

**BARROW-IN-FURNESS BOROUGH COUNCIL**  
**BOROUGH LOCAL PLAN REVIEW 1996-2006**

**CONTENTS**

	<b><u>Page No.</u></b>
<b>1. INTRODUCTION</b>	<b>1-1</b>
Part 1: The Purpose and Content of the Plan	1-1
Part 2: Geography	1-3
Part 3: North West Regional Guidance	1-4
Part 4: Strategic Guidance	1-5
Part 5: Development Context	1-6
- The Local Economy	
- Population	
- Infrastructure	
Part 6: Guiding Principles	1-9
Part 7: A Development Strategy	1-11
- Barrow-in-Furness and Walney Ward	
- Dalton-in-Furness	
- The Outlying Villages and Settlements	
- The Open Countryside	
Part 8: Sustainability Strategy	1-13
- Links to Local Agenda 21	
- Areas	
- Environment or Sustainability Assessment	
Part 9: Plan Implementation	1-19
Part 10: Monitoring and Evaluation of the Plan	1-20
<b>2. EMPLOYMENT</b>	<b>2-1</b>
Part 1: The Local Economy	2-1
- Employment	
- Land and Premises	
- Mineral Extraction	
- Hazardous Industries	
- Barrow Town centre	
- The Rural Areas	

Part 2:	Policy Guidance - National Planning Guidance	2-4
Part 3:	Main Principles	2-13
Part 4:	New Employment Land Provision	2-13
Part 5:	Office Development - Existing Activity - Single Regeneration Bid (SRB) - Office Sites Outside the Town Centre	2-24
Part 6:	Working from Home and Telematics	2-26
Part 7:	Port Related Policy for Barrow Docks	2-27
<b>3.</b>	<b>HOUSING</b>	<b>3-1</b>
Part 1:	Introduction - Population - Local and National Economic Trends - Existing Stock - Renewal Areas - National Planning Guidance and Structure Plan Policy - Main Principles	3-1
Part 2:	New Housing Provision - Structure Plan Requirements - Allocation of Land - Windfall Sites - Density - Affordable Housing	3-6
Part 3:	Specific Areas - Urban Areas - Subdivision and Backland Development - Neighbourhood Renewal Areas and Clearance Areas - Rural Areas - Development Cordons - Agricultural Buildings	3-16
Part 4:	Householder Development - House Extensions	3-22
Part 5:	Mobile Homes and Residential Caravan Sites	3-25

<b>4.</b>	<b>RETAIL</b>	<b>4-1</b>
Part 1:	Central Government Policy	4-1
Part 2:	General Characteristics	4-2
Part 3:	Policy Successes of the 1991 Plan	4-4
Part 4:	Retail Floorspace Changes	4-4
Part 5:	The Structure Plan Context	4-5
Part 6:	Vision for the New Plan Period	4-6
Part 7:	Aims	4-7
Part 8:	General Standards Policy	4-7
Part 9:	Town Centre Priority	4-8
Part 10:	Out of Centre Applications Criteria	4-9
Part 11:	Barrow Town Centre Edge-of-Centre Area	4-9
Part 12:	Barrow Shopping Core	4-10
Part 13:	Other Barrow Town Centre Shopping Areas and Mixed Areas around the Town Centre	4-11
Part 14:	Dalton Town Centre	4-12
Part 15:	Neighbourhood and Rural Shops	4-15
Part 16:	Farm Shops	4-16
Part 17:	Take-aways and Restaurants	4-16
Part 18:	Petrol Filling Stations and Roadside Facilities along the A590	4-17
Part 19:	Use of Buildings for One Day Sales	4-18
Part 20:	Car Boot Sales	4-18
Part 21:	Rear Servicing	4-19
<b>5.</b>	<b>ENVIRONMENT</b>	<b>5-1</b>
Part 1:	General Introduction	5-1
Part 2:	Landscape Conservation	5-1
	- The Countryside in General	
	- Main Aims	
	- County Landscapes	
	- Local Landscapes	
	- Green Wedges	
	- Dalton/Barrow Separation	
	- Park Road Gateway Strategy	
	- The Coast	
Part 3:	Nature Conservation	5-10
	- Internationally Important Sites	
	- Nationally Important Sites	
	- Locally Important Sites	
	- Wildlife Sites	
	- Protected Species	
	- Wildlife Corridors	
	- Community Woodland	

Part 4:	Urban Design and Visual Amenity	5-17
	- Townscape and Conservation	
	- Conservation Areas	
	- Listed Buildings and Ancient Monuments	
	- Landscaping and Open Space	
	- Good Design	
	- Main Aims	
	- Listed Buildings, Conservation Areas and Design	
	- Archaeology and Sites of Historic Importance	
	- Open Space and Landscaping	
	- Advertisements and Shop Fronts	
	- Areas of Special Control of Adverts	
	- Adverts in Urban Areas	
	- Illuminated Advertisements	
	- Security	
Part 5:	Other Environmental Considerations	5-35
	- Energy and Telecommunications	
	- Renewable Energy	
	- Energy Conservation	
	- Overhead Power and Communication Lines	
	- Telecommunications	
	- Pollution	
	- Noise	
	- Light	
	- Remaining Sustainability Issues	
<b>6.</b>	<b>TRANSPORT</b>	<b>6-1</b>
Part 1:	The New Sustainability Agenda	6-1
Part 2:	Roads	6-6
Part 3:	Traffic Management and Calming	6-8
Part 4:	Parking	6-10
Part 5:	Public Transport and Non-Motorised Transport	6-11
	- Cycling and Walking	
Part 6:	Taxis	6-14
<b>7.</b>	<b>COMMUNITY FACILITIES AND STANDARDS FOR NEW DEVELOPMENT</b>	<b>7-1</b>
Part 1:	Introduction	7-1
Part 2:	Community Facilities	7-1
Part 3:	Standards for New Development	7-2
	- Drainage and Water Supply	
	- Flooding	
	- Crime Prevention	
	- Access for People with Disabilities	

- Planning Obligations (Section 106 of the 1990 Planning Act)
- Personal Circumstances
- Development in Accordance with Approved Plans

<b>8.</b>	<b>LEISURE AND TOURISM</b>	<b>8-1</b>
Part 1:	Central Government Policy	8-1
	- Other Interested Bodies	
Part 2:	General Characteristics	8-2
	- Indoor Sports	
	- Playgrounds	
	- Allotments	
Part 3:	Policy Success of the 1991 Local Plan	8-4
Part 4:	Structure Plan Context	8-4
Part 5:	Vision for the New Plan Period	8-4
Part 6:	Aims	8-5
Part 7:	General Policies for Leisure Uses	8-5
Part 8:	Entertainment	8-8
Part 9:	Town Centre Amenity Open Space- Ramsden Square	8-9
Part 10:	Outdoor Sports	8-9
Part 11:	Play Areas	8-11
Part 12:	Allotments	8-12
Part 13:	Other Amenities	8-12
Part 14:	Recreation	8-12
Part 15:	Horse Related Developments	8-13
Part 16:	Informal Recreational Use of Despoiled Landscapes	8-14
Part 17:	Tourism	8-14
	- Central Government Policy	
Part 18:	Tourism - General Characteristics	8-15
Part 19:	Tourism - Structure Plan Context	8-15
Part 20:	Tourism - Vision for the New Plan Period	8-15
Part 21:	Tourism - Funding Opportunities for Tourist Related Development	8-16
	- Main Aims	
Part 22:	Tourism – Policies and Proposals	8-17
	- Accommodation	
	- Tourism Promotion and Infrastructure	

<b>LIST OF APPENDICES</b>	<b>9-1</b>
---------------------------	------------

## PLANS AND DIAGRAMS

	<b><u>Page No.</u></b>	
Plan 1:	The Borough of Barrow-in-Furness	1-2
Plans 2-13:	Plans showing Allocated Employment Site	2-28 to 2-39
Plans 14-29:	Plans showing Allocated Housing Sites	3-28 to 3-43
Plans 30-37:	Plans showing Residential Cordons	3-44 to 3-51
Plan 38:	Plan showing Dalton Town Centre Shopping Area	4-14
Plan 39:	Extract from Cumbria Landscape Classification	5-2
Plan 40:	Wind Energy Guidance Areas	5-41
Diagram 1:	The Local Plan Process	1-3
Diagram 2:	Sustainability Strands	1-11

## LIST OF TABLES

Table 1:	Breakdown of Employment by Type	2-2
Table 2:	Employment Land – Development Sites	2-14
Table 3:	Local Employment Sites	2-16
Table 4:	Business Park Development	2-19
Table 5:	Housing Stock by Tenure 1981-1995	3-2
Table 6:	Structure Plan Housing Requirement (1991-2006) with Associated Completions (01/4/91- 31/3/97)	3-7
Table 7:	Population (Source: 1991 Census and Registrar General Mid-Year Estimates 1992-1996)	3-9
Table 8:	Residential Development Sites	3-10
Table 9:	Densities of Residential Sites Granted Planning Permission	3-15
Table 10:	Total Number of Unauthorised/Authorised Residential Caravan Sites (1992-1997)	3-26
Table 11:	Dalton and Neighbourhood Shopping Centres	4-3
Table 12:	Corner Shop Provision in the Outlying Villages (1991- 1996)	4-4
Table 13:	Retail Floorspace, as at January 1997	4-5

# **BOROUGH OF BARROW-IN-FURNESS LOCAL PLAN REVIEW** **1996-2006**

## **CHAPTER 1 : INTRODUCTION**

### **PART 1 : THE PURPOSE AND CONTENT OF THE PLAN**

1.1.1 The Borough of Barrow-in-Furness Local Plan Review is a statutory document prepared by the Borough Council to set out its policies guiding the development and use of land for the period to 2006. Adopted, together with the County's Minerals and Waste Local Plan and the Cumbria and Lake District Joint Structure Plan, it forms the statutory Development Plan for the area. It replaces the current Borough wide Local Plan adopted in 1991. The Plan covers the whole area of the Borough shown in Plan 1, as required under the Town and Country Planning Act 1990.

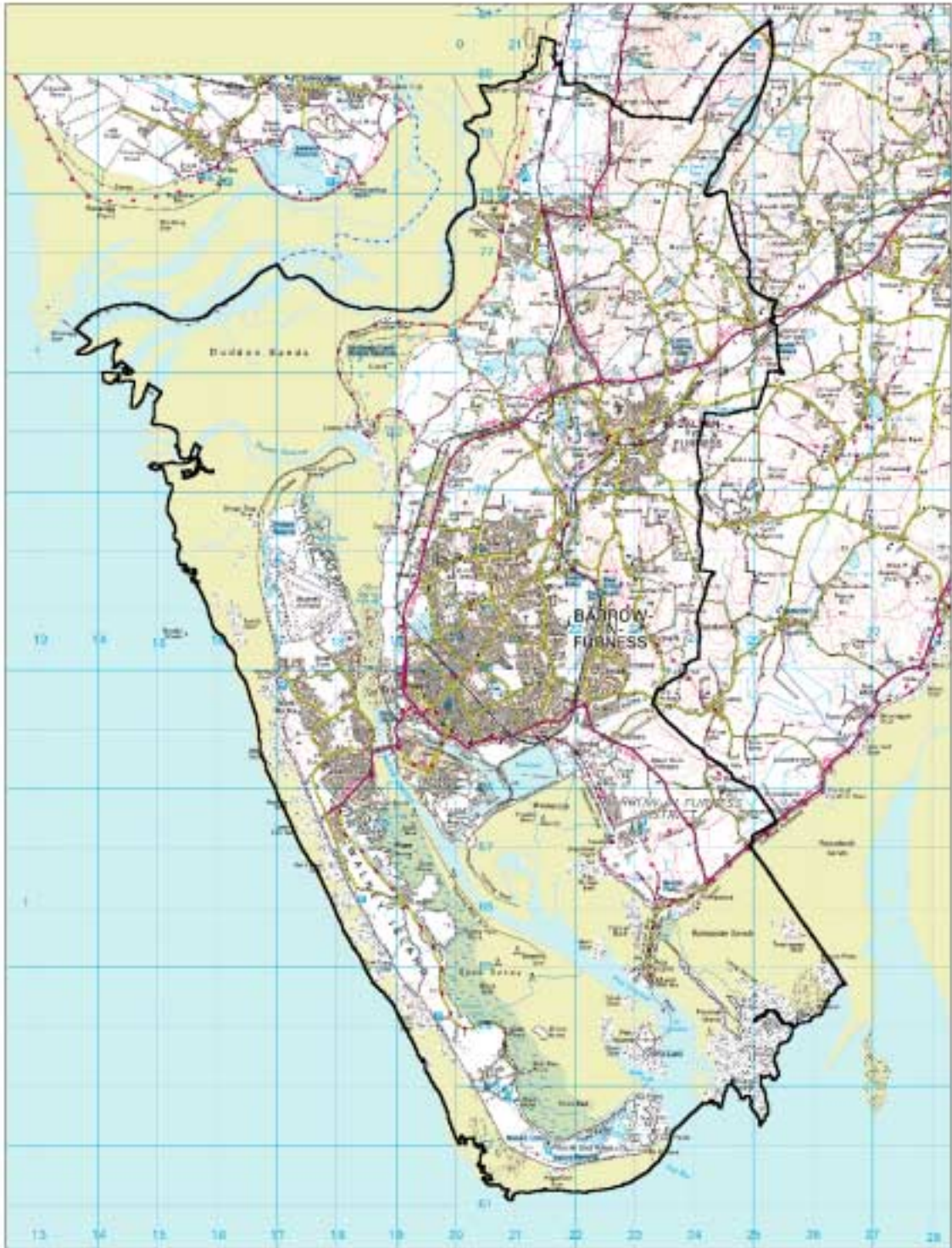
1.1.2 The functions of the Local Plan are set out in Government guidance as:

- a) To develop the policies and general proposals of the Structure Plan and to relate them to specific areas of land.
- b) To provide a detailed basis for development control.
- c) To provide a basis for co-ordinating the use and development of land.
- d) To bring local and detailed planning issues before the public.
- e) To provide a basis for co-ordinating public and private sector investment within the plan area.

1.1.3 The plan comprises two elements:

- 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 proposals for those parts of the plan area where significant change is foreseen in the plan period.

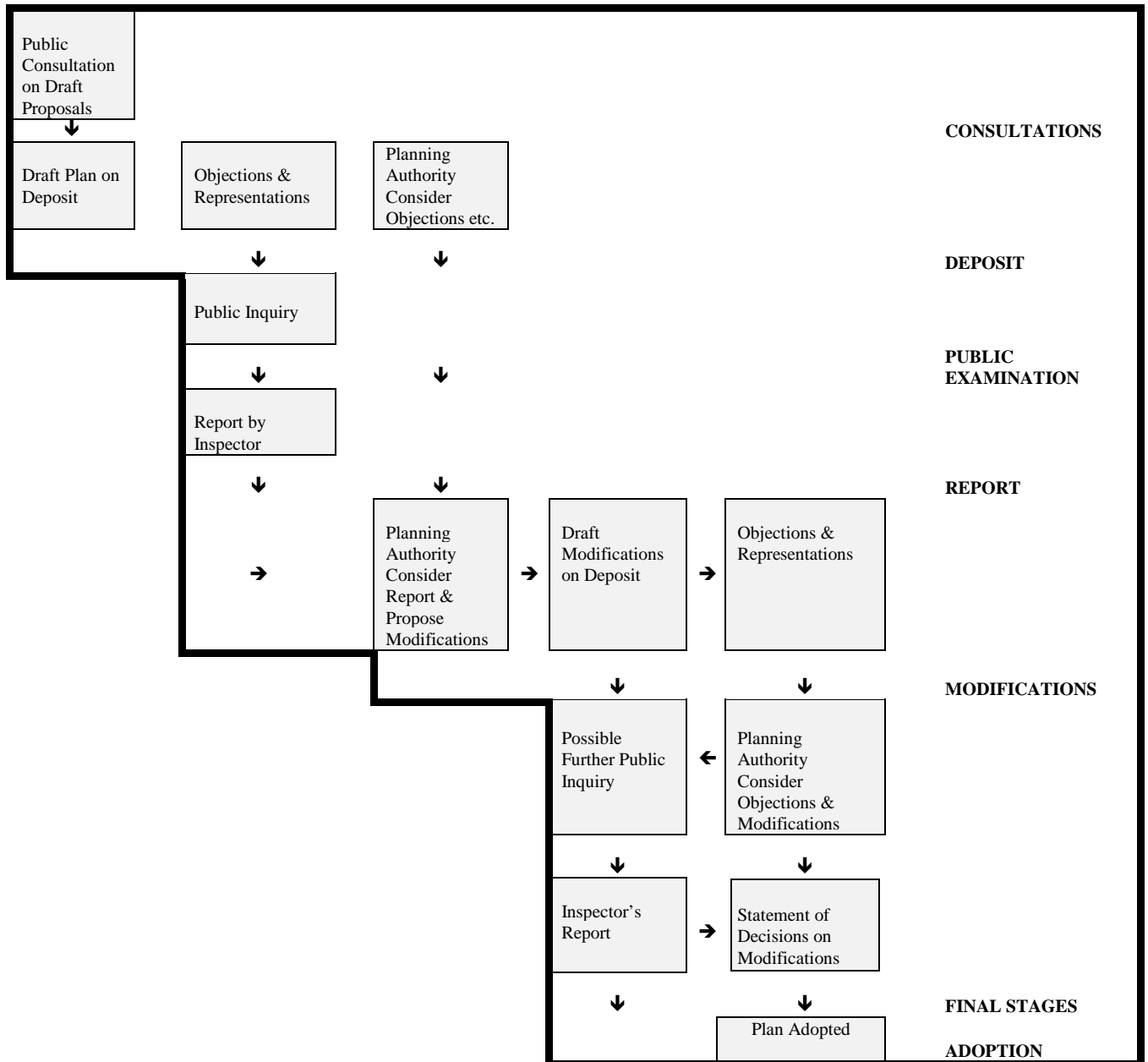
1.1.4 This is the Adopted version of the Plan. It was adopted on 24<sup>th</sup> August 2001 and copies have been sent to the Secretary of State. Its place in the overall Local Plan process is shown in Diagram 1.



**BARROW-IN-FURNESS LOCAL PLAN REVIEW 1996-2006**

**Plan 1: The Borough of Barrow-in-Furness**

Reproduced from the 1995 Ordnance Survey 1:1250 mapping with the permission of the controller of Her Majesty's Stationery Office © Crown Copyright. Unauthorised reproduction infringes Crown Copyright and may lead to prosecutions or civil proceedings. BARROW BOROUGH COUNCIL 2002 LICENCE NUMBER LA077062



**Diagram 1 - The Local Plan**

**Process**

**PART 2 : GEOGRAPHY**

- 1.2.1 The Borough of Barrow-in-Furness is located in south western Cumbria, on the Furness Peninsula. It is geographically small, covering only 77 square kilometres, 1.1% of the area of the County. However, due to its largely urban nature, the Borough accounts for 15.1% of the County's population (1991 Census).
- 1.2.2 The Borough's resident population of 73,125 (1991 Census) is concentrated within its two principal settlements of Barrow (61,400) and Dalton (6,691), the remainder living in the smaller outlying villages of Askam and Ireleth, Lindal, Rampside and the more rural areas of the Borough.

- 1.2.3 The Borough occupies only 30% of its Travel to Work Area (T.T.W.A), which includes the large urban centre of Ulverston (11,850). Statistical information available from the main employers including Vickers Shipbuilding and Engineering Limited (now part of BAE Systems) and the Borough Council supported by MORI research, indicates a high degree of commuting for work and shopping within the T.W.A.A across Local Authority boundaries.
- 1.2.4 The Borough is remote from other centres of population and services. Travel time to the M6 is typically 40 minutes. The Borough is on the Cumbria Coast Railway Line; travel to Lancaster for connections with Inter City services takes 1 hour. Travel time to Carlisle by rail is 2 - 3 hours, generally via Lancaster; by private transport the journey time is between 1½ and 2 hours - a similar time for a journey to Manchester.
- 1.2.5 Cumbria is a peripheral area within the UK and Europe, it is classed by the EU as an Inner Peripheral Region, indicating higher market access and transport cost. Barrow is further handicapped by the poor quality of roads and other communications to the rest of the County and beyond.

### **PART 3 : NORTH WEST REGIONAL GUIDANCE**

- 1.3.1 This guidance was published in May 1996. It has been produced by the Government Offices for the North West and for Merseyside, based on advice submitted by the North West Regional Association.
- 1.3.2 The aim of the advice is to consider national planning guidance in its regional context. As such, many of the themes in the document are not new and throughout there is an emphasis on the principles of sustainable development.
- 1.3.3 The major new concept introduced by the guidance is the 'Development Framework' within which major future development activity is to be focused. This framework is a cross-shaped area consisting of the East/West belt of the Merseyside and Greater Manchester conurbation's and the North/South spine of the West Coast Rail Line and the M6. The implication of this for Barrow is that this area is not to be actively promoted through this mechanism as a potential location for strategic, regionally significant development.
- 1.3.4 Barrow, however, can be included in the group of towns described in the guidance as "medium sized towns throughout the region that developed rapidly in the 19th Century, often around single industries". Here the guidance stress that urban regeneration is a "priority", it goes on to state that "This will require an holistic approach to creating safe and more attractive environments by re-using disused and derelict land and buildings, facilitating mixed patterns of land use, the management of traffic, greening, and ensuring quality of urban design".
- 1.3.5 Barrow can also be included in the towns of West Cumbria, which the guidance suggests, in view of their economic needs, should not have housing provision constrained below their environmental capacity.

1.3.6 Five environmental aims are set out in the guidance:

- to conserve the natural and built heritage and the best and most versatile agricultural land;
- to improve poor environments and water and air quality;
- to conserve energy, recycle resources and minimise waste;
- to provide for development where it can contribute to urban and rural regeneration and assist in reducing the need to travel; and
- to facilitate the movement of people and goods by energy efficient modes of transport.

Direct reference is made to the potential for achieving sustainable environmental benefits in mineral workings; the use and promotion of transport modes other than road and the private car; rural diversification and urban renewal; and the development of compact towns.

1.3.7 In terms of new developments, the guidance states that development plans should indicate that developers will be required to contribute to public transport enhancements and transport infrastructure to meet the needs of a new development.

#### **PART 4 : STRATEGIC GUIDANCE**

1.4.1 The Cumbria and Lake District Joint Structure Plan sets the policy framework within which the Local Plan must fit. The Structure Plan covers the period to 2006. The Plan was subject to Examination in Public in March 1993 and was formally adopted by the County Council on 30th July 1995.

1.4.2 The main provisions of the Plan relevant to the area covered by this Local Plan are:

- the provision of 2,500 dwellings in the Borough;
- the provision of sufficient employment land to ensure a five year supply of readily available land in each of three market sectors;
- recognition that economic problems in the Furness area will be addressed through refurbishment of town centres, environmental improvements, new industrial site development, tourism projects and improvements in road and rail communication;
- safeguards on nationally and internationally important nature conservation interests;

- protection of important landscapes, since part of the Borough is covered by the County landscape designation;
- commitment to the A590 a key route for improvement;
- maintenance of Barrow as a major town centre; and
- new development being provided mainly in the towns, to meet the social and economic needs of the County's population, but in a manner which, through appropriate location, scale, design or use, does not diminish the quality of the environment within the County or beyond, or for future generations.

## **PART 5 : DEVELOPMENT CONTEXT**

### **A. The Local Economy**

- 1.5.1 The Local Plan, adopted in 1991 was founded on an optimistic assumption about the future of the Borough's economy, centred on the expanding fortunes of VSEL. It did though set out a number of longer term economic concerns, particularly over-dependence upon a major employer, the relative remoteness of the Borough and the impact of European competition in the manufacturing sector. To a greater or lesser extent these fears have been realised, particularly with regard to workforce reductions in the Borough's largest employer, the former VSEL.
- 1.5.2 In 1990 VSEL employed over 14,000 people about 90% of which lived in the Barrow area. Towards the end of 1995 this had fallen to 5,000 employees. This reduction, together with other cutbacks and closures, take the overall total of job losses to over 12,000, representing 33% of all jobs in the T.T.W.A. In recognition of the severe economic difficulties the Furness area faces it was granted Intermediate Level Assisted Area Status in July 1993 and was designated as an Objective 2 region under the EU Structural Funds in January 1994. A local public and private sector funded development agency, Furness Enterprise, was formed in 1991 to regenerate the economy of the area. A key element in the strategy of this Local Plan is, therefore, to diversify the economy and ensure the planning process delivers sufficient land to facilitate regeneration whilst ensuring the most efficient and sustainable use of land in the area.
- 1.5.3 The economic regeneration context for this Local Plan is set out, in part, in the policies and initiatives of the following three documents:
1. Barrow-in-Furness Borough Council Economic Development Strategy.
  2. Barrow-in-Furness SRB Challenge Fund Bid, "The Heart of Barrow".
  3. West Cumbria and Furness Objective 2 Single Programming Document.

**B. Population**

1.5.4 Official population levels have yet to respond to changing local economic circumstances. Comparison of the 1981 and 1991 Census shows a fall of 1.3% of the population. The main component of this change was out-migration. The Registrar General's 1996 mid year estimates confirm the picture of a steadily declining population. It is, however, more stable than the job losses cited above may have indicated, for the following reasons:

- the policy of VSEL in targeting more elderly sections of the workforce for redundancy;
- the numbers of in-migrant employees on short term contracts who moved back to their home areas on redundancy; and
- the degree of out commuting of former VSEL employees whose families and dependants have remained in the area.

1.5.5 The Strategic Planning Authority have taken an understandably cautious view of the future level of the Borough's population founded on the assumption that current initiatives to regenerate the economy will prove successful in the medium term.

1.5.6 The Structure Plan sets the long term objective of stabilising the population at its current level and proposes relatively modest increases in housing allocation in the period 1991 - 2006, though these may have to be reviewed if there is substantial growth or further decline in the local economy. The Local Plan continues this cautious approach to future population levels, recognising in the short term that population will grow, if at all, only slowly. However, the key factor determining population levels will continue to be out migration. Therefore, given the severe problems facing the local economy it would be equally valid to predict a significant fall in population. Careful monitoring of population levels as well as household formation will be carried out as a key indicator of future housing policy. Housing allocations in the Local Plan reflect this uncertainty.

**C. Infrastructure**

Road Communications

1.5.7 The Regional Transportation Strategy for North West England accords the A590 the status of a strategic link as part of its strategy to improve links to the most peripheral areas within the Region, especially within Cumbria. This is supported by the Structure Plan, though there is imprecision as to the standard of improvement. From the Local Authority perspective, there is no doubt that rapid and reliable access to the M6 via the A590, as part of an integrated transport system, is an essential element in rebuilding the local economy. The Dalton-in-Furness Bypass opened in December 1993 and this will increase the attractiveness of industrial sites on the western side of Barrow, along Park Road.

### Rail Communications

- 1.5.8 The Cumbria Coast Line, linking Barrow with Lancaster and Carlisle is an essential element of local infrastructure. No significant investment in the route, other than maintenance is planned. The electrification of the Carnforth to Barrow section is seen as a rail scheme of regional significance by the Regional Transport Strategy for North West England and this proposal is supported by the Council. Rail has significant potential for freight movement from the Port of Barrow to the main inter city network.
- 1.5.9 The County Council policy is for priority for station improvements in future years to be directed towards, amongst others, Dalton-in-Furness. Consideration should also be given to providing new halts at Furness Abbey and Park Road.

### Housing

- 1.5.10 There are 31,000 houses in the Borough. In the 1980's this was being added to at a rate of 250-300 units per annum, but in the mid 1990's, as national and local recession has bitten, this reduced to below 100. Reductions in the stock resulting from demolition are currently insignificant, though the recent small clearance areas under the Neighbourhood Renewal Area, has increased this slightly.
- 1.5.11 The condition of the private sector stock, with about half of the total stock being of pre-1919 construction, is of great concern. This has been recognised by an active policy of grant assistance for improvement and the creation of a Housing Renewal Area. The scale of investment in the pre-1919 stock and limits on the availability of finance to enable clearance and renewal mean terraced pre-1919 stocks will be a key sector in the Borough's housing indefinitely. High levels of home ownership coupled with the possibility of increased out migration could result in an increased incidence of negative equity and this could prove a significant disincentive for Borough residents who want to move out of the area to find alternative employment.
- 1.5.12 Recent housing developments have been a mixture of higher density inner area redevelopments and edge of town sites with lower densities. Currently, there are a number of unfinished large-scale housing sites whose completion should take priority over new allocations.
- 1.5.13 There is a substantial core of major housing development sites commenced in the 1980's (or earlier) which completed between 10 and 30+ units each at those times. However, completion rates have now declined to nil or a trickle (Holbeck Farm, Solway Drive, Rating Lane in Barrow; Tantabank and Broughton Road in Dalton; Parklands, Estuary Park and Duddon Heights in Askam/Ireleth). These represent a major landbank that will easily be capable of satisfying a significant proportion of demand over the Local Plan period.

## **PART 6 : GUIDING PRINCIPLES**

- 1.6.1 All development must take full account of the need to protect the environment so that present-day demands do not compromise the ability of present and future generations to meet their need to safeguard and improve the quality of life for residents, conserve energy resources, protect and, where possible, enhance the Plan area's essential character and main environmental assets.

Set within the above strategic context, the Local Plan adopts four guiding principles. They are:

- i) The regeneration of the local economy by sustainable development;
- ii) Protecting and improving the Borough's environment;
- iii) Providing a balanced and adequate supply of housing ; and
- iv) Developing the Borough's role as a sub-regional centre for leisure and shopping.

### 1.6.2 Objectives

The four principles are developed in nine objectives that form the baseline for plan review and evaluation, as follows:

- OBJ 1 To allocate land to meet the Borough's need for new housing, business and industry, so as to provide a range of choice and opportunity while reconciling this with relevant environmental and conservation interests.
- OBJ 2 To sustain and enhance employment opportunities and generally assist in strengthening and diversifying the local economy of Furness.
- OBJ 3 To preserve and enhance the quality of life and environment in a manner which does not prejudice the enjoyment of future generations.
- OBJ 4 To reduce growth in the length and number of motorised journeys and to encourage alternative means of travel with less environmental impact, thus reducing reliance on the private car.
- OBJ 5 To encourage a high standard of design and help prevent inadequate design.
- OBJ 6 To sustain and enhance the viability, vitality and environment of Barrow town centre and other local population centres within the Borough.
- OBJ 7 To conserve the open countryside.

OBJ 8 To protect and enhance those parts of the built environment which are of special interest and merit.

OBJ 9 To protect and enhance leisure, nature conservation and amenity areas and interests.

The order of the listed objectives does not represent or reflect any order of priority.

1.6.3 The vision for this Plan is comparable to that contained in the Authority's Strategic Plan. The original version of the latter, published in 1991 and entitled "Action for the 90's", was clearly produced in the same context as the original Borough Local Plan. Times have clearly changed for the Borough and similar exercises of review and update have taken place for the Strategic Plan so that both Local Plan and Strategic Plan reflect present circumstances and priorities - local, regional, national and international. The reviewed Strategic Plan, entitled "A Strategic Plan for Barrow Borough", was produced in July 1999. The structure of its Priorities and Objectives is as follows:

Priority SP1 - Supporting Sustainable Economic Regeneration

Objectives: 1.1 Encourage industrial, commercial and retail investment.  
1.2 Improve communications.  
1.3 Support tourism development and promotion.

Priority SP2 - Create an Enhanced Quality of Life for Local Residents

Objectives: 2.1 Improve the housing stock.  
2.2 Enhancing the environment.  
2.3 Reinforce Barrow town centre as the focus of civic and commercial life.  
2.4 Improve leisure facilities.  
2.5 Environmental sustainability.

Priority SP3 - Fighting Poverty and Unemployment

Objectives 3.1 Improve access to employment.  
3.2 Improve income levels for disadvantaged people.  
3.3 Encourage and support community initiatives.

Priority SP4 - Provide Quality Public Sector Services

Objectives: 4.1 Ensure effective management.  
4.2 Provide accountable services.  
4.3 Ensure efficient use of resources.

- 1.6.4 An extract from the Plan, entitled “Factors which influence the Plan” is reproduced as Appendix 1, as this provides a good summary of the influences which affect the vision of both plans.

## **PART 7 : A DEVELOPMENT STRATEGY**

- 1.7.1 The strategy of the Local Plan is divided, geographically into four zones:

- A. Barrow-in-Furness and Walney Island;
- B. Dalton-in-Furness;
- C. The outlying villages; and
- D. Areas of open countryside.

### **A. Barrow-in-Furness and Walney Island**

- 1.7.2 The Plan recognises the importance of Barrow-in-Furness in the sub regional economy of South Cumbria. In particular it recognises the changing pattern of transportation that is arising from the completion of the Dalton Bypass and improvements to the A590 which will increase the attractiveness of industrial land allocation on the western edge of the town, along Park Road. However, there will be a consequent shift in visitor and tourist traffic from Abbey Road, the historic tree lined route into the Town Centre, to Park Road. As a result roadside environmental improvements are critical. The historic development pattern of industrial uses along Park Road lends itself to infill and sufficient land is allocated for general uses. Development in this area, however, needs to respect the proximity of parts of the areas to nationally, locally or internationally designated sites of interest for Nature Conservation. There is also a policy in the Plan that acknowledges the proximity of residential areas to some industrial uses and measures to protect the amenity of these areas need to be applied. This whole area along Park Road/Walney Road was the subject in November 1994 of the 'Channelside Enhancements' Strategy Statement jointly produced by this Authority, Cumbria County Council, Furness Enterprise and English Partnerships. Its mission statement is:

"To assess the area of Barrow-in-Furness between Walney Channel to the West, Jubilee Bridge to the South, the new Dalton Bypass link to the North and Park/Walney Road to the East, (known as the Channelside area) to identify its assets, eyesores and potential, and provide ideas for the enhancement of the area to encourage inward investment, stimulate economic growth, protect the environment and character of the area and assess its service and infrastructure requirements."

and its aims and objectives are:

"To identify projects which,

- a) Will create an attractive setting for development areas and encourage investment in derelict or untidy sites;
- b) Will enhance existing features of natural, historic or economic value;
- c) Will screen sites (whether temporarily or permanently) that are not available for improvement;
- d) Will encourage existing business to improve their frontage images;
- f) Will encourage new investment by identifying new development sites; and
- h) Will promote access by improving road and footpath networks within and into the area"

- 1.7.3 The developed coastal fringe of Barrow-in-Furness includes a range of development opportunities that the plan seeks to exploit. In particular further development of the Dock estate, the comprehensive redevelopment of derelict docks and adjacent areas and former VSEL land is proposed to assist in diversification of the local economy.
- 1.7.4 The residential strategy of the Plan is largely dictated by the lack of completion, or generally even commencement, on the sites allocated in the 1991 Plan, following the severe cut-back in housebuilding activity after the end of Barrow's 1980's boom years. The only new allocations that have been needed have been small-scale and largely brownfield in nature. The Plan seeks to assist Government objectives by encouraging more windfall sites to come forward at brownfield locations.
- 1.7.5 The Plan recognises the pivotal role of Barrow Town Centre in regeneration of the area and pursues policies that complement this role.
- 1.7.6 Through European and Single Regeneration Bid finance positive enhancement of the fabric of the Town Centre Conservation Area is programmed together with improvements to its transport infrastructure.
- 1.7.7 In order to reinforce the Authority's overall objective of reinforcing the Town Centre as a Sub-Regional Centre and Focus, the Plan will propose a series of measures to make it more attractive, vibrant and accessible.
- 1.7.8 No major growth is planned on Walney Island, and the principal strategy is one of environmental enhancement to the urban fringe areas of the Island.

**B. Dalton-in-Furness**

1.7.9 Upon completion of its Bypass large scale traffic-calming measures have been introduced into Dalton. These are intended to reduce the speed of traffic continuing to use Dalton and, therefore, maximise through traffic diversion onto the Bypass. These measures have resulted in a major improvement in the environment of Dalton and will lead to its regeneration as a local centre for provision of goods and services, halting a period of 20 years of decline. There seems little doubt it will become a more attractive place to live. The strategy of the Plan is, therefore, to encourage and stimulate further environmental improvements to the town centre and encourage the development of Dalton as a retail and service centre for the population of the town, as an employment centre and as an attraction for visitors and tourists. The topography of the settlement imposes its own constraints as development on the upper slopes or valley view would be prominent and detract from its setting.

**C. The Outlying Villages and Settlements**

1.7.10 The policy of the current plan in respect of development within rural settlements is one of restriction of growth by a residential cordon. This policy has proved to be readily understood and no major changes to this are proposed. The strategy will remain one of limited growth. Encouragement will be given to improved design for those developments that are considered acceptable.

**D. The Open Countryside**

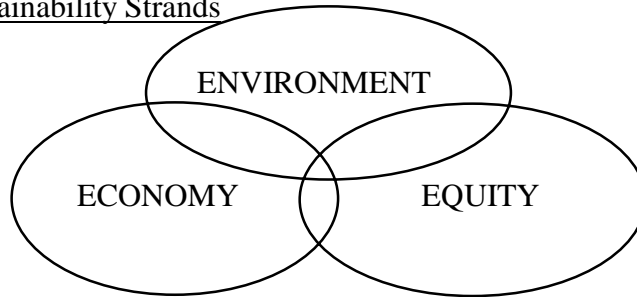
1.7.11 Development will be severely limited in countryside that has remained largely undeveloped. The exception to this strategy will normally be associated with the needs of the rural economy. Certain belts of countryside will be given added protection through the designation of County Landscapes, Local Landscapes or areas with various types of nature conservation interest. Rural buildings offer the opportunity to accommodate new enterprises within the countryside that can provide jobs in rural areas, without the need for new building. Such buildings are a finite resource, which have been under increasing pressure to convert to residential use. The Plan will, therefore, favour proposals for the conversion of rural buildings for non-employment generating uses after it has been thoroughly demonstrated that the applicant has made every reasonable attempt to secure suitable business re-use, and the application is supported by a statement of the efforts which have been made.

**PART 8 : SUSTAINABILITY STRATEGY**

1.8.1 Barrow's current need is to achieve the development and regeneration that will sustain the community created in the late 19th/early 20th Centuries, when a successful population, industry and servicing centre was created, based on natural resources originally, but sustained and enhanced by the skill of human resources.

- 1.8.2 Sustainability is generally viewed as being made up of three interwoven strands; economy, environment and equity, as shown in Diagram 2.

Diagram 2 : Sustainability Strands



- 1.8.3 These three strands are related because of the recognition that one cannot be achieved without the other. Thus to protect the environment, people also need looking after and the economy must be able to support the people and protect the environment. Similarly, the economy relies upon a healthy environment and an equitable society for its long-term stability. This means that, in theory at least, there is no need for a trade off between jobs and the environment, because jobs which damage the environment ultimately damage the economy. However, there does need to be a recognition that our society and economy is still unsustainable, though if it is moving towards sustainability, this will not be the case in the longer term. The Local Plan recognises that in the longer term economic development will work in harmony with the environment rather than be at odds but in the short term more difficult choices will need to be made. In general, however, the Local Plan should favour development that is sustainable, as this will fulfil three policy goals, at the same time.
- 1.8.4 The policies and proposals of this Local Plan are firmly based on the principles of sustainable development, that is, providing opportunities for all people now, without compromising the opportunities of future generations through the destruction or waste of our natural resources.
- 1.8.5 The most obvious, and clearly quantifiable aspect of sustainable development practices is the protection of the environment; the conservation of specialised habitats and species, the reduction of atmospheric pollution, and the more economic use of our natural resources such as oil, wood and metals. Further to this, however, is the provision of opportunities for all, for instance, a chance to become educated, to achieve a reasonable standard of living, and to undertake those activities which bring us satisfaction.
- 1.8.6 Central to this second aspect of sustainable development tends to be industry, both the production and service sectors. This is vital both in one respect for the provision of goods and services which are important to our quality of life such as electricity and health care, and secondly in providing employment which tends to be fundamental to our quality of life.

- 1.8.7 The potential for conflicts between these two aspects of sustainable development, the protection of the environment and the improvement of quality of life, is clear. The situation in Barrow Borough is no exception. The quality of the local environment is exceptional, as can be seen by the number of designated landscapes and habitats, especially around the coast, while the need for increased employment provision and other regeneration activities, which may have damaging environmental consequences, is unquestionable. The history of the development of the Borough's towns is such that they grew to their present population levels on the back of industry which has now declined due to changes in demand, resulting in particularly high levels of unemployment. Without sufficient employment opportunities the population of the Borough will be unable to support itself into the future, or in other words, the situation is not sustainable.
- 1.8.8 There is one major environmental advantage of increasing locally available employment opportunities. One of the greatest sources of damaging atmospheric pollution is motorised transport, the demand for which increases with people travelling greater distances to find work. The presence of jobs locally can reduce commuting activity.
- 1.8.9 Over the plan period the Authority will seek to strike a sustainable balance between the need for employment development and the protection of the environment.
- 1.8.10 The Environment section of this Local Plan deals with both the natural and built environments, and provides the context for the policies of the other chapters, setting out the basis on which potentially environmentally damaging developments will be considered.
- 1.8.11 Where it is found to be reasonable in the interests of creating employment that development takes place which may have negative environmental impacts, the policies of this plan will ensure that damage is minimised, that compensatory measures are taken and reparative work is carried out where appropriate.
- 1.8.12 An environmental/sustainability appraisal of this Plan has been carried out and forms Appendix 2. While this is not a statutory requirement, this Council feels that this has been the most effective way to assess the potential impact of the policies and proposals on the environment, and on each other. In truth, if policies in one Chapter seek to alleviate damage, but the problem is exacerbated by a proposal elsewhere, the Plan will fail in its aim to protect and enhance the environment and promote sustainable development.

A) **Links to Local Agenda 21**

- 1.8.13 This plan review was written concurrently with the development of the Council's Local Agenda 21 policies and proposals. The Council's Local Agenda 21 has enabled the integration and co-ordination of the two strategies. Local Agenda 21 has the following aims for land use planning:

- Encouraging the use of previously developed rather than 'greenfield' sites;
- Promoting locations of new developments in locations accessible by public transport;
- Reducing travelling by encouraging the location of new services and facilities in close proximity to each other and to existing facilities;
- Providing public and green space in the urban areas; and
- Assisting with the process of renewing the Borough's built fabric and gaining benefits in the clearing of contaminated and derelict land through the careful location and treatment of new developments.

1.8.14 Another element of Local Agenda 21 is community development and participation. This means that local people need to be involved more closely in decision making. This could be through a wide variety of means but is meant to ensure local people are involved in deciding what a future Borough should be like and how they can help in making it more sustainable. This can take the form of community forums, working groups, etc. and should involve relevant stakeholders: for example business leaders, community groups, environmental groups, schools and local people. Local Agenda 21 recognises that there should be a willingness to ask people what they want, in order to move from consultation to participation. Doing this will often be time consuming but produces decisions which have a high degree of consensus and agreement and also ensures that a wide variety of concerns are addressed. Involvement of stakeholders is seen as important because of the recognition that involvement can foster feelings of responsibility so that people wish to protect the local environment and work at improving it (this is the basis of the environmental phrase 'think globally, act locally'). These considerations have influenced the consultation and participation arrangements that the Authority made for the Plan.

B) **Areas**

1.8.15 The Environmental Strategy is set out in terms of five broad categories of area:

1. The Urban Areas
2. Barrow town centre
3. The coast
4. The upland
5. The remaining countryside

1. The Urban Areas

- 1.8.16 Existing urban areas should be the focus for new development. The use of unused, derelict and under used urban or urban fringe land has several advantages over greenfield sites in rural areas.
- 1.8.17 This prevents the destruction of, or intrusion into natural landscapes and habitats and the open countryside.
- 1.8.18 Where development is concentrated within towns, housing, employment, leisure and other facilities can be brought closer together, reducing people's travel times and making alternative modes of transport to the environmentally unfriendly private car more practical.
- 1.8.19 Development and redevelopment in the Borough's towns can assist with regeneration, renewing the urban fabric and clearing dereliction and contamination.
- 1.8.20 Within the urban areas of the Borough it is important to promote the location of new services and facilities in existing town and neighbourhood centres. This reduces the number of different trips residents need to make for different facilities, increasing convenience and accessibility. This concentration of activities can also help to increase the viability of public transport, as demand will be focused on particular routes, rather than being dispersed over a wider area.
- 1.8.21 The Plan's retail policy establishes a preference for the location of new retail, leisure and other appropriate developments within town centres consistent with the new PPG6. If there is justification for a location elsewhere a sequential approach is used, through edge of centre to out of town in the exceptional case only.
- 1.8.22 Improvement of the physical urban environment will have several strands. Proposals for redevelopment activity will be required to consider landscaping treatment; green and other public spaces in urban areas will be protected and encouraged in new developments; and the protection and enhancement of the historic built fabric will continue to show benefits.

2. Barrow Town Centre

- 1.8.23 The town centre is the focus for the Borough's main retail and commercial activity. To maximise the potential level of services and facilities for residents and the potential for the future growth of the centre, continuing improvements to its environment are vital.

1.8.24 The main elements of the town centre environment are; landscaping, street furniture, safety, freedom from traffic, building and architectural quality, and accessibility. Various projects of the Heart of Barrow Single Regeneration Budget scheme have been important to this. These include the establishment of a closed circuit television system, improvements to street furniture, creation of a new town square reconnecting the Town Hall to the retail core and providing public open space, and improvements to the Shop Mobility arrangements.

1.8.25 The policies of this plan complement this. Raising standards of design, encouraging the location of new retail and commercial facilities in the centre to increase the choice and range for shoppers, and helping to provide suitable facilities for parking while increasing opportunities for the use of other modes of transport.

### 3. The Coast

1.8.26 PPG20 sets out four categories of coastline; undeveloped and protected for conservation value, other undeveloped or partly developed areas, the developed coast, and the despoiled coast.

1.8.27 Almost all of the Borough's coast is protected for its nature conservation value. Proposals requiring a coastal location will be directed towards the despoiled coast in the urban area of Barrow, which has become vacant following the decline of the traditional industries.

### 4. The Upland

1.8.28 The character of the Borough's upland is protected under the County Landscape designation in this plan. It is very open, and as such any development is likely to be highly noticeable and careful consideration will need to be given to the visual and landscape effect of a proposed development. The Upland landscape is part of the visual character of the Borough's settlements by virtue of its proximity to them; development could therefore unduly dominate important views from the settlements.

1.8.29 Due also to the proximity of the Furness uplands to the residential areas, the popular scenic roads and many public footpaths provide a recreational resource worthy of protection.

### 5. The Remaining Countryside

1.8.30 Development in the open countryside that is not appropriate and is not part of an established settlement or group of buildings is not supported by the policies of this plan. There are several reasons for this; developments can be linked into existing services if located in an existing group; car travel tends to increase with developments in the open countryside as distances to other facilities are greater than in towns and alternative modes of transport are less practical; and intrusion in the countryside and landscape is reduced where a new development is well related to an existing group.

- 1.8.31 Various areas are protected under locally and regionally important designations for their landscape, recreation, nature conservation or geological value. These will be protected from detrimental development activities.
- 1.8.32 It is as important for residents in the non-urban areas of the Borough as for the town dwellers to have access to a high standard of services, facilities and employment opportunities.

**C. Environmental or Sustainability Assessment**

- 1.8.33 The environmental linkages and impacts of the policies on each other have been assessed in a separate matrix that forms Appendix 2.
- 1.8.34 Whilst this assessment may indicate a certain amount of conflict with environmental goals in some of the policies, it is submitted in the Barrow area there is a particular justification for this. This is because Barrow is an area that has suffered severe job losses and economic cut backs in recent years and thus has an overwhelming need for regeneration that is recognised at international, national, regional and local level. Yet at the same time by virtue of the adjacency of the urban areas to sites of major importance to nature conservation, the need to achieve development will have to be considered in the context of the need to maintain objectives of maximum environmental protection.

**PART 9 : PLAN IMPLEMENTATION**

- 1.9.1 Although the Local Planning Authority has prepared the Local Plan, it hopes the aspirations, strategy and policies it contains will be widely supported by other agencies in the public and private sector. Indeed the Plan's implementation will depend critically upon the contribution of these bodies. The extent to which the Council's own main spending programmes will contribute towards implementation will vary across the various policy areas covered but throughout the plan period resources are likely to be scarce. Successful implementation will therefore depend upon developing partnerships between the public, private and voluntary sectors, maximising resources from external funds such as the Single Regeneration Budget, on-going main programme funds such as Derelict Land Grant, English Partnerships Development Fund, competitive bidding for assistance under UK and EU regional policy initiatives and others. In addition to major programmes of assistance smaller scale measures such as ongoing support for town schemes and shop front improvements and environmental improvements will be critical. For assistance towards the regeneration of the rural areas discussions will continue with the North West Development Agency over projects in the Rural Development Area. These broad principles of working in partnership with the community are in line with the spirit of Local Agenda 21.
- 1.9.2 To an increasing extent the Council will become a facilitator and partner for the implementation of the Local Plan rather than doing so through direct means.

- 1.9.3 Many of the Plan's policies will be implemented through operation of the Development Control system.

## **PART 10 : MONITORING AND EVALUATION OF THE PLAN**

- 1.10.1 How up to date the Local Plan is will be important in determining the weight given to it when determining planning applications. Given the 10 year time horizon of the plan, monitoring and assessment of its effectiveness in achieving its guiding principles and objectives is clearly important. Monitoring and evaluation should be carried out at regular intervals to ensure policies and proposals are effective, being interpreted by developers and inspectors in the way intended, and in a way which meets the Plan's objectives. This is best achieved by the preparation of a regular monitoring report perhaps annually which will set out the information collected and an evaluation of the overall plan and individual policies, where this is required. The Authority intends to carry out a review of the Plan in another five years, although mini reviews where relevant will be undertaken in the meantime.
- 1.10.2 The information to be collected for monitoring is set out in Appendix 3.