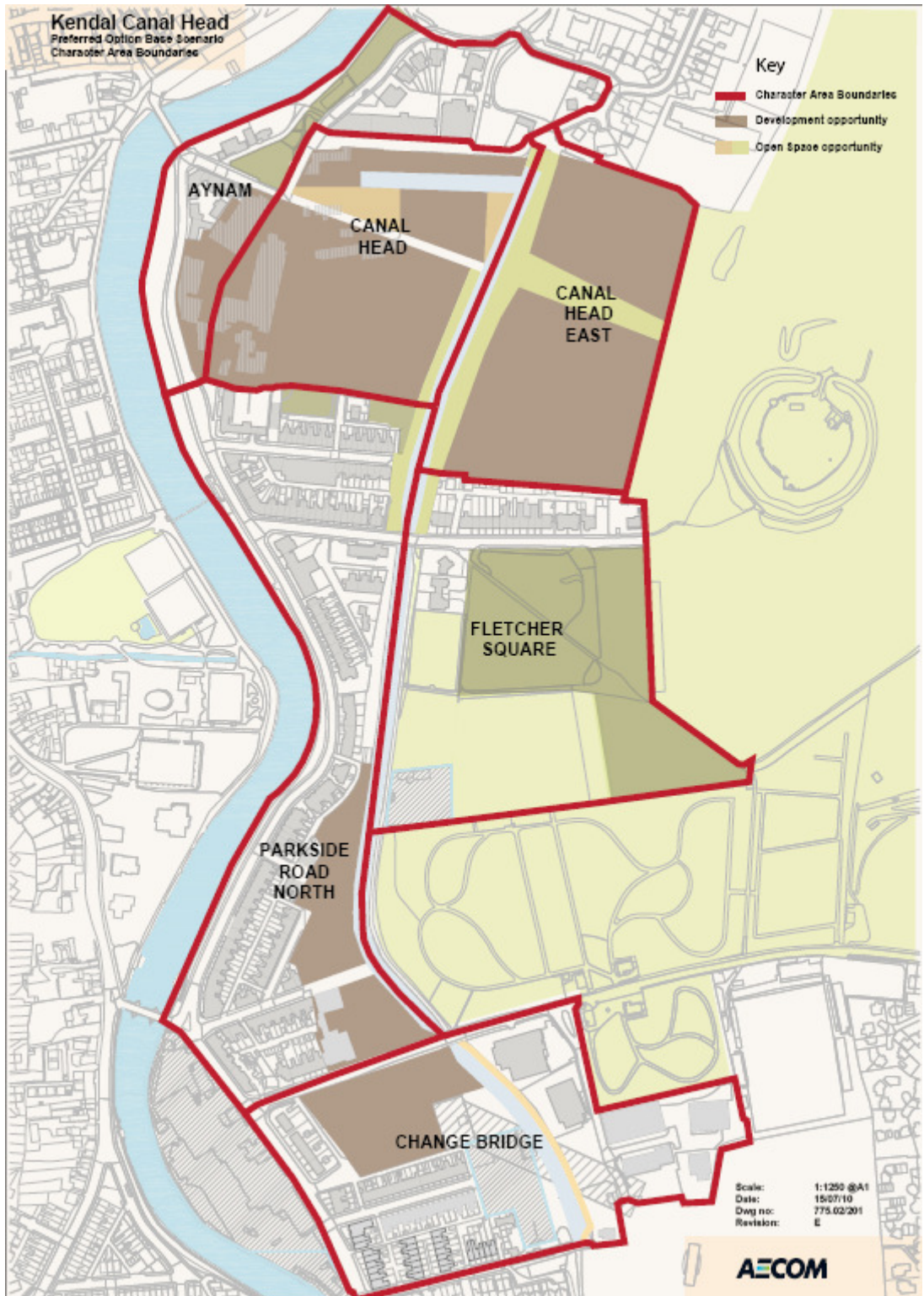
The Canal Head character area offers the most extensive opportunities for a mix of development and is therefore the most complex of the four areas. For the purposes of the revised AAP, its characterisation has been designed to maximise opportunities for flexibility to enable development whilst setting boundaries in terms of promoting high quality development that contributes to the vision and objectives of the AAP. This character area is therefore separated into four sub areas that are explained in more detail below.

This section of the report takes forward the Spatial Strategy outlined in Section 6 by interpreting the Preferred Options concepts within each of the five character areas. Commentary is provided for each in terms of uses and activities, access and movement, and environment and place making, all within the context of the Vision, Objectives and Spatial Strategy.

As this is a Preferred Options Report, a number of variations to the 'Preferred Option Base Scenario' have been considered. These variations particularly relate to the option to allow employment development in Canal Head East and opportunities for future redevelopment in the Parkside Road North and Change Bridge character area. The effect on these variations on the spatial strategy for each area is summarised in the appropriate sub-section.

The Preferred Option Base Scenario no longer assumes the restoration of the Northern Reaches of the Lancaster Canal but at all times expects the vision to be promoted and expects investment in high quality public realm that supports this vision.

Figure 7.1 Preferred Option Base Scenario Character Area Boundaries



7.2 Aynam

7.2.1 Vision

The Aynam character area (Figure 7.2), as shown in Plate 2, is a key gateway site, situated between Kendal Town Centre and the Canal Head itself. Aynam will provide a transition between the core of the AAP area and the town centre uses. Consequently, a key feature that will be essential to the success of this area will be the range of visual and physical linkages and blend of uses, with appropriate design, signage, sightlines and safe, attractive pedestrian routes combining to encourage substantial pedestrian/cycle movements between the Town Centre and Canal Head.

Plate 2: Aynam



7.2.2 Uses and Activities

This area has the lowest range of interventions in the AAP however as a consequence of the revision of the Preferred Option AAP, the nature of what is proposed for this area has intensified.

A large number of the existing businesses and residential properties will be retained *in situ*, with the majority of improvements focusing on improving the existing streetscape and improving accessibility through the area. However, development opportunities associated with mixed use retail, leisure and employment are now presented alongside the possibility of introducing some residential apartments and live/work residential/craft workshop units.

The Character Area will need to maintain a focus on encouraging pedestrian movement between Kendal Canal Head, the River Kent and Town Centre beyond, however a more flexible mix of uses is now proposed linked to changes to the access and movement strategy outlined below.

Figure 7.2 Character Area Strategy: Aynam



7.2.3 Access and Movement

A key variation proposed in the Revised Preferred Option AAP is the introduction of a potential new link route through the Aynam Character Area that will facilitate improved traffic movement through the AAP area and allow for provision of larger scale parking provision that would supplement town centre parking facilities.

The area would serve as the 'gateway' as well as a through route for traffic associated with development created in the area.

With the existing traffic system vehicular traffic would arrive across Miller Bridge into the Aynam area. Vehicular access to the area would be maintained along Aynam Road towards the southern end of the AAP area and along Bridge Street to the northern end of the AAP area. The new route would be used primarily for traffic entering and exiting the Canal Head area and would not provide a convenient rat run to avoid congestion in the Miller Bridge and Aynam Road area.

As the intermediary area between Canal Head and Kendal town centre, the area would play a key role in linking the two. Providing coherent pedestrian and cycle links between the two areas with appropriate routes and signing would be a key function of this area. The main bus stop for the whole of the Canal Head area is located within Aynam, either on Aynam Road or on the new through road. Pedestrian links from this bus stop to the Kendal Canal Head shall be provided through the Aynam area to increase accessibility.

7.2.4 Environment and Place Making

The character of Aynam will be retained and enhanced to create a strong first impression and lasting memory of Kendal Canal Head. Those visiting the area from the town side will firstly experience the quality views of the river and the bridge itself, which will be enhanced through improvements to the pavements, lighting, and signage. Passing over the bridge, visitors will see Aynam Road with its strong promenade of sweeping Victorian terraces, with the filtered views and mature trees.

Passing into the Aynam Road area, the tightly knit street pattern of Kendal Town Centre open out into a pleasant open space setting formed by a triangle of green space bounded by mature trees on Bridge Street. The quality of the space will be enhanced through additional planting but some parking spaces are likely to be retained for local business use.

Aynam's locally important buildings will be retained and restored. Subject to detailed surveys and site investigations this would ideally include retention of the existing buildings forming the Castle Mills complex, which if renovated could provide a mix of business and residential uses, creating a small creative / living quarter close to the heart of the canal core.

Plate 3: Aynam Opportunities



Subject to detailed surveys and site investigations, buildings to be retained could be reused for residential uses and at ground floor level by local artisans who would be provided with

workshops and a frontage facing on to the proposed and existing through routes where they would be able to take advantage of the passing trade from visitors and workers. New infill development, potentially linked to other AAP character areas, would also replace the less remarkable buildings and help to strengthen the sense of enclosure which is a strong feature of other parts of this area.

Pedestrian friendly hard surfaced public spaces will encourage movement through the area with the majority of the vehicular traffic retained in the north part of Canal Head. Additional tree planting will be introduced to promote urban biodiversity, shading and greenery.

New residential provision in the area will be met through the introduction of new apartments and town houses taking advantage of infill sites and the conversion of existing properties where it is proposed there will be a seamless transition between existing and proposed housing areas.

7.3 Canal Head

7.3.1 Vision

With a legacy of buildings and artefacts (some of which survive today from the mid 1800s) Canal Head has many fine buildings (as exemplified in Plate 4), which will be integrated within a vibrant, mixed use and family friendly canal quarter.

It is proposed that the Canal Head will accommodate retailing, leisure facilities and a hotel, where possible, as well as office and workshop and manufacturing accommodation for Kendal's high quality entrepreneurial businesses. The area will also be suitable for some higher density residential development. The area will act as a magnet for day and evening time activity and will help to boost the wider offer available in Kendal, encouraging visitors to stay for longer periods of time through the introduction of destination-related activities that will help to animate the area.

Existing buildings will be sensitively restored and be brought back into appropriate uses subject to survey and feasibility in terms of the wider redevelopment of the area. Mixed use development will be introduced, creating a new destination location. There will be links to the town centre with views of the Castle, which sits above and defines the area. New residential accommodation for sale and rent, will offer wider housing choices for younger and older people

New space for employment uses will take advantage of the public realm to attract/maintain skilled employers and employees and to make the area attractive for visiting clients and investors. A combination of public space and a pedestrian-focussed linear route will create a good opportunity to accommodate specialist markets and space for festival events.

Where the canal can be restored, it will be designed to provide for space for visiting canal boats to moor. The restored canal and or the management and treatment of the canal line, will support and enhance Kendal's sense of destination for visitors.

Figure 7.3 Character Area Strategy: Canal Head

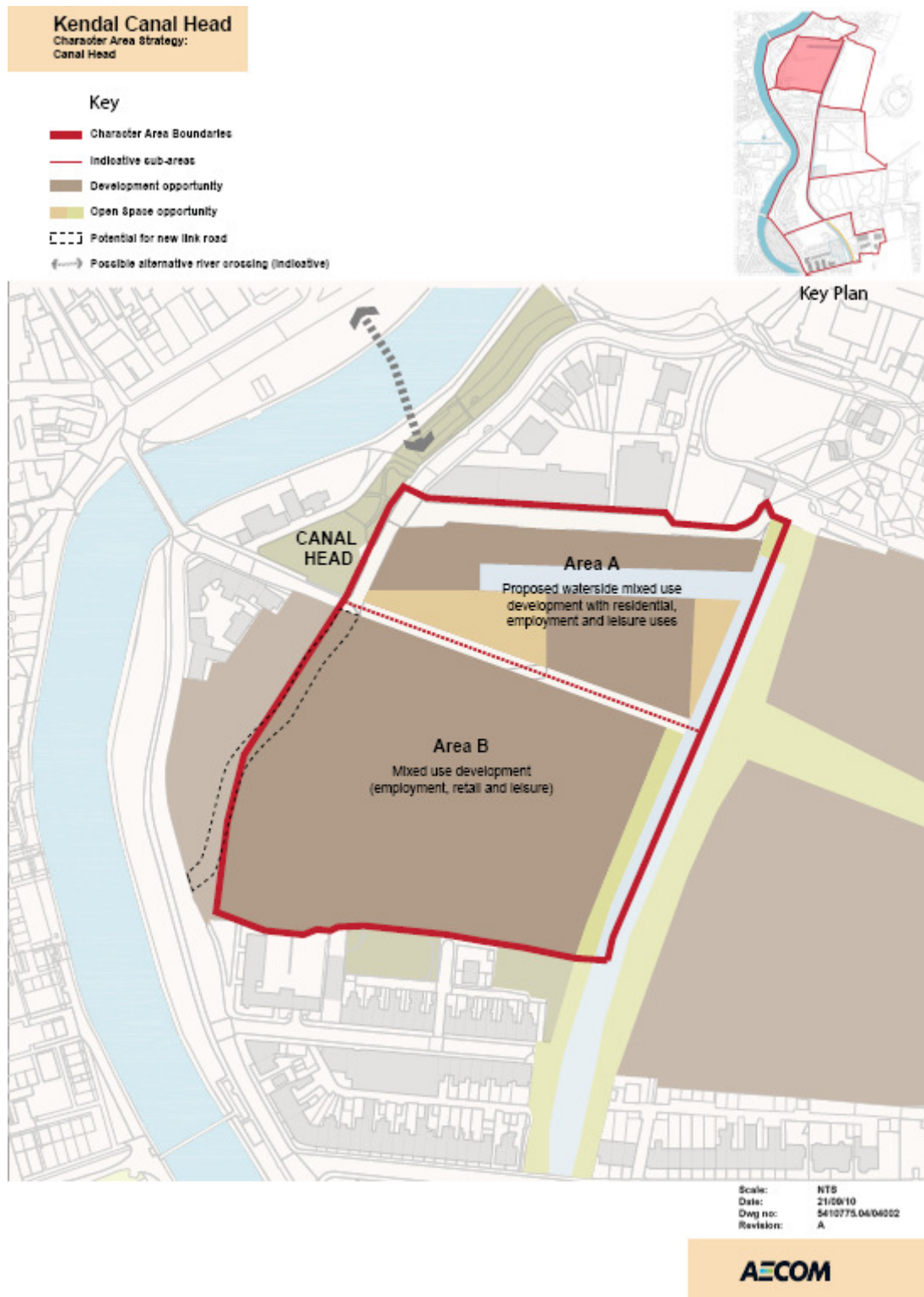


Plate 4: Canal Head**7.3.2 Uses and Activities**

The Kendal Canal Head character area represents the best opportunity for a major mixed use brownfield redevelopment in the town. Being the largest of the 'character areas', it can be described in two main groups of use types as follows:

- **Area A:** Proposed water side mixed use development with residential, employment and leisure uses; and
- **Area B:** Mixed use development (employment, retail and leisure).

Area A: The area would include a large number of new, mixed tenure residential development, however to ensure diversification of the facilities on offer, and to avoid being overly dominated by apartments, active ground-floor uses are planned that include niche and specialist activities. The energy and vibrancy of the area will be underpinned by a strong element of family dining, entertainment, and food and drink offer. New offices will ensure life and activity in the area during the daytime, outside peak holiday season and during the week, and a new hotel, where the opportunity arises, could form part of the development at the Canal Head. New open space provision in this area will supplement existing open space provision in the Aynam area maximising public access to the canal head area. Complementary ground floor uses that encourage activity in the area in the evening time will also be developed.

Area B: This area would comprise a larger scale block of development that would incorporate convenience retailing to complement retail services in the town centre, and would be supported by under-croft car parking. This area will also include higher density retailing, employment and leisure uses, making the most of existing buildings to enhance the overall character of the area and to respond to the qualities of the conservation area.

7.3.3 Access and Movement

Given that this area would have the highest density of development it is likely that it would generate the greatest volume of traffic and would thus potentially have the greatest impact on the local highway network. Vehicular access to the area would be facilitated via Bridge Street and the town centre one-way system and potentially via a new through route between the Canal Head and Aynam character areas. There is the potential to access some parts of this area using alternative routes, such as Queen Katherine Street; however, all traffic would be reliant on the use of Miller Bridge, one of the constraints in the town centre traffic system.

Alternative proposals have been suggested as part of a development proposal separate to the AAP to introduce a new bridge to relieve pressure on Miller Bridge. This level of investment may be necessary where existing infrastructure is proven to be unable to cope with growth. Where a new bridge is to be proposed, this will need to be designed with

particular reference to the sensitivities of the River Kent SAC and also the character and quality of the conservation area.

Existing and new internal access roads should enhance the pedestrian environment and prevent car-dominated spaces from being created. This would be achieved through embracing best practice set out in the Manual for Streets, designing high quality pedestrian infrastructure into the area and by limiting on-street parking by using undercroft and basement parking. Measures should improve opportunities for pedestrian movement through the area and linking back into Kendal Town Centre.

Given the pressure that increased traffic would place on the highway network, opportunities should be explored to encourage pedestrian access to this area from the town centre by providing enhanced walking routes. Similarly residents, employees and visitors from Canal Head would be encouraged to walk into the town centre, reducing the number of vehicle trips generated by the various developments.

Key pedestrian links to be promoted from this area include links to Kendal Rail Station, the town centre and onto Aynam Road for connecting bus services. There is an existing bus stop located near to the area at Queen Katherine Street and, this may be supplemented if a new through way is created.

7.3.4 Environment and Place Making

A new public square creates a dramatic gateway into the high quality and distinctive Canal Head area.

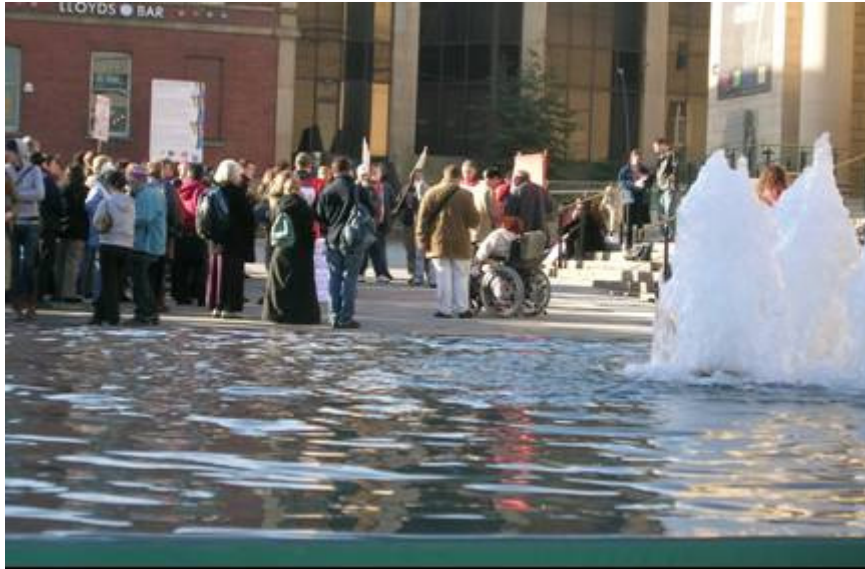
Plate 5: Leisure and Recreational Opportunities



The new facilities, signage and exhibits would provide the background to the area's history providing informative guidance on the original Canal Head layout and restoration proposals. Information points about wildlife linked to the Canal Head and the River Kent (including details of its environmental value) would also be provided throughout the space.

Where it is not possible to restore the canal in the short term, public realm improvements should seek to reflect the legacy of the canal whilst ensuring that future restoration is safeguarded.

Plate 6: Potential Water Feature at the Canal Head



Provision of high quality accommodation is supported for the area providing visitors with a unique setting with views of the castle to the east.

Plate 7: Canalside Living at the Canal Head



High quality public realm and the potential for a lively promenade with bars, restaurants and outdoor seating areas will ensure that Canal Head is a popular destination for activities and events.

Within the southern parts of the Canal Head, development will need to adjoin the existing residential terraces to sensitively re-establish the character of the traditional Kendal 'yards', whilst also improving the security and character of the existing neighbourhoods through the incorporation of home zone style streetscape improvements.

Regarding the reuse of historic buildings in the area, a further level of specialist investigation and detailed design would be required to determine potential for refurbishment and reuse.

Other factors such as access requirements and engineering considerations would also have to be fully considered before any decisions regarding their future use can be taken.

7.4 Canal Head East

7.4.1 Vision

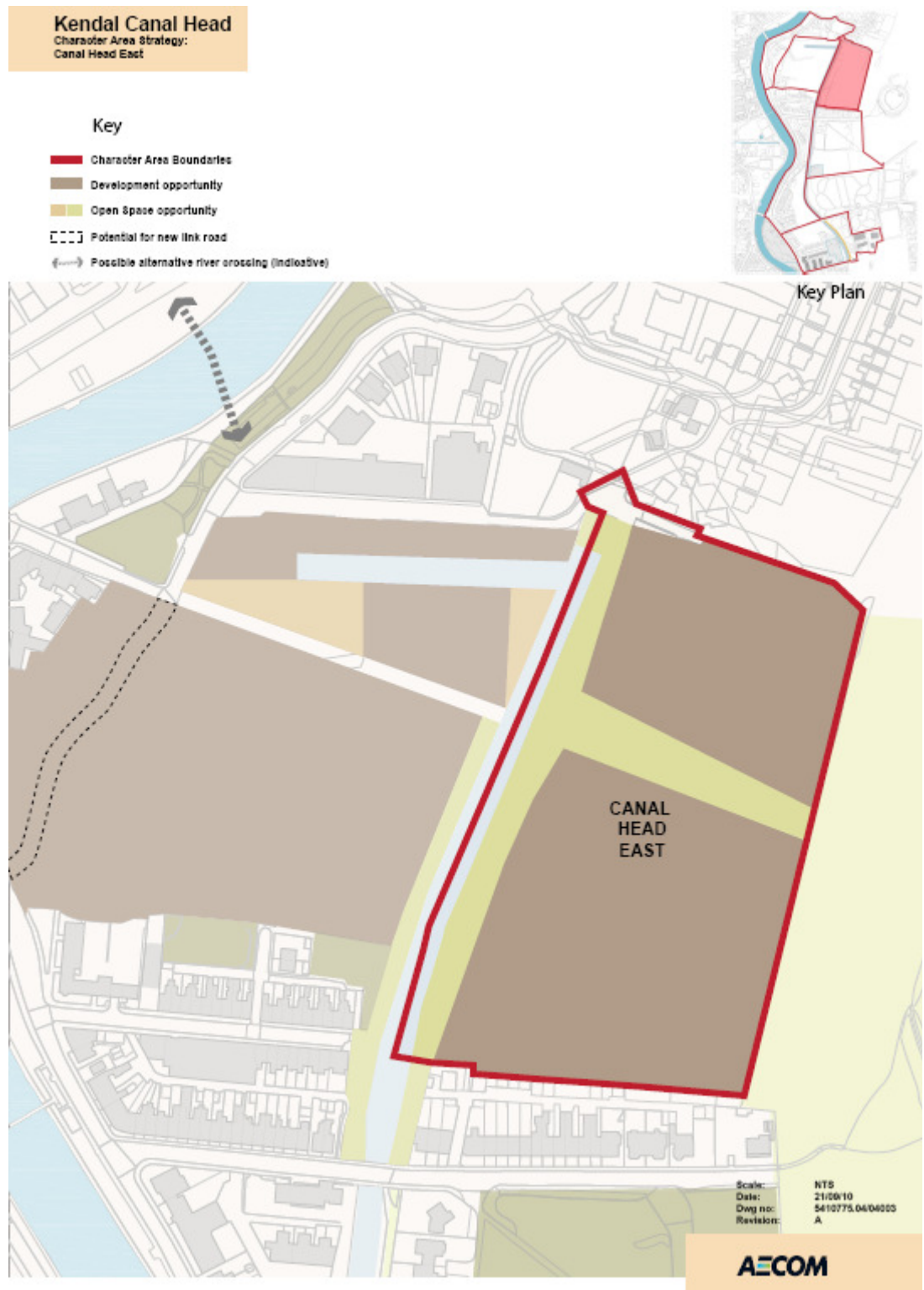
On the lower slopes adjacent to the Castle (a Scheduled Ancient Monument), this location strengthens the setting of the canal head as a new urban waterside destination. Development, including housing and possibly high quality employment uses, is sensitively set within the context of the surrounding historic landscape (see Plate 8), with important views between Kendal town centre (to the west) and the Castle (to the east) preserved and sight lines enhanced. The area also includes a significant amount of quality green space linked to the Canal Head public realm, providing residents, workers and visitors with views through to the Castle and to the bustling nearby area.

The requirements of Kendal Ski Club are respected and no development is proposed that would jeopardise the current requirements of the ski club, including parking.

Plate 8: Views to (and from) the Castle



Figure 7.4 Character Area Strategy: Canal Head East



7.4.2 Uses and Activities

The preferred option base scenario for this character area is for medium density residential family housing and apartments. Enclosed basement and semi basement car parking will ensure that this key site is not dominated by surface parking. As a result of the greater surface area available, a substantial amount of high quality green space is provided, with sight lines to the canal and the Castle preserved and enhanced.

Green space will be designed to link with the Canal Head and provide a high quality public park with new play spaces. These spaces will incorporate a sinuous new cycle way and footpath adding interest to journeys. The space may be used for an informal events area shaped out of the rising ground and could form a focal point providing an area for impromptu events and organised gatherings. A new pedestrian bridge would span the canal route, aligned to draw visitors towards the Castle, which sits prominently on the high ground to the east.

Where existing allotments would be displaced, these would need to be re-provided within the character area,

Variation 1 – Employment Led

An alternative use in the northern part of Canal Head East is to create a second large scale block of development associated with high end employment use.

Should proposals for employment use come forward in this northern section, this will be designed as to create a roofline that reflects the existing roofscapes associated with the Canal Head area. Frontages will be created that make a positive contribution to the built environment, ensuring that any views towards the building(s) from the Castle, Canal Head and from more local residential and commercial properties, including a hotel, are attractive. This will be achieved through the use of innovative design solutions to break up the bulk of any large scale frontages avoiding any sense of heavy industrial activity.

Family housing will be developed to the south of the character area surrounded by high quality open space and reflecting the design cues of neighbouring dwellings on Parr Road.

7.4.3 Access and Movement

Due to the constraints imposed by the limited capacity of Miller Bridge, the nature and quantity of development in this area will be influenced by the operation of Miller Bridge and the one-way system around the Bridge Street area or any alternative solutions designed to enable more traffic to access the area (ie a new bridge or alterations to Miller Bridge, which is listed).

Internal street design will embrace the latest design principles and best practice taking a cue from Manual for Streets. The lack of vehicular through routes in this area will assist in making the area a pleasant pedestrian environment with any heavy vehicle movement retained in the north of the area. Key external pedestrian links include Kendal Rail Station, the Castle and the town centre.

7.4.4 Environment and Place Making

Preferred Option Base Scenario - Residential led development

Canal Head East is located between the Kendal Canal Head and the Castle. The area provides a wide range of family and affordable housing laid out in smaller residential streets. Housing is arranged around communal courtyards perpendicular with the town's waterways, linking into the existing and historic street patterns. The streets are lined with trees linking to the surrounding woodland area. The streets maximise impressive views of the castle from across the canal to the west. Further pedestrian links are provided across the canal and all existing pedestrian and cycle routes along the canal alignment are retained and overlooked by the new development providing safe access and use.

To the south larger family properties are designed to reflect the Parr Road houses by stepping up the hill towards the Castle. All the residential areas will promote the use of

permeable surfaces within the paved areas and the application of sustainable design principles, including Code for Sustainable Homes standards 3 and above, will be applied .

Variation 1 - Employment Led

Where employment uses are introduced to the northern part of Canal Head East, this type of development will come forward on the basis of the scale of the site available. A larger scale block of development in this area would be well designed to reflect the sensitivity of its position adjacent to the castle and within the conservation area. High quality, ‘head quarters’ type development, that reflect vibrant, knowledge based economic activity, would be created that would complement the wider mix of land uses in the Canal Head character area. The location of employment development will be designed to ensure that it is directly compatible with neighbouring open space and residential uses - the principles of secure design will be a priority.

Plate 9: Recreational and Biodiversity Opportunities



7.5 Fletcher Square

7.5.1 Vision

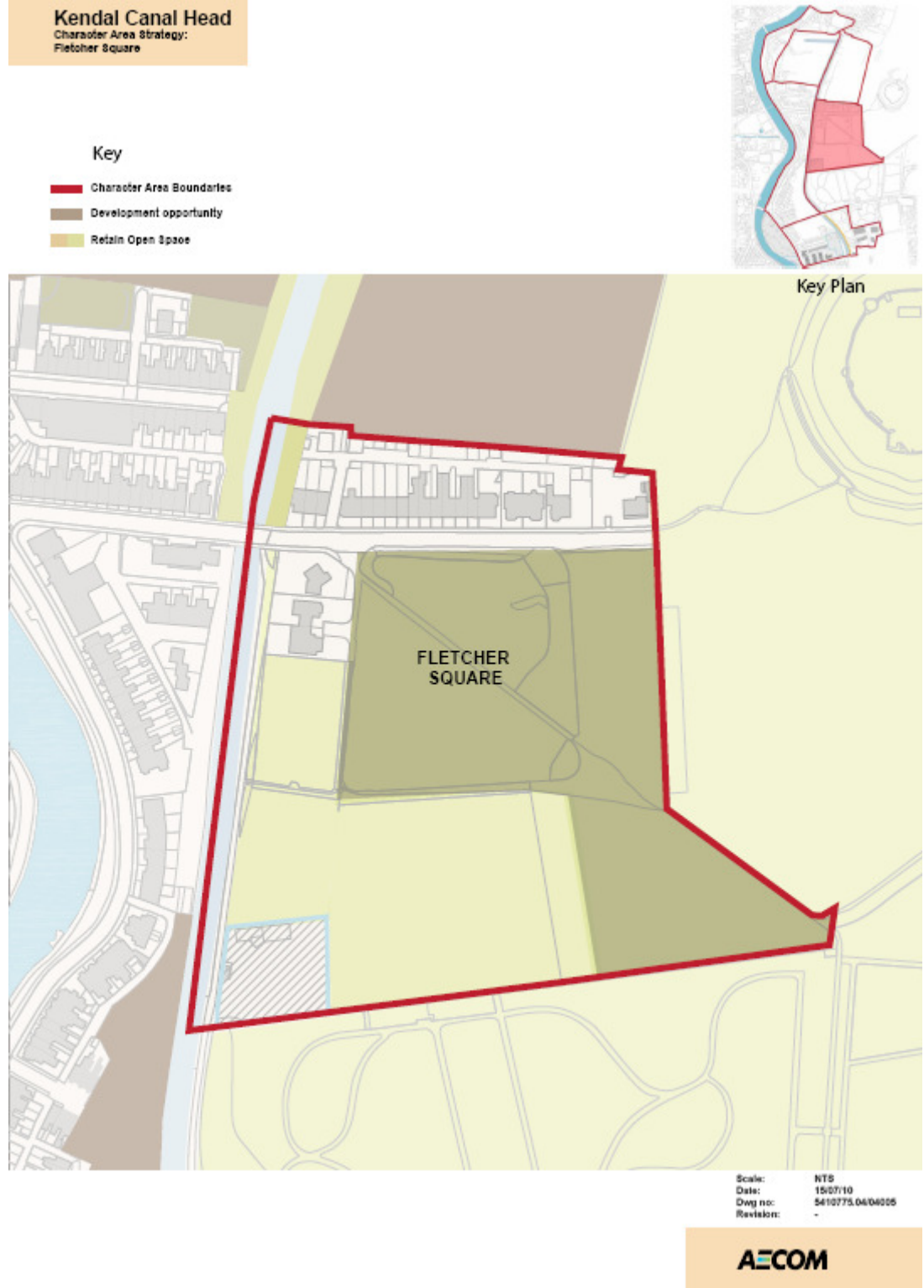
The allotments in the Fletcher Square character area provide a valuable community resource for Kendal and provide the opportunity to encourage more sustainable and healthier living. Bounded by open space, the restored canal and with appealing views of Kendal Castle, this important site (illustrated in Plate 10) to the north of the cemetery will continue to offer local Kendal residents the opportunity for locally grown food, healthy outdoor exercise and social interaction. These well used and well regarded community facilities provide a contrast to the busy canal head and new residential developments in the rest of the AAP area.

Plate 10: Fletcher Square



The Preferred Option recognises the value placed upon the open spaces and allotments by local people, and seeks to retain them.

Figure 7. 5 Character Area Strategy: Fletcher Square



7.5.2 Uses and Activities

The Preferred Option for Fletcher Square will see no change from its existing use as a local allotment site and the area would continue as well regarded and highly valued allotments for local people.

7.5.3 Access and Movement

Under the Preferred Option, there would be no development in the area and few implications for access and movement.

Key pedestrian and cycle routes would primarily be along the canal towpath. Pedestrian links to the Castle are also important and are provided from the end of Parr Street.

There is a Transco site to the south west of the Fletcher Square area. Access to this area is currently afforded from the North West Electricity Networks Limited land on the opposite side of the canal line. An access requirement will remain through this site.

7.5.4 Environment and Place Making

The Preferred Option would preserve the existing allotments and Fletcher Square.

Plate 11: Fletcher Square



Opportunities for better screening the Transco site through tree planting will be explored aimed at protecting and enhancing the visual amenity of the existing open spaces and pleasant views across areas of important green space to the castle and the wider countryside.

Plate 12: Potential opportunities



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7.6 Parkside Road North

7.6.1 Vision

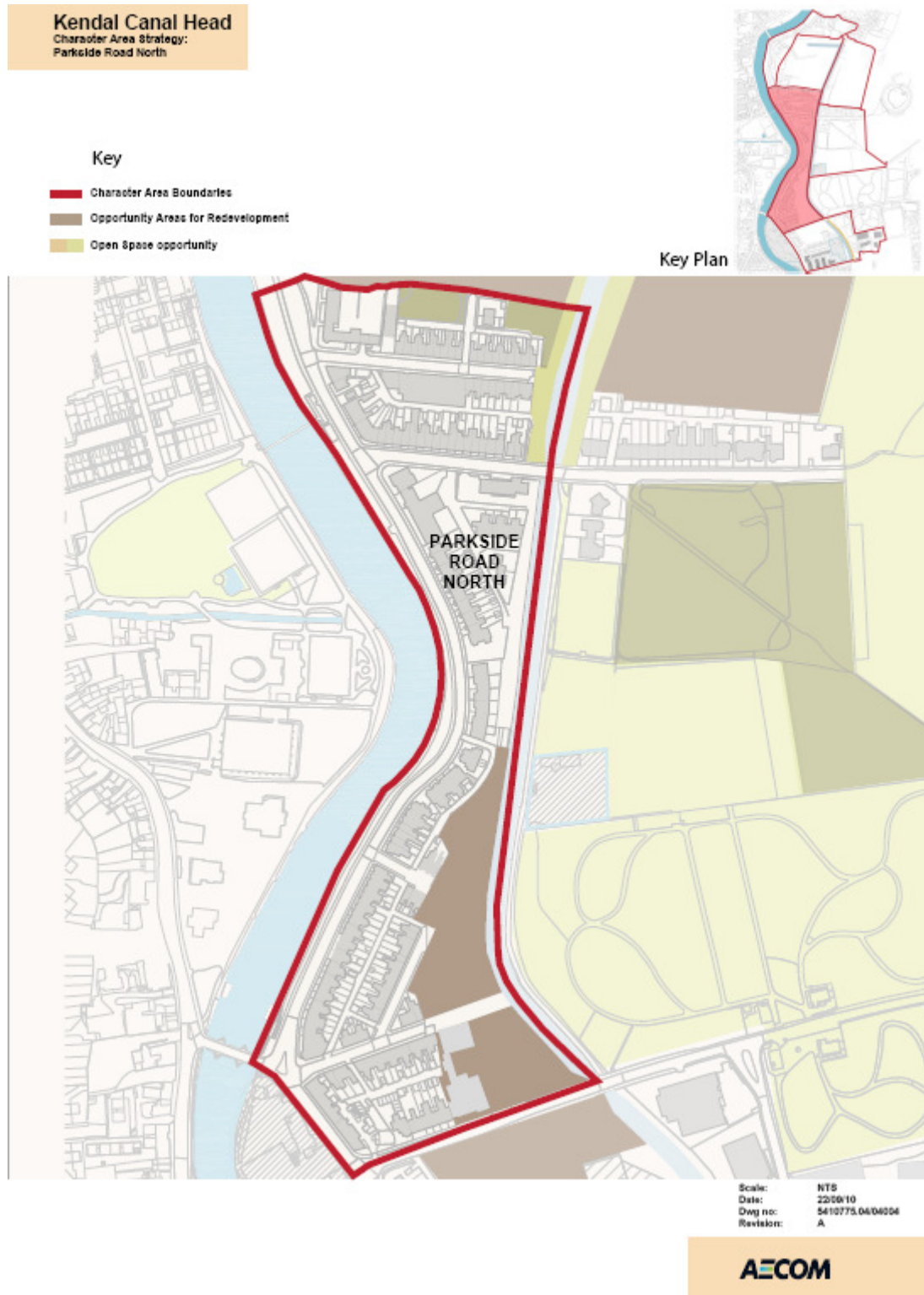
The Parkside Road North area currently provides for housing and the United Utilities/North West Electricity Networks Limited office and equipment storage facilities. Within this character area, the Area Action Plan seeks to support an option for redevelopment, should suitable options for relocation of these operations emerge in the future.

Located between the River Kent and the restored Canal, the Parkside Road North character area provides an opportunity to develop a high quality residential offer, providing pleasant views across both water features whilst providing excellent access to the new Canal Head activities.

Plate 13: Existing Buildings in the Parkside Road Character Area



Figure 7.6 Character Area Strategy: Parkside Road North



High quality medium density residential properties could be integrated within the existing residential stock of the sub area. The properties would flank the western side of the canal route, creating an attractive introduction to those visiting the area as well as improving the sustainability of the existing neighbourhood through a number of improvements. These could include the introduction of new family houses for sale, rent and shared ownership. Existing buildings identified as having a positive heritage value would be retained.

The narrow stretch of land along the western side of the Canal route shall be preserved as an area of green space, a high quality linear park with a variety of potential functions, most importantly as an attractive backdrop for (future) permanent residential moorings. This will further increase housing choice and bring new life to a restored canal.

7.6.2 Uses and Activities

Should redevelopment opportunity arise, the existing residential area will be reinvigorated through the introduction of a new, complementary family housing mix on vacant land in the east of the character area. This new residential area, capable of accommodating up to 60 properties, will offer a range of residential properties for sale, rent and shared ownership adding housing choice and strengthening the character of the existing residential neighbourhood.

Its position, further away from town and from the livelier area of Kendal Canal Head, will provide a quiet residential location ideal for families, yet is still well connected to the attractions and facilities of the Canal Head and town centre. This area provides an ideal location for permanent residential moorings that will enhance the setting of the canal and maximise the opportunity provided by the water space.

7.6.3 Access and Movement

The residential units would be integrated into the existing street patterns and would use the existing accesses from Nether Street and Aynam Place. There may be opportunity to extend Wilson Street to provide a connection between Nether Street and Aynam Place. This would provide greater accessibility to the area and increase permeability. The residential properties facing onto Parkside Road itself could potentially be accessed via a new junction on this road, although for the purposes of assessing the Preferred Options, access to these properties is assumed to be from Nether Street.

Access to the Transco site will have to be maintained in future development proposals.

The Parkside Road area does not have a towpath within its boundary as the towpath is proposed on the eastern side of the canal. The key pedestrian links are therefore to Aynam Road for bus services and to Sunnyside/Parr Street and Parkside Road itself to connect with the canal towpath. Pedestrian permeability in a north-south axis through the area would be provided through parts of the area where appropriate, although the main pedestrian and cycle routes in these directions would be either side of the development along Aynam Road to the west and the canal towpath to the east.

The main bus route runs along Aynam Road to the west of the area. Although there are no bus stops immediately adjacent to the area, all proposed development within the area has a bus stop within 200m. For the northern half of the area the nearest bus stop is adjacent to Queen Katherine Street. The nearest bus stop to the southern half of the area is by K Village. There is also a bus stop on the opposite side of the River Kent that is within 200m of the southern part of the area.

7.6.4 Environment and Place Making

New development would be laid out as a natural extension of the existing urban blocks ensuring that layout, scale and design of the new buildings are appropriate to the local setting. The character of the area would be created using a mix of terraces linking into the existing and historic street patterns with signature buildings at key corners of the development to create a unique, fresh feel to the area, whilst also respecting local traditions in terms of materials and finishes. Important local buildings within the existing North West

Electricity Networks Limited depot to the north of Parkside Road would be retained as office space or converted for residential uses.

In addition the layout of the development would ensure that streets and open spaces are overlooked and protected whilst also benefiting from the views afforded by the canal line and green spaces.

Along the canal corridor proposed green space will reinforce the existing network of public open space creating a landscaped of high quality. Housing development will incorporate the promotion of urban habitats.

Plate 14: Potential Mix of Buildings in the Parkside Road Character Area



7.7 Change Bridge Area

7.7.1 Vision

Similar to the Parkside Road North area, the Change Bridge area currently provides for North West Electricity Networks Limited operations and equipment storage facilities. Within this character area, the Area Action Plan seeks to present an option for redevelopment should a suitable alternative site for North West Electricity Networks Limited be identified.

Figure 7.7 illustrates the proposed characteristics of the Preferred Options for this character area. Should the existing use relocate, the Change Bridge area would provide an important location for employment land provision, as well as providing the opportunity for further residential development with new family houses. The Preferred Option Base Scenario therefore features a blend of residential, office and commercial premises on this site.

Plate 15: Change Bridge



Redundant infrastructure and buildings in the area would be demolished, and the setting of the canal and the wider area would be enhanced through a comprehensive programme of complementary environmental improvements. The quality and setting of heritage assets (such as Change Bridge with its associated wharf) will be protected and enhanced through careful layout, design and materials.

New housing and quality employment accommodation would complement the existing surrounding residential properties and provide an attractive living and working environment adjacent to the restored Lancaster Canal.

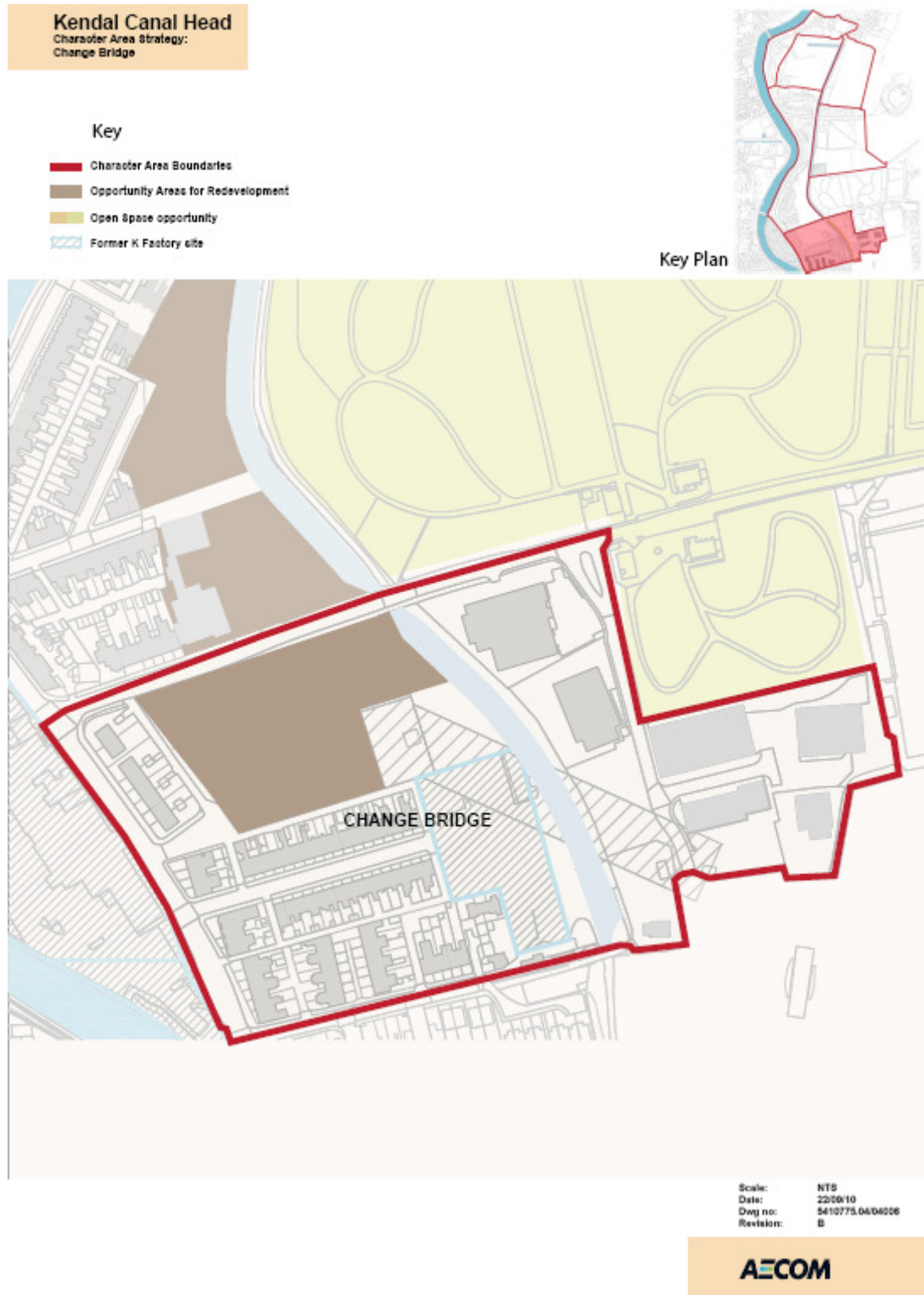
Change Bridge Variation 1 – Residential Led Development

As an alternative to incorporating employment space within this area, this area could be developed for residential purposes. Under this scenario, the proposed family residential area would be extended eastwards towards the canal, creating an extended family housing zone with an attractive canalside location. It is noted that there has been a recent completion of residential development within the south of the Change Bridge area.

Change Bridge Variation 2 – Employment Led Development

A second alternative would seek to boost job creation and business growth through the creation of a high quality business area for the site. The Change Bridge area would be used to provide a mix of new high quality office and industrial premises and, providing an opportunity for an attractive canal-side business location close by the existing Parkside Business Park.

Figure 7.7 Character Area Strategy: Change Bridge



7.7.2 Uses and Activities

Overhead power lines and North West Electricity Networks Limited sub station infrastructure (both of which will be retained) present limitations to the development of this area. However, the Preferred Options can incorporate these constraints to ensure that their adverse impacts are either mitigated against or avoided entirely. Consequently, a 30 metre exclusion zone will remain free from development beneath the overhead power lines, whilst the sub-station will be protected from development and will lie adjacent to the employment uses, rather than the more sensitive residential properties. As such, the employment premises will be located immediately to the north and east of the sub station, providing valuable employment and workshop space for local businesses.

In the Preferred Option Base Scenario there may be an opportunity for some 3,000m² of new employment premises (a mix of B1a and B2), along with the provision of approximately 18 to 20 new family housing units in a range of tenures.

A buffer of improved green infrastructure, including open space (featuring the judicious use of screen planting) will soften any potential visual impacts of the employment uses, helping to enhance the vitality and viability of the mixed use neighbourhood.

Variation 1 – Housing Led Development

Variation 1 would remove the employment element of the scheme at this site, providing a new, mixed: tenure area of family housing, in an enhanced canalside setting. Up to 40 properties would be made available for sale, rent and shared ownership. This will enhance housing choice and provide new opportunities for first time buyers and growing families in Kendal. Variation 1 would bring new homes closer to the sub-station than in the Preferred Option Base Scenario. Guidance does allow residential development in close proximity to power lines, however in most cases a developer is unlikely to seek to introduce this type of development due to the perceptions of risk to health and also due to the visual impact of power lines affecting property values. Provided however, that the site can meet these standards (including proposals for mitigation of visual impacts) then residential development on the site, would still be considered as an option.

Variation 2 – Employment Led Development

Variation 2 presents the alternative option of developing the area as a high quality business location. This would remove the residential element discussed in the Preferred Option Base Scenario, replacing it with new office space. Given the lack of suitable employment sites in the town and South Lakeland District generally, this variation could provide a valuable addition to the employment land portfolio for the District. It would also create new job opportunities within a short walk of both the town and the new housing created elsewhere in the AAP area.

7.7.3 Access and Movement

This area lies outside the one-way system and therefore this area represents the most accessible part of the Area Action Plan area. Vehicular access can be obtained to and from Parkside Road to the east, Lound Road to the south and Romney Road to the west without vehicles needing to use the one-way system. Vehicles from the north would use the one-way system, however, this would be a direct route and would be used whether there was a one-way system in place or not. The density of parking provision for this part of the development could be higher than in other areas as the traffic impacts on the wider town centre would be more modest. This would fit well with the inclusion of office and industrial uses within the character area.

The key pedestrian links in this area are along the towpath in either direction and onto Lound Road to connect with local bus services. There is a bus stop opposite K Village that would provide convenient access to this area by bus. Pedestrians would access the bus stop via Lound Street and Parkside Road using the existing footways. There is also a secondary access between Lound Street and the area to the rear of properties on Lound

Street via an alley. The most appropriate pedestrian access to the town centre would be via the canal towpath.

While this is the southernmost point of the AAP, the Northern Reaches canal restoration project extends further south. Oxenholme Station is also located to the south of this area. Therefore, onward connections to adjoining areas should be given consideration. In particular, the cycle route towards Oxenholme Rail Station should be maintained and signed appropriately.

The southern boundary of the AAP also extends to the eastern side of the canal, although no development is proposed for this area in the Preferred Option. Access to the east of the canal would be from Parkside Crescent as at present. Parkside Road would bridge over the canal providing access between the two sides of the canal.

7.7.4 Environment and Place Making

The character and appearance within the existing streets and new homes provided would be improved through ‘Home Zone’ style improvements creating safer, more secure streets where a higher priority is given over to pedestrians who will be able to enjoy improved access to the canal.

In the Preferred Option Base Scenario illustrated in Figure 6.1, the sites allocated for housing are restricted in favour of creating valuable local employment space. The site would make an excellent accessible location for new start up businesses providing much needed employment space in close proximity to the existing Parkside Business Park. The area could also be developed as a small office village offering a mix of small start up accommodation.

Variation 1 assumes the site is entirely given over to create a stronger residential neighbourhood. Mixed sized properties (see Plate 15) introduced selectively across the area would continue the traditional street pattern and reinforce the typology of ‘Yards’ with communal spaces whilst also supporting higher density development.

Plate 15: Potential Mix of Property Types



8 Commercial and Economic Appraisals

8.1 Introduction

The vision for the AAP is to create a *'vibrant destination unique to Kendal' that promotes business, residential, retail, food and drink and leisure and recreational uses, where 'heritage embraces sustainable development, contributing significantly to the future development of the town'*.

It has previously been proposed that public sector funding and the value generated by private development proposals supported through the AAP would contribute to off-setting the abnormal costs associated with wider regeneration in the area including land purchase, CPOs, improvements to local electricity capacity, and ultimately, the restoration of the canal within the AAP area.

Given the considerable economic changes that have taken place since publication of the Preferred Options AAP consultation in 2008, SLDC concluded that it was essential to revise the commercial and economic appraisal of the AAP. The previous financial model for the AAP was believed to have presented a relatively optimistic scenario for land and property values, in particular in relation to proposals for apartments and small scale specialist retail schemes.

This section highlights some of the key elements of the previous appraisal before setting out a summary note on the conclusions of a 2010 financial appraisal of the AAP Preferred Options and of the Gilbert Gilkes and Gordon masterplan.

8.2 Commercial and Economic Appraisal 2007/08

Whilst sensitivities were built into the 2007/08 financial model and both a cautious and optimistic view of achievable values for properties were considered, this was still carried out in the context of several preceding years of strong economic growth. Even then however, the AAP financial model stated that *'neither the baseline scenario nor any of the four variations can be made to show a profit if more cautious house price assumptions are used, or more than a handful of homes are built at Code for Sustainable Homes 4 or above.'* (Preferred Option AAP 2008, Appendix 2).

On the advice of cost consultants Davis Langdon in June 2010 an assumption can be made that construction costs will have reduced by around 15% since the first appraisal. However this is more than offset by the reduction in sales prices and the reduced rates of sale which greatly increase finance costs. The reduced rates of sale in substantial part results from a shortage of available mortgage finance for home buyers. This is acute for speculative flat developments; mortgage lenders have experienced high levels of default and loss of value in relation to this type of development and there is a widespread reluctance to lend which could well continue for some years.

Regarding the Code for Sustainable Homes, costs should be considered over the life of the AAP. Taking into account forthcoming changes to the Building Regulations (2010, 2013, 2016), increasingly rigorous Code standards will become mandatory, particularly in relation to energy efficiency. It is reasonable to assume that the costs of achieving these standards will reduce over time as technologies, supply chains and access to skilled services improve. However, this abatement will have a limited impact on improving overall viability assumptions compared with the negative effect of increases in associated construction costs. This is particularly important as there is no clear sign that increased costs can be recouped from house buyers through increased prices.

A further aspect identified in terms of seeking to understand whether the previous preferred option remains viable relates to the land acquisition and CPO costs built into the modelling. These formed a considerable proportion of total costs and local property agents, Carter Jonas, have confirmed in June 2010 that land values have reduced sharply as a result of the recession. It is important to note that this is in particular because dense development,

which previously resulted in generally higher land prices, is no longer a viable choice for most developers. Overall sales revenues for lower density developments are inevitably reduced, so there is unlikely to be any overall advantage, notwithstanding land supply shortages in Kendal, because land price is a function of what can be developed.

It was identified in the previous AAP Preferred Options report that there continues to be a range of developments that could come forward without the Canal acting as a catalyst for investment and therefore supporting wider regeneration aspirations. Developments might include new dwellings, retailing, office accommodation and industrial premises. The Preferred Options report noted that without the canal, the area remains a good strategic location for development, although it would be somewhat more difficult to promote diversity and vibrancy without a canal side location. However, the strong setting between the River Kent and the Castle has considerable natural advantages together with an attractive group of vernacular buildings which would remain after redevelopment of lower grade sites.

In view of more recent financial appraisal reflecting the changes brought about by what is now acknowledged to be the most serious economic recession since the 1930s, the very detailed Preferred Option previously proposed for Canal Head is no longer considered to be appropriate. This is largely due to the original proposal being significantly led by apartment development which is no longer as deliverable in current market and financing conditions.

It is therefore appropriate to revisit the development proposals and explore changes to the development mix. For example, family houses with gardens may be appropriate. However, market contraction will significantly limit the scale and profitability of development and it will take time for confidence to return to the market. Affordable housing requirements are also likely to have a significant impact on financial viability and further aspirations such as the restoration of the Canal may not be achievable without substantial grant support.

In reviewing the previous viability appraisal, it was also considered appropriate to consider emerging alternative proposals by Gilbert Gilkes and Gordon Limited (Gilkes) to consider how an alternative approach to developing the Canal Head area might be achieved in the current more challenging economic climate. The remainder of this section sets out in summary the details of this appraisal. Recommendations are also presented which have informed the decision to introduce sufficient flexibility into the AAP to support the key principles of the Gilkes masterplan whilst maintaining a strong focus on the vision and objectives of the AAP.

8.3 Gilbert Gilkes and Gordon Masterplan Appraisal 2010

8.3.1 Introduction

Gilbert Gilkes and Gordon Limited (Gilkes) owns a substantial site at Canal Head from where the company currently operates a very long-established international hydraulic engineering business. Working in conjunction with a number of other adjoining owners Gilkes wishes to replace its aging works with a modern, purpose-built factory and offices.

Gilkes commissioned a professional team to prepare a mixed use masterplan for the Canal Head area. This proposal includes a large supermarket, not previously supported by the Preferred Options AAP.

Gilkes intends to make a planning application to SLDC for the proposed development and has undertaken preliminary discussions with SLDC and Cumbria County Council, as highway authority.

In order to test the viability of the proposed development, SLDC instructed Arup to carry out a high-level, indicative financial appraisal of the proposals set out in the masterplan. The appraisal has been subject to discussion with Gilkes' development advisor, GVA Grimley.. The financial appraisal is a high-level overview prepared to establish whether a mixed use development at Canal Head Kendal of the type proposed by Gilkes can reasonably be

expected to be commercially viable and deliverable. The appraisal is based on broad-brush estimations of current values and costs. Arup has sought the general views of commercial and residential agents and cost consultants. However, it should be noted that considerable additional research and confirmation of development type and areas are required to produce an in-depth appraisal.

GVA Grimley is acting as development consultant for the proposals and their appraisal work is confidential in view of commercial negotiations in relation to the various sites. Arup has not therefore seen the Gilkes financial appraisals.

8.3.2 Summary conclusion

The financial appraisal carried out by Arup has shown a surplus of c. £13 million of value over cost for the Gilkes masterplan proposal for Canal Head. However, it is noted that this surplus is without any allowance for developer's profit or land value. On the basis of the indicative profit rates, a developer might require a profit of about £20m. The current surplus is clearly still not sufficient to provide a profit sufficient to support the risk involved.

A substantial additional surplus will be required to generate sufficient land value to enable the Canal Head area to be assembled and the masterplan delivered. However, bearing in mind the state of the market and that this project might be delivered over up to ten years, it is reasonable to think that the market might improve. It is also clear that the development mix could be optimised for efficiency and value. In particular:

- The hotel is not, in the current economic climate, profitable and since the prospects are uncertain, another more profitable use might be substituted;
- The housing mix is not yet sufficiently varied and efficient. It ought to be possible to add value through design;
- The new build offices are showing a substantial loss because rents in Kendal are too low for high grade office space to be developed profitably. Alternative, lower cost business accommodation could be considered; and
- Substituting another use for office space such as healthcare might provide a better result.

Regarding overall delivery, it is understood that the various site owners in the Canal Head area have reached a significant level of agreement that is expected to enable a comprehensive development to take place over an approximate ten year period. It is noted that the development is most likely to be delivered successfully by a soundly financed and suitably experienced professional developer taking the lead role. This is particularly the case because of the substantial shared costs of various key enabling works, major elements of which are off-site, such as a proposed new bridge and junction improvements.

Further details of the appraisal are presented in Appendix A of this report.

9 Delivery Strategy

9.1 Introduction

The Delivery Strategy will be developed in the subsequent stages of the AAP's production, taking account of the consultation response to the Revised Preferred Options, the prevalent economic conditions, developer interest and the emerging picture of how sub regional economic development initiatives may be enabled by the public sector.

At this stage, it is envisaged that the strategy will have to deliver the following outcomes:

- A predominantly private sector funded and led comprehensive re development of the Aynam, Canal Head and Canal Head East Character areas.
- A phasing of development, steered by finance, operational requirements of existing occupiers of the canal head area and the sequencing requirements of major infrastructure.
- A development capable of being managed through planning conditions and obligations to ensure the private sector deliver the public benefits sought by the AAP
- Defined roles and requirements of the public sector in enabling the private sector to deliver the scheme.

9.2 Land assembly

The Canal Head area is presently in a number of land ownerships. To achieve a comprehensive re development of opportunities as proposed in the Aynam, Canal Head and Canal Head East Character areas, landowner cooperation and collaboration will be required.

At this stage, it is envisaged that a lead developer would take the role of coordinating the development, reaching an appropriately binding agreement with the landowners so that a comprehensive planning application can be submitted and ensuing development delivered. This may take the form of a joint venture or development collaboration agreement. It is not envisaged that bringing all holdings into a single ownership will be a pre requisite for re development.

The public sector owns key properties in the area. They will either agree an option for purchase with the developer or be a part of the Joint Venture/Collaboration agreement.

Though the intention is that land assembly would be completed through negotiation, the public sector will have to reserve its use of Compulsory Purchase Orders, should their use be required, appropriate and justified.

9.3 Funding

In mid 2010, the opportunity to bring significant public sector funding is challenging and will be subject to intensive competition from other regional and national proposals for the funding programmes available. The proposed redevelopment will rely on private sector investment, with a degree of enabling support and investment from the public sector.

Within this context it is paramount that the public sector within Cumbria position the redevelopment of Canal Head as a priority project. Eden and South Lakeland Forward (one of 4 economic development Delivery Boards in Cumbria) have agreed the Canal Head as their top priority.

9.3.1 Homes and Communities Agency (HCA)

The HCA is supportive of the Canal Head, through its engagement with Eden and South Lakeland Forward. The HCA has interest in promoting regeneration and in the Kendal

context, has particular interests in the delivery of affordable housing. Though HCA funding is becoming constrained, HCA will work with local partners to determine how their resources and funding may support the implementation of the Area Action Plan. The Kendal Canal Head is identified within the Local Investment Plan, the working agreement between Cumbria partners and the HCA. The likely scope and scale of HCA resource investment will be further investigated and described in the Delivery Strategy.

9.3.2 Regional Growth Fund (RGF)

Government has announced the abolition of the Regional Development Agencies and has sought expressions of interest for the creation of Local Enterprise Partnerships (LEP) that will promote and enable economic growth. Cumbria private and public sector partners have submitted proposals for the creation of a Cumbria LEP. At the time of revising the Preferred Option Report, the outcome of this proposal is not known.

Government has announced proposals for a Regional Growth Fund, designed to stimulate economic growth, particularly where it will contribute to the rebalancing of the economy in favour of the private sector. Part of the proposal suggests that LEPS may play a key role in prioritising projects and bidding for the fund. The redevelopment of the Canal Head is seen as a key project to be proposed for the RGF, with potential to fund part of the key infrastructure requirements of the redevelopment.

9.3.3 British Waterways

The restoration of the Northern Reaches of the Lancaster Canal remains a priority restoration project for British Waterways, though the availability of funds of the type and source applied to canal restoration are severely constrained.

Heritage canal restorations may be eligible for funding from the Heritage Lottery Fund. Lottery funding has been constrained due to the prioritisation of lottery funds towards London 2012. However, it is now the case that funding capacity is now growing within the lottery funds and they may provide a source of match funding for the delivery of a section of restored canal.

9.3.4 Developer contributions

As described by the AAP proposals, new development will require additional physical infrastructure and is expected to contribute to other needs such as public realm (including contribution to the restoration of a section of canal) and affordable housing to meet the objectives of the AAP. It is a well-established principle that new development should contribute to meeting these additional demands. The AAP will require that sufficient capacity be available in utility infrastructure before permission for development is granted.

To address infrastructure requirements and the provision of benefits to meet the AAP objectives, 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 and contribution to the AAP objectives.

The Council will apply developer contributions in the context of the provisions set out within planning Circular 05/2005. It is proposed that Developer Contribution policies will be developed within the AAP and be dovetailed with Developer Contribution policies for the remainder of the South Lakeland District as described in the Core Strategy and proposed SPD on Developer Contributions.

9.3.5 Tax Increment Financing

This project includes major elements of infrastructure and the burden on the development could be much reduced if the Government decides to permit the introduction of Tax Increment Financing (TIF). The last Government announced in 2010 that TIF would be explored but it is understood that HM Treasury has concerns about any measure that would increase public sector debt. However, this may be an issue that SLDC might wish to explore in more detail.

TIF is a mechanism for using anticipated future increases in tax revenues to finance the current improvements (such as new or improved infrastructure) that are expected to generate those increased revenues. In simple terms, it enables a local authority to trade anticipated future tax income for a present benefit.

Typically, those who invest in municipal debt which is funded using TIF are incentivized to do so by a tax exemption for interest they receive.

TIF schemes have been favoured by local leaders in the US and elsewhere because of the prospects they offer for attracting investment to sites that might not otherwise receive it. Sometimes the remediation and infrastructure related costs of brownfield sites can be so large that property developers are reluctant to get involved. In these circumstances, the only way to proceed may be for the public sector to help prepare land for development through up-front investments. In the US, TIF is the mechanism by which this is usually funded.

TIF works on the principle that the supply of new or improved infrastructure usually leads both to new development and to an increase in the value of surrounding property, both of which serve to increase the level of property taxation in the area. Within a designated TIF district, this anticipated increased taxation (the 'tax increment') is captured and used to fund the infrastructure that has been provided. Financing debt issued to pay for the project by utilising increased tax revenues can take up to 20-25 years, but in some cases the timeframe can be much shorter.

In the US, TIF has traditionally been used to fund:

- urban renewal
- affordable housing
- cleaning up pollution
- public infrastructure projects such as roads, sewers, pavements and similar improvements.

TIFs are now such an important part of the regeneration agenda in the US that in some areas TIF and regeneration are virtually synonymous terms.

*Extract from Tax Increment: Financing A new tool for funding regeneration in the UK?
(British Property Federation, 2009)*

9.4 Development Management

Bringing forward the re development of the Canal Head area is a highly complex task for prospective developers and the public sector. The Development Management process will need to instil as strong a sense of developer confidence as possible in the process. The requirements on both the developer (applicant) and the Council as Planning Authority need to be clearly articulated, the outcome of which will be the production and submission of a structure of planning applications that are capable of being considered by the Planning Committee in a timely way.

A Planning Performance Agreement approach will be followed through which the Council will seek an agreed coordinated approach and timetable with other statutory consultees, for example the County Council as Highways Authority.

10 Area Action Plan Policy Considerations

10.1 Introduction

The next stage of the AAP process will be to prepare a Draft AAP for submission to the Secretary of State. The AAP will contain specific policies against which future applications for planning permission in the Kendal Canal Head area will be assessed. A scoping of these policies is set out below.

10.2 General Approach

Policies should encourage development that meets the overall AAP vision and objectives, including ensuring that the scale of development is appropriate to allowing Kendal to serve its role as a key service centre within Cumbria.

10.3 Residential Policies and Allocations

The Revised Preferred Option suggests the development of large number of residential units. Policy guidance will be set out for the appraisal of applications for residential development.

Policies will be included within the Area Action Plan requiring the delivery of a proportion of affordable housing units in the order of 30% of the total number of residential dwellings.

This will be linked to the delivery of high quality public realm and to the long term commitment to support the canal restoration.

Densities for the character areas will be set out.

10.4 Employment Policies and Allocations

Specific policies will be included regarding sites which are identified for employment / industrial use within the AAP area. These sites include Canal Head, and options for Canal Head East and Change Bridge, and sites in the Canal Head area which are expected to accommodate a mix of uses that will feature an element of B1a office space. The type of appropriate employment uses will be described. Planning Policy will require that employment developments do not have an adverse impact in the amenity of neighbouring residential properties.

10.5 Retail Policies and Allocations

A detailed retail policy will be set out in the Draft AAP, outlining how the proposed retail element will support the vitality and viability Kendal town centre and will not adversely affect the town centre.

Policy consideration should be given to also allowing provision of A3, A4 and A5 uses in the Canal Head and Aynam areas, to encourage a retail mix more conducive to attracting tourists. Consideration should also be given to the needs of local residents, to ensure that uses supported do not impact negatively on residential amenity.

The policy will make close reference to the Government's policy guidance set out in PPS 4.

10.6 Design Policies

Policy guidance needs to consider the technical issues that design needs to address, together with the quality of design, appropriate to the character areas.

Policy guidance on the quality of design should include issues of scale, massing, materials and local design considerations. It should not seek to be too restrictive but ensure that design and materials are of a high quality.

Policy should have regard to the implications of the implications of the Conservation Area. It should also protect views and the setting of the castle.

10.7 Environmental Policies

The AAP should include a policy that seeks the creation and retention of public open space and allotments, where possible, or the provision of alternative appropriate open space or allotments, where necessary.

Policy will support long term ambition to facilitate the restoration of the Canal and will safeguard the route at the appropriate scale to ensure that this cannot be prevented when funding is made available. In the interim, policy will require developers to contribute to the creation of a high quality public realm with the creation of a water feature that reflects the route of the canal in key locations. Developers may also be required to make a contribution to support long term plans for canal restoration.

Policy should set out requirements for high quality landscaping fronting the road infrastructure improvements, particularly where this is required as a buffer to development sites. However, policy should encourage buildings to provide an active frontage onto the canal route, and in these cases buffer landscaping will not be required.

The AAP will encourage the incorporation of SuDS in development schemes, where appropriate. Figure 10.1 demonstrates the full extent of the Flood Risk within the AAP boundary.

Policies will ensure the protection of the SSSI at River Kent in terms of water quality and biodiversity.

10.8 Transport Policies

Policies may be included in relation to the provision of adequate parking facilities (including facilities for disabled parking, cyclists and motorcyclists) within the AAP area. Where dedicated parking facilities are not provided, it may be appropriate for developers to contribute towards the provision of public parking facilities by way of a Section 106 contribution.

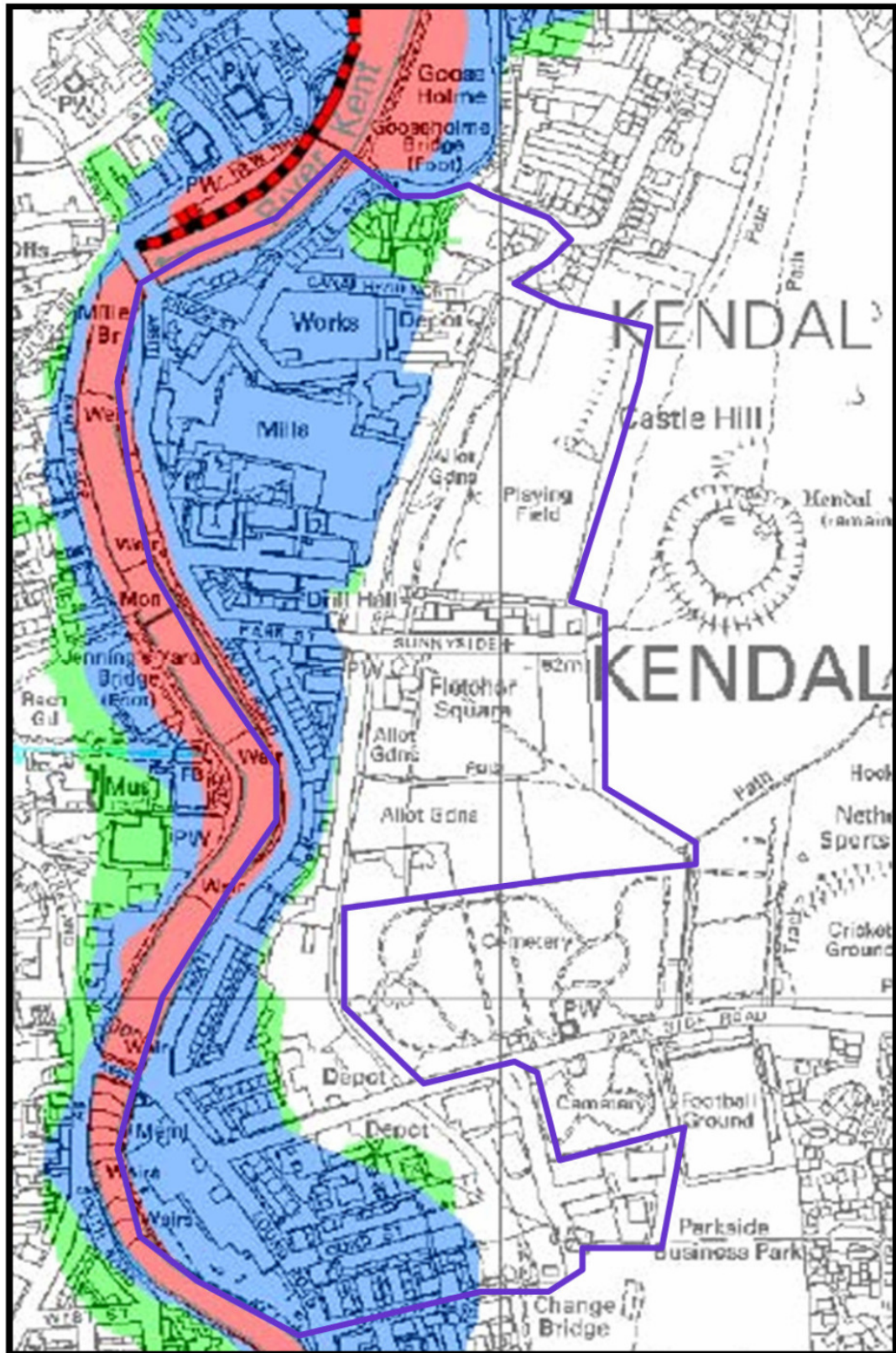
Appropriate policies regarding the production of Transport Assessments and Travel Plans may also be included.

Policies regarding servicing and access may also be included.

Policies will set out proposals for pedestrian routes and signposting.

Policies will support the creation of a new link road between Aynam and Canal Head and will promote the principles of prioritising pedestrian activity and public transport.

Figure 10.1 Flood Risk Map with AAP Boundary



10.9 Developer Contribution Policies

Policies will set out proposals for a new statutory planning charge to ensure that the local community can benefit sufficiently from the uplift in land value arising from the release of land for development at the Canal Head. It is anticipated that this uplift will relate directly to the increase in property prices directly attributable to the presence of the high quality public realm. The planning charge will be expected to contribute to the public realm and potentially the restoration of the canal itself where possible. A statutory planning charge relating specifically to the Kendal Canal Head AAP area would have the following attributes:

- It would be subject to low minimum thresholds with residential and commercial developers in the AAP area liable to pay the planning charge;
- The planning charge will be used to supplement a negotiated agreement which will be needed to supply affordable housing, public open space and other costs specific to individual development sites within the AAP area;
- The level of planning charge should be based on a costed assessment of the canal restoration costs and or public realm enhancements, factoring in the uplift in land values likely to be achieved as a direct result of the proximity of the canal/public realm;

The policy would need to ensure that it could dovetail with similar proposals for the remainder of South Lakeland District as specified in SLDC's Core Strategy.

It is further anticipated that there the AAP will contain policies requiring developers to enter into Section 106 Obligations (and potentially Section 278 Agreements under the Highways Act) to contribute financially to the delivery of public realm and infrastructure within the AAP area. In line with national guidance regarding the implementation of planning obligations, and contributions will be:

- necessary;
- relevant to planning;
- directly related to the proposed development;
- fairly and reasonably related in scale and kind to the proposed development; and
- reasonable in all other respects.

11 Next Steps

11.1 Introduction

The AAP forms part of SLDC's new LDF which is being prepared under the provisions of the Planning and Compulsory Purchase Act 2004 and which will replace South Lakeland District Council's Local Plan as the District's development plan. This Revised Preferred Option Report has been prepared

11.2 Next Steps

Stage 4 – Public Engagement – Following the approval of the Preferred Options report by Members, it will be subject to a further round of public engagement. This will include the formal publishing of the report along with its sustainability appraisal. Members of the public, stakeholders and other consultees will be invited to make representations over a specified period of six weeks in line with the Town and Country Planning (Local Development) (England) Regulations 2004.

This will take place over a six week period commencing [Insert date] and respondents will have until 5pm on [Insert date] to submit any comments.

ODPM Guidance regarding the preparation of Local Development Frameworks states that:

The aim of this formal public participation on preferred options stage is to give people the opportunity to comment on how the local planning authority is approaching the preparation of the particular development plan document and to ensure that the local planning authority is aware of all possible options before they prepare the submission development plan document

The local planning authority will have to provide sufficient information including maps and/or diagrams where appropriate at this stage to ensure that people can understand the implications of their preferred options. Once the local planning authority has identified their preferred options they will:

- *publish them and seek comments over a 6 week period in accordance with the authority's statement of community involvement;*
- *place any documentation identifying the preferred options on their website together with any supporting information which is needed to enable people to understand what they are being asked to comment upon and state where and when the preferred options documentation can be inspected;*
- *publish the sustainability appraisal report;*
- *make all the relevant material available for inspection at their principal offices and other suitable places for the whole of the six-week period for which it is open to comment;*
- *send four copies to the Government Office and one copy to the Planning Inspectorate of the preferred options document on which representations were invited and any accompanying technical evidence which underpins the development plan document, such as assessing housing capacity and the community's housing needs;*
- *send copies of the relevant material to statutory consultees in accordance with the Regulations; and*
- *advertise in at least one local newspaper circulating in the area where and when the relevant material can be inspected, how copies can be obtained, what is the closing date for representations and where to send any representations.*

Following this period of public consultation, a draft AAP will be prepared for submission to the Secretary of State in January 2009. A further six week consultation period then begins, and the public may make representations on the 'soundness' of the Plan. These will be the

subject of an independent Examination in December 2009. The Inspector's Report, which is binding on the Council, is expected in May 2010. Adoption of the AAP is expected in June 2010. This does not prevent work that conforms with the draft AAP commencing in advance of adoption.

11.3 Comments on the Preferred Options Report

Any comments and representations which you wish to make in relation to the Preferred Options Report are welcomed, but are requested no later than 5pm on **[Insert Date]**.

Representations should be made to:

Mr D Hudson

Development Strategies Group Manager

South Lakeland District Council

South Lakeland House

Lowther Street

Kendal

LA9 4DL

developmentplans@southlakeland.gov.uk

www.southlakeland.gov.uk/ldf

For other queries please telephone - 01539 717490

All representations will be made available electronically via the Council's website, including at libraries. Summaries of the representations and responses will be published in due course with the submission documents.

Appendix A

**Detailed Financial
Appraisal**

A1 Detailed Financial Appraisal

A1.1 Introduction

This appendix should be read alongside Section 8 of this report and provides further details of the key elements of the financial appraisal carried out by Arup of the Gilbert Gilkes and Gordon (Gilkes) masterplan.

A1.2 Proposed mix of uses appraised

The table below sets out assumptions regarding the mix of development proposed in the Gilkes masterplan. It is understood that the Gilkes team, including their proposed partner for the large element of housing, will continue to review the layout and mix to optimise the proposals.

Plan Ref.	Proposed Use	Units	Gross Internal Area sq. ft.	Net Internal Area sq. ft.	Estimated Capital Value £
A1	Factory & offices	1	60,547	60,547	n/a
C1.1 -1.3	Supermarket	1	66,844	66,844	25.8m
C2 & C5	Office conversion	2	57,543	51,789	£6.6m
Various	Retail & leisure	Variable	56,285	56,285	£7.9m
B3	Offices – new	1	36,910	33,219	£5.9m
B2	Budget hotel	90	32,260	22,582	3.15m
Various	Housing	203	202,375	202,375	43.7m
Total	-	-	512,764	493,641	93.0m

NB: For simplicity the broad brush differentials between Gross Internal and Net Internal areas used here vary slightly from the approach in the current RICS Code of Measuring Practice but the budget values are unaffected.

A1.3 Phasing, pre-lettings and pre-sales

A development on the scale proposed by Gilkes must be phased in the most commercially effective way possible to minimise finance costs and to enable complementary elements to be constructed in the right sequence to maximise sales and lettings. However, in the foreseeable property market commercial prudence and funding requirements will require that the key commercial elements will be pre-let or pre-sold before development can take place. As a result it is not possible to say with any certainty how development will be sequenced apart from some key elements below. Each use type has therefore been treated as a separate phase that is assumed to occur when a user has been secured and once the enabling works in Phase 1 are in place. Houses are assumed to be developed in small releases according to demand after essential site-specific infrastructure works are in place.

The Arup appraisal has assumed that Gilkes will reach agreement to purchase the household waste recycling site and Council depot facilities on terms which will allow the facilities to be relocated by CCC and SLDC. It is also assumed that Gilkes will independently finance and procure the construction of a new factory and offices and that this will be cost neutral to the development as a whole.

The supermarket is assumed to be constructed from a date six months before the Gilkes project is completed so that Gilkes will at the critical point vacate any areas that may be required for demolition and redevelopment.

The appraisal assumes an average house sales rate of a little less than one unit per week overall to allow some small overlap between phases. This is consistent with or a little better than average housing development sites.

A1.4 Sales and letting values

The values adopted reflect current conditions and have not been projected. Values have reduced as a result of the recession and levels of value prior to recession were strongly driven by historically unprecedented levels of cheap finance. Since it seems likely that there is a continuing dearth of finance there is no reason to think that values will increase significantly in the near future. However, it is reasonable to expect an eventual return to better market conditions as the banks recapitalise and the market as a whole adjusts to new conditions.

A1.5 Finance costs

Although some elements of the proposals are likely to be funded in different ways according to the resources and arrangements of the parties involved, we have adopted a single rate overall. Although there will be pre-lettings and pre-sales there will need to be some limited speculative development in relation to the office conversion and the retail/leisure space. Such developments are likely to be difficult and costly to finance for the foreseeable future. We have assumed development funding at 8% which is 250 basis points over the 20 year average for three month LIBOR. However, although certain key costs occur early in the project, the phased nature of the development mitigates the cost of finance which is relatively limited given the overall scale of the development. This will change if (as is essential) land values are generated as land costs normally have to be carried and funded through each phase.

A1.6 Land values

Once the likely required developer's profit is taken into account, the appraisal shows a loss, so there is no residual land value. Clearly in reality some at least of the owners of the various land holdings that make up the site will expect to be paid a worthwhile value for their land and buildings, so site assembly would not currently be possible without a combination of substantially higher values and lower costs.

A1.7 Enabling works and activities

Although the proposals should generate substantial values, there are very substantial infrastructure and land preparation costs both on and off site and in appraising the proposals we have assumed the following major budget costs. However, these are what is considered to be reasonable allowances and are not based on costed preliminary designs.

- Canal restoration costs - these assume that the canal is restored as far as the Canal Bridge below the site. Recent advice from SLDC has indicated a cost of £2.5 million to meet British Waterways standards.
- Road and site works - £1 million
- Site remediation - £50,000 per acre
- New bridge across the River Kent - £6 million
- Junction improvements - £2 million based on a preliminary overview by Arup transport planners. However, there may be some scope for savings as this relates to a range of potential development proposals in Kendal.
- Service diversions and connections - £1 million

- Legal, professional and planning application fees

A1.8 Construction

The financial appraisal uses construction rates previously provided by cost consultants for the AAP supplemented by reasonable assumptions and adjusted to take account of reductions in tender prices. Retail units are assumed to be let in shell form. All houses are assumed to be constructed by the developer, as contractor. All commercial construction is assumed to be procured on a design and build basis and the fee allowances reflect this. All residential construction is assumed to have obtained approval at the equivalent of Code for Sustainable Homes Level 4. Code Levels 5 or 6 would add very much higher construction costs and would affect development viability adversely and substantially. The rates adopted overall aim to reflect the increased cost that is likely to arise from planning requirements for high quality building design and the use of complementary materials. Canal Head is within a Conservation Area.

The scale of the development may permit the development of a low carbon combined heat and power energy centre to aid the achievement of the required environmental performance standards and this should be considered.

A1.9 Affordable Housing

In accordance with South Lakeland District Council's latest 2009 guidance but abated by 5% for this project to match the AAP approach the appraisal assumes a 30% affordable requirement with a £110,000 per unit developer contribution. Rather than apply this to any particular group of houses on the assumption that the Council would require the provision to be spread throughout the development, this is treated as single payment spread across the phase containing the various elements of housing development. It is understood that Gilkes believe that SLDC should waive this requirement in view of the regeneration benefits of the project. However, land values have reduced as a result of the recession and whilst the Affordable Housing requirement is a major cost to the development, there are indications that it may be possible to optimise the development to substantially improve viability.

A1.10 Developer's profit

A commercial developer might be expected to require 20% of development costs and a residential developer 20% of sales revenues. We have not shown a notional profit but clearly a developer and, crucially, its funder would not proceed on the basis of the current appraisal, particularly as land value is also still to be generated.

A1.11 Summary outcome

The key indicators from the appraisal are as follows:

- Net value of development £93 million
- Total cost of development including finance £80 million
- Surplus before land value and developer's profit £13 million

The shortfall or surplus for each phase is as follows and these figures are provided to show which elements support the proposed development or alternatively undermine viability and are effectively subsidised by other, more profitable elements.

Phase	Description	Surplus or (Shortfall) £
Phase 1	General Enabling	(20.5 m)
Phase 2	Gilkes	Neutral
Phase 3	Supermarket	17.5 m
Phase 4	Offices - conversion	2.6 m

Phase 5	Retail & leisure	2.5 m
Phase 6	Hotel	(2.6 m)
Phase 7	Offices – new build	(2.9 m)
Phase 8	Residential	16.2 m
Merged	All phases	12.6 m

A1.12 Conclusion

The financial appraisal shows a surplus of c. £13 million of value over cost but this is without any allowance for developer's profit or land value. On the basis of the profit rates suggested above, a developer might require a profit of about £20m. The current surplus is clearly still not sufficient to provide a profit sufficient to reflect the risk involved.

A substantial additional surplus will be required to provide this and to generate sufficient land value to enable the site to be assembled and the project delivered. However, bearing in mind the state of the market and that this project might be delivered over up to ten years, it is reasonable to think that the market might improve. It is also clear that the development mix could be optimised for efficiency and value. In particular:

- The hotel is not currently profitable and since the prospects are uncertain, another more profitable use could be substituted;
- The housing mix is not yet sufficiently varied and efficient and it ought to be possible to add value;
- The new build offices are showing a substantial loss because rents in Kendal are too low for high grade office space to be developed profitably. Alternative, lower cost business accommodation could be considered; and
- Substituting another use such as healthcare might provide a better result.

Appendix B

**Urban Design Appraisal
of the Gilbert Gilkes
and Gordon Masterplan
(AECOM, June 2008)**

B1 Urban Design Appraisal of the Gilbert Gilkes and Gordon Masterplan (AECOM, June 2010)

B1.1 Introduction

In June 2010, the AECOM urban design team carried out an urban design appraisal of the draft Gilkes proposal to identify key strengths and weaknesses of the proposal.

The proposal has come forward in part as part of the wider AAP development process and SLDC has welcomed the opportunity to discuss the scheme and to consider opportunities for aligning the Gilkes proposals with the vision and objectives of the AAP.

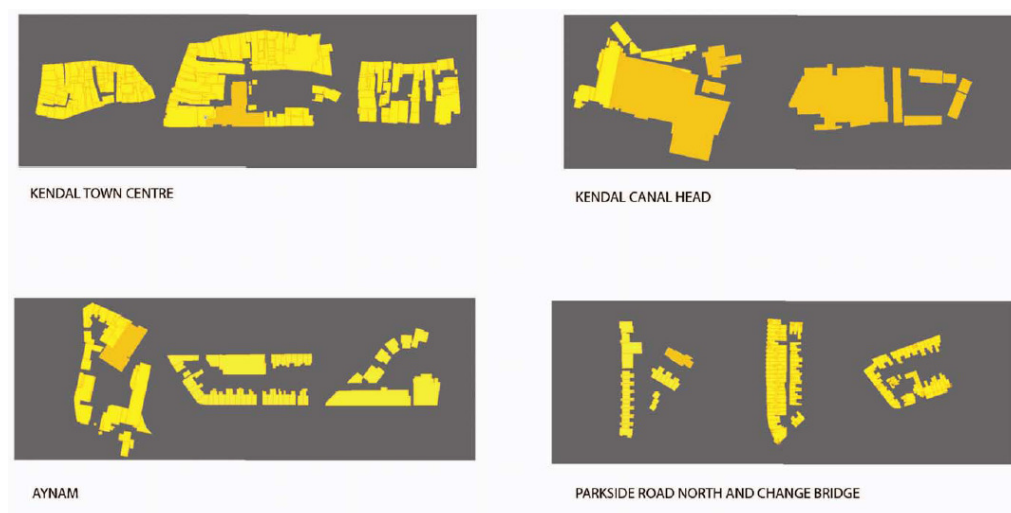
The remainder of this appendix presents the key elements of the AECOM appraisal including recommendations on how to align proposals more effectively with the AAP vision and objectives.

B1.2 Overview

- Timely redevelopment – minimum disruptions to business
- Factory and Office buildings fit for the 21st Century
- A continued long-term commitment to Kendal

B1.3 Context

The townscape surrounding context for Canal Head consists of generally densely packed urban blocks with irregular shapes. However, the Canal Head area is an exception to that typology with larger industrial scale blocks typifying the built form. The following figure grounds illustrate the block patterns for Kendal Town Centre, Canal Head, Aynam and Parkside Road North and Change Bridge.



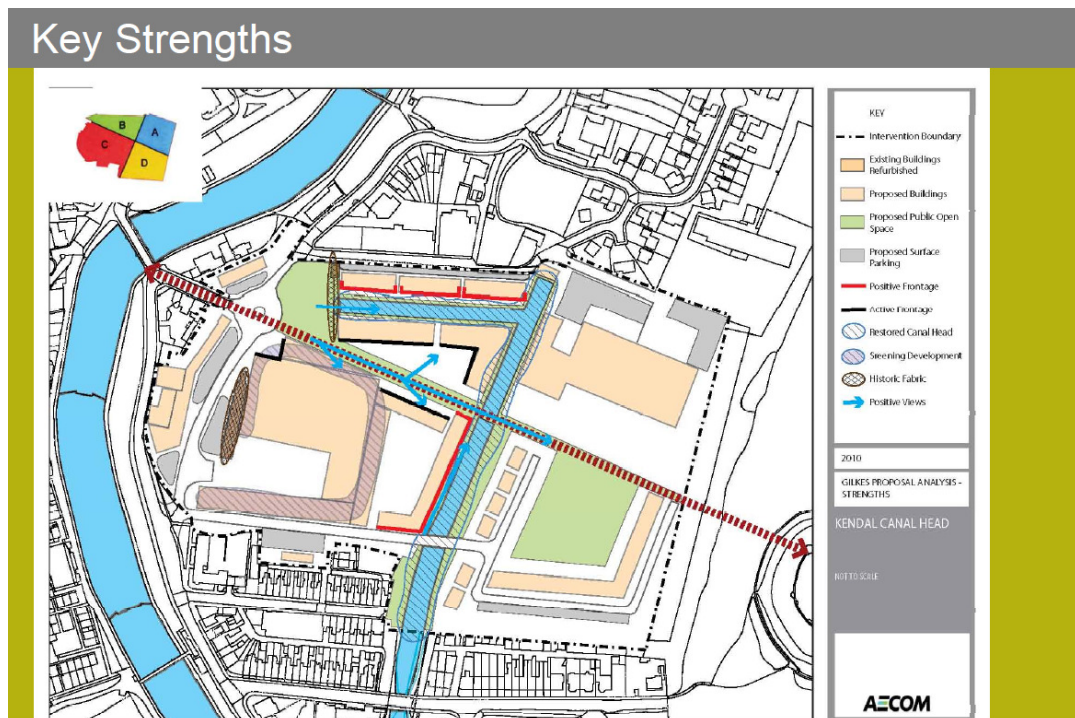
The more typical urban grain creates a strong sense of enclosure where streets tend to be narrow, framed by strong corner buildings with shorter building widths and a strong vertical emphasis.

Aynam road creates the primary route connecting Canal Head to the town centre and to the motorway network. Major traffic flows run along the periphery of the canal head and do not penetrate the Canal Head area.

B1.4 The assessment

B1.4.1 Strengths

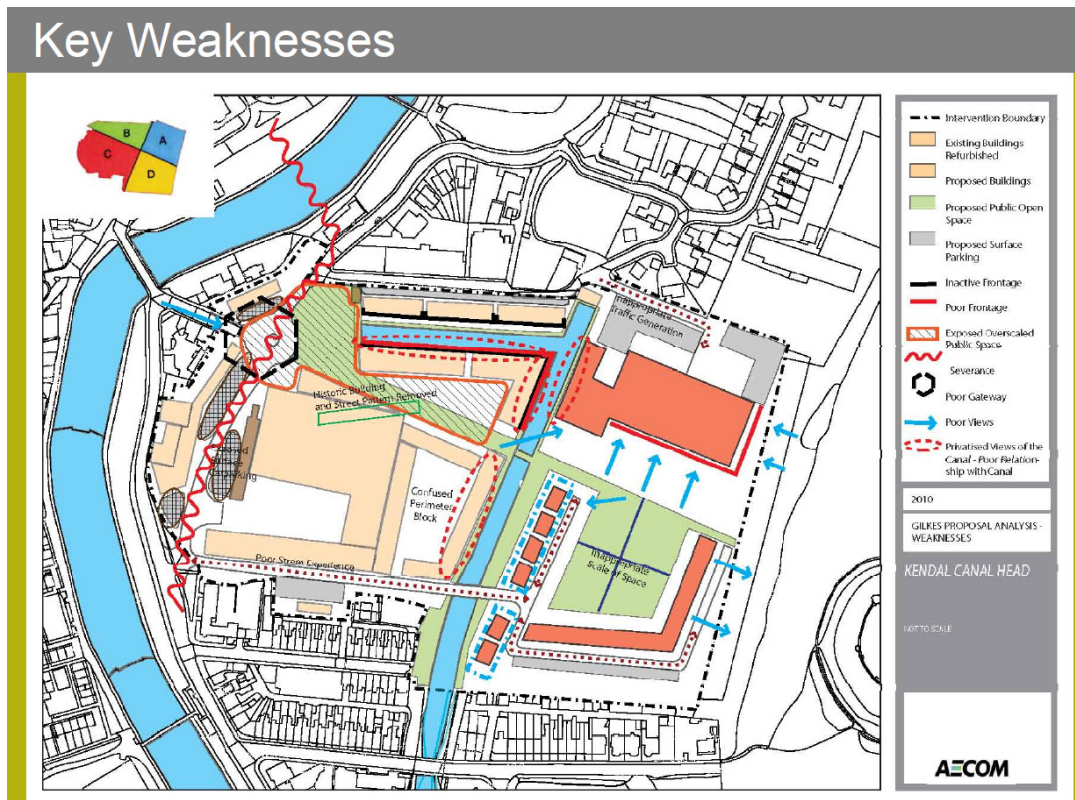
- The restoration of the Northern Reaches of the Lancaster Canal will create a central aspect of the regeneration of the area and will support a key ambition of the AAP to create a mixed use waterfront location.
- The castle axis proposal, connecting Bridge Street with the Castle is a bold and positive statement. It will create a clear and legible pedestrian corridor which would help to connect the town centre to the castle.
- There are some positive view lines created including partial views of Kendal Castle and views of a restored canal from the south.
- Proposed development Block C allows for some screening of the visual impact of a large scale retail building using existing historic built fabric.
- The proposed use of under-croft parking is welcome as a means to minimise excessive on street parking and to minimise the negative visual impact.



B1.4.2 Weaknesses

- The large scale blocks, whilst representative of the existing built character, reduce the potential to create a finer grain urban fabric.
- The public realm proposals are weakened by the introduction of a major roundabout in what has the opportunity to be a key gateway into the area.
- Overall the public space in Block B could be enhanced by improved definition, increased overlooking from the street and adjoining buildings and by avoiding closing off the canal area.
- The proposed leisure and surface parking proposals have the potential to conflict with existing residential uses.
- Part of the perimeter of Block C could be improved to avoid having building fronts looking on to private space.
- Buildings proposed for retention in Canal Head may be lost as a consequence of the development proposal.

- There is a risk that traffic proposals could result in severance of the Canal Head area from the town centre rather than encouraging improved connectivity.



B1.5 Recommendations

There is a considerable range of opportunities to enhance the overall approach to the Canal Head and Canal Head east areas proposed by Gilkes. In principal, the solutions presented are welcomed, however in the context of the emerging AAP, the following recommendations are suggested:

Urban Grain

- As an alternative to locating the factory in Block A, it may be possible to combine both the superstore and the factory into Block C, limiting the negative impacts of such big box development to one part of the masterplan area.

Street Hierarchy and Movement

- A clear street hierarchy is recommended which puts place-making at its core. In particular, street and traffic proposals should seek to contain strategic traffic movements to the outer perimeter of the Canal Head if possible.
- Some thought should be given to the possibility of including both traffic and pedestrian movement along the Castle Axis.
- The proposed roundabout should be removed and simple street junctions created.

Public Realm

- A more moderate, enclosed form of public realm could be encouraged. New public realm could form part of the Canal Axis but at the same time could connect with the Canal Head. Strong corner buildings should be used to define key gateways and overlook key spaces.
- More accessible generous frontages should be provided on both sides of the canal route to ensure that it is fully used as a visitor resource in its own right.

Views

- Better views of the Canal Head could be created. Significant improvements to local views could occur.

Active Frontages

- A stronger emphasis on active and positive frontages along the canal head is recommended.

Appendix C

Policy Appraisal

C1 Policy and Sustainability Appraisals

C1.1 Policy Appraisals

The key planning policy document is the South Lakeland Core Strategy. The Canal Head Action Area Plan will complement the following Core Strategy objectives;

- Making provision for a range of types and sizes of new employment land;
- Creating a cluster of knowledge-based industries in Kendal;
- Promoting the vitality and viability of town and local centres through addressing obstacles to growth such as town centre congestion;
- Securing the provision of a range of housing types and sizes and ensuring that housing developments make provision for affordable housing;
- Providing a co-ordinated network of green infrastructure;
- Protecting the historic environment from harmful change and increasing the resilience of ecosystem services;
- Concentrating development in sustainable locations, accessible by a variety of modes of transport;

Policy CS1 sets out the principles of sustainable development underlying the Core Strategy. Key elements which the AAP will complement are high quality design, minimising the demand for travel, the re-use of previously developed land and sustainable growth of the local economy.

Policy CS1.2 seeks to concentrate around 35% of new housing and employment development in Kendal giving priority to the re-use of existing buildings and previously developed land. The AAP will secure the beneficial use of a major area of Previously Developed Land for housing and employment in Central Kendal.

Policy CS2 sets out the Strategy for Kendal, identifies the Canal Head Area as a regeneration area and identifies an Area Action Plan as the means of delivering it. As well as meeting this specific requirement, other elements of Policy which the AAP will support are;

- Making provision for 3080 new dwellings and ensuring that 35% of new housing in Kendal meets identified need for affordable housing;
- Accommodate 21 ha of employment development and ensure that new employment development is accessible by walking, cycling and public transport and without detriment to the town centre traffic network;
- Promote Kendal Town Centre as the principal town centre for shopping, business and leisure use and focussing new office development in and around Kendal Town Centre;
- Improve tourism and leisure facilities in Kendal Town Centre;
- Improving accessibility to and within the Town Centre for non-car users;
- Safeguard and enhance areas of heritage and cultural importance and improve green infrastructure;
- Ensure that new development safeguards the natural environment notably SACs within the area and the River Kent and its tributaries;

Policies CS6.1-3 deal with housing provision, housing mix and affordable housing. The AAP will be a key means of delivering a significant quantum of new housing in a mixture of types with a significant affordable element. Policy CS6.6 seeks to ensure efficient use of land and

buildings and sets out a target of of 28% of housing development on Previously Developed Land. Canal Head contains Kendal's main Previously Developed Land resource;

Policies CS7.1-2 deal with the provision of employment land and premises. The AAP will both ensure that high value employment remains in Kendal and new employment premises are provided;

Policy CS7.5 seeks to concentrate retail development at an appropriate scale in principle, key and local centres and supports convenience and comparison goods retail provision at an appropriate scale which aids the vitality and viability of Kendal Town Centre. The AAP could provide opportunities for such development well linked to Kendal Town Centre;

Policy CS7.6 identifies Kendal as a destination with emerging potential for heritage tourism. The AAP is a fundamental means of achieving this policy objective. Policy CS8.1 seeks to develop green infrastructure. The Canal and the River Kent are both key elements of the Town's green infrastructure which will be enhanced through the AAP and new public realm will offer further opportunities to develop green infrastructure in the town. Policy CS8.6 seeks to safeguard and enhance the District's historic environment. The AAP will ensure that most buildings of heritage value are retained and that any losses are compensated for by development of a quality which enhances this historic area. Policy CS8.10 requires high quality design . The AAP is vital in ensuring that major development in this highly sensitive area reflects Core Strategy aspirations on design.

Policies CS9.1 and 9.2 deal with Community Infrastructure and Developer Contributions. Policy CS10.1 deals with transport and seeks to deliver better access to employment areas, cycling and walking routes, essential road infrastructure, and infrastructure necessary to enable the restoration of the northern reaches of the Lancaster Canal. The AAP is a key means by which development and community infrastructure including public realm, transport measures and water space is delivered.

Thus the AAP is a key means of delivering environmental, public realm, green infrastructure, sustainability, housing, employment and transport objectives of the Core Strategy.

C1.2 Sustainability Appraisal of Revised Preferred Options

Introduction

This section provides an overview of the outcome of the SA process to date and identifies the key issues and possible solutions associated with the options. The summaries provide a quick reference of findings of the SA, however in terms of affecting the appropriate outcome for the eventual Preferred Options, this section must be read in conjunction with Section 3.

The results are presented using the following colour coding.

Significance of effect		Definition/Criteria of Significance
+4	Major positive	A beneficial effect that is either long lasting or permanent, benefiting a large number or variety of receptors,
+2	Positive	A beneficial effect, temporary or short lived in nature affecting a limited number of receptors.
0	Neutral	Either there are no effects predicted, or the effects that are predicted will cancel each other out (e.g. the effects of a negative impact being mitigated by the positive effects resulting from another effect).
-2	Negative	An adverse effect, which is relatively short lived and does not affect the most sensitive or important receptors.
- 4	Major negative	An adverse effect that is either permanent or long term affecting a very sensitive receptor or a high number of receptors.
?	Unknown	Unable to make an assessment of significance because of uncertainty in the prediction of likely effects.

Where variations exist that are relevant to the sustainability objective, the variation score is presented under the following sub-headings. It should be noted that the variation for Canal Head East (employment provision) would likely be exercised should the employment provision not be deliverable in Canal Head. Should this be the case, then the housing provision envisaged at Canal Head East, would likely be provided in Canal Head as an alternative use to employment. Due to the reciprocal nature of this land use option, it is assessed that the exercise of this variation has little or no effect on the overall outcome of the appraisal.

Preferred Options with Variations	
Change Bridge	
Variation 1	A
Variation 2	B

NB: The variation assessments reflect the full context of the AAP with that variation making the impact score comparable.

Summary of Initial Effects

In order to provide an overview of the initial effects of the Preferred Options, without application of the recommended mitigation, the following sections compare each of the options under the sustainable development objective headings.

Social Progress – Initial Effects

Revised Preferred Options AAP

Objective		PO base scenario	PO + Variation A	PO + Variation B
SP1	Participation in Democratic Process	+2		
SP2	Access to Services & Facilities	+2		
SP3	Decent Affordable Housing	+2	+2	
SP4	Skills, Education, Training	+2		+4
SP5	Health & Wellbeing	+2		
SP6	Inclusive Communities	+2		

Effective Protection of the Environment – Initial Effects

Revised Preferred Options AAP

Objective		PO base scenario	PO + Variation A	PO + Variation B
EN1	Biodiversity	+2		
EN2	Landscape Character	+4		
EN3	Built Environment	+2		

Sustainable Use and Management of Natural Resources – Initial Effects**Revised Preferred Options AAP**

Objective		PO base scenario	PO + Variation A	PO + Variation B
NR1	Air Quality & Climate	-2	-2	-2
NR2	Water Resources	+2		
NR3	Land & Soil	?		
NR4	Minerals & Waste	-2		

Building a Sustainable Economy – Initial Effects**Revised Preferred Options AAP**

Objective		PO base scenario	PO + Variation A	PO + Variation B
EC1	Existing & New Jobs	+4	-2	+4
EC2	Training & Access to Jobs	+2	0	+4
EC3	Strengthen Local Economy	+2	+2	+4

Summary of Residual Effects

This section provides an overview of the initial effects of the Preferred Options, with the application of the recommended mitigation. The following sections also compare each of the options under the sustainable development objective headings.

Social Progress – With Mitigation**Revised Preferred Options AAP**

Objective		PO base scenario	PO + Variation A	PO + Variation B
SP1	Participation in Democratic Process	+2		
SP2	Access to Services & Facilities	+4		
SP3	Decent Affordable Housing	+4	+4	
SP4	Skills, Education, Training	+4		+4
SP5	Health & Wellbeing	+4		
SP6	Inclusive Communities	+4		

Effective Protection of the Environment – With Mitigation**Revised Preferred Options AAP**

Objective		PO base scenario	PO + Variation A	PO + Variation B
EN1	Biodiversity	+4		
EN2	Landscape Character	+4		
EN3	Built Environment	+4		

Sustainable Use and Management of Natural Resources – With Mitigation**Revised Preferred Options AAP**

Objective		PO base scenario	PO + Variation A	PO + Variation B
NR1	Air Quality & Climate	+4	+4	+4
NR2	Water Resources	+4		
NR3	Land & Soil	+2		
NR4	Minerals & Waste	+4		

Building a Sustainable Economy – With Mitigation**Revised Preferred Options AAP**

Objective		PO base scenario	PO + Variation A	PO + Variation B
EC1	Existing & New Jobs	+4	?	+4
EC2	Training & Access to Jobs	+4	?	+4
EC3	Strengthen Local Economy	+4	?	+4

Conclusion**Social Progress**

- Overall the revised Preferred Options are being developed as part of a democratic process and will contribute to positive redevelopment, maximising opportunities for development in proximity to Kendal town centre
- The options are no longer fully reliant on the restoration of the canal within the AAP area, although there continues to be a clear expectation that investment in the canal will be required. The AAP continues to set out a framework that has potential to encourage a range of new business and tourist opportunities and provides for a good mix of housing with provision for affordable housing as well as open space
- There are opportunities to reconfigure the mix of affordable housing to ensure that the identified shortfall of smaller properties is provided for
- The framework for promoting opportunities for employment could be linked to opportunities for developing skills locally and the AAP could make specific reference to this
- In terms of health and well being, the AAP will make a positive contribution to overall well-being with a good emphasis on promoting walking and cycling. In terms of services

however there remains an opportunity to make specific reference to encouraging take up of some space for health services, including a GP facility

- The variation at Change Bridge will result in either further housing in the area with the loss of employment land, or the dedication of this character area solely to housing. The latter option would appear to be the more sustainable of the two choices ensuring that there continues to be a good supply of employment land in the area. However, the base case solution would seem to offer a good compromise.
- All options now allow for a no canal scenario but with a commitment to investment in canal restoration and clear policy to safeguard the canal route. The opportunity to achieve uplift in land values is therefore at risk, however there is an emerging clear commitment to delivery of a high quality public realm.
-

Effective Protection of the Environment

- The provisions for biodiversity emerging from the AAP continue to be good. The revised Preferred Options report makes regular references to promoting biodiversity associated with open space provision and creation of urban habitats
- In taking forward this approach the eventual policy framework would benefit from making reference to specific guidance such as the TCPA's Biodiversity by Design guide and the Lancashire biodiversity Action Plan
- Planting proposals should also be further detailed to specify the use of appropriate species such as native and climate change resistant varieties
- There is also potential for the AAP to encourage allotment users to pursue sustainable gardening solutions, although in planning terms, delivery of this target would not be possible other than through highlighting available guidance
- The landscape and built environment proposals have been well thought through and this is reflected in the overall approach to the built environment and provision of green space
- Proposals for green roofs at Canal Head East however could be extended to other housing areas, in particular where variations result in the development of allotment land at Fletchers Square. This could be achieved by ensuring that there are not specific policies in place that limit design solutions to the use of traditional materials
-

Sustainable Management of Natural Resources

- The Preferred Options makes allowances for the use of SuDS and places a strong emphasis on minimising car use and promoting walking and cycling. Where there is a focus on creating a large scale water feature in the area, the policy could be developed to identify that this be created as part of a wider sustainable drainage scheme
- An Appropriate Assessment is being carried out to ensure that the policy framework of the AAP does not impact negatively on the River Kent candidate SAC
- However, overall, the sustainable management of natural resources remains a key weakness of the AAP Preferred Options
- Key opportunities for improvement include:
 - Provision for sustainable waste management including for example provision of domestic composting facilities
 - Provision for energy efficient building e.g. setting standards for achieving varying levels of the Code for Sustainable Homes (CSH)
 - For all development, efficient use of water resources should be promoted

- The AAP could also investigate the opportunities available for the provision of a district heating network, in compliance with the provisions of PPS1 (supplement for climate change)
-

Building a Sustainable Economy

- Despite the obvious issues that have been raised through the financial viability appraisal, in terms of the objectives that the revised Preferred Options AAP supports in terms of retaining and creating opportunities for high quality jobs, the AAP continues to score well. Proposals represent a direct response to an important local employers needs and present a pragmatic response to a challenging economic context
- Where previously the no canal option indicated a weaker opportunity for supporting a sustainable economy, the AAP now provides a more attractive option by supporting a development but without previous more specific requirements for contributions to support restoration of the canal where this would affect viability of otherwise suitable development proposals
- General environmental and access improvements will serve to enhance the overall area making is a more commercially attractive location for investment
- Allowances are made for relocation of displaced businesses and for creation of new business space in the Change Bridge area
- Variations to the Change Bridge Character Area proposal may risk loss of available employment land (associated with more intensive use of the United Utilities site) and risk affecting a longer term sustainable economy in order to deliver high value housing. Any decisions to pursue such variations should be made in close consultation with the relevant local business and economic development representatives.

Appendix D

Transport Appraisal

D1 Transport Appraisal

Capita Symonds has been commissioned by Cumbria County Council, in conjunction with South Lakeland District Council and Eden and South Lakeland Forward, to undertake a Transport Study to assist the appraisal of revised proposals for the transformation and regeneration of the Canal Head area in Kendal. (insert ref to paragraph number in the report?) The Transport Study assesses the impact of the proposals, and identifies highways improvements and alterations to mitigate the impact of the proposals.

The study found the following junctions were forecast to operate above 100% capacity in future years. The following sections describe the capacity issues forecast to arise in 2025 according to the SATURN modelling undertaken by Capita. For each junction potential mitigation measures are discussed and recommendations made on the most appropriate solution.

Windermere Road/Queen's Road/Green Road

Forecast percentage over capacity – 18% (am); 17% (pm).

Arms over capacity – Queen's Road

Current junction control – priority (give-way)

Potential mitigation – the junction is currently a priority crossroads with right-turn lanes on the major road (Windermere Road). All arms other than Queen's Road are forecast to operate well below capacity. Traffic from Queen's Road is unable to exit due to the high traffic flows on the major road. Given the space constraints on either side of Queen's Road it is unlikely to be feasible to widen this road. Therefore, in order to provide sufficient increase in capacity on Queen's Road, traffic signals are likely to be required. This would provide opportunity for traffic to exit from Queen's Road.

Recommendation – introduce traffic signals at the junction

Windermere Road/Busher Walk

Forecast percentage over capacity – 3% (pm only).

Arms over capacity – Busher Walk

Current junction control – priority (give-way)

Potential mitigation – the junction is currently a priority T-junction that provides access to the County Council offices. There are separate right and left-turns from the minor road (Busher Walk) and a right-turn lane from the major road (Windermere Road). Windermere Road is forecast to operate well within capacity and Busher Walk is only marginally over capacity in 2025. There is limited opportunity for widening at this junction given the physical space constraints. As the junction is forecast to only be nominally over capacity in 2025 it is recommended that only modest mitigation measures would be required at this junction. This may include the extension of the yellow-box to both sides of the road or keep clear markings to assist exit from the minor road at peak times. Busher Walk has been modelled as a single lane in the SATURN model whereas there are actually separate left and right turns. If modelled correctly, the capacity issue may be resolved without the need for further mitigation.

Recommendation – improve traffic signing/lining

Sandes Avenue/Blackhall Road

Forecast percentage over capacity – 6% (am); 8% (pm).

Current junction control – traffic signals

Arms over capacity – Blackhall Road right turn (am and pm); Sandes Avenue right turn (pm only)

Potential mitigation – the junction is currently a traffic signal controlled T-junction. There are two lanes on all approaches, providing separate lanes for each permitted movement. There are pedestrian crossing facilities and advance cycle stoplines on two arms of the junction. The movements forecast to be over capacity in 2025 are the right turn from Blackhall Road (both am and pm) and the right turn from Sandes Avenue (pm only). Given the space constraints there is a minimal amount of mitigation that could feasibly be delivered at this junction. Improvements to the traffic signal timings might be possible in order to optimise their operation. This may include the introduction of SCOOT (Split Cycle Offset Optimisation Technique) which is an adaptive system that responds automatically to fluctuations in traffic flow through the use of on-street detectors embedded in the road. It coordinates the operation of all the traffic signals in an area to give good progression to vehicles through the network. This can help to reduce traffic delay by up to 20%.

Recommendation – optimise signal timings and introduce SCOOT if not already present

Sandes Avenue/Beezon Road

Forecast percentage over capacity – 9% (am only).

Arms over capacity – Beezon Road (all movements)

Current junction control – priority (give-way)

Potential mitigation – the junction is currently a priority crossroads with no right-turn lanes on the major road (Sandes Avenue). The southern arm of Beezon Road is one-way into the junction with separate traffic lanes for left and right turning traffic. It is this arm that experiences the forecast capacity issues. Traffic from the other minor arm must turn left. Opportunities for mitigation at this junction include upgrading to traffic signal control. This would provide greater opportunity for traffic to exit the one-way minor arm and is likely to provide sufficient additional capacity at the junction to resolve the forecast capacity constraints.

Recommendation – introduce traffic signals at the junction

Longpool Road/Station Road/Ann Street

Forecast percentage over capacity – 7% (pm only).

Arms over capacity – Longpool Road (left turn flare)

Current junction control – mini-roundabout

Potential mitigation – the junction is currently a three-arm mini-roundabout. One of the arms is an exit only. The two entry arms consist of single lanes of traffic flaring to two lanes at the entry to the junction. There is an additional entry from Ann Street from which traffic must turn right before fully joining the roundabout. The existing roundabout layout is non-standard and could be confusing to motorists. The forecast capacity issues are on the left turn flare from Longpool Road. Traffic on this arm does not enter the roundabout but must give way to all traffic exiting the roundabout to Wildman Street. There are likely to be relatively significant capacity and safety benefits that could be achieved through a redesign and changes to the existing layout. This may include improving the left turn flare from Longpool Road so that traffic merges with traffic exiting the roundabout rather than giving way. This would require realignment of the footway and introducing a give-way line at the end of Ann Street. Should these not provide the necessary increases in capacity, traffic signals could be considered.

Recommendation – revise/improve existing roundabout layout in first instance, if this doesn't provide sufficient capacity then consider traffic signal control

Shap Road/Appleby Road

Forecast percentage over capacity – 16% (pm only).

Arms over capacity – Shap Road; Appleby Road

Current junction control – priority (give-way)

Potential mitigation – the junction is currently a priority controlled T-Junction. The minor arm (Appleby Road) flares from a single lane to form separate left and right turning lanes separated by a large kerbed island. The major road (Shap Road) has a long right-turn lane. There is the potential for widening of Appleby Road either by removing/reducing the traffic island or by widening into the verge. This would reduce the risk of traffic blocking back along Appleby Road and restricting access to the junction. Should this not provide the sufficient additional capacity at the junction then there is the potential to introduce traffic signal control at the junction. Some of the capacity issues forecast at this junction are likely to stem from blocking back from the junction of Longpool Road/Station Road/Ann Street. Mitigation measures at that junction are therefore likely to provide some relief at the junction of Shap Road/Appleby Road.

Recommendation – widening of Appleby Road in first instance, if this doesn't provide sufficient capacity then consider traffic signal control

Appleby Road/Sandylands Road

Forecast percentage over capacity – 19% (am only).

Arms over capacity – Sandylands Road

Current junction control – priority (give-way)

Potential mitigation – the junction is currently a priority controlled T-Junction. The predominant traffic movement from the minor arm (Sandylands Road) is right-turning. This may represent traffic rat-running from Sedburgh Road through to Appleby Road. Improvements to adjacent junctions may reduce the occurrence of this and provide indirect benefits at this junction. Given the space constraints at this junction the only practical improvement for right-turning traffic would be to introduce traffic signals at the junction.

Recommendation – introduce traffic signals at the junction

Sedburgh Road/Sandylands Road

Forecast percentage over capacity – 1% (am); 25% (pm).

Arms over capacity – Sandylands Road

Current junction control – priority (give-way)

Potential mitigation – the junction is currently a priority controlled T-Junction. In the pm peak the largest flow of traffic is from the minor arm (Sandylands Road). There is a wide grass verge on Sandylands Road that could be used to facilitate the widening of Sandylands Road to provide separate left and right turn lanes. Should this not provide the sufficient additional capacity at the junction then there is the potential to introduce traffic signal control at the junction.

Recommendation – widening of Sandylands Road in first instance, if this doesn't provide sufficient capacity then consider traffic signal control

Lound Road/Parkside Road

Forecast percentage over capacity – 1% (pm only).

Arms over capacity – Sandylands Road

Current junction control – priority (give-way) but due to be upgraded to traffic signals in conjunction with the K Village development

Potential mitigation – the junction is currently a priority controlled T-Junction but is being upgraded to a traffic signal controlled junction in conjunction with the K Village development. The junction is forecast to operate marginally over capacity in the pm peak 2025. SATURN is a strategic modelling package and does not provide detailed junction modelling of traffic signals at a local scale. More localised modelling is likely to provide opportunities to provide

marginal increases in capacity to a sufficient level to enable the junction to operate satisfactorily.

Recommendation – optimise signal timings and introduce SCOOT if not already present

Parkside Road/Valley Drive

Forecast percentage over capacity – 16% (am only).

Arms over capacity – Valley Drive

Current junction control – priority

Potential mitigation – the junction is currently a priority controlled T-Junction. The predominant traffic movement from the minor arm (Valley Drive) is right-turning. This may represent traffic rat-running through to the A684. Traffic calming measures within the adjacent residential estates may reduce the occurrence of this and provide indirect benefits at this junction. Given the space constraints at this junction the only practical improvement for right-turning traffic would be to introduce traffic signals at the junction.

Recommendation – consider traffic calming/management measures within residential estate, if this does not reduce capacity issues then introduce traffic signals at the junction.

Burton Road/Lound Road/Romney Road/Natland Road

Forecast percentage over capacity – 8% (am only).

Arms over capacity – Natland Road; Burton Road

Current junction control – roundabout

Potential mitigation – the junction is currently a four-arm roundabout. There is a physical constraint to widening on the approach arm from the west (Romney Road) as this is a bridge across the River Kent. Similarly the river and riverbank may prevent physical widening to the north (Lound Road). The other two approaches to the roundabout have considerable opportunity for localised widening at the roundabout entry to provide additional an additional traffic lane on Natland Road and lengthen the flare on Burton Road. This is likely to provide a relatively significant potential increase in capacity on the two approaches that are forecast to operate above capacity.

Recommendation – localised widening of the approaches to the roundabout on Burton Road and/or Natland Road.

Burton Road/Heron Hill/Oxenholme Road

Forecast percentage over capacity – 6% (am); 11% (pm).

Arms over capacity – All (except Burton Road southbound in pm)

Current junction control – traffic signals

Potential mitigation – the junction is currently a traffic signal controlled four-arm crossroads. All arms have two lanes of traffic except Heron Hill which is a single lane. There is limited opportunity for physical widening on any of the approaches to the junction. Therefore the only practical approach to resolving the capacity issues is likely to be by improving the operation of the traffic signals through adjustments to the signal timings.

Recommendation – optimise signal timings and introduce SCOOT if not already present

Milnthorpe Road/Romney Road/Hawesmead Avenue

Forecast percentage over capacity – 4% (pm only).

Arms over capacity – Milnthorpe Road southbound (left and ahead); Milnthorpe Road northbound (right turn)

Current junction control – traffic signals

Potential mitigation – the junction is currently a traffic signal controlled crossroad junction. There are two lanes on three of the four arms with pedestrian crossing. The fourth arm (Hawesmead Avenue) has a single lane. Given the space constraints there is a minimal amount of mitigation that could feasibly be delivered at this junction.

Recommendation – optimise signal timings and introduce SCOOT if not already present

Milnthorpe Road/Vicarage Drive

Forecast percentage over capacity – 37% (am); 55% (pm).

Arms over capacity – Vicarage Road (right turn)

Current junction control – priority (give-way)

Potential mitigation – the junction is currently a priority controlled T-Junction. The predominant traffic movement from the minor arm (Vicarage Drive) is right-turning and this is the only movement forecast to be over capacity. This may represent traffic rat-running through to the A591, which may be due to congestion elsewhere within the town centre. Whilst this route may be identified by the SATURN model as a route that traffic would take, it is unlikely that the volume of traffic using Vicarage Road would be as high as in the model. Traffic calming measures within the adjacent residential estates may reduce the occurrence of this and provide indirect benefits at this junction. Given the space constraints at this junction the only practical improvement for right-turning traffic would be to introduce traffic signals at the junction.

Recommendation – review whether modelled flows are realistic and consider traffic calming/management measures within residential estate. If this does not reduce capacity issues then consider introduction of traffic signals at the junction.

Milnthorpe Road/Glebe Road

Forecast percentage over capacity – 29% (am); 45% (pm).

Arms over capacity – Glebe Road

Current junction control – priority (give-way)

Potential mitigation – the junction is currently a priority controlled T-Junction. The predominant traffic movement from the minor arm (Glebe Road) is right-turning. This may represent traffic rat-running, which may be due to congestion elsewhere within the town centre. Whilst this route may be identified by the SATURN model as a route that traffic would take, it is unlikely that the volume of traffic using Glebe Road would be as high as in the model. Traffic calming measures within the adjacent residential estates may reduce the occurrence of this and provide indirect benefits at this junction. Given the space constraints at this junction the only practical improvement for right-turning traffic would be to introduce traffic signals at the junction.

Recommendation – review whether modelled flows are realistic and consider traffic calming/management measures within residential estate. If this does not reduce capacity issues then consider introduction of traffic signals at the junction.

Highgate/Lowther Street

Forecast percentage over capacity – 20% (am); 17% (pm).

Arms over capacity – Highgate (right turn); Allhallows Lane (ahead)

Current junction control – traffic signals

Potential mitigation – the junction is currently a traffic signal controlled crossroad junction. However, there are a number of restricted movements at the junction. The eastern arm (Lowther Street) is one-way away from the junction, the southern arm (Highgate) is one-way into the junction, and the northern arm (Stricklandgate) is a pedestrian zone. Given the space constraints there is a minimal amount of mitigation that could feasibly be delivered at

this junction. In particular there is a width constraint on Lowther Street that limits the amount of traffic that can enter this road. This means that only one lane of traffic can flow into Lowther Street at a time and there is no opportunity to provide additional right turning or ahead lanes on the constrained movements. The SATURN model assumes that the northern arm of the junction (Stricklandgate) receives a green stage every cycle. However, as Stricklandgate is only used by local buses and taxis, this might not be the case. Should this not be the case and if the calling of this stage was demand dependent, then there would be an opportunity to increase the 'green time' given to the other movements at the junction. If this is not practical then the only opportunity to provide sufficient capacity at the junction may be to further restrict the permitted movements at the junction by making Allhallows Lane one-way westbound. However, this is likely to have an impact on the wider traffic network by rerouting vehicles to alternative routes such as Gillingate.

Recommendation – improve signal timings and introduce SCOOT/MOVA if not already present. If this does not provide sufficient capacity then consider restricting traffic movements at the junction.

Appendix E

Glossary

E1 Glossary

This glossary gives an explanation of planning terms that appear in the Core Strategy preferred options report which may not be generally understood.

A

Affordable Housing

Housing for sale or rent, provided at a cost considered affordable in relation to incomes that are average or below average, or the price of general market housing.

Amenity

A positive element or elements that contribute to the overall character or enjoyment of an area. For example, open land, trees, historic buildings and the inter-relationship between them, or less tangible factors such as tranquillity.

Annual Monitoring Report (AMR)

A report submitted to the government by local planning authorities or regional planning bodies assessing progress with and the effectiveness of a Local Development Framework.

Appropriate Assessment (AA)

Information submitted with a Sustainability Appraisal to consider how any adverse environmental impacts of a plan or development can be reduced.

Area Action Plan (AAP)

A type of Development Plan Document focused upon a specific location or area subject to significant change or conservation.

Area of Outstanding Natural Beauty (AONB)

An area recognised as being of significant landscape value that has been statutorily designated at a national level to conserve and enhance it.

B

Balanced Housing Market

A housing market in which the majority of people have or are able to obtain a home that they can afford and which fulfils the basic criteria of being a decent place in which to live. Housing supply and demand will be roughly in equilibrium.

Bio-diversity

The whole variety of life encompassing all genetics, species and ecosystem variations, including plants and animals.

Biodiversity Action Plan (BAP)

A strategy prepared for a local area aimed at conserving and enhancing biological diversity.

Building Regulations

Legal Requirements to be observed in the construction of domestic, commercial and industrial buildings to ensure they are safe and energy efficient.

C

Clawback

In terms of retail, the ability of a new retail store to retain trade or customers that may otherwise travel further afield.

Climate Change

Long-term changes in temperature, precipitation, wind and all other aspects of the Earth's climate. Often regarded as a result of human activity and fossil fuel consumption.

Clusters

In relation to employment, a group of businesses or organisations who, owing to the goods they produce and/or services they provided have common customers, technology or use similar specialist skills and they group together in order to enhance their overall competitive advantage of individual companies.

Conservation

The planning and management of resources or assets so as to secure their continued supply while maintaining and enhancing their quality, value and diversity.

Conservation Area

Area of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance.

Community Strategy

A strategy prepared by a local authority, under the Local Government Act 2000, to improve local quality of life and aspirations.

Comparison Goods

Retail items not bought on a frequent basis, for example televisions and white goods (fridges, dishwashers etc).

Convenience Goods

Everyday essential items, such as food.

Core Strategy

A Development Plan Document setting out the spatial vision and strategic objectives of the planning framework for an area, having regard to the Community Strategy.

D**Decent Home Standard**

A national standard that states that a home must be warm, weatherproof and have reasonably modern facilities in order to be classed as 'decent'.

Department for Community and Local Government (DCLG)

The central government department with responsibility for housing, urban regeneration, planning and local government. This department was formally known as the Office of the Deputy Prime Minister (ODPM) prior to 5 May 2006.

Development

Development is defined under the 1990 Town and Country Planning Act as "the carrying out of building, engineering, mining or other operation in, on, over or under land, or the making of any material change in the use of any building or other land." Most forms of development require planning permission."

Development Boundary / Development Limit

Development boundaries or limits identify the area within which development proposals would be acceptable, subject to complying with other policies contained in the Development Plan. They seek to prevent development from gradually extending into the surrounding countryside.

Developer Contributions

Developer contributions are often required for major developments to ensure sufficient provision is made for infrastructure and services such as roads, schools, healthcare and other facilities. Contributions are usually secured through planning conditions or legal agreements (sometimes referred to as planning obligations or S106 agreements).

Development Control

The process of determining, or deciding, planning applications.

Development Plan Documents (DPDs)

Development Plan Documents are prepared by local planning authorities and outline the key development goals of the local development framework. Once adopted, development control decisions must be made in accordance with them unless material considerations indicate otherwise. DPDs include the core strategy, site-specific land allocations, area action plans and the proposals map.

E**Eco Standards**

In terms of housing, eco standards require developments to demonstrate high standards of energy performance. Eco standards have been regulated through the Government's Eco Homes initiative and more recently through its Code for Sustainable Homes Programme.

Edge of Centre

A location that is within easy walking distance (within 300 metres) of the primary shopping area.

Employment Zone / Employment Land

Areas of land catering for a mix of employment uses and development including offices, research and development, general industry and some storage and distribution as defined by Classes B1, B2 and B8 of the Town and County (Use Classes Order) 2006.

Environmental Capacity

The ability of the environment to accommodate a particular activity or rate of activity without unacceptable change.

Evidence base

The information and data gathered by local authorities to justify the "soundness" of the policy approach set out in Local Development Documents, including physical, economic, and social characteristics of an area.

F**Flood Plain**

Generally low-lying areas adjacent to a watercourse, tidal lengths of a river or the sea, where water flows in times of flood or would flow but for the presence of flood defences.

Flood Risk Assessment

An assessment of the likelihood of flooding in a particular area so that development needs and mitigation measures can be carefully considered.

Functional Area

An area including a Principal or Key Service Centre grouped with its adjacent settlements (those that are within 1.5km). It is considered that the smaller settlements will be able to sustain a greater level of growth compared to other settlements of a similar size within the hierarchy, on account of their proximity to the larger Principal or Key Service Centre.

G

General conformity

A Local Development Document must be in "general" conformity with the strategy and proposals set out in the Regional Spatial Strategy as assessed by the Regional Planning Body. Normally, it would only be where an inconsistency or omission of a policy causes significant harm to the implementation of the RSS that it would be considered not to be in general conformity.

Government Office for North West (GONW)

Regional government office responsible for the implementing national policy in the North West and ensuring that Local Authorities policies and plans accord with National Guidance.

Green Belt

A statutorily defined area of land, largely rural in character, which is adjacent to an urban area and which is protected from development by permanent and severe restrictions on building.

Green Gaps

Green gaps comprise the open areas around and between parts of settlements, which maintain the distinction between the countryside and built up areas, prevent the merging of adjacent places and can also provide recreational opportunities.

Green Infrastructure

The network of open space, woodlands, wildlife habitat, parks and other natural areas, which sustain clean air, water, and natural resources and enrich their citizens' quality of life.

Greenfield Land or Site

Land (or a defined site), which is usually farmland that has not previously been developed.

Gypsy and Travellers

Gypsies or Travellers are defined in Circular 01/2006 as "Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependant's educational or health needs or old age have ceased to travel temporarily or permanently, but excluding member of an organised group of travelling show people or circus people travelling together as such."

H

Heritage

A general term used to refer to historical and archaeological features, buildings and monuments, which have characterised an area for generations and are of local, regional or national interest.

Historic Parks and Gardens

A park or garden of special historic interest. Graded I (highest quality), II* or II and designated by English Heritage.

Housing Needs Survey

A survey undertaken to ascertain the level, type and distribution of housing need within a particular area.

I

Independent Examination

The process by which a planning inspector may publicly examine a Development Plan Document (DPD) or a Statement of Community Involvement (SCI), in respect, before issuing a binding report. The findings set out in the report of binding upon the local authority that produced the DPD or SCI.

Infrastructure

Basic services necessary for development to take place, for example, roads, electricity, sewerage, water, education and health facilities.

Infill Development

The development of a relatively small gap between existing buildings.

J**K****Key Diagram**

The diagrammatic interpretation of the spatial strategy as set out in a local authority's Core Strategy.

Key Service Centres (KSCs)

Key service centres are intended to act as vital "service hubs" for surrounding villages and rural areas, providing a range of services including; retail, leisure, community, civic, health and education facilities and financial and professional services. KSCs also have good public transport links to surrounding towns and villages, or the potential for their development or enhancement.

Knowledge-based Industry

High technology industries (such as computers and office equipment, and pharmaceuticals) and knowledge-based services (for example, telecommunications, information technology, finance, insurance and business services), which are important to economic development.

L**Lifetime Home Standard**

Criteria developed by a group convened by the Joseph Rowntree Foundation in 1991 to help house builders produce new homes flexible enough to deal with changes in life situations of occupants e.g. caring for young children, temporary injuries, declining mobility with age.

Listed Building

A building of special architectural or historic interest. Listed buildings are graded I, II* or II with grade I being the highest. Listing includes the interior as well as the exterior of the building, and any buildings or permanent structures (e.g. wells within its curtilage). English Heritage is responsible for designating buildings for listing in England.

Local Development Plan Documents (LDDs)

These include Development Plan Documents (which form part of the statutory development plan) and Supplementary Planning Documents (which do not form part of the statutory development plan). LDDs collectively deliver the spatial planning strategy for the local planning authority's area.

Local Development Framework (LDF)

The overarching term used to describe the collection of Local Development Documents (LDDs) prepared by a local planning authority.

Local Occupancy Housing

A policy tool used to steer new housing provision towards meeting locally derived needs.

Local Development Scheme (LDS)

Sets out the programme for the preparation of the documents, which will form the LDF.

Local Plan

A document which sets out detailed policies and specific proposals for the development and use of land, and guides planning decisions. Local Plans will be replaced by Local Development Documents.

Local Service Centres (LSCs)

Local Service Centres provide basic services to ensure that the immediate needs of the community are met locally without the need to travel. LSCs have a role to play in accommodating small-scale new development.

Local Strategic Partnership

An overall partnership of people that brings together organisations from the public, private, community and voluntary sector within a local authority area, with the objective of improving people's quality of life.

Local Transport Plan

A five-year integrated transport strategy, prepared by local authorities in partnership with the community, seeking funding to help provide local transport projects. The plan sets out the resources predicted for the delivery of the targets identified in the strategy.

M**Market Town**

Small to medium-sized country towns that are rural service, social and economic centres. Most also hold or used to hold a regular market.

Master Plan

A type of planning brief outlining the preferred use and layout for a site to provide detailed guidance for subsequent planning applications.

Micro-generation Technologies

The small-scale production of heat and/or electricity from a low carbon source. This includes energy generated from small-scale technologies such as solar, wind, hydro, heat pumps, biomass, combined heat and power and small-scale fuel cells.

N**National Park**

The statutory purpose of a national park is to conserve and enhance its natural beauty, wildlife and cultural heritage and to promote opportunities for public understanding and enjoyment of its special qualities.

Natura 2000 Sites

Sites protected as part of a European network, Natura 2000, which represents areas of the highest value for natural habitats and species of plants and animals which are rare, endangered or vulnerable in the European Community.

O

Open Space

All space of public value, which can offer opportunities for sport and recreation or can also act as a visual amenity and a haven for wildlife. Areas of open space include public landscaped areas, playing fields, parks and play areas, and also areas of water such as rivers, canals, lakes and reservoirs.

Outline Planning Permission

A general application for planning permission to establish if a development is acceptable in principle, subject to subsequent approval of detailed matters.

P**Park and Ride**

A scheme enabling motorists to leave their vehicles at edge-of-town car parks and travel into town centres by public transport.

Phasing or Phased Development

The phasing of development into manageable parts. For example, an annual rate of housing release for a large development that may need to be controlled so as to avoid destabilising housing markets and causing low demand.

Plan Monitor and Manage Approach

An approach, usually used in relation to housing provision, involving three elements: planning for an overall annual rate and distribution of new development, monitoring provision against targets and indicators and managing the process.

Planning and Compulsory Purchase Act 2004

The Act updates elements of the 1990 Town & Country Planning Act. The Planning and Compulsory Purchase Act 2004 introduces: a statutory system for regional planning, a new system for local planning, reforms to the development control and compulsory purchase and compensation systems and the removal of crown immunity from planning controls.

Planning Policy Guidance Notes (PPGs)

Documents provided by the Communities and Local Government setting out government policy and advice on planning issues such as housing, transport and conservation etc. PPGs are currently being replaced by Planning Policy Statements.

Planning Policy Statements (PPSs)

Documents provided by the Communities and Local Government setting out government policy and advice on planning issues such as housing, transport and conservation etc. PPSs replace existing Planning Policy Guidance Notes.

Preferred Options

This is a formal consultation stage of the Core Strategy which identifies the Local Planning Authority's preferred approach and will show any likely development proposals as well as any proposals that have been rejected and the reasons for this.

Previously Developed Land

Previously developed land that is, or was, occupied by a permanent structure (excluding agricultural or forestry buildings), and associated fixed-surface infrastructure. The definition covers the curtilage of the development. Planning Policy Guidance Note 3 (Housing) has a detailed definition.

Primary Care Trusts (PCTs)

Primary Care Trusts (PCTs) cover all parts of England and receive budgets directly from the Department of Health. Since April 2002, PCTs have taken control of local health care while strategic Health Authorities monitor performance and standards.

Primary Shopping Area (or Primary Retail Frontage)

An area where retailing and the number of shops in a town centre is most concentrated.

Principal Service Centres (PSCs)

Principal Service Centres (PSCs) are the largest Key Service Centres, which act as vital "service hubs" for surrounding villages and rural areas, providing a range of services including; retail, leisure, community, civic, health and education facilities and financial and professional services. PSCs and other KSCs also have good public transport links to surrounding towns and villages, or the potential for their development or enhancement.

Public Realm

The parts of a village, town or city (whether publicly or privately owned), which are available for everyone to use. This includes streets, squares and parks.

Q**R****Ramsar Site**

Wetlands of international importance listed under the Ramsar Convention.

Regeneration

The economic, social and environmental renewal and improvement of rural and urban areas.

Regional Spatial Strategy (RSS)

A strategy prepared by the Regional Planning Body for how a region should look in 15 to 20 years time and possibly longer. The RSS identifies the scale and distribution of new housing in the region, indicates areas for regeneration, expansion or sub-regional planning and specifies priorities for the environment, transport, infrastructure, economic development, agriculture, minerals and waste treatment and disposal. Most former Regional Planning Guidance is now considered RSS.

Registered Social Landlord (RSL)

Technical name for a body registered with the Housing Corporation. Most Housing Associations are RSLs. They own or manage some 1.4 million affordable homes, both social rented and intermediate.

Renewable Energy

Renewable energy is energy flows that occur naturally and repeatedly in the environment, for example from the wind, water flow, tides or the sun.

Rural Diversification

The expansion, enlargement or variation of the range of products or services provided from a rural business. This includes branching out from traditional farming activities by providing new income generating enterprise such as tourism.

Rural Exception Policy

A policy in a development plan document which enables sites which would not be developed for general market housing to be developed solely for affordable housing.

S**Scheduled Ancient Monument**

Nationally important monuments usually archaeological remains, that enjoy greater protection against inappropriate development through the Ancient Monuments and Archaeological Areas Act 1979.

Second Home

A seasonally occupied dwelling that is not the primary residence of the owner.

Sequential Approach / Sequential Test

A planning principle that seeks to identify, allocate or develop certain types or locations of land before others. For example, brownfield housing sites before greenfield sites, or town centre retail sites before out-of-centre sites.

Settlement Hierarchy

A series of levels used to organise development and service provision. Priority is given to Principal Service Centres and other Key Service Centres which are supported by a number of designated Local Service Centres.

Site of Special Scientific Interest (SSSI)

A site identified under the Wildlife and Countryside Act 1981 (as amended by the Countryside and Rights of Way Act 2000) as an area of special interest by reason of any of its flora, fauna, geological or physiographical features (i.e. plants, animals, and natural features relating to the Earth's structure).

Soundness (see also Tests of Soundness)

A Development Plan Document is considered sound if it is based upon good evidence and has been prepared in accordance with all the necessary procedures including the measures set out in the authority's statement of Community Involvement.

Spatial Planning

Spatial planning goes beyond traditional land use planning to bring together and integrate policies for the development and use of land with other policies and programmes which influence the nature of places and how they function. This will include policies which can impact on land use by influencing the demands on, or needs for, development, but which are not capable of being delivered solely or mainly through the granting or refusal of planning permission and which may be implemented by other means.

Spatial Vision

A brief description of how the area will be changed at the end of a plan period.

Special Areas of Conservation (SACs)

These are areas that have been given special protection under the European Union's Habitats Directive. They provide increased protection to a variety of wild animals, plants and habitats and are a vital part of global efforts to conserve the world's biodiversity.

Special Needs Housing

Housing to meet the needs of groups of people who may be disadvantaged, such as the elderly, the disabled, students, young single people, rough sleepers, the homeless, those needing hostel accommodation, key workers, travellers and occupiers of mobile homes and houseboats.

Special Protected Areas (SPAs)

Sites classified under the European Community Directive on Wild Birds to protect internationally important bird species.

Sustainability Appraisal (SA)

An appraisal of the economic, environmental and social effects of a plan to ensure it is in accordance with sustainable development principles.

Statement of Community Involvement (SCI)

This document, which forms part of the Local Development Framework, sets out how and when the community can get involved in the preparation of DPDs.

Strategic Environmental Assessment (SEA)

Information submitted with a Sustainability Appraisal to evaluate the likely environmental impacts of a plan or development and assess how these could be reduced.

Structure Plan

A statutory development plan prepared (or saved) by local planning authorities which sets out strategic planning policies and provides the basis for detailed policies in local plans. These plans will continue to operate for a time after the commencement of the new development plan system and will be replaced by Regional Spatial Strategies.

A Supplementary Planning Document

A Local Development Document that may cover a range of issues, thematic or site specific, and provides further detail of policies and proposals in a 'parent' Development Plan Document.

Sustainable Development

A widely used definition drawn up by the World Commission on Environment and Development in 1987: "Development that meets the needs of the present without compromising the ability of future generations to meet their own needs."

Sustainable Drainage Systems (SUDS)

Sustainable Drainage Systems use a variety of techniques to manage surface water, protect or enhance water quality and consider the amenity value of surface water in urban areas to reduce flooding, pollution and damage to the environment.

Sustainable Transport / Sustainable Travel

Walking, cycling and public transport, which is considered to be less damaging to the environment and contributes less to traffic congestion than one-person car use.

I**Test of Soundness**

Soundness is effectively defined by paragraph 4.24 of PPS 12, which sets out the nine tests of soundness and states that a development plan document will be sound if it meets them. The function of the independent examination is primarily to assess the submitted document against these nine tests. While individuals and organisations may wish to see the plan changed to accommodate their interests or concerns, the examination will not ask whether the plan should change to accommodate what is sought. Rather, it will ask whether the plan is sound in relation to each of the tests, and if not how it should be changed to render it so. The tests can be paraphrased as relating to -

- **Compliance with the Local Development Scheme**
- **Compliance with the Statement of Community Involvement or minimum requirements of the regulations**
- **The sustainability appraisal of the plan and its policies**
- **That it is a spatial plan and compliant with higher order planning strategy, including national policy**
- **The regard it has to the community strategy**
- **The coherence of the plan and its consistency with other development plan documents including neighbours' plans where relevant**
- **The appropriateness of the strategies, policies and allocations in the light of alternatives and their founding on robust evidence**
- **The mechanisms for implementation and monitoring**
- **Flexibility**

Town Centre

Includes a range of different sized centres, including market and country towns, traditional suburban centres, and quite often, the principal centre(s) in a local authority's area.

Traffic Management

The promotion of a more efficient and appropriate use of a street system by re-arranging the flows, controlling the intersections, and regulating the times and places for parking by means of traffic orders. Traffic management can give priority to different forms of transport, such as buses or to pedestrians.

Turnover

In relation to retail, amount of sales per unit area of retail floorspace.

Transport Assessment (TA)

An assessment of the availability of, and levels of access to, all forms of transportation.

Travelling Showpeople

A revised version of Circular 22/91 (January 2007) provides the following definition "Members of an organized groups of travelling showpeople or circus people (whether or not travelling together as such). They include such persons who on the grounds of their own or their family's or dependants' more localized pattern of trading, educational or health needs or old age have ceased to travel temporarily or permanently, but excluding gypsies and travellers".

Travel Plan (TP)

A travel plan aims to promote sustainable travel choices (for example, cycling) as an alternative to single occupancy car journeys that may impact negatively on the environment, congestion and road safety. Travel plans can be required when granting planning permission for new developments.

U**Urban Extension**

Involves the planned expansion of a town and can contribute to creating more sustainable patterns of development when located in the right place, with well-planned infrastructure including access to a range of facilities, and when developed at appropriate densities.

V**Viability**

In terms of retailing, a centre that is capable of commercial success.

Vitality

In terms of retailing, the capacity of a centre to grow or develop its likeliness and level of activity.

W**Windfall site**

A site not specifically allocated for development in a development plan, but which unexpectedly becomes available for development during the lifetime of a plan. Most "windfalls" are referred to in a housing context. They tend to be very small sites for one or a small number of homes.

X**Y****Z**