

Supplementary Planning Document Land off Cross-a-moor, Swarthmoor

Development Brief – Adopted November 2014

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Foreword

This Development Brief has been prepared by South Lakeland District Council in accordance with the Local Plan Land Allocations Development Plan Document to provide guidance, including on layout and design principles, for the development of Land off Cross-a-Moor, Swarthmoor. It provides additional guidance on the interpretation of Policy LA5.6 of the South Lakeland Local Plan – Land Allocations (adopted December 2013) which relates to Cross-a-Moor and other relevant Local Plan policies. It was adopted by South Lakeland District Council on 26th November 2014 as a Supplementary Planning Document and forms a material consideration when determining any planning application submitted for the site. It will provide the development framework for achieving the vision for the site; this is the creation of a new landscaped village edge to Swarthmoor integrated with the rest of the village of a design and layout that respects the surrounding countryside setting and neighbouring uses. The site will provide a range of housing types and styles and new open spaces of wildlife habitat value and be of an imaginative urban design. This document is to be read in conjunction with South Lakeland District Council's relevant planning policy documents (including the Adopted Local Plan Land Allocations Document and the Core Strategy).

[LINKS IN THIS DOCUMENT HAVE BEEN DEACTIVATED](#)

1. INTRODUCTION

1.1 Purpose

1.1.1 This Development Brief is a Supplementary Planning Document providing additional guidance on the interpretation of Policy LA5.6 of the South Lakeland Local Plan – Land Allocations (adopted December 2013) which relates to Land off Cross-a-Moor, Swarthmoor and other relevant Local Plan policies.

POLICY LA5.6: LAND OFF CROSS-a-MOOR, SWARTHMOOR

Purpose:

To ensure that development of this site is sensitively designed and forms a natural extension to the village.

A DEVELOPMENT BRIEF WILL BE PREPARED TO GUIDE THE DEVELOPMENT OF LAND AT CROSS-a-MOOR, SWARTHMOOR

AS WELL AS OTHER CORE STRATEGY POLICY REQUIREMENTS, DEVELOPMENT MUST MAKE PROVISION FOR THE FOLLOWING:

A LANDSCAPE AND GREEN INFRASTRUCTURE FRAMEWORK TO INCORPORATE SIGNIFICANT PUBLIC OPEN SPACE AND ENSURE THAT DEVELOPMENT SITS SYMPATHETICALLY WITH THE EXISTING LANDSCAPE;

GREEN INFRASTRUCTURE CONNECTING THE SITE AND ADJACENT RESIDENTIAL AREAS/ROAD NETWORKS AND OPEN COUNTRYSIDE /VILLAGE HALL.

PEDESTRIAN AND CYCLE LINKS WITH ACCESS TO OPEN SPACE/ RECREATIONAL AREAS AND A590;

SURFACE WATER ATTENUATION MEASURES;

ORIENTATION/LAYOUT AND DESIGN TO MAXIMISE BENEFITS OF SOLAR GAIN AND MINIMISE SURFACE WATER RUN-OFF;

PEDESTRIAN FACILITIES NEED TO BE PROVIDED ON BOTH SIDES OF CROSS-a-MOOR INCLUDING PEDESTRIAN ACCESS TO EXISTING PUBLIC TRANSPORT FACILITIES ON THE A590.

***Implementation** – SLDC to prepare Development Brief – Implementation through Development Management Process*

***Monitoring** – Through Local Plan – Core Strategy monitoring framework – Net additional dwellings by settlement, gross affordable housing completions*

1.1.2 The adopted Land Allocations DPD allocates a 8.02 hectare site (gross) on land at Cross-a-Moor, Swarthmoor, for housing development and requires a

development brief to be prepared to guide the phasing, distribution of development, layout, design, landscaping and infrastructure (such as roads, open space) for the development of the site.

1.1.3 This Development Brief aims to provide clear guidance for the future development of land off Cross-a-Moor. It forms a material consideration in determining planning applications for the site. Its primary purpose is to deliver the vision for the site by:

- providing a development framework, incorporating appropriate design standards and principles to ensure a high standard of design and sustainability;
- providing a framework for the delivery of traffic and movement, landscape, green infrastructure and other types of infrastructure; and
- setting out a framework for delivery, including planning application requirements.

1.2 Vision

The Vision for Land off Cross-a-Moor is that the development will:

- Create a new landscaped village edge to Swarthmoor fully integrated and connected to the existing residential community on both sides of the A590T, of a design and layout that respects the surrounding countryside setting, and maintains a close relationship to the neighbouring Memorial Hall and nursery and maintains/makes a feature of important views to the Furness Fells and Hoad Hill.
- Provide a network of green corridors accessible to all, linking new areas of open space in a high quality landscaped design of wildlife habitat value.
- Meet a range of housing needs encompassing imaginative urban design and a locally distinctive development with a strong sense of place.

1.2.1 The vision for Land off Cross-a-Moor is to be achieved through the following:

- By creating a high quality residential development and landscaped setting;
- By enhancing the ecological value of part of the site through the creation of new areas of open space including a network of green corridors creating areas of wildlife habitat value.
- The provision of shared formal and informal open space with the wider community;
- The creation of a development that is easy to access, as well as to move through, across and around, through the provision of new pedestrian and cycle links through the site connecting with access to the Memorial Hall, nursery and the rest of the village, and where possible existing public rights of way;
- By retaining and enhancing views out of the site towards Hoad Hill / the Sir John Barrow Monument and the Low Furness Fells/Moors, through the orientation of development within the site;
- Ensuring the new development, whilst being informed by the character and appearance of older properties within the village and in close proximity to the

- site, provides a mix of designs and styles which expands the housing offer within Swarthmoor as a whole;
- Providing a range of housing, including affordable housing, that meets the needs identified for Swarthmoor and the wider area.
 - By ensuring that the site is accessible. Pedestrian links are required from the site to the bus stops on Ulverston Road (A590T). By providing a footpath directly from the south - eastern edge of the site to Ulverston Road (A590T) in close proximity to existing bus stops.
 - By ensuring the development responds sensitively to the site's edge of Swarthmoor/open countryside setting and high landscape value backdrop to the north west through the creation of a soft boundary edge that merges into the countryside.

1.3 Delivering the Council Plan and Local Strategies

1.3.1 Delivering the vision for the site through accordance with the Development Brief will contribute to the Council's strategic aims and objectives for South Lakeland making it the best place to live, work and explore as set out in the Council Plan by:

1.3.2 Supporting the delivery of new homes to meet need

- Delivering the specific target of 1,000 affordable homes to rent over the period 2014 -2025;
- Enabling of new affordable housing and open market housing through private sector led developments.

1.3.3 Enabling and delivering opportunities for sustainable economic growth

- Enabling sustainable development within Swarthmoor providing opportunity for housing and the enhancement of the village's distinctive character and offer.
- Helping towns and villages to thrive commercially whilst retaining their distinctive character

1.3.4 Protecting the environment

- Ensuring that the design and layout of development respects Swarthmoor and its surrounding area's high quality environment is enhanced and makes a positive contribution to the quality of life of existing residents in the area;
- Encouraging the best standards for new development, demonstrating quality and sustainability;

1.3.5 Improving health and reducing health inequalities

- Retaining the area as a safe place to live;
- Supporting the creation of new green spaces and green networks integrated with the rest of Swarthmoor to be enjoyed by new and existing residents.

1.3.6 Delivering the vision for the site will also contribute to the area strategy for Ulverston and Furness, as set out in the adopted Core Strategy. This seeks the delivery of new housing (including affordable housing) and employment land, to meet the needs and aspirations of the local community. The provision of new green corridors with pedestrian and cycle access will help support key priorities set out in the Cumbria Local Transport Plan 2011 – 2026, which includes enabling opportunities for more people to walk and cycle.

1.4 Planning Policy Consent

1.4.1 This section sets out the current adopted planning policy context for the site and other legislation to be considered.

1.4.2 The Development Brief is required to be in accordance with the adopted planning policy context relevant to the site, together with other legislation as appropriate. In this regard, the current 'Development Plan' for South Lakeland (outwith the two National Parks), comprises:

- **Local Plan - Core Strategy DPD (adopted 20th October 2010)** – the adopted Core Strategy identifies a requirement for 8,800 homes to be delivered across South Lakeland within the Plan period (2010 – 2025). Relevant policies contained within the adopted Core Strategy, are included in Appendix 1 to this Brief;
- **Local Plan - Land Allocations DPD (adopted 17th December 2013)** – the Land Allocations DPD allocates a site at Land off Cross-a-Moor, Swarthmoor, for around 161 dwellings (Policy LA1.3) and requires the preparation of a development brief (paragraph 2.77). It also includes a site specific policy (LA5.6) relating to the site. The suggested number of dwellings is not a fixed target. It is based on broad assumptions about the site's potential capacity;
- **South Lakeland Local Plan 2006 - & Alterations (final composite plan), published September 2007** - This combines the Local Plan adopted in 1997 and the alterations to the South Lakeland Local Plan adopted in March 2006. The Local Plan 2006 contains a number of saved and extended policies of relevance to the development of the site. See Appendix 1 to this brief;
- **Cumbria Minerals and Waste Local Plan** - (adopted April 2009) - this sets out how minerals and waste management developments that will be needed in Cumbria by 2020 and beyond will be planned.

1.4.3 The above documents form the current development plan for South Lakeland and any planning application must be shown to be in accordance with them. The development brief must also be in accordance with these documents. In addition any planning application must be shown to be in accordance with the National Planning Policy Framework.

1.4.4 National Planning Policy Framework (March 2012) – This is a material planning consideration in planning decisions. It sets out the Government's planning policies for

England and how these are expected to be applied. This includes the need to boost significantly the supply of housing (paragraph 47) and the need to deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities (paragraph 50). The new National Planning Practice Guidance was published on 6 March 2014. Both are available to view on the .gov.uk website.

- 1.4.5 South Lakeland District Council intends to introduce a Community Infrastructure Levy (CIL) – in 2015. When it is adopted developers will be required to pay a sum of money to the Council which will be used to provide or improve infrastructure in the local area.

1.5 Sustainability Appraisal (Strategic Environmental Assessment)

- 1.5.1 The Land off Cross-a-Moor site has already been subject to a Sustainability Appraisal as part of the site assessment process in preparing the Land Allocations document. It is therefore not necessary to undertake further Sustainability Appraisal of the Development Brief. This approach has been approved by the three statutory bodies, Natural England, the Environment Agency and English Heritage. Key findings from the Land Allocations DPD's Sustainability Appraisal for Land off Cross-a-Moor have been used to help inform the Brief, these are referred to in Section 3.

1.6 Habitats Regulations Assessment

- 1.6.1 Assessment is required under the Habitat Regulations of the potential impact of development plans on sites of international nature importance. The Land off Cross-a-Moor site was assessed in this way as part of the Land Allocations process. It was found that there were found to be no likely significant effects.

1.7 Consultation – Engagement

- 1.7.1 The Council has undertaken extensive public and stakeholder engagement and consultation in preparing the Development Brief. Full details of the consultation process can be found in the Consultation Statement. All consultation feedback to date has been considered and, where possible, has informed this Development Brief. Details of the comments received through the consultation /engagement process, and how the preparation of the Brief has taken account of them can be found in the Consultation Statement and Appendix 1 and 2 to the Statement which is available to view at www.southlakeland.gov.uk.
- 1.7.2 Examples of how key issues raised have been used to inform the Development Brief are:
- A suggestion for a green buffer required along the north western boundary; The Development Brief includes the provision of a green landscaped buffer along the length of the north western boundary;

- A pedestrian link requested from the site to the bus stops on Ulverston Road. This has been incorporated in to the Brief.
- Development should respect existing built form and amenity of neighbouring properties; any development will need to take into careful account impact on residential amenity of neighbouring properties, this can be achieved through orientation of buildings, reducing height and scale of properties.

2. SITE AND SITE CONTEXT

2.0 This section sets out and assesses the site and its context in terms of location, land use, planning history, accessibility and site characteristics. It then explores the constraints and opportunities for the site taking these factors into account.

2.1 Site Location

2.1.1 The site is located north-west of Swarthmoor. It is bounded to the east and south-east by existing housing fronting onto the A590T (Ulverston Road) and the A590T itself respectively, to the south-west by a dry stone wall aligning Pennington Lane (see photo 1.3) and to the north-west by Pennington Village Hall (the Memorial Hall) and a children's nursery, together with open fields and pasture adjacent. The site is also relatively close to Pennington Primary School to the north-west. (See figure 1.1).



Photo 1.1 Part of the site - Views from the site from the south-west (from A590T)



Photo 1.2 Existing hedgerow within the site.



Photo 1.3 Dry stone wall bounding the site along Pennington Lane

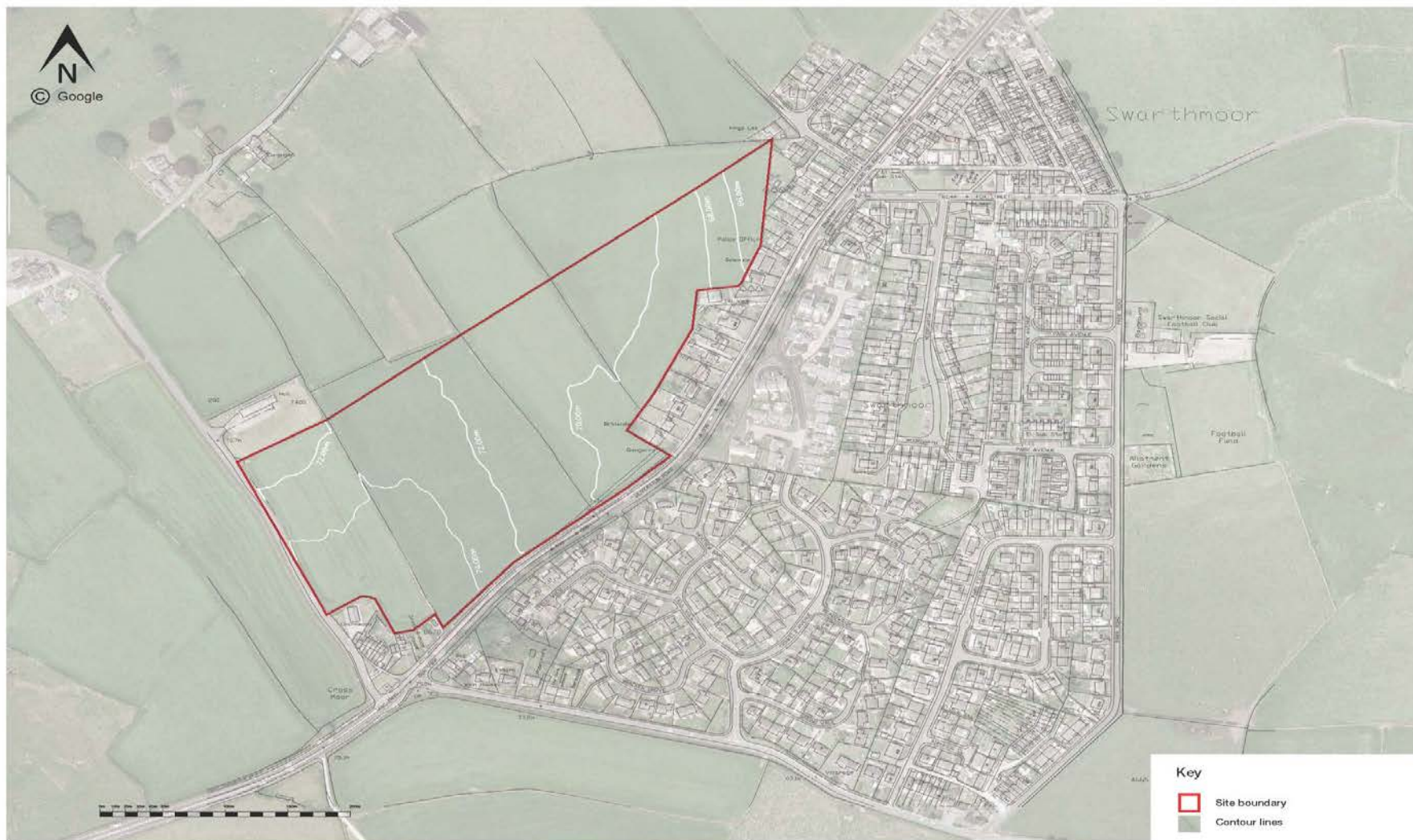


Figure 1.1
Site
Location
Plan

2.2 Accessibility

Road Access and Key Issues for consideration

2.2.1 The site is directly adjacent, on its south-eastern boundary; to the A590T. This is the trunk road which connects Barrow and the Furness Peninsula with the motorway network. It gives direct access to the nearby settlements of Ulverston, Dalton and Lindal-in-Furness. The site also adjoins Pennington Lane on its south-western boundary which runs northwards from its junction with the A590T and provides access to Pennington Village. The A590 (T) carries a significant volume of traffic including HGV traffic and is difficult for pedestrians to cross away from the existing light controlled crossing at Cross-a-Moor. Key issues for the development of this site will be the provision of safe means of access and egress onto the A590 (T), the management of the potential impacts of traffic noise, and the provision of safe pedestrian access to key facilities and public transport. These issues are considered in more detail in Paragraphs 3.5-3.5.18.

2.2.2 There is currently no vehicular access into the site, except for agricultural purposes.

Rail Access

2.2.3 There is no railway station at Swarthmoor, with the nearest stations off Springfield Road at Ulverston and Station Road, Dalton-in-Furness.

2.2.4 Local bus services operate along the A590T linking Swarthmoor with Ulverston, Dalton-in-Furness and Barrow-in-Furness. The 6/X6 bus services, operated by Stagecoach, pass the site along the A590T which provides regular services direct to Barrow-in-Furness and via Ulverston to Kendal and vice versa. There are 'request' bus stops currently in Swarthmoor for this service, with these located on the A590T adjacent to the site.

Cycle Access

2.2.5 The immediate local area does not have any dedicated/off-highway cycle lanes. However, Pennington Lane forms part of the regional cycle network (National Route 70).

Pedestrian Access / Public Rights of Way

2.2.6 There are pavements on both sides of the A590T which passes through Swarthmoor abutting the site on its south-eastern boundary. There is also an existing pavement on one side of Pennington Lane bounding the site to the south-west which links Cross-a-Moor junction with Pennington. There is also a signaled pedestrian crossing located on the A590T near to Cross-a-Moor. There is also a public right of way along Rufus Lane to the north of the site.

2.3 Land Use

2.3.1 The site, in its entirety, consists of grassland currently used for agricultural purposes including sheep and cattle grazing. Whilst the site is open in aspect, it is crossed by hedgerows and dry stone walls (see photos above). To the west of the site are open fields with Pennington Village Hall (the Memorial Hall) and the children's nursery also directly adjacent to the site to the west. The south-western boundary to the site is defined by Pennington Lane together with existing residential properties at the junction between Pennington Lane and the A590T (Cross-a-Moor). The north-eastern boundary is common with the rear gardens of properties fronting onto the A590T (Ulverston Road), with the south-eastern boundary defined by the A590T itself.

2.4 Landowners/Developer Interest

2.4.1 The site is held in three separate ownerships as follows (based on information at this point in time):

- One land owner owns most of the first field that fronts on to Pennington Lane. Here, at its southern extent, the site is close to properties at Cross-a-Moor and has a frontage on to Pennington Lane.
- A second land owner owns a relatively small part of the aforesaid first field; to the rear of the houses at Cross-a-Moor.
- A third landowner owns the remainder and majority, (three fields), of the site. The Council currently understands that Story Homes Ltd has secured an option with the owner of the larger portion of the site (three fields) and Story's intend to develop out this part of the allocation site (subject to the submission and grant of planning permission).

2.5 Planning History

2.5.1 There is no planning history (within the last 5 years) affecting the site in terms of previous planning applications for new development.

2.6 Landscape Character

2.6.1 Within the Cumbria Landscape Character Appraisal Tool Kit, the site lies within Character Type 2d – Coastal Urban Fringe. These areas are typically generally flat or gently undulating land, largely based on fluvial drift, marine alluvium and undulating bolder clay on Triassic mudstones and sandstones. A mixed land cover of mown grass, pasture, scrub and semi-natural grassland is typical of Landscape Character Type 2d.

2.7 Existing Natural and Built Features on and close to the Site

Natural

2.7.1 The site comprises open fields used for grazing. These fields are sub-divided by a combination of hedgerow and dry stone walls within the site. Hedgerows separate the site from further open fields to the north-west. There is also an existing hedgerow bounding the site's south-eastern extent, separating it from the A590T and a dry stone wall along the site's boundary with Pennington Lane.

Built

2.7.2 There are no buildings present on the site. However, adjoining the site to the north east is a row of mixed single and two storey properties with rear gardens backing on to the site, with the properties themselves fronting onto the A590T. The boundaries of these properties are a mix of stone wall, fence, breeze block and hedge. Opposite these single storey properties, across the A590T, is a relatively recently built residential development (Trinkeld Park) comprising of 2, 3 and 4 bed properties within a reasonably mature landscaped setting.

2.7.3 The south part of the site (Cross-a-Moor) is bounded by a row of terraced 2-storey properties, 2 semi-detached, 2 two storey properties and 1 single storey property. Their rear gardens back on to the site. Most of these Cross-a-Moor properties are older and hence more vernacular in character and appearance.

2.7.4 Further along Pennington Lane and bounding the site to the north-west is Pennington Village Hall (Memorial Hall) and the children's nursery. The Cross-a-Moor War Memorial is located at the junction between Pennington Lane and the A590T.

2.8 Topography and Views

2.8.1 The site slopes upwards from north-east to south-west with ground levels ranging from around 74m AOD in the south-eastern corner down to 64m AOD in the north-eastern corner of the site.

2.8.2 The site is visible from outwith the site boundaries with the most prominent distant views from Rosside and Horrace Hill (Pennington) from the north-west, where the site has an open aspect. The site is also more visible from the south-west beyond Pennington Lane. More distant views are not available from the south-east due to the existing built form of Swarthmoor. Due to the topography of the site, the south-western part of the site is more visually prominent than the north-eastern part from views to the south.

2.8.3 Close range views of the site are available from existing dwellings bounding the site to the east; the row of terraced houses located at the junction of the A590T and

Pennington Lane which back onto the site and Pennington Memorial Hall and children's nursery adjoining the site on its north- western boundary. There are also partial views of the site from dwellings (Trinkeld Park) opposite the A590T, which are broken by existing mature trees and a hedgerow.

2.9 Archaeology and Heritage

- 2.9.1 There are no scheduled monuments, registered parks and gardens, registered battlefields or conservation areas within the site or its immediate vicinity. There are also no listed buildings/ structures recorded within it or in close proximity. Based on Cumbria County Council advice, there are no known archaeological remains on the site, but remains are recorded very nearby and so it is considered that there is significant potential for currently unknown remains to survive there. A Viking burial has been found close to the site and a number of prehistoric implements have been recovered from adjacent fields.
- 2.9.10 In line with the National Planning Policy Framework and Cumbria County Council's Archeological site specific advice, any forthcoming planning application should be supported by a desk-based archaeological assessment and evaluation.

2.10 Ground Conditions

- 2.10.1 No contamination is either recorded or suspected on the site. However, given the future residential use on the site, a preliminary risk assessment will be carried out in support of any planning application with a full site investigation to follow if the site possesses a potentially significant risk. In addition, whilst there is no evidence of mining within the site on historic maps, it is understood that historic (iron ore / haematite) mine shafts/workings are in the local area. In light of this, a 'mining assessment' will also be carried out in support of any submitted planning application. This will determine if there is any potential historic undermining/risk of subsidence and an appropriately detailed assessment/report will be required to be submitted to support any planning application.

2.11 Flooding Matters – Drainage

- 2.11.1 The site lies entirely within Flood Risk Zone 1, with both the Environment Agency, Lead Local Flood Authority (Cumbria County Council) and South Lakeland District Council's Environmental Protection confirming that, based on previous history and existing evidence (surface water flooding data and local records), there are no known surface water flooding problems/issues. Also the site has no known watercourses to dispose of surface water from the site it will require SuDs that can contain all of the water expected to be discharged from any impermeable surfaces or a positive out fall to Lynn Beck to the north of inclusion in any other surface water drainage nearby. It is essential that a drainage masterplan is produced if the site is to be developed in phases. Any discharge to soakaways or external watercourses must not exceed

existing green field run-off rates and routes of exceedance must show that no flooding will occur to existing neighbouring properties.

2.12 Constraints and Opportunities

2.12.1 In response to the site's context and characteristics assessed earlier in this section, constraints and opportunities have been identified which have informed and influenced the proposals for the site. (See figure 1.2).

Landscape Setting - Views

2.12.2 As highlighted above, the site is visible from outwith the site boundaries with the most prominent distant views from the north-west, where the site has an open aspect. The landscape framework for the site will need to pay careful consideration to the open aspect along this north-western boundary.

2.12.3 Closer range views of the site are afforded to houses and bungalows backing onto the north-eastern boundary, the row of terraced houses adjoining the site's southern corner and from Pennington Memorial Hall and children's nursery which bound the site to the west/north-west. The layout, design and siting of new development will need to be sensitive to existing levels of residential amenity, with issues relating to the potential for visual impact and overlooking/privacy to be addressed through consideration of the scale of dwellings on these common boundaries, the introduction of landscaping/buffers and the separation distances between the existing properties and any new build.

2.12.4 Swarthmoor is fairly uniform in character and with no particularly distinctive character generally. Cross-a-Moor provides a real opportunity to enhance the housing offer in Swarthmoor through a mix of styles and designs with specific reference to older properties in the village of Pennington. There is a need for a development design and layout that respects and enhances this local character and, in particular, helps to integrate the new development with the existing built form opposite the A590T from the site. In this regard, the proposed development offers the opportunity to 'soften' the existing south-western edge of Swarthmoor from wider views.

Natural and Built Features

2.12.5 Mature hedgerow and dry stone walls cross the site internally. These will need to be considered as part of the development layout, and as a general principle retained where possible.

2.12.6 The layout will also need to make allowance for the proximity of the site to the A590T, which generates considerable levels of noise through passing traffic.

Access Opportunities

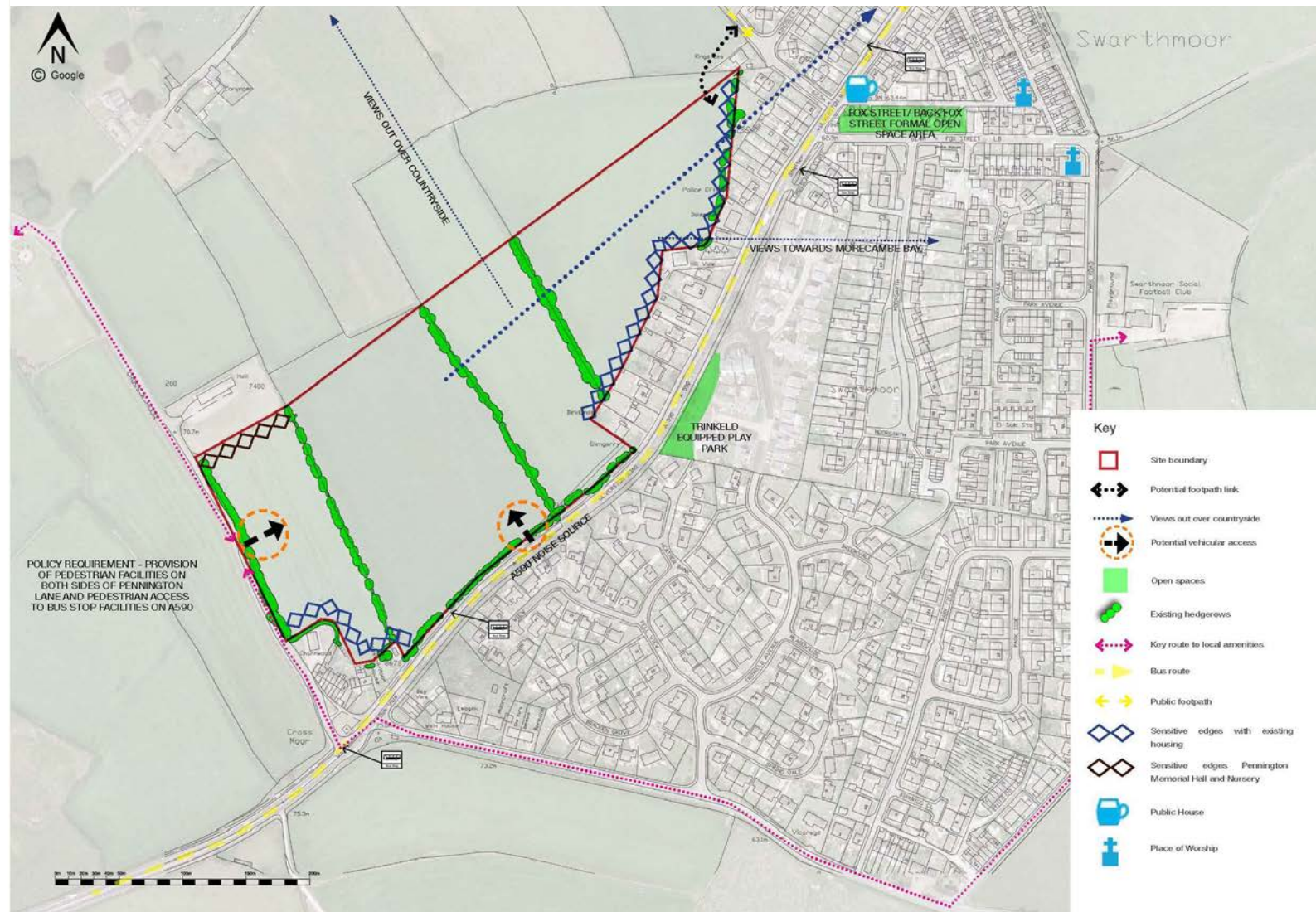
2.12.7 Options for vehicular access for the whole site will need to be assessed and agreed by the Highways Agency (HA), as the highway authority for the A590T and by Cumbria County Council for the local roads.

Constraints

- Prominent distant views of the site from the north-west, where the site has an open aspect this will inform the layout and design;
- Sensitive edges with existing houses - close range views from existing residential properties bounding the site to the south-east and south-west;
- Existing mature hedgerows and dry stone walls traversing the site internally;
- Proximity of the site to the A590T;
- Edge of Swarthmoor/open countryside setting.

Opportunities

- To create a high quality residential development utilising long distance views to the north-west;
- To soften the existing edge of Swarthmoor through a development set within a quality landscape framework;
- To enhance part of the ecological value of the site through the creation of a green corridor integrated within the landscape framework, retaining existing hedgerows within the site and possibly sustainable urban drainage design along the north-western boundary;
- To provide shared formal and informal open space with the wider community;
- To retain and enhance views out towards Hoad Hill and the Sir John Barrow monument through the orientation of development within the site;
- To create a green entrance/focus point from the A590T and possible gateway feature with vehicular access should this be appropriate along with high quality landscaping/soft boundary treatment along site A590T frontage; and
- Potential to enhance pedestrian and cycling permeability through the provision of new pedestrian and cycle links through the site, integrated with the memorial hall, nursery and rest of the village including existing rights of way where possible and through provision of pedestrian facilities on part of Pennington Lane and to bus stops on the A590T to satisfy policy requirements.



3. DEVELOPMENT FRAMEWORK – PROPOSALS AND REQUIREMENTS

3.1 Development Requirements – Land Allocations DPD

The Local Plan Land Allocations DPD Policy LA5.6 states that the development at Cross-a-Moor in addition to addressing other Core Strategy policy requirements must make provision for:

- A Landscape and Green Infrastructure Framework to incorporate significant public open space and ensure that development sits sympathetically with the existing landscape;
- Green infrastructure connecting the site and adjacent residential areas/road networks and open countryside/village hall, pedestrian and cycle links with access to open space/recreational areas and A590T;
- Surface water attenuation measures;
- Orientation/layout and design to maximise benefits of solar gain and minimize surface water run-off;
- Pedestrian facilities need to be provided on both sides of Cross-a-Moor (Pennington Lane) including pedestrian access to existing public transport facilities on the A590T.

3.2 Sustainability Appraisal

3.2.1 In addition, the Sustainability Assessment carried out for Land off Cross-a-Moor found that the site scored generally well in sustainability terms. Areas of impact that the SA highlighted as requiring particular attention were; air quality, landscape, improving access to open space, the need to integrate renewable/low carbon/decentralized energy sources into the site and maximising use of recycled materials and minimising waste.

3.2.2 A contribution to overcoming these issues can be made by addressing specific measures in the Development Brief. These should include preparing a travel plan and ensuring that foot and cycle links to and within the site connect to existing routes to make journeys to Pennington School, Pennington Nursery and other services and facilities as short and easy as possible; creating a multi-functional green infrastructure framework that supports recreation, biodiversity, landscape character and climate change adaptation and mitigation, retention of greenfield run-off rates by minimizing non-permeable surfaces and ensuring good drainage design. Other measures include ensuring that the layout and design give the site the feel of being part and integrated with the rest of Swarthmoor; providing new open spaces, recycling provision and incorporating renewable/low-carbon and/or decentralised energy sources within the development.

3.3 Land Uses

Land Uses

3.3.1 The site will be for residential use. Other parts of the site will be used for public open space purposes including play provision. The indicative Land Use Proposals Map Figure 1.3 sets out the land uses at Land off Cross-a-Moor with an indication of where the main vehicular route(s) leading from Pennington Lane into the site could be located and how the development will cater for cyclists and pedestrians through a network of footpaths and cycle routes to the rest of Swarthmoor and surrounding area. It also identifies the location of green spaces.

Note. The proposals map at figure 1.3 is an indicative plan. The detail of the final site layout for development will be determined at the planning applications stage.

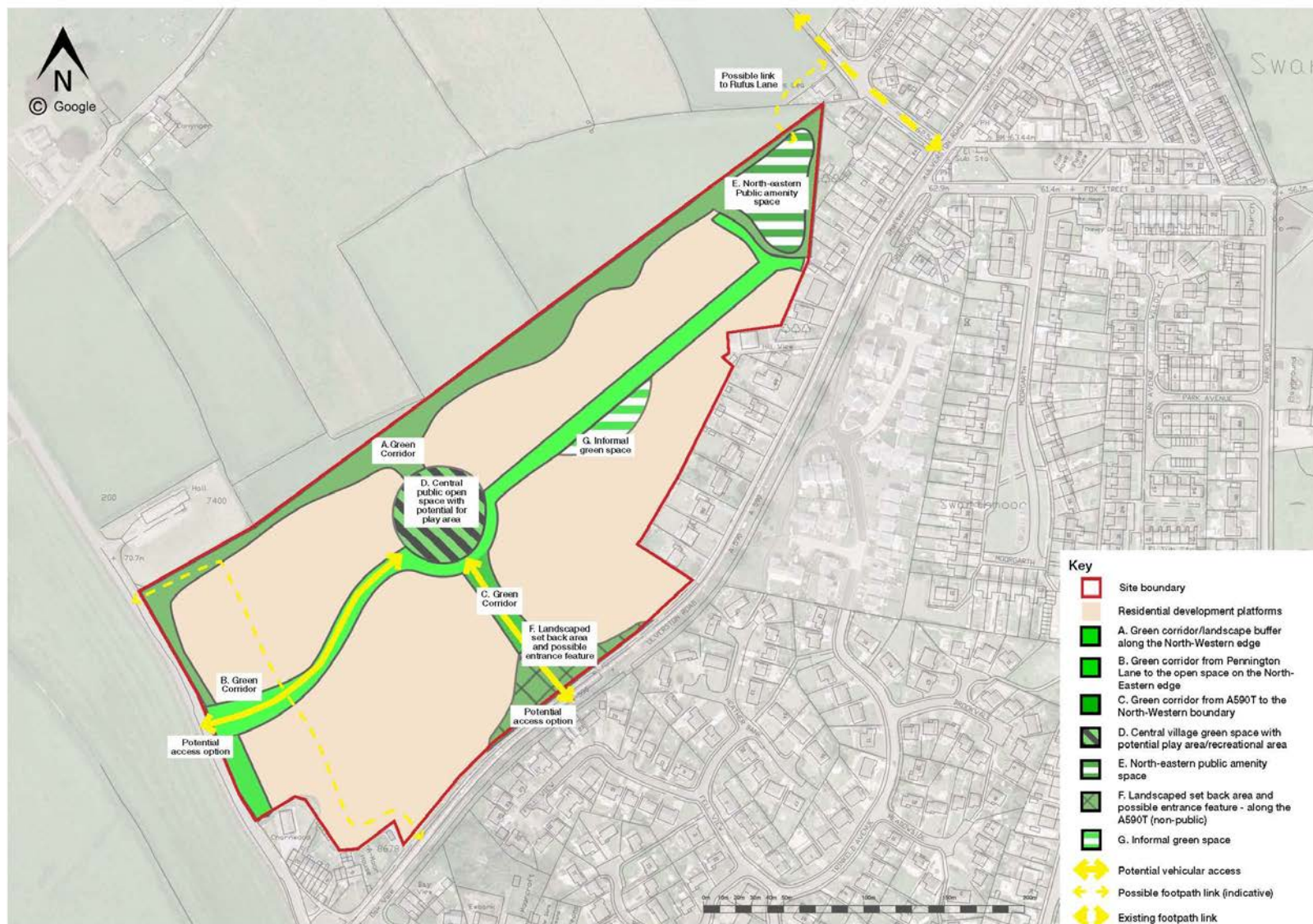


Figure 1.3:
Land Use
Proposal Map

Housing Requirements

3.3.2 Land off Cross-a-Moor will provide a mix of housing types, sizes and tenures based on local evidence base (current at the time any proposal is made) and viability considerations and subject to further discussions with the District Council. This mix will be provided to create choice, varied building forms and to help respond to the local context. House types should be influenced by site-specific considerations, including those set out in the constraints and opportunities section above. For example lower density or single/low storey development may be appropriate on parts of the site in order to achieve a positive layout that respects existing character, context, residential amenity and topography.

Affordable Housing

3.3.3 In accordance with Policy CS6.3 of the Core Strategy, no less than 35% of the total number of dwellings must be affordable. The Council would expect a wide range of different dwelling types to meet evidenced affordable housing needs including some provision of bungalows. House types might be influenced by residential amenity considerations, for example lower density/ single/low storey development may be appropriate in order to achieve a positive layout that respects existing character, context and levels of residential amenity. Affordable houses will be mixed/pepper-potted throughout the development. Developers should follow the Council's Affordable Housing Guidance for Developers, Affordable Housing Guidance for Developers, which is updated annually.

Open Market Housing

3.3.4 An analysis of general market supply and demand for open market housing (Table 4.5, page 69 of the 2014 Strategic Housing Market Assessment) suggests shortfalls in detached properties and properties with one bedroom in the Ulverston and Furness Housing Market Area.

Self-Build Properties

3.3.5 The Council is supportive of self-build projects and encourages an element of this type of property as part of the overall mix.

New Housing Standards

3.3.6 The government is planning to introduce a set of mandatory national standards for new housing, to be implemented through building regulations. New housing development will have to respond to these standards in due course (these will focus on issues to do with environment, spaces, accessibility, water efficiency and energy efficiency). In the meantime, the Council continues to encourage the design of a proportion of homes to Lifetime Homes standard and in particular the provision of:

- Ground floor accommodation which can be converted to shower facilities:
- Straight stairway to facilitate the provision of stair lifts.

Housing Requirements at Cross - A - Moor:

A wide range of house types, sizes and tenures will be provided including some provision of bungalows as affordable and open market housing. Self-build properties will be supported and are encouraged as part of the overall mix.

No less than 35% of the total number of dwellings must be affordable and these will be mixed/pepper-potted within the scheme.

Developers should follow the Council's Affordable Housing Guidance for Developers (updated annually).

3.4 Housing Density

3.4.1 The scale and massing of development will need to be sensitive to the existing local built and settlement form, local character and setting; this will help inform appropriate housing density for the site. A range of housing densities will be appropriate, varying across the site. This will assist in providing areas of recognisable character and reinforce a sense of place and provide legibility to the scheme. Given the need to ensure a gradual transition and a soft interface between the developed edge of Swarthmoor and the countryside beyond, development along Cross-a-Moor's western and north western edges will be of a reduced scale massing and density. Development adjacent to Pennington Memorial Hall and the Nursery, as well as residential properties at Cross-a-Moor, will also need to be of a reduced scale and massing to respect existing amenity, local context and built form.

3.5 Traffic Movement Framework

3.5.1 The following key considerations need to be made in the context of the outcome of any future Transport Assessment and advice provided by Cumbria County Council Highways and Highways Agency at the planning application stage. The design of roads, footways, footpaths and cycleways must accord with the adoptable standards set out within the Cumbria Design Guide. Principles established in the 'Manual for Streets 1 and 2' guidance should be used to inform the layout and design of streets within the site. The Cumbria Design Guide is currently under review and is very much based on the principles in the Manual for Streets 1 and 2.

3.5.2 The layout and design of the Land off Cross-a-Moor site will encourage the use of alternative modes of transport. It will ensure that this new part of the community is integrated with the rest of Swarthmoor, and the surrounding countryside and open spaces, by building on existing links and creating new, to deliver a strong network of pedestrian and cycle routes. It is essential that the road layout provides clear, legible, direct routes and promotes a safe and accessible movement framework for all (see Figure 1.4).

Note. The map at Figure 1.4 is an indicative plan. The detail of the final site layout for development will be determined at the planning applications stage following discussions with the Highways Agency and Cumbria County Council.

Figure 1.4 Traffic and Movement Framework



Vehicular Access into and through the site

- 3.5.3 As emphasized in paragraph 2.2.1, a key issue for the development of this site will be the provision of safe means of access and egress onto the A590 (T). Options for vehicular access for the whole site will need to be assessed and agreed by the Highways Agency (HA), as the highway authority for the A590T and by Cumbria County Council for the local roads. There must be early pre-application discussions and agreement reached with the HA and CCC regarding the impact of development generated traffic on the operation and performance of the road network and necessary mitigation measures. Two potential access options have been considered through the draft brief process and these are identified on the Land Use Proposals Map (Figure 1.3), these are an access off Pennington Lane and an access off the A590T. However, this does not imply that all such options will necessarily be acceptable. It will be for the developer to demonstrate that their proposals meet relevant standards of safety and have an acceptable impact on highway operations, to the satisfaction of both highway authorities. All access arrangements should take full account of movements across all modes, and must allow for sustainable access for the entire site, whether or not it will be delivered in phases. Proposals will also need to take into account the impacts of road safety access and parking issues around the school, and potential knock on effects for accessing the site, and traffic movement through the site.
- 3.5.4 In addition, and in line with Cumbria County Council policy, there is likely to be a requirement for a second access point for use only by emergency services vehicles. The consideration of emergency access options for the site need to be considered in the context of the type of access arrangements considered most appropriate, taking account of driver behaviour under “blue light” conditions, when the emergency services are responding to incidents.
- 3.5.5 Developers must undertake early discussions with both highways authorities, and they will be required to test their proposals using PARAMICS. Modelling scenarios must be agreed by highways Agency, Cumbria County Council and South Lakeland District Council. This model is currently being finalized.
- 3.5.6 A hierarchy of internal streets will be designed to create a low-speed, well connected environment that is easy to move within and through. The streets will be fronted by houses to avoid blank frontages, and ensure active frontages. Within the housing areas, the streets will be designed to control traffic speeds. The best way to do this is to design streets that encourage people to drive with caution to below 20mph and effectively traffic calmed.
- 3.5.7 Proposals will take a balanced approach to movement and provide for the needs of all users of the streets and spaces for the whole site, not just the needs of drivers and their vehicles. Safe access for pedestrians and cyclists must be provided. The design and layout will ensure that main routes are easy to recognize and follow. Cul-de-sacs should normally be avoided unless particular site conditions dictate that a cul-de-sac

design is the only or most appropriate way to develop a particular part of the site. Additionally, the road layout should incorporate loops wherever feasible to ensure that there is always more than one route option in the event that a section of the main road/street becomes blocked.

3.5.8 Shared surface streets, in which there is no kerb to separate the carriageway from the footway may be appropriate. These work best in relatively calm traffic environments, however, they need to be carefully designed to take into account the needs of visually impaired people, for whom they can be problematic.

3.5.9 Proposals should consider and ensure provision for road access for potential development beyond the site in future years, even if this currently seems unlikely.

Public Transport

3.5.10 Existing bus services operate along the A590T linking Swarthmoor with Ulverston, Dalton-in-Furness and Barrow-in-Furness. The 6/X6 bus services, operated by Stagecoach pass the site along the A590T which provides regular services direct to Barrow-in-Furness and via Ulverston to Kendal and vice versa. There are 'request' bus stops currently in Swarthmoor for this service. The whole of the site is within a 400m walkable distance of three bus stops which connects the site with the wider area of Ulverston, Dalton-in-Furness and Barrow-in-Furness. Given there is sufficient access to existing services, there is no need to explore opportunities to extend/provide bus service through the site.

Pedestrian and Cycle Access

3.5.11 There are a number of pedestrian access points possible. These can be located to the west and to the south where the site abuts the public highway. This will make the site as accessible as possible and shorten pedestrian journey times. Pedestrian and cycle access will be clear, and will be easily accessible from throughout the site, forming part of the green corridors that run through the site. Footpaths are designed to work with green spaces and corridors so as to make the most of green spaces throughout the site. These routes will be designed to be safe, attractive, accessible and welcoming to a variety of users, including those with impaired mobility or vision. All pedestrian and cycle routes should afford high levels of overlooking and be in clear view, avoiding using or creating hidden or enclosed areas. Pedestrian and cycle routes should avoid being located to the rear of properties. Cycle routes and pathways should be separated from vehicle routes where possible.

3.5.12 A footway/cycle link will be provided from the site to the Memorial Hall and Nursery. It would be desirable to provide a footway/cycle link to the Rufus Lane right of way. To satisfy policy requirements, a footway will be provided on Pennington Lane (east side) extending to the school and A590T. The footway should include appropriate crossing points to ensure safe pedestrian access to the school.

3.5.13 In order to support people in making more sustainable transport choices, routes should be clearly waymarked in innovative ways that add interest and

character to the development, including information about how individual routes link into the wider network.

Lighting

3.5.14 Streets and paths will be well lit, where appropriate but special care should be taken in terms of the lighting design and minimizing light pollution, especially given the site's settlement edge setting and the need to ensure transition between town and countryside.

Parking

3.5.15 Parking provision should be in accordance with 'Parking Guidelines in Cumbria' and provide a balanced mix of parking solutions that are integrated into the design and layout. Parking courts could form part of the suite of parking arrangements. On-plot parking and garages should be sited so they do not appear as dominant features in the street scene. Designs should consider the provision of on-street parking as a traffic management tool aimed at keeping speeds below 20mph. Urbanising treatments such as painted lines and markings should be avoided unless absolutely required to enforce a Traffic regulation Order (e.g. yellow lines). Contrasting surface materials should be applied to this task as an alternative. Designs should take into account areas within the development that may be subject to inappropriate parking such as on green verge areas or turning heads. Effort should be made as part of the design process to minimize the opportunity for these situations to occur.

Cycle Parking

3.5.16 The design of housing and layout of the site at Land off Cross-a-Moor should consider the provision of sufficient convenient and secure cycle parking. Ideally cycle stands should be under shelter or within a building, preferably designed to "Sheffield" style of hoop stand.

Access for all

3.5.17 All pedestrian routes should be accessible for all including those with impaired mobility and vision. Careful consideration will need to be given to the surface materials used, the width of footways, footpaths, potential barriers, pathway design, relationship to roads and parking areas and general legibility to ensure this.

Surfaces of roads, footways, footpaths, cycle ways and driveways

3.5.18 The surface of roads, footways and footpaths, cycle ways and driveways will be considered in the context of the overall design of the development. For instance, careful choice of surfacing should support the strategy for dealing with surface water runoff from the site, including through the use of permeable paving; it can also help to reinforce character in the wider street scene and support legibility and usability of routes for a range of users. Selected surface materials must be acceptable for adoption by the highway authority where it falls within their responsibility. Criteria

used to assess the material will include the technical specifications, sustainability and future maintenance requirements.

Traffic and Movement Framework Requirements

As shown on the Land Use Proposals Map – Figure 1.3:

- Vehicular access into the site – options to be considered through discussions with HA and CCC as part of future planning application proposals.
- Layout of roads and pedestrian / cycle routes will maximise permeability and legibility making the development easy to understand and navigate and will integrate fully with the existing surrounding network of streets and routes. Proposals will take a balanced approach to movement and provide for the needs of all users of movement routes and spaces, not just the needs of vehicles and will seek to ensure that residents have every opportunity to make sustainable transport choices.
- A network of green corridors and pedestrian and cycle routes will be provided utilising existing rights of way and other footpaths and through the creation of new routes to create an integrated movement framework. All foot and cycle routes should incorporate planting/landscaping to ensure that they too form an integral part of the green infrastructure framework (as shown on Figure 1.3)
- Footpath links will be provided from the site onto the A590T to enhance permeability and provide ease of access to existing bus stops and to the Memorial Hall and Nursery and where possible to the Right of Way to the north (from Rufus Lane).
- Proposals for the site's development should be accompanied by a comprehensive Transport Assessment and Travel Plan.

3.6 Landscape/Green Infrastructure Framework

3.6.1 Green Infrastructure is the term given to a network of multi-functional spaces that can enhance existing and create new wildlife habitats, mitigate against or help adapt to climate change and provide recreational and health and wellbeing benefits for people. It is made up of a range of assets such as waterways, ponds, open spaces, parks and gardens, play areas, pathways, allotments, woodlands, hedgerows, trees, playing fields, sustainable urban drainage systems and green roofs/walls and the wider countryside.

3.6.2 Public spaces and play areas will be located on main lines of movement (pedestrian or vehicular). They will be imaginative and high quality as well as forming an integral part of the network of foot and cycle routes and the wider green infrastructure framework. They will be well overlooked from the front of surrounding dwellings and should minimise the impact on residential amenity and benefit from high levels of overlooking and be in clear view. Play areas must be centrally located. The incorporation of distinctive/supporting features such as public art and interpretive panels relating to local features is encouraged.

- 3.6.3 The creation of incidental and/or small areas of grass/open space with little function should be avoided. Street trees and additional native-species planting will be encouraged as part of the overall landscaping framework throughout the site.
- 3.6.4 Special attention will be given to the lighting design alongside open space and wildlife corridors. Impacts of artificial lighting on bats and other nocturnal wildlife will be reduced by minimising artificial lighting onto these spaces.
- 3.6.5 A landscape/open space management plan, including long term design objectives, management and maintenance responsibilities for all landscape areas, other than domestic gardens, shall be prepared to secure the Green Infrastructure Framework for Cross-a-Moor in the long term. The Council is exploring options for how best to manage and maintain open spaces. Options might include encouraging the creation of spaces that require less intensive maintenance such as planted areas of wildflower.
- 3.6.6 As shown in Figures 1.3 and 1.5, seven areas of open space will be provided on the site as follows:

A. Green Corridor/Landscape Buffer - along the north-western edge

- 3.6.7 In order to soften the existing north-western edge of Swarthmoor, and in order to integrate development with open countryside to the north, a green corridor/landscape buffer is proposed along the north-western edge of the site. This not only serves to break-up views of the new development from the north, but also provides pedestrian/cycle ways which link in with the rest of the green infrastructure/landscape framework, providing access to both the open space to the north-east and also to enable ease of movement through the site to the A590T. The green corridor also will serve to enhance the ecological value of the site, principally with the possible introduction of a sustainable urban drainage system along this edge. The buffer will be designed to enable views into the development from beyond.

B. Green Corridor – Pennington Lane to open space on the north-east part of the site

- 3.6.8 A central green corridor/avenue running through the site from Pennington Lane to the open space to the north-east, is intended to create a clear and legible site that is easy to navigate. This would be tree-lined with variations to set-backs and a central open green space feature at the heart of the development. This central green corridor would then connect to green corridors running north-east to south-west which will also double up as footpath links to areas of public open space and play space, and Ulverston Road (A590T) to the south-east. There is an opportunity to provide an additional smaller area of informal open space/small green half-way between the central public open space and the public amenity space to the north-east (informal green space).

C: Green Corridor – from the A590T to the north-western edge

- 3.6.9 This green corridor will connect with the green corridor/area proposed running east-west through the site, providing access to both Pennington Lane and the open space

to the north-east, and also provide direct access to the footpath link running along the north-western part of the site.

D: Central Village Green space – with potential play area/recreational area

- 3.6.10 The central green space will be multi-functional providing informal open space for residents. This space provides an opportunity to provide recreational facilities in the form of an equipped play area forming part of the overall network of green corridors running throughout the site and acting as a central link to enable ease of navigation within these (see further guidance in Appendix 2). It should provide an opportunity for people to sit and relax. It could include planting and be of a varied landform.

E: NE Public Amenity Space

- 3.6.11 An area of public amenity space will be provided on the north east part of the site. Direct links to this space are provided via the pedestrian footpath proposed within the green corridor along the north-western edge of the site, together with the green corridor running from Pennington Lane and linking up at the central village green space with the green corridor extending from the A590T. This area will be available to both residents and the wider community and should benefit from high levels of overlooking (new dwellings will front onto the space). Opportunities to provide a pedestrian/cycle link between this space and the public right of way to the north is desirable and should be explored. The function of this space may in part be dependent on the surface water drainage strategy for the site. It should be a usable space providing amenity and informal recreational value.

F: Landscaped set back area and possible entrance feature – along the A590T

- 3.6.12 A landscaped development set back area and possible gateway entrance to the site could be created on part of the site's frontage with the A590T. The nature, extent and design of this area will in part be determined by whether vehicular access is to be taken from the A590). Development should be set back from this edge but not shielded in view. The type of boundary treatment, landscaping and distance of dwellings from the edge will need to be informed by the outcome of the noise impact assessment and any new measures/treatment that may be required to address noise impact. This area could be planted with native plants of a perennial and wildflower nature.

G: Informal green space

- 3.6.13 There is opportunity to provide an additional area of informal green space to break up the massing of development and help provide legibility. This should be positioned on the line of the central green corridor from Pennington Lane. Dwellings should front onto the green space providing high levels of overlooking. The space will provide amenity value; it could possibly be an alternative location for the provision of the equipped play area, if so it will need to be of an appropriate size.

Landscape/Green Infrastructure Framework - Requirements

As shown in Figure 1.3: Land Use Proposals Map and Figure 1.5 the landscape/green infrastructure framework for Cross-a-Moor will comprise:

- A. Green Corridor/landscape buffer along the north-western edge
- B. Green Corridor from Pennington Lane to the public amenity space to the north-east
- C. Green Corridor from the A590T to the north-western edge
- D: Central Village Green Space and potential play/recreational area
- E: NE public amenity space
- F: Landscaped set back area and possible entrance feature – along the A590T
- G: Informal Green Space

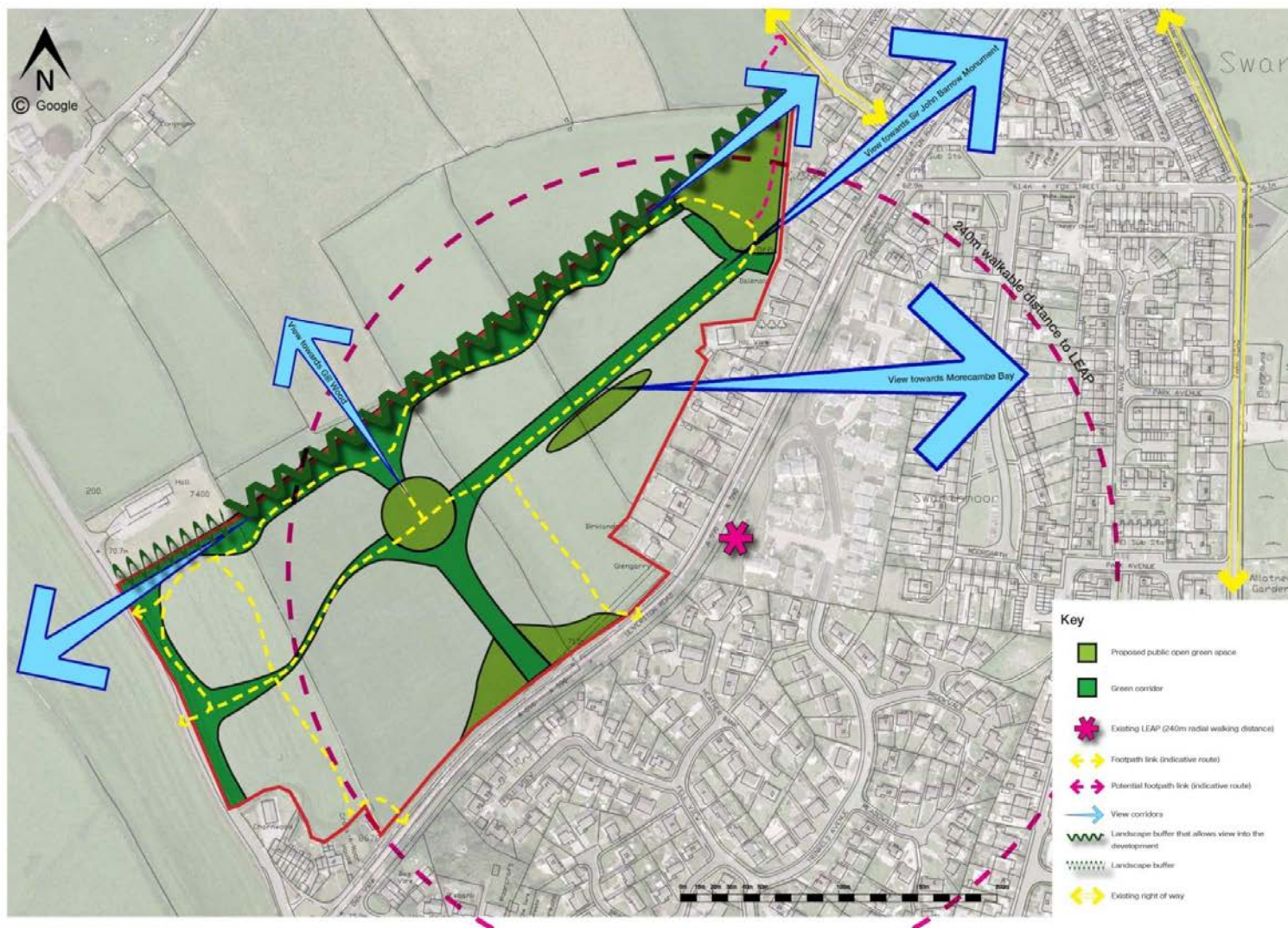
All hedgerows on and adjacent to the site will be retained wherever possible and appropriate and integrated into the layout and design of the development.

A landscaped buffer including trees should be incorporated along the north west boundary of the site. Gradual transition between town and country should be further supported by reducing the scale and intensity of development towards the site's north western edge, appropriate planting amongst dwellings, and careful attention given to the height of buildings.

All open spaces should be well connected as integral parts of the foot/cycle route networks across through and around the site. Opportunities should be taken within the spaces to provide signage identifying foot/cycle routes linked to the site, key destinations that can be reached using them and travel times and identifying and interpreting key local features such as wildlife and heritage features.

A **landscape/open space management plan**, including long term design objectives, management and maintenance responsibilities for all landscape areas, other than domestic gardens, shall be prepared to secure the Green Infrastructure Framework for Cross-a-Moor in the long term.

Figure 1.5 Landscaping / Green Infrastructure Framework



Landscaping Framework

3.6.14 A Landscape buffer will be provided along the west/north west boundary of the site where it merges into the adjacent open countryside (see Photo 1.4). Developments that form a new long term settlement edge should create a positive relationship with the adjoining countryside, providing an appropriate transition between the built up area and the adjoining landscape. By reducing the scale and intensity of development towards its edges with the countryside, it allows for planting within and between plots to create a featheredge to the settlement.



Photo 1.4 Example of green corridor / landscaped buffer shown for illustrative purposes

- 3.6.15 A landscaped set back area could be provided along the frontage with the A590T, the design and type of landscaping will in part be determined by whether a vehicular access is provided in this location. The type of boundary treatment will need to be informed by the outcome of the noise impact assessment and any new measures/treatment that may be required to address noise impact.
- 3.6.16 The landscape and planting schemes will be based on a mixed palette of suitable native species and especially fruiting and flowering species to increase the opportunities for wildlife.

3.7 Ecology/Biodiversity

- 3.7.1 The development of Land off Cross-a-Moor will provide important habitat and species enhancements. The retention of existing hedgerows and stone walls where possible will help to protect habitat and species, whilst the creation of new green spaces will result in enhancements. The proposed green corridors and green spaces and corridors will result in enhancement and extension of existing habitat. In addition, the Sustainable Drainage System Network may be designed to create benefits for wildlife and enhance the site's ecological value.
- 3.7.2 The Cumbria Biodiversity Evidence Base identifies the potential presence of hare and butterfly (2012 records) amongst a range of key species. Detailed habitat and species surveys are required at the planning application stage. An assessment of all potential

ecological impacts based on up to date baseline data will be used to inform any planning application and measures set out therein to protect and enhance habitats and species.

- 3.7.3 Subsequent to this a 'Habitat and Protected Species Risk Assessment' has been undertaken by Penn Associates (November 2013) for Story Homes which confirmed that no legally protected species were found either within the site or within 2km, although a number of UK and Local BAP priority species were recorded within 1km from the centre of the site, notably butterflies and moths, farmland birds and Brown Hare. There was also a high risk of bats foraging over the site. It also confirmed that the grassland within the site is species poor and of local importance only. Opportunities to enhance it should be taken.
- 3.7.4 In light of its findings the assessment recommended, in terms of appropriate mitigation, that wherever possible existing hedgerow and dry stone walls are retained as part of the proposed development.
- 3.7.5 A biodiversity/green infrastructure establishment and management plan informed by the surveys will be provided as part of any planning application.

3.8 Flood Risk Issues – Considerations

- 3.8.1 The site lies within Flood Risk Zone 1 (tidal, main river and fluvial flooding). Due to the size of the site, a flood risk assessment will be prepared and submitted in support of any planning application. Surface water run-off after development must not exceed green field run off rates. Surface water should not be disposed of via the public sewerage system. A sustainable urban drainage system (SuDs) will be implemented to manage the disposal of surface water and this will be integrated within the green infrastructure framework, working with the natural drainage and topography of the site to inform the choice of appropriate measures. SuDs should follow the CIRA principles given in the SuDs Manual c698. A maintenance manual will be required for surface water systems where adoption and management will be by a management company.

3.9 Infrastructure Requirements

Utilities

- 3.9.1 There are no known constraints to the provision of gas, electricity or water supply on the site, nor capacity within the existing public sewer, although the precise means of supply and connection will be confirmed through discussions with the relevant utility bodies as part of any planning application process.

3.10 Community Infrastructure

Education

- 3.10.1 To assess the impact of the development on education, initially Cumbria County Council use a population model to estimate the pupil yield (the methodology of which is outlined in the County Council's Planning Obligation Policy page 27 Figure 6). It is estimated that a development of 161 houses would yield 32 primary aged children and 23 secondary aged children. These figures are initial outline figures and more in depth assessments, using a dwelling led model (see page 27, Figure 5, in the document referred to above) will need to be carried out when detailed housing plans as part of a planning application come forward.
- 3.10.2 At this point in time, the nearest Primary school; Pennington Primary has insufficient capacity to accommodate additional children from the proposed site. The development is also likely to have an impact on secondary education. The local secondary school is Victoria High School. The County Council will work with the developer and the school to provide any necessary places that arise as a direct result of the development. Cumbria County Council as the Local Education Authority will advise how to accommodate educational needs arising from the development and this will be determined through any planning application.
- 3.10.3 For further details on education requirements, potential developers should contact Cumbria County Council Education Authority.

Local Facilities

- 3.10.4 Consultation feedback demonstrates a desire to see additional community facilities within Swarthmoor particularly a local shop.

3.11 Design Principles

- 3.11.1 The design of this new development at Land off Cross-a-Moor will be of a high quality that respects the local context and character and neighbouring uses as well as the site's proximity to the open countryside. It will be of a distinct character, with a mix of design styles taking reference from nearby properties. A development of new dwellings that all look the same, is not imaginative and innovative, does not respond positively to its surroundings and local sensitivities and/or that is 'grey' and monotonous in appearance and a layout that is car dominated will not be acceptable.
- 3.11.2 Core Strategy Policy CS8.10 states the siting, design, scale and materials of all development should be of a character that maintains or enhances the quality of the landscape or townscape and, where appropriate, should be in keeping with local vernacular tradition – this can still be achieved through a contemporary style using local materials. Designs that support and enhance local distinctiveness are encouraged. Development should protect and enhance key local views and features/characteristics of local importance and incorporate layouts that

reinforce and reference local distinctiveness and character. Saved Policy S2 of the Local Plan (2007), contains a design code for South Lakeland that any new development must take account of.

3.12 General Principals

3.12.1 The design of Land off Cross-a-Moor site should take full account of the character of the immediate and wider setting. It should take account of the design code in saved Policy S2 of the Local Plan. Key influences on character include history, traditions, geography, climate, topography, geology and building materials, as well as local culture. Swarthmoor can be characterised by stone and render types in varied architectural styles with a mix of single and two storey, semi-detached and detached houses. Analysis has been extended to the wider area to include Ulverston to ensure a high quality development, in design terms, which reflects the best aspects of the local vernacular (see photographs 1.5 and 1.6).



Photo 1.5 Stonecross Gardens, off Stockbridge Lane, Ulverston



Photo 1.6 The Knoll, off Daltongate, Ulverston

Listed below are a set of general principles to be used to guide the layout and design of the Land off Cross-a-Moor site.

- **Townscape** – it will respond to the individuality of Swarthmoor and its surrounds in respect of local characteristics such as building forms, materials, traditions, street patterns, roofscapes and spaces without creating pastiche development styles. (See Saved Policy S2 of Local Plan)

- **Places of Character** should be created based upon appreciation of the site and surrounding area, and respond positively to its natural and built context. - Development will be integrated into its setting and respond to topography through landscape planting and edges. The height, massing, grain and scale of housing development will be related to that nearby to create an appropriate relationship with adjoining areas (both built and rural) whilst maintaining variety within the built form. **(See Saved Policy S2 of Local Plan).**
- **Locally relevant materials** should be utilised. Building materials and colours will be chosen for their high quality, reflection of site context and ability to strengthen local distinctiveness. However, non-traditional/local materials should not be ruled out. Materials should be durable, robust and maintainable and wherever possible should be sourced locally and sustainably (See Saved Policy S2 of Local Plan).
- Recognise, retain and make a feature of **important views** in the site layout.
- Avoid uniform **densities** across the development by providing variable densities to reflect the need for a transition between town and country.
- Housing design should be **tenure blind** i.e. it should not be possible to determine the likely tenure of a property from its built appearance and quality or materials used.
- Streets will be fronted by houses, avoiding blank and ensuring **active frontages**.
- Make use of good quality materials in the public realm, including a mix of hard and soft landscaping.
- **Amenity** – ensure a satisfactory level of privacy for existing dwellings and between dwellings whilst allowing for community interaction. Make use of screen walls, fences, ancillary out-buildings and/or planting to moderate overlooking and maintain privacy. Use the separation, placement and orientation of dwellings to one another to ensure reasonable levels of privacy between neighbouring properties. Sloping sites – where the difference in levels may result in unacceptable overlooking problems, consider use of appropriate screening, window siting and orientation.
- Consider incorporating a **range of building types and spaces** to emphasise key locations within the layout and contribute to the character and legibility of the townscape. For example positioning buildings on the corners of streets.
- **Orientation** of buildings – Dwellings will be orientated and designed to ensure maximum solar gain and facilitate the maximum benefit of solar panels (PV and thermal). Building on slopes should be designed to minimise impact on residential amenity and careful attention given to their scale and massing in this context.
- Design should add interest to and create variety in the development, taking opportunities to be imaginative and innovative in approach.
- **Boundary treatment** defining individual curtilages should be clear and will be a mix of fencing, railing, hedgerow and walling to reflect the local vernacular whilst allowing for community interaction.
- **Settlement edges** – development on the north west/west boundary of the site will create a positive relationship with the adjoining countryside, providing an appropriate transition between the built up area and the adjoining landscape. Wherever possible, houses should be orientated so they are outward facing. Trees, hedges and new

landscape planting on the site edges should utilise native species. The design of lighting schemes should minimize light pollution on local amenity and adjoining countryside. The density, scale and intensity of development towards the site's western/north western edge should be gradually reduced to ensure a transition between town and country.

- **Garden/communal spaces** – it is essential each property has access to some form of private garden / communal space. This may comprise an element of shared space/facilities for practicalities such as drying washing and bin storage as well as for allotments in addition to a private garden.
- **Bicycle Storage/Recycling Storage** – the provision of bicycle storage and recycling/bin storage should be convenient for residents but should not dominate or otherwise compromise the street scene. Communal facilities could be considered.

3.13 Site-Specific Principles

Scale, Massing and Height

- 3.13.1 The scheme overall will be of similar scale and massing to that of Swarthmoor currently, in order to ensure development sits within the existing built form. The scale and massing of nearby dwellings is a mix of 2, 3 and 4-bed dwellings of predominantly 2-storeys in height. There is scope for a variation of scale and massing in terms of providing a mix of housing types, particularly in order to respect character/amenity of neighbouring properties where a lower height may be more appropriate (specifically next to the single storey properties adjoining the Northeast boundary of the site).
- 3.13.2 The design and layout of the site should aim to minimise negative impacts on existing residents who occupy dwellings along the southern and eastern edges of the site. Any new dwellings located on the south east and eastern edges of the site next to existing residential properties should be of a size and height that respects existing levels of privacy afforded to these properties. It is important to create strong robust clearly defined boundaries between the new and existing dwellings.

Landmark Buildings

- 3.13.3 Use of landmark buildings - to fulfil their role as focal points, landmark buildings will often be of a larger scale than surrounding development and are often positioned on the end and/or corners of streets.

Orientation

- 3.13.4 Potential for impact on existing residential amenity to be designed out through appropriate privacy distances, orientation of dwellings and sensitive use of first floor windows. Buildings will be orientated to maximise solar gain.

Noise Impact

3.13.5 A noise impact assessment must be submitted as part of any future planning application. Potential noise impact from the A590T may be alleviated possibly through a setback of development with landscaping in between together with appropriate noise attenuation treatment of dwellings nearest to the main road. The outcome of the noise impact assessment will be used to determine the nature of any mitigation measures required.

3.14 Sustainability Principals

3.14.1 Policy CS1.1 of the Core Strategy sets out the sustainable development principles that the new development at Land off Cross-a-Moor must conform to. Policy CS8.7 requires a sustainability statement to be included within the Design and Access Statement as part of any planning application, setting out how the development meets the principles set out in Policy CS1.1 as well as the National Planning Policy Framework.

3.15 Renewable Energy

3.15.1 In accordance with Policy CS7.7, the Land off Cross-a-Moor site will ensure that opportunities are exploited for reducing the site's energy use and maximizing the proportion of energy used gained from renewable/low carbon sources. In accordance with Policy CS8.7 the development should seek wherever possible to include renewable or low carbon options such as solar, ground or air source heat pumps, micro wind/hydro turbines or biomass based on the technology most appropriate for the site.

3.16 Sustainable Construction

3.16.1 The Land off Cross-a-Moor site has the potential to maximise energy efficiency and reduce the carbon footprint of homes and the development generally through measures such as:

- Sustainable construction – The use of locally sourced materials and reclaimed/re-use of materials (however, non-traditional/local materials should not be ruled out).
- Opportunities for passive solar gain – orientation of buildings to maximise day lighting and passive solar gain.
- High levels of insulation, low energy fittings. and other energy efficiency measures;
- Water conservation and recycling could be incorporated into new buildings in ways that mean the water can be accessed for use e.g. in the toilets and garden areas (e.g. all new homes to be installed with water butts).

3.16.2 Building regulations contain the requirements for waste collection points, such as the maximum distance residents have to walk to bins. The layout of the development will need to take account of:

- Accommodating space for storage of waste and recycling bins/boxes in a way that is accessible for residents and accessible for waste/recycling collection staff to collect but also avoiding compromise of the character/streetscape (e.g. caused by bin clutter or insensitive/ prominent locations for bin storage).
- Street design and the layout of private space takes into account access by waste/recycling collection vehicles and staff.
- Possible provision for communal recycling storage/collection (i.e. a single or small number of point(s) where everyone takes their waste/recyclables, composting etc. on site).

Green Roofs and Walls and roof gardens

3.16.3 The inclusion of green roofs/walls will be strongly encouraged as a valid contribution to meeting a range of other requirements in a sustainable and efficient way. For example, green roofs, walls and roof gardens will assist in ensuring the gradual transition between urban and rural that is important for this site and may also form part of the surface water management and drainage strategy. A range of green wall and roof approaches are available and can include very simple designs; advice and expertise on delivering these is also increasingly available. Roof gardens will also be supported where this approach can appropriately add interest and variety to the development, including in terms of variety and flexibility in the types of dwelling offered.

3.17 Air Quality

3.17.4 In accordance with policy CS10.2 an air quality assessment and travel plan will be required to accompany any planning application for the development of Land off Cross-a-Moor. As set out in the Transport and Movement Framework, measures should be taken to maximize opportunities for people to use modes of transport other than the private car for their day-to-day needs. The wider green infrastructure framework, including appropriate planting and the inclusion of green roofs/walls, will also help to minimize negative effects on air quality by capturing additional pollutants.

4. Implementation and Delivery

4.1 Partners

Who Will Deliver the Development?

4.1.1 Potential private housing developers, and possibly Housing Associations will deliver the Land off Cross-a-Moor site, in close liaison with South Lakeland District Council, Cumbria County Council and relevant third parties and statutory bodies.

4.2 Phasing/Timing

4.2.1 It is possible the site will come forward in a number of stages given there is likely to be more than one developer interest at this point in time. Therefore there are likely to be a number of separate planning applications. It is important that with each stage of development the necessary infrastructure and open space is also provided in a timely way to ensure that individual applications are conducive to the comprehensive development of the site as a whole. As part of the planning permission there will be key triggers, requiring the construction of other integral elements of the scheme, with these principally relating to:

- Landscaping
- Open space
- Play space
- Sustainable Urban Drainage System
- Pedestrian and cycle links
- Affordable Housing

4.2.2 The precise timing of these elements will be agreed with the developer and controlled by condition/ S106 agreement.

4.3 Planning Application

4.3.1 Any future planning application should be submitted in accordance with national planning application validation requirements and information set out in the Council's Validation Checklist.

4.3.2 In addition to standard national requirements, which consist of a completed planning application form, location plan and other plans and elevations where appropriate, any planning submission will need to be accompanied by a suite of additional supporting information. The nature of information and the level of detail required will be agreed with the Council, but is likely to include:

- Design and Access Statement;
- Planning Statement;
- Transport Assessment and Travel Plan;
- Sustainability Statement;

- Ground Conditions Report (including Iron Ore/Haematite Mining (historic) Risk/any risk of subsidence Assessment);
- Land contamination assessment;
- Landscape and Visual Impact Assessment;
- Tree and Hedgerow survey and mitigation where appropriate;
- Plans and Drawings;
- Habitats Survey and mitigation;
- Noise Impact Assessment;
- Flood Risk Assessment;
- Archaeological Assessment;
- Affordable Housing Statement;
- Air Quality Assessment and;
- Sustainable Urban Drainage Strategy and long term maintenance of surface water drainage scheme;
- Statement of Community Involvement;
- Foul Sewerage Assessment; and
- Planning Obligation Pro Forma Statement

4.3.3 Where separate planning applications are submitted for phased development, rather than for the development of the allocation land as a whole, then legal planning obligations will be required to safeguard proportional financial contributions as a starting principle based on the developer contributions requirements. The Council will expect applicants to agree a methodology necessary to deliver the infrastructure appropriate to their phase through the Councils pre-application process.

4.3.4 A Section 106 Draft Heads of Terms should be agreed and submitted as part of any future planning application and this will confirm how developer contributions should be apportioned to each developer.

4.3.5 Pre-application consultation should be carried out in accordance with the guidelines set out in the Council's Statement of Community Involvement (2006 and amended 2008). The scope of such consultation should be agreed with the Council.

4.4 Development Obligations

4.4.1 Listed in the table below are some of the likely infrastructure requirements which have been identified through consultation with various stakeholders for Land off Cross-a-Moor (**these are subject to further discussion**). South Lakeland District Council

intends to introduce a Community Infrastructure Levy (CIL) –in 2015. The nature of development obligations will be dependent on whether a CIL is in place or not. The table lists the type of infrastructure which currently it is considered could be funded through CIL if in place and through S106 contributions. On-site requirements will be funded through Section 106 contributions and/or S278 Agreements (Highways), whereas wider infrastructure benefits will be collected through the CIL. This is not an exhaustive list. The Council will expect applicants to agree a methodology necessary to deliver the infrastructure appropriate to their phase through the Councils pre-application process.

Infrastructure type	On site or off site	Details	S106 or CIL
Landscape Including Tree Planting	On-Site	On site provision for landscape buffer along NW edge, and other edges where appropriate and in the site for amenity purposes where appropriate.	On site construction cost
Open Space	On-Site	New play area and informal recreation space, green corridors, amenity spaces	On site construction cost
Sustainable Urban Drainage System	On-Site	On site provision as appropriate	On site construction cost
Walking and Cycling	On-Site	Possible financial contribution to new links between development and Rufus Lane and the Memorial Hall/ Nursery as appropriate.	S106
Education	Off-Site	Financial contribution to provision of primary school places at Pennington School.	S106
Education	Off-Site	Financial contributions to provision of primary school places at Ulverston Victoria High Secondary School	CIL if in place, otherwise S106
Transport - A590T Improvements associated with cumulative impact of development across district	Off-Site	Possible contributions to off-site highways improvements to A590T network - cumulative impacts of development.	CIL if in place, otherwise S106/S278 agreement
Transport - A590T Pennington Lane/Main Road Junction, site specific impact	Off-Site	Possible contributions to off-site highways improvements to junction to accommodate site specific impact from development.	S106 / S278 agreement
Transport - pedestrian footway on Pennington Lane	Off-Site	Provision of footway along north side of Pennington Lane to the A590T and School.	S106 / S278 agreement
Transport - improved pedestrian connections to bus stops A590T	Off-Site	Possible crossings etc	S106 / S278 agreement
Affordable Housing	On-Site	35% affordable housing	S106

USUFUL CONTACTS

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APPENDIX 1: Relevant Development Plan Policies

See website: <http://www.southlakeland.gov.uk/building-and-planning/south-lakeland-local-plan/>.

SOUTH LAKELAND LOCAL PLAN – CORE STRATEGY

- CS1.1 – Sustainable Development Principles
- CS3.1 – Ulverston and Furness Area
- CS6.2 – Dwelling mix and type
- CS6.3 – Provision of affordable housing
- CS6.6 – Making effective and efficient use of land and buildings
- CS7.3 – Education and skills
- CS8.1 – Green Infrastructure
- CS8.2 – Protection and enhancement of landscape and settlement character
- CS8.3a – Accessing open space, sport and recreation
- CS8.3b – Quantity of open space, sport and recreation
- CS8.4 – Biodiversity and geodiversity
- CS8.6 – Historic Environment
- CS8.7 – Sustainable construction, energy efficiency and renewable energy
- CS8.8 – Development and flood risk
- CS8.9 – Minerals and waste
- CS8.10 – Design
- CS9.1 – Social and community infrastructure
- CS9.2 – Developer Contributions
- CS10.1 – Accessing Services
- CS10.2 – Transport Impact of New Development

SOUTH LAKELAND LOCAL PLAN –LAND ALLOCATIONS DPD

- LA1.3 – Housing Allocations
- LA5.6 – Land Off Cross – a – Moor, Swarthmoor
- SOUTH LAKELAND LOCAL PLAN 2006, (incorporating adopted Local Plan Sept. 1997 & March 2006 Alterations).
- C5 – External Lighting
- C19 – Sites of archeological interest
- C24 – Watercourses and Coastal margins
- C30 – Solar Power
- L10 – Rights of Way
- Tr9 – Better Ways to School
- S2 – South Lakeland Design Code
- S3 – Landscaping
- S10 – Parking Provision in new development

S12 – Crime and Design
S18 – Trees close to buildings
S19 – Percent for Art
S26 – Sewage treatment and disposal
S27 – Overhead lines
S29 – Waste recycling facilities

APPENDIX 2: South Lakeland District Council New Play Area Specification Guidance

The creation of cutting edge play areas and intriguing play and learning spaces. Spaces which make use of traditional and natural materials, using equipment to suit all ages, abilities and able or non-able bodied children and families.

Location

To be sited in open, welcoming location with good access links for the catchment area. Not to the rear of properties or with narrow access between properties, a minimum of 20 – 30m from property boundary

To be separate from areas of major vehicle movements and accessible directly from pedestrian routes, linked, as far as possible, with other open spaces, footpath systems, amenity planting areas and other devices to provide the maximum separation from nearby residences.

To feel integrated into the development, more than a play space, an area for residents to meet, walk, make friends, and hold community events. An opportunity to develop a sense of community, rather than a no go area, or an area for a restricted sector of the community.

Accessibility

Accessible by firm-surfaced footpaths suitable for pushchairs or wheel chairs, does not need to be a tarmac surface.

Play Equipment

All play equipment and safety surface will conform to European Play Standards EN 1177 and EN 1176. Play equipment will meet the needs of children aged 0-14 yrs, a variety of fixed play equipment for different age groups. A challenging and learning play environment in natural surroundings, making use of natural features, ground moulding, boulders etc. appropriately designed for a rural location. Grass mat safety surface is preferred

Where appropriate older teen facilities will be provided in a separate location.

Emphasis should be placed on the importance of design, challenge, accessibility, play value, the setting, and distance from houses

Ancillary Items

Depending on the location of the play area, it is not always necessary to fence. Appropriate seating for adults and children, with litter bins and possibly a notice board.

Size

Variable size, a minimum of 200 sqm where more than one play facility is present, or from 400 sqm when only play item in catchment area.

Maintenance

SLDC to agree final equipment section/manufacturer to ensure all equipment can be managed and maintained within existing resources.

Consultation

Where appropriate (depending upon location and houses sold) a public consultation event should be held to confirm challenges and equipment selected.



Good use of firm paths to link equipment



Creative use of boulders and earth can be used to.