

Barrow Borough Local Plan Examination

Hearing Statement Matter 4:

Economic & Employment Matters

4a Employment Land Allocations- Policy EC2

4b Other Economic and Employment Policies

Barrow Borough Council

May 2018



Inspectors MIQ's:

Matter 4: Economic and Employment Matters

Issue 4a: Employment Land Allocations- Policy EC2

Questions

1. In overall terms how were the sites identified, what options were considered and what factors were taken into account in assessing options?
2. How have existing employment sites been reviewed? Are there sites which could be developed for other uses and if so what effect would this have on the overall supply of employment land?
3. Taking each site in turn:
 - What is the background to the site? How does it relate to existing/committed employment land, what is the planning status of the land?
 - What form or type of development is envisaged?
 - What would be the potential adverse impacts of development and how would these be mitigated?
 - Are there any physical or other constraints to development and if so, how would they be addressed?
 - What are the infrastructure requirements and how would these be provided for?
 - Would development be viable and realistically deliverable? How would this be achieved?
4. In all cases how would the development mitigate the impacts of additional traffic generation on the local roads and maximise the use of sustainable modes of travel?
5. Are the employment land policy requirements and design principles effective, justified and consistent with national policy? In particular is policy EC3 consistent with paragraph 123 of the NPPF?

Issue 4b: Other Economic and Employment Policies

Policies EC3-EC12

1. Is policy EC3 effective and in conformity with paragraph 123 NPPF? In particular does it recognise that development will often create some noise and does it refrain from putting unreasonable restrictions on established businesses due to proposed changes in nearby land uses?
 2. What is the basis for seeking to protect existing sites referred to in policy EC4? Is the approach justified and consistent with national policy?
 3. Are policies EC5, EC6, EC8-EC12 justified and effective and consistent with national policy?
 4. How was the land making the Energy Uses Opportunity Area identified and are the boundaries correctly identified? Is policy EC7 effective and justified and sufficiently flexible?
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Council Responses:

Issue 4a Employment Land Allocations – Policy EC2

Question 1 Response:

- 1.1. Sites were identified from the following sources:
 - a) Sites allocated in the Barrow-in-Furness Local Plan Review 1996-2006 (August 2001). See Table
 - b) Sites subject to an unimplemented or undetermined planning application at 31st March 2014 for 500 sq m or more of use class B floorspace.
 - c) Land in public ownership that could be suitable for employment development.
 - d) SHLAA sites, Urban Capacity Study sites and sites submitted by landowners and developers during Local Plan consultations.
 - e) Sites considered in conjunction with discussions with Furness Enterprise / Furness Economic Development Forum.

See paragraphs 7.1 to 7.9 of the Employment Land Review (EL1 014) for further details.

Question 2 Response:

- 2.1. All existing employment sites have been included in the site assessments in the Employment Land Review (EL1 014). Of all the sites that remain wholly or partly undeveloped, only site EMR9 was considered more appropriate for an alternative use (housing), with the remaining sites being considered appropriate to continue as

employment allocations. Most of the sites are situated within or adjacent to existing industrial areas.

2.2. A summary of the site assessments, along with recommendations, are set out in paragraphs 7.18 to 7.88 of the Employment Land Review (EL1 014), with further details set out in the appendices. Appendix 1 sets out the site assessment criteria for all of the identified sites. The site assessments are set out in Appendix 2. Site assessment scoring is set out in Appendix 3.

Question 3 Response:

3.1. Site details can be found in the Employment Land Review EL1 014 (see answer to Question 2). A brief summary of the key points is set out below:

3.2. EMR1 – Remaining area of current Local Plan allocation, situated within Furness Business Park where much of the Borough’s business growth has occurred since the early 1990s. Good quality B1 and B2 uses would be suitable here, taking account of surrounding land uses. Reclaimed site. There are no major constraints to development. See paragraphs 7.19-7.24 of the Employment Land Review for further information. The site assessment is on pages 160-161.

3.3. EMR3 – Large brownfield site close to Barrow Port and BAE Systems. Site will be the focus for business development in Barrow over the plan period and includes the Local Enterprise Zone (LEZ). Highways and utilities infrastructure is in place to service the site. Ground works are taking place at the LEZ to allow development to take place. The development of the site is a Council and LEP priority. The site has recognised biodiversity assets. See paragraphs 7.19-7.24 of the Employment Land Review for further information. The site assessment is on pages 162-164.

3.4. EMR5 – This is an extension to an existing business park and there is interest from an existing business in expanding eastwards onto the site. The business park is currently fully developed. The service road will need to be extended. There are no major constraints to the development of the site. See paragraphs 7.39-7.43 of the Employment Land Review for further information. The site assessment is on pages 165-166.

3.5. EMR6 – This is a current Local Plan allocation. Part of this site is owned by Gyrodata and is being marketed. The part of the site to the rear of the McBride’s factory is owned by McBride’s and is considered to be important for any potential future expansion of the McBride complex. The site has some drainage issues at the low-lying areas of the site. See paragraphs 7.44-7.49 of the Employment Land Review for further information. The site assessment is on pages 166-168.

3.6. EMR7 – This site is the remaining part of a current Local Plan allocation. The site is in multiple ownerships and is not serviced. However, the site may be needed for any potential

future expansion of Kimberley Clark. See paragraphs 7.50-7.55 of the Employment Land Review for further information. The site assessment is on pages 168-169.

3.7. EMR8 – This is the remaining part of an existing allocation and could potentially accommodate a small trading estate similar to the adjacent County Park Industrial Estate. The site has some drainage issues. See paragraphs 7.56-7.60 of the Employment Land Review for further information. The site assessment is on pages 169-170.

3.8. EMR11 – This is the remaining part of an existing allocation. The site would complement Crooklands Industrial Estate and could meet local needs. See paragraphs 7.66-7.70 of the Employment Land Review for further information. The site assessment is on pages 172-173.

3.9. EMR12 – This is a Council-owned site and would form an extension to Long Lane Industrial Estate. Site access would need to be improved with negotiation with the adjacent landowner. See paragraphs 7.71-7.75 of the Employment Land Review for further information. The site assessment is on pages 173-174.

3.10. EMR13 – This is a Council-owned site and could be marketed to meet local needs on Walney, where industrial land is of limited supply. See paragraphs 7.76-7.80 of the Employment Land Review for further information. The site assessment is on pages 174-1

3.11. EMR15 – This site is within Furness Business Park and has recently been marketed. See paragraphs 7.86-7.88 of the Employment Land Review for further information. The site assessment is on pages 177-178.

Question 4 Response:

4.1. Note that new development will need to comply with policy Local Plan policy I4, which promotes sustainable travel choices; and policy I5 which requires the submission of a travel plan for any development which generates a significant amount of movement. The Local Highways Authority have stated that a Transport Assessment and Travel Plan would be required with detailed traffic analysis for any development exceeding 30 two-way trips during the peak hours. The Barrow Transport Improvement Study (EL5 003) also proposes a number of schemes to improve highways, public transport, cycling and walking infrastructure. A summary of traffic mitigation and sustainable travel is provided below. Further details can be found in the site assessments in the Employment Land Review (EL1 014), and also chapters 2, 3 and 4 of the Infrastructure Delivery Plan (EL5 001).

4.2. EMR1 – The site is close to a frequent bus service. The Barrow Transport Improvement Study proposes the extension of an existing bus route so that the site would be directly accessed by a bus route. It also proposes junction improvements at both ends of Phoenix Road and the Ironworks Road / Walney Road junction.

4.3. EMR3 – This site close to a frequent bus service, although an extension to the route into the site would be desirable. As the site is large enough to be served by a bus route, they also advised that a key loop serving the extremities of the site should have a carriageway

width of 6m. They also advised that the development should be connected to its surroundings so that it increases the attractiveness of walking. The Barrow Transport Improvement Study proposes an extension to an existing bus route so that it extends into the site.

4.4. EMR5 – This site does not have access to a frequent bus service. The Barrow Transport Improvement Study proposes an extension to an existing bus route so that the employment sites at Park Road are accessed by a frequent bus service. The Local Highways Authority have advised that the development should be connected to its surroundings so that it increases the attractiveness of walking.

4.5. EMR6 – This site is close to a frequent bus service at Park Road in Ormsgill. The Barrow Transport Improvement Study proposes an extension to an existing bus route so that the employment sites at Park Road are directly accessed by a frequent bus service. It also proposes a new roundabout at Park Road / Bank Lane and Park Road / Ormsgill Lane. The Local Highways Authority have advised that the development should be connected to its surroundings so that it increases the attractiveness of walking. The Barrow Transport Improvement Study proposes new cycle routes from Park Road to residential areas to connect with other routes.

4.6. EMR7 – This site is close to a frequent bus service across Park Road in Ormsgill. The Barrow Transport Improvement Study proposes an extension to an existing bus route so that the employment sites at Park Road are directly accessed by a frequent bus service. It also proposes a new roundabout at Park Road / Bank Lane and Park Road / Ormsgill Lane. The Local Highways Authority have advised that the development should be connected to its surroundings so that it increases the attractiveness of walking. The Barrow Transport Improvement Study proposes new cycle routes from Park Road to residential areas to connect with other routes.

4.7. EMR8 – This site is close to a frequent bus service at Park Road in Ormsgill. The Barrow Transport Improvement Study proposes an extension to an existing bus route so that the employment sites at Park Road are directly accessed by a frequent bus service. It also proposes a new roundabout at Park Road / Bank Lane and Park Road / Ormsgill Lane. The Local Highways Authority have advised that the development should be connected to its surroundings so that it increases the attractiveness of walking. The Barrow Transport Improvement Study proposes new cycle routes from Park Road to residential areas to connect with other routes.

4.8. EMR11 – This site is situated on a frequent bus route. The Local Highways Authority have stated that the development should be connected to its surroundings so that it increases the attractiveness of walking.

4.9. EMR12 – This site is close to a frequent bus route at Long Lane. The Local Highways Authority have stated that if adequate access is achieved, then a Transport Assessment could be considered acceptable.

4.10. EMR13 – This site has good access to a frequent bus route. The Local Highways Authority have stated that any application should be accompanied by a Transport Assessment.

4.11. EMR15 – This site is close to a frequent bus route on Ironworks Road. The Barrow Transport Improvement Study proposes the extension of an existing bus route so that the site would be directly accessed by a bus route. It also proposes junction improvements at both ends of Phoenix Road and the Ironworks Road / Walney Road junction. The Local Highways Authority advised that the development should be connected to its surroundings so that it increases the attractiveness of walking.

Question 5 Response:

5.1. Yes. See Issue 4b below.

Issue 4b Other Economic and Employment Policies

Question 1 Response:

6.1. Historic completions show that most employment development takes place at the existing business parks and industrial estates. Although some development takes place in or close to the town centre, most of the existing residential development in this area is pre-1900 terraced housing.

6.2. The most significant impact of this policy is likely to be in relation to the development of the Waterfront Business Park, which is close to existing residential properties on Barrow Island. The implementation of this policy will therefore be particularly important as this site is developed. The policy also will be important for future development at the shipyard by BAE Systems, whose premises is also in close proximity to residential properties.

6.3. Housing development is currently taking place within Furness Business Park close to existing employment development. Therefore, it may be appropriate to add a caveat to policy EC3(c) stating that *“Applications for housing in close proximity to employment uses will need to demonstrate how the residential amenity of future occupiers will be protected from noise and disturbance. This may include identifying measures such as acoustic screening proposals and landscaping buffers between the two uses as part of any application.”*

6.4. It is noted that Royal Mail objected to this policy on the basis that it would likely prohibit Royal Mail’s ability to extend their premises at the Barrow Delivery Office. However, the nearby housing pre-dates its use as a Delivery Office. It is also noted that there is a significant degree of separation between the Post Office and the nearby properties and there is very little scope for expansion of the Post Office. Therefore, it is not considered that this policy would have a detrimental impact on the future operations of the Post Office.

Question 2 Response:

7.1. The Council considered two different approaches to addressing employment land in the Local Plan Issues and Options Draft. Paragraph 6.3.4 states that *“The NPPF allows the use of criteria based policies and/or allocation policies to direct employment to the most appropriate locations.”* Both options were taken forward into the Preferred Options Draft to seek further comments.

7.2. The Council considered that a criteria based policy rather than an allocations policy would enable the council to adopt a more flexible approach to accommodate any change in needs not anticipated in the plan and to allow a rapid response to changes in economic circumstances. It also would avoid the long term protection of employment sites which although may be deliverable now, may become unviable or may be required for alternative uses.

7.3. The benefits of an allocation policy such as EC4 is that it gives the public more certainty over where employment uses will be delivered, it acts as a portfolio of sites when attracting companies to the Borough and allows a more joined up approach to be taken in terms of infrastructure etc.

7.4. Representations to the Preferred Options Draft, including those from the County Council, favoured a flexible policy allocating employment sites and therefore Policy EC4 was taken forward into subsequent drafts of the Plan.

7.5. The approach taken in EC4 is justified as the sites are required to meet an identified need and consistent with national policy, particularly paragraph 22 of the NPPF. The policy allocates only sites where there is a reasonable prospect of a site being delivered for employment uses and is flexible enough to allow alternative uses where employment uses do not come forward as anticipated.

Question 3 Response:

8.1. Policies EC5, EC6 and EC8-12 are justified, effective and consistent with national policy.

8.2. Policies EC5, EC6 and EC8-12 are positively prepared policies which support economic growth in the Borough, particularly in rural areas. This is in line with paragraphs 19 and 28 of the NPPF.

8.3. With the exception of Policy EC10, these policies contain detailed criteria which builds upon guidance within the NPPF to protect residential amenity, to ensure adequate infrastructure is in place or can be provided and to protect the natural, built and historic environment where appropriate.

Question 4 Response:

9.1. The boundary of the Energy Uses Opportunity Area (Policy EC7) was identified through assessment of the existing energy schemes area in Saved Policy A12 of the Saved Local Plan, the boundary of which is shown in Appendix A.

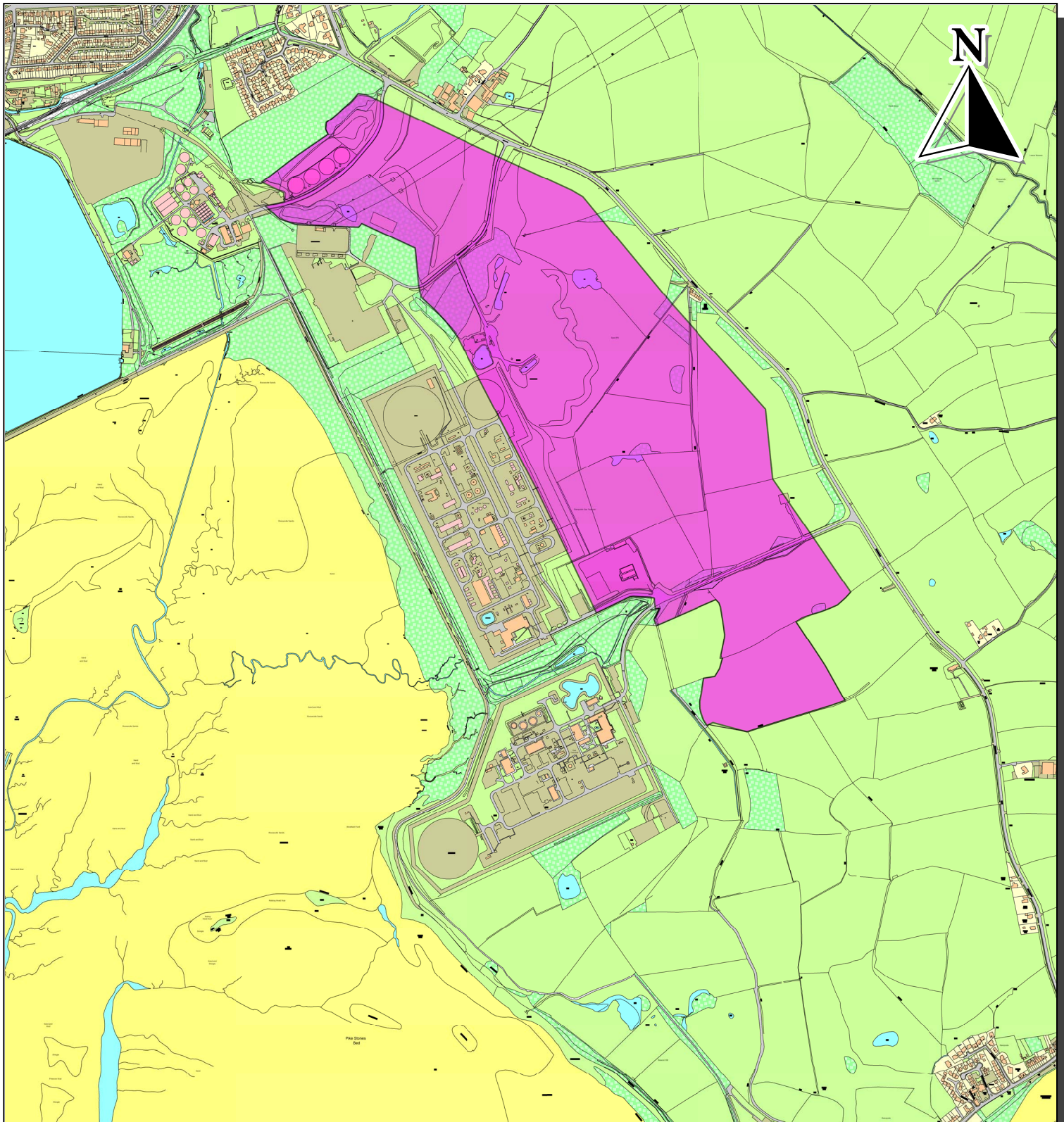
9.2. The Council continues to support the identification of the area around the North and South Morecambe Gas Terminal as an opportunity area for energy uses, as due to the nature of energy sector uses they are preferentially located away from residential development. The inclusion of the Policy has been supported through numerous Drafts of the Plan.

9.3. The Council considers the Policy to be flexible as it is acknowledged that there may be other energy related development in the borough which could be developed elsewhere subject to the meeting other policy requirements in the Development Plan.

9.4. Policy EC7 was supported by Centrica in their representation to the Pre Submission Draft (EL17 179) where they requested that the now decommissioned power station be included within the EUOA. This led to the Council proposing main modification MAJ1 of EL1 015 in the Submission Draft, the boundary of which is shown in Appendix B. This was supported by Centrica in representation EL16 008 at Submission Stage. However at the same consultation the Council received a representation from Spirit Energy (EL16 013) requesting that the extent of their land holding is included within the EUOA. When comparing the area submitted by Sprit Energy and Appendix B there is only a small area of land adjacent to the A5087 Rampside Road which is not included, this is a buffer to the road which has its origins in the area covered by Saved Policy A12. This buffer should be retained.

9.5. The Council does not object in principle to the proposed wording change to the text of Policy EC7 suggested by Spirit Energy (EL16 013), should the Inspector think that the proposed change to the policy text is necessary a main modification could be agreed by the Council.

Policy A12 - Energy Schemes



Barrow Borough Local Plan Hearing Statement Matter 4 May 2018

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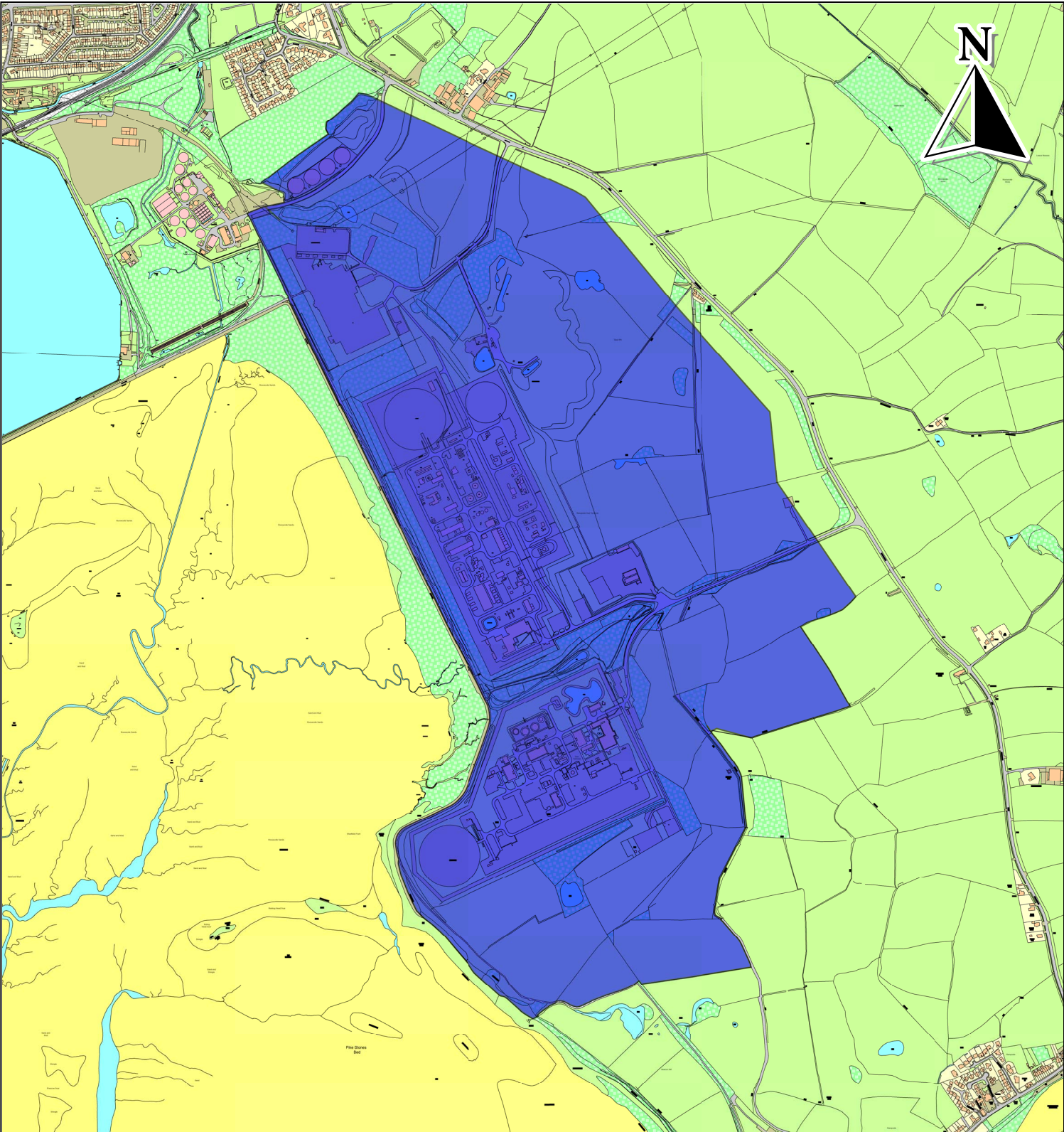
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Policy EC7 - Energy Uses Opportunity Area



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

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