



Shaping our future



SOUTH LAKELAND LOCAL PLAN 2040

South Lakeland Local Plan Review: Issues and Options June 2021

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1. Introduction

1.1 South Lakeland Local Plan Review

- 1.1.1.1 This consultation document is the next stage in the review of the South Lakeland Local Plan and seeks your views on a range of planning issues and proposed options for the future development of the district to 2040 (outside the Lake District and the Yorkshire Dales National Parks). The Plan will set out the strategy for the amount, location and design of new development, and at the same time take the opportunity this provides to drive forward the Council's ambitions and aspirations on matters such as climate change, meeting affordable housing needs and promoting biodiversity.
- 1.1.1.2 The document is drafted with full awareness of the profound and ongoing impact of Covid-19 and also of the possible implications of the [Government's White Paper: Planning for the Future](#)¹, which may radically change the nature and process of preparing Local Plans in the near future. Going forward the review of the Local Plan will seek to continue to respond to these and other changing circumstances.
- 1.1.1.3 South Lakeland is progressing its local plan in the face of the challenges of local government re-organisation and changes to the planning system. A new successor authority will be able to adopt this plan. A future District wide local plan for a new authority with a bigger area could take many years to prepare. The challenges set out in this document cannot wait and the early adoption of this plan will ensure that our policy framework remains up to date.
- 1.1.1.4 There is a serious risk that the alternative, to delay plan making pending re-organisation and the creation of a new authority, would result in the Local Plan becoming increasingly out of date over time. This would create a policy vacuum: the Council and communities would have less influence over planning decisions, development would be less sustainable and of lower quality and more planning appeals would be lost.
- 1.1.1.5 For all of the above reasons, the Council is proceeding with plan preparation. This approach is also in line with Government advice which is to continue with plan making.

¹ <https://www.gov.uk/government/consultations/planning-for-the-future>

1.2 Issues and Options

- 1.2.1.1 In 2020 we asked for your views on the issues that the Local Plan Review should address. A summary of this early engagement is set out in the Consultation Statement, and a report of the [Stakeholder Event of 6th March 2020](#)².
- 1.2.1.2 For this next stage we have considered your views and suggest a range of key issues for the Review, together with policy options or approaches to policy development to address these. We are now seeking your views on these 'Issues and Options'.
- 1.2.1.3 A key part of the Local Plan Review is reviewing the supply of housing and employment land. In general, there is a reasonable supply in the short to medium term but this will need supplementing to meet needs to 2040. We issued a [Call for Sites](#) in summer 2020 which you can view and comment on if you wish at this early stage. However this Issues and Options consultation is also a further opportunity to suggest potential development sites for allocation in the Plan, as set out in Theme 2 at section [4.2.6](#) and in the assessment of towns and villages in Theme 3.
- 1.2.1.4 Following the current consultation we will undertake a technical assessment of all of the suggested sites - including any other sites suggested in this consultation - in a **Strategic Housing and Employment Land Availability Assessment** (SHELAA). We will consult widely on this document later in 2021. The SHELAA is a technical assessment and does not itself recommend sites for development. When we have taken account of your views at this stage and in response to the SHELAA, we will propose sites for allocation and consult on these in a draft Plan later in 2022.
- 1.2.1.5 In summary therefore, we highlight the following key points:
- **No sites** are proposed for development at this stage_– this will happen when a draft Plan is consulted on in 2022.
 - The **Call for Sites** list is long one (and will get longer) but most sites will not ultimately be proposed for allocation.
 - You are **welcome to comment** on the 2020 Call for Sites, but you will also have opportunity to comment on all suggested sites once they have been assessed in the SHELAA study. We will take your views into account before consulting on recommended sites in a draft Local Plan later in 2022.

² <https://www.southlakeland.gov.uk/media/7156/local-plan-review-launch-event-report-final.pdf>

1.2.2 Structure of the document (navigating your way around)

1.2.2.1 The document is split into four chapters:

- the first sets the context for the Local Plan Review
- the second is an introductory chapter about South Lakeland
- the third sets out a proposed vision, set of objectives and raises the question of priorities for the Local Plan
- the final chapter, comprising most of the document, sets out key issues and options for each of 8 main topic themes.

1.2.2.2 For each key issue we present either:

- policy options - these are in a blue box, or
- policy approaches - these are in a green box.

1.2.2.3 Each policy option and policy approach is given its own unique reference number for example:

- policy option reference number PO1.2/i. (each policy option is prefixed with letters PO)
- policy approach reference number PA1.3/a (each policy approach is prefixed with PA)

1.2.2.4 A **policy option** is a suggestion for a type of policy that could be used to address the key issue. Policy options generally represent a decision that we need to make on the direction of future policy. A policy option may relate to the introduction of a new policy requirement, or a change in current policies in some way - for example, introducing different criteria that may need to be applied. The policy options are generally exclusive to one another but it might be that you think a combination or elements of each might be the best way to address the issue and are therefore the preferred option. .

1.2.2.5 A **policy approach** is a direction of travel or intent for how we propose to address the key issue. Policy approaches may relate to the general direction of the policy content itself, or may be more general or procedural approaches to addressing the issue through the review, for example in terms of the evidence we will gather, or possible extra guidance that we will produce, or factors we will consider in addressing the issue. The policy approaches should all be read as a package and do not represent a choice needing to be made between them.

1.2.2.6 Each policy option and policy approach is followed by a question or set of questions to allow you to respond to the suggestions made.

1.2.3 Referencing, Glossary and Opening Hyperlinks

1.2.3.1 Several acronyms are used widely in this document. Each is referenced in full when first used. The most common acronyms in the document are listed below:

- DPD – Development Plan Document
- LPA – Local Planning Authority
- AONB – Area of Outstanding Natural Beauty
- NPPF – National Planning Policy Framework
- PPG – Planning Practice Guidance
- CS – Core Strategy, used as a prefix to a Core Strategy policy reference e.g. CS1
- LA – Land Allocations, used as a prefix to a Land Allocations policy reference e.g. LA1.1
- DM – Development Management, used as a prefix to a Development Management policy reference e.g. DM1

1.2.3.2 A **Glossary of Terms** that have been commonly used in this document is provided at Appendix 1.

1.2.3.3 **Hyperlinks** are used within this document to GIS mapping and to other documents. If hyperlinks will not open using Internet Explorer, it's suggested that you try using alternative browsers such as **Google Chrome** or **Microsoft Edge**.

1.3 The Current Local Plan

1.3.1.1 The current South Lakeland Local Plan (2003-2025) comprises:

- The **Core Strategy** Development Plan Document (DPD)³ (Oct. 2010) sets out strategic planning policies, housing and employment targets, and how development should be distributed between towns, villages and the countryside.
- The **Land Allocations** DPD⁴ (Dec. 2013) allocates land for the development needs set out in the Core Strategy and also protects sites from development, including open spaces and Green Gaps.
- The **Development Management Policies** DPD⁵ (March 2019) sets detailed policies on a range of topics, used to inform decisions on

³ <https://www.southlakeland.gov.uk/planning-and-building/south-lakeland-local-plan/local-plan-core-strategy/>

⁴ <https://www.southlakeland.gov.uk/planning-and-building/south-lakeland-local-plan/land-allocations/>

⁵ <https://www.southlakeland.gov.uk/planning-and-building/south-lakeland-local-plan/development-management-policies/>

planning applications – for example on design, biodiversity, flood risk and setting new standards for accessible and adaptable homes.

- The **Arnside and Silverdale Area of Outstanding Natural Beauty** DPD⁶ (March 2019) includes a development strategy and other planning policies for the whole of the AONB that are used to inform decisions on planning applications.

1.3.1.2 The Local Plan Review will review and combine the Core Strategy, Land Allocations and Development Management Policies DPDs into a single Local Plan. The review will include district-wide policies relating to the AONB, but will not review the AONB DPD itself. The review of the AONB Development Strategy and current allocations will take place through a future review of the AONB DPD.

1.3.1.3 Other Local Plan Documents that form part of the South Lakeland Development Plan include:

- ‘Made’ **Neighbourhood Plans** (Heversham and Hincaster and Grange-over-Sands) which contain locally-specific policies for development within the designated Neighbourhood Plan areas. Neighbourhood Plans covering Allithwaite and Cartmel Parish and Burneside Parish are also under preparation;
- The **Cumbria Minerals and Waste Local Plan** (2015-2030)⁷ sets out planning policies for assessing proposals for minerals extraction and waste management in Cumbria outside of the Lake District and Yorkshire Dales National Parks. The Plan is prepared by the County Council as the minerals and waste planning authority.

1.3.1.4 There are also supporting documents which are a material planning consideration when deciding on planning applications and take the form of Supplementary Planning Documents (SPD). These include [14 Development Briefs](#)⁸ which provide more guidance on the type and quality of development expected in 14 of the larger and more complex development allocation sites. Another Supplementary Planning Document is the [Cumbria Wind Energy SPD](#)⁹. The draft North West Marine Plan is in preparation and is also a material consideration in plan-making, planning decision making and enforcement.

⁶ <https://www.southlakeland.gov.uk/planning-and-building/south-lakeland-local-plan/area-of-outstanding-natural-beauty-aonb-development-plan/>

⁷ https://www.cumbria.gov.uk/planning-environment/policy/minerals_waste/MWLP/Adopted.asp

⁸ <https://www.southlakeland.gov.uk/planning-and-building/south-lakeland-local-plan/development-briefs-and-masterplans/>

⁹ <https://www.cumbria.gov.uk/planning-environment/renewable-energy/windEnergy.asp>

1.4 Sustainability Appraisal and Habitats Regulation Assessment

- 1.4.1.1 Sustainability Appraisal (SA) is a legal requirement and its role is to assess and improve the economic, social and environmental effects of the Local Plan and to monitor its impacts. The SA helps us assess the relative merits of a range of different options and alternatives, and helps us determine the most appropriate options that will deliver the best outcomes for our area. It also helps identify measures that will be required to help reduce any harmful effects from the plan. The SA ‘tells the story’ of the plan-making processes – it documents how decisions have been made and how they have been informed by environmental and sustainability concerns.
- 1.4.1.2 The results of the appraisal are set out and analysed in an SA Report which sits alongside and informs each stage of the Local Plan review process. We are currently working on the SA Report of the Issues and Options report and it will be uploaded to our website in due course. It will be updated as the Local Plan review progresses to record each stage.
- 1.4.1.3 ‘Scoping’ is the first stage of a sustainability appraisal and the first exercise is to identify the key sustainability issues facing the district that the Local Plan needs to take account of. Scoping also looks at the wide range of international, national and local plans, strategies, policies and laws that will influence the Local Plan, and identifies any targets within them that the Local Plan should help achieve, such as the reduction of carbon emissions. Scoping also sets out the assessment framework that will be used in the SA and presents a range of objectives that the Local Plan’s strategy, sites and policies should seek to achieve. Our first draft SA Scoping report was published as part of our Early Engagement and we have made some changes in response to comments we received. An updated SA Scoping report is published alongside this Issues and Options report.
- 1.4.1.4 It is also required by [law](#)¹⁰ for us to consider the impacts of the Local Plan on European designated sites including Special Areas of Conservation, Special Protection Areas and Ramsar sites of which there are a number within or close to our area. This process is called the Habitat Regulation Assessment (HRA).
- 1.4.1.5 Both the Sustainability Appraisal and Habitats Regulation Assessment derive from European legislation and may be subject to changes in the near future as a result of the UK’s departure from the European Union, as well as the government’s proposed planning reforms which suggest the SA process will be replaced by a simpler and more basic assessment of sustainability impacts.

¹⁰ <http://www.legislation.gov.uk/ukxi/2017/1012/contents/made>



1.5 Links with the Council Plan

1.5.1.1 The Local Plan helps to deliver parts of South Lakeland's [Council Plan](#)¹¹. The Council Plan contains the vision of making “*South Lakeland the best place to live, work and explore*”. It contains four key priorities:

- Working across boundaries, delivering sustainable regional growth across Morecambe Bay.
- Delivering a balanced community, a South Lakeland for all ages.
- Delivering a fairer South Lakeland, a South Lakeland for everyone.
- Addressing the climate emergency, a carbon neutral South Lakeland.

1.5.1.2 Within these priorities the Council Plan sets out a range of activities that the Council will undertake under the themes of housing and communities, economy and culture and health and the environment. Many of these are directly relevant to, and will be influenced by the Local Plan, including:

- Intervening and working with partners to remove barriers and deliver major development sites and critical infrastructure.
- Delivering the right mix of new housing including affordable homes to rent, housing to attract and retain young people and homes suitable for the elderly.
- Ensuring new development is sustainable, energy efficient and flood resilient.
- Unlocking employment development sites and enabling local businesses to grow.
- Developing town centres that are attractive and accessible for living, working, culture and leisure.
- Conserving and enhancing biodiversity.
- Promoting environmental technologies and the green economy, and working to achieve a carbon neutral South Lakeland.
- Working with partners to promote and encourage the provision of and access to sustainable public transport, and promoting active travel including cycling and walking.

¹¹ <https://www.southlakeland.gov.uk/your-council/council-business/council-documents/council-plan/#gsc.tab=0>

1.6 The Climate Emergency and Carbon Neutrality

- 1.6.1.1 In 2019 SLDC declared a climate emergency, in response to mounting concern at the impacts of climate change from global warming from carbon dioxide emissions. The Council, with other Cumbrian and National Park authorities also adopted the Cumbria Joint Public Health Strategy, which includes a key aim of becoming a "carbon neutral" county and of mitigating the likely impact of climate change. South Lakeland District Council (SLDC) aims to become a carbon neutral Council by 2030 and a carbon neutral district by 2037.
- 1.6.1.2 The Council with others commissioned Smallworld Consulting, of Lancaster University, to prepare [a study identifying the county's current carbon footprint](#)¹² and recommending appropriate targets. This report together with views gathered at public Climate Conversations, have informed the [Council's Climate Change Action Plan](#)¹³, adopted in July 2020. 'Carbon neutrality' means balancing a measured amount of carbon released with an equivalent amount absorbed, removed or offset. This would achieve net zero carbon emissions. The Council believes that becoming carbon-neutral will improve the quality of life for residents in South Lakeland and help to build new green, clean growth opportunities for our economy.
- 1.6.1.3 The Local Plan plays a key role in mitigating and adapting to the climate emergency. We are also legally required to make sure that development and use of land contributes to the mitigation of and adaptation to climate change. The Local Plan Review will therefore have the mitigation of and adaptation to the climate emergency at its heart, forming a key overarching theme for the whole document.

1.7 The National Policy Context

- 1.7.1.1 The Local Plan must also take account of the [National Planning Policy Framework](#)¹⁴ (NPPF) (February 2019) and [Planning Practice Guidance](#)¹⁵ (PPG).
- 1.7.1.2 The 2019 NPPF sets out that Local Plans include **strategic policies** to address key strategic issues, as well as policies which help inform decision making on planning applications.

¹² <https://slacc.org.uk/wp-content/uploads/2020/06/Cumbria-Carbon-Baseline-Report-2019-200229-Final.pdf>

¹³ <https://www.southlakeland.gov.uk/media/7208/climate-change-action-plan-accessible.pdf>

¹⁴ <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

¹⁵ <https://www.gov.uk/government/collections/planning-practice-guidance>

- 1.7.1.3 The NPPF requires Local Plans to set out an overall strategy for the pattern, scale and quality of development, and make sufficient provision for:
- Housing (including affordable housing), employment, retail, leisure and other commercial development;
 - Infrastructure for transport, telecommunications, security, waste management, water supply, wastewater, flood risk and coastal management, and the provision of materials and energy (including heat);
 - Community facilities (such as health, education and cultural infrastructure); and
 - Conservation and enhancement of the natural, built and historic environment, including landscapes and green infrastructure, and planning measures to address climate change mitigation and adaptation.
- 1.7.1.4 National policy and guidance have been frequently changed in recent years, which makes the process of preparing Local Plans more difficult as it constantly changes the 'goalposts' and affects what Local Plans can or can't do. In August 2020 the government announced plans for wholesale radical reforms of the planning system through its [Planning for the Future](https://www.gov.uk/government/consultations/planning-for-the-future)¹⁶ White Paper. If implemented, these changes will fundamentally change the scope and format of Local Plans.
- 1.7.1.5 The proposals are at the time of preparing this Issues and Options report subject to ongoing debate in government, and would require new legislation and new national policy and guidance to be brought into force. The advice from the government in the meantime is for local planning authorities to press on with their Local Plan process and not to delay or stall to await further details or implementation of national policy changes.
- 1.7.1.6 This Issues and Options report has therefore been prepared in the context of the current legislation, policy and guidance which still provides the legal basis for plan making. In progressing our Local Plan Review we will carefully follow national developments and may well need to adapt and change our approaches as the review progresses. All of our proposed options must therefore be accompanied by a clear caveat that they are proposed in the context of the current situation and may need to be significantly amended as the Local Plan Review progresses should national planning reforms be brought forward.

¹⁶ <https://www.gov.uk/government/consultations/planning-for-the-future>

1.8 The Timeline for the Local Plan Review

Stage	Date
<ul style="list-style-type: none"> • Early Engagement 	Early 2020
<ul style="list-style-type: none"> • Issues and Options Consultation 	Summer 2021
<ul style="list-style-type: none"> • Draft Plan Consultation 	Summer 2022
<ul style="list-style-type: none"> • Formal Representations and Submission of the Plan for Examination 	Spring 2023
<ul style="list-style-type: none"> • Public Examination by the Planning Inspectorate 	Autumn 2023
<ul style="list-style-type: none"> • Adopting the Local Plan 	Spring 2024

1.9 How to Get Involved

- 1.9.1.1 We are still at an early stage of the Local Plan Review so it's a great time to get involved. Everything is still up for discussion and no decisions have yet been made.
- 1.9.1.2 We would like to hear your views and for you to share local knowledge with us as we progress the Local Plan Review.
- 1.9.1.3 You can get involved in the following ways:
- Visit our [Virtual Consultation Room](#) to view our exhibition boards.
 - Browse our Document Library on our [website](#)¹⁷ or at our Inspection Points¹⁸ where you can view this Issues and Options Report and a range of supporting documents including:
 - *Local Plan Policy Review Document* (this sets out which of our existing Local Plan policies we plan to update)
 - *Consultation Statement* (this summarises the feedback we received in our early engagement in 2020 and shows how it has informed the Issues and Options Report)
 - *Sustainability Appraisal Scoping Report* (this sets out how we will assess the Local Plan to ensure it is helping deliver sustainable development)
 - *Housing Topic Paper* (this provides more information and evidence relating the Housing theme)

¹⁷ www.southlakeland.gov.uk/LocalPlanReview

¹⁸ South Lakeland House (Kendal), Coronation Hall (Ulverston) and libraries in Kendal, Ulverston, Kirkby Lonsdale, Milnthorpe, Grange-over-Sands and Arnsdale



- *Settlement Services and Accessibility Assessment* (this assesses the current provision of services and facilities and public transport in our key and local service centres)
 - **Talk to a planning officer** online or on the phone (see our website for details and times).
 - Respond to our [online survey](#)¹⁹
 - Sign up to our mailing list²⁰ so that you'll be notified of any upcoming consultations and receive newsletter updates.
 - **Look out for our drop in events in September** – we're closely monitoring the covid-19 situation and if it's safe to do so we'll arrange some 'in person' drop in events in September – we'll publicise them on our website and on social media and with local posters and fliers.
- 1.9.1.4 If you have any questions, ideas, or would like to speak with someone from the Strategy team, please call 01539 733333 or email development.plans@soutlakeland.gov.uk or write to Strategy Team, South Lakeland District Council, South Lakeland House, Lowther Street, Kendal, Cumbria, LA9 4DQ.
- 1.9.1.5 Sharing your thoughts with us now will inform the next stage of the process which will be a draft Local Plan in 2022, containing updated planning policies and proposed site allocations.

¹⁹ <https://cumbria.citizenspace.com/south-lakeland-district-council/south-lakeland-local-plan-review-issues-and-option>

²⁰ www.southlakeland.gov.uk/LocalPlanConsultations

2. About South Lakeland

2.1 Introduction

- 2.1.1.1 South Lakeland lies in the southernmost part of Cumbria and has strong links with its neighbouring districts of Barrow-in-Furness and Lancaster in terms of the housing market and economy, with nearly all employed residents working within the Bay area and three quarters of all house moves taking place within the Bay area.
- 2.1.1.2 The South Lakeland Local Plan covers the areas of South Lakeland outside the Lake District and Yorkshire Dales National Park areas, whose authorities prepare their own Local Plans. For clarity the South Lakeland Local Plan does not therefore apply to the National Park areas. In 2021 the Government intends to consider proposals for new and extended National Parks and AONBs, including a request for an extension of the southern boundary²¹ of the Lake District into the Furness and Cartmel peninsulas.

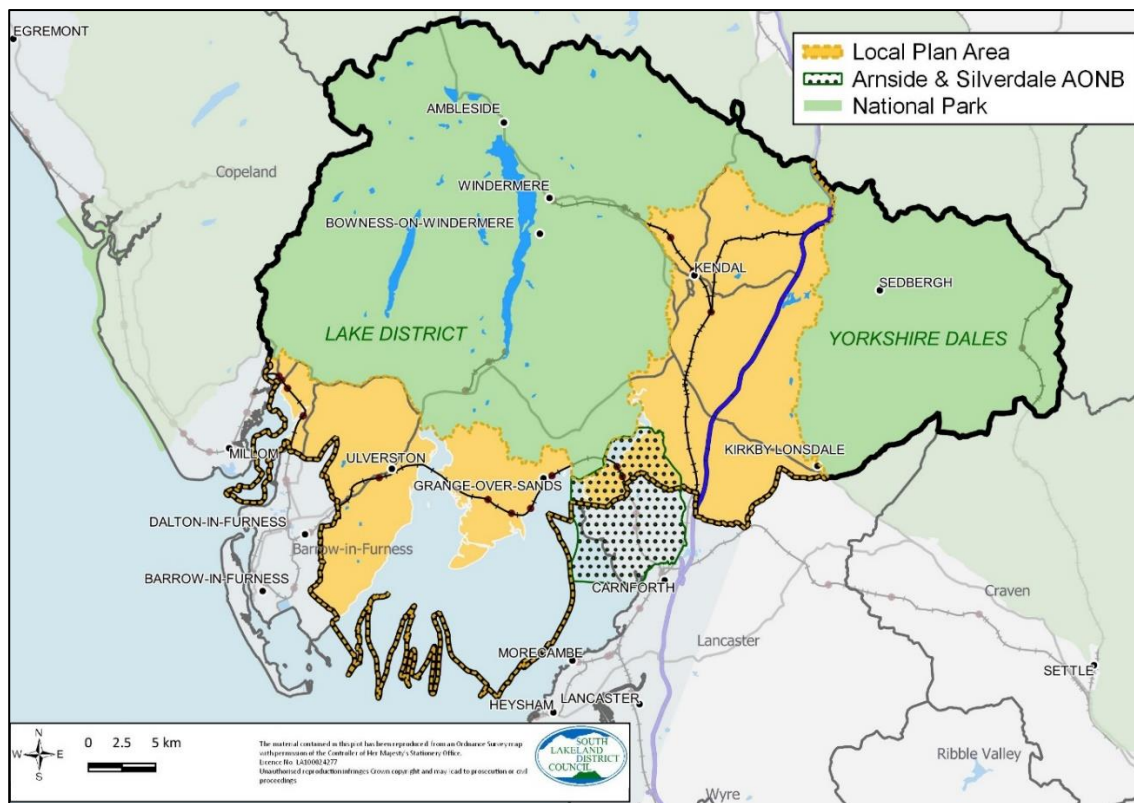


Figure 1: South Lakeland Local Plan area

²¹ <https://www.friendsofthelakedistrict.org.uk/news/southern-boundary-extension-news>

2.2 Key Facts and Figures

2.2.1.1 We set out below a snapshot of some key facts and figures about South Lakeland. Much more information can be found in the Sustainability Appraisal Scoping Report on our website.



- **2,222 new homes have been built** in South Lakeland since the current Local Plan was adopted in 2010. This includes **539 affordable homes**.
- Over the past 5 years an **average of 279 homes have been built each year**.
- On average, **homes in South Lakeland cost 9.5 times the average local salary**.
- The **proportion of privately rented homes has increased and the proportion of homeowners with mortgages has decreased**. Almost 45% of homes in South Lakeland are owned outright.
- We have a **higher proportion of larger and detached homes** than nationally.



- **Carbon dioxide emissions are 7 tonnes per person per year** in South Lakeland. This compares with 4.3 tonnes per person nationally and 6.5 tonnes across Cumbria.
- **More than 7,200 homes and about 2,300 businesses are at risk of flooding** from rivers or the sea based on Environment Agency flood risk maps, and this will increase with the effects of climate change.
- We have a wealth of internationally, nationally and locally designated nature and conservation sites that are important for their biodiversity and geodiversity including **six European protected sites, 34 Sites of Special Scientific Interest (SSSI) and over 100 County Wildlife sites**.
- Our Local Plan area has **varied and special landscapes** including coastal and estuary landscapes, limestone landscapes, valleys, drumlins, moorlands, fells and upland fringes.
- We **adjoin two National Parks** including the Lake District World Heritage site, and **part of our area is designated as the Arnside and Silverdale Area of Outstanding Natural Beauty**.



- South Lakeland has a **significantly older population than other regions**: 28% of the district's population is aged over 65, compared with 18% nationally.
- **Life expectancy** (Male: 81.9, Female: 84.7) is **higher** than the England average (Male: 79.6, Female: 83.2).
- We have a **significantly ageing population**. **Deaths exceed births** and without people moving to the area our population would be in decline.
- The health of people in South Lakeland is generally better than the England average.



- There are **almost 6,500 businesses in the district**, with most employing fewer than 10 people.
- Over the last five years **about 5,700 square metres of employment and business floor space have been lost to other uses** such as housing.
- The main sectors that people work in are **accommodation and food, retail, health and manufacturing**.
- On average, **jobs in South Lakeland are lower paid than regionally and nationally**.
- **Unemployment levels have historically been low** but our economy and key employment sectors have been hit hard by Covid-19.



- The **rural nature of the district limits public transport opportunities**, and reliance on private cars is relatively high (39% of households have 2 or more cars) compared with regional and national averages, which poses challenges in promoting sustainable travel.
- The **majority of people here travel to work by a private vehicle** (44.5%), but a **greater proportion of people walk or cycle to work than regionally across the North West**
- We have **128 outdoor sports facilities** and **340 public open spaces** protected from development in our current Local Plan.

3. Vision, Objectives and Priorities

3.1 Vision

- 3.1.1.1 The following vision sets out what we'd like to be able to say about South Lakeland in 2040:

South Lakeland is the best place to live, work and explore

South Lakeland is at the centre of a Morecambe Bay Economic Region at the cutting edge of delivering sustainable economic growth in the North of England with homes, high value jobs, world class knowledge and exceptional quality of life.

South Lakeland has a balanced community housing a growing working age population and providing the best possible quality of life for all age groups

South Lakeland is a fairer district where everyone has access to the same opportunities, life chances and potential to lead safe, healthy, happy and fulfilled lives

South Lakeland is a more beautiful, quieter and cleaner district leading the way to Net Zero with more comfortable, warmer and safer homes, cleaner air and water, more wildlife, more trees and more jobs in a thriving sustainable economy and an environmental quality and quality of life that is recognised as the best in England.

Question 1: Please give us your views on this vision for South Lakeland at 2040.

3.2 Working Across Boundaries - The Bigger Picture

- 3.2.1.1 South Lakeland looks forwards and looks outwards. Our district lies at the heart of the Morecambe Bay Economic Region which also includes our two partner authorities of Lancaster with its knowledge base and Barrow with its advanced manufacturing expertise. Together, these make up an economic region with a population of more than 320,000, more than 13,000 businesses, 18,000 advanced manufacturing jobs and two universities, aligned with economic, environmental, cultural and health geographies.
- 3.2.1.2 All three councils are using their combined weight to secure the investment, growth and transport infrastructure that will deliver jobs and maintain and enhance quality of life across the whole Bay area.
- 3.2.1.3 The three councils have a joint ambition for a thriving and diverse sub-regional economy with a skilled workforce, a balanced housing market to meet needs, great leisure services to encourage healthy lifestyles and a cultural offer that



appeals to residents and visitors alike as well as delivering excellent regulatory services. Co-operation and collaboration across the Bay also creates opportunities to develop combined approaches to health, carbon reduction and tackling deprivation and inequality.

- 3.2.1.4 The Government is consulting on proposals for local government reform in Cumbria. All three Councils favour a proposal to combine as a single unitary Council. A decision on this is expected later this year. Working across boundaries has been an SLDC priority for some years and as a result, there is already a high degree of alignment between South Lakeland's plan and the equivalent plans for Lancaster and Barrow. All three Districts are preparing their own local plans and, in the event of a new authority becoming a reality, it is likely that this plan will proceed as a plan for South Lakeland. Future iterations may seek to combine the plans of the three districts into a single plan. This plan is intended to be well placed to evolve and shape strategies and priorities for any new Bay authority.
- 3.2.1.5 Working across boundaries also means working across other related geographies including the Lake District and Yorkshire Dales National Parks which make up more than two thirds of the land area of the District as well as Cumbria County Council, Cumbria Local Economic Partnership and the Borderlands programme.

3.3 Objectives

3.3.1.1 We have drafted a set of objectives for the Local Plan which will help us achieve the vision. The objectives will form the framework for the plan, and our policies and sites should all contribute to achieving them. We are seeking your views on these draft objectives at this stage.

Objective 1	To ensure that new development plays its part in achieving a Carbon Neutral Cumbria by 2037 and that environments and communities are adaptable and resilient to climate change
Objective 2	To ensure that development is sustainable – in being sited in locations where people can access jobs and services, and in delivering wider social and economic outcomes within the district’s environmental limits
Objective 3	To ensure that our market towns and their centres in particular are places for cultural and economic activity where people interact and access local services; and to ensure the viability and sustainability of our communities in our villages and countryside, in ways which protect the district’s local built heritage, character and identity.
Objective 4	To ensure new development and open spaces support the health and wellbeing of communities and encourage active and healthy lifestyles
Objective 5	To deliver housing to meet current and future needs, including affordable housing, of a quality, type and size which meets a range of needs over people’s lifetime
Objective 6	To support economic growth in ways which are compatible with environmental objectives, promote a greener economy, revitalise town centres and deliver increased prosperity for the whole community, including good quality and better paid jobs.
Objective 7	To ensure development is supported by essential infrastructure and services and promotes safe movement and more sustainable modes of travel by enhancing greener travel networks for walking, cycling and public transport
Objective 8	To protect and enhance the district’s varied and high quality environment, including through quality design: including its natural landscapes, green infrastructure and biodiversity, as well as its rich historic built environment and cultural assets.

Question 2: Do you agree with these proposed objectives for the Local Plan Review? Please let us have additional suggestions you may have.

3.4 Priorities and Development Viability

3.4.1.1 In setting the priorities and objectives underpinning the Local Plan we must consider the potential impacts these may have in terms of the financial costs placed on new development. There is a risk if we set our expectations and policy requirements too high, that development may not be viable. Our policies should be clear so that developers do not pay too much for a piece of land and then calculate that they cannot afford to meet our policy requirements. If the value generated by a development is more than the cost of developing it, developers will walk away from it. A careful balance needs to be struck in this respect to ensure our requirements are at a level that is viable for development to go ahead. The Local Plan will therefore be subject to a Viability Appraisal which measures the costs of the various policy requirements for planned growth balanced against essential costs and the factors of value of development and land as listed/shown below:

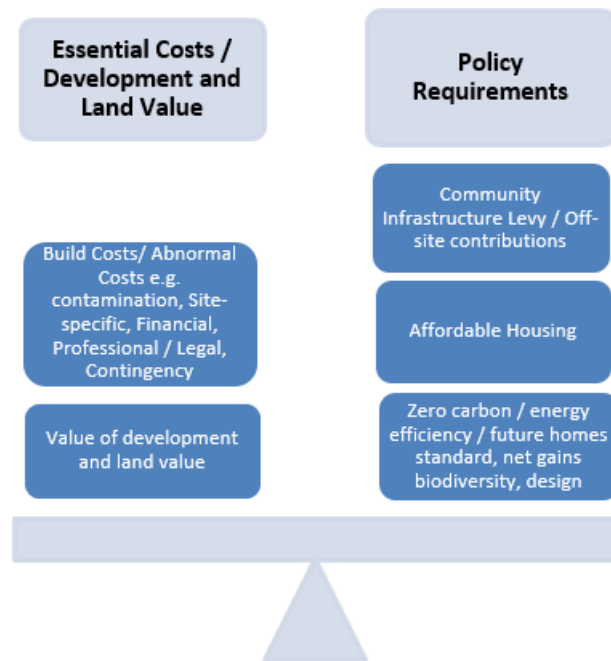


Figure 2: Balancing development essential costs/land value against planning policy requirements

Factors affecting viability	Meaning
Value of Development	Example – how much might be received through total sales of housing taking account of market evidence
Land Value	The sum of the value of the land in its existing use, plus a premium value for

Factors affecting viability	Meaning
	the landowner that reflects the minimum return at which it is considered a reasonable landowner would be willing to sell their land
Essential Costs	<p>Build Costs</p> <p>Abnormal Costs such as treating contaminated land</p> <p>Site specific requirements such as access service roads, connecting to utilities, sustainable drainage, green infrastructure / landscaping</p> <p>Financial costs e.g. Loans</p> <p>Professional / marketing / sales / legal fees etc.</p> <p>Contingency – address project risk</p> <p>Contributions through the Community Infrastructure Levy (CIL)</p>
Policy Requirements (not exhaustive)	<p>Off-site contributions to pay for essential infrastructure to support development, e.g. education, transport, health and open space/recreation</p> <p>Affordable housing requirements</p> <p>Addressing climate change crisis, zero carbon aims, energy efficiency, future homes standard</p> <p>High quality design – materials and features</p> <p>Accessible and Adaptable Homes (as required in current Policy DM11)</p> <p>Supporting nature recovery – net gains for biodiversity</p>

Table 1: Viability factors

Question 3: How can we make sure the priorities in the Plan (see examples above) do not undermine the viability of development? If all



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policy requirements taken together would make development unviable, which requirements do you think should be given lower priority?

4. Issues and Options

4.1 Theme 1: Tackling Climate Change

Objective 1: To ensure that new development plays its part in achieving a Carbon Neutral Cumbria by 2037 and that environments and communities are adaptable and resilient to climate change.

4.1.1 Overview

- 4.1.1.1 Climate change presents growing risks, globally and also locally in South Lakeland. It is widely accepted that human activity is the main reason for increased concentration of greenhouse gases and rising global temperatures. Unless steps are taken it will impact not just this but also future generations. Locally, the more visible impacts of rising temperatures include more extreme weather events including flooding. Longer term impacts are also likely to include rising sea levels and increased coastal flooding. The response to the challenge posed by climate affects many aspects of life and society, a number of which can be influenced positively by the Local Plan Review.
- 4.1.1.2 The Local Plan plays a key role in mitigating and adapting to the climate emergency. We are also legally required to make sure that development and the use of land contributes to the mitigation of and adaptation to climate change. The Local Plan Review will therefore have the mitigation of and adaptation to the climate emergency at its heart, forming an overarching theme for the whole document, including:
- tackling climate change by promoting greater energy efficiency, encouraging more use of renewable energy, and managing flood risk (Theme 1)
 - promoting sustainable development, its distribution and density, to reduce the need to travel (Theme 2)
 - promoting healthy communities, good air quality, open space and green infrastructure (Theme 4)
 - promoting green travel, including public transport, walking and cycling and supporting electric vehicle charging points (Theme 7)
 - promoting greater biodiversity (Theme 8)

4.1.2 Key Issue: Reducing Greenhouse Gas Emissions and achieving Carbon Neutrality in new Development

What is the Issue?

- 4.1.2.1 The Government has set a legally binding target of reducing by 2050 the UK's greenhouse gas emissions by 100% (net zero) from 1990 levels. Locally, the District Council (SLDC) is aiming for South Lakeland District to be carbon neutral by 2037, and for the Council itself to become carbon neutral by 2030. The response to our early engagement in 2020 shows good support from the community and stakeholders for strong measures to reduce carbon emissions and the impact of climate change. So how can the Local Plan Review help progress the standards in new development to move towards carbon neutrality?
- 4.1.2.2 The current Local Plan (Policy DM2) encourages low carbon building design but does not formally require higher standards than those set in building regulations. However local planning authorities (LPAs) continue to have powers under the Planning and Energy Act 2008 to set energy efficiency standards in new homes above those in building regulations. It is understood this permitted LPAs to require dwellings to provide a 19% reduction in CO₂ emissions over Building Regulations, equivalent to Code for Sustainable Homes Level 4. LPAs also have powers to set requirements for on-site energy generation from renewable energy sources, such as solar panels (sometimes known as the 'Merton Rule').
- 4.1.2.3 In October 2019 the Government consulted on introducing a 'Future Homes Standard' by 2025 which would reduce carbon emissions by 75-80% for an average home, compared to current requirements. This would be achieved through very high fabric standards and low carbon heating systems such as ground or air source heat pumps in place of heating from gas. The report suggested that the move towards a de-carbonised electricity grid, would mean that homes built to the Future Homes Standard would become net zero carbon over time, with no need for further adaptations or changes, as they would not be reliant on fossil fuels for their heating. The consultation also sought views on whether LPAs' powers should be restricted so as to be unable to set higher energy efficiency standards than those set nationally.
- 4.1.2.4 In January 2021 the Government issued its response to the Future Homes Standard consultation. It will firstly introduce an interim uplift to Building Regulations in 2022, which will reduce carbon emissions from new dwellings by 31%. The Government then intends to consult on a full technical specification for the Future Homes Standard in 2023, and will then introduce the necessary legislation in 2024 before implementing it in 2025. This will reduce carbon emissions for a standard home by 75%-80% and make new homes 'zero carbon ready'. In summary this means they will not be built with fossil fuel

heating; they will be 'future-proofed' with low carbon heating and high levels of energy efficiency; and will not require further retro-fitting in order to become zero carbon, as the electricity grid continues to de-carbonise. The Government confirmed that in the short term local authorities will retain powers to set local energy efficiency standards for new homes and that it will wait until the introduction of new planning reforms to clarify the longer-term role of planning authorities in determining local energy efficiency standards. It is understood that LPAs can therefore now require reductions in CO₂ emissions above the earlier limit of 19%.

- 4.1.2.5 The 'Merton Rule' approach requires a stated proportion of the energy used in a development to be from on-site zero and low carbon sources, such as solar panels. In contrast the carbon reduction approach requires a reduction in overall carbon emissions from the energy used in a development. The carbon reduction approach is currently considered the most appropriate approach because it avoids the possible situation under the Merton Rule whereby a building is wasteful in energy but still complies with the Rule by simply installing more low carbon energy.
- 4.1.2.6 In proposing any higher local standards for reduction in CO₂, the additional cost and impact on the viability of development would need to be taken into account, and considered alongside other priorities for contributions and requirements from new development, such as affordable housing.
- 4.1.2.7 Core Strategy Policy CS8.7 requires new commercial buildings of more than 1000 sq m to meet the BREEAM 'excellent' standard. It is proposed that this requirement be retained and the BREEAM 'very good' standard be required for minor non-residential development.

What are the Policy Options or Approaches?

Policy Options 1.2: Achieving Carbon Reduction from new development.

Residential Development:

PO1.2/i: Await higher energy efficiency standards set nationally by Government (a 30% reduction in CO₂ emissions by 2022 and a 75-80% reduction in 2025), and not set higher local standards.

PO1.2/ii: Subject to testing the impact on viability, set higher local standards: by setting higher energy efficiency levels than those proposed by the Government, and/or requiring a minimum percentage of a development's operational energy requirements to be met through renewable and low-carbon energy sources.

Commercial Development

PO1.2/iii: Continue to require new major non-residential development over 1000m² to meet the BREEAM 'Excellent' standard

PO1.2/iv: Require minor non-residential developments, or conversions to residential use, to meet the most up-to-date BREEAM 'Very Good' standard as a minimum.

Question 4: Which of these policy options for achieving carbon reduction in new development do you support and why? Please give your reasons, noting the reference number, and add any other comments or alternative suggestions.

4.1.3 Key Issue: Sustainable Construction and Design

What is the Issue?

4.1.3.1 Option 1.2 above considers setting new standards for housing and commercial development which would increase energy efficiency and reduce carbon dioxide emissions. However the Local Plan Review can also consider how to encourage or require wider standards for sustainable design and construction, which help in the mitigation of and adaptation to the impacts of climate change.

4.1.3.2 The current Local Plan encourages good practice through the following policies:

- Core Strategy Policy CS8.7 – Sustainable construction, energy efficiency and renewable energy.
- Development Management Policies DPD Policy DM2 – Achieving Sustainable High Quality Design (and list of measures at Appendix 1).

4.1.3.3 Together these policies encourage sustainable construction and design measures in new development which:

- reduce the need to travel and provide for sustainable transport – for example through footpath and cycle links, and electric vehicle charging points.
- improve building fabric insulation and on site renewable energy generation.
- reduce flood risk through permeable surfaces and other features
- reduce water consumption and promote recycling.
- optimise solar gain through site layout and orientation of buildings.
- increase opportunities for biodiversity through features such as bat boxes, swift bricks, hedgehog highways, green walls and green roofs.

4.1.3.4 The Government has prepared a [National Design Guide](https://www.gov.uk/government/publications/national-design-guide)²² which sets out 'ten characteristics of beautiful and well-designed places', including that buildings

²² <https://www.gov.uk/government/publications/national-design-guide>

be designed to be resilient and resource efficient. The Government also consulted earlier this year on a more detailed [National Model Design Code²³](#). This is intended to set a baseline standard of quality and practice for LPAs to take into account in developing their own local design codes and guides, and when determining planning applications. The topics covered by the National Model Design Code which relate to climate change include green infrastructure, biodiversity, water and drainage, energy efficiency and sustainable construction. The wider topic of good design is considered in more detail in Theme 8.

What are the Policy Options or Approaches?

Policy Approaches 1.3: Sustainable Construction and Design

PA1.3/a Review and strengthen Core Strategy and Development Management DPD policies to where possible require (rather than simply encourage) sustainable design and construction (over and above requirements in Building Regulations) which help mitigate and adapt to the impact of climate change.

PA1.3/b Prepare a Local Design Guide as a Supplementary Planning Document, in accordance with guidance in the National Model Design Code (when finalised), which provides clear guidance on requirements and advice on sustainable construction, design, and energy efficiency, to help mitigate the impacts of climate change arising from new development.

Question 5: Which of these policy approaches to sustainable construction and design to mitigate climate change impacts, do you support and why? Please give your reasons, noting the relevant reference number, and add any other comments or alternative suggestions.

4.1.4 Key Issue: Promoting Renewable Energy Infrastructure

What is the Issue?

- 4.1.4.1 The energy sector nationally is transitioning apace from carbon-based energy sources, such as oil, coal and gas, towards low-carbon and renewable sources such as wind and solar energy, the costs of which are continuing to reduce. Other sources of low carbon energy include energy from waste (including farm waste), hydro power and the use of renewable and low carbon energy in larger public buildings.

²³ <https://www.gov.uk/government/consultations/national-planning-policy-framework-and-national-model-design-code-consultation-proposals>

4.1.4.2 Planning Practice Guidance emphasises the role of the planning system in the delivery of new renewable and low carbon energy infrastructure in locations where the local environmental impact is acceptable, and is supportive of criteria-based policies that are positively framed. Policy DM21 of the Development Management Policies DPD, adopted in March 2019, is positively framed and supports renewable and low carbon energy development, subject to meeting 10 criteria. These include requirements that proposals minimise their impact on landscape character, historic and nature conservation interests and also safeguard residential and local amenity. Our assessment of whether planning applications propose suitable locations for renewable energy schemes under Policy DM21 is assisted by the following local planning guidance:

- The Cumbria Landscape Character Guidance and Toolkit
- The Cumbria Cumulative Impact of Vertical Infrastructure Study; and
- The Cumbria Wind Energy Supplementary Planning Document

4.1.4.3 The Local Plan Review could go further and identify specific areas which may be suitable for renewable energy. However Planning Practice Guidance (PPG) states that LPAs should only grant planning permission for on-shore wind turbines if the development is in an area identified as suitable for wind energy development in their Local Plan, and if, following consultation, it can be demonstrated that the planning impacts identified by affected local communities have been fully addressed and the proposal has their backing.

What are the Policy Options or Approaches?

Policy Options 1.4: Delivering low carbon and renewable energy infrastructure

PO1.4/i: to retain a criteria-based policy (currently Policy DM21) supported by existing local planning guidance, to assess planning applications for low carbon and renewable energy infrastructure.

PO1.4/ii: to additionally identify suitable areas for development of low carbon and renewable energy infrastructure such as solar panels or wind turbines, taking into account technology requirements, impacts on the local environment and the views of local communities.

Question 6: Which of these policy options for promoting renewable energy infrastructure do you support and why? Please give your reasons, noting the reference number, and add any other comments or alternative suggestions.

Question 7: Would you like to see renewable energy schemes in your local area such as solar farms or wind turbines? If so please indicate

locations or types of locations where you would consider these acceptable?

4.1.5 Key Issue: Resilient Landscapes

What is the Issue?

- 4.1.5.1 The NPPF states that plans should take a proactive approach to mitigating and adapting to climate change when considering the long-term implications for matters including landscapes, biodiversity and the risk of overheating from rising temperatures. National planning policy guidance also advises LPAs, when preparing Local Plans, to look for measures which support sustainable development which have multiple benefits for climate change and adaptation such as Green Infrastructure²⁴. We consider below several areas relating to landscape where the Local Plan Review could encourage or require features to help in mitigating and adapting to climate change.
- 4.1.5.2 Natural Flood Management Measures: Traditionally, flood defences involve mainly large-scale, hard engineering but there is increasing interest in how complementary management of the wider landscape can also help reduce the risk of flooding by slowing the speed of water coming off the hills, temporarily storing water and making river catchments more resilient. There is also potential for such approaches to form part of the flood risk management on development sites.
- 4.1.5.3 Carbon Storage, Capture and Off Setting: The landscape can contribute to reducing greenhouse gases through the storage and capture of carbon dioxide, for example by the planting of more trees and restoration of peat bogs. Any new policy requirements for carbon reduction in new development are likely to include the option that these (while preferred on-site) could be met off-site through various carbon off-setting options, including for example carbon capture through tree planting in other locations.
- 4.1.5.4 Biodiversity Net Gain: Local Plan Policy DM4 in the Development Management Policies DPD adopted in March 2019 already requires new development to deliver environmental net gains for biodiversity. This will often have the added benefit of carbon capture where additional trees are planted for example. The Environment Bill will, when enacted, strengthen local policy by introducing a national requirement for a 10% net gain in biodiversity in new development. The District Council is working with Natural England, the Cumbria Local Nature Partnership and other planning authorities in Cumbria to develop planning

²⁴ Green Infrastructure can reduce urban heat, manage flooding, and help species adapt to climate change, as well as contributing to a pleasant environment which encourages walking and cycling. How the Local Plan Review can promote Green Infrastructure is considered further in Theme 4.

guidance for the consistent application of 'biodiversity net gain'. This issue is considered further in Theme 8.

4.1.5.5 Local Nature Recovery Strategy: Cumbria is one of five pilot areas announced in August 2020 to test the approach to developing a Local Nature Recovery Strategy (LNRS), arising from the Environment Bill. The purpose of a LNRS includes:

- enhancing and restoring nature conservation sites, including habitats and corridors which form stepping stones for wildlife to grow and move
- improving a landscape's resilience to climate change, providing natural solutions to reducing carbon and managing flood risk
- reinforcing the cultural and historic character of landscapes
- enabling enjoyment and connection with nature, for health and wellbeing

4.1.5.6 The LNRS is likely to help provide a consistent approach to priorities for carbon off-setting arising from new development. The LNRS proposals sit alongside the Government proposals for a new Environmental Land Management Scheme in the Agriculture Act 2020, under which farmers and land managers will be paid for public goods such as creating habitats for nature recovery, supporting the establishment of new woodland and other measures to help reduce flooding and tackle the effects of climate change.

What are the Policy Options or Approaches?

Policy Approaches 1.5: Promoting Resilient Landscapes

PA1.5/a A policy approach which encourages or requires landscape resilience measures to assist in the mitigation of and adaptation to climate change, including through: 1) natural flood management measures; 2) carbon capture, storage and off-setting; 3) the requirement for biodiversity net gain; 4) and the opportunity provided by the Local Nature Recovery Strategy pilot for Cumbria.

Question 8: Do you support this policy approach to landscape resilience for the mitigation of and adaptation to climate change? Please give your reasons and add any other comments or alternative suggestions.

4.1.6 Key Issue: Managing and Reducing Flood Risk

What is the Issue?

4.1.6.1 The National Planning Policy Framework (NPPF, Feb. 2019) requires the planning system and Local Plans to support the transition to a low carbon future in a changing climate, taking full account of flood risk and coastal change

including minimising vulnerability and improving resilience. Plans should take a proactive approach to mitigating and adapting to climate change, taking into account the long term implications for flood risk, coastal change, water supply, biodiversity and landscapes. Policies should support measures to ensure the future resilience of communities and infrastructure to climate change impacts, such as providing space for physical protection measures.

- 4.1.6.2 Policy DM6 of the Development Management Policies DPD on Flood Risk Management and Sustainable Drainage Systems was adopted in March 2019. Policy DM6 updated Core Strategy Policy CS8.8 on Development and Flood Risk and is considered to be substantially up to date and compliant with the NPPF. However the Local Plan Review will need to take account of important flood risk management schemes and updated evidence on flood risk - both when assessing potential sites for allocation for development and also in reviewing current policy. These include:
- The start of phase 1 of the Kendal Flood Relief Scheme, and the start soon on design and consultation on phases 2 and 3 for Burneside, Staveley and Ings and upstream storage measures - for details see www.thefloodhub.co.uk/kendal²⁵
 - an updated Strategic Flood Risk Assessment (SFRA) is expected in Summer 2021, which takes full account of all potential sources of flood risk including experience of Storm Desmond in 2015, and likely future increases to flood risk arising from longer term climate change.
 - The latest work on the [Cumbria Coastal Strategy \(CCS\)](https://www.cumbria.gov.uk/ccs/)²⁶ and the [North West Shoreline Management Plan 2 \(SMP2\)](https://www.mycoastline.org.uk/shoreline-management-plans/)²⁷
 - Other assessments of flood risk including for south Ulverston.
- 4.1.6.3 Could measures be required in new homes which make them more resilient to flooding? As the planning system seeks to ensure new homes are located in areas at least risk of flooding, it only requires new homes to be constructed to normal building regulation standards. However exceptional flood events can occasionally mean that relatively new homes experience some flood risk. Should the Council therefore take a precautionary approach in South Lakeland and seek to set higher local standards of construction for new homes which include additional flood resilience features?

²⁵ <http://thefloodhub.co.uk/kendal/>

²⁶ <https://www.cumbria.gov.uk/ccs/>

²⁷ <https://www.mycoastline.org.uk/shoreline-management-plans/>

What are the Policy Options or Approaches?

Policy Approaches 1.6: Flood Risk

PA1.6/a To take account of the latest evidence and proposals relating to flood risk in the assessment of development sites and review of Local Plan policy, in consultation with the Environment Agency and Cumbria County Council as Local Lead Flood Authority. These include an updated Strategic Flood Risk Assessment (expected mid 2021) and forthcoming work on the Kendal Flood Relief Scheme.

Question 9: Do you support this policy approach to reviewing and updating policy on flood risk? Please give your reasons and add any other comments or alternative suggestions.

4.1.7 Other Issues and Additional Policy Approaches

4.1.7.1 We propose the below additional policy approaches to help meet our objective on tackling climate change.

Policy Approaches 1.7: Other Policy Approaches relating to Climate Change;

PA1.7/a An overarching strategic policy on climate change, setting a target to achieve carbon neutrality in the district by 2037; and setting out the areas in which the Local Plan will seek to address climate change, including those listed in paragraph 4.1.1.2 above, and in the following areas: minimising carbon emissions; maximising carbon sequestration; and mitigating and adapting to the impacts of climate change.

PA1.7/b Consider if there are exceptional circumstances which would allow for carbon off-setting, by which a housing developer may deliver the required carbon reduction from a development on off-site locations or through a financial contribution.

PA1.7/c Promote the retrofitting of existing buildings, including energy efficiency measures (while recognising that much does not require planning permission).

PA1.7/d Support community de-centralised renewable energy schemes and micro-generation.

PA1.7/e Require applicants to submit a Sustainability Statement setting out how Local Plan policy requirements relating to climate change will be achieved, taking into consideration the impact of the scheme on other planning considerations and viability. This would include an

energy statement setting out how policy requirements for energy efficiency or renewable energy requirements would be met.

- PA1.7/f** Monitor annual change in carbon dioxide emissions per person per year in South Lakeland compared to regional and national averages (carbon dioxide emissions are 7 tonnes per person per year in South Lakeland - this compares with 4.3 tonnes per person nationally and 6.5 tonnes across Cumbria.)
- PA1.7/g** Monitor progress towards the Council target of South Lakeland becoming a carbon neutral district by 2037 through the regular review of the Council's Climate Change Action Plan and joint working with the Zero Carbon Cumbria Partnership.
- PA1.7/h** Require electric vehicle chargers or the cabling ready for the installation of electric vehicle charging, in all new residential parking spaces.
- PA1.7/i** Consider the need and potential in South Lakeland to set higher local standards of construction for new homes for additional flood resilience features, either for all homes or those homes on sites which have been approved following application of the sequential test for flood risk.

Question 10: Which of these policy approaches to adapting to or mitigating the impacts of climate change do you support and why? Please give your reasons, noting the relevant reference numbers, and add any other comments or alternative suggestions.

4.2 Theme 2: Where Should Development Go?

Objective 2: To ensure that development is sustainable – in being sited in locations where people can access jobs and services, and in delivering wider social and economic outcomes within the district’s environmental limits

4.2.1 Overview

4.2.1.1 Local Plans should contain policies that set out an overall strategy for the pattern, scale and quality of development and make sufficient provision for:

- Housing (including affordable housing), employment, retail, leisure and other commercial development;
- Infrastructure for transport, telecommunications, security, waste management, water supply, wastewater, flood risk and coastal change management, and the provision of minerals and energy (including heat);
- Community facilities (such as health, education and cultural infrastructure) and
- Conservation and enhancement of the natural, built and historic environment, including landscapes and green infrastructure, and planning measures to address climate change mitigation and adaptation.

4.2.1.2 This section of the Issues and Options document focuses on the following:

- The Place Hierarchy – assessing the sustainability of our communities
- The Distribution of Development – where development should be broadly distributed based on the place hierarchy
- Development Boundaries – approach to development within or outside of development boundaries
- Green gaps – designation of green gaps (areas of land that protect against merging of towns and villages)
- Identifying suitable housing and employment sites – guiding principles for the selection of sites to be allocated for future development.

4.2.2 Key Issue: Sustainable Places - The Place Hierarchy

What is the Issue?

4.2.2.1 Successful place-making is about looking at the opportunities and benefits of places and the extent to which these can support the creation of sustainable communities. A number of factors (environmental, social and economic) all need to be taken into account in deciding on how places are shaped in the future. These factors influence the strategy for where to locate new development and at what scale (The Development Strategy). Development

should be directed to the most sustainable locations, taking account of these factors. We need to therefore ask the question how these factors should influence the criteria for where development should be located and at what scale.

Policy Approaches 2.2: Factors to consider in reviewing the place hierarchy

- PA2.2/a** Existing population size
- PA2.2/b** Type and range of facilities (within and in close proximity to a place)
- PA2.2/c** Identity and character of the place
- PA2.2/d** Sustainable travel connections within the place, and to other places
- PA2.2/e** Environmental capacity and resilience of a place taking account of matters such as climate change (for example flood risk)
- PA2.2/f** Proximity of a place to larger towns and degree of access to them
- PA2.2/g** Economic growth potential – extent to which a place can support new job opportunities
- PA2.2/h** Infrastructure and services within a place, capacity of existing provision to support new development, and extent to which additional provision can be readily delivered
- PA2.2/i** Scale of opportunity to create new communities, and to strengthen the sense of place/community
- PA2.2/j** Housing need and market – extent to which a place can support meeting existing and future needs including affordable housing
- PA2.2/k** Regeneration needs and opportunities – extent to which a place can support regeneration and prosperity of existing communities and make them more resilient in the future
- PA2.2/l** Availability of land for development, and extent of constraints
- PA2.2/m** Community ambitions and objectives including Neighbourhood Plans

Question 11: Which of these policy approaches to reviewing the place hierarchy do you support and why? Please give your reasons, noting the relevant reference numbers, and add any other comments or alternative suggestions.

Question 12: Taking into consideration the factors listed above, what do you think makes for a sustainable successful place? What criteria should be used to determine where development should be located?

4.2.2.2 The current Local Plan Development Strategy is set out in Policy CS1.2. This identifies four settlement tiers using criteria to determine which places fall in which tier (the Settlement/Place Hierarchy) as follows:

Settlement/Place Hierarchy	Settlements	Criteria
Principal Service Centres	Kendal and Ulverston	Largest settlements with most facilities
Key Service Centre	Grange-over-Sands, Kirkby Lonsdale and Milnthorpe	-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
Local Service Centre	Allithwaite, Arnside, Broughton-in-Furness, Burneside, Burton-in-Kendal, Cartmel, Endmoor, Flookburgh/Cark, Great/Little Urswick, Holme, Kirkby-in-Furness, Levens, Oxenholme, Natland, Penny Bridge/Greenodd, Sandside/ Storth, Swarthmoor	-A local shop (selling items to meet every day needs) -A primary school -'Good' public transport links – 30 minute public transport journey of a GP, a hospital, a primary school, a secondary school, areas of employment and a major retail centre
Smaller villages, hamlets and open countryside	All other locations	Small villages and hamlet comprises a recognised settlement of normally 10 or more dwellings, in contiguous clusters and without significant open areas between buildings, but excluding groups of

Settlement/Place Hierarchy	Settlements	Criteria
		houses arising solely or mainly from the conversion of farms in isolation

Table 2: Settlement/Place Hierarchy and criteria

4.2.2.3 A map showing the three tiers of settlements, and key public transport routes is provided below:

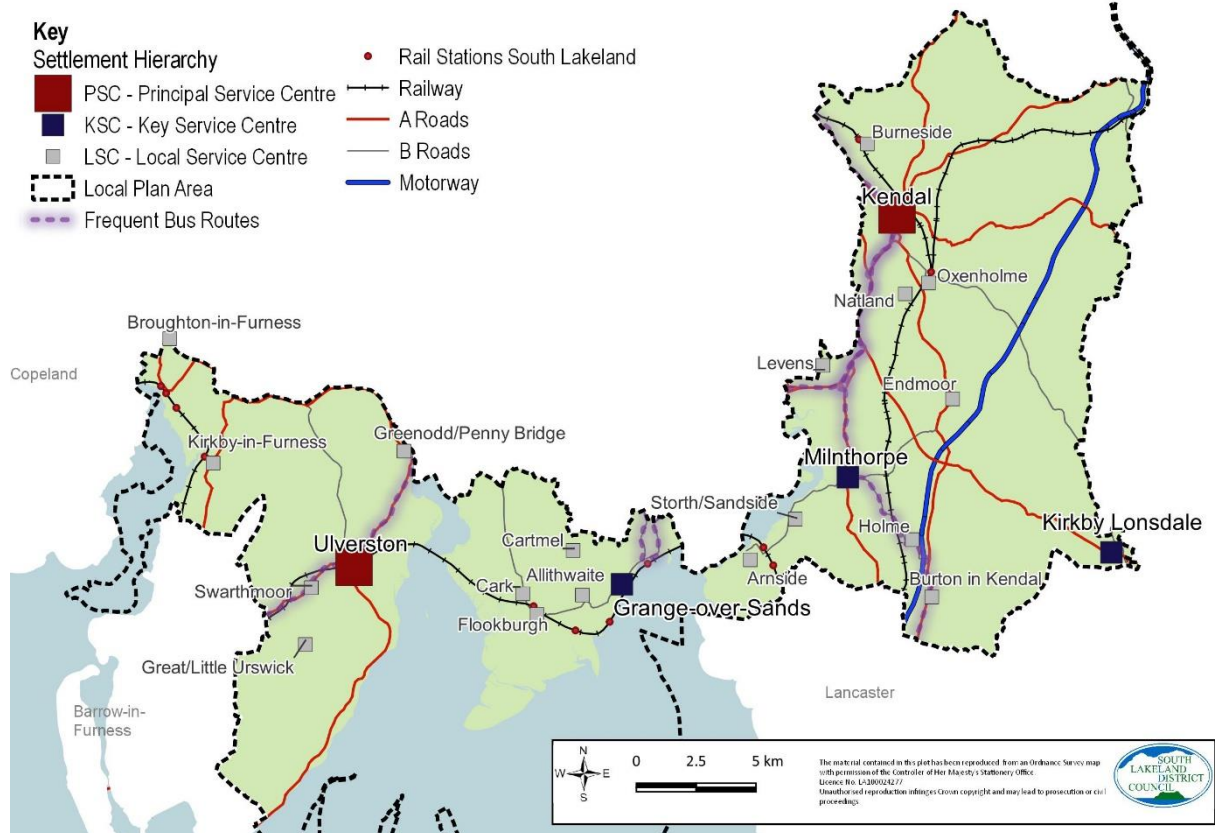


Figure 3: Settlements and Transport Routes

4.2.2.4 The current criteria are heavily focused on provision and access to services and facilities. Levels of provision of services and facilities can change over time due to changing circumstances. The Council has undertaken an audit of services and facilities across the Key and Local Service Centres as evidenced in the [Settlement Services and Accessibility Assessment](https://www.southlakeland.gov.uk/media/7627/settlement-services-and-accessibility-assessment-april-2021.pdf) document²⁸. The audit has been used to identify which Service centres meet the Core Strategy

²⁸ <https://www.southlakeland.gov.uk/media/7627/settlement-services-and-accessibility-assessment-april-2021.pdf>

criteria, and the outcome is included in the document. It shows that a number of Local Service Centres do not currently meet the criteria for the local service centre tier they sit within. This may suggest a need to revise the current criteria used to define service centres, and/or adopt a more flexible approach if this would be more logical, based on the following factors:

- Proximity of facilities and services in nearby settlements and how accessible these are (less emphasis facilities and services only within the settlement);
- A more flexible approach to considering accessibility, review of the 30 minute public transport travel time, given some service centres are close to this threshold but don't quite reach this criteria;
- The quality and range of services that can be accessed;
- Other factors as listed in Policy Approaches 2.2.

Question 13: Do you have any comments on the services and facilities identified in the [Settlement Services and Accessibility Assessment](#) document?)

What are the Policy Options or Approaches?

- 4.2.2.5 There is an option to continue with the current place hierarchy to help guide the strategy for where to locate development and at what scale. Existing criteria used to help determine which settlements falls within which tier could be retained or altered taking into account changes in circumstances. Alternatively, a different settlement hierarchy (different tiers) could be adopted based on new criteria.

Policy Options 2.2: The Place hierarchy

PO2.2/i: Retain the current place hierarchy (the four tiers of Principal, Key and Local Service Centre and smaller villages, hamlets and open countryside) and retain the current criteria used to define which places falls within which tier.

This option may see changes to which places sit within which tier, due to changes to services and facilities provision since the current hierarchy was set in 2010.

PO2.2/ii: Retain the current tiers in the place hierarchy but change the criteria used to define which settlement falls within which tier.

This option may also see changes to which settlements sit within which tier due to changes in services and facilities provision or changes to the criteria.

PO2.2/iii: Adopt a different approach defining a different places hierarchy (different tiers), determined by different criteria.

This option would see bigger changes to the current approach, with different tiers identified, and criteria changed for example taking account of services near as well as in settlements.

Question 14: Which of these policy options for the place hierarchy do you support and why? Please give your reasons, noting the reference number, and any other comments or alternative suggestions.

4.2.3 Key Issue: Distributing New Development – Development Strategy

What is the Issue?

- 4.2.3.1 Our current development strategy (as set out in Policy CS1.2, adopted in 2010) distributes development in a balanced way focusing it in the larger, more accessible centres (Kendal, Ulverston, Grange-over-Sands, Milnthorpe and Kirkby Lonsdale) while enabling enough development outside of these places to meet identified local need and support local services and facilities. It directs over a third of all development to **Kendal** based on higher levels of need for affordable housing in the east of the district and demand for significant increase of employment land in Kendal in recognition of its economic role in the wider area. The lower target for **Ulverston**, in comparison to Kendal, reflects its size and population and need for regeneration in Barrow-in-Furness.
- 4.2.3.2 **Grange-over-Sands, Kirkby Lonsdale and Milnthorpe** are attributed a share of development which takes account of the capacity of existing services to accommodate development; thresholds for new service investment; the size, character and environmental capacity of the existing place; and the need to secure regeneration/investor confidence. In the **Local Service Centres**, the strategy seeks to ensure that the level of new development supports local services and the communities' need for further development including rural regeneration and diversification and access to a reasonable choice of housing. For the remaining **rural areas**, a limited amount of development is planned, 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.
- 4.2.3.3 Current spatial distribution targets are set out below:
- Approximately 35% in Kendal
 - Approximately 20% in Ulverston
 - Approximately 13% spread across Grange-over-Sands, Kirkby Lonsdale and Milnthorpe
 - Approximately 21% spread across the Local Service Centres
 - Approximately 11% spread within smaller villages and hamlets, rural areas

4.2.3.4 As evidenced in the table below housing growth from 2003 to 2020, has largely been in line with the current development strategy, though more development proportionately has happened in the east of the district (Kendal and surrounding areas) compared to the west (Ulverston and Furness), though it should be noted a number of sites have recently commenced development in Ulverston.

Location / Area / Settlement Tier	Target %	Delivery 2003-20 %	Difference
Kendal	35%	41%	+6%
Ulverston	20%	16%	-4%
Ulverston and Furness	29%	23%	-6%
Cartmel Peninsula	12.75%	12%	-1%
East Area	24%	22%	-2%
Principal Service Centres	55%	58%	+3%
Key Service Centres	13%	14%	+1%
Local Service Centres	21%	15%	-6%
Rural settlements, open countryside	11%	13%	+2%

Table 3: Housing Delivery Distribution 2003-2020

4.2.3.5 Most housing development in recent years has taken place on greenfield land compared to brownfield land, reflecting the limited supply and additional cost of developing brownfield sites²⁹ and the increased supply of allocated greenfield sites.

²⁹ See Sustainability Appraisal Scoping Report Figure 34

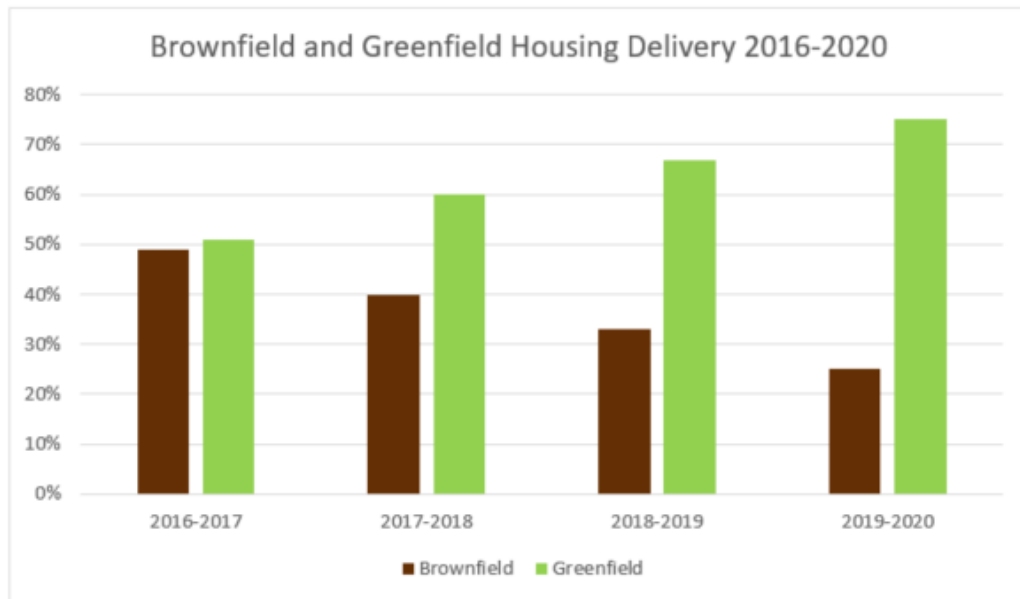


Figure 4: Brownfield and Greenfield Housing Delivery 2016 - 2020

What are the Policy Options or Approaches?

4.2.3.6 In Theme 5, later in this document, we discuss options for the amount of housing development required to meet district-wide needs to 2040. One option is a district-wide housing need figure of 290 homes per year based on the findings in our Strategic Housing Market Assessment 2017, plus an estimated 10% uplift to provide for flexibility. This would result in a district requirement for 6,380 homes over the new plan period 2020-2040. When we take account of current housing land supply,³⁰ and an allowance for small windfall sites (under 5 units) continuing to come forward (60 homes per year), we would need to identify land for about an additional 1,120 homes. Further detail is contained in the Housing Need and Supply Topic Paper. However, it is **important to note** that this provides only a current indication of outstanding housing need and may change as a result of more up-to-date assessments at local or national level.

4.2.3.7 We have put forward a number of potential options for the Development Strategy. One option is unlikely to be selected in isolation, and these should not be taken as an 'either/ or' set of choices. It might be that you think a combination of these options or elements from each should form the preferred option.

³⁰ Sites with planning permission and Local Plan unimplemented site allocations

Policy Options 2.3: Distributing New Development – Development Strategy

PO2.3/i: Current Local Plan Strategy - continue with current Local Plan Development Strategy.

This option would mean the current Local Plan Development strategy is retained; with most development directed to the Principal and Key Service Centres, but with sufficient development in the Local Service Centres and rural areas to support local needs.

PO2.3/ii: Urban focus - increased proportion of new development in Kendal and Ulverston, with reduced proportion across the villages and rural areas of the district.

This option would ensure a greater amount of development is located in the two largest settlements in the district where there is a higher level of provision of facilities and services, opportunities to support economic growth, with less development in the villages and rural parts of the district.

PO2.3/iii: Rural focus - lower proportion of development in Kendal and Ulverston, and an increased proportion elsewhere particularly across the district's villages.

This would lead to a more dispersed distribution of development across the district, and support the sustainability of smaller towns and villages.

PO2.3/iv: Economic Growth and Regeneration Focus – focus on development where it would support employment growth and enable regeneration.

This would see more development focused in Ulverston/Furness area supporting the regeneration of the economic prosperity of the Furness area including Barrow-in-Furness.

PO2.3/v: Sustainable Access - development located where there is good levels of sustainable access (rail and long term bus services, walking) to services and facilities.

This would ensure development is located where it can maximise access to services and facilities by efficient sustainable modes of transport, including walking, reducing reliance on use of the car. Subject to capacity, development would be more focused in places on sustainable transport corridors.

PO2.3/vi: New focussed, major expansion of existing settlement(s)

This would see either development being focused in a single or series of larger expansions of one or more existing settlements.

The scale of growth proposed for the district and available potential suitable land supply capacity will influence the extent to which this option might be considered appropriate.

Question 15: Which of these policy options for distributing new development do you support and why, taking account of the opportunities and challenges presented in the tables below? Please give your reasons, noting the reference number and any other comments or alternative suggestions.

Option 1: Current Local Plan Strategy

Opportunities	Challenges
<ul style="list-style-type: none"> • Enables higher levels of housing growth in Kendal to meet needs in the East of the district where housing affordability is more acute • Strengthens growth of Kendal as the main economic hub in the district and wider sub-region • Enables growth within the district's towns and main villages that is proportionate to their size taking account of factors such as environmental capacity • Maintains a generous proportion of growth within villages and rural areas, supporting their sustainability • Enables to an extent the economic growth of Ulverston - and Milnthorpe, Grange-over-Sands and Kirkby Lonsdale to a lesser degree 	<ul style="list-style-type: none"> • May under-realise opportunities for growth in some places above others, as it seeks to support a balanced proportionate level of growth • May not fully realise regeneration/economic growth opportunities that support wider sub-regional economy e.g. Furness/Barrow-in-Furness emphasis (less development in Ulverston proportionate to Kendal) • May not enable infrastructure investment at scale to be realised

Table 4: Opportunities and challenges for the current Local Plan strategy option

Option 2: Urban Focus

Opportunities	Challenges
<ul style="list-style-type: none"> • Takes advantage of economic growth and regeneration opportunities within Kendal and Ulverston, helping to create diverse sub-regional economy with a skilled workforce, supporting high value jobs • Attract funding and investment in Kendal and Ulverston – support strategic infrastructure investment (example highways improvements including possible Kendal Northern Access Route in Kendal and possibly a by-pass in Ulverston) • Develop Kendal and Ulverston town centres as attractive, and accessible for living, working and leisure • Retain and attract a diverse range of new housing which can support a range of needs in the towns helping to retain and attract young people in particular • Support existing services and facilities in Kendal and Ulverston, additional growth may enable provision of additional facilities and services • Should help to support more trips by sustainable modes and reduce the need to travel to services and facilities by non-sustainable modes, and enable more investment in walking and cycling • Should promote development in and on edge of Kendal and Ulverston town centre locations supporting their vitality, and use of brownfield land depending on availability, enabling 	<ul style="list-style-type: none"> • May under-realise opportunities for growth in more rural areas and undermine sustainability of villages– (retention of services and facilities, supporting local housing and employment growth opportunities) • Depending on scale of growth and deliverability of brownfield land options, may result in the need for more greenfield land on the edge of Ulverston and Kendal to come forward for development

Opportunities	Challenges
<ul style="list-style-type: none"> redevelopment/regeneration to take place and addressing climate change impacts at the same time 	

Table 5: Opportunities and challenges for an Urban Focus option

Option 3: Rural Focus

Opportunities	Challenges
<ul style="list-style-type: none"> • Would even out impact over a greater number of settlements/areas • Enable local economic and housing growth in villages and rural areas meeting local needs • Support retention of services and facilities in villages and rural areas, reducing need to travel longer distances to other places for essential local services • May enable/facilitate local smaller scale infrastructure investment in villages 	<ul style="list-style-type: none"> • Infrastructure in smaller settlements may need further enhancement (example public transport) and may be difficult to deliver depending on scale of development • May threaten the sustainability of Kendal and Ulverston, opportunities to support their growth undermined/limited • May increase pressure to develop greenfield sites, fewer brownfield opportunities in smaller towns and villages • Need to travel to larger places as scale of development likely to be of a level that could not support provision of new facilities • May increase pressure for rural development in less sustainable locations

Table 6: Opportunities and challenges for a Rural Focus option

Option 4: Economic Growth and Regeneration-Led Focus

Opportunities	Challenges
<ul style="list-style-type: none"> • Take advantage of economic growth and regeneration opportunities within Ulverston/Furness area and Kendal, helping to create diverse sub-regional economy with a skilled workforce, supporting high value jobs • Attract funding and investment in Ulverston/Furness area supporting growth in the wider Furness area 	<ul style="list-style-type: none"> • May require need for significant intervention/investment to enable delivery of regeneration opportunities – costs of delivering brownfield sites • Availability of brownfield land may not be of a

Opportunities	Challenges
<p>including Barrow-in-Furness– support strategic infrastructure investment (example by-pass in Ulverston)</p> <ul style="list-style-type: none"> • Help reduce inequalities in areas where deprivation levels are highest • Enable local businesses to grow • Develop Kendal and Ulverston town centres as attractive, and accessible for living, working and leisure • Retain and attract a diverse range of new housing which can support a range of needs in the towns helping to retain and attract young people in particular • Support existing services and facilities in Kendal and Ulverston, additional growth may enable provision of additional facilities and services • Should help to reduce need to travel to services and facilities by non-sustainable modes, reducing carbon footprint, increase number of trips by walking and cycling, support continued and new investment in green travel and public transport links in Ulverston and Kendal • Should promote development in and on edge of Kendal and Ulverston town centre locations supporting their vitality, and use of brownfield land depending on availability, enabling redevelopment/regeneration to take place and addressing climate change impacts at the same time • Unlock brownfield land for development 	<p>sufficient scale to realise objectives fully</p> <ul style="list-style-type: none"> • May result in slower rates of housing delivery, locations with less profitable housing markets • Likely to see more development in the west of the district compared to the east including to an extent Kendal, what should the balance be?

Table 7: Opportunities and challenges for an Economic Growth and Regeneration-led Focus option

Option 5: Sustainable Access

Opportunities	Challenges
<ul style="list-style-type: none"> • Should support sustainable travel to access housing, work, services and facilities reducing carbon footprint • May support sustainable transport infrastructure investment (public transport and walking and cycling networks) • Sustain key public transport routes (rail and bus) 	<ul style="list-style-type: none"> • Could undermine the sustainability of villages and other locations with limited sustainable access, and where opportunities to enhance provision is limited

Table 8: Opportunities and challenges for a sustainable access option

Option 6: New focussed, major expansion of existing settlement(s)

Opportunities	Challenges
<ul style="list-style-type: none"> • Potential to increase services, facilities and infrastructure within one or more settlements, supporting their sustainability • Potential to provide a greater diversity and mix of uses within existing settlement(s) • Depending on scale of development may promote higher level of growth than currently planned for, providing opportunities for longer-term options beyond plan horizon • Infrastructure-led development so planned in from the beginning of development • Potential to create more of a place, to strengthen the sustainability of a place which may have few facilities and services/ creating a new community – greater sense of place 	<ul style="list-style-type: none"> • Could increase inequalities within the district between where expansion(s) take place and elsewhere • Could undermine the sustainability of other settlements in the district where expansion not planned • May result in significant greenfield development on the edge of settlement(s) • Infrastructure delivery, demands on national grid – electricity, implications of Future Homes Standard, alternative heating – e.g. ground source heat pumps

Table 9: Opportunities and challenges for a new focussed option

4.2.4 Key Issue: Settlement Development Boundaries

What is the Issue?

4.2.4.1 The current Local Plan (Policies CS1.2 and LA1.1) designates settlement development boundaries for the Principal, Key and Local Service Centres outside of the Arnside and Silverdale Area of Outstanding Natural Beauty. Development boundaries help to create a clear demarcation between the main built up areas and the open countryside, defining where is classed as part of the built up area of the settlement and where isn't. They help to ensure the character and distinctiveness of our towns and larger villages are retained, reducing the risk of built up sprawl. They also protect the character of the surrounding landscape and direct new homes and business to the most sustainable locations. Current criteria used to determine which land should be included in a development boundary are:

- Including existing housing, shopping and other urban uses;
- Including recreational open space (note this does not mean that these are suitable for development);
- Including small infill or 'rounding off' sites;
- Excluding protected areas such as Sites of Special Scientific Interest and Historic Parks and Gardens;
- Including areas with scope to improve an unsatisfactory settlement edge;
- Including land proposed for allocation for housing, employment or other urban or village uses.

4.2.4.2 Within smaller villages and hamlets (outside of the AONB), that currently do not have any settlement development boundaries, the current Local Plan allows for housing development provided it meets a set of criteria as set out in Policy DM13. This supports development in these locations helping to meet local needs whilst preserving their characteristics.

What are the Policy Options or Approaches?

4.2.4.3 There is the option of retaining the current approach to defining development boundaries based on current criteria. An alternative option would be to change the approach and include new criteria, or to remove boundaries altogether.

Policy Options 2.4: Settlement Development Boundaries

PO2.4/i: Retain current approach to defining Settlement Development Boundaries.

This option would see development boundaries retained for the Principal, Key and Local Service Centres based on existing criteria, which may result in some updates to the current boundaries.

PO2.4/ii: Change the approach to defining Settlement Development Boundaries based on new criteria.

This option would see new criteria for defining Settlement Development Boundaries, likely to result in changes to current boundaries.

PO2.4/iii: Remove Settlement Development Boundaries.

This option would see boundaries removed. It might result in a criteria policy led approach to considering development on the edges of built up areas.

Question 16: Which of these policy options for Settlement Development Boundaries do you support and why? Please give your reasons, noting the reference number, and any other comments or alternative suggestions.

Question 17: If you feel a change to the [current development boundaries](#) is needed in a town or village, please indicate on a map what these changes should be.

4.2.5 Key Issue: Green Gaps

What is the Issue?

- 4.2.5.1 The diversity, distinctiveness and strong identity of our towns and villages is a key characteristic of South Lakeland. Built development if not managed well can merge and sprawl at the outer edges of our towns and villages. This can erode the identity and distinctiveness of towns and villages, and make it difficult to know where one starts and one ends. Where this occurs coalescence can take hold (merging together of places). In order to protect against this happening, we currently designate a series of green gaps.
- 4.2.5.2 Policy LA1.9 defines the location of the green gaps and these are shown on the interactive [policies mapping in green](#). Policy CS8.2 sets out circumstances where development may be allowed in green gaps.

What are the Policy Options or Approaches?

- 4.2.5.3 There is the option to continue to designate green gaps. Existing green gap boundaries could therefore be retained or amended as appropriate based on current criteria. Alternatively there is the option to no longer designate green gaps, and instead apply a policy criteria approach to development in locations where there may be a risk of coalescence. In thinking about the role of green gaps, you may also wish to consider the potential development opportunities that may exist within current green gaps.

Policy Options 2.5: Green Gaps

PO2.5/i: Retain the principle of green gaps and boundaries of current designations.

This would retain the principle of designating green gaps, and maintain the current position, seeing no changes to the current defined boundaries or policy criteria to determine what development would be supported in such locations.

PO2.5/ii: Retain the principle of green gaps and amend current boundaries of designations.

This would retain the principle of designating green gaps, but see changes to the current boundaries based on either/both a different set of policy criteria or other factors and circumstances relating to the development strategy. This option may open up options for new development in some current green gap locations.

PO2.5/iii: Remove green gap designations and instead adopt a policy criteria approach to considering development in locations where there is a risk of coalescence.

This would see the existing green gap designations removed, and instead a policy criteria approach adopted to help determine the types of development that may be considered appropriate in locations where there is a risk of coalescence. This approach may open up options for new development in current green gap locations.

Question 18: Which of these policy options for green gaps do you support and why? Please give your reasons, noting the reference number, and any other comments or alternative suggestions.

Question 19: If you feel changes to the [current green gap](#) boundaries are required between two settlements, please indicate on a map what these changes should be.

4.2.6 Key Issue: Identifying Suitable Housing and Employment Sites – principles and priorities for selection

What is the Issue?

- 4.2.6.1 A key part of the Local Plan Review is reviewing the supply of housing and employment land. In general, there is a reasonable supply in the short to medium term, but this will need reviewing and supplementing to meet needs to 2040. We issued a **Call for Sites** in the summer of 2020 which you can view and comment on if you wish at this early stage. However this consultation is also a further 'Call for Sites' opportunity to suggest other potential development

sites for allocation in the Plan. We would particularly welcome proposals for brownfield land.

4.2.6.2 Following the current consultation we will undertake a technical assessment of all suggested sites, including any new sites suggested, in a **Strategic Housing and Employment Land Availability Assessment** (SHELAA), for which we have published a [methodology](#)³¹. We will consult widely on this document in the autumn of 2021. The SHELAA is a technical assessment and does itself recommend sites for development. When we have taken account of your views from this current consultation and later in response to the SHELAA, we will consult on recommended development sites as part of public consultation on a draft Plan in 2022.

4.2.6.3 In summary therefore, we highlight the following key points:

- **No sites** are proposed for development at this stage_– this will happen when a draft Plan is consulted on in 2022
- The **Call for Sites** list is long list (and will get longer) but most sites assessed will not ultimately be proposed for allocation
- You are **welcome to comment** on the 2020 Call for Sites report, but you will also have opportunity to comment on all suggested sites once they have been assessed in the SHELAA study. We will then take account of your views before consulting on recommended sites in a draft Local Plan later in 2022.

Question 20: Do you have any comments on the sites suggested for allocation for development in the ‘Call for Sites’ of summer 2020? You can view information submitted with these sites [here](#). Please refer to the site reference number. (*Please note, these sites have not yet been assessed*)

Question 21: Do you wish to propose other sites for allocation for development in this further ‘Call for Sites’, which forms part of the current consultation? Please see [here](#) for more information.

4.2.6.4 To help inform the site selection for where to locate new development, a set of **guiding principles** needs to be established. These principles should take reference from national planning policy such as the effective use of land (including focus on brownfield sites, supporting higher densities closer to town centres and good public transport links as appropriate). They should relate to the preferred development strategy for the district. There is a question whether the Council should be allocating Strategic Sites based on evidence of needs,

³¹ https://cumbria.citizenspace.com/south-lakeland-district-council/shlaa-pm/user_uploads/shelaa-methodology-feb-2021.pdf

these sites would be larger scale and could for example support strategic economic needs. There may be specific locational requirements associated with different types of uses, for example depending on scale and function, employment sites will require access to the strategic road network.

What are the Policy Options or Approaches?

- 4.2.6.5 A number of policy approaches have been put forward for considering how best to address this issue.

Policy Approaches 2.6: Principles for selecting sites for development:

- PA2.6/a** Prioritise sites which maximise use of brownfield land and vacant and derelict land and buildings in most sustainable locations with a strong focus on locations within or close to town centres.
- PA2.6/b** Promote sites where there are opportunities for re-using under-used facilities within established uses for example garage blocks.
- PA2.6/c** Promote sites for higher densities of development in locations with most sustainable access to services and facilities such as town centres and along good public transport corridors, provided the character of the area is not compromised.
- PA2.6/d** Avoid sites where environmental constraints cannot be overcome for example where flood risk cannot be mitigated.
- PA2.6/e** Avoid sites where environmental harm cannot be mitigated for example where located within a site of nature conservation value such as a Site of Special Scientific Interest.
- PA2.6/f** Prioritise sites in locations that are closely located to services and facilities by sustainable transport means.
- PA2.6/g** Support use of sites for mixed uses where this can deliver community needs and enable employment development to become viable.
- PA2.6/h** Allocate strategic employment and housing sites to meet strategic district-wide needs where justified.
- PA2.6/i** Prioritise sites which have access to existing infrastructure (example utilities, broadband and electricity), without need for any significant enhancements, ensuring they are future proofed (taking account of future homes standard requirements).
- PA2.6/j** Avoid sites that would result in loss of valued local green/open spaces.



Question 22: Which of these policy approaches for selecting sites for allocation for development do you support and why? Please give your reasons, noting the relevant reference numbers, and any other comments or alternative suggestions.

4.3 Theme 3: Thriving Market Towns, Villages and Rural Areas

Objective 3: To ensure that our market towns and their centres in particular are places for cultural and economic activity where people interact and access local services; and to ensure the viability and sustainability of our communities in our villages and countryside, in ways which protect the district's local built heritage, character and identity.

4.3.1 Policies for our places: Kendal

Introduction

4.3.1.1 Kendal is the largest settlement in the district with a population of 29,188. It is a key economic and services hub for South Cumbria/Morecambe Bay area and wider hinterland, providing key services and facilities to a large catchment area. It is located close to the strategic road network (A591 provides links to A590 and M6) and has good rail links with the rest of the NW region via the West Coast Main Line at Oxenholme, with strong connectivity to Lancaster. It is located in the River Kent valley, and bounded by the Lake District National Park to the North West. The villages of Natland, Oxenholme and Burneside are located close to the town.

Housing in Kendal

4.3.1.2 There are planned³² sites in Kendal for an estimated 1,990 dwellings, including sites with planning permission and site allocations which do not yet have permission. The current Local Plan strategy directs 35% of all new housing and employment development to Kendal. The town has seen 1575 new homes built since 2003 and in terms of share 41% of all housing development in the district has happened in Kendal. 337 affordable homes have been built since 2010. Housing development has taken place at Kendal Parks, Oxenholme Road, Lumley Road and Natland Mill Beck Farm. Development has commenced on the South of Underbarrow Road site, and planning permission has been granted subject to Section 106 on land north of Laurel Gardens. A number of windfall sites have also come forward for housing, including K Village.

³² Sites with planning permission as at 31 March 2020 and unimplemented site allocations considered deliverable and developable but no permission as yet

Business and Employment Development in Kendal

- 4.3.1.3 Employment development has happened largely within existing employment sites and other locations through changes in use of existing premises. There is employment land available including at Scroggs Wood (11 hectares), East of Burton Road (6.5 hectares) and at North of Meadowbank Business Park (5 hectares). The town has a number of existing employment sites including at Shap Road, Mintsfeet and Canal Head. The town centre has seen a range of new uses (retail, food and drink, leisure, entertainment, hotel and office), through changes in use of existing premises rather than large scale new build. Canal Head has seen a range of new uses, including advanced manufacturing, arts and food and drink.

Transport in Kendal and the Kendal Northern Access Route

- 4.3.1.4 Cumbria County Council and South Lakeland District Council share a long standing ambition in Kendal for the construction of a Kendal Northern Access Route which would link the A591 Kendal By-Pass with the A6 at Shap Road. This would reduce congestion, offer greater scope for pedestrian, cycle and public transport improvements within the town centre, improve the quality of the town centre environment, and improve access for heavy vehicles between the Shap Road employment area and the trunk road network. It would also open up the possibility of housing and employment development north of the town, increase transport capacity on the town centre transport network overall and improve the strategic resilience of the local highway network by providing a better diversionary route in the event of disruptions to traffic on the M6.
- 4.3.1.5 The Cumbria Infrastructure Plan 2016 produced by the Cumbria Local Economic Partnership in association with Cumbria County Council identified scope for a Kendal Northern Access Route. The [Kendal Strategic Transport Infrastructure Study 2017](#)³³ looked at a wide range of options for strategic transport improvements to the town's road network and came to the conclusion that a Kendal Northern Access Route represented the best option for investment in major road infrastructure in the town. A [strategic outline business case](#)³⁴ was undertaken in 2017 to develop the case for investment in the route and basis for more detailed development work on the scheme. The scheme has been identified by Transport for the North as a key highway scheme and funding is being sought from the Department of Transport to work up a full business case.

³³ Summary note: <https://www.cumbria.gov.uk/eLibrary/Content/Internet/544/17312/4302195145.pdf>

³⁴ <https://www.cumbria.gov.uk/eLibrary/Content/Internet/544/17312/43353141847.pdf>

- 4.3.1.6 The [Kendal Highways and Transport Improvements Study](#)³⁵ includes additional technical work on the Northern Access Route and identifies a number of key walking, cycling and public realm schemes for Kendal town centre. A [Local Cycling and Walking Infrastructure Plan](#) (LCWIP)³⁶ is being developed for Kendal. LCWIPs are set out in the Government's [Cycling and Walking Investment Strategy](#)³⁷ and are a strategic approach to identifying cycling and walking improvements required at the local level. They enable a long-term approach to developing local cycling and walking networks, ideally over a 10 year period. The end product will comprise network plans for cycling and walking and include a prioritised programme of infrastructure improvements for future investment. It will build on the ideas included in the study, as well as the 'Kendal X' concept which seeks to improve cycle provision along the key four corridors into the town (Windermere Road to Burton Road and Milnthorpe Road to Shap Road), alongside linkages into the canal and riverside routes.

Kendal Town Centre

- 4.3.1.7 Our town centres continue to change and evolve (see also section 4.4.6); they are no longer places just to shop. We need to think about the future role they have to play in helping to address the climate crisis, meeting wider economic and housing needs, providing necessary services and facilities, and supporting people's health and wellbeing (socialising and recreation). We need to ensure the balance of uses in Kendal town centre complement each other so it stays an attractive place for economic investment (creation of jobs, new enterprises and economic development, support visitor economy for example hotels and other accommodation), supports the needs of residents of Kendal and wider area (services and facilities including shops, leisure, entertainment, food and drink, community and cultural uses) and provides new homes to meet district's housing needs. At the same time we need to ensure its strong identity, its historic richness and environmental assets such as the riverside and parks and gardens are conserved and enhanced.
- 4.3.1.8 The [Kendal Town Centre Strategy](#)³⁸ 2020 identifies a number of opportunities to enhance the town centre and surroundings including Kendal Canal Head. These relate to the town's offer as a place to live and work in and access for leisure and services purposes. It includes a number of potential transport interventions, and identifies areas for future development ('opportunity areas').

³⁵ <https://cumbria.gov.uk/elibrary/Content/Internet/544/17312/437541145.pdf>

³⁶ <https://www.cumbria.gov.uk/planning-environment/cyclingandwalking/>

³⁷ <https://www.gov.uk/government/publications/cycling-and-walking-investment-strategy>

³⁸ Kendal Town Centre Strategy, 2020, South Lakeland District Council – Economic Development: <https://www.investinsouthlakeland.co.uk/downloads/Kendal-Town-Centre-Strategy.pdf>

These are areas of brownfield land with existing active uses, for example Station Gateway and Parkside Road North. It contains a composite masterplan which illustrates a potential holistic approach to redevelopment in the town centre and surroundings with reference to a number of opportunity areas. The [Kendal Vision](#)³⁹ looks at the town as a whole and includes an indicative masterplan setting out options for transport improvements and future possible growth and development. These documents will be used to inform future options for the growth of Kendal. Current Local Plan Policy DM24 supports town centre uses in the town centre, and residential where it would not compromise the viability and vitality of the town centre. It also supports a mix of uses that complement the town centre offer within the Kendal Canal Head area.

What has been happening?

4.3.1.9 Since adoption of the Core Strategy in 2010, in addition to new housing and employment development, the following has happened in the town:

- Kendal Flood Risk Management Scheme – approved proposals for linear flood defences along the River Kent (Phase 1) which have recently commenced, which include habitat creation and new pedestrian/cycle links in the Mintsfeet area. Phase 2 (defences to the north of the town) and Phase 3 (upper catchment flood management) are in the design phase
- Canal Head regeneration – consolidation of the area as an area for mixed uses (commercial, employment, food and drink uses)
- Kendal Town Centre Strategy and Kendal Vision – as described above
- Kendal Town Centre is also included in the [Government's High Streets Task Force](#) Pilot Programme⁴⁰. The High Streets Task Force was commissioned by the Government in 2019 to strengthen local leadership in high streets and town centres in England. It describes itself as an alliance of place-making experts which provides guidance, tools and skills to help communities, partnerships and local government transform their high streets
- Investment in the local highways network including funded through Local Growth Deal including new signals and pedestrian crossing facilities at the A6 Milnthorpe Road/Romney Road junction as well as the new Burton Road and Shap Road cycling routes
- Options for further improvements identified in the Kendal Highways and Transport Improvements Study including future options for cycling and walking improvements, are to be progressed through the Local Cycling and Walking Infrastructure Plan (LCWIP)

³⁹ <https://www.jtp.co.uk/projects/kendal>

⁴⁰ <https://www.highstreetstaskforce.org.uk/how-we-help-high-streets/>



- Climate Change conversation through Kendal Citizens' Jury looking at how the town can become more resilient to the future impacts of climate change

Key Issues? Strengths, Weaknesses, Opportunities and Threats (SWOT Analysis)

4.3.1.10 There are a number of strengths, weaknesses, opportunities and threats relating to the town to take into account as follows:

Strengths and Opportunities	Weaknesses and Threats
<p>Strengths</p> <ul style="list-style-type: none"> • A key economic hub for the South Cumbria/Morecambe Bay area, including a catchment which includes the west part of Yorkshire Dales, with strong links to the Lancaster sub-regional economic hub • Connections to Strategic Transport Network (West Coast Mainline, and M6/A590/A591) • A public transport hub; Oxenholme - Lakes Line Railway, bus links to Kirkby Lonsdale, Grange-over-Sands Minthorpe, Ulverston, Lancaster and Windermere / Lake District • A range of employment sites and mix of employers, for example Lakeland, Gilkes and Mardix • A buoyant housing market, with access to a range of housing including affordable housing • Two secondary schools and Kendal college – education and training opportunities • A strong services and facilities offer focus, (retail including independents and supermarkets, health facilities, emergency services, cultural, leisure and sport facilities) • A rich distinctive historic character including town centre Conservation Area and assets such as Kendal Castle • A significant amount of identified deliverable land in the Local Plan for 	<p>Weaknesses</p> <ul style="list-style-type: none"> • Congestion and capacity on town centre road network and associated issues for access to north of the town and levels of air pollution (Air Quality Management Area) • Walking and cycling access into the town centre constrained due to main road and river crossings, levels of traffic, narrow footways and gaps in cycle links • High levels of flood risk in parts of the town, notably close to the River Kent and north east parts of the town. Localised surface water flood risk throughout the town • Out of town centre commercial/retail development taking footfall away from town centre • Pockets of deprivation within the town • Proximity to Lake District National Park – constrains opportunity for development in the north west part of the town

Strengths and Opportunities	Weaknesses and Threats
<p>employment development, including Scroggs Wood (allocated sites)</p> <ul style="list-style-type: none"> • A good supply of sites for large housing developments including Stainbank Green, Kendal Parks and West of High Sparrowmire (allocated sites) • Valued open spaces within the town such as Castle Hill • Set within a high quality landscape, river Kent valley and proximity to Lake District National Park, a gateway visitor location 	
<p>Opportunities</p> <ul style="list-style-type: none"> • Enhancements to the River Kent corridor as a protected habitat and walking/cycling route • New and enhanced existing walking and cycling routes linking existing and new development to key services and facilities, green infrastructure and public transport routes • Re-use and redevelopment of existing available unused buildings and premises for other uses that can boost the vitality of the town, create additional footfall into town centre, and provide more housing • Realise opportunities for new development as identified in the Kendal Town Centre Strategy and Vision documents (opportunity areas) to maximise use of brownfield land • Enhancements to existing green spaces and public realm throughout the town • To attract new employment development and investment into the town, possibly through cross-subsidising with housing development – widen town’s current economic base • Role of Northern Access Route and how it can reduce congestion in the town centre and improve experience of 	<p>Threats</p> <ul style="list-style-type: none"> • Climate change impacts – increased levels of flood risk • Continued increased usage of the car, further congestion and pollution • Changing demands for commercial and retail uses, and risk of buildings in town centre becoming unused, with reduced footfall • Further development on the edge of the town, more car trips and loss of greenfield land • Changing demands and permitted development caused by national planning policy may threaten retention of employment/commercial uses in existing employment sites • Potential lack of investment in social infrastructure (health, community facilities), and utilities (example sewerage)

Strengths and Opportunities	Weaknesses and Threats
<p>walkers and cyclists in the town thereby increasing number of trips made by such modes</p> <ul style="list-style-type: none"> • Provide enhanced public transport provision through contributions from new development • Reduce surface and main river flooding through strategic flood schemes • Take advantage of town’s proximity to the National Park and surrounding environmental qualities as a place to visit and stay • Reduce inequalities through regeneration and investment 	<ul style="list-style-type: none"> • Development that isn’t sensitive to the town’s distinctive characteristics, resulting in loss of identity • Reliance on a narrow economic base including tourism • Risk that employment development may not come forward without necessary investment

Table 10: SWOT analysis - Kendal

Question 23: Have we identified all the relevant strengths, weaknesses, opportunities and threats for Kendal?

4.3.1.11 The map below includes a number of key features, constraints, opportunities and issues relating to the current and possible future development in Kendal. It is a snapshot of Kendal now, and includes sites currently allocated for development but not yet completed.

Question 24: Have we identified the correct features or issues on the map? Are there additional features or issues that should be included?

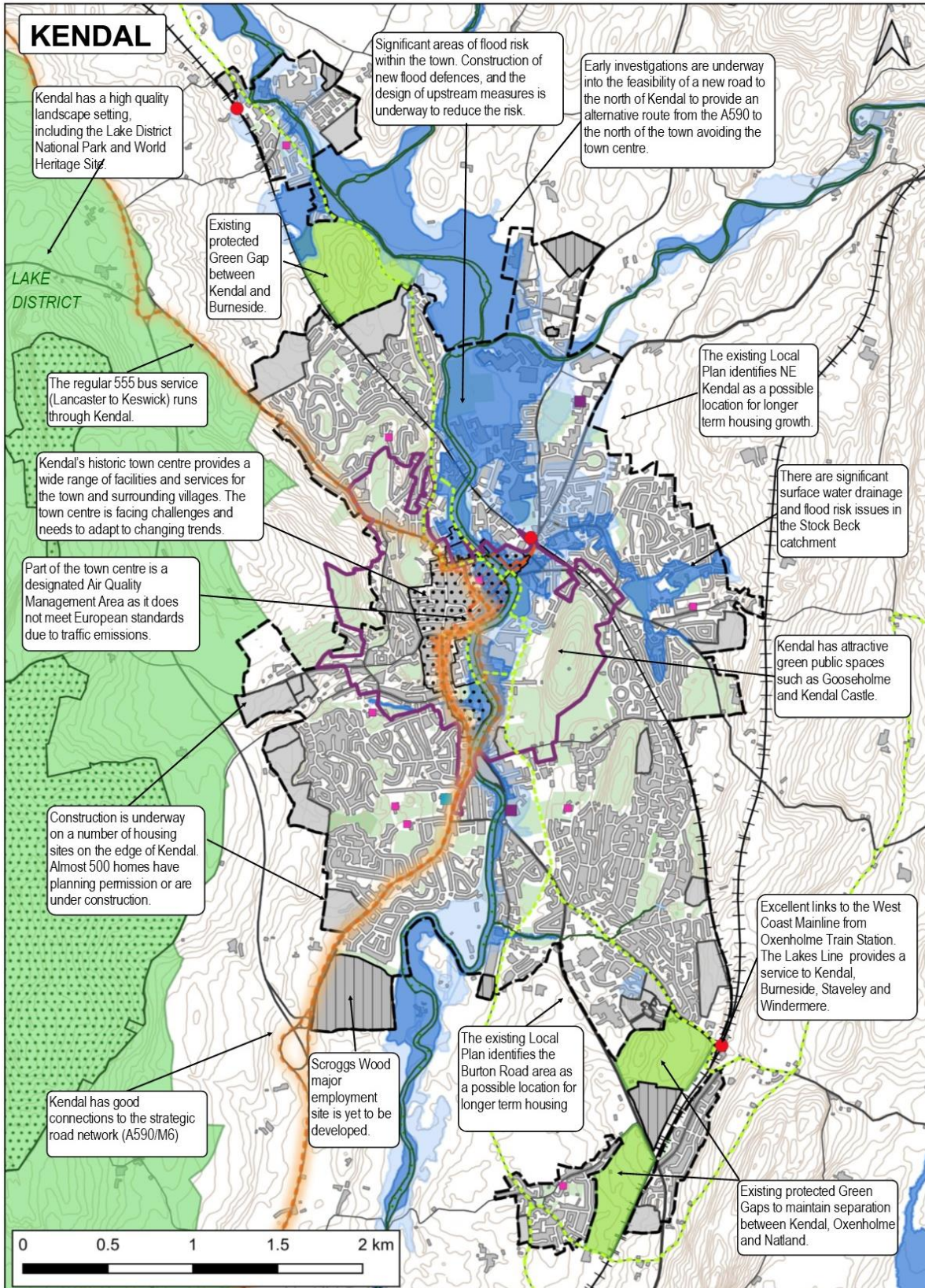


Figure 5: Key features, constraints, opportunities and issues - Kendal



Figure 6: Map key

What are the Policy Options or Approaches?

- 4.3.1.12 The current Local Plan has helped deliver a lot of extra homes (including affordable homes) in Kendal in recent years, and provides a good supply of land to deliver more in the years ahead on allocated sites. However, we need to consider all potential opportunities for further housing and economic growth in the town. The allocated sites will be reassessed as part of the Local Plan Review, together with other sites put forward through the Call for Sites exercise.
- 4.3.1.13 We set out below some of the factors we think are important for good long-term planning of Kendal to 2040, and welcome your views on these and any other ideas you may have.

Policy Approaches 3.1: Principles and Initiatives for good planning in Kendal to 2040:

- PA3.1/a** Build on the town’s strengths as the main centre serving South Lakeland and surroundings – supporting and widening the town’s offer in terms of community facilities, informal recreation for residents and visitors, sports facilities and local services including health care, education, shopping, cultural experiences, food, drink and entertainment.
- PA3.1/b** Make sure there is land available to support local business and employment needs and opportunities that can boost the wider local/district economy, considering how the public and private sector can work together in delivering schemes.
- PA3.1/c** An emphasis on larger scale housing development providing a mix of housing including affordable which is sensitively located and



designed in a way which protects and enhances the town's environmental assets, distinctive character, identity and landscape.

- PA3.1/d** Increase the diversification of housing mix to support diverse needs, including affordable housing, older people's housing, and homes for smaller households.
- PA3.1/e** A greater emphasis on brownfield and other windfall opportunities within the existing built up area, including within and on the edge of the town centre – including reusing underused sites and supporting housing development where it can support the vitality and viability of the town centre and the realisation of the Kendal Town Centre Strategy and Vision.
- PA3.1/f** Strengthen the role of the town centre and its surroundings as a place to live as well as to visit, work, shop and use for leisure/recreation.
- PA3.1/g** Relieve the town centre traffic congestion.
- PA3.1/h** Realise regeneration opportunities, which can help reduce inequalities and boost the local and sub-regional economy.
- PA3.1/i** Support the development of integrated walking and cycling networks including along the River Kent corridor, linking key facilities, green spaces and new developments, in order to make the town 'friendly' for walkers and cyclists.
- PA3.1/j** Support for public realm enhancements within the town centre, especially in gateway locations.
- PA3.1/k** Protect and enhance the heritage qualities of the town.
- PA3.1/l** Assess the merits of the Kendal Northern Access Route in the context of supporting the sustainable growth of the town and meeting other Local Plan objectives. Safeguard a route if considered appropriate, or instead make a general statement of support if funding becomes available.

Question 25: Which of these policy approaches for the good planning of Kendal to 2040 do you support and why? Please give your reasons, noting the relevant reference number, and add any other comments or alternative suggestions.

Kendal Town Centre

Question 26: What do you think the role of the town centre should be and how should its role develop in response to trends and challenges such as

on-line retailing? For example, if there are less shops in future, should housing and other non-retail uses such as leisure, food and drink be encouraged? (See also section [4.6.6](#))

Open Spaces

Question 27: Have we identified the right open spaces that need protecting in Kendal on the [Policies Map](#)? Can you suggest others? Do some open spaces also merit designation as Local Green Spaces? (See section [4.4.5](#)) Please show clearly on a map any open spaces or Local Green Spaces you propose.

Green Infrastructure, Cycling and Walking

Question 28: How can we complete any gaps in the green infrastructure network and cycling and walking networks in Kendal? (see section [4.4.5](#)) Please suggest potential links between green spaces and also within cycling and walking networks.

Development Boundary and Green Gaps

Question 29: Should the [development boundary](#) for Kendal on the policies map be changed? (see section [4.2.4](#)) Please show on a map any changes you propose.

Question 30: Should the [green gaps](#) around Kendal as shown on the policies map be changed? (see also section [4.2.5](#)) Please show on a map any changes you propose.

Directions of Growth

- 4.3.1.14 The Local Plan Review provides opportunity to consider the amount and location of housing and employment development that should be provided for through the allocation of sites in the Local Plan. We therefore invite your views on how much growth is appropriate in Kendal and on possible 'directions for growth' of the town, as set out in the policy options table 3.1 and accompanying map below.
- 4.3.1.15 The map below indicates possible indicative 'directions of growth' taking account of the constraints and opportunities identified in the map above and the SWOT analysis, as well as suggested site allocations arising from the Call for Sites, and broad locations identified in the current Local Plan.

Policy Options 3.1: Potential Directions of Growth for Kendal

Please consider the following options for the broad location of new housing and/or employment development in Kendal.

PO3.1/i: North/North East

PO3.1/ii: South/South East

PO3.1/iii: South West

PO3.1/iv: Central built up area and brownfield focus, including opportunity areas as identified in the Kendal Town Centre Strategy/Vision within and on the edge of town centre

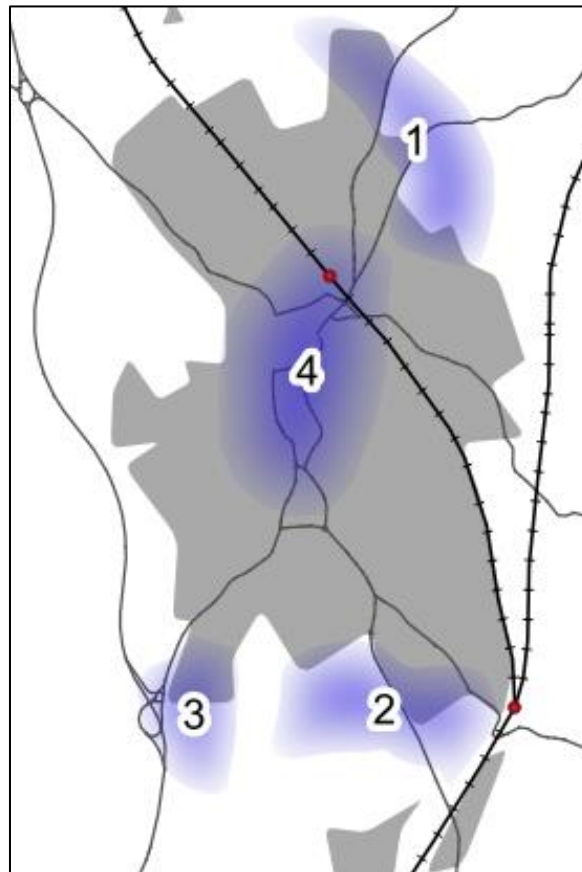


Figure 7: Directions of Growth for Kendal

Question 31: Which of these policy options for possible directions of growth for Kendal do you support and why? Please give your reasons, noting the reference number, and any other comments or alternative suggestions.

4.3.1.16 So far there have been a number of sites suggested for allocation for development in the 'Call for Sites' in summer 2020. As part of this consultation, you can comment on sites already submitted and also suggest



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SOUTH LAKELAND **LOCAL PLAN** 2040

other sites which may be suitable for allocation in the Local Plan for housing or business development. For more information and opportunity to comment, please see section [4.2.6](#) in Theme 2 and accompanying questions 20 and 21.

4.3.2 Policies for our places: Ulverston

What are the Issues?

Introduction

- 4.3.2.1 Ulverston is the second largest settlement in the district with a population of 11,487. It is a key economic/services hub within South Cumbria/ Morecambe Bay, providing a range of employment opportunities, key services and facilities to villages and rural areas within the Furness Peninsula. It is served by the strategic road network (A590), and regional rail network (Furness Line) with links to Barrow-in-Furness and Lancaster and to Carlisle via the Cumbria Coast Line. The town has close functional linkages with Dalton-in-Furness and Barrow-in-Furness. The village of Swarthmoor is located close to the town separated by a Green Gap designation in the Local Plan. It is located close to Morecambe Bay, and has a coastal urban fringe landscape characteristic situated on low lying flat land.

Housing in Ulverston

- 4.3.2.2 The current Local Plan strategy directs 20% of all new housing and employment development to Ulverston. The town has seen 622 new homes built since 2003. There are planned sites in Ulverston for an estimated 1,226 dwellings, including sites with planning permission and site allocations which do not yet have permission, a significant proportion of which is planned for the south of the town at Croftlands. 8 affordable houses have been built since 2010. Housing development has commenced on the Stone Cross Mansion site, South of Lund Farm site, Gascow Farm and West End Nursery. Outline planning permission has been granted on the Nook Farm, Croftlands site, and Homes England has secured interest on the remaining Croftlands site (Croftlands East).

Business and Employment Development in Ulverston

- 4.3.2.3 Employment development has taken place on land at Canal Head (Tritech Ltd) and at Lightburn Road for retail and business units (Beehive Business Park) along with a Blue Light Hub facility (emergency services), which is still under construction. There is little allocated employment land in the current Local Plan available for development compared to the rest of the district. The town has a number of existing employment sites including Glaxo Smith Kline (GSK), Low Mill Business Park and North Lonsdale Road.
- 4.3.2.4 Potential future land supply could include part of the GSK operational site (south site) which is surplus to needs following the company's decision to reduce operations on the Ulverston site. The [Cumbria Local Industrial](#)

Strategy⁴¹ (CLIS, paragraph 9.20) advises that Cumbria has major employment locations potentially available for expansion or inward investment and refers to ‘...the redevelopment of part of the GSK site in Ulverston for new business opportunities...’. SLDC is working with GSK and partners to develop a masterplan to guide the future development of the site for employment and other uses.

- 4.3.2.5 In the light of these changing circumstances at GSK, there is opportunity through the Local Plan Review to revisit the scope for regeneration around the Ulverston canal area.

Transport in Ulverston

- 4.3.2.6 The A590 forms part of the strategic road network, linking Barrow-in-Furness with the rest of South Lakeland, and Lancaster via the M6. It cuts through the centre of Ulverston and restricts vehicle and pedestrian/cycle access from large parts of the town to the town centre. Access to the employment sites on the east side of the town is also via the A590. Delays can occur along the A590 network including its junctions within Ulverston, which is an issue for economic growth in the town and wider Furness area. The provision of safe pedestrian and cycle access to the town centre from residential areas is compromised by having to cross the A590.
- 4.3.2.7 Funding has been obtained from a range of sources towards a new roundabout at Cross-a-Moor on the A590 which will open up access to planned housing development at Croftlands and Swarthmoor. The Cumbria Infrastructure Plan 2016⁴² identifies a number of strategic infrastructure projects, including an Ulverston by-pass. In considering options for Ulverston there is a question to ask about the long term role of such a route in facilitating future development and addressing current highways issues in the town.

What has been happening?

- 4.3.2.8 Since adoption of the Core Strategy in 2010, in addition to new housing and employment development, the following has happened in the town:
- Completion of £9.5 million Town Beck Scheme in November 2017, protecting 407 properties and 118 businesses against a flood event with a 1% chance of occurring in any one year.
 - Investigations into river, surface water and tidal flood risk in South Ulverston through complex mapping and modelling project. Further appraisal to be undertaken through the South Ulverston Flood Risk Management Scheme and funding secured (Environment Agency)

⁴¹ <https://www.thecumbrialep.co.uk/resources/uploads/files/Local-Industrial-Strategy.pdf>

⁴² https://www.thecumbrialep.co.uk/modules/downloads/download.php?file_name=1724

- Investment in the local highways network including improvements at Quebec Street and A590 and access to employment site at Lightburn Road. Funding secured for other improvements through Local Growth Funding
- Funding obtained through a range of sources towards the provision of a roundabout at Cross-a-Moor which will open up access to planned housing development at Croftlands and Swarthmoor as identified in the current Local Plan. Work is due to commence in September 2021.
- Communities in and around Ulverston have been included in Cumbria County Council’s successful bid to the Department of Transport for funding as part of the Rural Mobility Fund Initiative. Ulverston will be included in a trial pilot scheme to consider rural transport solutions.
- £3 million allocated from Borderlands Place Programme for investment in Ulverston (economic, social and transport initiatives). A ‘Place Plan’ is in development for Ulverston. It is being led by Cumbria County Council in partnership with the local community and stakeholders through the Borderlands initiative.
- Proposals to improve the leisure offer in the town through enhancements to the existing Leisure Centre at Priory Road.

Key Issues? Strengths, Weaknesses, Opportunities and Threats (SWOT Analysis)

4.3.2.9 There are a number of strengths, weaknesses, opportunities and threats relating to the town to take into account as follows:

Strengths and Opportunities	Weaknesses and Threats
<p>Strengths</p> <ul style="list-style-type: none"> • A key economic and services centre in the wider South Cumbria/Morecambe Bay area – strong functional linkage with Barrow-in-Furness and wider links to Cumbria Energy Coast • A strong economic base – a range of employment sites and mix of employers, for example Low Mill Business Park, North Lonsdale Road, strong presence of advanced manufacturing business in the town (e.g. GSK, Siemens, Marl International and Oxley Developments) • Rail access links to Barrow-in-Furness, Cumbria coast and Lancaster • Close access to Barrow-in-Furness via A590 	<p>Weaknesses</p> <ul style="list-style-type: none"> • Congestion and capacity on A590 • Travel time to M6 • Walking and cycling access from large parts of the town into the town centre constrained due to severance with the A590 • High levels of flood risk in parts of the town, notably close to Town Beck and Dragley Beck (river), and east parts of the town to the coast caused by a complex mix of sources including watercourses, surface

Strengths and Opportunities	Weaknesses and Threats
<ul style="list-style-type: none"> • A strong services and facilities offer, including a number of independent traders, supermarkets, health facilities, emergency services, secondary and primary schools and cultural, leisure and sport facilities • A significant identified supply of deliverable land for housing development including Croftlands (allocated sites) • A rich, distinctive historic character, most of the town centre is within a Conservation Area • Valued open spaces within the town including Ford Park and recently upgraded Lightburn Park • Set within a high quality landscape coastal edge location, higher ground to the north at Hoad Hill, west Kirkby Moor/Pennington hills and south at Birkrigg Common 	<p>water and the tide. Evidence of coastal erosion. Particular constraints to future development in the east of the town. Continued risk from climate change impacts</p> <ul style="list-style-type: none"> • Potential for out of town centre commercial/retail development taking footfall away from town centre • Pockets of deprivation within the town (Ulverston East) • Limited identified supply of deliverable land (allocated sites) in the Local Plan for employment development • Announced loss of major employer (GSK), and potential job losses as a consequence
<p>Opportunities</p> <ul style="list-style-type: none"> • New and enhanced existing walking and cycling routes linking existing and new development to key services and facilities and public transport routes • Re-use and redevelopment of existing available unused buildings and premises for other uses that can boost the vitality of the town, create additional footfall into town centre, and provide more housing • Enhancements to existing green spaces and public realm throughout the town • Opportunities for new development / new land uses through regeneration of GSK site. Revisit approach to the area 	<p>Threats</p> <ul style="list-style-type: none"> • Climate change impacts – increased levels of flood risk • Continued increased usage of the car, further congestion and pollution • Changing demands for commercial and retail uses, risk of buildings in town centre becoming unused, through reduced footfall • Further development on the edge of the town, more car trips – loss of greenfield land

Strengths and Opportunities	Weaknesses and Threats
<ul style="list-style-type: none"> • Consideration of further highways improvements to ease congestion on the A590 • Provide enhanced public transport provision through contributions from new development • Reduce surface and main river flooding through strategic flood schemes • Take advantage of the town’s current offer as a place to visit and stay and a base for the wider Furness Peninsula and surrounding area • Opportunities for further development related to the Cross-a-Moor Roundabout • New planned leisure facility enhancements at existing Leisure Centre • Reduce inequalities through regeneration and investment • Consideration of Ulverston by-pass to alleviate traffic congestion through the town centre in longer term 	<ul style="list-style-type: none"> • Changing demands and permitted development caused by national planning policy may threaten retention of employment/commercial uses in existing employment sites • Potential lack of investment in social infrastructure (health, community facilities), and utilities (example sewerage) • Development that isn’t sensitive to the town’s distinctive character, resulting in erosion of identity

Table 11: SWOT analysis - Ulverston

Question 32: Have we identified all the relevant strengths, weaknesses, opportunities and threats for Ulverston?

4.3.2.10 The map below includes a number of key features, constraints, opportunities and issues relating to the current and possible future development in Ulverston. It is a snapshot of Ulverston now, and includes sites currently allocated for development but not yet completed.

Question 33: Have we identified the correct features or issues on the map? Are there additional features or issues that should be included?

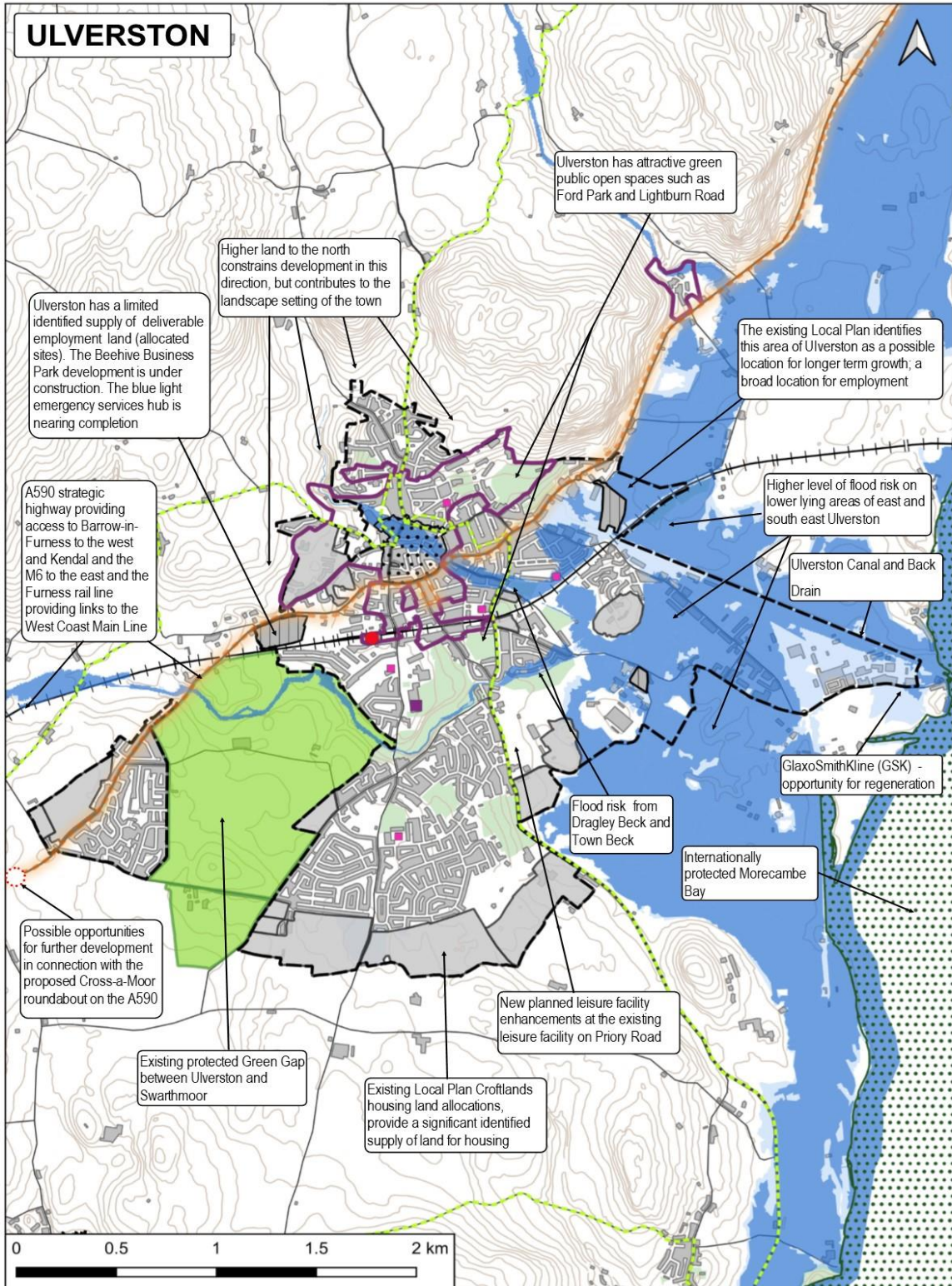


Figure 8: Map of Ulverston



Figure 9: Key to Map in Figure 8

What are the Policy Options or Approaches?

- 4.3.2.11 The current Local Plan provides a good supply of land to deliver more housing in the years ahead in the town but there is limited supply for employment. These sites will be reassessed as part of the Local Plan Review, together with other site options put forward through the Call for Sites exercise.
- 4.3.2.12 We set out below some of the factors we think are important for good long-term planning of Ulverston to 2040, and welcome your views on these and any other ideas you may have.

Policy Approaches 3.2: Principles and Initiatives for good planning in Ulverston to 2040:

- PA3.2/a** Build on the town's strengths as the main centre serving the west of the South Lakeland area and surroundings –supporting and widening the town's offer in terms of community facilities, informal recreation for residents and visitors, sports facilities and local services including health care, education, shopping, cultural experiences, food, drink and entertainment.
- PA3.2/b** Make sure there is land available to support local business and employment needs and opportunities that can boost the wider local/district economy, considering how the public and private sector can work together in delivering schemes.
- PA3.2/c** An emphasis on larger scale housing development providing a mix of housing including affordable which is sensitively located and designed in a way which protects and enhances the town's environmental assets, distinctive character, identity and landscape.

- PA3.2/d** Increase the diversification of housing mix – including affordable housing, older people’s housing, and homes for smaller households, supporting needs of all.
- PA3.2/e** A greater emphasis on brownfield and other windfall opportunities within the existing built up area, including within and on the edge of the town centre – including reusing underused sites and supporting housing development where it can support the vitality and viability of the town centre.
- PA3.2/f** Strengthen the role of the town centre and its surrounds as a place to live as well as to visit, work, shop and use for leisure/recreation.
- PA3.2/g** Relieve traffic congestion on the A590 and improve pedestrian and cycle access links to the town centre.
- PA3.2/h** Realise regeneration opportunities, including role of GSK site in this context which can help reduce inequalities and boost the local and sub-regional economy.
- PA3.2/i** Support the development of integrated walking and cycling networks including along the Canal corridor, linking key facilities, green spaces and new developments, in order to make the town ‘friendly’ for walkers and cyclists.
- PA3.2/j** Support for public realm enhancements within the town centre, especially in gateway locations.
- PA3.2/k** Protect and enhance the heritage assets and qualities of the town.
- PA3.2/l** Consider the merits of an Ulverston by-pass in the longer term, in the context of supporting the sustainable growth of the town and meeting other Local Plan objectives. Safeguard a route if considered appropriate, or instead make a general statement of support if funding becomes available.

Question 34: Which of these policy approaches for the good planning of Ulverston to 2040 do you support and why? Please give your reasons, noting the relevant reference number, and add any other comments or alternative suggestions.

Ulverston Town Centre

Question 35: What do you think the role of the town centre should be and how should its role develop in response to trends and challenges such as on-line retailing? For example, if there are less shops in future, should

housing and other non-retail uses such as leisure, food and drink be encouraged? (See also section [4.6.6](#))

Open Spaces

Question 36: Have we identified the right open spaces that need protecting in Ulverston on the [Policies Map](#)? Can you suggest others? Do some open spaces also merit designation as Local Green Spaces? (See section [4.4.5](#)) Please show clearly on a map any open spaces or Local Green Spaces you propose.

Green Infrastructure, Cycling and Walking

Question 37: How can we complete any gaps in the green infrastructure network and cycling and walking networks in Ulverston? (See section [4.4.5](#)) Please suggest potential links between green spaces and also within cycling and walking networks.

Development Boundary and Green Gaps

Question 38: Should the [development boundary](#) for Ulverston as shown on the policies map be changed? (See section [4.2.4](#)) Please show on a map any changes you propose.

Question 39: Should the [green gap](#) between Ulverston and Swarthmoor as shown on the policies map be changed? (See also section [4.2.5](#)) Please show on a map any changes you propose.

Directions of Growth

- 4.3.2.13 The Local Plan Review provides opportunity to consider the amount and location of housing and employment development that should be provided for through the allocation of sites in the Local Plan. We therefore invite your views on how much growth is appropriate in Ulverston and on possible 'directions for growth' of the town, as set out in the policy options table 3.2 below and accompanying map below.

The map below indicates possible indicative 'directions of growth' taking account of the constraints and opportunities identified in the map and the SWOT analysis, as well as suggested site allocations arising from the Call for Sites.

Policy Options 3.2: Potential Directions of Growth for Ulverston

Please consider the following options for the broad location of new housing and/or employment development in Ulverston.

PO3.2/i: South West

PO3.2/ii: Centre and built-up area and brownfield focus, within and on the edge of the town centre including GSK

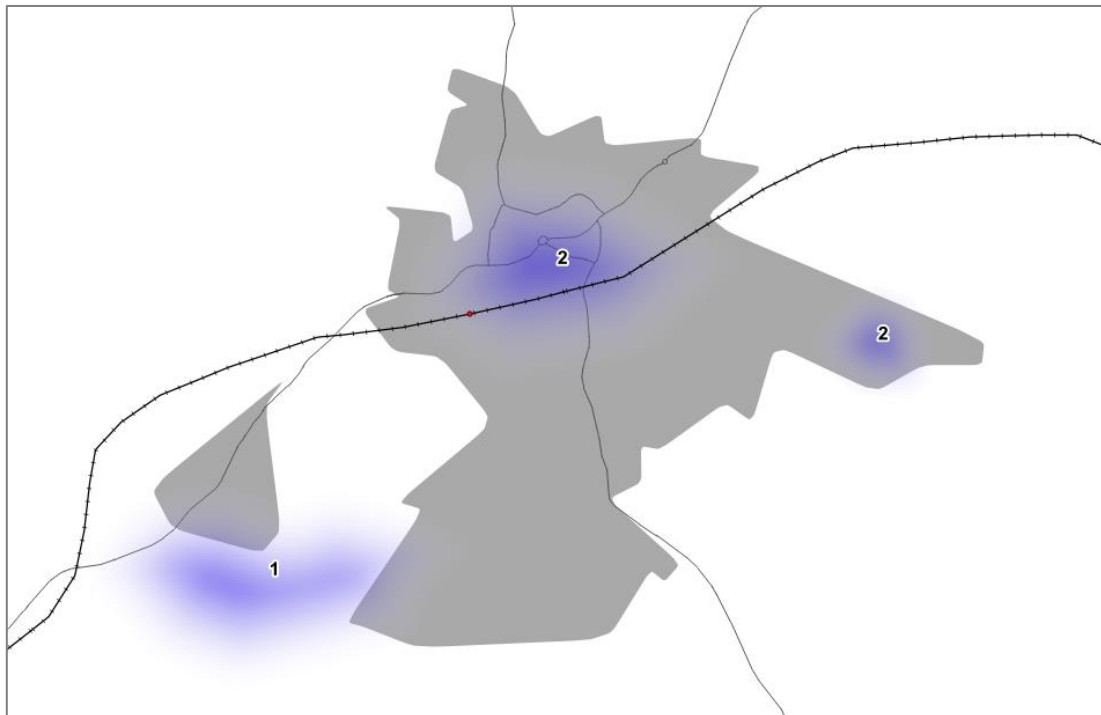


Figure 10: Directions of growth for Ulverston

Question 40: Which of these policy options for possible directions of growth for Ulverston do you support and why? Please give your reasons, noting the reference number, and any other comments or alternative suggestions.

Question 41: What do you think would be the best use of the GSK site to benefit Ulverston?

4.3.2.14 So far there have been a few sites suggested for allocation for development in the 'Call for Sites' in summer 2020. As part of this consultation, you can comment on sites already submitted and also suggest other sites which may be suitable for allocation in the Local Plan for housing or business development. For more information and opportunity to comment, please see section [4.2.6](#) in Theme 2 and questions 20 and 21.

4.3.3 Policies for our places: Grange-over-Sands

What are the Issues?

- 4.3.3.1 Grange-over-Sands is a Key Service Centre in the current Local Plan and third largest settlement in the district with a population 4,259. It provides key services and facilities to villages and rural areas within the Cartmel Peninsula. Grange-over-Sands developed as resort town following the opening of Furness railway in 1857. Grange has close links with the strategic road network (A590), and is served by the regional Furness rail line, with links to Barrow-in-Furness, Lancaster and Manchester airport.
- 4.3.3.2 There are planned sites in Grange for an estimated 376 dwellings, including sites with planning permission and allocated sites in the Local Plan which do not yet have permission. Part of the allocated site at Allithwaite Road has recently been approved for 87 new dwellings, with outline consent for an additional 90 extra care units. 300 new homes have been built in Grange since 2003, including 93 affordable homes built since 2010. The current Local Plan strategy directs 13% of all new housing to the three Key Service Centres, including Grange. The supply of land for business development in the town is limited.
- 4.3.3.3 In 2018 Grange-over-Sands Town Council completed a Neighbourhood Plan for Grange, which has the same status in determining planning applications as the South Lakeland Local Plan. The aims of the Neighbourhood Plan include influencing the design of new developments, helping residents to access low-cost market homes and protecting the area's environment and biodiversity. The Plan includes a design guide. The completed Neighbourhood Plan also enables the Town Council to access 25% (rather than 15%) of the Community Infrastructure Levy to improve local facilities. The Plan allocates a Local Green Space at the south end of the allocated mixed-use site South of Allithwaite Road.
- 4.3.3.4 The adjoining parish of Allithwaite and Cartmel Parish Council is also in the process of preparing a Neighbourhood Plan.
- 4.3.3.5 In 2017 SLDC commissioned a study⁴³ into the economic potential of the 3 Key Service Centres in the district, including Grange-over-Sands. Its findings have also helped inform the assessment in this section.

⁴³ <https://www.investinsouthlakeland.co.uk/wp-content/uploads/2021/04/South-Lakeland-District-Councils-Key-Service-Centres---Economic-Potential-Study-Report-March-2017.pdf>

What has been happening?

- 4.3.3.6 Since adoption of the Core Strategy in 2010, a number of important developments have taken place or are planned in Grange-over-Sands:
- a new health centre has been built on a former brownfield site at Berners.
 - housing schemes completed in recent years have included 43 affordable homes at Berners, 42 homes at Carter Road and 64 homes at Thornfield Road.
 - plans for the regeneration of Grange Lido and promenade continue to develop.
 - a new SPAR store and filling station has been given planning permission.

Key Issues? Strengths, Weaknesses, Opportunities and Threats (SWOT Analysis)

- 4.3.3.7 There are a number of strengths, weaknesses, opportunities and threats relating to the town to take into account as follows:

Strengths and Opportunities	Weaknesses and Threats
<p>Strengths</p> <ul style="list-style-type: none"> • attractive Victorian/Edwardian coastal resort town, with a distinctive architectural heritage, in a sheltered, scenic setting with good views over Morecambe Bay • a significant proportion of the town is within a Conservation Area • a good range of services and facilities, also serving the Cartmel Peninsula • a good supply of housing sites in the current Local Plan, and strong local housing market also providing a proportion of affordable housing • near full employment • rail links to Barrow, Lancaster and Manchester airport • a high quality range of parks and gardens with good links to the promenade and the wider network of footpaths and cycle routes 	<p>Weaknesses</p> <ul style="list-style-type: none"> • age profile: a quarter of all households in Grange-over-Sands are one-person pensioner households • a limited supply of sites for business development • increasing cost of housing and need for more affordable and low cost market housing • the Neighbourhood Plan describes bus and rail services as ‘barely adequate’ • a need for investment in built heritage and public realm, including the Lido and Promenade • current lack of a filling station • limited leisure activities

Strengths and Opportunities	Weaknesses and Threats
<p>Opportunities</p> <ul style="list-style-type: none"> • new housing development provides opportunity for more affordable housing and extra care housing • potential for investment in public realm and built heritage through regeneration of Lido and Promenade • more promotion of visitor and local business economy 	<p>Threats</p> <ul style="list-style-type: none"> • risk that new development does not enhance town’s distinctive character and identity • limited investment in social services, physical infrastructure and utilities

Table 12: SWOT analysis – Grange-over-Sands

Question 42: Have we identified all the relevant strengths, weaknesses, opportunities and threats for Grange-over-Sands?

4.3.3.8 The map below includes a number of features, constraints, opportunities and issues relating to the current and possible future development of Grange-over-Sands. It is a snapshot of Grange at present, and includes sites currently allocated for development but not yet completed.

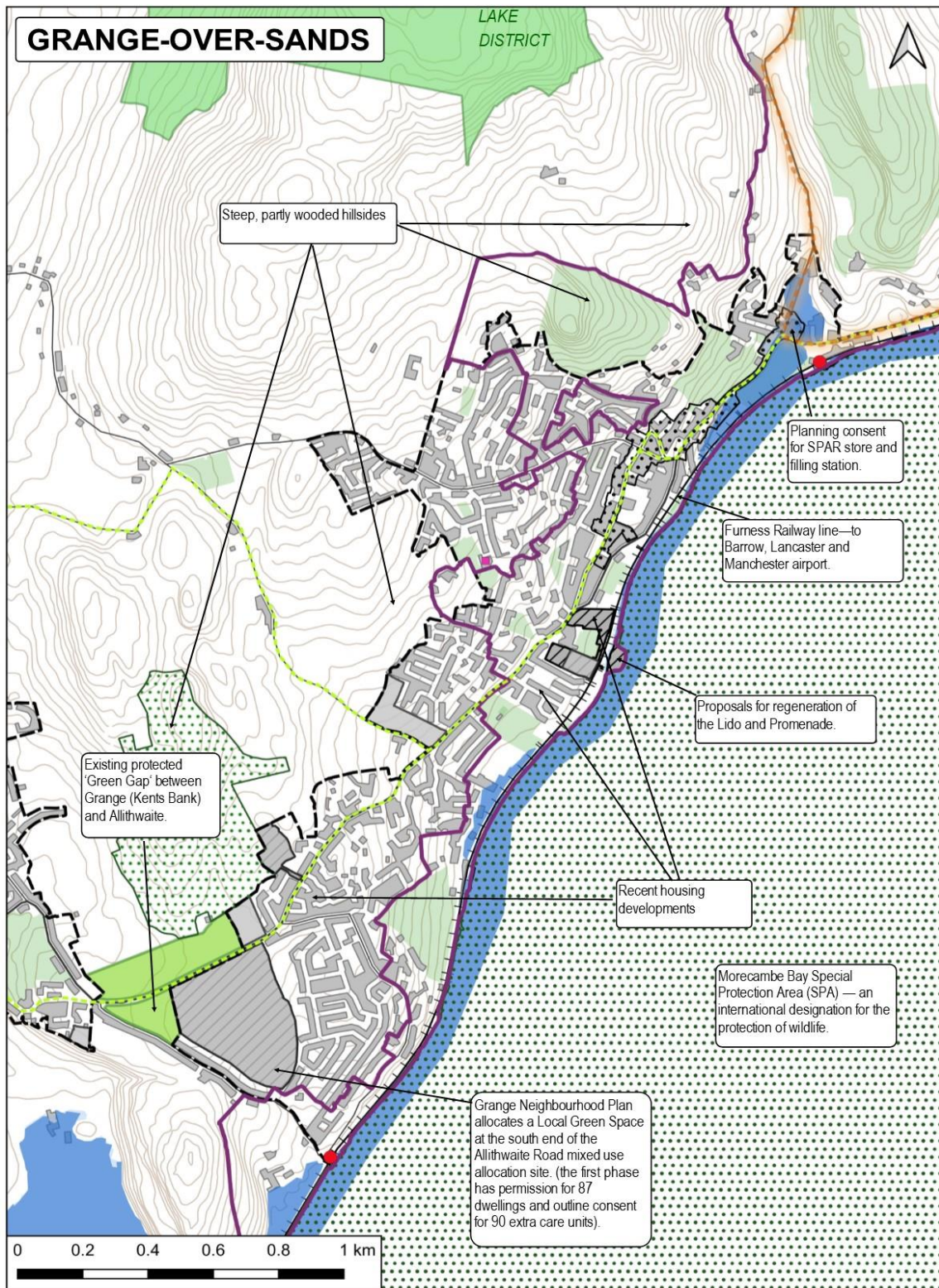


Figure 11: Map of Grange-over-Sands



Figure 12: Key for Figure 11

Question 43: Have we identified the correct features or issues on the map? Are there additional features or issues that should be included?

What are the Policy Options or Approaches?

4.3.3.9 The current Local Plan has helped deliver quite a lot of extra homes (and affordable homes) in Grange in recent years, and provides a good supply of land to deliver more in the years ahead on allocated sites. The allocated sites will be reassessed as part of the Local Plan Review, together with other site options. We are not proposing 'Directions of Growth' options but invite any views you may have on possible directions of growth over the next two decades.

4.3.3.10 We set out below some of the factors we think are important for good long-term planning of Grange-over-Sands to 2040, and welcome your views on these and any other ideas you may have.

Policy Approaches 3.3: Principles and Initiatives for good planning in Grange-over-Sands to 2040:

PA3.3/a Provide for some additional development to 2040 to meet local needs and which builds on the town's strengths as a key service centre serving the Cartmel Peninsula: and which also helps support and widen the town's offer in terms of community facilities, informal recreation for residents and visitors, and local services including health care, education, shopping, cultural experiences, food, drink and entertainmen

PA3.3/b A focus on some additional land for local business and employment needs and opportunities.

- PA3.3/c** An emphasis on smaller scale development which is sensitively located and designed in a way which protects and enhances the town's environmental assets, distinctive character and landscape.
- PA3.3/d** A greater emphasis on brownfield and other windfall opportunities within the existing built up area, including within and on the edge of the town centre – including reusing underused sites and supporting housing development where it can support the vitality and viability of the town centre.
- PA3.3/e** Support the development of integrated walking and cycling networks, linking key facilities, green spaces and new developments, in order to make the town 'friendly' for walkers and cyclists.
- PA3.3/f** Support for public realm enhancements including the regeneration of the Lido, Promenade and town centre.

Question 44: Which of these policy approaches for the good planning of Grange-over-Sands to 2040 do you support and why? Please give your reasons, noting the relevant reference number, and add any other comments or alternative suggestions.

Grange-over-Sands Town Centre

Question 45: What do you think the role of the town centre should be and how should its role develop in response to trends and challenges such as on-line retailing? For example, if there are less shops in future, should housing and other non-retail uses such as leisure, food and drink be encouraged? (See also section [4.6.6](#))

Open Spaces

Question 46: Have we identified the right open spaces that need protecting in Grange-over-Sands on the [Policies Map](#)? Can you suggest others? Do some open spaces also merit designation as Local Green Spaces? (See section [4.4.5](#)) Please show clearly on a map any open spaces or Local Green Spaces you propose.

Green Infrastructure, Cycling and Walking

Question 47: How can we complete any gaps in the green infrastructure network and cycling and walking networks in Grange-over-Sands? (See section [4.4.5](#)) Please suggest potential links between green spaces and also within cycling and walking networks?

Development Boundary and Green Gaps



Question 48: Should the [development boundary](#) for Grange-over-Sands as shown on the policies map be changed? (See section [4.2.4](#)) Please show on a map any changes you propose.

Question 49: Should the [green gap](#) between Allithwaite and Kents Bank as shown on the policies map be changed? (See also section [4.2.5](#)) Please show on a map any changes you propose.

Settlement Services and Facilities

Question 50: Have we correctly identified the services and facilities in the Settlement Services and Accessibility Assessment document? (See section [4.2.2](#)).

Directions of Growth

Question 51: We are not suggesting particular ‘directions of future growth’ in Grange for comment, but welcome any suggestions you may have – please use a map if necessary.

- 4.3.3.11 So far there have been a few sites suggested for allocation for development in the ‘**Call for Sites**’ in summer 2020. As part of this consultation, you can comment on sites already submitted and also suggest other sites which may be suitable for allocation in the Local Plan for housing or business development. For more information and opportunity to comment, please see section [4.2.6](#) in Theme 2 and questions 20 and 21.

4.3.4 Policies for our places: Milnthorpe

Introduction

- 4.3.4.1 The village of Milnthorpe is a Key Service Centre in the current Local Plan and has a population of 1,681. The village provides a wide range of local services and facilities, serving a large rural catchment. Milnthorpe has medieval origins and was granted a Charter for a weekly market in the early 14th century. It is located at the junction of the A6 with the B5282 to Arnside, the B6385 to Crooklands and M6 and near the B6384 to Holme and Burton, The regular 555 bus service between Keswick and Lancaster stops at Milnthorpe, Holme and Burton.
- 4.3.4.2 There are currently sites for about 164 dwellings – 9 with permission and for a further 155 homes on the allocated site South and East Milnthorpe, for which a [Development Brief⁴⁴](#) was adopted in 2015. 44 new homes have been built in the village since 2003, and 10 affordable homes have been built since 2010. A good range and type of employment land is available, including at the Parkhouse Lakeland Estate and on Local Plan sites at Bridge End Business Park (1.8ha) and adjacent to Mainline Business Park (8.07ha). The current Local Plan strategy directs 13% of all new housing development to the three Key Service Centres, including Milnthorpe. More recent development has included the opening of Booths supermarket, the relocation of the SPAR supermarket (together with a new filling station) and Travis Perkins' relocation to the Parkhouse Lakeland Estate.
- 4.3.4.3 In 2017 the District Council commissioned the [Key Service Centres - Economic Potential Study⁴⁵](#) for centres including Milnthorpe. Its findings have informed the assessment in this section.

What has been happening?

- 4.3.4.4 Since adoption of the Core Strategy in 2010, a number of important developments have taken place in Milnthorpe including:
- Booths supermarket opened in Milnthorpe in 2012.
 - The SPAR store moved from the market square to a new location on Beetham Road, together with a new filling station.
 - The relocation of Travis Perkins from Sandside.
 - 'Milnthorpe Matters': Cumbria County Council is working with Milnthorpe Parish Council and SLDC on a 'Milnthorpe Matters' initiative. The views of

⁴⁴ https://www.southlakeland.gov.uk/media/3652/s-milnthorpe-dev-brief_final-version_1515.pdf

⁴⁵ Key Service Centres – Economic Potential Study, South Lakeland District Council (March 2017) <https://www.investinsouthlakeland.co.uk/wp-content/uploads/2021/04/South-Lakeland-District-Councils-Key-Service-Centres---Economic-Potential-Study-Report-March-2017.pdf>

the local community and stakeholders will be sought to help assess the assets of the village, the needs of the community needs and ideas to make the most of Milnthorpe’s unique features. This will inform a village plan to help ensure Milnthorpe is in a strong position to take full advantage of emerging opportunities in the future.

Key Issues? Strengths, Weaknesses, Opportunities and Threats (SWOT Analysis)

4.3.4.5 There are a number of strengths, weaknesses, opportunities and threats relating to the village to take into account as follows:

Strengths and Opportunities	Weaknesses and Threats
<p>Strengths</p> <ul style="list-style-type: none"> • attractive, historic village centre • good range and quality of local services and facilities (including shops, doctors, dentists, solicitors, vets, opticians) • good secondary and primary schools • a good supply of housing and employment land allocated for development in the Local Plan • several larger local employers • good economic activity rates 	<p>Weaknesses</p> <ul style="list-style-type: none"> • the rate of housing and employment development is slower than some other key service centres in South Lakeland. • The Mainline industrial estate has restricted access to the A590 and M6 • congestion on the A6 (which is severe when the M6 is closed on occasion) • a number of vacant commercial premises in village square including the previous location of the SPAR shop • has the village square lost its sense of place • the weekly market is performing less strongly than previously • limited recent investment in public realm, marketing and signage
<p>Opportunities</p> <ul style="list-style-type: none"> • the ‘Milnthorpe Matters’ project – an initiative to promote assets and opportunities in the village • sites available for housing and employment offer potential for employment (c 10ha) and housing need (c170 homes) and could develop local economy 	<p>Threats</p> <ul style="list-style-type: none"> • a risk that the scale of current planned development will be insufficient to justify the high cost of improved links to the A590 and national road network. • a risk of more buildings in village centre becoming vacant and current ones deteriorating further

Strengths and Opportunities	Weaknesses and Threats
<ul style="list-style-type: none"> • potential for a consolidated health centre, pharmacy dentist etc if a suitable site can be found • potential for investment in public realm and marketing • redefine the Market Square as a multi-functional area 	<ul style="list-style-type: none"> • competition from other centres with better linkages to road network, such as Carnforth • potential lack of investment in social infrastructure (health, community facilities), and utilities (example sewerage) • a risk that new development does not enhance village's distinctive character and identity.

Table 13: SWOT analysis - Milnthorpe

Question 52: Have we identified the relevant strengths, weaknesses, opportunities and threats for Milnthorpe?

4.3.4.6 The map below includes a number of key features, constraints, opportunities and issues relating to the current and possible future development in Milnthorpe. It is a snapshot of Milnthorpe now, and includes sites currently allocated for development but not yet completed.

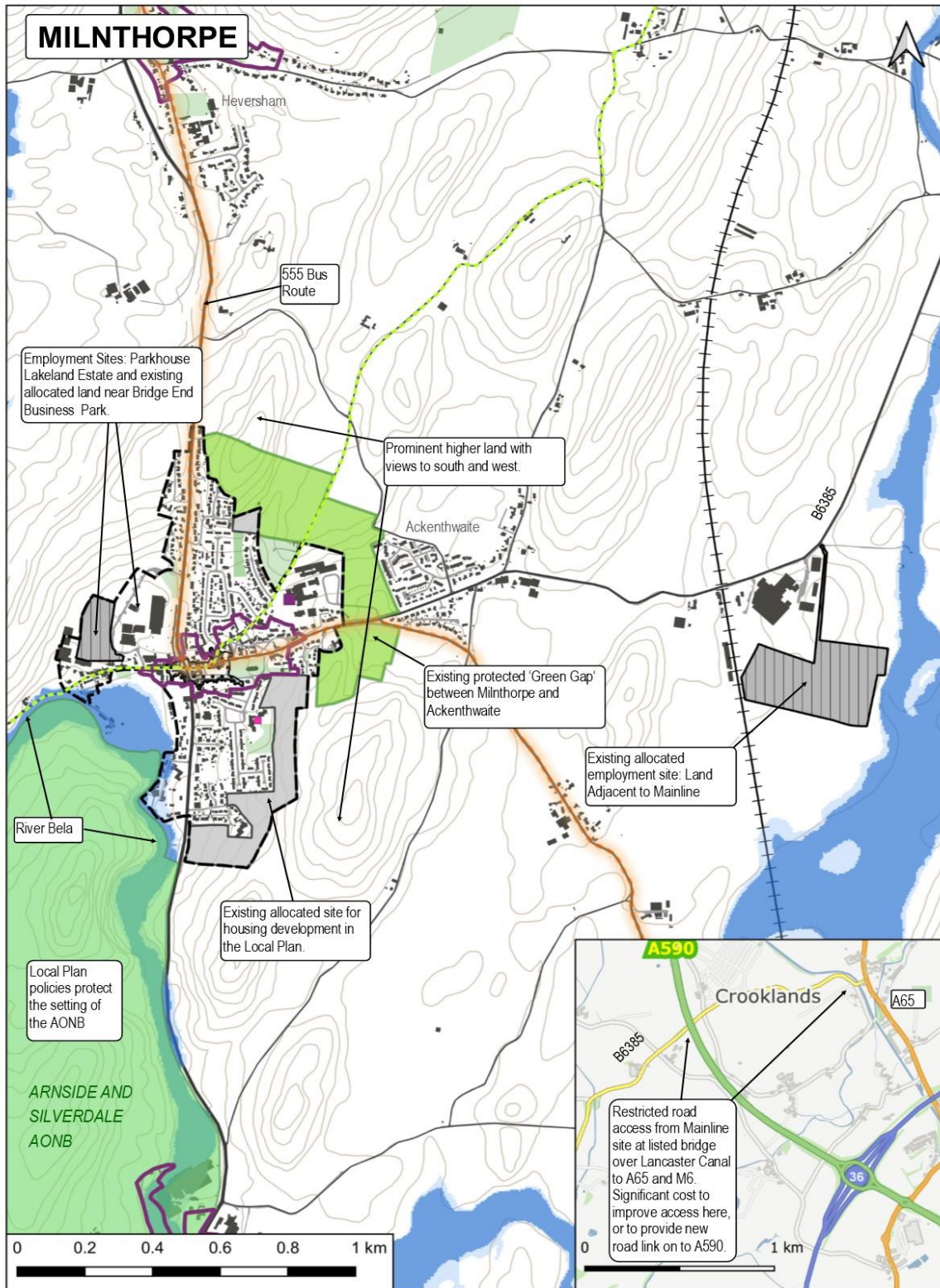


Figure 13: Map of Milnthorpe



Figure 14: Milnthorpe Map Key

Question 53: Have we identified the correct features or issues on the map? Are there additional features or issues that should be included?

What are the Policy Options or Approaches?

- 4.3.4.7 Housing development from sites allocated in the Local Plan has been more limited than in other towns in the district, although there remains potential for these to be developed. These sites will be reassessed as part of the Local Plan Review, together with other site options. In reviewing the supply of sites for business and employment, an important issue will be to reassess the viability of road access improvements to the A65 or A590 required for the large Mainline employment site to be developed.
- 4.3.4.8 The Milnthorpe Matters initiative presents an opportunity for the local community and key stakeholders to work together and develop a village plan with proposal for local improvements which can be developed if funding or other opportunities arise. The Local Plan Review process will seek to engage with the Milnthorpe Matters initiative and consider any proposals which the Local Plan could assist with – for example through new or amended planning policy, or by identifying sites for development (or protecting sites from development).
- 4.3.4.9 We set out these and other factors below which we think are important for good, long-term planning of Milnthorpe to 2040 and welcome your views on these and any other ideas you may have.



Policy Approaches 3.4: Principles and Initiatives for good planning in Milnthorpe to 2040:

- PA3.4/a** A review of housing sites (both those currently allocated and potential new sites) to support additional development in Milnthorpe to 2040. This will help meet housing (and affordable housing) need and build on the village's strengths as a key service centre, serving the wider rural area. It will potentially also help support and widen the village's offer in terms of community facilities, informal recreation, and local services and facilities including health care, education, food and drink.
- PA3.4/b** A review of land allocated for business and employment to meet needs and for local business and employment needs and opportunities.
- PA3.4/c** Support for identifying a suitable site for a new medical centre for Milnthorpe, with opportunity to provide several related services in one location.
- PA3.4/d** More emphasis on small scale development which is sensitively located and designed in a way which protects and enhances the town's distinctive character and landscape setting – including the setting of the Arnside and Silverdale AONB.
- PA3.4/e** More emphasis on brownfield and 'windfall' opportunities for development within the built-up area, including within and on the edge of the town centre. This also includes the reuse of any underused sites and supporting housing development where it can support the vitality and viability of the town centre.
- PA3.4/f** Support the development of any opportunities for improving walking and cycling networks, linking key facilities, green spaces and new developments.
- PA3.4/g** Support for public realm enhancements in the Square and Conservation Area.

Question 54: Which of these policy approaches for the good planning of Milnthorpe to 2040 do you support and why? Please give your reasons, noting the relevant reference number, and add any other comments or alternative suggestions.

Milnthorpe Village Centre

Question 55: What do you think the role of the village centre should be and how should its role develop in response to trends and challenges such as on-line retailing? For example, if there are less shops in future, should housing and other non-retail uses such as leisure, food and drink be encouraged? (See also section [4.6.6](#))

Open Spaces

Question 56: Have we identified the right open spaces that need protecting in Milnthorpe on the [Policies Map](#)? Can you suggest others? Do some open spaces also merit designation as Local Green Spaces? (See section [4.4.5](#)) Please show clearly on a map any open spaces or Local Green Spaces you propose.

Green Infrastructure, Cycling and Walking

Question 57: How can we complete any gaps in the green infrastructure network and cycling and walking networks in Milnthorpe? (See section [4.4.5](#)) Please suggest potential links between green spaces and also within cycling and walking networks.

Development Boundary and Green Gaps

Question 58: Should the [development boundary](#) for Milnthorpe as shown on the policies map be changed? (See section [4.2.4](#)) Please show on a map any changes you propose.

Question 59: Should the [green gap](#) between Milnthorpe and Ackenthwaite as shown on the policies map be changed (See also section [4.2.5](#)). Please show on a map any changes you propose.

Settlement Services and Facilities

Question 60: Have we correctly identified the services and facilities in the Settlement Services and Accessibility Assessment document? (See Section [4.2.2](#))

Directions of Growth

- 4.3.4.10 The Local Plan Review provides opportunity to consider the amount and location of housing and employment development that should be provided for through the allocation of sites in the Local Plan. We therefore invite your views on how much growth is appropriate in Milnthorpe and on possible 'directions for growth' of the village, as set out in the policy options Table 3.4 and accompanying map below.

4.3.4.11 The map below indicates possible indicative ‘directions of growth’ taking account of the constraints and opportunities identified in the map above and the SWOT analysis.

Policy Options 3.4: Potential Directions of Growth for Milnthorpe

Please consider the following options for the broad location of new housing and/or employment development in and near Milnthorpe.

PO3.4/i: Grisleymires Lane area – for employment or housing

PO3.4/ii: Ackenthwaite – for housing

PO3.4/iii: South Milnthorpe – for housing

PO3.4/iv: Mainline – additional employment development, subject to review of feasibility and viability of improved road access to A590 and M6.



Figure 15: Directions of growth Milnthorpe

Question 61: Which of these policy options for possible directions of growth for Milnthorpe do you support and why? Please give your reasons, noting the reference number, and any other comments or alternative suggestions.

4.3.4.12 So far there have been no sites in Milnthorpe suggested for allocation for development in the ‘Call for Sites’ in summer 2020 (note a site in Whasset has been suggested). As part of this consultation, you can comment on sites already submitted and also suggest other sites which may be suitable for



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allocation in the Local Plan for housing or business development. For more information and opportunity to comment, please see section [4.2.6](#) and questions 20 and 21 in Theme 2.

4.3.5 Policies for our places: Kirkby Lonsdale

Introduction

- 4.3.5.1 Kirkby Lonsdale is an historic market town on the north side of the A65, about 13 miles southeast of Kendal and close to the Yorkshire Dales National Park. The town is a Key Service Centre in the current Local Plan with a population of about 1,603. The town has a strong employment and service role serving a wide rural hinterland, which also stretches into parts of Craven District and Lancaster City. The town centre is thriving and vibrant, with a growing number of small independent shops, cafes and restaurants, in addition to Booths supermarket. Tourists and day visitors remain important to the local economy. 'Ruskin's View' over the River Lune is a famous local tourist attraction as is the medieval 'Devil's Bridge' over the river Lune to the east of the town, which is a scheduled ancient monument.
- 4.3.5.2 There are currently sites for 53 dwellings on sites under construction, and for a further 6 dwellings with permission on small sites not yet started. A [Development Brief⁴⁶](#) was adopted in 2015 for the housing site at Land North of Kendal Road, which is now under construction. There is 1ha of employment land also allocated at Land North of Kendal Road. The current Local Plan strategy directs 13% of all new housing to the three Key Service Centres in the district, including Kirkby Lonsdale. The town has had 188 new homes built since 2003, reflecting the growing strength of the local housing market. 33 affordable homes have been completed since 2010.
- 4.3.5.3 In 2017 SLDC [commissioned a study⁴⁷](#) into the economic potential of the 3 Key Service Centres in the district, including Kirkby Lonsdale. Its findings have informed the assessment in this section.

What has been happening?

- 4.3.5.4 Since the adoption of the Core Strategy in 2010, trends and developments in or near Kirkby Lonsdale include:
- The town's housing market is the strongest in the district - all four of the housing sites allocated in the Local Plan are complete or under construction:
 - Binfold Croft – 10 affordable dwellings, complete.
 - Tram Lane (Queen Elizabeth Court) - 36 one and two-bedroom retirement apartments, complete.

⁴⁶ https://www.southlakeland.gov.uk/media/3654/n-kendal-road-kl-dev-brief_final-version_1515.pdf

⁴⁷ Key Service Centres – Economic Potential Study, South Lakeland District Council (March 2017) <https://www.investinsouthlakeland.co.uk/wp-content/uploads/2021/04/South-Lakeland-District-Councils-Key-Service-Centres---Economic-Potential-Study-Report-March-2017.pdf>

- Former Cedar House School, 9 units under construction.
- Land North of Kendal Road, 78 units under construction, with 35% of homes affordable.
- Growth in local business development, including on the A65 west of Kirkby Lonsdale at the Lane House Business Park and Kirkby Lonsdale Business Park: also the recent development of the Underley Business Centre.
- Continued growth in small shops and cafes serving the town’s residents and many visitors.

Key Issues? Strengths, Weaknesses, Opportunities and Threats (SWOT Analysis)

4.3.5.5 There are a number of strengths, weaknesses, opportunities and threats relating to the town to take into account as follows:

Strengths and Opportunities	Weaknesses and Threats
<p>Strengths</p> <ul style="list-style-type: none"> ● historic town in scenic landscape setting, supporting a growing visitor economy and strong housing market ● a ‘gateway’ to two national parks ● a successful range of independent shops and excellent food and drink offer ● a good range and quality of local services and facilities ● good secondary and primary schools ● current good supply of housing land with some land for additional employment ● good access directly from A65 ● Booths supermarket and good weekly market – a market charter granted in 1227 ● near full employment, with history of home working ● active community groups and an increasing number of popular events 	<p>Weaknesses</p> <ul style="list-style-type: none"> ● public transport provision/connectivity ● ageing demographic and continuing challenge to maintain local job and other opportunities for young people ● extended boundary of Yorkshire Dales National Park may restrict some opportunities for growth ● significant out-commuting to work in larger centres – a need to strengthen local employment opportunities further
<p>Opportunities</p> <ul style="list-style-type: none"> ● potential for further investment in public realm, local recreation and promoting conservation and best use of historic properties ● some capacity for more events ● extending superfast broadband 	<p>Threats</p> <ul style="list-style-type: none"> ● risk that new development does not enhance town’s distinctive character and identity ● above average proportion of second homes

Strengths and Opportunities	Weaknesses and Threats
<ul style="list-style-type: none"> • networks of management/ professional workspace • promoting opportunities and support for start-up businesses • more mixed use development and greater use of public assets 	<ul style="list-style-type: none"> • ageing demographic and limited affordable housing mean that some younger people and families move elsewhere • possibly restricted directions for appropriate growth • risk of over reliance of local economy on retail and tourism pressure on infrastructure from planned expansion

Table 14: SWOT analysis - Kirkby Lonsdale

Question 62: Have we identified all the relevant strengths, weaknesses, opportunities and threats for Kirkby Lonsdale?

4.3.5.6 The map below includes a number of key features, constraints, opportunities and issues relating to the current and possible future development in Kirkby Lonsdale. It is a snapshot of Kirkby Lonsdale now, and includes sites currently allocated for development but not yet completed.

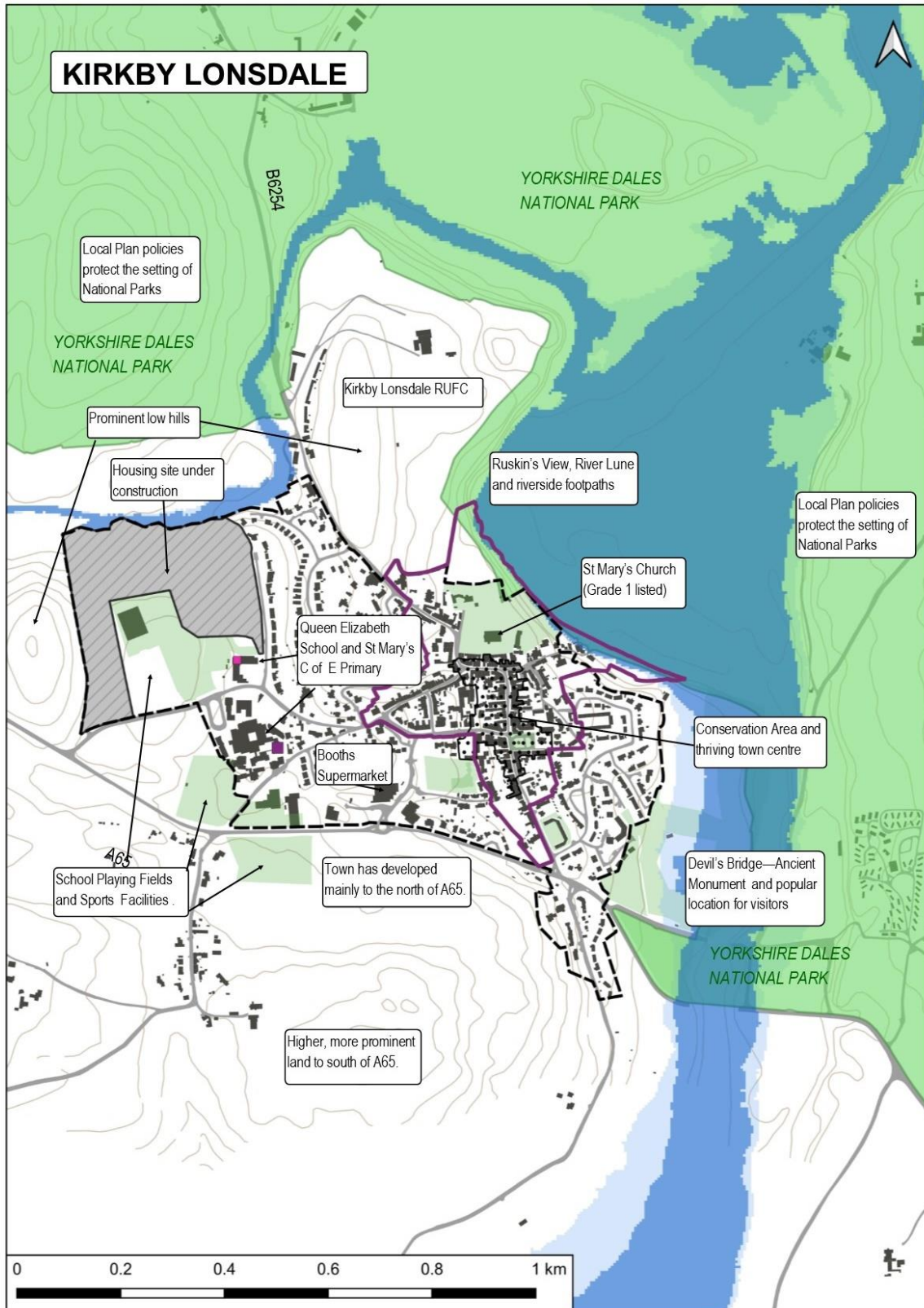


Figure 16: Map of Kirkby Lonsdale



Figure 17: Kirkby Lonsdale Map Key

Question 63: Have we identified the correct features or issues on the map? Are there additional features or issues that should be included?

What are the Policy Options or Approaches?

- 4.3.5.7 The current Local Plan has helped deliver quite a lot of extra homes (and affordable homes) in Kirkby Lonsdale in recent years. Indeed it has seen the highest proportion of allocated housing sites developed of any town in the district, reflecting the strength of the local housing market. The site North of Kendal Road provides a good supply in the short term. But with no other sites allocated, how much additional housing development should be provided to meet needs to 2040? The map above illustrates that there are some important limits to the town’s expansion, including the extended boundary of the Yorkshire Dales National Park, the town’s landscape setting, notably prominent drumlin features and potentially the A65 to the south. The town also has a limited supply of land for local business and employment and some additional provision may be appropriate.
- 4.3.5.8 We set out these and other factors below which we think are important for good long-term planning of Kirkby Lonsdale to 2040, and welcome your views on these and any other ideas you may have.

Policy Approaches 3.5: Principles and Initiatives for good planning in Kirkby Lonsdale to 2040:

PA3.5/a Some additional land for housing will support additional development in Kirkby Lonsdale to 2040. This will help meet housing (and affordable housing) need and build on the town’s strengths as a key service centre, serving the wider rural area. It will potentially also help support and widen the town’s offer in terms of community



facilities, informal recreation, and local services and facilities including health care, education, and food and drink.

- PA3.5/b** A review of land allocated for business and employment to meet needs for local businesses to grow and provide more local employment opportunities.
- PA3.5/c** More emphasis on small scale development which is sensitively located and designed in a way which protects and enhances the town's distinctive character and landscape setting.
- PA3.5/d** A continuing emphasis on brownfield and 'windfall' opportunities for development within the built-up area, including within and on the edge of the town centre. This also includes the reuse of any underused sites and supporting housing development where it can support the vitality and viability of the town centre.
- PA3.5/e** Support the development of opportunities for improving walking and cycling networks, linking key facilities, green spaces and new developments.
- PA3.5/f** Support for public realm enhancements, particularly within the Conservation Area.

Question 64: Which of these policy approaches for the good planning of Kirkby Lonsdale to 2040 do you support and why? Please give your reasons, noting the relevant reference number, and add any other comments or alternative suggestions.

Kirkby Lonsdale Town Centre

Question 65: What do you think the role of the town centre should be and how should its role develop in response to trends and challenges such as on-line retailing? For example, if there are less shops in future, should housing and other non-retail uses such as leisure, food and drink be encouraged? (See also section [4.6.6](#))

Open Spaces

Question 66: Have we identified the right open spaces that need protecting in Kirkby Lonsdale on the [Policies Map](#)? Can you suggest others? Do some open spaces also merit designation as Local Green Spaces? (See section [4.4.5](#)) Please show clearly on a map any open spaces or Local Green Spaces you propose.

Green Infrastructure, Cycling and Walking

Question 67: How can we complete any gaps in the green infrastructure network and cycling and walking networks in Kirkby Lonsdale? (See

section [4.4.5](#)) Please suggest potential links between green spaces and also within cycling and walking networks.

Development Boundary

Question 68: Should the [development boundary](#) for Kirkby Lonsdale as shown on the policies map be changed? (See section [4.2.4](#)) Please show on a map any changes you propose.

Settlement Services and Facilities

Question 69: Have we correctly identified the services and facilities in the Settlement Services and Accessibility Assessment document? (See section [4.2.2](#))

Directions of Growth

- 4.3.5.9 The Local Plan Review provides opportunity to consider the amount and location of housing and employment development that should be provided for through the allocation of sites in the Local Plan. We therefore invite your views on how much growth is appropriate in Kirkby Lonsdale and on possible 'directions for growth' of the town, as set out in the policy options table 3.5 and accompanying map below.
- 4.3.5.10 The map below indicates possible indicative 'directions of growth' taking account of the constraints and opportunities identified in the map above and the SWOT analysis, as well as suggested site allocations arising from the Call for Sites.

Policy Options 3.5: Potential Directions of Growth for Kirkby Lonsdale

Please consider the following options for the broad location of new housing and employment development in and near Kirkby Lonsdale

PO3.5/i: North of Kirkby Lonsdale, to the west and/or east of the B6584

PO3.5/ii: West of Kirkby Lonsdale

PO3.5/iii: South of Kirkby Lonsdale, south of the A65

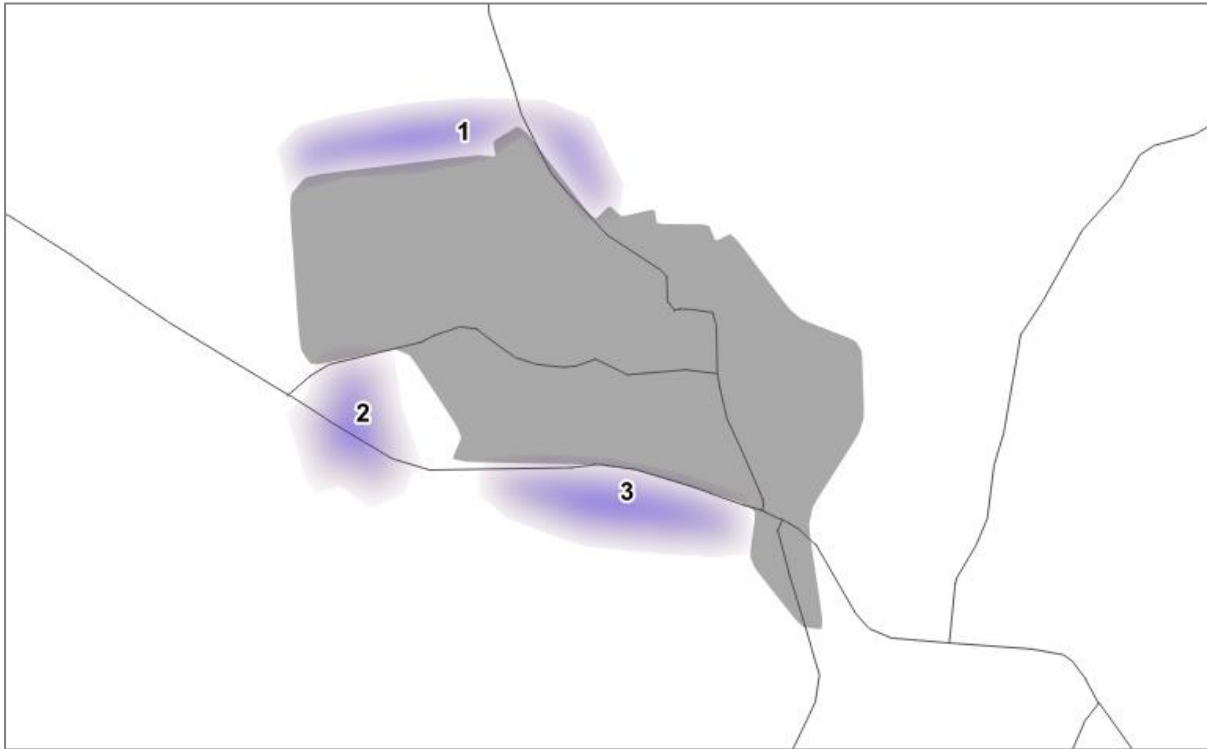


Figure 18: Directions of growth Kirkby Lonsdale

Question 70: Which of these policy options for possible directions of growth for Kirkby Lonsdale do you support and why? Please give your reasons, noting the reference number, and any other comments or alternative suggestions.

- 4.3.5.11 So far there have been a number of sites suggested for allocation for development in the 'Call for Sites' in summer 2020. As part of this consultation, you can comment on sites already submitted and also suggest other sites which may be suitable for allocation in the Local Plan for housing or business development. For more information and opportunity to comment, please see section [4.2.6](#) in Theme 2 and questions 20 and 21.

4.3.6 Policies for Our Local Service Centres

What are the issues?

- 4.3.6.1 Our current Local Service Centres act as locations which provide a more limited but important range of services (including primary schools, a local shop, and public transport provision) serving the needs of the local population and nearby rural communities. Current Local Plan policies support some new development including housing of an appropriate scale within these centres to ensure they remain viable and sustainable communities.
- 4.3.6.2 Each Local Service Centre has its own unique characteristics and qualities as well as issues based on a range of factors including:
- Physical attributes – locational position, landscape, topographical features
 - Historic and Cultural Environment (for example Conservation Area designation)
 - Provision of services and facilities (including shops, community, recreational, health, education, public transport, employment and open space), including proximity to nearby larger service centres
 - Infrastructure provision (including access to roads, walking/cycling and sewerage infrastructure)
 - Flood Risk (tidal, river and surface water)
 - Planned Development (sites allocated in current Local Plan and permitted development not yet developed)
- 4.3.6.3 In this section, we provide a brief description of each local service centre including an indication of what development has taken place in the last 10 years or so and current issues affecting each place. A map is included which illustrates a number of features and characteristics of the village, including services, facilities, open spaces and planned development. Arnside and Sandside/Storth are not included, as policies for these places will be reviewed separately as part of future review of the Arnside and Silverdale AONB DPD.
- 4.3.6.4 To help assist you with responding to the questions below, please refer to the sections of the Issues and Options Report as follows:
- [Settlement / Place Hierarchy](#)
 - [Settlement Development Boundaries](#)
 - [Green Gaps](#)
 - [Identifying Suitable Housing and Employment Sites](#)
 - [Green and Blue Infrastructure, Open Space and Recreation](#)



4.3.7 Allithwaite

Context

4.3.7.1 Allithwaite is a village of approximately 1,064⁴⁸ people located close to Grange-over-Sands. It has a range of services and facilities including a post office and general store, primary school, community centre, public houses, and local recreational facilities in the form of playing fields and play area. It is served by limited local bus services to Grange-over-Sands, Cartmel and Kendal. The Bay Cycleway and Walney to Wear & Whitby cycle routes run through parts of the village. 28 homes have been built in the village in the last 10 years, including development on part of the North of Jack Hill housing allocation site. The Land South of Green Lane allocation site is currently under construction for 23 houses, and an application has recently been submitted for 37 dwellings on Land to the rear of Barn Hey housing allocation site.

Current Issues / Future Opportunities

4.3.7.2 Issues for consideration include the village's distinctive built form and the contribution green space plays in shaping this. The distinctive character and identity of the village is aided by the designation of a [green gap](#) between Kents Bank and the southern part of the village to prevent merging of the two communities. The local plan allocates sites at the rear of Almond Bank and at Land at the rear of Bankfield for housing development. The latter site is no longer available and is not shown on the map below. A Neighbourhood Plan for Allithwaite and Cartmel is progressing to draft plan stage. The Local Plan Review must take into account the aspirations set out in the Plan and ensure there is no conflict in this respect.

⁴⁸ ONS mid 2018 population estimates based on a best fit geography of census output areas.

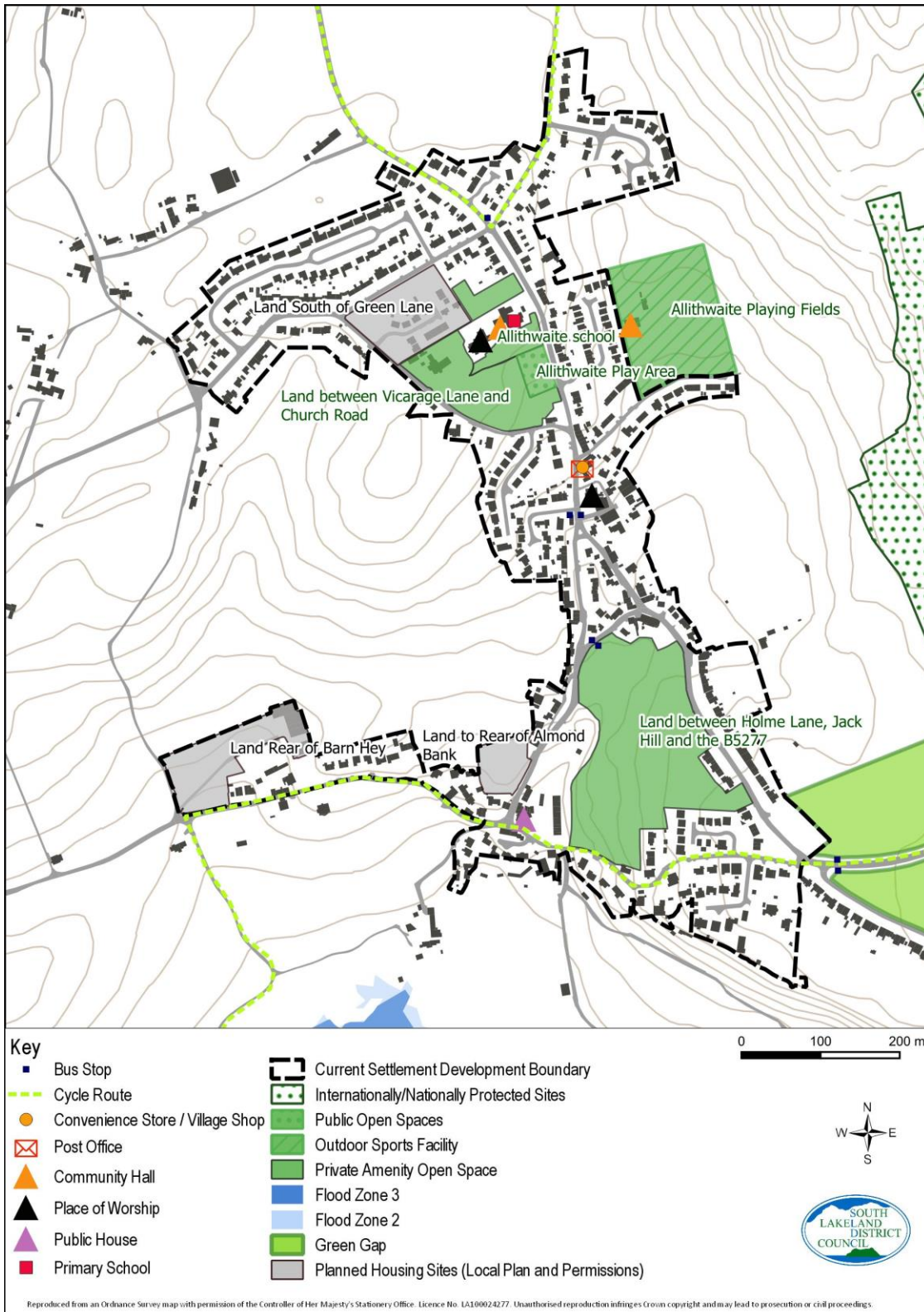


Figure 19: Map of Allithwaite

Question 71: Have we captured in the map and text above the main issues that need to be considered when thinking about the future of Allithwaite, should there be any changes?

4.3.7.3 In answering the above, please consider giving your views on the following:

- **Development Boundary for Allithwaite** (see section [4.2.4](#) and questions 16 and 17)
- **Green gap between Allithwaite and Kents Bank** (see section [4.2.5](#) and questions 18 and 19)
- **Open spaces important to your community** (see section [4.4.5](#) and questions 110 and 111)
- **Facilities identified in the Settlement Services and Facilities document** (see section [4.2.2](#) and question 13)

Question 72: How do you see Allithwaite changing by 2040? Do you think there will be a need for new homes in Allithwaite over this period? If so what sort of homes are needed and where do you think (broadly) they could be built?

4.3.7.4 So far there have been a number of sites in Allithwaite suggested for allocation for development in the ‘**Call for Sites**’ in summer 2020. As part of this consultation, you can comment on sites already submitted and also suggest other sites which may be suitable for allocation in the Local Plan for housing or business development. For more information and opportunity to comment please see section [4.2.6](#) and questions 20 and 21 in Theme 2.

4.3.8 Broughton – in – Furness

Context

4.3.8.1 Broughton-in-Furness is a historic village with a population of approximately 469, set around a village square and conservation area. It is located mostly within the Lake District National Park. A small part of the village is within the South Lakeland Local Plan area, to the east of the village primarily along Foxfield Road and High Keppleway. Services and facilities include a village convenience shop, the Square Café, a post office and newsagent, primary school, community centre (Victory Hall), medical practice and three public houses.

4.3.8.2 The village has recreational facilities including a recreation ground, tennis club and a school playing field. There is also an allotment field. A key employer based within the village and on sites elsewhere locally is CGP, an educational publishing company. Broughton-in-Furness is not served by a public bus service and the nearest train station is some distance away at Foxfield.



- 4.3.8.3 There has been no new build housing development completions in the South Lakeland Local Plan area of the village within the past 10 years.

Current Issues / future opportunities

- 4.3.8.4 Broadband provision is relatively poor as is in general terms the mobile phone signal. Since 2010 the village has lost the bank and there is also no 24 hour cash machine. A key constraint is the loss of the public bus service. The lack of public car parking provision has been a relatively longstanding concern within the village.
- 4.3.8.5 Although most of the area at risk from flooding lies south of the village within the Lake District National Park Local Plan area, there is some risk of flooding on land to the east of Foxfield Road in-between Occupation Lane and Foxfield Road.
- 4.3.8.6 We also need to ensure that development does not adversely impact on the setting and landscape quality of the National Park, a World Heritage Site. Part of the village is also within a conservation area, designated for its heritage value. Any new development within the South Lakeland Local Plan area should not harm its setting.
- 4.3.8.7 The South Lakeland Local Plan allocates land located east of Foxfield Road for housing and further south along Foxfield Road for local employment uses. Neither site has been developed for the purposes allocated.

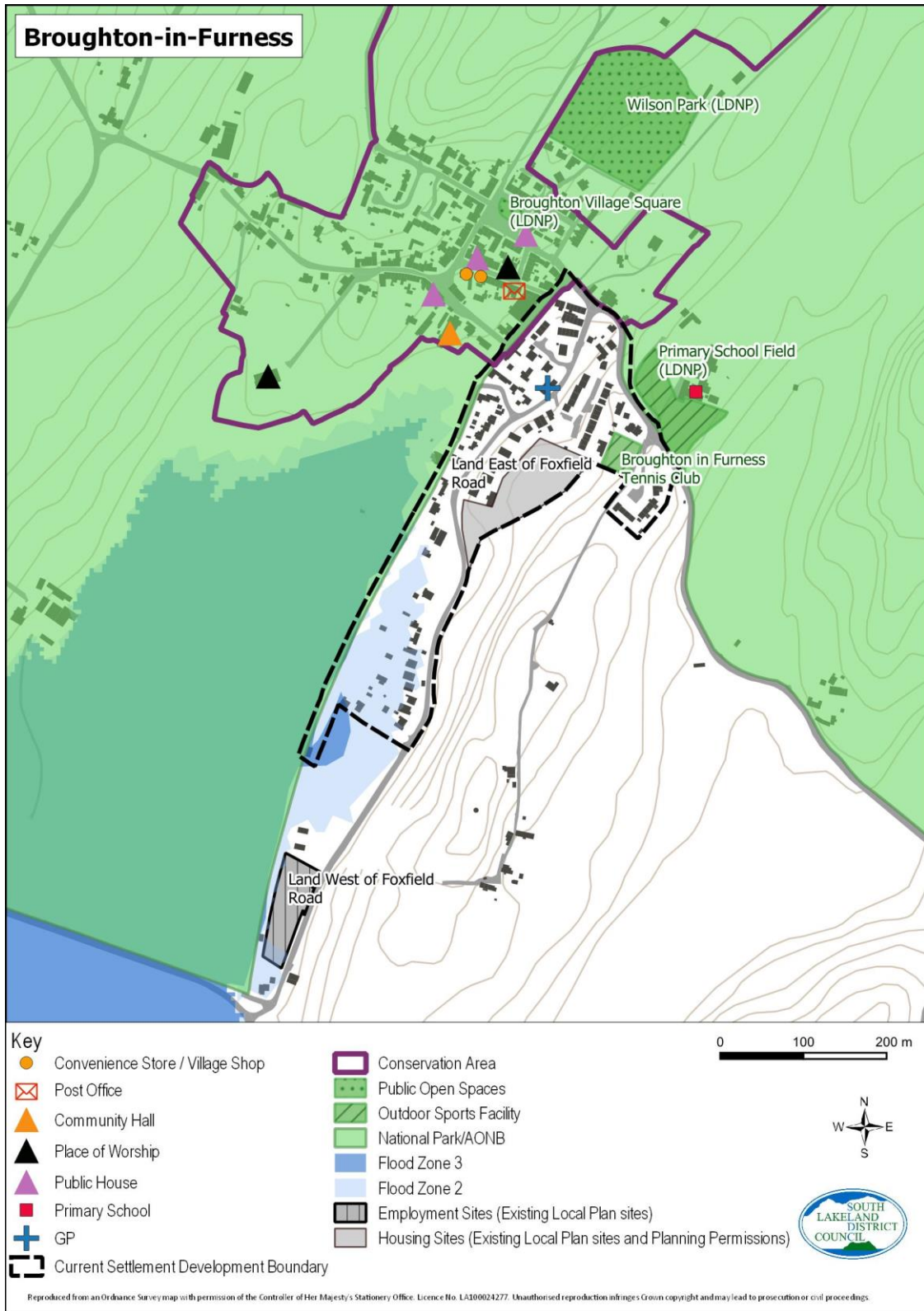


Figure 20: Map of Broughton-in-Furness

Question 73: Have we captured in the map and the text above the main issues that need to be considered when thinking about the future of Broughton-in-Furness, should there be any changes?

4.3.8.8 In answering the above, please consider giving your views on the following:

- **Development Boundary** for **Broughton-in-Furness** (see section [4.2.4](#) and questions 16 and 17)
- **Open spaces important to your community** (see section [4.4.5](#) and questions 110 and 111)
- **Facilities identified in the Settlement Services and Facilities document** (see section [4.2.2](#) and question 13)

Question 74: How do you see Broughton-in-Furness changing by 2040? Do you think there will be a need for new homes in Broughton-in-Furness over this period? If so what sort of homes are needed and where do you think (broadly) they could be built?

4.3.8.9 So far there have been no sites in Broughton-in-Furness suggested for allocation for development in the ‘**Call for Sites**’ in summer 2020. As part of this consultation, you can comment on sites submitted elsewhere suggested already and also suggest other sites which may be suitable for allocation in the Local Plan for housing or business development. For more information and opportunity to comment, please see section [4.2.6](#) and questions 20 and 21 in Theme 2.

4.3.9 Burneside

Context

4.3.9.1 Burneside is a village of approximately 1,063 people, located about a mile to the north west of Kendal, within the River Kent valley. It has a range of services and facilities including a village shop, public house, primary school, community centre and recreational facilities (cricket, bowling green, football and tennis). It is served by local bus services to Kendal town centre, and the Lakes Line Railway (Windermere – Oxenholme via Kendal). It lies on The Dales Way long distance footpath and National Cycle Route 6. It includes the district’s largest employer James Cropper PLC Paper Mill. There has been very limited development in the village in the last 10 years – just 3 dwellings.

Current Issues / future opportunities

4.3.9.2 Despite being close to the main A591 highway, road access links into the village are via narrow country roads, which is a particular issue for large HGV vehicles wishing to access the paper mill. Large parts of the village are at risk



of flooding from the River Kent and there are historic sewerage infrastructure issues that we understand are currently being addressed by United Utilities.

- 4.3.9.3 The Local Plan allocates land at Hall Park and on the Willink Field for housing development, along with a site for recreational facilities to compensate for the loss of the existing tennis courts and football pitch. A Neighbourhood Plan is currently being prepared for the Parish, and is at an early stage. The future growth of Kendal needs to be considered in context of potential impacts on Burneside including the options for a Kendal Northern Access Route. Burneside is currently separated from Kendal by a designated [green gap](#) to retain distinctive identity and prevent both communities merging.

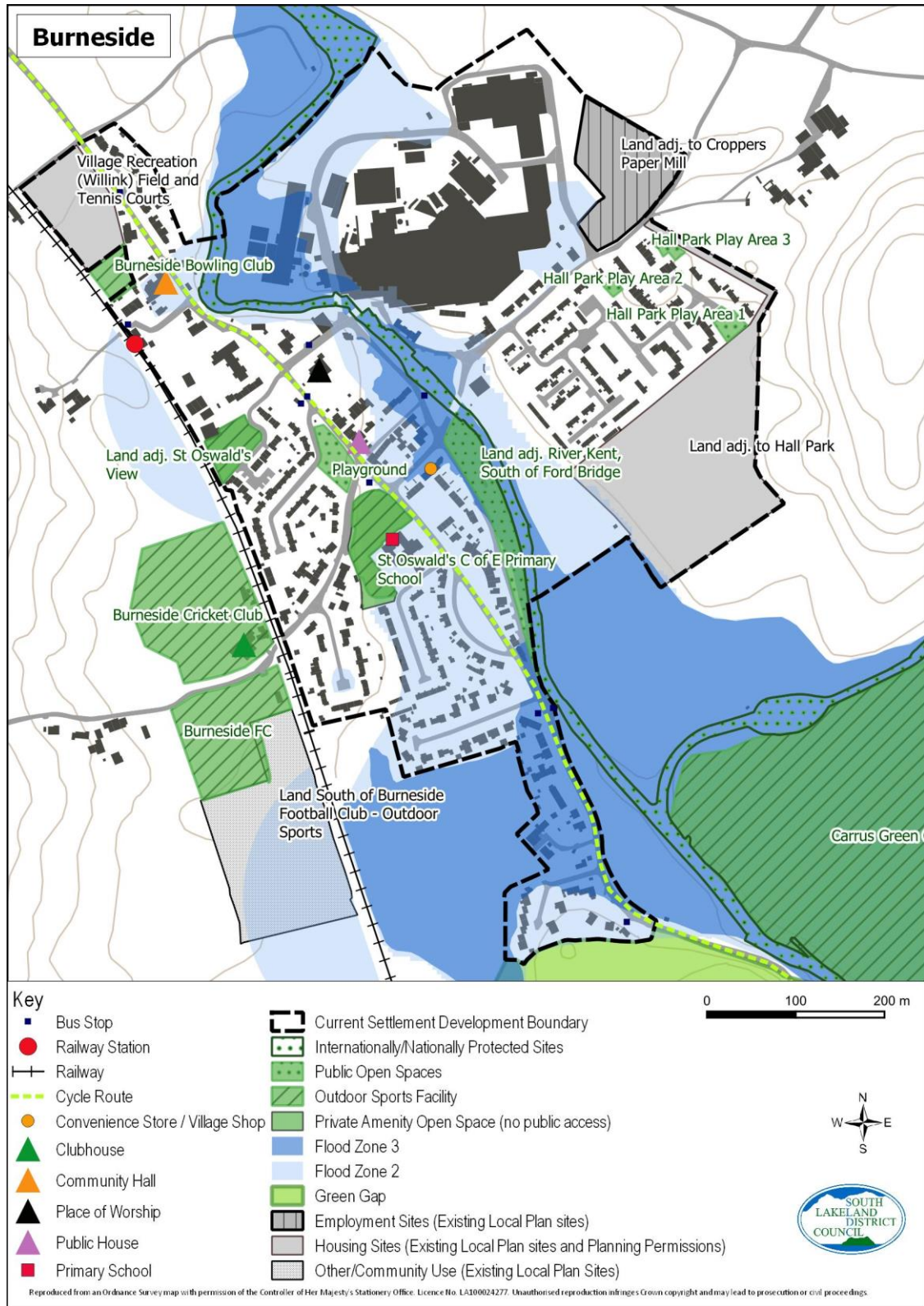


Figure 21: Map of Burneside

Question 75: Have we captured in the map and text above the main issues that need to be considered when thinking about the future of Burneside, should there be any changes?

4.3.9.4 In answering the above, please consider giving your views on the following:

- **Development Boundary for Burneside** (see section [4.2.4](#) and questions 16 and 17)
- **Green gap between Kendal and Burneside** (see section [4.2.5](#) and questions 18 and 19)
- **Open spaces important to your community** (see section [4.4.5](#) and questions 110 and 111)
- **Facilities identified in the Settlement Services and Facilities document** (see section [4.2.2](#) and question 13)

Question 76: How do you see Burneside changing by 2040? Do you think there will be a need for new homes in Burneside over this period? If so what sorts of homes are needed and where do you think (broadly) they could be built?

4.3.9.5 So far there have been a number of sites in Burneside suggested for allocation for development in the ‘**Call for Sites**’ in summer 2020. As part of this consultation, you can comment on sites already submitted and also suggest other sites which may be suitable for allocation in the Local Plan for housing or business development. For more information and opportunity to comment, please see section [4.2.6](#) and questions 20 and 21 in Theme 2.

4.3.10 Burton-in-Kendal

Context

4.3.10.1 Burton-in-Kendal is a historic village of approximately 1,384 people, located between Kendal and Lancaster. It has a range of services and facilities including a village store, post office, GP surgery, public house, primary school and recreational facilities (play area and playing fields). It is served by the 555 bus service providing links to Kendal, Milnthorpe, Carnforth and Lancaster. The Clawthorpe Hall Business Centre and Dalton Hall Business Centre are located close to the village. The historic village core has a large number of listed buildings and is a Conservation Area. 24 dwellings have been built in the village in the last 10 years, including development at the East of Hutton Close housing allocation site. Planning permission has recently been granted for 28 affordable houses on the East of Boon Town housing allocation site.

Current Issues / future opportunities

4.3.10.2 Key issues for consideration include the need to protect the village’s heritage assets. The Conservation Area has been added to Historic England’s ‘heritage



at risk' register and a Partnership Scheme in Conservation Areas (PSiCA) has been designated and funded by Historic England, the District Council, Parish Council and others to enhance the public realm in the Square and grant aid the repair of listed buildings. The A6070 runs through the centre of the village and this has an impact on pedestrian accessibility due to its narrowness and restricted pavements. It also introduces noise and other issues associated with the volume of vehicular traffic. Background noise from the nearby M6 is also an issue for local amenity.

- 4.3.10.3 The Local Plan allocates a mixed use employment / housing site at Green Dragon Farm, and a Development Brief has been adopted for the site. Localised drainage issues need to be taken into account in considering future development opportunities in the village.

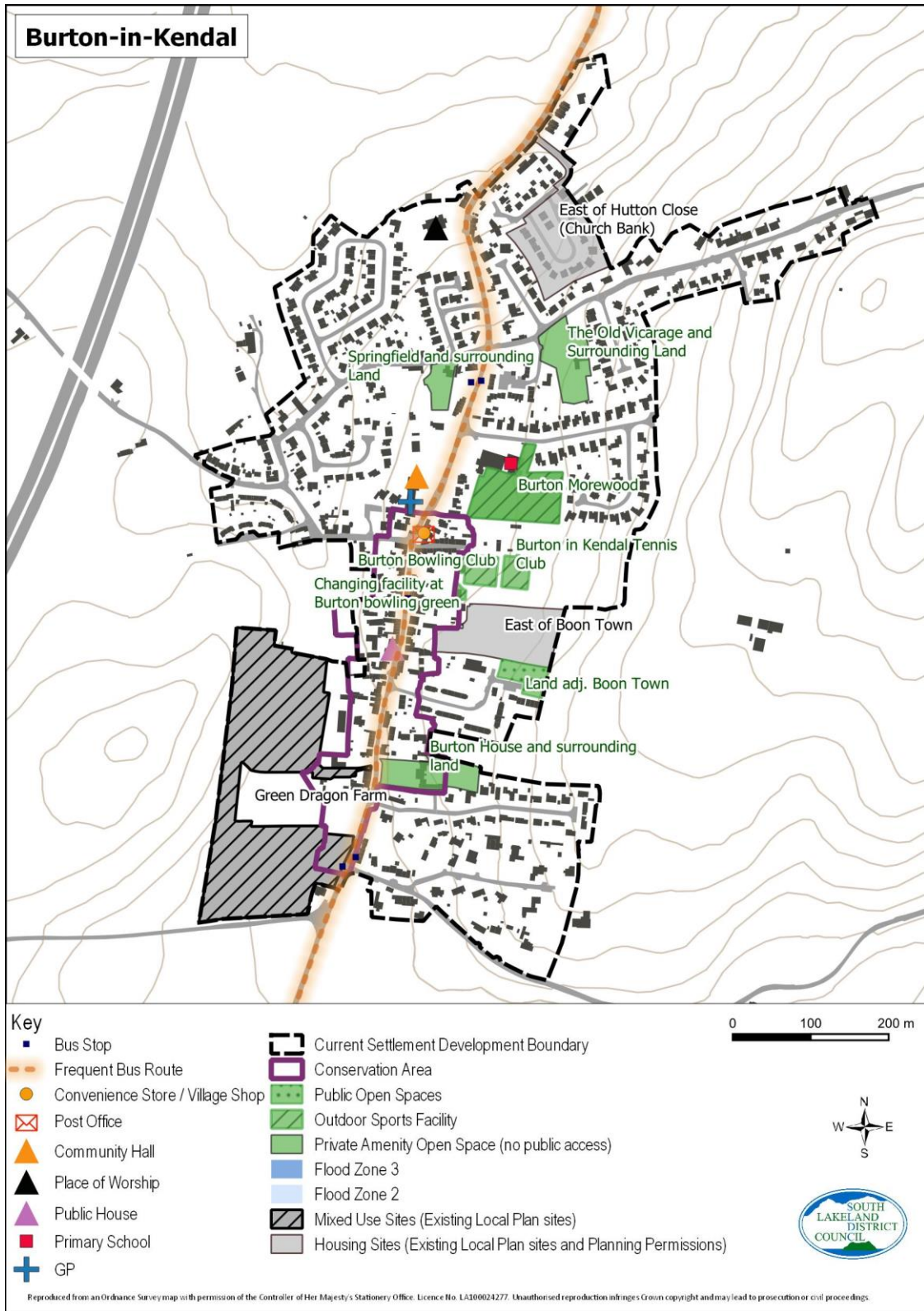


Figure 22: Map of Burton-in-Kendal

Question 77: Have we captured in the map and text above the main issues that need to be considered when thinking about the future of Burton-in-Kendal, should there be any changes?

4.3.10.4 In answering the above, please consider giving your views on the following:

- **Development Boundary for Burton-in-Kendal** (see section [4.2.4](#) and questions 16 and 17)
- **Open spaces important to your community** (see section [4.4.5](#) and questions 110 and 111)
- **Facilities identified in the Settlement Services and Facilities document** (see section [4.2.2](#) and question 13)

Question 78: How do you see Burton-in-Kendal changing by 2040? Do you think there will be a need for new homes in Burton-in-Kendal over this period? If so what sorts of homes are needed and where do you think (broadly) they could be built?

4.3.10.5 So far there have been a number of sites in Burton-in-Kendal suggested for allocation for development in the 'Call for Sites' in summer 2020. As part of this consultation, you can comment on sites already submitted and also suggest other sites which may be suitable for allocation in the Local Plan for housing or business development. For more information and opportunity to comment, please see section [4.2.6](#) and questions 20 and 21 in Theme 2.

4.3.11 Cartmel

Context

4.3.11.1 Cartmel is a historic village of approximately 840 people. It has a range of services and facilities including a post office, GP surgery, convenience store, public houses, village hall, primary school and Cartmel Priory secondary school which serves the wider Cartmel peninsula area. There are a range of recreational facilities including a play area, cricket pitch and tennis courts as well as the Cartmel Racecourse which is a major visitor attraction. The village has a number of high quality restaurants and speciality food stores which increases its draw to tourists and visitors along with the 12th century Cartmel Priory. It is served by limited local bus services to Grange-over-Sands, Cartmel and Kendal. The Walney to Wear & Whitby cycle route runs through the village. 6 dwellings have been built in the village in the last 10 years. The Land South of Hags Lane allocation site is approved for 39 dwellings subject to the signing of a S106 agreement.



Current Issues / future opportunities

- 4.3.11.2 Key issues for consideration include the need to protect the village's heritage assets, including its many listed buildings. A large part of the village is inside the Conservation Area. A large part of the village is exposed to flood risk from the river Eea and is located in a relatively low lying position on flat land. Many of the roads in the village centre are narrow with limited opportunity for pavements. Traffic associated with the racecourse and accessing other facilities can cause localised access and parking problems in this respect.
- 4.3.11.3 The Local Plan allocates a site at the racecourse for residential development. A Neighbourhood Plan for Allithwaite and Cartmel is progressing to draft plan stage. The Local Plan Review must take into account the aspirations set out in the Neighbourhood Plan and ensure there is no conflict in this respect.

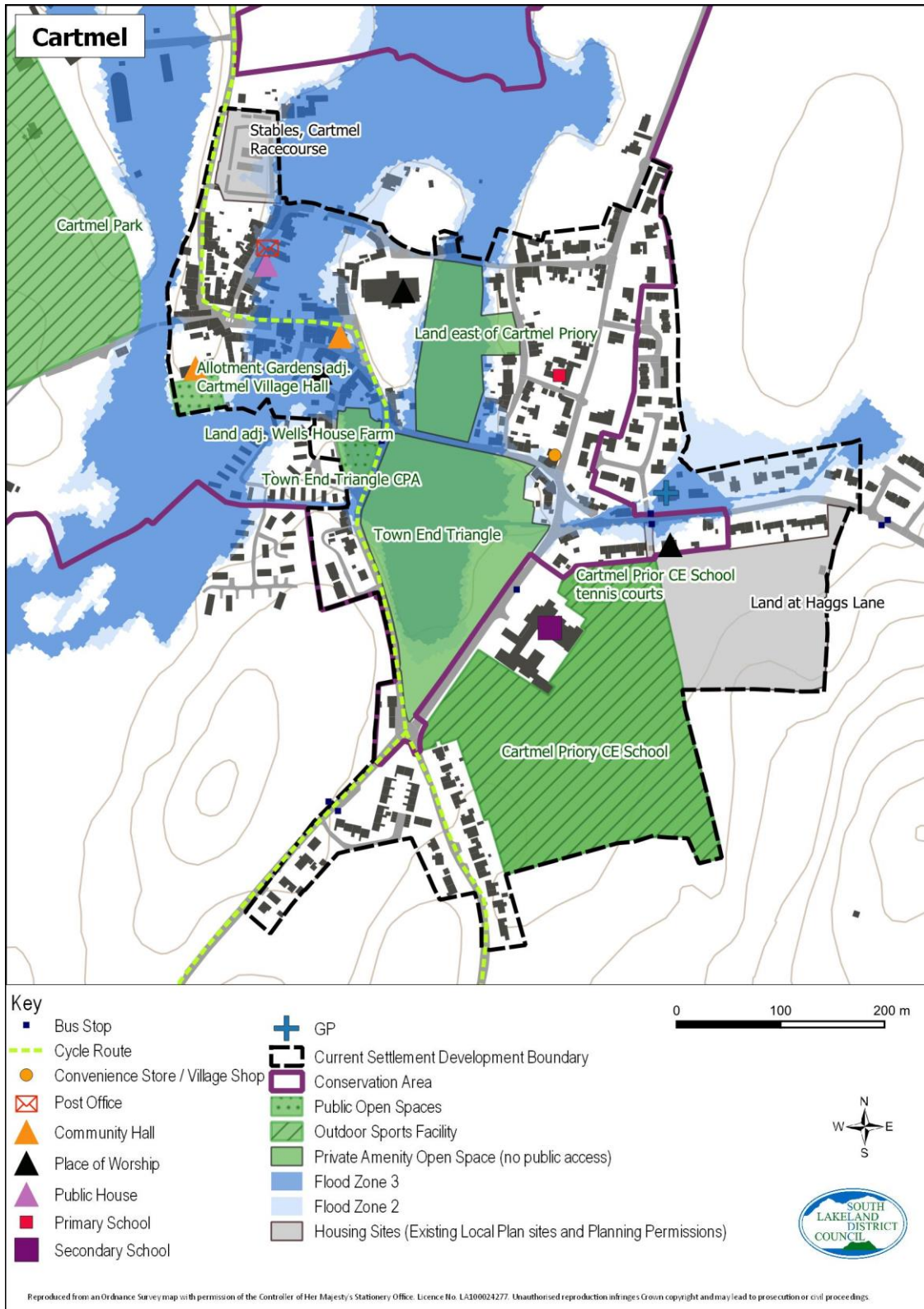


Figure 23: Map of Cartmel

Question 79: Have we captured in the map and text above the main issues that need to be considered when thinking about the future of Cartmel, should there be any changes?

4.3.11.4 In answering the above, please consider giving your views on the following:

- **Development Boundary for Cartmel** (see section [4.2.4](#) and questions 16 and 17)
- **Open spaces important to your community** (see section [4.4.5](#) and questions 110 and 111)
- **Facilities identified in the Settlement Services and Facilities document** (see section [4.2.2](#) and question 13)

Question 80: How do you see Cartmel changing by 2040? Do you think there will be a need for new homes in Cartmel over this period? If so what sorts of homes are needed and where do you think (broadly) they could be built?

4.3.11.5 So far there have been a number of sites in Cartmel suggested for allocation in the 'Call for Sites' in summer 2020. As part of this consultation, you can comment on sites already submitted and also suggest other sites which may be suitable for allocation in the Local Plan for housing or business development. For more information and opportunity to comment, please see section [4.2.6](#) and questions 20 and 21 in Theme 2.

4.3.12 Endmoor

Context

- 4.3.12.1 Endmoor is a village of approximately 636 people, located south east of Kendal. It is located in rolling countryside on a shelf that falls abruptly to the valley of Peasey Beck. It has a bakery, primary school, village hall as well as a social club. Recreational facilities include a playing field, play area, tennis courts and bowling green. It is served by the Kendal to Kirkby Lonsdale bus service, and has good links with the strategic road network via the A65 being about 2 miles from Junction 36 of the M6. Gatebeck and the Summerlands Industrial Estate are located close to the village.
- 4.3.12.2 There has been very limited housing development in the village in the last 10 years (2 dwellings). However, the local plan allocation site North of Sycamore Close is currently under construction for 106 houses. Part of the local plan North of Gatebeck Lane employment site has permission for a 2 storey industrial building. Land to the east of the site has full and outline permission for an employment business park (B2 and B8 uses). Upgrades have been made to the local sewerage works.



Current Issues / future opportunities

- 4.3.12.3 Pedestrian access into and through the village is constrained in places on account of lack of pavements. This is a particular issue for people accessing the village from surrounding areas including Gatebeck Lane which is used by HGV vehicles. There are localised flood risk issues in parts of the village especially close to Peasey Beck. Access to nearby local facilities by public transport is variable (for example there is no direct bus link to facilities in Milnithorpe). The Local Plan allocates land at South of Bowling Green for housing development.

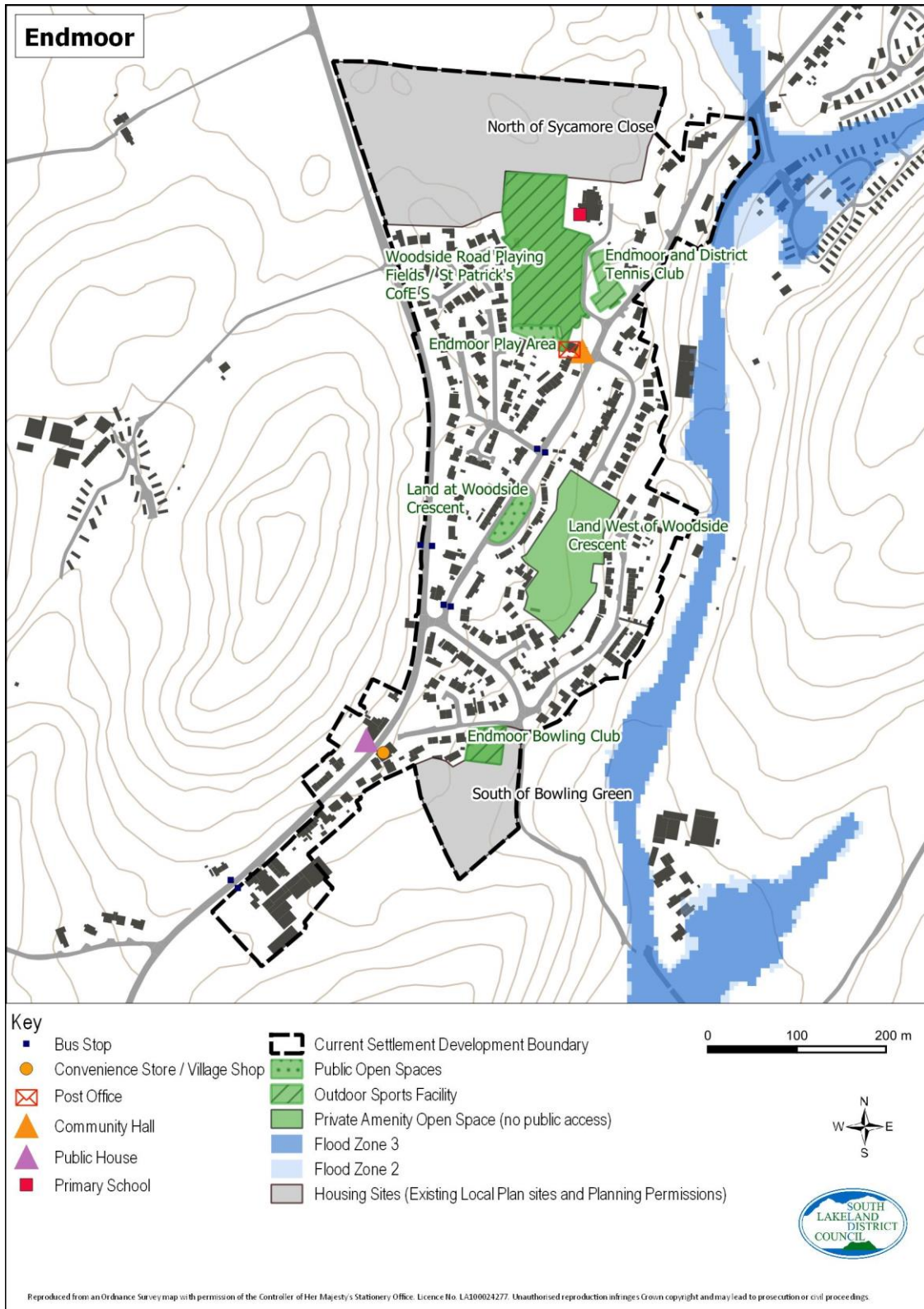


Figure 24: Map of Endmoor

Question 81: Have we captured in the map and text above the main issues that need to be considered when thinking about the future of Endmoor, should there be any changes?

4.3.12.4 In answering the above, please consider giving your views on the following:

- **Development Boundary for Endmoor** (see section [4.2.4](#) and questions 16 and 17)
- **Open spaces important to your community** (see section [4.4.5](#) and questions 110 and 111)
- **Facilities identified in the Settlement Services and Facilities document** (see section [4.2.2](#) and question 13)

Question 82: How do you see Endmoor changing by 2040? Do you think there will be a need for new homes in Endmoor over this period? If so what sorts of homes are needed and where do you think (broadly) they could be built?

4.3.12.5 So far there have been a number of sites in Endmoor suggested for allocation for development in the ‘**Call for Sites**’ in summer 2020. As part of this consultation, you can comment on sites already submitted and also suggest other sites which may be suitable for allocation in the Local Plan for housing or business development. For more information and opportunity to comment, please see section [4.2.6](#) and questions 20 and 21 in Theme 2.

4.3.13 Flookburgh/Cark

Context

4.3.13.1 Flookburgh/Cark are grouped villages with a population of approximately 1,304, located in the southern part of the Cartmel Peninsula. Facilities include convenience stores, post office, GP surgery, village halls, public house, primary school and a range of recreational facilities including playing fields, play areas and bowling green. There is a railway station at Cark on the Furness Line providing services to Grange-over-Sands, Lancaster, Ulverston and Barrow-in-Furness. There is a limited bus service providing links to Cartmel and Kendal. The Bay cycleway runs through Cark and Flookburgh. 21 houses have been built in the villages since 2010.

Current Issues / future opportunities

4.3.13.2 Parts of Cark and the area between Cark and Flookburgh is affected by flood risk from Mill Race, and southern parts of Flookburgh are on the edge of the coastal flood plain. The communities are accessed by B classified and minor country roads and access to the main road network is more restricted compared to some other Local Service Centres in the plan area. There is a



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need to retain the distinctive character of the two villages, and this is currently aided by the designation of a [green gap](#). The Local Plan allocates three sites for residential development at East of Winder Lane, East of Manorside and North of Allithwaite Road.

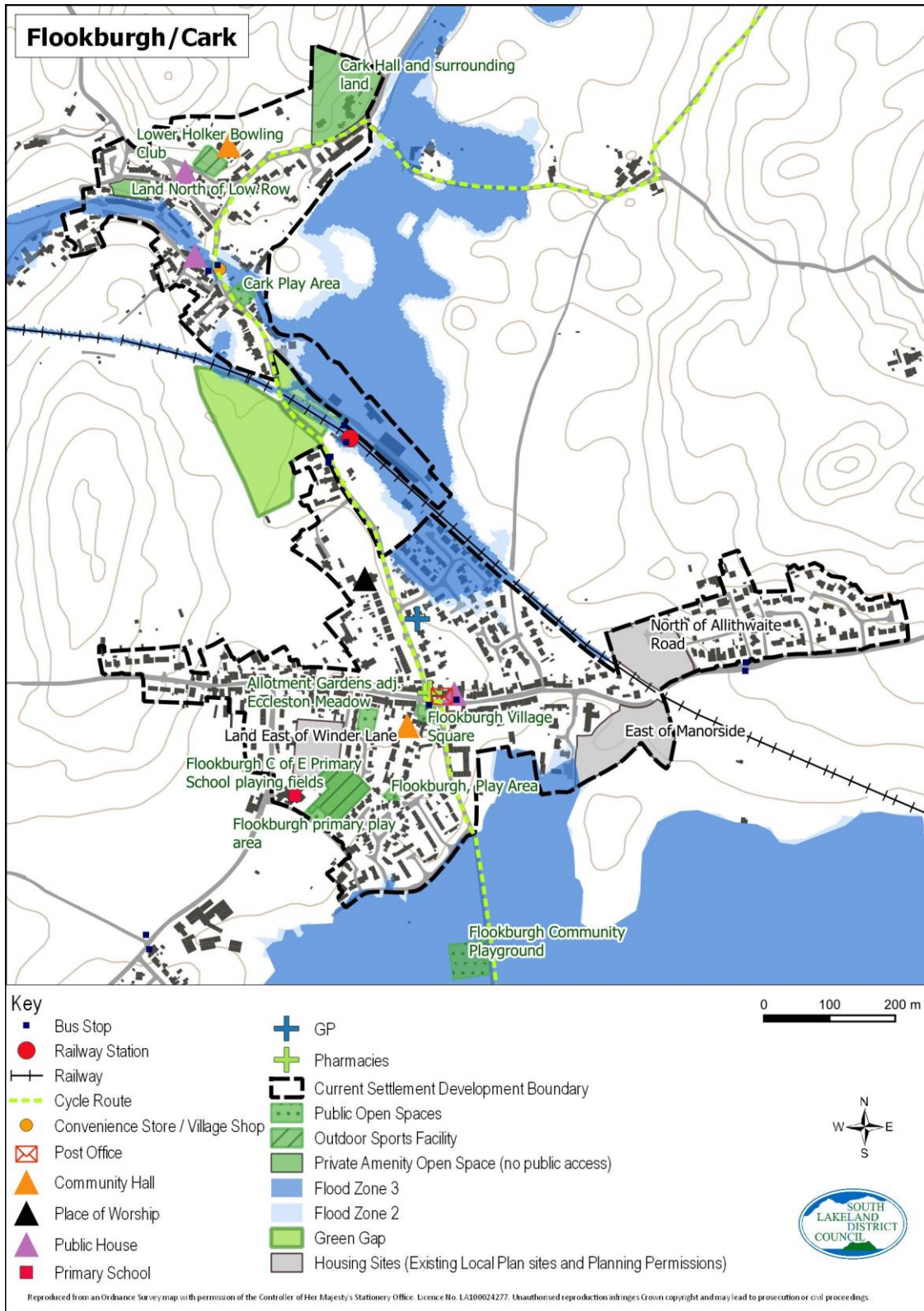


Figure 25: Map of Flookburgh/Cark

Question 83: Have we captured in the map and text above the main issues that need to be considered when thinking about the future of Flookburgh/Cark, should there be any changes?

4.3.13.3 In answering the above, please consider giving your views on the following:

- **Development Boundary for Flookburgh/Cark** (see section [4.2.4](#) and questions 16 and 17)
- **Green gap between Flookburgh and Cark** (see section [4.2.5](#) and questions 18 and 19)
- **Open spaces important to your community** (see section [4.4.5](#) and questions 110 and 111)
- **Facilities identified in the Settlement Services and Facilities document** (see section [4.2.2](#) and question 13)

Question 84: How do you see Flookburgh/Cark changing by 2040? Do you think there will be a need for new homes in Flookburgh/Cark over this period? If so what sort of homes are needed and where do you think (broadly) they could be built?

4.3.13.4 So far there have been a number of sites in Flookburgh/Cark suggested for allocation for development in the ‘**Call for Sites**’ in summer 2020. As part of this consultation, you can comment on sites already submitted and also suggest other sites which may be suitable for allocation in the Local Plan for housing or business development. For more information and opportunity to comment, please see section [4.2.6](#) and questions 20 and 21 in Theme 2.

4.3.14 Great / Little Urswick

Context

- 4.3.14.1 Great/Little Urswick are grouped villages with a population of approximately 745, located a few miles south of Ulverston. Great Urswick is focused around the tarn within a shallow valley. Birkrigg Common with public access lies to the east. There are prehistoric remains north and west of the villages including a fort, settlement and burial chamber.
- 4.3.14.2 There is no shop or post office in Great/Little Urswick and currently one operating public house. The Low Furness Primary school is located south of the grade 1 listed parish church in between the two settlements as is the recreation hall. The school has an outdoor community playing field and sports pitches. A play area is located in between the parish church and the school.
- 4.3.14.3 There are no existing employment opportunities or obvious main employers within the villages themselves. Employment opportunities in the vicinity include

Stainton Quarry and a small industrial estate located some miles away near to Bardsea.

- 4.3.14.4 New build housing development has been small in terms of numbers. Since 2010 six housing units in total have been completed in the Great/Little Urswick villages.

Current Issues / future opportunities

- 4.3.14.5 A key issue is the sustainability of the villages given the loss of services since 2010. There is no public transport in the form of a bus service and the nearest train stations are in Ulverston followed by Dalton-in-Furness.
- 4.3.14.6 Mapping shows flooding risk, including surface water, in Great Urswick both around the tarn and to the west in the Kirk Flatt area and south near to Urswick Beck. The existing identified Local Plan Urswick Green Gap area, located in between the two villages, also includes areas prone to surface water flooding. Other constraints include limestone pavements and outcrops in the vicinity of the villages. It's understood that there are potential geological Marl deposits around Great Urswick Tarn. Given past finds in the locality, there may also be potential for archaeological remains.
- 4.3.14.7 The existing Local Plan allocates land for housing at Mid-Town Farm, Little Urswick. There has not been a planning application on this site. The Local Plan also allocates land for community use to meet open space and recreation needs near to the existing recreation hall on Church Road. This allocation has not been implemented. The current Local Plan identifies a [green gap](#) which separates the two villages to retain the villages' distinctive identities and prevent them merging.

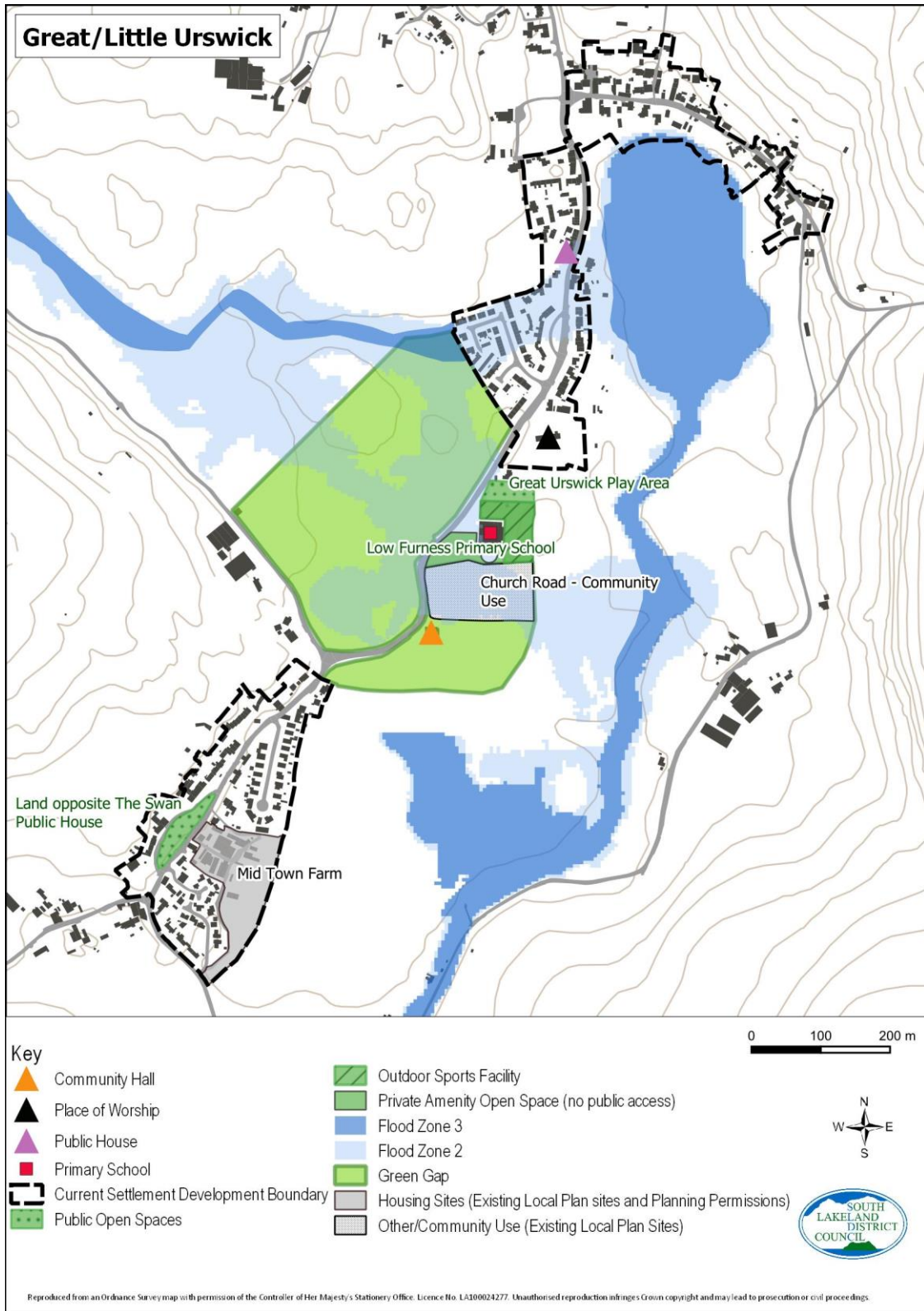


Figure 26: Map of Great/Little Urswick

Question 85: Have we captured in the map and text above the main issues that need to be considered when thinking about the future of Great/Little Urswick, should there be any changes?

4.3.14.8 In answering the above, please consider giving your views on the following:

- **Development Boundary for Great/Little Urswick** (see section [4.2.4](#) and questions 16 and 17)
- **Green gap between Great and Little Urswick** (see section [4.2.5](#) and questions 18 and 19)
- **Open spaces important to your community** (see section [4.4.5](#) and questions 110 and 111)
- **Facilities identified in the Settlement Services and Facilities document** (see section [4.2.2](#) and question 13)

Question 86: How do you see Great/ Little Urswick changing by 2040? Do you think there will be a need for new homes in Great/Little Urswick over this period? If so what sorts of homes are needed and where do you think (broadly) they could be built?

4.3.14.9 So far there have been two sites in Great Urswick suggested for allocation for development in the 'Call for Sites' in summer 2020. As part of this consultation, you can comment on sites already submitted and also suggest other sites which may be suitable for allocation in the Local Plan for housing or business development. For more information and opportunity to comment, please see section [4.2.6](#) and questions 20 and 21 in Theme 2.

4.3.15 Greenodd / Penny Bridge

Context

- 4.3.15.1 Greenodd and Penny Bridge are grouped villages with a population of approximately 468. The villages are close to the Lake District National Park and occupy a steep hillside with the lower part adjoining the River Crake. Greenodd/Penny Bridge has good transport links and it has a primary school. It is located off the A590 road linking Barrow in Furness and Ulverston with Kendal and the M6 motorway. The A5092 provides road links to the western Lake District and towards Coniston. Employment premises and employers in Greenodd include Armer's agricultural engineers and related retail together with several business on the Crakeside Business Park and the Crakeside Works premises.
- 4.3.15.2 In terms of services and facilities Greenodd/Penny Bridge has a convenience shop and part time post office. It also benefits from a range of built community facilities including the church, village hall and two public houses. There is no doctor's surgery. Outdoor community facilities include the Crake Valley Croquet

Club and the Penny Bridge primary school's sports field. There is no village public children's play area.

4.3.15.3 Greenodd/Penny Bridge has a relatively good public bus service. It is on three bus service routes: Windermere to Barrow-in-Furness – 6; Coniston to Ulverston – X12; and Kendal to Barrow-in-Furness – X6. The villages are also on the routes of the Walney to Wear and Whitby (W2W) and The Bay cycleways.

4.3.15.4 There has been no completed new build housing development in the villages since 2010.

Current Issues / future opportunities

4.3.15.5 Development will need to avoid the lower lying land around the River Crake near to Greenodd/Penny Bridge, which is at risk from flooding. Protecting landscape quality is a consideration as the villages are relatively close to the National Park boundary. On the valley sides the land in parts is more steeply sloping land which acts as a constraint to development.

4.3.15.6 Land at the Old Vicarage is allocated in the current Local Plan for housing. There has not been a planning application submitted on the site to date.



Figure 27: Map showing Greenodd/Penny Bridge

Question 87: Have we captured in the map and text above the main issues that need to be considered when thinking about the future of Greenodd/Penny Bridge, should there be any changes?

4.3.15.7 In answering the above, please consider giving your views on the following:

- **Development Boundary for Greenodd/Penny Bridge** (see section [4.2.4](#) and questions 16 and 17)
- **Open spaces important to your community** (see section [4.4.5](#) and questions 110 and 111)
- **Facilities identified in the Settlement Services and Facilities document** (see section [4.2.2](#) and question 13)

Question 88: How do you see Greenodd/Penny Bridge changing by 2040? Do you think there will be a need for new homes in Greenodd/Penny Bridge over this period? If so what sorts of homes are needed and where do you think (broadly) they could be built?

4.3.15.8 So far there has been one site in Greenodd suggested for allocation for development in the 'Call for Sites' in summer 2020. As part of this consultation, you can comment on sites already submitted and also suggest other sites which may be suitable for allocation in the Local Plan for housing or business development. For more information and opportunity to comment, please see section [4.2.6](#) and questions 20 and 21 in Theme 2.

4.3.16 Holme

Context

4.3.16.1 Holme is a village of approximately 1,409 people, located close to the M6 and next to the Lancaster Canal. Its facilities include a convenience store, post office, parish hall, Parish Church, public house, primary school, and a range of recreational facilities including playing fields, cricket club, bowling green and play areas. It is served by the 555 bus service to Kendal, Milnthorpe, Carnforth and Lancaster. Elmsfield Park and Holme Mills employment sites are located close to the village. 20 houses have been built in the village in the last 10 years. The allocation site at Elmsfield Park just to the north of the village has permission for the erection of B2 and B8 employment uses.

Current Issues / future opportunities

4.3.16.2 Issues for consideration include maintaining road safety through the village, enhancing the provision of informal recreation opportunities in the village. The Local Plan allocates land at East of Milnthorpe Road for housing development as well as additional informal open space. A development brief has been adopted for this site. The site West of Burton Road is allocated for residential development and Land at Milnthorpe Road for employment development.

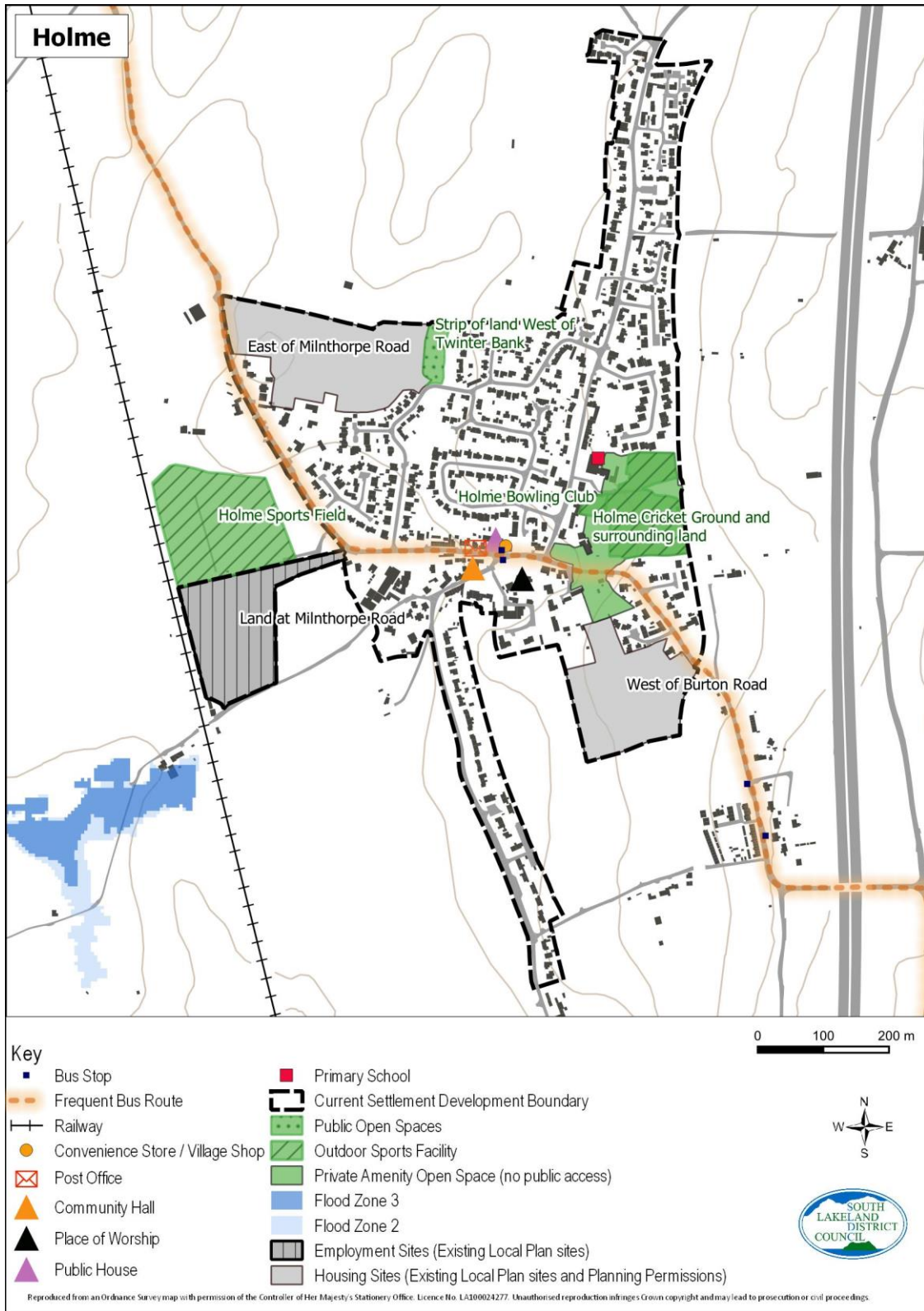


Figure 28: Map of Holme

Question 89: Have we captured in the map and text above the main issues that need to be considered when thinking about the future of Holme, should there be any changes?

4.3.16.3 In answering the above, please consider giving your views on the following:

- **Development Boundary for Holme** (see section [4.2.4](#) and questions 16 and 17)
- **Open spaces important to your community** (see section [4.4.5](#) and questions 110 and 111)
- **Facilities identified in the Settlement Services and Facilities document** (see section [4.2.2](#) and question 13)

Question 90: How do you see Holme changing by 2040? Do you think there will be a need for new homes in Holme over this period? If so what sorts of homes are needed and where do you think (broadly) they could be built?

4.3.16.4 So far there have been a number of sites in Holme suggested for allocation for development in the 'Call for Sites' in summer 2020. As part of this consultation, you can comment on sites already submitted and also suggest other sites which may be suitable for allocation in the Local Plan for housing or business development. For more information and opportunity to comment, please see section [4.2.6](#) and questions 20 and 21 in Theme 2.

4.3.17 Kirkby-in-Furness

Context

- 4.3.17.1 Kirkby-in-Furness is a village with a population of approximately 921, located next to the Duddon estuary and set against the backdrop, to the east, of Kirkby Moor. Kirkby-in-Furness has a primary school. There's also a convenience store and post office and a doctor's surgery. A range of community facilities can be accessed, including a village community centre, the Beckside Rooms and the listed St. Cuthbert's Church. There's a public house at The Ship Inn, Askew Gate Brow. Outdoor community facilities include the Kirkby Bowls Club, the Community Centre Recreation Ground and sports pitches. A key employer in the vicinity of the village is Burlington Slate Quarry.
- 4.3.17.2 The village is on a bus route (Kirkby-in-Furness to Barrow/Ulverston - X7), although the service is relatively limited in frequency. There's a train station on the Cumbrian Coast line at Sandside which serves the village allowing travel between Carlisle and Barrow-in-Furness. This connects with the Furness line at Barrow-in-Furness.
- 4.3.17.3 The existing Local Plan allocates two sites for housing in the village; one at Four Lane Ends and the other site which is adjacent to the Burlington Primary



School. The latter site has planning consent for housing for 46 dwellings. There has also been planning permission granted in the past ten years for 3 dwellings on unallocated sites.

4.3.17.4 Since 2010 there have been 3 completed dwellings within the village.

Current Issues / future opportunities

4.3.17.5 The village is located on the main A595 which links the west coast of Cumbria with Barrow-in-Furness. Improvements to infrastructure due to be carried out in the local area includes Cumbria County Council's planned A595 road improvements between Grizebeck and Chapels. Flooding is a risk to development along the coastline at Sandside. There is also a risk of flooding along the beck between Beckside and Soutergate. A high voltage overhead electricity line passes relatively close to the village.

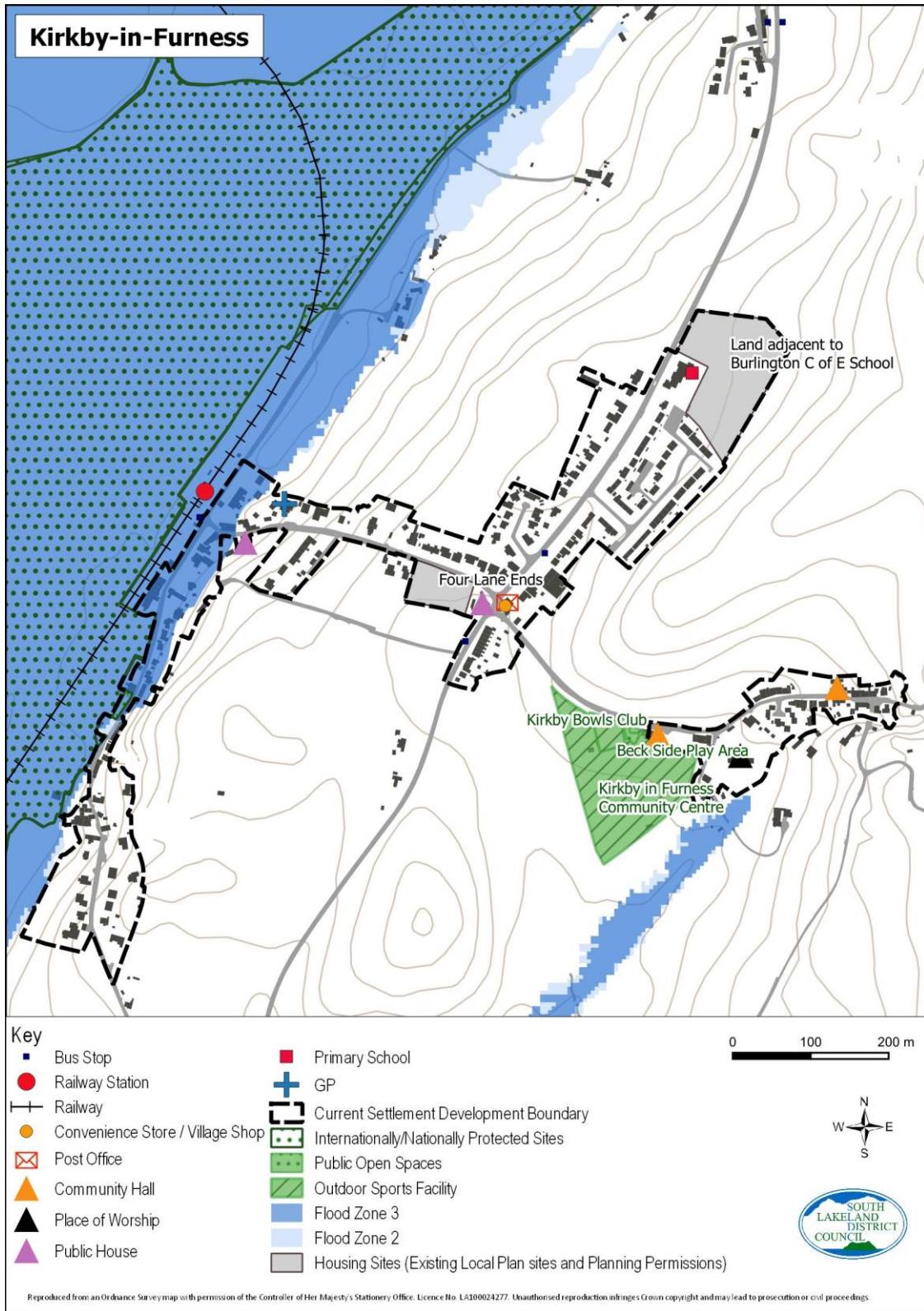


Figure 29: Map of Kirkby-in-Furness

Question 91: Have we captured in the map and text above the main issues that need to be considered when thinking about the future of Kirkby-in-Furness, should there be any changes?

4.3.17.6 In answering the above, please consider giving your views on the following:

- **Development Boundary for Kirkby-in-Furness** (see section [4.2.4](#) and questions 16 and 17)
- **Open spaces important to your community** (see section [4.4.5](#) and questions 110 and 111)
- **Facilities identified in the Settlement Services and Facilities** document (see section [4.2.2](#) and question 13)

Question 92: How do you see Kirkby-in-Furness changing by 2040? Do you think there will be a need for new homes in Kirkby-in-Furness over this period? If so what sorts of homes are needed and where do you think (broadly) they could be built?

4.3.17.7 So far there have been a number of sites in Kirkby-in-Furness suggested for allocation for development in the ‘**Call for Sites**’ in summer 2020. As part of this consultation, you can comment on sites already submitted and also suggest other sites which may be suitable for allocation in the Local Plan for housing or business development. For more information and opportunity to comment, please see section [4.2.6](#) and questions 20 and 21 in Theme 2.

4.3.18 Levens

Context

4.3.18.1 Levens is a village of approximately 1,008 people located on the edge of the Lyth Valley and Levens Moss and close to the Lake District National Park boundary. There are a range of facilities in the village including a convenience store, GP surgery, public house, village hall, two churches, primary school and playing field. The village is close to the A590 which is served by buses to Kendal, Milnthorpe, Ulverston and Grange-over-Sands. Limited bus services serve the village directly to Arnside and Kendal. The Bay Cycle way and Walney to Wear & Whitby cycle ways run through the village. 62 dwellings have been built in the village in the last 10 years, including development on the East of Greengate Crescent site allocation which is now complete.

Current Issues / future opportunities

Key issues for consideration is the village’s proximity to the Lake District National Park and the need to ensure the Park’s setting is not compromised by new development. Careful attention is also required in respect to potential flood risk in the village given the village’s location next to the Lyth Valley flood plain. Access into the village is via minor country roads particularly to the north. Local



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issues of concern to consider further include on-street parking and adequacy of foul sewerage and water supply. Plans are being developed for a new village hall.

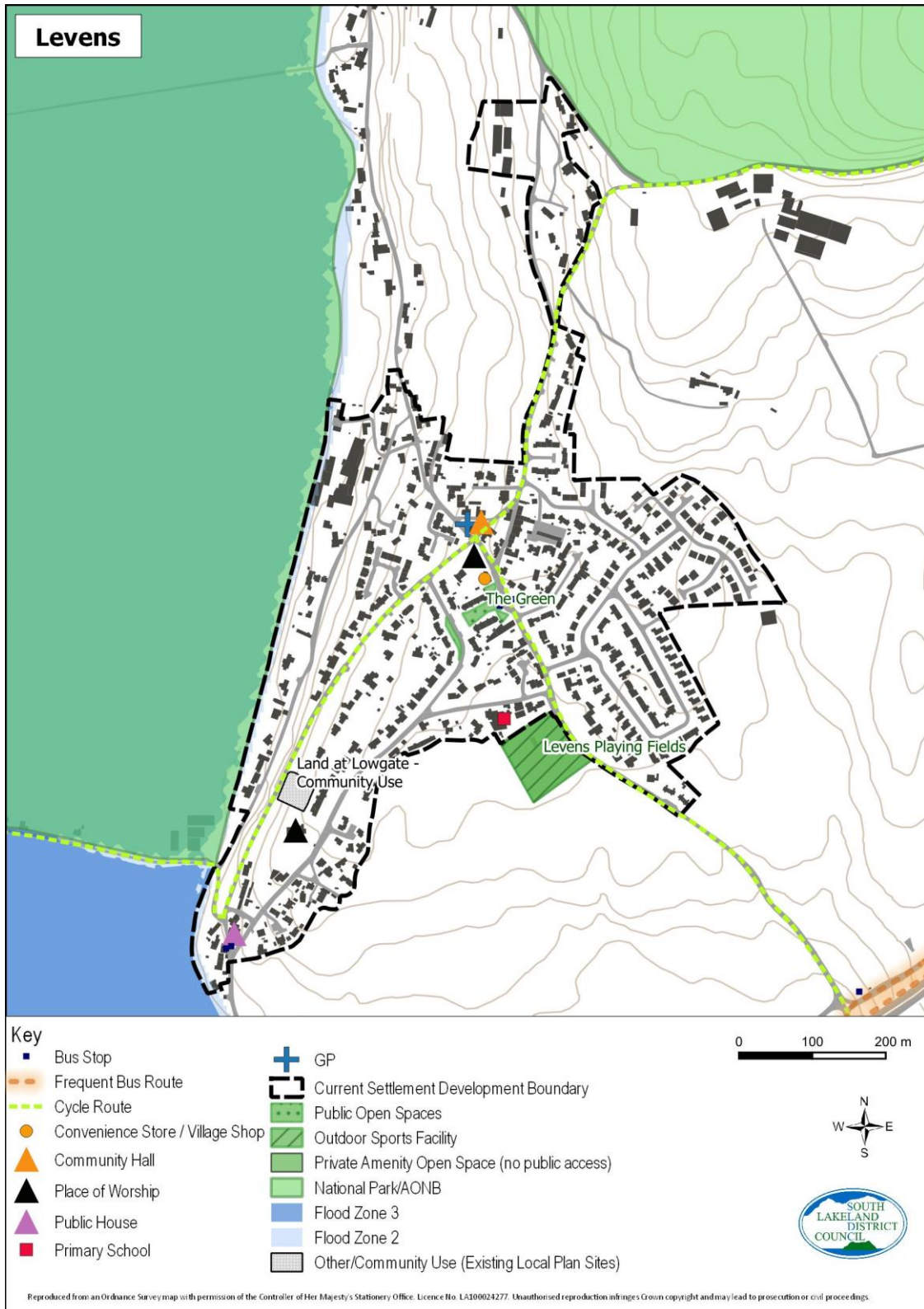


Figure 30: Map of Levens

Question 93: Have we captured in the map and text above the main issues that need to be considered when thinking about the future of Levens, should there be any changes?

4.3.18.2 In answering the above, please consider giving your views on the following:

- **Development Boundary for Levens** (see section [4.2.4](#) and questions 16 and 17)
- **Open spaces important to your community** (see section [4.4.5](#) and questions 110 and 111)
- **Facilities identified in the Settlement Services and Facilities document** (see section [4.2.2](#) and question 13)

Question 94: How do you see Levens changing by 2040? Do you think there will be a need for new homes in Levens over this period? If so what sorts of homes are needed and where do you think (broadly) they could be built?

4.3.18.3 So far there have been a number of sites in Levens suggested for allocation for development in the ‘**Call for Sites**’ in summer 2020. As part of this consultation, you can comment on sites already submitted and also suggest other sites which may be suitable for allocation in the Local Plan for housing or business development. For more information and opportunity to comment, please see section [4.2.6](#) and questions 20 and 21 in Theme 2.

4.3.19 Natland

Context

4.3.19.1 Natland is a village of approximately 531 people, about 2 miles south of Kendal. It is located close to the River Kent within an open countryside setting. It has a primary school serving the needs of residents in the village and parts of Kendal, a village hall, and post office/tea room. It is served by limited bus services to Arnside. A range of bus services to Kendal are available on Burton Road approximately ten minutes’ walk away. It is located on the National Cycle Network (route 6). Access into the village is via minor country roads, with links to Kendal/Oxenholme and the A65. There has been some housing development in the village in the last 10 years (16 dwellings). An extra care housing scheme is currently under construction to the east of the village on the A65 on the Local Plan South of Fell Close allocation site.

Current Issues / future opportunities

4.3.19.2 There are opportunities to improve pedestrian and cyclist links into the village including the primary school connecting with the A65 and Kendal via Natland Road. There is also opportunity to enhance recreational links to the former Lancaster canal and along its tow path. There are localised surface water



drainage issues in the village partly on account of reliance on soakaways, highways drainage and its position on lower ground near to the River Kent with sloping hillside to the east up to the West Coast Mainline Railway. The Local Plan allocates a site at Sedgwick Road for housing development. The village is currently separated from Oxenholme by a [green gap](#) designation to prevent Natland merging with Oxenholme.

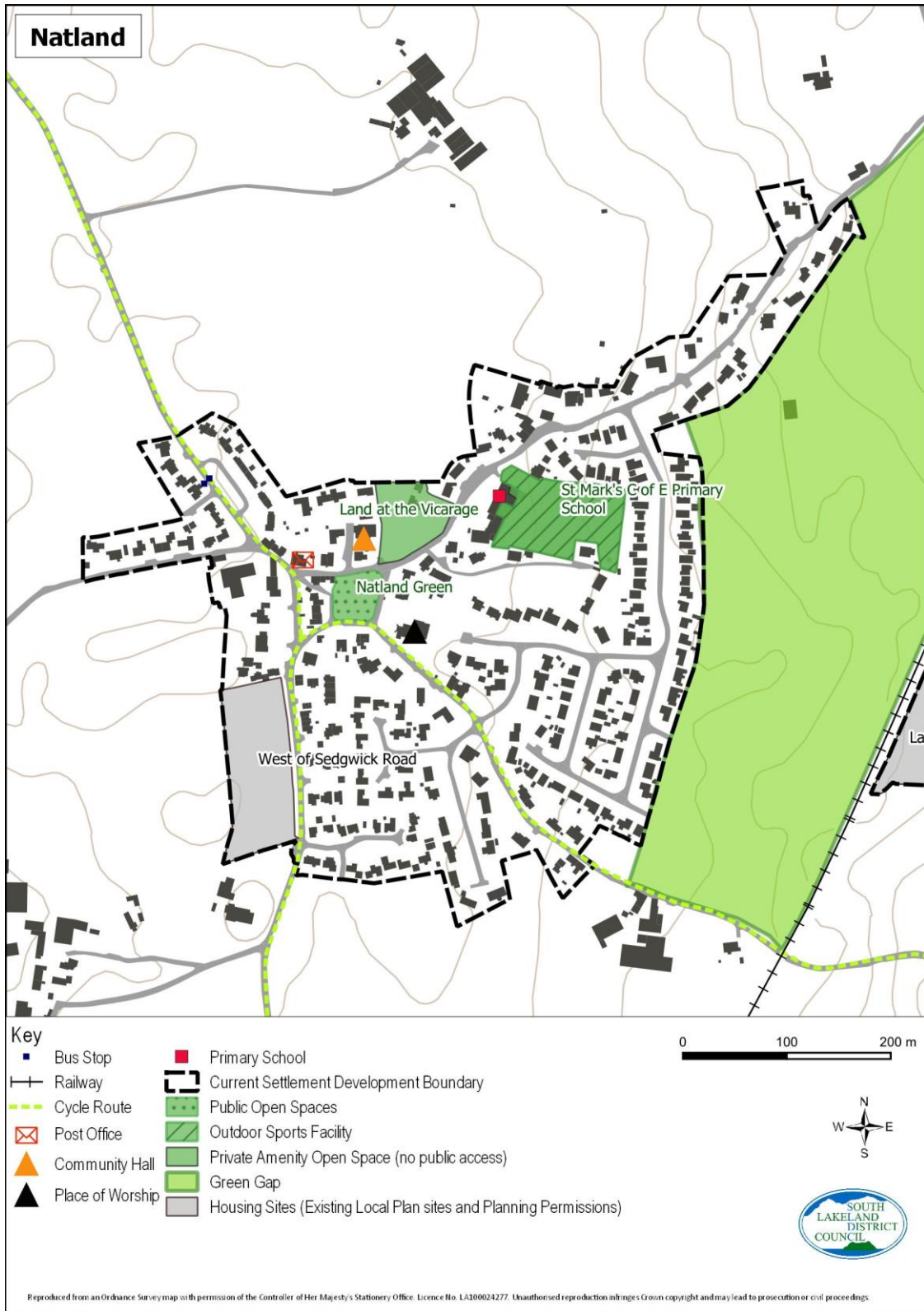


Figure 31: Map of Natland

Question 95: Have we captured in the map and text above the main issues that need to be considered when thinking about the future of Natland, should there be any changes?

4.3.19.3 In answering the above, please consider giving your views on the following:

- **Development Boundary for Natland** (see section [4.2.4](#) and questions 16 and 17)
- **Green gap between Natland and Oxenholme** (see section [4.2.5](#) and questions 18 and 19)
- **Open spaces** important to your community (see section [4.4.5](#) and questions 110 and 111)
- **Facilities identified in the Settlement Services and Facilities document** (see section [4.2.2](#) and question 13)

Question 96: How do you see Natland changing by 2040? Do you think there will be a need for new homes in Natland over this period? If so what sorts of homes are needed and where do you think (broadly) they could be built?

4.3.19.4 So far there have been a number of sites in Natland suggested for allocation for development in the 'Call for Sites' in summer 2020. As part of this consultation, you can comment on sites already submitted and also suggest other sites which may be suitable for allocation in the Local Plan for housing or business development. For more information and opportunity to comment, please see section [4.2.6](#) and questions 20 and 21 in Theme 2.

4.3.20 Oxenholme

Context

4.3.20.1 Oxenholme is a former railway village of approximately 837 people and is located close to the built up area of Kendal, separated by the West Coast Mainline Railway and Windermere-Oxenholme branch line. It is bounded to the east by the 'The Helm', a hill popular for local recreation. There is a petrol station with a small shop, along with a food shop next to the railway station. The village shop/post office has recently closed. Other facilities include a play area, the Station Inn public house located out of the village and Oxenholme Railway Station. It is served by the Kendal Town bus service, and bus routes to Kirkby Lonsdale and Sedbergh. The railway station provides links to Kendal, Windermere, and stations on the national network including Lancaster and Carlisle. The Walney to Wear national cycle network and NCN 6 through to Kendal run close to the village. There has been some housing development in the village in the last 10 years (17 dwellings) including completion of the local plan allocation site west of Burton Road. An extra care housing scheme is



currently under construction on the South of Fell Close site allocation on the A65.

Current Issues / future opportunities

- 4.3.20.2 The village is currently separated from Kendal and Natland by [green gap](#) designations to prevent the village merging with Kendal and Natland.

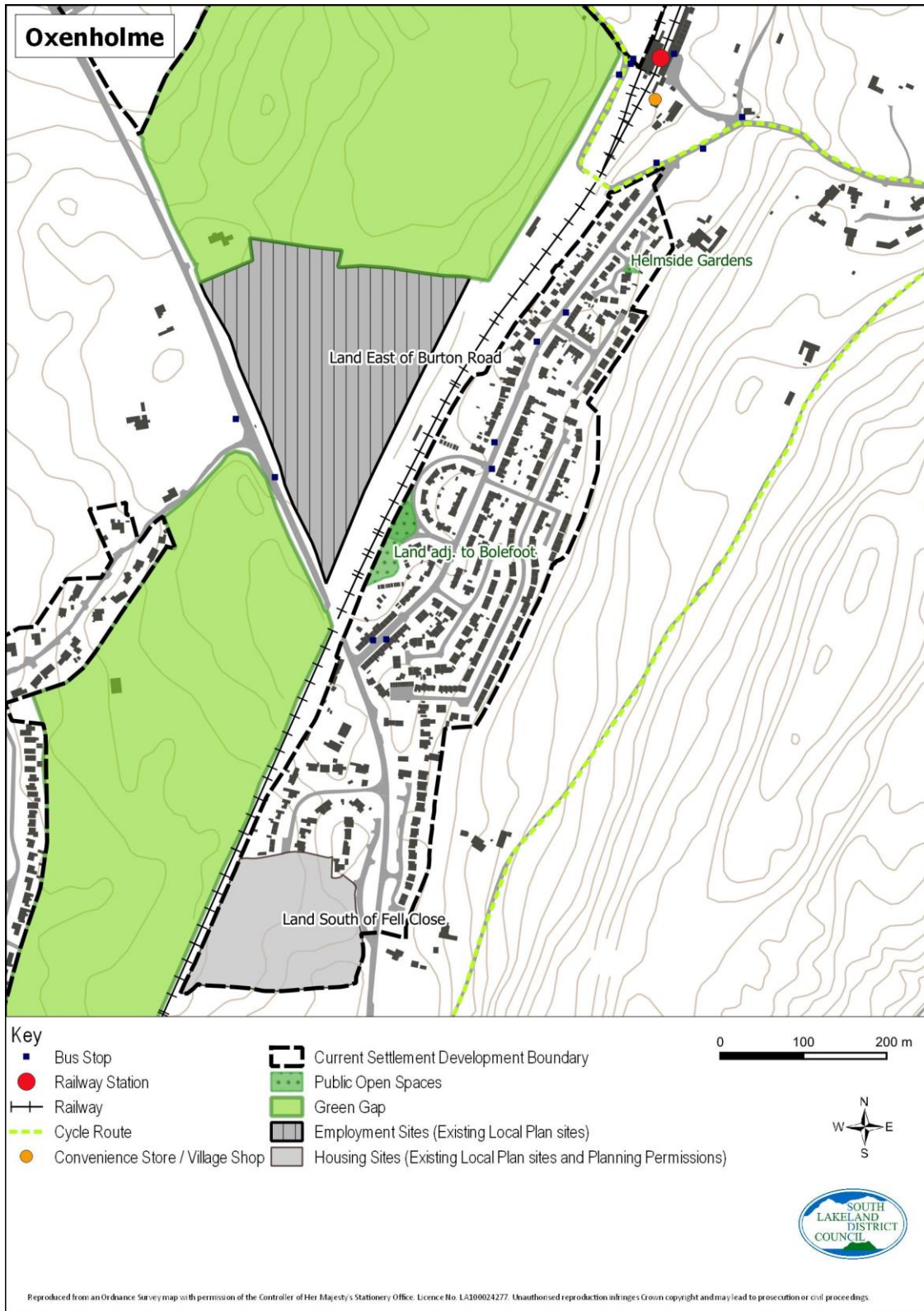


Figure 32: Map of Oxenholme

Question 97: Have we captured in the map and text above the main issues that need to be considered when thinking about the future of Oxenholme, should there be any changes?

4.3.20.3 In answering the above, please consider giving your views on the following:

- **Development Boundary for Oxenholme** (see section [4.2.4](#) and questions 16 and 17)
- **Green gap between Oxenholme and Kendal and between Oxenholme and Natland** (see section [4.2.5](#) and questions 18 and 19)
- **Open spaces important to your community** (see section [4.4.5](#) and questions 110 and 111)
- **Facilities identified in the Settlement Services and Facilities document** (see section [4.2.2](#) and question 13)

Question 98: How do you see Oxenholme changing by 2040? Do you think there will be a need for new homes in Oxenholme over this period? If so what sorts of homes are needed and where do you think (broadly) they could be built?

4.3.20.4 So far there have been a number of sites in Oxenholme suggested for allocation for development in the ‘**Call for Sites**’ in summer 2020. As part of this consultation, you can comment on sites already submitted and also suggest other sites which may be suitable for allocation in the Local Plan for housing or business development. For more information and opportunity to comment, please see section [4.2.6](#) and questions 20 and 21 in Theme 2.

4.3.21 Swarthmoor

Context

- 4.3.21.1 Swarthmoor is a village with a population of approximately 1,370. It has good road transport links, being located on the A590 between Ulverston and Dalton-in-Furness. It does not have a convenience shop, post office or doctor’s surgery. There are a range of community facilities available, including: the Pennington Memorial Hall; Reading Room; Methodist Church and the Miner’s Arms public house. Pennington Primary School and Pennington Nursery are not within Swarthmoor itself, but located off Pennington Lane. There are a few outdoor community facilities consisting of play areas and Pennington School playing field. There are also pitches at Swarthmoor Football Club. The Walney to Wear and Whitby (W2W) national cycleway passes close to the village.
- 4.3.21.2 The village has good access to public transport (bus). There are 4 bus routes giving access to: Croftlands in Ulverston and to Barrow; to Windermere; and it is on the regular bus service from Kendal to Barrow and vice versa. Swarthmoor is also on the route of the south to north Ulverston service. There is no rail station.



- 4.3.21.3 The existing Local Plan allocates land at Swarthmoor (Cross-a-Moor) for housing. The site is also subject of an adopted development brief. There has been only one new dwelling completed since 2010.

Current Issues / future opportunities

- 4.3.21.4 Swarthmoor is currently separated from south west Ulverston by a Local Plan [green gap](#) designation which seeks to prevent Swarthmoor merging with Ulverston. Swarthmoor Hall is a grade II* listed heritage asset that is located to the north of the village within the green gap.
- 4.3.21.5 Funding has been obtained through a range of sources towards the provision of a roundabout at Cross-a-Moor which will open up access to planned housing development at Croftlands and Swarthmoor as identified in the current Local Plan.
- 4.3.21.6 There are 'pockets' of areas with known surface water flooding in the area south of Swarthmoor. Historic mining in the area may be a constraint to development.

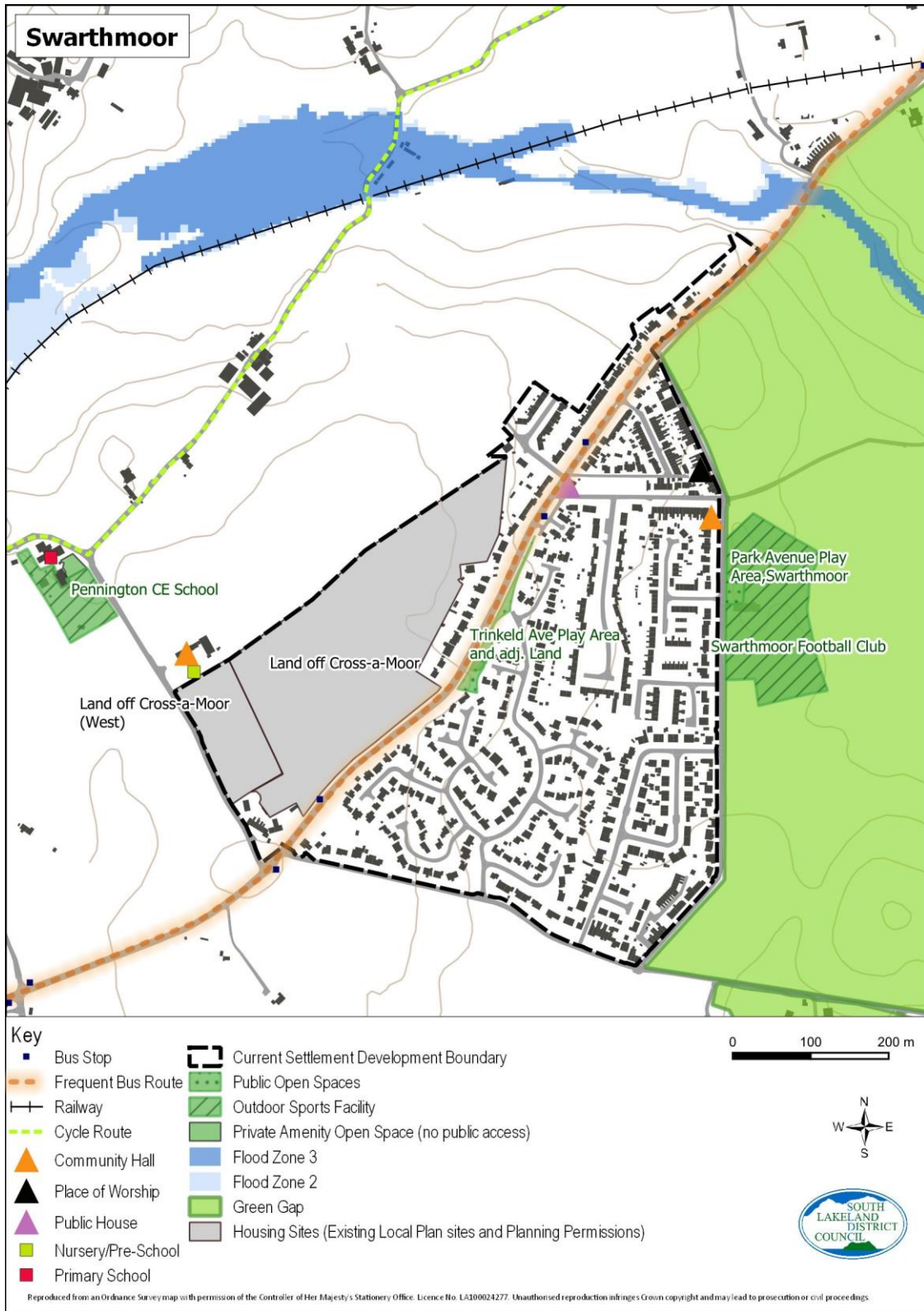


Figure 33: Map of Swarthmoor

Question 99: Have we captured in the map and text above the main issues that need to be considered when thinking about the future of Swarthmoor, should there be any changes?

4.3.21.7 In answering the above, please consider giving your views on the following:

- **Development Boundary for Swarthmoor** (see section [4.2.4](#) and questions 16 and 17)
- **Green gap between Swarthmoor and Ulverston** (see section [4.2.5](#) and questions 18 and 19)
- **Open spaces important to your community** (see section [4.4.5](#) and questions 110 and 111)
- **Facilities identified in the Settlement Services and Facilities document** (see section [4.2.2](#) and question 13)

Question 100: How do you see Swarthmoor changing by 2040? Do you think there will be a need for new homes in Swarthmoor over this period? Is what sorts of homes are needed and where do you think (broadly) they could be built?

4.3.21.8 So far there have been a number of sites in Swarthmoor suggested for allocation for development in the ‘**Call for Sites**’ in summer 2020. As part of this consultation, you can comment on sites already submitted and also suggest other sites which may be suitable for allocation in the Local Plan for housing or business development. For more information and opportunity to comment, please see section [4.2.6](#) and questions 20 and 21 in Theme 2.

4.3.22 Policies for Our Rural Areas

Overview

- 4.3.22.1 Large parts of South Lakeland comprise locations outside of the service centres, including small villages, hamlets, farmsteads and open countryside. Our rural areas are living and working environments and have unique environmental qualities, supporting wildlife. They are places for leisure and recreation supporting the tourism industry, and they support agricultural and forestry enterprises. In these locations we need to achieve a careful balance in supporting appropriate forms of development that supports the economic and social sustainability of rural areas, whilst ensuring any consequences do not cause harm to the environment (for example impacts on landscape quality and character).
- 4.3.22.2 Sustainable travel to facilities and services is more limited in rural areas and there is a reliance on using the private car. Infrastructure provision may not be of a standard or quality to support new forms of development. Our rural areas may come under increasing pressure for specific types of development in response to changing circumstances caused by Brexit and changes in the Common Agricultural Policy (CAP). Agricultural and other land-based rural businesses such as food production may need to become more economically resilient, and this may result in demand for increased diversification. Our ability to respond effectively to the climate crisis may result in demands for increased renewable energy development, greener economic development, and landscape/nature recovery related development in rural areas. The attractiveness of our rural areas for recreation and tourism may result in increased demand for tourism related development. The move to increased homeworking may result in more demand for home-based employment development and need for improvements to infrastructure. Our rural communities may also require additional social and community development to ensure their continued vitality and viability.
- 4.3.22.3 Community consultation feedback has suggested more small scale rural economic development and sustainable tourism development would be beneficial in rural areas. Other feedback has suggested that the re-use of redundant buildings in rural areas for other uses should be supported. Concerns have also been raised that the district may come under pressure for more caravan and lodge parks development. The following types of development were listed as those which require a rural location:
- Local food manufacturing
 - Riding stables
 - Small agricultural businesses
 - Tourist facilities

- Wide range of business units to accommodate local needs
- Live/work units
- Agri-forestry and land restoration development
- Solar and other renewable energy development
- Sensitive farm diversification development

4.3.22.4 The Local Plan contains a number of policies of specific relevance to the rural areas as follows:

- Policy DM13 – Housing Development in Small Villages and Hamlets outside of the Arnside and Silverdale AONB. This policy allows for housing development provided it meets a set of criteria as set out in Policy DM13. This supports development in these locations helping to meet local needs whilst preserving their characteristics.
- Policy CS7.4 Rural economy – covered in this chapter
- Policy CS7.6 Tourism Development
- Policy DM14 Rural Exception Sites – covered in this chapter
- Policy DM16 Conversion of Buildings in Rural Areas – covered in this chapter
- Policy DM18 Tourist Accommodation – caravans, chalets, log cabins, camping and new purpose built self-catering accommodation – covered in this chapter

4.3.23 Rural Economy – (all types of rural economic related development including tourist and leisure related)

What are the issues?

- 4.3.23.1 Core Strategy Policy CS7.4 supports in principle development in rural areas that helps to meet economic needs of rural communities, subject to several criteria. National planning policy supports proposals in rural areas that enable the sustainable growth and expansion of all types of business in rural areas including through conversion of existing buildings and well-designed new buildings. Both current local plan policy and national policy encourage the diversification of the agricultural economy; the latter also extends to cover other land-based rural businesses. National planning policy specifies planning policies and decisions should recognise that sites to meet local business and community needs in rural areas may have to be found adjacent to or beyond existing settlements, and in locations not well served by public transport.
- 4.3.23.2 National planning policy supports sustainable rural tourism and leisure development which respects the character of the countryside. Local Plan Policy CS7.6 supports the creation, enhancement and expansion of tourist attractions and tourism infrastructure in accordance with the development strategy and sustainable development principles set out in Core Strategy Policy CS1.1. The

current Local Plan places an emphasis on the need to support high value-added tourism that improves the quality of existing visitor accommodation, and the need to broaden the range of accommodation provided.

- 4.3.23.3 We recognise there will likely be further demands for tourism related visitor accommodation – including pressure for new caravan or chalet development, or extensions or intensification of existing sites, to help sustain existing businesses or support diversification of agricultural and rural businesses. Local Plan Policy DM18 restricts new caravan and camping sites to locations within or on the edge of the service centres, unless it supports the diversification of agricultural or other land-based rural businesses where other locations may be considered appropriate. Proposals for intensification or extension of existing caravan or camping sites must meet a range of policy criteria.
- 4.3.23.4 The key issue is whether the Council should be more flexible in its approach to considering rural economic related development in all its forms. To what extent should we support rural economic related development that does not require a rural based location or relate to an existing land-based rural enterprise.

What are the Policy Options and Approaches?

- 4.3.23.5 We can choose to either keep the current policy, or adopt a more flexible approach as appropriate in recognition of the need to support the wider rural economy in light of changing economic circumstances.

Policy Options 3.23: Rural Economy

PO3.23/i: Retain current policy approach (policies CS7.4, CS7.6 and DM18) for business and tourism development in the countryside

Retain current policy in relation to the rural economy and tourist related accommodation in rural areas with non-substantive updates

PO3.23/ii: Greater flexibility for business and tourism development in rural areas

Adopt a new policy approach which allows for greater flexibility for new rural economic related development and tourist related accommodation development in rural areas depending on the nature of use

Question 101: Which of these policy options for the rural economy do you support and why? Please give your reasons, noting the reference number, and any other comments or alternative suggestions.

- 4.3.24 Other Issues and Additional Policy Approaches
Conversion of buildings in the open countryside

- 4.3.24.1 The re-use/conversion of buildings in rural areas is a sustainable approach to development and is encouraged in national planning policy. Current Local Plan Policy DM16 allows for conversion and re-use of traditional buildings in rural areas for housing, employment, tourism, recreation and community uses subject to meeting a set of policy criteria. Proposals for isolated new homes in the countryside should be avoided unless circumstances set out in national planning policy (paragraph 79) apply. This includes development that would re-use redundant or disused buildings and enhance its immediate setting. We are proposing to retain the current policy and amend/update it as appropriate, for example to provide a clearer definition of what constitutes a traditional building.

Rural Exception Sites⁴⁹

- 4.3.24.2 Housing in rural areas should be located where it will enhance or maintain the vitality of rural communities. There is a need to be responsive to local circumstances and support housing developments that reflect local needs. One means to achieve this is to allow development in locations which would not normally be used for housing on account of being contrary to general housing development policy. In South Lakeland this means sites in the open countryside outside of our service centres, and sites that are not within or on the edge of our smaller villages and hamlets. National planning policy allows for rural exception sites, which are small sites used for affordable housing in perpetuity. A proportion of market homes may be allowed on these sites at the local planning authority's discretion. Current Local Plan Policy DM14 supports the provision of rural exception sites subject to meeting a set of policy criteria. This criteria includes allowing a small element of open market housing in exceptional circumstances subject to clear evidence on viability. We are proposing to retain the current policy and amend/update it as appropriate.

Policy Approaches 3.24: Additional policy approaches for Rural Areas

PA3.24/a Retain current Policy (DM16) relating to conversion of traditional buildings and update/amend as appropriate, including a clear definition of 'traditional'.

PA3.24/b Retain current Policy (DM14) relating to rural exceptions sites and update/amend as appropriate

Question 102: Which of these policy approaches for Rural Areas do you support and why? Please give your reasons, noting the reference numbers, and any other comments or alternative suggestions.

⁴⁹ As defined in the Glossary of the National Planning Policy Framework

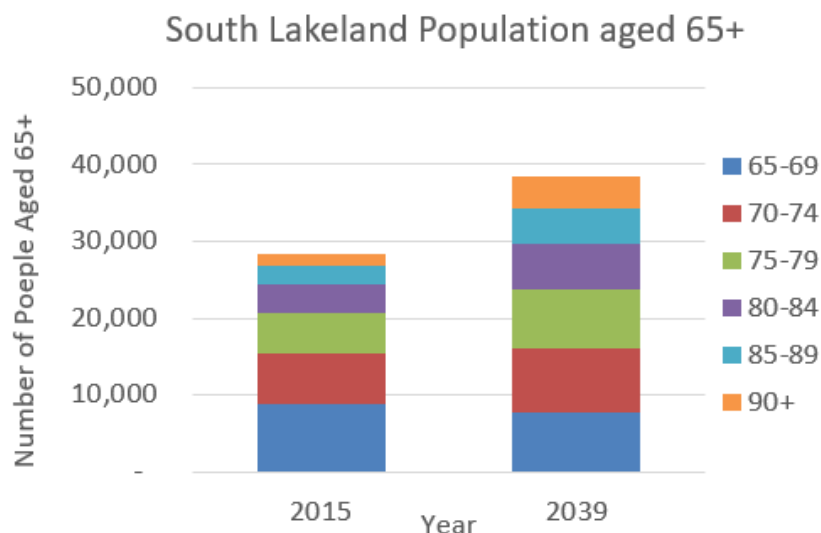
4.4 Theme 4: Healthy People and Communities

Objective 4: To ensure that new development and open spaces support the health and wellbeing of communities and encourage active and healthy lifestyles

4.4.1 Key Issue: General Principles of Healthy Places

What is the Issue?

- 4.4.1.1 New development should support the health and wellbeing of people by enabling healthier lifestyles. It can do this by creating environments and places that address health inequalities and meet the needs of all enabling people to lead healthy lives. Access to quality housing, and outside/ green space amongst many other things play a significant role in enabling people to do so.
- 4.4.1.2 We have an increasingly ageing population, which poses challenges in terms of health and services provision. 2018 population estimates show that 28% of the district's population is aged over 65, compared with 18% nationally. By 2039 there will be around an extra 10,000 people aged over 65 living in South Lakeland (an increase to 37% of the total population). Conversely the working age population is projected to significantly decrease (by 9,200 in the period 2016-2036). The prevalence of disability and mobility increases with age, and POPPI⁵⁰ projections point to significant rises in the number and proportion of South Lakeland's population that will live with mobility problems and dementia in the future.



Source: 2014 based sub-national population projections

Figure 34: Chart showing the population aged 65+ 2015 compared to projections for 2039

⁵⁰ Projecting Older People Population Information System, www.poppi.org.uk

- 4.4.1.3 In terms of deprivation, the 2019 Index of Multiple Deprivation ranked South Lakeland as the 250th most deprived local authority area (out of a total of 317), and the 2015 IMD ranked it 258th (out of a total of 326). Whilst the area can be considered a relatively less deprived area at a national level, there are small areas with concentrations of deprivation and some parts of Kendal and Ulverston fall within the 40% most deprived areas in the country. Economic disadvantage, and poverty along with factors attributed to poor indoor living environments (such as large proportion of older housing stock, lack of central heating) have a significant impact on the health and wellbeing of certain sectors of the population.
- 4.4.1.4 The prevalence of childhood obesity is a National issue; whilst levels in South Lakeland are below national benchmarks, 14.3% children at Year 6 age were classed as obese⁵¹. There is a need to ensure our built and natural environments enables opportunities for physical activity, and access to healthier food choices.
- 4.4.1.5 Another key issue is safety on our roads, South Lakeland fares significantly worse than average in terms of the number of people killed or seriously injured on roads compared to many other localities. Improving road safety, and the creation of pedestrian and cyclist friendly environments should be key objectives underpinning Local Plan policy. Theme 7 covers greener travel and options around how we can ensure new development continues to support travel by pedestrian and cycling.
- 4.4.1.6 At a strategic level the Council is committed to supporting the delivery of the [Cumbria Joint Health and Wellbeing Strategy 2019-2029](#)⁵² and the [Cumbria Joint Public Health Strategy](#)⁵³. Planning decisions have an important role to play in helping to contribute to the delivery of the strategies. The strategies seek to:
- Tackle low levels of physical activity
 - Improve access to healthy food (Cumbria Healthy Weight Declaration)
 - Improve access to clean air, addressing pollution and provision of quality green space
 - Promote active travel and sustainable transport
 - Promote social interaction and safe environments
 - Respond to the effects of the climate crisis
 - Raise standards of living – adapting to people’s needs
 - Create places that support all needs

⁵¹ Public Health England Data 2018-2019

⁵² <https://cumbria.gov.uk/elibrary/Content/Internet/536/671/436151528.PDF>

⁵³ <https://www.cumbria.gov.uk/elibrary/content/internet/535/7022/4384612134.pdf>

- Improve access to education and training
- Address income inequalities and poverty
- Provide access to quality health facilities
- Support access to green space

4.4.1.7 National Planning Policy Guidance specifies a Health Impact Assessment (HIA) is a useful tool to use where planning applications may be expected to have significant impacts on health and wellbeing. The HIA is used to identify the health impacts of a plan or project and to develop recommendations to maximise the positive impacts and minimise the negative impacts, while maintaining a focus on addressing health inequalities. When used in the planning system, HIAs can also identify opportunities to deliver co-benefits across a range of policy areas for example more and better active travel infrastructure in areas of poor air quality will lead to improved cardiovascular health.

What are the Policy Options or Approaches?

4.4.1.8 Consultation feedback demonstrates support for an overarching health and wellbeing policy and there is the option to include in such a policy the role of Health Impact Assessments in the planning decision-making process.

Policy Approaches 4.1: Promoting Healthy Places

PA4.1/a Develop a policy that embeds principles of supporting health and wellbeing, and requires new developments to demonstrate how these are being incorporated.

PA4.1/b Explore whether it would be appropriate to require Health Impact Assessments depending on the scale and type of proposal

Question 103: Which of these policy approaches to promoting healthy places do you support and why? Please give your reasons, noting the reference numbers, and any other comments or alternative suggestions.

Question 104: What triggers should be applied and set out within policy for when a Health Impact Assessment is required for example the threshold of numbers of houses in a scheme.

4.4.2 Key Issue: Air Quality

What is the Issue?

4.4.2.1 Clean air is essential for public health, climate change control and nature recovery. Air pollution comes from a diverse range of sources, including industry, transport, burning of solid fuels in the home, and the use of cleaning

products. The [Environment Bill⁵⁴](#) will once enacted introduce new air quality targets at a national level, delivering key aspects of the Clean Air Strategy published in 2019. It provides important tools to empower local authorities to tackle issues specific to their areas. Amendments to the Environment Act 1995 will be made through the Bill including responsibility for tackling local air pollution will now be shared with relevant public bodies, all tiers of local government and neighbouring authorities.

- 4.4.2.2 Current Local Plan Policy (DM7) requires all new development to be at least air quality neutral. Developers are required to submit Air Quality Assessments in support of applications dependent on the location, type and scale of the proposal. The assessments are used to identify the nature of any required mitigation measures in order to ensure an air quality neutral scheme is achieved. Within South Lakeland there are localised issues in Kendal Town Centre; one site continues to exceed air quality objectives for nitrogen dioxide, but only by a small margin. As a result the Air Quality Management Area covering parts of the Town Centre continues in designation, and an Air Quality Action Plan remains in place to address issues.

What are the Policy Options or Approaches?

- 4.4.2.3 There is the option to retain the current Local Plan policy and amend as considered appropriate, possibly introducing specific requirements that would need to be included in a proposed scheme to offset any potential impacts for air quality. The Council could consider exploring the option of setting its own local air pollution targets that are stricter than the national legal target.

Policy Approaches 4.2: Air Quality

- PA4.2/a** Retain current policy (DM7) and amend/update as necessary
- PA4.2/b** Consider the option of setting local air pollution targets that are stricter than the national legal limit

Question 105: Which of these policy approaches to air quality do you support and why? Please give your reasons, noting the relevant reference numbers, and any other comments or alternative suggestions.

⁵⁴ <https://www.gov.uk/government/publications/environment-bill-2020/10-march-2020-air-quality-factsheet-part-4>

4.4.3 Key Issue: Pollution and Contamination

What is the Issue?

- 4.4.3.1 Pollution and contamination from a range of sources can have negative impacts for public health, climate, water quality and nature recovery. It can cause noise and other nuisances such as light pollution affecting local amenity. New development needs to be carefully managed in this respect so it doesn't give rise to pollution and contamination or expose itself to it. Proposals may have to consider the extent of exposure to pollution and contamination for example on account of previous uses or where located next to polluting uses. Opportunities for new development may be constrained in this respect. Some proposed uses for example industrial may in themselves expose existing sensitive uses such as housing to pollution and contamination.

We have a current Local Plan Policy (DM7) which seeks to ensure new development is located where there is no pollution or where exposure to pollution and contamination is adequately remediated or removed to acceptable levels. Developers must be able to show as part of their proposal that any impacts are at or below acceptable levels, if necessary by use of appropriate and proportionate mitigating measures and application of limiting conditions to permissions to control impacts. Detailed assessments and preliminary investigation reports will be required to assess the potential impacts and measures required, depending on circumstances.

What are the Policy Options or Approaches?

- 4.4.3.2 There is the option to retain the current policy and amend as considered appropriate, possibly introducing specific requirements that would need to be included in a scheme to offset any potential impacts for all forms of pollution.

Policy Approaches 4.3: Pollution and Contamination

PA4.3/a Retain current Policy (DM7) and update/amend as necessary for example introducing specific requirements within schemes to offset any potential impacts for all forms of pollution

PA4.3/b Consider adopting additional local guidance

Question 106: Which of these policy approaches to pollution and contamination do you support and why? Please give your reasons, noting the reference numbers, and any other comments or alternative suggestions.

4.4.4 Key Issue: Community and Social Facilities and Services

What is the Issue?

- 4.4.4.1 Facilities such as village halls/community centres, public houses, outdoor sports buildings, indoor leisure facilities, schools, health centres, places of worship and local shops make an important contribution to the sustainability of our towns and villages. Access to such facilities can be constrained due to lack of local provision. This can mean the need to travel long distances from rural areas to reach such facilities. Without good access, the sustainability of a community can be detrimentally affected.
- 4.4.4.2 The viability of such facilities can be affected by changes in customer demands. National planning policy and associated permitted development rights which for example allow for shops to be converted to offices may also make it difficult to retain such facilities. There are opportunities to co-locate or mix community uses with other uses such as housing and employment in order to meet new demands caused by increased population or people working in an area or to ensure valued facilities are safeguarded and stay viable.
- 4.4.4.3 We have an existing Local Plan Policy (DM17) that seeks to retain such valued facilities, and to re-use existing facilities for something else that retains the site's use in the future for other community uses. The policy also supports the new development of such uses in appropriate locations to meet needs and demands. Consultation feedback received so far identifies the importance of ensuring new development is served by good access to adequate provision of community and social facilities, in order to create sustainable communities.

Question 107: Do you have thoughts on the general types of community facilities that should be protected for community use (for example village halls, leisure facilities and schools)?

What are the Policy Options or Approaches?

- 4.4.4.4 There is the option to retain the current policy and amend as considered appropriate.

Policy Approach 4.4: Community and Social Facilities and Services

PA4.4/a Retain current Policy (DM17) that safeguard the most valued community facilities and supports proposals which do this, and update or amend as necessary

Question 108: Do you support this policy approach to Community and Social Facilities and Services? Please give your reasons, noting the

relevant reference numbers, and any other comments or alternative suggestions.

4.4.5 Key Issue: Green and Blue Infrastructure, Open Space and Recreation

What is the Issue?

- 4.4.5.1 The NPPF defines 'green infrastructure' as a network of multi-functional green space, urban and rural, which is capable of delivering a wide range of environmental and quality of life benefits for local communities. It can include parks, playing fields, areas of open space, woodland, allotments, private gardens, sustainable drainage features, green roofs and walls and street trees. 'Blue infrastructure' is defined as streams, ponds, canals, rivers and other water bodies. The NPPF also states that Local Plans should take a strategic approach to maintaining and enhancing networks of habitats and green infrastructure; and plan for the enhancement of natural capital at a catchment or landscape scale across local authority boundaries.
- 4.4.5.2 The PPG describes green infrastructure as a natural capital asset that provides multiple benefits, at a range of scales, also known as 'ecosystem services'. The potential benefits of green infrastructure are many and include:
- Building a strong, competitive economy, by creating attractive high quality environments
 - Achieving well-designed places, through features such as street trees, recreational and public open space and enhancing local landscape character
 - Promoting healthy and safe communities, with opportunities for recreation, exercise, social interaction, experiencing nature, mental and physical health benefits and helping reduce air pollution and noise.
 - Mitigating climate change, flooding and coastal change by contributing to carbon storage, protecting water quality and forming an integral part of sustainable drainage and natural flood risk management.
 - Conserving and enhancing the natural environment, including ecological connectivity, facilitating biodiversity net gain and nature recovery networks
- 4.4.5.3 The 25 Year Environment Plan states the Government's intention to develop a framework of Green Infrastructure Standards (including benchmarks, new mapping and design guidance) that can be easily used by local planners, designers and others to deliver more, good quality green infrastructure. A launch is intended in 2021.
- 4.4.5.4 Consultation feedback has highlighted the importance and value people place on our green spaces. Our open spaces may need to be enhanced in order to meet specific needs. Playing pitches may need improving to meet the demands

from sports clubs. Children's play facilities may need new equipment to continue to provide an attractive and exciting place for children to play. New development may give rise to the need for additional open space to ensure new residents have sufficient access to it and also to reduce the pressure on existing spaces from an increase in the local population. Additionally open space might need to be enhanced or created in order to support nature recovery for example habitat creation; or be used to address the climate crisis, for example sustainable drainage features to manage surface water run-off from new development. There may be pressure to develop open spaces for other uses such as housing.

- 4.4.5.5 The NPPF allows Local Planning authorities to apply tighter restrictions (consistent with those for green belts) on certain areas of open space. Designating land as "**Local Green Space**" through the Local Plan allows communities to identify and protect green areas of particular importance to them. Paragraph 100 of the NPPF states the following:

"The Local Green Space designation should only be used where the green space is:

- a) in reasonably close proximity to the community it serves;*
- b) demonstrably special to a local community and holds a particular local significance, for example because of its beauty, historic significance, recreational value (including as a playing field), tranquillity or richness of its wildlife; and*
- c) local in character and is not an extensive tract of land."*

- 4.4.5.6 The NPPF states that **Local Green Spaces** should be given the same level of protection as Green Belts and such sites would be protected under the NPPF regardless of whether the Council could identify a 5 year supply of deliverable housing sites or not, whereas standard protected green spaces are more vulnerable.

- 4.4.5.7 Core Strategy Policy CS8.1, recognises the wide range of benefits of Green Infrastructure and seeks to ensure it forms an integral part of creating sustainable communities and is incorporated in new developments. Policy DM4 (DM Policies DPD) requires all development to demonstrate environmental net gains for biodiversity, green and blue infrastructure and demonstrate how the use of multifunctional green and blue infrastructure will deliver wider requirements and objectives. The policy also includes promotion of tree planting, (including replacement of lost trees at an appropriate ratio) new landscaping and provision of open space in new development. Our open spaces are designated on the Policies Map, Policies LA1.10 and LA1.11 set criteria for considering proposals affecting them.

- 4.4.5.8 Our existing evidence in the 2008 study of open space, outdoor sports and recreation needs updating to ensure we have an up to date picture of current and future needs. Policies CS8.3a and CS8.3b set out open accessibility and provision standards based on the 2008 study. An audit of the quality, quantity and accessibility of existing open space will be undertaken. As part of the audit process we will engage local communities and stakeholders in order to determine which open spaces should continue to be protected and which may need enhancing as well as where additional provision might be needed. The audit will be used to inform the preparation of the Playing Pitch Strategy and Green Infrastructure Strategy which will identify actions and recommendations for meeting future needs and demands.

What are the Policy Options or Approaches?

Policy Approaches 4.5: Green and Blue Infrastructure, Open Space and Recreation

- PA4.5/a** Undertake an Open Spaces Study, Playing Pitch Strategy and Green Infrastructure Strategy to inform the review of Core Strategy Policy CS8.1 and Development Management Policies DPD Policy DM4 and to provide evidence to determine clear requirements as to the amount and type of open space and other green infrastructure required from new development and how it should contribute to creating a wider green infrastructure network.
- PA4.5/b** Consider preparing a Supplementary Planning Document to provide more detailed guidance and clarity on implementing planning policy for open space and green infrastructure, including requirements for ongoing management and maintenance.
- PA4.5/c** Designate areas of land as Local Green Space where they meet the criteria set out within paragraph 100 of the NPPF.
- PA4.5/d** Update current policy that sets out the circumstances where loss of open space may be allowed.
- PA4.5/e** Retain policy that supports and encourages high quality networks of green infrastructure to meet existing and future needs taking account of other objectives around addressing climate change and enhancing biodiversity value.
- PA4.5/f** Identify and protect a green infrastructure network comprising a range of open spaces, indicating where gaps could be plugged to improve connectivity.



Question 109: Which of these policy approaches to reviewing local planning policy and guidance on the delivery of Green Infrastructure do you support and why? Please give your reasons, noting the relevant reference numbers, and any other comments or alternative suggestions.

Question 110: Are the open spaces identified on the [Policies Map](#) those that need protection? If no, please explain why? If you feel there are other open spaces which need protection and are not included, please indicate on a map what these changes should be.

Question 111: Do you have any suggestions for the designation of areas of land as Local Green Space, which meet the criteria set out at paragraph 4.4.5.6 above?

Question 112: Do you have any comments on how we can create a network of green infrastructure, plugging gaps in provision and enhance connectivity, for example through improving pedestrian and cycle access?

4.5 Theme 5: Meeting Housing Needs

Objective 5: To deliver housing to meet current and future needs, including affordable housing, of a quality, type and size which meets a range of needs over people's lifetime

4.5.1 Key Issue: Providing the right number of new homes

What is the Issue?

- 4.5.1.1 A key role of the Local Plan is to set the number of new homes that are needed in South Lakeland, and then to find sites and locations that can be developed to meet this need. The government requires us to boost the number of homes being built, and we must positively plan for new housing, making sure enough homes are built locally to meet needs, and that they are built in sustainable locations and within our environmental limits.
- 4.5.1.2 There is a target in our existing Local Plan (the Core Strategy) of 400 homes to be built per year, but this figure is now out of date as it was set in 2010, and is not based on an up to date understanding of housing need. The government now requires Councils to set their own housing requirements in Local Plans⁵⁵ and requires them to review and (if needed) update their target at least every five years.
- 4.5.1.3 Most Councils are required to use the government's 'standard method' in setting their housing target. This is a formula set out in national planning guidance. However in South Lakeland, under current guidance, we should calculate our housing need using our own local method. This is because the data needed for the standard method (population projections and housing affordability) is only available at a district wide level rather than our Local Plan area (which excludes the national parks).
- 4.5.1.4 We undertook our own local assessment of housing need in 2017 through our [Strategic Housing Market Assessment](#) (SHMA)⁵⁶. This study analysed a range of data to calculate an estimate of our housing need over the time period 2016-2036. This included looking at population trends and forecasts, affordable housing need, future employment forecasts and housing market signals.
- 4.5.1.5 This study estimated a need for somewhere **between 145 to 320 new homes per year** across the whole district. It concluded that a figure towards the top end of this range might best reflect local housing need in South Lakeland. This is because it is based on longer term migration trends and also aligns better

⁵⁵ They used to be set by the regional government offices prior to their abolition

⁵⁶ <https://www.southlakeland.gov.uk/media/6106/final-shma-october-2017.pdf>

with jobs forecasts, to ensure that there is no workforce shortage in the future (i.e. the number of working age people in the area would need to increase to fill the number of jobs predicted in the area, thus increasing the need for homes). This means this figure would help us better address our ageing population and shrinking workforce.

- 4.5.1.6 The SHMA calculated figures for housing need in the national parks separately and deducted these from the district total. This gave a housing need figure just for the South Lakeland Local Plan area of up to 288 homes per year, which was rounded to 290 homes. This figure is similar to the annual number of homes that have on average been built in our Local Plan area over the last five years (279 per year between 2015-20).
- 4.5.1.7 A housing need figure of 290 homes per year would mean an overall need of 5,800 homes over the new plan period 2020-2040. To put this in context we already have an identified supply of 1,849 homes that already have planning permission, and a further 2,511 homes on sites that are allocated in our existing Local Plan. When these sources are combined together with small windfall sites (sites less than 5 units) continuing to come forward (estimated at 60 homes per year), the housing supply in our area is healthy and amounts to just over 5,000 homes. So a housing need figure of 290 homes per year and 5,800 over the plan period 2020-2040 (or 6,380 with a 10% 'buffer' for additional flexibility) would not result in a significant need for new land allocations.
- 4.5.1.8 The government has changed its view on how housing need should be calculated numerous times in recent years which has created uncertainty. But at the time of publishing this report, the guidance is still that we should calculate our own housing need using a locally justified method. We therefore propose to update our SHMA study through the course of the Local Plan Review to understand whether the level of housing need has changed since 2017. The updated study will be a Strategic Housing and Economic Needs Assessment (SHENA) and will be available in late 2021/early 2022.
- 4.5.1.9 The government proposed in its Planning White Paper in summer 2020 that in future every local planning authority will be given a binding housing requirement figure by the government. Given that we have no further details at this stage, this Issues and Options paper proceeds on the basis of current national policy and guidance. We must however be mindful that in progressing the Local Plan that this position may change and we will have to respond as we develop our housing requirement.

What are the Policy Options or Approaches?

- 4.5.1.10 The Local Plan must set a new housing requirement target. There are a number of options for the requirement figure as set out below.

Policy Options 5.1: Providing the right number of new homes

PO5.1/i: A housing requirement based on a local assessment of housing need, currently understood to be up to 290 homes per year based on the 2017 SHMA.

This option would follow the recommendations of our 2017 SHMA and set a housing requirement figure of 290 homes per year. This is based on our own local assessment of housing need taking into account population changes, affordable housing need, economic forecasts and housing market signals. This option would be in line with current government planning policy and guidance at the time of preparing this Issues and Options report. We propose to update our local assessment of housing need and if the updated assessment produces a different figure we will use that to inform our housing requirement target.

PO5.1/ii: A housing requirement based on the government's 'standard method' calculation, currently understood to be around 166 homes per year for the Local Plan area.

This option would seek to apply the government's current standard method for calculating housing need and then adjust the district wide figure to take account of the need in the national park areas. The current standard method results in a figure of 198 homes per year for the whole district. Our 2017 SHMA calculated an annual housing need of 32 homes per year in the national park areas, so one option for adjusting the standard method to fit our Local Plan area would be to deduct 32 homes from the district wide figure. This would result in a figure of around 166 homes per year. This figure would still be within the range of 115 to 290 homes per year calculated in the SHMA. The SHMA recommended that any housing need figure from the range would be reasonable and justified, but lower figures may not reflect economic forecasts. It should be noted that economic forecasts informing the SHMA were 'pre-Covid' and 'pre-Brexit' forecasts.

Question 113: Which of these policy options for setting a new housing requirement in the Local Plan do you support and why? Please give your reasons, noting the reference number, and add any other comments or alternative suggestions.

4.5.2 Key Issue: Providing the right number of affordable homes

What is the Issue?

- 4.5.2.1 Delivering new affordable housing is a key priority in South Lakeland. Lower than average salaries and higher than average house prices have led to significant affordability problems, with the average home in South Lakeland costing 9.5 times the average full time salary. This exceeds the Cumbrian, North West and English affordability ratios. Land Registry data shows that new

build open market homes are even less affordable than the housing stock as a whole, with the median price of an open market new build home in South Lakeland over the last three years being £345,000, almost 14 times the average income in 2019.

- 4.5.2.2 A number of respondents to our early engagement in 2020 commented specifically about the lack of affordable housing in our area and it is an important issue for local communities, with many people unable to buy or rent locally on the open market.
- 4.5.2.3 The 2017 Strategic Housing Market Assessment (SHMA) highlighted that affordable need remains high and identified a shortfall of 153 affordable homes per year.
- 4.5.2.4 Our existing Local Plan⁵⁷ requires 35% of homes on new developments to be affordable over specified site size thresholds. A number of government statements and policy and guidance changes have created uncertainty in recent years over what size of sites can be required to provide affordable housing. The Council has produced a [guidance note](#)⁵⁸ to advise how it is interpreting national policy in applying its existing Local Plan policy in this respect.
- 4.5.2.5 Our existing Local Plan policy has generally been very successful in delivering new affordable homes on development sites with on average 35% of homes on sites over 10 units permitted since 2010 being affordable (this does include some 100% affordable schemes). Since 2010, 539 affordable homes have been built in the Local Plan area. The policy has however come under increasing pressure in more recent years on viability grounds, with viability assessments accompanying planning applications stating high abnormal development costs on site. This combined with continued high land values has led to viability challenges.
- 4.5.2.6 Policy AS03 in the Arnside and Silverdale Local Plan requires 50% of homes on sites of two or more dwellings to be affordable. This policy will continue to apply in the AONB area and will not be affected by the Local Plan Review.
- 4.5.2.7 At present most affordable housing delivered through the Local Plan policy is delivered on site by developers through the use of Section 106 legal agreements, and in some circumstances an off-site financial contribution is accepted in lieu of affordable housing.
- 4.5.2.8 It must be noted that as part of the government's radical planning reforms it is proposed that affordable housing in future would instead be delivered through a

⁵⁷ Core Strategy - Policy CS6.3

⁵⁸ <https://www.southlakeland.gov.uk/media/71170/affordable-housing-guidance-note-update-march2020.pdf>

new 'infrastructure levy'. Developers would pay a fixed levy on development that would be used by local authorities to fund a range of infrastructure, including affordable housing. It is proposed that developers would be able to offset and reduce some of their levy payment by providing some affordable on development sites. The details of these proposals are not yet clear but we must be mindful that the way affordable housing can be required through Local Plans and the way it will be delivered on site could be subject to significant change in the near future.

What are the Policy Options or Approaches?

- 4.5.2.9 In line with current national planning policy and guidance, and given our local evidence of a continued need for significant amounts of new affordable housing, the updated Local Plan will continue to require developers to provide affordable housing on their development sites. A viability study will be undertaken to consider the effects of various options for delivering affordable housing combined with other policy requirements. A number of policy options are set out below.

Policy Options 5.2: Providing the right number of new affordable homes

PO5.2/i: Maintain the current policy approach of 35% affordable housing on sites over specified size thresholds

This option would retain the overarching principles of the current policy position of requiring 35% of homes on development sites to be affordable, which is supported by the findings of the 2017 SHMA. Under this option the site size thresholds at which affordable housing can be sought would be refreshed and clarified in policy in line with government guidance in place at the time, as there have been numerous changes to national policy and guidance in recent years which have created uncertainty in this respect.

PO5.2/ii: Increase the affordable housing requirement above 35%

This option would seek to increase the affordable housing required from new development by increasing the percentage requirement. It would have to be recognised that increasing the requirements would have negative impacts on development viability and other areas of policy and standards may have to be weakened to achieve an increase in affordable housing delivery. Competing priorities such as affordable housing, providing green spaces and nature improvements, contributing to local infrastructure improvements, securing high quality design and quality construction and increased energy efficiency would all have to be carefully balanced and tested through a viability assessment.

PO5.2/iii: Reduce the affordable housing requirement below 35%

This option would reduce the amount of affordable housing required on sites. This approach would need to be underpinned by a full assessment of

development viability to understand whether reducing the affordable requirement would enable other policy areas to be strengthened for example sustainable construction standards or contributions to other infrastructure. We would need to carefully understand the reasons for some recent developments not delivering the 35% affordable requirement before considering lowering the requirements, to understand whether these sites had individual circumstances or whether they represent the wider development market as a whole. This would include looking carefully at issues such as abnormal development costs on sites which make them more expensive to develop, and also the price being paid for land, to ensure that land is not being sold at too high a price if it is subject to difficult constraints which should reduce its value in line with national planning policy. This option would not support the Council's key priority of increasing affordable housing provision and it would need to be robustly demonstrated that development is not capable of delivering 35% affordable housing before considering reducing the requirement.

PO5.2/iv: A more flexible and tailored approach to recognise the different characteristics of certain types of sites and areas

This option would look at introducing different requirements on different types of sites or areas. This could perhaps include setting different affordable requirements in different areas depending on development viability (e.g. some areas of South Lakeland attract higher sales prices so may be able to provide more affordable housing). Or it could involve reducing requirements for example on previously developed (brownfield) sites where development costs are often higher and it is more difficult to provide affordable housing. This could help deliver more development on brownfield sites before greenfield sites. This option could also potentially look at setting site specific affordable housing requirements on larger site allocations, by undertaking site specific appraisals during the Local Plan process and working with developers and landowners to agree what level of affordable housing sites could reasonably deliver. This would require more detailed assessment work at the plan making stage but should help reduce the need for site specific viability assessments at the planning application stage.

Question 114: Which of these policy options for requiring affordable housing do you support and why? Please give your reasons, noting the reference number, and add any other comments or alternative suggestions.

4.5.3 Key Issue: Providing the right types of affordable homes

What is the Issue?

- 4.5.3.1 In addition to setting out the overall quantity of affordable housing to be provided, the Local Plan should also ensure that the most appropriate types of affordable housing are provided to help meet local needs.
- 4.5.3.2 The NPPF provides a wide ranging definition of affordable housing, covering a range of housing types including affordable and social rent, starter homes⁵⁹, discounted market sales housing, and other routes to home ownership such as shared ownership, relevant equity loans, other low cost homes for sale and rent to buy.
- 4.5.3.3 The affordability of these different types of housing can vary significantly and some are more 'affordable' than others taking into account local incomes and market house prices.
- 4.5.3.4 South Lakeland's discounted sale home ownership product generally has at least a 40-45% discount from the open market value to make it affordable for local people, and the initial sales prices are calculated and fixed each year and published on the Council's [website](#)⁶⁰. Affordable rent homes provided in South Lakeland are generally rented to tenants at a maximum of 80% of local market rents or the Local Housing Allowance rate⁶¹, whichever is the lowest. In recent years we have started to see more shared ownership products being offered by developers, where purchasers buy an initial share of a home, and pay rent on the remaining share, with the ability to 'staircase' and buy an increasing share of the home over time. Shared ownership homes are generally more preferable in financial terms for developers as they can be sold with a smaller discount compared to discounted sale and affordable rental homes.
- 4.5.3.5 The Council's [affordable housing guidance](#)⁶² requires that of the affordable homes provided on a site, 50% should be for affordable home ownership (e.g. discounted sale or shared ownership) and 50% for affordable/social rental. Where 10 or more affordable homes are being provided on a site, the guidance requires that of the affordable home ownership properties, no more than half should be for shared ownership, to ensure at least half are provided as discounted sale. This split is not currently set out within Local Plan policy but

⁵⁹ This was a type of affordable home proposed by the government which would be offered at a discount of at least 20% from market price for first time buyers below the age of 40. Starter Homes did not become widely adopted in practice and have been replaced by the government's 'First Home' proposals which propose a discount of at least 30%.

⁶⁰ <https://www.southlakeland.gov.uk/housing/affordable-housing/affordable-housing-building/>

⁶¹ LHA rates are used to work out how much universal credit of housing benefit will be provided for tenants renting from a private landlord, and is based on the 30th percentile of local private rental rates.

⁶² <https://www.southlakeland.gov.uk/housing/affordable-housing/affordable-housing-building/>

within guidance that can be updated on an annual basis. This typically results in the following split of affordable homes on a site:

Tenure	% of overall provision	% of affordable provision
Open Market	65%	n/a
Affordable/Social Rent	17.5%	50%
Discounted Sale	8.75%	25%
Shared Ownership	8.75%	25%

Table 15: Current Affordable Mix

4.5.3.6 Our current position therefore places equal emphasis on rental and home ownership forms of affordable housing. The government however has strong ambitions to increase levels of home ownership and has launched its ‘First Homes’ initiative to replace the former Starter Homes which did not appear to be implemented on any scale.

First Homes

4.5.3.7 First Homes are to be sold at a discount of at least 30% from the open market value, with a maximum price cap of £250,000, to first time buyers with a maximum household income of £80,000. The government published new guidance for First Homes on 24 May 2021. It states that local authorities will be expected to require 25% of all affordable housing units secured through developer contributions on a development site to be First Homes. This could result in the following mix in South Lakeland if the overall split between affordable rent and ownership is maintained.

Tenure	% of overall provision	% of affordable provision
Open Market	65%	n/a
Affordable/Social Rent	17.5%	50%
First Homes	8.75%	25%
SLDC Discounted Sale	4.375%	12.5%
Shared Ownership	4.375%	12.5%

Table 16: Possible Affordable Mix including First Homes

4.5.3.8 First Homes are similar to South Lakeland’s existing discounted sale model which has been successfully in place for many years. Key differences however are that First Homes are restricted to first-time buyers only (with a number of small exceptions such as armed forces veterans) whereas South Lakeland’s discounted sale homes are available to anyone in local housing need. Also the government requires at least a 30% discount from market prices for First Homes, which is smaller than the discount required in South Lakeland to make homes affordable to buy based on local incomes. The government guidance does however allow local authorities to set higher discounts of 40% or 50% to

ensure First Homes are affordable locally, and also to reduce the price cap. The level of discount and price cap for First Homes in South Lakeland will need to be considered through the Local Plan review and informed by our updated assessment of housing need through the SHENA study. The 2017 SHMA calculated that at least a 41% discount would generally be required on open market housing to make it affordable locally. We will need to carefully consider how First Homes can be brought into the mix of affordable homes on sites and which other forms of affordable homes currently provided they might displace.

What are the Policy Options or Approaches?

- 4.5.3.9 The update of the Local Plan provides an opportunity to review what types of affordable homes are provided by developers. A number of possible options are set out below.

Policy Options 5.3: Providing the right types of affordable housing

PO5.3/i: Maintain the equal split between affordable rental and affordable home ownership on development sites

This option would continue to require an equal split between affordable rent and affordable home ownership where affordable homes are being provided on-site by developers of larger schemes. This option would be supported by the 2017 SHMA which concluded overall that a 60%:40% split between rented and low cost home ownership is appropriate, and that in recognition that a number of 100% affordable rental schemes are brought forward independently by Registered Providers, that on development sites where developers are providing a proportion of affordable housing that a 50:50 split is appropriate.

This option would allow recent and proposed government changes that require a proportion of affordable home ownership properties to be provided on sites to be incorporated, but would require us to consider whether First Homes would be an acceptable substitution for the existing local discounted sale homes in South Lakeland, or whether they should be provided alongside our local discounted sale product and be provided instead of shared ownership products. Within this option we could consider whether to set out in Local Plan policy the relative proportions of different home ownership products that will be required, or we could continue to do this in our annual affordable housing website guidance which can be updated more easily than Local Plan policy.

PO5.3/ii: Increase the proportion of affordable home ownership properties required within the affordable provision on development sites

This option would recognise the government's strong push to increase levels of home ownership but would not support the Council's strong local priority to increase affordable rent provision. Depending on the proportions it would perhaps enable the government's First Homes to be bought into the affordable

housing mix locally without displacing other forms of home ownership such as South Lakeland’s existing discounted sale properties or shared ownership.

PO5.3/iii: Increase the proportion of affordable rent properties required within the affordable provision on development sites

This option would increase the proportion of affordable homes that would be required to be for affordable rent above the current 50%, and resultantly reduce the proportion of homes on sites that are made available for affordable home ownership. The government is proposing that at least 25% of affordable homes on development sites will need to be First Homes so the proportion of affordable home ownership properties could not be set below this. Reducing the proportion of affordable home ownership properties whilst incorporating First Homes requirements would be at the expense of the other existing home ownership properties currently being delivered in South Lakeland – discounted sale and shared ownership.

This option would perhaps better respond to the economic conditions resulting from the covid-19 pandemic including rising unemployment, predicted falls in incomes and stricter mortgage lending. South Lakeland has been particularly affected due to the significance of tourism and hospitality in providing local employment. This may suggest an increased need for affordable rent as opposed to affordable home ownership homes for at least the short term future, but to a large extent will depend on the speed and scale of economic recovery.

Question 115: Which of these policy options for affordable housing types do you support and why? Please give your reasons, noting the reference number, and add any other comments or alternative suggestions.

4.5.4 Key Issue: Providing the right types and mix of new homes

What is the Issue?

4.5.4.1 The NPPF requires local authorities to assess the size, type and tenure of housing needed for different groups in the community and to reflect this need in their planning policies. Policy CS6.2 of the South Lakeland Core Strategy seeks to ensure that new developments offer a range of housing sizes and types taking account of the housing requirements of different groups.

4.5.4.2 The 2017 SHMA suggested the following general mix of homes in terms of number of bedrooms would be appropriate in South Lakeland based on long term population trends:

Tenure	1-bed	2-bed	3-bed	4+ bed
Market	0-5%	35-40%	40-45%	15-20%
Low-cost home ownership	15-20%	45-50%	25-30%	5-10%

Affordable housing (rented)	30-35%	40-45%	15-20%	5-10%
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Table 17: SHMA recommendations on bedroom numbers

4.5.4.3 Based on its analysis the SHMA advised that the above mix should be reflected in planning policies and that the focus on market housing should be 2 and 3 bedroom properties and the focus for affordable rented properties should be on 1 and 2 bedroom properties.

4.5.4.4 A key issue is that the recommended property mix in the SHMA does not appear to be being delivered on the ground. Information on the number of bedrooms of each completed new home in the Local Plan area is available for approximately 92% of completions going back to 2010 which provides us with a good indication of property sizes that have been completed.

No. of Bedrooms	Affordable	Open Market	Grand Total
1	17.54%	12.47%	13.81%
2	59.14%	24.73%	33.83%
3	22.57%	30.63%	28.50%
4	0.75%	27.14%	20.17%
5	0.00%	5.03%	3.70%

Table 18: Size of New Homes 2010-2020 (Number of Bedrooms)

4.5.4.5 Almost all affordable homes that have been built from 2010-2020 have had 1-3 bedrooms and almost 60% have had two bedrooms, which generally aligns with the SHMA recommendations. Open market homes have generally been larger with almost a third being 4 to 5 bedroom. Approximately 55% of open market homes built have been 2-3 bedrooms, which is significantly less than the 75%-85% recommendation in the SHMA.

4.5.4.6 When just looking at the last five years of data, the proportion of open market homes completed with 4+ bedrooms rises to 37% which far exceeds the overall SHMA recommendations. It is acknowledged that these large homes have sold well and it could be argued that the market is demanding this type of property, and we need to consider factors such as increased working from home trends which demand additional space. But it should also be acknowledged that building larger 4+ open market properties has significant implications for affordability, with the previous section noting that the average new build open market home over the last three years now stands at almost 14x the average local salary.

4.5.4.7 In terms of the types of homes needed (flats, houses, bungalows etc) the 2017 SHMA was not prescriptive in calculating an appropriate mix. It did however suggest that the Council should consider the role of bungalows as part of the future mix of housing which may be particularly attractive for older owner-

occupiers looking to downsize. But it also recognised that this form of housing is relatively land intensive for the amount of floorspace provided. The table below shows the mix of housing types that have been built in South Lakeland in the period 2010-2020. Almost two thirds of homes completed were houses with almost a third flats or apartments. Bungalows have comprised a small proportion of overall completions, with a higher proportion being built in the affordable sector.

Type	Affordable	Open Market	Grand Total
Bungalow	7.2%	2.1%	3.3%
Flat	40.3%	29.5%	32%
House	52.5%	68.2%	64.5%
Maisonette	0.00%	0.3%	0.2%
Grand Total	100.00%	100.00%	100.00%

Table 19: Types of Homes built 2010-2020

4.5.4.8 Feedback from our early engagement in 2020 showed that people feel a wide range of housing types should be provided, and reference was made to a perceived need for bungalows, lifetime homes, low cost homes, sustainably designed and constructed homes, local occupancy homes, extra care/older people’s housing, smaller houses for single people households, self-build homes, social housing and family housing. A number of comments were made about too many larger detached homes being built that are not affordable for local people.

What are the Policy Options or Approaches?

4.5.4.9 The updated Local Plan will need to include guidance on what size and types of homes should be provided taking into account local needs, as required by the NPPF. Two options are set out below.

Policy Options 5.4: Providing the right types and mix of new homes

PO5.4/i: Maintain the current flexibility on the different house types/sizes that should be provided by developers, and encourage the mix to reflect local needs

This option would maintain the current policy position (Core Strategy CS6.2) of stating that new development should provide a mix of housing to meet needs, but not being prescriptive about the proportions of different types and sizes of housing that need to be provided. This would continue to enable a large degree of flexibility on a site by site basis. But the reality is that it would be a position whereby the market will continue to determine the open market mix of housing on sites with the result that we will continue to see high proportions of

4+bedroom houses that are unaffordable to a significant proportion of the local population, and use up more land and resources to both construct and live in.

PO5.4/ii: Set specific requirements in policy on the types and mix of homes that should be provided on development sites, to ensure that provision more closely matches evidence of need

This option would involve providing more specific policy wording to set out the proportions of different types of housing that should be provided, to make sure that it more closely aligns with our evidence of need in the SHMA. This policy approach would likely seek to require a minimum proportion of 2 and 3 bedroom open market homes on large development sites. This would help ensure that the open market homes being provided are more affordable and more aligned with demographic evidence on household size. This policy approach could also seek to require the provision of certain types of housing on development sites such as bungalows. The implications of this policy approach on development viability would need to be carefully assessed in a viability study.

Question 116: Which of these policy options for housing mix and types do you support and why? Please give your reasons, noting the reference number, and add any other comments or alternative suggestions.

4.5.5 Key Issue: Self-Build and Custom Build

What is the Issue?

- 4.5.5.1 National planning policy requires us to assess the demand for self-build and custom build housing in our area and to reflect it in our planning policies. Self-build and custom build has a broad definition in planning legislation and is not limited to the narrow definition of people building their own homes themselves. It can include for example someone commissioning an architect to design, and then a builder to build a home to their own specification, and can also include conversions of buildings where there is substantial building work.
- 4.5.5.2 We have a legal duty to keep a register of people or groups seeking to acquire a plot for self-building and to have regard to this when carrying out our Council functions. We also have a legal duty to grant enough planning permissions for self-build plots to meet local demand in our area. Information on the Council's self-build register and the number of plots being granted permission can be found on the Council's [self-build web page](#)⁶³. Our data shows that we are meeting our duty in granting enough planning permissions for self-build plots.

⁶³ <https://www.southlakeland.gov.uk/housing/affordable-housing/self-build-and-custom-house-building/>

- 4.5.5.3 Our current Local Plan policy is set out in Policy DM12 of the Development Management Policies DPD. This policy expresses the Council's support and encouragement for self-build homes in principle. It provides a clear statement on where self-build housing will be supported in principle and seeks to encourage this form of housing. It supports self-build in existing service centres, within or on the edge of small villages and hamlets, and on rural exception sites where they are to be provided as affordable homes. It does not however introduce any additional locations above those already allowed for other types of housing in the Local Plan, and it doesn't require self-build plots to be provided on housing sites.

What are the Policy Options or Approaches?

- 4.5.5.4 The options for future Local Plan policy relating to self-build are set out below.

Policy Options 5.5: Supporting delivery of self-build homes

PO5.5/i: Maintain current policy approach (Policy DM12) which sets out in broad terms where self-build homes will be supported.

This option would mean retaining our current policy approach as set out in Policy DM12 which provides encouragement for self-build and sets out where it will be supported in principle.

PO5.5/ii: Offer further support for self-build for example by allocating sites specifically for self-build housing or requiring a proportion of plots on large sites to be available for self-builders.

This option would seek to offer more support for self-builders by trying to ensure more land and plots are available to self-builders.

One option would be to identify sites in the Local Plan solely for self-build housing to help prospective self-builders identify suitable land. This could potentially be an option for groups of individuals looking to self-build as the Local Plan will only allocate sites capable of delivering a number of homes. This would require community groups to help identify potential sites of interest and for landowners to be willing to make sites available for self-builders, potentially at a lower cost than they would achieve on the open market.

Some Councils require developers to provide a proportion of plots on their development sites as serviced plots and to make them available to self-builders. This could involve specifying a site size threshold at which developers would be expected to make serviced self-build plots available and would likely require the production of further planning guidance to explain how the policy might work in practice.

Question 117: Which of these policy options for supporting self-build do you support and why? Please give your reasons, noting the reference number, and add any other comments or alternative suggestions.

4.5.6 Key Issue: Local Occupancy and Second Homes

What is the Issue?

- 4.5.6.1 The prevalence of second homes and holiday lets is a recurrent concern raised by local communities in our Local Plan engagement. Increasing proportions of second homes and holiday lets can exacerbate significant housing affordability issues and can harm the viability of village communities if properties are empty for large periods of time.
- 4.5.6.2 At a district wide level the presence of the national parks, in particular the Lake District National Park has a significant impact on the level of second homes and holiday lets given its popularity as a tourist destination. The issue for the Local Plan review is to understand the scale of the issue in the Local Plan area, and how high levels of second homes/holiday lets in the neighbouring national parks may be impacting on issues such as affordability and the sustainability of communities within the Local Plan area.
- 4.5.6.3 There is no one overall evidence source for understanding the scale of the issue of second homes or holiday lets in the South Lakeland Local Plan area, but there are a number of sources that can be drawn upon to build up a picture of the issue, including the census, Council Tax records and the property gazetteer, and this evidence is set out in the Housing Topic Paper.
- 4.5.6.4 The map below shows the percentage of homes paying Council Tax that are estimated to be second homes. It shows that the percentage of second homes is significantly higher in the National Park areas and relatively lower in the Local Plan area. The parishes wholly within the Local Plan area that have the highest percentages of second homes based on Council Tax records are Osmotherley (9.32%), Arnside (9.07) and Allithwaite and Cartmel (8.85%).

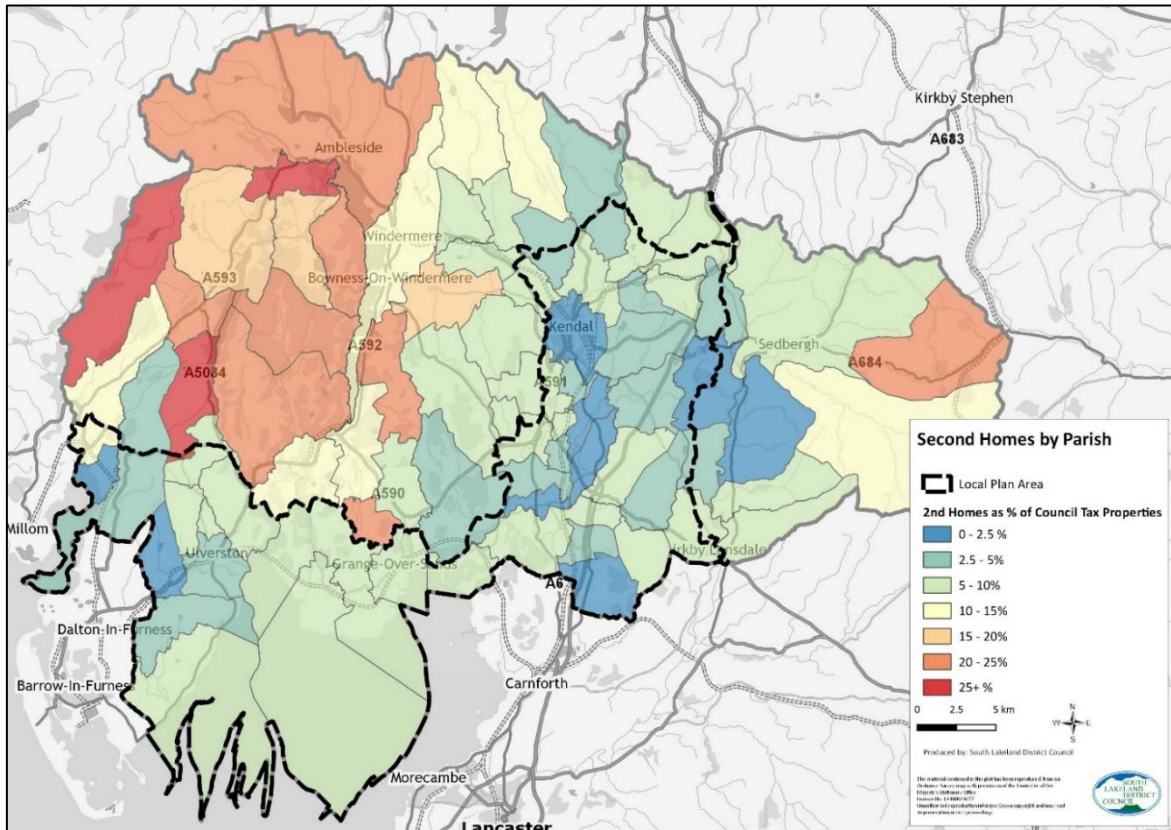


Figure 35: Second Homes by Parish

4.5.6.5 Overall for South Lakeland, the percentage of Council Tax properties that are second homes is understood to be around 7%, which is significantly higher than the national average for predominantly rural authorities which stands at 1.78% according to research by the Rural Services Network⁶⁴. The figure just for parishes within the Local Plan area (4%) is still significantly above the national average of 1.78% suggesting that whilst the issue is less severe than in the national park areas, it is still an issue in the Local Plan area.

Parishes within:	Council Tax Properties	Number of Second Homes	% of Second Homes
Local Plan area	34256	1234	4%
Split between National Parks and Local Plan area	4840	374	8%
National Park areas	14595	2219	15%
Grand Total	53691	3827	7%

Table 20: % of Second Homes

⁶⁴ <https://www.rsonline.org.uk/second-home-ownership-member-insights>

- 4.5.6.6 At present no restrictions are applied to new open market housing in the Local Plan area to ensure that they are used as main homes for people with a local connection. Restrictions are however applied to new affordable homes to ensure that they are used as main residences and that they are occupied by people with a local connection to the area⁶⁵.
- 4.5.6.7 A number of years ago the Council did seek to restrict the occupancy of some new open market housing through the development of the Core Strategy, however the Planning Inspector examining the Core Strategy did not accept the proposed approach.

What are the Policy Options or Approaches?

- 4.5.6.8 There are two main policy options for responding to this issue as set out below.

Policy Options 5.6: Providing homes for local people

PO5.6/i: Maintain current policy approach and only apply local connection and main residence restrictions on new affordable housing.

This option would continue the current policy approach, whereby only affordable homes will continue to be restricted to people with a local connection who will live in them as their main homes. As is the case now, local communities can still consider introducing policies for their local area through Neighbourhood Plans, which can be used to develop very localised planning policies to address issues at a local level, such as in St Ives in Cornwall where a neighbourhood plan has been adopted which prevents new homes from being second homes.

PO5.6/ii: Seek to ensure that a small proportion of new private market homes are required to be used as main homes and are available only for people with a local connection

This option would need to be clearly justified and underpinned by evidence. Any form of widespread restriction on the occupancy of general market housing would be unlikely to pass the examination given previous local experience. However there may be scope to explore whether a smaller scale targeted approach might be appropriate. For example our neighbouring planning area Eden District Council has a Local Plan Policy (HS2) that restricts new greenfield market housing in smaller villages and hamlets to people with a local connection. This is intended to help promote self-build opportunities for local people. We could consider a similar approach, by revising our current Policy DM13 and requiring new homes permitted under this policy to be for people with a local connection who will use them as their main homes.

⁶⁵ As set out in the Local Connection Policy: <https://www.southlakeland.gov.uk/media/5756/council-local-connection-policy.pdf>

Question 118: Which of these policy options for local occupancy housing do you support and why? Please give your reasons, noting the reference number, and add any other comments or alternative suggestions.

4.5.7 Key Issue: Setting housing requirement figures for Neighbourhood Plan areas

What is the Issue?

- 4.5.7.1 National planning policy requires local authorities to set housing requirement figures for designated neighbourhood plan areas as part of their strategic policies. This means we will need to decide what proportion of the housing requirement for the whole Local Plan area should be met within the neighbourhood plan areas.
- 4.5.7.2 In the South Lakeland Local Plan Area we have the following designated neighbourhood plan areas:
- Heversham and Hincaster – Adopted Neighbourhood Plan
 - Grange over Sands – Adopted Neighbourhood Plan
 - Allithwaite and Cartmel – Draft Neighbourhood Plan in preparation
 - Burneside – Early stages of research and plan preparation.
- 4.5.7.3 The government's planning guidance explains that there is no set method for setting neighbourhood plan area housing figures, but suggests local authorities might want to take into consideration:
- The spatial strategy in the Local Plan, which distributes development across the Local Plan area.
 - Evidence on the amount of land available for housing in the area.
 - The characteristics of the neighbourhood plan area including its population and role in providing services.
 - Factors that could restrict the scale, type or distribution of development in a neighbourhood plan area.
- 4.5.7.4 There are a range of factors to consider in determining appropriate housing requirement figures for neighbourhood planning areas. In the spirit of localism which underpins neighbourhood planning we also consider that in addition to the above factors suggested by government, we should consider local communities' aspirations for the future development of their area and work together to agree appropriate requirement figures in the Local Plan.
- 4.5.7.5 The Housing Topic Paper sets out information on the factors listed in the government's planning guidance.

What are the Policy Options or Approaches?

Policy Options 5.7: Setting Neighbourhood Plan Area Housing Requirements

PO5.7/i: Set housing requirements based on the various factors outlined in planning guidance and in consultation with neighbourhood planning bodies

This option would include an assessment of the factors outlined in planning guidance, and look at the current and emerging Local Plan spatial strategy options and what they might mean for each neighbourhood plan area, available housing land in each area, the population and characteristics of each area, any constraints that may restrict the scope for future development, and the aspirations of local communities for future development in their area.

PO5.7/ii: Set housing requirements based purely on a population size basis

This option would set a requirement based on the size of the population of the neighbourhood plan area as a proportion of the Local Plan area. For example, if a neighbourhood plan area has 5% of the population of the Local Plan area, then the housing requirement would be 5% of the overall housing requirement for the Local Plan area.

Based on 2019 Mid-Year Population estimates, this would result in the neighbourhood plan areas having the following proportions of the overall Local Plan housing requirement as their neighbourhood requirement:

- Grange-over-Sands: 5.5%
- Allithwaite and Cartmel: 2.4%
- Heversham and Hincaster: 1.2%
- Burneside: 1.9%

Question 119: Which of these policy options for neighbourhood plan housing requirements do you support and why? Please give your reasons, noting the reference number, and add any other comments or alternative suggestions.

4.5.8 Issue: Older People's Housing

What is the Issue?

- 4.5.8.1 South Lakeland has a significantly older population than regionally and nationally, and looking to the future our population will continue to age at a faster rate. It is important that suitable housing is provided to meet the needs of older people. This could be general market housing such as bungalows or housing that is accessible and easily adaptable, or specialist forms of housing,

ranging from retirement apartments, to extra care housing, to residential care homes. Our 2017 SHMA estimated a need for an additional 57 units of specialist housing for older people each year in the Local Plan area.

- 4.5.8.2 A number of specialist housing schemes are being planned including an extra care scheme of 104 homes that is being built in Oxenholme, and there are two planning applications in progress for retirement housing close to Kendal Town Centre. Permission has also recently been granted for an extra care scheme in Kents Bank, Grange-over-Sands.
- 4.5.8.3 There are a number of ways that the Local Plan can help ensure suitable housing is provided for older people. One important factor is ensuring that all new homes that are built are accessible and can easily be adapted as people's needs and mobility change over their lifetime. This helps people stay in their own home as they age if that is their preference. Our Local Plan (Policy DM11) already requires all new homes to be built to higher Building Regulations in this respect and we do not think that this approach should be changed through the Local Plan Review. Another possible option would be to identify sites specifically for specialist housing for older people such as extra care schemes. We could also consider requiring certain types of housing to be provided on development sites as part of the mix, such as bungalows.

What are the Policy Options or Approaches?

Policy Approaches 5.8: Older People's Housing

- PA5.8/a** Continue to require all new build homes to meet the optional building regulations on accessibility and adaptability (as set out in current Policy DM11) to ensure all new homes are more accessible and are more easily adaptable as people's needs change throughout their lifetimes.
- PA5.8/b** Consider whether to allocate sites specifically for specialist housing for older people, or whether to require them as part of the housing mix on large sites.

Question 120: Which of these policy approaches to older people's housing do you support and why? Please give your reasons, noting the relevant reference numbers, and add any other comments or alternative suggestions.

4.5.9 Issue: Gypsy and Traveller Housing Needs

What is the Issue?

- 4.5.9.1 The Government's planning policies and requirements for Gypsy and Traveller sites are set out in the [Planning Policy for Traveller sites](#)⁶⁶. This must be taken into consideration in preparing local plans and taking planning decisions. It encourages local authorities to formulate their own evidence base for Gypsy and Traveller needs and to provide their own targets relating to pitches required.
- 4.5.9.2 The most recent assessment of need in South Lakeland is contained in the 2013 Cumbria wide Gypsy and Traveller Accommodation Assessment (GTAA). This concluded that in South Lakeland there was no need for permanent residential pitches or travelling showpeople plots, but a need for eight transit pitches. This was based on unauthorised encampment activity in the Bardsea and Birkrigg Common areas, south of Ulverston.
- 4.5.9.3 More recent evidence of unauthorised encampment activity collected by the Council (see the Housing Topic Paper) suggests that the scale of activity has reduced in recent years both in terms of the number of events and the number of caravans reported. Our current understanding is therefore that temporary stopover provision would possibly be more appropriate in meeting needs than formal transit pitches which are designed for longer stays.
- 4.5.9.4 An update to the Cumbria GTAA was commissioned in 2020 and will provide an updated assessment of need which will be taken into account in the Local Plan Review. This will inform the setting of a pitch requirement if required, along with identifying any sites, if a need for these is highlighted through the study.
- 4.5.9.5 Current Local Plan policy for gypsy and traveller sites is contained within Policy DM26 of the Development Management Policies DPD. This sets out a criteria based policy for assessing any proposals for traveller sites that may come forward. This policy will be reviewed subject to the outcome of the updated Cumbria GTAA.

What are the Policy Options or Approaches?

Policy Approach 5.9: Gypsy and Traveller Housing Needs

PA5.9/a Review the findings of the forthcoming Cumbria Gypsy and Traveller Accommodation Assessment, and then review Local Plan Policy

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https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/457420/Final_planning_and_travellers_policy.pdf



DM26, and if necessary set a new pitch requirement and identify sites to meet need identified in the study.

Question 121: Do you support the proposed policy approach to planning for the housing needs of gypsies, travellers and travelling showpeople? Please give your reasons, noting the relevant reference number, and add any other comments or alternative suggestions.

4.6 Theme 6: Supporting a Sustainable Economy

Objective 6: To support economic growth in ways which are compatible with environmental objectives, promote a greener economy, revitalise town centres and deliver increased prosperity for the whole community, including good quality and better paid jobs.

4.6.1 Key Issue: Developing an Economic Vision and Strategy

- 4.6.1.1 South Lakeland district lies at the heart of the Morecambe Bay Economic Region which also includes our two partner authorities of Lancaster with its knowledge base, and Barrow with its advanced manufacturing expertise. Together, these make up an economic region with a population of more than 320,000, more than 13,000 businesses, 18,000 advanced manufacturing jobs and two universities, aligned with economic, environmental, cultural and health geographies. All three councils are using their combined weight to secure the investment, growth and transport infrastructure that will deliver jobs and maintain and enhance quality of life across the whole [Bay](#)⁶⁷ area.
- 4.6.1.2 The three councils have a joint ambition for a thriving and diverse sub-regional economy with a skilled workforce, a balanced housing market to meet needs, great leisure services to encourage healthy lifestyles and a cultural offer that appeals to residents and visitors alike as well as delivering excellent regulatory services. Co-operation and collaboration across the Bay also creates opportunities to develop combined approaches to health, carbon reduction and tackling deprivation and inequality.
- 4.6.1.3 The NPPF requires LPAs to set out ‘a clear economic vision and strategy which positively and proactively encourages sustainable economic growth, having regard to local industrial strategies and other local policies for economic development and regeneration’. The review of the South Lakeland Local Plan provides a key opportunity to develop an economic vision and strategy and ensure we have the right planning policies and land supply in place to help deliver it. In this the NPPF is clear that the role of the Local Plan extends to tackling constraints such as infrastructure and housing supply, as well as ensuring flexibility to respond to changing needs.
- 4.6.1.4 Later in theme 6 we consider if and how planning policies should change to help meet the challenges facing our town centres. Earlier in this document,

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<https://committeeadmin.lancaster.gov.uk/documents/s77945/The%20Bay%20Resilience%20and%20Prosperity%20Strategy%20-%20September%202020.pdf>

theme 3 considers local economic and regeneration issues and proposals for Kendal, Ulverston, Grange-over-Sands, Milnthorpe and Kirkby Lonsdale and also policies which support the rural economy.

Local Economy

- 4.6.1.5 South Lakeland's economy's strengths include a range of advanced manufacturing businesses, in and near Kendal and Ulverston, and also a strong tourism sector based on the district's outstanding landscapes which includes parts of the Lake District National Park and World Heritage site and Yorkshire Dales National Park. South Lakeland also benefits from good links to Lancaster University and University of Cumbria, and has fast road and rail links to London, Manchester airport and Scotland. South Lakeland has the best qualified population in Cumbria and the highest rate of business start-ups. The district also has a high concentration of creative and arts-related businesses and a developing green economy to help meet the challenges of climate change - both of which offer potential for future growth.

Challenges

- 4.6.1.6 Looking ahead to plan for the needs of the local economy presents unprecedented levels of uncertainty, including Brexit and of course the continuing Covid 19 pandemic - the full impacts of which are likely to remain unclear for some time. The district historically has very low levels of unemployment but at one stage in the pandemic it had the highest rates nationally of those on furlough due to the significance of the hospitality sector for local employment. The pandemic has exacerbated the impact of on-line shopping trends on our town centres. It has also highlighted the challenge of meeting the needs of an aging population and providing job opportunities to encourage young people to stay and others to return. Perhaps contrary to expectations the housing market has strengthened locally and nationally. While this is bringing benefits in terms of continued employment and delivery of affordable housing, higher house prices add to the long standing challenge of affordability for those on low average wages. There are growing hopes for some economic recovery in the second half of 2021, but there remains the likelihood of longer term challenges in meeting the ongoing social, economic and health needs of many.

Steps to Developing an Economic Vision and Strategy

- 4.6.1.7 There are several matters that are important to take into account in setting an economic vision and strategy for the Local Plan Review, which are discussed below:
- 4.6.1.8 Working in Partnership: South Lakeland District is working with Lancaster City and Barrow in support of a proposal for a single unitary Council for the Morecambe Bay economic region and to develop a Morecambe Bay growth

bid. The Bay Prosperity and Resilience Strategy was published in 2020. With a combined population of over 320,000, 18,000 advanced manufacturing jobs and two universities, we can use our combined weight to secure the investment, growth and transport infrastructure that will deliver jobs and maintain and enhance quality of life across the whole Bay area. Working across boundaries also means working across other related geographies including the Lake District and Yorkshire Dales National Parks, Cumbria County Council and Local Economic Partnership and the Borderlands programme.

4.6.1.9 National and Local Policy: Relevant national policies include the Government's 2017 UK Industrial Strategy. Its more recent policy paper [Ten Point Plan for a Green Industrial Revolution](#)⁶⁸ refers to 'building back better, supporting green jobs and accelerating our path to net zero carbon emissions'. It gives examples for extra employment in sectors which have potential benefits in South Lakeland, including renewable energy, greener building and also protection of the natural environment and increasing biodiversity. Locally relevant policies and strategies include:

- SLDC's [Council Plan](#)⁶⁹, a priority of which is 'working across boundaries to deliver economic growth'. SLDC has also approved a Kendal Town Centre Management Plan and is developing a forthcoming Economic Development Strategy; and
- Kendal Futures published its [Kendal Vision](#)⁷⁰ document in March 2020. It was prepared following extensive local engagement. It focuses on the town's assets (river, historic centre and cultural scene), develops a range of emerging ideas (e.g. for traffic and movement) and then sets out ideas for improving a number of opportunity areas in the form of an indicative masterplan.
- Cumbria Local Enterprise Partnership's (LEP) [Cumbria's Local Industrial Strategy](#)⁷¹ (March 2019) and related documents, a key ambition of which is to ensure inclusive economic growth.

4.6.1.10 Changes to the Planning System: In August 2020, the Government consulted on a White Paper, *Planning for the Future*, which may have major implications

⁶⁸ Policy Paper, The Ten Point Plan for a Green Industrial Revolution, Department for Business, Energy & Industrial Strategy, updated 18 November 2020

<https://www.gov.uk/government/publications/the-ten-point-plan-for-a-green-industrial-revolution/title>

⁶⁹ <https://www.southlakeland.gov.uk/your-council/council-business/council-documents/council-plan/#gsc.tab=0>

⁷⁰ <https://www.kendalfutures.co.uk/inspiration-for-change-in-kendal/>

⁷¹ <https://www.thecumbrialep.co.uk/resources/uploads/files/Local-Industrial-Strategy.pdf>

for the future of Local Plans. But until the final proposals are known, LPAs are urged to press on with updating their Local Plans under the current system.

4.6.1.11 Recent changes to the Use Classes system will however have a more immediate effect on the Local Plan, with implications for planning policies for employment and town centres. The Use Classes Order⁷² sets out classes of land use, within which changes of use can take place without the need for planning permission. Prior to September 2020, there was a separate use-class B1 – Business, including 3 sub-classes for offices, research and development and industrial processes suitable in residential areas. From September 2020 all of class B1 is now part of a new Use Class E, which means changes between these and the following uses (*each previously in separate use classes*) can take place without permission:

- shops
- financial and professional services,
- cafes/restaurants
- indoor sports/fitness, medical health facilities and crèche/nurseries

4.6.1.12 Furthermore earlier in 2021, controversial proposals were consulted on which the Government has now confirmed will take effect from September 2021. These will allow a change of use to housing on all uses in class E, without a full planning application. We look in more detail at the implications of these changes later in this theme, which include questions such as:

- Should we continue allocating new sites (or parts of sites) for B1 uses - or protecting existing employment sites which include B1 uses - if we can no longer stop these changing to shops, cafes or gyms (and possibly to housing if current proposals are confirmed)?
- Should we continue to have policies which protect parts of town centres for mainly shopping uses, if we can no longer stop these changing to other uses in class E such as gyms, offices and now housing?

4.6.1.13 Gathering Relevant Information: To inform the review of policies for employment, business and town centres we are undertaking the following studies in 2021:

- A Strategic Housing and Employment Needs Assessment (SHENA) to advise on the amount, type and location of employment land required to 2040

⁷² A range of changes to the Use Class Order came into force on 1st September 2020 through the [Town and Country Planning \(Use Classes\) \(Amendment\) \(England\) Regulations 2020](#)

- A parallel Strategic Housing and Employment Land Availability Assessment (SHELAA) to assess which sites are suitable for allocation for employment
- Updated Town Centre Health checks

4.6.1.14 An Infrastructure Delivery Plan will be prepared later to assess and cost the additional infrastructure and services needed to deliver the employment and regeneration proposals in the forthcoming draft Plan. In view of the changes to the Use Classes Order, we do not currently intend to prepare a traditional Retail Impact Study, but may consider seeking advice on how the Local Plan could help respond to the pressures currently facing town centres.

What are the Policy Options or Approaches?

Policy Approaches 6.1: Developing an Economic Vision and Strategy –

The proposed approaches to developing an economic vision and strategy to ensure we have the right planning policies and land supply in place to help deliver it are:

- PA6.1/a** Work in partnership with neighbouring councils, including around the Bay, Cumbria County Council and Local Enterprise Partnership, businesses and infrastructure stakeholders and representatives and local communities.
- PA6.1/b** Take account of National and Local policies and strategies, including the Bay Resilience and Prosperity Strategy; the strategies of the Cumbria Local Enterprise Partnership's (LEP); SLDC's Council Plan, Kendal Town Centre Management Plan and forthcoming Economic Development Strategy; and other strategies by local organisations such as Kendal Future's Kendal Vision.
- PA6.1/c** Take account of changes to the planning system including recent change to the Use Classes Order
- PA6.1/d** Gather relevant Information and evidence

Question 122: Which of these policy approaches to developing an economic vision and strategy do you support and why? Please give your reasons, noting the relevant reference number, and add any other comments or alternative suggestions or suggestions.

4.6.2 Key Issue: Scale and Location of Employment Development

What is the Issue?

- 4.6.2.1 We want to help current businesses expand and grow the number of higher-value jobs to retain and attract a skilled workforce, particularly the young. We also want to attract new businesses to our area. It is important that Local Plan policy is responsive to existing and future economic demands.
- 4.6.2.2 In supporting sustainable economic growth and productivity in South Lakeland, a key role of the Local Plan is to determine how much land is needed to meet business needs to 2040 and then to ensure a sufficient supply of deliverable and suitably-located sites. To help with this we are currently undertaking a Strategic Housing and Economic Needs Assessment. The Council's Annual Monitoring Reports provide more detail on the current supply of employment land and recent rates of development, discussed in the remainder of this section.

Land Supply and Demand

- 4.6.2.3 The Core Strategy's target in 2010 was to provide enough land for about 4 hectares a year, or 60 hectares, to 2025. Although the later Employment Land and Premises Review study in 2012 indicated a need for about 36 hectares, in fact the Land Allocations DPD in 2013 allocated over 60⁷³ hectares to allow for flexibility and choice.
- 4.6.2.4 In the 11 years to 2020, just over 11 hectares of land has been developed across the district, an average of about 1.1ha per year. As a result there remains about 55ha⁷⁴ of land, mostly on allocated greenfield sites in Kendal, Milnthorpe and the east of the district. This contrasts sharply with Ulverston where the remaining supply of employment land is limited (just over 3ha) as this is where most recent employment development has taken place including at Siemens at Low Mills, Trittech at Canal Head and the Blue Light hub and other commercial and retail development at the Beehive Business Park on Lightburn Road.
- 4.6.2.5 There has been modest employment development in Kirkby Lonsdale and Milnthorpe. As regards supply of land in the Key Service Centres: 4.4ha is available in Milnthorpe, in addition to 8ha allocated next to Mainline Business Park; and 1.3 ha has outline consent at Kirkby Lonsdale.
- 4.6.2.6 What should our response be to the relatively small take up of new land for employment and the relative oversupply of allocated land in the east of the district? In contrast it is clear that additional employment land is needed to meet

⁷³ The total of 60.95 hectares (gross) includes the employment element of five mixed use land allocations.

⁷⁴ As at 31 March 2020

a shortfall in the Ulverston area. As noted previously, we will undertake a study to investigate the amount and type of employment land needed to 2040, and assess if the existing sites are the right size, type and location to meet the evidence of need. From our early engagement in 2020, we noted that some respondents felt the Local Plan should only address genuine local employment needs, while others felt that higher levels are needed to support economic growth, widen the district's economic base and support diversification.

What are the Policy Options or Approaches

Policy Approaches 6.2: Review of Demand and Supply of Employment Land

- PA6.2/a** A strategic joint review of both employment and housing needs for the plan period to 2040, taking account of past rates of development and evidence of future demand.
- PA6.2/b** A parallel strategic review of sites potentially available to meet employment needs, including a review of the continued suitability of those allocated employment sites which remain undeveloped.⁷⁵

Question 123: Which of these policy approaches to providing the right amount and location of land for employment do you support and why? Please give your reasons, noting the relevant reference number, and add any other comments or alternative suggestions.

Question 124: What scale of economic growth should we be providing for and should we plan only to meet local need or also to attract inward investment? Should we provide for some level of over supply to allow for choice and flexibility?

4.6.3 Key Issue: Making Better Use of Greenfield Employment Sites

- 4.6.3.1 In the context of what may be seen as an oversupply of employment land, we need to reassess the land supply, and in particular several larger greenfield sites in the east of the district that have not yet been developed - although some have been subject of development interest. These will be the subject of later specific studies, but your views are also welcome at this stage. Questions include whether they are still needed to meet market demand, and if they remain suitable in terms of location, constraints and availability? If they are no longer needed or suitable, should the sites be considered for de-allocation?

⁷⁵ Please see Theme 2, Section 4.2.6 for more information on the Strategic Housing and Employment Land Availability Assessment (SHELAA), including those site suggested in the Call for Sites and the opportunity to assess other sites for consideration, as part of this consultation.

- 4.6.3.2 If the viability of employment development is the main issue, should higher value uses, such as housing or retailing, be accepted on parts of the sites to cross-subsidise the less viable employment development? Experience of several mixed use allocations in the Local Plan suggests this is not always the solution. If allocating parts of sites for residential use, it would be important to consider if the industrial uses are suitable in or near the residential areas. In Ulverston at the Beehive Business Park, retail development cross-subsidised employment uses, after accepting viability evidence that employment development (B1 – office) was unviable on its own. Some business units in the planning consent have still to be delivered.
- 4.6.3.3 The NPPF advises that policies need to reflect changes in the demand for land. It states that where LPAs consider there to be no reasonable prospect of an application coming forward for the use allocated in a plan, they should, as part of plan review, reallocate the land for a more deliverable use that can help to address identified needs or, if appropriate, deallocate a site which is undeveloped.
- 4.6.3.4 While individual sites are the subject of more detailed study and later stages of public consultation, we would welcome your views on the following broad options for the review of undeveloped greenfield sites allocated in the current Local Plan:

What are the Policy Options or Approaches?

Policy Options 6.3: Employment Land Supply - Making better use of allocated greenfield employment sites

PO6.3/i: Seek to retain existing allocated employment sites for longer term employment development (and also consider active public intervention to help bring sites forward for development)

PO6.3/ii: Consider de-allocating some larger allocated employment sites where there is evidence of oversupply (and also consider if they may be suitable to allocate for other uses)

PO6.3/iii: Allocate part of the sites for higher value uses with the purpose of cross-subsidising and facilitating less-viable employment development

Question 125: Which of these policy options for reviewing larger greenfield employment allocated sites do you support and why? Please give your reasons, noting the reference number, and add any other comments or alternative suggestions.

Question 126: Can you think of other ways to help facilitate the development of larger allocated greenfield sites? If parts of sites were

allocated for higher value uses to cross-subsidise employment uses, how can we guarantee that the employment uses are delivered?

4.6.4 Key Issue: Types of Employment Development

What is the Issue?

4.6.4.1 In planning for an adequate supply of deliverable employment land, we need to review the need not just for the total amount but also for different types and market sectors of employment needs, and in different parts of the district. This will form an important part of the planned studies.

4.6.4.2 The current Local Plan sets out targets and allocates sites by market sector:

- strategic employment (*Scroggs Wood, Kendal & Canal Head, Ulverston*)
- business and science parks (*Burton Road, Kendal and Lightburn Road, Ulverston*)
- local employment sites (*12 other sites across the district*)

It also allocates sites for the following specific use classes, and in locations which reflect the overall policy on distribution of development.

- B1 Business: (business and science parks)
- B2 General Industrial
- B8 Storage and Distribution (e.g. Adjacent to Mainline, Milnthorpe)

4.6.4.3 In practice the types of employment that have taken place have not always corresponded to the categories for which sites were allocated, for example, the Lightburn Road allocation site in Ulverston which is being developed for mixed use including retail as well as employment use. Nor has the allocation of sites for particular purposes (e.g. as business and science parks) ensured or encouraged these types of development to come forward.

4.6.4.4 The continued relevance of these categories and whether they reflect current and future demands for employment related development are key questions for the Local Plan Review. For example. to what extent will they have altered as a result of the covid-19 pandemic, in the light of greatly increased home working? As part of the Plan review we will need to engage with local businesses, representative groups, commercial employment land developers and the Cumbria Local Enterprise Partnership for their experience and views on current and future needs for different types and sectors of employment land needs across the district. Other matters which will impact on how we plan and provide for different types of employment are discussed below:

National Policy and Changes to the Use Classes Order

4.6.4.5 The NPPF advises that planning policies need to reflect changes in the demand for land, be flexible to adapt to rapid change and either set criteria or identify

strategic sites, for local and inward investment. It also advises that policies should address the locational requirements for different sectors, including provision for clusters of knowledge and data driven, creative or high technology industries and for storage and also distribution operations at various scales and accessible locations.

- 4.6.4.6 As noted earlier in the section, the Government has significantly changed the way in which we categorise land uses for planning purposes in the Use Classes order. This means that B1-Business land use class and its sub-use classes: B1(a), B1(b) and B(c) are now included within a new single Use Class E – ‘Commercial, business and services’ along with other uses. General Industrial (B2 use) and Storage and distribution (B8) are not included in the new class E
- 4.6.4.7 It is therefore no longer clear if it remains possible to restrict employment sites allocated for B1 (a), (b) or (c) use classes, as these are now within the ‘new’ use class E and could be changed, without the need for planning permission, to other uses in Class E such as shops, offices, cafes, gyms and (now) housing.

Cumbria Local Enterprise Partnership (LEP)

- 4.6.4.8 The Cumbria LEP’s emerging Cumbria Employment Sites and Premises study (CESP) considers Cumbria’s employment land needs to 2033 and identifies priority sites of which can be supported by the LEP and its partners. The study includes five employment sites allocated in the South Lakeland Local Plan, which it categorises as ‘local priority sites’ or other ‘local sites’. The study also refers to ‘growth drivers’ linked to existing strengths. These include logistics, the M6 motorway and opportunities to develop a network of ‘final mile’ sites aligned to growth in on-line retailing. Other potential growth sectors (pre-Covid 19) included a greater need for flexible workspace, smaller workspace (even with increased home working) and growth in the food and drink sector.
- 4.6.4.9 The emerging CESP study also identifies the need for an ‘opportunity site’ in south-east South Lakeland to attract inward investment into Cumbria, which it categorises as a strategic ‘regional site’. The study does not identify a specific location, and advises that *‘...the identification of a site would require further consideration through the Local Plan review process, taking into account factors such as the economic benefits of such a development, infrastructure provision, accessibility, deliverability, commercial interest and sustainability’*.

Regeneration and Opportunity Areas

- 4.6.4.10 The current Local Plan identifies a mixed use ‘Regeneration Opportunity Area’ at Canal Head, Ulverston (Policy LA5.4). Policy DM24 also sets a policy framework for the development and regeneration of the Canal Head Area in Kendal. The Local Plan Review provides a chance for other regeneration opportunity areas to be identified. Kendal Future’s [Kendal Vision](#) document, for example, sets out ideas for improving a number of opportunity areas in Kendal

the form of an indicative masterplan. Those which have commercial and business elements include areas at and near the Railway Station, Westmorland Shopping Centre and town centre, Canal Head and Brewery Arts Centre, Highgate and Waterside.

What are the Policy Options or Approaches?

- 4.6.4.11 The updated evidence base on needs will recommend types of employment uses and existing and potential future employment growth sectors having regard to NPPF policy and market signals. We ask questions after the following policy options about future growth sectors and how policy can be responsive and adaptive to change.

Policy Approaches 6.4: Providing the right types of employment sites

- PA6.4/a** In response to changes to the Use Classes Order, consider whether to allocate employment sites only for B2 (general industry) and B8 (storage and distribution) uses; or whether also to explore ways of also allocating former B1 (offices etc.) uses, in ways which would prevent their change to other uses such as shops, cafes and gyms.
- PA6.4/b** Consider allocating employment sites only where there is a potential end user and introducing a criteria-based policy for employment proposals which arise after the adoption of the plan.
- PA6.4/c** Review whether the three employment land market sector types in the current Local Plan remain appropriate: strategic employment sites; business and science parks; and sites for local employment.
- PA6.4/d** Consider the principle of allocating a regional scale employment site in the south east of the District in proximity to the M6 motorway.
- PA6.4/e** Consider identifying Regeneration Opportunity Areas where this designation and appropriate policies could promote and guide their mixed-use redevelopment and regeneration.
- PA6.4/f** Consider policies and site designations which would promote particular growth sectors such as the green economy or food and drink based businesses for example.

Question 127: Which of these policy approaches to providing the right types of employment sites do you support and why? Please give your reasons, noting the relevant reference numbers, and add any other comments or alternative suggestions.

4.6.5 Key Issue: Existing Employment Areas

What is the Issue?

- 4.6.5.1 Significant economic changes are likely to occur over the Plan period up to 2040. We are all aware of the current impacts from Covid-19 and Brexit and greatly increased home working. But other longer term trends relate to technological advances, the growing digital economy and changes to working trends relating to growth in automation and artificial intelligence. The Local Plan policy approach to business employment needs to adapt to these changes and be suitably flexible.
- 4.6.5.2 In that context, Local Plan Policy LA1.5 currently seeks to retain in employment use, 54 developed employment sites in the district, including long-established industrial estates and business parks. We refer to these as [Existing Employment Areas](#). The sites range in size from large industrial estates and individual business premises such as Croppers at Burneside and Oxley's in Ulverston, to smaller business premises, including a number in rural areas. Taken together these sites make an important contribution to the area's continuously changing need (or 'churn') for employment floorspace. Policy LA1.5 indicates the acceptable use classes for each site but does not preclude ancillary or subsidiary uses, nor override existing use rights.
- 4.6.5.3 Our evidence from monitoring shows that in a number of employment sites (such as Shap Road, Kendal) there's been some loss of floorspace to non-employment uses such as gyms and to premises with an element of retailing. Some sites already contain differing uses, including sui generis⁷⁶ uses such as car show rooms. A key issue for the Local Plan Review is therefore whether we should continue to protect these existing employment sites for mainly employment uses?
- 4.6.5.4 Recent changes at a national level promote greater flexibility in uses within employment sites. As noted earlier, the amended Use Classes Order means it is harder to prevent some business uses (including offices, research and development and light industrial units) in existing employment areas changing to other uses such as shops, cafes and gyms. Other permitted development rights for example also allow B1 uses to change to residential, and the Government has very recently approved its proposals which will allow the various commercial uses in the new Class E to change to residential, subject to prior approval on certain matters by the LPA.
- 4.6.5.5 In terms of national planning policy, the latest advice in the NPPF states that "... LPAs should also take a positive approach to applications for alternative

⁷⁶ Sui generis – 'Sui generis' is a Latin term that, in this context, means 'in a class of its own'. Certain uses are specifically defined and excluded from classification by legislation, and therefore become 'sui generis'

uses of land which is currently developed but not allocated for a specific purpose in plans, where this would help to meet identified development needs. In particular they should support proposals to use retail and employment land for homes in areas of high housing demand, provided this would not undermine key economic sectors or sites or the viability or vitality of town centres and would be compatible with other policies in the NPPF...”

4.6.5.6 If we do not take forward a policy to retain employment areas in mainly employment uses, some possible implications are set out below:

Opportunities	Threats
<ul style="list-style-type: none"> • More flexibility to respond to changing needs. • Increased homeworking, for example, may require less B1 office accommodation, so flexibility to change this to other uses could be positive as part of a response to over-supply. • Parts of some existing employment sites may be suitable for non-employment and other uses. 	<ul style="list-style-type: none"> • Higher-value Class E uses (such as gyms, crèches, retail, food and drink, dwellings) may displace B1 business uses (offices, light industry, research and development) and make it harder for these to obtain affordable accommodation and sites. • This threat is to ‘traditional’ industrial estates, business parks and estates with small units for small and medium sized enterprises (e.g. Beezon Road Estate and Fell View Trading Park, Kendal) - particularly if premises are on shorter term leases rather than freehold.

Table 21: Opportunities and threats – Employment space

What are the Policy Options or Approaches?

Policy Options 6.5: Existing Employment Areas

PO6.5/i: Review the existing employment sites in the Local Plan and in future protect only the larger sites and premises (including large single employers), which comprise mainly B2 (general industry) and B8 (storage and distribution) uses

This approach limits protection to B2 and B8 uses where effective planning control remains. It would no longer seek to retain B1 uses (offices, light industry, research and development) as planning controls to prevent their changes to other uses are now severely restricted.

PO6.5/ii: To no longer seek to identify and protect any existing employment areas in the reviewed Local Plan.

This approach would allow more flexibility in response to changing economic needs within employment sites, but by accepting more non-employment uses, would reduce the supply of developed employment land and premises currently available to various light industrial uses.

Question 128: Which of these policy options for reviewing existing development employment sites do you support and why? Please give your reasons, noting the reference numbers, and adding any other comments or alternative suggestions.

Question 129: Can you suggest other ways to protect land and premises for light industrial uses or to increase the supply by other means? If we can't protect all light industrial uses by the current 'blanket approach', which light industrial sites or uses should we seek to protect?

4.6.6 Key Issue: Town Centre Viability – Defining Boundaries and appropriate uses

What is the Issue?

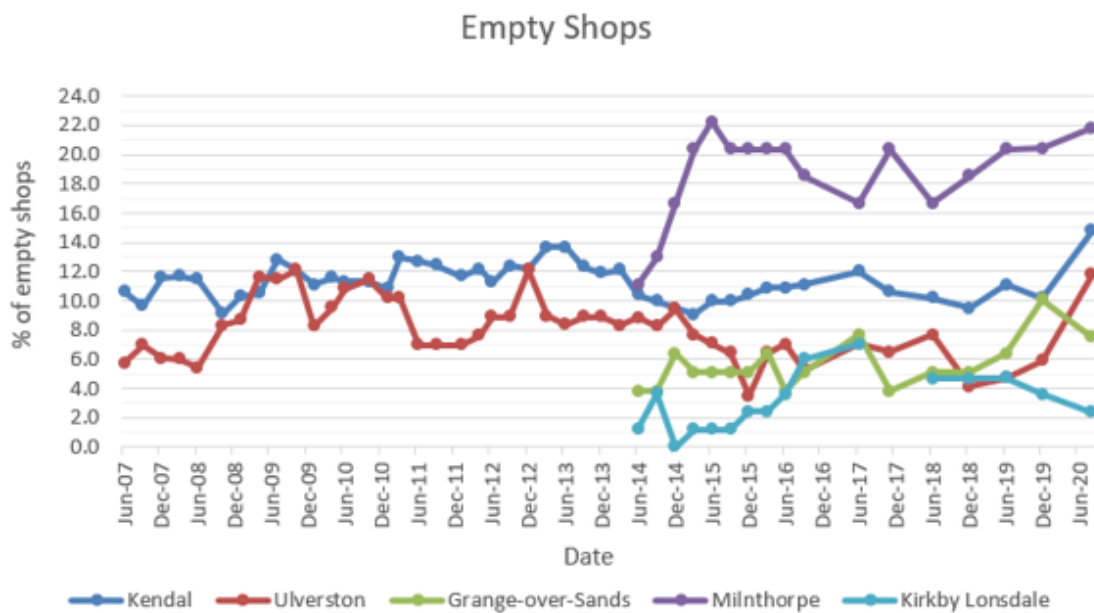
Changes in Town Centres

- 4.6.6.1 Our town centres are at the heart of our local communities. They are places where we experience social interaction, access key services and facilities, as well as work, live and visit. They provide opportunities for new commercial and other enterprises and contribute significantly to the identity and character of our towns as a whole. How we use town centres and the way we do our shopping is changing. National trends for increased online shopping, together with potentially more leisure and food and drink uses, and possibly residential use, are likely to change significantly the nature and function of our town centres. We need to consider how our town centres can continue to evolve in a way that supports wider needs such as access to quality jobs, housing, services and facilities, entertainment and leisure. We therefore need to ask what the vision for our town centres should be, and how they will function as places. In doing so we need to question whether our town centres should see a different mix of uses to help deliver these visions.
- 4.6.6.2 We are already seeing some changes. We are seeing some town centre uses being approved in out of town locations, such as leisure and gyms on industrial estates. Main town centre uses are defined in the National Planning Policy Framework (NPPF)⁷⁷. We are also seeing more upper floors in the larger town

⁷⁷ National Planning Policy Framework (NPPF), 2019, Definition of 'Main town centre uses': Retail development (including warehouse clubs and factory outlet centres); leisure; entertainment and more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs, nightclubs, casinos, health and fitness centres, indoor bowling centres and bingo halls);

centres being converted from ancillary retail storage to residential use. In town centres generally over the past few years, it is noticeable that there have been increases in some sectors and declines in others. There have been increases in food and drink businesses and in service and experience-based businesses such as: beauty; hair dressers and nail bars.

4.6.6.3 In some town centres, such as Grange-over-Sands, financial services have been closing. We have also lost the Beales department store in Kendal. Evidence from the Council’s annual vacant shops survey shows that vacancy rates vary significantly in the district, with Kirkby Lonsdale having relatively low vacancy rates and Milnthorpe having the highest vacancy rates compared to the other town centres. Since December 2019 Kendal and Ulverston have seen rates increasing. This could be due to the economic impact of the Covid -19 Pandemic or other economic impacts such as competition from increased online or out of town shopping.



Source: South Lakeland District Council – Survey of empty shops in town centres.

Figure 36: Percentage of empty shops in town centres from June 2007 to June 2020

4.6.6.4 Given the national context of changes to retailing and high streets, there is a need for more flexibility and promotion of mixed uses within town centres, so that towns can re-purpose and diversify. Recent Government changes to the Use Classes order, including the new use class E, already introduces increased flexibility, allowing changes between some use classes without the need for full planning permission. Following recent consultation, this includes changes of

offices; and arts, culture and tourism development (including theatres, museums, galleries and concert halls, hotels and conference facilities).

use to residential from use class E without full planning permission. These reductions in planning controls will inevitably result in the loss of town centre retail floorspace to other uses within Class E and also to residential use.

National Planning Policy

4.6.6.5 The 2019 National Planning Policy Framework (NPPF) defines ‘town centres’. It also advises that planning policies should:

- take a positive approach to town centres growth, adaptation and management;
- define a network and hierarchy of town centres and promote their long term vitality and viability, by allowing them to grow and diversify in a way that can grow and respond to rapid changes in the retail and leisure industries;
- allow a suitable mix of uses (including housing) and reflect their distinctive characters;
- make clear the range of uses permitted in town centres and primary shopping areas; and
- recognise that residential development often plays an important role in ensuring the vitality of centres and encourage residential development on appropriate sites.

4.6.6.6 The 2019 NPPF advises that planning policy should:

- define the extent of town centres and primary shopping areas and make clear the range of uses permitted.; and
- town centre boundaries should be kept under review where necessary.

4.6.6.7 The NPPF does not explicitly refer to primary and secondary shopping or retail frontages. National Planning Practice Guidance (PPG, 2019) advises that local authorities, may, where appropriate, define primary and secondary retail frontages where their use can be justified in supporting the vitality and viability of particular centres.

Current Local Plan policy

4.6.6.8 Core Strategy Policy CS7.5 identifies a hierarchy of centres and the nature and type of services and facilities each should provide. It includes a retail and town centre strategy for the five defined town centres of Kendal, Ulverston, Grange-over-Sands, Kirkby Lonsdale and Milnthorpe. The policy specifically refers to retail, business, cultural and leisure services. Under current national planning policy, proposals for main town centre uses outside of town centres are subject to the sequential test. This test requires applicants to demonstrate they have considered suitable sites within town centres first, if none available, then next

consider edge of centre and again if nothing available only then consider out of centre sites.

- 4.6.6.9 Town centre boundaries for Kendal, Ulverston, Milnthorpe, Grange-over-Sands and Kirkby Lonsdale are defined in our current Local Plan. The purpose of these boundaries is to seek to maintain and enhance the vitality, viability and sustainability of the district's town centres. The town centre boundaries defined on the Local Plan Policies Map are the preferred location for leisure, entertainment, food and drink, arts, tourism and office uses. Primary Shopping areas are also defined on the policies map, and are the preferred location for shopping development. Policy DM24 allows for residential development in the Kendal Primary Shopping Areas at first floor level or above provided it does not undermine the viability and vitality of its predominant retail function.
- 4.6.6.10 Primary and secondary retail frontages are also defined on the policies map for each of the five centres. On primary frontages retail uses should predominate, within secondary frontages a greater mix of town centre uses will be permitted.
- 4.6.6.11 Town centre and Primary shopping area boundaries will be reviewed as part of the Local plan review having regard to appropriate evidence including a Town Centre Health Check Assessment for each of the five centres.

What are the Policy Options and Approaches?

- 4.6.6.12 The policy approaches relating to defining town centres and setting out the range of uses in town centres, are set out below. Please also refer to Theme 3 which includes commentary about the district's five town centres (Kendal, Ulverston, Milnthorpe, Grange-over-Sands and Kirkby Lonsdale), asking questions about the future role of each town centre.

Policy Approaches 6.6: Town Centre Viability - Defining boundaries and appropriate uses

- PA6.6/a** Review and amend the existing five town centre boundaries and primary shopping areas, reflecting on updated evidence and any changing national policy and guidance, as well as opportunities for new development identified in strategies and studies.
- PA6.6/b** Support wider town centre visions and strategies, and specify where residential development may be appropriate taking account of latest national policy and changes in permitted development rights.

Question 130: Which of these policy approaches to defining boundaries and appropriate uses in town centres do you support and why? Please give your reasons, noting the relevant reference number, and add any other comments or alternative suggestions.



Question 131: What types of uses do you wish to see in our town centres to enhance their vitality and viability?

Question 132: If you think [Town Centre and Primary Shopping Area Boundaries](#), should be amended, please say why and show your suggested boundary changes on a map.

4.7 Theme 7: Greener Travel, Transport and Infrastructure Delivery

Objective 7: To ensure that development is supported by essential infrastructure and services and promotes safe movement and more sustainable modes of travel by enhancing greener travel networks for walking, cycling and public transport

4.7.1 Key Issue: Greener Travel Networks

What is the Issue?

- 4.7.1.1 Having access to and promoting the use of good quality walking, cycling and public transport enables people to travel by sustainable means thereby reducing levels of pollution and carbon emissions. Walking and cycling are active ways to travel and therefore a healthier option than using motorized vehicles. Public transport enables people to travel who do not have access to the private car, helping to address inequalities in accessibility.
- 4.7.1.2 Existing greener travel links which include rights of way, cycle routes, pavements, rail and bus routes are movement corridors linking our housing and employment areas with our town centres, services and facilities, employment areas, open spaces, and open countryside. The district's rural nature and factors relating to physical constraints including narrow roads, topography, historic patterns of development, and natural features including rivers can act as barriers to enhancing levels of provision. Many rural parts of our district have limited access to public transport service provision⁷⁸ meaning there is little choice other than to access services and facilities by private motorised means. Our towns and villages have varied levels of access to public transport service provision. Frequency of level of service is an issue, limited to mainly daytime, and often at hourly intervals. Links between the west and the east of the region for example Ulverston and Kendal are not conducive for making short trips by rail or bus between the two towns.
- 4.7.1.3 There is support as evidenced through the consultation feedback to improve and provide more green travel links, with priority given over to pedestrians and cyclists above the private car. Many people feel public transport provision needs enhancing, and there should be more and better linked walking and cycling routes. Existing greener travel links and levels of provision should therefore be safeguarded and opportunities to plug gaps and enhance them be acted on. New developments should be served by existing links as far as

⁷⁸ Department for Transport Data

possible, and enhancements to them or provision of new links provided where necessary as set out in current Local Plan Policy DM5 (walking and cycling). Policy CS10.1 sets out the Council's commitment to improve bus routes.

- 4.7.1.4 A Local Cycling and Walking Infrastructure Plan (LCWIP) is being developed for Kendal. LCWIPs set out in the Government's Cycling and Walking Investment Strategy, are a strategic approach to identifying cycling and walking improvements required at the local level. They enable a long-term approach to developing local cycling and walking networks, ideally over a 10 year period. The end product will comprise network plans for cycling and walking and include a prioritised programme of infrastructure improvements for future investment. The [Cumbria Cycling Strategy 2017 - 22⁷⁹](#) provides a framework in which to enhance and provide new cycling infrastructure across the district.
- 4.7.1.5 Site specific policies for proposed site allocations will identify how existing walking and cycling links should be protected and enhanced where these may be affected by new development and include requirements setting out how new links should be created.

What are the Policy Options or Approaches?

- 4.7.1.6 There is an option to continue with current Policy (DM5) which protects existing greener travel networks, and requires new development where necessary to enhance them, and/or provide new links in order to connect into them, amending / updating as necessary.

Policy Approach 7.1: Greener Travel Networks

PA7.1/a Continue with current Policy (DM5) which protects existing greener travel networks, and requires new development where necessary to enhance them and/or provide new links to connect into the network and amend/update policy as necessary.

Question 133: Do you support this policy approach to greener travel networks? Please give your reasons, noting the relevant reference number, and any other comments or alternative suggestions.

Question 134: Are there places where walking and cycling is difficult? Are there gaps in the network? Please indicate on a map where. How can we improve things?

4.7.2 Key Issue: Achieving Safe access and addressing transport impacts

What is the Issue?

- 4.7.2.1 Development proposals must be supported by safe means of access for all modes of transport (people on foot, bicycle, or using private and public transport). Consultation feedback has highlighted concerns that future growth and development may result in more trips made by the car and further congestion and may locally cause safety concerns. The safety and considerations of pedestrians and cyclists and those with limited forms of mobility must therefore be given priority above motorised vehicle users.

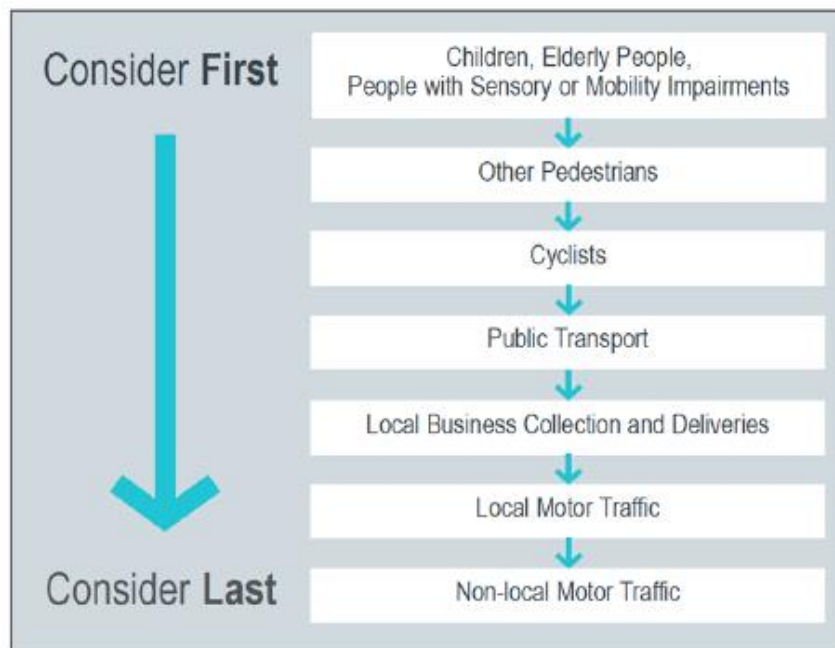


Figure 37: Consideration of safe access

- 4.7.2.2 Existing road networks must have sufficient capacity to accommodate new development to ensure it doesn't generate unacceptable levels of traffic that might cause safety risks or delays. Current Local Plan Policy CS10.2 specifies Transport Statements, assessments and travel plans may be required to accompany development proposals in order to determine likely implications for achieving safe access and acceptable levels of traffic generation. Current national policy specifies development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe. Local Plan Policies DM1 and CS10.2 specify that proposals must provide for safe and convenient access of pedestrians, cyclists and motor vehicles and that the proposal is capable of being served by safe access to the highway network.

- 4.7.2.3 In deciding on where best to locate new development we need to consider both the individual and cumulative impacts it may result in for our road networks and the extent to which safe access can be achieved. Parts of our existing road networks particularly within Kendal Town Centre and along the A590 in Ulverston can be affected by traffic flow time delays at key junctions. District-wide west-east connections do not necessarily support economic growth on account of lengthy journey times. We need to therefore measure the potential impacts of growth options for our road networks in this respect. Development consequentially may give rise to the need for mitigation and/or enhancements to existing transport infrastructure in order to achieve safe means of access, and/or ensure there is no additional traffic congestion.
- 4.7.2.4 We need to also ensure new development protects transport routes offering opportunities for future infrastructure improvements, for example the Lancaster Canal, and disused railway lines as well as any road, rail or cycle schemes under formal consideration for example the Kendal Northern Access Route. The existing Local Plan Policy DM10 seeks to ensure this is the case.

What are the Policy Options and Approaches?

- 4.7.2.5 There is the option to update current policy relating to addressing transport impacts, and achieving safe access in light of new evidence and guidelines, taking account of needs and impacts arising from potential growth options and site allocations. Site specific requirements will be identified in site specific allocation policies. There is the option to also identify and safeguard future transport routes including aspirations for new roads, cycle and pedestrian routes in order to ensure new development does not compromise these being delivered.

Policy Approaches 7.2: Achieving Safe Access and addressing transport impacts

- PA7.2/a** Update current Policy (CS10.2) relating to addressing transport impacts and achieving safe access in light of new evidence and guidelines. Ensure movement on foot and cycle is prioritised above those using vehicles
- PA7.2/b** Retain current Policy (DM10) for safeguarding routes for transport improvements including aspirations for new roads, cycle and pedestrian routes, and safeguard these in order to ensure new development does not compromise them being delivered, and update/amend policy as necessary.
- PA7.2/c** Retain current policy that ensures transport infrastructure can support the needs generated by new development, and is improved where necessary, and that development does not cause

unacceptable traffic generation, and update/amend this policy as necessary.

PA7.2/d Identify transport requirements within site specific policies for proposed site allocations clarifying access points and arrangements, safe pedestrian and cycle access to the site

Question 135: Which of these policy approaches to achieving safe access and addressing transport impacts do you support and why? Please give your reasons, noting the relevant reference numbers, and any other comments or alternative suggestions.

4.7.3 Key Issue: Parking Provision

What is the Issue?

- 4.7.3.1 New development can give rise to the need for additional parking provision. Not enough parking provision can cause highways safety concerns and local amenity conflicts. The current Local Plan Policy DM9 sets out how we determine appropriate levels of car parking provision to serve needs of developments. The Council relies on Cumbria County Council guidelines to inform levels of appropriate provision and uses their advice to inform decisions in respect to ensuring new development is provided by adequate provision.

What are the Options?

- 4.7.3.2 There is the option to continue with Policy DM9 and amend as appropriate, taking account of any changes in national planning policy regarding use of local parking standards and guidelines.

Policy Approach 7.3: Parking Provision

PA7.3/a Retain current policy (DM9) and amend/update as necessary to take account of any new standards and guidelines, and changing demands, including in response to climate change crisis (example emphasis on electric and other greener powered vehicles)

Question 136: Do you support this policy approach to Parking Provision? Please give your reasons, noting the relevant reference numbers, and any other comments or alternative suggestions.

4.7.4 Key Issue: Infrastructure Delivery and Developer Contributions

What is the Issue?

- 4.7.4.1 Under current Local Plan Policy (DM1) development is considered acceptable provided it ensures the provision of necessary infrastructure needs it may generate in a sustainable and viable manner. Such infrastructure will most likely include major services such as electricity and water supply, digital services, and may include others such as roads, school and health facilities. The extent to which an area is currently and can be served well by infrastructure is an important consideration in determining where to locate development, how much and the type of suitable uses in any location. Consultation feedback cites current levels and quality of infrastructure (including roads, public transport, utilities and access to community, health, education and leisure facilities) as constraints to new development.
- 4.7.4.2 Plans should set out the types of infrastructure provision needed to support the delivery of the Local Plan. Infrastructure needs arising from current Local Plan planned growth are identified in the [Infrastructure Delivery Plan⁸⁰](#) (IDP). The Council must work closely with infrastructure providers in order to determine needs and how these can best be delivered, ensuring these are accounted for in investment programmes and plans. Further evidence base gathering will be undertaken to ascertain likely impacts of growth options and site specific impacts for infrastructure, and existing strategies and studies will be used as baseline evidence. Cumulative as well as site-specific impacts must be considered and addressed. The IDP will be updated once further information is gained around likely needs arising from future planned growth in the next Local Plan.
- 4.7.4.3 The Cumbria Infrastructure Plan 2016 sets out strategic infrastructure identified in a prioritised schedule of projects which include the following:
- Priority Transport Infrastructure schemes identified in Cumbria Local Industrial Strategy-A590 Improvements including a Ulverston by-pass
 - Kendal Northern Access Route
 - Lakes Line – electrification and capacity improvements
 - Furness Line – line speed and capacity improvements and electrification
 - Cumbrian Coast Line – capacity and line speed improvements
 - West Coast Main Line – increased capacity
- 4.7.4.4 Plans should also contain policies informed by evidence of infrastructure, setting out the contributions expected from development. Such policies should

⁸⁰ <https://www.southlakeland.gov.uk/media/4287/infrastructure-delivery-plan-august-2017.pdf>

not undermine the deliverability of the plan, and therefore costs associated with contributions should be identified and need to be part of the viability appraisal of the Plan. Policies should ensure infrastructure strategies are in place for sites as a whole; to make sure development that comes forward in phases is coordinated and integrated.

4.7.4.5 Planning Obligations also known as Developer contributions (Section 106 agreements and the Community Infrastructure Levy CIL) are currently used to help secure delivery of infrastructure and affordable housing that is required to support demands and policy asks in order to make a development acceptable in planning terms. Planning obligations must only be sought where they meet all of the following tests⁸¹:

- Necessary to make the development acceptable in planning terms;
- Directly related to the development; and
- Fairly and reasonably related in scale and kind to the development

4.7.4.6 Current Local Plan Policy CS9.2 in conjunction with the CIL regulations is the policy mechanism used to require planning obligations. Other sources of funding are also used to help fund and deliver infrastructure. Examples of where developer contributions are currently used to help fund and deliver infrastructure include improvements of play areas and green space, highways measures, and provision of school places. New development can therefore provide opportunities to enhance existing levels of infrastructure, or result in investment. Section 106 agreements are currently used to secure affordable housing. The [Infrastructure Funding Statement \(IFS\)](#)⁸² sets out how much CIL and S106 agreements have been collected and spent in 2019-2020. It includes an Infrastructure List which is kept under review specifying the infrastructure items which the Council will fund wholly or in part through CIL.

4.7.4.7 A key issue for the next Local Plan is how we secure contributions from new development to fund infrastructure that is needed to enable its delivery. The government is currently consulting on potential changes to how local planning authorities secure development contributions, removing the Community Infrastructure Levy and Section 106 agreements and introducing a single obligation in the form of an Infrastructure Levy. How the Plan will therefore address this issue will be informed by any future national policy changes in this respect.

⁸¹ Set out in Regulation 122(2) of the Community Infrastructure Levy Regulations 2010

⁸² <https://www.southlakeland.gov.uk/planning-and-building/south-lakeland-local-plan/infrastructure-funding-statement-ifs-community-infrastructure-levy-cil-and-infrastructure-delivery-plan-idp/>

What are the Policy Options or Approaches?

Policy Approaches 7.4: Infrastructure Delivery and Developer Contributions

- PA7.4/a** Update current policy in line with latest government policy and guidance to provide clarity on the role of developer contributions in facilitating infrastructure delivery.
- PA7.4/b** Include a requirement for infrastructure strategies setting out how infrastructure will be delivered across whole site allocations to ensure phased development on such sites is coordinated and integrated.
- PA7.4/c** Ensure infrastructure requirements are identified for proposed site allocations and set out in site specific policies, and costs are factored into the viability appraisal of the plan.
- PA7.4/d** Retain and amend/update current policy as necessary that requires new development to be supported by the provision of all necessary infrastructure needs it may generate for example the major services (including energy, digital technology, surface and foul water disposal, health and education provision)
- PA7.4/e** Undertake necessary assessments of infrastructure capacity, and identify current constraints to inform choices over development strategy growth options and proposed site allocations.

Question 137: Which of these policy approaches to Infrastructure Delivery and Developer Contributions do you support and why? Please give your reasons, noting the relevant reference numbers, and any other comments or alternative suggestions.

4.7.5 Key Issue: Broadband and Digital Infrastructure

What is the Issue?

- 4.7.5.1 Advanced, high quality and reliable communications infrastructure is essential for economic growth and social well-being. National planning policy specifies policies should set out how high quality digital infrastructure, providing access to services from a range of providers, is expected to be delivered and upgraded over time, and should prioritise full fibre connections to new developments. New build development too frequently suffers from delays in the installation of internet infrastructure, and poor, unreliable or low speed connectivity. It is recognised that parts of the district do not yet benefit from universal high speed broadband coverage and that in some cases new build developments may be

located in areas without high speed coverage. Whilst coverage continues to improve, ongoing initiatives including the Connecting Cumbria Project aim to deliver improvements to fibre connectivity and mobile connectivity across the County. The recent Government Project Gigabit (a £5 billion scheme that aims to boost full fibre broadband coverage to “hard to reach” locations which includes Cumbria), may assist in improving access to broadband in areas of South Lakeland.

- 4.7.5.2 Current Local Plan Policy DM8 requires new residential development sites of 2 or more dwellings and commercial development to demonstrate how future occupiers will be provided with sufficient broadband connectivity. However, this policy was adopted under provisions of previous national policy.

What are the Policy Options or Approaches?

- 4.7.5.3 There is the option to retain current policy DM8 and amend/update as necessary.

Policy Approach 7.5: Broadband and Digital Infrastructure

PA7.5/a Retain current Policy (DM8) that requires new residential development of 2 more dwellings and commercial development to demonstrate how future occupiers will be provided with sufficient broadband connectivity and amend/update policy as necessary.

Question 138: Do you support this policy approach to Broadband and Digital Infrastructure? Please give your reasons, noting the relevant reference numbers, and any other comments or alternative suggestions.

4.7.6 Key Issue: Development Viability

What is the Issue?

- 4.7.6.1 Through the plan-making process, the Local Authority must undertake a proportionate assessment of viability that takes into account all relevant policies, and local and national standards including the cost implications of the Community Infrastructure Levy (CIL) and section 106. Viability assessment should not compromise sustainable development but should be used to ensure that policies are realistic, and that the total cumulative cost of all relevant policies will not undermine deliverability of the plan. Policy requirements should be clear so that they can be accurately accounted for in the price paid for the land. Policy requirements, particularly for affordable housing, should be set at a level that takes account of affordable housing and infrastructure needs and allows for the planned types of sites and development to be deliverable, without the need for further viability assessment at the decision making stage.

- 4.7.6.2 Where up-to-date policies have set out the contributions expected from development, planning applications that comply with them should be assumed to be viable. It is up to the applicant to demonstrate whether particular circumstances justify the need for a viability assessment at the application stage. Once a new Local Plan is adopted, no site-specific viability assessment should be required and developers should factor into their land buying decisions the cost of planning obligations (including affordable housing). Other costs associated with net-biodiversity gain, accessible homes, future homes standards and zero carbon should also be factored into account. The price paid for land is not a relevant justification for failing to accord with relevant policies in the plan. Landowners and site purchasers should consider this when agreeing land transactions.
- 4.7.6.3 There may be cases where a need for a viability assessment at the application stage is necessary. This could include for example where development is proposed on unallocated sites of a wholly different type to those used in viability assessment that informed the plan; where further information on infrastructure or sites costs is required; where particular types of development are proposed which may significantly vary from standard models of development or sale (example housing for older people), or where economic changes have occurred since the plan was brought into force. Viability assessments should be informed by the principles set out in current National Planning Guidance including key elements (standard inputs) of gross development value, costs, land value, landowner premium, and developer return. The types of costs to be included in a viability assessment include build costs, abnormal costs (for example those associated with treatment for contaminated sites), site-specific infrastructure costs for example sustainable drainage systems, total cost of all relevant policy requirements, general finance costs, professional/project management, sales, marketing and legal costs as well as contingency costs. Under current Local Plan policy, developers may challenge policy requirements if they feel by adhering to them it may make a scheme too costly to build. Where this might be the case, a viability assessment may be submitted with a planning application in order to provide reasoning and justification for not applying a policy requirement, for example a reduction in affordable housing provision.

What are the Policy Options or Approaches?

Policy Approaches 7.6: Development Viability

- PA7.6/a** Undertake a full viability appraisal of the plan that considers the total costs of all relevant policy requirements including contributions expected from development towards affordable housing and infrastructure and Community Infrastructure Levy charges.

PA7.6/b Consider including a policy that sets out circumstances where a need for a viability assessment at the application stage is necessary.

Question 139: Which of these policy approaches to Development Viability do you support and why? Please give your reasons, noting the relevant reference numbers, and any other comments or alternative suggestions.

Question 140: In what circumstances might a need for a viability assessment at the application stage be necessary? What types of developments might it be considered justified for a viability assessment to be submitted at the application stage?

Question 141: Which type of proposed site allocations might justify the need for a detailed viability assessment rather than reliance on assessment of samples of sites through the Plan-making process?

4.8 Theme 8: Enhancing the Natural and Built Environment

Objective 8: To protect and enhance the district's varied and high quality environment, including through quality design: key elements include its natural landscapes, biodiversity, settlement character, and rich historic-built environment and cultural assets

4.8.1 Key Issue: Protection and Enhancement of Designated Landscapes What is the Issue?

- 4.8.1.1 South Lakeland has a rich, high quality natural and built heritage, which is greatly valued by both residents and visitors to the district. In terms of designated landscapes, the South Lakeland Local Plan area is adjacent to, and within the setting of, the Lake District National Park (now a designated World Heritage Site), and the Yorkshire Dales National Park. It also contains part of the Arnside and Silverdale Area of Outstanding Natural Beauty (AONB). This review of the South Lakeland Local Plan includes district-wide policies relating to the AONB, but will not review the AONB Development Plan Document (DPD) itself, which was prepared recently with Lancaster City Council and adopted in March 2019.
- 4.8.1.2 The NPPF requires Local Plans to contain strategic policies on the conservation and enhancement of the natural, built and historic environment, including landscapes and green infrastructure. National policy states that great weight should be given to conserving and enhancing the landscape, scenic beauty and wildlife and cultural heritage of the National Parks and AONBs. A Government [consultation](#)⁸³ earlier this year (Feb. 2021) proposed adding that any development within the **settings** of National Parks and AONBs '*should be sensitively located and designed so as to avoid adverse impacts on these designated landscapes*'.
- 4.8.1.3 Current Local Plan policies are considered to be very largely in accordance with the NPPF in requiring new development to demonstrate in their location and design that they protect, conserve and enhance the special qualities of the National Parks and the AONB, including their settings. These comprise Core Strategy Policy CS8.2, Development Management Policies DPD Policy DM1

⁸³ <https://www.gov.uk/government/consultations/national-planning-policy-framework-and-national-model-design-code-consultation-proposals/national-planning-policy-framework-and-national-model-design-code-consultation-proposals> See Consultation (now closed) Chapter 15, new NPPF paragraph 175 proposed

(criterion 9) together with Policy AS02 of the Arnside and Silverdale Area of Outstanding Natural Beauty (AONB) DPD.

- 4.8.1.4 The Government's 25 Year Environment Plan included the intention to enhance the natural beauty of nationally designated landscapes by reviewing National Parks and Areas of Outstanding Natural Beauty (AONBs) for the 21st century, including assessing whether more may be needed. The outcome of this review could have implications for the extent of nationally designated landscapes in South Lakeland.

What are the Policy Options or Approaches?

Policy Approaches 8.1: Nationally Designated Landscapes – National Parks and Arnside and Silverdale AONB

PA8.1/a Review and update Core Strategy Policy CS8.2 and Development Management DPD Policy DM1, to reflect any changes to national policy, in requiring new development to strongly protect, conserve and enhance the National Parks, Arnside Silverdale AONB and their settings.

PA8.1/b In preparing a Local Design Guide as a Supplementary Planning Document, include robust guidance to ensure that development within the settings of the National Parks and AONBs is sensitively located and designed so as to avoid adverse impacts on these designated landscapes.

Question 142: Which of these policy approaches to reviewing local plan policy and guidance on the protection and enhancement of nationally designated landscapes and their setting do you support and why? Please give your reasons, noting the relevant reference number, and add any other comments or alternative suggestions.

4.8.2 Key Issue: Protecting and Enhancing Nature Conservation Assets and Delivering Biodiversity Net Gain

What is the Issue?

- 4.8.2.1 The Local Plan has a key role to play in protecting and enhancing important areas of biodiversity and geodiversity and encouraging the provision of new habitats. The Council adopted a corporate biodiversity policy in December 2019, which recognises the serious challenges for local and global biodiversity and the interrelationship with climate change, and commits the authority to taking action to protect and enhance biodiversity in all that it does. The overall aim for the Local Plan is to review policies in order to help deliver a significant net gain in the district's overall biodiversity value, and to enhance the ability of ecological networks to adapt to climate change

- 4.8.2.2 The district already has a wealth of internationally, nationally and locally designated sites that are important for their biodiversity and geodiversity, including six European protected sites, 34 Sites of Special Scientific Interest (SSSI) and over 100 County Wildlife sites. The internationally protected sites include
- The Morecambe Bay and Duddon Estuary Special Protection Area (SPA)
 - River Kent and tributaries Special Area of Conservation (SAC)
- 4.8.2.3 The district also has four National Nature Reserves: Duddon Mosses, Roudsea Wood and Mosses, Hutton Roof and Clawthorpe Fell. The Council obtains information from the Cumbria Biodiversity Data Centre provides the Council with annually updated local records on habitats and species, which help in assessing the ecological impact of development proposals. Published information on the district's international and national nature conservation assets can be viewed on line [here](#).
- 4.8.2.4 The NPPF requires Local Plans to promote the conservation and enhancement of priority habitats and ecological networks; the protection and recovery of priority species; and to secure measurable net gains for biodiversity. The NPPF and PPG also set out a 'mitigation hierarchy' of avoidance, mitigation and compensation, to manage the adverse impacts from development on biodiversity. Avoidance is the preferred option, but if this is not possible, then mitigation of the effects can be considered. If avoidance or mitigation do not address all the adverse effects, then compensation or offsetting measures may be appropriate.
- 4.8.2.5 The Government's [25 year Environment Plan](#)⁸⁴ sets out an action plan for improving the state of the environment, including the principle of 'environmental net gain', and the development of a Nature Recovery Network to protect and restore wildlife, and provide opportunities to re-introduce species that have been lost. The *Environment Bill* - expected to be enacted in autumn 2021 – introduces a range of measures which will lay the foundations for the Nature Recovery Network, including mandating 10% net gain for biodiversity for new development in England. The Bill sets out requirements for the preparation of local nature recovery strategies, which will need to state biodiversity priorities for the strategy area and include a local habitat map.

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https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/693158/25-year-environment-plan.pdf

- 4.8.2.6 Cumbria is 1 of 5 pilot areas announced in August 2020 to test the approach to developing a Local Nature Recovery Strategy (LNRS) arising from the Environment Bill. The purposes of the LNRS include:
- enhancing and restoring nature conservation sites, including habitats and corridors which form stepping stones for wildlife to grow and move
 - improving a landscape's resilience to climate change, providing natural solutions to reducing carbon and managing flood risk
 - reinforcing the cultural and historic character of landscapes
- 4.8.2.7 As partnership work is progressed locally on a nature recovery strategy and nature recovery network it will provide additional baseline information for the Local Plan Review and it will be important that the Local Plan policies contribute to the achievement of the measures in the strategy where they can be influenced by new development.
- 4.8.2.8 Biodiversity Net Gain is an approach to development that leaves biodiversity in a better state than before. However Biodiversity Net Gain continues to rely on the application of the mitigation hierarchy to avoid, mitigate or compensate for biodiversity losses – and therefore is additional to rather than a replacement of these approaches. Defra is developing a 'Biodiversity Metric' designed to provide ecologists, developers and planners with a means of assessing changes in biodiversity value (losses or gains) brought about by development.
- 4.8.2.9 Current Local Plan policies on nature conservation comprise mainly Development Management Policies DPD Policies DM1 and DM4, adopted in March 2019. These update and complement Core Strategy Policy CS8.4 on Biodiversity and Geodiversity. Policy DM4 requires environmental net gain in all development for biodiversity and green infrastructure. While the policies are considered to be fundamentally in accordance with the NPPF and PPG, there is potential to review and improve them to take account of the impending national requirement for 10% net gain in biodiversity and to support the emerging Local Nature Recovery Strategy for Cumbria, including consideration of the need for supporting supplementary planning guidance.

What are the Policy Options or Approaches?

Policy Approaches 8.2: Protecting and Enhancing Nature Conservation Assets and Delivering Biodiversity Net Gain

- PA8.2/a** Review and update existing Local Plan policies to take full account of national planning policy and guidance, and the Environment Bill, including a clear statement of the mitigation hierarchy; the requirement for 10% net gain in biodiversity; and support for the emerging Local Nature Recovery Strategy for Cumbria as it relates to requirements from new development.

PA8.2/b Consider preparation of a Supplementary Planning Document, ideally with other neighbouring planning authorities, to provide detailed guidance on the implementation of nature conservation policies, in particular the requirement for 10% biodiversity net gain, the implementation of the DEFRA Metric and how to take account of the Local Nature Recovery Strategy in implementing planning policy. Which of these policy approaches to enhancing nature conservation and delivering biodiversity net gain do you support and why? Please give your reasons, noting the relevant reference number, and add any other comments or alternative suggestions.

Question 143: Should the Council seek a higher percentage than 10% of net gain in biodiversity? Are you aware of any sites or land that may be available for habitat creation/restoration to support the implementation of this requirement?

4.8.3 Key Issue: Coastal Development and Protection

What is the Issue?

- 4.8.3.1 The coast of South Lakeland, including Morecambe Bay and the Duddon Estuary, makes a unique contribution to the character of the district and is important for commercial, tourism and recreational purposes, as well as for its environmental importance. While the coast is not a Marine Conservation Zone the two estuaries have an international nature conservation designation as Special Protection Areas. The defence of the coast against erosion and flooding by the sea has been an important issue for communities for many years.
- 4.8.3.2 The NPPF notes that strategic planning policies should include coastal change management and flood risk. It also requires an Integrated Coastal Zone Management approach across local authority and land/sea boundaries, to ensure effective alignment of terrestrial and marine planning regimes.
- 4.8.3.3 Core Strategy Policy CS8.5 sets out a strategic policy including: conservation and enhancement of the wildlife, landscape, and cultural heritage of the coast; protection of the undeveloped coast; and the effective assessment of drainage impact and flood risk. Later additional policies in the DM DPD seek to protect the coastal settings of the AONB and National Parks (Policy DM1) and enhance policy on flood risk management including coastal flooding (Policy DM6). An updated Strategic Flood Risk Assessment (SFRA) will take account of flooding from all sources, including the coast.

- 4.8.3.4 The review of Local Plan policy and allocation of sites for development will need to consider the following plans and strategies:
- the draft [North West Marine Plan⁸⁵](#) provides strategic policy for planning the inshore and offshore waters between the Solway Firth and North Wales, to inform decision-making by marine users and regulators, including SLDC as a local planning authority. The draft Marine Plan is now a material consideration in terms of Local Plan policy making and planning application decision making. Until the adoption of the North West Maritime Plan later in 2021 the [UK Marine Policy Statement⁸⁶](#) should also be applied.
 - the [North West Shoreline Management Plan⁸⁷](#) (NW SMP2, August 2016) is a non-statutory, high level policy document for coastal flood and erosion risk management. It helps reduce these risks by identifying the most sustainable policies for managing flood and coastal erosion in the short, medium and long-term. It forms part of the Defra's strategy for managing risks due to flooding and coastal erosion. The Environment Agency is currently leading on a refresh of the SMP.
 - the [Cumbria Coastal Strategy⁸⁸](#) (CCS) is a plan to evaluate and manage long term risks for coastal flooding and erosion on the Cumbrian coast. Building on proposals in the SMP, it assesses the condition of land and flood defences to identify potential future interventions. The Strategy is important to obtain approval and national funding for future flood and coastal risk management schemes.
 - The Government is committed to funding a 2800 mile [England Coastal Path⁸⁹](#), around the full coastline of England. It is being opened in sections but none are yet complete in South Lakeland.
- 4.8.3.5 The NPPF states that Local Plans should identify as a **Coastal Change Management Area (CCMA)**, any area which is likely to be affected by physical change to the shoreline through erosion, coastal landslip, permanent inundation or coastal accretion. The NPPF indicates that development in a CCMA will only be appropriate where the character of the coast is not compromised and development:
- will be safe over its planned lifetime and not have an unacceptable impact on coastal change:
 - provides wider sustainability benefits

⁸⁵ <https://www.gov.uk/government/collections/north-west-marine-plan>

⁸⁶ <https://www.gov.uk/government/publications/uk-marine-policy-statement>

⁸⁷ <https://www.mycoastline.org.uk/shoreline-management-plans/>

⁸⁸ <https://www.cumbria.gov.uk/ccs/>

⁸⁹ https://www.nationaltrail.co.uk/en_GB/england-coast-path-route-description-landing-page/

- does not hinder the creation and maintenance of a continuous signed and managed route around the coast

4.8.3.6 We will take account of the plans and strategies listed above and seek the views of communities and bodies including Cumbria County Council as Local Lead Flood Authority and the Environment Agency to determine if any part of South Lakeland's coastline merits designation as a Coastal Change Management Area.

What are the Policy Options or Approaches?

Policy Approaches 8.3: Coastal Development and Protection

PA8.3/a Update current Local Plan policies on coastal development and protection to take account of latest proposals, policies and information, including the draft North West Marine Plan, North West Shoreline Management Plan, draft Cumbria Coastal Strategy and the England Coast path.

PA8.3/b Take account of the plans and strategies listed above and the views of communities and bodies including Cumbria County Council as Local Lead Flood Authority and the Environment Agency to determine if any part of South Lakeland's coastline merits designation as a Coastal Change Management Area.

Question 144: Which of these policy approaches to reviewing local plan policy on coastal protection and development do you support and why? Please give your reasons, noting the relevant reference number, and adding any other comments or alternative suggestions.

Question 145: Have you any suggestions for areas which may merit designation as a Coastal Change Management Area? Please identify these and give your reasons

4.8.4 Key Issue: Historic and Cultural Environment

What is the Issue?

4.8.4.1 South Lakeland has a rich and diverse built and cultural heritage - designated and non-designated - which contributes much to the quality of life of residents, the enjoyment of many visitors to the area and hence to the local economy. Its designated heritage assets include 1,064 listed buildings, 59 Scheduled Monuments, 10 Conservation Areas and 4 Registered Parks and Gardens. On the 9 July 2017 the Lake District, which borders South Lakeland's planning area and is partly within South Lakeland was designated a World Heritage Site by UNESCO, recognising its world class cultural landscape.

- 4.8.4.2 Insensitive development can pose a risk to the area's heritage and character and in some areas it has been eroded over time with small incremental changes. There are 16 heritage assets identified as being 'at risk' on Historic England's national register in South Lakeland, including 2 listed buildings, 13 scheduled monuments and the Burton-in-Kendal conservation area - which benefits from a Partnership Scheme in Conservation Area (PSiCA) which aims to reverse this designation.
- 4.8.4.3 The NPPF requires plans to set out a positive strategy for the conservation and enjoyment of the historic environment, including heritage assets most at risk through neglect, decay or other threats. It recognises heritage assets as an irreplaceable resource and requires them to be conserved in a manner appropriate to their significance. Conservation Area appraisals have been prepared for the 10 Conservation Areas, which require updating and subsequent development of Management Plans. Draft Conservation Area Management Plans have been prepared for Burton in Kendal and Cartmel.
- 4.8.4.4 Current Local Plan policies are considered to be in broadly in accordance with the NPPF and comprise Core Strategy Policy CS8.6, which has been substantially updated and complemented by DM DPD Policy DM3 and also AONB DPD Policy AS07 in regard to the AONB (both adopted March 2019). Issues for the Local Plan review include:
- A need to refresh and update local policy further in line with the NPPF including a strategic policy for the conservation and enhancement of the built and historic environment.
 - An updating of the historic environment evidence base including conservation area management plans and appraisals, and identified assets of local historic importance.
 - Consideration of the wider use of Article 4 Directions (which can be used to remove some development rights) to help control the erosion of an area's heritage and character.

What are the Policy Options or Approaches?

Policy Approaches 8.4: Historic and Cultural Environment

- PA8.4/a** to refresh and update local policy further in line with the NPPF including a strategic policy for the conservation and enhancement of the built and historic environment
- PA8.4/b** to resource the updating of the historic environment evidence base including conservation area management plans and appraisals, and identified assets of local historic importance.

PA8.4/c to consider the wider use of Article 4 Directions (which can be used to remove some development rights) to help control the erosion of an area's heritage and character

Question 146: Which of these policy approaches to the historic and cultural environment do you support and why? Please give your reasons, noting the relevant reference number, and adding any other comments or alternative suggestions.

4.8.5 Key Issue: Achieving Quality Design

What is the Issue?

- 4.8.5.1 The quality of design is probably the main measure by which the success or otherwise of the planning system is judged. Good design is not just about individual buildings but about places and their layout, and elements such as settlement character, open space, highways, 'active travel', landscaping, and even sustainable drainage. While these are some areas typically addressed in design policy, design more widely also relates to other Local Plan policy areas including built heritage, accessible homes and energy efficiency standards.
- 4.8.5.2 The current NPPF notes that '*good design is a key aspect of sustainable development*' and the PPG advises that Local Plans set clear design outcomes in their vision, objectives, strategic and local policies and potentially in supplementary planning documents - which could include:
- *Design guides*: which set general design principles and standards that should be followed in an area;
 - *Masterplans*: which focus on site-specific scale and layout, mix of uses, transport, open space and public realm - with an implementation plan
 - *Design codes*: which set illustrated design requirements, with specific, detailed parameters, informed by the 10 characteristics of good places in the new [National Design Guide](#)⁹⁰ published in October 2019.
- 4.8.5.3 Good design is high on the Government's agenda for reforming the planning system, as set out in the White paper, [Planning for the Future](#)⁹¹ (Aug. 2020). To turn the principles in the National Design Guide into more specific standards, a

⁹⁰ <https://www.gov.uk/government/publications/national-design-guide>

⁹¹ <https://www.gov.uk/government/consultations/planning-for-the-future/planning-for-the-future>

[National Model Design Code](#)⁹² which was published for consultation until 27 March 2021, together with proposed changes to the NPPF, and an invitation for expressions of interest to take part in a National Model Design [testing programme](#)⁹³. A revised and consolidated [Manual for Streets](#)⁹⁴ is also planned.

- 4.8.5.4 In the proposed changes to the NPPF, the Government proposes that:
- all planning authorities prepare design guides or codes, consistent with principles in the National Design Guide and National Model Design Code
 - all guides and codes be based on effective community engagement and reflect local aspirations.
 - the National Design Guide and National Model Design Code be used to guide decisions on applications in the absence of local guides or codes.
- 4.8.5.5 It also notes that Neighbourhood Plans planning groups can play an important role both through preparing their own plans and also engaging in the design guidance and codes being prepared by local planning authorities.
- 4.8.5.6 In terms of current policy, Core Strategy Policy CS8.10 (Design) has been complemented recently by DM DPD Policy DM2, 'Achieving Sustainable High Quality Design' (March 2019). It's important to remember that adopted Neighbourhood Plans have the same weight in determining planning applications as the Local Plan. The adopted [Heversham and Hincaster](#)⁹⁵, and [Grange over Sands Neighbourhood Plans](#)⁹⁶ have policies on design, with the latter having a strong emphasis on design, and supported by a Design Guide. Cumbria County Council's [Cumbria Development Design Guide](#)⁹⁷ provides advice on highways and drainage matters and is a material consideration in planning decisions.
- 4.8.5.7 Early engagement stimulated a significant response on views on design issues from communities and stakeholders. Some expressed concern about the quality of recent design, for example citing:
- 'not in keeping with character of towns and villages'

⁹² <https://www.gov.uk/government/consultations/national-planning-policy-framework-and-national-model-design-code-consultation-proposals>

⁹³ <https://www.gov.uk/government/publications/national-model-design-code-testing-programme-expressions-of-interest>

⁹⁴ <https://www.gov.uk/government/publications/manual-for-streets>

⁹⁵ <https://www.southlakeland.gov.uk/planning-and-building/south-lakeland-local-plan/neighbourhood-plans/heversham-and-hincaster-neighbourhood-plan/>

⁹⁶ <https://www.southlakeland.gov.uk/planning-and-building/south-lakeland-local-plan/neighbourhood-plans/grange-over-sands-neighbourhood-plan/>

⁹⁷ <https://cumbria.gov.uk/planning-environment/flooding/cumbriadevelopmentdesignguide.asp>

- 'inappropriate materials and design'
- 'does not consider heritage'
- 'poor quality shopping and industrial development'

4.8.5.8 However others cited quite a few examples of design considered to have merit in most of the larger settlements across the district. Other recommendations urged consideration of:

- homes designed with climate mitigation and adaptation measures, and sustainable materials
- adoption of 'Secured by Design – Homes' (March 2019)
- well-designed open space
- promoting the 10 principles of 'active design' (e.g. high quality streets and spaces and walkable communities)
- a revision of the Shop Fronts Design Guide

What are the Policy Options or Approaches?

Policy Approaches 8.5: Achieving Quality Design

District Wide:

PA8.5/a Consolidate and enhance existing policies on design to incorporate concerns and suggestions from early engagement listed in paragraph 4.8.5.8

PA8.5/b Prepare a district-wide Design Guide or Design Code as a Supplementary Planning Document

PA8.5/c Revise the Shop Fronts Design Guide

Site Specific:

PA8.5/d Prepare site Development Briefs

PA8.5/e Prepare 'mini briefs' within the revised Local Plan

PA8.5/f Prepare a detailed masterplan for larger sites.

Question 147: Which of these policy approaches to achieving high quality design do you support and why? Please give your reasons, noting the relevant reference number, and adding any other comments or alternative suggestions.

5. Appendix 1 - Glossary of Terms

This Glossary provides terms and references that are relevant whilst reading this document. The terms included within this Glossary supplement the definitions that are found within Annex 2 of the National Planning Policy Framework (the Framework) and other relevant National Planning Documents. The Glossary below does not seek to repeat or contradict terms described within the Framework and therefore this Glossary should be read in conjunction with the Framework and other relevant National Guidance.

Term	Description
Adoption	The point at which the final version of a Plan document is formally agreed and comes into use by the Council for planning purposes. At that point the Plan document becomes part of the statutory development plan for the local planning authority area.
Affordable Housing	Housing that is made available to households who cannot afford to access housing (either for rent shared ownership or immediate sale) on the open market. Currently defined by Annex 2 of the National Planning Policy Framework. Housing is made available 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.
Allocated Land	Land identified in a development plan as appropriate for a specific land use.
Annual Monitoring Report (AMR)	Is a document produced on an annual basis to report on the progress in the preparation of Local Plan Documents and how successful the implementation of policies has been.
Area of Outstanding Natural Beauty (AONB)	Areas that have been designated and protected because of their national landscape importance and environmental importance. Part of the Arnside & Silverdale AONB is within the South Lakeland local planning authority area and part is within Lancaster City Council's area.
Biodiversity	The whole variety of life on earth. It includes all species of plants and animals and the ecosystems and habitats they are part of.

Term	Description
Brownfield Land (previously developed land)	Land which is or was occupied by a permanent structure, including the curtilage of the developed land (although it should not be assumed that the whole curtilage should be developed) and any associated fixed surface infrastructure. This excludes: land that is or was last occupied by agriculture or forestry buildings; land that has been developed for minerals extraction or waste disposal by landfill, where provision for restoration has been made through development management procedures; land in built-up areas such as residential gardens, parks, recreation grounds and allotments; and land that was previously developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape.
Carbon Footprint	A carbon footprint is the total amount of greenhouse gases (including carbon dioxide and methane) that are generated by our actions.
Carbon Neutral	Carbon neutrality refers to achieving net-zero carbon dioxide emissions. This can be done by balancing omissions of carbon dioxide with its removal (often through carbon offsetting) or by eliminating emissions from society. South Lakeland District Council has a target of becoming a carbon neutral Council by 2030 and a carbon neutral district by 2037.
Carbon Offsetting	A carbon offset is a reduction in emissions of carbon dioxide or other greenhouse gases made in order to compensate for emissions made elsewhere. Offsets are measured in tonnes of carbon dioxide-equivalent
Climate Emergency	A climate emergency declaration is an action taken by governments, including local government such as South Lakeland District Council, to acknowledge and commit to action. South Lakeland District Council has declared a climate emergency and has an approved Climate Change Action Plan.
Communities	A group of social interacting people. This interaction may be due to the close proximity of where people live (i.e. within neighbourhoods) or groups of people that have

Term	Description
Conservation Areas	Areas of special architectural or historic interest, the character and appearance of which is desirable to preserve or enhance.
Core Strategy	This is a document that sets out strategic policies within the Local Plan process, setting out guidance on future development requirements and policy issues. South Lakeland District Council adopted their Core Strategy in October 2010.
Cumbria Local Enterprise Partnership (CLEP)	A body designated by the Secretary of State for Housing, Communities and Local Government (MHCLG), established for the purpose of creating or improving conditions for economic growth in an area. Local Enterprise Partnerships produce Local Industrial Strategies for their areas.
Design Code	A set of illustrated design requirements that provide specific, detailed parameters for the physical development of a site or area. The graphic and written components of the code should build upon a design vision, such as a masterplan or other design and development framework for a site or area.
Development Plan	Is defined in Section 38 of the Planning and Compulsory Purchase Act 2004, and includes adopted local plans, neighbourhood plans that have been made, and published spatial development strategies, together with any regional strategy policies that remain in force. Neighbourhood plans that have been approved at referendum are also part of the development plan, unless the local planning authority decides that the neighbourhood plan should not be made.
Development Plan Documents (DPD)	These are key planning documents prepared by the Council. They are subject to public consultation and public examination. The Land Allocations, Development Management Policies and the Arnside & Silverdale AONB Development Plan Document are all development plan documents.
Developable	To be considered developable, sites should be in a suitable location for housing development with a

Term	Description
	reasonable prospect that they will be available and could be viably developed at the point envisaged.
Green Gaps	Existing green gaps are areas identified on the current adopted Local Plan Policies Map. Green gap planning policy seeks to maintain the separate identities of communities in the South Lakeland local planning authority area, by maintaining visual and functional separation. It seeks to prevent the coalescence of settlements.
Green Infrastructure	A network of multi-functional green space, urban and rural, which is capable of delivering a wide range of environmental and quality of life benefits for local communities.
Greenfield Land	Land that has not been previously developed, characterised by urban and suburban green spaces, open countryside and agricultural land.
Habitats Regulation Assessment (HRA)	Assesses the impact of plans or projects on Natura 2000 sites (these are Special Areas of Conservation (SAC) and Special Protection Areas (SPA)). National guidance recommends that Ramsar sites and candidate SPAs and SACs are also afforded the same protection through the Habitats Regulation Assessment process.
Local Green Space (LGS)	The designation of land as Local Green Space (LGS) through local and neighbourhood plans allows communities to protect and identify green areas of particular importance to them. See the National Planning Policy Framework (NPPF) February 2019. Paragraphs 99 to 101 refer.
Local Plan	A document used to plan for the future development of a local area, drawn up by the local planning authority in consultation with the community. A Local Plan can consist of either strategic or non-strategic policies, or a combination of the two. South Lakeland District Council is the planning authority for the areas of the District outside the two National Parks. South Lakeland Local Plan documents include the Core Strategy, Land Allocations, Development Management Policies and the Arnside and Silverdale Area of Outstanding Natural Beauty

Term	Description
	<p>Development Plan Documents. The Local Plan also includes the adopted neighbourhood development plans for Heversham and Hincaster and Grange-over-Sands Parishes. Accompanying the Local Plan written documents is an adopted policies map (Also see 'Policies Map'). All Local Plan documents must be subject to rigorous procedures of community involvement, consultation and independent examination and adopted after receipt of the Inspector's report. Once adopted, development management decisions on planning applications must be made in accordance with them unless material considerations indicate otherwise.</p>
<p>Local Planning Authority (LPA)</p>	<p>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, but they can also be unitary authorities. County Councils are the authority for waste and minerals matters.</p>
<p>Local Service Centres</p>	<p>Settlements listed in the current Local Plan's Core Strategy Policy CS1.2 which sets out the settlement /place hierarchy.</p>
<p>National Planning Policy Framework (NPPF)</p>	<p>A document that has been prepared by Central Government and which sets out the Government's planning policies for England and how these should be applied. It provided a framework within which locally prepared plans for housing and other development can be produced. The NPPF must be taken into account in preparing the development plan (Local Plan) and is a material consideration in planning decisions on planning applications.</p>
<p>National Planning Practice Guidance (NPPG)</p>	<p>A document prepared and published by Central Government that provides guidance to supplement the content of the National Planning Policy Framework.</p>
<p>Neighbourhood Development Plan/Neighbourhood Planning</p>	<p>In light of the Localism agenda, neighbourhood development plans can be prepared by local communities, in particular parish councils, which can promote developments and have a greater say on where development should be located in their communities. In</p>

Term	Description
	law this is described as a neighbourhood development plan in the Planning and Compulsory Planning Act 2004.
Non- Strategic Policies	Policies contained in a neighbourhood plan, or those policies in a local plan that are not strategic policies. See also 'Strategic Policies'.
Objective	A statement of what is intended, specifying the desired direction of change in trends.
Policies Map (Local Plan)	Accompanying the Local Plan written documents is an adopted policies map. This illustrates the extent of the area on the ground that the various policies cover. The policies map must be prepared and maintained to accompany all Local Plans.
Ramsar Sites	Ramsar sites are wetlands of international importance that have been designated under the 1971 Ramsar Convention on Wetlands for containing representative rare or unique wetland types or for their importance in conserving biological diversity.
Sites of Special Scientific Interest (SSSI)	These are sites that have been recognised for the importance of either their biological, geological or landscape value. A site identified under the Wildlife and Countryside Act 1981 (as amended by the Countryside and Rights of Way Act 2000).
Strategic Housing Market Assessment (SHMA)	A study intended to review the existing housing market in the area, consider the nature of future need for market and affordable housing and to inform the development of planning policy. The last SHMA for South Lakeland district was published in 2017. The Council proposes to update its SHMA through the course of the South Lakeland Local Plan review to understand the level of housing need since 2017.
Special Area of Conservation (SAC)	Areas designated under the European Habitat Directive. They provide increased protection for a variety of wild animals, plants and animals and are a vital part of the global effort to conserve world biodiversity.
Special Consultation	These are bodies that must be consulted on Local Plans and planning applications.

Term	Description
Bodies/Statutory Bodies	
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.
Strategic Flood Risk Assessment (SFRA)	An assessment that sets out the risks from flooding within the district on a water catchment wide basis, whether from rivers, the coast or from other water sources. The assessment will be used to ensure that development proposals are fully aware of flood risk issues in a locality. The Council expects an updated SFRA to be published in summer 2021.
Strategic Housing and Economic Land Availability Assessment (SHELAA)	Previously known as a Strategic Housing Land Availability Assessment (SHLAA), the assessment was last carried out for the Local Plan and published in 2009. The assessment now incorporates employment land and has been renamed the Strategic Housing and Economic Land Availability Assessment (SHELAA). This provides an audit of land that is potentially suitable, available and achievable for housing and employment over the Local Plan period.
Strategic Policies	Policies and site allocations which address strategic priorities in line with the requirements of Section 19 (1B-E) of the Planning and Compulsory Purchase Act 2004. The National Planning Policy Framework (NPPF) Feb. 2019, Paragraph 20, advises that strategic planning policies make sufficient provision for: housing (including affordable housing), employment, retail, leisure and other commercial development. Infrastructure for transport, telecommunications, security, waste management, water supply, wastewater, flood risk and coastal change management and the provision of minerals (a County Council Planning matter) and energy (including heat), community facilities (such as health, education and cultural infrastructure) and conservation and enhancement of the natural, built and historic environment, including landscapes and green

Term	Description
	infrastructure and planning measures to address climate change mitigation and adaptation.
Supplementary Planning Documents (SPD)	A document that may cover a range of issues, thematic or site specific and provide further detail about policies and proposals in a 'parent' Local Plan. Supplementary planning documents are capable of being a material consideration in planning decisions but are not part of the development plan.
Sustainability Appraisal (SA)	The Planning and Compulsory Purchase Act 2004 requires Local Development Documents to be prepared with a view to contributing to the achievement of sustainable development. Sustainability Appraisal is a systematic appraisal process used to assess the social, environmental and economic effects of strategies and policies from the outset of the preparation process. The SA process ensures that decisions are made in accordance with the principles of sustainable development.
Sustainable Development	In broad terms this means development that meets the needs of the present without compromising the ability of future generations to meet their own needs. The Government have set five guiding principles for sustainable development in its strategy 'Securing the Future – UK Government Strategy for Sustainable Development'. The five guiding principles include: living within sustainable limits; ensuring a strong, healthy and just society; achieving a sustainable economy; promoting good governance; and using sound science responsibly.
Sustainable Drainage Systems (SuDs)	Drainage systems that are designed to reduce the potential impact of new and existing developments with respect to surface water drainage discharges. A SuDs is dependent on site specific constraints and applies to a broad range of drainage solutions that seek to manage rainfall close to where it falls. SuDs can be designed to transport, attenuate, infiltrate, evaporate and cleanse water.
Sustainable Growth	This refers to strategic growth that can either be accommodated within the capacity of existing



Term	Description
	infrastructure, or includes proposals that will meet any potential gaps in infrastructure capacity. It also refers to the growth of settlements that is in proportion to the settlement size and character.
Windfall sites	Sites not specifically identified in the Local Plan.

Table 22: Glossary of Terms