South Lakeland Local Development Framework

Core Strategy

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www.southlakeland.gov.uk/ldf

Foreword

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

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

The Core Strategy is a document which forms part of the South Lakeland Local Development Framework (LDF). The LDF is a series of documents which will eventually replace the South Lakeland Local Plan that was adopted in 1997 and the Alterations to the Local Plan adopted in 2006. The LDF will consider how the District (outside the two National Parks) will develop over the next fifteen years and will form part of the statutory Development Plan for the District.

The Core Strategy does not set out site-specific proposals or allocations; rather it looks at the broad locations for delivering new development such as for housing, employment, transport, retail, public services etc.

The delivery of the Core Strategy will require a partnership approach. It involves other organisations and groups who will work within the framework of their own strategies and plans as well as the spatial plan for the District – the LDF.

Evidence of how well the policies in the Core Strategy are being achieved against clear targets set out within the Monitoring and Implementation Framework is highlighted in the Annual Monitoring Report.

The Core Strategy has resulted in some minor changes needing to be made to the 2006 Local Plan Proposals Map. These changes relate to the inclusion of an inset map showing the boundary of the Kendal Canal Head Area Action Plan as well as the removal of settlement boundaries relating to those settlements not identified as a Principal, Key or Local Service Centre. Further amendments to the Proposals Map will be required when other Development Plan Documents are published, primarily the Allocations of Land DPD.

Cllr Peter Thornton
Housing and Development Portfolio Holder

South Lakeland Local Development Framework
Core Strategy

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Section 1 – Introduction

Spatial portrait – South Lakeland today...

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

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

Figure 1 - The area covered by this Core Strategy

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

- *Kendal and its Rural Hinterland[1]* to the east

- *Ulverston and Furness* to the west

- *Cartmel Peninsula* to the south

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

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

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

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

1.7 The rest of the population lives in villages and hamlets scattered across the countryside. Some of these act as Local Service Centres, which are like Key Service Centres but offer fewer services.
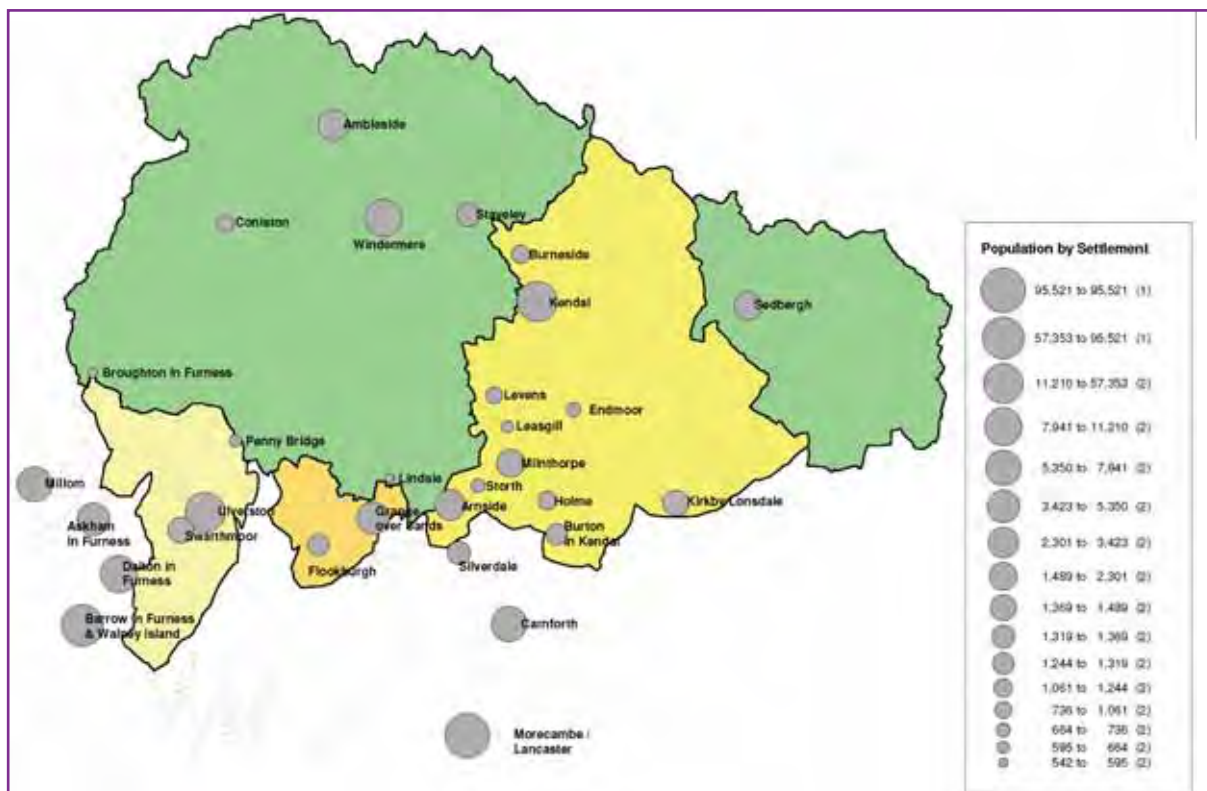
Figure 2 - Population density

The economy

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

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

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

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

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

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

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

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

Housing

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

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

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

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

The environment

1.20 South Lakeland is characterised by a high-quality natural environment. The countryside is diverse, with inter-tidal salt marshes, rolling drumlin fields and high fells. The district is fortunate to include a section of the coastline of Morecambe Bay (which has multiple environmental designations) as well as part of the Arnside and Silverdale Area of Outstanding Natural Beauty.
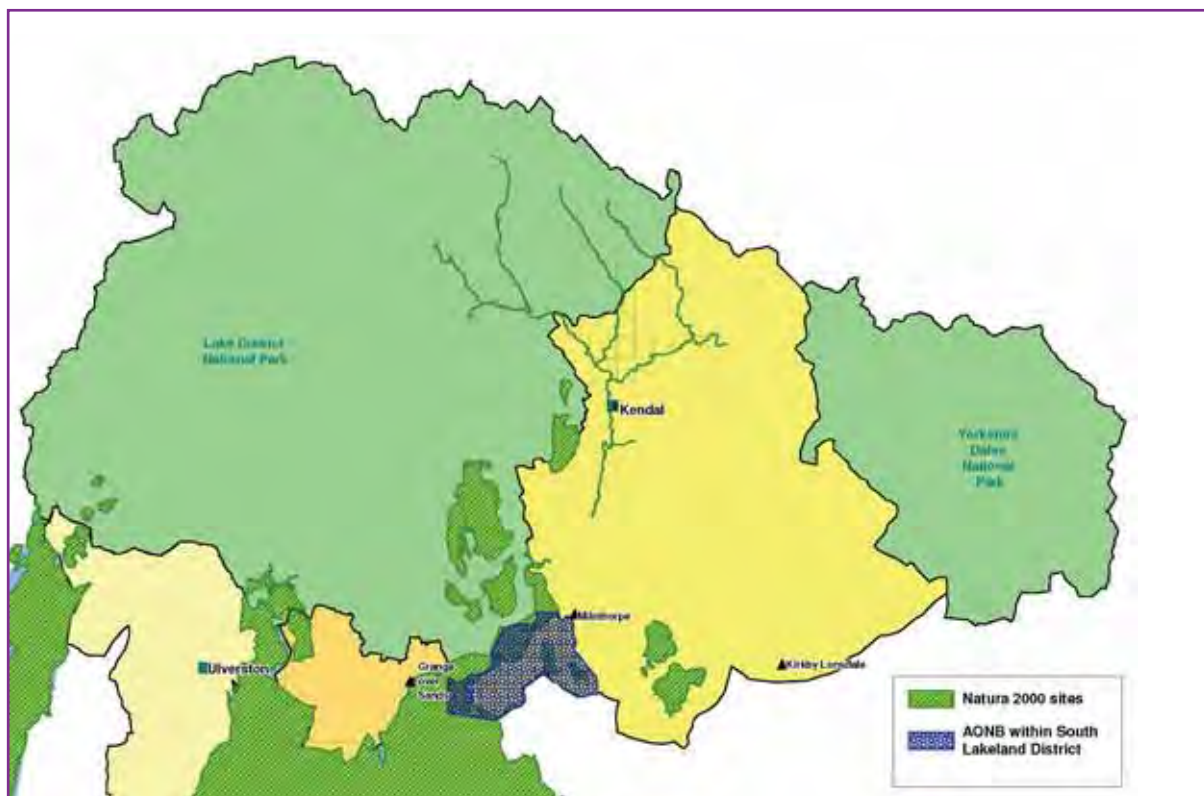
Figure 3 - Environmental designations

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

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

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

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

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

Accessibility

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

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

Figure 4 - Main roads and rail links

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

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

Figure 5 - Bus routes

Health and Wellbeing

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

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

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

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

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

Key Issues

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

Growing the local economy in a sustainable way

Sustainable Community Strategy

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

1. Growing the local economy in a sustainable way by supporting local business development and attracting new investment into the area, thus reducing dependency on lower-paid sector jobs and high-level jobs in areas outside the district.

2. Supply of employment land needs to be more responsive to demand, including a significant increase in employment land in the Kendal area, to the benefit of the wider Cumbria economy.

3. We need to boost the vitality and viability of town centres, particularly by developing Kendal town centre as one of the focus areas for future retail growth and development in the region, contributing to the wider buoyancy of the economy.

4. Kendal College and the new University of Cumbria should be encouraged to expand.

5. Support must be given to diversify the rural economy.

Providing housing to meet local need

Sustainable Community Strategy

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

1. A key challenge is to achieve the appropriate scale and distribution of new housing in a way that is sympathetic to the local environment.

2. We need to ensure that local housing markets deliver a broad range of housing, including more housing that is affordable – to provide for local first-time buyers and to provide the option for local people to stay within the area where desired.

3. All new housing proposals should deliver a high standard of design.

Protecting and enhancing the quality environment

Sustainable Community Strategy

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

1. It is vital to protect the countryside for its intrinsic beauty, diversity and natural resources and for its ecological, geological, economic, agricultural, recreational and social value.

2. It is necessary to ensure that green infrastructure is upgraded and expanded in line with growth in housing and employment land.

3. The rich built heritage of the area has a significant cultural value that requires protecting and enhancing.

4. Opportunities should be taken to mitigate against and adapt to climate change including addressing flood risk, improving waste management, improving air quality, minimizing the use of non-renewable resources and increasing the proportion of energy derived from renewable or other more sustainable options.

5. Surface and groundwater need to be protected.

Improving the accessibility of services

Sustainable Community Strategy

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

1. We need to determine the most sustainable location for new services to be provided, whilst allowing for the growth necessary to retain existing services and helping to enhance the viability of services in remoter rural areas.

2. It is necessary to deliver improvements to the public transport network, leading to reduced car dependency. This should include improvements to walking and cycling routes and other innovative schemes.

3. Connectivity between the east and west of the District should be improved, facilitating regeneration in the Ulverston and Furness area.

Health and Wellbeing

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

1. We need to ensure that grey infrastructure (i.e roads, sewers, energy distribution etc) and social infrastructure (health services, schools, community halls etc) are provided in a manner that responds to a growing and ageing population. This should include addressing pressures and demand on health services, whilst addressing imbalanced school provision.

2. Across the area, a network of open spaces and sport and recreation facilities, such as allotments and play areas, should be provided and protected.

South Lakeland tomorrow...

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

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

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

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

- Kendal, in particular, is making an important contribution to Cumbria's economy, having fully exploited the local competitive advantage brought by its good accessibility to the national road and rail infrastructure. It also helps to meet some of the employment needs of residents in the Lake District National Park.

- All sections of the community have access to opportunities for learning and training. An expanded Kendal College and the University of Cumbria offer comprehensive opportunities for further and higher education, vocational training and lifelong learning.

- Kendal town centre has enhanced its role as the main service centre in the district and has maintained its position in the sub-regional hierarchy. It offers a comprehensive range of shopping and other services, including leisure, in an attractive environment. Solutions to the traffic issues in Kendal, including congestion in the town centre, have been delivered. The centres of Ulverston, Grange-over-Sands, Milnthorpe and Kirkby Lonsdale offer specialist shopping and are successful visitor destinations. Further retail floor space has been provided in the centres of Ulverston, Grange and Milnthorpe, to enable them to fulfil their roles in the retail hierarchy.

- There is a more diverse economic base in the Ulverston and Furness area.

- A range of activities has been delivered aimed at boosting the rural economy through assisting farmers, foresters and small businesses.

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

The district offers a superb high quality natural and built environment and is a prized location to live in, work in and visit. The character of the district remains essentially rural, with towns and villages set in attractive countryside, including that of the Arnside and Silverdale Area of Outstanding Natural Beauty and the adjoining Lake District and Yorkshire Dales National Parks. The special qualities of the Arnside and Silverdale AONB have been conserved and enhanced. Towns and villages have been kept distinct from one another by protecting important green gaps. The historic environment has been protected from harmful change, including listed buildings, buildings of local importance, conservation areas, scheduled ancient monuments and historic parks and gardens.

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

In South Lakeland's villages, planned and managed growth has taken place, ensuring that sufficient jobs and homes are provided for local people without significant detrimental impact on landscape character. The rural economy is more diverse, supporting local communities. Small-scale development to meet local need has consolidated and strengthened the role of Local Service Centres within the hinterland.

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

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

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

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

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

Strategic objectives – how we will get there...

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

The Economy

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

• Making provision for a range of types and sizes of employment land to meet local need and promote new business creation across the plan area;

• Working with stakeholders and partners to create a cluster of knowledge-based industries to strengthen the local economy and meet sub-regional economic needs in Kendal;

• Ensuring that economic development in areas close to the National Parks benefits not only local residents but also communities within the parks;

• Enabling opportunities for economic development and regeneration to be brought forward in the Furness Peninsula and develop the area's potential for tourism;

• Supporting diversification of the agricultural and wider rural economy, including allowing small-scale economic development in rural settlements outside service centres;

• Promoting the vitality and viability of town and local centres through addressing obstacles to growth (such as town centre congestion in Kendal) and working with partners to reduce vacancy levels;

• Supporting the development of further and higher education in the district, in particular the University of Cumbria and Kendal College, and the provision of training and life-long learning;

• Developing stronger relationships between local businesses and local education establishments;

• Using developer contributions to support sustainable employee travel to and from work and also to provide recruitment and training to ensure that the benefits of economic development are targeted at local residents;

• Supporting the development of the low carbon economy.

Housing

We aim to achieve a balanced housing market by:

- Securing the provision of a range of housing types and sizes to meet the needs of all sectors of the community;

- Ensuring that the scale and type of housing in the Furness peninsula helps to support regeneration in Barrow-in-Furness;

- Ensuring that housing developments are required to make provision for an element of affordable housing;

- Continuing to work with partners to maximise the provision of publicly-funded affordable housing;

- Optimising the sustainability of the housing stock;

- Requiring new developments to respect and be sympathetic to the character of the locality, enhance the existing built environment and create a "sense of place".

The Environment

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

- Helping to mitigate against and adapt to the cause and impacts of climate change;

- Promoting prudent use of resources, minimising the generation of waste, promoting recycling and preventing where possible or mitigating against the effects of air, water and soil pollution, noise, smells and fumes, and making adequate provision for contamination mitigation;

- Minimising the risk of flooding;

- Reviewing green gaps between individual settlements in order to ensure that they are kept distinct and maintain their individual character;

- Limiting development in rural settlements outside service centres and protecting the countryside from inappropriate development;

- Providing a coordinated network of green infrastructure;

- Ensuring that new development safeguards and enhances the natural and built environment, notably the Natura 2000 sites within the area such as Morecambe Bay;

- Protect the historic environment from harmful change, including listed buildings, buildings of local importance, conservation areas, scheduled ancient monuments and historic parks and gardens. Undertaking a programme of conservation area appraisals and management plans together with potentially designating new conservation areas.

- Increase the resilience of ecosystem services (the processes by which the environment produces resources utilised by humans) by protecting against harm to biodiversity and taking opportunities to enhance and create ecologically-diverse habitats in all locations.

Accessibility

We aim to improve accessibility to services by:

- Concentrating development in the Principal Service Centres of Kendal and Ulverston, then in the other Key Service Centres of Grange-over-Sands, Kirkby Lonsdale and Milnthorpe, followed by a number of designated Local Service Centres throughout the rural hinterland;

- Working with partners to improve sustainable rural transport and maintain rural services, including between Local Service Centres and their rural hinterland and also links to nearby centres outside the District, such as Barrow and Carnforth;

- Focusing the majority of new development in locations that are accessible by a variety of modes of transport, particularly public transport, walking and cycling;

- Improving access across the district by supporting the development and enhancement of an integrated transport network, including footpaths and cycleways;

- Supporting improvements to rural accessibility and lobbying to improve broadband access in rural areas;

- Supporting essential road infrastructure improvements to accommodate development, most notably the A590 between the Principal Service Centres of Kendal and Ulverston;

- Considering the development of park-and-ride/park-and-stride sites and provision of improved coach parking in Kendal;

- Working with local communities to improve local services – supporting emerging Local Area Partnerships in order to deliver more tailored services at the neighbourhood level;

- Delivering an Access to Services Programme in partnership with other organisations.

Health and Wellbeing

To improve health and wellbeing for all by

- Ensuring that all development is sustainable and makes prudent use of resources, so as not to compromise the wellbeing of future generations;

- Providing incentives for young people who have left the area to return – namely skilled jobs, training opportunities and a good spread of housing that meets their needs;

- Protecting and enhancing existing social and community infrastructure – such as education, health, cultural and leisure facilities – to improve community wellbeing in line with an understanding of predicted future needs and current gaps in infrastructure;

- Working with partners to deliver sport and recreation schemes, developing community facilities such as multi use games areas for young people and creating opportunities for healthier lifestyles;

- Supporting the Kendal Sports Village Project and the development of local sport facilities as a legacy of the 2012 Olympics;

- Working with partners to develop and deliver health and wellbeing initiatives, including working with the PCT to identify new sites for integrated health facilities;

- Working with partners to reduce the perception of anti-social behaviour and supporting projects including Together We Can/Street Safe;

- Support independent living for older and disabled people, including giving grants and assistance to adapt people's homes;

- Enhancing green infrastructure and providing a comprehensive network of high quality open spaces such as parks and gardens, natural green spaces and allotments.

Section 2 – The Development Strategy for South Lakeland

Ensuring sustainable development...

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

[2] World Commission on the Environment and Development (1987)

CS1.1 – Sustainable Development Principles

1. Opportunities must be taken to mitigate against and adapt to climate change including addressing flood risk, improving waste management, improving air quality, strengthening ecosystem services to enhance resilience of the natural environment, minimizing the use of non-renewable resources and increasing the proportion of energy derived from renewables or other more sustainable options;

2. It is vital to protect the countryside for its intrinsic beauty, diversity and natural resources and also for its ecological, geological, cultural and historical, economic, agricultural, recreational and social value;

3. There is a need to take account of and enhance landscape character and features particularly the AONB and coastal areas. The area's role as a setting for and gateway to the Lake District and Yorkshire Dales National Parks should be developed;

4. There is a need to safeguard the essential character and appearance of those buildings and sites that make a positive contribution to the special architectural or historic interest of the area, including the numerous conservation areas and listed buildings, whilst encouraging the appropriate re-use of buildings or sites which are causing harm;

5. It must be ensured that a high quality, localised and appropriate design is incorporated into all developments to retain distinctive character/sense of place and enhance the existing built environment;

6. Wherever possible, minimise the need to travel and provide a choice of sustainable transport modes for all sections of the community, including the provision of cycling and pedestrian infrastructure to encourage a shift in travel behaviour;

7. Most new developments should be directed to existing service centres where there is adequate service and infrastructure capacity to accommodate the required levels of development. Where necessary, ensure the provision of further physical, social and green infrastructure to support growth;

8. Development should accord with the following sequential approach:

   • first, using existing buildings (including conversion) within settlements, and previously developed land within settlements;

   • second, using other suitable infill opportunities within settlements;

   • third, the development of other land where this is well located in relation to housing, jobs, other services and infrastructure.

9. All developments should help to meet the diverse social and economic needs of our local communities, from more densely populated service centres down to the more remote rural areas;

10. Local housing markets must deliver a broad range of housing, including more that is affordable to help retain more young people in the area as well as meeting the particular needs of the large proportion of residents who are over 60;

11. There is a need to grow the local economy in a sustainable way, supporting the vitality and viability of service centres, fostering local business development and rural diversification and attracting new investment into the area, thus reducing dependency on lower-paid sector jobs and high level jobs in areas outside the district. Support for tourism, which is a key driver of the local economy, needs to be balanced with protecting and enhancing the attractiveness of the area.

Where will new development be located?

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

2.3 At the time of adoption, the Secretary of State had recently announced his intention to revoke Regional Strategies. Now that the Regional Strategy is revoked, the principles for defining settlement hierarchies are no longer part of the Development Plan. However, the Council remains of the view that these are soundly based and, having regard to local circumstances, form a rational basis for the definition of Principal Service Centres, Key Service Centres and Local Service Centres in the Core Strategy.

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

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

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

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

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

- Which category different settlements in the District fall into (Key Service Centre, Local Service Centre, etc).

- How much development should be concentrated in the larger settlements in the District and how much in other areas.

Primary National Policy Context

- PPS1 – Delivering Sustainable Development

- PPS7 – Sustainable Development in Rural Areas

Sub Regional Policy Context

- Cumbria Sub Regional Spatial Strategy

Local Context – Sustainable Community Strategy

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

CS1.2 – The Development Strategy

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

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

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

Smaller villages, hamlets and open countryside

- Approximately 55% of new housing and employment development will be in the Principal Service Centres of Kendal and Ulverston, comprising 35% in Kendal and 20% in Ulverston;

- Approximately 13% of new housing and employment development will be in Key Service Centres of Milnthorpe, Kirkby Lonsdale and Grange-over-Sands;

- Approximately 21% of new housing and employment development will be in the network of Local Service Centres;

- Approximately 11% of new housing and employment development will be in the network of smaller villages and hamlets.

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

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

- A supply of new housing over the whole plan period;

- An appropriate supply of readily available employment land;

- A high level of transport accessibility.

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

Priority will be given to the reuse of existing buildings and previously developed land for all new housing development, with a target of ensuring that at least 28% of new housing development takes place on such sites.

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

> ## CS1.2 – The Development Strategy continued
>
> No development boundaries will be identified for the smaller villages and hamlets. New small-scale infilling and rounding off development will be permitted outside the service centres, in order to satisfy local need across the numerous smaller villages and hamlets scattered across the District.
>
> Exceptionally, new development will be permitted in the open countryside where it has an essential requirement for a rural location, is needed to sustain existing businesses, provides for exceptional needs for affordable housing, is an appropriate extension of an existing building or involves the appropriate change of use of an existing building.

Why is the development strategy for South Lakeland appropriate?

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

> ### Key sources of local evidence:
>
> • Key Service Centres – Roles and Functions (Cumbria and Lancaster) NWRA, 2006
>
> • Accession accessibility modelling work (SLDC/CCC, 2009)
>
> • The 2006 Cumbria and Lake District Joint Structure Plan

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

   • Good public transport links to outlying settlements;

   • A primary school, secondary school, library, doctor's surgery and a town centre function providing at least a post office and 2,000 sq m of retail floorspace;

   • A population of more than 1,500.

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

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

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

- A local shop (selling items to meet everyday needs);

- A primary school;

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

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

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

2.16 The other villages and hamlets in the plan area currently have more limited or no facilities. Often facilities are shared among groups of villages. Development in these areas will be limited to infill and rounding off, with the emphasis on meeting particular needs in a particular location. There are a large number of smaller villages and hamlets in the district, of which only 25 are indicated on Figure 6. The open countryside comprises everywhere outside the built-up areas described above. This includes farmsteads and sporadic, small-scale groups of dwellings.
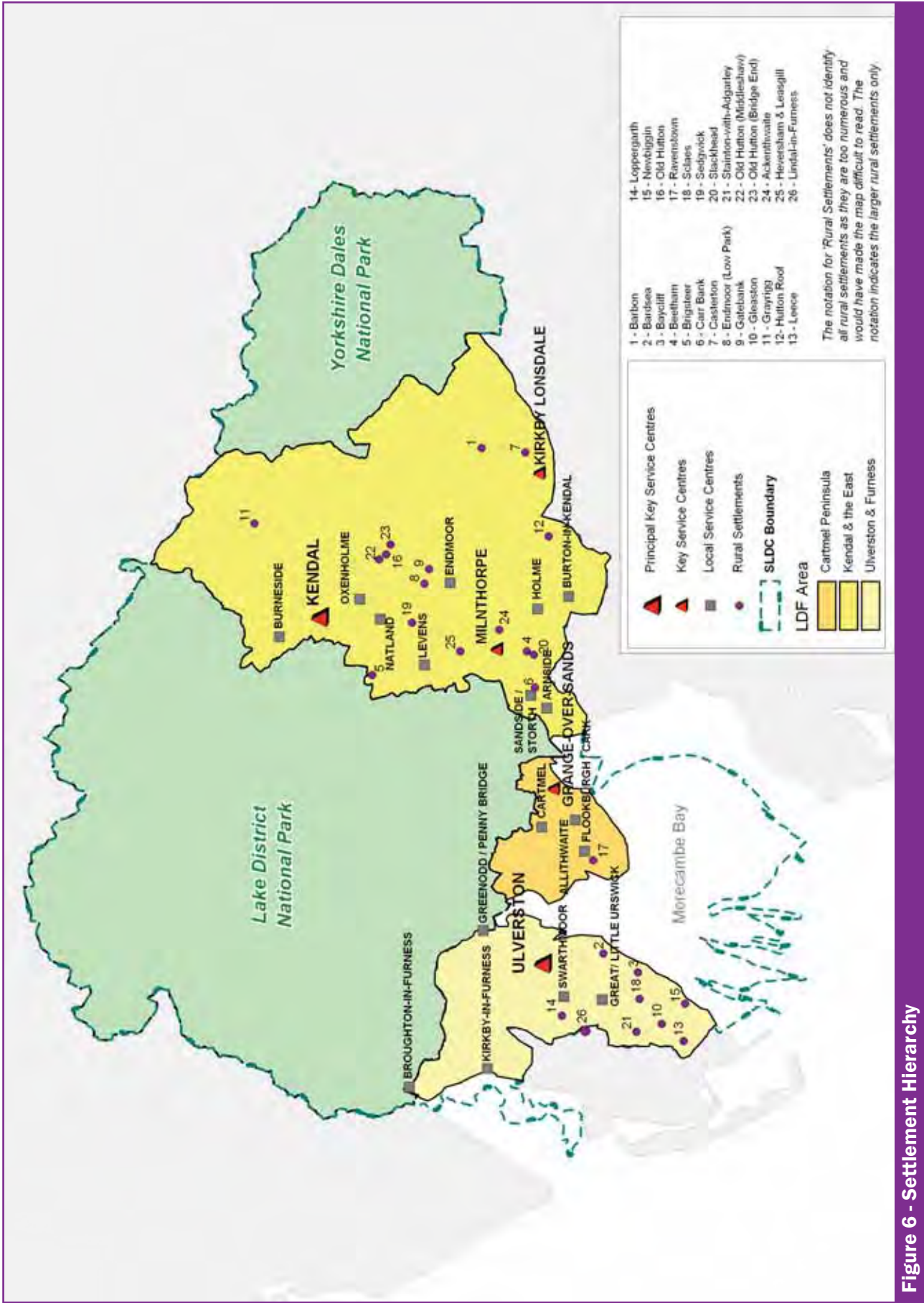
Figure 6 - Settlement Hierarchy

Sustainability appraisal

Main findings:

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

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

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

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

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

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

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

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

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

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

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

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

2.23   Outside the Principal and Key Service Centres, new development will support local services and the community's need for further development including rural regeneration and diversification and access to a reasonable choice of housing. Existing community assets will be protected with the provision of additional facilities (such as health and education facilities) that improve community wellbeing and are justified in the context of forecasting future need and the supporting infrastructure plan (see Appendix 1).

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

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

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

- Rounding off   – the completion of an incomplete group of buildings on land which is already partially developed, in such a way that will either complete the local road pattern or finally define and complete the boundaries of the group. Such rounding off should not:

    – change or distort the character or tradition of the group or the settlement in any undesirable way;

– extend the grouping in such a manner that, when the development has taken place, undeveloped areas remain or further land is opened up where pressure for development is likely to occur;

– cause undesirable backland development unrelated to a proper street layout;

– cause development which pre-empts the provision of public services or gives rise to demands for improvements or extension to services which may not be proposed at that time.

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

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

Figure 7 - Key Diagram

Regional Retail Centre

Principal Key Service Centres

Key Service Centres

Local Service Centres

Service Centres outside South Lakeland's LDF area

Universities

Colleges

Regeneration Priority Area

Canal Head Regeneration Area

Area of Outstanding Natural Beauty

Principal Routes

National Road Route

Regional Road Route (trunk and non-trunk)

National Rail Route

Regional Rail Route

Protected Route of the Lancaster Canal

South Lakeland's LDF Area

Cartmel Peninsula

Kendal and the East

Ulverston and Furness Area

Local Service Centres
1 Endmoor
2 Burneside
3 Arnside
4 Burton-in-Kendal
5 Cartmel
6 Flookburgh / Cark
7 Great Urswick
8 Greenodd / Penny Bridge
9 Holme

10 Levens
11 Natland
12 Oxenholme
13 Storth / Sandside
14 Swarthmoor
15 Broughton in Furness
16 Kirkby in Furness
17 Allithwaite

Service Centres outside the LDF area
18 Carnforth
19 Morecambe
20 Dalton in Furness
21 Barrow in Furness
22 Kirkby Stephen
23 Sedbergh
24 Ambleside
25 Windermere
26 Newby Bridge

27 Coniston
28 Staveley
29 Lancaster
30 Lindal in Furness

Area strategies

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

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

- Kendal;

- The East (including Milnthorpe and Kirkby Lonsdale);

- Ulverston and Furness;

- Cartmel Peninsula.

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

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

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

2.32 Appendix 1 sets out how the proposals identified in the strategies will be implemented.

Section 3 – Spatial Strategy for Kendal

Kendal today...

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

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

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

The economy

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

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

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

Regeneration

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

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

Housing

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

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

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

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

The environment

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

Local Context – Sustainable Community Strategy

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

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

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

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

Accessibility

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

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

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

3.20 Detailed junction capacity assessments have been undertaken to assess whether junctions can be improved to mitigate any deterioration in traffic conditions resulting from additional traffic. This analysis identified junctions where the optimisation of signal timings or infrastructure improvements schemes could lessen the increase in traffic flows. Where it has not been possible to fully mitigate the impacts of development with physical interventions, an alternative development strategy has been proposed, including measures to encourage cycling, walking and use of public transport. The alternative strategy will also involve providing measures which impact on the travel behaviour of occupants of existing developments in order to provide sufficient capacity on highways and transport networks.

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

evenings and Sundays and there is a need to invest in the frequency and availability of public transport within Kendal.

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

Health and Wellbeing

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

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

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

3.26 There is a Household Waste Recycling Centre at Canal Head in Kendal. The delivery of the regeneration of the former Kendal Canal head area will only occur if a suitable site can be found for the relocation of the Household Waste Recycling Centre. Within the County Council's Minerals and Waste Site Allocations document, land next to the Kendal Fell Quarry has been identified for the relocated HWCR. Support is given, including access onto the A591/bypass, for the relocation of the HWCR to such a site and this proposal will be recognised in the South Lakeland Allocations of Land DPD.

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

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

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

Key issues...

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

- Developing new housing to meet the needs and aspirations of the local community (as with the rest of the district, housing affordability is a key issue).

- Ensuring further infrastructure provision, addressing sewer capacity issues and capacity of the Waste Water Treatment Works, with consequent implications for the phasing of new housing and other development until known issues are resolved.

- Delivering significant improvements to the transport infrastructure in line with the findings of the detailed Transport Assessment and Parking Study.

- Improving accessibility to and around the town centre, including improvements to the cycle and pedestrian network.

- Diversifying employment opportunities, whilst maintaining/increasing strength in the tourism sector, and increasing the supply of employment land.

- Supporting the development of tertiary education, including the possibility of a creative industries campus at the Brewery Arts Centre.

- Mitigating against flood risk and improving air quality at pollution hotspots.

- Safeguarding and enhancing the historic assets of the town.

- Strengthening the retail role of the town centre in the sub region.

- Safeguarding and enhancing the quality of the natural environment, including the SACs/SSSIs.

- Supporting proposals for Kendal Sport Village, and improving open space, sport and recreation provision (including further provision of allotments).

- Supporting the regeneration of Kendal Canal Head and potential relocation of the household waste recycling centre.

Kendal tomorrow...

By 2025, Kendal has affirmed its position as one of two Principal Service Centres in the District. It provides a wide range of services and employment opportunities serving local residents, the wider

district and beyond and makes a positive contribution to Cumbria's economy.

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

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

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

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

- Between the main attractions in Kendal including the K Village Outlet Shopping, Abbot Hall Museum, town centre shopping areas and the Kendal Canal Head area.

- Through the town and along the River Kent, linking residential areas with new employment, the town centre and other facilities and attractions.

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

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

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

How we will get there...

CS2 – Kendal Strategy

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

Regeneration

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

Housing

- Make provision for 3,080 new residential dwellings between 2003 and 2025, prioritising previously developed land and sites within the urban area.

- Seek to ensure that 35% of new housing delivered within Kendal meets identified need for affordable housing and that up to 60% of affordable housing is social rented based on local need, to be sought and delivered by a variety of means including Registered Social Landlords, public subsidy from the Homes and Communities Agency and developed contributions in accordance with the approach set out in Appendix 1.

Economy

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

- Where possible, locate new employment uses (B1 class b and c, B2 and B8) where they are not only accessible (or can be made accessible) by walking, cycling and public transport from main residential areas, but also provide good connections to the strategic transport network without any detrimental impact on the town centre network.

- Promote the role of Kendal town centre as the principal town centre for shopping, businesses, services, leisure and community facilities by enhancing the environment and streetscapes and improving traffic arrangements.

- Focussing as far as possible new office development (use class B1 a) in or adjacent to Kendal town centre.

- Deliver improvements to Kendal College and support the expansion of Cumbria University.

- Support the development of a cluster of knowledge-based industries in the Kendal area.

- Improve and expand tourism and leisure opportunities in Kendal, taking advantage of its location as a gateway to the Lake District National Park and close proximity to national road and rail connections.

- Support proposals focusing on renewable technology.

Access

- Implement the development and mitigation strategy proposed in the Kendal Transport Assessment, including:

  - Informing the location of site allocations for housing and employment land;

  - Individual junction improvements and signal optimisation;

  - Continued and increased encouragement of sustainable travel, including local shuttle services and more regular bus services using developer contributions;

  - Ensuring that developers of all new significant developments include and duly implement a Travel Plan;

  - Travel Smart Programmes (information on public transport, walking and cycling, along with improvements to existing facilities);

  - Supporting a large number of changes to provision and management of car parks.

CS2 – Kendal Strategy continued

Access

- Safeguard and improve rail access and the existing railway station at Kendal.

- Improve accessibility to and within the town centre for non car users and those with mobility problems, including improvements to footpaths and cycle routes.

- Improve public transport access to Ulverston and other Key Service Centres in the District and beyond (such as to Windermere/Ambleside, Sedbergh and Kirkby Stephen).

Environment

- Safeguard and enhance buildings, sites and areas of heritage and cultural importance utilising the findings of the Kendal Conservation Area Character Appraisal and Management Plan.

- Provide continued support to the Conservation Area Grant scheme and continuing to fund, in partnership with others, the cost of environmental enhancement with the conservation area.

- Improve local green infrastructure, including parks, green spaces and allotments.

- Designate (as required) a series of green gaps to prevent the coalescence of individual settlements and thereby protect their individual character and setting.

- Ensure greenfield development is sympathetic to the landscape character of Kendal and to the historic character and setting of Kendal and may also need to address archaeological impacts

- Ensure that new development safeguards and enhances the natural environment and local biodiversity – notably the SSSIs and SACs within the area, including the River Kent and its tributaries – and opportunities are taken to create new habitats.

- Minimise both air pollution through implementation of Air Quality Management Plans and the risk of flooding.

Health and Wellbeing (Sustainable Communities)

- Maintain and, where necessary, enhance sports and community facilities, including supporting the principle for a Sport Village in Kendal.

- Make further provision for infrastructure in line with identified need, including:
  - Until sewage capacity problems at Kentrigg Walk and Steeles Row, Burneside are resolved, no further development should take place above these sewer bottlenecks that add additional flow to the sewer;
  - Need for new waste-water treatment infrastructure.

Justification

Regeneration

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

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

- Ways to bring about the possible restoration of the former canal,

- The delivery of a new commercial sector to include a cluster of knowledge-based industries

- Other canal-based developments complementing and linking with the town centre.

- Ways to deliver a substantial element of new housing that would make a significant contribution towards the Council's achievement of targets for development on previously developed land.

- The potential provision of an appropriate scale of retail development .

3.33 In order to enable the early delivery of the regeneration scheme, any comprehensive planning applications submitted prior to the adoption of the AAP would be considered in the context of the criteria listed above, the objectives of the emerging AAP and other elements of the Core Strategy. Applications would not be refused solely on the basis of prematurity of the AAP.

Housing

3.34 35% of the District's overall housing requirement (see CS1.2) equates to 3,080 dwellings between 2003 and 2025 or 140 dwellings per annum.

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

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

Kendal AAP boundary

Key Sources of evidence:
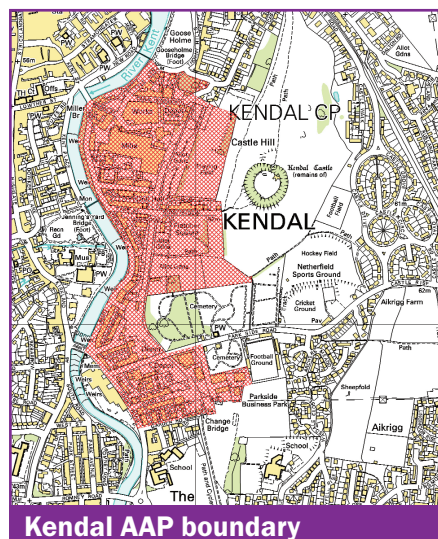
- Kendal Economic Regeneration Action Plan

- Strategic Housing Land Availability Assessment/Employment and Housing Land Search Study

- SLDC Housing Needs Study

- NWDA Knowledge Based Industries Study

- Employment Land and Premises Study

- Kendal Local Transport Plan

- Kendal Parking Study and Transport Assessment

- Strategic Flood Risk Assessment

- SLDC Open Space Assessment

- SLDC Viability Study

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

The economy

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

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

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

Accessibility

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

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

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

3.44 Specific junction improvements are identified in the Kendal Transport Assessment to accommodate LDF growth. These improvements and those required to bus services, and walking and cycling routes will be funded through a combination of developer contributions and potential public sector funding to be identified in the ongoing South Lakeland Infrastructure Delivery Plan".

3.45 Using the findings of the Kendal Transport Assessment and its recommendations, it is considered that the following principles should be used to help inform future decisions regarding the spatial strategy for Kendal. The results of the modelling and the principles below will be used to inform the Allocations of Land DPD:

- Further development within the Shap Road / Appleby Road corridor needs to be assessed to determine whether its transport and movement impacts can be accommodated as there are significant capacity issues regarding HGV and other peak traffic flows;

- Further development at the Todds site, west of Burneside Road and Stonebank Green (the boundaries of these sites are show in the Kendal Transport Assessment) needs to be assessed to determine whether its transport and movement impacts can be accommodated;

- Further development at Kendal Canal Head needs to be assessed to determine whether its transport and movement impacts can be accommodated as there are significant capacity issues in the evening peak period;

- Encouragement of sustainable transport, including greater use of walking, cycling and public transport should be continued as a priority. This encouragement should include the development, implementation, monitoring and enforcement of travel plans;

- Recognise that it is not possible to make improvements at many road junctions without land take and this would involve the demolition of existing buildings;

- There is a need to explore all possible options and benefits to improve road access between the A591 Kendal bypass and the A6 Shap Road;

- Town fringe parking sites that have good walking, cycling and bus links to the town centre and employment areas will be pursued and options for potential park and ride will be considered;

- South Lakeland District Council will review with Cumbria County Council parking locations and management arrangements to assist in the reduction of traffic in the town centre and encourage more walking, cycling and bus use.

3.46 It is proposed that Kendal will accommodate a significant amount of employment land. The location of this will need to take into account the findings of the Kendal Transport Assessment and include evaluation of whether improved links to the A591 would benefit existing businesses and existing town centre infrastructure. As such it is considered that before employment land can be proposed in the Shap Road / Appleby Road corridor, the transport impact should be identified and any necessary improvements to the transport or services be secured; the assessment to include the possibility of infrastructure improvements by developer contributions.

Environment

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

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

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

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

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

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

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

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

Sustainability appraisal

Main findings:

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

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

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

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

Health and Wellbeing

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

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

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

Section 4 – Spatial Strategy for Ulverston and Furness

Ulverston and Furness today...

4.1   The Ulverston and Furness Strategy include the following settlements:

- Ulverston (Principal Service Centre)

- Kirkby-in-Furness, Greenodd/Penny Bridge, Swathmoor, Great/Little Urswick, Broughton-in-Furness (Local Service Centres)

- Smaller villages and hamlets including Bardsea, Baycliff, Gleaston, Leece, Loppergarth, Newbiggin, Scales, Stainton with Adgarley.

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

Ulverston and Furness

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

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

The economy

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

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

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

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

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

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

Housing

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

- A lack of one-bedroom accommodation in the area.

- A high number of terraced homes and a low number of flats.

- A relatively small private rented market compared with the rest of the District.

- Relatively high private sector rents in Rural Furness, but more affordable in Ulverston.

- A relatively low number of second homes compared with the District average.

- A need for more temporary accommodation.

- A need for extra care housing and supported housing, particularly for people with mental health problems and people with physical disabilities.

The environment

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

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

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

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

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

Accessibility

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

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

4.18 The Strategic Cycle Network study identified a number of gaps in cycle routes at Ulverston. There are also gaps and obstacles in the pedestrian network in Ulverston that discourage walking and make access difficult for people with mobility or sight problems. An absence of footways connecting neighbouring settlements and conflict where walkers cross the A590 were identified in the Area Transport Study.

Health and Wellbeing

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

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

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

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

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

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

Key issues

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

- Strengthening the economic base.

- Improving the vitality and viability of Ulverston town centre, to ensure it remains competitive and expenditure is retained locally.

- Developing new housing (including affordable housing) and employment land to meet the needs and aspirations of the local community, including the possible expansion of Local Service Centres and supporting small-scale development outside the service centres.

- Safeguarding and enhancing the environmental quality of the local area.

- Improving connectivity between the Furness Peninsula and the east of the plan area and making more localised improvements to public transport in the Furness Peninsula.

- Regenerating the Ulverston Canal area and re-using any surplus parts of major employment sites.

Ulverston and Furness tomorrow...

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

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

- Recognising and supporting manufacturing as a strength of the area;

- Nurturing the unique cluster of high added value, knowledge-intensive engineering jobs in the Ulverston area;

- Responding positively to the future intentions of GSK from Ulverston (as a major employer in the area) through the development of a major employment regeneration site;

- Developing the area's potential for tourism;

- Priority has been given to improving the operation of transport routes that link Furness and West Cumbria to the M6 and national rail links;

- Supporting small-scale employment development in the network of Local Service Centres throughout the Furness Peninsula and diversification of the rural economy.

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

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

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

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

How we will get there...

CS3.1 Ulverston and Furness area

The Ulverston and Furness area strategy includes the following settlements:

- Ulverston (Principal Service Centre);

- Kirkby-in-Furness, Greenodd/Penny Bridge, Swarthmoor, Great/Little Urswick, Broughton-in-Furness, (Local Service Centres);

- A number of smaller rural settlements and hamlets including Bardsea, Baycliff, Gleaston, Leece, Loppergarth, Newbiggin, Scales, Stainton with Adgarley.

The Council and its partners will aim to:

Regeneration

- Designate a regeneration area at Ulverston Canal Head Area (see CS3.2).

- Build on the successful outcomes from the Market Town Initiative in Ulverston and continue with regeneration.

Housing

- Make provision for in the region of 1,760 additional dwellings in Ulverston between 2003 and 2025, prioritising previously developed land and sites within the urban area.

- Make provision for small-scale housing development, including affordable housing, in the Local Service Centres and smaller rural settlements.

- Seek to ensure that 35% of housing delivered within Furness Peninsula is affordable and that up to 60% of affordable housing is social rented, based on local need, to be sought and delivered by a variety of means including Registered Social Landlords, public subsidy from the Homes and Communities Agency and developer contributions in accordance with the approach set out in Appendix 1.

Economy

- Expand Ulverston to accommodate in the region of 12 hectares of employment development between 2010 and 2025.

- Where possible, locate new employment uses (B1 b and c, B2 and B8) where they are not only accessible (or can be made accessible) by walking, cycling and public transport from main residential areas, but also provide good connections to the strategic transport network without any detrimental impact on the town centre network.

- Support small-scale economic development in the Local Service Centres and smaller rural settlements.

- Protect and enhance the vitality and viability of Ulverston town centre, including improving pedestrian and cycle access and ensuring effective town centre management.

- Focussing as far as possible new office development (use class B1 a) in or adjacent to Ulverston town centre.

CS3.1 Ulverston and Furness area continued

- Support the development of new retail provision in the town centre to accommodate both convenience and comparison shopping.

- Support and enhance tourist attractions, building on the Laurel and Hardy connection, the festival theme and specialist boutique shopping in the town centre.

Access

- Support improvements to the operation of transport routes linking Furness to the M6 and national rail links.

- Work with partners on public transport initiatives as part of a comprehensive sustainable transport network within the Furness Area to support the planned growth.

- Improve footpaths and cycle routes.

Environment

- Safeguard and enhance buildings, sites and areas of heritage and cultural importance such as the Hoad Monument and Birkrigg Stone Circle.

- Improve parks and green spaces/green infrastructure.

- Designate (as required) a series of green gaps to prevent the coalescence of individual settlements and thereby protect their individual character and setting.

- Ensure greenfield development is sympathetic to the landscape character of the Furness Peninsula and individual settlements.

- Ensure new development safeguards and enhances the natural environment and local biodiversity, notably the SSSIs and SACs within the area, including Morecambe Bay, and County Wildlife Sites, and supports habitat creation.

Health and Wellbeing (Sustainable Communities)

- Maintain, and where necessary enhance, sports and community facilities.

- Provide further infrastructure (including health and education) in accordance with identified need, responding to significant changes in local demographics.

Justification

Regeneration

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

Housing

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

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

The economy

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

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

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

Key sources of evidence:

- Ulverston Canal Masterplan

- Strategic Housing Land Availability Assessment/Employment and Housing Land Search Study

- SLDC Housing Needs Study

- Employment Land and Premises Study

- Strategic Flood Risk Assessment

- SLDC Open Space Assessment

- Viability Study

- Ulverston Market Town Initiative

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

Accessibility

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

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

The environment

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

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

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

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

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

Health and Wellbeing

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

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

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

Sustainability appraisal

Main findings:

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

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

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

The canal and the canal corridor

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

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

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

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

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

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

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

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

Key issues...

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

- Enhancing the quality of the environment around the canal, especially at the canal head, for residents and visitors.

- The poor access to and around the site.

- The need to create employment opportunities and residential development.

- Flood risk in relation to the site.

- Fragmented land ownership and the need for a co-ordinated approach to development.

- Securing the long-term future and maintenance of the canal.

Ulverston Canal Head and corridor tomorrow...

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

Ulverston Canal Head and corridor area

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

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

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

Development has taken place in a manner which:

- Acknowledges the impact of climate change and in particular the long-term risk of flooding.

- Protects the ecological interests of the site.

- Capitalises on the existing historical and natural assets and conserves and enhances the character of the area for future generations.

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

How we will get there...

CS3.2 Ulverston Canal Head and corridor

Ulverston Canal Head is designated as a regeneration opportunity area.

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

- Promote the positive mixed use regeneration of the canal head which will complement existing activities in the town centre;

- Provide a range of employment and business opportunities, which could include tourism related business uses, to provide employment for local people and facilitate economic development in the area;

- Encourage residential development, which could increase the population of the area, assist in the revitalisation of Ulverston town centre and meet the wider aims of the Core Strategy;

- Enhance and expand the tourism sector by supporting the existing tourist attractions in Ulverston and encouraging the creation of new tourist attractions and tourism infrastructure, which could include a landmark hotel, waterside restaurant, bar café and leisure facilities;

- Utilise the canal as a resource for leisure and recreation;

- Enhance the environment through improving the landscape and public realm, providing public art and public access to the waterfront areas;

- Improve access to the site by sustainable means, such as walking and cycling, and create safe linkages from the railway station and town, and along the canal and the surrounding area;

- Improve orientation to and around the site, to enhance visitor awareness of the canal;

- Enhance the biodiversity of the site;

- Ensure a sequential approach is taken and development type is compatible with flood risk in accordance with national planning policy;

- Secure the long-term future and maintenance of the canal;

- Create a strategic partnership to guide/deliver development with Ulverston Town Council, South Lakeland District Council, Cumbria County Council, NWDA and Cumbria Vision and Furness Enterprise and key stakeholders including local businesses;

- Use the development management process to bring about development that supports the vision.

Specific land allocations for the area will be pursued through the Allocations of Land DPD, informed by the Ulverston Canal Head Masterplan and any subsequent review of its contents.

Section 5 – Spatial Strategy for Cartmel Peninsula

Cartmel Peninsula today...

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

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

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

5.4   The Cartmel Peninsula Area Strategy includes the following settlements:

- Grange-over-Sands (Key Service Centre)

- Allithwaite, Cartmel, Cark/Flookburgh (Local Service Centres)

- Smaller villages and hamlets including Ravenstown and Holker.
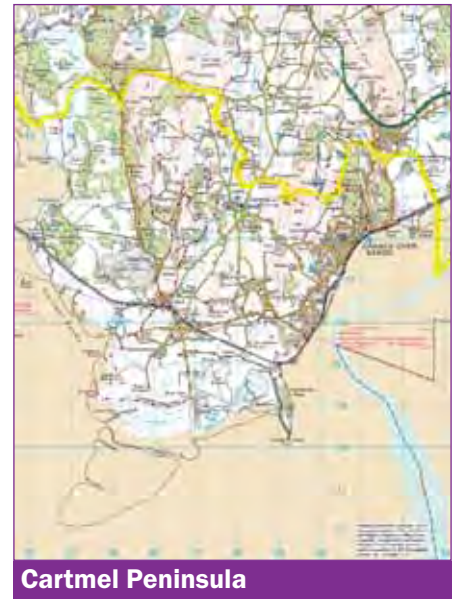
Cartmel Peninsula

The economy

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

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

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

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

Housing

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

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

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

Accessibility

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

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

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

The environment

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

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

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

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

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

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

Health and Wellbeing

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

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

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

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

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

Key issues...

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

- Improving the function of Grange as a Key Service Centre, identifying new economic roles for the town that build on the cluster of strong independent retail businesses and satisfy the demands from new visitors, existing and new residents.

- There is a need to identify initiatives to increase the number of long-stay, high-spend visitors to Grange.

- Promoting enterprise and business development and new investment opportunities.

- Provision of additional housing to meet the needs of local people without damaging the sensitive setting and character of the area.

- Promoting comprehensive, complementary and appropriate new development at the Berners regeneration site in Grange.

- Enhancing public transport links between Grange and surrounding villages.

- Improving the quality of the pedestrian environment is a priority for Grange, including upgrading the promenade, rebuilding footbridges and developing new links from the promenade to adjacent parks, the revitalised Berners area and the town centre.

- Provision of high quality integrated health facilities in Grange.

- Safeguarding and enhancing the area's historic assets.

- Safeguarding and enhancing the environmental quality of the local area.

- Enhancing and making sustainable use of the natural, built and cultural heritage assets on the Cartmel Peninsula Coast.

Cartmel Peninsula tomorrow...

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

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

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

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

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

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

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

How we will get there...

CS4 Cartmel Peninsula

The Cartmel Peninsula Strategy includes the following settlements:

- Grange-over-Sands (Key Service Centre);

- Cartmel, Allithwaite, Cark/Flookburgh (Local Service Centres);

- Smaller rural villages and hamlets including Ravenstown and Holker.

The Council and its partners will aim to:

Regeneration

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

Housing

- Make provision for moderate housing development in Grange-over-Sands between 2003 and 2025, prioritising previously developed land and sites within the urban areas.

- Make provision for small scale housing development in the Local Service Centres and in the smaller rural settlements in the Cartmel Peninsula, with a particular focus on affordable housing.

- Seek to ensure that 35% of housing delivered within Cartmel Peninsula is restricted to affordable housing. Up to 55% of affordable housing delivered should be social rented based on local need, to be sought and delivered by a variety of means including registered social landlords, public subsidy from the Homes and Communities Agency and developer contributions in accordance with the approach set out in Appendix 1.

Economy

- Ensure that effective use is made of the limited amount of commercial/industrial land and buildings in Grange, promote opportunities for new space, targeted at start-up and growing businesses, and promote an entrepreneurial culture in Grange-over-Sands.

- Promote the vitality and viability of Grange-over-Sands town centre and safeguard its role as a Key Service Centre by promoting sites in the town centre for development/redevelopment for mixed use including new retail space.

- Establish a cluster of small spaces/galleries for working artists/craft people in Grange-over-Sands.

- Maintain and enhance the strength of tourism across the area.

CS4 Cartmel Peninsula continued

Access

- Work with partners to improve public transport as part of a comprehensive sustainable transport network within the Cartmel Peninsula Area to support the planned growth.

- Promote the reintroduction of the two footbridges at Clare House Lane and Berners Close in Grange-over-Sands to cross the railway and improve the environment of the network of routes including the Promenade.

- Address gaps in cycle routes at Grange-over-Sands.

- Deliver improvements to car and cycle parking, security and real-time information at Grange-over-Sands railway station in partnership with Cumbria County Council and the train operators. The potential for cycle hire and linked cycle routes from the rail stations at Grange will be investigated.

- Improve the pedestrian experience of Grange town centre and connectivity between either end of town and within the centre.

Environment

- Protect and enhance the diverse character and local distinctiveness of the area and promote high quality and locally distinctive design.

- Designate (as required) a series of green gaps to prevent the coalescence of individual settlements and thereby protect their individual character and setting.

- Protect the network of green infrastructure and important environmental characteristics and, in partnership with landowners, promote their positive use and management.

- Ensure that new development safeguards and enhances the natural environment – notably the international designations within the area, including Morecambe Bay and Roudsea Wood, and County Wildlife Sites, and opportunities are taken to create new habitats.

- Secure the preservation and enhancement of the very distinctive character and appearance of Cartmel village and ensure that its characteristic landscape setting is protected from harmful development.

Health and Wellbeing (Sustainable Communities)

- Maintain and where necessary enhance sports and community facilities.

- Provide further infrastructure in accordance with identified need.

- Work with the PCT and stakeholders to support the provision of high quality integrated health facilities.

Justification

Regeneration

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

- A comprehensive redevelopment of the Berners Close Car Park and Nursery Site for a mix of uses including commercial, community/integrated health centre, residential, business, hotel, the re-use of the Berners Pool and public car parking.

- Starting to re-use the Lido buildings for small business/arts and creative industries, together with the replacement of the Berners Close Footbridge.

- Effective leadership and a new tangible commitment to delivery regeneration will be essential.

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

Key sources of evidence:

- Grange-over-Sands Regeneration Study

- Strategic Housing Land Availability Assessment/ Employment and Housing Land Search Study

- SLDC Housing Needs Study

- Employment Land and Premises Study

- Strategic Flood Risk Assessment

- SLDC Open Space Assessment

Housing

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

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

The economy

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

Accessibility

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

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

The environment

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

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

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

Health and Wellbeing

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

Sustainability appraisal

Main findings:

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

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

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

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

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

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

6.2   The area includes the following settlements:

- Milnthorpe, Kirkby Lonsdale (Key Service Centres)

- Burneside, Oxenholme, Natland, Levens, Endmoor, Holme, Burton in Kendal, Arnside, Sandside/Storth (Local Service Centres)

- A number of smaller villages and hamlets including Barbon, Beetham, Brigsteer, Carr Bank, Casterton, Endmoor (Low Park), Gatebeck, Grayrigg, Heversham and Leasgill, Hutton Roof, New Hutton, Old Hutton, Sedgwick, Slackhead, Old Hutton (Middleshaw), Old Hutton (Bridge End), Ackenthwaite.

The economy

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

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

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

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

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

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

Housing

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

- A high number of detached homes and a low number of terraced houses;

- A low number of flats compared with the district average;

- A high level of owner-occupation and a low number of social rented houses.

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

Accessibility

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

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

6.13 There are slightly more services to and from Milnthorpe from the smaller villages in the area. However, the regular service that connects Arnside and Kendal passes through only Milnthorpe and Levens and therefore offers limited access to Milnthorpe from the surrounding rural hinterland. Another regular service that connects Lancaster in the south to Keswick in the northwest provides a link between Milnthorpe, Holme and Burton in Kendal. However, there are some smaller villages and hamlets in close proximity to Milnthorpe, for which there is no regular connecting bus service. The limited public transport provision to the Key Service Centres of Milnthorpe and Kirkby Lonsdale are major contributing factors in creating localised traffic problems. In the case of Ackenwaite, it's very close proximity to Milnthorpe means it enjoys ready access to the town's services without relying on public transport.

The environment

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

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

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

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

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

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

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

Health and Wellbeing

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

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

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

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

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

Key issues...

6.26 The area strategy aims to address the following challenges:

- Improving the function of Milnthorpe and Kirkby Lonsdale as Key Service Centres.

- Increasing both the quality and quantity of retail provision in the centre of Milnthorpe.

- Providing affordable housing (the area of greatest affordable housing need in the plan area).

- Maintaining and enhancing the natural, historic and other distinctive features that contribute to the character of the local landscape and settlements within the area.

- Recognising the importance of the special qualities of the environment associated with the Arnside and Silverdale AONB and its setting and characteristics.

- Improving public transport access from the rural hinterland to the Key Service Centres.

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

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

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

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

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

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

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

How we will get there...

CS5 The East (including Milnthorpe and Kirkby Lonsdale)

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

- Milnthorpe, Kirkby Lonsdale (Key Service Centres);

- Burneside, Oxenholme, Natland, Levens, Endmoor, Holme, Burton in Kendal, Arnside, Sandside/Storth (Local Service Centres);

- A number of smaller villages and hamlets including Barbon, Beetham, Brigsteer, Carr Bank, Casterton, Endmoor (Low Park), Gatebeck, Grayrigg, Hutton Roof, Old Hutton, Sedgwick, Slackhead, Old Hutton (Middleshaw), Old Hutton (Bridge End), New Hutton, Ackenthwaite.

The Council and its partners will aim to:

Housing

- Make provision for moderate housing development in Milnthorpe and Kirkby Lonsdale between 2003 and 2025, prioritising previously developed land and sites within the urban areas.

- Make provision for small-scale housing development in the Local Service Centres and to a lesser extent in the smaller rural settlements in order to ensure a readily available supply of affordable housing.

- Seek to ensure that 35% of housing delivered within the area is restricted to affordable housing. Up to 55% of affordable housing delivered should be social rented, based on local need, to be sought and delivered by a variety of means including registered social landlords, public subsidy from the Homes and Communities Agency and developer contributions in accordance with the approach set out in Appendix 1.

Economy

- Ensure that effective use is made of the limited amount of commercial/industrial land and buildings in Milnthorpe and Kirkby Lonsdale, promote opportunities for new space targeted at start-up and growing businesses and promote an entrepreneurial culture.

- Promote the vitality and viability of Milnthorpe and Kirkby Lonsdale and safeguard their role as Key Service Centres by promoting sites in the centre for development/redevelopment for mixed use including new retail space.

- Maintain and enhance the strength of tourism across the area.

Access

- Work with partners to improve public transport as part of a comprehensive sustainable transport network within the area to support the planned growth.

- Deliver improvements to footpaths and cycle routes in the area.

- Investigate the potential for cycle hire and linked cycle routes from the rail station at Oxenholme.

CS5 The East (including Milnthorpe and Kirkby Lonsdale) continued

Environment

- Protect and enhance the diverse character and local distinctiveness of the area by promoting high quality design.

- Designate (as required) a series of green gaps to prevent the coalescence of individual settlements and thereby protect their individual character and setting.

- Protect the network of green infrastructure and important environmental characteristics and, in partnership with landowners, promote their positive use and management.

- Ensure that new development safeguards and enhances the natural environment – notably the AONB and international designations within the area, and supports habitat creation.

- When considering development proposals within or affecting the setting of the Arnside/Silverdale AONB, give high priority to:

  - The conservation and enhancement of the character of the landscape, including its historic dimensions.

  - The protection and, where appropriate, enhancement of flora, fauna and geological features.

  - Safeguarding these identified attributes from inappropriate change and development.

- Safeguard and enhance buildings, sites and areas of heritage and cultural importance utilising the findings of conservation area appraisals and management plans

Health and Wellbeing (Sustainable Communities)

- Maintain and, where necessary, enhance sports and community facilities.

- Provide further infrastructure (including health and education) in accordance with identified need, responding to significant changes in local demographics.

Justification

Housing

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

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

The economy

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

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

Key sources of evidence:

- North West Key Service Centres – Roles and Functions

- AONB Management Plan and Action Plan

- Strategic Housing Land Availability Assessment/ Employment and Housing Land Search Study

- SLDC Housing Needs Study

- Employment Land and Premises Study

- Strategic Flood Risk Assessment

- SLDC Open Space Assessment

Accessibility

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

The environment

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

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

Sustainability appraisal

Main findings:

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

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

Health and Wellbeing

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

Section 7 – Core Policies: Housing

CS6 Housing to meet local need

Meeting the housing requirement

7.1 **At the time of adoption, the Secretary of State had recently announced his intention to revoke Regional Strategies. Now that the Regional Strategy is revoked, its dwelling completion targets are no longer part of the Development Plan. However, the Council remains of the view that these are soundly based and, having regard to clear affordable housing needs identified in the Strategic Housing Market Assessment, environmental capacity and deliverability constraints, that they remain a sound basis for the delivery of new housing in South Lakeland District.**

> **National Policy**
>
> **PPS1 – Delivering Sustainable Development**
>
> **PPS3 – Housing**

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

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

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

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

7.6 The Monitoring and Implementation Framework (see Appendix 1) explains how the release of housing land supply requirements will be managed and monitored. It indicates what type of management action will be used in scenarios where over and under supply occur. The progress of housing development will be monitored in the Annual Monitoring Report and the March Housing Land Position Statement (each year).

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

CS6.1 – Meeting the housing requirement

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

In the interests of managing the housing supply, the number of dwellings that will be delivered across the settlement hierarchy in given periods is summarised in the table opposite. Further information on managing the supply of housing in line with the phased targets is included within the monitoring and implementation framework.

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

- The sequential approach to housing development in PPS3 and CS1.1;

- The prioritisation and assessment of suitability, availability and achievability of sites within the Council's Strategic Housing Land Availability Assessment and other available evidence;

- In the interests of managing housing supply, the number of dwellings that will be permissible in individual towns and villages in given periods, based on the phased housing targets and the overarching development strategy in CS1.

Housing split 2003 - 2025

Settlement	Housing Target 2003-2025	Growth share %	Built since 2003	Total Projected Dwellings 2009-2014	Revised Requirement 2009-2025	Total Requirement 2009-2014	Total Requirement 2014-2019	Total Requirement 2019-2025	Total	Deliverable Sites SHLAA Category 1	Developable Sites SHLAA Category 2 plus Other Studies	All Sites less revised Requirement 2009-2025
Kendal	3080	35	366	478	2714	848	848	1018	3080	1334	1613	233
Ulverston	1760	20	290	115	1470	312	532	625	1760	684	1107	321
All Principal Service Centres	4840	55	656	593	4184	1161	1381	1643	4840	2018	2720	554
All Key Service Centres	1144	13	138	123	1006	314	314	377	1144	921	2366	2281
All Local Service Centres	1848	21	310	148	1538	481	481	577	1848	872	5245	4579
All Other Areas	968	11	201	100	767	240	240	288	968	208	645	86
Total	8800	100	1305	964	7495	2195	2415	2885	8800	4019	10976	7500

7.8 The District Council published a final Strategic Housing Market Assessment (SHMA) in December 2009. The SHMA considers the effects of different growth scenarios on future housing market requirements in the District's housing market ares. The Council will take account of the study's findings in regards to housing requirements and land supply through the forthcoming Single Regional Strategy (RS2010) and future reviews of the Core Strategy.

Notes on Meeting the Housing Requirement table on previous page:

- Housing Target 2003 – 2025 was derived from the growth % given in CS 1.2 as applied to the overall target.

- Total projected dwellings 2009 – 2014 is the number of dwellings which will be delivered if all outstanding planning permissions are built.

- Revised requirement equals the Housing Target less the total built since 2003.

- Total requirement for each period is the revised requirement divided by the total number of years left in the trajectory and then multiplied by the number of years in the period. For example, the total requirement of 8,800 less 1,305 built equals 7,495. Annual requirement is 7,495 divided by 16 which equals 468.44. Requirement for 2010 to 2015 is 468.44 x 5, which is 2,342. This calculation is also applied to each settlement.

- Deliverable sites: Category 1 sites identified in the Strategic Housing Land Availability Assessment (SHLAA)

- Developable sites: Category 2 sites identified in the Strategic Housing Land Availability Assessment (SHLAA) plus all sites identified under the Housing and Employment Land Search Study where they do not correspond to sites already identified in the SHLAA study.

- SHLAA Category 3 (least developable sites) have not been taken into consideration in this table.

- Total projected dwellings 2009 – 2014 summarised the number of dwellings which will be delivered if all outstanding planning permissions are built out.

Dwelling mix and type

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

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

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

CS6.2 – Dwelling mix and type

The Core Strategy seeks to ensure that:

- New developments offer a range of housing sizes and types, taking account of the housing requirement of different groups of society, including the need to deliver low cost market housing as part of the overall housing mix.

- All new housing should be easily adaptable for everyone, from young families to older people and individuals with a temporary or permanent physical impairment. The Council will seek housing to be built to Lifetime Homes standards in accordance with its requirement at a national level through building regulations.

The provision of purpose-built and/or specialist accommodation for the elderly, in appropriate locations within selected settlements in accordance with CS1, and well served by public transport and local services, will be supported, provided that it does not detract from the character of the surrounding areas or involve the use of land safeguarded for employment purposes where the need for such safeguarding remains. The Council will liaise and negotiate with the County Council Adult Social Care Services how older persons housing needs will be accommodated using findings contained within relevant studies and reports (such as the 2009 Planning4Care Report).

Applicants should ensure that plans submitted for planning permission, together with the accompanying access statement, explain how each of the design criteria as required at a national level through building regulations relating to for Lifetime Homes standards has been satisfied in the proposal.

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

Affordable housing

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

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

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

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

7.16 As already mentioned, South Lakeland is a popular area for people to move to and consequently local people have to compete with persons from outside who, usually, will be financially better off. The table below, derived from the Strategic Housing Market Assessment, identified those areas currently in need.

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

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

CS6.3 – Provision of affordable housing

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

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

- On all schemes of nine or more dwellings in the Principal/Key Service Centres, and three or more dwellings outside of these areas, no less than 35% of the total number of dwellings proposed are affordable. The Council may seek to require a higher percentage on individual sites, based on evidence of need and viability, through the preparation of development plan documents which allocate sites;

- The affordable housing provided is made available solely to people in housing need at an affordable cost for the life of the property. The Council will ensure that any planning permission granted is subject to appropriate conditions and/or planning obligations to secure its affordability in perpetuity;

- The mix and tenure of affordable housing provided reflects the identified housing needs at the time of the proposal as demonstrated in the Housing Market Assessment and waiting list information. Further targets and requirements are set out in each of the area strategy policies CS2-CS5;

- The affordable housing shall be mixed within the development.

Exceptionally, a lower requirement for affordable housing will be acceptable where there is clear evidence that it would make the development unviable. Further information on the operation of the affordable housing mechanisms is included within the monitoring and implementation framework (Appendix 1).

Affordable housing in rural areas

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

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

CS6.4 – Rural exception policy

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

- There is clear evidence of local support for the scheme, having regard to the views of the Parish Councils within the Local Area Partnership

- There is clear and robust evidence of housing need.

- The housing will be affordable in perpetuity and for people with a local connection.

- The scheme is of a scale and style appropriate to its immediate surroundings.

- There is clear evidence of the viability of the scheme.

- The scheme demonstrates good design that is sympathetic to the local area.

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

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

Accommodation for Gypsies and Travellers

7.19 It is important that the Core Strategy meets the needs of all sections of the community, including Gypsies and Travellers. Organised groups of Travelling Showpeople are excluded from the planning definition of Gypsies and Travellers but their accommodation requirements are similar. The Cumbria Gypsy and Traveller Accommodation Assessment (GTAA, May 2008) assessed the accommodation needs for residential and transit pitches and also of the number of plots required for travelling show people. Historically, there has not been a large Gypsy and Traveller community in South Lakeland. This is reflected in the fact that, apart from encampments during the Appleby Fair, there are few cases of unlawful sites or encampments.

Policy CS6.5a – Gypsies and Travellers

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

1. The need for an additional site for Gypsies and Travellers within the District;

2. The development will have an acceptable impact on the environment or character of the area or existing surrounding uses;

3. The development includes landscape screening to minimise the impact on the character and amenities of the surrounding area;

4. The development would result in acceptable traffic impact on surrounding minor roads, and adequate access, parking, turning and servicing can be provided;

5. The development can be served by necessary utilities infrastructure;

6. Proposals include the long-term management of the site and any additional uses intended to be carried out from the site;

7. The needs of the users of the sites are accommodated.

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

Policy CS6.5b Travelling Show People

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

1. The need for an additional plots for Travelling Show People with established business links in the district to have a site;

2. The development will have an acceptable impact on the environment or character of the area or existing surrounding uses;

3. The development includes landscape screening to minimise the impact on the character and amenities of the surrounding area;

4. The development would result in acceptable traffic impact on surrounding minor roads, and adequate access, parking, turning and servicing can be provided;

5. The development can be served by necessary utilities infrastructure;

6. Proposals include the long-term management of the site and any additional uses intended to be carried out from the site;

7. The needs of the users of the sites are accommodated.

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

Making effective and efficient use of land

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

7.21 Where necessary, the Council will consider use of its Compulsory Purchase Order (CPO) powers to ensure the key issues and objectives for housing are achieved.

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

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

1. Seeking to ensure that at least 28% of housing development takes place on previously developed land and buildings.

2. Supporting a strategy to bring previously developed land and buildings and empty housing into housing use. This will include:

   • Planning to address obstacles to the development of vacant or derelict sites;

   • Encouraging innovative housing schemes that make effective use of public sector previously developed land;

   • Seeking to identify and bring into residential use empty housing and buildings in line with local housing and empty homes strategies and, where appropriate, acquiring properties and/or land under Compulsory Purchase.

3. Targeting non statutory organisations which own land in South Lakeland to encourage the release of sites for affordable housing;

4. Meeting the target of an average density of at least 30 dwellings per hectare for all housing developments. Higher densities will be sought on appropriate sites, particularly those:

   • Close to transport hubs such as bus stations or main bus routes;

   • In or adjoining Kendal, Ulverston, Grange, Milnthorpe and Kirkby Lonsdale centres.

   In some circumstances, a lower density below 30 dwellings per hectare will be supported if:

   • There is proven need;

   • Environmental constraints mean that it is not suitable for high-density development.

Section 8 – Jobs, Skills and Regeneration

CS7 Jobs, skills and regeneration

Land for jobs and businesses

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

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

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

National and Sub Regional Policy Context

PPS4 – Planning for Sustainable Economic Growth (published 29 December 2009)

PPS6 – Planning for Town Centres

Good Practice Guide on Planning for Tourism

PPS7 – Rural Areas

Cumbria Economic Strategy

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

	Total Employment Land allocated in Local Plan	Development completions of allocated employment land (all sites) 01 04 03 - 31 03 08	Development completions not on allocated employment land (all sites) 01 04 03 - 31 03 08	Total completions 01 04 03 - 31 03 08	"Available" allocated sites. All sites including constrained sites excluding sites under construction at 31 03 08.	"Available" committed sites. All sites including constrained sites excluding sites under construction at 31 03 08.	Total Available employment sites
B1	5.07	0 (0.39 for no B use)	0	0	3.40 (excluding 0.18 at Crakeside not available as own use)	0.32	3.72
B2	0	0	0	0	0	0.28	0.28
B8	0	0	0	0	0	0	0
General B use	22	3.01	2.94	5.95	7.18	1.55	8.73
B1/B2/B8 area of a mixed use allocation	4.32	0.40	0	0.40	2.82	0	2.82
Grand Total	31.39	3.41	2.94	6.35	13.40	2.15	15.55

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

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

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

8.7   As well as the provision of sufficient new employment land, achieving the District's economic objectives is dependent on protecting and enhancing existing employment sites. The Core Strategy seeks to protect and enhance the District's most sustainable and valued employment areas by

identifying them as employment zones and applying policies within the areas to favour employment use, whilst allowing some mixed-use development in appropriate locations. Several of these zones are coming under pressure from other forms of development and significant areas of former employment land have been lost to other uses, notably housing.

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

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

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

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

CS7.1 – Meeting the employment requirement

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

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

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

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

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

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

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3 For the purposes of this policy, employment land is defined as land for industrial/business development and covers use classes B1a (offices), B1b (research & development), B1c (light industry), B2 (general industry) and B8 (storage & distribution).

Type of employment land required and sectoral split

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

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

- 26% of the total is provided for strategic employment sites[4] (16 hectares);

- 32% of the total is provided for business/science parks[5] (19 hectares); and

- 42% of the total is provided for local employment sites[6] (25 hectares).

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

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

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

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

	Location	Allocations			
		2010-15	2016-20	2020-25	Total
Strategic Employment Site	Kendal Ulverston	3 2	3 2	3 2	15
Local Employment Site	Kendal, Ulverston Grange-over-Sands, Milnthorpe, Kirkby Lonsdale Local Service Centres Other Rural Settlements	1 3 4 2	1 3 4 2	1 3 4 2	30
Business/ Science Park	Kendal Ulverston	3 2	3 2	3 2	15
Total		**20**	**20**	**20**	**60**

Guidance contained within Appendix 1 of the monitoring and implementation framework will be applied in connection to criteria and the sequential approach for the identification of strategic employment sites.

[4.] Strategic employment sites – Large sites of 5+ hectares, located close to primary road network and aimed at larger businesses.
[5.] Business Parks – High quality employment sites aimed at office/high tech industry.
[6.] Local Employment Sites – Minimum of 1 hectare to suit a range of sizes and types of use.

Education and skills

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

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

CS7.3 Education and skills

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

- Encouraging investment in education and training at existing facilities;

- Supporting the development of further and higher education in the district, including Cumbria University and Kendal College;

- Working with partners to foster opportunities for skills development and encourage life-long learning;

- Supporting links between local businesses and higher and further education establishments;

- Supporting the Local Education Authority's school re-organisation programme;

- Identifying sites for new schools – to satisfy new needs – which are easily accessible and are well related to their catchments;

- Re-using redundant school sites to support regeneration priorities and the creation of sustainable communities;

- Ensuring that, where appropriate, development proposals make a contribution to education and training needs.

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

Rural economy

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

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

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

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

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

CS7.4 Rural economy

Support will be given to the economic needs of rural communities by encouraging:

- The provision of broadband in rural areas;

- The retention or expansion of appropriate businesses outside the service centres;

- The re-use of suitable rural buildings for employment-generating uses;

- The provision of live/work units and development of rural business hubs in appropriate locations;

- The diversification of the agricultural economy.

- Supporting sustainable farming and food production.

The Council recognises the environment as a critical driver in the local economy. The Council will support the following projects:

- Enhanced training delivery for traditional land-based skills and traditional buildings skills;

- The provision of a range of opportunities for geological/environmental training to support local jobs;

- Schemes such as the English Woodland Grant Scheme and the Environmental Stewardship Schemes, and ensuring that new enterprises do not preclude/hinder the success of a scheme that is already in operation and that opportunities for the enterprise to support the scheme are taken.

Favourable consideration will be given to suitable employment-related development in rural areas where the proposal:

- Is of a scale in keeping with its surroundings;

- Does not detract from the amenity of residential areas;

- Is not detrimental to the character or appearance of the landscape or settlement; and

- Does not give rise to unacceptable levels of traffic.

Favourable consideration will be given to proposals to convert redundant buildings for employment uses where:

- The buildings are structurally sound and capable of conversion without major rebuilding, extension or modification to the existing structure;

- Such a use would not detract from the character or appearance of the landscape or settlement and would not be detrimental to the amenities of residential areas;

- The building is served by a satisfactory access; and

- Services are readily available on site.

CS7.4 Rural economy continued

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

- Is well related to the existing road network with direct access off a public road, and the proposals will not create conditions prejudicial to highway safety;

- Not be situated in very isolated positions, relative to local services such as shops, schools etc;

- Ideally be situated close to public transport routes;

- Is of a scale and type appropriate to the locality and would not adversely alter the appearance or character of the surrounding area;

- Is of a good standard of design and satisfactorily blends into the locality in terms of design, landscaping and materials;

- Concerns a building which is of some architectural merit in its own right, is important to the character of the locality and is structurally sound and capable of the proposed re-use without major re-building;

- Shows a domestic curtilage which is minimal, unobtrusive and capable of being screened;

- Relates to an employment use which is designed so that it can be used independently of the dwelling space (so that employment potential is not restricted only to occupants of the dwelling space); and

- Demonstrates that the building is of sufficient size to accommodate a genuine business use and that any residential accommodation will be ancillary to that use. Proposals for substantial residential accommodation with a token area given over to business use will be considered to be residential development and will therefore fall outside the scope of this policy.

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

Town centre and retail strategy

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

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

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

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

CS7.5 Town centre and retail strategy

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

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

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

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

Other elements of the town centre and retail strategy are:

- Supporting the diversity of main town centre uses in order to enhance their continued vitality and viability with regard to retail, business, cultural and leisure services;

- Supporting the provision of office space and increased town centre residential development (where appropriate) in the Principal and Key Service Centres;

- Delivering improvements to the built environment, including streetscape, public realm and infrastructure;

- Working with partners to support the active management of the larger town centres;

- The designation and management of car parking;

- Improvements to the accessibility of the town centre, particularly by:
  - Promoting better links between the centres and their hinterlands;
  - Improvements to the pedestrian environment; and
  - Improvements to the pedestrian and cycle environment;

- Encouraging innovative design and improvements in local design quality which help to develop a strong local identity and sense of place.

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

Tourism

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

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

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

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

CS7.6 Tourism development

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

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

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

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

Opportunities provided by energy and the low carbon economy

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

- the coastline for tidal projects;

- woodland for biomass;

- wind;

- plenty of rain for hydro-electric schemes; and

- waste material from hospitality, food and drink sectors to create biogas.

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

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

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

- Supporting, in principle (where protection of the environment is assured and designated areas are safeguarded), appropriately located schemes which will increase energy production from the full range of renewable sources, including:

  - Tidal energy;
  - Wind energy;
  - Hydro energy;
  - Biomass/Biogas;
  - Micro generation – ground and air source heat pumps, solar power, small wind and hydro projects and biomass (wood burning stoves/heating systems);
  - Decentralised and district heating systems
  - Low carbon technologies.

The Wind Energy SPD will continue to be used in the determination of planning applications.

- Supporting the development of environmental/renewable energy technology business clusters in Kendal and Ulverston, capitalising on the existing base of relevant skills and businesses.

- Nuclear:

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

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

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

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

Section 9 – Quality Environment

Green infrastructure

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

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

National and Sub Regional Policy Context

PPS7 – Rural Areas

PPS9 – Biodiversity

PPG17 – Open Space, Sport and Recreation

CS8.1 Green infrastructure

The Core Strategy will seek to:

- Ensure that green infrastructure is an integral part of creating sustainable communities;

- Incorporate green infrastructure into new developments, particularly where it can be used to mitigate the negative impacts of the development;

- Attain high standards of environmental design that fit with the surrounding countryside and landscape setting;

- Protect the countryside from inappropriate development whilst supporting its positive use for agriculture, recreation, biodiversity, health, education and tourism;

- Protect and enhance the linkages between open spaces within the service centres, other rural settlements and in the wider countryside, supporting the creation of additions to the footpath network in liaison with Parish Councils;

- Protect and enhance important open spaces within settlements to contribute towards an improved network of green corridors of value for wildlife, recreation and the amenity needs of the community;

- Protect species and habitats and create new habitats and wildlife corridors where biodiversity conservation and enhancement is affected by development;

- Conserve and enhance existing trees and woodlands including requiring the planting of new trees and woodlands on appropriate development sites.

- Ensure the protection and enhancement of watercourses and wetlands which are important contributors to the network of blue and green corridors for wildlife, recreation and the amenity needs of the community.

Protection and enhancement of landscape and settlement character

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

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

CS8.2 Protection and enhancement of landscape and settlement character

Proposals for development should be informed by, and be sympathetic to, the distinctive character landscape types identified in the:

- Cumbria Landscape Character Guidance and Toolkit

- Historic Landscape Character Assessment

- The Arnside and Silverdale AONB Landscape and Seascape Assessment

- Features identified in relevant settlement studies and local evidence

- The Arnside and Silverdale AONB Management Plan

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

- The special qualities of the environment associated with the nationally designated areas of the National Parks and Arnside and Silverdale AONB including their settings;

- The special qualities and local distinctiveness of the area;

- Distinctive settlement character;

- The pattern of distinctive features such as hedges, walls, traditional buildings, woodlands, hay meadows, wetlands, valleys, fells and rivers, and their function as ecological corridors for wildlife;

- The setting of, and views into and from the AONB, the National Parks, conservation areas and individual built/manmade features that contribute to landscape and settlement character such as St Anthony's Tower, Kendal Castle and Devil's Bridge in Kirkby Lonsdale.

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

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

Green Gaps should:

- Contribute to maintaining a settlement's identity, landscape setting and character;

- Comprise predominantly open land maintaining an 'open' aspect;

- Where possible afford recreational and biodiversity opportunities.

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

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

Open space, sport and recreation

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

CS8.3a Accessing open space, sport and recreation

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

Parks	Formal Provision			Informal Provision	
	Parks and Gardens	Provision for Children and	Civic Spaces	Natural/Semi Natural Greenspace	Amenity Greenspaces
Kendal and Ulverston	All residents to be within 1200m of high quality parks and gardens	All residents to be within 750m of at least a LEAP sized, high quality equipped play area	All residents to be within 3200m of high quality civic space provision	All residents to be within 900m natural/semi natural provision	All residents to be within 75om of amenity green space
Grange, Milnthorpe and Kirkby Lonsdale	All residents to be within 1200m of high quality parks and gardens	All residents to be within 750m of at least a LEAP sized, high quality equipped play area	All residents to be within 3200m of high quality civic space provision	All residents to be within 750m of either natural/semi natural or amenity green space provision	
Local Service Centres		All residents to be within 1000m of a high quality casual play provision		All residents to be within 900m of either natural/semi natural or amenity green spce provision	
Other Rural Settlements	All residents to be within 900m of at least one type of open space provision				

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

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

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

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

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

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

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

Area	Cemetries, disused churchyards and other grounds	Civic spaces	Allotments	Playing pitches (football, cricket, rugby, hockey, bowls and tennis)
Kendal	0.32	0.0009	0.57	1.75
Ulverston	0.48	0.03	0.73	1.24
Grange	0.98	0.27	0.12	2.00
Kirkby Lonsdale	0.55	0.02	0.13	3.57
Milnthorpe	0.39	0.05	0.35	3.37

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

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

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

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

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

Biodiversity and geodiversity

9.10   South Lakeland contains a wealth of biodiversity (as shown in the Cumbria Biodiversity Evidence Base) and natural environmental assets and the protection and enhancement of areas designated or otherwise recognised for their biodiversity and geodiversity importance is paramount. Such sites are identified on the proposals map. The monitoring and implementation framework (see Appendix 1) identifies the biodiversity and geodiversity resources in South Lakeland.

Proposals should particularly seek to contribute towards the UK priority habitats and species in South Lakeland, and any additional Cumbria Biodiversity Action Plan (CBAP) species. Development proposals should be accompanied by sufficient information to assess the effects of development on protected sites, species, biodiversity or geology, this should also take into consideration the indirect effects such as an increase in visitors may have, together with any proposed prevention, mitigation or compensation measures. It is also important to protect and enhance those sites, habitats and species that do not enjoy special protection (recognising that previously developed land can have biodiversity and geological value)

Development likely to have an adverse effect on the integrity and conservation objectives of sites of international importance for nature conservation is unlikely to meet the requirements of Habitats Directive and would be unlikely to be considered favourably. As part of the new national biodiversity strategy Biodiversity Action Plans and Opportunities Maps have been developed for the north west. These will be used along with species records, habitat inventories and wildlife designations to develop local opportunity maps and ecological frameworks to identify opportunities for biodiversity gains in South Lakeland.

CS8.4 Biodiversity and geodiversity

All development proposals should:

*   Protect, enhance and restore the biodiversity and geodiversity value of land and buildings;

*   Minimise fragmentation and maximise opportunities for restoration, enhancement and connection of natural habitats (including links to habitats outside South Lakeland); and

*   Incorporate beneficial biodiversity and geodiversity conservation features, including features that will help wildlife to adapt to climate change where appropriate.

Proposals should particularly seek to contribute towards the UK priority habitats and species in South Lakeland, and any additional Cumbria Biodiversity Action Plan species.

Development proposals that would have a direct or indirect adverse effect on nationally, sub-regional, regional and local designated site and non-protected sites that are considered to have geological and biodiversity value, will not be permitted unless:

*   They cannot be located on alternative sites that would cause less or no harm;

*   The benefits of the development clearly outweigh the impacts on the features of the site and the wider network of natural habitats; and

*   Prevention, mitigation and compensation measures are provided.

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

Coastal zone

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

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

CS8.5 Coast

The Core Strategy seeks to:

• Conserve and enhance the coastal and estuarine landscape and cultural heritage;

• Conserve and enhance biodiversity and protect wildlife habitats. Access to the beach and foreshore of Morecambe Bay needs to be controlled to prevent damage to habitats and disturbance, through measures such as restrictions on parking and vehicle access in sensitive areas;

• Ensure that the area's natural resources are managed in a sustainable way;

• Have regard to the possible effect of climate change, such as sea level rise and increased flood and storm events in determining the location of development and approaches to coastal defence;

• Protect the finite resource of the undeveloped coast from unnecessary development;

• Provide for new development, including land-based maritime uses for coastal recreation and tourism;

• Development proposals should make reference to the Morecambe Bay Strategy and the Morecambe Bay European Marine Site Management Scheme and Action Plan. Natural England needs to be involved in these discussions and delivery;

• Provide information to encourage responsible recreation use and help visitors to understand the special features of the protected sites of Morecambe Bay;

• Protect the quality of all water bodies, including coastal and transitional waters;

• Ensure that thorough and effective assessments of drainage impact and flood risks are carried out; that sustainable approaches to drainage management measures are introduced; and that risk to life and property by flooding is reduced;

• Support the strategy for the management/protection of the shoreline as set out in the current Shoreline Management Plan for the North West and North Wales.

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

Historic environment

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

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

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

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

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

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

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

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

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

CS8.6 Historic environment

The Core Strategy supports:

- The safeguarding and, where possible, enhancing of historic environment assets, including their characteristic settings and any attributes that contribute to a sense of local distinctiveness. Such assets include listed buildings and features (both statutory and locally listed), conservation areas, scheduled ancient monuments and registered parks and gardens.

- Seeking the adaptive reuse of redundant or functionally obsolete listed buildings or important buildings within conservation areas, without harming their essential character.

- The preparation of a list of buildings and features of local architectural or historic importance in order to assist in the planning of a prioritised programme of conservation management for such buildings and features.

- The production of conservation area management plans to identify and explain how the Council will seek to preserve and enhance the special interest of such areas.

- Actions that will ensure the proper conservation of all heritage assets, giving particular priority to those identified as being at risk.

- Working with owners of heritage assets to ensure their maintenance and repair accessibility and, where opportunities exist, there use as an educational resource.·

- Consideration of the introduction of tighter controls within conservation areas and other sites or areas of heritage importance by implementing Article 4 (2) Directions to control certain types of permitted development, which, if unchecked, would cause harm to the special character and appearance of such areas.

- The safeguarding and, where possible enhancement of, locally important archaeological sites and features within the historic environment.

Sustainable construction, energy efficiency and renewable energy

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

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

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

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

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

CS8.7 Sustainable construction, energy efficiency and renewable energy

New residential development and conversions will be required to meet the Code for Sustainable Homes as required by building regulations.

These standards require initiatives such as:

- Use of low water volume fittings and grey water systems and rainwater harvesting;

- Orientation to maximise solar gain;

- High levels of insulation;

- Adequate provision for separation and storage of waste for recycling;

- Use of materials from a sustainable local source in new development.

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

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

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

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

Flood risk

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

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

- Zone 1 (low probability);

- Zone 2 (medium probability);

- Zone 3a (high probability); and

- Zone 3b (functional floodplain).

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

CS8.8 Development and flood risk

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

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

- It would not have a significant impact on the capacity of an area to store floodwater;

- Measures required to manage any flood risk can be implemented;

- Surface water is managed in a sustainable way;

- Provision is made for the long term maintenance and management of any flood protection and/or mitigation measures;

- The benefits of the proposal to the community outweigh the flood risk;

- Applications will be considered with regard to South Lakeland District Council's Strategic Flood Risk Assessment.

Minerals and waste

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

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

9.33 The County Council's Minerals and Waste Core Strategy identifies the need for 11.2 hectares for new waste treatment plants to divert waste from landfill and nine new or replacement household recycling centres for Cumbria, some of which will need to be in South Lakeland. This is essential infrastructure. It outlines the need for two Mechanical and Biological Treatment (MBT) plants, one in the south and one in the north of Cumbria, and three transfer stations, one in the north, one in the south and one to serve Eden. The strategic locations for these are Kendal and Barrow-in -Furness in the south, with provision of a MBT or a transfer station in Kendal. The recent Cumbria Minerals and Waste Development Framework Allocations of Land Preferred Options Consultation document suggests the Mechanical and Biological Treatment Plant is more likely as it identifies a site at Kendal Fell Quarry for waste treatment specifically.

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

CS8.9 Minerals and waste

The Council will expect development to:

- Minimise the production of waste and use recycled aggregate/other materials where possible;

- Have good access to recycling facilities and incorporate storage space for recycling collection bins into new houses and businesses where appropriate;

- Consider how easily the development site can be incorporated into the recycling and waste collection rounds and the adequacy of access for the collection vehicles.

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

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

Design

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

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

CS8.10 Design

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

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

Designs that support and enhance local distinctiveness will be encouraged. New developments should protect and enhance key local views and features / characteristics of local importance and incorporate layouts that reinforce specific local distinctiveness.

Section 10 – Health and Wellbeing

CS9 Health and Wellbeing

Social and community infrastructure

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

> **National Policy Context**
>
> **PPS1 Creating Sustainable Communities**
>
> **Circular 05/2005**

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

> **CS9.1 Social and community infrastructure**
>
> The Core Strategy seeks to improve the health and wellbeing of all residents. This will be achieved through:
>
> - Supporting proposals and activities that protect, retain or enhance existing community assets, or lead to the provision of additional assets that improve community wellbeing;
>
> - Supporting the PCT programme for integrated healthcare provision in the District by working with the PCT to identify sites and premises for health care facilities;
>
> - Working with partners to support health and social care service delivery through the Closer to Home initiative;
>
> - Supporting the co-location of community facilities and services and the dual use of facilities;
>
> - Controlling the loss of community facilities;
>
> - Supporting (in principle) proposals for a sports village in Kendal;
>
> - Encouraging more sustainable settlements and communities, with a rich and diverse community life, recognising that facilities such as village/community halls, open spaces, schools, nurseries, places of worship, public houses, sport and recreation facilities, post offices and convenience stores play an important role in the social and cultural infrastructure of a settlement;
>
> - Delivering improvements to foot and cycle paths to support active lifestyles;
>
> - Major development and regeneration schemes should ensure that appropriate social and community infrastructure (including health and cultural facilities) is in place from the onset.
>
> - Tackling air pollution where necessary through Air Quality Management Plans.
>
> - Meeting needs and requirements associated with residential care housing, extra care housing and other types of housing for older people as identified in relevant reports and studies (for example the 2009 Planning4Care Report).

Developer contributions

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

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

10.5 The Council will apply developer contributions in the context of the provisions set out within planning Circular 05/2005. An SPD relating to planning obligations will be produced by the Council in the future.

10.6 In rural locations there is a need to improve accessibility to public / sustainable transport measures. Development should provide a contributions towards improved public / sustainable transport measures or to support initiatives such as Rural Wheels in order to offset the impact of development.

CS9.2 Developer contributions

In accordance with the provisions set out within planning Circular 05/2005, the Council will require new developments to secure improvements which are necessary to make the development acceptable by planning condition or obligations, and these must be phased so as to be in place in accordance with any agreed time frame prior to the occupation of an agreed number of units.

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

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

Physical infrastructure, which could include –

- Transport relating to highways/roads, rail, waterways, bus/other vehicular public transport, cycle, bridleway and pedestrian access and the securing of Travel Plans;

- Waste recycling and management facilities;

- Water facilities;

- Drainage and flood defence/prevention measures;

- Other utilities such as gas, electricity and telecommunications services.

Social/Community infrastructure, which could include –

- Health Care facilities;

- Education including local labour, training initiatives and childcare;

- Community facilities (for example libraries, community centres/village halls, cultural, leisure and religious facilities).

Green infrastructure, which could include –

- Recreation provision (including open space, allotments, play and sport facilities);

- Biodiversity;

- Enhancement of the public realm, including public art, civic space and the historic environment.

Section 11 – Accessing Services

CS10 Accessing services

Accessing services

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

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

CS10.1 Accessing services

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

- Improving bus routes, services and passenger facilities: particularly the key rural bus services that provide the links to Kendal and Ulverston and the neighbouring centres of Lancaster and Barrow;

- Regeneration funding and using developer contributions to ensure that access to employment areas in Kendal and Ulverston by public transport and the highway network are upgraded without impacting adversely on local air quality;

- Supporting improvements to rural accessibility, including extending demand-responsive transport schemes, such as Rural Wheels;

- Improving passenger rail services and facilities;

- Developing joint safety programmes;

- Encouraging park and ride and managing car parking provision;

- Promoting a network of safe cycle and walking routes linking residential areas with employment areas, town and local centres, schools, recreational open space and facilities;

- Supporting delivery of the Mobility Plans for the Key Service Centres, which will identify specific actions to improve continuity of provision in the pedestrian network and therefore accessibility to employment and services;

- Supporting Parish Councils in the development of community projects which allow services to be delivered locally;

- Encouraging the adoption of Work Travel Plans by key agencies and businesses;

- Supporting the provision of coach parking where appropriate;

- Supporting the transfer of freight movements, particularly improvements to the rail freight network (where practicable);

- Supporting essential road infrastructure improvements, including the A590 road links to the M6 to support the economic, tourism and regeneration objectives for the Ulverston and Furness area;

- Protecting the route of the Northern Reaches of the Lancaster Canal and any associated infrastructure to enable its restoration for navigation.

Transport impact of new development

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

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

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

CS10.2 Transport impact of new development

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

- The proposal provides for safe and convenient access on foot, cycle, public and private transport, addressing the needs of all, including those with a disability;

- The proposal is capable of being served by safe access to the highway network without detriment to the amenity or character of the locality;

- The proposal does not involve direct access on to a Principal Route, unless the type of development requires a Principal Route location;

- The expected nature and volume of traffic generated by the proposal could be accommodated by the existing road network without detriment to the amenity or character of the surrounding area, local air quality or highway safety; and·

- If the proposal would have significant transport implications, it is accompanied by a air quality assessment, transport assessment, the coverage and detail of which reflects the scale of development and the extent of the transport implications, and also, a travel plan.

- The proposal incorporates parking standards that are in accordance with any adopted and emerging sub-regional and / or local policy and guidance

- Thresholds identified in national guidance and any new regional and / or local guidance relating to when travel assessments and travel plans are required.

Appendix 1 Monitoring and Implementation Framework

Monitoring Framework

THE ECONOMY

To deliver a step change in the local economy and contribute towards the enhancement of the wider Cumbria economy.

OBJECTIVE	INDICATOR	TARGET
Making provision for a range of types and sizes of employment land to meet local need and promote new business creation across the plan area.	Total amount of additional employment floorspace by type	4 hectares of employment land is allocated per annum between 2010 and 2025, of which 30% should be high quality B1 employment use. Maintain a rolling five-year supply of unconstrained land for each employment land market sector at any one time.
	New business creation rates / vat registrations	Annual increase in number of new businesses created between 2010 and 2025.
	Business survival rates - vat registrations and deregistrations	Annual increase in business survival rates between 2010 and 2025.
	Loss of employment land	No loss of good quality unallocated sites which are currently in employment use.
Working with stakeholders and partners to create a cluster of knowledge-based industries to strengthen the local economy and meet sub-regional economic needs in Kendal.	Total amount of additional employment floorspace by type	Provision of 15 hectares of business / science parks in Ulverston and Kendal between 2010 and 2025.
Ensuring that economic development in areas close to the National Parks benefit not only local residents but also communities within the parks	Average weekly income (District-wide, so as to incorporate the National Park areas)	Annual increase in average weekly income across South Lakeland District.
	Unemployment levels (District wide, so as to incorporate the national park areas)	Less than 1% unemployment across South Lakeland.

	Gross Value Added (GVA) per head (District wide, so as to incorporate the National Park areas)	Annual increase in average weekly income across South Lakeland District.
Enabling opportunities for economic development and regeneration to be brought forward in the Furness Peninsula and develop the area's potential for tourism.	Total amount of additional employment floorspace by type	Accommodation of 12 hectares of employment land in Ulverston between 2010 and 2025
	Development of Ulverston Canal Head and Corridor Area	Production of further planning guidance for the area by 2014.
	Number of visitors to LDF area	Annual increase in the number of visits to the Furness Peninsula.
Supporting diversification of the agricultural and wider rural economy, including allowing small-scale economic development in rural settlements outside Service Centres.	Total amount of additional employment floorspace by type	Provision of 12 hectares of local employment sites in the network of Local Service Centres, and 6 hectares of land across the other rural settlements.
	Unemployment levels	Less than 1% unemployment across South Lakeland.
Promoting the vitality and viability of town and local centres, through addressing obstacles to growth (such as town centre congestion in Kendal) and working with partners to reduce vacancy levels.	Amount of new floorspace located in identified town centres	At least 80% of new A1 floorspace to be located in identified centres by 2025.
	Amount of vacant floorspace in the primary shopping areas (ground floor)	Vacancies to be maintained at less than 10% by 2025 across the network of centres.
Supporting the development of further and higher education in the district, in particular the University of Cumbria and Kendal College and the provision of training and life-long learning.	Number of courses offered	Between 2010 and 2025 to increase the number of courses offered.
	Number of full time/part time students	Between 2010 and 2025 to increase the number of full and part time students at further and higher education establishments in Cumbria.
	Percentage of local population with qualifications	Between 2010 and 2025 to increase the proportion of local residents with academic qualifications.

OBJECTIVE	INDICATOR	TARGET
Developing stronger relationships between local businesses and local education establishments.	Number of vocational courses offered	Between 2010 and 2025 to increase the number of courses offered.
Using developer contributions to support sustainable employee travel to and from work and also to provide recruitment and training to ensure that the benefits of economic development are targeted at local residents.	Completions monitoring	Between 2010 and 2025 to increase the amount of Work Travel Plans.
	Completions monitoring	Consistent achievement of development contributions on major schemes.
Supporting the development of the low carbon economy.	Amount of energy generated from renewable sources	Annual increase in the amount of energy generated from renewable sources.

HOUSING

To achieve a balanced housing market by:

OBJECTIVE	INDICATOR	TARGET
Securing the provision of a range of housing types and sizes to meet the needs of all sectors of the community;	Net additional dwellings broken down in accordance with the settlement hierarchy in CS1.2	400 per annum, broken down by settlement hierarchy in accordance with CS1.2.
	Net additional pitches (Gypsies and Travellers)	To accord with emerging target
	Housing Quality	Achieved in line with national targets for Life Homes Standards
Ensuring that the scale and type of housing in the Furness Peninsula helps to support regeneration in Barrow in Furness;	Net additional dwellings broken down in accordance with the settlement hierarchy in CS1 .2	400 per annum, broken down by settlement hierarchy in accordance with CS1 .2.

Ensuring that housing developments are required to make provision for an element of affordable housing;	Gross affordable housing completions	Affordable housing delivered in accordance with targets in area strategies.
Continuing to work with partners to maximise the provision of publicly-funded affordable housing;	Number of rural exception sites	Increase in the number of rural exception sites delivered annually between 2010 and 2025.
Optimising the sustainability of the housing stock;	New and converted dwellings on previously developed land	At least 28% of new dwellings to be built on previously developed land and buildings.
	Density of dwellings per hectare for all housing developments	On average, at least 30 dwellings per hectares to be delivered on housing schemes.
	Code for Sustainable Homes	Achieved in line with national targets for Code for Sustainable Homes
Requiring new developments to respect and be sympathetic to the character of the locality, enhance the existing built environment and create a "sense of place".	Production of design guidance and development briefs	Design guidance and / or development briefs to be produced in relation to major development schemes.
	Building for Life Standards	Major allocations assessed against building for life standards to achieve a very good standard.

PROTECTING THE ENVIRONMENT

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

OBJECTIVE	INDICATOR	TARGET
Helping to mitigate against and adapt to the cause and impacts of climate change;	Code for Sustainable Homes	Achieved in line with national targets for Code for Sustainable Homes
	BREAM	New commercial buildings of more than 1 000sqm to meet a very good standard rising to an excellent standard by 2013.
	Amount of energy generated from renewable sources	Annual increase in the amount of energy generated from renewable sources.
Promoting prudent use of resources, minimising the generation of waste, promoting recycling and mitigating against the effects of air, water and soil pollution, noise, smells and fumes, and making adequate provision for contamination mitigation;	Permissions granted contrary to Environment Agency advice	Zero.
	Volume of household waste collected and recycled	Annual increase in amount of household waste recycled.
Minimising the risk of flooding;	Permissions granted contrary to Environment Agency advice	Zero.
Reviewing green gaps between individual settlements in order to ensure that they are kept distinct and maintain their individual character;	Extent of green gap coverage	Zero reduction in extent of green gaps allocated in the Allocations of Land DPD.
Limiting development in rural settlements outside Service Centres.	Net additional dwellings broken down in accordance with the settlement hierarchy in CS1 .2	400 per annum, broken down by settlement hierarchy in accordance with CS1 .2.

Providing a coordinated network of green infrastructure;	Total area designated Sites of Special Scientific Interest (SSSI)	No reduction in the area designated as SSSI.
	Amount of open space, sport and recreation provision	Achievement of open space quantity standards in CS8.3a and CS8.3b.
	Quality of open space, sport and recreation provision	Increase in the proportion of sites achieving the quality benchmark (as assessed through the open space study).
	Ecological classification of rivers and waterways	"Good" or better.
Ensuring that new development both safeguards and enhances the natural and built environment, notably the international designations within the area such as Morecambe Bay;	Permissions granted contrary to the advice of the statutory environment bodies	Zero.
Protect the historic environment from harmful change, including listed buildings, buildings of local importance, conservation areas, scheduled ancient monuments and historic parks and gardens;	Local listings	Preparation of a list of buildings and features of local architectural and historical importance.
	Conservation Area Appraisals and Management Plans	Production of a series of Conservation Area Appraisals and Management Plans.
Increase the resilience of ecosystem services by protecting against harm to biodiversity and taking opportunities to enhance and create ecologically-diverse habitats in all locations.	Change in areas of biodiversity importance	Annual increase

ACCESSING SERVICES

To improve accessibility to services by:

OBJECTIVE	INDICATOR	TARGET
Concentrating development in the Principal Service Centres of Kendal and Ulverston, then in the other Key Service Centres of Grange over Sands, Kirkby Lonsdale and Milnthorpe, followed by a number of designated Local Service Centres throughout the rural hinterland;	Net additional dwellings broken down in accordance with the settlement hierarchy in CS 1.2	400 per annum , broken down by settlement hierarchy in accordance with CS1 .2
Working with partners to improve sustainable rural transport and maintain rural services, including between Local Service Centres and their rural hinterland and also links to nearby centres outside the District, such as Barrow and Carnforth;	Number and frequency of rural bus services	Annual increase in number and frequency of services.
Focusing the majority of new development in locations that are accessible by a variety of modes of transport, particularly public transport, walking and cycling;	Amount of new residential development within 30 mins public transport time of Key Services	95%.
	Amount of new residential development within 2km walking distance and 5km cycling distance of Key Services	70%.
Improving access across the district by supporting the development and enhancement of an integrated transport network, including footpaths and cycleways;	Extent of cycling and walking routes	Annual increase.
Supporting improvements to rural accessibility and lobbying to improve broadband access in rural areas;	Number and frequency of demand responsive rural bus services	Annual increase in number and frequency of services.

Supporting essential road infrastructure improvements to accommodate development, most notably the A590 between the Principal Service Centres of Kendal and Ulverston;	Road safety	Annual decrease in number of road accidents.
Considering the development of park-and-ride / park-and-stride sites and provision of improved coach parking in Kendal;	Project implementation	Implementation of schemes in Kendal by 2015.
Working with local communities to improve local services - supporting emerging Local Area Partnerships in order to deliver more tailored services at the neighbourhood level;	Establishment of Local Area Partnerships	Implementation of Local Area Partnerships across SLDC by 2012.
Delivering an Access to Services Programme in partnership with other organisations.	Programme implementation	Implementation of a Programme by 2012.

HEALTH AND WELLBEING

To improve health and wellbeing for all by:

OBJECTIVE	INDICATOR	TARGET
Ensuring that all development is sustainable and makes prudent use of resources, so as not to compromise the wellbeing of future generations;	Code for Sustainable Homes	Achieved in line with national targets for Code for Sustainable Homes
	BREAM	New commercial buildings of more than 1 000sqm to meet a very good standard and an excellent standard by 2013.
	Amount of energy generated from renewable sources	Annual increase in the amount of energy generated from renewable sources.
Providing incentives for young people who have left the area to return - namely skilled jobs, training opportunities and a good spread of housing that meets their needs;	Average weekly income	Annual increase in average weekly income.
	Percentage of local population with qualifications	Between 2010 and 2025 to increase the proportion of local residents with academic qualifications.
	Net additional dwellings broken down in accordance with the settlement hierarchy in CS1 .2	400 per annum broken down by settlement hierarchy in accordance with CS1 .2.
	Demographics	Increased proportion of young people by end of plan period.
Protecting and enhancing existing social and community infrastructure - such as education, health, cultural and leisure facilities - to improve community wellbeing in line with an understanding of predicted future needs and current gaps in infrastructure;	Satisfaction surveys / overall & general satisfaction with the area	Increasing levels of satisfaction with the area.

Working with partners to deliver sport and recreation schemes, developing community facilities such as multi use games areas for young people and creating opportunities for healthier lifestyles;	Number of sport and recreation facilities within the plan area	Increased level of provision per 1000 population.
Supporting the Kendal Sports Village Project and the development of local sport facilities as a legacy of the 2012 Olympics;	Project delivery	Delivering of Kendal Sports Village project by 2012. Increase number of local sport facilities per 1000 population.
Working with partners to develop and deliver health and wellbeing initiatives, including working with the PCT to identify new sites for integrated health facilities;	Site identification	Identification of sites for integrated health facilities in Allocations of Land DPD.
Working with partners to reduce the perception of anti-social behaviour and supporting projects including Together We Can / Street Safe;	Perception of crime	Reduction in perception of crime.
Support independent living for older and disabled people, including giving grants and assistance to adapt people's homes;	Grant provision	Amount and value of grants provided for home adoption.
	Housing Quality	Achieved in line with national targets for Code for Sustainable Homes
Enhancing green infrastructure, and providing a comprehensive network of high quality open spaces such as parks and gardens, natural green spaces and allotments.	Amount of open space, sport and recreation provision	Achievement of open space quantity standards in CS8.3a and CS8.3b.
	Quality of open space, sport and recreation provision	Increase in the proportion of sites achieving the quality benchmark (as assessed through the open space study).

1.0 Implementation Plan

1.1   This section outlines how the Core Strategy policies will be implemented.

2.0 Infrastructure Constraints

2.1   A key factor in the delivery of the Core Strategy policies is the provision of vital infrastructure required for new development. Infrastructure providers have indicated a range of constraints in the area. A standalone report (Infrastructure Requirements Report) has been prepared to summarise work undertaken to understand key infrastructure issues and challenges and to inform the implementation of the Core Strategy. This forms part of the submission documentation for the Core Strategy. Due to the length of this document, it is not included in its entirety within this appendix. However, the following bullet points represent a summary of the key conclusions:

- Initial findings have not identified any 'showstoppers' at a strategic level in terms of significant barriers to the new development that cannot be overcome.

- There is however a need to enhance local provision and ensure future infrastructure improvements is timed appropriately.

- There are particular local issues regarding the following:

  o Existing problems with sewer network at Kendal, Kentrigg Walk and Burneside, Steeles Row (capacity problems resulting in overflowing of sewer and flooding). Works have recently been completed to remove deposits that were blocking the system at Kentrigg Walk. Monitoring of the situation will now take place in order to see whether the system can take any additional capacity.

  o Potential overloading on the sewerage network in number of locations from potential new development resulting in potential flood risk (issue relates to the combined effect of surface water and foul water entering the sewerage system, if just foul water is discharged into the system the scale of overloading would be reduced but not removed).

  o Potential need for existing schools and GP surgeries across the district to expand their facilities (increase size and range of facilities). This is due to two factors either because they are currently oversubscribed or simply as a result of anticipated levels of growth. However, it is not considered that any major scale expansion would be necessary in view of projected levels of growth and what this will mean for demographics i.e. expected numbers of persons aged 0-15 years by 2026 across the district will be very similar to current figures.

- Difficulties in enhancing current public transport provision on offer particularly in rural areas, more innovative means of offering sustainable transport alternatives to the car are required particularly in rural areas, there is continued need to enhance pedestrian and cycle access to services and facilities across the district.70

- The greatest need for investment in meeting infrastructure requirements will occur within the five Key Service Centres where highest levels of growth in development is proposed. In rural areas, changing solutions and behaviour may be all that is required to accommodate need generated by new growth.

- There is inference that many infrastructure providers are reactive rather than proactive when it comes to planning of infrastructure. One reason for this relates to the fact that providers wait for funding for a project, only when the problem has occurred and often the timescales for delivery of funding may not necessarily run in parallel with local authority spatial plan development led programmes. A further issue, of identifying future infrastructure

requirements associated with new development, is that providers do not usually know what is required until the scheme/proposal has been submitted.

2.2 The delivery of necessary infrastructure requirements associated with existing and future needs will be provided through a combination of different service providers existing and future capital programmes supplemented by developer contributions where necessary. Site specific requirements for infrastructure will be included within the Allocations of Land DPD.

2.3 The Council will use the South Lakeland LDF Annual Monitoring Report produced each year to review and update information relating to infrastructure requirements and to monitor the effectiveness of the delivery of infrastructure. It is anticipated that a more comprehensive and detailed Infrastructure Requirements Report will be prepared which will include costs and identify infrastructure deficits and solutions to help inform the implementation of the Core Strategy.

3.0 Implementation Plan

3.1 The table below shows how particular policies in the Core Strategy will be implemented and which agencies contribute towards this. In many cases the detailed implementation of the policies will be in the Allocations of Land DPD. In some instances it is proposed that Supplementary Planning Documents will be written to provide more detailed implementation guidance of these policies. However, in many other cases the delivery depends on integrated working with other agencies and partnerships. The Council is actively involved in many key delivery partnerships with the South Lakeland Local Strategic Partnership and the Cumbria Local Area Agreement that bring together services to work in a co-ordinated way.

POLICY	IMPLEMENTATION MECHANISM	RESPONSIBLE AGENCIES
CS1.1 Sustainable Development Principles	- Allocations DPD - Development Management Decisions - Local Transport Plan - Contaminated Land Surveys - Surveys / Assessments (such as Flood Risk Assesments) - Identifying Air Quality Management Zones - Infrastructure Provision - Consultation - AONB Management Plan and Action Plan	- South Lakeland District Council (SLDC) - Cumbria County Council (CCC) - Landowners / Developers - Utility and Infrastructure Providers - Statutory and Non Statutory - Consultation Bodies - Local Strategic Partnership (LSP)
CS1.2 The Development Strategy	- Allocations of Land DPD - Development Management Decisions - Infrastructure Provision - Compulsory Purchase - Consultation	- SLDC - CCC - Utility and Infrastructure Providers - Statutory and Non Statutory - Consultation Bodies

POLICY	IMPLEMENTATION MECHANISM	RESPONSIBLE AGENCIES
		• Landowners / Developers • LSP
CS2 Kendal Area Strategy	• Kendal Canal Head Area Action Plan (AAP) • Allocations DPD • Development Management Decisions • Infrastructure Provision • Air Quality Management Plans • Surveys / Assessments (such as Housing Market Assessment) • Grants • Action Plans (Economic Regeneration, Biodiversity) • Development Briefs / Supplementary Planning Document (SPD) • Consultation	• SLDC • CCC • Landowners / Developers • Utility and Infrastructure Providers • Statutory and Non Statutory • Consultation Bodies • Kendal College • Registered Social Landlord (RSLs) • Network Rail • Kendal Town Council • Kendal Futures Board • North West Development Agency (NWDA) • LSP
CS3.1 Ulverston and Furness Area Strategy	• Allocations DPD • Development Management Decisions • Infrastructure Provision • Surveys / Assessments (such as Housing Market Assessment) • Grants • Action Plans (Economic Regeneration, Biodiversity etc) • Development Briefs / SPD • Consultation	• SLDC • CCC • Landowners / Developers • Utility and Infrastructure Providers • Statutory and Non Statutory • Consultation Bodies • RSLs • Network Rail • UlverstonTown Council • Furness Enterprise • NWDA • LSP
CS3.2 Ulverston Canal Head	• Development Brief / SPD • Development Management Decisions • Infrastructure Provision	• SLDC • CCC • Landowners / Developers • Utility and Infrastructure

POLICY	IMPLEMENTATION MECHANISM	RESPONSIBLE AGENCIES
	• Grants • Consultation	Providers • Statutory and Non Statutory Consultation Bodies • RSLs • Network Rail • UlverstonTown Council • Furness Enterprise • NWDA • LSP
CS4 Cartmel Peninsula Strategy	• Allocations DPD • Development Management Decisions • Infrastructure Provision • Surveys / Assessments (Parish Plans, Village Design Statements) • Action Plans • Grants (Heritage Lottery Fund etc) • Consultation • Shoreline Management Plans • Conservation Area Appraisals	• SLDC • CCC • Landowners / Developers • Utility and Infrastructure Providers • Statutory and Non Statutory Consultation Bodies • RSLs • Town and Parish Councils
CS5 The East (including Milnthorpe and Kirkby Lonsdale	• Allocations DPD • Development Management Decisions • Infrastructure Provision • Surveys / Assessments (Parish Plans, Village Design Statements) • Action Plans • Grants (Heritage Lottery Fund etc) • Consultation • Shoreline Management Plans • Conservation Area Appraisals • AONB Management Plan and • Action Plan	• SLDC • CCC • Landowners / Developers • Utility and Infrastructure Providers • Statutory and Non Statutory Consultation Bodies • RSLs • Town and Parish • Councils • AONB Committee
CS6.1 Meeting the Housing Requirement	• Allocations DPD • Development Management Decisions • Housing Trajectory / Annual Monitoring Report	• SLDC • CCC • Landowners / Developers

POLICY	IMPLEMENTATION MECHANISM	RESPONSIBLE AGENCIES
	• Strategic Housing Land Availability Assessment • Provision of Adequate Infrastructure • Compulsory Purchase • Grants • Strategic Housing Market Assessment • Potential for forum with house builders	• Utility and Infrastructure Providers • Statutory and Non Statutory Consultation Bodies • LSP • Homes and Community Agency (H CA) • RSLs • Town and Parish Councils
CS6.2 Dwelling Mix and Type	• Allocations DPD • Development Management Decisions • Strategic Housing Market Assessment • Local Housing Needs Surveys • Grants • Local studies and reports such as the 2009 Planning4Care report to be used to inform decision making regarding meeting older persons housing needs	• SLDC • CCC • Landowners / Developers • Utility and Infrastructure Providers • Statutory and Non Statutory Consultation Bodies • LSP • HCA • RSLs • Town and Parish Councils
CS6.3 Provision of Affordable Housing	• Allocations DPD • SLDC Housing Strategy • LAA • Development Management Decisions • HCA funding • Housing Needs Assessments • Grants / bids for funding • Developer Contributions	• Private developers • RSLs • SLDC • CCC • Landowners / Developers • Utility and Infrastructure Providers • HCA • Town and Parish Councils
CS6.4 Rural Exception Policy	• Allocations DPD • Development Management Decisions • Consultation (Proactive engagement with local communities) • Local Housing Needs Assessments • Community Land Trusts	• SLDC • CCC • Landowners / Developers • Utility and Infrastructure Providers • LSP • HCA

POLICY	IMPLEMENTATION MECHANISM	RESPONSIBLE AGENCIES
		• RSLs • Town and Parish Councils
CS6.5a and b Accommodation for Gypsies and Travellers and Travelling Showpeople	• Allocations of Land DPD • Development Management Decisions • Gypsy and Travellers Assessment • Consultation	• SLDC • CCC • Landowners / Developers • Utility and Infrastructure Providers • Gypsies and Travellers
CS6.6 Making effective and efficient use of land and buildings	• Local Housing and Empty Homes Strategy • Compulsory Purchase • Village Design Statements	• SLDC • CCC • Landowners / Developers • Utility and Infrastructure Providers • Town and Parish Councils
CS7.1 Meeting the employment requirements	• Employment Land and Premises Review • Assessment of Economic and Employment Need • Allocations of Land DPD • Provision of Infrastructure • SLDC Economic Strategy • Development Management Decisions • Development Briefs	• SLDC • CCC • Landowners / Developers • Utility and Infrastructure Providers • Statutory and Non Statutory Consultation Bodies • LSP • Town and Parish Councils
CS7.2 Type of employment land required and sectoral split	• Employment Land and Premises Review • Assessment of Economic and Employment Need • Allocations of Land DPD • Provision of Infrastructure • SLDC Economic Strategy • Development Management Decisions • Addressing Constraints • Development Briefs	• SLDC • CCC • Landowners / Developers • Utility and Infrastructure Providers • Statutory and Non Statutory Consultation Bodies • LSP • Town and Parish Councils
CS7.3 Education and Skills	• Schools reorganization programme • Allocations of Land DPD	• Cumbria University • Kendal College

POLICY	IMPLEMENTATION MECHANISM	RESPONSIBLE AGENCIES
	• Development Management • Developer Contributions	• Local Education Authority (LEA) • Schools • Local Businesses
CS7.4 Rural economy	• Allocations of Land DPD • Development Management Decisions • Assessment of Rural Economic Needs • Grants	• SLDC • CCC • Landowners / Developers • Utility and Infrastructure Providers • Statutory and Non Statutory Consultation Bodies • LSP • Town and Parish Councils
CS7.5 Town centre and retail strategy	• Annual Retail Health checks • Assessment of Retail Needs and Capacity • Allocations of Land DPD • Development Management Decisions • Improvements to the Built Environment • Town Centre and Car Parking Management • Joint Working with Businesses and Organisations	• SLDC • CCC • Landowners / Developers • Utility and Infrastructure Providers • Local Businesses • LSP • Town and Parish Councils
CS7.6 Tourism	• Tourism Strategy • Assessment of Tourism Needs and Opportunities • Provision of Infrastructure	• SLDC • CCC • Cumbria Tourism • Lake District Peninsula Tourism Partnership • Utility and Infrastructure Providers • Local Businesses
CS7.7 Opportunities of energy and the low carbon economy	• Assessment of Local Feasibility and Potential for Renewable and Low Carbon Technologies • Allocations DPD • Development Management Decisions / Developer Contributions	• SLDC • Landowners / Developers • Local Energy Providers • Regional / Local Climate Change Partnership • Energy Saving Trust

POLICY	IMPLEMENTATION MECHANISM	RESPONSIBLE AGENCIES
CS8.1 Green Infrastructure	- Allocations DPD - Development Management Decisions - Assessments of Local Open Space, Sport and Recreation Needs - Comprehensive Audit of Open Space - Rights of Way Improvement Plan	- SLDC - CCC - Landowners / Developers
CS8.2 Protection and Enhancement of Landscape and Settlement Character	- Allocations DPD - Development Management Decisions - AONB Management Plan and Action Plan - Landscape Character Assessments	- SLDC - CCC - Landowners / Developers - AONB Partnership
CS8.3 Open Space, Sport and Recreation	- Allocations DPD - Development Management Decisions and Developer Contributions - Assessment of Open Space, Sport and Recreation Facilities	- SLDC - CCC Landowners / Developers
CS8.3 Biodiversity and Geodiversity	- Allocations DPD - Development Management Decisions - Biodiversity Action Plan - Protected Species Surveys - Appropriate Assessment /Environmental Assessments - Ecological Network Maps - Designation of County Wildlife Sites and Local Nature Reserves	- SLDC - CCC - Landowners / Developers - Cumbria Wildlife Trust - Cumbria Biodiversity Partnership - LSP
CS8.5 Coastal Zone	- Allocations of Land DPD - Development Management Decisions - Coastal Management Plans - Shoreline Management Plans - Infrastructure Provision - Working with Morecambe Bay Partnership	- SLDC - CCC - Environment Agency - Landowners / Developers - Morecambe Bay Partnership
CS8.6 Historic Environment	- Allocations DPD - Development Management Decisions - Conservation Area Appraisals and Management Plans	- SLDC - Civic Societies - LSP - English Heritage

POLICY	IMPLEMENTATION MECHANISM	RESPONSIBLE AGENCIES
	• Design Guide / Village Design Statements / Parish Plans • Conservation Area Powers, Article 4 (2) Directions, Urgent Works and Repair Notices • Local Listings • Grants	• Landowners / Developers
CS8.7 Sustainable construction, energy efficiency and renewable energy	• Allocations DPD • Development Management Decisions • Code for Sustainable Homes Assessment • BREAM • Design and Access Statements • Grants • Building Regulations	• SLDC • Landowners / / Developers • Central Government • Code for Sustainable Homes Assessors
CS8.8 Flood Risk	• Allocations DPD • Development Management Decisions • Strategic Flood Risk Assessments • Flood Risk Assessments • Flood Defences	• SLDC • Environment Agency • Landowners / Developers • United Utilities
CS8.9 Minerals and Waste	• Allocations DPD • Development Management Decisions • Waste Management Strategy	• SLDC • CCC • Landowners / Developers
CS8.10 Design	• Allocations DPD • Development Management Decisions • Planning and Design Guidance	• SLDC • CCC • Landowners / Developers
CS9.1 Social and Community Infrastructure	• Allocations DPD • Development Management Decisions • Provision of Adequate Infrastructure • Closer to Home Initiative • Schools For the Future Programme	• SLDC • CCC • Utility and Infrastructure Providers • Primary Care Trust (PCT) • LEA
CS9.2 Developer contributions	• Development Management	• SLDC

POLICY	IMPLEMENTATION MECHANISM	RESPONSIBLE AGENCIES
	• Decisions / Developer Contributions • Infrastructure Planning • Viability Assessment	• CCC • Landowners / Developers
CS10.1 Accessing Services	• Developer Contributions • Regeneration Funding • Joint Safety Programmes • Mobility Plans • Work Travel Plans • Local Transport Plan	• SLDC • CCC • Landowners / • Developers
CS10.2 Transport Impact of New Development	• Allocations of Land DPD • Development Management • Decisions and Developer • Contributions • Transport Assessments / Travel • Plans • Consultation	• SLDC • CCC • Landowners / • Developers • Highways Agency

4.0 Implementing Policy CS6.1 – Meeting the Housing Requirement / CS6.6 Making Effective and Efficient Use of Land and Buildings

4.1 Policy CS6.1 states that 8800 dwellings will be built between 2003 and 2025.

4.2 In the first instance, it is anticipated that the housing target will be realised through the delivery of allocated sites (in the Allocations of Land DPD) and favourable consideration of small sites identified as being deliverable / developable in the Strategic Housing Land Availability Assessment.

4.3 In accordance with CS6.1, and in the interests of managing housing supply, the number of dwellings that will be permissible across the settlement hierarchy will be phased over three periods (2009-14, 2014-19, 2019-25). The housing trajectory (see– overleaf) shows the rate of housing provision over the periods that will be planned in order to deliver the overall requirement of 8,800 homes by 2025.

TRAJECTORY METHODOLOGY

The housing trajectory covers the period 2003 to 2025. This incorporates the former RSS time period (2003 –2021) plus an additional 4 years to cover the requirement for a 15- year supply from proposed date of adoption (2010).

The trajectory is derived from the requirements in CS6.1 and the associated Housing Split 2003-2025 table (replicated below).

HOUSING SPLIT 2003 - 2025

Settlement	Housing Target 2003-2025	Growth share %	Built since 2003	Total Projected Dwellings 2009-2014	Revised Requirement 2009 - 2025	Total Requirement 2009-2014	Total Requirement 2014-2019	Total Requirement 2019-2025	Total	DELIVERABLE SITES SHLAA Category 1	DEVELOPABLE SITES SHLAA Category 2 plus Other Studies	ALL SITES less Revised Requirement 2009-2025
Kendal	**3080**	35	366	478	2714	848	848	1018	**3080**	1334	1613	**233**
Ulverston	**1760**	20	290	115	1470	312	532	625	**1760**	684	1107	**321**
All Principal Service Centres	**4840**	**55**	**656**	**593**	**4184**	**1161**	**1381**	**1643**	**4840**	**2018**	**2720**	**554**
All Key Service Centres	**1144**	**13**	**138**	**123**	**1006**	**314**	**314**	**377**	**1144**	**921**	**2366**	**2281**
All Local Service Centres	**1848**	**21**	**310**	**148**	**1538**	**481**	**481**	**577**	**1848**	**872**	**5245**	**4579**
All Other Areas	**968**	**11**	**201**	**100**	**767**	**240**	**240**	**288**	**968**	**208**	**645**	**86**
Total	**8800**	**100**	**1305**	**964**	**7495**	**2195**	**2415**	**2885**	**8800**	**4019**	**10976**	**7500**

The trajectory table and graph below and overleaf records actual completions for the period 2003 to 2009. From 2009 the trajectory shows the total requirement to meet the target of 8800 dwellings to 2025. The total requirement will be met from a combination of completions from existing permissions, proposed allocations, and other identified small schemes and windfall sites.

WORKINGS FOR HOUSING TRAJECTORY
Data derived from Housing Split 2003-2025

	completed	Total Requirement					TARGET	Manage	Total
		PSC	KSC	LSC	OTHER	Total			
2003-2004	221					221	400	400.00	221
2004-2005	232					232	400	408.52	453
2005-2006	303					303	400	417.35	756
2006-2007	238					238	400	423.37	994
2007-2008	156					156	400	433.67	1150
2008-2009	155					155	400	450.00	1305
2009-2010		232	63	96	48	439.07	400	468.44	1744
2010-2011		232	63	96	48	439.07	400	470.40	2183
2011-2012		232	63	96	48	439.07	400	472.63	2622
2012-2013		232	63	96	48	439.07	400	475.21	3061
2013-2014		232	63	96	48	439.07	400	478.23	3500
2014-2015		276	63	96	48	483.08	400	481.78	3983
2015-2016		276	63	96	48	483.08	400	481.65	4467
2016-2017		276	63	96	48	483.08	400	481.50	4950
2017-2018		276	63	96	48	483.08	400	481.30	5433
2018-2019		276	63	96	48	483.08	400	481.04	5916
2019-2020		274	63	96	48	480.71	400	480.71	6396
2020-2021		274	63	96	48	480.71	400	480.70	6877
2021-2022		274	63	96	48	480.71	400	480.70	7358
2022-2023		274	63	96	48	480.71	400	480.70	7839
2023-2024		274	63	96	48	480.71	400	480.70	8319
2024-2025		274	63	96	48	480.71	400	480.68	8800
totals	1305	4184	1006	1538	767	8800	8800		
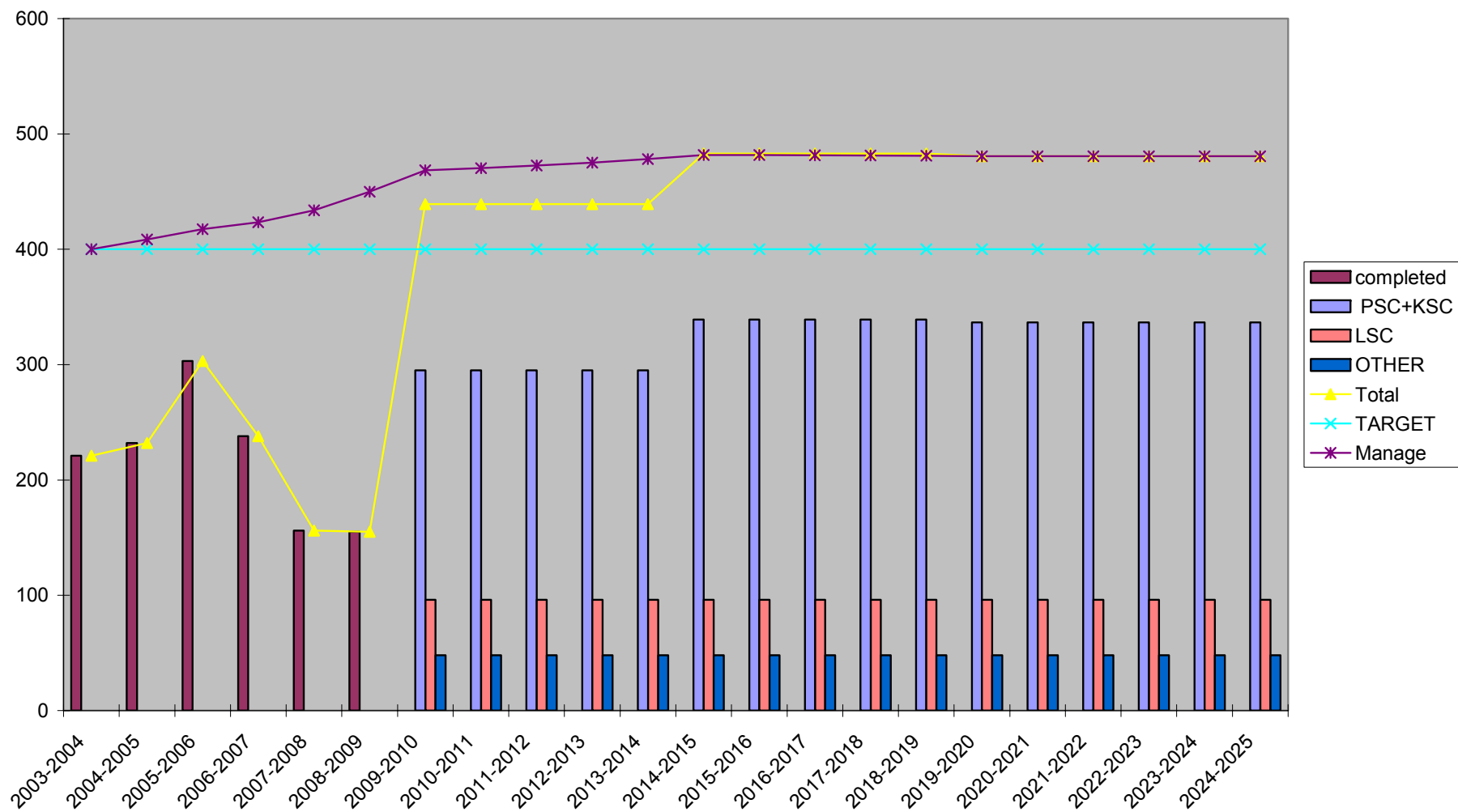
4.5   Allocations of new residential developments will initially be placed into one of the three phasing periods, based on factors such as their comparative suitability and extent of development constraints.

4.6   Actual housing delivery performance will be measured against the rates set out in policy CS6.1 and the associated housing trajectory. Performance will be measured both at the district wide level and across the different settlement hierarchy levels (Kendal, Ulverston, Key Service Centres, Local Service Centres and other areas).

4.7   The management of delivery will be reviewed annually in the Council's Housing Land Position Statement report and the Annual Monitoring Report.

5.0   Identifying obstacles and constraints to housing delivery

5.1   Where actual performance, compared with the rates set out in policy CS6.1 and the housing trajectory is within the acceptable range of **10 percent**, and future performance is still expected to achieve the rates set out in the trajectory, no specific management actions will be needed.

5.2   Circumstances that are likely to result in the need for specific management actions relating to housing land targets are likely to have been caused either by:

- Inability to identify a five year supply of deliverable sites resulting in a potential undersupply situation

- Allocations forming part of the identified five year supply of deliverable sites not progressing or coming forward as anticipated resulting in a potential undersupply situation

- A high number of windfall sites coming forward resulting in a potential oversupply

6.0   Management scenarios

6.1 **Undersupply**
    Where undersupply is reached (i.e. where performance is running 10% below expected rate) the Council will:

- Bring forward allocated sites and the use of small-identified sites identified as forming part of a later period into an earlier phase. It will be important to ensure that PDL targets are also met; priority will be therefore be given to the bringing forward of brownfield sites.

6.2 **Oversupply**
    Where oversupply is reached (i.e. where performance is running 10% above expected rate) the Council will:

- Place controls in the short term reducing flow of sites by allowing grant of only new planning permissions on housing developments, which meet specific local need or wider policy objectives.

- Place controls on the release of allocated sites in that period.

- Place controls on the release of windfall sites, unless fundamentally required to meet local need or wider policy objectives including the achievement of targets for development on previously developed land.

6.3	Where evidence through the SHMA suggests significant change relating to housing need across the district this will be taken into consideration in decisions regarding the management of housing land supply in the future.

## 7.0	Implementing Policy CS6.3 – Provision of Affordable Housing

7.1	This appendix also sets out the following additional policy guidance in relation to policy CS6.3.

- Definition of Affordable Housing

- Affordable Housing Requirement

- Affordable Housing Application Process

- Format for Assessing Viability

### 7.2.0	Affordable Housing

7.2.1	'Local connection' is defined as:

- The intended household has, immediately prior to such approval, been continuously resident in the locality for three years; or
- The intended household has, immediately prior to such approval, been permanently employed or has a firm permanent job offer in the locality. Permanent employment will be taken to include contracts for a minimum of one year's continuous employment, and the self-employed, on provision of evidence of a viable business; or
- They are currently in the Armed Forces, in prison, in hospital or similar accommodation whose location is beyond their control, and immediately before moving to this type of accommodation they lived in the locality for at least three years; or
- Former residents (who previously lived in the locality for a period of at least three years) who wish to return to the locality having completed a post-secondary (tertiary) education course within the past three years; or
- They need to live in the locality either because they are ill and/or need support from a relative who lives in the, or because they need to give support to a relative who is ill and/or needs support who lives in the locality. Proof of illness and/or need of support will be required from a medical doctor or relevant statutory support agency; or
- They previously lived in the locality for most of their lives and left the locality less than ten years ago ("Most of the applicant's life" will be interpreted as over half of the applicant's life up to the point that they left the locality, or a continuous period of twenty years up to the point they left the locality); or
- They lived continuously in the locality for two years or more prior to being accepted as homeless under the Homelessness Act 2003 and placed in any form of temporary accommodation outside of the locality for up to a maximum of two years
- They spent at least ten years of their school education in the locality but who left the locality over ten years ago.

7.2.2	If no persons are forthcoming from the above definition, following the reasonable marketing of the property through a local estate agent (evidence of marketing to be supplied by the applicant and approved by the District Council's Property Services Manager) for a period of 3 months (one month for rented properties), then the local

connection qualification will be extended to people who meet the above criteria in relation to the South Lakeland District.

7.2.3 'Locality' is defined as the local area partnership area, as defined by the Council (see Table 1 below), where the proposed affordable housing is to be constructed. In the case of Kendal the locality will also include the Upper Kent and South Westmorland local area partnership areas. For settlements outside of the Service Centres priority will be given to eligible applicants who live or work within the immediate parish.

Local Area Partnership Area	Parishes
Lakes	Lakes, Windermere, Skelwith.
High Furness	Coniston, Torver, Satterthwaite, Claife, Hawkshead, Duddon, Kirkby Ireleth, Colton, Lowick, Blawith & Subberthwaite, Egton with Newlands, Mansriggs, Osmotherley.
Ulverston & Low Furness	Aldingham, Pennington, Urswick, Ulverston
Grange & Cartmel	Haverthwaite, Lower Allithwaite, Lower Holker, Grange-over-Sands, Broughton East, Upper Allithwaite, Staveley-in-Cartmel.
South Westmorland	Burton-in-Kendal, Hincaster, Holme, Lupton, Hutton Roof, Arnside, Beetham, Preston Patrick, Preston Richard, Sedgwick, Stainton, Natland, Milnthorpe, Heversham, Crosthwaite & Lyth, Witherslack, Meathop & Ulpha, Helsington, Levens, Crook, Underbarrow & Bradleyfield .
Sedbergh & Kirkby Lonsdale	Kirkby Lonsdale, Mansergh, Casterton, Barbon, Middleton, Dent, Garsdale, Sedbergh, Killington, Firbank.
Upper Kent	Longsleddale, Fawcett Forest, Whitwell & Selside, Whinfell, Docker, Lambrigg, Grayrigg, New Hutton, Old Hutton & Holmescales, Burneside, Skelsmergh & Scalthwaiterigg, Kentmere, Staveley -with-Ings.
Kendal	Kendal

7.2.4 **Notes**
- Affordable housing must provide for households in housing need, with a local connection, as evidenced in local surveys.
- Levels of affordability will be calculated with reference to those households in housing need who are unable to afford open market prices, as evidenced in local surveys, having taken into account their income and capital compared to local house prices and rents.
- The Council prefers affordable housing to be delivered through Registered Social Landlords, but will consider alternative mechanisms (including private

developers and community bodies), provided these are subject to adequate measures to control affordability and occupancy in perpetuity.

- Any exceptions to the definitions above will be reported individually to Planning Committee for consideration. Any necessary amendments to, or clarification of, the definitions will be considered and approved by the Planning Portfolio Holder Advisory Group, after consultation with the Housing Provision Advisory Group. These will be published on the Council's website.

7.2.5 Definitions of Affordable Housing:

Affordable housing includes social rented and intermediate housing, provided to specified eligible households whose needs are not met by the market. Affordable housing should:
- Meet the needs of eligible households including availability at a cost low enough for them to afford, determined with regard to local incomes and local house prices.
- Include provision for the home to remain at an affordable price for future eligible households or, if these restrictions are lifted, for the subsidy to be recycled for alternative affordable housing provision.

Social Rented Housing is:

Rented housing owned and managed by local authorities and Registered Social Landlords, for which guideline target rents are determined through the national rent regime. The proposals set out in the Three Year Review of Rent Restructuring (July 2004) were implemented as policy in April 2006. It may also include rented housing owned or managed by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with the Homes and Communities Agency as a condition of grant.

Intermediate Affordable Housing is:

Housing at prices and rents above those of social rent, but below market price or rents, and which meet the criteria set out above. These can include shared equity products (for example Homebuy), other low cost homes for sale and intermediate rent.

Housing Need is:

Someone who does not have available to them and could not afford to acquire or rent a home suitable to their needs at normal market prices or rents prevailing in the locality, and
- Needs to move from accommodation which is unfit/in disrepair, shared, temporary or overcrowded, or
- Needs to be housed as a result of leaving tied accommodation, or
- Is an older person or disabled and need to move to more suitable accommodation due to medical conditions, or
- Needs to move due to special circumstances (as determined by South Lakeland District Council's Housing Allocation Policy).

7.3.0   Affordable Housing Requirement

Developers will be required to provide affordable housing on sites of 3 or more dwellings (nine or more in the Key Service Centres). The calculated contribution will be used to make the required number of homes on-site affordable. Once the total contribution is calculated the subsidy can be used in a flexible way to meet local needs. Hence this may be used to provide affordable housing for sale or rent or a combination of both. If an element of social rent is required the Council will assist the developer in seeking funding assistance from the Homes and Communities Agency. If shared ownership were to be proposed, i.e. where a rent is also payable, the contribution would need to be 145

increased in order to provide a lower affordable price to account for the additional cost to the purchaser. This will need to be negotiated with the Council and will depend upon the rent proposed. The details will need to be agreed with the Council. Examples are shown below.

The Council will review the figures below annually. This will take into account local income and house prices changes and additional evidence of housing need. The figures in the table below were derived from a combination of these factors.

Affordable Housing Requirement

Table 1

Property type (Minimum sizes in brackets)	Affordable Housing Contribution	Social Rent Contribution
1 bed flats (40 sq. m)	OMV less £70,000	TSC x 50%*
2 bed flats (50 sq. m)	OMV less £80,000	TSC x 50%*
2 bed houses/bungalows (65 sq. m)	OMV less £95,000	TSC x 50%*
3 bed houses (75 sq. m)	OMV less £110,000	TSC x 50%*

* Estimate - will vary according to the total scheme costs
OMV = open market value. This will be determined by an independent chartered surveyor
TSC = total scheme costs. This will be verified by a Registered Social Landlord.

In order to calculate the affordable housing contribution developers must first agree the affordable housing property type mix with the Council. The Council's Strategic Housing and Enabling Team Leader can give advice based on evidence of need.

Examples of Affordable Housing Requirements

Example 1 – Affordable Discounted For Sale (ADS) only (SLDC52)

Scheme of 40 homes – 35% must be affordable, i.e. 14 homes. The 14 affordable homes are made up of 7 x 2 bed houses and 7 x 3 bed houses. The open market value of the 2 bed houses is £150,000 and £170,000 for the 3 bed houses.

The total financial contribution is calculated as follows:

Open market value (2-bed houses)	150,000
Less	95,000
	55,000
Multiplied by 7 (number of 2-bed houses)	X 7
Sub-total A	385,000
Open market value (3-bed houses)	170,000
Less	110,000
	60,000
Multiplied by 7 (number of 3-bed houses)	X 7
Sub-total B	420,000
Total contribution (A+B)	£805,000

Once the affordable housing contribution is calculated the developer and the Council must agree how this is to be applied to devise the affordable housing prices. The most simple way would be to use the Affordable Housing Contribution figures in Table 1, so using Example 1 above the 146

affordable prices would be £95,000 for the 2 bed houses and £110,000 for the 3 bed houses. However, there is flexibility to apply the total contribution in different ways to take account of local needs, for example using the Example 1 shown above:

To provide 4 x 2 bed houses at 30% discount, i.e. 4 x £45,000 (30% of the OMV of £150,000) = £180,000
+ 3 x 2 bed houses at 45% discount, i.e. 3 x £67,500 (60% of the OMV of £150,000) = £202,500
+ 4 x 3 bed houses at 30% discount, i.e. 7 x £51,000 (30% of the OMV of £170,000) = £204,000
+ 3 x 3 bed houses at 42.84% discount, i.e. 3 x £72,833 (42.84% of the OMV of £170,000) = £218,500

Hence the affordable prices would be:

Type	Open Market Value	Discount	Affordable Prices
2 bed house	£150,000	30% (£45,000)	£105,000
2 bed house	£150,000	45% (£67,500)	£82,500
3 bed house	£170,000	30% (£51,000)	£119,000
3 bed house	£170,000	42.84% (£72,833)	£97,167

Example 2 – Mix of Affordable Discounted for Sale and Social Rent

Scheme of 40 homes – 35% must be affordable, i.e. 14 homes. The 14 affordable homes are made up of 7 x 2 bed houses and 7 x 3 bed houses. The open market value of the 2 bed houses is £150,000 and £170,000 for the 3 bed houses. Three of the 2 bed houses must be for social rent – the TSC of each one is £150,000.

The total financial contribution is calculated as follows:

Open market value (2-bed houses) ADS	150,000
Less	95,000
	55,000
Multiplied by 4 (number of 2-bed houses)	X 4
Sub-total A	220,000
Open market value (3-bed houses) ADS	170,000
Less	110,000
	60,000
Multiplied by 7 (number of 3-bed houses)	X 7
Sub-total B	420,000
Open market value (2-bed houses) Social Rent	150,000
Multiplied by 50%	75,000
Multiplied by 3 (number of 2-bed houses)	X 3
Sub-total C	225,000
Total contribution (A+B+C)	£865,000

The difference in the contribution between examples 1 and 2 is £60,000. This represents the additional cost of delivering some social rented housing. Hence a bid could be made to the Homes and Communities Agency (HCA) for this funding. If this is not forthcoming and alternative funding is not available the Council will either:

1.   Seek the full affordable housing provision through low cost home ownership; or
2.   Reducing the overall number of affordable homes required in order to make the development of a proportion of social rented homes viable. In the example above the £60,000 shortfall would be addressed by removing one of the 3 bed homes from the affordable requirement as this equates to a £60,000 contribution.

7.4.2 Number of Affordable Homes Required

Table 2 indicates the number of affordable homes required, as calculated by rounding the percentage requirements to the nearest whole number.

For further information contact: the Strategic Housing and Enabling Officer on 01539 717455 (housingstrategy@southlakeland.gov.uk)

7.4.3 Affordable Housing Requirements

The following table indicates the number of affordable dwellings which will be required (where necessary to conform to policies within the Core Strategy),
as calculated by rounding the percentage requirement to the nearest whole number.

Homes proposed	Affordable homes required (35%)
3	1
4	1
5	2
6	2
7	2
8	3
9	3
10	3
11	4
12	4
13	5
14	5
15	5
16	6
17	6
18	6
19	7
20	7
21	7
22	8
23	8
24	8
25	9
26	9
27	9
28	10
29	10
30	10
31	11
32	11
33	12
34	12
35	12
36	13
37	13
38	13
39	14
40	14

Homes proposed	Affordable homes required (35%)
41	14
42	15
43	15
44	15
45	16
46	16
47	16
48	17
49	17
50	17
51	18
52	18
53	19
54	19
55	19
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87	30
88	31
89	31
90	31
91	32
92	32

Homes proposed	Affordable homes required (35%)
93	33
94	33
95	33
96	34
97	34
98	34
99	35
100	35

7.5.0   Affordable Housing Application Process

These guidance notes aim to supplement the Council's existing "Guidance Notes for Prospective Developers for Affordable Housing for Local People", "Guidance Note for Vendors, Solicitors, Surveyors etc. Re-Sales of Houses/Flats Subject to s106 Agreement" and "Low Cost Home Ownership in South Lakeland" leaflet. The notes relate to private rented affordable, discounted sale and shared equity/ownership schemes. The process forms part of the s106 agreement used to regulate such schemes.

7.5.1   Initial Sales/Lets - New Housing Schemes (Non-Housing Corporation Funded)

1. The housing developer must advise the Council (Affordable Housing Officer) when scheme is ready to be allocated (if a large scheme this may be done in several phases), giving a minimum of ten working days notice.

2. The Affordable Housing Officer will then arrange, within a further ten working days, to send details (by way of a standard form) to the developer in order for this information to be included in an advert.

3. The developer will then arrange to advertise this (at the developer's expense) as they would any other property (but stating the affordable housing details and eligibility criteria), inviting applications* from the date of the first advert. *(Applicants must complete the Council's standard form and return this to the Affordable Housing Officer)* No applications will be accepted before this date. Adverts should include a closing date for applications as agreed with the Council. No applications received after this date will be considered.

4. The Affordable Housing Officer will assess all applications (those that have completed the Council's standard form) received within the above period of time and then provide lists of approved applicants to the housing developer This will be provided within fifteen working days of the closing date.

5. The Affordable Housing Officer will write to all applicants after the closing date to advise them as to whether they qualify. This will clearly state the process for allocation of the homes. It should also warn the applicant that there could be more applicants than homes available.

6. The housing developer will then allocate the affordable homes to those applicants in a position to proceed with the purchase of the home on the basis of approved list. Private landlords will be able to undertake their usual checks before allocating a tenancy (minimum twelve months assured shorthold) and can reject an approved applicant subject to agreement with the Council provided the explanation provided is reasonable.

7. The housing developer will be required to give the Affordable Housing Officer an update of the Council's approved list following sale/letting of the homes in order that the Council can check that approved applicants were sold/let the affordable homes and also to see which sales/lets may have fallen through.

7.5.2 Re-Sales/Re-lets (Non-Homes and Communities Agency Funded)

1. Private landlords must inform the Council when a tenancy is due to end.

2. Applicants must complete the Council's standard form and return this to the Affordable Housing Officer . The form must state what properties (specific addresses) they are applying for.

3. The Affordable Housing Officer will assess each application and write to the applicant, within ten working days, to inform them as to whether they qualify for the properties they applied for. This will state that the approval will last only six months.

4. No general area approvals will be given.

5. Vendors can only sell a property once they have obtained proof that the Council has approved the prospective purchaser and that this is still valid, i.e. is less than six months ago. Similarly private landlords can only re-let the property once they have obtained proof that the Council has approved the prospective tenant and that this is still valid, i.e. is less than six months ago. They will be required to give the Council the name of the person to whom they eventually sell/let the property and the price/rent involved.

6. Private landlords will be able to undertake their usual checks before allocating a tenancy (minimum twelve months assured shorthold) and can reject an approved applicant subject to agreement with the Council provided the explanation provided is reasonable.

7. Applicants will be advised that they must advise the Council (Affordable Housing Officer) in writing if their circumstances change between getting approval and completing purchase/tenancy for the property and that legal action may be taken against the purchaser if they fail to advise the Council.

7.5.3 Eligibility

1. Applicants must satisfy the local connection and housing need qualification in the s106 agreement as well as immigration status criteria (as defined by the Council's Housing Allocation Scheme).

2. For new low cost home ownership, applicant's income and capital will be assessed (proof will be required). Applicant's gross income will be multiplied by a factor of 3.5 (2.9 for joint applicants) and added to their capital. To qualify for affordable properties, which must be suitable to their needs, the total must be less than the entry-level property price for the relevant housing market area (as shown as lower quartile prices in the Council's Strategic Housing Market Assessment, however households able to afford the open market price of an affordable property, using the calculation above, will not quality, see note below). In the case of re-sales where the affordable price is more than the entry-level price the total must be no more than the affordable price of the property applied for.

3. For new private rented affordable properties and re-lets, applicants will only qualify if 25% of their total gross weekly or monthly income is less than the affordable rent for a property type suitable to their needs.

4. The affordable home must be suitable to their needs, i.e. single person (under fifty five years) – one or two bedroom flat; couple (under fifty five years) – one or two bedroom flat or house; single person (over fifty five years) – one or two bedroom flat or bungalow; couple (over fifty five years) – one or two bedroom flat or bungalow; family with one child – two or three bedroom flat or house; family with two children – two or three bedroom house; family with three or

more children – three or four bedroom house. If no appropriate applicants are forthcoming (in terms of property suitability) the Council may allow some discretion to the developer or it may ask the developer to re-advertise the properties.

Applicants can appeal against the Council's decision by writing to the Corporate Director (Communities).

Note: In some cases there may be housing schemes with similar properties being sold at different affordable housing prices. In such cases applicants will be eligible for the prices suited to their financial circumstances.

7.5.4   Housing Corporation Funded Schemes (New-Build Homebuy)

The following applies to both initial sales and re-sales:
1. All applicants must register with the Homebuy Agent (in Cumbria this is Riverside Housing Association)

2. The Homebuy Agent will check whether applicants meet the general eligibility criteria set by the Homes and Communities Agency.

3. Once properties are ready to be sold/re-sold the housing association who retains the share of the equity will contact the Homebuy Agent and provide the relevant details. The Homebuy Agent will provide a list of applicants to the housing association in accordance with the eligibility criteria.

4. The period from the housing association contacting the Homebuy Agent to the Homebuy Agent providing the approved list to the housing association will be completed within four working days.

5. The housing association will then arrange to sell the properties to eligible applicants. The housing association will be responsible for ensuring applicants meet the eligibility criteria set within s106 agreements.

6. The housing association will provide details to the Council of approved applicants upon request.

For further information contact:
Affordable   Housing   Officer   on   01539   7173333 (housingstrategy@southlakeland.gov.uk)

7.6.0   <u>Format for Assessing the Viability of Sites for Affordable Housing</u>

7.6.1   Background

NPS North West Ltd advises South Lakeland District Council on the viability of proposals from applicants wishing to develop sites within the South Lakeland District, which include an element of affordable housing provision.

Where applicants wish to demonstrate that a site is not viable at the level of affordability required by the Council, they must provide suitably detailed viability analyses to support their claim. The Council has a duty to examine the specifics of each case.

NPS will inspect the site, research local land and property values, assess the information provided by the applicant as regards cost and value, discuss and negotiate variations with the applicant as applicable, and report to the Council on the viability of the

proposal relative to levels of affordability criteria set by the Council and answer any queries arising from the report, by attendance at any SLDC forum as required.

7.6.2 **Fee:** In addition to the standard planning application fee the applicant is required to pay a fixed fee for the viability assessment - currently this is £320 + VAT per application

7.6.3 **Please note**
The above fee does not include any element for investigating ground conditions or abnormal site costs or availability of utilities and other services.
The above fee does not include any element for advising upon those matters more usually covered by consultation with statutory and/or representative bodies.
Where any or all of the above matters are relevant to the Viability Assessment the Applicant will be expected to provide such information from a professionally qualified source (supported by a certificate of neutrality as relevant) at his/her own expense. Where such additional information is relevant, necessary and supplied in the correct and certified format then NPS NW Ltd will expect to be able to rely upon it without further enquiry.

The commencement of any individual case will be triggered by a formal request in writing to NPS NW Ltd from the relevant Planning Officer.

NPS NW Ltd will not divulge any confidential information provided by any applicant to any third party other than representatives of the Council. SLDC will decide what information can be released where such information is requested under the Freedom of Information Act.

7.6.4 **Requirement**
Applicants will be required to submit all detailed workings, where reasonable, to justify the various components of the Viability Analysis to enable the Council to assess the viability of each individual scheme.

8.0 Implementing Policy CS7.2 - Type of Employment Land Required and Sectoral Split

Kendal

8.1 Policy CS7.2 requires 9 ha of employment land to be provided as a Strategic Employment Site(s) in Kendal.

8.2 The South Lakeland Employment land and Premises Study, (December 2005) suggests that a sequential spatial hierarchy be applied in seeking employment sites in Kendal, including strategic employment sites:

- Kendal Town Centre;
- Kendal Urban Area
- Urban Extension to Kendal
- South Kendal Corridor and around Junction 36 of the M6
- Surrounding area.

8.3 In meeting the need for a Strategic Employment Site(s) in Kendal, in accordance with this sequential approach, it is anticipated that this will be met through the allocation of one or more suitable sites within or adjoining Kendal. Evidence of employment land capacity in Kendal at March 2009 indicates that this is achievable. If however as a result of further evidence and consultation in preparing the Allocations of Land document, it becomes clear there are not enough suitable sites in or adjoining Kendal, then the Council will adopt a sequential approach and consider other freestanding strategic employment site opportunities in the corridor between Kendal and the M6.

8.4 In assessing potential Strategic employment sites the Council will take account of the following criteria, which seek to ensure that sites:
1. include a mix of use classes B1 b and c and ancillary B1a, B2 and B8 (general uses)
2. provide good connections to principal routes as indicated in the Key Diagram (A590/A591/M6);
3. where possible, be accessible, or made accessible, by walking, cycling and public transport from relevant principal, key and local service centres in the vicinity;
4. be capable of development within the plan period, having regard to the condition and availability of the land, infrastructure capacity, market considerations and environmental capacity
5. do not cause any detrimental impact on the town centre transport network

8.5 The District Council will require the preparation of a master plan for strategic employment sites to indicate how these criteria and other relevant Development Plan policies are to be met, including the need for good design and structural landscaping.

Ulverston

8.6 Policy CS7.2 requires 6ha of employment land to be provided as a Strategic Employment Site(s) in Ulverston.

8.7 Based on advice in the South Lakeland Employment land and Premises Study, (December 2005) the following sequential spatial hierarchy will be applied in seeking employment sites in Ulverston, including strategic employment sites:

- Ulverston Town Centre;
- Ulverston Urban Area
- Urban Extension to Ulverston
- Surrounding area

8.8 In meeting the need for a Strategic Employment Site(s) in Ulverston, in accordance with this sequential approach, it is anticipated that this will be met through the allocation of one or more suitable sites within or adjoining Ulverston. Evidence of employment land capacity in Ulverston at March 2009 indicates that this is achievable. If however as a result of further evidence and consultation in preparing the Allocations of Land document, it becomes clear there are not enough suitable sites in or adjoining Ulverston, then the Council will adopt a sequential approach and consider other freestanding strategic employment site opportunities in the area surrounding Ulverston.

8.9 In assessing potential Strategic employment sites the Council will take account of the following criteria, which seek to ensure that sites:
1. include a mix of use classes B1 b and c and ancillary B1a, B2 and B8 (general uses)
2. provide good connections to principal routes as indicated in the Key Diagram (A590)
3. where possible, be accessible or can be made accessible by walking, cycling and public transport from relevant principal, key and local service centres;
4. be capable of development within the plan period, having regard to the condition and availability of the land, infrastructure capacity, market considerations and environmental capacity
5. do not cause any detrimental impact on the town centre transport network

The District Council will require a master plan to be prepared for strategic employment sites to indicate how these criteria and other relevant Development Plan policies are to be met, including the need for good design and structural landscaping.

9.0   CS8.4 South Lakeland Biodiversity and Geodiversity Resources

9.1   The areas and features within South Lakeland which are formally identified as being of national and international importance are:

- Areas of outstanding natural beauty – Arnside and Silversdale
- Ramsar sites and / or special areas of conservation and special protection areas – Duddon Estuary; Duddon Mosses; Morecambe Bay; Morecambe Bay Pavements; River Kent and Roundsea Wood and Mosses
- National Nature Reserves; Sites of Special Scientific Interest; statutorily protected wildlife species; limestone pavement protected by orders; nationally important archaeological sites whether scheduled or not; registered parks and gardens of historical interested; and listed buildings.

9.2   Wildlife, geological, geomorphological, landscape and historic environment areas and features which are of particular County importance, or which make a contribution to biodiversity and geological conservation include:

- Local Nature Reserves
- Local sites (there are County Wildlife Sites and Regionally Important Geological and Geomorphological Sites);
- Species and habitats listed as principal importance for the conservation of biodiversity in the UK (Section 74 of the CROW Act 2000)
- UK list of priority habitats and species
- Cumbria Biodiversity Action Plan specifies and additional species of conservation importance for the North West Region that occur within Cumbria (to be reviewed)
- Cumbria Geodiversity Action Plan sites
- Listed buildings, Conservation Areas and their settings; the setting on the Lake District, and Yorkshire Dales National Parks, of the Areas of Outstanding Natural Beauty, of Registered Historic Parks and Gardens and of Scheduled Ancient Monuments;
- Distinctive landscape types identified in the Cumbria Landscape Character Guidance and Toolkit, Historic Landscape Character Assessment, Arnside and Silverdale AONB Landscape and Seascape Assessment, features identified in relevant settlement studies and local evidence and the Arnside and Silverdale AONB Management Plan which relate to landscape features of major importance for wildlife that are essential for migration, dispersal and genetic exchange and which encourage the protection, conservation and expansion of the general ecological fabric;
- Lakes, tarns and rivers

Appendix 2 Local Plan Policies Replaced by the Core Strategy

Policies in the South Lakeland Local Plan and Cumbria Joint Structure Plan Replaced by the Core Strategy

1.0 Introduction

1.1 This appendix sets out those saved and extended Local Plan and Structure Plan policies, which are replaced by the South Lakeland Core Strategy.
- A - South Lakeland Local Plan
- B - Cumbria and Lakeland District Joint Structure Plan

Those policies not replaced by the Core Strategy remain part of the Development Plan for South Lakeland outside the National Parks.

1.2 A. South Lakeland Local Plan Policies

1.2.1 The South Lakeland Local Plan was adopted in September 1997 and alterations to it were adopted in March 2006. Under the 2004 Planning and Compulsory Purchase Act, Local Plan policies adopted when the Act came into force in September 2004 were automatically saved for three years, or, if adopted after September 2004, saved for three years from the date of adoption. On this basis, South Lakeland Local Plan policies were automatically saved for an initial three years as follows:

- Policies adopted in September 1997 were saved until September 2007
- Altered policies adopted in March 2006 were saved until March 2009

1.2.2 As these policies approached their expiry date, following a request from the District Council, the Secretary of State confirmed that

- All saved Local Plan policies which had been adopted in 1997 were extended beyond September 2007, except for policies R3, C4,C17 & Tr6
- All saved Local Plan Alteration policies were extended beyond March 2009

1.2.3 The tables below set out those saved and extended Local Plan and Alteration policies, which are replaced by Core Strategy policies.

Local Plan Policies Partly Replaced by the Core Strategy

1.2.4 With regard to Local Plan policy H5 this policy will only in part be replaced by the Core Strategy as its contains spatial elements that will be replaced by other DPDs, notably the Allocations of Land DPD.

1.2.5 Core Strategy policy CS1.2 proposed the removal of settlement boundaries in settlements not classified as Principal, Key or Local Service Centres. As a consequence the boundaries of the following settlements listed in policy H5 will be removed once the Core Strategy is adopted: Ackenthwaite, Barbon, Bardsea, Baycliff, Beetham, Brigsteer, Carr Bank, Casterton, Endmoor (Low Park), Gatebeck, Gleaston, Heversham, Hutton Roof, Leasgill, Leece, Loppergarth, Newbiggin, Old Hutton, Old Hutton (Middleshaw), Old Hutton (Bridge End), Ravenstown, Scales, Sedgwick, Slackhead and Stainton-with-Adgarley. For all other settlements listed in policy H5 the boundaries will be saved until replaced by the Allocations of Land DPD.

1.2.6 With regard to Local Plan policy C2 this policy will only in part be replaced by the Core Strategy as it contains spatial elements that will be replaced by other DPDs,

notably the Allocations of Land DPD. Core Strategy policy CS8.2 sets out the approach to protecting and enhancing landscape and settlement character, including the retention of green gaps based on fulfilling specific criteria. These criteria in CS8.2 replace those previously contained within Local Plan Policy C2. The existing Local Plan Green Gap designations are considered to be protected by Core Strategy policy CS8.2 (fulfilling, as they do, at least some of its criteria). Thus their designation will be maintained pending review through the Allocations of Land DPD.

Replaced Local Plan Policy *(Altered policies in italics)*	Replacement LDF Core Strategy Policy	Explanation and Comment on Replacement of Local Plan policy
Housing		
H1 Provision of Housing Land	CS 1.1, CS 1.2	CS 1.2 and supporting text explains how Service Centres are identified in the Core Strategy. CS1.1 sets out the sustainable development principles to govern future development
H3 Priorities for site location	CS 1.1, CS1.2 and CS6.1	CS1.1, CS1.2 and CS6.1 provide an updated basis for allocating housing sites and the consideration of proposals on unallocated sites
H5 Settlements suitable for growth	CS1.2	CS1.2 sets out a settlement hierarchy and related levels of development. As explained in para 1.2.3, this policy will only in part be replaced by CS1.2. This policy will no longer apply to those settlements listed in para 1.2.3. For all other settlements listed in H5 the boundaries will be saved until replaced by the Allocations of Land DPD
H6 Development outside settlements suitable for growth	CS1.2	CS1.2 sets out the approach to development in areas outside identified Service Centres
H7 Housing for local need	CS6.3	CS6.3 incorporates a rural exceptions site policy
H8 Affordable housing	CS6.3	CS6.3 sets out new policy on affordable housing requirements
H8a Construction and adaptation of dwellings for people with special needs	CS 6.2	CS6.2 sets out policy in regard to providing dwellings suitable for the elderly, infirmed and disabled
Employment		
E7 New employment development in rural areas	CS7.4	CS7.4 sets out policy in regard to the rural economy
E8 Conversion and re-use of buildings *(for employment purposes)*	CS7.4	CS7.4 sets out policy in regard to the rural economy
Retail		
R6 Retail development in minor shopping centres	CS7.5	CS7.5 sets out criteria to assess retail proposals in minor shopping centres
Tourism		
T1 Hotel development within	CS 7.6	CS7.6 sets out approach to tourism

Replaced Local Plan Policy (Altered policies in italics)	Replacement LDF Core Strategy Policy	Explanation and Comment on Replacement of Local Plan policy
development boundaries		development
T3 Self-catering accommodation within development boundaries	CS7.6	CS7.6 sets out approach to tourism development
T10 Visitor facilities and attractions	CS1.2, CS7.6	CS1.2 sets the strategic framework for new visitor facilities and attractions. CS7.6 sets out detailed approach to tourism development
Environment and Conservation		
C1 Arnside-Silverdale Area of Outstanding Natural Beauty	CS5, CS8.2	CS8.2 sets out the approach to protecting and enhancing landscape and settlement character, including provisions for the AONB
C2 "Green gaps"	CS8.2	CS8.2 sets out the approach to protecting and enhancing landscape and settlement character. Green gaps to be reviewed through the Allocations of Land DPD. The existing local plan green gap designations are considered to be protected by Core Strategy policy CS8.2 (fulfilling, as they do, at least some of its criteria). Thus their designation will be maintained pending review through the Allocations of Land DPD
C8 Sites of regional or local nature conservation importance	CS8.4	CS8.4 sets out policy for biodiversity and geodiversity and effect on regional or local sites
C9 Landscape features of major nature conservation importance	CS8.2	CS8.2 sets out policy for protecting and enhancing of landscape and settlement character
C10 Protected species	CS8.4	CS8.4 sets out policy for biodiversity and geodiversity and effect on regional or local sites
C12 Coastal development	CS8.5	CS8.5 establishes the approach towards coastal areas
C13 Buildings of historic interest	CS8.6	CS8.6 sets out the approach towards the historic environment
C14 "Heritage" properties viewed by the public	CS8.6	CS8.6 sets out the approach towards the historic environment
C22 Flood risk	CS8.8	CS8.8 sets out a policy framework for flood risk
C25 Renewable energy	CS8.7	CS8.7 sets out a policy framework for renewable energy
Leisure and Recreation		
L1 Playing fields and recreational facilities	CS8.3a, CS8.3b	CS8.3a and CS8.3b sets out a policy framework for open space, sport and recreation facilities
L2 Allotments	CS8.3a, CS8.3b	CS8.3a and CS8.3b sets out a policy framework for open space, sport and recreation facilities
L3 Provision of new facilities	CS8.3a, CS8.3b	CS8.3a and CS8.3b sets out a policy framework for open space, sport and

Replaced Local Plan Policy *(Altered policies in italics)*	Replacement LDF Core Strategy Policy	Explanation and Comment on Replacement of Local Plan policy
		recreation facilities
Transport		
Tr1 Development likely to impact on trunk roads	CS10.1, CS10.2	CS10.1 and CS10.2 set out a strategic framework for improving accessibility and managing the transport impact of new development
Tr3 Traffic management	CS10.1, CS10.2	CS10.1 and CS10.2 set out a strategic framework for improving accessibility and managing the transport impact of new development
Tr4 Traffic calming	CS10.1, CS10.2	CS10.1 and CS10.2 set out a strategic framework for improving accessibility and managing the transport impact of new development
Tr7 Opportunities for pedestrians	CS10.1, CS10.2	CS10.1 and CS10.2 set out a strategic framework for improving accessibility and managing the transport impact of new development
Tr8 Opportunities for cyclists	CS10.1, CS10.2	CS10.1 and CS10.2 set out a strategic framework for improving accessibility and managing the transport impact of new development
Tr10 Travel plans	CS10.1, CS10.2	CS10.1 and CS10.2 set out a strategic framework for improving accessibility and managing the transport impact of new development
Standards for New Development		
S1 Planning obligations and planning briefs	CS9.2	CS9.2 covers developer contributions
S5 Open space	CS8.3a, CS8.3b	CS8.3a and CS8.3b sets out a policy framework for open space, sport and recreation facilities
S6 Children's play space	CS8.3a, CS8.3b	CS8.3a and CS8.3b sets out a policy framework for open space, sport and recreation facilities
S7 Road provision and design	CS10.1, CS10.2	CS10.1 and CS10.2 set out a strategic framework for improving accessibility and managing the transport impact of new development
S8 Footpath provision and design	CS10.1, CS10.2	CS10.1 and CS10.2 set out a strategic framework for improving accessibility and managing the transport impact of new development
S9 Cycleways	CS10.1, CS10.2	CS10.1 and CS10.2 set out a strategic framework for improving accessibility and managing the transport impact of new development
S11 Provision for disabled people	CS10.1, CS10.2	CS10.1 and CS10.2 set out a strategic framework for improving accessibility and managing the transport impact of new development

Replaced Local Plan Policy (Altered policies in italics)	Replacement LDF Core Strategy Policy	Explanation and Comment on Replacement of Local Plan policy
S17 Energy conservation	CS8.7	CS8.7 sets out a policy framework for renewable energy

1.3.0 B. Saved and Extended Structure Plan Policies

1.3.1 The Cumbria and Lake District Joint Structure Plan 2001-2016 was adopted in April 2006, and its policies were saved for three years under the Planning and Compulsory Purchase Act 2004.

1.3.2 The North West Regional Spatial Strategy (RSS), published on 30 September 2008, replaced thirty-five saved Structure Plan policies, but extended eighteen policies. The RSS was revoked by the Secretary of State on 11 July 2010.

1.3.3 The table below sets out those saved and extended Structure Plan policies, which are to be replaced by Core Strategy policies:

Saved and Extended Structure Plan Policy	Proposed Replacement LDF Core Strategy Policy	Explanation and Comment on Replacement or Retention of Structure Plan policy
ST5 New Development in Key Service Centres Outside the Lake District National Park	CS1.2	Policy CS1.2 sets out a development strategy and settlement hierarchy.
EM14 Development of Employment Land for Other Purposes	CS7.1 and CS7.2.	Policies CS 7.1 and CS 7.2 set out detailed policy on the allocation of employment land.
H19 Affordable Housing Outside the Lake District National Park	CS6.3, CS6.4	Policies CS6.3 and CS 6.4 set out a policy framework for affordable housing.
E37 Landscape Character	CS8.2	Policy CS8.2 sets out policy regarding protection and enhancement of landscape and settlement character
E38 Historic Environment	CS8.6	Policy CS8.6 sets out policy on the historic environment

Appendix 3 Glossary

Adoption - The final confirmation of a development plan or Local Development Document status by a Local Planning Authority (LPA).

Affordable Housing - Housing, whether for rent, shared ownership or outright purchase, provided at a cost considered affordable in relation to incomes that are average or below average, or in relation to the price of general market housing.

Aggregates - Sand, gravel, crushed rock and other bulk materials used by the construction industry.

Agriculture - Defined by Section 336(1) of the Town and Country Planning Act 1990 as including: horticulture, fruit growing, seed growing, dairy farming, the breeding and keeping of livestock (including any creature kept for the production of food, wool, skins or furs, or the purpose of its use in the farming of land), the use of land as grazing land, meadow land, osier land, market gardens and nursery grounds, and the use of land for woodlands where that use is ancillary to the farming of land for other agricultural purposes.

Allocated Land - Land identified in a development plan as appropriate for a specific land use.

Ancient Monument - A structure regarded by the Secretary of State for Culture, Media, and Sport as being of national importance by virtue of its historic, architectural, traditional or archaeological interest. Scheduled Ancient Monuments are listed in a schedule compiled under the requirements of Section 1 of the Ancient Monuments and Archaeological Areas Act, 1979.

Ancient Woodland - An area of woodland which has had a continuous cover of native trees and plants since at least 1600 AD, neither having been cleared nor extensively replanted since then. This date is adopted as marking the time when plantation forestry began to be widely adopted and when evidence in map form began to become available.

Annual Monitoring Report (AMR) - A report submitted to the government by Local Planning Authorities assessing progress with and the effectiveness of a Local Development Framework.

Area Action Plan (AAP) - A type of Development Plan Document focused upon a specific location or an area subject to conservation or significant change (for example major regeneration).

B1, B2 and B8 uses - The B1 use class comprises a) offices (other than banks, building societies, estate agents, employment agencies and similar businesses where services are provided principally to members of the public), b) research and development and c) light industry; the B2 use class covers general industry and the B8 use class covers storage and distribution.

Brownfield Land (previously-developed land) - Land which 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 developed land. Previously-developed land may occur in both built-up and rural settings. The definition includes defence buildings and land used for mineral extraction and waste disposal where provision for restoration has not been made through planning condition or legal agreement. Domestic gardens are not classified as previously developed land.

Contaminated Land - Land that has been polluted or harmed in some way making it unfit for safe development and usage unless cleaned.

Community Strategy - A strategy prepared by a local authority to improve local quality of life and aspirations, under the Local Government Act 2000. This is now replaced by sustainable community strategy

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

Curtilage - The area normally within the boundaries of a property surrounding the main building and used in connection with it.

Department of Communities and Local Government (DCLG) - Responsible for housing, planning, regional and local government, regeneration, social exclusion, neighbourhood renewal and the fire and rescue service.

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 (see also "permitted development").

Development Plan - A document setting out the Local Planning Authority's policies and proposals for the development and use of land and buildings in the authority's area. It includes Regional Spatial Strategies and Development Plan Documents prepared under the Planning & Compulsory Purchase Act 2004.

Development Plan Documents (DPDs) - Development Plan Documents are prepared by Local Planning Authorities and outline the key development goals of the Local Development Framework. Development Plan Documents include the Core Strategy, Site-Specific Allocations of Land and, where needed, Area Action Plans. There will also be an adopted Proposals Map which illustrates the spatial extent of policies that must be prepared and maintained to accompany all DPDs. All DPDs must be subject to rigorous procedures of community involvement, consultation and independent examination, and adopted after receipt of the Inspector's binding report. Once adopted, Development Control decisions must be made in accordance with them unless material considerations indicate otherwise. DPDs form an essential part of the Local Development Framework.

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.

Gypsies and Travellers - A person or persons who have a traditional cultural preference for living in caravans and who either pursue a nomadic habit of life or have pursued such a habit but have ceased travelling, whether permanently or temporarily, because of the education needs of their dependant children, or ill-health, old age, or caring responsibilities (whether of themselves, their dependants living with them, or the widows and widowers of such dependants), but does not include members of an organised group of travelling show people or circus people, travelling together as such.

Greenfield Land/Site - Land (or a defined site), usually farmland, that has not previously been developed. Domestic gardens are not classified as previously developed land.

Highways Agency - An executive agency of the Department of Transport. The Highways Agency is responsible for operating, maintaining and improving the strategic road network of England.

Independent Examination - The process by which a planning inspector may publicly examine a Development Plan Document (DPD) or a Statement of Community Involvement (SCI) before issuing a binding report. The findings set out in the report are binding upon the Local Planning Authority that produced the DPD or SCI.

Infill development - Building taking place on a vacant plot in an otherwise built-up street frontage.

Inspector's Report - A report issued by a Planning Inspector regarding the planning issues debated at the independent examination of a development plan or a planning inquiry. Reports on Development Plan Documents (DPDs) will be binding on Local Planning Authorities.

Local Area Agreement (LAA) - A three year agreement, based on local Sustainable Community Strategies, that sets out the priorities for a local area agreed between Central Government, represented by the Government Office (GO), and a local area, represented by the local authority and other key partners through Local Strategic Partnerships (LSPs).

Local Development Document (LDD) - 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).

Local Development Framework (LDF) - A portfolio of documents that will be used to make decisions on proposed development determining where and what new development will be permitted in the district. The portfolio will be made up of Development Plan Documents, Supplementary Planning Documents and the Statement of Community Involvement.

Local Development Order (LDO) - An order made by a Local Planning Authority extending permitted development rights for certain forms of development.

Local Development Scheme (LDS) - The Local Planning Authority's time-scaled programme for the preparation of Local Development Documents that must be agreed with government and kept under review.

Local Nature Reserve (LNR) - Non-statutory habitats of local significance designated by local authorities where protection and public understanding of nature conservation is encouraged.

Local Planning Authority (LPA) - The local authority or Council that is empowered by law to exercise planning functions, usually the local borough or district Council. National parks and the Broads authority are also considered to be Local Planning Authorities. County Councils are the authority for waste and minerals matters.

Local Strategic Partnership (LSP) - 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.

Material Consideration - A matter that should be taken into account in deciding a planning application or an appeal against a planning decision.

Mitigation - Measures to avoid, reduce or offset significant adverse effects.

Objective - A statement of what is intended, specifying the desired direction of change in trends.

Plan-Led System - Decisions on planning applications should be made in accordance with the adopted development plan, unless there are other material considerations that may indicate otherwise.

Planning & Compulsory Purchase Act 2004 - The Act updated elements of the 1990 Town & Country Planning Act and introduced:
- A statutory system for regional planning
- A new system for local planning (the LDF)
- Reforms to the development control and compulsory purchase and compensation systems
- Removal of crown immunity from planning controls.

Planning Inspectorate - The Planning Inspectorate is an executive agency of the government responsible for:
- The processing of planning and enforcement appeals
holding inquiries into local development plans
- Listed building consent appeals
- Advertisement appeals
- Reporting on planning applications called in for decision by the Department of Communities and Local Government
- Examinations of development plan documents and statements of community involvement
- Various compulsory purchase orders, rights of way cases; and cases arising from the Environmental Protection and Water Acts and the Transport and Works Act and other highways legislation.

Planning Portal - A national website provided by the government for members of the public, Local Planning Authorities and planning consultants. The Planning Portal features a wide range of information and services on planning (www.planningportal.co.uk)

Previously Developed Land - See Brownfield Land.

Regional Economic Strategy (RES) – A former regional strategy which provided and set a ten year blueprint to improve the regions economy. It sets out a plan for the North West of England to become a world leader in transforming its economy.

Regional Spatial Strategy (RSS) (Now Revoked) - A strategy to manage development over a fifteen to twenty year period. The Regional Spatial Strategy identified 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.

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.

Saved Local Plan Policies - Policies in Local Plans that remain in operation pending production of replacement Local Development Documents.

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 (basically, plants, animals, and natural features relating to the Earth's structure).

Special Area of Conservation (SAC) - Areas designated under the European Union Habitat Directive. They provide increased protection for a variety of wild animals, plants and habitats and are a vital part of the global effort to conserve world biodiversity.

Special Protection Area (SPA) - An area containing an assemblage of breeding populations of rare birds at a level of European significance, designated under EC Directive 79/409.

Specific Consultation Bodies / Statutory Bodies - These are bodies that must be consulted on development plans and planning applications.

Statement of Community Involvement (SCI) - The Statement of Community Involvement sets out the processes to be used by the local authority in involving the community in the preparation, alteration and continuing review of all local development documents and in the consideration of planning applications. The Statement of Community Involvement is an essential part of the Local Development Framework.

Strategic Environmental Assessment (SEA) - Formal process to anticipate the likely significant environmental effects (including cumulative environmental effects) of implementing a plan and its reasonable alternatives with a view to avoiding, reducing or offsetting any negative impacts. See Sustainability Appraisal

Strategic Flood Risk Assessment (SFRA) - The assessment of flood risk on a catchment-wide basis.

Submission - This is the stage where a Development Plan Document is submitted to the Secretary of State for independent examination by a Planning Inspector.

Sub-Regional Housing Market Areas - Geographical areas within which there are clear links between where people live and work. These areas can be defined by the patterns of household movement. These patterns are influenced by factors such as proximity to family, friends, employment, education and other facilities, and are likely to operate across Local Planning Authority boundaries.

Supplementary Planning Document (SPD) - A Local Development Document that may cover a range of issues, thematic or site specific, and provide further detail about policies and proposals in a 'parent' Development Plan Document.

Sustainability Appraisal (SA) - Formal, systematic and comprehensive process of evaluating the environmental, social and economic impacts of a plan, policy or programme or its alternatives. The SA process incorporates the SEA process.

Sustainable Community Strategy (SCS) - The SCS sets the overall strategic direction and long term vision for the economic, social and environmental well being of an area, taking account of five sustainability principles:
- Living within environmental limits
- A strong, healthy and just society
- Achieving a sustainable economy
- Promoting good governance
- Using sound science responsibly

Sustainable Drainage System (SuDS) - Current "best practice" for new development that seeks to minimise the impact on drainage systems e.g. through the use of pervious areas within a development to reduce the quantity of runoff from the site.

Travel Plans - 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.

Written Representations - A procedure by which representations on planning appeals, development plans and Development Plan Documents can be dealt with without the need for a full public inquiry or informal hearing.