

Developing Sustainable Cumbria
2004 to 2024



Cumbria's Sub Regional Spatial Strategy



CUMBRIA STRATEGIC PARTNERSHIP
THE PARTNERSHIP VOICE FOR CUMBRIA

Breathtaking coastlines and landscapes
of world renown exist alongside
historic urban settlements and degraded
industrial townscapes of hidden potential

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Executive Summary

"Sustainable Cumbria" sets out a sustainable approach to securing economic growth, social progress and environmental protection and enhancement in Cumbria over the next twenty years. Developing Sustainable Cumbria sets out the spatial planning framework to enable actions that affect specific areas and locations to achieve the above.



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a sustainable level and
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The challenge is to secure a sustainable level and pattern of development that creates balanced communities and meets need - including the need for jobs throughout Cumbria¹. At the same time it requires inward investment, in appropriate locations. In the interests of sustainable development housing is also necessary at a level to complement economic growth and ensure local housing needs² are met.

To achieve more balanced communities and reduce inequality in Cumbria, three spatial objectives have been identified:

To reduce the dependency for high level services/jobs on towns outside Cumbria

To increase the complementary nature of key towns

To develop and maintain high quality modern transport networks

The development emphasis is for

Major development to take place in Barrow, Carlisle, and West Cumbria.

Moderate development to take place in Ulverston, Dalton in Furness, Aspatria, Cockermouth, Brampton, Longtown, Wigton, Egremont, Millom, Silloth, Penrith, Alston, Appleby, Kendal, Grange over Sands, Kirkby Lonsdale, Kirkby Stephen, Milnthorpe and Sedbergh. The actual scale of development will depend on the relationship of the town to its neighbours and its capacity for expansion.

Small scale development to take place in local service centres to help sustain local services, meet local needs, including the centres' rural hinterlands and support rural businesses.

In order to achieve the Cumbria Sub Regional Spatial Strategy the following measures need to be implemented.

- All parts of Cumbria need to be within a reasonable distance of a high quality inward investment opportunity. Sites for high value businesses to be available at:

- Dock Estate (Barrow)
- Gilwilly (Penrith),
- Kendal
- Kingmoor (Carlisle),
- Lillyhall (Workington)
- West Lakes Science and Tech Park (Whitehaven)³

- The achievement of the spatial initiatives in the West Cumbria Strategic Forum's Action Plan and the development of the potential of the Nuclear Decommissioning Agency

- Investment in the following transport schemes:

- A590 improvements (including High and Low Newton Bypass and Ulverston Bypass)
- A595/6 improvements
- A66 improvements
- A69 improvements
- Access to Windermere/Bowness
- Carlisle Airport
- Carlisle Transport Initiative

- The development of the West Cumbria Regional Park including Derwent Forest, Hadrian's Wall Zone, and the restoration of the Northern Reaches of Lancaster Canal as a tourist destination

¹ The objective is to raise local incomes and GVA to a level commensurate with the rest of the region.

² Including affordable housing.

³ To include tertiary education facilities.

1 Introduction

1.1 "Sustainable Cumbria" sets out a sustainable approach to securing economic growth, social progress and environmental protection and enhancement in Cumbria over the next twenty years.



A Sustainable Cumbria will be a County that:

- Celebrates its diversity, creativity and heritage
- Engages everyone in the mainstream of community life
- Retains and attracts the skilled and talented
- Participates to the full as a competitive sub region
- Develops and maintains a modern and efficient infrastructure
- Makes a positive contribution to the wealth of the North West
- Marries economic growth with social progress and environmental protection and enhancement

Sustainable Cumbria

1.2 Developing Sustainable Cumbria sets out the spatial planning framework to enable actions that affect specific areas and locations to achieve the above. It sets out an agreed list of priority measures which we will work together to achieve and for which we will lobby at a regional and national level.

1.3 This plan is essential as under the new planning system there will no longer be a single statutory development plan for Cumbria.

a sustainable approach to securing
economic growth, social progress and
environmental protection

2 Summary of key spatial issues facing Cumbria Sub Region

2.1 Cumbria is geographically isolated and distant from regional, national and European markets. This isolation is further accentuated in Cumbria's remoter rural areas and is a contributing factor to the difficulties in attracting investment into the County. Put another way Cumbria is relatively self contained with some relationships with North Lancashire and South West Scotland.

2.2 The County's settlement pattern results in a dispersed population with distinct problems of sparsity with many smaller towns not being sufficiently large to provide all the facilities required for modern living. Facilities and services are more costly to provide and difficult to access and the limited size of the markets make it less attractive to invest in such services. As a result people need to travel longer distances to satisfy their needs.

2.3 However despite the need to travel the transport infrastructure is out of date and requires major investment. The lack of quality networks is seen to inhibit inward investment and further reinforces the sense of remoteness.

The spatial issues should be seen in the context of:

The enduring problems of:

- Rapid change and dramatic decline in Cumbria's relative wealth
- Poor health and problems of social exclusion
- Lack of the necessary types of housing and the need for affordable housing
- Outward migration of young people and an ageing population
- Inadequate road and rail infrastructure and transport services

And the thematic priorities of:

- A diversified economy
- Improved communications
- Rural regeneration
- High quality tourism
- Balanced housing markets

Sustainable Cumbria

2.4 The location and quality of employment sites do not marry with the objective to reverse the trend of relative poor economic growth and the need to diversify the economy and to provide worthwhile jobs where they are needed. This is further exacerbated by the need for more modern housing and, in much of rural Cumbria, more affordable housing to support economic growth and also to address the loss of young people.

2.5 Within the North West, Cumbria is unique with a high proportion of the County covered by national and international designations which recognise and seek to protect its landscape and other environmental assets. This brings with it pressures of high demand particularly evidenced in the housing and tourism markets. In contrast urban development in Cumbria has left a legacy of relatively small and remote towns, most of them in coastal locations, often requiring regeneration, renewal and improvement to the public realm.

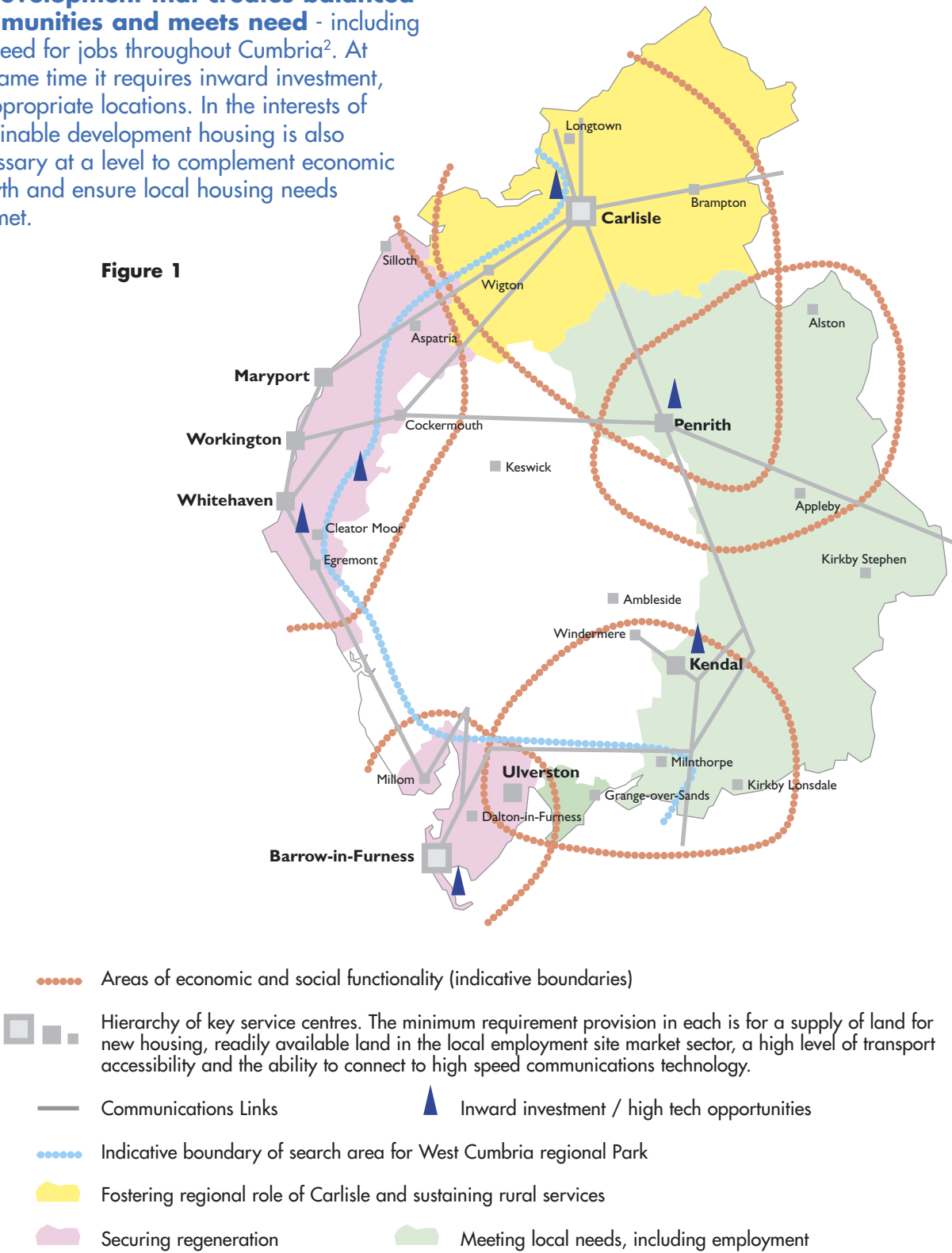
2.6 This strategy and consequent development plans need to be closely monitored and reviewed so that development necessary to meet the economic and social objectives is not inhibited by the relevant plans being out of date.



3 The spatial strategy¹

3.1 Against this background the challenge is to **secure a sustainable level and pattern of development that creates balanced communities and meets need** - including the need for jobs throughout Cumbria². At the same time it requires inward investment, in appropriate locations. In the interests of sustainable development housing is also necessary at a level to complement economic growth and ensure local housing needs are met.

Figure 1



1 A sustainability assessment was undertaken of three options for the strategy. On the basis of the assessment the approach in Developing Sustainable Cumbria was identified as the most sustainable option.
2 The objective is to raise local incomes and GVA to a level commensurate with the rest of the region.

3.2 Development will therefore be encouraged that secures balanced and sustainable communities so that there is:

- A Flourishing, diverse and well paid economy
- Access to a range of good quality housing that meets the needs of the community including those taking up employment
- A Full range of appropriate and accessible services
- Good transport services and communications linking people to jobs, schools, health and other services
- Quality built, natural and historic environments
- Safe and healthy places to live

3.3 To achieve more balanced communities and reduce inequality in Cumbria, three spatial objectives have been identified:

1 To reduce the dependency for high level services/jobs on towns outside Cumbria.

This results in the need for higher/further education and cultural facilities, improved air services and more high quality employment land opportunities supported by the required scale and type of housing to be located in Cumbria. Consequently more investment is required in Barrow, Carlisle, Kendal, Penrith and West Cumbria.

2 To increase the complementary nature of key towns.

Whilst the overall challenge is to create balanced communities, in reality towns do not function in isolation from one another, see Figure 1. The future local development frameworks should take account of these relationships.

3 To develop and maintain high quality modern transport networks.

This is required between the service centres of Barrow and Kendal, Carlisle/Penrith and Workington/Whitehaven and to Windermere/Bowness.

Access between and to the key service centres is critical to a sustainable Cumbria. The need to reduce remoteness from markets whilst at the same time increasing the efficiency of local businesses and to encourage investment is crucial.

3.4 In order to achieve these objectives:

The development emphasis is for:

Major development to take place in the key service centres of Barrow, Carlisle, and West Cumbria. The level of development will need to be in scale with the need and capacity of the area. Major development is required in West Cumbria to counterbalance the current and future loss of jobs and to improve the quality of life. Spatial planning will be required that develops the roles of the existing centres of Whitehaven, Workington, Cleator Moor and Maryport in a complementary fashion so that they support each other as a single urban area and as a result generate sufficient critical mass to improve the quality of facilities. The use of development corridors, complemented by improved open space and the public realm, is required as part of the economic and social functionality of the area. Major development is required in Barrow and Carlisle to act as catalysts for the whole of the Cumbrian economy.

Moderate development to take place in Ulverston, Dalton in Furness, Aspatria, Cockermouth, Brampton, Longtown, Wigton, Egremont, Millom, Silloth, Penrith, Alston, Appleby, Kendal, Grange over Sands, Kirkby Lonsdale, Kirkby Stephen, Milnthorpe and Sedbergh. The actual scale of development will depend on the relationship of the key service centre to its neighbours and its capacity for expansion¹. Development in Ulverston should assist in sustaining the regeneration of Barrow by supporting an increase in its catchment's population. This complementary development of Ulverston should be further promoted by the encouragement of high value businesses. Both Kendal and Penrith have key roles to play in developing high quality employment land and associated balanced housing markets.

Small scale development to take place in local service centres to help sustain local services, meet local needs, including the centres' rural hinterlands, and support rural businesses. New small scale balanced housing, the majority of which should be affordable, will be encouraged where it supports the sustainability of the centre.

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Spatial initiatives of sub regional importance¹

3.5 In order to achieve the Cumbria Sub Regional Spatial Strategy the following measures need to be implemented.

- All parts of Cumbria need to be within a reasonable distance of high quality inward investment opportunities. Sites for high value businesses to be available at:
 - Dock Estate (Barrow)
 - Gilwilly (Penrith)
 - Kendal
 - Kingmoor (Carlisle)
 - Lillyhall (Workington)
 - West Lakes Science and Tech Park (Whitehaven)²
- The achievement of the spatial initiatives in the West Cumbria Strategic Forum's Action Plan and the development of the potential of the Nuclear Decommissioning Agency
- Investment in the following transport schemes:
 - A590 improvements (including High and Low Newton Bypass and Ulverston Bypass)
 - A595/6 improvements
 - A66 improvements
 - A69 improvements
 - Access to Windermere/Bowness
 - Carlisle Airport
 - Carlisle Transport Initiative
- The development of the West Cumbria Regional Park including Derwent Forest, Hadrian's Wall Zone, and the restoration of the Northern Reaches of Lancaster Canal as a tourist destination
- Utilising the potential of Morecambe Bay to:
 - meet renewable energy targets through tidal powered turbines
 - minimise journey times to M6 through a new bridge subject to no significant adverse environmental or financial constraints

¹ See the criteria for all development in Annex 1 and the assessment policy in Annex 2

¹ These spatial initiatives will also have local impacts and will additionally meet the needs of the sub areas.
² To include tertiary education facilities

4 Areas within Cumbria

4.1 Within parts of Cumbria differing environmental conditions and economic and social needs require a slightly different emphasis to development be adopted within the overall strategy. Sub areas have been identified on the basis of their economic and social functionality¹.

Barrow and Furness

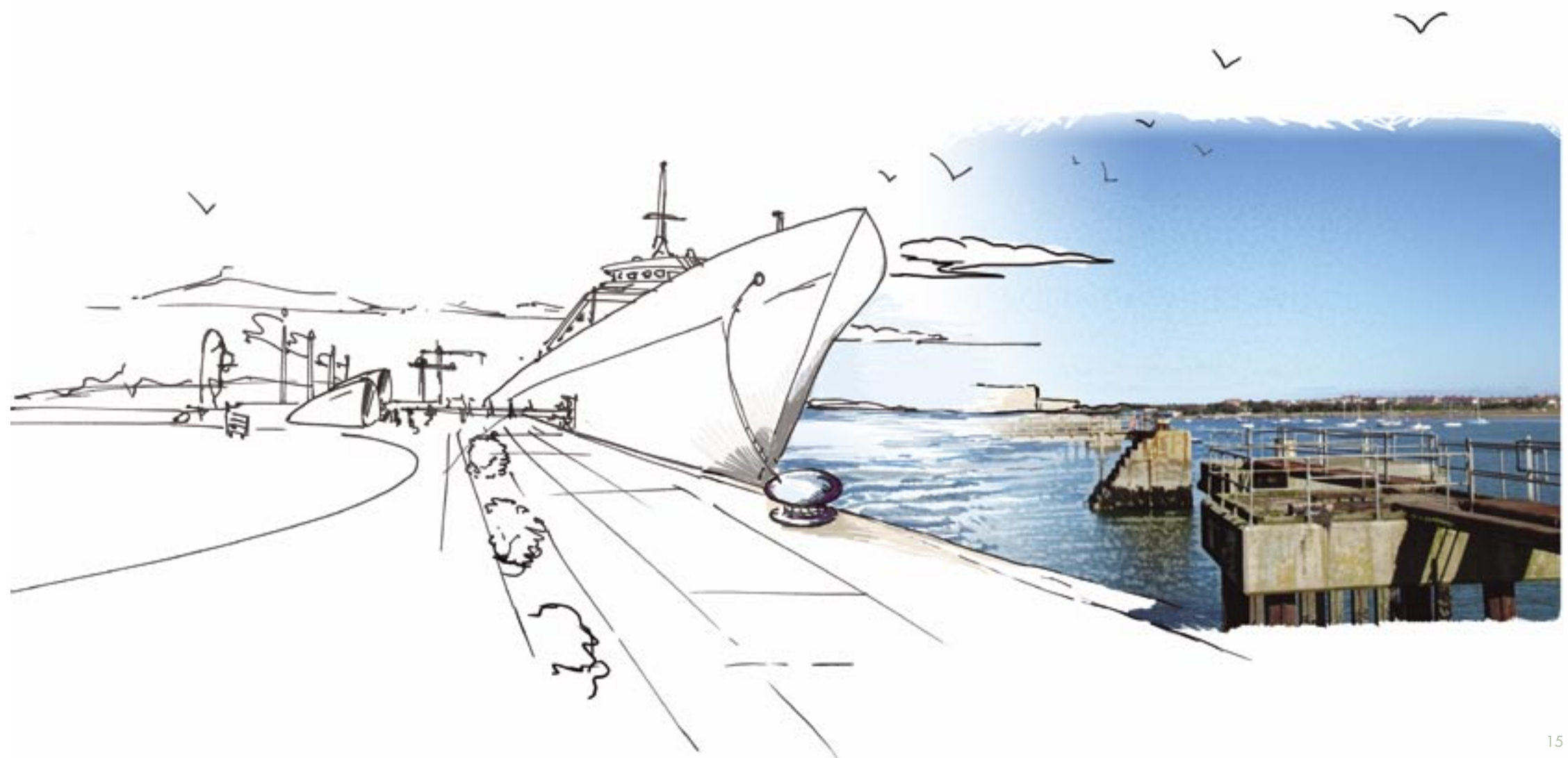
4.2 Furness has in the past faced long term economic difficulties brought about by the decline in its traditional manufacturing base, the reliance on a small number of vulnerable employers and its relative remoteness from regional and national markets. This has also meant that the quality of the built environment and the housing stock needs to be improved. Barrow in Furness will continue to play a significant role in providing all high level services to the town and its catchment area. Major investment will continue to be needed to ensure that Barrow has a high quality environment and that the necessary infrastructure and transport networks are to modern standards. The proximity of Furness to the western and southern lakes will be material in the future development of the area.

4.3 The priority for new development is to support economic and social regeneration and improve the quality of life. Opportunities will be taken to sustain and enhance employment, secure investment and diversify the economic base. Measures will be supported that reduce journey times to the M6 motorway. The distinctive role and opportunities offered by the port of Barrow will be fostered with measures taken to build on the area's heritage. Balanced housing markets will be created through refurbishment, clearance and renewal and by building new homes that create choice and quality in the market to meet housing demand and help generate investor confidence. The role of the town centre will be supported through measures that enable refurbishment and environmental improvement and by physical restructuring.

Spatial initiatives of importance to the sub area

- Promoting large scale redevelopment proposals that secure regeneration and renewal with priority given to:
 - Waterfront Barrow, including Dock Estate and Channelside
 - Canal Head redevelopment, Ulverston
 - Barrow town centre
 - Hindpool and Central wards
- Improving access to new industrial or town centre economic opportunities through the Barrow Urban Design Framework
- Promoting opportunities to develop tourism potential through developing the role of passenger sea links and opportunities to develop cycling and other transport networks

new development is to
support economic and
social regeneration



¹ See figure 1

Carlisle and North Cumbria

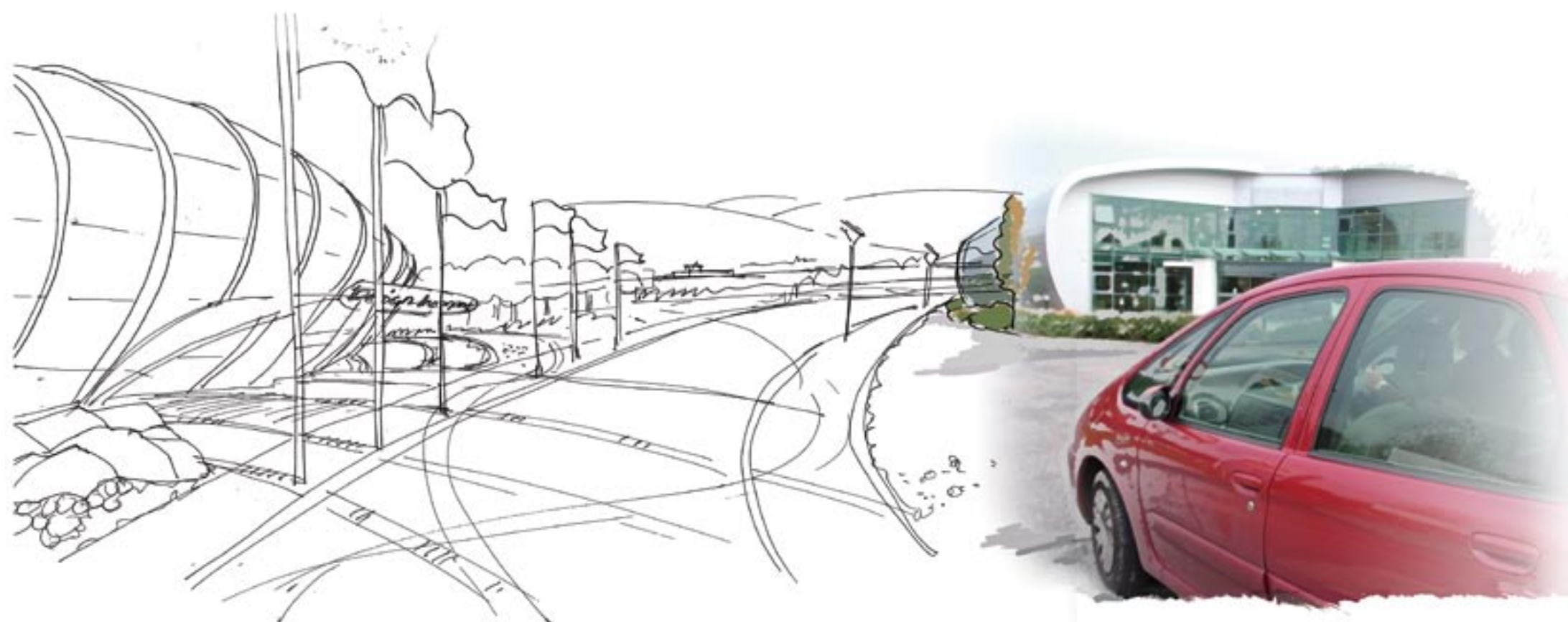
4.4 The quality of Carlisle's built environment, historic associations, its border location and reasonably good regional and inter regional transport links, means it acts as a focus for development for North Cumbria and South West Scotland. It will continue to play a significant role in attracting development into the County. Development will build on Carlisle city's role as a regional centre for business, commerce, shopping, education, leisure, culture and tourism. And at the same time regard will be had to the city's historic character. Development will assist the refurbishment and redevelopment of existing housing stock and the priority to use previously used land.

4.5 A range of employment opportunities will be made available in accord with employment land market sectors. Housing will be allocated to sustain and enhance the city's economic growth. The potential for higher education facilities linked to the economic and business expansion of Carlisle will be encouraged. Environmental quality will be improved and congestion addressed through proposals to bring forward a Transport Initiative that takes an integrated approach to car parking, public transport and sustainable transport modes and the need to improve access to the M6. The role of key and local service centres within Carlisle's rural hinterlands will be sustained by making them the focus of an appropriate scale of housing, local employment, retailing and community development.

Spatial initiatives of importance to the sub area

- The planned mixed uses development at Morton
- Supporting regeneration and renewal initiatives focused on the key priorities of:
 - South Carlisle (districts of Harraby, Upperby and Currock)
 - Botchergate redevelopment
 - Raffles housing renewal
- The development of improved cultural facilities within the city centre, particularly a theatre venue
- Development of park and ride facilities
- Carlisle Renaissance

A range of employment opportunities will be made available



Lake District National Park¹

4.6 The pressures facing the Lake District include a lack of affordable housing, changes in farming practices and the need to sustain local services and increase accessibility. There is also a need to ensure high standards of design and maintenance of the public realm, in part to sustain the tourist industry.

4.7 Whilst being administered by the Park Authority there is a need to ensure that the functional relationships are recognised in any spatial strategy and to reduce any boundary or halo effect. Functional relationships include:

- Services provided by Kendal, Penrith, Cockermouth and West Cumbria for Lake District residents and visitors
- Transport of visitors from Cumbria and beyond to Windermere and Keswick

4.8 In the Lake District National Park development will meet locally generated needs. Communities throughout the Park are to be enabled to find solutions to meet their own needs leading to development of a scale and type determined by the needs identified and which can be assimilated. At the same time opportunities will be taken to enable development to be a test bed for good practice and for inspirational innovation and design.



Spatial initiatives of importance to the sub area

- The redevelopment of Brockhole
- The development of sustainable transport networks and services
- Public realm and infrastructure improvements in Windermere and Bowness

there is a need to ensure
high standards of design
and maintenance of the
public realm

¹ The Lake District is a national park and as such this strategy has had due regard to the national park purposes as required by section 62 of the Environment Act 1995

South and East Cumbria

4.9 South and East Cumbria benefits from a high quality built and natural environment. This together with its excellent transport links to the rest of the region and its proximity to the two National Parks means there is considerable demand for development particularly housing. A significant pressure on the housing market comes from in-migration of either long distance commuters or people retiring. It also comes from the holiday and second home markets increasingly displaced from the National Parks.

4.10 Together these lead to competition for housing and problems of affordability. Generally the area has high levels of employment, however this masks a dependence on low paid and part time work particularly in the rural areas. Kendal has also recently suffered the loss of several sources of skilled employment in the financial and manufacturing sectors. To the south of the area there are close links with Lancaster District with regard to economic activity, employment land supply, tourism and access to higher education and health care services. To the north, similar links exist between the Penrith area and Carlisle. The location of Penrith with direct access onto the M6 and West Coast railway line however means it acts as a strategic location in its own right increasingly attracting the regional headquarters of organisations requiring good communication across the sub region.

4.11 High priority will be given to meeting local affordable housing needs, in perpetuity, by requiring that a proportion of the overall housing requirement is tied to local occupancy and a proportion to affordable needs. Opportunities will be taken to secure inward investment, new businesses and services to the key service centres of Kendal and Penrith. At the same time the economic and service needs of rural areas with rural businesses being supported.

4.12 A small part of the Yorkshire Dales National Park falls within Cumbria and for the statutory spatial planning documents is not part of the North West Region but it is included in the Cumbria Local Transport Plan. The area faces some of the same issues as the Lake District and from a spatial planning perspective the priority is to focus development on Sedbergh and encourage affordable housing, sustainable transport and sustainable tourism initiatives.

Spatial initiatives of importance to the sub area

Improving the economic base of key service centres and encourage a range of service and facilities through the:

- Development of additional business park space at Kendal and Penrith
- Development of Southend Road, Penrith and the K-Village, Kendal
- Improving access to new industrial or town centre economic opportunities through the:
- Kendal Northern Relief Road
- Kendal Park and Ride
- Windermere branch line improvements
- Promoting opportunities to develop employment, tourism and leisure potential through the Northern Reaches Canal Restoration Project
- South Lakeland Gateway Scheme
- Public realm and infrastructure improvements in Grange Over Sands

local affordable
housing needs

West Cumbria

4.13 The area contains a number of key service centres and former mining communities which are closely related socially, economically and physically and together they form one of the County's most important urban areas. These towns contain built environments which although retaining strong associations with the area's coastal heritage typically suffer from lack of investment.

4.14 The priority for new development is to support economic and social regeneration and improve the quality of life. Opportunities will be taken to sustain and enhance employment, secure investment and diversify the economic base. This will require substantial investment in increased employment land allocations and the related transport infrastructure. Measures will be supported that reduce journey times to the M6 motorway. The opportunities offered by the area's maritime and naval heritage will be developed with a view to securing a coastal renaissance.

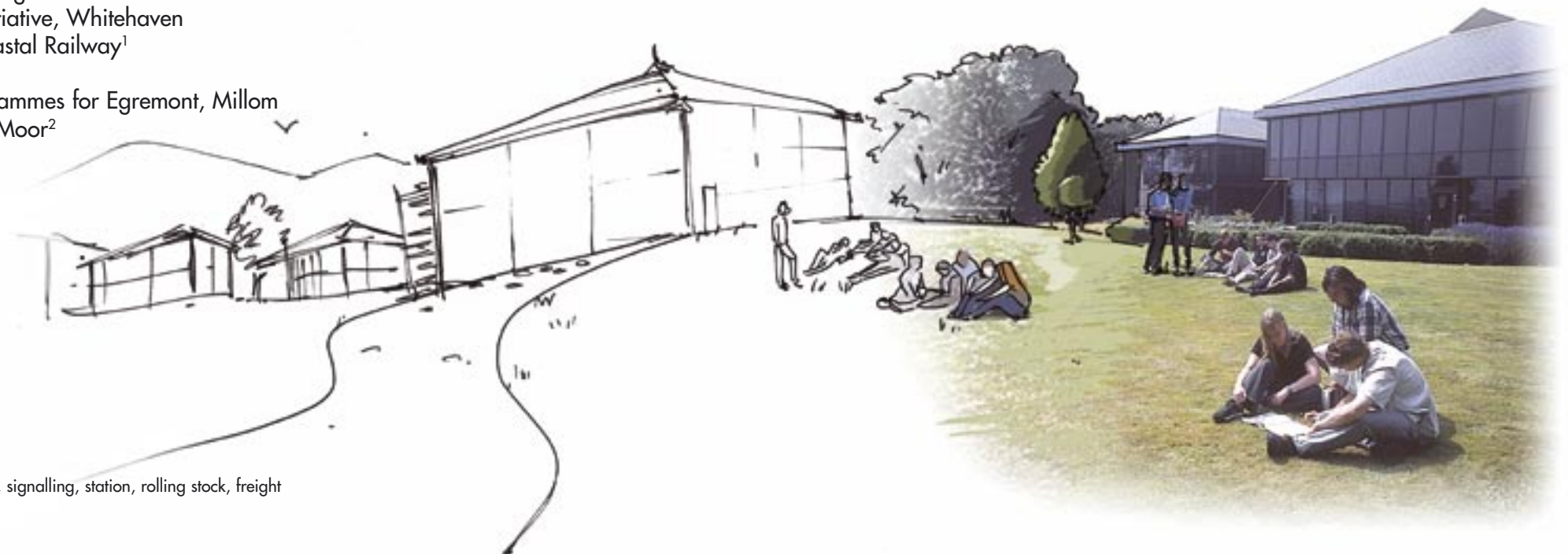
4.15 Balanced housing markets will be created through refurbishment, clearance and renewal and by enabling new houses to be built within the wider area. There is a need for choice and quality in the land allocations being made for employment and housing. This is necessary to enable the rapid economic and social transition that needs to occur, in order to meet the agreed objectives of the Memorandum of Agreement of the West Cumbria Strategic Forum, to take place. The role of Workington and Whitehaven town centres in particular will be supported by environmental improvements and by physical restructuring to meet the demands of modern town centre uses.

4.16 The development of further education facilities including campus/academy development will be promoted focussing on nuclear issues, restoration, radiology, medical applications and engineering. Other spatial initiatives will be forthcoming and added in due course, as agreed through the West Cumbria Strategic Forum.

Spatial initiatives of importance to the sub area

- Promoting large scale redevelopment proposals that secure regeneration and renewal with priority given to the:
 - Marina/harbour development, Maryport
 - Marina/harbour development, Whitehaven
 - Port of Workington redevelopment
 - South Whitehaven housing renewal
 - Whitehaven town centre development
 - Workington town centre redevelopment
- Improving access to new industrial or town centre economic opportunities through the:
 - Workington Environmental Route
 - Whitehaven Eastern Development Road
- The development of a health park based on the development of a replacement hospital
- Promoting opportunities to develop tourism potential through the:
 - Pow Beck Initiative, Whitehaven
 - Cumbria Coastal Railway¹
- Action programmes for Egremont, Millom and Cleator Moor²

opportunities will be taken
to sustain and enhance employment,
secure investment and diversify
the economic base



¹ This is a major initiative for the whole Cumbria Coastal railway and includes track, crossings, signalling, station, rolling stock, freight handling and interchange improvements and marketing initiatives.

² NB Cleator Moor development will be seen as part of the wider urban area proposals.

Annex 1

All proposals for development including alterations to existing buildings and land use change will be required to:

- 1 seek locations consistent with policy ST 5, ST 6, and ST7 which will assist in reducing the need to travel, and then in the following order of priority:
 - a) the appropriate reuse of existing buildings worthy of retention, followed by
 - b) the reuse of previously developed land, and only then
 - c) the use of previously undeveloped land
- 2 seek sites that are or will be made accessible by public transport, walking or cycling
- 3 reduce the risk of flooding within the development and elsewhere by a choice of location in the following order of priority:
 - a) sites with little or no flood risk, followed by
 - b) sites with low or medium flood risk, and only then
 - c) sites in areas of high flood risk. Design proposals should minimise or mitigate any flood risk and where practicable include sustainable drainage systems
- 4 ensure agricultural land of poorer quality is used for development in preference to the best and most versatile agricultural land when there is a realistic option relating to where development is needed
- 5 avoid the loss of, or damage to, and where possible enhance, restore or re-establish, important nature conservation features
- 6 avoid the loss of or damage to, and wherever possible enhance important or distinctive conservation features including landscapes, buildings, archaeological sites, historic parks and gardens and visually important public and private open spaces

Annex 2

All development has an impact. It can affect the environment, the economy, the quality of people's lives and the way resources are consumed. Detailed consideration of site specific issues and decisions on individual planning applications need to be informed by a full assessment of the wider effect of any proposed development. It is proposed to publish further guidance on how to undertake these assessments in partnership with relevant agencies. This guidance will take account of the need for strategic environmental assessments and relate to sustainability targets.

Development or land use change affecting important environmental, social and economic assets should be assessed in terms of benefits and disbenefits. Where appropriate this will require transport, environmental and other impact assessments to assess the full effect of new development and identify the need for any mitigation.

all development
has an impact



www.cumbria.gov.uk/subregionalstrategy



The spatial strategy was launched in September 2005.

For more information on the document and on the CSP
please contact the Strategic Partnership Manager on 01768 840493
or visit: www.cumbria.gov.uk/subregionalstrategy

We can also provide this strategy in alternative formats
on request.



CUMBRIA STRATEGIC PARTNERSHIP
THE PARTNERSHIP VOICE FOR CUMBRIA