

4. HOUSING

4.1 INTRODUCTION

4.1.1 National Housing Policy seeks to provide everyone with the opportunity of a decent home in a wider choice of housing which meets the needs of all sections of the community. PPG3 also emphasises the need for more sustainable solutions to managing housing provision where urban concentration, reuse of land and buildings and the more efficient use of land are combined with the promotion of design quality and issues such as affordability and special needs. These considerations are the principal determinants of the new housing land designations to meet the requirements set by Regional Planning Guidance (RPG) and the Cumbria Joint Structure Plan (JSP).

4.1.2 There are concerns, however, that the RPG and JSP requirements are not sufficiently sensitive to Copeland's immediate needs: In 2005 there is a new urgency to the regeneration imperative witnessed by the very recent formation of a multi-level, multi-agency task force – the West Cumbria Strategic Forum which reports directly to the Secretary of State for Trade and Industry. The Forum has a challenging agenda to effect a rebuilding of the Copeland economy. This requires positive action over a wide front and the process must be assisted by new housing policies and initiatives. The proposed amendments to the 1st Deposit Version of the plan argue for an increase in the rate of new housing permissions during the first part of the plan period together with more flexibility as regards densities and land recycling targets to extend the range of choice. The next few years will be critical in terms of regeneration and the Council feels that this is not a period to restrict the supply of new housing below the level of demand.

4.1.3 New housing and the renewal of existing houses and residential environments are also vital aspects of delivering regeneration. Some of the older urban areas of the Borough are now regarded as “at risk” in terms of low demand for housing. This manifests itself as pockets or streets of difficult to sell or let property in run-down neighbourhoods which could get worse and spread if ignored. It is, in part, another result of long-standing economic decline in West Cumbria and its effects on the local population, particularly outmigration amongst the younger age groups. Again it is the wards in Central and South Whitehaven, Distington, Frizington and

Cleator Moor where the phenomenon is becoming more apparent and where particularly the Council will have to look at ways it can help to restructure the housing stock as part of a co-ordinated approach to renewal.

- 4.1.4 New dynamics are at work in the local housing markets. There is a shortage of higher priced property compared with the rest of the County. There is an upsurge of interest in second home purchases from outside the area because of the ever higher prices of property in the National Park and the relatively low prices in the non-Park urban areas and villages. Affordability problems are not yet resulting but could become a feature. The Council will undertake further studies and research to develop its policies and programmes which can help to balance housing markets overall. This chapter focuses on the type of planning policies which can assist the process at this stage.

4.2 HOUSING REQUIREMENTS

- 4.2.1 Policy UR7 of RPG requires an annual rate of housing provision in the North West of 12,790 dwellings. This figure is based on government population projections, assumptions about economic growth and assessments of housing needs and opportunities around the region. The total is broken down into sub-regional allocations with 1,170 dwellings apportioned to Cumbria and the Lake District which RPG envisages as an annual build-rate from April 2002 onwards.

- 4.2.2 The JSP's function is to break this figure down into appropriate targets for the Districts but the ~~Deposit Version~~ Proposed Changes version of JSP (~~May 2003~~ June 2004) argues that to deliver the RPG requirement a 10% overprovision is needed because there is always slippage in implementing planning permissions. Policy H14 H17 of the JSP is therefore based on an annual rate of 1,300 dwellings for the County overall and the apportionment of annual targets for each district which also take into account the number of planning permissions already in the system at the end of March 2002. For Copeland the annual consent "target" is therefore 170 dwellings for the period 2002-06 and 190 dwellings a year thereafter i.e. a total of 2580 dwellings over the plan period. ~~and a target for Copeland of 190 dwellings a year — which equates to 2,660 dwellings over the Local Plan period 2002 — 2016.~~

- 4.2.3 More significantly the JSP argues that an annual build-rate is difficult for local planning authorities to deliver. They can only

control the rate at which new planning permissions are granted not when the dwellings are constructed. Accordingly the JSP expects provision for new housing at the Copeland level to be an average of **170 or** 190 units per year in addition to the “stock” of planning permissions as at 31 March 2002 which was 926 dwellings. The extension of the case favouring this approach is that it affords a) a wider choice of housing in relatively weak markets locally and b) provision for a corresponding “stock” total of consents at the latter end of the plan period to ensure later adequacy of supply.

4.2.4 The provision of 190 dwellings per year in Copeland is not far off the trend figure for completions in the Borough over the last five years:

Table HS1 : Annual Housing Completions 1998 - 2003

Year	Dwelling Numbers		
	Sites over 5 dwellings	Sites under 5 dwellings	Total
April 1998 – March 1999	124	66	190
April 1999 – March 2000	150	35	185
April 2000 – March 2001	130	52	182
April 2001 – March 2002	138	34	172
April 2002 – March 2003	120	64	184

4.2.5 It has to be stressed, however, that these years reflect a failing economy when there were significant job losses and population decline. With a need to attract inward investment quickly and bring impetus to regeneration the Council feels that a much higher rate of house-building has to be encouraged over the next few years. This has to accommodate a variety of house-types concentrated on a range of attractive sites which can begin to rebalance local housing markets that have for many years been dominated by older, smaller, cheaper properties. Such housing characterises large areas of Copeland’s towns and villages, particularly involving 19th century terraced properties and mid 20th century public sector estates, where low demand is now becoming a worrying feature. By January 2005 this has become significant enough for the government to announce that funding will be made available for new housing renewal initiatives post 2006. The proposal to accelerate the rate of house-building in the early part of the plan period will therefore be offset by the increasing importance of demolitions, replacements and refurbishments post-2009 which will have the effect of slowing down the net increase in housing stock. The Council is not proposing an increase in the overall target for new planning permissions between 2002 and 2016, merely a rate

readjustment to provide flexibility when it is needed. The revised figures are set out in Table HS2 with the “allowances” for 2002-03 and 2003-04 reflecting the actual number of consents granted. They illustrate just how quickly the local housing markets had begun to heat up and the Council had to institute a working policy to restrict new consents from June 2004 as a result (see section 4.3 below).

Table HS2: Scale of Housing Provision Annually

Year	2002/3	2003/4	2004/5	2005/6		Total
Dwelling Nos	400	400	200	200		1200
Year	2006/07	2007/08	2008/09	2009/10	2010/11	Total
Dwelling Nos	300	300	150	100	100	950
Year	2011/12	2012/13	2013/14	2014/15	2015/16	Total
Dwelling Nos	100	100	80	75	75	430
OVERALL TOTAL						2580

4.2.6 It also ~~The figures~~ quite easily accommodates the number of dwellings required to meet the objective of stabilising the Borough’s population over the plan period. On current projections this could be achieved through the provision of only 110 dwellings a year (see Table HS2 **3** – 1,653 dwellings over the 15 year period 2001 – 2016).

Table HS2 **3 : Zero Net Migration Population Projection**

	2001	2006	2011	2016
Dwellings	31,111	31,491	32,098	32,764
Households	29,291	29,648	30,220	30,847
Total Population	69,000*	68,971	68,874	68,838

*mid year estimate

4.2.7 As we have seen in the past though, such projections can only be a guide and at another extreme the recent Housing Needs Survey undertaken for the Council by the Northern Housing Consortium suggests that there is a demand for up to 1,547 dwellings over the next five years. (there are a number of factors involved in this assessment, however, which are discussed later in para **34.6.4**).

4.2.8 The annual requirement is regarded as an average to be achieved over 4 – 5 year blocks. Annual monitoring and review by the Council will be essential to ensure that a good supply of housing land is available at the end of each block of time (See section **34.3** Plan, Monitor and Manage). It should be noted that

the 190 dwelling target is net of any replacement building following housing clearance. ~~and also excludes housing which is to meet local needs under policies HSG 11 and 12.~~

4.2.9 The choice of where land should be made available for house building is governed by the Local Plan Development Strategy. This highlights the need to concentrate most new building within the Key Service Centres, and at a smaller scale in the Local Centres. A sequential approach also applies which prioritises the use of existing buildings and previously developed land (brownfield sites) over previously undeveloped land or (greenfield sites) (Policies DEV 2 – 4).

4.2.10 The recycling of land and buildings is an essential component of PPG 3. The government has set an overall national target that 60% of all new housing should be accommodated on brownfield sites. However, given the generally rural character of Cumbria, RPG allows for a more modest target of 50% for the County which is to be applied to all new dwellings constructed from April 2002 (Policy UR4). However, the revised JSP (June 2004) envisages differentials between Cumbrian districts to achieve the County target (Policy H18). Thus brownfield targets for rural parts of Allerdale and Carlisle are set at 40% of new housing contrasting with the 70% expected of Copeland and that portion of Allerdale defined as being within West Cumbria. Even the City of Carlisle is less – a brownfield target of 65% is set here. The JSP authorities maintain that the differential is based on the ready availability of previously used land identified in the District Authorities' 1998/2000 urban capacity studies (see Appendix 3). The Council disputes the validity of comparison between the studies citing the difference between the targets for Copeland (a mixture of small towns and villages) and Carlisle (a city) as especially unexpected.

4.2.11 The Council's opinion is that brownfield targets moving progressively from around 60% at the start of the plan period through 65% at midway and 70% by the end are more realistic, particularly from a standing start (see Table HS4 and section 4.3 below). These figures will also allow the local housing markets to develop wider site choices including a selection of more attractive urban fringe and large-village greenfield options. The greenfield supply needs to be maintained particularly in the early part of the plan period to encourage inward investment and also to help achieve balance in the housing markets overall. It should be noted that the number of new dwellings arising from the post 2009 housing renewal programmes will all be brownfield and will to a degree offset the earlier releases for greenfield development (their impact may be lessened somewhat because monitoring figures will tend to show net additions to the housing stock after having accounted for

~~demolitions). This target automatically includes all unexpired planning permissions at March 2002 (– non of which were required to meet such a target when granted). The imbalance between these planning approvals in terms of greenfield : brownfield was about 70 : 30. The designations for new housing in the Local Plan must redress this imbalance by favouring more brownfield options. (JSP Policy H 15).~~

Table HS4 : Targets for Recycling of Land and Buildings

	2002/2006		2006/2011		2011/2016		Total
	Dwelling Nos	%	Dwelling Nos	%	Dwelling Nos	%	
Greenfield	520	43	355	37	140	33	1015
Brownfield	680	57	595	63	290	67	1565
TOTALS	1200		950		430		2580

4.2.12

In addressing the recycling target the Council is expected to:

- Review all existing unimplemented planning permissions (Table HS4~~5~~) as they expire and to refuse to grant further extensions for those which do not accord with the Development Strategy.
- Review unimplemented allocations from the previous Local Plan and exclude those which do not accord with the Development Strategy.
- Consider the allocation of appropriate brownfield sites which accord with Development Strategy requirements and which for the most part are drawn from studies carried out to establish urban potential and for the National Land Use Database (see Appendix 3).
- Make an allowance for windfall sites i.e. brownfield sites which may not be available at the present time but which may come forward during the plan period – especially those in town centres which offer opportunities as part of mixed development.
- Consider the allocation of an appropriate balance of greenfield sites in sustainable locations which accord with Development Strategy requirements.
- Introduce a process of “plan, monitor and manage” in handling the release of housing land (see ~~3~~4.3 below) whereby decisions on the granting planning permission and phasing of development involve preference being given to existing buildings and the re-use of previously developed land.

- Ensure that development incorporates higher densities than previously achieved to maximise the potential of previously developed land and minimise the take up of greenfield sites.
- Consider the use of measures such as land reclamation and compulsory purchase to bring forward previously developed land for development.

4.2.13 The actual figures involved in achieving the recycling target are set out in para ~~3~~4.2.15.

4.2.14 Table HS~~3~~5 includes all sites with planning permission as at ~~30 September~~ 1st October 200~~3~~4. All those involving 5 or more dwellings are specified with the number of dwellings outstanding. They are also shown on the Proposals Map Insets. Sites of less than 5 dwellings are amalgamated to settlement totals. These permissions are legally valid and cannot be the subject of a Local Plan objection. However, some planning permissions for various reasons, can expire without being implemented. In such cases, in line with RPG Policy UR 5, the Council will not consider renewing the permission unless the nature of the site, its location, the density of development and other design issues accord with the requirements of the Development Strategy (see ~~section 2.8~~ Chapter 3) and, therefore, with national regional and JSP guidance. Decisions on each site will also be informed by the availability of sustainable development land options current at the time applications are submitted in accordance with Policy HSG 3 (see section 4.3).

POLICY HSG 1 : Existing Planning Permissions

Land designated for housing purposes includes sites in Table HS~~3~~5 which have planning permission for 1147 dwellings. Planning permission will only be renewed for sites and forms of development which accord with the Local Plan Development Strategy and ~~the requirements of Policies DEV 6 and HSG 8~~ other local plan policies.

Table HS35 : Planning Approvals at 1st October 20034

Settlement	Site Ref	Location	Numbers outstanding		Total
			Greenfield	Brownfield	
Key Service Centre					
WHITEHAVEN	H1	Aikbank	3		
	H2	Stanley View	4		
	H3	Church Hill	14		
	H4	The Groves	3		
	H5	Garlieston Court		11	
	H6	North Row, Kells	40		
	H7	The Hollins		24	
	H8	Central Row, Kells		5	
	H9	Low Road		80	
	H10	Coach Road		20	
	H11	Strand Street		10	
	H42	83 Lowther St		8	
	H43	Laundry, Low Rd		28	
		Under 5's	49	2431	2840
		Whitehaven Total	3529	174212	209241
CLEATOR MOOR	H12	Pillar View		12	
	H13	Little Croft, Leconfield Street		6	
	H14	Trumpet Road		2	
	H15	Towerson Street		7	
			Under 5's	98	4013
		Cleator Moor Total	98	3733	4641
EGREMONT	H16	Gillfoot	65		
	H17	Old Castle Cinema		6	
	H44	Townhead	14		
	H45	Windrigg Close		64	
			Under 5's	46	4013
		Egremont Total	6985	4683	85168
MILLOM	H18	Pannat Hill	4		
	H19	Mainsgate Road	9		
	H20	Calderfield		4	
	H21	Station Yard East		24	
	H22	Station Yard West		408	
	H23	Moor Farm	41		
	H46	West County Hotel		12	
			Under 5's	35	811
		Millom Total	2010	4659	6669
LOCAL CENTRES					
BIGRIGG	H24	Rear Old Captains House	7		
	H25	Land off Chapel Street	33		
	H47	Former School		9	
DISTINGTON	H26	Hinnings Farm	85		

FRIZINGTON	H27	Rheda Close	4	6	
	H28	Dower House			
	H29	Rheda Park	8		
	H30	Lingley Fields	54		
	H48	Kangol		39	
HAVERIGG	H31	Richmond Gardens	42		
	H49	Poolside		80	
LOWCA/ PARTON	H32	Ghyll Bank		11	
	H33	Croft Head Farm	18		
MOOR ROW	H34	Montreal Place	4		
	H35	Larch Court	22		
MORESBY PARKS	H36	Eden Drive	5229		
	H50	Railway Cottages	14		
SEASCALE	H37	Scawfell Hotel		10	
ST BEES	H38	Fairladies	4436		
	H39	Seacote	37		
	H40	Abbots Court	2		
THE GREEN	H41	Black Beck	3		
All Local Centres		Under 5's	3948	2033	5981
		Total Local Centres	330273	47108	377381
OTHERS		Over 5's	3948	7	4655
		Under 5's	5385	1827	71112
		Total Other	93133	2534	118167
		TOTAL	556538	345609	9011147

4.2.15

Some of the dwellings in Table HS5 are the result of unexpired planning approvals granted before 1st April 2002, the base date of the plan. Approvals for 867 dwellings were actually granted after 1st April 2002 and it is only these which count against the JSP's revised target of 2580 dwellings for the plan period to 2016. The plan must therefore make provision for an additional 1713 dwellings (2580-867) as a net figure i.e. permissions arising from clearance/redevelopment schemes will not count towards this figure. Higher proportions of brownfield sites will be required to offset the relatively poorer performance on recycling between 2002 and 2004 when of the 867 dwellings approved 395 dwellings or 45% involved greenfield sites and 472 dwellings (55%) were brownfield. The full breakdown of recycling requirements are set out in section 4.3. The sites and dwellings totals in Table HS3 include a significant number of planning permissions valid at 31 March 2002 – the base date for this Local Plan. However, additional sites have been approved for housing development during the 18 months since and these have to be accounted for in terms of the annual 190 dwellings allowed for by the JSP.

3.2.15 ~~The starting point for making allocations for the 190 dwelling target is to assess the requirement for a greenfield : brownfield split which will redress the recycling imbalance of sites approved before April 2002:~~

~~At 31 March 2002 there were a total of 926 dwellings approved made up of 631 greenfield and 295 brownfield. These figures need to be reduced by 10% to be consistent in terms of the JSP approach to slippage. (see 3.2.2) This gives the following totals:~~

~~Greenfield : 568~~

~~Brownfield : 265~~

~~**Total 833**~~

~~The JSP requirement for 2002 – 2016 is:~~

~~190 x 14 (years) = 2,660 dwellings~~

~~Planning permissions at 31.3.02 = 833~~

~~**Overall total is thus = 3,493**~~

~~The target balance for recycling is a 50% split between greenfield 1,746 and brownfield 1,746~~

~~Taking into account the balance between greenfield and brownfield in the planning permissions at 31.3.02 this becomes~~

~~greenfield 1,746 – 568 = 1,178~~

~~brownfield 1,746 – 265 = 1,481~~

3.2.16 ~~Consequently we should be looking to make provision for 1,178 dwellings on greenfield sites and 1,481 on brownfield sites which is about 45 : 55 rather than the 30 : 70 estimated in the JSP (Policy H15).~~

3.2.17 ~~However, and as noted above, we need to take account of the effect of planning permissions granted since 1 April 2002 and these total 178 (57%) on greenfield sites and 134 (43%) on brownfield sites. The revised housing requirement at 30 September 2003 is therefore 1,000 greenfield and 1,347 brownfield.~~

4.2.16 The Council does not intend to make site specific allocations of land for all these dwellings. It is aware of the contribution that “windfall” sites can make to housing numbers. These are sites or building conversions which are not necessarily available for housing at the present time but which may come forward during

dwellings advocated by government which are perhaps more suited to metropolitan parts of the region. After all, development in Copeland in recent years has typically been running at 17 – 20 per hectare ~~25 per hectare is seen as more appropriate for the Local Centres.~~ For some rural or semi-rural situations a lower density figure is included in Table HS4~~6~~ since it would not be appropriate to import urban character to such locations. Sites in this category are justified in terms of widening housing choice and in particular to help redress an acknowledged shortfall of higher priced housing which is regarded as a deterrent to potential business formation or expansion.

4.2.21 In addition some sites such as ~~the group on Woodhouse Road/St Bees Road in Whitehaven,~~ the sites adjoining Mill Hill at Cleator Moor, and the Egremont North sites are combinations of green and brownfield land. Such combinations can provide a useful “bridge” for developers who will increasingly have to unlock the more difficult, often more costly brownfield options. It goes without saying, however, that the brownfield element of the combined site must form part of any planning submission and there will be a requirement, if necessary through a planning obligation for the brownfield element to be developed within an approved phasing programme. The Council is aware of a need for land to accommodate self-build groups and may consider making some of its own land holdings available for this purpose. The sites at Red Lonning and the former Kells School could be suitable candidates.

4.2.22 Most of the sites will require treatment through a Development Brief which will specify the detailed design and/or phasing issues which need to be addressed in each case (ref ~~2.11.3~~ ~~(2)~~3.4.5). Such requirements will follow on from the Development Strategy and implementation of Local Plan policies. There may also be some special site considerations to assist the physical, social or economic assimilation of the development. This will include attention to for example undermining and drainage difficulties. The Environment Agency has advised that most sites in Table HS4 will require a flood risk assessment before outline approval is granted. All such assessments and Development Briefs must be approved by the Council before detailed applications for planning permission are drawn up. ~~These documents~~ Usually they will also be prepared by the Council and the Development Briefs will also form part of the ~~Local Plan's~~ Council's Local Development Scheme as Supplementary Planning Guidance Documents until the subject development is completed.

POLICY HSG 2 : New Housing Allocations

Land is designated for housing purposes in Table HS4 which can accommodate up to ~~1577~~ **996** dwellings on a mixture of new and previously used sites. Planning permission for their development will only be granted where the proposed scheme incorporates the requirements of Policies DEV **67** and HSG 8.

Table HS46** : Sites Allocated for New Housing Development (Policy HSG2)**

Key Service Centres	Site Ref	Area in ha	Density Dwellings Per ha	Dwelling Numbers		Comments
				Greenfield	Brownfield	
WHITEHAVEN						
Highlands extension	HA1	8.2 6.6	30	250 200		Land forming part of the “Harras Moor” housing allocation originally included in the 1978 Whitehaven Local Plan except for 0.8ha previously designated for industry. A brief has already been approved for site development with a more recent addition of a phasing plan reflecting this allocation <u>which will require amending to 1) reflect the revised allocation, 2) incorporate the phasing as proposed in Table HS7 and 3) exclude the requirement to make a connection between the estate Distributor Road and Caldbeck Road as part of the development programme during the plan period. (However, the Distributor Road must be required to be built up to the site boundary to avoid any future ransom strip putting further development at</u>

						risk.) Development will require completion of the Distributor Road. A Flood Risk Assessment and wildlife survey will also be required
Red Lonning	HA2	2.2	30	66		A previously allocated site. Flood risk and wildlife assessment may be required.
Woodhouse Road	HA3	4.2	30	125		Site development probably in association with the adjoining site where planning permission for housing already exists. New Development here and the nearby brownfield options will assist overall housing renewal plans for the Greenbank/Woodhouse area although building may only be sanctioned once a new Pow Beck spine road has been constructed. Flood risk assessment required in relation to Pow Beck implications and care necessary in relation to an important wildlife site adjoining (Woodhouse quarry).
Galemire/ Summergrove	HA4	3.75 <u>2.0</u>	40 <u>20</u>	40 <u>35</u>		Low density development on the urban fringe near Westlakes Science and Technology Park and adjoining similar forms of housing sanctioned in the previous Local Plan. Additional footway provision <u>traffic calming, lighting</u>

						and access improvements may <u>will</u> be required together with care over surface water disposal. Timing will be dependent on capacity of Cleator Waste Water Treatment Works (WWTw) <u>The Development Brief will also require high standards of design and finishes to secure a quality development.</u>
Kells School site	HA5	2.6	30		77	Remainder of former school site. May require offsite junction visibility improvements
Laundry site, Low Road	HA6	1.3	30		43	Two sites which could be developed in tandem or with nearby housing land with planning permission or designated in the Local Plan. This could improve access safety. Future public access to the old "brake" line connecting the area to the coastal fringe must be safeguarded. Site levels could reduce housing numbers. Also similar comments to Woodhouse Road site re floodrisk, Pow Beck Spine Road and Quarry wildlife interest
Builders Yard, Low Road (old brick works)	HA7	2.0	30		60	Two sites which could be developed in tandem or with nearby housing land with planning permission or designated in the Local Plan. This could improve access safety. Future public access to the old "brake" line connecting the area to the coastal fringe must be safeguarded. Site levels could reduce housing numbers. Also similar comments to Woodhouse Road site re floodrisk, Pow Beck Spine Road and Quarry wildlife interest
CLEATOR MOOR						
Birks Road	HA8	1.6	30	48		Previously designated housing site. May require new access and Flood Risk Assessment.

Adj Mill Hill #1	HA9	3.85	30	115		66	Accessed off <u>the</u> existing estate road system. The greenfield section provides access to the brownfield area. Latter requires reclamation work which must be completed before overall development is sanctioned. <u>Also before building work begins: 1. A full study of contamination will be required as part of this work together with a schedule of comprehensive treatment to make safe. The treatment programme to be completed to the satisfaction of the Council and Environment Agency. 2. A nature conservation study of the sites will be required with protection/enhancement measures incorporated into a full landscaping scheme. 3. An investigation of land stability and appropriate precautions incorporated. The design must also incorporate provision for cyclepath connections.</u> Flood Risk Assessment required and timing subject to WWTw capacity.
Adj Mill Hill #2	HA10	2.19	30				
EGREMONT							
Gulley Flatts	HA11	0.73	30	22			Completion of previously designated housing development. Does not require a Development Brief.

North (adj A5086) #1	HA12	3.3	30	100		Parts of a previously allocated site for industrial/commercial development which was not taken up. Housing development must take place in tandem – this requires prior reclamation of the brownfield section, a former pit head. A Flood Risk Assessment is required and a cycleway link. <u>A nature conservation study is also required with protection/enhancement measures incorporated into a full landscaping scheme. The phased programme of development (Table HS7) is also required to reduce initial impact on A595.</u>
North (adj A5086) #2	HA13	1.1	30		35	
Gillfoot Mansion	HA14	3.8	10	20		Low density urban fringe development. May require Flood Risk Assessment and improved access arrangements. Not all site available for building <u>because tree retention will be a major feature of the development and nature conservation measures will be required in accordance with the results of prior survey work. The un-culverting of Skirting Beck also required.</u>
Windrigg Close Extension	HA15	0.85	30		25	Two adjoining sites where development should be co-ordinated with joint access arrangements. Flood Risk Assessment will be required. Cycleway provision is

Former Rowntree and Dairy Site	HA16	1.5	30		45	
MILLOM						
Salthouse Road	HA17	4.5	30	120		A previously designated housing site. There is potential flood risk associated with Salthouse Pool which reduces density yield.
<u>Devonshire Rd</u>	<u>HA30</u>	<u>2.0</u>	<u>30</u>		<u>60</u>	<u>2 phases. Brief to require landscaping scheme including retention of existing planting and nature conservation safeguards.</u>
<u>Adj Lowther Road Estate</u>	<u>HA31</u>	<u>1.0</u>	<u>30</u>	<u>30</u>		<u>2 phases. Brief to require improved surfacing and lighting for existing footpath.</u>
Key Service Centres Total				566	237	
LOCAL CENTRES						
ARLECDON/ ROWRAH						
Arlecdon Road	HA18	1.2	25	30		Current planning application pending. Existing terraced properties on Arlecdon Road to be provided with rear access road and space for relocated garages.
Rowrah Goods Yard	HA19	1.3	20		<u>256</u>	Junction and access improvements required <u>together with provision of a cyclepath users' car park</u> – will reduce density.
BECKERMET						

Croftthouse Farm	HA20	<u>0.7</u>	<u>20</u>	<u>14</u>		Likely to require additional footway provision
CLEATOR						
<u>Cleator Mills</u>	<u>HA32</u>	<u>1.0</u>	<u>30</u>		<u>30</u>	<u>Mixed site incorporating residential and employment uses. Exact locations dependent on viability of design. Brief to incorporate safeguards re potential affect on amenity (buffer strip planting etc), flood risk assessment and timing may be affected by WWTw capacity.</u>
ENNERDALE BRIDGE/ KIRKLAND/LA MPLUGH						
Vicarage Lane extension	HA21	1.1	10	10		Limited, low density extension to fit in with existing development
Kirkland West	HA22	1.5	20		20	Likely to require additional footway provision
Former Murton Pit	HA23	0.6	<u>20</u>		<u>12</u>	Previous approval for tourism development not implemented
FRIZINGTON						
Kangol Site	HA24	1.4	<u>25</u>		<u>35</u>	Redevelopment of former factory site. May require flood risk assessment and attention to adjoining garage site access.
Lingla Bank	HA25	1.3	<u>30</u>		<u>39</u>	Previous designation still to be taken up. Requires highway upgrading work
HAVERIGG						

Concrete Square	HA26	2.7	30		80	In part, previously designated for housing. A Flood Risk Assessment required with highway upgrade works. Number may be affected by WWTw Capacity and underground services.
PARTON/LOWCA						
Whites Row	HA27	0.4	<u>30</u>		<u>12</u>	Previous designated redevelopment site. Does not require Development Brief.
SEASCALE						
Fairways extension	HA28	1.01	<u>30</u>	<u>30</u>		Extension of existing forms of development Flood Risk Assessment required.
THE GREEN						
Adj Mill Park	HA29	2.0	40	20		Low density development to match adjoining housing. Flood Risk Assessment and highway upgrading works required. Waste water treatment solution required
LOCAL CENTRE TOTALS				<u>84</u>	<u>139</u>	
OVERALL TOTALS				<u>620</u>	<u>376</u>	

Table HS7 : Phasing of Allocated Sites

<u>Site</u>	<u>Site Ref</u>	<u>Dwelling Numbers</u>			<u>Total</u>	
		<u>2002 - 06</u>	<u>2006 - 11</u>	<u>2011 - 16</u>	<u>G</u>	<u>B</u>

<u>Highlands</u>	<u>HA1</u>	<u>60</u>	<u>100</u>	<u>40</u>	<u>200</u>	
<u>Red Lonning</u>	<u>HA2</u>	<u>30</u>	<u>36</u>		<u>66</u>	
<u>Galemire</u>	<u>HA4</u>	<u>15</u>	<u>20</u>		<u>35</u>	
<u>Kells School</u>	<u>HA5</u>		<u>50</u>	<u>27</u>		<u>77</u>
<u>Mill Hill</u>	<u>HA9/10</u>		<u>90</u>	<u>90</u>	<u>115</u>	<u>65</u>
<u>Egremont North</u>	<u>HA12/13</u>		<u>70</u>	<u>65</u>	<u>100</u>	<u>35</u>
<u>Gillfoot</u>	<u>HA14</u>		<u>20</u>		<u>20</u>	
<u>Devonshire Road</u>	<u>HA30</u>		<u>30</u>	<u>30</u>		<u>60</u>
<u>Lowther Road</u>	<u>HA31</u>	<u>10</u>	<u>20</u>		<u>30</u>	
<u>Rowrah Goods Yard</u>	<u>HA19</u>		<u>26</u>			<u>26</u>
<u>Croftthouse Farm</u>	<u>HA20</u>		<u>14</u>		<u>14</u>	
<u>Cleator Mills</u>	<u>HA32</u>		<u>30</u>			<u>30</u>
<u>Vicarage Lane</u>	<u>HA21</u>	<u>10</u>			<u>10</u>	
<u>Kirkland West</u>	<u>HA22</u>		<u>20</u>			<u>20</u>
<u>Murton Pit</u>	<u>HA23</u>		<u>12</u>			<u>12</u>
<u>Lingla Bank</u>	<u>HA25</u>		<u>19</u>	<u>20</u>		<u>39</u>
<u>Whites Row</u>	<u>HA27</u>		<u>12</u>			<u>12</u>
<u>Fairways Extn</u>	<u>HA28</u>		<u>20</u>	<u>10</u>	<u>30</u>	
TOTALS		125	589	282	620	376
<u>Recycling Balance</u>		<u>G</u> <u>B</u>	<u>G</u> <u>B</u>	<u>G</u> <u>B</u>	Combined Total	
		<u>125</u> <u>0</u>	<u>355</u> <u>234</u>	<u>140</u> <u>142</u>	996	

4.3 PLAN, MONITOR AND MANAGE

4.3.1 PPG 3 puts a greater emphasis on the management of house – building over time to ensure that development plan requirements, particularly on recycling targets are met. To ensure that real progress is being made the Council will continually monitor the number and type of consents granted and construction rates. (Quarterly reports will be made to the Council’s Planning Panel and returns to GONW are to be submitted annually as part of the new Local Development Scheme arrangements). However, an exact annual balance of 190 dwellings approved on 55% brownfield sites is not expected. The RPG/JSP guidance on this process looks to three, blocks 2002 – 2006, 2006 – 2011 and 2011 – 2016 where over each block local planning authorities should try to achieve a balance of approvals and recycling.

4.3.2 As previously noted it would be very difficult for the local construction industry to immediately redress the recycling balance in the first few years. A The more measured approach will to be adopted with an overall target of 60% brownfield over greenfield in the period 2002–2006 reducing to 57% over 2006–2011 allowing for the required 50% to be achieved by 2011. is set out in Table HS4 just after para 4.2.11.

Table HS5 : Proposed Management of Recycling Target

	2002 – 2006	2006 – 2011	2011 – 2016	Overall balance
Recycle target	60%	57%	50%	
Dwelling) green	246	410	475	1,189
Nes) brown	304	540	475	1,471
Total	760	950	950	2,660

4.3.3 We are currently 18 months now over 2 years into the first time block of 2002-2006 during which time there has been a heating up in the local housing markets. and if the average was applied we might expect planning permissions to have been granted for 285 dwellings and with a 60% recycling target this would suggest 171 brownfield and 114 greenfield. The actual figures over this period are a total of 312 dwellings with 134 brownfield and 178 greenfield so some re-balancing will be necessary during the next couple of years. Between 1st April 2002 and 30th September 2004 a total of 867 dwellings were granted consent and given the requirements of RPG 13 the Council felt it was necessary to introduce an Interim Housing Policy to slow down the release of sites until this replacement Local Plan is adopted. The Interim Policy has operated since June 2004 allowing only brownfield development, local needs and very limited, settlement-based greenfield options.

4.3.4 At some stage in each of the time blocks it may become necessary to refuse planning permission for development which would create excessive proportions of greenfield sites when judged against the recycling target. Exception to this rule would only apply if it could be demonstrated that no alternative brownfield site was available in the general locality (North, Mid and South Copeland would be appropriate measures of general locality). Table HS8 shows how it is intended to manage the release of land for building over the remainder of the plan period, grouping housing markets in North, Mid and South Copeland. Overall totals for each of the three areas are proportional to their population sizes with the phased release of allocated sites and allowances for windfalls spread through the

time-blocks. This also takes into account the move to embrace recycling targets as per Table HS4, looking to achieve 70% brownfield development by 2011/16. The Council will grant planning permission in line with Table HS7 and will continuously monitor both the cumulative area totals of consents and the build rate on the ground. Where slippage begins to occur in bringing forward any of the allocated sites (Table HS7) the Council will consider granting permission for a nearby alternative in the same Key Service Centre or Local Centre as the allocated site or if none is available, one within the same market area Key Service Centre or Local Centre. Sites in adjoining market areas may be considered where there is no ready solution otherwise. Sites allocated for development later in the plan period if suitable could be brought forward as part of this process. In all cases the Council will require the total number of dwellings, densities and character of the site and the development to replicate those of the subject for replacement. Priority will be given to brownfield sites so long as their characteristics are otherwise acceptable. The Council will expect developers and landowners to ensure that any constraints to development of the allocated sites are addressed during the appropriate timeframe otherwise they may have to be discounted and alternatives accepted in their stead. Should alternatives not be brought forward at the appropriate time the Council will undertake a further assessment of options including sites identified in its Urban Capacity Studies to replace allocations.

Table HS8 : The Managed Release of Housing Land

<u>Market Areas</u>	<u>Existing p/p at 30.9.04</u>			<u>Allocations</u>									<u>Windfall Allowance</u>
	<u>G</u>	<u>B</u>	<u>Total</u>	<u>to 2006</u>		<u>2006 – 2011</u>		<u>2011 – 2016</u>		<u>Totals</u>			
				<u>G</u>	<u>B</u>	<u>G</u>	<u>B</u>	<u>G</u>	<u>B</u>	<u>G</u>	<u>B</u>	<u>Total</u>	
<u>Whitehaven inc Moresby Parks</u>	<u>43</u>	<u>129</u>	<u>172</u>	<u>105</u>		<u>156</u>	<u>50</u>	<u>40</u>	<u>27</u>	<u>301</u>	<u>77</u>	<u>378</u>	
<u>Cleator Moor + Cleator</u>	<u>6</u>	<u>22</u>	<u>28</u>			<u>90</u>	<u>30</u>	<u>25</u>	<u>65</u>	<u>115</u>	<u>95</u>	<u>210</u>	
<u>Egremont Bigrigg Moor Row</u>	<u>147</u>	<u>85</u>	<u>232</u>			<u>55</u>	<u>35</u>	<u>65</u>		<u>120</u>	<u>35</u>	<u>155</u>	
<u>Arlecdon/Rowrah, Frizington</u>	<u>6</u>	<u>44</u>	<u>50</u>				<u>45</u>		<u>20</u>		<u>65</u>	<u>65</u>	
<u>Distington Lowca/Parton</u>	<u>88</u>	<u>11</u>	<u>99</u>				<u>12</u>				<u>12</u>	<u>12</u>	
<u>Ennerdale Kirkland, Lamplugh</u>	<u>1</u>		<u>1</u>	<u>10</u>			<u>32</u>			<u>10</u>	<u>32</u>	<u>42</u>	
<u>St Bees</u>	<u>11</u>	<u>3</u>	<u>14</u>										
<u>Others North Area</u>	<u>52</u>	<u>15</u>	<u>67</u>										
<u>Total North</u>	<u>354</u>	<u>309</u>	<u>663</u>	<u>115</u>		<u>301</u>	<u>204</u>	<u>130</u>	<u>112</u>	<u>546</u>	<u>316</u>	<u>862</u>	<u>410</u>

<u>Market Areas</u>	<u>Existing p/p at 30.9.04</u>			<u>Allocations</u>									<u>Windfall Allowance</u>
	<u>G</u>	<u>B</u>	<u>Total</u>	<u>to 2006</u>		<u>2006 – 2011</u>		<u>2011 – 2016</u>		<u>Totals</u>			
				<u>G</u>	<u>B</u>	<u>G</u>	<u>B</u>	<u>G</u>	<u>B</u>	<u>G</u>	<u>B</u>	<u>Total</u>	
<u>Beckermest</u>						<u>14</u>				<u>14</u>		<u>14</u>	
<u>Seascale</u>	<u>5</u>	<u>16</u>	<u>21</u>			<u>20</u>		<u>10</u>		<u>30</u>		<u>30</u>	
<u>Others Mid-Area</u>	<u>29</u>	<u>13</u>	<u>42</u>										
<u>Total Mid</u>	<u>34</u>	<u>29</u>	<u>63</u>			<u>34</u>	<u>0</u>	<u>10</u>	<u>0</u>	<u>44</u>	<u>0</u>	<u>44</u>	<u>151</u>
<u>Millom and Haverigg</u>	<u>-2</u>	<u>131</u>	<u>129</u>	<u>10</u>		<u>20</u>	<u>30</u>		<u>30</u>	<u>30</u>	<u>60</u>	<u>90</u>	
<u>Others South Area</u>	<u>9</u>	<u>3</u>	<u>12</u>										
<u>Total South</u>	<u>7</u>	<u>134</u>	<u>141</u>	<u>10</u>		<u>20</u>	<u>30</u>		<u>30</u>	<u>30</u>	<u>60</u>	<u>90</u>	<u>156</u>
<u>TOTALS</u>	<u>395</u>	<u>472</u>	<u>867</u>	<u>125</u>	<u>0</u>	<u>355</u>	<u>234</u>	<u>140</u>	<u>142</u>	<u>620</u>	<u>376</u>	<u>996</u>	<u>717</u>
	<u>2002 - 2006</u>			<u>2006 - 2011</u>		<u>2011 - 2016</u>							
<u>Permission/ Allocations</u>	<u>992</u>			<u>589</u>		<u>282</u>							
<u>Windfall Allowance</u>	<u>208</u>			<u>361</u>		<u>148</u>							
<u>Total</u>	<u>1200</u>			<u>950</u>		<u>430</u>							
	<u>G</u>	<u>B</u>		<u>G</u>	<u>B</u>	<u>G</u>	<u>B</u>						
<u>Recycling Balance</u>	<u>520</u>	<u>680</u>		<u>355</u>	<u>595</u>	<u>140</u>	<u>290</u>						
<u>%</u>	<u>43</u>	<u>57</u>		<u>37</u>	<u>63</u>	<u>33</u>	<u>67</u>						

POLICY HSG 3 : Plan, Monitor and Manage

To move towards regional targets for the recycling of previously used land and buildings ~~The Council will grant planning permission will be granted in line with the provisions of Table HS8. Continuous monitoring will be undertaken to ensure progress is being made and alternative sites may be considered in the later stages of each time-block should slippage in the programme become apparent.~~ ~~for an average of 190 dwellings a year over the plan period. To achieve regional targets for the recycling of previously used land and buildings it will prioritise such development over time and will monitor performance annually. It will refuse Planning permission~~ will be refused where proposals would significantly exceed the targets indicated in Table HS58 for the appropriate time-block.

- 4.3.5 The windfall allowance (ref 4.2.18 and Table HS8) ~~will for the most part be made up of~~ also caters for individual or small area scale housing developments, usually of ten or less dwellings, on sites within the Development Boundaries of Settlements prescribed in Policy DEV 4. The sequential test in Policy DEV 4 will also apply requiring priority for the reuse of existing buildings followed by reuse of previously developed land and only then use of greenfield sites. Proposals which involve greenfield sites must be accompanied by survey material which shows that there are no readily available alternative premises or brownfield sites within the neighbourhood or village which could accommodate the type of development being proposed during the same time-block. In this way most of the windfalls arising will be brownfield. Where exceptionally greenfield development is sanctioned the Council will consider its effect on the recycling balance and look to compensate the figures at a later stage by decreasing the rate of new greenfield development on sites elsewhere in the particular market area. The physical suitability of sites will be measured against the requirements of Policy HSG 4 where the term “infilling” ~~as used in Policy HSG 4~~ relates to filling a site in an otherwise built-up frontage with direct road access. Backland development which would involve joint access arrangements will not be sanctioned because of the privacy and overlooking problems which can arise. It must be stressed, however, that not all infill possibilities will be approved since it may be desirable to leave some gaps as essential features in the street or village scene. Some important areas of open space within settlement boundaries are in any event protect by virtue of Policies ENV 9 and SVC 4913. Other plan policies which will have particular relevance here are Policies DEV 7 and HSG 8.

POLICY HSG 4 : Housing Within Settlement Development Boundaries

Within the defined limits of settlements prescribed by Policy DEV 4 and in accordance with the priority sequence it lays down proposals for small scale housing redevelopment or development in the form of infilling, conversion or rounding off will be permitted subject to the requirements of Policies ~~DEV 6 and HSG 8~~. other plan policies.

4.4 HOUSING IN SMALLER SETTLEMENTS AND THE OPEN COUNTRYSIDE

4.4.1 Outside the settlements prescribed in Policy DEV 4 planning permission for residential developments will only be granted in exceptional circumstances. These may involve individual or rural community housing needs the tests for which are set out in where Policies Policy HSG 11 and 12. Otherwise exceptions may be made for apply or the needs of agriculture, forestry or other site-anchored rural business where accommodation is needed in close proximity to work-place. Development will only be permitted in the priority sequence set out in Policy DEV 4 with greenfield development sanctioned only as a last resort and subject to survey proof from applicants that no other conversion or brownfield alternatives are available. A planning obligation or condition will be applied in all circumstances, limiting occupancy of the dwelling to specified persons who fulfill the exceptions case made for the development. Such obligations or conditions will apply in perpetuity – their removal will only be considered in very exceptional circumstances and usually only in relation to changing economic needs (see Policy HSG 7). Sensitive sites will usually be involved in this form of development and the Council will expect careful handling of design matters particularly in accordance with the requirements of Policies DEV 7 and HSG 8. ~~Such proposals must be accompanied by documentary proof that a new dwelling is essential to the long term viability of the business.~~

4.4.2 Implementation of Where Policy HSG 5 relates to new housing in association with rural businesses its implementation will be in accordance with the provisions of Annex 1 of ~~PPG 7~~ PPS 7 and the Council will require functional and financial tests of the holding/plantation or business as appropriate proof that the new dwelling is essential to the long term viability of the enterprise. Where these tests show that a non-village location is justified the Council ~~it~~ will expect all new dwellings arising to be sited within established farm or building groups, ~~favouring conversion over new build where it is possible.~~ Appropriate occupancy conditions will apply to all such planning permissions and these may be strengthened to require connection with the particular holding, plantation or business as part of a planning obligation where it is within a County Landscape or St Bees Heritage Coast.

POLICY HSG 5 : Housing Outside Settlement Development Boundaries

Outside the settlement boundaries defined by Policy DEV 4 new housing development will not be permitted except where it is required to meet exceptional circumstances arising from local social and economic conditions. Where this criterion is fulfilled the development must comply with the sequential test set out in Policy DEV 4 and with other plan policies, ~~the relevant requirements of Policy DEV 6~~ and be sited so as to minimise its visual impact and incorporate traditional elements in its design, scale and external finishes. The development must not have an adverse effect on areas of greenspace which have an important recreation or amenity value to the local community. All planning permissions granted in accordance with this policy will be subject to a planning obligation or condition limiting occupation of the dwelling(s) solely to persons who can demonstrate an exceptional social or economic need.

- 4.4.3 Viability of a new business can be difficult for new starters especially in rural areas. The Council will make some allowance for such circumstances where full house-building costs are not affordable or some preparatory work is necessary to establish full viability. A temporary on-site caravan may be allowed so long as it is sited and painted as to minimise its visual impact but the necessary tests and documentary evidence referred to above will still be required.

POLICY HSG 6 : Temporary Accommodation for New Rural Enterprises

Where a new ~~farming or forestry~~ **rural** enterprise is not yet viable planning approval for a permanent dwelling will not be granted. However in such circumstances and where there is a reasonable prospect of viability being achieved within the medium term (up to 3 years), ~~the Council may be prepared to grant~~ a temporary permission for a residential caravan may be granted subject to other plan policies ~~siting in accordance with the relevant requirements of Policy DEV 6~~ and an appropriate external colour finish.

- 4.4.4 Where applicants seek to have agricultural or similar occupancy conditions removed the Council will want to establish that the long term needs of the local community, the particular unit and of associated rural enterprises in the locality are safeguarded. It will expect the applicant to submit information on this point and on the length of time and methods adopted to market the property. All local housing needs should be examined and the advice of Housing Associations and Trusts operating in the area sought.

POLICY HSG 7 : Removal of Occupancy Conditions

Planning Permission for the removal of an agricultural or similar occupancy condition will not be granted unless it is shown that the longer term need for dwellings for such workers, both on the unit and in the locality, no longer warrants reserving the subject dwelling for that purpose or for other housing needs which are evident in the area.

4.5 DESIGN OF NEW HOUSING DEVELOPMENTS

4.5.1 People spend most of their lives in residential environments and it is essential that as much care and thought as possible goes into the design and layout of new dwellings and housing areas. Whilst some estate developments in the Borough have been successful in this regard general standards are not high and the Council is determined to improve the overall quality of design by a combination of policies, standards and guidance.

4.5.2 Each site has unique characteristics and will require a unique design solution. Developers will bring their own expertise to bear in each case and the use of Development Briefs (see ~~3.2.24~~ 4.2.22) will assist all parties to focus on the particular issues involved with the development of each site. However, Policy HSG 8 and the associated guidance will help maintain general standards of safety, privacy and open space. Exceptions may be made in special circumstances eg social/low cost housing (~~3~~4.7) or purpose built housing for elderly people or town centre locations.

4.5.3 The Council will be prepared to adopt new areas of public open space which are provided in accordance with Policy HSG 8 so long as they are appropriately sited and accessible and subject to receipt of a commuted sum payment to cover maintenance. In some circumstances it may be more logical to extend or improve facilities and/or equipment on an existing area of public open space near the development site rather than to create a new area. In such cases developers would be expected to make an equivalent contribution to both capital and commuted maintenance costs. The Council will shortly be preparing a Open Space and Recreation Development Plan Document which will include a revised assessment of the standards for formal and informal open space. As regards provision for smaller children's play spaces within groups of family housing individual or combined spaces may be considered.

4.5.4 No specific standard applies for the provision of private garden space. This will to a large extent depend on the type of development involved, its location and market sector. However, developers will be expected

to ensure that adequate space is provided for domestic purposes including all storage and laundry requirements.

- 4.5.5** To achieve the housing requirements indicated in Policy HSG 3 in a sustainable way general densities of development will have to increase. The subject is covered in para ~~3.2.22~~ 4.2.20 above in relation to specific land allocations and similar requirements will apply to all housing proposals brought forward. Measurement will be on the basis of “net site density” as defined in PPG3 Annex C which includes access roads, gardens, car parking, incidental open space/landscaping and required children’s play space.
- 4.5.6** The Council intends to produce supplementary planning guidance on the overall design and layout of new housing development in due course. This will include a reworking of the current “Crime Prevention Design Scheme” guidelines following work now in progress on a West Cumbria safety strategy.
- 4.5.7** The Council will expect to see general compliance with Policy HSG 8 in the design of new development before full consent is granted. At the same time it will expect such matters to be incorporated in the scheme as it is built and for each dwelling to be occupied only when a satisfactory standard of residential amenity is available. This is to prevent overly long construction phases blighting early built dwellings.

POLICY HSG 8 : Housing Design Standards

In addition to the requirements of Policy DEV ~~6~~7 the design of all new housing development must incorporate:

- 1. car parking provision in accordance with the standards in Appendix 1**
- ~~2. conformity with SPG “Layout of New Residential Developments”~~**
- ~~3. conformity with SPG “Crime Prevention Design Scheme”~~**
- 4.2. minimum separation requirements whereby:**
 - detached and end of group dwellings retain at least 1.0m clear between walls and side boundaries**
 - a minimum of 21.0m is retained between face elevations of dwellings containing windows of habitable rooms**
 - a minimum of 12.0m is retained between face elevations of dwellings containing windows of habitable rooms and a gable or windowless elevation**

- 53.** a minimum of 0.4ha of public open space for every 200 dwellings pro rata on developments of 10 or more dwellings. Such sites should be readily accessible, carefully landscaped, ~~free draining~~ and for the most part, reasonably level. They should also be free-draining unless required for a separately approved Sustainable Drainage Scheme. In appropriate cases, ~~the Council may accept a commuted payment to help improve or extend existing recreational areas in the near vicinity in lieu of providing additional open space within the development site~~ may be accepted. In groups of family housing a minimum of 100 square metres childrens' play space should be provided in ~~groups of family housing~~ at the rate of one play space for every 30/40 dwellings.

Where open space is provided as part of a development the ~~Council will expect the appropriate arrangements are made for its maintenance and the protection of valuable wildlife habitats~~ will be required.

- 64.** a density of development appropriate to the form and location – ~~For developments in Key Service Centres this will be not less than 30 dwellings per hectare and in all other situations 25 dwellings per hectare. In some rural or semi-rural situations,~~ This should be a minimum of 30 dwellings per hectare although a relaxation of this density pattern may be sanctioned where it is demonstrated to be in the interests of better assimilation with existing townscape or village character.

As regards standards of completion the ~~Council requires that no dwelling is~~ will be occupied until the roads and footways serving that dwelling are lit, drained and surfaced to at least base-course level.

In addition all proposals should have regard to the Supplementary Guidance on design of residential development and crime prevention.

4.6 VARIETY IN DWELLING TYPE

4.6.1 The development plan system can help balance housing markets and meet the housing requirements of all sections of the community by encouraging a wide variety of new accommodation – size, tenure, adaptability etc.

4.6.2 The zero net migration population projection indicates a significant reduction in the 30-40 age group through the plan period 2001 – 2016. This is counterbalanced by expected increases in the 15 – 29 age

group and the 45+ groups, particularly those beyond retirement age. This tends to suggest an increasing requirement for small one-two person house-types and less demand for family sized accommodation.

Table HS6 : Zero Net Migration Population Projection – Age Group profiles

Age Groups	2001	2006	2011	2016	Change 2001-2016
0 – 14	12,600	11,631	10,930	11,039	-1,561
15 – 29	11,400	12,393	13,518	12,837	+1,437
30 – 44	15,600	14,080	11,790	11,311	-4,289
45 – retirement	16,000	16,882	17,491	17,318	+1,318
Retirement +	13,400	13,985	15,145	16,333	2,933
TOTAL	69,000	68,971	68,874	68,838	-162

Table HS7: Zero Net Migration Population Projection – Age Group % Change

Age Group	2001	2006	2022	2016
0 – 14	18.2	16.9	15.9	16.0
15 – 29	16.5	28.0	19.6	18.6
30 – 44	22.6	20.4	17.1	16.4
45 – retirement	23.2	24.5	25.4	25.2
Retirement +	19.4	20.3	22.0	23.7

4.6.3

Owner occupation in the Borough at 72.3% is the main form of tenure with housing rented from a Registered Social Landlord (RSL) the next most important group at 23.4%. Both figures are higher than the regional averages of 70% and 22% respectively because of a low proportion of private rented stock – 3.5% compared to a regional average of 8%. These figures were derived from a survey of over 9,000 households in the Borough carried out by the Northern Housing Consortium in February 2003. From this survey the NHC has produced an estimate of housing requirements shown in Table HS8:

Table HS8 : Summary of Housing Requirements 2003

Tenure	Area						Total
	Whitehaven North	Whitehaven South	Cleator Moor	Egremont	Millom	Distington & Frizington	
Owner Occupier	199	69	235	203	94	55	852
Registered Social Landlord	80	99	90	71	26	46	412
Private Rented	149	*	*	82	33	19	283
Total	428	168	325	356	153	117	1,547

* indicates sufficient capacity already (Source NHC sample survey of Copeland households February 2003)

4.6.4 Obviously the figures in Table HS8 reflect aspirations at a particular moment in time and would not be expected to be satisfied entirely by new building. Affordability comes into play (see next section) and also stock management, reduced vacancy rates, and housing renewal will all play a part. However, the figures do provide a pointer to needs in the main market areas of the Borough and the NHC has also analysed the type of dwelling indicated in the survey. eg a spread of demand for most types of property in Cleator Moor, a higher demand for semi-detached and terraced property amongst Whitehaven North's owner-occupier aspirants whilst Whitehaven South has a higher proportion of RSL requirements with household looking for terraced, bungalow and semi-detached housing in the main. There is adequate provision of housing land through Policies HSG 1 – 4 to accommodate these needs and such detailed information will inform the Council's implementation of Policy HSG 9.

4.6.5 The Council will expect all major new housing developments to include a broad range of dwelling types. There is no quota system envisaged but reference will be made to area needs surveys over time and housing variety may be a subject for inclusion in a site development brief as a result, with implementation perhaps tied to a planning obligation or other agreement.

4.6.6 The Housing Needs Survey also highlights the extent of mobility problems in the Borough with about 19% of households containing someone with walking difficulties. Part M of the Building Regulations have made all new homes since October 1999 more accessible and convenient. However, the Joseph Rowntree Foundation's Guide on designing Lifetime Homes can help make homes more adaptable to long term needs and the Council will encourage developers to incorporate use the its Lifetime Homes standards within development as basis for implementing as a benchmark in relation to Policy HSG 9.

POLICY HSG 9 : Accommodating Special Needs

~~In new housing developments of over 15 dwellings the Council may seek to secure by negotiation up to 25% of the total **may be required** to be one or two bedroom forms of accommodation suitable to the needs of first time buyers, single people, the elderly or people with disabilities. The Council is particularly conscious of the needs of people with walking difficulties or who use wheelchairs. It will expect ~~the~~ design and layout of all new and refurbished housing sites to take these needs **must take** into account **the needs of people with walking difficulties or who use wheelchairs** and will encourage developers to provide a reasonable proportion of new dwellings capable of being adapted to full mobility standard.~~

4.7 AFFORDABILITY

4.7.1 The issue of affordability in housing is of great concern to the Council. Changes in the way social housing is provided mean that it can no longer directly intervene by building low-cost rental schemes itself. However, it can influence the type and location of new housing by others and, through operating the housing benefits system and implementing its Housing Strategy can target the most acute needs cases and help maintain social cohesion.

4.7.2 The recently conducted Housing Needs Survey for Copeland (March 2003) concluded that the urban situation as regards affordability is not a big problem at this stage. Over 800 households out of a Borough total of 31,000 saw themselves as having difficulty affording their current accommodation but it was estimated that the demand for new affordable accommodation across all tenures was 172 over the next five years. At the same time there was a surplus of Council – owned accommodation : 211 units or 5% vacant, 190 (4.5%) difficult to let and 350 (8.3%) : considered to be in areas of low demand.

4.7.3 Most of the demand for new affordable accommodation arises in North Whitehaven (25%) and Egremont (26%). Whilst there is some spare capacity within the existing stock, especially of social rented housing, alternative forms of affordable housing will need to be provided, particularly the shared ownership form. This provision must also address the difficulties faced by younger households – and this includes “concealed households” which cannot afford to set up home. Therefore, in addition to Policy HSG 9 the Council will endeavour to assist the direct provision of new social - rental housing schemes to meet expressed needs and in tandem with its developing housing

renewal strategy. With the transfer of its housing stock to Copeland Homes in Autumn 2004 the Council will especially be looking to foster partnership arrangements in its approach to housing issues. Tackling low demand will be a major item and the work currently underway to investigate the relationship between economic disadvantage and housing conditions in the main urban areas of the Borough will better inform our understanding of needs and therefore better direct the implementation of Policy HSG 10. At this stage no specific urban allocation for affordable housing is made in the plan – any schemes which do come forward will be judged against Policy HSG 10 and other plan policies as regards allocations/windfalls, managing the housing supply, design etc.

POLICY HSG 10 : Affordable Housing in Urban Areas Key Service and Local Centres

Proposals for appropriately scaled, high density low cost development for Registered Social Landlords to provide affordable housing will be permitted within the development boundaries of Key Service and Local Centres, subject to other policies in the plan and in accordance with up to date housing needs assessments.

4.7.4 The Council will encourage private developers to offer affordable forms of accommodation and this could include joint private/~~Housing Association~~ Registered Social Landlord Schemes. The inclusion of affordable homes in proposed housing development will also be taken into account in the exercise of Policy HSG 3 where a choice has to be made between alternative sites. In addition the Council may consider ways in which it can influence the type of dwellings to be built through the disposal of its own land holdings and this route could include opportunities for self-build schemes.

4.7.5 Whether a low cost housing scheme is via Registered Social Landlord ~~Housing Association~~, private or partnership based the Council is concerned to ensure that the benefits are passed on to successive occupiers of the new properties. In line with JSP Policy H4619. It will therefore take into account the proposed mechanisms for future disposal in dealing with each such development proposal and will reserve the right to subject these to a legally binding agreement. For instance, in shared ownership scheme outside the four main towns of the Borough the Council will seek to restrict “staircasing” to full ownership so that no more than 80% of the equity can be secured by the lessees.

4.7.6 The supply of housing land available in the smaller rural settlements is constrained by local plan policies which rightly seek to conserve areas of countryside. Unfortunately this will always tend to increase the value of existing dwellings and encourage speculative and more expensive

new development. The ability of local people to operate in such housing markets is restricted but the extent of demand for affordable rural housing markets is difficult to gauge in the absence of proper surveys. The Council's accommodation waiting list tends to reflect areas of existing public sector housing rather than need at source and in any event it is not an exhaustive measure of demand. It is hoped to carry out further research into this aspect on an area basis, possibly with the help of Parish Councils as a subject in village appraisals and as part of future overall Needs Assessments. In the meantime the Council feels that it is appropriate to establish a planning mechanism by which genuine local needs for low cost housing can be made outside the normal play of market forces. It will therefore and in accordance with Circular 6/98, Annex B of PPG3 and JSP Policy H46.19 allow some limited development to take place ~~as an exception to the requirements of~~ subject to Policy HSG 5 requirements ~~so long as certain criteria are met~~. Proposals will be expected to relate closely to the form of existing settlements and the Council will take care to limit development to individual and small groups of dwellings. It should be stressed that proposals in the open countryside will always be subject to Policy HSG 5. Control over occupancy and conditions of subsequent disposals will be exercised through planning obligations and conditions of approval. ~~via legally binding agreements~~. The Council will require that both the initial and subsequent occupation of the dwelling is by members of the local community together with their dependants. ~~These will include people normally resident there by virtue of their work or family connections. The appropriate measures of local community will generally be the Borough. Exceptionally neighbouring District parishes may be added to the definition.~~ This definition includes those who:

- i) have at least 5 years residency in the locality
- ii) have strong connections with the locality through previous residency of at least 5 years duration within the last 10 years, or close family association – which could include the need to give care – with an existing resident of at least 5 years residence, or
- iii) having permanent employment in the locality or having accepted the offer of such employment

The definition of "locality" here is the parish within which the village is situated or appropriate group of parishes which are served by the village (including any appropriate parishes within an adjoining District).

The definition of affordability extends to:

- i) housing that is available for the occupier to purchase an equity share in the property from 25% to 80% of the total market value equity for a price that does not equate to more than 3.5 times the local (ie ward level) average in-work income as defined by Cumbria County Council and any successor local authority's Household Income Survey where such data exists, or by

- reference to the Copeland average where such ward level data does not exist , or
- ii) housing that is available for rent at a weekly rent that does not and will not exceed for a period of not less than 60 years the target rent set by the Housing Corporation or any regulatory successor for an equivalent property provided by a Registered Social Landlord or other not-for-profit organisation, or
 - iii) housing that is available for purchase at a market value that does not equate to more than 3.5 times the local average income (as defined above), or
 - iv) housing that is available for the occupier to purchase an equity share in the property from 25% to 100% of the total market value equity and to rent the unpurchased equity share from a Registered Social Landlord and that in the case of subsequent resales a Registered Social Landlord shall be given first option to purchase the property for resale on a shared ownership basis.

4.7.7 Policy HSG 11 will be applied to all proposals for social needs housing which involve sites within or on the edge of the villages below the level of Local Centres. This may include proposals by Registered Social Landlords or other not-for-profit organisations where the Council will expect a full assessment of need in the locality to be submitted in order to justify the numbers, type and tenure being proposed. It may also include proposals by individuals who are experiencing difficulty in finding an affordable property in their home village and they will have to demonstrate that their circumstances fit the definitions outlined above in relation to the local community and affordability.

POLICY HSG 11 : Affordable Housing Adjoining Local Centres

~~As an exception to the requirements of Policy HSG 5, the Council may grant planning permission for small scale housing developments which provide low cost housing that can be afforded by local people not normally able to compete in the open housing market. This policy will apply to Local Centres and to be acceptable proposals must:~~

- ~~1. be on site immediately adjoining the village and well related to its physical form~~
- ~~2. not exceed 10 dwellings~~
- ~~3. be supported by documentary proof that there is a need within the local community as a whole for such a scheme~~
- ~~4. comply with the requirements of Policy DEV 6~~
- ~~5. be the subject of a legal agreement under s.106 of the Town and Country Planning Act 1990 which ensures that initial~~

~~and subsequent occupancy of the dwelling(s) is restricted to members of the local community and that the dwelling(s) is only made available for rent or for sale at a price affordable to families or individuals not normally able to compete in the local housing market.~~

~~3.7.7 It is expected that compliance with Policy HSG 11 will in practice only be achieved by Housing Association or Housing Trust initiatives. At the same time there are some people in the rural communities who can afford to build a home for themselves but are not able to afford the land prices associated with general needs' housing areas which fall within the allowances of Policies HSG 1 – 4. Equally some people may find that the supply of housing land in their village has become exhausted before they are in a position to build. Where genuine local ties exist and where there is a genuine difficulty in finding suitable site in the home village, the Council may be prepared to make a further exception to Policy HSG 5.~~

POLICY HSG 12- 11: Affordable Housing in Rural Areas

Where a proposed development is to meet a proven local need for affordable dwelling(s) planning permission may be granted As an exception to **in accordance with** the requirements of Policy HSG 5 the Council may grant planning permission for individual dwellings to meet the needs of local people. This policy will apply to all villages in the plan area and to be acceptable proposals must:

1. be on **a** sites **within or** immediately adjoining the village and well related to its physical form
2. be supported by evidence to show that **there is a need within the local community as a whole for such development or that** the applicant **individually** has genuine local ties to the village and has genuine difficulty in finding an otherwise acceptable site within the terms of Policies HSG 1 – 4
3. comply with the **sequential test set out in Policy DEV 4 and with other plan policies** requirements of Policy DEV 6
4. be the subject of a **planning obligation or condition** legal agreement under s.106 of the Town and Country Planning Act 1990 which requires occupation of the dwelling **in perpetuity to be by households** solely by the applicant and his/her dependants for a five year period from completion or by another household which conforms to the requirements of Criteria 2 above.

~~3.7.8 In all cases the definition of “affordable” is based on housing costs not exceeding 30% of Net Equivalent Income which in turn is fixed at 60% of the Regional average income. (as recommended in the Copeland Housing Needs Study)~~

4.8 RETENTION AND IMPROVEMENT OF THE HOUSING STOCK

4.8.1 Given the various pressures at work in local housing markets the aim of achieving balance ~~will~~ may largely depend on our ability to improve existing accommodation.

4.8.2 With the likely resources available to it the Council was always going to find difficulty in achieving the government’s Decent Homes Standard by 2010 if it retained ~~but the transfer of its~~ stock of 4,276 dwellings. Now that this has been transferred to a Registered Social Landlord (Copeland Homes) ~~will enable~~ the necessary investment to will take place. ~~Once the transfer takes place~~ The Council will work with Copeland Homes on the overall action programmes and packages required to tackle renewal in the larger areas of social housing in ~~Whitehaven, Cleator Moor, Distington and Frizington~~ the main towns and villages where there is evidence of low demand, unfitness, poor environmental/safety standards etc. Such work will be a feature of the Action Plan to be drawn up for the Pow Beck/ Coastal Fringe/Town Centre area of Whitehaven and will be directed by the product of current research on economic disadvantage linked with housing conditions for the Furness and West Cumbria Housing Market Partnership.

4.8.3 There have been demolitions in the recent past eg 50 houses at Greenbank, Whitehaven, and there will continue to be action to reduce vacancies (although currently at 4.2% the overall vacancy rate in Copeland is lower than the regional average). The Council will ensure that there are no planning policy impediments on development necessary to deliver estate action programmes and only net increases in overall dwelling numbers will count against the annual housing requirements referred to in ~~3~~4.2 above.

4.8.4 It is estimated that there are about 23,500 dwellings in the private sector, 33% of which were built before 1919. This tends to make building improvements, modern heating and insulation difficult and expensive to undertake. Estimates at the last full condition survey of the private sector, in 1999, suggested a need for £55.6 million to deal with poor repair standards and unfitness – an average of £2,350 per dwelling. The next full survey will be undertaken in 2004 but it is clear that in recent years the Council’s various area – renewal initiatives have successfully tackled the problems with the percentages of unfitness and disrepair falling. At the time of the 2003 Housing Needs Survey 85.9% of all households indicated satisfaction with the state of

repair of their property (and it was noted that of those who were dissatisfied with the state of repair over 50% were in the social housing sector).

4.8.5 In 2001, as the Whitehaven Renewal Area came to an end the Council resolved to target renovation grants into new defined areas with highest rates of need. Recently it commissioned a study by David Adamson and Partners to investigate where best to concentrate its limited resources. The eight areas were:

Arlecdon/Rowrah	Haverigg
Cleator Moor	Holborn Hill
Cleator	Moor Row
Frizington	Pica

The study involved surveys of a 1000 dwelling sample across the total dwellings (almost 5,700) in the eight areas revealing:

5050 dwellings (89.9%)	satisfactory
166 dwellings (2.9%)	unfit
455 dwellings (8%)	unsatisfactory

4.8.6 From an analysis of the results of this study the Council has resolved to designate Neighbourhood Housing Renewal Areas in Cleator Moor and Pica from April 2005 subject to additional research and consultation. All of its renovation grant monies will be targeted in these areas for up to 10 years although there may be some limited assistance for the owners of a particular type of property requiring repair (up to 87 dwellings are involved, mostly in Millom). Disabled Facilities Grants and Home Repair Assistance will continue to be provided via the Council's Home Improvement Agency.

4.8.7 It is intended that the Renewal Areas will operate over both private and social – housing areas involving partnership arrangements between the Council and RSL's. This will automatically involve the co-ordination of other budgets besides housing renewal involving a variety of other community and environmental services to combine in a comprehensive package eg Cleator Moor this will link with the existing SRB programme and regeneration activity of the local Development Company; transportation improvements will be an additional feature eg through designation of Home Zones.

POLICY HSG 43 12 : Assisting Housing Renewal

Proposals for new development and environmental works which form part of approved Neighbourhood Renewal packages or similar estate – action programmes will be permitted subject to other policies in the plan.

- 4.8.8** The Council is determined to ensure that existing housing is retained and remains in residential use thus avoiding additional need for new dwellings and maintaining as wide a choice of housing type as possible.

POLICY HSG 14 13: Loss of dwellings

Proposals which would result in the loss of existing dwellings will not be permitted unless provision is made for their replacement or unless the proposed housing loss is necessary to achieve other objectives of the local plan.

- 4.8.9** The replacement of existing dwellings will be controlled by the following policy:

POLICY HSG 15 14: Replacement of Dwellings

The replacement of existing dwellings will be permitted subject to Policy HSG 4, except where the dwelling is:

- 1. listed as a Building of Special Architectural or Historic Interest, or is in a Conservation Area (see Policies ENV 28 and 34) or is**
- 2. in the countryside (ie all areas outside defined development boundaries prescribed by Policy DEV 4), and**
 - a) is the result of a temporary or series of temporary permissions, or**
 - b) its replacement would be in serious conflict with public health or safety, the economy of public services, or the appearance or potential for improvement of the countryside or**
 - c) is derelict (ie incapable of being re-inhabited without carrying out works requiring planning permission), or**
 - d) is no longer in existence (unless the dwelling has been accidentally destroyed in the recent past, for example by fire or flood, and was occupied at the time of the accident)**
 - e) is the habitat of wildlife species protected by law when expert advice must be sought to establish an appropriate course of action.**

So long as the scale and character of the replacement dwelling matches that which it is proposed to replace.

Conversions

- 4.8.10** The conversion of existing buildings in urban areas often by the sub-division of large houses into smaller units can make an important contribution to the stock of affordable housing. However, the Council will only support proposals which meet certain standards of amenity for the intended residents and which do not adversely affect neighbouring properties.

POLICY HSG 16 15: Conversion to Dwelling in Urban Areas

In urban areas proposals for the conversion of suitable non-residential buildings or sub-division of large houses to provide new residential accommodation will be permitted so long as:

- 1. adequate internal space standards and exclusive use of kitchen and bathroom facilities can be achieved without extensive alterations or additions to the property**
- 2. off-street car parking is provided in accordance with the parking guidelines in Appendix 1**
- 3. adequate external amenity space is provided**
- 4. the conversion works retain the character of the building**
- 5. no alterations or associated works create amenity problems for residents of adjacent properties**

- 4.8.11** The conversion of buildings to houses in multiple occupation (HMO's) can often lead to a lowering of housing standards and adverse effects on neighbouring residents. These problems are generally associated with shared facilities, higher densities and shorter tenancies. Careful control will be exercised in dealing with this type of development and the Council will be guided by Circular 12/93 and will also take into account the cumulative effect of such developments in a particular locality especially those which involve "Care in the Community" (see Policy HSG 20 19)

POLICY HSG 17 16: Conversion to Multi-Occupation

In urban areas proposals for the conversion of buildings, to houses in multiple occupation will be permitted so long as:

1. **adequate internal space standards and communal facilities can be achieved without extensive alterations or additions to the property**
2. **off-street car parking is provided in accordance with the parking guidelines in Appendix 1**
3. **adequate external amenity space is provided**
4. **the conversion works retain the character of the building**
5. **no alterations or associated works create amenity problems for residents of adjacent properties.**

4.8.12

In the rural areas there are many substantial buildings which have become obsolete in terms of their original function and which could be usefully converted to other uses including dwellings. However, not all obsolete buildings in the rural villages and countryside are capable of or are suited to conversion and the Council will only support proposals which meet certain criteria. Re-use for economic development or community uses will be preferable in policy terms to accord with PPS 7, RPG and JSP provisions. Proposals for residential conversion will therefore only be considered where it is demonstrated that reasonable attempts have been made to market the property for business, service or community use either singly or mixed with residential accommodation. Buildings currently or last used for agriculture are defined as greenfield subjects in Annex C of PPG 3. Thus in addition to the test of employment and community use all proposals involving barns and similar agricultural buildings will have to be accompanied by evidence to show that there are no alternative brownfield subjects in the locality which may be available for the purpose, in line with the search sequence set out in Policy DEV 4. Proposals involving isolated field barns or similar structures will not be approved unless their conversion is required for exceptional circumstances in which case Policy HSG 5 will apply.

4.8.13

First and foremost is the requirement that the building should be structurally sound and capable of being converted without substantial rebuilding work being necessary. The Council may insist on a full structural survey being submitted as part of a planning application. The proposed design should preserve the essential character of the building and its relationship to surrounding landscape and development. This will normally involve retaining existing features and facing materials. Only buildings constructed in a traditional form will be appropriate subjects for conversion and they will usually be part of an existing building group. In addition the Council will expect normal standards of amenity to be achieved as regards access, parking, private open space, privacy and services and the number of dwellings proposed to be restricted to an appropriate level for the locality.

POLICY HSG 48 17: Conversion to Dwellings in Rural Areas

In rural areas proposals for the conversion of a building to residential use will be permitted so long as:

1. applicants can demonstrate that alternative employment, community or mixed uses are not viable
2. where the subject building is currently or last used for agriculture applicants can also demonstrate that there is no alternative site or premises available in the locality which better accords with the search sequence set out in Policy DEV 4
- 4.3. the building is structurally sound and capable of accepting conversion works without significant rebuilding, modifications or extensions
- 2.4. the building in its existing form is of a traditional construction and appearance and the proposed conversion works retain the essential character of the building and its surroundings. In this regard existing features of interest and external facing materials should so far as possible be retained
- 3.5. the building is located within or adjacent to a village or an existing group of buildings
- 4.6. the building is served by a satisfactory access from the public highway network without the requirement for extensive private roads or tracks and domestic services such as a water supply and electricity must be readily available to the site
- 5.7. the conversion works incorporate reasonable standards of accommodation and amenity which should involve compliance with ~~the requirements of Policy DEV 6~~ other plan policies
- 6.8. the number of dwellings proposed is appropriate to the scale of adjoining development and will not substantially increase the number of dwellings in the countryside

Conversion to Class C2 uses (Residential Institutions)

4.8.14

Class C2 of the Town and Country Planning (Use Classes) Order 1987 includes residential care homes, nursing homes, residential schools, colleges, training centres and hospitals. Such uses are often located

within residential areas and frequently consent is sought to convert large residential properties for such purposes. The use is generally not incompatible with residential areas but problems can arise when there is a concentration of such uses which may affect the character of the area, creating an institutional feel to the surroundings and thereby reducing residential amenity. Class C2 uses will therefore not be permitted within five properties of any existing approved Class C2 use and expansion into only one additional property will be permitted. Extensions will not be permitted where they may cause privacy or other problems for surrounding residential development. In addition, the Council may restrict the use of a property to particular uses in Class 2 eg a residential care home or nursing home may be appropriate in a quiet residential cul-de-sac whereas intensification of use/traffic associated with a training college may not be as appropriate. In accordance with JSP Policy L56 Policies HSG 19 and HSG 20 will only apply to Key Service Centres and Local Centres.

POLICY HSG 19 18: Residential Institutions

Proposals for new or changes of use to Class C2 uses will be permitted so long as:

- 1. in the case of a proposed new building they are of a scale, design and materials appropriate to the area**
- 2. in the case of an existing property any extensions, alterations or external features such as fire escapes are of a scale, design and material which retain the character of the building and are compatible with its surroundings**
- 3. off street parking is provided in accordance with the guidelines set out in Appendix 1**
- 4. adequate external amenity space is provided**
- 5. no extensions, alterations or associated works create amenity problems for residents of adjacent properties**

POLICY HSG 20 19: Care in the Community

In primarily residential areas development for Class C2 uses and HMOs involving “Care in the Community” will be strictly controlled to prevent groups of such uses being formed to the detriment of general residential character and amenity.

- 4.8.15** The Council will bring forward design guidance on all aspects of conversion which will include clarification of the standards to be achieved.

Extensions/Alterations

4.8.16

Extensions or alterations to existing dwellings can make an important contribution to the improvement of housing conditions and help widen market choice. However, care must be taken to avoid creating amenity problems. The design must take into account the scale and character of the existing dwelling and its neighbours incorporating similar external facing materials. Extensions should not dominate the existing dwelling or its setting. Proposals must not lead to any significant reduction of daylighting or the creation of privacy and overlooking problems for residents of either the existing dwelling or neighbouring property. Particular care will be required in rural situations as regards design and scale to ensure that the character of properties is maintained and that the risk of a reduced range of dwellings in such rural areas is minimised. The Council will bring forward design guidance on these matters in due course.

POLICY HSG 24 20: Domestic Extensions and Alterations

Proposals for extensions or alterations to existing dwellings will be permitted so long as:

- 1. the scale, design and choice of materials involved respect the character of the parent property with the use of pitched roofs wherever practicable**
- 2. they would not lead to a significant reduction in daylighting available to either the parent property or adjacent dwellings**
- 3. they would not create potential noise nuisance, security or privacy or overlooking problems for residents of either the parent property or adjacent dwellings**
- 4. they would not result in a loss of 50% or more of the undeveloped curtilage of the parent property.**

Proposals which involve listed buildings or properties within conservation areas must also meet the requirements of Policies ENV 38 26 and 44-30.

4.9

RESIDENTIAL CHALETS, CARAVANS AND MOBILE HOMES

4.9.1

There are a number of residential caravan sites in the Borough with planning permission for a total of 434 caravans. In recent years the Council has accepted the principle of replacing some of this stock by chalets but regards such development as a lower standard of accommodation than traditional housing. Any further such

development will be expected to involve reasonable safeguards as regards services and amenity. Particular care will be needed in or nearby Landscapes of County Importance (Policy ENV 6) and appropriate layouts and landscaping details will be required. The Council will bring forward design guidance on the subject in due course.

POLICY HSG 22 21: Replacing Caravans by Chalets

The replacement of residential caravans by permanent chalets will be permitted on existing sites of more than 10 caravans subject to other policies in the plan

4.9.2 Whilst caravans have provided a cheaper form of housing for some the general standard of accommodation and facilities on sites has not been high. The Council has powers to enforce minimum standards but control is difficult in practice. In addition, high density living can create its own problems of stress, both on-site and within local communities

POLICY HSG 23 22: Residential Caravan Sites

The Council will not sanction permit any new permanent residential caravan sites.

POLICY HSG 24 23: Individual Caravans

Individual residential caravans or residential mobile homes will not be allowed. However, sympathetic consideration will be given to proposals involving special cases, for instance where the caravan is for a dependant relative or in establishing a new agricultural rural enterprise in relation to Policy HSG 6. Only temporary permissions will be granted in these circumstances and occupation of the caravan will be strictly limited to persons directly involved.

4.9.3 There is a linear development of beach bungalows along the coast between St Bees and Braystones. Some are restricted by planning condition to holiday use but a number can be used and are used as permanent dwellings. It is considered that rebuilding on the site of these with dwellings built to current Building Regulations and space standards would be undesirable because it would change the character of the development and it would perpetuate permanent use on unmade tracks in an area liable to coastal flooding, contrary to Policy DEV 67.

POLICY HSG 25 24: Beach Bungalows

Planning permission will not be granted for new or replacement permanent dwellings within or adjoining the existing area of beach bungalows between St Bees and Braystones

4.10 NON-RESIDENTIAL DEVELOPMENT IN HOUSING AREAS

Some forms of non-residential development can cause environmental problems or disturbance if sited within primarily housing areas. Operational bases for Taxi firms are an example especially where they involve on-street parking and late night shift-operating. However, not all non-residential uses are detrimental to the amenity of those who live nearby – small businesses can provide a local service without an overbearing effect on the general character of a housing area and some community-orientated land uses like pubs, shops, schools and public halls are entirely appropriate in housing areas subject to normal standards of development. (see also § 6.9)

POLICY HSG 26 25: Non-Residential Development in Housing Areas

Proposals for non-residential development which causes undue disturbance and affects the character of existing residential areas will not be permitted unless:

- 1. there would be no significant loss of amenity to surrounding property**
- 2. the proposed use is ancillary to the residential character of the area**
- 3. the proposed use conforms with other policies or proposals in the plan**

4.11 ACCOMMODATION FOR GYPSIES AND TRAVELLING PEOPLE

- 4.11.1 Since the Criminal Justice and Public Order Act 1994 came into effect local authorities no longer have a statutory obligation to provide for Gypsy caravan sites. ~~Council will keep the matter under review together with the needs of travelling showpeople.~~ The government has the issue under review at the present time and it is likely to publish new guidance shortly. In the interim and to deal with any proposals for private sites Policy HSG 26 will apply which reflects the Council's view that areas of environmental value should be protected and that sites should be accessible to existing community services as far as possible. In considering applications the Council will also seek the views of the Gypsy population and organisations. Since 2001 the Council has

carried out a bi-annual count of Gypsy caravans in the Borough to ensure any needs are flagged up. To date none have been recorded

Policy HSG 26 : Gypsy Caravan Sites

Where there is an identified need the Council will consider proposals for Gypsy caravan sites. To be acceptable proposals for such sites must:

- 1. not involve locations in a Landscape of County Importance or otherwise have an adverse impact on the local landscape or undeveloped coast**
- 2. be on a site which is well related to an existing settlement and the main highway network**
- 3. incorporate appropriate access and parking arrangements**
- 4. involve a site which provides reasonable access to community services**
- 5. not adversely affect the amenities of adjacent occupiers by way of noise, vehicular or other activities on site**

4.11.1 The temporary requirements of Showpeople during the operation of fairs and similar events are covered by permitted rights but longer term needs such as overwintering will involve development i.e. the need to apply for planning permission. In such cases proposals will be assessed against the criteria in Policy HSG 27 and other policies in the plan.

Policy HSG 27 : Accommodating Travelling Showpeople

The provision of winter quarters for travelling showpeople for residential purposes and the maintenance of fairground equipment will be assessed against the following requirements. To be acceptable proposals for such sites must:

- 1. not involve locations in a Landscape of County Importance or otherwise have an adverse impact on the local landscape or undeveloped coast**
- 2. be on a site which is well related to an existing settlement and the main highway network**
- 3. incorporate appropriate access and parking arrangements**

- 4. involve a site which provides reasonable access to community services**
- 5. not adversely affect the amenities of adjacent occupiers by way of noise, vehicular or other activities on site.**

Proposals must also be in accordance with other relevant Local Plan policies.