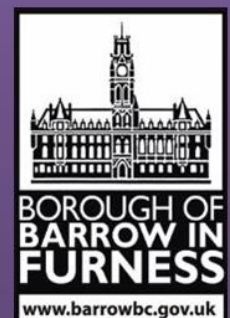




Barrow Borough Local Plan Publication Draft

July 2016



Barrow Borough Local Plan Publication Draft

Barrow-in-Furness Borough Council

July 2016

Working together to support sustainable development within the Borough of Barrow-in-Furness



Contents

1. Local Plan Vision	6
1.1 Objectives	7
2. Introduction	8
2.1. The Local Plan	8
2.2. Producing the Local Plan	9
2.3. The Duty to Co-operate	13
2.4. Spatial Portrait: About Barrow-in-Furness	15
3. Development Strategy	30
3.1. Sustainable Development	32
3.2. The Development Strategy	35
3.3. Regeneration	37
3.4. Design	45
4. Climate Change & Pollution	54
4.1. Addressing Climate Change	56
4.2. Approach to Flood Risk.....	56
4.3. Coastal and Watercourse Management	57
4.4. Risks of Flooding and Erosion in the Borough.....	57
4.5. Managing Flood Risk and Erosion	60
4.6. Water Quality and Efficiency	63
4.7. Derelict and Contaminated Land.....	69
4.8. Renewable and Low Carbon Energy Generation	72
4.9. Renewable and Low Carbon Energy Proposals	74
4.10. Light Pollution.....	75
5. Infrastructure	78
5.1. Development and Infrastructure	80
5.2. Accessing Community Facilities, including Rural Shops and Services	83
5.3. Enhancing Sustainable Travel Choices.....	86
5.4. Parking	90
5.5. External Transport Links	91
5.6. Telecommunications	93
5.7. Minerals and Waste	95
6. Economy	98

6.1.	The Borough’s Economy.....	100
6.2.	Promoting Economic Growth	104
6.3.	Demand for land and sites for employment uses	108
6.4.	Energy Developments.....	122
6.5.	Economic Diversification	123
7.	Housing	130
7.1.	The Need for New Housing.....	132
7.2.	Locating New Housing	136
7.3.	Allocating Sites for Housing Development	138
7.4.	Development Cordons	143
7.5.	Housing in the Open Countryside	145
7.6.	Windfall Development	148
7.7.	Housing in Residential Gardens.....	150
7.8.	Housing Density.....	151
7.9.	Housing Delivery.....	153
7.10.	Housing Need	154
7.11.	Neighbourhood Renewal	157
7.12.	Affordability	158
7.13.	Gypsy and Travellers.....	161
7.14.	House Extensions and Alterations.....	163
7.15.	Garages and Parking.....	168
8.	Retail.....	172
8.1.	Town Centres and Neighbourhood Shops in the Borough.....	174
8.2.	Barrow Business Improvement District.....	174
8.3.	Vision for Barrow and Dalton Town Centres.....	175
8.4.	Retail in Barrow Town Centre	178
8.5.	Sequential Approach to Retail Uses in Barrow.....	180
8.6.	Retail in Dalton	183
8.7.	Impact Assessments.....	186
8.8.	Other Main Town Centre Uses (non retail) in Barrow and Dalton	188
8.9.	Living in Barrow and Dalton Town Centres	196
8.10.	Neighbourhood Shopping Centres.....	198
9.	Heritage & Built Environment	200
9.1.	Heritage Assets	202
10.	Natural Environment	212

10.1.	The Natural Environment in Barrow Borough	214
10.2.	Landscape.....	214
10.3.	Conserving Soil Resources	218
10.4.	Nature Conservation and Geodiversity	220
10.5.	International Designations	221
10.6.	National Designations.....	226
10.7.	Local Designations	228
11.	Green Infrastructure	236
11.1.	Green Infrastructure – Managing Change Supporting Nature	238
11.2.	Components of Green Infrastructure	244
12.	Promoting Healthy Communities	258
12.1.	Health.....	260
12.2.	Sport & Recreation	268
12.3.	Education & Community	278
13.	Glossary	282
	Appendices	286

List of Figures

Figure 1: Local Plan Preparation Stages	10
Figure 2: Location of the Borough	16
Figure 3: Population Change (%) since 2001	17
Figure 4: Population Projections for Barrow Borough to 2039	18
Figure 5: Economically Active (%) Jan-Dec 2015.....	23
Figure 6: Working Age Population (5) Educated to at least NVQ4 Level 2014	26
Figure 7: Incapacity & ESA Benefit Claimants (5) 2015.....	27
Figure 8: Flood Risk Zones - Borough North & South.....	59
Figure 9: Investigation Procedure for Potentially Contaminated Land	70
Figure 10: Mineral Safeguarding Areas - Borough North.....	96
Figure 11: Mineral Safeguarding Areas- Borough South	97
Figure 12: Barrow-in-Furness Travel to Work Area	100
Figure 13: Employment by Sector 2015	101
Figure 14 : Diagram of Proposed Housing Distribution.....	137
Figure 15: Ramsar Sites (Borough North & South)	223
Figure 16: Special Areas of Conservation (Borough North & South)	224
Figure 17: Special Protection Areas (Borough North & South)	225
Figure 18: SSSIs & National Nature Reserves (Borough North & South)	227
Figure 19: Wildlife Corridors & Local Geological Sites (formerly Regionally Important Geological Sites) (Borough North & South)	230
Figure 20: Key Habitats & Priority Species in Cumbria.....	232

List of Tables

Table 1: Listed Buildings in Barrow Borough.....	20
Table 2: Barrow Deployable Potential in 2030 by technology	73
Table 3: Proposed Employment Land	112
Table 4: Potential Local Employment Sites	116
Table 5: Proposed Housing Requirement.....	133
Table 6: Proposed Housing Allocations in Barrow Borough	140

List of Appendices

• Draft Proposals Maps (A0 size)	A-C
• Green Infrastructure Maps (A0 size)	D-F
• Opportunity Areas	G
• Employment Sites	H
• Housing Sites	I
• Development Cordons	J
• Gypsy & Traveller Site	K
• Barrow Town Centre, Primary Shopping Area and Edge of Centre Sites	L
• Dalton Town Centre	M

Please note that these areas and sites shown within the appendices are also available on the Council's webmapping page at www.barrowbc.gov.uk.

1. Local Plan Vision



By 2031 Barrow Borough will be a place where a thriving diverse economy has supported strong inclusive communities, with an improved housing offer, diversified job opportunities, high level education and skills base, vibrant town centres and retail offer, and access to high quality open space and active leisure. As a result, the Borough's health and wellbeing will have improved, and the built, natural and historic environment and landscape will have been maintained, protected and enhanced, with resources managed sustainably and waste minimised.



1.1 Objectives

1.1.1. In order to meet this vision, the plan must achieve the following objectives:

- The Plan must help create a strong, sustainable and diverse economy, where business is actively encouraged and supported
- The Plan must help create and sustain healthy and inclusive communities
- The Plan must enable communities to grow, ensuring they have access to decent homes in the right locations which are suitable for all their needs
- The Plan must encourage the sustainable management of resources and minimise waste
- The Plan must help create and protect vibrant, attractive retail centres, which are adaptable and resilient to economic change
- The Plan must ensure that residents have the opportunities to gain access to the highest levels of education
- The Plan must ensure residents have access through an enhanced network of public rights of way to high quality inclusive open spaces including the wider countryside and help protect these from inappropriate development
- The Plan must conserve and enhance the historic environment, including heritage assets and their settings and recognise the contribution they can make to the Borough
- The Plan must demonstrate that only good quality design is acceptable and ensure that all development respects and makes a positive contribution to local character and distinctiveness
- The Plan must protect maintain and enhance habitats and species and help promote them as a key to sustainable development. Biodiversity must be enhanced and protected from unsympathetic development
- The Plan must demonstrate, along with the Infrastructure Delivery Plan, that efficient and integrated infrastructure networks are in place to support growth and development whilst maintaining the valued character and local distinctiveness of the Borough.
- The Plan must prepare for climate change in order to ensure it has the least impact on the population and on the environment.

2. Introduction

2.1. The Local Plan

- 2.1.1. Future development in the Borough of Barrow-in-Furness needs to be guided by decisions that improve the quality of life for everyone in the Borough and which protect and enhance the natural and built environment. The Barrow Borough Local Plan will be the statutory document that will shape the future of the Borough, containing the plans and policies that will guide development for the next 15 years to 2031.
- 2.1.2. The Barrow Borough Local Plan will replace the adopted Barrow-in-Furness Local Plan Review 1996-2006 (August 2001) and the Housing Chapter Alteration (June 2006). The Barrow Borough Local Plan will sit alongside the Barrow Port Area Action Plan, which was adopted in July 2010.
- 2.1.3. This is the third draft of the Local Plan; the Publication Draft. The first, the Issues and Options Draft, was consulted upon in September/October 2014. A number of amendments were made to the wording of policies and the supporting text in response to the comments received from consultees, and information that has been made available since the first draft. The second draft, the Preferred Options Draft, was consulted upon in July/August 2015. The Preferred Options Draft set out the Council's preferred policies, justification of why that option was chosen and which policies they supersede.
- 2.1.4. National Planning Practice Guidance, paragraph 12:020 states that:
- “The publication stage plan should be the document that the local authority considers ready for examination”.*
- 2.1.5. This Draft is produced under Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012.
- 2.1.6. The Council took the decision to produce a single Local Plan document. The Council feel it provides more flexibility, in line with guidance in the NPPF, and, at a time when the future economic climate is changing within the Borough, is more sustainable in the medium to long term both for the Council and also developers, landowners, investors and employers. Preparation of the Plan has been on-going for some years since the completion of Barrow Port Area Action Plan.
- 2.1.7. The Local Plan contains a realistic vision for the Borough, looking forward to 2031. The vision seeks to address the key planning issues that are currently facing

the Borough. These issues include population decline, lack of housing choice and unemployment. The vision also seeks to promote the Borough's greatest assets to attract and retain people and businesses in the area, such as its natural environment, its highly skilled workforce and its strong communities.

2.1.8. The Council is committed to its key priority of Regeneration and to working with partners and service providers to enhance the built environment and the public realm. This will address some of the challenges faced, particularly in the town centre and help towards securing a sustainable long term economic future for the Borough and attracting inward investment.

2.1.9. The Local Plan sets out key objectives, and includes the strategic objectives and detailed policies to achieve the Vision and meet the Councils Key Priorities. In order to achieve the Vision the Plan identifies sites for development of new housing, employment, leisure facilities and associated infrastructure, and contains policies to guide this development whilst protecting the existing assets and characteristics of the Borough. These policies will also be used to determine planning applications.

2.2. Producing the Local Plan

2.2.1. The Local Plan will impact upon a wide range of people and organisations. Public consultation began in 2012, when the Council asked local people and stakeholders what they thought should be included in the Local Plan, in terms of what the Borough needs, where it should go and how it should be done. The results informed the preparation of the Issues & Options Draft Local Plan which was consulted upon in September /October 2014 and comments received informed the next draft; the Preferred Options Draft consulted upon July/August 2015.

2.2.2. Following the consultation on the Preferred Options Draft Local Plan, the Council considered all comments received, along with any changes to national policy and further evidence that emerged before producing this Publication Draft. The Council will continue to involve local people and stakeholders to inform the developing policies as the Plan progresses towards adoption. Comments are invited on the Publication version, as defined in the Planning Regulations. The Local Plan will then be submitted to the Secretary of State for an Examination in Public before it is adopted in 2017.

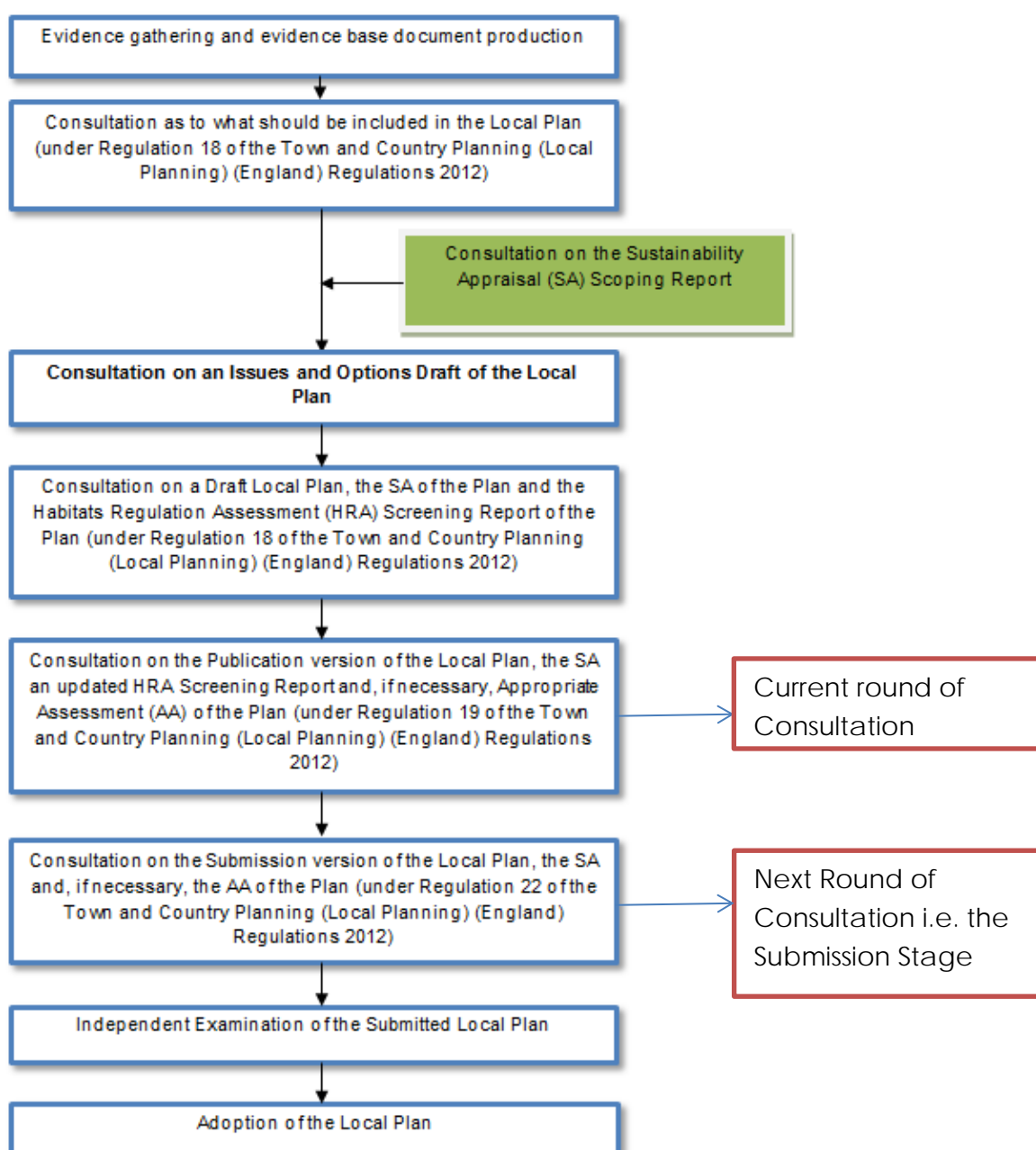
2.2.3. It is hoped this process will lead to the development of policies which are supported to achieve a robust Plan capable of delivering a range of sustainable development sites throughout the Borough.

2.2.4. The final Local Plan will comprise of two parts:

- A written statement containing the Plan’s strategy, policies and proposals, a justification of them and how they will be achieved in practice; and
- A proposals map showing policies and site allocations.

2.2.5. A summary of the preparation stages of the Local Plan is set out in Figure 1.

Figure 1: Local Plan Preparation Stages



Evidence to Support the Local Plan

2.2.6. The Local Plan needs to be supported by robust evidence. As part of the evidence base, the Council is required to produce a number of assessments, and the role of these assessments is set out below. Note that the Sustainability Appraisal, Habitat Regulations Assessment and Infrastructure Delivery Plan will also be available for comment during this consultation.

- **Sustainability Appraisal incorporating Strategic Environmental Assessment**– This assesses the plans and policies of the Local Plan to ensure that they are sustainable i.e. they will not have detrimental environmental, social and economic impacts on current and future generations. This will be available alongside the Local Plan Publication Draft.
- **Habitats Regulation Assessment** – This assesses whether the Local Plan will have a significant effect on the internationally important wildlife sites along much of the Borough’s coastline.
- **Green Infrastructure Strategy** – The Council is developing a framework to balance the needs of development with the maintenance of the Borough’s locally distinctive identity. A Draft of the document was produced in 2015 and comments submitted in response to the draft helped shape the final document.
- **Infrastructure Development Plan** - The Council is developing an Infrastructure Delivery Plan (IDP). Upon completion, this Plan will set out what infrastructure and services will be required to support the plans and policies of the Local Plan. A Draft of the document was produced in 2015 and comments submitted in response to the draft helped shape the final document. The Draft IDP is also available for consultation along with this Draft Plan.
- **Viability Assessment** - The Local Plan needs to be realistic and able to be delivered. Therefore, a complete Viability Assessment of the plans and policies of the Local Plan has been prepared. This has taken account of the level of policy standards, developer contributions and affordable housing that is proposed to be applied to development, ensuring that such requirements are not so onerous that they make development sites undeliverable.
- **Community Infrastructure Levy** - Local Authorities have the power to charge Community Infrastructure Levy (CIL) on development proposals in their area. At this time the Council has not progressed work on adopting a charging schedule for CIL within the Borough.

Supporting Studies

2.2.7. The following studies have been commissioned or will be undertaken by the Planning Policy Section to support the development of the Local Plan:

- Strategic Housing Market Assessment 2014 (SHMA) (2014)
- Strategic Housing Market Assessment Update (SHMA) 2016 (2016)
- Housing Land Statement (2016)
- Employment Land Review (Draft 2015)
- Green Infrastructure Strategy (2016)
- Retail Capacity & Town Centre Uses Study (2013)
- Strategic Flood Risk Assessment (2015)
- Cumbria Landscape Character Guidance & Toolkit (led by Cumbria County Council on behalf of the Districts/Boroughs) (2011)
- Gypsy & Traveller Accommodation Assessment (Jointly commissioned for all Cumbrian authorities in 2013)

Getting Involved

2.2.8. The Council's Statement of Community Involvement (SCI) sets out how the Council will consult on the Local Plan to gain the views of members of the public and other stakeholders. We have asked people what they think the main issues are for the Borough and how they can be addressed through the development of policies in the Local Plan. We have also asked people to put forward sites that they think would be suitable for development and the type of development they would like to see in their community.

2.2.9. The Localism Act introduces Neighbourhood Planning, where neighbourhood plans can be produced by parish councils and neighbourhood forums for their community. Neighbourhood Plans will be able to shape and direct sustainable development in their area, but must be in general conformity with the strategic policies of the Local Plan and should not try to reduce the level of development proposed by the Local Plan. At the time of this draft there have been no expressions of interest in the development of any Neighbourhood Plans.

2.2.10. There has been interest in producing Community Led Plans from parishes within the borough. The parish of Askam and Ireleth have produced a Parish Plan

2014 which can be viewed on the Parish Council

website: <http://www.askamandirelethparishcouncil.org.uk/communityPlanning.html>

2.2.11. The parish of Dalton and Newton are currently preparing a Parish Plan which will be developed in 2016, more details can be found on their

website <http://www.daltoncouncil.org.uk/1160359056.html>

2.2.12. The Council welcome people getting involved in the Local Plan process.

People can tell us what they think by email, letter or coming along to one of our consultation events. More information can be found on our website

at www.barrowbc.gov.uk/planning

2.3. The Duty to Co-operate

2.3.1. The Localism Act 2011 places a legal duty on local planning authorities and county councils to engage constructively, actively and on an ongoing basis to maximise the effectiveness of Local Plan preparation. They must be able to demonstrate that they have complied with the duty to cooperate at the Examination of their Local Plans.

2.3.2. It is important that the Local Plan recognises, connects with and supports other relevant strategic documents for, not only Barrow, but Cumbria as a whole. Public bodies have a duty to co-operate on planning issues that cross administrative boundaries and collaborative working is essential in ensuring the development of co-ordinated, deliverable, strategies, plans and policies.

2.3.3. There are several key issues in Barrow that extend beyond the Borough boundary. These issues need to be considered in the Local Plan. Strategic cross-boundary needs should be considered in an authority's Local Plan and authorities must demonstrate that they have successfully co-operated and, where necessary, agreed with their neighbours on cross-boundary issues.

2.3.4. Barrow Borough Council is preparing a Duty to Co-operate Statement, which will be published alongside the next draft of the Plan, the Submission Draft. The document will demonstrate how the Council has engaged cooperated with other authorities and public bodies in the preparation of the Local Plan. In particular, the Council has participated in a number of joint projects with other authorities on key evidence based documents and has worked closely with key infrastructure providers to ensure that the Local Plan will deliver infrastructure as required.

- 2.3.5. Evidently, co-operation is not a one off exercise and hence will remain fundamental in implementing and monitoring the effectiveness of the policies within the Local Plan. The extent to which the Council continues to co-operate will be reported annually within the Annual Monitoring Report and the Infrastructure Delivery Plan.

Cross-Boundary Issues

- 2.3.6. The Borough is bordered by the districts of South Lakeland and Copeland, and also by the Duddon Estuary, Morecambe Bay and the Irish Sea, with parts of the Borough forming the wider setting for the Lake District National Park. The Local Plan will take account of strategic issues that overlap the Borough's boundaries into these areas and will work with neighbouring districts and other key agencies to ensure that the Local Plan effectively addresses such issues and does not conflict with other relevant plans and strategies that apply to these areas.

- 2.3.7. The cross-boundary issues identified are:

- Impact of employment in Barrow on the economy of neighbouring towns and vice versa given that the Borough is part of a larger Travel to Work Area.
- Ensuring that housing at Ulverston supports regeneration initiatives in Barrow
- Inter-connections between Housing Market Areas and Travel to Work Areas.
- Transport connections between Barrow and neighbouring towns and employment areas
- Connections to the M6 motorway, Furness Line and West Coast Main Line
- Retail leakage from Ulverston to Barrow
- Bathing water quality along the coast
- Green infrastructure linkages, including to the wider area and National Park
- Ecological networks, particularly along the coast
- North West Coast Connections project
- Wind energy developments off the coast.
- The settlement of Lindal physically crosses the boundary with South Lakeland.

2.3.8. The Council has and will continue to work closely with Cumbria County Council, other neighbouring authorities and other public bodies throughout the production of the Local Plan. This will include both formal and informal consultation in various formats including by letter, email and face to face meetings. Cumbrian authorities, including the County Council and Lake District National Park Authority, have an established network of officer groups and support mechanisms for circulating information and joint working. A number of stakeholder groups have been set up to assist in this process and the Council also intends to use established groups such as the Cumbria-wide Development Plans Officer Group to disseminate information and share best practice.

Monitoring the Effectiveness of the Local Plan

2.3.9. The Council will monitor the effectiveness of the policies of the Local Plan. The Local Plan will be reviewed from time to time, and certain policies may be amended to ensure that the Local Plan is working effectively in meeting its objectives and in achieving the vision. Monitoring will take place through the Annual Monitoring Report, which the Council publishes each year. A list of proposed indicators to monitor the policies of the Local Plan will form part the Submission Draft of the Local Plan.

2.4. Spatial Portrait: About Barrow-in-Furness

2.4.1. The coastal town of Barrow is the main commercial, retail and cultural centre for South West Cumbria. It is home to the most current and largest knowledge base in the UK for the design, testing and commissioning of submarines and naval surface vessels, and is a Centre of Excellence for nuclear powered submarine building. It is also the gateway to Britain's Energy Coast, and Walney Offshore Wind Farm is currently one of the biggest wind farms of its kind in the world with plans for major expansion.

2.4.2. With Morecambe Bay to the South and the Duddon Estuary to the North, the area is encompassed by spectacular scenery and is host to some of the most important wildlife habitats in Europe. Set against the backdrop of the Lake District, there are excellent opportunities for leisure, recreation and tourism. The Borough has many tourist attractions, including Piel Island with the impressive ruins of the

14th century Piel Castle, and the ruins of Furness Abbey which was one of the richest monasteries in England.

2.4.3. The following pages describe the situation in Barrow now and underline the key challenges facing the Borough.

Geography

2.4.4. Barrow is the second largest settlement in Cumbria and is situated at the tip of the Furness Peninsula in the south west corner of Cumbria. Surrounded by a rural hinterland, the Borough is remote from other centres of population and services, and the sole link to the motorway network is via the A590. At 78km², the Borough is the smallest area of any district in Cumbria, yet is the most densely populated.

Figure 2: Location of the Borough



2.4.5. Arising from these issues is the following key challenge:

- Facilitate sustainable population and economic growth in the context of Barrow's isolated geographical position.

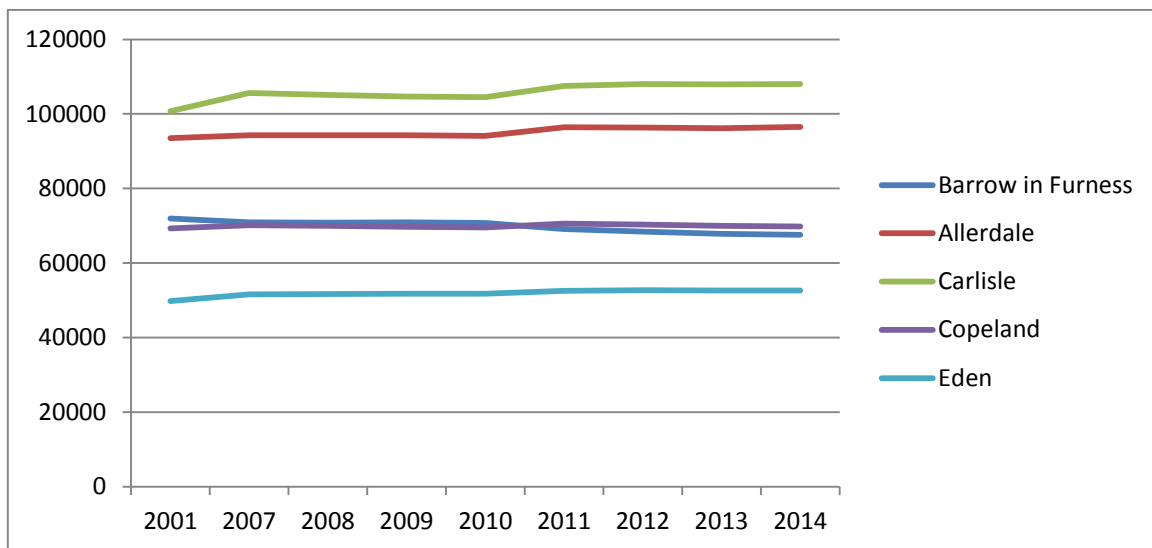
The People of Barrow

2.4.6. The towns of Barrow, Dalton and the rural villages are characterised by their strong community spirit. The population of the Borough reached a peak of 76,619

in the 1951 Census. After this, the population declined gradually in the 1950s and 60s, more sharply in the 1970s to 72,645 in 1981, rallied in the 1980s to reach 73,704 in 1991 and fell again in the 1990s and 2000's.¹

2.4.7. Figure 3 shows how the population has declined over ten years and how this contrasts with population change elsewhere in the Cumbria. The decline of the population is largely attributed to the reduction of the workforce associated with Barrow's traditional industries.

Figure 3: Population Change (%) since 2001



Source: ONS Mid-Year Population Estimates/BBC AMR

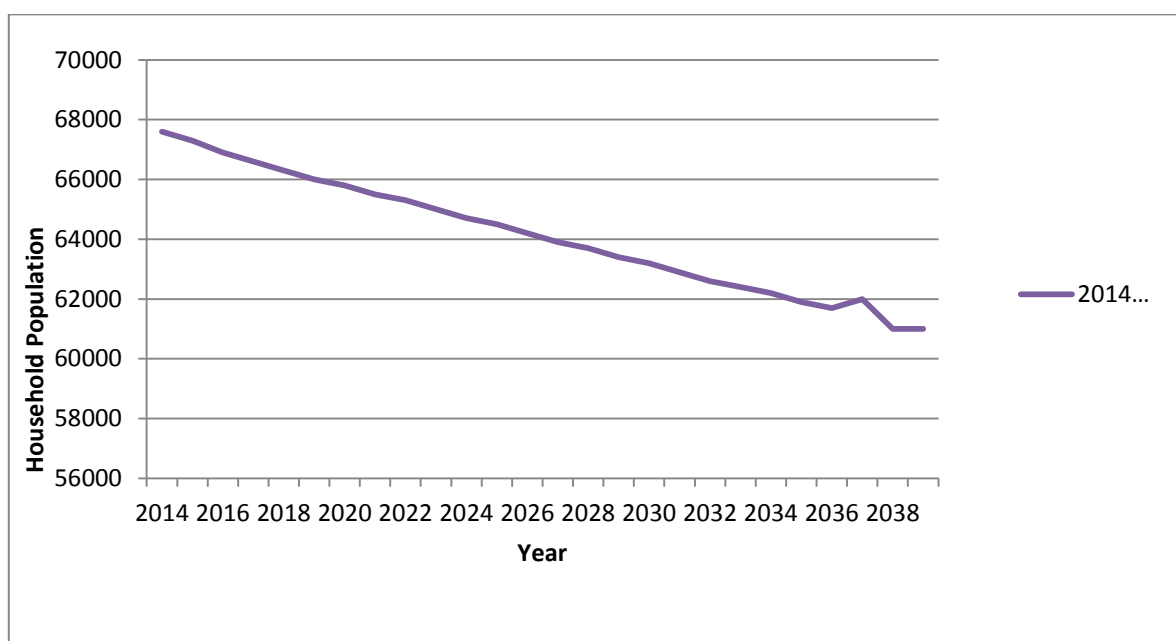
2.4.8. At the time of the Census in 2011 the Borough's population was 69,056 and this is concentrated in the principal settlement of Barrow and the market town of Dalton, with smaller populations in the outlying villages and rural areas.

2.4.9. The population of the Borough is predicted to decline over the Plan period², along with the average household size.

¹ Source: ONS, based on mid-year population estimates 2012

² This is discussed further in the Council's Housing Land Statement 2016

Figure 4: Population Projections for Barrow Borough to 2039



Source: DCLG Live table 426 (2012 based Household population projections)

2.4.10. The age profile of the Borough is broadly in line with the national average, although there are fewer people in the age group 20-39. There is a higher proportion of people aged 60 or over compared to the national average, and this proportion increased by 3.5% between 2001 and 2011 (ONS). The proportion of older people living in the Borough is projected to increase over the Plan period.

2.4.11. Arising from these issues are the following key challenges:

- Addressing population decline by facilitating sustainable growth.
- Providing housing that meets the needs of older people, whilst also ensuring that the Local Plan is viable.

Climate Change and Pollution

2.4.12. The Borough is susceptible to the effects of climate change, particularly the effects of sea level rise and coastal erosion. The Borough has a coastline that is approximately 63km long, of which around 22km is defended against either erosion or flooding. A significant proportion of the Borough is at risk of coastal flooding, particularly at Walney Island although the main threat to properties is at the village of Biggar. On the mainland, the village of Askam is adjacent to the floodplain.

- 2.4.13. The Borough is also at increasing risk from river and surface water flooding connected to extreme weather patterns. Parts of Dalton are particularly susceptible to river flooding, and there are surface water flooding hotspots across the Borough.
- 2.4.14. There are areas in the Borough where land is contaminated as a result of the Borough's former industries. In addition to being unsafe, surface water flooding in such areas can pollute watercourses and affect water quality in the Borough's watercourses and at the coast, with implications for wildlife and tourism.
- 2.4.15. Arising from these issues are the following key challenges:
- Ensuring that new development is not at unacceptable risk of flooding and does not increase the risk of flooding elsewhere.
 - Conserving the Borough's coastline, including biodiversity and natural coastal processes.
 - Controlling sources of air pollution and encouraging energy efficiency in new developments.
 - Facilitating renewable energy developments without unacceptable impacts on local amenity, biodiversity, the landscape and heritage.
 - Climate change impacts on flora and fauna

The Built Environment

- 2.4.16. Barrow is an 19th Century planned town built around iron ore and ship building, with a grid iron street pattern. There are many fine buildings, including the Victorian tenement flats on Barrow Island which were built to house local shipyard workers, and are the only example of their type in England. Today the town retains much of its distinctive Victorian character, although there is a need to improve the quality of the built environment in some parts of the town. There is also considered to be a lack of open and green space in the town centre. There are opportunities for the historic environment to play a stronger role in meeting economic, social and quality of life objectives.
- 2.4.17. Dalton is the ancient capital town of Furness, and is particularly noted for the 14th Century Dalton Castle which is a Scheduled Monument. Much of central Dalton is designated as a Conservation Area. Askam is a 19th century village that grew around the excavation of iron ore in the area, whilst the adjoining village of Ireleth dates back to the Viking occupation of Britain.

2.4.18. In addition to Dalton Castle, there are three other Scheduled Monuments in the Borough: these are Furness Abbey and precinct wall, Bow Bridge and Piel Castle. There are also 11 Conservation Areas: eight in Barrow and Walney Island, and one at Dalton, Lindal and Ireleth. There are also 270 listed buildings in the Borough.

Table 1: Listed Buildings in Barrow Borough

Listed Building Classification	Number in the Borough
Grade I	8
Grade II*	15
Grade II	247

2.4.19. Arising from these issues are the following key challenges:

- Ensuring the protection and enhancement of the built environment and heritage assets
- Ensuring that new development makes a positive contribution to local character and distinctiveness.

Natural Environment and Landscape

2.4.20. Most of the Borough falls within the West Cumbria Coastal Plain National Character Area. This area is characterised by inland views set against the Lake District, and a coastline that encompasses a diverse range of mudflats, shingle and pebble beaches, soft cliffs, dune systems and the barrier islands of Walney and Foulney.

2.4.21. The coastline has a range of international and national designated nature conservation sites that are important for breeding seabirds, wintering waders and wildfowl, natterjack toads and specialist flora. Tranquillity, a strong sense of place and history all contribute to its recreational value, and combined with its nature conservation interests associated with the coast. These features and the good network of footpaths and bridleways make the area attractive to residents and visitors.

2.4.22. Industry also forms part of the landscape, with Devonshire Dock Hall being particularly visible in many parts of the town of Barrow, as are the offshore wind farms off the coast of Walney Island.

2.4.23. Arising from these assets are the following key challenges:

- Conserving and enhancing the Borough's landscape and biodiversity.
- Maximising the multiple benefits of the natural environment.
- Maintaining access, on foot, cycle and horseback.

Housing

2.4.24. Barrow Borough is identified separately as one of 20 housing market areas in Cumbria by the Cumbria Housing Group where it is known as 'Barrow'. Although the housing market area is largely self-contained, there is movement between Barrow and other adjacent Housing Markets Areas, particularly the Ulverston / Cartmel (Regional) or Ulverston and Furness (County) Housing Market Areas.

2.4.25. The housing stock of the Borough is dominated by older, terraced housing. Approximately 50% of the stock is terraced and 45% was built pre-1919. Most of this is concentrated in the central Barrow areas, where there are some issues with housing quality due to the age and condition of the stock. This contributes to the relative affordability of the Borough's housing stock, with approximate income to price ratios of 1:4 (Barrow Housing Statement 2012).

2.4.26. The mean house price in Central Ward, which consists mostly of terraced housing, is more than £50,000 less than the Borough average. The proportion of properties in Council tax band A in the Borough is significantly higher than the regional and national average, and again this is concentrated in the central areas of the town (Barrow Area Plan 2012-14).

2.4.27. There is a lack of choice in the current housing market to meet the needs of industry to attract the highly skilled workers it requires and meet the housing aspirations of many existing residents. The Borough also has a high proportion of residents with a disability, and there is therefore a high need for suitable adapted housing or housing with support. This includes the needs of the elderly, as 25% of the Borough's residents are aged over 60 (Census 2011).

2.4.28. The wards of Newbarns and Roosecote in Barrow have the lowest vacancy rates at 3%. However, the central areas of Barrow have a significantly higher

vacancy rate, with Barrow Island having a vacancy rate of 24% (Council Tax records 1/4/15).

2.4.29. Arising from these issues are the following key challenges:

- Managing demographic change, in particular developing an increasing range of housing for older people.
- Addressing the long-standing issues facing Barrow's dwelling stock, including stock condition, overcrowding and addressing the lack of variety in the housing offer.
- Ensuring that new housing is located in the most sustainable locations.
- Managing historic and current development pressures on the countryside.

Employment

2.4.30. The Furness Peninsula, focussed on the town of Barrow, is a relatively isolated and self-contained economy built on the heavy industries of iron and steel making and shipbuilding. Barrow forms part of a wider Travel to Work Area (TTWA) that extends into the neighbouring districts of South Lakeland and Copeland.

2.4.31. Barrow is known throughout the world as a centre of excellence for marine engineering and the construction of sophisticated military ships and submarines with BAE Systems continuing to be the main economic driver for Barrow. Furness continues to be home to a number of other large world-class companies and advanced manufacturing firms such as Robert McBride (detergent manufacture), Centrica onshore gas reception terminals and condensate storage plant (energy), Kimberly Clark (paper manufacture), and also GlaxoSmithKline (pharmaceuticals) at Ulverston.

2.4.32. The commercial port currently operated by Associated British Ports remains an important location in supporting shipbuilding activity of BAE Systems, transport of nuclear fuels via a terminal for BNFL, natural gas extraction and other offshore activities including the currently large-scale operations supporting offshore wind farm assembly and maintenance for companies including Dong Energy, Siemens and Vattenfall.

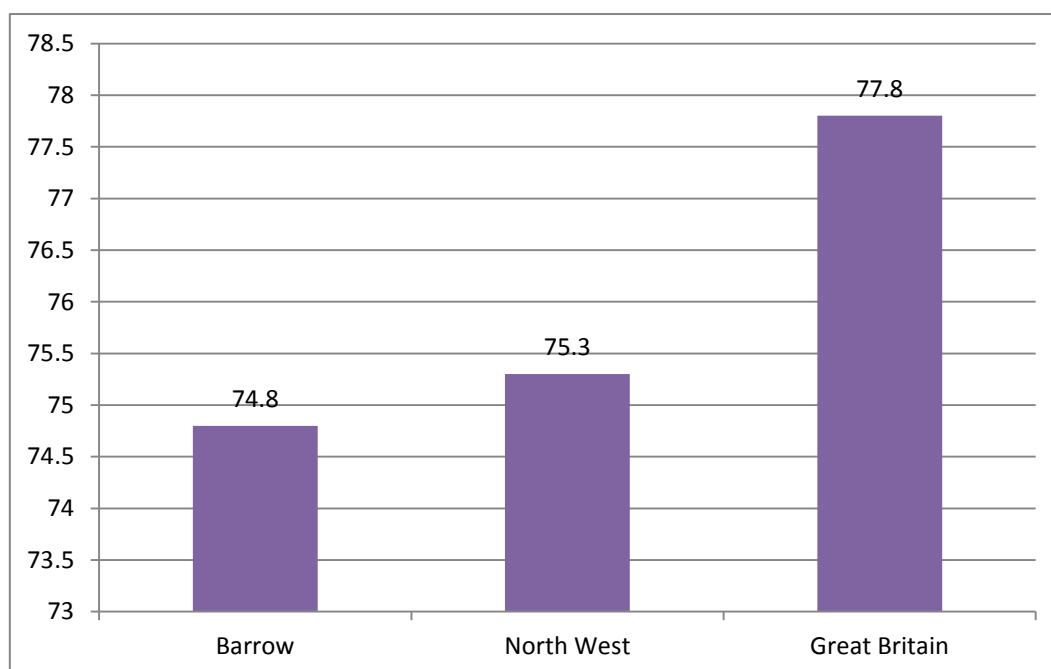
2.4.33. The Borough is now experiencing a period of investment with the local economy expected to benefit over the next few years from the Successor

Programme at BAE Systems which includes site development and creation of jobs, the development of new offshore windfarms, and the expansion of Glaxo SmithKline in nearby Ulverston. BAE Systems is one of the largest shipyards in the UK and the largest employer in Barrow, with approximately 5,500 employees. The £400m investment by BAE as part of the Successor programme could potentially generate more than 2,000 additional jobs.

2.4.34. The economy of the Borough is relatively self contained, and a significant proportion of people who work in the Borough also live in the Borough. Manufacturing accounts for 21% of the Borough’s employment, which is more than double the national average (Census 2011). Median individual and household incomes in the Borough are higher than the regional and national averages. However, despite the success of other world class manufacturing companies in the area, the long term decline of the Borough’s traditional industries has resulted in significant job losses.

2.4.35. Figure 5 shows that the proportion of residents who are economically active is lower than both the regional or national average, having declined since the previous year.

Figure 5: Economically Active (%) Jan-Dec 2015



Source: ONS Annual Population Survey

2.4.36. The rate of Job Seekers Allowance (JSA) claimants was above average in April 2015, at 2.6% (compared to 1.3% in Cumbria and 1.9% nationally) (ONS Annual Population Survey) which emphasises the need for opportunities for training and skills along with a diversity of job opportunities.

2.4.37. The economy of Barrow has diversified in recent years, with significant numbers now working in public services, retail and hospitality. However, there is still opportunity to further diversify the economic base of the area, and this is particularly important given the isolation of the area from regional and national markets.

2.4.38. Arising from these issues are the following key challenges:

- Increasing the levels of employment by diversifying the local economy and facilitating a variety of employment opportunities.
- Facilitating and supporting specialist manufacturing, nuclear and energy and the visitor economy.
- Ensuring that the Local Plan is flexible so that it can facilitate economic growth, particularly if the Successor Deterrent Programme is not approved by the government.

The Retail Economy

2.4.39. Barrow is the main centre in the Borough providing modern pedestrianised shopping facilities, a mall, an indoor market hall and an open market, in addition to independent shops and traditional shopping streets. The market town of Dalton has a smaller local shopping centre.

2.4.40. Whilst Barrow is a significant retail destination for areas outside the Borough, the Barrow Retail and Town Centre Uses Study shows that there has been an overall decrease of 6% in comparison expenditure in the Borough between 2006 and 2013. There has also been a shift in the focus of such sales from Barrow town centre to other retail locations, such as edge of centre retail parks. This could be contributing to the high proportion of vacant units on Barrow's main shopping streets (Dalton Road and Portland Walk), where the vacancy rate is 16% (2016). Also, car borne visitors to Barrow are tending to visit out of town developments, which means that people are not visiting the town centre.

2.4.41. Arising from these issues are the following key challenges:

- Facilitating identified need for additional retail floorspace in Barrow and Dalton, whilst ensuring that the Local Plan is flexible enough to deal with changing local requirements.
- Addressing the proportion of vacant units in Barrow town centre, including the impact of out of town retail developments on the town centre.
- Facilitating balanced growth that focuses on maintaining and strengthening the vitality and viability of the town centres.
- Enhancing the range of shops and services appropriate to a historic market town in Dalton town centre.

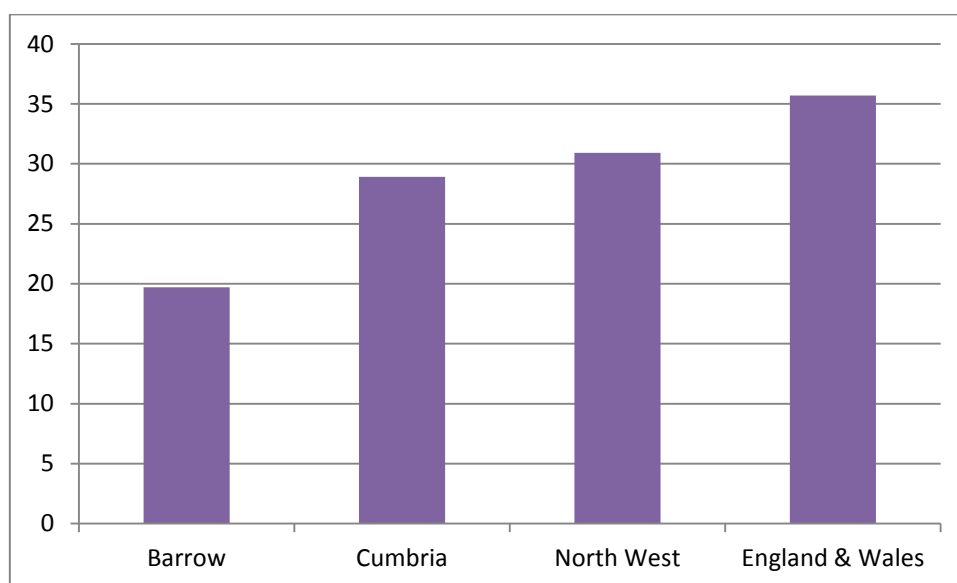
Education

2.4.42. There has been significant recent investment in education in the Borough.

Three primary schools in Barrow have been rebuilt or refurbished under a £12.8m scheme by Cumbria County Council; a new £22.5m site campus was built at Furness Academy; and £43m has been invested at Furness College to modernise college facilities with a further £3.3m now allocated for the Advanced Technology Centre. The area has limited transport access to universities, although Furness College offers foundation year degrees through affiliation with the University of Cumbria, Lancaster University and the University of Central Lancashire.

2.4.43. Figure 6 shows that in 2014 the proportion of the working age population educated to NVQ Level 4 was significantly lower than the Cumbria, regional and national average. The proportion of the population attaining each of each of the NVQ levels 1 to 3 continues to reflect the levels attained across the County, as does the proportion of working age population with no qualifications.

Figure 6: Working Age Population (5) Educated to at least NVQ4 Level 2014



Source: ONS Annual Population Survey

2.4.44. Arising from these issues is the following key challenge:

- Increasing educational attainment and reducing the skills gap.

Transport and Accessibility

2.4.45. The local economy in Barrow depends on long distance connections to West Cumbria, the M6 and the rest of the UK by road and railway. However, transport links to / from the area are in need of improvement. The A590 is the only direct link to the motorway network, and the length and unpredictability of this route could hinder inward investment in the future. There can be issues with journey time reliability to West Cumbria via the A595, and this could hinder economic growth in Barrow and West Cumbria.

2.4.46. Barrow and Dalton railway stations are both situated on the Furness line, which connects to the West Coast Main Line which runs to Carlisle; and the Furness line which runs to Lancaster, to destinations further afield. There are regular services direct to Manchester Airport, however rail connections north of Barrow to Millom, Sellafield and Whitehaven are not regular and there is no Sunday service at present.

2.4.47. Due to the rural nature of the County, some bus services are infrequent. Only 4.3% of all journeys to work in Barrow are on public transport, compared to 10.2% nationally (2011 Census).

2.4.48. The compact nature of the town of Barrow means that there are opportunities for short journeys made on foot or by cycle. 13.6% of all journeys in the Borough are on foot or by cycle, compared with a national average of 8.1% (2011 Census). Pedestrian routes within Barrow town are generally good and there are a number of long distance routes linking the town with other parts of the County and beyond. Pedestrian links to the dock area require improvement.

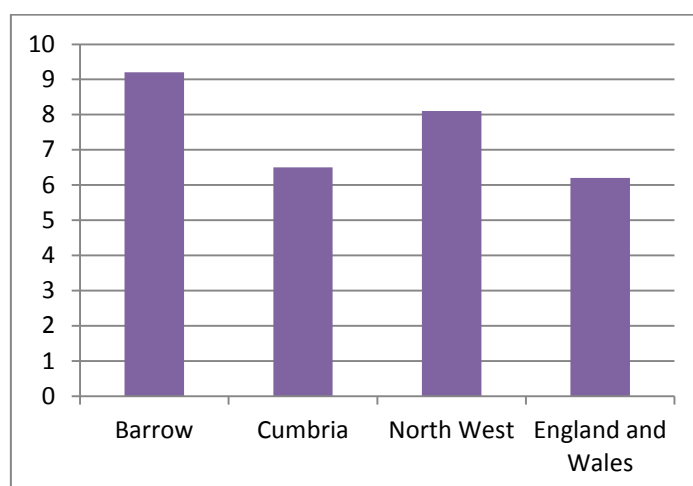
2.4.49. Arising from these issues are the following key challenges:

- Facilitate economic growth in Barrow by improving external transport links, thus reducing isolation from regional and national markets.
- Ensuring that new development promotes sustainable travel choices, by ensuring adequate green infrastructure is incorporated in the design.

Health

2.4.50. The proportion of incapacity benefit claimants is a serious issue in Barrow, and Figure 7 shows that the proportion is higher than that of the Cumbria, regional and national levels.

Figure 7: Incapacity & ESA Benefit Claimants (5) 2015



Source: Department for Work and Pensions

2.4.51. The Public Health England – Barrow Health Profile 2015 shows that the health of people in the Borough is generally poorer than the national average. Deprivation is higher than average and about 2,600 children live in poverty. Life

expectancy for both men and women is lower than the national average, and is 13.0 years lower for men and 8.4 years lower for women in the most deprived parts of the Borough than in the least deprived areas.

2.4.52. The Health Profile also shows that over the last ten years, all cause mortality rates have fallen. The early death rate from heart disease and stroke has fallen, but is still higher than the national average. In Year 6, 20.5% of children are classified as obese, and the estimated level of adult 'healthy eating' is lower than the national average. Rates of smoking related deaths and hospital stays for alcohol related harm are higher than the national average.

2.4.53. Arising from these issues is the following key challenge:

- Reducing health inequalities through a variety of measures including facilitating good quality housing, high quality open spaces and other green infrastructure, a variety of employment opportunities and new sports and leisure facilities.
- Promoting healthy travel to work by walking and cycling.

Tourism

2.4.54. Tourism in the Borough is primarily focused around business customers and people visiting residents in the area. There is potential for growth in tourism and leisure based attractions which could help to further diversify and regenerate the local economy. In particular, the coastal and marine heritage of the town offers significant opportunities for the development of tourism activity around the port area.

2.4.55. The Borough has several popular attractions, and these vary from the Dock Museum in Barrow to the South Lakes Safari Zoo, north of Dalton. The latter was in the top five of Cumbria's top paying visitor attractions in terms of visitor numbers in 2011. The heritage assets of Furness Abbey and Piel Island are also important to the local tourism economy. Long distance walking and cycle routes, such as the Morecambe Bay Cycleway and England Coast Path will bring tourism opportunities, with increased spend on food and accommodation by long distance walkers and cyclists.

2.4.56. Despite these and other attractions, the number of visitors, the number of tourist days and the revenue made in the tourism sector overall in the Borough between 2011 and 2012 has fallen. The Local Plan has an important role to play in

addressing this issue by promoting the Borough and making it more attractive to leisure industry developers and visitors.

2.4.57. Arising from these issues is the following key challenge:

- Maximising the Borough's tourism assets by promoting the Borough and making it more attractive to visitors and leisure sector investors and developers.

3. Development Strategy



Sustainable growth is at the heart of the development strategy. The character of Barrow, Dalton and the villages will reflect their individual historic and cultural heritage, with high quality designed new buildings enhancing their local distinctiveness. The rural areas will remain unspoiled by substantial new development, but the villages will have a better choice of housing for local people. The character of rural villages will have been maintained, with sustainable access to services to strengthen local communities.

Key Facts – Development Strategy

- Barrow Borough is situated on the Furness Peninsula at the edge of the Lake District. The Borough includes the large coastal town of Barrow in Furness, and the parishes of Dalton with Newton, Askam and Ireleth and Lindal and Marton.
- Barrow is the main commercial, retail and cultural centre for South West Cumbria, located with Morecambe Bay to the south and Duddon Estuary to the North. It also boasts beautiful scenery and an expanse of wildlife rich habitats.
- The Furness area is the home of multiple world class manufacturing companies and service businesses, and Barrow is a centre of excellence for marine engineering and the UK shipbuilding and submarine industry.
- Barrow is a commercial port that supports the activity of BAE Systems, and provides a terminal and facilities for the nuclear, gas and offshore renewables industries.
- The Borough has a wealth of tourism, natural and heritage attractions including South Lakes Safari Zoo, Dock Museum, Furness Abbey and Piel Castle.
- Deprivation is a challenge for areas of the Borough, which have suffered from economic decline, and face problems such as unemployment, poor housing, lower than average life expectancy and higher incidence of cancer and circulatory diseases.
- Significant boosts to the local economy are anticipated from major investment in manufacturing, engineering, life sciences and energy sectors. This will create jobs, achieve redevelopment of sites, and investment in infrastructure.
- The challenge is to plan to accommodate this growth through the provision of new homes, infrastructure, education, retail, leisure and commercial facilities to make Barrow Borough an attractive and sustainable place to live and work.

3.1. Sustainable Development

3.1.1. The National Planning Policy Framework highlights that ‘the purpose of planning is to help achieve sustainable development’³. It states that ‘Planning should operate to encourage and not act as an impediment to sustainable growth’⁴. It requires a positive approach to planning where local authorities find ways to enhance and improve places rather than simply scrutinising proposals. The Local Plan provides an opportunity to show that the Council is committed to promoting sustainable development and also show what it considers to be sustainable development, helping developers determine the sustainability of their proposals whilst they are developing them.

3.1.2. Paragraph 14 of the NPPF states that:

“At the heart of the National Planning Policy Framework is a presumption in favour of sustainable development, which should be seen as a golden thread running through both plan-making and decision-taking.

For plan-making this means that:

Local planning authorities should positively seek opportunities to meet the development needs of their area;

Local Plans should meet objectively assessed needs, with sufficient flexibility to adapt to rapid change, unless:

- *any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or*
- *specific policies in this Framework indicate development should be restricted.*

For decision-taking this means:

- *approving development proposals that accord with the development plan without delay; and*
- *where the development plan is absent, silent or relevant policies are out-of-date, granting permission unless:*
 - *any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or*
 - *specific policies in this Framework indicate development should be restricted.”*

³ National Planning Policy Framework, Ministerial Foreword

⁴ National Planning Policy Framework, Paragraph 19

- 3.1.3. Barrow Borough Council encourages sustainable development, particularly that which enhances its natural assets.

Policy DS1: Council's commitment to sustainable development

When determining planning applications the Council will take a positive approach to ensure development is sustainable. The Council will work pro-actively with applicants to find positive solutions that allow suitable proposals for sustainable developments to be approved wherever possible.

The Council is committed to seeking to enhance the quality of life for residents by taking an integrated approach to protect, conserve and enhance the built, natural and historic environment whilst ensuring access to essential services and facilities and a wider choice of housing. This will enable the Local Plan's Vision and Objectives to be met and to secure development that simultaneously achieves economic, social and environmental gains for the Borough.

Planning applications that accord with the Development Plan will be approved without delay, unless material considerations indicate otherwise.

Where there are no policies relevant to the application or relevant policies are out of date at the time of making the decision then the Council will grant permission unless material considerations indicate otherwise, taking into account whether:

- a) Any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits when assessed against the policies in the National Planning Policy Framework taken as a whole; or
- b) Specific policies in the Framework indicate that development should be restricted.

Justification

The presumption in favour of sustainable development is outlined in the National Planning Policy Framework which states 'the purpose of planning is to help achieve sustainable development'.

The Local Plan must take an integrated approach to simultaneously seek to ensure economic, social and environmental gains whilst approving sustainable development. This will improve the environment, quality of life for residents, accessibility to jobs and services, promote good design and widen the choice of housing offer within the borough.

This policy outlines the Council's commitment to this approach, which is reinforced throughout the Plan.

Sustainable Development Criteria

- 3.1.4. In order to ensure that development promotes sustainable development, the Council proposes a policy which lists the general criteria against which all planning applications will be judged. This will help developers determine the sustainability of their schemes and improves the transparency of the planning process. The general criteria must be read in the context of the Local Plan.

Policy DS2: Sustainable Development Criteria

In order to meet the objectives outlined in Policy DS1, subject to other Development Plan policies which may determine the suitability of particular sites, all proposals will be required to meet all of the following criteria, where possible, taking into account the scale of development and magnitude of impact and any associated mitigation by:

- a) Ensuring that proposed development incorporates green infrastructure designed and integrated to enable accessibility by walking, cycling and public transport for main travel purposes, particularly from areas of employment and retail, leisure and education facilities;
- b) Ensuring development does not prejudice road safety or increase congestion at junctions that are identified by the Local Highway Authority as being over-capacity;
- c) Ensuring access to necessary services, facilities and infrastructure and ensuring that proposed development takes into account the capacity of existing or planned utilities infrastructure;
- d) Ensuring that the health, safety and environmental effects of noise, smell, dust, light, vibration, fumes or other forms of pollution or nuisance arising from the proposed development including from associated traffic are within acceptable levels;
- e) Respecting the residential amenity of existing and committed dwellings, particularly privacy, security and natural light;
- f) Protecting the health, safety or amenity of occupants or users of the proposed development;

- g) Contributing to the enhancement of the character, appearance and historic interest of related landscapes, settlements, street scenes, buildings, open spaces, trees and other environmental assets;
- h) Contributing to the enhancement of biodiversity and geodiversity;
- i) Ensuring that construction and demolition materials are re-used on the site if possible;
- j) Avoiding adverse impact on mineral extraction and agricultural production;
- k) Ensuring that proposals incorporate energy and water efficiency measures, the use of sustainable drainage systems where appropriate and steers development away from areas of flood risk;
- l) Ensuring that any proposed development conserves and enhances the historic environment including heritage assets and their settings.

Where the applicant demonstrates that one or more of the criteria cannot be met, they must highlight how the development will contribute towards the achievement of the objectives by alternative means.

Justification

The Council proposes this policy which lists the general criteria all planning applications will be judged against, which has received support from statutory bodies and consultees, to help developers determine the sustainability of their schemes and improves the transparency of the planning process. Developers should look at ways to incorporate an element of enhancement/improvement within their proposals. This approach is in accordance with the NPPF in particular the Core Planning Principles.

3.2. The Development Strategy

3.2.1. The NPPF states that sustainable development is about positive growth⁵.

Although the Borough's population has been falling in recent years, the Local Plan gives us an opportunity to ask whether we want this trend to continue, whether we want to address the issues responsible for this decline and whether we want to plan for growth in the future.

⁵ NPPF, Ministerial Foreword

- 3.2.2. Information from the 2011 Census indicates that, although the population of England and Wales has increased by 3.7 million over the past decade, (which is the biggest rise since national records began in 1801), Barrow Borough has experienced the country's greatest population decline, falling by 4% to 69,100⁶.
- 3.2.3. The reasons for this shrinkage are complex, although not unique. Current estimates suggest that urban shrinkage is a significant issue throughout Europe⁷ and that the problems of declining revenues, rising unemployment, outward migration of the economically active population and a surplus of land and buildings are common to many shrinking towns and cities. Demographic trends are compounding these problems, as the working age population declines and the over 65 age group grows.
- 3.2.4. Barrow Borough has a distinct set of local issues, illustrated in the Sustainability Appraisal Scoping Report, which need to be taken into account when establishing the overarching strategic approach to development in the Borough.
- 3.2.5. Barrow Borough Council has pursued a development strategy of growth and regeneration for the last 25 years, through two Local Plans and numerous other documents, partnerships and initiatives. This strategy has resulted in a number of successes in the past, with the development of Channelside Business Park and Portland Walk shopping area and the on-going assembly of land for Barrow Port redevelopment.
- 3.2.6. Even in light of this work, the Borough has continued to experience high levels of unemployment, health inequalities and the population has continued to fall. The development strategy we choose will inform all other policies in the Local Plan.

⁶ Office for National Statistics Census 2011

⁷ From Crisis to Choice: Re-imagining the Future in Shrinking Cities, URBACT Secretariat

Policy DS3: Development Strategy

The Council will pursue an overarching strategy of sustainable balanced growth, redistributing development across the Borough, to improve the residential environment of the central Barrow area and also allow an increased amount of development in Dalton, Askam and other sustainable settlements.

The distribution of development is outlined in Policy H2, and Policy H3 contains a balanced portfolio of sites, in a range of locations throughout the Borough, both brownfield and greenfield in order to achieve this Strategy.

This Strategy seeks to promote the opportunities and strengths enjoyed by the Borough and achieve sustainable development that enhances its offer in terms of housing, employment, leisure and culture, and encourages inward investment.

Justification A balance must be struck in planning policy in order to try and stabilise the negative trends, and the effects of these, by facilitating sustainable growth in accordance with the NPPF. For Barrow Borough the effects of the negative trends have been most acutely experienced in Barrow town centre, compared to the smaller town of Dalton and settlements of Askam & Ireleth and the outlying villages.

Flexible, criteria-based planning policies, aligned with other local strategic policies, can foster the social, environmental and economic conditions necessary to promote positive trends able to sustain growth and improve Barrow's offer to employers, workers and visitors.

This strategy represents a change in approach for the Council moving away from the concentration of development on brownfield sites within Barrow in Furness, to a range of brownfield and greenfield sites, in locations throughout the borough presenting residents with a wider housing offer, whilst still supporting housing renewal and regeneration projects.

The approach offers the most flexibility across the Plan period and is in accordance with the NPPF.

3.3. Regeneration

- 3.3.1. In order to maximise the positive impact of new development on the existing areas of the Borough, particularly central Barrow, the Council will continue to

promote and carry out a range of regeneration initiatives aimed at helping to improve the lives of the Borough's residents and improve the image of the Borough.

- 3.3.2. Regeneration and the Public Realm is one of the Council's key priorities, and it is committed to engaging and working with partners and service providers to enhance the built environment and the public realm and in doing so, improve land and property values. The Council's regeneration ambitions will be aided by the production of proactive delivery tools such as a Central Barrow Masterplan and site specific development briefs, where available.

Local Economy

- 3.3.3. The Furness economy has been significantly boosted by improvements in a number of sectors in recent years, including: the commitment to the submarine programme over the last decade; investment in UK energy production including increased incentives for offshore wind and offshore gas extraction and new nuclear build; growth in Ulverston in the low carbon lighting cluster and GSK biopharmaceutical investment.

- 3.3.4. Although manufacturing is important across the whole county, the sector has a significant concentration in the Furness Peninsula. The local economy will benefit further from investment proposals by major international companies, which are set to create up to 3,000 jobs in the Barrow and Ulverston area. Whilst the Barrow Travel To Work Area will benefit directly, there will also be benefits for the wider area of South Cumbria. In addition, opportunities exist to attract the operations of companies currently located outside of Cumbria which could locate within the area.

Cumbria Local Enterprise Partnership

- 3.3.5. The Cumbria LEP is in the process of implementing its Strategic Economic Plan 2014-2024. The Plan identifies a range of investment opportunities that with concentrated resources, effort and innovation can be delivered in Cumbria.

- 3.3.6. The vision for growth is focussed around four strategic priorities:

- Advanced Manufacturing growth
- Nuclear & Energy excellence
- Vibrant rural and visitor economy
- Strategic connectivity and the M6 corridor

3.3.7. The Cumbria LEP has confirmed that intervention will need to be focused on the following economic drivers:

- Skills development
- Business growth
- Infrastructure improvements
- Environmental quality
- National Cradle for Advanced Manufacturing

3.3.8. The 'National Cradle for Advanced Manufacturing – Towards a new economic vision for Furness' identifies a number of key economic opportunities and challenges faced by the Furness area which include the skills and education challenge and opening up supply chains to let in local firms. This initiative is linked to the Cumbria Strategic Economic Plan's strategic priority of Advanced Manufacturing Growth, and the economic asset of manufacturing capability that Furness businesses can offer. This will allow Cumbria and Furness to develop a hub for national and international supply chains and stimulate growth for local companies.

Furness Economic Development Forum

3.3.9. Furness Economic Development Forum (FEDF) is a public private sector partnership, whose objective is to work closely with Cumbria LEP to support the economic growth of the Furness area. The Forum has produced a Delivery Plan 2014-2017 which identifies challenges facing the economy, and a rolling set of priorities for maximising opportunities for company growth, business development and creation of jobs within the area.

Barrow Port Area Action Plan

3.3.10. The Barrow Port Area Action Plan was adopted by Barrow Borough Council in 2010, and forms part of the Council's Development Plan. The Area Action Plan (AAP) was produced as the port area was seen as a focus for growth and development and at that time the source of major public sector investment. The AAP contains policies to:

- Set out a vision, objectives and spatial planning framework for the area.
- Identify opportunities to deliver change.
- Guide future development and regeneration, including the allocation of land.

- Identify short, medium and long term approaches to effectively manage this transformation.

3.3.11. The Action Plan sets out the Council's overall 'vision' for the area along with a series of strategic objectives.

The Strategic Vision for the Barrow Port Area Action Plan area is to:

Strengthen, revive and redevelop the Area as a high quality, sustainable new location for urban living, working and leisure, connecting local communities to the waterfront; and

Enhance the natural and built environment, infrastructure and range and quality of attractions within the Area, making it an attractive place for residents and a destination of choice for visitors and tourists.

3.3.12. The Council will work with its partners to ensure that the Area is developed as the primary comprehensive mixed-use regeneration project for Barrow:

- Fostering economic diversification and creating a more sustainable economy
- Redressing local, regional and national image perceptions
- To develop and encourage leisure/tourism and embrace coastal renaissance
- Improving accessibility and physical/social integration
- Prudently using, and ensuring protection and enhancement of the natural & built environment
- Facilitating social inclusion and the creation of a sustainable community.

3.3.13. The AAP contains allocations for the following key sites:

- Barrow Marina
- Marina Village Housing Site
- Cavendish Dock Wildlife Attraction
- Barrow Watersports Centre
- Waterfront Business Park

Housing Market Renewal Initiative

- 3.3.14. Improving condition and providing choice is an important part of the Council's housing market initiative. There is a strong case for concentrating private sector renewal policies on areas with older stock and higher concentrations of privately rented property. The Council has for many years adopted a policy of area-based action, and this has been mainly targeted at the wards of Central, Hindpool and Barrow Island.
- 3.3.15. The Council have declared two Neighbourhood Renewal Areas – Hindpool and North Central – close to Barrow town centre. These areas are in the process of being transformed through the acquisition and demolition of some housing, and redevelopment of the resulting sites, together with improvement of the remaining housing in these priority areas.
- 3.3.16. Approximately 300 houses have been the subject of stock condition improvements and 180 properties have been cleared to facilitate the development of new housing to create a greater mix of accommodation in the neighbourhood, with the purpose of improving choice and increasing demand.
- 3.3.17. Continued housing market renewal is an essential part of, not only the Council's housing strategy, but its overarching development strategy to rejuvenate the Barrow town centre area.

Cluster of Empty Homes Fund

- 3.3.18. The Council was allocated £3.4m from the Clusters of Empty Homes Fund to help bring empty properties back into use. This fund was set up to deal with neighbourhoods where more than 10% of properties are empty, and where at least 100 homes can be brought back into use. Barrow Island was selected for a bid as the only area in Barrow that met these criteria, and a bid was submitted to bring empty flats back into use on Barrow Island.
- 3.3.19. Barrow Island Flats are four storey traditional flats which are approximately 100 years old. There are about 750 flats in total, which are all in private ownership and are rented out. The bid money will be used to work with the owners of the largest two property portfolios. Together, these contain around 600 flats. Improvements are now taking place to provide better quality accommodation by means of the Clusters of Empty Homes funding. This has brought properties back to a lettable condition and stimulated demand for the flats. By mid 2016 127 flats

had been brought back into beneficial use through the scheme. Because the funding was used for loans rather than grants, over time it will be repaid by the owners to the Council.

- 3.3.20. About a third of the fund will be used to carry out a programme of improvements to the environment around the flats. This will improve the general appearance of the neighbourhood and make it more attractive as a place to live.

Barrow Town Centre

- 3.3.21. The planning framework, through the Local Plan and Barrow Port Area Action Plan, can support the continued regeneration of the Town Centre.

- 3.3.22. Barrow town centre has benefited from large scale investment and regeneration of the public realm, including, paving, lighting landscaping and public art, and the recently completed Townscape Heritage Initiative Scheme. This means that much of the shops and services of the town centre can now be accessed in a high quality pedestrianised and landscaped environment.

- 3.3.23. The Council intends to produce a Central Barrow Masterplan to help focus its efforts in developing the town centre's role, attracting shoppers, visitors and businesses, with an intensified range of uses, events and activities. This will involve investment in vacant and redundant sites and premises and improving connectivity.

- 3.3.24. The Council, through the Local Plan, is committed to ensuring further redevelopment of the Town Centre encourages sustainable economic growth and provides a wide range of social and environmental benefits, such as access to open space, improved housing offer and an enhanced environment.

Opportunity Areas

- 3.3.25. The Council has identified through its allocation process and associated studies and assessments a number of brownfield sites which are currently vacant which it would like to see developed within the lifetime of the Plan, and have classified them as regeneration Opportunity Areas.

- 3.3.26. Due to Barrow's industrial heritage and unique setting, these sites have issues which have meant they are not suitable as allocations as they are not considered to be deliverable in the short term. However, this does not mean that

these issues cannot be overcome in the future. These sites have common and individual issues such as contamination, access, industrial heritage, design, locality and other site constraints which can be overcome using a variety of approaches to maximise their potential.

3.3.27. The Council, in partnership with site owners, the County Council, Cumbria Local Enterprise Partnership and other interested parties and funding bodies, will seek to regenerate these Opportunity Areas and facilitate mixed use development with a high standard of design and public realm to reflect each site's individual assets and unique location. Development should pay particular attention to local characteristics of setting and sense of place, and where appropriate a strong gateway feature into the town.

3.3.28. Areas of 'brownfield' previously developed land will need to factor in the additional costs associated with mitigating the effects of previous uses. Whilst on some sites this may limit what can come forward conventionally, on others it might promote an alternative environmentally-led approach based on site restoration. The Salthouse Mills area is one such area that might benefit from this approach.

Policy DS4: Opportunity Areas

Land identified as an Opportunity Area on the Proposals Map is considered to be a regeneration opportunity site suitable for a mix of housing, heritage, leisure, open space and tourism development sensitive to its location and surrounding land uses, with the objective of regenerating the area with a high standard of design and sense of place.

Justification

To incorporate the identification of a number of brownfield sites within Barrow as Opportunity Areas.

3.3.29. The following sites are identified as Opportunity Areas and are shown in appendices G. More detail can be found in the Site Assessments document.

Site Name	Site Area (ha)	Summary
OPP1 Land at Channelside (South) formerly SHL007b	2.30	Brownfield site within Barrow. It forms part of a wider housing allocation in the current Local Plan. The adjoining part of the allocation to the North (SHL007a) benefits from extant planning permission for housing, however this site is not considered to be available at present as it is partly occupied. There is insufficient information available regarding site access. If these issues could be resolved, the site could come forward as a windfall development, for housing or mixed used development located in an area of employment, leisure and educational use.
OPP2 Former Golf Driving Range, Walney Road formerly SHL009	6.68	<p>There are potential landfill gas issues which would need resolving. The Green Infrastructure Strategy states that parts of the site should be protected for GI purposes.</p> <p>The site is situated along Park Road on the entrance to the town, redevelopment should respect this location.</p>
OPP3 Salthouse Mills formerly SHL002	8.99	Brownfield, predominantly vacant site within the urban boundaries. Allocated as housing site in Barrow Port Area Action Plan and therefore an acceptable location for housing. However the developer has not been able to resolve access issues. The site requires remediation and regeneration, and is suitable for a range of uses.
OPP4 Phoenix Road (by Travelodge) formerly EMR16	0.68	<p>Currently vacant site, part of former ironworks. The site is surrounded by a mix of land uses such as hotel, leisure, offices, employment and the nearby fire station and police station.</p> <p>This site is located on the gateway to the town from Park Road, and as such development should be of appropriate scale and design to enhance this key route.</p>

3.4. Design

- 3.4.1. Good quality design is recognised in the National Planning Policy Framework as one of the twelve core planning principles. It notes that design goes beyond aesthetics, and that it also covers the ways in which people and places connect and how new developments integrate into the natural, built and historic environment.

“Planning should always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings.”

(Paragraph 17, NPPF)

- 3.4.2. The new Local Plan presents a step-change opportunity to raise the standard of design in the Borough necessary in challenging perceptions of the Borough and in actively encouraging further investment. One option is to emphasise the Council's commitment to good design through the inclusion of an over-arching design policy in the Local Plan which applies to all development. This would sit alongside policies for specific aspects of design such as trees, wildlife and heritage, which will be found elsewhere in the Plan.
- 3.4.3. The NPPF allows authorities to refuse permission for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions.
- 3.4.4. Whilst there are many attractive areas in the Borough, some areas have suffered from neglect and others have been poorly designed, are poorly connected to surrounding areas or are vulnerable to crime. The new Local Plan, alongside the Council's regeneration commitments, provides an opportunity to address these issues through raising standards and aspirations of design in the Borough.
- 3.4.5. Policy DS5 lists a number of criteria which developers should take into account when designing developments. The policy would not restrict the style of the building because innovative, modern designs may be acceptable providing that they have been designed with the buildings context in mind.

Design and security

3.4.6. Consideration of design principles can improve an area's safety and therefore reduce crime or the perception of crime. The crime consequences of poor design of residential and commercial developments are there for the long term and poor design makes crime and anti-social behaviour easier. The footpaths, cycleways and roads that connect developments need to be well-lit and surveilled by neighbouring uses, taking into account whether lighting would adversely affect habitats, especially those that are designated. Excessively long paths between buildings where there is no natural surveillance will need to be avoided; as should alleyways and short-cuts which, due to poor design, can facilitate anti-social behaviour and crime.

3.4.7. Communities that are free from crime and anti-social behaviour will flourish and can be more successful in attracting new investment for employment and contributing to a more sustainable and vibrant economy. This will help to create and sustain healthy and inclusive communities. Encouraging residents to take ownership of spaces can also make areas feel safer. Public open space should be clearly visible from active street frontages with blank gable walls and high rear boundary walls kept to a minimum. This issue is looked at in more detail in the Green Infrastructure and Promoting Healthy Communities chapters.

3.4.8. Cumbria Constabulary seek to increase the number of schemes, both domestic and commercial, achieving Secured By Design accreditation. Independent research has proven the benefits of this scheme in reducing crime (and particularly burglary). Reduced crime would reduce pressure on staff and budgets by reducing calls to Emergency Services. The following photographs show examples of good and poor design and siting of children's play areas in the Borough.



Above: Hindpool Urban Park, Barrow: Well lit and overlooked by several houses

Below: Poor surveillance and lighting at Stanley Road playground, Barrow



Policy DS5: Design

New development must be of a high quality design, which will support the creation of attractive, vibrant places. Designs will be specific to the site and planning applications must demonstrate a clear process that analyses and responds to the characteristics of the site and its context, taking into account the Council's Green Infrastructure Strategy. Proposals must demonstrate clearly how they:

- a) Integrate with and where possible conserve and enhance the character of the adjoining natural environment;
- b) Conserve and enhance the historic environment, including heritage assets and their setting;
- c) Make the most effective and efficient use of the site and any existing buildings upon it;
- d) Create clearly distinguishable, well defined and designed public and private spaces that are attractive, accessible, coherent and safe and provide a stimulating environment;
- e) Allow permeability and ease of movement within the site and with surrounding areas, placing the needs of pedestrians, cyclists and public transport above those of the motorist, depending on the nature and function of the uses proposed;
- f) Create a place that is easy to find your way around with routes defined by a well-structured building layout;
- g) Prioritise building and landscape form over parking and roads, so that vehicular requirements do not dominate the sites appearance and character;
- h) Exhibit design quality using design cues and materials appropriate to the area, locally sourced wherever possible;
- i) Respect the distinctive character of the local landscape, protecting and incorporating key environmental assets of the area, including topography, landmarks, views, trees, hedgerows, habitats and skylines. Where no discernible or positive character exists, creating a meaningful hierarchy of space that combines to create a sense of place;
- j) Create layouts that are inclusive and promote health, well-being, community cohesion and public safety;
- k) Incorporate public art where this is appropriate to the project and where it can contribute to design objectives;
- l) Ensure that development is both accessible and usable by different age groups and people with disabilities;
- m) Integrate sustainable urban drainage systems of an appropriate form and scale;

- n) Mitigate against the impacts of climate change by the incorporation of energy and water efficiency measures, the orientation of new buildings, and use of recyclable materials in construction;
- o) Ensuring that new development avoids creating nesting sites for gulls e.g. through the provision of appropriate roof pitches;

Justification

Good quality design is recognised in the National Planning Policy Framework as one of the twelve core planning principles. Design of development goes beyond aesthetics by influencing the ways in which people and places connect and how people feel about the place where they live or work.

The Council is aware that in the past the standard of design of some development has been less than satisfactory. The new Local Plan presents an opportunity to raise the standard of design in the Borough which is necessary to challenge perceptions of the Borough and actively encourage further investment. The inclusion of an over-arching design policy which applies to all development will sit alongside policies for specific aspects of design such as trees, wildlife and heritage, which will be found elsewhere in the Plan. The policy will also complement other regulations such as Building for Life 12 and Building Regulations which the development industry are required to adhere to. This policy will give a steer to developers and those making planning applications of the design principles the Council will expect applicants to address from the outset.

Landscaping

- 3.4.9. A landscaping scheme and maintenance regime will often be required as part of a planning application or through a planning condition to assimilate the development into its surroundings and provide screening, particularly where development would have an undue impact upon the surrounding environment or where the development occupies a prominent site. There are a number of protected landscapes within or affecting the setting of the Borough including the Lake District National Park and West Cumbria Coastal Plain National Character Area (NCA). Good landscaping has several benefits. For example, it helps to improve visual appearance of an area and consequently adds value. It can also enhance and provide new habitats for biodiversity. Poor landscaping can attract litter and graffiti and have a negative impact on an area's image.

- 3.4.10. Landscaping schemes must identify areas of existing and proposed hard and soft landscaping (i.e. surfacing, edging, trees, planting beds, grass verges etc).

Soft landscaping

- 3.4.11. Careful consideration should be given to the species of trees and plants chosen, their size, position and spacing to ensure they are able to grow in their environment. Native species should be used with decorative species used only for accent in support of other design objectives. Location, species and size are particularly important when closer to buildings as poorly placed trees can impact in terms of lighting and damage from roots and branches, can affect traffic sight lines and services such as the integrity of pipes and overhead cables. Thought must also be given to the amount of maintenance that landscaping will require in the future as unkempt trees and planting can become an eyesore and can attract anti-social behaviour.

Hard Landscaping

- 3.4.12. Consideration will need to be given to the visual impact, practicability and longevity of materials used in hard landscaping schemes. The site's context is also important and materials used in areas of high landscape value should be carefully chosen to ensure they do not harm the character of the area.

Policy DS6: Landscaping

A Landscaping Scheme and maintenance regime will be required as part of a planning application or by condition where development will have a significant impact upon the surrounding environment or where the development occupies a site in a prominent location. The Cumbria Landscape Character Toolkit should be used as a baseline tool to determine the impacts of new development on the landscape and the type of landscaping and/or mitigation to be put in place.

All soft landscaping, all existing trees, shrubs and planted areas should be shown along with details of any protective measures proposed. Details of new trees, shrubs and planted areas in terms of species, density, size, spacing and position should be included. Native species should be used with decorative species used only for accent purposes in support of other design objectives. Native planting is particularly important in areas adjacent to natural

habitats e.g. watercourses. Proposals must demonstrate that any soft landscaping proposed will have a positive visual impact upon the area and is able to survive in its environment.

In terms of hard landscaping, materials used must be of a colour and texture appropriate to the locally distinctive character of the area, be durable, practical for the proposed use under a variety of weather conditions and incorporate permeable surfaces to alleviate run off.

Justification

The Council considers that the inclusion of an overarching policy on landscaping will support the overarching design Policy DS5 by ensuring developments take into account the landscaping, both hard and soft, of a site when designing a scheme. This is particular important in sensitive areas.

The National Planning Policy Framework requires that developments are well designed and are visually attractive with appropriate landscaping.

Development along Strategic Routes

3.4.13. Strategic routes are vital to the character of the Borough and as such need to be promoted so that the best introduction can be made to the entrance of Barrow.

3.4.14. The A590 is the strategic route into Barrow and presents many visitors with their 'first impression' of the town. Parts of the route between the Park Road roundabout and the town centre provide a visually poor and bland environment, creating a poor sense of entry into the town with little sense of place. Design of new development along this gateway therefore needs to be of a high standard so that it contributes towards improving the quality of arrival into the town, providing better first impressions gained from visitors into the town.

3.4.15. Abbey Road is the main civic and historic strategic route into Barrow and was historically the main highway through the town. It is a wide straight thoroughfare enhanced by its tree lined highway, wide pavements and grass verges and the number of listed buildings which face onto Abbey Road. Proposals along Abbey Road will need to compliment the form and character of the strategic route.

3.4.16. Rawlinson Street is also an important strategic route linking Abbey Road with the Barrow Port Area Action Plan area. The Council is, and will continue to, engage in strategies to improve the character and appearance of the route.

Policy DS7: Development on Strategic Routes

Proposals fronting onto or accessing a Strategic Route into Barrow will need to demonstrate how they will enhance or conserve, where it is of high quality, street-scene character through the use of active frontage, suitable landscaping, boundary treatments and the sensitive design of signage, advertising and lighting where required.

Justification The policy supports the Councils Strategic Priorities.

Development Briefs/Design Codes

- 3.4.17. The NPPF Paragraph 59 states that Local Planning Authorities 'should consider using design codes where they could help deliver high quality outcomes. However, design policies should avoid unnecessary prescription or detail and should concentrate on guiding the overall scale, density, massing, height, landscape, layout, materials and access of new development in relation to neighbouring buildings and the local area more generally.'
- 3.4.18. The Local Plan contains a number of design policies to help guide development and encourage the most sustainable forms of development. The Council has also produced a Proposed Housing Site Assessment Document which contains factual information on each of the proposed allocations, including details of constraints (both on and off site) and environmental considerations on issues such as heritage, landscape, nature and green infrastructure. It also contains an indicative number of dwellings which the site could accommodate.
- 3.4.19. Given this, and in light of comments received to consultation on previous drafts of the Local Plan, it was felt that specific development briefs were unnecessary. The Council does, however, encourage meaningful pre-application discussions with developers where the above documents can be discussed along with issues such as housing need and community benefits.
- 3.4.20. Development briefs will be produced for the housing sites in the ownership of Barrow Borough Council and must be given consideration when developing a planning application on those sites.

4. Climate Change & Pollution



Energy usage in the Borough will be minimised with an emphasis on sustainable sources, including mitigation measures and wherever possible, adaptation to Climate Change. The potential of the Borough for renewable and low carbon energy generation will have been realised. There will have been a reduction in the need to travel by private vehicle and there will an increased use of sustainable forms of transport.

Key Facts – Climate Change & Pollution

- Coastal flooding and erosion is a serious issue for the Borough. The main areas at risk of coastal flooding include South Walney, Earnse Bay and Roa Island.
- There are several rivers in Barrow classified as ‘main rivers’ by the Environment Agency, including the majority of the length of Poaka Beck, which creates flooding issues in part of Dalton, and the Duddon and its tributaries.
- There are surface water flooding hotspots in many parts of the Borough, particularly in parts of Dalton and at Salthouse in Barrow.
- The Environment Agency has designated three bathing waters in the Borough, and currently these meet the standards set out in the revised Bathing Water Directive (2006).
- A large aquifer, St Bees Aquifer, is situated under the town of Barrow. This needs to be protected from pollution, including surface water runoff from contaminated sites.
- There are areas of the Borough which are contaminated or unstable as a result of previous industrial and mining activity in Barrow.
- Barrow has the deployable renewable resource potential of 191.9 MW by 2030, the equivalent of 4% of Cumbria’s onshore deployable potential. The Local Plan should ensure that renewable energy developments must not have an unacceptable adverse effect on a range of social, economic and environmental issues.

4.1. Addressing Climate Change

- 4.1.1. Climate change is the greatest long-term challenge facing people and wildlife. While climate change is recognised as a global issue, its consequences will be felt at the local level from the associated impacts of increasing temperatures, rising sea levels and extreme weather conditions. Barrow's low lying coastal areas will be susceptible to the effects of sea level rise and coastal erosion and the Borough will face increasing risk from river and surface water flooding connected to extreme weather patterns.
- 4.1.2. Positively addressing the impact of climate change will be at the forefront of this Local Plan. This approach accords with the NPPF, which requires local planning authorities to adopt proactive strategies to mitigate and adapt to climate change, in line with the Climate Change Act 2008. The Climate Change Act sets a target for the reduction in the UK's CO₂ emissions by at least 60% by 2050 and at least 26% by 2020.⁸

4.2. Approach to Flood Risk

- 4.2.1. As set out in the NPPF, inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk. The flood zones are the starting point for identifying areas at risk of flooding (see Figure 8). These flood zones refer to the probability of sea and river flooding only, ignoring the presence of existing defences.
- 4.2.2. The overall aim should be to steer new development to Flood Zone 1, where there is low probability of flooding. Inappropriate development proposals in Flood Zones 2 and 3 will be subject to the Sequential Test, to demonstrate that there are no reasonably available sites in areas at lower risk of flooding. Only where there are no reasonably available sites in Flood Zones 1 or 2 should the suitability of sites in Flood Zone 3 be considered, subject to the Exception Test. There is more information on the sequential and exception tests in paragraphs 101 and 102 of the NPPF and the Planning Practice Guidance.
- 4.2.3. The Strategic Flood Risk Assessment (SFRA) has been used to analyse flooding issues in the Borough in more detail, taking account of the requirements of

⁸ Against the 1990 baseline

the NPPF. In addition to sea and river flooding, the SFRA also analyses other sources of flooding such as surface water flooding. The SFRA will be used to inform the flood risk management policies of the Local Plan.

4.3. Coastal and Watercourse Management

4.3.1. The Borough's coastline is popular with local people and tourists, and benefits from outstanding scenic views, internationally recognised wildlife habitats and opportunities for leisure pursuits. The coastline also forms the basis for Barrow's marine economy. However, the coastline is a dynamic environment which is a threat to homes, businesses, infrastructure and natural habitats through flooding and erosion.

4.3.2. The complexity of the coast requires integrated planning and management, and the concept of Integrated Coastal Zone Management means that the Council needs to ensure coordination between the Local Plan and the wide range of plans, strategies and schemes which apply to coastal areas, such as

- North West England and North Wales Shoreline Management Plan 2 (SMP) - which assesses the risks from erosion and flooding at the coast
- South West Lakes Catchment Flood Management Plan - which provides an overview of the risk of flooding from watercourses (a significant source of flood risk in the Borough)
- Barrow Borough Strategic Flood Risk Assessment, and any Cumbria wide Flood Risk Assessment.

4.4. Risks of Flooding and Erosion in the Borough

4.4.1. Significant areas of Walney Island are low-lying and at coastal flood risk, although the main threat to properties is at the village of Biggar in the south of the island. There are also a number of historical landfill sites on the west coast of the island, and there will be a risk of pollution if these sites are allowed to erode.

4.4.2. On the mainland at the Duddon estuary, three miles north west of the town of Barrow, the Sandscale dunes form important natural defences that protect this part of the Borough from coastal flood risk. However, low-lying land further to the north is within the coastal flood zone, and the village of Askam is situated very close to

this area. Around 22km of the coastline of Barrow is defended against either erosion or flooding, with the remaining 41km of undefended coastline consisting of shingle beaches, clay cliffs, sand dunes and salt marsh.

- 4.4.3. Barrow Borough Council has a strategy for coastal work already in place for Walney Island and a study has been undertaken for the Shorelink at Roa Island. These documents will make a significant contribution to the development of a Coastal Strategy currently being undertaken by the Cumbria LLFA on behalf of coastal borough/district councils. This will cover the entire Cumbria coastline and will aim to identify where benefits can justify funding from a number of sources for coastal defence/erosion projects, to be led by local authorities. Coastal environment and habitats will also be considered.

Figure 8: Flood Risk Zones - Borough North & South



Key: Flood Zone 2 Flood Zone 3

4.4.4. There is high risk of flooding from watercourses in some parts of the Borough, in particular at Dalton where over 200 properties are situated within the flood plain. The cause of flooding is from Poaka Beck overtopping its banks and culvert blockages through the town. There are some local defences in Dalton that offer limited protection in the main flood risk areas. The Environment Agency's vision is to take further action to ensure that Dalton is a safe environment for people. There have also been flooding issues associated with Mill Beck in Barrow and Blea Beck in Askam.

4.4.5. The Environment Agency is proposing several defence measures in the Borough, to be funded primarily through the government's Flood and Coastal Erosion Risk Management funding.⁹ The Borough Council works in partnership with Cumbria County Council, the Environment Agency and United Utilities to identify and fund solutions to localised flooding. This partnership working is carried out through a local Making Space for Water Group and the Cumbria Lead Local Flood Authority Working Group.

4.4.6. There are areas of the Borough that are at risk of groundwater flooding, and there are also four reservoirs that could pose a risk to flooding. More detailed information on sources of flood risk in the Borough is set out in the SFRA.

4.5. Managing Flood Risk and Erosion

4.5.1. The Local Plan has a role to play in managing flood risk and erosion in the Borough. For example, new development may be required to contribute towards the management of defences or the provision of new defences through a planning obligation by means of a Section 106 agreement. The Local Plan could also ensure that new defences are carefully designed so that they do not adversely affect sites of European nature conservation importance or create additional flooding issues elsewhere.

4.5.2. Natural defences, such as dunes and wetlands, are often more cost-effective than defence structures and enable maximum benefits for wildlife, along with the landscape and seascape. Natural defences can also include allowing an area to flood, where such flooding does not put homes, businesses, infrastructure and natural habitats at risk. Where defence structures are used, such defences could maximise opportunities for enhancing biodiversity and recreation.

⁹ See <http://www.environment-agency.gov.uk/research/planning/118129.aspx> for further details.

- 4.5.3. The erosion of watercourses could be a potential future threat to properties. To enable watercourses to erode naturally without the need for bank protection works and the loss of habitat Policy C1 requires buffer strips between development and watercourses to reduce the risk of surface water pollution and provide access to the watercourse for flood defence and other water management purposes.

Policy C1: Flood Risk and Erosion

The Council will support natural defence measures to protect against coastal and fluvial flooding and erosion in the Borough. However, where the implementation of natural defences is not feasible or viable, the Council will support new defence structures. All new defence measures will be subject to the following criteria:

- a) Measures are designed and incorporated to enhance biodiversity and be compliant with the Water Framework Directive;
- b) There will be no unacceptable harm to natural coastal processes, habitats, geodiversity and the historic environment;
- c) Opportunities are maximised to enhance the Cumbria Coastal Way, England Coast Path or other public right of way, where the defences are situated on or adjacent to such a public right of way; and
- d) The open character of the undeveloped coast is maintained, with the existing landscape character of the site respected and reinforced.

Developments proposed next to watercourses should be compliant with the Water Framework Directive and cause no deterioration in water body status but where possible look to improve the status to 'good'. Development will not unacceptably encroach on or restrict access to a watercourse.

Vegetated buffer strips between watercourses and development will be required to protect and enhance habitat value and water quality, while ensuring access for flood defence purposes is retained. The width of the buffer will be dependent upon a number of factors, including the type of development proposed and the findings of any ecological surveys accompanying the application.

The design of schemes should be influenced by natural drainage flow patterns, respecting open watercourses and incorporating SuDs where appropriate. Measures should be implemented that defer future development, including domestic gardens, extending into the buffer.

Justification The aim of policy on coastal change, as set out in the National Planning Policy Framework, is to reduce risk from coastal change by avoiding inappropriate development in vulnerable areas or adding to the impacts of physical changes to the coast. In order to achieve this aim the Council will support natural defence measures to protect against coastal and fluvial flooding and erosion in the Borough. However, where the implementation of natural defences is not feasible or viable, the Council in line with the proposed policy will support new defence structures.

Development and the Coast

4.5.4. The Local Plan has an important role in managing the impacts of new development on the coast. A large part of the Borough is within the coastal area, therefore there could be pressure for development that could detrimentally impact upon the coast. Coastlines warrant special protection as they are often sensitive to development due to their open character and they also provide habitats for certain species of plants, mammals and birds. Barrow Borough is surrounded by Morecambe Bay and the Duddon Estuary which are designated for their habitat, species and recreational value. In addition, development should not interfere with natural coastal processes such as erosion and deposition.

Policy C2: Development and the Coast

Development in a coastal location will only be permitted where:

- a) There will be no unacceptable harm to natural coastal processes, including increasing the risk of flooding, coastal erosion and instability;
- b) There will be no unacceptable harm to habitats, species, geodiversity, designated sites and the historic environment;
- c) The capacity of the coast to form a natural sea defence or adjust to changes in conditions without risk to life or property will not be prejudiced;
- d) There will not be an increased need for additional sea walls or other civil engineering works for coastal protection purposes except where necessary to protect existing investment;
- e) The open character of the undeveloped coast is maintained, with the existing landscape character of the site respected and reinforced;

- f) Local fisheries will not be prejudiced;
- g) There will be no unacceptable adverse effect on people's enjoyment of natural landscape character;
- h) There will be no adverse effect on recreational activities at the coast.

Opportunities to improve access to the coast will be sought where possible and where the above criteria can be met.

Justification The aim of policy on coastal change, as set out in the National Planning Policy Framework, is to reduce risk from coastal change by avoiding inappropriate development in vulnerable areas or adding to the impacts of physical changes to the coast. Therefore the Council wishes to protect the coast, and access to the coast, for recreational activity and people's enjoyment of the environment whilst also protecting the habitats, species and landscape located there and the natural processes necessary for their survival. The whole of the Borough's coastline, except for a short section on Walney Island between Hillock Whins and Sandy Gap, is designated internationally, nationally or locally as environmentally important.

4.6. Water Quality and Efficiency

- 4.6.1. Good water quality is essential for biodiversity, health, recreation and tourism, and enables the provision of good quality drinking water. The Water Framework Directive is designed to improve the way water bodies are managed throughout Europe. Under the Directive, Member States must aim to reach "good" chemical and ecological status in inland and coastal waters by 2015.

Sources of Water Pollution

- 4.6.2. Surface water flooding is a significant source of water pollution. Surface water flooding normally occurs after heavy rainfall, where the drainage systems become overwhelmed by the sudden volume of water and / or the ground cannot soak up the rainwater quickly enough due to the intensity of the rainfall.
- 4.6.3. There are surface water hotspots in many parts of the Borough, with risk being particularly high at the centre of Dalton, and also at Salthouse in Barrow.

Surface water run-off can pollute water bodies, particularly where the run-off is from agricultural or contaminated land. In addition, the amount of surface water that enters the sewer network during sudden heavy rainfall can cause wastewater spillages into the estuaries and the sea.

- 4.6.4. Excessive amounts of surface water entering the sewer system can also cause sewer flooding, where wastewater flows in the street and affects properties. Approximately 140 properties are estimated to be at risk of sewer flooding in Barrow, and these are mainly located in the south of the town.¹⁰ The Local Plan will have an important role to play in ensuring that new development does not increase the rate, or expand the distribution, of surface and sewer flooding.
- 4.6.5. There are many other potential sources of water pollution, including industrial pollution and energy generation. Water bodies need to be safeguarded from pollution, and wherever possible improved and enhanced, in order to maximise the vital services that they provide and to meet the requirements of the Water Framework Directive.

Water Quality in Barrow

- 4.6.6. A significant factor in maintaining the visitor economy in the area, along with maintaining and enhancing wildlife habitats, is the quality of the Borough's bathing waters. The Environment Agency has designated three bathing waters at popular beaches on the Barrow coastline.¹¹ The quality of these waters is regularly monitored by the Environment Agency, who measure bathing water quality against the standards set out in the Bathing Water Directive (2006).
- 4.6.7. All bathing waters must meet the higher standards set out in the Directive. Where bathing waters do not meet the stricter Directive standards, there is a requirement to erect signs advising of the quality of the bathing waters. This could have detrimental impacts upon local tourism.
- 4.6.8. Barrow's three designated bathing waters are situated along the west coast of Walney Island; all three met the higher bathing water standards in 2015. However, there have been occasions in the previous five years where these bathing waters have not met the higher standards. The Council is investigating potential arrangements that comply with the directive, whilst at the same time not deterring

¹⁰ Source: South West Lakes Catchment Flood Management Plan, 2009.

¹¹ Defra have recently de-designated of Roan Head and Askam bathing waters.

leisure and tourism, noting that bathing waters may only fail to meet the higher standards in certain circumstances, such as after a surge of heavy rainfall.

4.6.9. In terms of river quality, the River Basin Management Plan for the area shows that the current overall ecological quality of Poaka Beck was “moderate” in 2015, meaning it failed to meet the Water Framework Directive objective of achieving a “good” ecological status by 2015. The River Basin Management Plan therefore shows that the objective for Poaka Beck is to achieve “good” status by 2027.

4.6.10. It should be noted that a major aquifer passes under the town of Barrow and under the more rural land on its northern and southern sides. Groundwater resources are an essential source of water for public supply, industry and agriculture. Therefore, such sources need to be protected from contamination. Groundwater also occurs in the Borough in a variety of other geological strata, and these will also require protection.

Water Management

4.6.11. Following the Flood and Water Management Act 2010 Cumbria County Council is now the Lead Local Flood Authority for Cumbria. Key duties for the County Council under this new legislation include: -

- Investigating and publishing reports on localised flooding;
- Providing land drainage flood defence consent on Ordinary Watercourses; and
- Publish a Local Flood Risk Management Strategy (LFRMS) to set out how local flood risks will be managed in the county, who will deliver them and how they might be funded.

4.6.12. The Strategy was published in April 2015 and can be found here: -

http://www.cumbria.gov.uk/planning-environment/flooding/Local_Flood_Risk_Management_Strategy.asp

4.6.13. This Strategy has not been developed solely by the County Council. It has been produced in collaboration with the Environment Agency, District and Borough Councils, (including Barrow Borough Council), United Utilities and other bodies. The County Council must take a lead in Cumbria on local flood risk management and this Strategy identifies how this will be done. Partnership working is central to the Strategy.

- 4.6.14. Sustainable Drainage Systems (SuDS) are a key mechanism for improving water quality. SuDS enables surface water to be dealt with sustainably, therefore avoiding surface water run-off, along with the problems associated with surface water overwhelming the sewers. Cumbria LLFA is a Statutory Consultee to local planning authorities on the management of surface water when considering planning applications. Cumbria County Council as LLFA will expect sustainable drainage systems to be provided in new developments of more than 10 dwellings/0.5 ha unless demonstrated to be inappropriate. Cumbria LLFA also expect to be consulted on smaller developments where there are records of surface water flooding or the area is shown be at risk on Environment Agency mapping.
- 4.6.15. Policy C3 requires development proposals to robustly demonstrate how foul and surface water will be dealt with by the submission of a Drainage Strategy accompanying a planning application. A draft SuDS Design Requirements document produced by Cumbria LLFA as Statutory Consultee asks for the submission of such a Strategy to support planning applications and that all drainage is designed in accordance with the Non Statutory Technical Standards For Sustainable Drainage Practice Guidance. This would help to ensure that
- Existing flood risk and flows from off site are managed without increasing flood risk elsewhere.
 - The ultimate drainage destination is resolved with reference to the SuDS hierarchy, including any third party agreements as may be necessary.
 - That the full range of SuDS components has been investigated and used where they can be.
 - That the full drainage design and layout is provided, including a pre and post development impermeable areas plan.
 - A summary should be submitted going through the Non-statutory technical standards for sustainable drainage systems one by one, explaining how the proposed drainage system meets each relevant standard, and directing to where design details that show this can be verified.
 - A maintenance program and assignment of on-going maintenance responsibilities in order to ensure the future integrity of the system

Policy C3 requires SuDS to be of a high design standard and which creates valuable wildlife habitats, and that are effective in managing surface water and improving water quality. The Council believes that SuDS should be properly integrated into new development as interesting features with high biodiversity value.

- 4.6.16. Both Cumbria LLFA and United Utilities have stated that development proposals will be expected to be supplemented by appropriate maintenance and management regimes for surface water drainage schemes. On large sites drainage proposals must demonstrate their function within a wider, holistic strategy which coordinates the approach to drainage between developers, and over a number of years of construction.
- 4.6.17. On greenfield sites, applicants will be expected to demonstrate that the current natural discharge solution from a site is at least mimicked. On previously developed land, applicants should target a reduction of surface water discharge.
- 4.6.18. Landscaping proposals should consider what contribution the landscaping of a site can make to reducing surface water discharge. This can include hard and soft landscaping such as permeable surfaces. The mechanical treatment and processing of surface water is not a sustainable solution. Surface water should be managed at source and not transferred. Every option should be investigated before discharging surface water into a public sewerage network.
- 4.6.19. A discharge to groundwater or watercourse may require the consent of the Environment Agency.
- 4.6.20. Rainfall levels are rising in Cumbria and there is scope to collect this within buildings, as well as the re-use of 'grey' water (that was previously used for washing purposes) for watering gardens and other landscaped areas. Opportunities to install SuDS at existing developments will be encouraged by Cumbria LLFA, this will contribute towards reducing existing surface water run-off.
- 4.6.21. The Local Plan encourages the development of brownfield sites as this will provide an opportunity to remove areas of contamination that would otherwise continue to present a risk to groundwater, in addition to the environment and human health. The Local Plan includes a policy seeking appropriate investigation and remediation on land known to be or suspected of being contaminated, or where development may result in the release of contaminants from adjoining land (see Policy C4).

Policy C3: Water management

All new development will minimise its impacts on the environment through the following measures:

- a) New development will achieve the minimum standards for water efficiency, as defined by Building Regulations (Approved Document G). By the installation of fittings and fixed appliances, water recycling or other appropriate measures for the prevention of undue consumption of water and which recycle and conserve water resources.
- b) New development will be required to ensure that, as a minimum, there is no net increase in surface water run-off. Where there will be an increase in surface water run-off as a result of development, developers will submit a Drainage Strategy that shows how foul and surface water will be effectively managed. Surface water should be discharged in the following order of priority:
 - i. An adequate soakaway or some other form of infiltration system.
 - ii. An attenuated discharge to a surface water body.
 - iii. An attenuated discharge to public surface water sewer.
 - iv. An attenuated discharge to public combined sewer.

Applicants wishing to discharge to public sewer will need to submit clear evidence demonstrating why alternative options are not available.

- c) The external use of SuDS will be integrated into the development where appropriate. Such SuDS will be of a high design standard and will benefit biodiversity and contribute to improved water quality.
- d) On large sites, drainage proposals must demonstrate their function within a wider, holistic strategy which coordinates the approach to drainage between phases, between developers, and over a number of years of construction.
- e) Development will be supported by proposals for long term maintenance and management details for surface water drainage schemes.
- f) Within the St Bees Sandstone Major Aquifer any development involving the production or extensive storage and use of chemicals which are potentially hazardous to groundwater, or the introduction of processes involving the bulk

handling of fuels, solvents or other similarly potentially polluting activities will be refused unless it can be demonstrated to the satisfaction of the Environment Agency and the Council that adequate measures will be taken to ensure that there will be no potential for pollution of groundwater.

The retrofitting of SuDS in locations that generate surface water run-off will be supported, subject to criterion (c) above.

Justification

Local planning authorities and developers should seek to implement water management opportunities and to reduce impacts on the environment by preventing the undue consumption of water and through the use of sustainable drainage systems in new developments.

United Utilities emphasise in their representations the need to encourage new development to explore all methods for mitigating surface water run-off. New development should manage surface water in a sustainable, effective and appropriate way. If it is demonstrated that it is necessary to discharge to a watercourse or public sewer, then any discharge should be at an attenuated rate.

4.7. Derelict and Contaminated Land

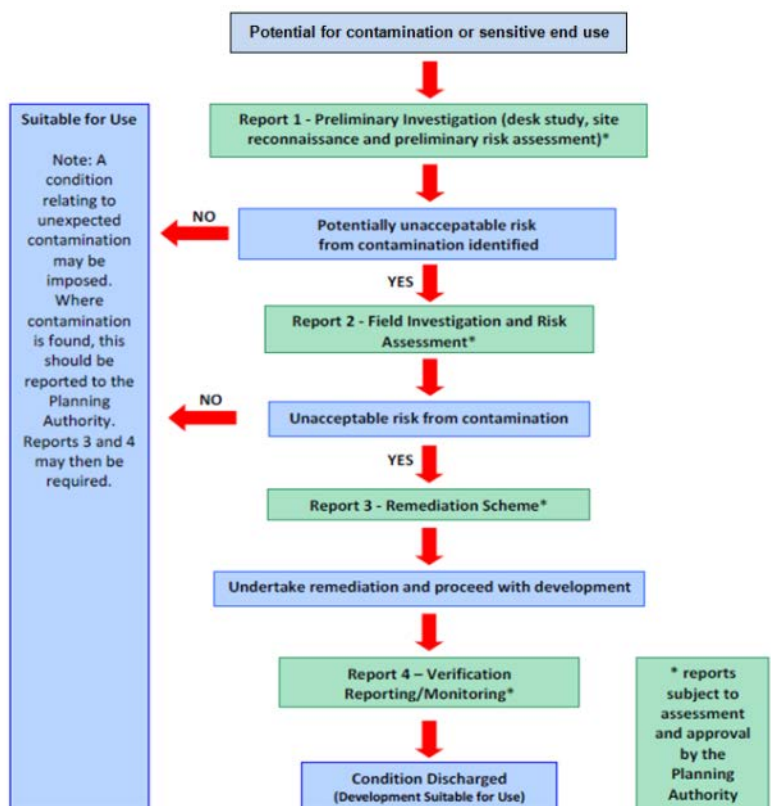
- 4.7.1. The economy of Barrow is built on the heavy industries of iron and steel making and ship building. There is also a history of mining in the Borough. There are areas of the Borough where land is contaminated or unstable as a result of these former industries.
- 4.7.2. Although the presence of contamination can affect or restrict the use of land, development can address the problem for the benefit of the wider community and bring the land back into beneficial use. The presence of instability in land can also be a concern and when new development is proposed it is necessary to ensure that new buildings and their surroundings are safe for future users.
- 4.7.3. Where a site is affected by contamination or land stability issues, responsibility for securing a safe development rests with the developer and / or landowner. The NPPF requires that planning policies ensure that development sites are suitable for the proposed use, taking account of ground conditions and

land instability, including from former activities. After remediation, land should not be capable of being determined as contaminated land under Part IIA of the Environmental Protection Act 1990.

4.7.4. The Cumbria Contaminated Land Officer Group has produced the guidance ‘Development of Potentially Contaminated Land and Sensitive End Uses – An Essential Guide for Developers’. The Council is considering whether the Local Plan should require developers to follow the ‘Investigation Procedure’ set out in this guidance where development is proposed on land known to be or suspected of being contaminated, or where development may result in the release of contaminants from adjoining land. See Figure 9 for a summary of the Investigation Procedure.

4.7.5. The application of the Investigation Procedure will ensure that risks from land contamination to the future users of the land and neighbouring land are minimised. It will also minimise risks to controlled waters, property and ecological systems, and will ensure development can be carried out safely without unacceptable risks to people.

Figure 9: Investigation Procedure for Potentially Contaminated Land



Source: Development of Potentially Contaminated Land and Sensitive End Uses – An Essential Guide for Developers

Policy C4: Contaminated and Unstable Land

Contaminated Land

On land known to be or suspected of being contaminated, or where development may result in the release of contaminants from adjoining land, development will only be permitted where:

- a) It can be demonstrated that there is no significant harm, or risk of significant harm, to health and wellbeing and the environment, including pollution of any watercourse or controlled waters.
- b) Any necessary remedial action is undertaken to safeguard users or occupiers of the site or neighbouring land, and that the environment and any buildings or services during development are protected from contamination.

All investigations should be carried out in accordance with the advice set out in 'Development of Potentially Contaminated Land and Sensitive End Uses – An Essential Guide for Developers' or any subsequent update of this guidance.

Where the proposed use would be particularly vulnerable to the presence of contamination (i.e. residential) the planning application must be supported by an appropriate assessment of on site contamination including proposals for remediation in accordance with the above mentioned document.

Unstable Land

On land known or suspected of being unstable, development will only be permitted where it can be demonstrated that there is no significant harm to health and wellbeing and the environment, and that any necessary remedial action is undertaken to safeguard users or occupiers of the site or neighbouring land.

Where the proposed use would be particularly vulnerable to land instability, the planning application must be supported by a risk assessment report that demonstrates that adequate and environmentally acceptable mitigation measures are in place.

Justification

National Planning Policy Framework states that local policies and decisions should ensure that new development is appropriate for its location, having regard to the effects of pollution on health or the natural environment, taking account of the potential sensitivity of the area or proposed development to adverse effects from pollution.

- 4.7.6. Government policy also states that planning policies and decisions should also ensure that adequate site investigation information, prepared by a competent person, is presented.
- 4.7.7. In addition, the North West River Basin Management Plan requires the restoration and enhancement of water bodies to prevent deterioration and promote recovery of water bodies.
- 4.7.8. The Environment Agency support the local authority's policies on the re-use of brown-field and contaminated land and will apply a risk based approach to ensuring appropriate and sustainable remediation actions are secured to improve water quality.

4.8. Renewable and Low Carbon Energy Generation

- 4.8.1. Increasing the amount of energy from renewable and low carbon energy sources is key to the government's commitment to slow down climate change by reducing greenhouse gases. The UK Renewable Energy Strategy (2009) sets out the Government's path to secure 15% of the Country's energy from renewable sources by 2020. The government is also committed to achieving higher energy standards.
- 4.8.2. The development of renewable and low carbon technologies will have the additional benefits of a secure energy supply, job creation and the generation of revenue for local communities. The Local Plan will have an important role in the delivery of new renewable and low carbon energy infrastructure in locations where the local environmental impact is acceptable.

Barrow's Renewable Energy Capacity

- 4.8.3. The Cumbria Renewable Energy Capacity and Deployment Study (2011) provides a comprehensive evidence base for renewable energy in Cumbria and its districts. The study shows that Barrow has the deployable resource potential of 191.9 MW by 2030, the equivalent of 4% of Cumbria's deployable potential. The following table provides the breakdown of Barrow's deployable potential by

technology. Air Source Heat Pumps provide the highest deployable potential in Barrow.

Table 2: Barrow Deployable Potential in 2030 by technology

Technology	Total Deployment 2030 (MW)
Onshore wind – large scale	20.4
Onshore wind – small scale	0.5
Solar Photovoltaics	19
Solar Water Heating	17.2
Ground Source Heat Pumps	25.1
Air Source Heat Pumps	100.4
Biomass / Geothermal / Combined Heat and power	8.94

Policy C5: Promoting Renewable Energy

New development must take into account the effects of climate change, promote the use of energy efficient methods and materials, and minimise its impact on the environment. Proposals will be encouraged to maximise the design of buildings, use of materials, their layout and orientation on site to be as energy efficient as possible.

All new developments will be encouraged to incorporate renewable energy production equipment, sources of renewable energy such as photovoltaics and the potential for renewable, low carbon or decentralised energy schemes appropriate to the scale and location of the development provided they accord with the requirements of Policy C6.

Justification

Although from 2016 the energy requirements for new housing development will be set out in the Building Regulations, the Council along with consultees wish to promote the use of renewable energy, particularly in new developments, and believe renewable and energy efficient methods and materials should be fully integrated into the design of a proposal from the outset. This policy will help the Council to achieve its aims and objectives in terms of ensuring climate change has the least impact on the population and the environment.

This policy is also supported by the NPPF.

4.9. Renewable and Low Carbon Energy Proposals

- 4.9.1. Renewable energy developments have the potential to have an adverse effect on a range of social, economic and environmental issues. The Cumbria Wind Energy Supplementary Planning Document provides guidance for wind energy schemes, including topics such as biodiversity, community, cultural heritage, highways, landscape character and local amenity. The Local Plan identifies the SPD as a material consideration when determining planning applications for wind energy developments. The Cumbria Landscape Character Guidance/Toolkit and Cumbria Cumulative Impact and Vertical Infrastructure Study are also identified as material considerations.
- 4.9.2. Development proposals would need to consider issues such as impact on local amenity, environmental impacts and impact on heritage. Cumulative impacts and impacts during the construction of projects would also need to be considered.
- 4.9.3. Planning Practice Guidance for Renewable and Low Carbon Energy 2013, paragraph 6, states that:
- “When drawing up a Local Plan local planning authorities should first consider what the local potential is for renewable and low carbon energy generation.”*
- 4.9.4. It continues by stating in paragraph 10 that:
- “Identifying areas suitable for renewable energy in plans gives greater certainty as to where such development will be permitted. For example, where councils have identified suitable areas for onshore wind or large scale solar farms, they should not have to give permission outside those areas for speculative applications involving the same type of development when they judge the impact to be unacceptable.”*
- 4.9.5. The Council will carry out an assessment of the Borough to identify sites suitable for wind energy uses; areas where wind turbines could be accepted in principle subject to details of the number, scale, design and location being acceptable.

Policy C6: Renewable and Low Carbon Energy Proposals

In order to contribute towards the achievement of national renewable energy targets the Council will support development of new sources of renewable energy provided that:

- a) Measures are taken to avoid and where appropriate mitigate any unacceptable negative impacts of the effects on local amenity resulting from development, construction and operation of the renewable energy schemes; and
- b) The visual impact can be accommodated within the landscape and seascape and the development would not give rise to an unacceptable adverse cumulative impact when considered in the context of other existing or consented installations; and
- c) Proposals do not have an unacceptable adverse impact on nature conservation, biodiversity geodiversity, flood risk, or heritage assets and their setting; and
- d) The site is accessible by suitable routes for construction and maintenance and the development of supporting infrastructure does not in itself result in unacceptable adverse impacts, including upon other infrastructure providers; and
- e) Developers have engaged with the community and local authority at an early stage prior to the formal submission of any proposals; and
- f) Large scale renewable energy developments make provision for direct community benefits over the period of the development.

Justification

The NPPF requires Local Planning Authorities to prepare positive strategies for renewable energy development. The Council is keen support development of new sources of renewable energy in order to contribute towards the achievement of national renewable energy targets.

This policy will help the Council to achieve its aims and objectives in terms of ensuring climate change has the least impact on the population and the environment.

4.10. Light Pollution

- 4.10.1. Artificial light provides valuable benefits to society, including through extending opportunities for sport and recreation, and can be essential to a new

development. However artificial light is not always necessary and has the potential to become what is termed ‘light pollution’. It can be a source of annoyance to people, harmful to wildlife, undermine enjoyment of the countryside or detract from enjoyment of the night sky. To avoid light pollution good design and correct installation are encouraged in new development to prevent the negative impacts of light on our surroundings.

- 4.10.2. Some proposals, but not all, may have implications for light pollution and where a proposal materially alters the levels of light there is potential for this to adversely affect wildlife, neighbouring uses and open space.

Policy C7: Light Pollution

The Council will seek to minimise light pollution and applications which propose new external lighting will be expected to demonstrate that:

- a) The proposed artificial light has no adverse impact on the locality; or
- b) Measures will be taken to avoid, and where appropriate mitigate, any negative impacts of the effects of new lighting on local amenity resulting from the development;
- c) The proposal has no significant impact on a protected site or species e.g. located on, or adjacent to, a designated European site or where there are designated European protected species that may be affected;
- d) The proposal is not in or near a protected area of dark sky or an intrinsically dark landscape where it may be desirable to minimise new light sources;
- e) The proposal has no impact on wildlife (e.g. white or ultraviolet light) when being proposed close to sensitive wildlife receptors or areas, including where the light shines on water

Justification

The National Planning Policy Guidance (NPPG) advises on how to consider light within the planning system, it is important the development proposals assess whether any lighting will have any implications for wildlife and neighbouring uses.

This approach is supported by the British Astronomical Society.

5. Infrastructure



The Borough will be well connected. New development will provide for the infrastructure and facilities which are necessary to support and serve it, and to mitigate any loss or impact to the local area which may result from development. Existing facilities will be protected and, where appropriate, enhanced. Sustainable travel will be encouraged.

Key Facts - Infrastructure

- The Council is preparing an Infrastructure Delivery Plan (IDP) that will show what major infrastructure will be required to support the development proposed in the Local Plan.
- The IDP will also show how the infrastructure that is required to support the Local Plan is expected to be delivered.
- Developer contributions will be a crucial way of facilitating the necessary infrastructure and services to support new development.
- More residents in the Borough are travelling to work by car, although the proportion of residents travelling to work by walking and cycling is also greater than the national average.
- The towns of Barrow and Dalton along with the villages are compact in nature with existing services and facilities often being readily accessible.
- There is no efficient bus interchange in the town of Barrow.
- The A590 is important to the economic success of the Borough, as there is no alternative direct route onto the Furness Peninsula from the M6 motorway.
- Traffic incidents and highways maintenance works on the A590 can create significant delays along the route.
- Good rail connections to the West Coast Mainline and beyond are important for economic growth in the Borough. However, the completion of the North West electrification schemes could potentially reduce the quality of rail connections from Barrow.

5.1. Development and Infrastructure

- 5.1.1. The provision of more employment opportunities and a choice of good quality housing must be supported by the delivery of local services and infrastructure. This means that a lack of infrastructure should not be seen as an obstacle to development. One of the core planning principles set out in the NPPF is that planning should proactively drive and support sustainable economic development, and this includes the delivery of infrastructure.
- 5.1.2. At the strategic level, the Cumbria Infrastructure Plan prioritises the infrastructure that is needed to facilitate economic growth and maximise opportunities from large scale projects over the next fifteen years. The Infrastructure Plan supports the delivery of key infrastructure improvements to meet the priorities set out in the Cumbria Strategic Economic Plan.
- 5.1.3. At the local level, the Council is producing an Infrastructure Delivery Plan (IDP) which will identify what infrastructure is required to deliver the Local Plan, along with how it will be delivered, how much it will cost and what funding will be required. The NPPF is clear that planning policies should recognise and seek to address potential barriers to investment, including any lack of infrastructure.
- 5.1.4. Some of the potential development sites in the Local Plan could be affected by significant infrastructure constraints. Wherever possible, the IDP will identify how such constraints to development are expected to be overcome. For example, some sites may need to be phased later in the Plan period to allow time for the necessary infrastructure to be developed. However, in some cases the constraints may be so significant that they cannot realistically be overcome, and such sites will not be able to be included in the Local Plan.

Delivery of Infrastructure and Services

- 5.1.5. There are a number of potential funding sources for infrastructure that is required to support development proposed in the Local Plan, and many of these are facilitated at the strategic level through the Cumbria Local Enterprise Partnership (LEP). The Cumbria Growth Deal provides significant funding to the LEP for key projects that benefit the local area and economy. Similarly, the Cumbria Infrastructure Fund offers funding to support infrastructure projects which

unlock development that creates jobs and homes in Cumbria. The European Structural and Investment Funds supports growth and jobs across the EU and is being used by the LEP to support its Strategic Economic Plan.

- 5.1.6. Developer contributions are essential in providing the funds required to provide the necessary infrastructure and services to support new development. Such contributions may take the form of a Planning Obligation by means of a Section 106 agreement (or Section 278 agreement for works to be carried out on the public highway). The Local Plan will require developer contributions, and in doing so the Council will comply with the legal tests set out in regulations 122 and 123 of the Community Infrastructure Levy Regulations 2010 as amended, acknowledging that these tests limit the use of planning obligations.
- 5.1.7. The above regulations also brought into force the Community Infrastructure Levy (CIL), which is a levy that the Council may use to charge on new developments. The charge would help to raise funds for new infrastructure that is required to support development in the Borough. Section 106 agreements can be used at the same time, but their use is greatly limited once the Council has adopted a CIL. The development of a CIL could take place after the Local Plan is adopted in 2017, subject to resources and viability.
- 5.1.8. Consideration should be given to the Cumbria County Council Planning Obligations Policy document which was produced in 2013. This sets out what planning obligations may be sought by the County Council and when.
- 5.1.9. New development should make the most efficient use of infrastructure, as this will reduce the need for additional infrastructure and will help to ensure the efficient operation of infrastructure. When identifying sites for development, the Council will seek to identify the most sustainable locations with the best infrastructure capacity, therefore enabling the efficient use of infrastructure.

Policy I1: Developer Contributions

Development and infrastructure provision will be coordinated to ensure that growth is supported by the timely provision of adequate infrastructure, facilities and services. The Infrastructure Delivery Plan will be used to identify the timing, type and number of infrastructure requirements to support the objectives and policies of the Plan as well as the main funding mechanisms and lead agencies responsible for their delivery.

All development should make the most efficient use of existing infrastructure where there is capacity. Where developments will create additional need for improvements / provision of infrastructure, services or facilities or exacerbate an existing deficiency, contributions will be sought to ensure that the appropriate enhancements / improvements are made, and appropriate management arrangements are in place. Consideration will be given to how these requirements will affect the viability of development.

The types of infrastructure that developments may be required to provide contributions towards include, but are not limited to:

- Utilities and waste;
- Flood prevention and sustainable drainage measures;
- Transport (highway, rail, bus and cycle / footpath network and any associated facilities);
- Community Infrastructure including health, education, libraries, public realm and community facilities;
- Green Infrastructure (such as outdoor sports facilities, open space, parks, allotments, play areas, enhancing and conserving biodiversity and management of environmentally sensitive areas); and
- Climate change and energy initiatives through allowable solutions.

Developer contributions for the above will be informed by relevant up to date and robust evidence where applicable.

Where appropriate, the Council will permit developers to provide the necessary infrastructure themselves as part of their development proposals, rather than making financial contributions, subject to agreement with relevant consultees.

Justification

The NPPG states that planning authorities should set out the contributions required by developers in their Local Plan. At this time the Council has not drafted a Community Infrastructure Levy (CIL) and if drafted this is likely to be after the adoption of the Local Plan. This policy therefore sets out the type of contributions a developer may be expected to make to assist in mitigating the effect of the proposed development on the existing community. These contributions should benefit the community by the provision of new or enhanced infrastructure.

5.2. Accessing Community Facilities, including Rural Shops and Services

- 5.2.1. Community facilities provide for the health and wellbeing, social, educational, spiritual, recreational, leisure and cultural needs of the community. In this Local Plan, “community facilities” are defined as those used by local communities for leisure and social purposes including local shops, post offices, community centres, village halls, youth centres, cultural buildings, cinemas, swimming pools, gymnasiums, bowling facilities, pubs and places of worship.
- 5.2.2. Community facilities are particularly important in rural areas as they enable people to live and work in rural communities without being dependent upon nearby towns. They are also important for those who do not have access to a private car, as rural areas are less well-served by public transport. As well as providing choice for village residents, this also reduces the need to travel, thereby meeting sustainability objectives.
- 5.2.3. Policy I2 does not apply to doctor’s surgeries and health centres, which are addressed under Policy HC2. It also does not apply to sports venues and playing pitches, which are addressed under Policy HC7.

Policy I2: Protecting Community Facilities

Community facilities that serve the requirements of local people and which are accessible by walking, cycling and public transport will be protected. Community facilities which benefit the less mobile and which promote health and wellbeing will be given particular protection.

The loss of such facilities will only be permitted where:

- There will continue to be satisfactory provision of that type of facility elsewhere in the local area; or
- It has been demonstrated that there is a need to relocate the facility; or
- It has been demonstrated that there is no longer a need or demand for the facility in the local area; or
- It has been demonstrated that continued operation of the facility would not be viable and / or it has been demonstrated that funding is not available to keep the facility in operation; or
- The facility will be replaced with a use where the benefits clearly outweigh the loss of the facility.

In rural areas, applications that involve the loss of local shops, post offices and public houses will be resisted unless the applicant can demonstrate that the business is no longer viable. The premises must have been advertised commercially at a reasonable price, for a minimum of 12 months, no reasonable offer must have been refused and the property must have been advertised on the open market for at least four times in the local media at roughly equal periods over the previous year.

Justification

The National Planning Policy Framework states that to help ‘deliver the social, recreational and cultural facilities and services that the community needs, planning policies and decisions should plan for the use of shared space and guard against unnecessary loss of valued facilities.’ In addition to ensure that established facilities and services are retained and able to develop for the benefit of the community.

The NPPF supports the retention and sustainable development of local services and community facilities, however there is often pressure to convert such buildings to provide housing, particularly in rural areas. This policy requires evidence to prove that the business use is unviable before an alternative use can be considered. This is in line with the aims of the NPPF and the Cumbria Sub-Regional Spatial Strategy 2008-2028 which seeks to encourage the sustainability of rural communities.

- 5.2.4. The Council will encourage new developments to enhance existing community facilities and where appropriate increase provision.
- 5.2.5. The provision of additional residential development is likely to increase demand for, and place pressure on, existing community facilities within the Local Plan area. The Council has included a policy in the Local Plan that requires proposals for new development to demonstrate how existing community facilities will be suitable and accessible for the users of the proposed development. Where such facilities are not suitable and accessible, the Local Plan requires developers to make adequate provision for such facilities within their developments or, in the case of smaller sites, to contribute to the provision of such facilities at other appropriate locations within the Borough that are accessible to the residents of the proposed development.

- 5.2.6. The exact amount and nature of the provision / contributions would be dependent on the identified need for the facility in relation to the scale and location of the development. For major sites this may comprise the provision of community buildings or land, or in some cases, both. In the case of smaller sites, where a need has been identified, the Council could negotiate the exact form and level of provision to meet the requirements of each site on its merits, bearing in mind other material considerations such as contributions towards highway and open space.

Policy I3: Access to Community Facilities

Proposals for new housing development will demonstrate how the existing local community facilities will be suitable and accessible for the users of the proposed development.

Where such facilities are not suitable and accessible, development proposals for housing developments should provide appropriate community facilities to fulfil the needs created by the proposed development, or a contribution towards the provision of the facilities where this is considered more applicable.

Community facilities will relate directly and be fairly and reasonably related in scale and kind to the proposed development.

In assessing whether a contribution from a particular site is appropriate the Borough Council will have due regard to the following considerations:

- The size of the site;
- The nature of the proposals and the suitability of the site for providing community facilities; and
- The economic viability of the development.

Justification

The Council, in line with National Policy Guidance, is keen to promote access to community facilities for all residents. If the location of the new development is sustainable it will have access to local community facilities and where these are required to be enhanced to meet the needs of the new development they should be provided by the developer. The NPPF states that authorities should plan positively for the provision of community facilities and other local services to enhance the sustainability of communities and residential environments, with access to social, recreational and cultural facilities.

5.3. Enhancing Sustainable Travel Choices

- 5.3.1. Transport has a vital role in supporting economic growth, enabling access to employment and services. However, transport is also a major source of greenhouse gases. Around a quarter of domestic carbon dioxide (CO₂) and other greenhouse gas emissions in the UK come from transport¹²
- 5.3.2. The Local Plan will have an important role in the provision and enhancement of more sustainable travel choices that minimises the release of such harmful emissions.
- 5.3.3. The proportion of residents who travel to work by private car in Barrow is rising and is now higher than the national average. However, the number of journeys to work by foot or by bicycle is also high and is significantly above the national average (2011 Census). A significant factor that the Council has considered when identifying potential sites for development is the proximity of potential sites to employment and services. Wherever possible, the Council has sought to locate sites close to employment and services with the aim that this will contribute towards maintaining and increasing the proportion of trips by walking and cycling whilst at the same time reducing the proportion of trips by private car.

Walking and Cycling

- 5.3.4. The most sustainable forms of travel are walking and cycling, as these do not generate carbon emissions. They also help to reduce congestion, are good for health and wellbeing, and are important leisure pursuits. High quality green infrastructure and public realm are significant factors in encouraging people to walk and cycle for travel and recreational purposes. Walking and cycling needs to be safe, attractive and convenient for residents and visitors to make everyday journeys by walking and cycling. The provision of walking and cycling routes is one means of increasing the number of cyclists in the Borough, and the County Council has proposed new cycle routes for major towns in Cumbria, including Barrow. This is covered in more detail in the Green Infrastructure Chapter.

¹² 'Reducing Greenhouse Gases and other Emissions from Transport' (DfT, 2012)

Public Transport

5.3.5. Quality and reliable public transport services are also required to reduce the number of trips by car, particularly for longer journeys. This includes efficient interchanges between different modes of transport. Barrow currently does not have a bus station, with the main bus interchange being located at the side of the Town Hall. The Council will liaise with Cumbria County Council regarding the potential for a more efficient bus interchange in Barrow. Note that rail travel is discussed further in paragraph 5.5 of this chapter.

Zero Emission Vehicles

5.3.6. In terms of the impact on climate change, the private car of the future may become a more sustainable form of travel. The government has set the target for almost every car and van to zero emission vehicles by 2050. This will require the provision of convenient and safe vehicle charging infrastructure to support this ambition. The Plugged-in Places programme supports the uptake of plug-in vehicles and ultra-low emission vehicles in the UK, there are eight Plugged-in Places that are supported by the government for zero emission vehicles, the closest currently being Manchester.

Policy I4: Sustainable Travel Choices

Development will be accessible by a range of sustainable transport options, including walking, cycling and public transport. Early engagement with the Borough Council and the Local Highways Authority is encouraged.

Development likely to generate significant levels of transport within isolated and poorly accessible areas will be resisted unless a clear environmental, social or economic need can be demonstrated. Proposals should provide direct and safe access to the existing footpath and cycle network including pedestrian links between developments and bus stops to maximise use of public transport to access green space, shopping, schools, health and other amenities. Where this would require the provision of links beyond the development site, such as provision of new footpaths and cycleways or a new or enhanced bus service an appropriate planning obligation will be negotiated between the local planning authority and the applicant.

Pedestrian and cycle routes within new developments must be well lit so as to create a safe, attractive and useable environment for all.

Development proposals located on, or adjacent to, a proposed network of cycle routes should incorporate the appropriate section of route, and / or links to it. Where development affects the line of an existing route, the route will be required to be reinstated, or an acceptable alternative provided. The continuing integrity of the route should be maintained through the construction process. Routes, both interim and replacement, should be constructed to a standard and design acceptable to the Council and consistent with the Green Infrastructure Strategy requirements.

Secure cycle parking provision, in accordance with the Council's adopted guidelines, will be required in all new car parks, particularly those associated with housing, employment, retail, leisure and educational developments. In addition the Authority will encourage the provision of shower facilities at employment-generating developments.

The Council will encourage the integration of vehicle charging infrastructure within new development, particularly commercial development.

Justification

The Council is keen to ensure all development will be accessible by a range of sustainable transport options, including walking, cycling and public transport in order to reduce reliance on the private car.

This will be achieved for all allocations by site assessments which measure accessibility and proximity to a range of services such as shops, schools, open space and employment via walking, cycling and public transport and where infrastructure is lacking this should form part of the development in agreement with the planning and highway authority. For windfall sites the applicant will be required to provide evidence that the development of accessible by a range of sustainable transport measures, and takes steps to improve accessibility where appropriate.

Travel Plans

- 5.3.7. A Travel Plan is a long-term management strategy for a development that seeks to deliver sustainable transport objectives through positive action. By helping to reduce single occupant car use, Travel Plans can encourage effective use of current highway and transport networks, help support sustainable economic growth, encourage healthy lifestyles, promote social inclusion, manage travel demand, and assist in reducing the impacts of climate change. Travel Plans will be secured via planning obligations through the planning process (Section 106 of the

Town and Country Planning Act 1990) to guarantee the provision of sustainable travel options that will result in social, economic and environmental benefits. The NPPF, paragraph 36 states that all developments which generate significant amounts of transport movement should be required to provide a Travel Plan.

Policy I5: Travel Plans

Development which generates a significant amount of movement will require the submission of a Travel Plan. As set out in national guidance the Travel Plan will demonstrate how:

- a) The needs of cyclists and pedestrians will be met and prioritised on site;
- b) The development will help to reduce the need to travel, particularly by private car;
- c) Relevant information about existing travel habits in the surrounding area has been assessed;
- d) Provision has been made for improved public transport services;
- e) The site will safely and conveniently connect to public rights of way and the wider green infrastructure network;
- f) The impact of the proposed development and the forecast level of trips by all modes of transport likely to be associated with the development, particularly of heavy goods vehicles accessing the site, has been minimised;
- g) The movement of freight and goods by rail will be maximised where possible.

Where the trip reductions proposed to be achieved through a Travel Plan are to be considered as the mitigation measure in order to make the development impact acceptable, a developer contribution equal to the cost of providing the highway infrastructure improvements in the form of a bond will be required. In the event that the Travel Plan objectives are not being met, the bond monies will be used to provide the necessary infrastructure. In exceptional circumstances, should a developer be unwilling to commit to including an Action Plan within the Travel Plan, or the development proposals are at such a preliminary stage that it is unrealistic to draw up a list of measures, then it will be necessary to secure the outcome of the Travel Plan through a developer contribution.

Justification

Travel Plans will be used to make sure that new development conforms to the principles of sustainable transport. The circumstances when such assessments will be formally required

are set out in the Planning Practice Guidance and will be agreed by the planning authority and developer.

- 5.3.8. New development should be planned in such a way that reduces the need to travel and prioritises the movements of pedestrians and cyclists and other sustainable transport uses.
- 5.3.9. Development which does not address its impact on the transport network and provide evidence it has taken account of all potential users e.g. walkers, cyclists and vehicles will be resisted particularly where users groups include children, elderly and those with disabilities.

5.4. Parking

- 5.4.1. Parking provision in new development should be designed to meet the expected demand generated by the development. There needs to be a balance so that there is not an over provision of parking that would result in inefficient use of land, whilst at the same time avoiding potential on-street parking congestion caused by under provision. The Council currently uses the County Council's Parking Guidelines in Cumbria Supplementary Planning Guidance (SPG) which was published in 1997, to determine the level of parking for new development. The NPPF sets out the factors that local planning authorities should take account of if they decide to adopt their own parking standards.

Policy I6: Parking

Proposals for new developments will be required to provide evidence to demonstrate that adequate parking provision has been provided in consultation with the Local Highways Authority and in accordance with the parking standards in the "Parking Guidelines in Cumbria" SPG or any update to it.

In areas suffering from significant on-street parking problems, greater provision will be sought where possible, or alternative arrangements will be required. When applying parking standards each site should be assessed on its own merits and, if a developer can demonstrate to the satisfaction of the authority that their proposed parking provision is sufficient, the 'Parking Guidelines in Cumbria' can be relaxed in favour of the demonstrated proposal.

The design of on and off site parking provision will be safely accessible and appropriate to the streetscene and character of the local area.

Justification

The Council is taking a balanced approach to parking standards in this Draft of the Plan as we understand the County Council is preparing an update to the Parking Guidelines in Cumbria SPG.

If this is forthcoming before the next draft of the Plan the Council will use the new parking standards. However the policy is flexible enough to accommodate parking standards for individual planning applications providing they are acceptable to the Highway Authority and are linked to the accessibility of different areas of the Borough and which take account of accessibility and car ownership levels.

5.5. External Transport Links

5.5.1. The Furness economy depends on longer distance connections to West Cumbria, and the rest of the UK by road and railway. The Local Transport Plan (LTP3) for Cumbria is a statutory document that sets out how transport, including train services and roads, will be improved and managed. LTP3 states that the County Council will work with the Department for Transport and nuclear industry development bodies to secure journey time reliability improvements to the A590, A5094, and A595, and improvements to services along the Furness and Cumbria Coast rail lines. Working with the Highways Agency the County Council will aim to secure the required improvements to the A590 to enable new development to come forward in Barrow and South Lakeland, particularly in light of development proposed at Ulverston and Swarthmoor.

5.5.2. The A590 is important to the economic success of South Cumbria, providing Barrow and a number of towns and villages along its length with a direct link to the M6 motorway. This trunk road between Barrow and the M6 is however isolated in parts with few suitable diversion routes and large parts of the route are single-carriageway. This means that traffic incidents and highways maintenance works can lead to significant delays for traffic.

- 5.5.3. There are also concerns with the A595, which forms the key strategic link to the West coast of Cumbria. The route is single carriageway, particularly south of Sellafield, and is very poorly aligned in places. For significant stretches of the route there are no alternatives, and the poor journey time reliability could potentially hinder economic growth in Barrow. The route is also one of the most dangerous in Cumbria. There is a need to make the route safer whilst improving journey time reliability.
- 5.5.4. In terms of rail access, the completion of the North West electrification schemes could potentially reduce the number of services from Barrow to Manchester and Manchester Airport. In order to ensure that through services at key times of the day are maintained, some of the services will join with Blackpool to Manchester trains at Preston. Significant investment is planned for the Barrow area over the Local Plan period, and good connectivity to the West Coast mainline, including Manchester and its airport, is important to maximise investment potential.
- 5.5.5. The Cumbrian Coast Line provides for commuters to Sellafield and Carlisle plus a range of travel needs of both local people and tourists. The line receives little investment and currently has a sparse service, including the lack of any Sunday services between Barrow and Whitehaven, and this could impact upon economic growth in Furness and West Cumbria.

Policy I7: Transport Links

Proposals to improve external transport links will be supported, provided that the environmental and social impacts associated with the proposals are evidenced and properly taken into consideration and with any necessary mitigation measures put into place.

In particular, the following improvements will be supported:

- a) Proposals within the Borough to improve road safety and journey time reliability from the Borough to West Cumbria and to the M6.
- b) Proposals within the Borough to increase the number and frequency of rail services between Furness and West Cumbria; and between Furness and the West Coast Main line.

Justification

The Council is keen to support the improvements to the transport network both within the borough and to and from the wider area. This can only have positive ramifications for residents, businesses, tourists and commuters. The policy also actively supports the priorities of Cumbria LEP and the Council's Strategic priorities.

5.6. Telecommunications

- 5.6.1. Modern telecommunications systems have grown rapidly in recent years with more than 92% of the adult population in the UK now owning a mobile phone. Mobile communications are now considered an integral part of the success of most business operations and individual lifestyles. With the growth of services such as mobile internet access, demand for new telecommunications infrastructure is continuing to grow. Whilst telecommunications infrastructure is essential for sustainable economic growth, there is sometimes conflict between meeting the needs of modern telecommunications and the protection of the environment and residential amenity.
- 5.6.2. Mobile communications are now considered an integral part of the success of most business operations and individual lifestyles. With the growth of services such as mobile internet access, demand for new telecommunications infrastructure is continuing to grow. The Council is keen to facilitate this expansion whilst at the same time minimising any environmental impacts, by reducing the proliferation of new masts by encouraging mast sharing and siting equipment on existing tall structures and buildings
- 5.6.3. In rural areas of the borough, not covered by the Connecting Cumbria Programme, providers will be encouraged to roll out high speed broadband. Areas identified as having issues with broadband coverage are Askam, Ireleth and Newton.

Policy I8: Telecommunications

Developments which seek to extend or improve connectivity through new telecommunications infrastructure will be permitted providing the following criteria are met:

- a) The siting and appearance of the proposed apparatus and associated structures should seek to minimise impact on the visual amenity, character or appearance of the surrounding area;
- b) If on a building, apparatus and associated structures should be sited and designed in order to seek to minimise impact to the external appearance of the host building;
- c) If proposing a new mast, it should be demonstrated that the applicant has explored the possibility of erecting apparatus on existing buildings, masts or other structures;
- d) Any new mast should consider including additional structural capacity to take account of possible future needs from other operators wishing to site share, taking account of viability and feasibility;
- e) The proposed apparatus and associated structures will not have an unacceptable impact on landscape character;
- f) The proposed apparatus and associated structures will not have an unacceptable impact upon designated sites or areas of ecological interest;
- g) The proposed apparatus and associated structures will not have an unacceptable harm on archaeological sites, conservation areas or buildings of architectural or historic interest, including heritage assets and their settings.

When considering applications for telecommunications development, the planning authority will have regard to the operational requirements of telecommunications networks and the technical limitations of the technology.

Justification

The Mobile Operators Association considers it important that there remains in place a telecommunications policy within the Local Plan.

- 5.6.4. The Council is keen, in line with national policy, to expand the communications infrastructure within the Borough, particularly in the more rural areas where it is lacking, for example the high speed broadband network. It is also important to address this expansion whilst keeping the number of radio telecommunications masts and installations to a minimum consistent with the efficient operation of the network. Existing masts, buildings and other structures should be used, unless the need for a new site has been justified.

5.7. Minerals and Waste

5.7.1. Minerals and waste development in Barrow and the rest of Cumbria is the responsibility of Cumbria County Council, who have adopted policies on minerals and waste. Barrow's Local Plan does not need to include policies on minerals and waste, although there are issues that will be relevant to Barrow that need to be considered in the Local Plan. These issues are outlined below.

Mineral Safeguarding

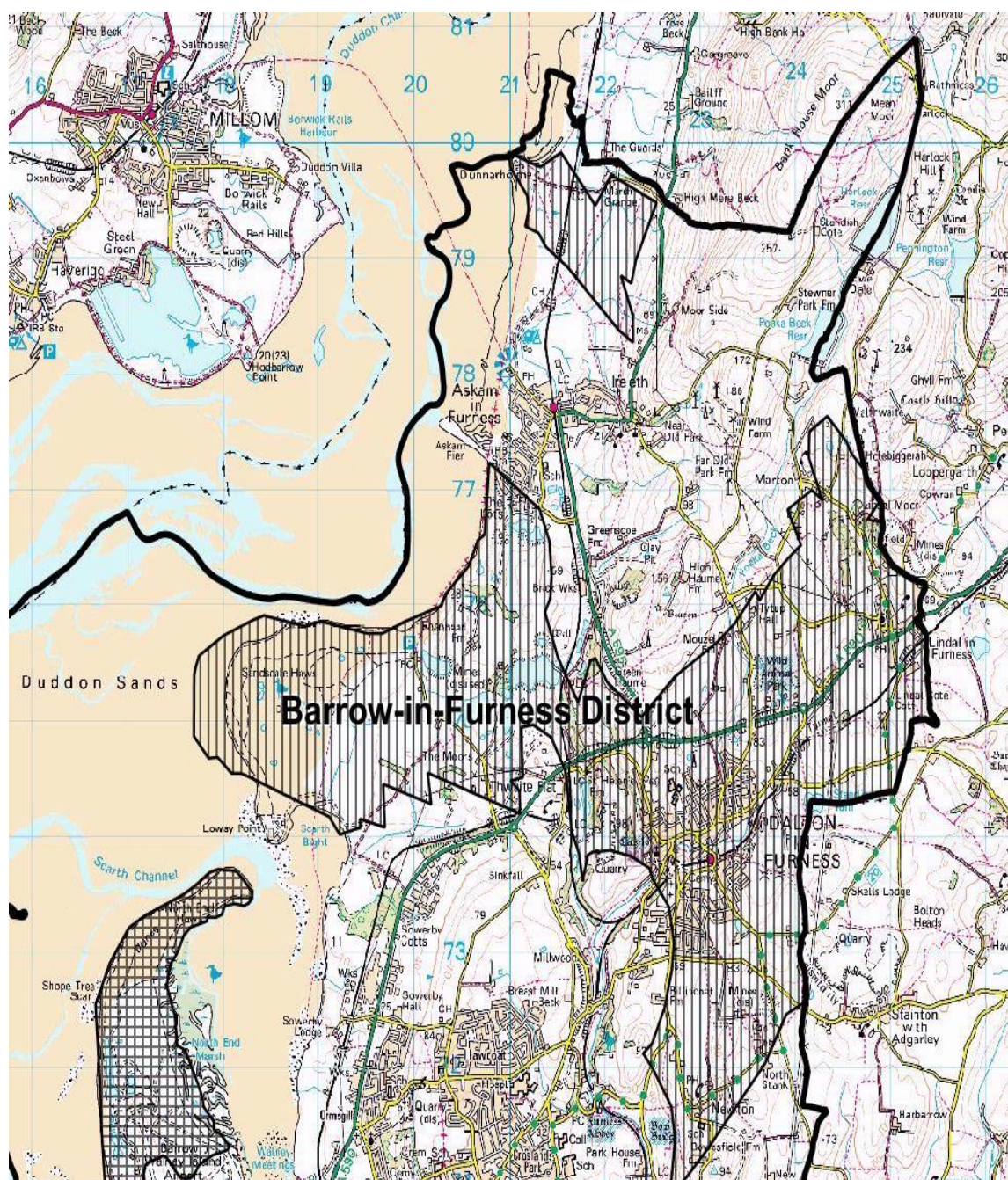
5.7.2. Mineral Safeguarding Areas (MSAs) are identified in the Draft Cumbria Minerals and Waste Local Plan document. Some of the sites identified for allocation for development in the Barrow Local Plan are within the MSAs. Therefore, it may be necessary to consider the potential impact that development may have on sterilising those minerals. The locations of the MSAs in Barrow are shown in Figures 10 and 11.

5.7.3. The Draft Cumbria Minerals and Waste Local Plan also identified Mineral Consultation Areas (MCAs), and these areas incorporate the MSAs plus a buffer zone around them. Barrow Borough Council consults the County Council on any development that would be likely to affect the winning and working of minerals in these areas, along with how mineral working could affect other existing or proposed land uses.

Existing and Proposed Minerals and Waste Sites

5.7.4. Existing and future minerals and waste sites may have the potential to affect the amenity of the public if new housing were allowed to develop too close to the boundaries of the sites. This is therefore an important consideration in identifying future development sites in the Barrow Local Plan.

Figure 10: Mineral Safeguarding Areas - Borough North



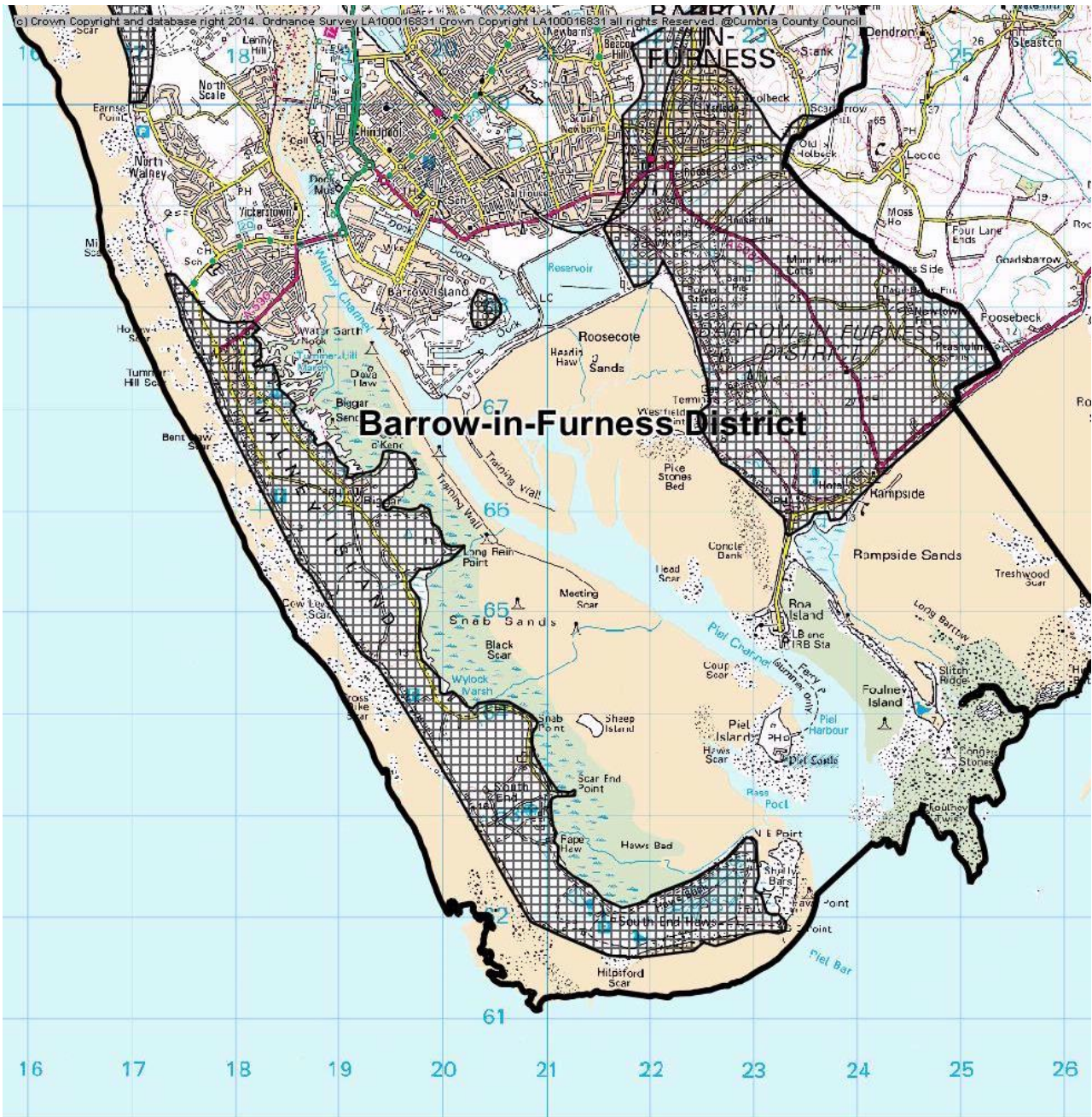
© Crown Copyright and database right 2014. Ordnance Survey LA100016831 Crown Copyright LA100016831 all rights reserved. @Cumbria County Council

Key

 Sand and Gravel Mineral Safeguarding Areas

 Limestone Mineral Safeguarding Area

Figure 11: Mineral Safeguarding Areas- Borough South



© Crown Copyright and database right 2014. Ordnance Survey LA100016831 Crown Copyright LA100016831 all rights reserved. @Cumbria County Council

Key

 Sand and Gravel Mineral Consultation Zone

 Limestone Mineral Consultation Zone

6. Economy



Barrow will play a leading and pivotal role in West Cumbria's economy with sustainable economic growth based on a highly skilled workforce operating effectively in national and international market, with strong links to the Energy Coast. The attractiveness of the Borough to local people, investors, businesses and tourists will be clearly visible. The number, variety and quality of employment opportunities in the town will have increased, creating a more diverse economic base for the area. New business start-up and inward investment are encouraged and local people will have the skills and expertise to access jobs created.

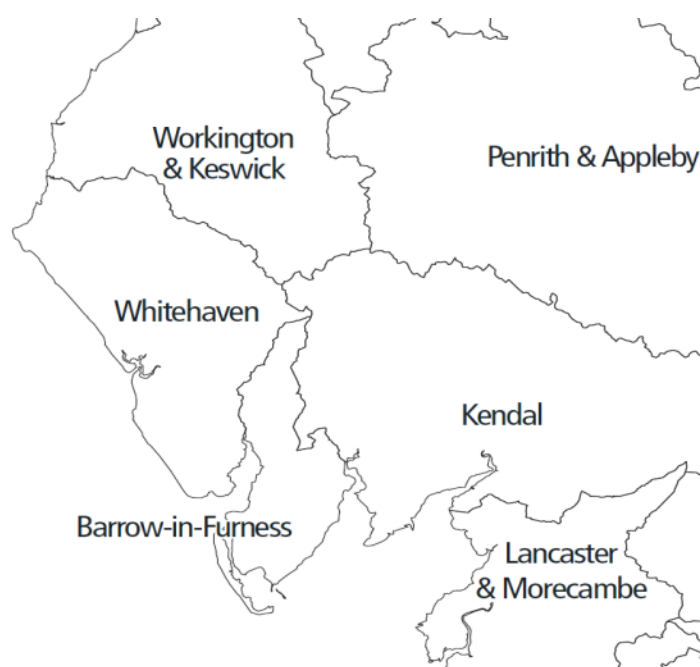
Key Facts – Economy

- The Borough is part of a wider Travel to Work Area which includes parts of South Lakeland District and the Lake District National Park.
- Barrow is known throughout the world as a centre of excellence for advanced manufacturing, with BAE Systems continuing to be the main economic driver in the Borough.
- The manufacturing sector employs the largest proportion of residents in the Borough, followed by the retail and health sectors. Opportunities to diversify the economy and to develop and enhance the Borough's tourism offer have been identified.
- Barrow's commercial port, owned by Associated British Ports, remains an important location in supporting shipbuilding, bulk handling, transporting nuclear fuels, natural gas extraction and offshore wind farm assembly and maintenance.
- The port also has a berth available to accommodate vessels up to 160m in length and a number of leisure events such as National Grand Prix Powerboat Racing take place on the substantial enclosed dock system.
- The Borough has relatively low employment levels compared to the national figures and the percentage of people claiming job seekers allowance at May 2016 was higher than the regional and national average.
- In 2011, the percentage of working age population educated to NVQ level 4 in the Borough was lower than the County and national percentages. Many residents leave the Borough in order to gain degree-level education and do not return due to the limited opportunities locally.
- The Council, along with its partners, is committed to improving education attainment and delivering sustainable economic growth in the Borough.
- Cumbria Local Enterprise Partnership is also investing in the Borough's economy, with their vision for growth in Cumbria focussed around four strategic priorities: advanced manufacturing growth, nuclear and energy excellence, vibrant rural and visitor economy and strategic connectivity and the M6 corridor.

6.1. The Borough's Economy

6.1.1. The Barrow Borough forms part of a wider Travel to Work Area (TTWA) which extends to the North into the Lake District National Park and includes part of the South Lakeland administrative area to the East. Although outside the Travel to Work area, there are also important economic links between the Borough and the neighbouring Borough to the North-West, Copeland. The TTWA has been designated as a European Assisted Area given the high levels of worklessness and its remote location away from areas of major growth.

Figure 12: Barrow-in-Furness Travel to Work Area



Source: ONS

6.1.2. The proportion of people working in the manufacturing sector (23.34%) is more than double that of the UK (8.81%)¹³ and BAE Systems, which specialises in marine manufacturing, continues to be the main employer in the Borough with over 5,800 employees¹⁴.

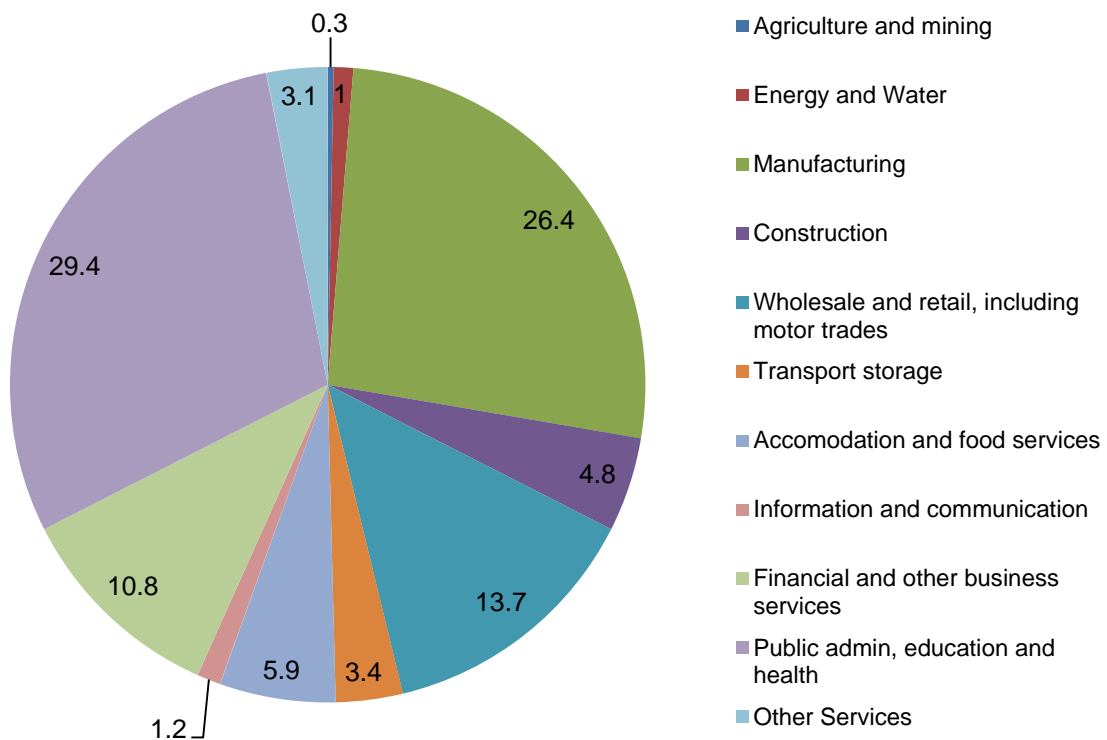
6.1.3. Whilst the Borough is still feeling the effects of historic large scale redundancies in the manufacturing sector, several new high-tech manufacturing

¹³ Source: Business and Employment Survey 2010

¹⁴ Furness Enterprise

firms have set up in the area and these have employed some of the workers displaced from traditional heavy industries which have declined. The 2013 ONS Business Register & Employment Survey show that employment in the area is still dominated by manufacturing (26.4%) though to a lesser extent than at the 2001 census (28.8%), and that employment in Public Administration, Education and Health have grown.¹⁵

Figure 13: Employment by Sector 2015



Source: ONS Business Register and Employment Survey (From Nomis on 29th May 2015)

Note: % is a proportion of total employee jobs

6.1.4. As the Borough's economy is built upon manufacturing and service businesses which serve global markets and support their own national and international supply chains, it is relatively resilient to national economic changes.

¹⁵ Barrow Borough Council Annual Monitoring Report 2015

Economic Activity

- 6.1.5. The latest employment statistics show that the Borough's employment levels are comparable to national trends. In 2015, 74.8% of the working age population in the Borough were economically active compared to 77.8% nationally. During that year, 69.2% were in employment in the Borough compared to 73.6% nationally.¹⁶
- 6.1.6. A wide range of economic indicators and statistics are updated annually for the Borough and can be found in the Annual Monitoring Report which compares trends year on year. This data has been used to inform the Local Plan.

Earnings

- 6.1.7. Earnings for both full time and total resident employees in the Borough are lower than the Cumbria, regional and national average.
- 6.1.8. The data in the tables 4 and 5 above show that the average wage for employees working in the Borough is higher than for those living in the Borough; this suggests that a number of higher paid workers live elsewhere. This reflects the fact that the travel to work area extends beyond the Borough and also indicates that the businesses within the Borough are attracting high calibre staff from outside the Borough.

Education

- 6.1.9. A strong economy is linked closely with an educated and skilled workforce.
- 6.1.10. In 2015, the percentage of working age population educated to NVQ level 4 in the Borough (20.4%) was lower than the County (31.0%), and National (37.1%) percentages. The percentage of the population attaining each of the NVQ levels 1 to 3 continues to reflect the levels attained across the County. The percentage of working age population with no qualifications (6.5%) is comparable to the County average (6.9%).¹⁷
- 6.1.11. The nearest Universities to the Borough are the University of Cumbria, whose main site is in Carlisle though it has a site at Furness College, Lancaster University and St Martin's College which has sites in Lancaster and Ambleside. Furness

¹⁶ Source: ONS Annual Population Survey (accessed via Nomis)

¹⁷ Source: Nomis

College houses a University Centre where students can undertake a number of degree courses up to MSc level offered by the University of Cumbria, University of Central Lancashire and Lancaster University.

6.1.12. The college has close links to BAE Systems. Further information regarding this is found in the Specialist Manufacturing section which follows.

6.1.13. The Furness Poverty Commission document ‘Shining a Light on Hidden Deprivation in Furness’ highlights the difficulties people living in poverty have in terms of the cost of transport. This is making travelling for some students to school, college and training impossible and the report recommends that the possibility of providing free transport links to education, training and employment for people living in poverty.

Barrow Port Area

6.1.14. The Port of Barrow has been identified as a primary regeneration opportunity within the Borough, but it is surrounded by large areas of vacant and underused land and a decaying built environment. In order to address this, the Council adopted the Barrow Port Area Action Plan (AAP) in 2010 to give the area a new focus and encourage economic development, infrastructure provision and environmental enhancement.

6.1.15. Barrow’s commercial port is 138 acres in size and is owned by Associated British Ports. It remains an important location for supporting shipbuilding, transporting nuclear fuels, bulk handling, natural gas extraction and other offshore activities including offshore wind farm assembly and maintenance. A number of leisure events such as National Grand Prix Powerboat Racing have also been held on the substantial enclosed dock system and the port features a berth which can accommodate vessels upto 160m in length¹⁸.

6.1.16. The port handles approximately 350,000 tonnes each year, 60,000 tonnes of which is woodpulp.¹⁹

6.1.17. The Port of Barrow is key to the operation of both the advanced manufacturing and energy sectors. The role of the Port of Barrow as a short sea shipping port is expected to increase going forward, and is also expected to play an important role in BAE System’s proposed Successor nuclear submarine

¹⁸ www.abports.co.uk/Our_Locations/Short_Sea_Ports/Barrow

¹⁹ www.abports.co.uk/Our_Locations/Short_Sea_Ports/Barrow

deterrent programme, the proposed new Moorside Nuclear Power Station adjacent to Sellafield and National Grid's North West Coast Connections Project to service the proposed new Moorside Nuclear Power Station.

- 6.1.18. Land at the Port of Barrow with existing, or the potential to create, direct deep water access to the Walney Channel is of increasing strategic importance, particularly in connection with offshore wind farm developments. Demand for the use and development of the land within the Port of Barrow for port and energy related uses is likely to remain high in the short, medium and potentially the longer term, particularly for the land fronting the Walney Channel.
- 6.1.19. Policy BP8 of the AAP supports the ongoing operation and development of the commercial port by ensuring that development proposals do not impede the operational requirements or prejudice the economic viability of the port; and by protecting current and future port operations by safeguarding port related employment land as identified on the AAP Proposals Map.
- 6.1.20. The AAP also allocates 24.47 hectares of land (Waterfront Business Park) as the Borough's Strategic Employment Site for B1, B2 and B8 uses and the associated £5 million access road leading from the A590 is now in place.
- 6.1.21. The AAP will be reviewed following the adoption of the Local Plan and an Action Plan Update will be produced.

6.2. Promoting Economic Growth

- 6.2.1. The NPPF, paragraph 19, states that "planning should operate to encourage and not act as an impediment to sustainable growth. Therefore significant weight should be placed on the need to support economic growth through the planning system."
- 6.2.2. The 'National Cradle for Advanced Manufacturing – Towards a new economic vision for Furness' identifies a number of key economic opportunities and challenges faced by the Furness area which include the skills and education challenge and opening up supply chains to let in local firms. This initiative is linked to the Cumbria Strategic Economic Plan's strategic priorities of Advanced Manufacturing Growth, and the economic asset of manufacturing capability that Furness businesses can offer. This will allow Cumbria and Furness to develop a

hub for national and international supply chains and stimulate growth for local companies.

- 6.2.3. The Council has demonstrated its commitment to sustainable growth in the draft Local Plan's Development Strategy, through its Strategic Priorities and through its continued work with the Cumbria Local Enterprise Partnership.

Barrow Borough Council Strategic Priorities 2013-2016 (Medium Term Objectives)

“The Council is committed to work on mitigating the effects of cuts in public spending, their impact on the local economy and secure a long term economic recovery for our community”

It aims to do this through:

- Supporting the Marina Village development;
- Supporting the strategy for advanced manufacturing in Furness, through inclusion in the Cumbria LEP Investment Plan;
 - The development of a young persons employment scheme
 - Supporting low income families

- 6.2.4. The level of economic growth the Borough will experience is dependent upon many factors. The policies in the Local Plan need to be flexible enough to deal with economic fluctuations

- 6.2.5. Whilst manufacturing is the most significant sector in the travel to work area, the Local Plan must also enable the development of other sectors. The local economy has diversified to some extent over recent years, however the Cumbria Economic Strategy states that there is still significant opportunity to further diversify the economic base of the area.

- 6.2.6. Funding is available to help promote economic growth in the Borough. The following sections look at this in more detail.

Cumbria Local Enterprise Partnership

- 6.2.7. The Cumbria Local Enterprise Partnership's Strategic Economic Plan (The Four Pronged Attack) was submitted to Government in March 2014. It made a bid for £24 million Local Growth Fund to invest in eight major capital projects to help boost economic growth in the county. In July 2014, £19 million of this investment

was confirmed to cover the periods 2015/16 and 2016/17, with an additional £3.3 million to be channelled through other funding streams²⁰

- 6.2.8. The Plan identifies “four key sectors that, with the necessary support, have the potential to generate considerable business”. The following sections looks at these sectors in more detail and the role they play in the Borough.

Specialist Manufacturing

- 6.2.9. Part of the Growth Funding will be used to develop a purpose-built advanced training facility at Furness College to help meet the demand for skills training, supporting the advance manufacturing sector linked to BAE Systems and GSK growth plans. It is hoped that the training centre will be open in early 2016 and it is anticipated that 200 jobs will be created by the project by 2020²¹.
- 6.2.10. £5.5 million of the Growth Fund money will be provided over two year period to provide a Successor Enterprise Zone at Waterfront Business Park. BAE Systems will act as an anchor tenant, which it is hoped will act as a catalyst for attracting additional investment from supply chain firms and manufacturing businesses. This project is anticipated to create 190 jobs by 2020²².

Nuclear and Energy

- 6.2.11. The Borough is the gateway to Britain’s Energy Coast, “*an ambitious scheme to make the most of Cumbria’s dominant position on the energy scene to bring £2bn worth of investment and 16,000 new jobs to the county.*”²³ “*As part of Britain’s Energy Coast, Barrow is also experiencing more investment in nuclear, gas, oil and renewable energy along and off the coast adding to around 100 energy service businesses already based there.*”²⁴
- 6.2.12. Growth Funding for the creation of a nuclear technology innovation gateway will provide £1.5 million over two year period. Whilst this project will be based in the Copeland Borough, the nuclear sector provides employment and opportunities in the Barrow Borough with between 300 and 500 people currently traveling to work

²⁰ Cumbria LEP: <http://www.cumbrialep.co.uk/wp-content/uploads/2014/07/Cumbria-LEP-LGF-release.pdf>

²¹ Cumbria LEP

²² Cumbria LEP

²³ Cumbria County Council: www.cumbria.gov.uk

²⁴ Furness Enterprise: http://www.barrow.furness.co.uk/pdf/High%20Class%20Brochure_WEB.pdf

in Sellafield each day from Barrow and Furness²⁵. Many more are employed in companies transporting nuclear waste from the plant via Barrow port.

6.2.13. Walney Offshore Windfarm, the world's largest offshore wind farm, has been completed and is now in operation. The operator, Dong Energy, state that the development “demonstrates our commitment to invest in the UK”²⁶. This adds to two existing wind farms off the Borough's coast, “Barrow Offshore” and “Ormonde Offshore”. The wind farms support a large number of local jobs, not just during the construction phases but also through servicing from a base at Barrow docks.

6.2.14. The Barrow gas terminal is one of the largest gas processing facilities in the UK. Centrica, Stag Energy and Hoegh are developing schemes which will extend Barrow's role by using facilities in the town for gas storage and LNG import.²⁷

Visitor economy and food and drink

6.2.15. “Cumbria remains one of the UK's most visited destinations... with over 31,000 jobs in the sector and 33m visitors in 2012 generating £2.1 billion to the economy”.²⁸

6.2.16. “The LEP recognises the tremendous potential offered by expanding Cumbria's market share in emerging markets in China, India, Brazil and Japan...much of the focus in Cumbria will be around a concerted international marketing campaign in these new markets as well as supporting access into and around priority visitor areas. There are also considerable opportunities around business tourism, through aligning the stunning natural environment with a high quality conference and hotel offer.”²⁹

6.2.17. The Borough has a wealth of tourist attractions, including a number of historic buildings such as Furness Abbey and Piel Castle, and benefits from its coastal location and natural environment. Business tourism is an expanding sector and the Borough's accommodation offer is growing annually. It also has land available for new visitor attractions, providing that they are of a scale and type which is appropriate to its environment.

²⁵ Furness Enterprise: http://www.furnessenterprise.co.uk/news_archive_details.asp?id=654

²⁶ Dong Energy: <http://www.dongenergy.com/EN/Media/Newsroom/News/Pages/World-largestoffshorewindfarmoffthecoastofCumbriabreaksindustryrecords.aspx>

²⁷ Furness Enterprise: http://www.furnessenterprise.co.uk/energy_details.asp?id=EN2

²⁸ Cumbria Local Enterprise Partnership's Strategic Economic Plan

²⁹ Cumbria Local Enterprise Partnership EU Structural and Investment Funds Plan

- 6.2.18. It is important that the Borough works closely with neighbouring authorities to promote the Furness area as part of a wider “tourism package”. South Lakeland District Council identifies these opportunities in the following strategic objective in their Core Strategy: “Enabling opportunities for economic development and regeneration to be brought forward in the Furness Peninsula and develop the area’s potential for tourism.”

Cumbria Infrastructure Plan

- 6.2.19. The Cumbria Infrastructure Plan was commissioned by the Cumbria Local Enterprise Partnership (LEP) and is a strategic document that prioritises the infrastructure needed to facilitate economic growth and maximise opportunities from large scale projects over the next fifteen years. The Infrastructure Plan supports the delivery of key infrastructure improvements to meet the priorities set out in the Cumbria Strategic Economic Plan.
- 6.2.20. The infrastructure priorities identified in the plan represent new investment over and above existing Growth Fund priorities. The projects are those considered to have the greatest potential to address Cumbria’s infrastructure needs, contribute to Cumbria LEP’s strategic objectives, the Government’s productivity agenda and Northern Powerhouse initiative. Schemes included in the plan are improvements to the A595 and A590, electrification of the Furness Line and improvements to the Cumbria Coast Line.

6.3. Demand for land and sites for employment uses

- 6.3.1. For the purpose of this section employment is defined as use classes B1b (research & development), B1c (light industry), B2 (general industry) and B8 (storage & distribution).
- 6.3.2. The availability of suitable employment land is key to attracting inward investment and enabling the growth and expansion of companies already located in the area.
- 6.3.3. Previously, requirements for employment land were set out in the Structure Plan. Following the Plan’s abolition, it is now the role of local planning authorities to determine the need for land and floorspace for economic development and assess the existing and future supply of land to meet that need.

- 6.3.4. Much of the employment growth envisaged is likely to take place within BAE System's existing 129 acre estate in existing buildings or new facilities built within the estate. This may give a distorted view of the perceived scale of demand. Many other large manufacturing companies in the Borough also have sufficiently large landholdings to enable their further growth. The Council has produced an Employment Land Review which will determine how much additional land is required for employment uses in the Borough over the next 15 years. The results of the Review will have informed the Local Plan.

Meeting the demand

- 6.3.5. The NPPF allows the use of criteria based policies and/or allocation policies to direct employment to the most appropriate locations. Sites must be available, suitable and viable. In previous Local Plans, the Council has allocated specific sites for employment uses, however many of these sites are still vacant and the Council is under pressure to release some of them for alternative uses. The production of this Local Plan allowed us to consider alternative approaches to identifying employment sites.
- 6.3.6. Responses to previous consultations on the Plan, suggested that a policy allocating sites for employment use was preferred to a flexible, criteria based policy. A site allocation policy provides a level of certainty, is easier to determine infrastructure needs across the Borough and is also easier to monitor. It was acknowledged however that the policy would need to be flexible enough, in line with the NPPF, to prevent the long term protection of sites which, while deliverable now, may become unviable or may be required for alternative uses in the future.
- 6.3.7. The Saved Local Plan allocates 100 hectares of land in the Borough for employment use in the form of business parks and local employment sites. Barrow Port remains the Council's priority area for economic regeneration, infrastructure provision and environmental enhancement and the Waterfront Business Park is allocated in the Barrow Port Area Action Plan 2010 as the Borough's Strategic Employment Site for B1, B2 and B8 uses.

Strategic Employment Sites

- 6.3.8. The Council's priority for economic development in Barrow over the plan period is the development of the Waterfront Business Park. The business park

provides space for local firms' expansion, inward investment by companies from other parts of UK or overseas. It is also suitable for firms keen to expand their supply chain presence serving either manufacturers in Cumbria or UK and global markets.

- 6.3.9. 8 hectares of Waterfront Business Park is being marketed as a Growth Zone. The site is owned by Cumbria County Council and seeks to build on BAE's investment to create jobs in advanced manufacturing and to support the supply chain for Furness and national companies. A 321,000 sq ft Strategic Bulk Store / Logistics Facility at the Business Park has been constructed at the Waterfront Business Park, which is the first new building of BAE Systems' site redevelopment programme for the Successor Programme. It is anticipated that this facility will act as the anchor development that will create demand for more plots to be provided within the Growth Zone. Site preparation works are being undertaken to allow serviced plots to be created together with incentives offered to firms to grow on the Growth Zone. A programme of site preparation aims to complete plots ready for use by 2017.
- 6.3.10. Partnership working is key to the delivery of the site, and the Council is working with Cumbria County Council, Cumbria Local Strategic Partnership, appropriate businesses, infrastructure providers and other bodies to enable the delivery of the site and ensure that it is developed in a sustainable manner.
- 6.3.11. The Barrow travel to work area needs to have available both quality premises and serviced land if current and future business enquiries are to be converted into investment commitments leading to creation of new job opportunities and potential to attract in new firms, facilitate growth of existing firms and the creation of new business. Waterfront Business Park will be the key employment location in South Cumbria over the Plan period to meet such needs.

Policy EC1: Waterfront Business Park Strategic Employment Opportunity Area

The Waterfront Business Park, identified as part of the wider Barrow Waterfront regeneration area, is an employment site of regional significance suitable for advanced manufacturing and supply chain growth. In addition, proposals seeking to expand the port and its role in supporting the development of the 'Energy Coast' will be supported subject to proposals meeting the criteria set out in the Barrow Port Action Area Plan Document (2010) as periodically reviewed.

Justification

The policy continues to promote the Waterfront Business Park as an Employment Site of Regional Significance in line with the adopted Barrow Port Area Action Plan (2010) and the development of the Barrow Island Growth Zone at the Business Park will further strengthen the proposed policy.

Provision of Employment Land

- 6.3.12. The Borough's major employment locations are mostly either side of the A590. Over the past 25 years, the main industrial and business park growth in the Travel to Work Area has occurred at Furness Business Park. However, this area is now almost fully developed and there is a need for alternative sites. Over the Plan period, the Council's priority for employment development is at Waterfront Business Park on Barrow Island. However, other sites are also required to meet the diverse demand for land and premises and to enable a choice of land for development, and these are identified in Policy EC2.
- 6.3.13. There is currently little choice of land and premises in the Borough and there is a need to diversify the local economy. Subsequently, the Local Plan identifies a suitable choice of land to enable growth to take place which is at a rate higher than the employment projection set out in the Employment Land Study (July 2016) and summarised below. The employment land requirement will also be met through the development of windfall sites (see Policy EC3); 'Land Retained for Port Related Use and Development' identified in Policy BP3 of the Barrow Port Area Action Plan and development by BAE Systems within BAE's premises.
- 6.3.14. The Employment Land Study (July 2016) proposes that a minimum of 29.7 ha of new employment land is planned for between 2012 and 2031. The Study splits this requirement as follows:

Table 3: Proposed Employment Land

Use Class	Total Floorspace	Total Area
B1	19,165 sq m	4.7 ha
B2	48,754 sq m	14.7 ha
B8	25,304 sq m	5.3 ha
Plus remaining part of Barrow Island Growth Zone		8 ha
	Total	32.7 ha

6.3.15. An additional 8 ha is added to the requirement in the above table, to take account of the Barrow Island Growth Zone. The Enterprise Zone status of this part of the site provides much greater incentives for development and Government funding is enabling site preparation works to take place. The level of growth of major manufacturing companies in Furness has not been seen in the area for many years, and the Growth Zone is considered to be a key site that is suitable for firms keen to expand their supply chain presence. Therefore, it is considered appropriate to include the site area of the Growth Zone at Waterfront Business Park as an additional component of growth over the Plan period.

6.3.16. Employment development should be concentrated in the town of Barrow, although some land has also been identified in Dalton at Crooklands Business Park and Long Lane Industrial Estate. The Employment Land Study identifies a need for land and premises for businesses that are starting-up, particularly managed business space. The Central Barrow Masterplan will provide an opportunity to identify suitable locations for such space in Barrow town centre, such as the conversion of existing empty buildings.

Policy EC2: Provision of Employment Land

The Council will maintain an adequate supply and choice of land and floorspace for employment development by allocating sites at a rate ahead of the projected employment land requirement for the Plan period. This provision will be met on the following Employment Sites, which are identified on the Proposals Maps (Appendices A-C) and in Appendix H:

Site	Area	Appropriate Use Classes
EMR1 Remaining Part of Furness Business Park	0.4 ha	B1, B2
EMR3 Waterfront Business Park, Barrow	18.5 ha	B1, B2 (within Growth Zone) B1, B2, B8 (outside Growth Zone)
EMR5 Land East of Park Road, Barrow	7.0 ha	B1, B2, B8
EMR6 Land West of Robert McBride, Park Road, Barrow	6.4 ha	B1, B2, B8
EMR7 Land South of Kimberley Clark, Park Road, Barrow	4.9 ha	B1, B2, B8
EMR8 Land West of County Park Industrial Estate, Park Road, Barrow	1.5 ha	B1, B2, B8
EMR11 Ulverston Road, Dalton	0.4 ha	B1, B2
EMR12 Land at Billings Road, Dalton	1.4 ha	B1, B2
EMR13 Former Training Centre, North Scale	0.5 ha	B1, B2
EMR15 Land Opposite Phoenix Court, Barrow	0.5 ha	B1, B2
Total	41.5 ha	

The appropriate use classes referred to above are B1, B2 and B8. Development proposals for alternative uses in these locations will be resisted, unless it is demonstrated to the satisfaction of the Local Planning Authority that there is no reasonable prospect of the site being used for employment purposes.

Development on windfall sites will be permitted, subject to the requirements of Policy EC3.

Justification

The Borough needs a balanced portfolio of land that maximises the economic potential of the area within an uncertain economic climate. The Barrow Employment Land Review identifies eleven sites as being appropriate for new sustainable employment development. The suitability of the sites has been assessed in the Barrow Employment Land Review (July 2016). Location and access, planning status, site conditions and site availability have been key considerations in the assessment of the sites.

Managing Development of Employment Land

- 6.3.17. The Council recognises that, in addition to the locations referred to in Policy EC2, there will be instances where proposals for business and industrial development come forward in other locations. The factors which should be addressed when considering such a proposal include residential amenity and user accessibility. Where unacceptable harm is not caused, employment development will be permitted.

Policy EC3: Managing Development of Employment Land

Proposals for new employment uses (classes B1, B2 and B8), or the extension of existing premises used for employment uses, will be approved subject to meeting all of the following criteria:

The site is located within or directly adjoining the urban boundaries of Barrow or Dalton, or within the development cordons identified in the housing chapter;

- a) Site planning, layout and servicing arrangements are developed comprehensively;
- b) The use will not unduly impact upon the residential amenities of those living nearby due to noise, disturbance from traffic, hours of operation, external storage, light pollution, vibration or airborne emissions including odours;
- c) The site is capable of being satisfactorily accommodated within the highway network, with proposals for major sites (sites over 5000m²), schemes likely to generate in excess of 100 HGV movements daily, or any development that may impact on the Trunk Road network being informed by a Traffic Impact Assessment (TIA);
- d) The site has been designed to promote user accessibility by walking, cycling and public transport;

- e) The layout of the site has suitable space for landscaping, parking (including for large vehicles where appropriate), loading and unloading and any other operational requirements, and responds to natural drainage flow patterns;
- f) The proposals enhance actual or perceived community safety;
- g) The development is sustainable in its energy usage, environmental impact, waste management, flood risk and transport implications;
- h) Adequate protection of groundwater from pollution from the storage, handling or use of chemicals can be demonstrated to the satisfaction of the Environment Agency, especially on sites within the St. Bees Sandstone Major Aquifer as shown on the Proposals Map;
- i) The proposal does not use the best and most versatile agricultural land (grade 3a and above), or impact unduly on the viability or functionality of farms.
- j) The proposal accords with the criteria set out in the policies within the Development Strategy Chapter, specifically those relating to sustainable development and design.
- k) The proposal does not cause unacceptable harm to heritage assets and their setting.

There may also be scope for the following types of uses to be accommodated where they meet the criteria above: Industrial/commercial training facilities, specialised leisure uses which cannot be accommodated centrally because of their scale or operational requirements/impacts, small scale ancillary facilities which support the functioning of the employment area, such as toilet facilities for drivers.

Trade counters and retailing from employment premises will be restricted to that ancillary for the main operation of the B1/B2/B8 business.

Where the settlement cordon directly adjoins a neighbouring Local Planning Authority (LPA), the adjoining LPA's planning policies will apply on land within their boundary.

Justification Policy EC3 applies to all development for employment uses. It applies to the development of employment land on the sites identified in Policy EC2 and elsewhere in the Borough. The policy is flexible enough to enable a choice of land and premises to come forward to diversify the local economy and increase employment opportunities in the Borough.

6.3.18. Table 7 shows in more detail the sites which have been identified as potential Local Employment Sites. The full site assessments, including their suitability and availability, can be found in the Employment Land Review. The Viability Study assesses the sites in terms of their viability.

Table 4: Potential Local Employment Sites

Site Reference	Address	No. of hectares remaining vacant	Suitability	Notes
Sites considered to be suitable for employment development				
EMR01	Remaining part of Furness Business Park, Barrow	0.48 ha	Allocated for employment use in current Local Plan for B1 uses. The draft Employment Land Review has recommended that this site is suitable for employment development.	This site is where much of the Borough’s industrial and business growth has occurred since the early 1990s. The site is within the urban boundaries of Barrow. The new Cumbria Constabulary headquarters is adjacent to the site. The site has good access from the A590 and there is a bus service on Phoenix Road. The site has potential for industrial archaeology.
EMR03	Waterfront Business Park, Barrow	18.42 ha	Allocated as a Strategic Employment Site in Barrow Port Area Action Plan for B1, B2 and B8 uses. The draft Employment Land Review has recommended that this site is suitable for employment development. It is recommended that this site continues to be considered as the focus for business development in the Borough over the plan period.	The site has a recognised biodiversity value and is known to house Protected Species in the form of Slow Worms and Common Lizards, together with UK BAP species including the Dingy Skipper Butterfly. Careful consideration will need to be given to biodiversity assets. The site forms part of the 10ha Barrow Island Growth Zone. Construction has started on a Strategic Bulk Store and associated works (29,853 sq m) which occupies 5 ha of the Growth Zone outside the boundaries of this site. Site

Site Reference	Address	No. of hectares remaining vacant	Suitability	Notes
				preparation works are taking place on the remaining 5 ha of the Barrow Island Growth Zone.
EMR05	Land East of Park Road, Barrow	7.0 ha	The draft Employment Land Review has recommended that this site is suitable for employment development.	Greenfield site along A590 to the South of Sowerby Woods Business Park, to the rear of the Shanks MBT plant. The majority of the site is managed grassland. Development would represent an extension of existing employment site.
EMR06	Land West of Robert McBride, Park Rd, Barrow	6.4 hectares	Allocated for employment -use in current Local Plan. Suitable for B1, B2 & B8 uses. The draft Employment Land Review has recommended that this site is suitable for employment development.	Existing industrial uses to East. Site contains a pond which provides an important landscape feature and habitat. Some surface water flooding. Proximity to railway and Walney Airport may limit the type and height of buildings which can be accommodated on site. The central part of the site is considered to be important for any potential future expansion of the Robert McBride complex.
EMR07	Land South of Kimberley Clark, Park Rd, Barrow	4.9 ha	Allocated for employment use in current Local Plan for B1, B2 & B8 uses. The draft Employment Land Review has recommended that this site is suitable for employment development.	Located between the A590 and the railway line. North-Eastern corner of site occupied by BSB (Building Supplies). South Eastern corner has been raised but allows views from the highway to the sea. The Western section of the site is greenfield. Long distance public footpath route runs along

Site Reference	Address	No. of hectares remaining vacant	Suitability	Notes
				southern boundary. The site contains a small water course and is prone to some surface water flooding. Proximity to railway and Walney Airport may limit the type and size of buildings which can be accommodated on site.
EMR08	Land West of County Park Industrial Estate, Park Rd, Barrow	1.46 ha	Allocated for employment use in current Local Plan for B1, B2 & B8 uses. The draft Employment Land Review has recommended that this site is suitable for employment development.	South Eastern corner of the site contains commercial units as do the adjoining site to the North and East. The site forms part of the setting of Ormsgill Farm, which is a Grade II* listed building. Any future development would need to preserve or enhance this setting. Liable to some surface water flooding.
EMR11	Ulverston Rd, Dalton	0.4 ha	Allocated for employment use in current Local Plan for B1 & B2 uses. The draft Employment Land Review has recommended that this site is suitable for employment development.	Northern parts of site now occupied by commercial uses. New housing to south on former filling station. Planning application for housing on southern portion of site dismissed on appeal due to lack of information regarding the demand for, and marketing of, the land for employment uses.
EMR12	Land at Billings Road, Dalton	1.4 ha	The draft Employment Land Review has recommended that this site is suitable for employment development.	This is a good quality brownfield site that would form an extension to the existing Long Lane Industrial Estate. The access road is narrow in parts and the surface quality is poor. Negotiation would be required with adjacent landowners in order to secure adequate access into the site.

Site Reference	Address	No. of hectares remaining vacant	Suitability	Notes
				The site is within 80m of the Grade II Listed Buildings at North Lodge.
EMR13	Former Training Centre, North Scale	0.5 ha	The draft Employment Land Review has recommended that this site is suitable for employment development.	The access road off Promenade to the site is not adopted. The eastern part of the site is bounded by flood zones 2 and 3, and the northern tip of the site is within these flood zones. The site is close to residential properties.
EMR15	Land opposite Phoenix Court, Barrow	0.5 ha	The draft Employment Land Review has recommended that this site is suitable for employment development.	This site is within Furness Business Park. Remediation may be required as a result of former industrial uses on the site. Part of the site is susceptible to surface water flooding.

Protection of Employment Land

- 6.3.19. Maintaining a supply of deliverable employment sites is key to ensuring that the Borough is able to generate employment opportunities and create high quality jobs. The NPPF recognises that the demand for employment land will change over time and given this there may be pressure to release employment sites for other uses, which may have higher land values. Allowing the development of employment land for other uses without strong justification may lead to less sustainable developments which would be harmful to the local economy.

Policy EC4: Loss of Employment Land and Allocated Employment Sites

In determining planning applications for non-employment uses which involve the loss of land and/or buildings which are either identified, currently used or were last used for industrial, business, office or other employment uses, developers will be required to provide a statement to the satisfaction of the Local Planning Authority demonstrating that:

- a) There is no demand for land/buildings on the site for employment purposes, including commercial evidence as to how the site has been marketed over the previous 12 months;
- b) Interventions to improve the attractiveness of the site for employment uses are not feasible;
- c) There is a relative need for the alternative proposed use in this locality; and
- d) The proposed redevelopment would not compromise the primary employment function of the locality or the operations of neighbouring users.

This policy does not apply to sites which are allocated for other uses in the Development Plan.

Justification

The policy requires applicants to demonstrate that the employment use is no longer required or feasible to prevent loss of employment sites where demand still exists, and the relocation of employment uses outside of the borough.

Conversion of buildings to employment uses

6.3.20. Whilst most employment uses will be concentrated in the main towns, employment related development in villages and rural areas can help support local enterprises and help diversify the economy. The authority encourages the re-use of suitable, existing buildings to achieve balanced communities through the provision of employment opportunities.

6.3.21. Traditional, redundant buildings may provide habitats for wildlife such as bats and barn owls. Where habitats and species protected by the Wildlife and Countryside Act 1981 are thought to be present, the Council will require a survey to be carried out and suitable precautions taken for the protection of the species and their habitat before planning permission is granted.

Policy EC5: Conversions to employment use in urban locations

The Authority will support the conversion of buildings, to create employment uses, providing that they satisfy criteria set out in Policy EC3. The subsequent building should respect the local character of the area in terms of scale and design. Surveys will be required at the time of submission where species protected under the Wildlife and Countryside Act 1981 are thought to be present.

Justification

Diversification of the economy may lead to businesses wishing to locate in premises which have not previously been used for employment use. The policy seeks to control this use where appropriate, whilst supporting proposals which meet the criteria of Policy EC3.

Policy EC6: Conversions to employment use in rural locations

The Authority will support the conversion of buildings in rural areas to create employment uses providing that they satisfy criteria set out in Policy EC3, and the development meets the following criteria:

- a) Access arrangements are satisfactory;
- b) Adequate off road parking is provided, or there is adequate on street parking in the immediate area without causing congestion or loss of amenity;

c) The appearance of traditional buildings and features such as walls and gateways are protected as part of the development;

d) Their use does not cause a significant loss of amenity to neighbours.

Applicants must provide evidence that the building is structurally sound and capable of conversion without major rebuilding, extensions or modifications to the existing structure. Surveys will be required where species protected under the Wildlife and Countryside Act 1981 are thought to be present.

Justification

Diversification of the economy may lead to businesses wishing to locate in premises in rural areas rather than main settlements which have not previously been used for employment use. The policy seeks to control this use where appropriate, whilst supporting proposals which meet the criteria of this Policy (EC6) and Policy EC3.

6.4. Energy Developments

6.4.1. National Grid are currently consulting on plans to connect a new nuclear power station at Moorside, near Sellafield, and the windfarms off the coast of Walney, into the electricity transmission network. Two connection options have been put forward, one which runs from Moorside to the North and one which runs to the South across the Barrow peninsula and through a tunnel under Morecambe Bay to Heysham in Lancashire. The project supports the wider Energy Coast Masterplan, which is a £2 billion package of regeneration projects that aims to establish West Cumbria as a major national hub for low carbon and renewable energy production. The proposal could have implications for the Borough, and the authority will liaise with National Grid to ensure that any effects are minimised.

6.4.2. The North and South Morecambe Gas Terminal area is dominated by the Gas Terminals, Roosecote Power Station and Salhouse Pool Wastewater Treatment Works. Given the unique character of the area, and to support existing energy uses the authority must exercise caution with regards to developments that would attract great concentrations of people. The current Local Plan prevents development in this area which is not related to the energy industry or those which may be contrary to the interests of existing energy industry in the area.

Policy EC7: Energy Uses Opportunity Area

The area identified on the Proposals Map around the North and South Morecambe Gas Terminal is considered to have specific potential and suitability for uses related to the generation and transmission of energy. Energy industry development will be encouraged in this area subject to meeting the criteria in Policy EC3 and the requirements of any accompanying environmental assessments.

Justification

The Council continues to support the identification of the area around the North and South Morecambe Gas Terminal as an opportunity area for energy uses, as due to the nature of energy sector uses they are preferentially located away from residential development.

6.5. Economic Diversification**Sustainable Tourism**

6.5.1. Tourism in the Borough has traditionally depended upon the business market and visits to friends and relatives. The high environmental quality of the Borough raises the potential to expand the tourism sector. This is recognised in the Barrow Port Area Action Plan and the Cumbria Local Enterprise Partnership's Strategic Economic Plan (The Four Pronged Attack).

6.5.2. The Borough forms part of the wider Morecambe Bay area, which is the largest continuous intertidal area in Britain. The Bay supports 224,000 wintering waterfowl and 20,000 breeding birds³⁰. Heritage lottery funding (£2.9 million) was received by the Morecambe Bay Partnership in 2013 to fund the Headlands to Headspace scheme which encourages people to explore the bay. As part of the scheme, a 124 mile cycleway from Glasson Dock in Lancashire linking with Walney Island has been created.

6.5.3. The England Coast Path will establish a National Trail around England's entire Coast, with the North West section from Gretna in the North to the Welsh Border following the coastline around the borough boundary. Development of

³⁰ www.bbc.co.uk/news

walking and cycle routes through the borough serve both an attraction and source of income as there will be increased visitor spending from walkers and cyclists. Potential also exists for a large scale visitor attraction themed around the area's energy sector and environmental resources.

6.5.4. Aside from the Borough's coastal location and diverse natural environment, it has plenty of other facilities to offer potential visitors and has a growing number of visitor attractions. The area also benefits from its close proximity to the Lake District National Park. The Borough is seeking to expand its potential for tourism, not only on the basis of its ecologically rich coastline and proximity to the Lake District, but also upon its industrial heritage.

6.5.5. The Council is keen to expand on the town centre's retail offer and the development of the evening economy offering entertainment for residents and visitors, and this is expanded further upon in the Retail Chapter.

6.5.6. Sustainable tourism will be promoted, however as many of the existing tourist attractions are in sensitive environments, such as Furness Abbey and Piel Island, it is vital that they are managed carefully in order to avoid harm to these environments and the people living there.

Policy EC8: Economic Diversification – Tourism

The Borough's tourism offer will be developed in a sustainable and competitive manner, to enhance its role as a high quality tourism destination. The Local Plan supports the creation, enhancement and expansion of tourist attractions and tourist infrastructure, in order to attract new visitors from outside the area.

Development should be of an appropriate scale located where the environment and infrastructure can accommodate the visitor impact, and should not result in unacceptable harm to environmental assets. This will be achieved by the following measures:

- a) Ensuring that development does not cause unacceptable levels of disturbance to nearby residents;
- b) Ensuring that development does not cause unacceptable levels of disturbance or harm to sites designated for their natural or geological importance, other habitats and natural features, and heritage assets and their setting;
- c) Ensuring that suitable facilities are provided on site to accommodate all visitors including parking and public toilet provision;

- d) Ensuring that developments are in locations capable of being accessible by means other than the private car unless it relies on a specific geographical resource. Contributions may be required from the developer to improve accessibility where possible.

Justification

The Council will support economic diversification, particularly by the tourism sector.

Tourist Accommodation

6.5.7. In terms of accommodation stock, the Tourism Strategy for Cumbria shows that in 2008, Barrow Borough had 52 serviced accommodation establishments. This figure is much smaller than elsewhere in the County (For example, Copeland has the next highest stock with 103 establishments). The Borough also had much fewer non serviced accommodation establishments, touring caravan and camping pitches than the other Cumbrian districts, and no alternative types of accommodation such as hostels etc.

6.5.8. Whilst the number of serviced establishments is growing, there is a more limited opportunity for new camping and caravan sites given the sensitivity of the environment.

6.5.9. Whilst touring caravan and camping sites have less impact on the landscape in general than static holiday caravans proposals to extend them, or create new sites, should be of an appropriate scale and should not detract from the appearance of the area. Caravan and Camp sites which are accessible by public transport will be encouraged as will provision for walkers and cyclists, such as secure bike storage. Planning applications will need to include landscape assessments and a proposed landscaping scheme that respects the site's surroundings and minimises any impact.

Policy EC9: Caravan and Camping Sites

Touring caravan and camping sites and proposals for permanent caravan sites will be permitted provided that they meet all of the following criteria:

- a) Suitable access is available from primary or district distributor roads;

- b) The proposal would not result in harmful additional traffic generation or pose a threat to highway safety;
- c) The landscape can absorb the proposal without detracting from its overall character;
- d) The proposal would not result in unacceptable nuisance to sensitive neighbouring uses in terms of noise or traffic;
- e) There would be no unacceptable harm to areas of importance for nature conservation;
- f) There would be no unacceptable harm to heritage assets or their setting;
- g) Sites are connected to the mains foul sewer where practicable. Where it is demonstrated that this is not practicable then an appropriate non-mains drainage treatment system must be provided;
- h) The area is not at risk of flooding;
- i) Proposals for permanent caravan sites will be expected to include on-site facilities providing clean water, a sanitary disposal unit and adequate fire protection equipment.

Justification

The Council fully supports the expansion of visitor accommodation in the borough and acknowledges that caravan and camp sites would be an attractive offer to visitors and would boost the visitor economy. The policy ensures that development proposals are supported by adequate infrastructure and do not harm landscape, nature or heritage.

Policy EC10: Loss of Self-catering accommodation

Applications for the change of use of properties which currently or were most recently used to provide self-catering accommodation must include commercial evidence that their continued use is no longer economically viable and that the premises do not have the potential to become viable. This would include the premises being advertised on the open market, at a realistic price, for a minimum of 12 months, that no reasonable offer has been refused and that evidence is provided to show the property has been advertised at least four times at roughly equal periods over the previous year in relevant media.

Justification

This policy will be used to ensure the continued use as self catering accommodation is unviable before it is lost to another use.

Policy EC11: Self-catering Holiday Accommodation

Proposals for new self catering holiday accommodation, or extensions of existing units, will be approved within the urban boundaries of Barrow and Dalton and the development cordons identified, providing the design, siting, layout and access are satisfactory. Conditions will be attached to any planning permission to ensure that letting is on a short term basis. In urban fringe or rural areas, proposals for the conversion of existing buildings to self catering accommodation will be approved where they meet all of the following criteria:

- a) The building is structurally sound and capable of conversion without major rebuilding, extension or modification to the existing structure;
- b) The building is served by a satisfactory access;
- c) Services are readily available on site;
- d) The buildings are well related to existing buildings or uses on the site; and
- e) The number of units is appropriate to its surroundings.
- f) The proposal will not result in unacceptable harm to landscape, nature conservation or heritage assets and their setting.
- g) The proposal will not have an adverse impact on local amenities by virtue of noise and disturbance.

Justification

The policy supports the creation of new self-catering accommodation where its location is sustainable, accessible and adequate services are provided.

Farm Diversification

- 6.5.10. Farm diversification is regarded as an on-farm activity which supports ongoing agricultural activity. About half of all UK farms use some form of diversified activity in their farming business and these bring an average of £10,400 extra

revenue per farm³¹. Diversification schemes can include agricultural and non-agricultural activities such as opening farm shops, plant nurseries, offering training in rural crafts, opening land up for camping or bed and breakfasts. The main planning issues regarding diversification relate to the impact upon the landscape, the amount of traffic generated by the scheme and the impact upon neighbouring landowners.

6.5.11. Conversion of farm buildings including barns to housing is considered in Policy H5 in the Housing Chapter.

Policy EC12: Farm diversification

Farm diversification schemes that would create quiet recreation and small scale, sensitively designed visitor attractions and accommodation in the Borough's countryside will be encouraged where they meet all of the following criteria:

- a) They do not harm the character of the open countryside, and the existing landscape character of the site is respected and reinforced;
- b) There is no unacceptable impact on either the natural or built environment;
- c) There is no unacceptable harm to heritage assets and their setting;
- d) There is sufficient infrastructure to accommodate them.

Developments which promote new walking and cycling routes including long-distance routes and linkages to national networks will be particularly welcomed, as will be those which make use of existing suitable buildings.

Justification

This policy supports sensitive farm diversification. Such diversification offers key benefits for rural communities, allowing the creation of commercial opportunities to provide rural employment that utilises existing resources and offers an additional income. Often diversification is key to maintain the viability of individual farm units and to enable the family unit to remain actively employed within the holding. Diversification schemes can also provide assured future for traditional farm buildings.

³¹ Diversifying Farming Businesses, DEFRA, 2014

7. Housing



There will be a wide choice of good quality housing for current and future residents, which meets local needs and aspirations throughout the Borough, to encourage inward investment and to attract and retain a high quality workforce. Good quality housing will also enable improved health, reduced crime and greater fuel efficiency. Neighbourhoods will be safe, clean and sustainable with healthy, highly skilled and diverse communities.

Key Facts – Housing

- Housing supply in the UK is not keeping up with demand. In 2007 the Government set a target of increasing the supply of housing to 240,000 additional homes per year by 2016. However, the onset of the credit crunch in 2007 put the government's targets of increasing the supply of housing under serious pressure.
- Barrow is a self-contained housing market area, subject to the particular local economic condition.
- Unlike national trends the population of the Borough fell between 2001 and 2011, particularly in the 20-34 age range.
- Whilst there are relatively low house prices compared to Cumbrian, regional and national averages, average incomes are lower. Median residents earnings (full time) are however higher than the figures for Cumbria and the North West.
- A choice of good quality housing, appropriate to local needs and aspirations, is vital to encouraging inward investment and attracting and retaining a high quality workforce. Good quality housing is also closely linked with improved health, reduced crime and greater fuel efficiency. Meeting the need for homes is a key aspect of creating and maintaining sustainable communities.
- Whilst the NPPF seeks to boost the national housing supply, it also recognises that there isn't a 'one size fits all' method to achieve this and that each local planning authority must carefully assess local circumstances and need in order to develop an appropriate and sustainable strategy for the area.
- The Council is committed to continuing to provide a greater choice of good quality housing and regenerate the oldest and poorest housing in the Borough.
- To help deliver higher standards of housing in the Borough, the Local Plan will aim to ensure the sustainability of Barrow's housing market by including policies that will facilitate the improvement of the quality and choice available, with a range of housing types and sizes, including providing for people with specialist needs.

7.1. The Need for New Housing

- 7.1.1. Defining the numbers of new homes required in the Borough is important to ensure housing needs are met over the Plan period. Unless the Local Plan sets out a clear strategy for the future provision of housing the Council will be put under pressure to approve housing proposals in less sustainable locations.
- 7.1.2. Previously, the Borough's housing requirement was set out in the Regional Strategy (RS). However, since its revocation local authorities are now able to set housing targets for their area using locally specific evidence within the context of national guidance.

Defining the Housing Requirement for the Borough

- 7.1.3. The National Planning Policy Framework requires Local Authorities to identify the objectively assessed housing need (OAN) of their housing market area and to set a housing requirement in their Local Plan.
- 7.1.4. The OAN is a “policy neutral” figure of basic housing need, whereas the housing requirement takes into account other factors such as constraints to delivery, policy restrictions and infrastructure requirements. Where a Council cannot meet its OAN, for example if growth was restricted by a green belt, then they must look to neighbouring authorities to absorb identified need.
- 7.1.5. The Council produced a Housing Land Statement (HLS) in 2016 which calculates the OAN and housing requirement for the Borough over the Plan period based on the most up-to-date evidence available (CLG 2012 household projections). Housing need is also discussed in the Council's Strategic Housing Market Assessment (SHMA), produced in 2016 by Arc4.
- 7.1.6. CLG 2012 household figures project a continued decline in the Borough's population over the period 2012 to 2031. The size of households in the Borough will also continue to fall. This results in a projected growth of only 362 households between 2012 and 2031, which equates to an annual average of 19 additional households.
- 7.1.7. The Council suggests in the HLS that this figure should be adjusted upwards to take into account future employment growth, future housing vacancies and second homes. The HLS identifies a number of options for OAN, however the most realistic of those is considered to be an OAN of 1990 net additional dwellings over

the 15 year plan period (on average 105 dwellings per year). This is the minimum number of net additional dwellings which should be built over the Plan period. It is not a ceiling and additional housing will be accepted where it accords with the Development Plan.

The proposed housing requirement can be broken down in the following way. Further information can be found in the HLS:

Table 5: Proposed Housing Requirement

	Assumptions	Number of dwellings
DCLG 2012 Household Projections – growth 2012 to 2031		362
Allowance for future second homes and vacancies	5.8%	21
Adjustments – Future Employment	Growth (3750 new FTE jobs)	1607
	Unfilled Vacancies (10%)	
	Commuting ratio (1)	
	Economic Activity Rate (74.8%)	
	Household Size Ratio (2.1)	
Adjustments –past delivery & market signals	N/A	N/A
Total OAN		1990
Annual OAN (excluding shortfall and NPPF buffer – see below)		105

7.1.8. The Council intends to meet the target through the development of:

- Allocated sites;
- Sites with extant planning permission;
- Development on windfall sites; and
- Bringing vacant properties back into beneficial use.³²

³² Paragraph 51 of the NPPF states that 'Local Planning Authorities should identify and bring back into residential use empty housing and buildings in line with local housing and empty homes strategies...'

The Five Year Supply

7.1.9. It is important that the Council can identify a 5 year supply of deliverable housing sites so that Local Plan policies relating to housing provision can be given weight.

7.1.10. When calculating the five year requirement, any shortfall accrued since the start of the Plan period in 2012 (net additional dwellings against the requirement for that period) is “made up for” in the five year supply to allow the Council to boost housing quickly. This follows the “Sedgefield” methodology favoured by Planning Inspectors. When calculating the five year supply the Council will also consider whether it is necessary to add an additional 20% or 5% buffer brought forward from later in the Plan period in accordance with the NPPF.

7.1.11. The 5 year supply and the 5 year requirement are identified in the Council’s annual Housing Land Statement. At the time of this Publication Draft, the 5 year requirement (which includes historic shortfall and a 20% buffer) over the period 2016/17 to 2020/21 is for a minimum of 810 net additional dwellings, equating to an average of 162 dwellings per year.

Policy H1: Annual Housing Requirement

Planning permission will be granted for housing proposals that will deliver the housing allocations set out in this Plan and contribute to achieving an annual average Borough-wide housing target of at least 105 net additional dwellings per year.

Any unallocated sites which come forward for development which would prejudice the delivery of this strategy will be resisted. In bringing forward allocations, developers must comply with the policies within this Local Plan and must help deliver sustainable communities.

When calculating the 5 year housing requirement, any shortfall against this figure since the start of the Plan period will be added, along with a 20% buffer brought forward from later in the Plan period where appropriate as required by the NPPF.

Housing delivery will be monitored closely and if the number of houses built is not as expected, interventions will be sought, which may include bringing forward additional allocations.

Justification

The Council is required to set a housing requirement, or target, in its Local Plan based on the most up-to-date evidence available. The above housing requirement is justified as:

- It is based on the most up-to-date evidence available, using the CLG 2012 household projections as a starting point
- It allows the Council to meet its objectively assessed housing need over the Plan period
- It boosts significantly the supply of housing as the annual requirement exceeds previous annual average build rates
- It is considered to be realistic and deliverable
- It makes up for past unmet delivery in the early period of the plan
- It takes into account the Borough's growth aspirations
- It follows the guidance contained within the NPPG, guidance provided by the Planning Advisory Service and takes into account recent appeal decisions and examinations
- It supports envisaged employment growth over the Plan period and does not lead to unsustainable commuting patterns
- It will be reviewed further prior to the next draft of the Plan to ensure it is still up-to-date and to take into account any further information which may become available, such as revised employment projections.

7.1.12. There were 1,717 vacant dwellings in the Borough at the end of March 2015, representing a vacancy rate of 5.2% of the Borough's dwelling stock. As this figure is derived from council tax records it excludes exempt properties, such as properties that are the subject of mortgage possession (i.e. the owner has been declared bankrupt). There are a number of such properties on Barrow Island. The SHMA recommends that the Council should continue to consider identifying reasons why properties are empty and to identify mechanisms for bringing them back into use.

7.1.13. The Council has been allocated £3.4 million from the Clusters of Empty Homes Fund to help bring empty properties back into use. Most of the funding will be used to work with the owners of the largest two property portfolios on Barrow Island, which together contain around 600 flats. A successful bid was submitted to bring 229 flats back into residential use. The funds will be used to provide better

quality accommodation and accelerate the programme of refurbishment. Around a third of the fund will be used to carry out a programme of improvements to the surrounding environment, which will address some of the streetscape issues raised in the Conservation Area Appraisal for the area. Work is progressing with the scheme and 119 flats had been completed and brought back into use by March 2016.

7.2. Locating New Housing

- 7.2.1. Development must be achieved in the most sustainable way in order to protect and, where possible, enhance the Borough's environmental, social and economic assets. Choosing the most sustainable locations for development will help minimise the impacts of climate change. It should be noted that whilst the sections below deal specifically with the location of housing development, a mix of uses may be appropriate in some areas.
- 7.2.2. The Saved Local Plan divides Barrow Borough into four geographic areas:
- Barrow and Walney Island;
 - Dalton;
 - The outlying villages; and
 - Areas of open countryside.
- 7.2.3. The majority of development is directed to Barrow and Dalton as the main areas of employment and services are located here. Residential cordons have restricted growth in outlying villages and settlements and development in the open countryside has been severely limited, the exception being that associated with the needs of the rural economy.
- 7.2.4. Over the last decade settlements have grown roughly in line with the population distribution (Barrow 81%, Dalton 12%, Askam and Ireleth 4% and other areas 3%).
- 7.2.5. Whilst it is important that Barrow, as the main urban settlement retains the largest proportion of growth for sustainability reasons, it is important that an amount of development is diverted to Dalton and Askam and Ireleth so that they are allowed to grow sustainably and to improve choice in the Borough. Housing development in the central areas of Barrow, including the town centre, will be supported providing it contributes materially to improving housing mix and the environmental quality of the area.

Policy H2: Distribution of Housing

In order to encourage sustainable growth in line with the development strategy set out in Policy DS3, the following hierarchy and development of distribution will be used:

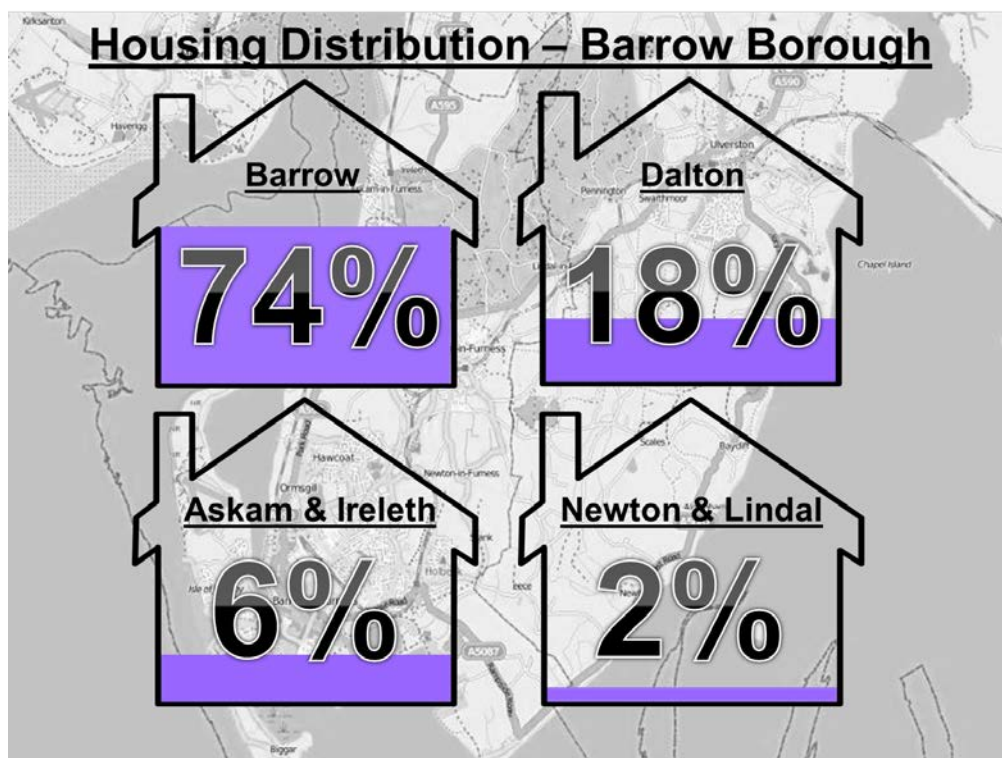
Sites have been identified which will deliver housing development concentrated in the Principal Centre of Barrow (74%); followed by the Key Centre of Dalton (18%), the Local Centre of Askam & Ireleth (6%) and Newton and Lindal (2%).

Housing development outside the settlements listed in this policy will require exceptional justification. See policy H5.

Justification

Barrow remains the most sustainable location for housing given that it is the main focus for employment and services. Increasing the amount of development however in Dalton, Askam and Ireleth, Newton and Lindal will allow them to grow sustainably whilst improving choice in the Borough.

Figure 14 : Diagram of Proposed Housing Distribution



7.3. Allocating Sites for Housing Development

- 7.3.1. Early consultation on the Local Plan and the SHLAA has identified a number of sites which could be allocated for housing in the Local Plan. These sites have been subject to a Sustainability Appraisal (incorporating Strategic Environmental Assessment), Habitats Regulation Assessment and Viability Assessment to ensure the most sustainable and viable sites are chosen for allocation. Where a site is currently allocated as Green Wedge (Saved Policy D4) or Urban Amenity Space (Saved Policy D26), their role and purpose within the Green Wedge has been reviewed through the Green Infrastructure Strategy.
- 7.3.2. Prior to the NPPF, national policy clearly promoted a ‘brownfield first’ approach to housing land. Development in the Borough has responded to this and over 90% of housing development in the Borough over the past 10 years has been on previously developed sites. Whilst this has brought many benefits, the building of houses in gardens (which prior to the NPPF were categorised as brownfield sites) and the drive for higher densities has resulted in town cramming and a reduction in urban green space in some areas.
- 7.3.3. Whilst a key objective of the NPPF is to encourage the effective use of land by reusing brownfield land (provided it is not of high environmental value), the re-use of previously developed land is not promoted nationally in the way that it was previously. The Council however, believes that this pattern of development remains the most sustainable providing it supports a balanced mix of densities based on a framework of green infrastructure.
- 7.3.4. Greenfield sites will still be needed to help meet the housing requirement as well as in delivering housing choice and easing mobility within the housing market.
- 7.3.5. Policy H3 lists the preferred sites for housing in the Borough. Any remaining sites which have been put forward for consideration through the Local Plan process, but which have been discounted, are included in the Non-Selected Sites Document.
- 7.3.6. Each site will be subject to an on-going process of viability testing throughout the Local Plan process. For each site an indicative yield (number of dwellings) has been given based on an assessment of the sites landscape context and characteristics and how this would guide a form of development at an appropriate density. These figures are considered to be more realistic than those informed by

the SHLAA which were based on density assumptions applied to a generic net developable area.

7.3.7. Sites which already benefit from planning permission for housing have not been considered as an allocation as development on those sites is likely to have commenced prior to the Plan being adopted.

7.3.8. Further, more detailed information can be found in the supporting evidence base documents. The Proposed Housing Site Assessment document is particularly important as it includes factual information about each site such as on-site constraints and green infrastructure considerations.

Policy H3: Allocated Housing Sites

In order to meet the housing requirement over the Plan period, a number of specific sites are allocated for residential development. These are listed in Table 9 and are identified in the Proposals Maps (Appendices A-C) and in Appendix I.

Justification

The NPPF requires Local Authorities to allocate sites for residential development in order to meet the housing requirement.

Table 6: Proposed Housing Allocations in Barrow Borough

Site Ref	Site Name	Gross Site Size ¹	Notes	Indicative Yield (no. of dwellings) ²
Barrow-in-Furness				
REC05	Land South of Leece Lane	0.64	Vacant, greenfield site adjoining the urban boundaries.	19
REC09	Field between Netherby Drive and Ormsgill Lane	0.57	Greenfield site used for grazing within the urban boundaries.	12
REC18	Field to East of Park View	0.92	Greenfield site within the urban boundaries.	15
REC19b	Thornccliffe South (former tennis court/field section)	1.79	Part brownfield/part greenfield within urban area.	19
REC26	Land East of Holbeck	6.43	Greenfield site adjoining the urban boundaries used in part for grazing.	90
REC54	Strawberry Ground, Croslands Park, Barrow	2.92	Greenfield site within the urban boundaries	50
SHL001	Marina Village	25.19	Previously developed site within the urban boundaries. Allocated for housing in Barrow Port Area Action Plan.	650
SHL010a	Land at Mill Lane, Walney	1.71	Part previously developed site/part greenfield site within the urban boundaries.	36
SHL13b	Former Candleworks Site (South), Schneider Rd	1.15	Brownfield site within urban boundaries.	32
SHL037	E5 Land South of Ashley & Rock, Park Road	2.74	Previously developed site within the urban boundaries.	77
SHL047	North Central Clearance Area	1.49	Brownfield site within the urban boundaries. Former housing estate which has been cleared as part of Housing Market Renewal Scheme.	33
SHL059	Former Avon Garden Centre, Mill Lane, Walney	0.88	Previously developed site within the urban boundaries.	20
SHL061	Former Kwik Save premises, Holker St	0.5	Brownfield site within the urban boundaries of Barrow. Currently occupied by large vacant retail unit and associated parking.	22
SHL068	Fields to rear of Croslands Park (Holly Croft)	1.45	Greenfield site within the urban boundaries.	28

Site Ref	Site Name	Gross Site Size ¹	Notes	Indicative Yield (no. of dwellings) ²
SHL070a	Land to South of Abbey Meadow	0.96	Greenfield site within the urban boundaries used for grazing.	26
SHL071	No. 11 smallholding	1.43	Part Greenfield/ part previously developed site within the urban boundaries.	35
SHL082	Land East of Rakesmoor Lane	18.23	Greenfield site, adjoining urban boundary. Site boundary reduced to remove area to be protected for GI purposes.	107
SHL100a	Land North of Westpoint House (western section), Solway Drive, Walney	1.67	Greenfield site within the urban boundaries between residential area and community woodland.	23
SHL101	Land South of Westpoint House, Solway Drive, Walney	1.33	Greenfield site within the urban boundaries between residential area and community woodland.	21
SHL103	Land off Meadowlands Ave	1.55	Greenfield site adjoining urban boundaries used for grazing.	42
Total				1357
Dalton-in-Furness				
REC10	Land to West of Crooklands Brow	2.77	Greenfield site within the Green Wedge adjoining the urban boundaries.	65
REC25a	Land at Greenhills Farm	5.09	Greenfield site adjoining the urban boundaries. Currently used for grazing with small farm buildings. Nb. Site boundary amended to incorporate small part of REC44.	69
REC34	Site at junction of Long Lane & Newton Rd	1.68	Greenfield site within the urban boundaries.	24
REC43	Land East of Greystone Lane	1.66	Greenfield site adjoining the urban boundaries.	30
REC47	Land to West of Askam Road (including Elliscales Quarry)	4.68	Part greenfield site and part former quarry, adjoining urban boundaries.	70
REC48	Land East of Askam Road	1.39	Greenfield site adjoining the urban boundaries.	12
REC49	Land at Hollygate Road	0.59	Greenfield site within existing Green Wedge within urban area.	12
REC52	Land at Tantabank	1.19	Greenfield site adjoining urban boundary.	1
SHL005	Land at Crooklands Brow	1.44	Previously developed, cleared site within the urban boundaries.	32
SHL096	Crompton Drive	0.49	Greenfield site adjoining the urban boundary.	11
Total				340

Site Ref	Site Name	Gross Site Size ¹	Notes	Indicative Yield (no. of dwellings) ²
Askam & Ireleth				
REC01	Land East of Saves Lane, Ireleth	0.83	Vacant, greenfield site outside but adjoining the current development cordon.	15
REC02	Duke Street, Askam	0.35	Vacant, greenfield site within the current development cordon.	9
REC03	Land at junction of Lots Rd and Duke St, Askam	0.92	Vacant, greenfield site outside but adjoining the current development cordon.	16
REC31	Land North of New Road, Askam	1.47	Vacant, greenfield site used for grazing, outside but adjoining the current development cordon.	27
REC36	Land South of New Road, Askam	0.73	Vacant, greenfield site outside but adjoining the development cordon.	9
SHL017	Urofoam Factory, Duddon Road	1.22	Brownfield site within the development cordon.	48
Total				124
Lindal and Newton				
REC37	Land East of London Road, Lindal	2.32	Greenfield site outside current development cordon.	36
REC39	Land to rear of Farmers Arms, Newton	0.36	Greenfield site outside but adjoining the development cordon.	6
Total				42

¹ Original site boundaries as submitted have been adjusted where necessary to take into account proposed green wedges. This has resulted in the site size being smaller than originally submitted. Gross site size includes the area for housing itself and any associated access or distributor roads, footpaths, play areas, open spaces or landscaping and buffering.

² These figures are indicative and are only used for the purposes of the housing supply over the plan period. The number of dwellings is based on a typical semi-detached house type to create a mid point in terms of density. This allows a degree of flexibility for sites to out turn more or less units depending on the proportion of detached, terraced or flatted units proposed subject to a planning application.

7.4. Development Cordons

- 7.4.1. In the past development cordons have been used to concentrate development within settlements, protect important areas of open land and prevent ribbon development beyond rural villages. Included in the 2006 Housing Chapter Alteration, the 2001 Local Plan Review, and the 1991 Local Plan before that, development cordons have proved to be an effective way of directing development for a sustainable outcome. They provide certainty and clarity as to the type of development which is appropriate within and outside settlements.
- 7.4.2. Whilst there are clear benefits to cordons, the use of cordons could be perceived as being restrictive to potential future sustainable development opportunities outside of the cordons. In addition, their use could result in cramming within settlements as every available area of land competes for development. This could result in potential harm to the character of the settlement.
- 7.4.3. Over time, the number of suitable and available development sites within development cordons will fluctuate as sites are built out and other sites become available. It has therefore been necessary to review the purpose of cordons and their boundaries. Consideration has also been given to which villages should be bounded by such cordons.
- 7.4.4. The following sections give a brief overview of each “cordon village”.

Askam & Ireleth

- 7.4.5. These villages currently fall within the same development cordon. They are located on a bus and train route which links them to the larger settlements of Barrow and Dalton and benefit from primary schools, community centre and hall, petrol filling station, shops, public houses, employment and a doctor’s surgery.

Lindal-in-Furness

- 7.4.6. The village is linked to Kendal, Barrow, Dalton and Ulverston by a bus service, as the village lies on the A590(T) trunk road and benefits from a school, pre school, cricket club, bowling club, employment, village hall and public house.

Newton

- 7.4.7. The village contains a primary school, 2 public houses, a village hall and playground. However, it is not served by public transport.

North Scale

7.4.8. The village is separated from other residential parts of Walney, however they are within walking distance. There are public transport links to Barrow and it benefits from a public house, community centre and playground. Given its proximity to other areas of Walney, the village has a suburban character, rather than that of an isolated village within the open countryside. No sites have been put forward or identified in the village for additional housing.

Rampside

7.4.9. There is a relatively infrequent bus service to Barrow and the village benefits from a community hall, hotel and public house. No sites have been put forward or identified in the village for additional housing.

7.4.10. Given the above, it is considered sensible to allow growth in the more sustainable villages of Askam & Ireleth, Lindal and Newton to allow the maintenance of those communities. This will be through a combination of allocating sites and amending the development cordon to allow suitable, smaller sites to be brought forward as windfalls. The current development cordon will remain around Rampside and North Scale as there is no justification to change them.

Policy H4: Development Cordons

In the following villages, residential development and the conversion of existing buildings for residential purposes will be allowable within the residential cordon, especially if it contributes to the maintenance of that community:

Askam & Ireleth, Lindal, Newton, North Scale, Rampside (see Appendix J)

Justification

These settlements have been assessed for their accessibility and sustainability and the Development Cordons for the settlements of Askam & Ireleth, Lindal and Newton have been amended to allow for some sustainable development.

Some development will be permitted within the Development Cordons at North Scale and Rampside. The settlements of Marton, Biggar and Roa Island are considered to be within the open countryside.

7.5. Housing in the Open Countryside

- 7.5.1. There are a number of other smaller settlements which are considered to be with in the open countryside due to their isolated location and lack of facilities. These include the villages of Biggar, Marton and Roa Island and smaller settlements such as Stank, Greenhaume, Greenscoe, Peasholmes, Tytup, Woodbine and Thwaite Flat.
- 7.5.2. The Local Authority seeks to promote sustainable development. Therefore residential development in the open countryside, or extensions to small or isolated groups of dwellings, must be clearly justified. Justification is likely to be on the basis of housing need, the economic and/or social maintenance of the rural community or the requirement for an agricultural workers dwelling.
- 7.5.3. The rural areas of the Borough by their nature offer limited choice and availability of housing, and prices are generally higher than the Borough average. Despite relatively easy access to housing in Barrow, Dalton and Askam and Ireleth from the Borough's rural areas, there has been an increase in applications for new-build dwellings in the countryside in recent years. It is likely that applications will also continue to be received for the replacement of, and extension to, existing dwellings in the countryside.
- 7.5.4. Due to the historic and current development pressures in the countryside and the potential associated impacts on rural character and landscape, the Council will only allow residential development in the countryside in certain circumstances as outlined in the policy below. For new developments this will only be for businesses where it essential the workforce live at their place of work, such as full time agricultural and forestry workers, and only where the need for this accommodation cannot be met within the existing housing stock.

Policy H5: Residential development in the open countryside

New housing in the open countryside will only be permitted where the Council is satisfied that the proposal meets specific local needs, including provision for rural workers, replacement dwellings, temporary accommodation to support a new rural enterprise and conversions. Applications will require supporting evidence prepared by a suitably qualified person to justify the need for such housing. Development must accord with the principles set out in the Council's Green Infrastructure Strategy.

Rural Workers Dwellings

1) Proposals for new-build rural workers dwellings in the open countryside will only be permitted where the dwelling is required to meet the proven essential needs of a rural worker and the following criteria are met:

- a) The business requires the permanent attendance of a worker on site;
- b) The need cannot be met by any existing dwelling or other accommodation at the business or in the general locality;
- c) Audited accounts from the previous three years show that the business is financially sound and has an evidenced prospect of remaining so;
- d) The size of the dwelling is appropriate to the need, the design is appropriate to the landscape, it is located adjacent to any existing buildings and uses the existing access;
- e) A planning condition is attached to ensure that occupancy of the dwelling(s) is confined to rural workers.

Replacement Dwellings

2) The replacement of existing dwellings in the countryside will only be permitted where the replacement dwelling will make a positive visual contribution to the rural environment, except where:

- a) The existing dwelling is listed as a heritage asset, effects the setting of other heritage assets or makes a positive contribution to the character of the countryside; or
- b) The scale of the replacement dwelling does not match the dwelling that it is proposed to replace; or
- c) The existing dwelling is derelict (i.e. incapable of being re-inhabited without carrying out works requiring planning permission); or
- d) The existing dwelling is the habitat of wildlife species protected by law whereby expert advice must be sought to establish an appropriate course of action.

Temporary Accommodation

3) Accommodation that is required in relation to a new rural enterprise, such as a mobile home will only be approved on a temporary basis, subject to not causing an undue visual impact on the surrounding countryside or when viewed from a public right of way.

Conversions

- 4) Conversion of redundant or disused buildings will be permitted provided that:
 - a) The application is accompanied by evidence that the building is structurally sound;
 - b) The development would lead to an enhancement of the immediate setting of the building;
 - c) The development is of a high standard of design appropriate to the character of the host building and the open countryside location; and
 - d) The development would be able to access the road network without the need to construct access roads, the nature of which would have an unacceptable impact on the landscape.

Justification

The NPPF states ‘to promote sustainable development in rural areas, housing should be located, where it will enhance or maintain the vitality of rural communities.’ It then goes on to state there are special circumstances where isolated homes in the countryside may be permissible, such as the rural workforce who find it essential to live at their place of work, and this policy is based on the criteria set out in the NPPF.

Policy H6: Extensions and ancillary buildings relating to dwellings in the open countryside

Proposals to extend an existing dwelling in the countryside, or to provide ancillary buildings, will be permitted where the appearance of the extended dwelling and the position and design of the ancillary building respects the form and character of the original building and surrounding landscape with regard to scale, design and use of materials.

Justification

This policy is supported by the themes of sustainable development and good design in the NPPF by allowing extensions in rural areas providing they are of a type, scale and design in keeping with their surroundings.

7.6. Windfall Development

- 7.6.1. Windfall housing sites are sites that come forward unexpectedly and have not been identified for housing through the Plan process. They are generally small infill sites within the urban area, although large windfall sites can occasionally come forward.
- 7.6.2. Between 2003 and 2016, 62% of all housing permissions in the Borough were on windfall sites and on average 25 dwellings per year have been completed on windfall sites below 0.1 hectares. The Council considers that there is potential for housing to continue to come forward on these smaller windfall sites in the future.
- 7.6.3. When calculating how the housing requirement will be met, the Council considers it appropriate to include an allowance for windfall sites (see the Housing Land Statement for further detail). In order to ensure the most appropriate windfall sites are developed, this policy ensures that development on windfall sites is sustainable, and in line with the NPPF by encouraging the effective re-use of previously developed land or, within rural settlements by demonstrating the proposed development will enhance or maintain the vitality of the community.

Policy H7: Housing Development on Windfall Sites

Applications for residential development on windfall sites (i.e. sites that are not allocated in the Local Plan) will be permitted where they satisfy all of the following criteria:

- a) The site is located within or adjoining an existing urban area or within a cordon village identified in Policy H2.
- b) Site planning, layout and servicing arrangements are developed comprehensively;
- c) Buildings are well designed in terms of siting, grouping, scale, orientation, detailing, external finishes, security and landscaping in response to the form, scale, character, environmental quality and appearance of the site and the surrounding area;
- d) An acceptable standard of amenity is created for future residents of the property in terms of sunlighting, daylighting, privacy and ventilation;
- e) The site is served by a satisfactory access that would not impact unduly on the highway network;
- f) The site has been designed to promote accessibility by walking, cycling and public transport, as opposed to the private car;

- g) The development is sustainable in its energy usage, environmental impact, drainage, waste management, transport implications and is not at risk of flooding;
- h) The capacity of the current and proposed infrastructure to serve the development is adequate taking into account committed and planned housing development;
- i) Where spare infrastructure capacity is not available, the site has the ability to provide for the infrastructure requirements it generates, subject to criterion f);
- j) Within rural settlements the applicant will be expected to demonstrate how the development will enhance or maintain the vitality of the rural community where the housing is proposed;
- k) Where the site is located on the edge of Barrow and Dalton, the applicant will be required to demonstrate how the development integrates within existing landscape features and is physically linked to the settlement and does not lead to an unacceptable intrusion into the open countryside or would result in the visual or physical coalescence of settlements;
- l) The proposal will not harm the historic environment, heritage assets or their setting.

The site should make effective use of previously developed land where possible.

Justification

The Council supports the inclusion of a criterion based policy which directs windfall housing development to the most suitable and sustainable sites, by encouraging the effective re use of previously developed land and enhancing or maintain the vitality of communities. The NPPF states that ‘Local planning authorities may continue to consider the case for setting a locally appropriate target for the use of brownfield land.’

Whilst the Council is not proposing a specific target for the use of brownfield land it still feels it is appropriate given the nature of the Borough, the percentage of brownfield sites and past build rates on previously developed land to pursue to encourage the reuse of brownfield sites as a priority.

In addition where the windfall site is not in an urban location the scale and design of the proposed development should be appropriate to the character of the settlement and not lead to an unacceptable intrusion in the open countryside.

7.7. Housing in Residential Gardens

- 7.7.1. Gardens contribute significantly to the character and quality of housing areas. Mature gardens can also help to mitigate factors contributing to climate change. Proposals for housing development in existing gardens, especially at the rear of existing dwellings can cause problems for existing and future residents.
- 7.7.2. There will be some instances where development of part of a residential garden for housing will be acceptable. However, development in gardens also has the potential to cause significant amenity problems to existing properties and the character of the local area. These issues could include loss of privacy and/or daylight, overlooking, visual intrusion by a building or structure and noise disturbance. In addition the reduction of garden or space around buildings can lead to loss of vegetation which forms a wildlife habitat and can provide screening. There can also be increased surface water run off due to an increase in hard surfaces such as driveways and parking areas.
- 7.7.3. The form and scale of any new development should respect the local character of the immediately surrounding area, particularly existing dwellings adjacent to the site.
- 7.7.4. For sites to be acceptable there needs to be an appropriate plot depth and configuration, in order to allow new housing to be developed which results in a quality environment for both new and adjacent residents.
- 7.7.5. Garden development, especially on rear gardens, on restricted plot depths is unlikely to be acceptable, especially where overlooking issues can not be overcome.

Policy H8: Housing in Residential Gardens

Proposals for housing development in existing residential gardens will be permitted providing all of the following criteria can be met:

- a) The scale, design and siting of the proposal would not result in a cramped form of development out of character with the surrounding environment;
- b) A useable shape and scale of garden proportionate to the dwelling size, including private space, that reflects the form and character of those predominant in the area, can be created for both the proposed new house and the existing house;

- c) The site is served by a suitable access and the proposal does not compromise any existing access arrangement;
- d) The proposal, by way of design, siting, boundary treatments and landscaping integrates seamlessly into the surrounding built, natural and, where relevant, historic environment;
- e) There would be no unacceptable effects on the amenities and living conditions of surrounding properties from overlooking, loss of light, the overbearing nature of the proposal or an unacceptable increase in street parking;
- f) The proposal does not prejudice the development potential of an adjacent site; and
- g) The proposal is capable of demonstrating how it will enhance the ease of movement for wildlife and the creation of habitat.

Justification

Gardens contribute significantly to the character and quality of housing areas. Mature gardens can also help to mitigate factors contributing to climate change. Proposals for housing development in existing gardens, especially at the rear of existing dwellings, can cause problems for existing and future residents.

National planning policy states that local authorities can formulate local plan policy to 'resist inappropriate development of residential gardens, for example where development would cause harm to the local area.'

There will be some instances where development of part of a residential garden for housing will be acceptable. However, development in gardens also has the potential to cause significant amenity problems to existing properties and the character of the local area.

7.8. Housing Density

- 7.8.1. The term density refers to the number of dwellings per hectare. It is directly related to the mix of dwelling types and sizes. Densities that are too low result in inefficient use of land. Communities that work well are built at a sufficiently high density to encourage interaction but not too high to cause negative impacts on the environment.

7.8.2. The NPPF allows authorities to set out their own approach to density to reflect local circumstances. The current Local Plan includes a policy which reflected National Guidance at that time requiring developments to be built at a density of 30 dwellings per hectare with the intention of giving the maximum beneficial use from land within settlements and minimising eventual pressure on the countryside. The policy does allow for higher densities where the site is in an accessible location and/or where a higher density would be consistent with urban design principles.

7.8.3. The current Local Plan notes that, particularly in inner urban locations, it does not always aid the regeneration of areas to insist on replacing high density housing with a similar number of dwellings. A consequence of the current over dominance of terraced housing is that the density of a large proportion of the existing housing stock is high, particularly in central Barrow. A mix of densities would help to provide a greater choice of housing suitable for different groups of people.

7.8.4. A more flexible approach would be to deal with densities on a site by site basis, to allow a mixture of housing developments, enabling the density to be appropriate to the unique character of the site.

Policy H9: Housing Density

Developers can determine the most appropriate density on a site by site basis, providing that the scheme meets the design principles set out in this Plan and is appropriate to the character of the location of the development in negotiation with the planning authority. Consideration should also be given to housing needs identified in the most up-to-date Strategic Housing Market Assessment when determining the appropriate density.

This will allow a range of densities to be developed and applied to best suit the character and requirements of different parts of the Borough and ensure sites come forward in a timely manner.

Justification

A range of densities will be appropriate for different sites and in different parts of the borough. The Council is keen to provide flexibility in order to provide a mix of housing as opposed to the stricter density restrictions in past Local Plans. For all sites the applicant will be required, in consultation with the planning authority, to propose a density appropriate to the character of the location of the development.

7.9. Housing Delivery

- 7.9.1. Managing the release of allocated sites for development can help to ensure that too much development does not take place too soon, with detrimental impacts on settlements and local communities. It can also help to reduce the risk of the ‘doughnut’ effect, where greenfield sites at the edge of settlements are developed, leaving brownfield sites within the settlements undeveloped, causing urban blight. It can also facilitate the timely delivery of the infrastructure required to support new development.
- 7.9.2. However, it could be argued that the phasing of sites is restrictive and that the timing of development should be left to the market. For example, in terms of infrastructure constraints, a developer may propose suitable alternative solutions such as providing the infrastructure themselves, thus enabling a site to be developed sooner.
- 7.9.3. It should be noted that Figure 6 in the Barrow Port Area Action Plan (AAP) is now out of date. This sets out the proposed phasing for the housing sites identified in the AAP. The Marina Village development continues to be a long term aspiration of the Council and is included in the Council Priorities 2013-2016 document (objective 3.1). Site assembly is continuing and the Local Enterprise Partnership has recently submitted a bid to Government for Local Growth Fund, some of which will help improve infrastructure in the area.

Policy H10: Housing Delivery

Housing delivery will be monitored and if the number of houses built is not meeting the targets set, interventions will be sought including bringing forward additional allocations.

Justification

Housing delivery will be monitored annually. The housing allocations will be reviewed at least every 5 years, and if the number of houses built is not meeting the targets set, interventions will be sought including bringing forward additional allocations.

Housing Mix

7.9.4. Housing mix refers to the types of dwellings e.g. detached or terraced houses and flats. It also refers to the size, which can be described in terms of the numbers of bedrooms and floor area. Mix can also relate to tenure, such as whether homes are available to buy or rent. Another aspect of mix is extra care and supported housing for the elderly, people with specialist needs, ex-offenders, homeless and those avoiding domestic violence. A detailed breakdown of the balance of the existing stock is contained in the Strategic Housing Market Assessment (SHMA).

7.10. Housing Need

7.10.1. The Strategic Housing Market Assessment indicates that there are a total of 2,466 existing households across the Borough that are experiencing some form of housing need, representing 7.7% of the total number of households in the Borough. Within this, the greatest issue is the mismatch of housing need to the occupied dwelling, and this forms 89.8% of the total number of households identified as being in housing need. Issues of particular concern are overcrowded properties and people with mobility impairment or other specialist needs living in unsuitable accommodation.

7.10.2. The SHMA includes information about the geographic distribution of housing need as well as tenure and household type. The data suggests that the most likely person(s) to be in current housing need is someone over 65. These are likely to be in the inner area of Barrow in a property that they own but which is unsuitable because of their mobility impairment or other specialist need.

7.10.3. There is currently a lack of variety in the Borough's housing offer, with terraced housing being particularly dominant. The SHMA shows that there is a need to continue to satisfy household aspirations and expectations, with a particular emphasis on delivering market housing at a range of prices. The development of semi-detached houses and properties with two and three bedrooms is a particular priority.

7.10.4. Population projections show that the number of people of pensionable age or over is projected to increase over the plan period. Ensuring that those people are suitably housed and are not in housing need is a major strategic challenge for the Council. The SHMA recommends that adopting lifetime homes standards should

be viewed as a priority along with diversifying the range of new build dwellings appropriate for a growing number of older person households. Maintaining the delivery of homes to reflect the aspirations of economically active and younger households is also required.

7.10.5. There is an identified need for a limited amount of affordable housing in the Borough. This is discussed in Section 7.12 of this document.

Policy H11: Housing Mix

In order to broaden and enhance the residential offer within the Borough development proposals will be expected to provide a mix of different types and sizes of housing to address local need and developers will be required to demonstrate how this need has been met as evidenced by:

- a) Any relevant and up to date SHMA or Housing Need Assessment for the Borough;
- b) Any other relevant and suitably evidenced housing needs information;
- c) The location and characteristics of the site;
- d) The mix of dwelling type and size in the surrounding area;
- e) Housing market conditions at the time of the application.

Justification

The Council will work with developers and Registered Social Landlords to deliver housing that reflects the needs of those in the borough whilst providing quality and choice for those looking for new properties. The policy will be applied on a site by site basis and it is intended a mix of types and sizes will be achieved so that each of the site allocations will be viable and contribute to delivering and improved housing offer within the borough. However it is expected that on larger sites a broad mix of types and sizes of dwellings will be provided to meet a range of needs and demands as outlined in the Councils SHMA and Housing Needs Assessment.

Meeting the Needs of Older People

7.10.6. Extra Care is a form of housing similar to sheltered schemes, with self-contained accommodation together with some communal facilities. In an extra care scheme, instead of the low level support traditionally provided by wardens in

sheltered schemes, higher levels of care and support are provided 24 hours a day by a dedicated team of care workers. Extra care increases the choice of care options and can avoid the need for people to move into residential care.

7.10.7. The Council will continue to work closely with Cumbria County Council and other providers to supply the optimum amount and mix of specialist accommodation for those with special needs, including sheltered and extra care housing.

7.10.8. In order to increase the number of homes that are suitable for older people, the Local Plan will encourage developers to build new homes to the current minimum space standards, as defined by Part M of the Building Regulations, so that they can be readily adapted to meet the needs of those with disabilities and the elderly as well as assisting independent living at home. This would help to meet the requirements of the Borough's growing elderly population.

Policy H12: Lifetime Homes

The Council will encourage the provision of specialist housing for older people across all tenures in sustainable locations.

The Council aims to ensure that every resident, in particular older people, are able to secure and sustain independence in a home appropriate to their circumstances and to actively encourage developers to build new homes so that they can be readily adapted to meet the needs of those with disabilities and the elderly as well as assisting independent living at home.

Provision of retirement accommodation, residential care homes, close care, Extra Care and assisted care housing and Continuing Care Retirement Communities will be encouraged in suitable sustainable locations.

Justification

The policy relies on the standards contained within Building Regulations with the added emphasis on encouraging new development that can be readily adapted to meet the needs of the elderly and those with disabilities.

7.10.9. The Council seeks to ensure that new housing designs can be easily adapted to meet the requirements of occupants should their needs change over time, this is

particularly important as demographic trends show that the Borough has an increasing ageing population.

7.11. Neighbourhood Renewal

Housing Market Renewal

- 7.11.1. In terms of current stock, Barrow's inner area is dominated by small Victorian terraced housing. The SHMA shows that 7.7% of surveyed households in the Borough were "dissatisfied" or "very dissatisfied" with the condition of their dwellings. Dwellings are also often unsuitable for those with mobility problems or other special needs. Housing market renewal initiatives, led by the Council have sought to address this issue, aiming to improve stock condition and provide greater choice. Improvements have included door and window replacement and the provision of loft and cavity wall insulation.
- 7.11.2. Where housing renewal has involved demolition of properties, it has been with the purpose of replacing them with larger, lower density properties, influenced by the previously identified shortage of three bedroom semi-detached properties in the inner area. This shortage is still evident, as reported in the findings of the 2014 SHMA.
- 7.11.3. Improving condition and providing choice is an important part of the Council's housing market initiative. The changing demographic and associated housing need, identified within the SHMA needs to be recognised and incorporated into the Council's housing strategy in the Local Plan. There is a strong case for concentrating private sector renewal policies on areas with older stock and higher concentrations of privately rented property. The Council has for many years adopted a policy of area-based action. This has been mainly targeted at the wards of Central, Hindpool and Barrow Island.
- 7.11.4. The Council have declared two Neighbourhood Renewal Areas. Approximately 300 houses have been the subject of stock condition improvements and, as part of the Council's work to address need and provide greater choice, also, 180 properties have been cleared to facilitate the development of new housing to create a greater mix of accommodation in the neighbourhood, with the purpose of improving choice and increasing demand.
- 7.11.5. Continued housing market renewal is an essential part of, not only the Council's housing strategy, but its overarching development strategy. Housing

stock improvements and increased choice is an important strand of the strategy to rejuvenate the Barrow town centre area.

Policy H13: Regenerating the Housing Stock

In Neighbourhood Renewal Areas the clearance and/or the redevelopment of cleared sites for residential use or other environmental improvements, will be encouraged and permitted where there are clear environmental and community benefits of doing so.

Justification

The Council, in line with its identified strategic priorities, is committed to continuing to promote the clearance and/or regeneration of the oldest and poorest housing of greatest need in the Borough in order to improve the environment in those areas and make them more attractive places to live. In addition the Council is committed to working with partners and service providers to enhance the built environment and public realm.

7.12. Affordability

7.12.1. “The Government believes everyone should have the opportunity of a decent home, which they can afford, within a sustainable mixed community. This means providing a wide choice of housing to meet the needs of the whole community in terms of tenures and price ranges. This should include affordable housing, both social rented and intermediate.”³³

7.12.2. ‘Affordable Housing’ is defined in the NPPF and includes social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market. Eligibility is determined with regard to local incomes and local house prices. It is important to note that in discussing the affordability of housing, the measure is about meeting needs in terms of property size and type rather than demand or preference.

7.12.3. As a general rule, a household can be considered to be able to afford to buy a home if it costs 3.5 times the gross household income for single earner households (or 2.9 times the gross household income for dual-income households) with an

³³ Delivering Affordable Housing, DCLG, 2006

allowance for the deposit required. A household can be considered to be able to afford to rent a home where the rent payable is up to 25% of their gross household income. Income includes money from earnings, savings and investments, but excludes benefits.

- 7.12.4. Barrow is ranked the fifth most affordable district in the North West. This contrasts with the neighbouring district of South Lakeland which is the least affordable³⁴. House prices tend to be higher in the Barrow outer areas, with the lowest prices in the inner area of Barrow. There are a large number of relatively cheap dwellings within the Barrow town centre wards of Central and Hindpool and affordability ratios of between 2.7 and 3.0 remain widely available in such lower value areas. The SHMA suggests that a significant proportion of these are vacant and therefore it can be assumed that availability, i.e. supply, is not a constraint. However, the low value tends to reflect the relatively poor condition. In addition to this, the nature of the stock means that they are often unsuitable for those with specific housing needs, such as mobility impairment and other specialist needs.
- 7.12.5. The main provider of social housing in the Borough, apart from the Council, is Accent Foundation. The Council has worked with Accent for many years as the preferred social housing partner in the Borough, and remains committed to this partnership as the main means of delivering new social housing. The Council does not, however, rule out working with other Registered Providers where appropriate.
- 7.12.6. The scale of affordable requirements has been assessed by taking into account the annual need from existing and newly-forming households within the Borough and comparing this with the supply of affordable (social/affordable rent and intermediate tenure dwellings) to derive a net requirement for 101 affordable dwellings each year over the next 5 years. The SHMA shows that the greatest need is for one bedroom properties. This figure is a measure of the extent to which the requirement for affordable housing is greater than the current supply and should not be seen as a target for delivery. The need is driven, to a large extent by the issue of stock condition and choice in the inner areas of Barrow.
- 7.12.7. Taking into account past completion trends, it is unlikely that the net requirement for affordable housing can be met over the next 5 years. However, in order to increase the numbers of affordable homes in the Borough the following policy is proposed. The Council will monitor how many new affordable homes are built over the Plan period and their location.

³⁴ SHMA

Policy H14: Affordable Housing

Proposals for housing development will be assessed according to how well they meet the identified needs and aspirations of the Borough's housing market area as set out in the most up-to-date Strategic Housing Market Assessment. 10% of dwellings on sites of 10 units or over must be affordable as defined by the NPPF (or any document which replaces it). A lower proportion may be permitted where it can be clearly demonstrated by way of a financial appraisal that the development would not otherwise be financially viable. Early dialogue with the Council on this matter is essential. It is not acceptable to sub-divide a site and purposely design a scheme to avoid making affordable housing contributions.

Justification

The NPPF states that in order to deliver a wide choice of high quality homes, local planning authorities should use an evidence base to ensure that the Local Plan meets the full, objectively assessed needs for market and affordable housing.

The Council, in order to ensure viability and deliverability, must be sure that requiring an element of affordable housing on all sites, or even sites over a certain size will not jeopardise the development of that site.

7.12.8. Conditions in Barrow Borough are different to all other authorities in Cumbria, the housing market is self contained, there is a high percentage of older terraced stock, problems of an oversupply of low value housing and the stifling effect that has on local housing choice, house prices are below the national, regional and even county average and these conditions must be balanced against boosting the housing supply in the Borough whilst increasing the housing offer and meeting the accepted need.

7.12.9. The policy response to the affordable housing issue in Barrow Borough needs to ensure that it does not exacerbate historic problems or perpetuate the processes which led to them. The requirement specified in the policy is considered to contribute to the provision of affordable housing in the Borough without compromising viability.

7.13. Gypsy and Travellers

Gypsy and Traveller Sites

- 7.13.1. The Government's overarching aim is to ensure fair and equal treatment for travellers, in a way that facilitates the traditional and nomadic way of life of gypsies and travellers while respecting the interests of the settled community. The National Planning Policy for Travellers Sites (March 2012) states that Local Planning Authorities will need to set their own pitch targets for gypsies and travellers and plot targets for travelling show people, which address the likely permanent and transit accommodation needs of travellers in their area, working collaboratively with neighbouring authorities.
- 7.13.2. The County wide Cumbria Gypsy and Traveller Accommodation Assessment (Nov 2013) identifies a requirement of six permanent Gypsy and Travellers pitches in the Borough over the next 18 years and also recommends seven transit Gypsy and Traveller pitches are provided.
- 7.13.3. In terms of the existing provision in the Borough, the Old Candleworks Site at Schneider Road, Barrow has been a residential caravan site since the 1990s, having been granted planning permission for 12 pitches on appeal in 1993, with a further permission taking the total to 17 pitches in 1995. The occupation of the site is not restricted via the relevant planning permissions to Gypsies and Travellers. However, there is a condition on the most recent Site Licence, dating from October 1998 that restricts occupancy of the 17 pitches to gypsies as defined by Section 16g of the Caravan Sites Act 1968.
- 7.13.4. The Gypsy and Traveller Assessment highlights the difficulty of accessing the Schneider Road site (see note attached to Table 6.1, page 43 and paragraph 10.22 of the Assessment) and therefore the difficulty of accurately assessing current levels of occupation of the site. This makes it difficult to assess the existing demand and future need in the Borough. The recommended pitch requirements, set out in the Gypsy and Traveller Assessment, are based on existing pitch occupation, as recorded in April/May 2013, for both authorised and unauthorised sites. It is prudent to adopt a cautious approach to the recommendations. There are questions regarding the future availability of the site therefore alternative sites need to be identified.

7.13.5. Further monitoring of the occupation of the Schneider Road site and the broader demand for permanent and transit pitches is considered sensible. Therefore, an interim policy committing the Council to ensuring that a site, sufficiently large enough to accommodate at least the first five year requirement identified by the assessment is proposed. This will allow the Council to address the identified need, as set out in the Gypsy and Traveller Assessment, and monitor demand over the first five years of the Plan, with a view to reassessing the policy, through either an SPD document or a replacement policy, as necessary.

7.13.6. The Council adheres to a Cumbria wide, ‘unauthorised encampment protocol’, which applies to all unauthorised encampments but focuses on the travelling community. The protocol was set up to ensure that Gypsy and Travellers were suitably accommodated and had equitable access to local services. Ensuring that the Council have a suitable site available for Gypsy and Travellers travelling into the Borough will strengthen the approach set out in the protocol document and adds some certainty prior to the assessment of monitoring data in five years’ time.

Policy H15: Gypsy and Traveller Accommodation

The following site at Schneider Road, Barrow-in-Furness (shown in Appendix K) is allocated for and will provide 8 permanent pitches for the accommodation of gypsy and travellers.

Where an unallocated, transit or temporary site is proposed, the site must be:

- Accessible to shops, schools, community and health facilities by public transport, on foot or by cycle;
- Offers safe and convenient pedestrian, vehicular access and parking without unacceptable impact on highway safety;
- Is capable of being provided with on-site services for water supply, power, drainage, sewage disposal and waste disposal facilities;
- Is well laid out and carefully designed;
- Does not have unacceptable adverse impact upon the residential amenity of those on neighbouring sites by way of the loss of sunlight, daylight, outlook and privacy;
- Does not unacceptably harm the visual amenities of the area and includes adequate planting and landscaping where necessary;
- Does not cause harm to natural and/or heritage assets that cannot be mitigated and/or compensated; and
- Is not located in areas at high risk of flooding or unstable land.

Justification

The Council specifically need to meet the needs of hard to reach groups and ethnic minorities within the Borough. In doing so we must take steps to provide adequate sites to meet the needs of Gypsies and Travellers. Failure to provide adequate sites can mean increasing use of unauthorised encampments.

7.14. House Extensions and Alterations

- 7.14.1. House extensions are a good way for home owners to adapt their property as their needs and aspirations change. They can also add value onto a property. However, as the Borough's older terraced housing tends to have narrow frontages and deep plans with projecting rear wings and limited curtilage, extensions by virtue of height and proximity can have an adverse effect upon neighbouring properties.
- 7.14.2. Although semi-detached and detached properties tend to have wider frontages and shallower plans, extensions to such properties still have the potential to impact upon light, privacy and aspect for neighbours. Extensions can also result in the loss of parking spaces resulting in more on-street parking which can lead to clutter in the street-scene and potentially impact upon highway safety.
- 7.14.3. A study of the dwelling to be extended and similar extensions within the surrounding area should be the starting point when designing an extension. It is important to note that not all previous designs will still be acceptable and that early discussion with the Planning Service will be important to establish what is.
- 7.14.4. In general, extensions must appear subordinate in relation to the main building creating a logical and well-related visual relationship in terms of form, scale and character. Designs that are set behind the primary elevations of the main building and that draw proportionately from the form, character and detailing of the main building will generally be more likely to be successful than poorly related extensions, that lack the balanced appearance necessary to maintain streetscene character.
- 7.14.5. Consideration will also need to be given to the full range of uses that extensions may be put to in making sure that a sustainable 'liveable' standard of

accommodation can be achieved. This will need to include adequate storage for goods and household equipment, circulation within and between rooms and an acceptable level of external access around a building. The impact of the extension on neighbouring properties will also need to be considered.

The impact of extensions on lighting and enclosure

- 7.14.6. Extensions can have an overbearing impact upon neighbouring properties. The Council will assess the impact on the amount of sunlight and daylight received by habitable room windows in neighbouring properties. Where the development would result in a significant loss of sunlight or daylight received, the Council will expect the design to be amended to reduce the impact to within acceptable limits.

Policy H16: Loss of sunlight

Extensions to dwellings will be permitted unless they adversely affect the amenities of neighbouring properties by virtue of an undue loss of sunlight or daylight or by the creation of an overbearing impact or unacceptable level of enclosure. The Local Planning Authority will refer to the standards laid out by the BRE (or any subsequent replacement standards) on sunlighting and daylighting in its assessments of applications.

Justification

This policy is included as it promotes sustainability and protects residential amenity.

Impact on Privacy

- 7.14.7. Windows in new extensions can overlook those in neighbouring properties, harming the privacy of the occupiers, particularly where overlooking is between habitable room windows. This can be overcome by ensuring adequate space is aligned between properties. Where this is not possible, the extensions should be designed in a way that demonstrates how privacy is maintained.

Policy H17: Protection of Residential Privacy

Proposals for extensions must demonstrate through good design that an acceptable standard of privacy can be maintained. Where privacy is to be protected by distance alone, a minimum of 21 metres will be required between the facing windows of habitable rooms of opposing homes. The use of obscure glazing in habitable rooms will not be an acceptable measure to overcome the provisions of this policy if this is deemed to provide a sub-standard level of accommodation.

Habitable areas are defined as living rooms, studies, dining rooms, kitchens with dining areas, and bedrooms.

Justification

This policy is included as it promotes sustainability and protects residential amenity.

Terracing Effect

- 7.14.8. House extensions also have the potential to impact upon the wider streetscene, with dominating and visually adverse design, which intrudes on the character and/or the spaciousness of the area. This is particularly relevant when the position of an extension can be widely seen in the streetscene or where the development would alter the character of the streetscene e.g. where the gap between detached or semi-detached properties would be filled and, if repeated throughout the street, would cause a 'terracing effect'. A terracing effect can be avoided through good design, for example, by maintaining a proportionate separation between properties, setting the front of an extension back from the frontage by at least 0.5m and by lowering the ridge height below the main roof of the property.

Policy H18: Prevention of Terracing Effect

Single or two-storey side extensions will be permitted providing that they are designed to avoid the creation of a terracing effect that would be detrimental to existing townscape character if repeated in a street.

Justification

This policy is included as it promotes sustainability and protects residential amenity.

Impact on the Streetscene

- 7.14.9. Extensions on corner plots can have a detrimental impact on the open character of an area, especially where they are built right up to the boundary. Their impact can be reduced by reducing the width of the extension and ensuring some of the site remains open.

Policy H19: Design of Extensions on Corner Plots

Extensions on corner plots or in other prominent positions will be permitted providing that they are sufficiently well-integrated, proportioned and designed to maintain or enhance the character and appearance of the main building, streetscene and the character of the area. The width of the extension should not exceed 50% of the width of the intervening space to the site boundary but in any case should not encroach beyond the building lines on either frontage where this would adversely impact upon the character of the area.

Justification

This policy is included as it promotes sustainability and protects residential amenity.

Roofing

- 7.14.10. A common poor feature is for the ridges of two-storey roof extensions to be designed level with the ridge height of the main building. This practice has the effect of significantly increasing the massing of the dwelling within the streetscene as well as creating a dominant form in relation to the original building.
- 7.14.11. It is important that the ridges to extensions are positioned below those found on the original dwelling. It will be equally important to ensure that a pitched roof extension adopts the same pitch and is constructed from similar materials as the original building.
- 7.14.12. Flat roof extensions may be acceptable for small scale single storey rear extensions, but will generally not be acceptable at the side of properties or in other positions that would be prominent and where their visual impact would be harmful to the character of the streetscene.

Policy H20: Design of Roofs

Extension roofs will need to match the pitch and materials used on the main building. The ridge height must be lower than those on the original building to avoid the creation of a dominant extension in relation to the original dwelling or within the wider streetscene. Flat roof extensions may be acceptable for small scale single storey rear extensions, but not on side extensions or in other prominent positions that would impact unduly on streetscene form and character.

Justification

This policy is included as it promotes sustainability and protects residential amenity.

Porches

7.14.13. Whilst generally acceptable, the form and character of porch extensions are often weakly integrated into the external appearance of the main building in terms of proportion, solidity and arrangement of openings. The impact of poor porch design has significant potential to introduce prominent and visually intrusive elements within the streetscene. Streets with a uniform architectural character are particularly vulnerable to this form of inappropriate development.

7.14.14. A significant number of porches bear little design relationship to the buildings to which they are attached.

Policy H21: Front Extensions

Single and two storey front extensions will only be allowed where they:

- a) Are not intrusive upon the character of the street scene in the context of the building line;
- b) Are sympathetically designed in respect of the main buildings existing architecture, its scale, and layout;
- c) Do not adversely impact upon the amenities of neighbouring occupiers.

Justification

This policy is included as it promotes sustainability and protects residential amenity.

Dormer Extensions

7.14.15. There are a variety of different types of dormer window, however some have more of an impact upon the appearance of a property and the wider streetscene than others. Dual or mono-pitched roof dormers are preferable to flat roof dormers. Where a flat roof dormer would be acceptable, its impact can be reduced by making sure its sides are equally inset from the edges of the roof profile. No dormers will be permitted that extend above the ridge of the main roof. The choice of material is also important to ensure the dormer blends in with the main roof.

Policy H22: Design of Dormer Windows

Dormer extensions will be permitted providing they are of a scale and appearance appropriate to the form and character of the property and do not impact adversely on existing streetscene character. The dormer shall be no higher than the original height of the main ridge. Flat roofed dormers will not be permitted on front elevations

Justification

This policy is included as it promotes sustainability and protects residential amenity.

7.15. Garages and Parking

Conversion and loss of garages

7.15.1. The conversion of integral garages is another means of extending houses. This can sometimes result in clutter arising from cars being parked in driveways and garden areas, detracting from the amenity and spaciousness of suburban areas.

Policy H23: Conversion of Garages

Applications involving the loss of garages or access thereto will be permitted only where it can be demonstrated that sufficient alternative off street parking provision is available behind the building line or in such other position as will not have an adverse visual impact on the character of the area or on highway safety.

Justification

This policy is included as it promotes sustainability and protects residential amenity.

Garages and Driveways

- 7.15.2. Garages are frequent additions to houses but their location can have a significant effect on highway and pedestrian safety, especially with vehicles waiting on the highway prior to garage doors being opened/closed and vehicles reversing out 'blind' from the property. To help alleviate these problems driveways leading to and from such garages should be a specific length to allow cars to park on them without abutting onto the highway.
- 7.15.3. The trend for limited provision of storage space in new development and for small garages leads to increasing pressure for such garages to become used as stores only, displacing cars onto driveways and surrounding streets. The lack of internal and amenity storage space for utility equipment, bins and other large outdoor items such as cycles and lawn mowers as well as washing machines and dryers has led to many garages being used for purposes other than the parking of cars .
- 7.15.4. Consideration could be given to supporting proposals for an additional separate storage space as part of an elongated garage to provide a more secure and convenient location for cycles and garden storage reducing the need for further structures. In recognition of the limited storage space available and the need to ensure that garages are used for the intended purpose and not storage for domestic items.
- 7.15.5. Garages that are poorly specified will not be a justification for subsequent conversion to habitable accommodation.

Policy H24: New Garages

Proposals for new garages will be supported where the garage is located behind the front building line, a minimum of 6 metres from the highway unless accessed directly from a back street. Proposals must demonstrate that the existing streetscene character and highway safety would not be compromised by the proposal. Driveways should be designed to minimise flood risk by the use of permeable materials where ground conditions allow and avoid surface water runoff onto the public highway.

New or redeveloped garages must have minimum internal dimensions of 2.6 metres wide and 6.0 metres long to provide space for car parking and adequate space for domestic storage. Garage doors for vehicle access must have a minimum unrestricted clearance of 2.2m wide.

Justification

This policy is included as it promotes sustainability and protects residential amenity.

Patios and Balconies

- 7.15.6. The creation of upper floor patio areas and balconies can adversely impact upon neighbouring properties and the wider streetscene by way of unacceptable loss of privacy, overbearing effect and intrusive character.

Policy H25: Design of Patio areas and Balconies

The creation of patio areas and balconies over house extensions will be approved providing they do not represent an unacceptable loss of privacy to the occupiers of neighbouring properties or occupy a prominent position such that a detrimental intrusion into the character of the streetscene would be created.

Justification

This policy is included as it promotes sustainability and protects residential amenity.

8. Retail



Barrow and Dalton Town Centres will be vibrant with a variety of retail and non-retail offers. Town centres will be viewed as attractive, safe and sustainable places to live.

Arts, culture and heritage throughout the Borough will have been enhanced to improve wellbeing and further diversify the local economy.

Key Facts - Retail

- Barrow is the largest town in the Borough. Dalton is the Borough's only other town, providing a supporting role to Barrow.
- The Borough is relatively self-contained in terms of retail expenditure. The Retail and Town Centre Uses Study indicates that the majority of comparison retail expenditure generated within the Borough is retained within the Borough. This means that there are relatively low levels of comparison expenditure leakage to destinations in South Lakeland, Liverpool, Preston and Manchester.
- Barrow is a significant comparison and convenience destination for areas outside the Borough, including rural areas falling within Copeland, South Lakeland and the Lake District National Park.
- Retail is an important part of the local economy. The range and quality of the retail offer can contribute directly to the vibrancy of town centres and affect their vitality and viability.
- The growth of out-of-town centres and the rising level of internet shopping can impact upon the vitality and viability of town centres.
- The vacancy rate in Barrow town centre is above the national average.
- The proportion of comparison units and comparison floorspace within Barrow town centre is below the national average. This is considered to be largely a reflection of the high vacancy rate.
- Dalton contains a higher proportion of convenience and retail service and floorspace than the national average, which is reflective of the role the centre plays in meeting day to day shopping needs.
- Leisure, offices and other town centre uses are an important part of the local economy, bringing a diversity of uses and attracting more people into town centres.
- The Borough has a thriving evening economy with a range of leisure and cultural facilities, such as bars, clubs, music venues, restaurants, cinema and theatres. Such uses give the town centres a "lease of life" during the evening, attracting residents and visitors to the area and providing natural surveillance.
- Barrow and Dalton Town Centres are popular places to live and the amenities of town centre residents must be taken into account when developing policies.

8.1. Town Centres and Neighbourhood Shops in the Borough

- 8.1.1. Barrow Town Centre plays an important role in meeting the shopping, services, leisure and public administration needs of southern Cumbria. Barrow Town Centre is the focus for comparison retail shopping in the Borough. There are also four out of centre retail and leisure parks which offer a variety of goods and services. The majority of convenience retail floorspace is located outside of the town centre.
- 8.1.2. The historic market town of Dalton is the second largest settlement in the Borough. Dalton provides a supporting role to Barrow in the local retail hierarchy, although it is not a significant main food or comparison retail shopping destination. Rather, it serves the day to day needs of the town and immediate rural area.
- 8.1.3. There are a number of local neighbourhood shops and facilities providing valued local, sustainable and convenient services that are an alternative to visiting the town centres or out of town facilities. Local neighbourhood shopping facilities are vital to the sustainability of smaller communities. The loss of this provision will result in residents travelling further to meet their shopping needs. These facilities act as a focus for their communities and offer opportunities for social integration.

8.2. Barrow Business Improvement District

- 8.2.1. In 2016, businesses in Barrow voted to establish a Business Improvement District in the town, with the BID proposal covering the period 2016 to 2021. The BID proposal includes 5 objectives:
- To market and promote Barrow as a sub-regional service centre and shopping destination offering distinctive choice of shops, festivals and events, as well as some of the best entertainment, leisure and recreation in Cumbria.
 - To make access to Barrow town centre easier and more attractive for residents, visitors and workers throughout the day.
 - To take pride in Barrow, filling empty units with new or expanding businesses and growing the town's offer.
 - To establish Barrow town centre's evening and night time economy as a welcoming, safe environment for people of all ages to enjoy food, drink and entertainment.

- To build, through the BID, an effective partnership between the town's businesses, organisations and local authorities for the benefit of Barrow's businesses and wider community.

8.2.2. The BID includes a programme for improvement that includes projects and activities designed to meet the five objectives, including marketing campaigns, improvements to town centre units and offering incentives.

8.3. Vision for Barrow and Dalton Town Centres

8.3.1. The NPPF Glossary defines Town Centres as an “area defined on the local authority's proposal map, including the primary shopping area and areas predominantly occupied by main town centre uses within or adjacent to the primary shopping area.”

8.3.2. The NPPF Practice Guidance states that a positive vision for town centres, articulated through the Local Plan, is key to ensuring successful town centres which enable sustainable economic growth and provide a wide range of social and environmental benefits. Barrow town centre has benefited from large scale regeneration investment, which means that much of the shops and services of the town centre can now be accessed in a high quality pedestrianised and landscaped environment. Nevertheless, it is important that both Barrow and Dalton town centres continue to move forward to consolidate their roles through diversifying their offers. This is set out in the vision for the two town centres below. The Local Plan will seek to enable the delivery of the vision through its policies, enabling the development of vibrant town centres.

8.3.3. The Council intends to produce a Central Barrow Masterplan to help focus its efforts in developing the town centre's role as the principal shopping destination of the Furness peninsula, attracting shoppers, visitors and businesses into its retail heart, with an intensified range of uses, events and activities.

8.3.4. The Council has produced the following visions for Barrow and Dalton Town Centre which must be considered when dealing with proposals for development or alterations in those areas.

Vision for Barrow Town Centre

Barrow will maintain and develop its role as the principal shopping destination of the Furness peninsula by attracting shoppers, visitors and businesses into its retail heart. Opportunities to create larger format units and other new development in appropriate town centre locations will be supported. The town centre will continue to support a mix, variety and flexibility of uses so that residents, visitors and workers are attracted to the town centre for its tourism and cultural value, in addition to its high quality retail offer. The compact nature of the town will be maximised, and opportunities for good pedestrian and cycle linkages into the town centre along with good access into the town centre by public transport will be supported. Shops will continue to be accessed in an attractive pedestrianised environment and there will be better access to green space and other public open spaces. The fine Victorian character and civic spine of the town centre, along with the high quality public realm, will be maintained and opportunities for enhancement will be maximised. The amenity of town centre residents will be protected.

Vision for Dalton Town Centre

Dalton will develop its role as a secondary centre to Barrow by continuing to provide shops and services to the town and the immediate rural catchment. The attractive historic character of the town centre will be maintained and appropriate development and events in the town centre will enable the town to sustain its identity as a thriving historic market town. Opportunities for good pedestrian and cycle linkages into the town from the surrounding residential areas will be supported, and opportunities to enhance the public realm of the town centre in a way that is sensitive to its historic character will be maximised. The amenity of town centre residents will be protected.

Policy R1: The Vision for Barrow and Dalton Town Centres

Proposals for development or alterations within Barrow and Dalton town centres must support the Local Plan Vision for those areas.

Justification

The policy is required to ensure that the vision for Barrow and Dalton town centres remains at the heart of all future proposals.

- 8.3.5. The Council commissioned Nathaniel Lichfield & Partners to carry out the Retail and Town Centre Uses Study which was produced in February 2013. The Study included the following table which shows the capacity for additional comparison retail uses in the Borough.

Table 10: Comparison Retail Capacity for Barrow

	Comparison Capacity (sq. m net)			
	At 2013	At 2018	At 2023	At 2027
Barrow	0	759	2,640	4,801
Dalton	0	16	57	104
Other destinations in the Borough	0	3	10	17
Total	0	779	2,707	4,922

- 8.3.6. Identified capacity for additional comparison retail floorspace should be viewed with some caution. There can be little certainty about long term economic performance and therefore it is essential that local planning policy is flexible enough to deal with changing local requirements. It is also important that retail policies support the overarching approach set out in the development strategy, ensuring balanced growth that focuses on maintaining and strengthening the vitality and viability of Barrow and Dalton Town Centres.

- 8.3.7. In the current Barrow Borough Local Plan Review 1996-2006, Barrow Town Centre is sub-divided into three areas: Barrow Shopping Core; Edge of Centre Area; and Other Barrow Town Centre Shopping Areas. The identification of these

areas reflects the diversity of Barrow Town Centre. However, the NPPF has introduced a new system that includes the requirement for local planning authorities to identify Town Centres and Primary Shopping Areas. This needs to be reflected in the emerging Local Plan.

8.4. Retail in Barrow Town Centre

- 8.4.1. The NPPF states that local planning authorities should define the extent of town centres, recognising that town centres are the heart of their communities. Local Planning Authorities must adopt a ‘town centre first’ approach.

Policy R2: Barrow Town Centre

For the purposes of interpreting the relevant policies in this chapter, Barrow’s Town Centre is identified in Appendix L.

Justification

Local authorities are required by the NPPF to define the extent of their town centres. The boundaries of the town centre area suggested in the Retail and Town Centres Study have been used as a starting point in defining the town centre boundary for the new Local Plan. There was a significant amount of housing included within the town centre, and it has been considered appropriate to amend the boundary to exclude some of these areas.

This policy and the associated map are included for the purposes of interpreting the relevant policies in this Plan.

Barrow’s Primary Shopping Area

- 8.4.2. The NPPF Glossary defines the primary shopping area as the “defined area where retail development is concentrated (generally comprising the primary and those secondary frontages which are adjoining and closely related to the primary shopping frontage).”

- 8.4.3. The NPPF requires local planning authorities to define the extent of primary shopping areas, whereas the current Local Plan identifies a Shopping Core, comprising Portland Walk and the pedestrianised section of Dalton Road. The Retail and Town Centre Uses Study advises that the Council will need to consider

any identification of new retail areas in context with the significant quantum of vacant floorspace within the town centre.

- 8.4.4. The NPPF requires local planning authorities to set policies that make clear which uses will be permitted in primary shopping areas. Such policies will help to maintain and strengthen the vitality of Barrow town centre. Some non-retail uses are acceptable in a primary shopping area because they enable a greater mix of uses that will attract more people into central areas. However, a proliferation of such uses breaks up the shopping frontages rendering the centre less attractive and coherent to shoppers.

Policy R3: Barrow's Primary Shopping Area

The Primary Shopping Area is the focus for retail uses in Barrow. It's boundaries are shown in Appendix L. Proposals for other main town centre uses (i.e. not A1) will be supported within the defined primary shopping area, provided that:

- a) The proposal complements the retail function and makes a positive contribution to the vitality, viability and diversity of the town centre, in terms of maintaining active continuous retail frontages, signage and hours of opening.
- b) The proposal would not give rise, either alone or cumulatively, to a detrimental effect on the character and amenity of the primary shopping area, or cause an unacceptable harm to the amenity of town centre residents.
- c) The proposal will not have an unacceptable impact upon the local highway network and acceptable levels of parking are available nearby.

Justification

The NPPF requires local planning authorities to define their primary shopping areas and set policies that make clear which uses will be permitted within them. Such policies will help to maintain and strengthen the vitality of Barrow town centre. Some non-retail uses are acceptable in a primary shopping area because they enable a greater mix of uses that will attract more people into central areas. However, a proliferation of such uses breaks up the shopping frontages rendering the centre less attractive and coherent to shoppers.

- 8.4.5. The policy allows for the conversion of upper floors to residential uses where they do not harm the character of the shopping area e.g. through the introduction of residential front doors etc.

8.5. Sequential Approach to Retail Uses in Barrow

What is the Sequential Approach?

- 8.5.1. In accordance with the NPPF Guidance, the sequential approach requires a thorough assessment of the suitability, viability and availability of locations for main town centre uses. It requires clearly explained reasoning if more central opportunities to locate main town centre uses are rejected.
- 8.5.2. The NPPF states that local planning authorities should apply a sequential approach to retail uses. This means that retail operators will be expected to consider sites located within the primary shopping area first.
- 8.5.3. Where applicants can satisfactorily demonstrate that the use cannot be located in the primary shopping area, then edge of centre sites may be considered next. In terms of retail, the 'edge of centre' is defined in the NPPF as a location within 300 metres of the primary shopping area boundary. The location of the identified edge of centre sites are shown in Appendix L. Note that this appendix shows all the edge of centre sites (i.e. including other main town centre uses), rather than solely the edge of centre retail sites.
- 8.5.4. Where a retail use cannot be located in an edge of centre location, then out of centre locations may be considered. Out of centre locations will only be allowed in exceptional circumstance and will require clear and detailed justification from the applicant.
- 8.5.5. The sequential approach taken must be carried out to the standards currently set out in the NPPF Guidance, or any document which replaces it.
- 8.5.6. Applicants must show that they have demonstrated flexibility with regards to format and/or scale and servicing. The NPPF Guidance states that "*it is not necessary to demonstrate that a potential town centre or edge of centre site can accommodate precisely the scale and form of development proposed, but rather to consider what contribution more central sites are able to make individually to accommodate the proposal.*"

8.5.7. The sequential test should recognise that certain main town centre uses have particular market and locational requirements which means that they can only be accommodated in specific locations. Where this is the case, robust justification must be provided by the applicant.

8.5.8. Due to the impact of out of centre retail developments and the proportion of vacant units in Barrow town centre, the Council had included a policy in the Local Plan that directs retail uses to the primary shopping area first. The intention is not to replicate guidance in the NPPF but to show the Council's commitment to protecting and enhancing the town centre.

Restrictions on Existing Retail Units in Barrow

8.5.9. There may be cases where the proposal does not involve 'new retail development' but where an applicant wishes to remove a condition restricting the type of goods which can be sold from a unit. These types of conditions were attached to new retail units in edge of centre areas in the past for two main reasons:

- To prevent retail operators leaving the town centre area and moving into less sustainable locations; and
- In order to accommodate retail operators selling bulky goods who require an edge of centre location with special floor space, delivery and parking requirements that could not be found in the town centre.

8.5.10. Applications involving the removal of conditions are becoming increasingly common as it is generally cheaper for a retailer to move into an existing unit than build a new one. However if such proposals were permitted without thorough consideration, this could have significant and cumulative impacts upon the vitality and viability of the town centre. One way of controlling this, is for the applicant to undergo a sequential test to demonstrate that:

- There is a specific type of retailer interested in the unit;
- The retailer has specific requirements in terms of trading and non-trading floorspace, servicing access, and parking that cannot be accommodated within the town centre;
- The retailer has followed the sequential approach set out in the policy below and has demonstrated adequately that they have considered all units and sites within the primary shopping area. That all identified units

and sites have been discounted for valid reasons and that the retailer has shown flexibility of format in line with the NPPF Guidance.

- 8.5.11. It is particularly important that the requirements of the retailer are known so that the Authority can assess whether the sequential test has been carried out to a sufficient standard.

Policy R4: Sequential test for new retail developments in Barrow, including proposals which remove restrictive goods conditions on existing units.

New retail development will be permitted in Barrow's primary shopping area.

Where clear justification is provided by the applicant/agent and accepted by the Planning Authority for retail development to be located out of the primary shopping area, the first alternative should be an edge of centre site. An edge of centre site is one which is within 300 metres of the primary shopping area boundary.

An out of centre location is the least preferred option and will only be permitted where clear and detailed justification is provided and accepted by the Local Planning Authority demonstrating that no sequentially preferable location would be feasible.

Where it can be justified that a particular retail development is unable to be accommodated within the primary shopping area and an edge of centre or out of centre location is proposed, preference will be given to accessible sites that are well connected to the primary shopping area.

Proposals for retail uses in edge of centre or out of centre locations must not prejudice the vitality and /or viability of the town centre as a whole and must not cause an unacceptable level of harm to the amenity of neighbouring residents.

New retail uses must be situated in a location which is, or can be made accessible, by a range of means of transport other than the private car and which will not add excessively to the need to travel by private car. Where appropriate the applicant will be required to enter into a suitable legal agreement such as a Section 106 or 278 to provide the necessary access and linkages.

Applications for the removal of existing goods restrictions on units within edge of centre or out of centre locations must also comply with this policy and applicants must make clear what the requirements of the operator are in order to ensure the sequential test has been carried out sufficiently.

Justification

The NPPF states that local planning authorities should apply a sequential approach when locating retail development. In terms of Barrow, the Primary Shopping Area is the most sustainable location for retail and if retail uses are to be located outside of this area strong justification needs to be given.

8.6. Retail in Dalton

8.6.1. Dalton is a historic market town characterised by retail units with small footprints. Most of the town centre falls within Dalton Conservation Area which is protected by an Article 4(2) Directive.

8.6.2. The Retail and Town Centre Uses Study indicates that Dalton Town Centre contains a higher than national average proportion of convenience and retail service floorspace and a lower than national average proportion of comparison units and floorspace. This reflects the role the centre plays as a secondary retail destination to Barrow Town Centre, meeting the day to day retail needs of the town and surrounding rural area.

8.6.3. The differentiation between town centre, edge of centre and out of centre is not appropriate to Dalton, given the role and small size of the town centre. It is therefore proposed that a broad town centre area is identified in Dalton and that retail uses are encouraged and protected within this area.

Policy R5: Dalton Town Centre

For the purposes of interpreting the relevant policies in this Plan, Dalton Town Centre is identified in Appendix M.

Justification

Local authorities are required by the NPPF to define the extent of their town centres. The current Local Plan contains a map of Dalton Town Centre and there is no evidence to suggest that its boundaries should be altered.

This policy and the associated map are included for the purposes of interpreting the relevant policies in this Plan.

8.6.4. Although there is no capacity for additional convenience retailing floorspace, based on population projections at that time, the Retail and Town Centre Uses Study indicates that there is scope for an additional 104 sq. m of comparison retail floorspace in Dalton town centre by 2027. If Dalton were to grow in the future this may mean the scope for further retail development may increase. There is, however, a high vacancy rate within the centre and a significant number of these vacant units are within the core retail area. The Retail and Town Centre Uses Study suggests that this is impacting upon the vitality and viability of the centre and that the most appropriate way to plan for the additional capacity is to allow for the organic growth of existing businesses and premises within the town centre. The Council would prefer to see this as the re-occupation of existing vacant floorspace.

8.6.5. The current Local Plan recognises Dalton's town centre as having subordinate status to Barrow town centre. In the interests of sustainability, it seeks to stabilise Dalton as a shopping centre to provide commercial facilities and services for local people and tourists, and to enhance the range of shops and services appropriate to an historic market town. The Council considers that this approach remains relevant.

Policy R6: Non-Retail Uses in Dalton Town Centre

Proposals for other main town centre uses (i.e. not A1) will be supported within Dalton town centre, provided:

- a) The proposal complements the retail function and makes a positive contribution to the vitality, viability and diversity of the town centre in terms of maintaining active continuous retail frontages, signage and hours of opening.
- b) The proposal would not give rise, either alone or cumulatively, to a detrimental effect on the character and amenity of the town centre.

Justification

This policy will help maintain Dalton Town Centre as a retail core, however it accepts that non-retail uses can add to the vitality and viability of town centres. Policy C8 in the current Local Plan places a number of requirements on an applicant to demonstrate that an existing retail use is no longer viable by, for example, showing that it has been marketed for at least 12 months. In order to provide more flexibility, and to be in line with the pro-development approach of the NPPF, this approach is no longer considered appropriate for Dalton Town Centre, particularly as it may result in units standing empty when an alternative use may have been suitable.

- 8.6.6. The sequential approach is also appropriate to Dalton. Sequential tests submitted as part of an application must accord with the NPPF Guidance on need, impact and the sequential approach', or any guidance replacing it.

Policy R7: Sequential test for new retail developments in Dalton, including proposals which remove restrictive goods conditions on existing units.

New retail development will be permitted in Dalton Town Centre. An out of centre location will only be permitted where clear and detailed justification that a sequentially preferable location is unfeasible is provided by the applicant and accepted by the Local Authority.

Where retail development cannot be accommodated within the town centre and planning applications for out of centre retail development are clearly justified, preference will be given to accessible sites that are well connected to the town centre.

Proposals for retail uses in out of centre locations must meet a specific local need and must not prejudice the vitality and / or viability of the town centre as a whole.

Proposals for retail uses must be situated in a location which is, or can be made accessible, by a range of means of transport other than the private car and which will not add excessively to the need to travel by private car.

Justification

The NPPF states that local planning authorities should use a sequential approach to locating retail uses. In terms of Dalton, the town centre is the most sustainable location for retail uses and there needs to be strong justification for accepting locations outside this area in order to protect the vitality and viability of the town centre.

8.7. Impact Assessments

- 8.7.1. For applications for office, leisure and retail development outside of the town centre, the NPPF states that local planning authorities should require an Impact Assessment. This assessment would determine whether there would be likely significant adverse impacts of locating such development outside of existing town centres.
- 8.7.2. The Impact Assessment will only be required where the proposed development is over a certain threshold. The Council is considering whether to include a locally set threshold for retail development outside of the town centre. The Local Plan could either include a locally set threshold based upon the findings of the Retail and Town Centre Uses Study, or it could use the default threshold of 2,500 square metres as set out in the NPPF. For Barrow, the Primary Shopping Area is to be used as the main town centre reference for any Impact Assessment to be undertaken.
- 8.7.3. An impact assessment will also be required to accompany applications for the removal of a condition restricting goods on units over the size threshold. Whilst the application may not create new floorspace in the strictest sense, it may create new *unrestricted* floorspace which could have an impact upon existing centres. For example, a retail unit in the edge of centre may be limited by condition to the sale of bulky goods. An application may be submitted to remove this condition, thus creating new unrestricted retail floorspace and this may have an adverse impact upon the town centre.

Policy R8: Impact Assessments – Retail in Barrow

Applications for development which creates new retail floorspace over 1,000sq m gross (including conversions) outside the Primary Shopping Area must be accompanied by a Retail Impact Assessment. This also applies to proposals to remove goods restrictions on units over that size outside the Primary Shopping Area.

Applications will be refused if the development/alteration would prejudice the vitality and/or viability of the town centre as a whole.

Subject to the above, such applications will only be permitted if they are situated in a location which is, or can be made accessible by a range of means of transport other than the private car and which will not add excessively to the need to travel by private car. Applicants may be expected to enter into a Legal Agreement with the Planning Authority to provide access and linkages where appropriate.

Justification

The NPPF allows authorities to set their own thresholds for requiring impact assessments to determine the harm of allowing proposals outside central areas. The Council's Retail and Town Centre Uses Study suggests that this should be set at 1,000 sq m in the case of Barrow.

Policy R9: Impact Assessments – Retail in Dalton

Applications for development which creates new retail floorspace over 500 sq m gross (including conversions) and/or proposals to remove goods restrictions on units over that size outside the Town Centre must be accompanied by a Retail Impact Assessment.

Applications will be refused if the development/alteration would prejudice the vitality and/or viability of the Town Centre as a whole.

Subject to the above, such applications will only be permitted if they are situated in a location which is, or can be made accessible by a range of means of transport other than the private car and which will not add excessively to the need to travel by private car. Applicants may be

expected to enter into a Legal Agreement with the Planning Authority to provide access and linkages where appropriate.

Justification

The NPPF allows authorities to set their own thresholds for requiring impact assessments to determine the harm of allowing proposals outside central areas. The Council's Retail and Town Centre Uses Study suggests that this should be set at 500sqm in the case of Dalton.

8.8. Other Main Town Centre Uses (non retail) in Barrow and Dalton

8.8.1. Main town centre uses are defined in the NPPF as "Retail development (including warehouse clubs and factory outlet centres); leisure; entertainment facilities the more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs, night clubs, casinos, health and fitness centres, indoor bowling centres, and bingo halls); offices; and arts, culture and tourism development (including theatres, museums, galleries and concert halls, hotels and conference facilities)."

Sequential Approach to Other Main Town Centre Uses

8.8.2. As well as retail developments, the NPPF states that local planning authorities should also apply a sequential approach to other main town centre uses (non retail). This means that applications for main town centre uses will be expected to firstly consider sites located within the town centre³⁵.

8.8.3. Where applicants can satisfactorily demonstrate that a main town centre use cannot be located in a town centre location, then edge of centre sites may be considered. For all main town centre uses (excluding retail), 'edge of centre' is defined in the NPPF as a location within 300 metres of a town centre boundary.³⁶

³⁵ Note that applications for retail uses will be expected to firstly consider sites located within the Primary Shopping Area.

³⁶ For office development, this includes locations outside the town centre but within 500 metres of a public transport interchange. Office development are dealt with in policy R11.

- 8.8.4. Where a main town centre use cannot be located in an edge of centre location, then out of centre locations may be considered. Out of town centre locations will only be allowed in exceptional circumstance and will require clear and detailed justification from the applicant.
- 8.8.5. When applying the sequential test, the applicant must demonstrate clearly why town centre sites are not suitable. They must also show that they have demonstrated flexibility with regards to format and/or scale. The NPPF Guidance states that “it is not necessary to demonstrate that a potential town centre or edge of centre site can accommodate precisely the scale and form of development proposed, but rather to consider what contribution more central sites are able to make individually to accommodate the proposal.”
- 8.8.6. The sequential test should recognise that certain main town centre uses have particular market and locational requirements which means that they can only be accommodated in specific locations. Where this is the case, robust justification must be provided by the applicant.

Policy R10: Sequential test for other main town centre uses

To enhance the vitality and viability of Barrow and Dalton Town Centres, new main town centre uses are acceptable in principle within the defined Town Centre.

Proposals for main town centre uses, other than retail and office uses, in the edge of centre (within a 300m radius of the Town Centre boundary) will only be permitted if it can be demonstrated that there are no suitable sites within the Town Centre. Such uses will only be considered for out of centre locations if there is no suitable site within the Town Centre or edge of centre.

Proposals for main town centre uses in edge of centre or out of centre locations must not prejudice the vitality and / or viability of the Town Centre as a whole.

Proposals for main town centre uses will be situated in a location which is, or can be made accessible, by a range of means of transport other than the private car and which will not add excessively to the need to travel by private car. Where appropriate the applicant will be required to enter into a suitable legal agreement such as a Section 106 Agreement to provide improved access and linkages.

Applications which are for the removal of existing goods restrictions on units within edge of centre or out of centre locations must also comply with this policy and applicants must make

clear what the requirements of the operator are in order to ensure the sequential test has been carried out fully.

Justification

The NPPF states that local planning authorities should apply a sequential approach when locating main town centre uses. Retail and office uses are dealt with under separate policies. The town centre is the most sustainable location for such uses and locations outside this area need to be justified in order to protect the vitality and viability of the town centre.

Offices

- 8.8.7. Offices are ‘main town centre uses’ although they fall within two different categories in the Use Class Order, A2 and B1a. Use Class A2 includes professional and financial services (other than health or medical services), such as banks, building societies and estate agencies. They usually have a shopfront and are accessible to customers. At present, the Use Class Order allows permitted change from Use Class A2 to A1 (shops). Offices in Use Class B1a, exclude financial and professional services and are generally ‘back offices’ which are closed to the public.
- 8.8.8. Offices are considered to be important to the vitality and viability of town centres, bringing both customers and staff into the town centre.
- 8.8.9. The NPPF refers to office development as ‘main town centre uses’ which require a sequential approach in order to determine their location. The NPPF glossary defines the Edge of Centre in relation to all other main town centre uses, excluding retail, as:
- “For all other main town centre uses, a location within 300 metres of a town centre boundary. For office development, this includes locations outside the town centre but within 500 metres of a public transport interchange.”*
- 8.8.10. Applicants will be expected to follow this approach, however an exception can be made for small scale rural offices, where they meet the criteria set out in policy EC3. Sequential tests submitted as part of an application must accord with the NPPF guidance on need, impact and the sequential approach’, or any guidance replacing it.

Policy R11: Sequential test for new office developments

Office development will be required to undergo a sequential test whereby it must be located according to the following priority. Offices will only be permitted at one of the locations listed below where it can be demonstrated that a site in a higher priority location is either unavailable or unsuitable:

1. In a town centre;
2. An accessible edge of centre site, the boundary of which defined as being within 300 metres of a town centre, or a location within 500 metres of a public transport interchange;
3. Other areas acceptable for employment or non-town centre retailing as identified by other plan policy criteria for such uses.

Offices will be permitted in the Primary Shopping Area where they accord with Policy R3.

Justification

The NPPF states that local planning authorities should apply a sequential approach when locating main town centre uses. The town centre is the most sustainable location for such uses and locations outside this area need to be justified in order to protect the vitality and viability of the town centre.

- 8.8.11. The NPPG contains a slightly different sequential test for offices, allowing locations within 500m of a public transport interchange to be considered alongside accessible edge of centre sites where there are no appropriate town centre locations.

Taxi Ranks and Taxi Offices

- 8.8.12. Taxi and vehicle hire businesses fall into a separate use class to general offices and whilst they are not classed as main town centre uses, they are often found within town centres. Taxi businesses are a key source of employment but can be detrimental to residents living within the town centre as most operate 24 hours a day. The impact can be reduced through taxi stewarding and the implementation of planning policies and Environmental Health licensing standards.

- 8.8.13. It is possible that a taxi office could be deemed to be ancillary to a residential use if discreet enough. However, where the taxi use has the potential to generate issues such as parking problems and frequent movements, a material change of use has occurred. In the current Local Plan, a taxi business which operated from a dwelling was not considered to need planning permission, providing that no more than two taxis were operated, it was only operated by the occupiers of that dwellings and their parking does not cause undue congestion or an adverse impact on residential amenity.

Policy R12: Taxi offices operating from a dwelling

Where planning permission is required, proposals to use part of a dwelling as a radio base for a private hire vehicle will normally be permitted where:

- a) No more than two vehicles will be operated from the premises; unless it can be demonstrated that there is sufficient off road parking available for additional vehicles without detriment to the amenities of neighbouring residents;
- b) Any necessary radio equipment is not detrimental to the general amenities of the area; and
- c) Customers shall not attend the premises.

Justification

The current policy allows up to two taxis/private hire vehicles to operate from a dwelling without the need for planning permission, providing they are only operated by the occupiers of that dwellings and their parking does not cause undue congestion or an adverse impact on residential amenity. The new policy is required in order to protect the amenities of neighbouring residents, however it does not state that the business has to be operated by the occupier given the difficulties in monitoring and enforcement.

Policy R13: Taxi offices

Planning applications for the use of non-residential premises for the control and administration of hackney carriages or private hire vehicles will be permitted providing:

- a) The site is within close proximity to a town centre, local centre or major leisure facility;
- b) The impact upon residential dwellings within the vicinity of the site is considered acceptable, particularly in terms of noise and traffic;
- c) The local highway network can support the additional traffic which will be generated by the use; and
- d) There is adequate off-street parking available within close proximity to the site ensuring all vehicles can be operated from the base.

Justification

The policy is required in order to protect the residential amenity of neighbouring residents from noise and disturbance and to minimise the effect on the highway.

Nightclubs and bars

8.8.14. The Borough has a thriving evening economy and boasts a range of leisure and cultural facilities such as bars, clubs, music venues, restaurants, cinemas and theatres. Together these generate employment and provide entertainment for residents and visitors. However, it can also have a negative impact on town centre residents and businesses in terms of noise and anti-social behaviour. Bars and nightclubs are often closed during the day and this dead frontage can also have a negative visual impact upon a streetscene.

8.8.15. In Barrow town centre the focus of evening activity was historically concentrated around Cornwallis Street. However, the Cavendish Street area has recently grown in terms of the number of evening uses located there. Contemporary Police evidence shows that this is a 'hot spot' for antisocial behaviour and crime during the evenings, especially at weekends.

8.8.16. Evidence provided by Cumbria Constabulary ('Operation Regulate' Problem Profile, 2012) indicates that anti-social behaviour, violence, disorder and acquisitive crimes can become a serious problem in and around licensed premises. The evidence also indicates that problems of nuisance and disorder can be the result of a 'cumulative effect', caused by the large number of licenced premises within the area. This nuisance and disorder can also be extended into the early hours where premises are allowed to open for extended periods e.g. 05.00hrs.

8.8.17. The Police suggested that their evidence indicates that nuisance and disorder (both the number of incidents and the period over which they occur) could be reduced if pubs, clubs and off-licences were prevented from selling alcohol after 02.00hrs and takeaways had to close at 03.00hrs.

8.8.18. The current Local Plan contains a policy which limits the opening hours of bars and nightclubs within the town centre. This was created prior to the national revision to the licensing regime, which now generally allows such premises to open over a 24 hour period, subject to conditions. Whilst limiting the opening hours of bars and nightclubs may reduce the number of antisocial incidents beyond that time, it may also increase the number of incidents at closing time as the number of people leaving premises would not be staggered as it is now.

Policy R14: Opening hours of bars and nightclubs

When considering the appropriate hours of operation for bars and nightclubs, regard will be had to:

- a) The existence of an established evening economy in the area
- b) The character and function of the immediate area
- c) The potential benefits of the proposal for wider community
- d) Impact on residential amenity.

Justification

There is insufficient evidence available to justify a policy which requires bars and nightclubs to close at a particular time, particularly when the opening hours of existing bars and clubs is taken into account. This policy allows each application to be determined on its merits taking into account the specific criteria, helping ensure the amenities of local residents are protected.

Hot Food Takeaways

8.8.19. Hot food takeaways contribute significantly to the vitality and viability of the town centres, providing a service to residents, business visitors and tourists. They can also contribute to anti-social activities, particularly when in close proximity to residential properties or in large concentrations within retail areas. Anti-social

behaviour can be intensified where there is a concentration of take away premises, particularly where they are in close proximity to public houses and night clubs. This is mainly due to large numbers of drinkers leaving premises at peak times, queuing at fast food outlets.

8.8.20. During the day, such a concentration of takeaway premises can also have a deadening effect on frontages within shopping areas. Actual and anticipated anti-social behaviour can lead to neighbouring properties seeking to protect their properties from damage, including measures such as solid shutters. Such shutters are unattractive and areas can become uninviting places outside shopping hours where such screens are prevalent.

8.8.21. The Council has sought a joined up approach in dealing with takeaway premises, recognising that by working closely with the police and the licencing authority there is greater opportunity to address existing problems and prevent further problems arising.

Policy R15: The location of hot food takeaways

Applications for hot food takeaways, including those which involve the relaxation of opening hours, will be permitted where the applicant submits evidence to show that there will be no adverse impact upon local environmental amenities by reason of noise, odour, litter, waste disposal, traffic and parking; and there is no adjoining purely residential property.

Justification

The policy is required in order to protect the residential amenity of neighbouring residents from noise and disturbance and to minimise the effect on the highway.

Policy R16: Opening hours of hot food takeaways

When considering appropriate hours of operation for hot food takeaways, regard will be had to:

- a) The existence of an established evening economy in the area
- b) The character and function of the immediate area
- c) The potential benefits of the proposal for wider community
- d) Impact on residential amenity.

Justification

Whilst saved Local Plan policy requires hot food takeaways to close at a specific time, these policies have been dismissed on appeal. They are also considered to be out-of-date in part as the focus of the night time economy has changed since the Local Plan and evening uses are now more widespread, whereas in the past they were concentrated on Cornwallis Street.

- 8.8.22. There is insufficient evidence available to justify a policy which requires hot food takeaways to close at a particular time, particularly when the opening hours of existing evening uses is taken into account. This policy allows each application to be determined on its merits taking into account the specific criteria, helping ensure the amenities of local residents are protected.

8.9. Living in Barrow and Dalton Town Centres

- 8.9.1. Residential development can play an important role in preserving the vitality of town centres as it can bring life to residential streets which may otherwise be quiet in the evening and provides natural surveillance helping to reduce crime and disorder. The conversion of upper floors above retail units is one form of sustainable development within town centres. This is recognised in recent changes to legislation that allow some residential use of upper floors.

Policy R17: Conversion of upper floors to residential units within the town centre

The conversion of upper floors to residential use will be permitted where this will assist the regeneration of the area and will bring back vacant properties into use subject to the site being capable of providing an acceptable level of residential amenity and access for future occupiers. Any external alteration, such as the addition of front doors etc, must not harm the character and appearance of the town centre.

Developments that rely solely on access from a back street will not be permitted unless the scheme provides for suitable upgrading of the back street.

Justification

Housing in town centres provides natural surveillance when other uses may be closed. This can help reduce crime and anti-social behaviour. Bringing empty properties back into residential use can also help regenerate an area, improving its appearance.

The addition of openings to the front of a property to provide access to a flat above, however, can harm the character and appearance of retail areas. It is also important that any future residents have an acceptable level of amenity, for example, providing a separate access to the upper floors of mid-terrace properties may be difficult where rear access is not deemed to be safe.

- 8.9.2. Barrow's town centre areas are characterised by a tight network of terraced streets accommodating both residential and commercial properties. In order to protect the amenities of those living within such areas (and some streets outside the centre where there is pressure for commercial uses), the current Local Plan identifies Residential Protection Areas where conversion to alternative uses is tightly controlled. The emerging Local Plan continues to take this approach. Residential Protection areas which are covered by policy R18 below are shown on the Proposals Maps (appendices A-C).

Policy R18: Residential Protection Areas

Conversion from residential to retail or commercial uses will only be permitted in Residential Protection Areas where there is no perceived threat to amenity in terms of opening hours, deliveries, traffic, waste and noise. Elsewhere, within predominantly residential areas, only shops and services not adversely affecting residential amenities will be permitted.

Justification

This policy continues the current stance of protecting the amenities of those living close to the town centre.

8.10. Neighbourhood Shopping Centres

8.10.1. The NPPF supports the retention and sustainable development of local services and community facilities, such as shops. Local neighbourhood shopping centres are recognised as such in the current Local Plan and are defined as a group of shops or services, such as hairdressers, post offices, public houses or takeaways. Maintaining an adequate provision of local services is important in supporting sustainable communities away from Barrow and Dalton town centres.

8.10.2. The Council has reviewed the list of neighbourhood shopping centres in the current Local Plan and has amended it in light of the current provision of shops and services. The following areas are the Council's preferred options to allocate as neighbourhood shopping centres and are shown in Appendices A-C.

- Ainslie Street, Barrow
- Amphitrite Street, Walney
- Anchor Road, Barrow Island
- Bath Street, Barrow
- Douglas Street, Walney
- Duke Street, Askam
- Lakes Parade, Hawcoat
- Lesh Lane, Barrow
- Middlefield, Ormsgill
- Mill Lane, Walney
- Risedale Road/Roose Road
- Ruskin Avenue, Dalton

Policy R19: Neighbourhood Shopping Centres

Small scale retail developments, including proposals for changes of use to retail, will be looked upon favourably within the identified neighbourhood shopping centres and within rural villages where it can be demonstrated that the use serves a recognised local need.

Applications that involve the loss of local shops and services that serve a recognised local need in residential neighbourhoods will be resisted where there is a need to maintain an adequate provision of essential local shops unless the applicant can demonstrate that the shop is no longer viable. The premises must have been advertised, at a reasonable price, for

a minimum of 12 months, no reasonable offer must have been refused and the property must have been advertised on the open market for at least four times in the local media at roughly equal periods over the previous year.

Justification

The NPPF supports the retention and sustainable development of local services and community facilities.

9. Heritage & Built Environment



The Borough's attractive historic character and heritage assets will be protected and enhanced. Only development of high quality will be accepted in order to improve the built environment and foster civic pride.

Key Facts – Heritage & Built Environment

- There are 270 buildings listed for their historical or architectural importance in the Borough.
- The Borough also has eleven Conservation Areas and four Scheduled Ancient Monuments.
- Other heritage assets that are not designated can be identified by the Council as locally listed buildings, and these can be afforded a measure of protection.
- Heritage is important to the local economy, with some of the Borough's most significant tourist attractions being based upon their heritage.
- Historic buildings and other heritage assets have a major positive impact on the quality of the built environment, creating places that people want to live, work and visit.
- Heritage assets provide opportunities for learning about the history of the local area.
- The majority of the Borough's listed buildings are located within Conservation Areas.
- The Central Barrow Gateway Townscape Heritage Initiative has delivered significant improvement to the historic environment at one of the key gateways to Barrow town centre.

9.1. Heritage Assets

- 9.1.1. The Borough's heritage assets are important reminders of the past and provide character and a sense of place. In particular, the Borough's industrial and maritime heritage is linked to the area's image and identity. The Council recognises the value of its heritage assets and their role in creating an environment where people want to live, work and visit. The Local Plan will support proposals which protect and enhance the Borough's historic resources whilst enabling them to be utilised to their full potential, thus maintaining and improving the character of the Borough and maximising the associated benefits that historic buildings bring.
- 9.1.2. The NPPF contains a strong steer on conserving and enhancing the built environment, setting out clear guidance for local authorities to follow. This includes the desirability of sustaining and enhancing the significance of heritage assets along with new development making a positive contribution to local character and distinctiveness. The following sections seek to complement and expand on the NPPF, setting out a positive strategy for the conservation and enjoyment of the historic environment in the Borough.

Heritage Assets in Barrow

- 9.1.3. The Local Plan area contains eleven conservation areas and 270 buildings listed for their historical or architectural importance. The conservation areas range from the Victorian modified landscape around the 12th century Furness Abbey to the planned workers' suburbs of North and South Vickerstown. Barrow Island contains tenement blocks built in local sandstone for ship workers, the design being based upon tenements in Glasgow. North Scale and Biggar conservation areas cover the original settlements on Walney Island; also designated are the grid iron street layouts of the Town Centre influenced by James Ramsden's plan for the town and the older parts of the villages of Lindal and Ireleth. Dalton is the ancient capital of Furness and the conservation area takes in the old centre based on the Castle and the Market Place.
- 9.1.4. The majority of the Listed Buildings in the plan area are concentrated in the conservation areas. They vary from houses to castles and include many farms and farm buildings. Grant aid from the Borough Council and English Heritage has been an important incentive in ensuring repairs respect the character of the building by the use of traditional materials and it is vital that such help continues to be

available. Barrow Island and Central Barrow conservation areas both benefit from Conservation Area Appraisals which assist the Council in protecting and enhancing heritage in these areas.

- 9.1.5. There are four scheduled Ancient Monuments in the Local Plan area – Furness Abbey and precinct wall, Bow Bridge, Piel Castle and Dalton Castle. There are also a number of sites of local archaeological interest that form an important part of the Borough's heritage. There are 865 listings on the County Council's Sites and Monuments Record which are within the Borough.

Protecting Heritage Assets

- 9.1.6. Historic England produces a Heritage at Risk Register each year which provides a picture of the health of the country's built heritage. The 2015 register showed just one heritage asset at risk in the Borough, although the Heritage Lottery Fund are supporting repair works to this asset. There are also certain buildings within conservation areas, especially in Central Barrow and Dalton, which have been empty for some time and there are others in these and other conservation areas that may become empty over the Plan period. It is important to ensure that these are kept in use and well maintained and the Council will actively work with owners to encourage this.
- 9.1.7. There have already been significant works to restore and repair heritage assets in the Borough. The most significant recent project has been the Central Barrow Gateway Townscape Heritage Initiative (THI), which repaired the structure and external envelope of buildings which make a positive contribution to the character or appearance of the Central Barrow Conservation Area. The restoration works have had a positive impact on the attraction of Barrow Town Centre and its economic viability.
- 9.1.8. Whilst the Borough has many designated buildings and monuments that are identified due to their heritage value, there will also be other buildings that are of local historic interest which may also be worthy of protection, including buildings affected by an Article 4 Direction. These and other local historic assets may be offered some level of protection by the local planning authority identifying them on a formally adopted list of local heritage assets. The Council intends to produce and adopt a local list after the Local Plan is adopted in 2017.
- 9.1.9. For the purpose of the Local Plan, heritage assets include, but are not limited to:

- Listed buildings
- Buildings affected by an Article Four Direction
- Conservation Areas
- Scheduled Ancient Monuments
- Remains of archaeological importance

Policy HE1: Heritage Assets and their setting

The Council will, through planning decisions and in fulfilling its wider functions, proactively manage and work with partners to protect and enhance the character, appearance, archaeological and historic value and significance of the Borough's designated and undesignated heritage assets and their setting.

Opportunities will also be pursued, to aid the promotion, understanding and interpretation of both heritage and cultural assets, as a means of maximising wider public benefits and in reinforcing Barrow's distinct identity.

Key elements which contribute to the Borough's identity, and which will therefore be a priority for safeguarding and enhancing into the future, include:

1. The Furness Abbey Scheduled Ancient Monument and its setting;
2. 14th Century castles such Piel Castle and Dalton Castle and key religious sites and their setting;
3. Barrow Town Hall, Ramsden Square and Schneider Square and associated statues as well as the streets and spaces which interconnect and provide setting for these assets;
4. Wide, Victorian, tree-lined routes into and around Barrow such as Abbey Road and Hartington Street and the grid-iron pattern of areas of terraced housing in and around Barrow town centre;
5. Remnants of the Borough's industrial heritage including sandstone workshop buildings, the imposing former worker's tenement blocks on Barrow Island, the slag bank and former iron workings;
6. Coastal features including Jubilee Bridge, Roa Island jetty, pill boxes, Walney and Rampside lighthouses and Cavendish Dock;
7. Barrow Park, including the cenotaph and bandstand;
8. Conservation areas across the Borough;

9. Key cultural assets encompassing parklands, woodland, landscapes, coastlines, museums, libraries, art galleries, public art, local food and drink and local customs and traditions.

As well as fulfilling its statutory obligations, the Council will:

- a) Seek to identify, protect and enhance local heritage assets;
- b) Promote heritage-led regeneration including in relation to development opportunities;
- c) Produce conservation area appraisals and management plans;
- d) Develop a positive strategy to safeguard the future of any heritage assets that are considered to be “at risk”;
- e) Adopt a proactive approach to utilising development opportunities to increase the promotion and interpretation of the Borough’s rich archaeological wealth.

Justification

The Borough has a wealth of heritage assets and a built environment whose historical evolution tells the story of how the towns and villages grew and developed into the built environment we have today.

The Council will take every effort to protect heritage assets and their settings in line with national policy, but also on a local level by encouraging the enhancement of such assets via mechanisms such as grants and initiatives.

Policy HE2: Information required for proposals involving historic assets

When determining proposals involving historic assets, the following information shall be submitted by the applicant as part of the application:

- a) A description of the asset’s significance including any contribution made by its setting, and an assessment of the potential impact of the proposal on that significance, using appropriate expertise. This can be a desk based assessment and a field evaluation prior to the determination where necessary; and
- b) A full programme of work together with proposals to mitigate any adverse impact of the proposed development. Where appropriate, work will be

implemented through measures secured by planning condition(s) or through a legal agreement.

Justification

The Council will take every effort to protect heritage assets and their settings in line with national policy, but also on a local level by encouraging the enhancement of such assets via mechanisms such as grants and initiatives. This policy will make applicants aware of the level of detail they need to support proposals relating to historic assets.

Listed Buildings

- 9.1.10. The significance of a Designated Heritage Asset can be harmed or lost through alteration or destruction of a Listed Building or through development within its setting.

Policy HE3: Listed Buildings

Proposals for works to Listed Buildings, including alterations, extensions or change of use and development affecting setting should not cause unacceptable harm to its significance, including those elements which contribute to their special architectural or historic interest, and setting. Opportunities to enhance and better reveal their significance will be supported.

Proposals which involve substantial harm to, or loss of, a listed building including to its setting, will only be permitted in exceptional circumstances where it can be demonstrated that:

- a) The nature of the heritage asset prevents all reasonable uses of the site; and
- b) That no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation;
- c) That conservation through grant-funding or some form of charitable or public ownership is demonstrably not possible; and
- d) The harm or loss is outweighed by the benefit of bringing the site back into use.

Justification

A listed building is a building or structure that has been listed as a result of its special architectural or historic interest and inclusion on the list reflects that its importance is of national significance.

The Council will give careful consideration to development proposals which affect a listed building or its setting in order that it be preserved, and therefore development proposals affecting listed buildings will be required to demonstrate an understanding of their significance and show how proposals will minimise any adverse impacts on the asset and its setting.

Conservation Areas

9.1.11. A Conservation Area is defined as an area of special architectural or historic interest with an appearance and/or character that it is desirable to preserve, or enhance.

9.1.12. The Borough has eleven conservation areas:

- Barrow Island
- Biggar Village
- Central Barrow
- Dalton
- Furness Abbey
- Ireleth
- North Scale
- North Vickerstown
- South Vickerstown
- St George's Square
- The Green, Lindal

9.1.13. The conservation area in Dalton has an Article 4(2) Direction in force, replacing an earlier Article 4(1) Direction.

9.1.14. A Conservation Area designation means that the Local Planning Authority will subject the allocated area to special controls which cover the demolition of buildings or removal of trees, and allow for policies to be put in place that can very tightly control the appearance of a building and its surroundings.

- 9.1.15. The Council has periodically undertaken Conservation Area Appraisals for some Conservation Areas in the borough and acknowledges that some of these are now out of date. A rolling review of Conservation Areas is proposed prior to the production of the Submission Draft.

Policy HE4: Conservation Areas

Development within or affecting the setting of Conservation Areas will only be permitted where it preserves or enhances the character or appearance of the Area. Proposals for all new development, including alterations and extensions to buildings and their re-use, must be sensitive and appropriate to the character of the area and demonstrate they are supported by any relevant Conservation Area Appraisal or Management Plan. In particular it should respect all of the following:

- a) The character of existing architecture and any historical associations by having due regard to positioning and grouping of buildings, form, scale, enclosure, detailing and use of traditional materials;
- b) Existing hard and soft landscape features including open space, trees, walls and surfacing;
- c) Traditional plot boundaries and frontage widths;
- d) Significant views into or out of the Areas.

Through Conservation Area Appraisals the Council will identify any opportunities for new development to enhance or better reveal their significance.

Policy HE5: Demolition in a Conservation area

Proposals for the demolition of a building in a Conservation Area must demonstrate one of the following criteria:

- a) It is unrealistic for the building to continue in its existing use and a suitable alternative use cannot be found; or
- b) The building is in poor structural condition and the cost of repairing and maintaining it would be disproportionate to its importance and value; or

- c) The demolition would preserve or enhance the character or appearance of the Conservation Area.

Proposals for the demolition or substantial loss of a building which makes a positive contribution to the special character and appearance of a conservation area will not be permitted. Demolition or other substantial loss will only be permitted where it can be demonstrated that the tests in national policy can be met.

Justification

Over time the Council has considered that certain areas of the borough have warranted the status of Conservation Area and have designated 11 Conservation Areas in total.

- 9.1.16. The Council undertakes to review the existing, and where appropriate designate new, Conservation Areas over the Plan period, to ensure their special architectural and historic interest is retained and development is not allowed which would devalue the Conservation Area or its setting.

Scheduled Ancient Monuments and Archaeology

- 9.1.17. Scheduling is the only legal protection specifically for archaeological remains, and is reserved for carefully selected sites that are the most important examples of each type of monument. Scheduled Ancient Monuments are of national importance and should be afforded a high degree of protection.
- 9.1.18. The archaeological and historic remains which make up the landscape contain irreplaceable information about the past and are valuable for their contribution towards education, recreation and the economic life of the Borough.

Policy HE6: Scheduled Ancient Monuments and Archaeological Assets

Development will not be permitted where it would cause unacceptable harm to a scheduled ancient monument, a non designated asset of national importance, and their settings.

Proposals that affect non-designated assets will be assessed on the significance of the assets and the scale of likely harm to establish whether the development is acceptable in principle. Where this is the case, the Council will seek to ensure the mitigation of archaeological damage through the preservation in situ as a preferred solution. When in situ

preservation is not justified, the developer will be required to make adequate provision for the excavation and recording of assets to a level that is proportionate to their significance and to the scale of the impact of the proposal. Where possible, opportunities should also be taken to promote and provide interpretation of archaeological assets.

Where there is knowledge that there are archaeological remains or where there are reasonable grounds for the potential of unknown assets of archaeological interest to be, proposals should be accompanied by an assessment of the significance of the asset and how it will be affected by the proposed development including where their significance, extent and state of preservation is not clear. The level of information required will be proportionate to the asset's significance and to the scale of the impact of the proposal, and may require, where necessary, archaeological desk-based assessment and field evaluation.

Justification

Scheduled monuments and non-designated archaeological assets are a physical record of our past and have value for education, tourism, leisure and information. They are a finite and non-renewable resource, which is part of our local and national heritage and culture.

The Council is therefore in favour of preventing proposals that significantly alter or have an adverse impact on sites or settings of scheduled ancient monuments and known or potential archaeological assets.

10. Natural Environment



The Borough's natural environment and landscape, including international and national designated nature conservation sites, will be protected and enhanced as key assets for drawing people to the area, and access will have improved.

Biodiversity will have been enhanced and protected from unsympathetic development. Coastal defences will have been improved and their associated recreational and environmental benefits realised, whilst bathing water quality will be protected and enhanced.

Key Facts – Natural Environment

- The highly diverse landscape of the Borough contributes to its local distinctiveness, and is an important factor in attracting people to come and invest in the area.
- New development will be required in the Borough over the Plan period, and this will have an impact on the landscape although the impacts do not need to be detrimental to the overall visual quality of the landscape if they are carefully designed.
- The Borough contains a range of important areas for biodiversity, from extensive sand dunes and mudflats to disused mines and dockland.
- Much of the coastline is designated nationally and internationally for its nature conservation importance.
- Tree cover in the Borough is mainly restricted to sheltered valleys, which means that much of the landscape across the Furness peninsula is relatively bare.
- The Borough contains several sites that are of importance to geodiversity. Geological sites can often easily be damaged or even destroyed by inappropriate development and activities.
- Soils are a vulnerable resource and are essentially non-renewable.
- Construction activity can have adverse impacts on soils, including covering the soil with impermeable materials; over-compacting soil; and potential contamination.
- Green Infrastructure provides the means to create robust connections between the Borough's valued natural environment and the need for sustainable new development that provides an attractive landscape setting for local communities along with an improved access to nature.

10.1. The Natural Environment in Barrow Borough

- 10.1.1. Although the Borough is often recognised for its industrial heritage, it also has a rich and varied natural environment, featuring picturesque coastlines, green spaces and woodlands, all of which support a diverse range of species. The important linkages between these spaces are considered further in the Green Infrastructure chapter. The Borough contains a number of important international sites which it shares with neighbouring authorities, and this requires a collaborative approach to their protection.
- 10.1.2. The benefits of the natural environment are wide-ranging, from the provision of habitats for a range of species through to economic benefits by making the Borough a more attractive place to live and work. The Local Plan has an important role to play in nature conservation, and as part of any development there should be a consideration of what harm may occur, how such harm can be minimised and how wildlife could benefit from the proposals. The Council is committed to protecting and enhancing its natural environment, including its biodiversity, geodiversity and landscape character.
- 10.1.3. The Council is pursuing a Green Infrastructure agenda which actively seeks to develop connectivity between the environmental and what is hoped will be increasingly sustainable developments that are designed as part of the landscape and not imposed upon it where communities can thrive in an area that is meaningful to them and where nature can coexist naturally.

10.2. Landscape

- 10.2.1. The Borough is situated on the tip of the Furness peninsula which enables long views from the coastline to the Isle of Man, the Lancashire coastline and the Forest of Bowland. Inland, the mountains of the Lake District form a spectacular backdrop to the Borough.
- 10.2.2. The highly diverse landscape of the Borough contributes to its local distinctiveness, and is an important factor in attracting people to come and invest in the area. Much of the coastline is designated nationally and internationally for its nature conservation importance and consists of a range of mudflats, shingle and

pebble beaches, soft cliffs and dune systems. The landscape inland is characterised by open pastoral farmland, sheltered river valleys and low drumlins.

10.2.3. Industry is highly visible within the landscape, forming interesting features including Rampside Gas terminal and the buildings and infrastructure associated with ship building in the town of Barrow. This contrasts to the openness and tranquillity of the stretches of undeveloped coastline. Evidence of previous industries are also visible in the landscape, such as man-made landforms and spoil heaps from late 19th Century iron mine workings. The historic cores of Barrow, Dalton and the villages are characterised by their use of locally distinctive building materials.

Conserving and Enhancing the Landscape

10.2.4. The Council is seeking to ensure that new development is sympathetic to and enhances the character of the landscape, taking account of the Cumbria Landscape Character Guidance and Toolkit. The Local Plan contains policies relating to design, green infrastructure, coastal management, renewable energy, heritage and nature conservation, and all these policies will contribute towards the conservation and enhancement of the landscape. Policy N1 ensures that the landscape qualities of the Borough are maximised to attract and retain people to the area, and that landscape considerations are properly taken into account when new development is planned.

Features of Barrow's Landscape

10.2.5. The Borough's undeveloped coastline is a key tourism and recreation asset of the Borough, with high nature conservation value. The Borough's undeveloped coastline consists of the Walney Island coastline and Roan Head. The tranquil and open character of the coastline, along with its outstanding views and its heritage assets, are key to attracting people to the area. The Local Plan could be a key mechanism to ensure that the character of the coastline is retained, and wherever possible enhanced, whilst at the same time allowing managed access for recreation.

10.2.6. The drumlins of the Borough and surrounding area form an immediate backdrop inland to many parts of the built up areas of the Borough. In particular, much of the eastern part of the Furness Peninsula is characterised by these hills, forming a pleasant landscape. It is desirable that new development should

maintain the unique topography of the landscape, complementing the grain and form of the drumlins.

10.2.7. Field boundaries make an important contribution to the character and biodiversity of landscape and are one of the strongest surviving links to the farming traditions of the past. Sensitive development would maintain the distinctive field patterns of the Borough wherever possible, along with the conservation and restoration of natural features such as hedges and streams, and man-made features such as dry-stone walls.

10.2.8. Tree cover in the Borough is mainly restricted to sheltered valleys, which means that much of the landscape across the Furness peninsula is relatively bare. The Local Plan encourages new woodland where such planting complements the scale of the landscape, particularly where planting:

- Reduces the visual dominance of vertical infrastructure, such as transmission lines
- Screens undesirable features of the landscape
- Enhances significant views
- Alleviates flooding
- Reduces erosion
- Uses native species.

10.2.9. The Borough's landscape also has historic value, and is an important reminder of the past. The Borough contains several important historic landscape features that form part of the historic landscape character, the most important being Piel Castle, which is prominent in coastal views to the east of Barrow; and Furness Abbey and its grounds (including precinct wall and Bow Bridge). For further details, please refer to the Heritage and Built Environment chapter.

10.2.10. New development will be required in the Borough over the Plan period, and this will have an impact on the landscape. The impacts do not need to be detrimental to the overall visual quality of the landscape if they are carefully designed. Policy N1 ensures that all landscape considerations are properly taken into account when new development is planned.

Policy N1: Protecting and enhancing landscape character

Land use proposals should protect and enhance where appropriate, local landscape character, as defined by contemporary adopted local landscape character guidance, currently the Cumbria Landscape Character Guidance and Toolkit. In addition, major land use proposals will require an assessment of the effects of the proposed development on landscape character and visual effects at the time of submission.

Where new development will impact upon the character of the landscape, such impact will need to be minimised and priority will be given to protecting and enhancing the landscape's distinct assets. Where there is loss or damage to the assets, the applicant must submit a statement demonstrating that this is unavoidable e.g. the development cannot be sited elsewhere due to operational requirements. In cases such as these, the unavoidable damage must be mitigated, and unavoidable loss must be compensated for, so that there is no net loss in resources.

High protection will be given to the undeveloped coast in order to maintain its openness, tranquillity, heritage and nature conservation value and to maintain the Borough's recreation and tourism appeal.

High protection will also be given to the setting of the Lake District National Park in order to maintain the valued views to and from this nationally designated area, its tranquillity and its attractiveness to tourists.

Measures to enhance the character of the Borough's landscape will be supported, with particular importance given to the following:

- a) Improved access to the landscape for recreation and tourism, including managed access to the undeveloped coast.
- b) The regeneration of unsightly brownfield sites, particularly former industrial sites.
- c) Increase in tree and woodland cover where such planting complements the scale of the landscape.
- d) Enhancement of the nature conservation value of the landscape.

Justification

The quality of the landscape of the Borough is a key asset which contributes to the area's local distinctiveness and the Council considers that this policy provides an opportunity to minimise the detrimental impact of new development on the landscape, taking account of all landscape considerations.

10.3. Conserving Soil Resources

- 10.3.1. Good quality soils are a vital natural resource, producing food, absorbing rainwater and supporting ecological habitats and biodiversity, in addition to being an important store of carbon. Soils are also a vulnerable resource which is essentially non-renewable.

Impacts on Soils

- 10.3.2. Construction activity can have adverse impacts on soils in a number of ways, including covering the soil with impermeable materials, with negative impacts on drainage; over-compacting soil through the use of heavy machinery or the storage of construction materials; and potential contamination of soil. Soils can also be at risk from contamination from other sources, such as from derelict industrial sites.
- 10.3.3. There is a risk that the effects of climate change will have detrimental impacts on soils. In particular, climate change has the potential to increase the rate of soil erosion which causes the loss of top soil and reduces agricultural production. There is also a risk that changing weather patterns as a result of climate change will increase carbon emissions from soils into the atmosphere.
- 10.3.4. In Barrow there is 'moderate' to 'very high' soil erosion risk outside of the built-up areas. However, in some locations this is a positive feature; for example, whilst soil erosion is assessed as a particular risk at Sandscale Haws, in fact this is a key characteristic of a dynamic dune system and at Sandscale is associated with a very diverse range of flora and fauna that is of international importance. The Borough also contains areas of the best and most versatile agricultural land. The Local Plan will seek to minimise the quantity of the best and most versatile

agricultural land that is allocated for development, taking account of other opportunities and constraints as part of the site selection process.

Opportunities to Safeguard and Improve Soils

- 10.3.5. The Local Plan proposes measures that will contribute towards safeguarding and improving soils. This includes policies on Landscape; Green Infrastructure; Derelict and Contaminated Land; and Water Management and Efficiency. The policies of the Local Plan could also include further measures to safeguard and improve soil resources, where this is an appropriate response to soil erosion impacts, taking account of the above considerations.
- 10.3.6. Policy N2 requires new development to produce a Soil Resource Survey prior to construction. Such a survey would identify the quality, characteristics and distribution of the soils on site. Identifying the soils on site will reduce the risk of good soil becoming mixed with spoil or contaminated materials, which would restrict or prevent its reuse. It will also reduce the need to import soil for landscape works, thus reducing the cost of works.
- 10.3.7. The Soil Resource Survey would be followed by the preparation of a Soil Resource Plan. This would set out how the soils will be managed sustainably during construction. It will ensure that soils are not unduly compacted during the construction process, thus enabling the soil to drain effectively and reducing costs if heavy rainfall was to occur during construction. It would also include how any excess of topsoil will be sustainably used either on or off-site, and will set out how a suitable soil profile will be created on site to enable healthy root growth and successful plant establishment.
- 10.3.8. Policy N2 also encourages developments which include areas integral to the development that provide suitable conditions for food growing, ensuring suitable soil quality and depth. Alternatively, proposals that provide improvements to existing nearby allotments will be considered. There are many benefits associated with food growing, including improving the physical and mental health of residents, increasing biodiversity in urban areas, reducing carbon emissions associated with long distance food distribution, and greening the urban landscape. The location of such areas would need to take account of the need for a reliable water supply, exposure to salty sea wind and the need for access.

Policy N2: Safeguarding and improving soils

Where appropriate, new development will be expected to safeguard and improve soils that are situated on the site. Applicants for new development will be required to submit a Soil Resource Survey which identifies the quality, characteristics and distribution of the soils on the site. This should be followed by a Soil Resource Plan which sets out how the soils will be managed sustainably during construction.

Developers are encouraged to include areas within residential development that provide suitable conditions for food growing. Such areas should be integrated into the development, taking account of the need for a reliable water supply, shelter and adequate access, and should provide suitable soil quality and depth. Alternatively, proposals for improvements to nearby allotments will be considered.

Justification

The Council considers this policy necessary to safeguard this valuable and essentially non-renewable resource, whilst facilitating additional multiple benefits.

10.4. Nature Conservation and Geodiversity

- 10.4.1. Nature conservation is an important part of putting the concept of sustainability into practice. Its aim is to ensure that the heritage of plants and animals, their habitats and natural features remain as large and diverse as possible.
- 10.4.2. Cumbria as a whole (which encompasses the Lake District National Park) has one of the most varied range of species and habitats in England. Although the Borough of Barrow falls outside the National Park, it contains a range of important areas for biodiversity, from extensive sand dunes and mudflats to disused mines and dockland. The majority of the habitats along the Borough's coastline are protected under European legislation, whilst other habitats are of local significance. The Local Plan has a role to play in protecting all habitats and species, which are

important for their own natural value but also for the well-being and good health of residents and visitors.

10.4.3. The Borough also contains several sites that are of importance to Geodiversity. Geodiversity is the variety of rocks, minerals, fossils, soils and landforms, along with the natural processes that shape them. Geological resources are a source of materials for construction projects and minerals, and the availability of iron ore in the Borough has formed the basis of Barrow's industrial heritage. Geological processes shape the landscape and help to maintain dynamic habitats and ecosystems that enable biodiversity to thrive. The Borough's geodiversity also provides multiple opportunities for education and recreation.

10.4.4. Geological sites can often easily be damaged or even destroyed by inappropriate development and activities. Coastal protection schemes are a particular threat, with many of the Borough's most important geological areas being situated by the coast. Such schemes could potentially impact upon natural coastal processes. Other important geodiversity sites in the Borough take the form of disused quarries, and these could potentially be under threat from landfill or new development in the future.

10.5. International Designations

10.5.1. International wildlife designations provide the highest level of protection for wildlife and habitats and include Ramsar Sites, Special Areas of Conservation (SACs) and Special Protection Areas (SPAs). SPAs and SACs together make up the Natura 2000 network of protected areas.

Ramsar Sites

10.5.2. Ramsar sites are internationally protected areas of wetlands. The Borough contains two Ramsar sites, and these sites extend beyond the Borough boundary. These are:

- Duddon Estuary – recognised as a site of international importance for rare and scarce species, in particular wildfowl, waders and natterjack toads.
- Morecambe Bay – the largest area of tidal mudflats in the UK, with internationally important levels of bird life and marine habitats.

Special Areas of Conservation (SACs)

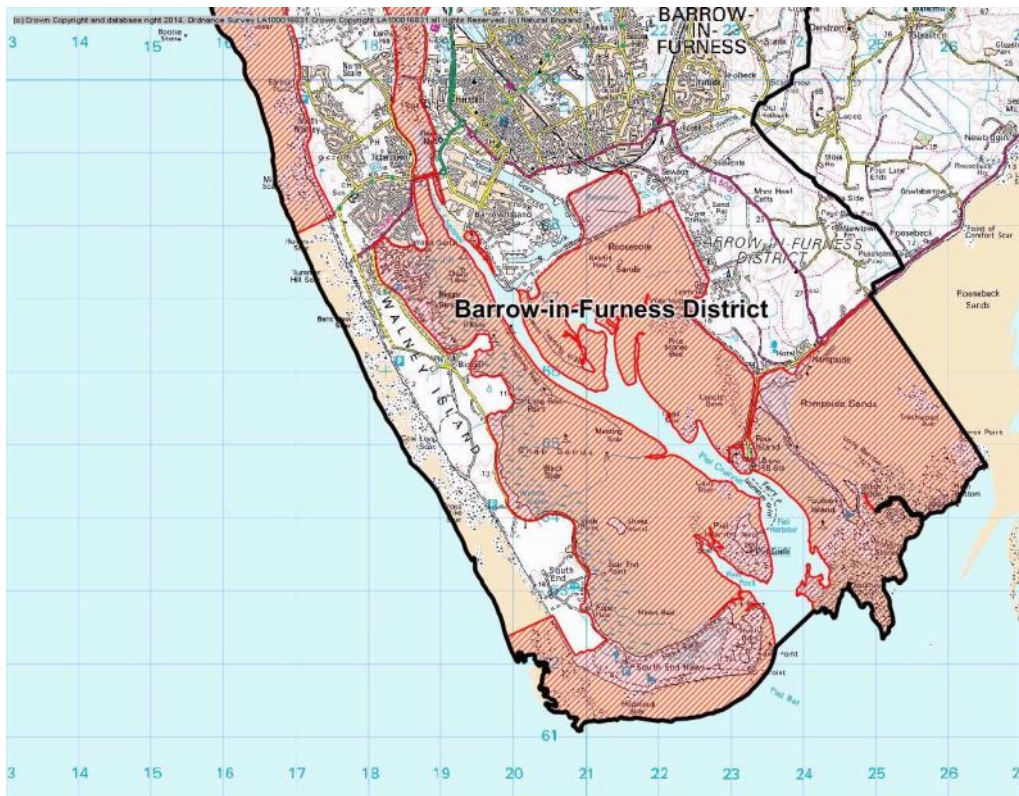
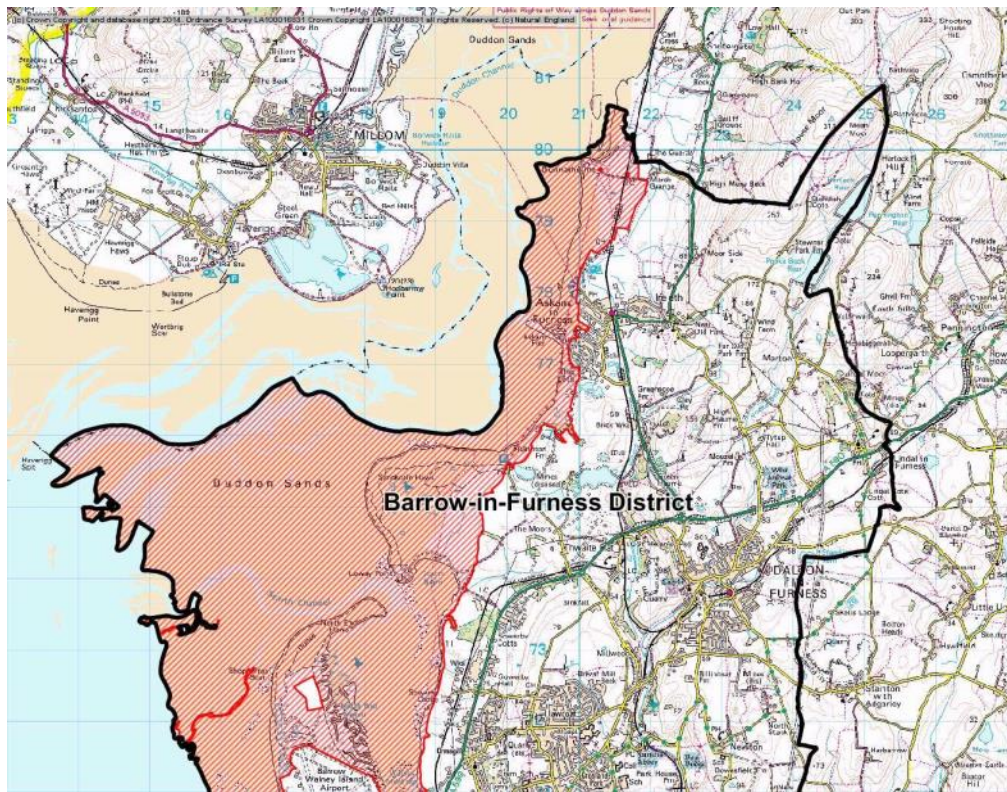
10.5.3. SACs provide increased protection to a variety of wild animals, plants and habitats. The Morecambe Bay SAC is a very large area that extends from Fleetwood in Lancashire to Millom in Cumbria, and encompasses much of the coastline of the Borough.

Special Protection Areas (SPAs)

10.5.4. SPAs provide increased protection for rare and vulnerable birds and for regularly occurring migratory species. The Duddon Estuary and Morecambe Bay are classed as SPAs, and again these sites extend beyond the Borough boundary.

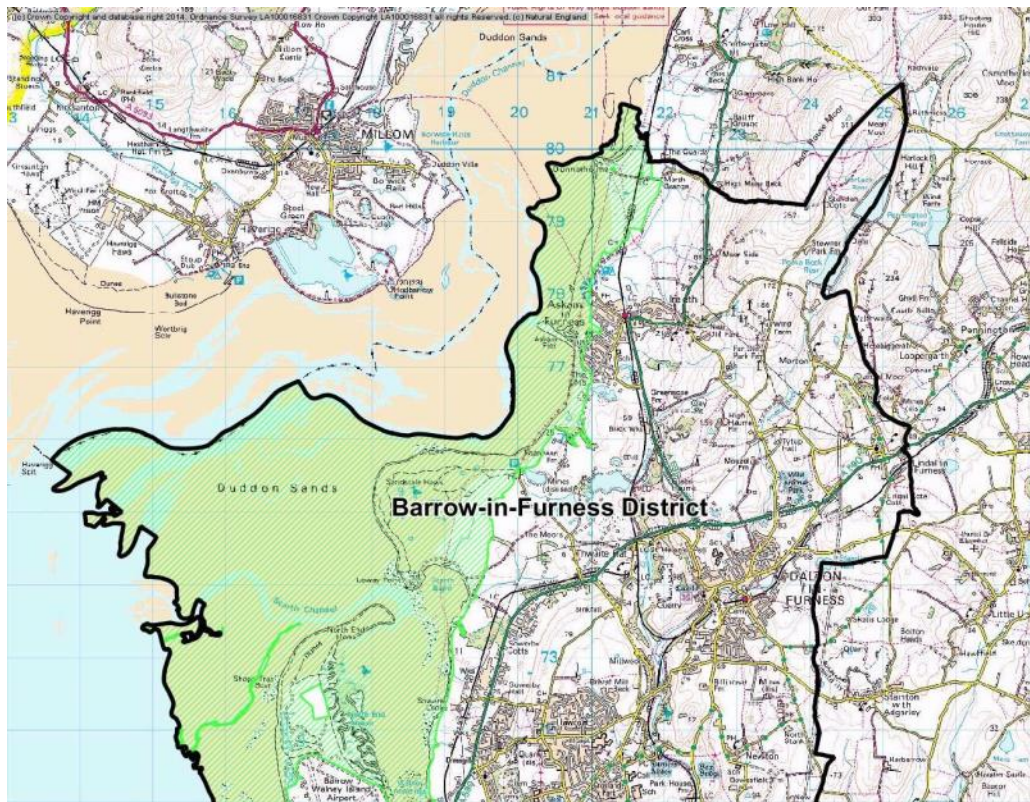
10.5.5. Ramsar Sites, SACs and SPAs within the Borough boundary are identified on Figures 16 to 18.

Figure 15: Ramsar Sites (Borough North & South)



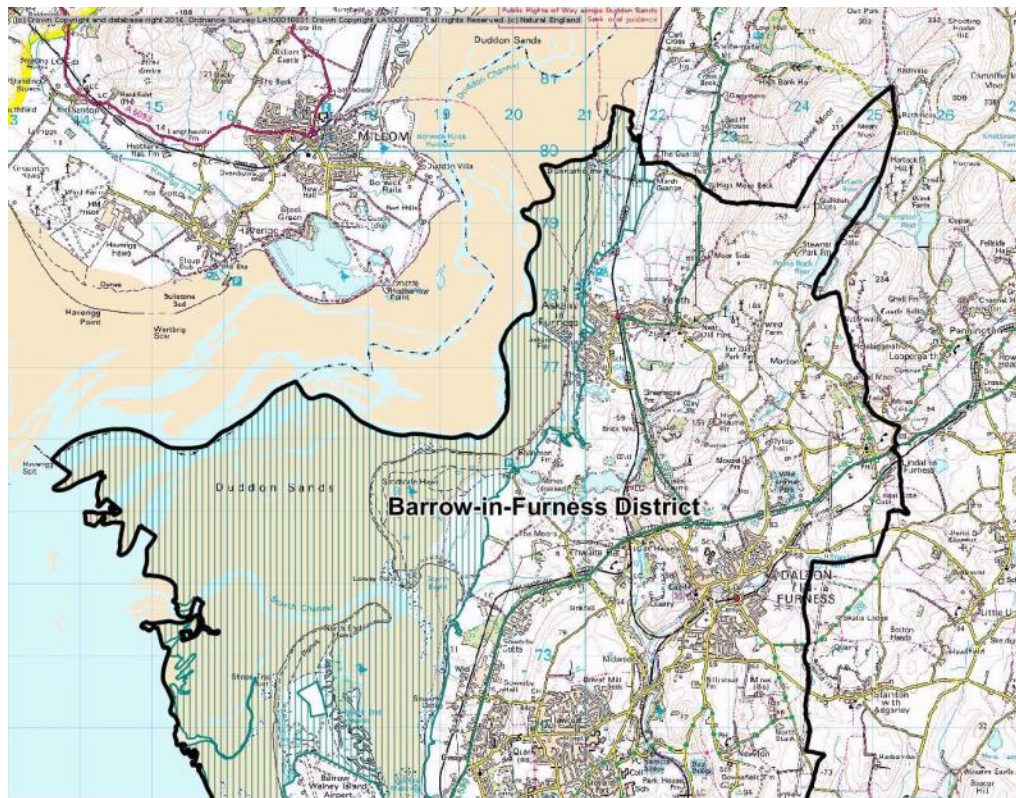
© Crown Copyright and database right 2014. Ordnance Survey LA100016831

Figure 16: Special Areas of Conservation (Borough North & South)



© Crown Copyright and database right 2014. Ordnance Survey LA100016831

Figure 17: Special Protection Areas (Borough North & South)



© Crown Copyright and database right 2014. Ordnance Survey LA100016831

10.6. National Designations

Sites of Special Scientific Interest (SSSI)

10.6.1. SSSIs are England's most important wildlife and geological sites, and support many rare and endangered species, habitats and natural features. Most natural and geological designations in England are based upon SSSIs. There are four SSSIs in the Borough, and these are designated both for their wildlife and geological interest. These are:

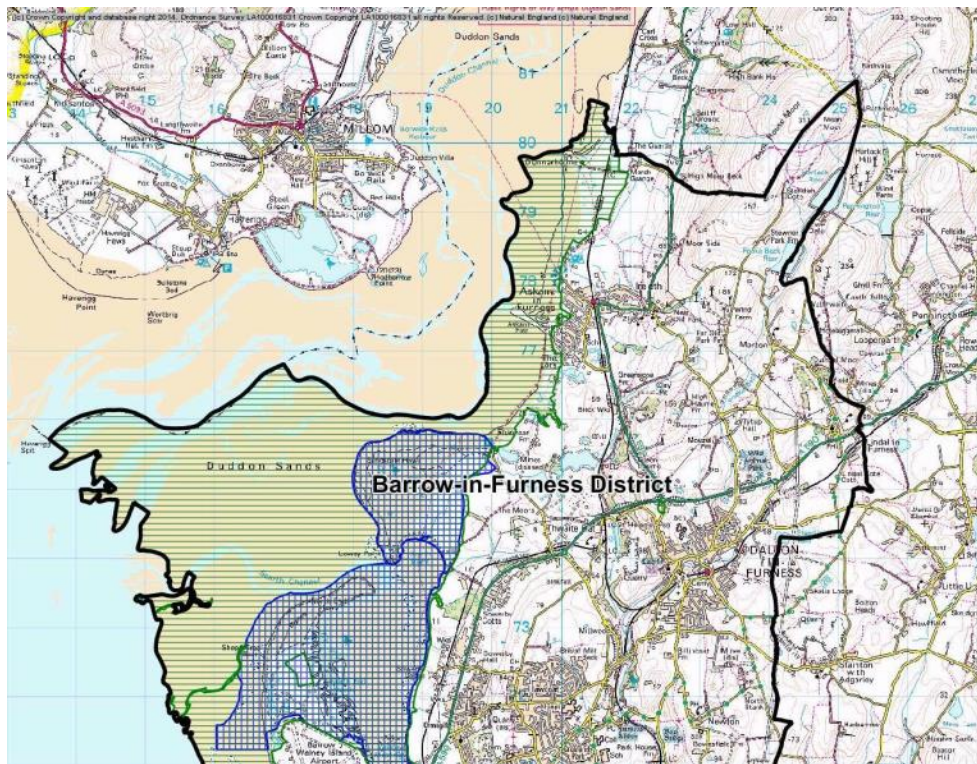
- Duddon Estuary
- Elliscale Quarry
- Morecambe Bay
- South Walney and Piel Channel Flats

National Nature Reserve (NNR)

10.6.2. National Nature Reserves are important places for wildlife and geological features. The Borough contains two National Nature Reserves (NNRs) and these are at North Walney and Sandscale Haws.

10.6.3. SSSIs and NNRs within the Borough boundary are identified in Figure 18.

Figure 18: SSSIs & National Nature Reserves (Borough North & South)



© Crown Copyright and database right 2014. Ordnance Survey LA100016831



10.7. Local Designations

10.7.1. There are twenty County Wildlife Sites in the Borough and these are designated as part of the Cumbria Wildlife Trust's Wildlife Sites Project. The sites are considered to be of local importance for biodiversity, although they do not have statutory designation. These sites are:

- Abbotswood
- Askam Wood
- Biggar Bank
- Cragg Wood
- Dalton and Lindal Mining Area
- Dalton Railway Cutting
- Furness Golf Links
- Goldmire Valley
- Hillock Whins
- Lots Pools
- Lower Ormsgill Reservoir and Cocken Pool
- Park Road Woods
- Rampside Golf Course
- Roanhead Mines
- Salthouse Pool
- Sowerby Wood
- Stank and Roosecoat Moss
- Stone Dyke
- Walney Airfield Heath
- Willow Woods, Lenny Hill

10.7.2. The adopted Barrow Local Plan Review 1996-2006 identified several strategic wildlife corridors. These play a significant visual and biodiversity role within the open countryside. They also provide cover and a network of routes along which wildlife can travel in relative safety, with access to relative food sources and areas to shelter and linking a variety of habitats. These are considered to be important green links and are discussed in more detail on page 260 of this Plan.

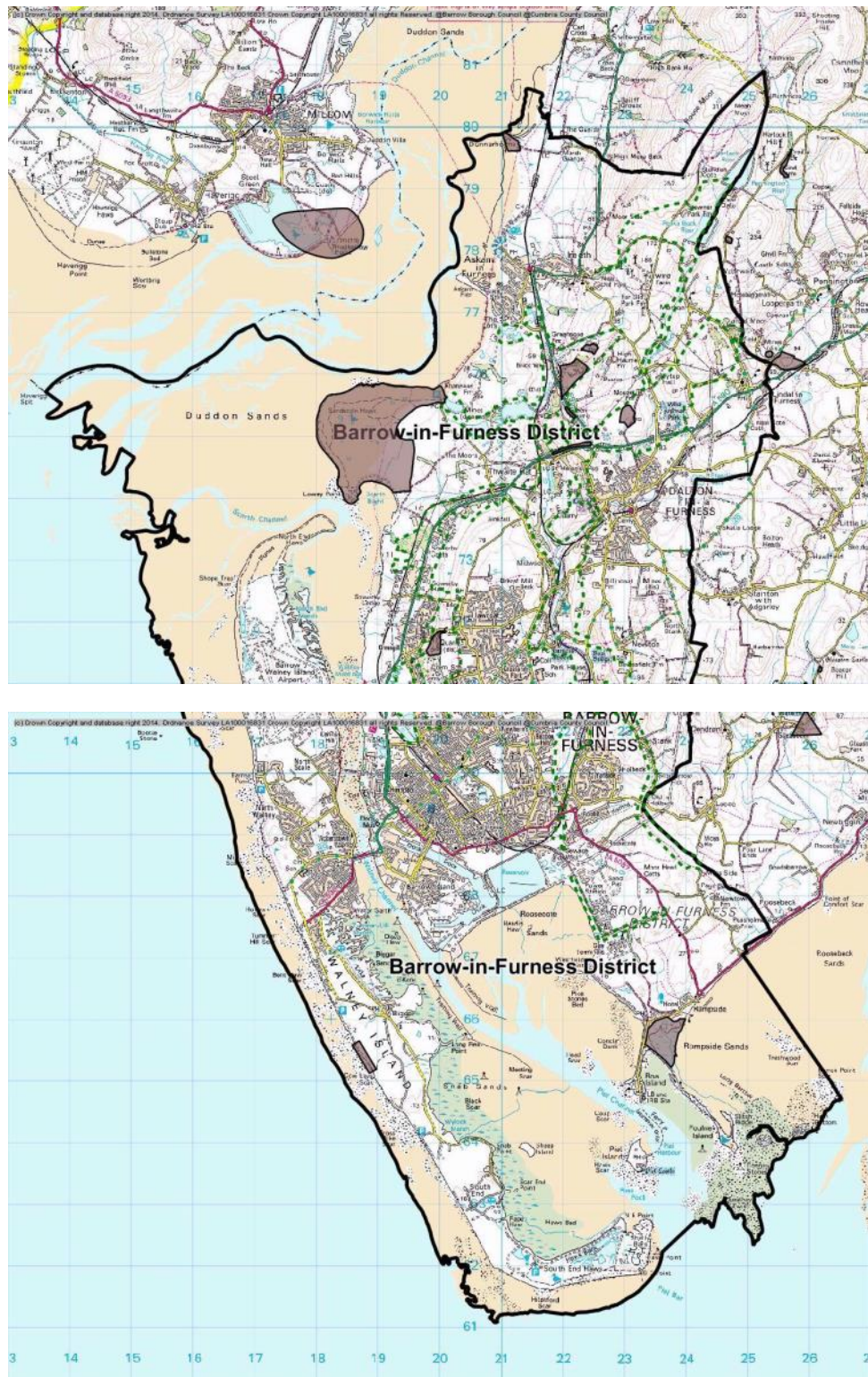
10.7.3. Whilst nationally important geodiversity sites are protected by SSSIs, locally important geological sites are protected by designation as Local Geological Sites

(formerly Regionally Important Geological Sites (RIGS)). The Cumbria Wildlife Trust and Cumbria GeoConservation (formerly Cumbria RIGS Group) have designated the following LGS sites for their important rocks of different ages, structures, minerals or fossils:

- Dalton Bypass
- Dunnerholme Point
- Greenhaume Road Cutting
- Greenscoe Quarry
- Hawcoat Quarry
- Mouzell Mines
- Rampside Marsh
- Sandscale Haws
- South Walney.

10.7.4. These Strategic Wildlife Corridors and Local Geological Sites are identified in Figure 19.

Figure 19: Wildlife Corridors & Local Geological Sites (formerly Regionally Important Geological Sites) (Borough North & South)



© Crown Copyright and database right 2014. Ordnance Survey LA100016831

Key: Local Geological Sites



Wildlife Corridor



Other Key Habitats and Species

- 10.7.5. While the areas of particular importance for their wildlife and geodiversity value receive recognition and protection through the designations above, there are other habitats that require protection that are not designated. Trees and woodlands provide important habitats and can make a positive contribution to a person's health, providing visual benefits as well as space for recreation and education activities. There are several areas of ancient woodland in the Borough and these have the additional benefit of their significant heritage value. The Borough also has areas of wet woodland, and these are important for animals and plants of both woodlands and wetlands. Many trees in the Borough are protected because they are within a Conservation Area and / or they are protected through a Tree Preservation Order.
- 10.7.6. However, as stated earlier in this chapter, tree cover in the Borough is relatively bare. The majority of trees within the Borough are not protected by Tree Preservation Orders or located within designated Conservation Areas. However, this does not mean that non-designated trees are not considered to be significant and worthy of protection from loss or harm. Therefore, it is important that in addition to encouraging sensitive tree and woodland planting schemes, the Local Plan also seeks to protect the loss of existing trees and to incorporate tree planting in new development.
- 10.7.7. The landscape of Barrow contains other features of local importance, many of which are not protected under a designation. For example, hedgerows are under threat from farming practices and new development and these features should be retained, restored and managed. This will also enable the safeguarding of distinctive field patterns.
- 10.7.8. The Cumbria Biodiversity Action Plan (BAP) identifies local and national priority habitats and species, as well as setting targets for their conservation and mechanisms for achieving these. The key habitats and priority species in Cumbria are listed in Figure 20. In terms of species, a common development in the Borough is the conversion of agricultural buildings, such as stone or brick barns which can have an impact upon bats and other protected species. Requiring a wildlife survey to be carried out prior to the submission of an application can ensure that any mitigation measures are 'designed in' to a proposal. Where a survey reveals that protected species are present, the development can only go ahead if suitable

mitigation has been put in place. In such cases, the Local Planning Authority may need to undertake further consultation with Natural England. Where mitigation is required in the form of species translocation, the Council will work with partners to identify suitable alternative sites.

Figure 20: Key Habitats & Priority Species in Cumbria

Key Habitats (Habitat Action Plans have been produced for the following habitats)	Priority Species (Species Action Plans have been produced for the following species)
Mesotrophic Standing Waters	Bat
Rivers and Streams	Red Squirrel
Cities, Towns and Villages	Water Vole
Coastal Habitats	Barn Owl
Honeycomb Worm Reefs	Song Thrush
Ancient and/or Species –Rich Hedgerows	Vendace (a fish)
Calcareous Grassland	Great Crested Newt
Hay Meadows and Lowland Pastures	Natterjack Toad
Limestone Pavement	Geyer’s Whorl Snail
Purple Moor-grass and Rush Pasture	Sandbowl Snail
Blanket Bog	High-Brown, Pearl-bordered and Marsh
Upland Heathland	Fritillaries (butterflies)
Basin Mire	Netted Carpet Moth
Lowland Raised Mire	Variable Damselfly
Reedbed	White-Faced Darter
Upland Oak Woodland	Water Beetle
Upland Mixed Ashwood	Caddisfly
Wet Woodland	Slender Green Feather-Moss
	Lichen
	Juniper

Policy N3: Protecting biodiversity and geodiversity

The Council will support development which maintains, protects and enhances biodiversity across the Borough. Proposals for new development should protect, maintain and enhance the quality of biodiversity habitat and improve access to important biodiversity areas, and will be required to show full details of measures to achieve this in the form of a suitable Management Plan.

Designated biodiversity and geodiversity sites

There is a presumption in favour of the preservation of sites of international and national importance. Development proposals that would cause a direct or indirect adverse effect on any site of international or national importance, including its qualifying habitats and species will only be permitted where the Council and relevant partner organisations are satisfied that any adverse impacts can be mitigated through appropriate habitat creation, restoration or enhancement on site or in another appropriate location via planning conditions, agreements or obligations.

Proposals which may have an impact upon a Natura 2000 site must be accompanied by a Habitat Regulations Assessment. Where an adverse impact is likely, mitigation measures must be agreed by the Council and relevant partner organisations and implemented by the developer, either through a planning condition or, more likely, a formal undertaking such as a Section 106 obligation.

Local wildlife sites and geological designations such as County wildlife sites, wildlife corridors and Local Geological Sites (LGS) will be afforded a high degree of protection from potentially harmful development, unless a strong socio-economic need can be demonstrated and the development cannot be situated in a less sensitive location.

Assessing the effects of development on biodiversity and geodiversity

Where there is evidence to suspect the presence of protected species, the planning application should be accompanied by appropriate surveys assessing their presence to ensure that the proposal is sympathetic to the ecological interests of the site.

Proposals for new development on designated biodiversity and geodiversity sites should be accompanied by appropriate surveys identifying the potential effects of the development upon the designated biodiversity and geodiversity sites.

The surveys should be undertaken by a qualified person in order to provide a basis for decisions on:

- a) The development potential of the land
- b) Any necessary appropriate mitigation
- b) The means of working necessary to avoid harm to wildlife.

Where mitigation is required in the form of species translocation, the Council will work with partners to identify suitable sites for translocation.

Justification

The Council considers that this policy is necessary to protect biodiversity and geodiversity in the Borough.

Policy N4: Protecting other wildlife features

New development should conserve and enhance biodiversity features, and proposals for new development should be submitted with landscaping proposals, including a Management Plan, which show how existing trees, riparian corridors/trees, hedgerows, ponds and other wildlife features will be integrated into the development. Landscaping proposals should also include new trees and other planting of suitable species for the location to enhance the landscape of the site and its surroundings as appropriate.

Trees which positively contribute to the visual amenity and environmental value of that location will be protected. New development should not result in the loss of or damage to ancient woodland or veteran or aged trees outside woodland.

Where the conservation of biodiversity features cannot be achieved, the applicant must justify their loss. Where the Council is satisfied that the loss is adequately justified, replacement trees, hedgerows, ponds and other wildlife features will be required.

Proposals which include landscaping proposals, replacement of wildlife features, new wildlife features, or which integrate existing wildlife features into the development, will be required to demonstrate that measures will be put in place to manage these features as appropriate, including the use of suitable legal agreements.

Justification The Council considers that this policy is necessary to protect trees, hedgerows, ponds and other wildlife features in the Borough.

11. Green Infrastructure



High quality open spaces will be protected and access to them improved, benefitting health and well-being and providing important space for nature. Green infrastructure will be viewed as an integral part of new development which is considered at the very start of the design process.

Key Facts – Green Infrastructure

- Approximately 3,461 ha of land within and surrounding the Borough's settlements are currently protected by Green Wedge and Wildlife. Under the Green Infrastructure Strategy this has been increased significantly.
- The Council has undertaken a review of the Borough's Green Wedges, confirming that the existing Green Wedges remain fit for purpose in providing the basis for the Green Infrastructure Strategy Framework.
- The Green Infrastructure Strategy along with the Infrastructure Delivery Plan (IDP) will help to inform the context for the delivery of infrastructure within the Borough so that it is planned, designed and sustainable.
- Early pre-application advice with Development Control will be important in making sure that Green Infrastructure objectives are translated consistently into detailed proposals.
- The Council needs to make provision for a 5-year housing land supply while at the same time ensuring that landscape and settlement character is maintained and enhanced.
- More residents in the Borough are travelling to work by car, although the proportion of residents travelling to work by walking and cycling is also greater than the national average.
- Biodiversity continues to be under threat from climate change and patterns of development creating an increasingly urgent need to avoid, offset and mitigate these effects.
- SuDS features can make a significant contribution to Green Infrastructure by providing a framework and mechanisms for improved amenity and biodiversity.

11.1. Green Infrastructure – Managing Change Supporting Nature

11.1.1. One of the core planning principles set out in the NPPF is that planning should proactively drive and support sustainable economic development; this includes the delivery of Green Infrastructure (GI). The provision of more housing and employment land will need to be matched by ensuring that the environmental quality of the Borough is maintained and enhanced in providing the high quality setting needed for development to be delivered sustainably in the longer term.

11.1.2. It is important that this Chapter is read in conjunction with the Chapter on the Natural Environment which describes the general character of the Borough and its designated natural environmental assets as background to the Green Infrastructure Initiative. It should also be read in conjunction with the Green Infrastructure Strategy which is intended to be published as a Supplementary Planning Document (SPD) to help guide individual planning applications.

“Green Infrastructure is a network of green spaces, water and other environmental features, urban and rural, which is multi-functional and capable of delivering a wide range of social, economic and environmental benefits.” (1) Cumbria Green Infrastructure Investment Strategy 2014

11.1.3. The context for Green Infrastructure is being able to manage the nature of the relationship between the finite resource of the Borough’s undeveloped landscape and the evolving character of the urban environment in response to the current and future needs and aspirations of the communities that live there.

The Strategic Requirement for Green Infrastructure

11.1.4. As the Borough’s settlements continue to expand to accommodate development, the need for a framework of Green Infrastructure becomes increasingly important in making sure that the visual and physical effects of new development are assimilated in such a way that creates liveable high quality places for people to live in that also maintain and enhance the locally distinctive environmental qualities and biodiversity characteristics of the Borough.

11.1.5. Environmental quality is recognised as being a fundamental factor in the Borough's ability to promote itself as a location that can attract and support a growing, sustainable and diversified economy in highly competitive and changing times. The role of Green Infrastructure within the context of the Local Plan is to ensure that the cumulative benefits of a high quality environment are seen as a commercial as well as an environmental asset and the starting point for delivering high quality sustainable development.

The Purposes of Green Infrastructure

11.1.6. The purpose of Green Infrastructure is to achieve an overarching framework of open green spaces connecting the open countryside to the local landscape scale providing the focus to inform, guide and control the design and planning of development in such a way that:

- Promotes the protection and enhancement of the Borough's distinctive and valued settlement pattern and character in providing the context for coherent and identifiable place making.
- Provides a high quality environment attractive as a location for business development and investment in direct support of a diversifying local economy.
- Contributes to the development of sustainable movement choices as well as providing amenity, recreation and tourism opportunities that encourage people to make healthier life choices.
- Utilises landscape design to assimilate development and its supporting 'grey' infrastructure into sustainable, attractive multi-functional settings.
- Enhances biodiversity in terms of space, connectivity and density of habitat and species with all Green Infrastructure classifications adopting 'Wildlife Corridor' status to allow wildlife and habitat to survive and flourish undisturbed whilst improving people's accessibility to nature.
- Includes adaptive measures to help offset climate change including drainage management through the integrated use of SUDs and woodland planting to help mitigate any future flooding or 'urban heat island' effects.
- Facilitates local food production with improved access to allotments, gardens and agriculture.
- Promotes access for all within the existing footpath, cycle and Public Right of Way networks highlighting and facilitating opportunities to enhance

connectivity and quality wherever possible, particularly in improving access to the Coastal Path, and the surrounding countryside.

- Contributes to the long term attractiveness, functionality and viability of the Borough as a place to live, learn, work and visit; invested in such a way that fosters and encourages community cohesion and an improved quality of life for all.

11.1.7. The Borough's watercourses and water bodies are an inherent feature of the Borough's Green Infrastructure. Their inter-dependence is brought together as part of the Green Infrastructure initiative to ensure that the implications of development on the water hierarchy and its positive contribution to design are understood and planned for from the outset.

Settlement Character

11.1.8. Understanding, protecting and enhancing the Borough's existing character from where it can be seen is vital in making sure that development is informed by the character of its surroundings and not imposed upon it to ensure that existing and future generations can identify with the place they live in.

Movement Choices and 'Grey' Infrastructure

11.1.9. Key opportunities arising from having a Green Infrastructure framework include the ability to enhance key strategic routes, important to the character of the Borough, as well as local routes that can provide a realistic alternative to the private car and improve the connectivity within and between local communities. A structurally connected series of Green corridors also presents the opportunity to incorporate any necessary 'grey' infrastructure sensitively within the development it serves.

Enhanced Biodiversity

11.1.10. The expansion and increasing density of settlements has had the unintended but inevitable effect of displacing and marginalising natural ecology from the urban area. Improving the amount of space available for wildlife will help to achieve a more sustainable balance with nature, especially for those species that have become increasingly dependent on the urban environment for their survival. Many previously common insect, bird and mammal species are now in severe decline,

including those vital to the local food economy such as bees. Spatial planning for biodiversity must become a priority in planning a sustainable future for the Borough.

Climate Change

- 11.1.11. As the urbanised area enlarges it is important that adequate capacity is incorporated to manage increasing surface water run-off, not just on individual sites, but in the way it impacts when added to the water hierarchy. Problems are often created by the rate of run-off, not just its volume. The coordinated use of Green Infrastructure will help ensure that all sites are capable of intercepting and retaining water on site before discharging to an appropriate watercourse. Green Infrastructure offers the means to do this provided that measures are designed with sufficient space and a clear understanding of the ground conditions within the local area and of the realistic capacity potentially needed in the longer term.
- 11.1.12. The management of water within developments has long been seen as something that is hidden away. Well-designed landscaped water features can be a safe and attractive focus for development as well as providing necessary drainage protection from flooding. Designing Sustainable Urban Drainage Systems (SUDs) from a landscape perspective can only contribute positively to the appearance of a development.
- 11.1.13. Open green spaces covered by woodland as well as reducing the impact of flooding help to compensate for the 'urban heat island' effect generated by unrelieved built form and hard surfaces. The design of new developments is a key opportunity to increase the amount of tree cover providing valuable natural shading in gardens and public areas.

Food Production

- 11.1.14. Allotments are a characteristic feature of the Borough's settlements and represent a sustainable and valuable source of local food growing as well as being an important source of recreation, relaxation, local culture and community interaction. Allotments need to be carefully managed however to ensure that they do not become dominated by poorly designed structures and boundary treatments to the extent that the appearance and openness of the area is undermined and that accessibility for natural pest-reducing wildlife such as hedgehogs is impaired. Support for allotments is contained in policies HC13 and N2.

Sustainable Futures

11.1.15. Development has the potential to contribute positively to creating a sustainable future, but only if all development partners embrace it. A sustainable future needs all elements of the natural and built environment to be planned and designed together in a way that works with the locally distinctive character of a site not against it and that recognises the increased commercial value that this approach represents.

Planning Policy and Green Infrastructure

11.1.16. It is important that the policies contained in this Chapter and the advice and guidance set out in the Green Infrastructure Strategy are applied consistently on all sites requiring individual Development Control case officers to champion its provision when negotiating individual planning applications.

11.1.17. The Green Infrastructure Strategy's subtitle – Managing Change Supporting Nature – positions it as a document concerned with managing the delivery of development and its associated infrastructure in those areas most subject to development pressure and where development would be acceptable only where the provisions of the Strategy can be met.

11.1.18. Additionally, the Green Infrastructure Strategy provides characterisation advice relating to the form and appearance of the built part of the development to help maintain the general character of the area especially semi-rural or semi-urban character of the settlement edge.

11.1.19. The Cumbria Green Infrastructure Investment Strategy 2014 provides the local policy context and impetus for this piece of work with higher level characterisation provided by Cumbria County Council's Landscape Character Toolkit and Natural England's National Characterisation, habitat and species mapping, as well as local constraints recorded on the Council's GIS mapping system. The Council may consider producing a Borough-wide Landscape Appraisal to provide a further level of context between the strategic and the local levels.

Wildlife Corridors

11.1.20. Previously, the Council relied on a specific policy designating only a small number of sites within the Borough as being important to wildlife creating a two-tier situation reducing the relative importance of wildlife outside these areas as a consequence. These Wildlife Corridors are discussed in the Natural Environment Chapter. However, it is now accepted that all areas of green infrastructure can provide wildlife benefits, particularly where they are well connected.

Policy GI1: Green Infrastructure

The Council, through the preparation and adoption of the Green Infrastructure Strategy SPD, Masterplans and Development Briefs will identify and promote the creation, enhancement and protection of a Green Infrastructure Framework designed to maintain, enhance, expand and connect a network of natural and man-made green and blue spaces together along with the project focus necessary to secure and implement its delivery.

The Council will work proactively with the community, public sector partners, voluntary sector, developers and utility providers to:

- (a) Ensure that all new development contributes to the protection and enhancement of the Borough's distinctive and valued landscape and settlement character implementing a network of Green Infrastructure as the context and setting for coherent and locally distinctive place making.
- (b) Utilise landscape and urban design techniques together to assimilate development and its supporting Green Infrastructure into sustainable, attractive multi-functional layouts.
- (c) Integrate sustainable movement choices at all scales that support domestic, leisure and tourism movements around and beyond the Borough to actively encourage improved health, fitness and well-being.
- (d) Protect and integrate amenity open spaces, playing fields, sports pitches and play areas within areas of Green Infrastructure including where a need is demonstrated.
- (e) Protect, support and enhance biodiversity by creating inaccessible and well-connected habitat within and between neighbouring areas that allows wildlife to co-exist undisturbed whilst improving peoples accessibility to nature;

- (f) Include adaptive measures to help offset climate change including sustainable urban drainage (SUDs) management and tree planting to reduce the impact of flooding and assist in the cooling of 'urban heat islands'; and
- (g) Facilitate local food production in allotments, gardens and adjacent agriculture

Justification

This policy is an overarching Green Infrastructure policy that requires the production of a Green Infrastructure Strategy Supplementary Planning Document (SPD) which identifies the requirements and criteria for the identification of Green Infrastructure within the Borough along with the design principles and criteria necessary to assimilate new development within it as well as the mechanisms to secure its implementation.

The policy will be used to protect and enhance the character and environmental qualities of the Borough's urban areas and their connectivity with the surrounding countryside whilst accommodating well-designed new development. Furthermore, it seeks to embed green infrastructure from the outset of the design process to help ensure that it adds value to new development.

11.2. Components of Green Infrastructure

11.2.1. The following section identifies each Green Infrastructure classification and how they contribute to multi-functional site layout design. These different areas are identified in appendices D-F:

- Green Wedges
- Green Spaces
- Green Corridors
- Green Routes
- Green Links

11.2.2. The contribution of the following Green Infrastructure Assets is also set out:

- Open Countryside
- Formal Open Space and Sporting provision
- Woodland & Tree Planting
- Private Gardens

Green Wedges

- 11.2.3. The Council's Green Wedge policy has successfully protected key areas of open space within the Borough from inappropriate development since 1991. A Green Wedge Review confirmed the effectiveness of the former Green Wedge Policy D4 over its life forming the basis for the new classification based approach. Green Wedge designation does not prevent all development only that which would be at odds with the Green Wedge purposes set out in policy GI2.
- 11.2.4. Green Wedges are areas of land with specific physical and visual importance due to their location, topography, physical landscape characteristics and visual prominence. Their purpose is to maintain separation between settlements and to ensure that local communities, especially in the inner urban area, have reasonable proximity and access to green open spaces and recreational opportunities.
- 11.2.5. Green Wedges are considered to be the foundation of the Borough's approach to Green Infrastructure anchoring the rest of the Green Infrastructure network within the wider landscape.

Policy GI2: Green Wedges

Proposals within or adjoining designated Green Wedges will be supported providing that they:

- a) Provide visual relief, physical contrast and visual or physical separation between settlements and neighbouring development areas;
- b) Demonstrate how development would respond to, maintain or enhance the open character of the Green Wedge;
- c) Enhance the biodiversity value of Green Wedges, where possible;
- d) Maintain or enhance its value as a setting for recreation; and
- e) Protect the setting of heritage assets.

Justification

This policy and the designation of areas of Green Wedge strive to protect the character and setting of the Borough's settlements whilst improving the accessibility of its open green spaces to residents visually and physically.

This policy continues to identify and protect established Green Wedges as well as designating new ones where evidence identifies a need as part of a wider approach to Green Infrastructure.

Green Corridors

- 11.2.6. Housing layouts have long been dominated by highway engineering, servicing and utility arrangements constraining the ability to arrange built form and landscaping resulting in a homogenized form of development that pays little regard to the character of its surroundings.
- 11.2.7. The purpose of a Green Corridor is to identify those parts of a site capable of providing the space required to accommodate a development's infrastructure requirements in a landscape-led way creating a multi-functional approach connecting the various parts of a site and in supporting access and service connections with adjacent development areas. A key purpose of Green Corridors is to identify adequate space that will support Sustainable Urban Drainage Systems (SUDS) utilising a variety of ground modelling, engineering and landscaping techniques to maximise percolation and transpiration of accumulated water.
- 11.2.8. Developers will be required to prepare Design Codes in the form of sections through key infrastructure features to demonstrate how the principles and parameters of the Green Corridors are to be met across the site.

Policy GI3: Green Corridors

The location of related infrastructure within a Green Corridor will be acceptable providing that all of the following criteria are met:

- a) Proposals must demonstrate how existing vegetation and landform features both within and adjacent to the Green Corridor have informed the layout and design of infrastructure.
- b) An appropriate survey will be required to determine the nature and extent of ecology within the Green Corridor to ensure that any existing habitats or species are protected and enhanced and how the resulting environment is to be managed during and after the construction period.
- c) Landscaping proposals will need to demonstrate that only naturally occurring species are used encouraging durable, low-maintenance natural succession forms of planting

- that provide landscaping for infrastructure and continuity of movement and foraging for wildlife.
- d) Proposals must demonstrate how accessibility, activity, infrastructure and development frontage are interwoven together into a landscape-orientated layout design.
 - e) Movement through the site layout must be designed clearly as a hierarchy. Connections between development areas must be legible in terms of siting, design and landscaping with sufficient variation in route direction, width and enclosure to manage cycle speeds.
 - f) Incorporate water intercept and storage capacity sufficient to retain and discharge current and anticipated levels of surface water drainage appropriately to a suitable watercourse if required as an intrinsic part of layout and landscape design.
 - g) Proposals for infrastructure, sports facilities or formal open space including children's play areas will be encouraged, providing that any structures relate closely with existing or proposed landscaping and are not in visually isolated or prominent positions.
 - h) Ensure that all routes and spaces are capable of being at least indirectly overlooked in contributing to community and personal safety.

Justification

The policy identifies a classification that supports the creation of attractive spatial and landscaped settings for development that respond to and maintain the characteristics of the existing site and its surroundings and to ensure that where development is allowed, it accords with a range of criteria designed to control its location, scale, siting, content, arrangement, design and landscaping.

Green Spaces

11.2.9. Green Spaces differ from Green Wedges in that they describe spaces in the urban area that are important in providing amenity or recreational space for local communities whether existing sites or new ones identified as forming part of an allocated site.

11.2.10. Access to open green space is important to local communities especially where it is an established or focal part of local street scene character, actively used

by children for play, supports local wildlife or provides a physical and or visual connection with other green spaces. Underused or despoiled areas are also important in this context given the contribution they can make locally with their semi-natural character and reduced accessibility making them viable habitats for urban wildlife.

Policy GI4: Green Spaces

Green Spaces within the urban area make an important contribution to community life, streetscene character and biodiversity and will need to be retained within the existing built up area as well as being provided for in new housing layouts. Where development is proposed adjacent to a Green Space it will need to show how the form and character of existing spaces are to be maintained, incorporated or enhanced and how new areas are to provide a focal setting for new development as part of a wider landscaping scheme that contributes to creating a sense of place, improved accessibility and community safety.

Justification

The policy provides specific protection for areas of formal or informal amenity including underused or despoiled land that contributes positively to community life and streetscene character.

The policy is supported by community groups and parish councils keen to protect green spaces in their neighbourhood.

Green Routes

11.2.11. The concept of Green Routes comes from the recognition of the need to maintain and improve the character and image of existing strategic routes that are already green in character and to strive to improve the network of movement choices between new development and existing locations that would encourage safer walking and cycling.

11.2.12. The density of the existing urban area means that developing new or improving existing connections between important green spaces can be restricted. The purpose of the Green Routes classification is twofold. Firstly, it is to highlight the role and importance of strategic routes within the Borough and secondly, to

promote and enhance local routes between new development and existing built-up areas as a means to encourage more sustainable movement choices.

11.2.13. Strategic and Local Green Routes are to be included as potential projects in the Action Plan that accompanies the Green Infrastructure Strategy SPD highlighting potential opportunities for community, voluntary, Council and developer-led projects to lead on improving the quality and character of routes through landscaping, lighting and signage.

11.2.14. The England Coastal Path is a major strategic marketing opportunity to improve connectivity around the Borough's attractive coastline on foot, providing further impetus to identify other opportunities including the suggested 'Circular Route' around Barrow extending through and beyond the Borough using previously identified sections of Long Distance Routes, Possible Cycle Routes and existing Public Rights of Way which continue to be synonymous with the principles of Green Infrastructure. Routes including access to the internationally significant coastline and rural hinterland have the potential to contribute a significant leisure resource to the Borough for visitors as well as residents.

Policy GI5: Green Routes

Green Routes fall into two categories, strategic and local. Strategic Green Routes play an important role in presenting the Borough's character, image and identity to visitors and as such require the highest standards of development, landscape and highway frontage design, including lighting. Strategic routes include Abbey Road, Park Road and Rawlinson Street in Barrow and the England Coastal Path

Local Green Routes connecting development areas and or other Green Infrastructure Assets between existing built up areas and new development sites also need to be well-designed in making sure that they are fit for purpose, safe and attractive so that they are well used.

Proposals and accompanying Design & Access Statements will need to demonstrate how the following criteria have been met:

Strategic Green Routes

- (a) Development and associated advertising and signage proposals fronting onto a Strategic Green Route must deliver a high standard of design and landscaping and

be of a form, scale and proximity complementary to the character of the site's location and setting.

- (b) Site, architectural and signage illumination will need to be specified to avoid light pollution. White light sources will need to be used for way-marking and signage clarity with secondary amenity lighting providing subtle colour to architecture or landscaping if required. All lighting is to be static with all light sources concealed from direct view from the public realm and highway.
- (c) Where an important route continues off-site that would be beneficial to the function of the development, a S106 and / or S278 Planning Obligation may be required to enhance its integration and connectivity with site design and landscaping proposals.

Local Green Routes

- (d) Local Green Routes between existing and new developments will need to be well-landscaped and located to achieve a good standard of natural surveillance with planting along the route designed not to inhibit visibility or accessibility over time.
- (e) Lighting, apart from vehicular crossing points will need to be of a durable low-level design and integrated as part of the landscaping scheme
- (f) Vertical 'pinch points' combining change of direction, gateways and continuous landscaping will need to be achieved at the edges of a development layout design to prevent the misuse of Local Green Routes by motorized vehicles.
- (g) Local Green Routes that are well defined whilst avoiding being segregated from the areas they pass through will be encouraged.

Justification

This policy will be used to identify opportunities to connect Green Infrastructure assets via Green Routes through built-up areas. The Council will identify these routes as the Plan is developed and welcomes suggestions for potential Green Routes.

Green Links

- 11.2.15. The Green Infrastructure Strategy identifies two types of Green Links: Strategic Green Links (comprising Wildlife Corridors and Local Landscapes) and local "operational" green links.

11.2.16. In terms of the Strategic Green Links, these were first identified in the adopted Barrow Local Plan Review 1996-2006 at the following locations highlighting their particular value in quantitative and qualitative terms:

- Furness Abbey and Mill Beck Valley
- Goldmire and Hagg Gills Valley; and
- Poaka Beck Valley, north of Dalton

11.2.17. Wildlife corridors are discussed further in the Natural Environment chapter.

11.2.18. Whilst Green Wedges are vital primarily in terms of landscape and settlement identity Green Links are vital in providing visual and physical connections with other Green Infrastructure assets in contributing to the maintenance and protection of local landscape and site character as well as enhancing habitat and species protection.

11.2.19. Green Links are a valuable landscape design feature in helping to frame the creation of separate sub-character areas as well as helping mitigate and enclose the effect of development edges on the wider area.

11.2.20. Green Links will often be closely linked with Green Corridors especially as the location for existing watercourses or in supporting new connections to watercourses from SuDS schemes located within the development.

Policy GI6: Green Links

Proposals involving or adjacent to existing hedgerows or Green Links will be supported provided that they do not compromise the continuity or integrity of the hedgerow or green link.

Where considered appropriate by the Planning Authority proposals should enhance the contribution made by the hedgerow or green link.

Justification

Small areas of landscaping can be under-valued when considered in isolation in relation to a site. The Green Link classification ensures that existing landscape elements are afforded due consideration in proposals and enhanced wherever possible.

Open Countryside

11.2.21. Open countryside represents the largest Green Infrastructure asset within the Borough. Development within the open countryside has long been limited to the needs of agriculture and forestry and as such does not come under the same degree of pressure as those areas adjacent to the existing built up area forming the settlement edge. Those proposals within the open countryside that are considered to fall within acceptable use classes will need to incorporate the design advice contained in the Green Infrastructure Strategy to help ensure that their rural location does not impact on the wider qualities of the surrounding area.

Policy GI7: Open Countryside

Proposals acceptable within the open countryside will be supported providing they accord with the principles of the Green Infrastructure Strategy to make sure the form and character of development and its landscaping complements the setting and appearance of the surrounding area.

Justification

This policy ensures that proposals that are acceptable within the open countryside contribute positively to the site context and the distinctive character of the countryside.

Formal Open Space and Sporting Provision

11.2.22. Convenient access to sport and physical activity is an important factor in the health and well-being of the wider community. Green Infrastructure has a role to play in providing outdoor opportunities for formal and informal sports as well as encouraging healthier ways of accessing them. Formal Open Space and Sporting Provision are only considered here in terms of their spatial contribution to Green Infrastructure and not the need-based case for its provision. The Council intends to update the Sports and Physical Activity Strategy, in association with Barrow Sports Council, and undertake a needs assessment to help identify appropriate locations and levels of provision required on the basis of emerging trends.

- 11.2.23. Playing fields and sports pitches have often become enclosed within urban areas as towns have expanded, especially those relating to schools and are consequently not always well-related to other large open green spaces. The generally formal approach to maintenance and lack of ground cover in playing fields and sports pitch areas tend to make them of only limited biodiversity value. Opportunities should be taken to help connect them within the wider Green Infrastructure Framework through the consolidation of landscaping and boundary planting.
- 11.2.24. Larger areas identified for Green Infrastructure may be able to accommodate proposals for new playing field and sports pitch provision on the basis of evidenced need. It will be important that such facilities are located sensitively and functionally in relation to surrounding built form and landscaped and accessed appropriately, including for maintenance purposes, without impacting unduly upon local amenity or community safety.
- 11.2.25. Parks and other formal spaces such as play areas are also often enclosed historically by built form. The Green Infrastructure Strategy Action Plan aims to highlight opportunities for creating landscape connectivity with these assets wherever feasible.
- 11.2.26. Policies relating to provision of open space, sports facilities and recreational buildings and land are set out in the Promoting Healthy Communities Chapter.

Woodland & Tree Planting

- 11.2.27. The Woodland Trust have identified that there may be up to 70 hectares of additional woodland needed in the Borough in addition to those already established. Woodland and tree planting in general are much valued visual, recreational and ecological assets. Woodland, whether in smaller ‘copses’ or larger ‘woods’ can be a significant net contributor to the reduction of ‘heat islands’ generated by dense areas of development helping to reduce local temperatures by up to 3%. Trees can also provide a valuable mechanism for reducing local flood risk by reducing soil saturation levels.
- 11.2.28. Green Infrastructure requirements offer significant opportunities to incorporate elements of structural woodland and small-scale tree planting as screening, groups within Green Corridors, Green Spaces and Green Links and individual trees in gardens. Every encouragement is given to small scale woodland planting that

supports existing landscape definition as well as large scale proposals on Opportunity or 'Brownfield' sites that lack the potential for other uses.

Policy GI8: Woodland

New Woodland

Proposals for new woodlands will be encouraged providing that a coherent landscape structure and setting can be demonstrated, including how connections would be achieved to other areas of woodland, landscaping or open space.

Proposals will also need to demonstrate an appropriate approach to public access, where proposed, and community safety, as well as to the creation of inaccessible habitat areas.

Proposals that use a mix of locally native species will be supported. All schemes will require the inclusion of a long term management plan.

Existing Woodland

Development proposals should avoid the loss of woodland or enable the protection, enhancement and management of existing woodland and tree cover within the Green Infrastructure framework.

Proposals that incorporate or adjoin existing areas of woodland must demonstrate how connections would be achieved to the development and those areas and other areas of green infrastructure.

Justification

The policy seeks to encourage new woodland and tree planting within the Green Infrastructure framework at appropriate locations that would support landscape character or mitigate the effects of development. The policy also recognizes the potential of underused brownfield sites as potential locations for Urban Woodlands with potential benefits in responding to the anticipated effects of climate change as well as allowing public access.

This policy also seeks to protect existing woodland and tree cover in the borough.

Private Garden Boundaries

- 11.2.29. Private gardens contribute significantly to the Borough's vegetative cover and biodiversity. They have not been identified specifically as a specific classification of Green Infrastructure to allow the focus to be on those areas around the

settlement edge that are subject to most development pressure. Policies elsewhere in the Local Plan set out the circumstances in which private gardens may be developed. Where the Green Infrastructure Initiative is concerned is in responding to the dramatic decline in a number of common insect, mammal and bird species, especially Hedgehogs and Bees, and trying to find solutions to help with their survival. The reduction in numbers is due to a number of factors including climate change, but also due to displacement following the loss of natural habitat and the disruption to movement, foraging and social networks caused by insensitively enclosed developments.

11.2.30. This relates particularly to the wide use of solid boundary treatments to the rear and sides of properties. Whilst it is important to secure private boundaries this does not mean that access for wildlife cannot be provided within the lower sections of fencing without compromising security using solid designs to screen only the most private part of the garden nearest the dwelling with more open styles supported by planting elsewhere.

Policy GI9: Private Garden Boundaries

Development proposals will need to incorporate specific measures to assist the local migration of wildlife between the side and rear garden boundaries of dwellings. Proposals that actively promote accessibility and habitat for wildlife will be encouraged. Proposals that would inhibit such movement will be resisted.

Justification

This policy has been included in response to recent reports relating to the decline of Hedgehogs and Bees in particular and the need to attempt to redress the situation.

Implementation in Partnership

11.2.31. No one organisation can deliver Green Infrastructure single-handed. It requires widespread communication, education and consensus so that all parties are able to recognise and buy-in to the advantages it can bring environmentally and commercially. The Council intends the Local Plan and the Action Plan accompanying the Green Infrastructure Strategy to be the focus for this 'step change' in making sure that stakeholders understand and embrace the opportunities from the outset.

Developer Contributions

- 11.2.32. An important task will be to improve or `repair' existing gaps in Green Infrastructure that may fall beyond the scope of on-site development, but which nevertheless are sufficiently well-related to benefit the scheme functionally and aesthetically. Developer contributions will continue to be an effective way of securing such improvements.
- 11.2.33. All sites, whatever the scale, have the potential to improve the environment with the cumulative effect of even small actions contributing to broader objectives. It will be important that Green Infrastructure and other objectives are coordinated carefully from the outset of the development process, so that Green Infrastructure requirements are factored into assumptions about the value of the land and are not seen as being a cost to be borne by the developer alone.
- 11.2.34. The Community Infrastructure Levy (CIL) is a charge that the Council may at some point in the future decide to apply to new developments. The charge would help to raise funds for a range of new infrastructure projects supporting development in the Borough. Section 106 agreements can be used at the same time, but their use will be more limited in the event that the Council adopts a CIL.

Monitoring

- 11.2.35. Monitoring the delivery of new Green Infrastructure will be an important way to review the performance and effectiveness of the policies and the Strategy. A Green Infrastructure Checklist will be included as part of the Council's `Local List' Notes for Applicants summarising the principles and guidance that proposals will need to be shown in plans and justified in Design & Access Statements.
- 11.2.36. The importance of Green Infrastructure to the planning process means that it will be expected to form part of the planning application with only details of future management and replacement left to condition.

12. Promoting Healthy Communities



Health is linked closely to where people live, learn, work and play. The health and well-being of the Borough's population will be improved over the plan period, through measures aimed at reducing health inequalities, improving access to healthier food, reducing obesity through improved access to physical activity, encouraging walking and cycling, and improved air quality. Higher education provision will be expanded, generating a culture of learning that is attractive and accessible to all. Educational attainment for children and young people will be increased.

Key Facts – Healthy Communities

- The health of people in Barrow Borough is generally worse than the England average.
- Deprivation is higher than average and about 2,600 children live in poverty.
- Life expectancy for both men and women is lower than the England average.
- Life expectancy is 13.0 years lower for men and 8.4 years lower for women in the most deprived areas of the Borough than in the least deprived areas.
- Over the last 10 years, all cause mortality rates have fallen. The early death rate from heart disease and stroke has fallen.
- In Year 6, 20.5% of children are classified as obese, worse than the average for England.
- The estimated level of adult 'healthy eating' is worse than the England average.
- Levels of GCSE attainment and breast feeding are worse than the England average.
- Rates of smoking related deaths and hospital stays for alcohol related harm are worse than the England average.
- The rate of statutory homelessness is better than average.
- Estimated levels of adult physical activity are worse than the England average.
- Public Health priorities in Barrow-in-Furness include reducing smoking, reducing alcohol misuse and reducing obesity in children.

Source: Barrow-in-Furness Health Profile 2015, Public Health England

12.1. Health

12.1.1. The National Planning Policy Framework states that the planning system can play an important role in facilitating social interaction and creating healthy, inclusive communities. The Council recognises the value of providing and maintaining an environment for residents to live and work which is not harmful to their health. The Local Plan will support proposals which promote and enhance the Borough's environment, including its housing, facilities, public realm and open space thus maintaining and improving the character of the Borough and maximising the associated benefits on the health and wellbeing of residents.

Health Profile of Barrow³⁷

12.1.2. Poorer health is often linked to social and economic deprivation, and people in Barrow generally experience poorer health than the Cumbrian average. Measures of health deprivation show that there are significant health inequalities within the Borough.

12.1.3. The 2010 Indices of Deprivation (DCLG) showed Barrow to be 32nd most deprived local authority district out of 326 in England, this compares with the 2007 Indices where the Borough ranked 29th out of 354. The Deprivation Indices are built up from information sorted into seven "domains". These domains are income, employment, health, education, housing, crime and living environment. Barrow is the most deprived district in the County. The Indices break the Borough down into 50 sub-ward areas known as 'Lower Super Output Areas' each Area containing about 1500 people. 12 out of 50 of the Borough's LSOA's are in the bottom 10% nationally and 22 of the 50 in the bottom 20%.

12.1.4. There is a strong correlation between overall deprivation and deprivation in terms of health. Central ward in Barrow is both the most deprived ward in Cumbria and the most deprived in terms of health. Those living in Central ward in Barrow have the lowest healthy life expectancy in Cumbria at just 58.9 years.

12.1.5. The proportion of working age adults in Barrow with a disability has increased and at 25% is the highest in the county. The number of young people in the Borough with disabilities is also on the rise and the highest in Cumbria with 3.6% of

³⁷ Source: Cumbria Joint Strategic Needs Assessment, March 2012 and Barrow Borough Council Annual Monitoring Report, 2014/15)

young people in Barrow entitled to disability living allowance compared to the county average of 2.6%.

12.1.6. The percentage of working age adults with disabilities in employment is in decline and the second lowest in the county behind Copeland. 38.2% of working age adults with disabilities is in employment compared to the county average of 49.3%.

12.1.7. In the Borough there is a high percentage of working age residents claiming Incapacity Benefit and Employment Support Allowance (ESA). Although falling, the Borough has the highest rate in Cumbria and a rate well above the Cumbrian, Regional and National average.

12.1.8. Good physical health and mental wellbeing are central to people's ability to participate fully in society and enjoy a high quality of life. The Council, as set out in its Sustainable Community Strategy envisages a place where everyone is able to lead a healthy life, and all members of the community have equal access to opportunities take part in active recreation, eat a healthy diet and receive high quality education and local healthcare services.

Healthy Places

12.1.9. The NPPF promotes the development of healthy communities and effective land use planning can create an environment that has a positive influence on a person's health. Good design of new buildings and the spaces around them can achieve neighbourhoods where people want to live, and that enable a more active lifestyle by encouraging walking, cycling, play and active leisure. Access to community facilities, shops, education and health facilities and green spaces create sustainable places, and can also reduce crime and anti social behaviour.

12.1.10. In addition evidence suggests that living near a park, woodland or other green open space has health benefits, aiding recovery from a range of health problems particularly mental health issues such as depression and anxiety. Open greenspaces contribute to reducing health inequalities and incidence of ill health by improving the way people feel in their environments, their ability to take physical exercise and better air quality. This reduction could alleviate pressure on the NHS.

Policy HC1: Health and Wellbeing

The Council will encourage development which promotes health and wellbeing by:

- a) Providing access to a range of types of housing in sustainable locations
- b) Encouraging travel by sustainable means including use of public transport walking and cycling
- c) Promoting access to and use of open space
- d) Promoting the use of sustainable construction materials and methods where appropriate
- e) Protection of the Boroughs natural and heritage assets
- f) Supporting a range of sport, recreation and leisure pursuits
- g) Supporting health promotion: Including smoking cessation, healthy eating and breastfeeding campaigns
- h) Encouraging reuse of existing buildings for health uses where appropriate
- i) Encouraging use of renewable energy technologies where appropriate
- j) Promoting inclusive design which meets the needs of all, including those with mobility challenges.

Justification

Good physical health and mental wellbeing are central to people's ability to participate fully in society and enjoy a high quality of life. The Council, as set out in its Sustainable Community Strategy envisages a place where everyone is able to lead a healthy life, and all members of the community have equal access to opportunities take part in active recreation, eat a healthy diet and receive high quality education and local healthcare services.

This policy is an overarching policy to encourage a healthy environment within the borough.

Hospitals

- 12.1.11. Barrow Borough has one hospital, Furness General, located on the edge of the town of Barrow. The hospital has 268 beds and is operated by University Hospitals of Morecambe Bay NHS Foundation Trust.

- 12.1.12. Key services offered at Furness General include Accident & Emergency Department, Oncology Unit, Critical Care, Maternity & Special Care Baby Unit and Outpatient services.
- 12.1.13. The demand upon, and utilisation of, health and social care services helps establish the picture of health and wellbeing in an area. Demands on elements of the emergency health system within the Borough are above those for Cumbria as a whole. In Barrow there were 139 emergency admissions to hospital per 1000 residents compared to 115 for Cumbria and 120 calls to the ambulance service compared to 108 for Cumbria.
- 12.1.14. The hospital is used by residents from outside the Borough particularly Millom, Kirkby, Broughton and Furness. The next nearest hospital is in Kendal, with the next Accident & Emergency Department being at Lancaster.
- 12.1.15. The current Local Plan contains a policy to protect a piece of land adjacent to the Hospital for health related purposes linked to the use of the hospital. The Council has been advised that the land is now surplus to requirements and therefore instead of protecting the land for hospital uses it will be protected under policies within the Green Infrastructure Chapter as open space providing visual relief and green space around the hospital.

Surgeries and Health facilities

- 12.1.16. Residents require facilities and services in locations convenient to where they live. Therefore, the Council should plan positively to support the provision of local services and facilities to meet the needs of the community in a sustainable way. Residential growth and new housing provision may require new or extended health facilities.

Policy HC2: Doctors Surgeries and Health Centres

Proposals for the development of new health centres, doctors' surgeries, welfare buildings, dentists and other surgeries will be supported where:

- a) The proposed location is within, or on the edge of the town, or within a neighbourhood or village centre;
- b) They are accessible by public transport;

- c) They provide adequate on site parking, or there is adequate on street / public off street parking in the area without causing congestion or loss of amenity;
- d) Their hours of use will not cause a significant loss of local residential amenity.

Consideration should be given to the reuse of existing buildings where possible.

Justification

This policy supports the development of facilities to promote health and well being in the borough whilst protecting residential amenity and sustainability.

Children's Nurseries

- 12.1.17. Nurseries for children under school age and after school clubs are an important facility for care and educational provision. However nurseries may cater for large numbers of children, and can cause a loss of residential amenity through noise nuisance from outdoor play and increased traffic and congestion at drop off/collection times.

Policy HC3: Children's Nurseries

Proposals for the development of children's nurseries which cater for more than 6 children at a time will be supported where:

- a) The proposed location is sustainable;
- b) Any outdoor play space is reasonably separated from neighbouring curtilages either through distance or adequate screening/landscaping;
- c) They provide adequate on site parking, or there is adequate on street parking for drop off/collection in the immediate area without causing congestion or other highway safety issues;
- d) Their use does not cause a significant loss of local residential amenity.

Consideration should be given to the reuse of existing buildings where possible.

Justification

This policy supports the development of Children's Nurseries in the borough whilst protecting residential amenity and sustainability.

Sustainable & Accessible Places

- 12.1.18. The NPPF highlights the importance of 'planning positively for the achievement of high quality and inclusive design for all development including individual buildings, public and private spaces and wider development schemes' to ensure that buildings and surrounding spaces are sustainable and accessible to all.
- 12.1.19. Buildings and public open space should incorporate good design and interact with the surrounding environment to create a sense of place which is safe and accessible for all users and encourages the active and continual use of public areas.
- 12.1.20. Poorly designed buildings and spaces can be inaccessible to elderly people and those with disabilities and mobility issues as well as those with pushchairs.
- 12.1.21. Statutory requirements relating to the provision of access are contained within the Equality Act 2010 and Part M of the Building Regulations 2004 incorporating 2010 and 2013 amendments. Part M sets out minimum standards on the design and construction of buildings to make them accessible to all.
- 12.1.22. Barrow Borough has an ageing population and the Council will support developments which actively address the needs of the aged, disabled and those in need of assistance. Design of developments with accessibility in mind will reduce the need for adaptations in the future, thus relieving pressure on grant funding and reduced demand for personal care support and care home services by promoting greater independence, safety and wellbeing.

Policy HC4: Access to buildings and open spaces

1) Development proposals should make provision for easy, safe and inclusive access to, into, within and out of buildings, spaces and facilities. The layout and design of developments should meet the requirements of accessibility and inclusion for all potential users regardless of disability, age or gender. At the design stage consideration should be given to the effects of the proposal on the character and appearance of heritage assets and their settings, where applicable.

The Council will have regard to the following criteria when assessing development proposals:

- a) The design of entrances and exits and ease of movement through and between buildings, street furniture, open spaces and pedestrian routes;
 - b) The location of any development proposal in relation to its potential users;
 - c) Accessibility to all transport modes, including walking and cycling, and provision of adequate parking with the appropriate number of parking bays designated for cycles and motor vehicles, including specified disabled bays;
 - d) Provision of on-site facilities such as public toilets and appropriate signage.
- 2) Additionally, where there is a requirement to submit a Design and Access Statement as part of a planning application it should:
- a) Demonstrate the approach to inclusive design; and
 - b) Acknowledge compliance with Part M of the Building Regulations (Access to and use of buildings) and refer to BS8300:2009 (British Standards - Design of buildings and their approaches to meet the needs of disabled people – Code of practice) where appropriate.

Justification

The Council, in line with the NPPF, promotes safe and accessible developments which actively address the needs of the aged, disabled and those in need of assistance. Buildings and public open space should incorporate good design to ensure that buildings and surrounding spaces interact and are sustainable and accessible to all.

This policy will reduce the number of poorly designed buildings and spaces which can be inaccessible to elderly people and those with disabilities and mobility issues as well as those with pushchairs.

Cemetery Provision

- 12.1.23. The Council manages 3 cemeteries, Barrow which opened in 1872, Dalton in 1860 and Ireleth in 1951. All 3 cemeteries have sufficient space for new burials. The Crematorium opened in 1962 and is located within Barrow Cemetery.
- 12.1.24. A 2.2 hectare extension to Barrow Cemetery was approved in 2013, providing enough capacity for burials for approximately 120 years.

Crime

- 12.1.25. Barrow Borough Council has a responsibility to provide a safe place where every member of the community is able to live and work free from fear of crime, regardless of their age, gender, race, disability, sexual orientation or religious belief.
- 12.1.26. Section 17 of the Crime and Disorder Act 1998 states it is the duty of local authorities to exercise its various functions with due regard to the likely effect its activities on, and do all that it reasonably can to prevent, crime and disorder in its area. It places a statutory duty on the Council and its partners such as the police, fire services, probation and health to develop and implement a strategy to reduce crime, disorder and anti-social behaviour.
- 12.1.27. The established Community Safety Partnership, whose members include Cumbria police authority, the local fire and rescue service, the Neighbourhood Management Team, local health service representatives, Cumbria & Lancashire Community Rehabilitation Trust and the County Council, has a vision “to work in partnership to achieve a safer and stronger Borough of Barrow in Furness.” The current priorities are anti social behavior, alcohol related crime, domestic and sexual violence and re-offending.
- 12.1.28. Design standards relating to safety and security should be considered in all developments. Applicants are encouraged to consult with Cumbria Constabulary Architect Liaison Officers/Crime Prevention Design Advisors for site specific designing out crime advice.
- 12.1.29. Good lighting should be used to improve natural surveillance beyond daylight hours and reduce fear of crime. This, however, should not detract from the street scene or cause light pollution. In some cases lighting might not be appropriate as it may not be prudent to encourage use of a space after daylight hours. For example lighting of some parks at night may be discouraged.

Policy HC5: Crime Prevention

The design, layout and location of new development should contribute towards the creation of a safe and accessible environment, and the prevention of crime, and fear of crime.

Developers should:

- a) Ensure the design, landscaping or any feature does not create isolated or secluded areas;
- b) Demonstrate the design, layout, screening/landscaping enables a natural surveillance of the surrounding area and promotes neighbourliness;
- c) Incorporate adequate lighting and security measures where appropriate e.g. communal and parking areas, taking into account the impact on light pollution, the natural environment and residential amenity;
- d) Design layouts to promote ownership by residents and encourage use of communal areas
- e) Create clear and legible pedestrian and cycle routes that prevent unobserved access.

Justification

National Planning Policy Framework and Design and Access statements specifically highlight the requirement for crime prevention measures in the design of the built environment. As such, the Constabulary seeks council support in implementing policy that requires developers to demonstrate how crime prevention measures contribute to a safe and secure environment: The Constabulary would strongly encourage a policy on crime prevention and welcome the opportunity to be included in the process and the subsequent delivery of Council Policy in regard to this.

12.2. Sport & Recreation

12.2.1. An individual's health is also influenced by their lifestyle choices, as well as socio-economic factors and the environment in which they live. Lifestyle choices such as smoking, alcohol and drug consumption, a lack of physical activity and poor diet all impact negatively on an individual's health.

12.2.2. Sport and physical activity can contribute positively to social inclusion, regeneration, community safety, lifelong learning and health improvement. The Council recognises a clear and justified need to get the Borough's population more active in order to improve health. There is a strong link between physical activity levels and health, and as evidenced the Borough has some of the poorest health statistics in the country.

- 12.2.3. The Borough provides a wealth of opportunities for informal recreation and leisure activity which residents can actively participate in free of charge, such as parks, footpaths, woodland, beaches and dunes. This type of physical activity can have a positive effect on mental health and wellbeing.

Sport & Physical Activity Strategy

- 12.2.4. Barrow Borough's Sport and Physical Activity Strategy 2011-2016 makes the case for a multi agency approach, working towards a common purpose to promote participation in sport and physical activity for all sectors of the community.
- 12.2.5. The strategy identifies how sport and physical activity can make a positive impact on people's quality of life in terms of a whole range of socio-economic benefits and development of life skills.

The overarching vision of the Sport & Physical Activity Strategy is:

To increase opportunities for, and levels of participation in sport and physical activity by all sections of the community, resulting in improved health, well being, community cohesion and enhanced quality of life for those people who live, work, learn and play in the Borough of Barrow in Furness.

Barrow Sports Council

- 12.2.6. Barrow Borough Sports Council is the strategic body supporting sport and physical activity in the Barrow Borough, its members includes the Borough and County Councils, local schools and colleges, professional and amateur sports clubs and other support agencies.
- 12.2.7. The Sports Council awards grants to local clubs, organisations and individuals.

Participation & Facilities

- 12.2.8. There is a reasonable spread of sports and leisure provision within the Borough, ranging from sport specific facilities to community centres and halls. Football, rugby and bowling are the most popular participation and spectator sports in the Borough, with cricket also being very popular.
- 12.2.9. Other facilities include provision for athletics, badminton, basketball, bowls, boxing, dance, equestrian sports, fishing, gliding, golf, gymnastics, hockey, lawn tennis, martial arts, netball, off road driving, go-karting, table tennis and water sports, including two sailing clubs.
- 12.2.10. There are two leisure centres in the Borough, The Park Leisure Centre in Barrow, operated by the local authority, and Dalton Leisure Centre operated by a trust.
- 12.2.11. There has been recent development of sports pitch provision in the Borough with new facilities opening at Furness Academy including dance studio, activity studio, fitness suite with gym equipment and a 3G Artificial Football Pitch, and Pulse Soccer Facility at Barrow Leisure Centre which now has seven FA accredited 5 to 7 aside pitches with 3G surfaces. In addition a new Athletics Track Facility has opened in 2015 at Furness Academy, Barrow. Furness College also offers an all-weather playing facility.
- 12.2.12. The town is also home to professional sport, with Barrow Raiders Rugby League Football Club and Barrow AFC both occupying stadia in the town.
- 12.2.13. The Active People Survey looks at the proportion of adults participating in physical activity. The percentage of people taking part in 1x 30 minute session of activity per week is 29.63% for Barrow compared to 33.55% for Cumbria and 35.52% for England. The percentage of people taking part in 3 x 30 minute session of activity per week is 25.08% for Barrow compared to 29.47% for Cumbria and 26.04% for England.
- 12.2.14. Sport and leisure play a fundamental role in people's lives, and contribute to a healthier population. The provision of new facilities and protection of existing facilities is crucial for residents to maintain a healthy and active lifestyle and increase participation in sport and recreational activities. Paragraph 74 of the NPPF affords protection to existing provision, and guards against loss of existing open space, sports and recreational buildings and land.

Policy HC6: New Indoor Leisure Facilities

Proposals for the development of new leisure facilities will be supported provided that all of the following criteria are met:

- a) The proposed location is within the town centre, or if it outside of a town centre a sequential test has been applied and no town centre sites are available or appropriate;
- b) The proposed location is sustainable, prioritising brownfield sites and incorporating sustainable materials where possible;
- c) The proposed scale is appropriate for its location;
- d) The site is accessible by public transport, walking and cycling;
- e) Adequate on site parking is provided, or there is adequate on street parking in the immediate area without detriment to highway safety or loss of amenity;
- f) The development will not have an adverse effect on the amenity of the surrounding area, or impact on a town centre;
- g) Recycling receptacles are provided.

This policy does not apply to outdoor sports facilities, which are covered by Policy HC8.

Justification

This policy supports leisure and recreation in the borough whilst protecting residential amenity and sustainability.

Policy HC7: Loss of playing fields, sports pitches or facilities

Playing fields, sports pitches and facilities are an important factor in the health and well-being of the wider community. For this reason proposals that would result in a partial or total loss of any of these assets, or would otherwise constitute a change of use to non-sport or recreation uses, shall not be permitted unless:

- a) A robust up-to-date assessment has been undertaken which clearly shows the open space, buildings or land to be surplus to requirements; or
- b) The loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location nearby; or

- c) The development only affects land that is incapable of forming all or part of a playing field, sports pitch or facility; or
- d) The proposed development is ancillary to the use of the playing field; or
- e) The development is for alternative sports and recreational provision, the needs for which clearly outweigh the loss.

In all cases the loss of openness should not undermine the Green Infrastructure objectives.

Justification

The Council is keen to prevent the loss of sports pitches and facilities in the borough where they are of use and benefit to users and the wider community. This policy protects these facilities unless it can be demonstrated they are no longer needed or required or that they will be replaced elsewhere.

- 12.2.15. The NPPF recognises the clear link between sport and health and improving access to facilities and services and provision of additional facilities where there is a need/demand. Policy HC8 refers to grass and artificial pitches.

Policy HC8: New outdoor sports facilities

Proposals for the provision of outdoor sports facilities and associated buildings and infrastructure will be supported provided that:

- a) The development will not result in visual harm to the character and appearance of the surroundings, countryside or coastal area;
- b) The development will not result in the loss of agricultural land;
- c) The development would not harm any site of identified nature conservation interest;
- d) Adequate on site parking is provided, or there is adequate on street parking in the immediate area without causing congestion or loss of amenity;
- e) Its use does not cause a significant loss of residential amenity;
- f) The type, size and location of the new facility is informed by an up to date and robust assessment of need;
- g) Any floodlighting situated in the built-up areas is subject to a sports lighting assessment which demonstrates that residential amenities, highway safety and recognised ecological interests would not be adversely affected.

Consideration should be given to the reuse of existing buildings where possible.

Justification

This policy supports leisure and recreation in the borough whilst protecting residential amenity and sustainability. The requirement for sports lighting assessments to be submitted has been included to demonstrate there will be no adverse impact on local residents.

Policy HC9: Multi-use games areas

Proposals for multi-use games areas (MUGAs) with floodlighting will be approved where they are situated in the built up areas of towns and villages and a sports lighting assessment demonstrates residential amenities, highway safety and recognised ecological interests would not be adversely affected. Areas of well designed and maintained landscaping will be encouraged to provide shelter, screening and biodiversity.

Justification

This policy supports leisure and recreation in the borough whilst protecting residential amenity and sustainability. Areas of landscaping can help reduce the risk of surface water flooding, help attract biodiversity and soften the appearance of the MUGA.

Play

- 12.2.16. Safe and accessible places to play are important for a happy and healthy childhood. Better outdoor play opportunities for children have a positive effect on health and wellbeing and contribute to community life. Each neighbourhood has a range of places for children to play from informal open space, kick about areas, parks, playgrounds and woodland. The Council are committed to providing safe and accessible play spaces that are maintained and well used on routes that children can access easily and independently in close proximity to their home. Well designed play space can be embedded in the local environment and become an asset to the community.

- 12.2.17. New housing developments will require new play areas where there is no existing provision. This may be open space or contain play equipment. Developers will be expected to evaluate accessible play provision in relation to new developments, and agree their location with the Council. Where a Development Brief is available there will be information on play space. The authority will use section 106 obligations to ensure suitable provision and maintenance.

Policy HC10: Play Areas

Proposals for residential development will be assessed on a site by site basis, and where deemed appropriate through lack of provision or other limiting factor such as access, will be required to provide well designed and located children's play space, within close proximity to the development, that is safe and accessible for users. Areas of well designed and maintained landscaping will be encouraged. Developers will be expected to provide a commuted sum for a minimum of 5 years maintenance, or contributions for off site provision within suitable, safe walking distance.

Where a Development Brief has been produced for a site, the brief will set out the requirement for playspace and on windfall sites the requirement will be agreed with the Local Planning Authority.

Justification

The Council is committed to providing play space of appropriate scale and amenity for children in the borough. In order to ensure the play areas provided are well located, accessible without having to cross a busy road and contain an adequate level of equipment, developments will be assessed on a site by site basis to determine the level of provision for play required. This will prevent the creation of play areas which are poorly located, unused or potential areas for anti social behaviour, and will help to keep maintenance costs down. Areas of landscaping can help reduce the risk of surface water flooding, help attract biodiversity and soften the appearance of the play area.

Golf Courses

Policy HC11: Golf Courses

Proposals for new, or extensions to, golf courses and driving ranges will be permitted where it meets all of the following criteria:

- a) They will not adversely affect the character and appearance of the surrounding area;
- b) They make provision for the retention of important landscape features and appropriate landscaping is provided as part of the course construction, matching the species in its immediate surroundings;
- c) They will not adversely affect sites of nature conservation value or archaeological or historic importance or the best and most versatile agricultural land;
- d) Any new buildings essential to the function of the course are of a high standard of design;
- e) They maintain the public footpath network in the area;
- f) They will not adversely affect the amenity of residents in the vicinity;
- g) The access and car parking arrangements are satisfactory;
- h) Any artificial lighting is appropriate to the location and suitably positioned and screened to minimise its impact.

Proposals for free-standing driving ranges, not related to another recreation use on the land, will not be accepted in the open countryside or protected Green Space.

Justification

This policy supports leisure and recreation in the borough whilst protecting residential amenity and sustainability.

Equestrian Development

- 12.2.18. Horse riding is a popular activity but one which can have a considerable impact on the landscape, particularly in rural areas. Equestrian development can be appropriate providing it causes minimal intrusion and visual impact.

- 12.2.19. Permission will not be given for additional residential accommodation in association with stables. Where continuous supervision is required for riding schools these will need to be located in association with existing residential accommodation.

Policy HC12: Equestrian Development

Changes of use from agriculture to leisure related horse grazing and other horse related development such as riding schools and stabling will be permitted provided that:

- a) It is not visually intrusive or detrimental to the character of the area;
- b) The development does not use non-traditional or otherwise visually unacceptable buildings or fencing materials or other semi-permanent equipment;
- c) The development will not lead to unacceptable erosion of bridleways, woodlands, commons or any other ecologically sensitive area;
- d) It does not involve an unacceptable loss of productive farmland, nuisance to residents, pollution of sub soil or water courses, or conflict with vehicular or pedestrian traffic;
- e) Adequate access and car parking can be achieved. Permeable surfaces will be encouraged to reduce surface water runoff.

In order to assess fully the impact of proposals for riding schools, the Local Planning Authority will require, as part of the planning application, details of the areas and routes that are intended to be used for horse riding activities. Where appropriate the Authority will use section 106 obligations or planning conditions to ensure suitable improvements to such routes.

Justification

This policy supports leisure and recreation in the borough whilst protecting residential amenity and sustainability.

Allotments

- 12.2.20. Allotments provide a source of recreational activity for residents along with the opportunity to grow produce and plants in a sustainable and environmentally friendly way.
- 12.2.21. Allotments are very popular in the Borough and despite being located across the Borough their remains a significant waiting list for those owned by the Council.
- 12.2.22. The Council is not currently in a position to provide additional allotments however private provision would be encouraged and this policy is included to ensure any future allotments are well located. Developments that affect existing allotments should endeavour to provide alternative comparable provision elsewhere.

Policy HC13: Allotments

Proposals for new allotments will be approved where they are within or adjacent to housing areas and their development is not likely to detract from the visual amenities of nearby housing. Proposals for allotments/leisure plots will not be approved where they are considered to represent an unacceptable visual intrusion into the countryside.

The provision of water butts, shared composting and recycling facilities is encouraged.

Justification

This policy will protect residential amenity by ensuring allotments are located on sustainable and accessible sites close to residential areas, but that they do not detract from the residential area by way of visual intrusion or extension into the countryside. The creation of new allotments supports health and well being by promoting leisure, exercise and growing of fruits and vegetables.

Despoiled Landscapes

- 12.2.23. The Council is aware that it has several areas which have lain derelict as a result of previous, now abandoned, industrial activity and which have become popular informal recreation areas. The reclamation and redevelopment of these

sites can displace users from derelict sites on to more fragile habitats and areas such as beaches and dunes. This is a consideration that must be taken into account when considering relevant schemes.

Policy HC14: Despoiled Landscapes

Proposals for the reclamation, restoration, enhancement or development of despoiled landscapes will be permitted provided that they would not result in the harmful loss of informal recreation value of the land.

Justification

The Council is keen to prevent established recreational use of despoiled or derelict sites being displaced onto more fragile habitats and this will be taken into account when assessing developments proposals on these sites. This approach is supported in the Core Planning Principles of the NPPF.

12.3. Education & Community

12.3.1. The health of individuals and communities is dependent on a wide range of factors that contribute to an overall sense of social and place wellbeing. Social factors including education, housing, levels of unemployment and a sense of belonging to a community have a major influence on an individual's health.

12.3.2. 32.8% of adults in Barrow-in-Furness district have achieved a certificate of higher education (level 4 or above), this figure is above the county average of 30.9% and the national average of 31.1%. However at GCSE level educational attainment in the district is the second lowest in Cumbria after Copeland. 52% of 16 year olds achieve 5 A*-C grades including English and Maths, this compares to the county average of 56.3%.

12.3.3. The Borough has 36 primary schools and 4 secondary schools, 3 in Barrow and 1 in Dalton. There is also a free school, Chetwynde School which takes children aged 3 to 18 years.

12.3.4. Further Education is provided at Barrow Sixth Form College and Furness College, both located in Barrow.

Education Provision

12.3.5. Population growth and additional housing developments will increase the number of children requiring school places over the Plan period. The Council will work with the education authority, Cumbria County Council, to ensure adequate provision and this will be addressed in the Infrastructure Delivery Plan, through either expansion of existing schools or development of a new school should the need be demonstrated.

12.3.6. In assessing the effects of new development on pupil numbers in a locality, especially new build residential, the County Council will look to expand an existing school, or if the development should have such a significant effect seek to have a new school provided by the developer. Invariably this has meant seeking a school site within the proposed new build development in order to ensure that the new school is located as sustainably as it can within easy reach of the proposed houses by walking or cycling. Only in exceptional cases, would the County Council seek an extension to a school not located within a 2 mile safe walking route of a proposed development, and in these cases the County Council would also seek a financial contribution towards additional school transport arising from the additional costs to transport those children to the nearest school.

12.3.7. The County Council's Planning Obligations Policy outlines their position with regards to contributions for extensions to existing schools to make up for any lack of school capacity arising from a new development.

Policy HC15: Education Provision

Proposals for the development of new educational facilities as well as for the expansion, alteration and improvement of existing educational facilities will be supported where they are well related to the catchment that they will serve.

Proposals for the development of education facilities should be located within existing education sites where possible. Where there is a need for a new educational site, the location should be close to the intended catchment in order to minimise travel in line with sustainable development principles.

Specifically in relation to primary and secondary school provision, Barrow Borough Council will continue to work with the Education Authority to identify what new demand will be generated from development as well as helping to identify suitable new education sites should this be required.

To assist in the delivery of additional school places, where required, to meet the needs of development, contributions will be sought, using a legal agreement with the appropriate Authority.

Justification

To support the Education Authority (Cumbria County Council) to fulfil their commitment in their Planning Obligations Policy document, which requires contributions from developers, in set circumstances, to address capacity issues in schools arising from new development.

Rural Facilities

- 12.3.8. Planning authorities should aim to involve all sections of the community in the development of local plans and decisions on planning applications as part of an overall approach to creating healthy and inclusive communities. This will guard against unnecessary loss of valued facilities and services, particularly in villages/rural areas where it may then become difficult for residents to meet day to day needs.
- 12.3.9. The retention of shops and services in villages and rural areas are protected in the Retail chapter of the Plan, and non-retail services within the Infrastructure Chapter.
- 12.3.10. Access to informal open space is generally better in rural areas, however access to facilities for leisure and recreational activities can be more challenging particularly where public transport links are poor. Fostering strong communities in rural areas is important for the health and wellbeing of residents living in isolated communities, particularly the elderly and disabled. Proposals which support rural facilities and address local needs are addressed in Section 21 (Accessing Community Facilities).

13. Glossary

Article 4 Direction

This is made by the local planning authority to restrict the scope of permitted development rights.

Bathing Water Directive

The Bathing Water Directive (1976) was designed to protect the public from accidental and chronic pollution incidents, which could cause illness from recreational water use. The new Bathing Water Directive (2006) updated and simplified these rules.

Best and Most Versatile Agricultural Land

Land in grades 1, 2 and 3a of the Agricultural Land Classification.

Biodiversity

The variety of all living things.

CLG

The government department for Communities and Local Government.

Code for Sustainable Homes

An environmental assessment for rating the performance of new residential developments, providing a code level rating from Code Level 1 through to Code Level 6.

Community Infrastructure Levy

A levy that local authorities can choose to charge on new developments in their area. The money can be used to support development by funding infrastructure that the Council, local community and neighbourhoods need.

Community Facility

Community facilities provide for the health and wellbeing, social, educational, spiritual, recreational, leisure and cultural needs of the community.

Cumbria Local Enterprise Partnership

Provides a strategic lead in all activities contributing to the growth and vibrancy of the county's economy.

Design Code

A set of illustrated design rules and requirements which advises on the physical development of a site or area as expected or encouraged by the Council.

Development Brief

Informs developers and other interested parties of the constraints and opportunities presented by a site and the type of development expected or encouraged by the Council.

Duty to Cooperate

Co-operation between councils and a number of other public bodies on issues of common concern to develop sound local plans.

Exception Test (flood risk)

This test is a method to demonstrate and help ensure that flood risk to people and property will be managed satisfactorily, while allowing necessary development to go ahead in situations where suitable sites at lower risk of flooding are not available.

Flood Risk Zones

These are shown on the Environment Agency's flood maps, and refer to the probability of river and sea flooding, ignoring the presence of defences. The flood zones are as follows:

Zone 1 Low Probability: Land having a less than 1 in 1,000 annual probability of river or sea flooding (shown as 'clear' on the Flood Map – all land outside Zones 2 and 3)

Zone 2 Medium Probability: Land having between a 1 in 100 and 1 in 1,000 annual probability of river flooding; or land having between a 1 in 200 and 1 in 1,000 annual probability of sea flooding.

Zone 3a High Probability: Land having a 1 in 100 or greater annual probability of river flooding; or land having a 1 in 200 or greater annual probability of sea flooding.

Zone 3b Functional Floodplain: This zone comprises land where water has to flow or be stored in times of flood.

Furness Enterprise

Provides business support in the Furness by helping companies help companies to realise their growth potential, skills needs, supply chain involvement, innovation, access to money and markets objectives.

Geodiversity

The variety of rocks, minerals, fossils, soils, landforms and natural processes.

Habitat Regulations Assessment

Assessment to identify whether a project, plan or policy will have an adverse effect on the integrity of any Natura 2000 site.

Infrastructure Delivery Plan

Sets out the infrastructure likely to be needed to support the development proposed in the Local Plan, along with how the infrastructure is expected to be delivered.

Landscape Visual Assessment

Assessment which aims to ensure that all possible effects of change and development both on the landscape itself and on views and visual amenity, are taken into account in decision-making.

Localism Act

The aim of the act is to devolve more decision making powers from central government back into the hands of individuals, communities and councils.

Mineral Consultation Areas

A mechanism to ensure that consultation takes place between county and district planning authorities when minerals interests could be compromised by proposed non-minerals development. The areas are defined by the county planning authority.

Mineral Safeguarding Areas

Areas defined by the county planning authority for the safeguarding of minerals.

National Planning Policy Framework

Sets out the Government's planning policies for England and how they are expected to be applied. It is part of the development plan for Barrow and must be taken into account in the preparation of local and neighbourhood plans. It is also a material consideration in planning decisions.

Neighbourhood Plan

Sets out planning policies for the development and use of land in a neighbourhood.

Permitted Development Rights

Certain types of development that doesn't require planning permission.

Planning Obligation

Planning obligations (also known as section 106 agreements) are private agreements made between local authorities and developers and can be attached to a planning permission to make acceptable development which would otherwise be unacceptable in planning terms.

Planning Practice Guidance

Web-based planning guidance that brings together and updates many areas of English planning guidance into a new simplified format, linked to the National Planning Policy Framework.

Population Forecast Scenarios

The population forecast scenarios in Table 7 are defined as follows:

Population led: Zero net migration

This scenario shows what might happen to the population if natural change (births and deaths) were the only contributing factor to future population trends. It assumes that there will be no migration – in or out – for the period of the forecast. Whilst this is an unlikely scenario it is useful in examining how natural changes are likely to affect the future population.

Population led: 5 year weighted migration

This scenario uses all the information provided in the zero net migration scenario about births and deaths, but also takes account of migration. The model uses estimates of migration over the past five years to formulate what might happen to the population if the rates of migration that we have experienced in the last 5 years continue into the future. The migration data is weighted giving the greatest weight to migration estimates for the two most recent years.

Population led: 10 year equal weight migration

Like the 5 year Migration scenario, this scenario uses all the information provided in the zero net migration scenario and takes account of migration. However, this scenario uses estimates of migration over the past ten years to formulate what might happen to the population if the rates of migration that we have experienced in the last 10 years continue

into the future. The migration data used in this scenario is not weighted; the model gives equal weight to each of the last ten years' worth of migration data.

Dwelling led: 10 year

This scenario looks at what had happened to the number of dwellings in the Borough in the past and makes assumptions about what was expected to happen to these numbers of dwellings in the future.

Labour force forecast: Experian jobs forecast

This scenario takes the data used in the 5 year migration scenario, but this time looks at what might happen to the forecast population, and the associated housing requirement, if the annual net change in jobs was to follow the Full Time Equivalent job forecasts.

Sequential Test (flood risk)

This approach is designed to ensure that areas at little or no risk of flooding from any source are developed in preference to areas at higher risk.

Strategic Environmental Assessment (SEA)

A term used to describe a formal assessment of the environmental impacts of the certain policies, plans and programmes under the European Directive and associated regulations

Strategic Housing Land Availability Assessment (SHLAA)

A technical exercise to help to assess the quantity and nature of land that may have the potential for housing.

Sustainability Appraisal

Appraisal to identify whether there will be any significant economic, environmental and social effects of the Local Plan, or other plans, strategies or proposals.

Sustainable Drainage Systems (SuDS)

A means of controlling surface water run-off as close as possible to its origin before it enters a watercourse.

Townscape Heritage Initiative

The programme through which the Heritage Lottery Fund make grants that help communities to regenerate Conservation Areas displaying particular social and economic need.

Transport Assessment

Sets out transport issues relating to a proposed development. It identifies what measures will be required to improve accessibility and safety for all modes of travel, particularly for alternatives to the car and what measures will need to be taken to deal with the anticipated transport impacts of the development.

Water Framework Directive

A European Union directive which commits European Union member states to achieve good qualitative and quantitative status of all water bodies (including marine waters up to one nautical mile from shore) by 2015.

Appendices

Proposals Map (Borough North)	A
Proposals Map (Borough Central)	B
Proposals Map (Borough South)	C
Green Infrastructure Map (Borough North)	D
Green Infrastructure Map (Borough Central)	E
Green Infrastructure Map (Borough South)	F
Opportunity Areas	G
Employment Sites	H
Housing Sites	I
Development Cordons	J
Gypsy & Traveller Site	K
Barrow Town Centre, Primary Shopping Area & Edge of Centre Sites	L
Dalton Town Centre	M

Please note that these areas and sites are also available on the Council's webmapping page at www.barrowbc.gov.uk

Appendix A – Proposals Map for Barrow Borough North

Due to its size this map is available as a separate pdf file.

Appendix B – Proposals Map for Barrow Borough Central

Due to its size this map is available as a separate pdf file.

Appendix C – Proposals Map for Barrow Borough South

Due to its size this map is available as a separate pdf file.

Appendix D – Green Infrastructure Map (Borough North)

Due to its size this map is available as a separate pdf file.

Appendix E – Green Infrastructure Map (Borough Central)

Due to its size this map is available as a separate pdf file.

Appendix F – Green Infrastructure Map (Borough South)

Due to its size this map is available as a separate pdf file.