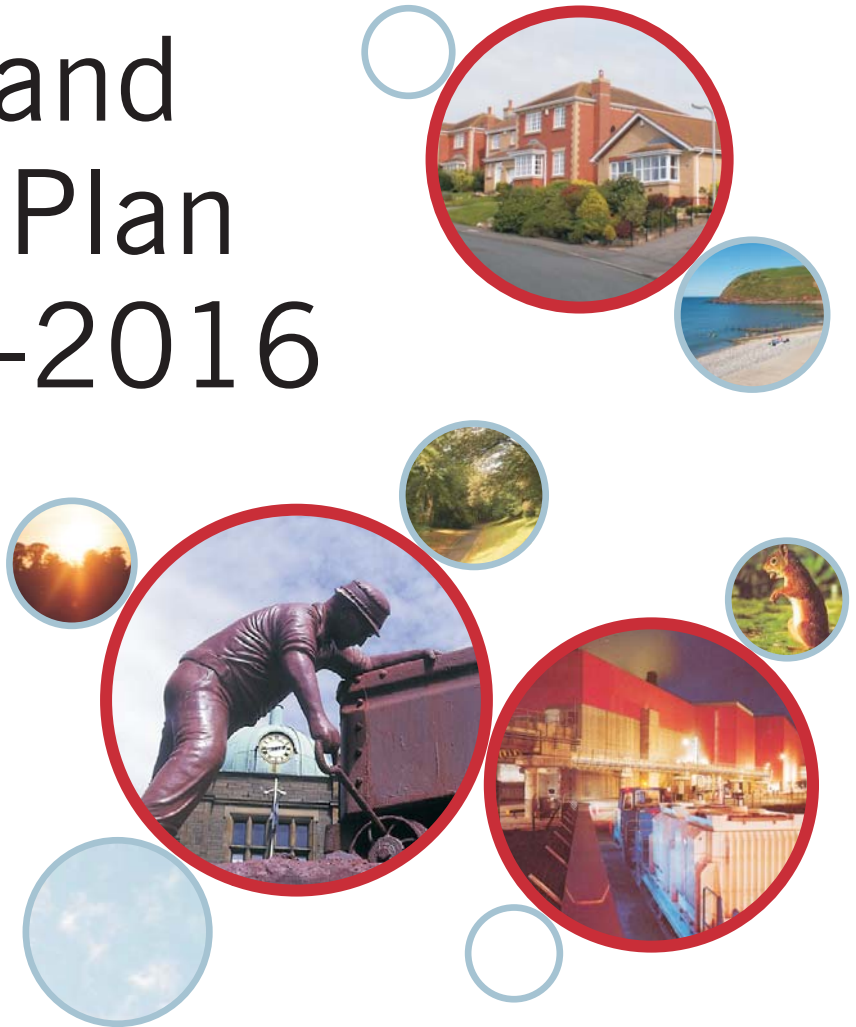


Copeland Local Plan 2001-2016



2nd Deposit Version



COPELAND LOCAL PLAN 2001-2016

2nd DEPOSIT VERSION

APRIL 2005



Copeland Borough Council

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1. ABOUT THE PLAN

1.1 INTRODUCTION

1.1.1 This is the ~~First~~ Second Deposit Version of a new Local Plan prepared by Copeland Borough Council. It relates to all of the Borough outside the Lake District National Park and covers the period 2001 – 2016.

1.1.2 When adopted it will replace the “Copeland Local Plan 2001”.

1.1.3 Preparation of the new plan began with consultation on an Issues Report during December 2001 – February 2002. Responses to this consultation came from many individuals and organisations and as far as possible their views have been incorporated into the process (A separate report on this consultation is available).

1.1.4 The First Deposit Version on the Plan was published on 12th February 2004 and the deposit period ran to 26th March 2004. During this time the Council received over 1100 objections and expressions of support. All of these representations were considered during the production of the Second Deposit Version of the Plan. ~~Publication of the First Deposit Version is the first formal stage in the adoption process when objections or expressions of support can be submitted. Subsequently a Public Inquiry may be held to examine issues raised and the Inquiry Inspector’s findings will be binding on the Council.~~

~~1.1.4 It is hoped to have an Inquiry arranged for September 2004 and to have the new Local Plan adopted in early 2005.~~

1.1.5 Objections or expressions of support on the Second Deposit Version of the Plan may be made in the specified period, but will be limited to those policies and proposals which the have changed between the First and Second Deposit Versions. These new or altered polices and proposals are shown in red underlined type. Proposed deletions are shown by a strikethrough.

1.1.6 Once the revised plan is placed on deposit, objectors to the First Deposit Version of the Plan whose objections have been successfully resolved will be invited to withdraw them.

1.2 PURPOSE OF THE PLAN

1.2.1 The Local Plan sets out the Council's policies and proposals for the future development and use of land, improvements of the physical environment and management of traffic.

1.2.2 In accordance with the Planning and Compulsory Purchase Act 2004 (Schedule 8 – Transitional Provisions), the plan has been prepared will proceed to adoption under the Town and Country Planning Act 1990, the Planning and Compensation Act 1991 and the Town and Country Planning (Development Plan) (England) Regulations 1999. ~~The Council has also taken into account the requirements of the Planning Bill (December 2002) and the replacement plan is being prepared under the “transitional arrangements” outlined in letters to English Local Authorities dated 5 December 2002 and 13 June 2003. Once adopted, the Plan will be saved in the Local Development Framework for up to three years. For further information see Copeland Borough Council's Local Development Scheme.~~

1.2.3 The legislation requires decisions on all development and land use changes to accord with an up to date development plan unless material considerations indicate otherwise. In Copeland outside the National Park the development plan is currently made up of:

- Regional Spatial Strategy for the North West (RSS13)
- The Cumbria and Lake District Joint Structure Plan
- The Cumbria Minerals and Waste Local Plan
- The Copeland Local Plan

1.2.4 The Local Plan provides the detailed framework for local decision making, mainly through the determination of planning applications. Overall its main functions are to:

- Ensure all development in the planning area is sustainable
- Interpret and develop National, Regional and Structure Plan policies and to relate them to specific areas of land
- Provide a detailed basis for assessing planning applications
- Provide a framework for co-ordinating the provision of infrastructure and public and private sector investment
- Bring planning issues before local people with opportunities for participation

- Assist implementation of both the Council's Corporate Strategy (2020 Vision) and the West Cumbria Partnership's Community Strategy on the ground.

1.3 USING THE PLAN

1.3.1 ~~The plan~~ The First Deposit Version of the Plan consists of a Written Statement and a series of maps which ~~make~~ made up the Proposals Map. In this Second Deposit Version of the Plan, only maps which relate to the proposed changes to the First Deposit Version (see section 1.5.1) have been published. There are also a series of Appendices referred to in the text. Supplementary Planning Guidance is available separately which ~~includes a development brief for a housing site at Whitehaven.~~

1.3.2 The Written Statement begins with the ~~Development Strategy which includes the Council's aims and objectives for the plan, a review of how it sees these being applied over the plan area and a series of "core" development policies.~~ Aims and Objectives of the Plan. This is followed by the Development Strategy which sets out the overall strategic vision for the plan in terms of delivering the Plan Aims and Objectives. It also contains a set of core policies which assist in implementation of the Development Strategy. This is followed by ~~t~~ Topic-based chapters covering specific development issues are then provided. Policies and proposals are printed in bold type to distinguish them from the rest of the text. They are numbered and where they relate to specific sites or areas they are shown on the Proposals Map. There is also a chapter on how the Council intends to ~~implement the plan and monitor its~~ the effectiveness of the Plan.

1.3.3 It is important to recognise that the Plan must be read as a whole and therefore it is likely that more than one policy, often from more than one Chapter can and will be applied when considering development proposals.

1.3.3 In the printed format of the First Deposit Version the Proposals Map is made up of 3 fold-out sheets (~~stored inside the back cover~~). These incorporate a key 1:50,000 scale map of the plan area as a whole and a series of inset maps for all the important towns and villages with a separate inset map for Whitehaven Town Centre. In this Second Deposit Version of the plan only maps showing the proposed changes have been produced (stored inside the back cover).

1.3.4 ~~There is also an interactive version of the plan~~ Both First and Second Deposit Versions of the Plan are available on the Council's web site www.copelandbc.gov.uk.

1.4 TIMETABLE TO ADOPTION

1.4.1 The Council is hoping to move through the process of plan adoption with the minimum of delay. The timetable envisaged is as follows:

1st Deposit Version	Late January 2004 <u>February 2004</u>
Formal consultation period 6 weeks Consideration of representation/negotiations with objectors	
2nd Deposit Version	May 2004 <u>April 2005</u>
Formal consultation period 6 weeks. Consideration of outstanding issues/negotiations with objectors	
Preparation of proofs/statements	August 2004 <u>June 2005</u>
Public Inquiry	September 2004 <u>September 2005</u>
Inspector's Report published	January 2005 <u>February 2006</u>
<u>Modifications</u>	<u>March 2006</u>
Plan Adoption	March 2005 <u>June 2006</u>

1.4.2 ~~The transitional arrangements referred to in para 1.2.2 above do not allow for a Modifications stage after the Inspector's Report. The Inspector's findings will be binding on the Council and incorporated in the Adopted Version of the Plan.~~

1.5 HOW TO MAKE YOUR VIEWS KNOWN

1.5.1 If you have any concerns on any matter changes proposed in the Second Deposit Version of the Local Plan you should consider the following steps:

- a) Contacting the Council's Economic Development and Local Plans Section to discuss the issues involved
- b) Making a formal representation to the Council. This can be either as an objection or a statement of support

Representations must be made using the special form for the purpose which is inside the back cover and on the web site. Please fill in a separate form for each representation. Representations can only be made on those policies and/or proposals which have been changed between the First and Second Deposit Versions.

1.5.2 ~~When an objection is received the Council will consider whether it can alter or amend the Plan to take account of the issues raised. If it cannot accept the grounds of objection it will say so and the matter can go forward to the Public Inquiry for resolution by an independent government Inspector.~~ Representations on the Second Deposit Version, along with unresolved objections to the First Deposit Version will go forward to the Public Inquiry for resolution by an independent government Inspector. Objectors need to indicate on the objection form whether they would wish to have their case dealt with in person before the Inquiry Inspector or merely to submit a formal written representation for the Inspector to adjudicate on.

1.5.3 Further advice on making formal representations and the Inquiry process are available from the Council's Economic Development and Local Plans Section, the ODPM site www.odpm.gov.uk and www.planningportal.gov.uk.

~~2. A DEVELOPMENT STRATEGY FOR COPELAND~~

2. LOCAL PLAN AIMS AND OBJECTIVES

2.1 INTRODUCTION

2.1.1 The Local Plan Aims identify the underlying principles which the Plan intends to achieve through its implementation. The Plan Objectives detail how the plan will seek to ensure that these Aims are realised. The Local Plan Aims and Objectives will be achieved particularly through the implementation of the Development Strategy as set out in Chapter 3, but all policies and proposals as contained in the Plan will contribute.

2.1.2 To fully understand the reasoning behind the identified Aims and Objectives, there are several background issues which need to be taken into account. This chapter will provide a brief introduction to these issues, namely the need for regeneration (Section 2.2), sustainable development (Section 2.3) and other influential planning guidance, plans, strategies and initiatives (Sections 2.4 – 2.6). The Local Plan Aims and Objectives are listed in Sections 2.7 and 2.8 respectively.

2.2 THE NEED FOR REGENERATION

~~2.2.1 Sandwiched between the Lake District National Park and the Irish Sea,~~ Copeland is one of the most attractive places to live, work or visit in North West England. It has a range of outstanding landscapes and wildlife habitat, distinctive character in its towns and villages, a rich history and cultural heritage and a strong sense of community identity.

2.2.2 Unfortunately the area is suffering from long term economic problems. It is still over-dependent on a declining manufacturing sector. New jobs in the nationally growing service sectors and knowledge based industries are difficult to attract. Poor road and rail connections together with Copeland's remoteness from the main national and European markets mean transport costs are high. The perceptions of distance and (largely unfair) image of industrial decline and dereliction can put off potential new investors. The level of business startups from within the area is low and the facilities for training and higher education are limited. ~~Between 1998 and 2001 there was a decline of over 3,000 jobs or 10.5% of the employment base which was mainly in manufacturing.~~ During the last 10 years there has been a loss of nearly 3000 manufacturing jobs, not including Sellafield. The effect of these problems hit our local communities in different ways but overall there has been a worrying 4% fall in population over the last 10 years from 72,000 in 1991 to 69,200 in 2001 across the whole of the borough and this tends to reflect an out

migration of younger age groups leaving the area for education and jobs elsewhere.

Table DS1: Population Change 1991 - 2001

Age Group	1991	2001	Change
0-14	14240	12670	-1,570
15-29	15440	11487	-3,959
30-44	15510	15764	254
45 - retirement	14310	15893	1,583
Retirement +	12530	13433	903
TOTAL	72030	69247	-2,783

Source: ONS Census & MYE data

- 2.2.3** There are high rates of unemployment in some urban parts of the Borough with evidence of significant long term and “hidden” unemployment in places. There are wards in the main towns where unemployment coincides with other worrying signs of social stress – low incomes/benefit dependency, health problems etc and they feature high in the national tables of deprivation with just under half the wards in Copeland appearing in the worst 20% nationally.

Table DS2 : Unemployment August 2003: Worst Wards

Ward	Male	%	Female	%	Total	%
Sandwith	97	12.9	30	6.7	127	10.6
Mirehouse West	73	11	25	5.7	98	8.9
Harbour	98	10.3	26	4.3	124	7.9
Frizington	49	6.5	19	4	68	5.5
Howgate	57	6.6	14	2.3	71	4.8
Distington	41	6	13	2.8	54	4.7
Mirehouse East	38	6.2	8	1.9	46	4.5
Cleator Moor South	41	4.7	21	3.5	62	4.2
Kells	43	6	6	1.1	49	4
Egremont North	69	5.3	18	2	87	3.9
Hensingham	57	5.3	15	1.8	72	3.8
Egremont South	46	4.9	10	1.6	56	3.6
Newtown	43	4.2	19	2.7	62	3.6
Cleator Moor North	57	4.1	20	2.2	77	3.3
COPELAND	989	4.4	319	1.6	1308	3.1
North West		4.1		1.4		2.8
Gt Britain		3.7		1.4		2.6

Source: NOMIS

2.2.4

The physical effect of these trends are evident in some of our housing areas where demand is almost non-existent and the housing environment is poor and getting worse. The town centres at Cleator Moor, Egremont and Millom are struggling to provide shopping and other services for the local communities.

**Table DS3 : Index of Multiple Deprivation 2000
Copeland Wards within worst 20% Nationally**

Ward Name	Rank of Index of Multiple Deprivation	Index of Multiple Deprivation Score
Mirehouse West	84	70.13
Sandwith	96	69.01
Cleator Moor South	739	46.41
Mirehouse East	805	45.16
Distington	892	43.83
Frizington	906	43.41
Harbour	908	43.39
Cleator Moor North	1174	39.32
Hensingham	1175	39.30
Kells	1547	34.39
Holborn Hill	1573	34.06
Howgate	1622	33.51
Egremont North	1636	33.37

*Note: IMD rank is out of a national total of 8414 wards.
1 = most deprived, 8414 = least deprived*

Table DS2 : Index of Multiple Deprivation 2004
Copeland Wards within worst 20% Nationally

<u>Ward Name</u>	<u>Rank of Index of Multiple Deprivation</u>	<u>Index of Multiple Deprivation Score</u>
<u>Sandwith</u>	<u>236</u>	48.75
<u>Mirehouse</u>	<u>472</u>	41.35
<u>Cleator Moor South</u>	<u>822</u>	35.83
<u>Harbour</u>	<u>942</u>	33.98
<u>Frizington</u>	<u>1058</u>	32.46
<u>Distington</u>	<u>1114</u>	31.85
<u>Cleator Moor North</u>	<u>1314</u>	29.70
<u>Egremont North</u>	<u>1411</u>	28.66
<u>Kells</u>	<u>1524</u>	27.70
<u>Hensingham</u>	<u>1561</u>	27.34

Note: IMD rank is out of a national total of 7936 wards. 1 = most deprived, 7936 = least deprived

2.2.5

This in part also reflects the difficulties being encountered in the surrounding rural communities. Agriculture was already facing an uncertain future before the Foot and Mouth crisis. Many farmers are now selling up and the whole basis of the industry is changing. The need for diversification and new thinking in the rural economy is clear.

Sellafield

The nuclear power plants and reprocessing facilities at Sellafield have created a significant number of jobs for local people over the years. There has been a range of direct employment – scientific/professional and management/ skilled and unskilled and many £m injected into the local economy through contracting and local purchase. The site has provided the main opportunities for local people to train and gain qualifications and helped create new businesses in related fields.

At the same time, dependence on a single major employer is not healthy – (especially for an area which has seen the effects of such dependence before in mining, heavy manufacturing and chemicals). Wage levels at Sellafield are relatively high and have tended to increase the average income statistics for Copeland. This has worked to the Borough's disadvantage in terms of additional funding assistance to tackle the problems faced by many communities where income levels are low. There are conflicting views about nuclear energy and some perceptions about the site have made it difficult to attract alternative investment.

Parts of the Sellafield complex are due to close down over the next few years. The organisation of the nuclear industry is about to change markedly with the creation of the Nuclear Decommissioning Agency. A scaled down operation at Sellafield will have a significant effect on the local economy.

This represents the most important single issue facing our community over the next few years.

Forecasts for the Council in ~~September 2002~~ June 2003 suggest that there could be ~~up to~~ at least 7,000 job losses in the area as a result of Sellafield contraction which represents a net reduction of ~~20~~27% of all jobs in Copeland. Clearly action must be taken to foster alternative employment opportunities and the policies and proposals of this Local Plan must assist the process. This also includes the introduction of greater flexibility in terms of housing land allocations and allowances to widen choice and to help balance local housing markets.

Equally, the effect of the changes on the Sellafield site itself is a major land-use issue. Although the nature of the nuclear cycle involves timescales well beyond that of the Local Plan decisions on the direction of waste management and long-term decommissioning issues must engage the local community in terms of planning policy. Chapter 9 on Sellafield and the Nuclear Industry draws these matters and others together in justifying a number of specific policies

2.3 SUSTAINABLE DEVELOPMENT

2.3.1 At the heart of government policy is the notion of balance between economic growth, social progress and environmental/natural resource protection. This is encapsulated in the National Strategy for Sustainable Development (1999) which looks to achieve “a better life for everyone now and for generations to come”. It has four key objectives:

- Social progress which recognises the needs of everyone
- Effective protection of the environment
- Prudent use of natural resources
- Maintenance of high and stable levels of economic growth and employment

2.3.2 These objectives are developed through a variety of frameworks for action. In terms of the planning system the main drivers are Planning Policy Guidance Notes with additional requirements incorporated in best practice advice, Ministerial Statements etc.

~~2.4.3 From these we would highlight the following Sustainable Development Principles which are key to the policies and proposals of the Local Plan:~~

Sustainable Development Principles

- To concentrate development in the main urban areas where there are more facilities, jobs and transport choices
- To prioritise development sites, particularly for housing where a sequential approach should be adopted which involves the reuse or conversion of empty buildings followed by the reuse of previously developed land (brownfield sites) and only then the use of previously undeveloped (greenfield) sites
- To provide a decent home and housing environment for everyone with greater choice in size, type and location and especially catering for affordability and special needs
- To make more efficient use of sites by encouraging higher densities of development especially for housing and by undertaking urban capacity studies to examine development and redevelopment potential in existing built areas.
- To promote development with a mix of uses so that people can live closer to jobs, shops and facilities without the need to travel long distances especially by car
- To ensure that all new development is accessible by public transport, walking or cycling and by people with walking difficulties and that reduced parking standards are applied to discourage trips by car
- To protect important resources of environmental, social or economic "capital" eg natural habitats, landscape, open space, archaeological and historic sites, the undeveloped coast, conservation areas, the best/most versatile agricultural land etc
- To ensure that the scale of new development is compatible with the size and character of existing settlements
- To encourage high quality design and materials in all development, sympathetic to surrounding uses and site character and taking into account efficiency, safety and fear/risk of crime criteria – good design and landscaping can improve the quality of the existing

environment, attract business and investment and reinforce civic pride and a sense of place

- To encourage economic growth and development by providing a range of suitable sites which take account of the needs of existing and future business and assists the regeneration of areas with economic and social stress
- To maintain the vitality, viability and character of town centres as places to live, work, shop and spend leisure time — preference for new retail, leisure or commercial development should be given to defined town centres followed by edge of town centre sites followed by edge of centre locations and finally locations with access to a range of transport modes
- To promote the diversification of the rural economy including the identification of key settlements which should accommodate most local development needs for housing, employment and services
- To ensure that new development is not located in areas liable to flood or where there is risk of coastal erosion/inundation — and equally to ensure that new development does not create such problems
- To encourage development which minimises waste, pollution and demands on existing infrastructure and services eg water supplies and drainage systems and which assists energy conservation
- To promote the restoration of derelict and neglected land and to deal with contamination

2.3.3

Government action is also built on the development of these principles alongside various cross-cutting themes eg social inclusion, economic competitiveness, "livability". In this way land use planning can become better co-ordinated with other services so that issues like Neighbourhood Renewal and Rural Regeneration can be tackled in a more holistic way.

2.3.4

This is the whole premise of the government's programme of action:

"Sustainable Communities : Building for the Future" (Feb 2003) which provides a touchstone for most of the regional and local strategies referred to above. The role of land-use or spatial

planning is recognised as part of the delivery mechanism for action through its planning “cascade” of

- Regional Spatial Strategy (North West) (formerly Regional Planning Guidance (North West))
- Joint Structure Plan (Cumbria)
- The Local Plan (Copeland)

2.3.5 A Sustainability Appraisal of the Local Plan has also been published. The appraisal process has ensured that the Aims and Objectives and hence the policies of the Plan are sustainable.

2.4 REGIONAL SPATIAL STRATEGY ~~PLANNING GUIDANCE~~ FOR THE NORTH WEST

2.4.1 On commencement of the Planning and Compulsory Purchase Act 2004 (September 2004) Regional Planning Guidance for the North West (RPG 13) automatically assumed the status of a Regional Spatial Strategy (RSS). The existing RPG was published in March 2003 and is currently undergoing a partial review. The overriding aim of RSS13 is to “promote sustainable patterns of spatial development and physical change (where) economic, social and environmental interests (are) advanced together and support each other”.

2.4.2 RSS13 sets out Core Development Principles and a Spatial Development Framework for the whole North West Region.

~~2.5.1 A cross-cutting approach is adopted in the Regional Planning Guidance for the North West (RPG13), published by the Office of the Deputy Prime Minister in March 2003. Its overriding aim is to “promote sustainable patterns of spatial development and physical change (where) economic, social and environmental interests (are) advanced together and support each other”~~

~~2.5.2 Its Key Objectives are:~~

- ~~• To achieve greater economic competitiveness and growth with associated social progress~~
- ~~• To secure an urban renaissance in the cities and towns of the North West~~
- ~~• To ensure the sensitive and integrated development and management of the coastal zone, and secure the revival of coastal resort towns and other coastal settlements~~

- To sustain and revive the Region's rural communities and the rural economy
- To ensure active management of the Region's environmental and cultural assets
- To secure a better image for the Region and high environmental and design quality
- To create an accessible Region with efficient and fully integrated transport system

2.5.3 More detailed policies are set out in the Chapters which follow under each of the 7 Key Objective headings. There are, though, two further layers of RRG Strategy. Firstly the Core Development Principles which are:

- Policy DPI Economy in the Use of Land and Buildings
- Policy DP2 Enhancing the Quality of Life
- Policy DP3 Quality in New Development
- Policy DP4 Promoting Sustainable Economic Growth and Competitiveness and Social Inclusion

These policies all contain requirements as to the content of development plans and the sort of impact assessments and supplementary guidance which should follow on. Reference is also made to the use of planning obligations and conditions and the phasing of development to achieve planning objectives.

2.5.4 The second layer is the Spatial Development Framework. Only 5 of the policies here have direct relevance to Cumbria but they include the most important aspect of RPG for Copeland. This is the identification of West Cumbria and Furness as a Regeneration Priority Area (Policy SD3) where there is "a need for development and re-development to ensure the physical enhancement, significant regeneration and gradual restructuring". Operation of the RPG's "Economic Growth" or EC Policies are the principal means of achieving regeneration particularly Policy EC6 "The Regeneration Challenge".

2.5.5 Policy SD3 also envisages the use of a key service centres approach where smaller towns and larger villages will accommodate most development requirements, subject to appropriate scale and nature and related to the local community's needs.

~~2.5.6 The other Spatial Development Framework policies relevant to Copeland are:~~

- ~~• SD6 which allows for some reassessment of settlement boundaries if urban expansion/consolidation is appropriate along public transport corridors~~
- ~~• SD7 overall strengthens requirement for coastal protection policies but equally makes provision for economic development and diversification, particularly related to tourism, harbour and regionally significant development~~
- ~~• SD8 generally maintains countryside protection but promises diversification of the rural economy where it is appropriate in scale and nature and firmly tied to the needs of local communities~~
- ~~• SD9 The Regional Transport Strategy. Its aim is to support the achievement of the other SD policies on the ground especially by encouraging multi-modal solutions, provision for high quality public transport and other non-car modes and improving transport environments. Specifically the Regional Transport Strategy includes one major road improvement in Copeland the A595 Parton-Lillyhall Scheme. This is scheduled for completion in 2007 and its route must be protected in the Local Plan.~~

2.5 CUMBRIA AND LAKE DISTRICT JOINT STRUCTURE PLAN

~~2.5.1 The Cumbria and Lake District Joint Structure Plan (JSP), prepared by Cumbria County Council and the Lake District National Park Authority, provides the sub regional context for the Local Plan. It applies the principles and objectives as set by RSS13 to Cumbria.~~

~~2.5.2 The JSP is also currently being reviewed. The second version of the JSP covering the period 2001-2016 was placed on deposit in June 2004 and the Examination in Public was held in October 2004. It is anticipated that the Plan will be adopted in late Spring 2005.~~

~~2.5.3 Policy issues and implications of both RSS and JSP are taken up in the relevant Chapters of the Local Plan. The relationship between all RSS, JSP and Local Plan policies are set out in Appendix 2.~~

~~2.6.1 This is the other major planning policy document influencing the Local Plan providing the sub-regional context. The JSP Authorities are currently preparing a new plan for the period~~

~~2001—2016. The first version of the new JSP was placed on deposit for consultation in June/July 2003. Adoption is expected in early 2005.~~

~~2.6.2 Its Strategy section applies the principles and objectives of RPG to Cumbria. Policy ST1 is an overarching policy to Promote Sustainable Development and covers most of the issues outlined in para 2.4.3 above. Whitehaven, Cleator Moor, Egremont and Millom are identified as Copeland's Key Service Centres in Policy ST2 where new development will be focussed whilst Policy ST3 requires Local Plans to define settlements where rural needs will be accommodated.~~

~~2.6.3 Policy ST6 highlights the priority for regeneration measures in West Cumbria and Furness and outlines the sort of development which should be allowed for. This includes:~~

- ~~• Large scale redevelopment where it secures an improved environment and appropriate mix of uses~~
- ~~• New housing to complement refurbishment of existing stock, offering quality and choice of housing markets~~
- ~~• A coastal renaissance which includes opportunities to expand on harbour related uses, sea transport links and maritime heritage. It includes the provision of new tourism attractions in coastal towns~~
- ~~• Generally promotion of new visitor accommodation~~
- ~~• Improved east-west transport communications to counteract West Cumbria's isolation together with improved ICT facilities~~

~~2.6.4 Policy ST9 relates to Major Development and sets out tests of need, safety and impact on economic, social and environmental capital. The criteria require that provision is made to meet local community needs where this would help mitigate any adverse effects.~~

~~2.6.5 Significant policies in the topic chapters of the JSP involve the following:~~

- ~~• Requirement for Local Plans to provide for a supply of readily available land for employment in 3 market sectors (with the Westlakes site included specifically in the Business/Science Park sector) Total : up to 84ha~~
- ~~• Requirement for an annual average of 190 dwellings granted planning permission in Copeland to 2016 (this is based on a~~

trend — apportionment of the RPG target for Cumbria which is 1170 dwellings

- ~~A target of 50% for houses constructed between 2002 — 2016 to use previously developed land and buildings. Because of the “backlog” of unimplemented planning approvals, which tend to involve greenfield sites more than brownfield, this recycling target will be nearer 70% for new planning consents in Copeland over the plan period~~
- ~~Specified thresholds of development requiring the submission of Transport Assessments and Travel Plans plus new maximum car parking standards~~
- ~~The designation of a Coastal Zone differentiating between developed and undeveloped sections and linked to coastal defence management~~
- ~~The designation of “Areas of Search” for renewable energy projects~~
- ~~Encouragement of a Regional Park in the vicinity of Whitehaven particularly in association with the reclamation of derelict and contaminated land providing for biodiversity enhancement, new woodland cover and informal recreation~~

~~2.6.6 All these and other JSP policy issues are taken up in the appropriate chapters of the Local Plan. The relationship between all the Policies in RPG, the JSP and the Local Plan are set out in Appendix 2.~~

2.6 Other Plans, Strategies and Initiatives

2.6.1 ~~There are two other~~ many other Plans, Strategies and Initiatives in addition to the above which have influenced the Plan content. The emerging West Cumbria Community Strategy and Copeland 20/20 Vision are of particular significance to establishing large scale Strategies which reflect the documents and initiatives referred to above and which are the basis for drawing up the Aims and Objectives of the Local Plan.

2.6.2 West Cumbria Community Strategy

At the West Cumbria level a new context is being cast by the West Cumbria Partnership. Its emerging Community Strategy envisages a community which is “innovative and sustainable and offers all its people a quality of life as individuals and in communities which enables them to play a full part in our society through their work, their leisure and their social networks”. There are three strands to the Strategy: Economic, Social and

Environmental Wellbeing but the Economy section involves the most activity and indicators including investment, business development and support training and education, transport improvements targeting community led improvements, and specific sectors like tourism.

2.6.3 Copeland 20/20 Vision

The Council's Corporate Plan also puts economic matters at the centre of its Mission Statement – "Through partnership and teamwork we will develop new job opportunities, ensure everyone has access to value for money services and achieve the best possible quality of life for the people of Copeland". Improving New Job Opportunities is the principal target. Companion goals involve Health and Community Safety, Making Copeland a Better Place to Live and Work and Improving Our Environment with specific targets and ways of working.

2.6.4 The Local Plan also takes into account and fosters the aims and objectives of many other plans, strategies, initiatives and bodies. These include the following:

Regional Economic Strategy
New Visions for West Cumbria and Furness
Rural Action Zone
Cumbria Rural Economic Zone
Copeland Economic Development Strategy
South Whitehaven Partnership
Cleator Moor Development Ltd
Market Towns Initiative (Millom and Egremont)
Changing Perceptions
Land Reclamation Programme
Western Lake District and Tourism Partnership Strategy
Whitehaven Town Centre Group
Local Transport Plan
Copeland Housing Strategy
Estuary and Coastal Management Plans
Landscape Character Assessment
Cumbria Biodiversity Action Plan
Copeland Cultural Strategy

Westlakes Renaissance
Rural Regeneration Company
Action for Sustainability

2.2 ~~REGENERATION STRATEGIES AND INITIATIVES~~

2.2.1 ~~There is a clear determination by the Council and its partners to tackle these economic and social issues and to seek a wholesale regeneration of the Borough. The Local Plan is one~~

of a whole series of strategies and initiatives which are being developed to assist the process. They are designed to link together as far as possible with the Local Plan providing for the physical expression of regeneration activity on the ground.

2.2.2 Regional Economic Strategy (North West Development Agency)

— Sets out the regional priorities for targeted action and includes the designation of West Cumbria and Furness as a Priority Area for Regeneration. It identifies the Westlakes Science and Technology Park as one of 25 strategic sites in the North West, looks to encouraging tourism and other growth sectors as part of a wider “Coastal Renaissance” and calls for transport improvements to help the area overcome its peripherality problems.

2.2.3 New Vision for West Cumbria and Furness (North West Development Agency and local partners)

— A sub regional strategy and action programme for regeneration. This is based on the designation of a West Cumbria Economic Development Zone to maximise EU assistance with implementation of the action programme overseen by a new Regeneration Company – Westlakes Renaissance (in which the Council is a funding partner). The most significant land-use requirements are:

- Provision for further development of Westlakes Science and Technology Park
- Enabling policies for port and port – related development
- A strategic, co-ordinated approach to development and renewal in the Pow Beck/Coastal Fringe and town-centre and harbour areas of Whitehaven

These are particularly relevant to the needs of the targeted wards see para 2.1.2 above.

2.2.4 Rural areas

— Parallel regional initiatives also target areas outside Whitehaven following the Foot and Mouth outbreak. A Rural Action Zone and Cumbria Rural Economic Zone provide the means to access resources and a sensitive handling of development needs will be necessary to balance between regeneration of the rural economy and the protection of environmental assets. A new Rural Regeneration Company has been set up to manage delivery.

2.2.5 Local Strategies and Action Programmes

- Copeland Economic Development Strategy — an annual expression objectives and review now published as a Service Plan drawing together the various strands of policy and action for economic regeneration in the Borough
- South Whitehaven Partnership and Cleator Moor Development Limited based on NWDA Single Regeneration Budgets and likely to continue under New Visions
- Market Town Initiatives at Egremont and Millom with NWDA support to implement action programmes
- Changing Perceptions : additional smaller scale community initiatives at Distington, Frizington and other North Copeland Wards
- Land Reclamation Programme
- Western Lake District Tourism Partnership Strategy
- Work of Whitehaven Town Centre Group

2.2.6 The most significant land use implications of all these Strategies and Initiatives are:

- a) Investment targets : including tourism, telecommunications based employment, bio and environmental technologies and food processing. Opportunities in the nuclear industry; planning for a reduced workforce at Sellafield and the strategic implications of the Nuclear Decommissioning Authority located in West Cumbria
- b) Increasing importance of Westlakes as a centre for growth sector employment, research and development and higher education
- c) Town centres : the need for busy, attractive town centres involves fostering their employment potential and most new commercial, retail and leisure developments will be expected to locate in town centres and margins with good access
- d) Reuse of sites and premises : there is a need to bring derelict sites and buildings back into productive life and the success of projects under Heritage Economic Regeneration Schemes (HERS) at Whitehaven and Egremont and the Townscape Heritage Initiative (THI) at

~~Cleator Moor which combine conservation and regeneration will be extended.~~

- ~~e) The designation of Opportunity Development Sites used in the previous Local Plan for Whitehaven town centre was a useful flexible approach allowing for a range of alternative uses or mix of uses in site development. This has been extended to other parts of the town and other centres.~~
- ~~f) Physical regeneration works assist in the removal of derelict and untidy sites which help improve the image of the area to potential investors and visitors and adds to the stock of community assets whether soft or hard end use.~~

~~2.3 OTHER PLANS/STRATEGIES~~

~~2.3.1 The Local Transport Plan (LTP)~~

~~Is prepared by Cumbria County Council and incorporates a strategic approach to the County's needs and a delivery programme for a five year period currently 2001 – 2006. It is the bid document to government for annual funding for transport measures and is heavily influenced by government policies on sustainability, inclusion and integration and the North West Regional Transport Strategy. There are a number of important schemes on the LTPs List of Priority Improvements including traffic calming, footways and a programme of railway station improvements. The next LTP for 2007 – 2011 will soon be in preparation. Strategically the most important projects for transport investment over the Local Plan period are:~~

- ~~• Whitehaven Eastern Relief road~~
- ~~• Pow Beck Spine Road, Whitehaven~~
- ~~• A transport interchange, Bransty Station area Whitehaven~~
- ~~• South Whitehaven housing areas traffic calming~~
- ~~• Town centre enhancements/people priority schemes~~
- ~~• Coastal Railway : schemes to encourage use~~

~~These projects are essential components of the wider regeneration and renewal programmes eg Pow Beck Spine~~

~~Road and South Whitehaven traffic calming in terms of the Pow Beck Coastal Fringe, the transport interchange facility at Whitehaven to assist town centre and tourism policies (and solve the current problems with bus parking in the centre).~~

~~The Council will continue to lobby for strategic improvements to the national road and rail links to Copeland including the campaign to retain trunk road status for the A595/A5092 South of Calderbridge.~~

~~2.3.2 Copeland Housing Strategy~~

~~Is prepared annually by the Council as an expression of its approach to dealing with management and renewal issues. The management of the Council's extensive housing stock has now passed to a new social housing landlord, Copeland Homes with better access to investment funding. The Council's role now becomes more strategic in co-ordinating its housing service delivery with the other agencies in improving health, policing, highway safety etc alongside housing and housing environments. This is the approach necessary to accord with the government's policies set out in "Sustainable Communities: Building for the Future" (February 2003) (see para 2.4.5 below) and the recent Regional Housing Strategy for the North West (August 2003). Enabling policies are required in the Local Plan to assist area renewal, the Supporting People Programme and balancing housing markets.~~

~~2.3.3 In addition there are a variety of other action plans and management plans which have involved the Council and/or its partners which include:~~

- ~~• Estuary and other Coastal Management Plans~~
- ~~• Landscape Character Assessment~~
- ~~• The Cumbria Biodiversity Action Plan~~
- ~~• Copeland Cultural Strategy~~

~~Many of these are referred to and largely reflected in the Local Plan.~~

~~2.7 THE AIMS OF THE PLAN~~

~~2.7.1 There are two other large scale Strategies which reflect the documents and initiatives referred to above and which are the basis for drawing up the Aims of the Local Plan.~~

2.7.2 West Cumbria Community Strategy

At the West Cumbria level a new context is being cast by the West Cumbria Partnership. Its emerging Community Strategy envisages a community which is “innovative and sustainable and offers all its people a quality of life as individuals and in communities which enables them to play a full part in our society through their work, their leisure and their social networks”. There are three strands to the Strategy: Economic, Social and Environmental Wellbeing but the Economy section involves the most activity and indicators including investment, business development and support training and education, transport improvements targeting community led improvements, and specific sectors like tourism.

2.7.3 Copeland 20/20 Vision

The Council’s Corporate Plan also puts economic matters at the centre of its Mission Statement – “Through partnership and teamwork we will develop new job opportunities, ensure everyone has access to value for money services and achieve the best possible quality of life for the people of Copeland”. Improving New Job Opportunities is the principal target. Companion goals involve Health and Community Safety, Making Copeland a Better Place to Live and Work and Improving Our Environment with specific targets and ways of working.

2.7.4 The following Aims of the Local Plan are a distillation of the themes running through the Community Strategy and Copeland 20/20:

Aims of the Local Plan

- To stabilise Copeland’s population by curbing out migration and endeavouring to achieve a more balanced age structure
- To promote and facilitate the economic regeneration of the Borough so as to achieve a stable and diverse employment base that becomes largely self-sustaining
- To ensure that throughout the plan period there is an adequate supply of land which is attractive to investors and which will accommodate the needs of industry, housing, shopping, leisure and community development
- To encourage development to take place where it

~~makes best use of existing infrastructure and resources where it contributes towards achieving more sustainable patterns of development~~

- ~~• To seek the provision of an efficient transportation system responsive to the needs of all sections of the community and which contributes to environmental improvements within the Borough and helps reduce its isolation from national and regional networks.~~
- ~~• To protect, conserve and enhance the Borough's landscape, built environment, historic heritage and sites of ecological and recreational importance.~~
- ~~• To improve areas of poor environment and dereliction and encourage higher standards of design in new development~~
- ~~• To ensure that no development takes place which puts the health, safety and security of people at risk whether now or in the future~~
- ~~• To support those services in the realms of social, community and recreation provision which help maintain or improve the quality of life for Borough residents especially in areas of deprivation~~

~~2.7.5 The Key to how these aims are to be achieved is the Plan's Development Strategy which is based on the Sustainable Development Principles outline above (2.4.3).~~

2.7 LOCAL PLAN AIMS

2.7.1 The Local Plan Aims are derived from the above local needs and circumstances (Section 2.2) integrated with the need for sustainability (Section 2.3) and aims of other influential plans and strategies (Sections 2.4-2.6).

2.7.2 The Local Plan Aims are as follows:

- Secure a stable and balanced population whilst improving public health, safety and quality of life**
- Protect and enhance landscapes, habitats and the built and natural environments**
- Make the most effective use of existing buildings and infrastructure, previously developed land and natural resources**

- Promote and facilitate economic regeneration to achieve stable, diverse and self sustaining employment

2.8 LOCAL PLAN OBJECTIVES

2.8.1 The Local Plan Objectives fall under the four Plan Aims as listed above. As with the Plan Aims, they have been refined at local level through interpretation of national and regional objectives. Further explanation of the formulation of the objectives is provided in the Sustainability Appraisal which accompanies this document. The Local Plan Objectives are as follows:

LOCAL PLAN OBJECTIVES

1. Stabilise and maintain population levels within communities in the plan area
2. Ensure that local facilities and services are available to everyone
3. Ensure that housing needs of the community are met locally and that decent, good quality affordable homes are available to all
4. Increase community participation in decisions regarding the future of development in the planning area
5. Protect and enhance landscapes and townscapes
6. Protect and enhance biodiversity
7. Protect and enhance features of historical and archaeological importance
8. Ensure that development is not at risk from flooding and does not cause flooding elsewhere
9. Reuse existing buildings and previously developed land before greenfield sites
10. Protect and improve ground, surface and marine water quality
11. Ensure that air quality is not adversely affected by development
12. Promote recycling, waste minimisation and renewable energy
13. Reduce number of journeys made by private car
14. Encourage SUSTAINABLE economic growth and development

15. Encourage diversification of urban and rural economies

16. Improve opportunities and access to jobs

17. Promote leisure and tourism and increase visitor numbers

3.0 A DEVELOPMENT STRATEGY FOR COPELAND

3.1 Development Strategy

3.1.1 The Development Strategy sets out the Council's approach to achieving the Aims and Objectives of the Plan on the ground (Policy DEV1) and provides the framework for the policies and proposals in the rest of the Plan. This section also includes a number of "core" policies which apply to all proposals for development and a Key Diagram (~~Appendix 13~~).

3.1.2 ~~The shape of the Strategy follows that of the previously adopted Local Plan in terms of its recognition of a~~ The Development Strategy is derived from the settlement hierarchy based on size and functions. New development will thus be concentrated in the towns and larger villages particularly those within the ~~triangle of settlement in North Copeland~~ Urban Concentration (shown on the Key Diagram) where there is physical and social capacity to accommodate it and where the scale of development can be matched to the size and character of the settlement. Key environmental and other resources will be protected in both urban and countryside locations and development will be expected to complement or contribute to the overall regeneration of the Borough, focussing especially on the main urban areas which feature high levels of social and economic stress.

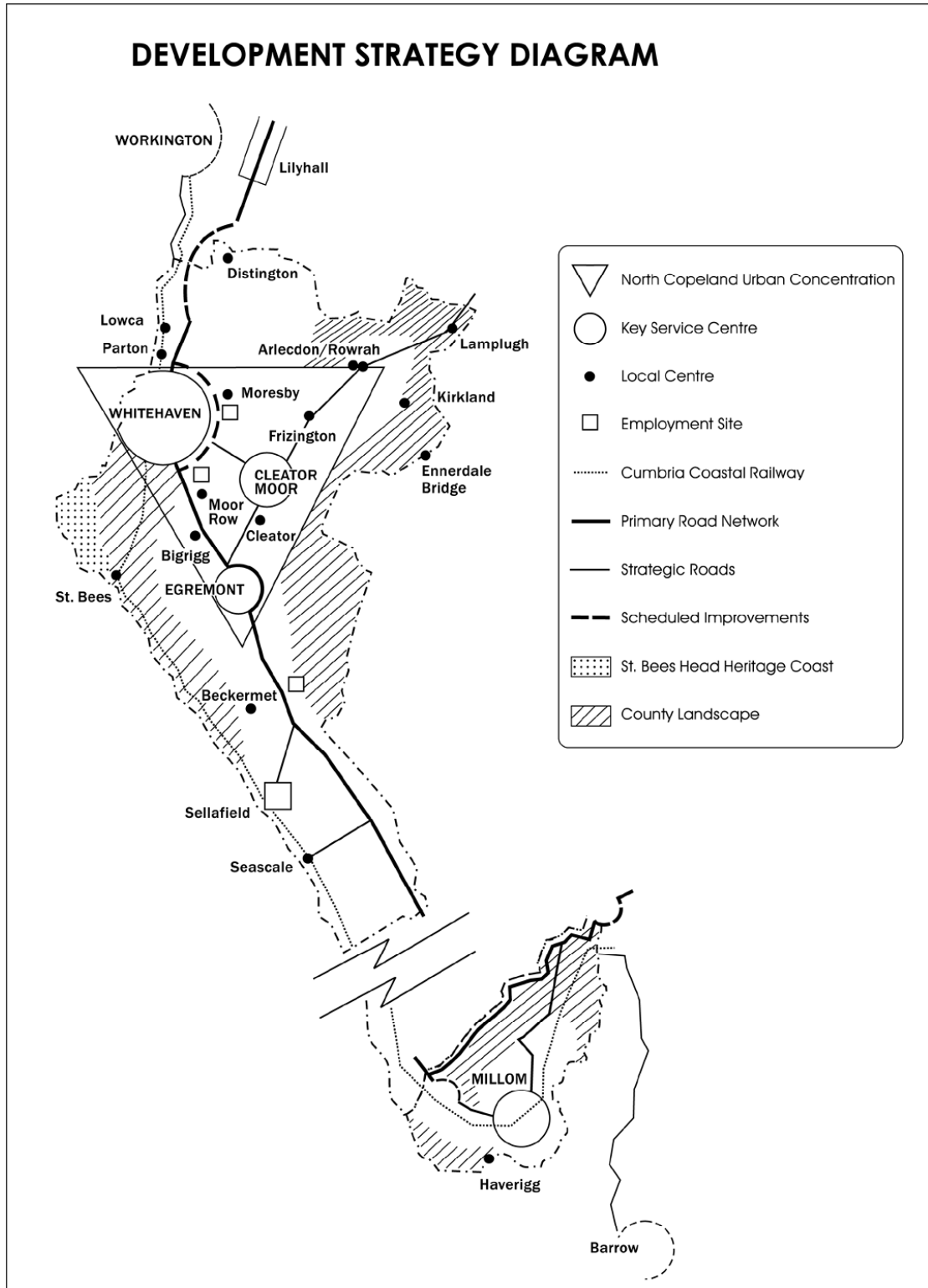
3.1.3 Key Service Centres: ~~In line with RPG and JSP requirements the main settlements in the Borough: Whitehaven, Cleator Moor, Egremont and Millom are designated as Key Service Centres by~~ Policy DEV2. Allowance is made by the Plan for most new house building, employment and other needs to be accommodated here in the Key Service Centres, as part of the mainstream regeneration activity.

3.1.4 Local Centres: A group of smaller settlements throughout the Borough are categorised as Local Centres by Policy DEV3. These have varying character and roles in relation to their surrounding areas but have been the places where smaller scale general needs housing has previously been accommodated ~~reasonably well~~ and where there is some level of local service provision and perhaps, too, small-scale employment potential. ~~They will be expected to continue this function, again in accordance with the Sustainable Development Principles.~~

3.1.5 The choice of settlements designated Key Service and Local Centres takes into account their accessibility to different modes of transport and level of service provision which is why the majority lie on the main service routes and close together in a

loosely triangular shape on the northern part of the Plan area, dominated by Whitehaven. New development will be expected to contribute to this pattern and help reduce the need to travel.

DEVELOPMENT STRATEGY DIAGRAM



outside of the North Copeland Urban Concentration Elsewhere the designation of Millom as a Key Service Centre and additional Local Centres reflects a need to focus a wider rural community's development requirements in ~~one~~ settlements where there is some spare capacity, and transport choices and the need to support services and meet community needs. The definitions of rural communities also extends into the Lake District National Park.

3.1.6 The Plan identifies firm boundaries to all the designated settlements. These are based on a careful assessment of the character, setting and capacity of each place. They allow for some greenfield development land balanced with conversions, infilling and redevelopment options.

3.1.7 All development will have to satisfy the sequential test which prioritises "brownfield" or previously used buildings and land over "greenfield" or previously undeveloped options as set out in Policy DEV 4. ~~and accord with the other Principles of Sustainable Development outlined above.~~

3.1.8 The plan also identifies town centre boundaries in Key Service Centres. Proposals for town centre uses which include retail, leisure, entertainment facilities, intensive sport and recreation uses, offices, arts, culture and tourism developments and small scale community facilities should ideally be located within the town centre boundaries. It is recognised however that this may not always be possible, particularly in Whitehaven where the historic core of the town centre does not easily lend itself to larger scale town centre use development. Where it is not possible to locate proposals within the town centre boundaries, edge of centre locations will be considered. Edge of centre locations are those within easy walking distance of the town centre and are, or have the potential to be, well served by a choice of transport modes. Only when an appropriate town centre or edge of centre site cannot be identified will consideration be given to an out of centre site which is clearly separate from the town centre.

3.1.9 As prescribed by Policy DEV5, proposals for edge of centre or out of centre development must satisfy a series of tests as established by PPG6. Firstly a sequential approach with regards to the above will be required. A need for the proposal must also be demonstrated. This will be in the form of quantitative need but also qualitative need will be taken into account, especially where there is the potential to contribute to other regeneration aims and strategies in the borough. Impact on existing town centres, including any cumulative impact will also be considered. Any site should also be served by a road system and car parking provision capable of accommodation

anticipated traffic flows (including heavy goods vehicles) and be well served by public transport and cycle routes. The Council would expect that any proposed out of centre developments that satisfy the above tests would also comply with the sequential test prescribed by Policy DEV4

3.1.10 There will be some exceptions to proposals required to satisfy Policy DEV 5. These include developments such as farm and local needs shops and small scale hotels (Policies RUR1, TCN6 and TCN8 apply)

3.1.11 Outside the designated settlements – and this includes all other villages and hamlets, the open countryside and undeveloped coast – the Council will exercise strict control of development. Only proposals which can demonstrate an essential, overriding need will be permitted in accordance with local or individual circumstance but which contribute to the wider aims of the Plan. ~~These are listed in Policy DEV5 and other policies in the Plan detail the tests required to show why an exception should be made to allow the development to proceed.~~ The location and form of the development will be carefully controlled to ensure they are appropriate to the character and setting of the area and do not compromise important landscapes or other valued environmental “capital”. Where national need is cited there will be a requirement to mitigate any adverse effects on the local environment, community or economy. (see Policy DEV 8 9)

~~2.8.9 Some villages which were identified in the previous Local Plan as “Restricted Growth Villages” are not included in the settlement designated in Policies DEV 2 and 3. Whilst the villages omitted have distinct character and identity they do not really have the services, scope or need to develop further. There is, therefore, no allocation or allowance for general house building in these villages nor a development boundary identified. There are, however, opportunities for conversion and new housing for local needs subject to tests set out in the Housing Chapter of the Plan. There may also be opportunities for business use where it is appropriate in scale and impact on adjoining uses.~~

POLICY DEV 1 : Sustainable Development and Regeneration

Proposals for development will only be permitted if they accord with the Council’s Principles for Sustainable Development Local Plan Aims and Objectives. All development is expected to contribute to achieving a sustainable regeneration of the Borough where social progress and economic growth combine with prudent use

of resources and protection of the quality of the environment.

[The Local Plan Aims and Objectives are contained in Sections 2.7 and 2.8 respectively](#)

POLICY DEV 2 : Key Service Centres

Most development in the Borough will be focussed on Whitehaven and the three smaller Key Service Centres of Cleator Moor, Egremont and Millom with the scale of development appropriate to the size and role of each centre, its character and setting.

POLICY DEV 3 : Local Centres

Small scale development which helps to sustain local services, meets local needs and supports rural businesses will be permitted in the following villages:

Arlecdon/Rowrah
Beckermeth
Bigrigg
Cleator
Distington
Frizington
Haverigg
Kirkland/Ennerdale Bridge
Lamplugh
Lowca/Parton
Moor Row
Moresby Parks
Seascale
St Bees
The Green

POLICY DEV 4 : Development Boundaries

Development boundaries have been drawn around each Key Service Centre and Local Centre as shown on the Proposals Map. The boundaries indicate a physical limit to development appropriate for each settlement over the plan period. Subject to policies in the Local Plan development will be permitted within the boundaries in the following order of priority:

1. the appropriate re-use of existing buildings worthy of retention followed by

2. the re-use of previously developed land and only then
3. the use of previously undeveloped land

POLICY DEV 5: Town Centre Uses within Key Service Centres

Town Centre Boundaries have been identified on the proposals map for each Key Service Centre.

Proposals for town centre use development within the Key Service Centres will be subject to a sequential test in determining location in the following order of priority:

1. **within the defined town centre boundaries followed by**
2. **edge of centre sites and only then**
3. **out of centre sites**

Proposals for such new and extended development in edge of centre or out of centre locations will be required to demonstrate a need for the development. Potential impact on nearby key and local service centres will also be taken into consideration as will accessibility by a choice of means of transport.

POLICY DEV5 6: Development in the Countryside

Outside the defined boundaries of the Key Service Centres and Local Centres development will not be permitted unless it is ~~in accordance with other plan policies.~~ These are:

1. essential agricultural, forestry or other rural business development (Policies HSG 5/6 and RUR 1)
2. local needs housing (Policies HSG ~~10 and 11~~)
3. replacement dwellings, conversions or domestic alterations/extensions (Policies HSG 14, 17 and 20)
4. leisure or tourism related development (Policies TSM 1 – ~~7~~ 6 and ~~RUR 2~~)
5. development within existing employment sites (Policies EMP 4 and NUC 2)

6. **development for education, health or community purposes including service infrastructure (Policies SVC 7 – 10 11, SVC 12—14 and SVC 18—19 14-15)**
7. **energy-related development (Policies EGY 1 – 5)**
8. **major development (Policy DEV & 9)**

and is in accordance with other policies in the plan.

Whitehaven

3.1.12

Whitehaven (pop 25,000) is the principal town in the Borough. Apart from Sellafield it is the main employment centre and focus for services, commercial activity, retailing etc. It also has the highest concentration of deprived wards in the Borough. There are opportunities for regeneration and renewal throughout the urban area which will be taken up. The focus in the short/medium term will be on a large area south and west of the town centre defined as Pow Beck/Coastal Fringe which has already been the subject of a feasibility exercise. The subject areas and approach combine many of the Sustainable Development Principles and headline requirements of RPG and JSP:

- regenerating communities at Woodhouse and Greenbank through housing renewal and investment schemes including “home zones” and street improvements
- supporting the community at Kells through investment in improved local facilities and environmental schemes
- creating opportunities on brownfield sites for new retail, leisure recreation and employment development
- developing the coastal fringe as the nucleus of a regional park for visitors and local people

3.1.13

The most significant brownfield site is the former Marchon works where a variety of soft and hard-end uses could follow a reclamation scheme. It will be important to retain and develop some workspace accommodation but large parts would be suitable for informal recreation linking through to the coastal fringe park and the South Beach end of the harbour.

3.1.14

The overall scheme seeks to build on the success of regenerating the harbour and town centre through its various stages of the “Vision for Whitehaven” and “Renaissance of Whitehaven” programmes. It also fits the requirements for a

Coastal Renaissance in RPG and JSP but the Council and its partners will continue to encourage high quality new development and new initiatives in the harbour area and town centre to strengthen the tourism retail and service functions and maintain the regeneration impetus at the heart of the town. It will be important to retain a mix of uses including housing and the use of “Opportunity Development Sites” will be extended. (These indicate a range of appropriate uses on identified sites in the plan and so allow greater flexibility for developers, particularly in helping to bring back derelict land and buildings into productive order). Throughout this the Council will expect high standards of design so as not to compromise the Outstanding Conservation Area. A number of Opportunity Development Sites, involve edge of town centre locations where comprehensive treatment will be required. The Council may have to take a more proactive role in bringing forward such sites eg through use of Compulsory Purchase powers. Good access to Public Transport will be an important aspect of redevelopment and the Council will operate a sequential approach to new retail proposals to maintain the town centre’s pre-eminence. In addition there will be a continuing programme of environmental and building improvements, including better access for people with impaired mobility to ensure a safe, convenient and attractive environment.

3.1.15 A new transport interchange is essential to encouraging greater use of the railway and buses. There are also opportunities from proximity to the harbour – including cruise ships as well as ferry/excursion services and freighting and access to a large and growing network of cycleways and footpaths.

3.1.16 There are two priorities for development which at first sight look less than sustainable:

The first is continued expansion of the Westlakes Science and Technology Park. Although based on a previous educational establishment and partly undermined this is mainly a greenfield site. However, it is the only high quality, regionally significant site in West Cumbria able to attract high-tech and related jobs in growing sectors of the economy. It will also have a role in shaping new futures for Sellafield. Land is safeguarded for new development areas (or plateaux as they are styled) incorporating new woodland and wetland habitat, adherence to a Green Travel Plan and links to the South Whitehaven SRB programme.

The second is an eastern relief road running from the A595 at Howgate and bypassing the main urban areas of the town to re-join the A595 between its southern boundary and the Westlakes site. This route could eventually become a Trunk Road alternative but its value in the first instance would be to:

- relieve a number of residential areas of through traffic, especially heavy goods vehicles
- provide better access including via public transport for connecting development sites mainly on the eastern side of the town eg The Highlands and Moresby Parks (residential) Westlakes, Sneckyeat Road and Whitehaven Commercial Park for employment opportunities
- provide better access to other existing facilities eg main secondary schools, Hospital, Fire Station, athletics track, golf course, swimming baths
- channel access more effectively between the A595/Whitehaven and settlements to the east – principally Cleator Moor and Frizington

3.1.17 The Council is not a Transport Authority and cannot itself undertake road building. Nevertheless it has established project – feasibility along a route “corridor” and is actively lobbying to maintain the road as priority in the Local Transport Plan. Equally development possibilities along the route could be used to help create sections of the new road and/or additional facilities like cycleways.

3.1.18 The allocation of new housing sites reflects the balance required to meet RPG and JSP guidelines. This includes a large element of brownfield land particularly in the Pow Beck and Coastal Fringe area and around the town centre and harbour but retaining a commitment to some greenfield options principally the housing land allocation at The Highlands/Red Lonning (originally identified for the purpose in 1978 Whitehaven Local Plan). This involves phasing arrangements and the Development Brief has been revised accordingly (ref SPG 4) To maintain as wide a choice of housing as possible some urban fringe development is allowed for including potential for self-build groups.

3.1.19 There is a range of allocated sites and allowances for new employment development in the town. Some sites previously only earmarked for industry may prove more attractive for other development including housing as part of the “Opportunity Development” approach. A **Several** previously allocated sites at Moresby has **have** been de-allocated (see 4.2.15 **EMP1**)

3.1.20 There is still a need to prevent Whitehaven “swallowing up” its smaller neighbours and the defence of development boundaries around the town will be robust. The golf course to the east is a useful buffer but the previous formal designation of land in the

Keekle valley as a country park is rescinded in favour of the section of coast between St Bees Head and South Beach (see para ~~2.8.10~~ [3.1.12](#) above). The Keekle area will remain accessible to everyone via footpaths and possibly as one of a number of extensions to the cycleway network.

- 3.1.21** Important areas of open space within the existing urban boundaries will be protected and this includes some quite large sections of valley side. These contribute to wildlife and to Whitehaven's unique character and will help to form a series of linear parks or green corridors connecting the centre to the urban fringe, countryside and coast.

Cleator Moor, Egremont and Millom

- 3.1.22** All three Key Centres will have a critical role in providing for general development needs and regeneration for their immediate communities and those in the wider rural areas.

- 3.1.23** Cleator Moor and Egremont form the two other points of the North Copeland triangle opposite Whitehaven in the Key Diagram. As previously, new development sites have been identified on the Whitehaven – facing sides of the centres to reinforce the connectivity of existing public transport services and the network of cycleways and footpaths.

- 3.1.24** Millom is the principal settlement of South Copeland. It will continue to provide for most general needs housing and employment opportunities in this part of the Borough and be the focus of the local transport system.

- 3.1.25** Again a mixture of brownfield and greenfield housing sites have been identified or otherwise allowed for. There are also opportunities for some mixed development sites.

- 3.1.26** Efforts will continue to defend the vitality and viability of the town centres aided by the SRB programme at Cleator Moor and the Market Towns Initiative at Egremont and Millom. The sort of combined conservation/regeneration grant scheme as used in Whitehaven will be targeting buildings in the three other centres.

- 3.1.27** The centres all have potential for sustainable tourism development, eg wildlife and heritage interests at Millom and programmes of urban renewal and environmental improvement will in part be directed at realising this potential. Proximity to the National Park and coast will also be important visitor resources to tap into.

- 3.1.28** The Council will continue to lobby for the retention of trunk road status for the A595/A5092 which is the Borough's essential

Southern link to the A590 and M6. It will also press for a major road improvement across the Duddon Estuary and a new direct link between Millom and Askam would have a number of benefits: It would markedly improve journey times between Furness and West Cumbria, make Millom and Haverigg much more accessible; provide an effective bypass to the town centre and residential areas and relieve other villages of through traffic.

The Local Centres

- 3.1.29 Arlecdon/Rowrah
Bigrigg
Cleator
Frizington
Moor Row
Moresby Parks

These villages are all within the North Copeland triangle (see Key Diagram) and benefit from established transport networks and easy access to Key Centre jobs and facilities. The presence of “Whitehaven Commercial Park” in Moresby Parks sounds a little odd but this is a long established serviced site in the employment allocations which is close to the eastern relief road - corridor (see para ~~2.8.14~~ 3.1.16 above).

- 3.1.30 Distington
Lowca/Parton
St Bees

Are reasonably placed in relation to northern Key Centres – particularly Distington which also benefits from proximity to Lillyhall – a strategic Business Park and home to West Cumbria College. It is also equidistant from Whitehaven and Workington town centres.

- 3.1.31 Lowca/Parton and St Bees also have railway access.
Beckermest
Seascale

Together with Gosforth (which is covered by the National Park Local Plan) these villages act as the natural focii for general development needs in Mid Copeland with Seascale also benefitting from railway connection.

- 3.1.32 Haverigg
~~The Green~~

~~These are~~ Haverigg is the main villages in South Copeland. Although they it is are effectively a satellites of Millom they it

retains a separate identity and it will be important to maintain their its character.

3.1.33 Ennerdale Bridge
Kirkland
Lamplugh

In the north east segment of the plan area there is no one village which dominates as the focus for services and development but there is a need to prevent dispersed forms of development from threatening the character of the area.

3.1.34 For all the Local Centres there are provisions in the Plan for general needs housing development – particularly in which includes some attractive locations to widen the overall housing choice in the Borough. This is especially the case for the villages in Mid and South Copeland and the north east group which are all close to the National Park boundary. All of these will have a role to play in accommodating some of the housing needs generated by the Park communities.

3.1.35 Some housing sites are identified in the housing chapter with specific allocations including a good number of brownfield options. Others will come forward as and when to be judged against policy. It will be important to manage the release of housing land over the plan period in a measured way in line with the Plan, Monitor and Manage approach outlined in paragraph 4.3.4 and Policy HSG 3 so as to ensure that no part of the Borough is unnecessarily restricted taking into account overall land availability in all the centres.

3.1.36 Generally speaking none of the Local Centres are appropriate places for heavy or large scale employment uses. There will be opportunities for some additional workshop and commercial developments and mixed uses may be appropriate in circumstances where local amenity is not compromised. Development associated with tourism and other means of diversifying the rural economy will be encouraged where it is appropriately designed and scaled.

Employment sites

3.1.37 There are three non-settlement based employment sites in the plan area which will be retained:

Sellfield : Over 300 ha land is within the licensed site, although there are additional facilities on land outside the security fence. On the face of it there would appear to be space within the site for all expected operational and storage requirements over the plan period including the decommissioning phases. The Council

will expect the operators to continue to reduce radio-active waste discharges in line with national and international limits and to co-ordinate the processing and storage of waste in accordance with long-term management plans which minimise any harmful effects. All new development proposals at Sellafield and the nearby Drigg Disposal site will be subject to these requirements. There will also be encouragement for the site operators to co-operate with the local authorities in producing a Green Travel Plan so as to reduce the impact of car-borne commuting to the site which is felt over a wide area. The Council will also expect all major freight and materials to and from the site to be transported by rail. Where feasible this will be achieved through the imposition of planning conditions or obligations.

Beckermest Industrial Estate : A former iron-ore mine which now operates as a multi-purpose industrial site and which can accommodate a range of employment uses well away from residential areas. Small-scale expansion is allowed for in the plan.

Haverigg Prison : An existing Category C facility to the west of the village. No additional land is expected to be needed and no development boundary is applied.

3.2 DESIGN ISSUES

3.2.1 All development proposals will be assessed against the Council's ~~Principles of Sustainable Development~~ Local Plan Objectives. Policy DEV 6 7 sets out detailed requirements in this regard.

3.2.2 Attention to high standards of design and layout help create attractive environments. This is important both for the quality of life of residents/users and in terms of the Borough's image to potential investors. Developers will need to demonstrate that their proposals make efficient use of land whilst reflecting local character and ~~distinctiveness~~ and are appropriateness to the specific setting. This will entail an assessment of the site and its relationship to its surroundings, including landscape character and of any particular on-site features to be retained/enhanced. Such issues together with choosing an appropriate density or massing will often be requirements of a Development Brief for a site which will be produced as Supplementary Planning Guidance or SPG (see section 2.11 3.4 below). Developers should also take into consideration any relevant Parish Plans or Village Design Statements.

- 3.2.3** The choice of location for development must reflect good access to all existing or planned networks ie within walking distance of bus (or rail) routes and close to cycleways, as well as to the appropriate standard of highway. The design and layout of development also needs to take access and circulation requirements into account. This may mean separation between modes or special traffic calming measures to ensure pedestrian priority. Any “desire lines” making connections through the site to adjoining facilities or transport networks should be incorporated. It is essential that all new development meets the accessibility needs of people with impaired mobility including the elderly and those with young children.
- 3.2.4** The governments’ policy of encouraging a more sustainable approach to transport has meant a change in emphasis from providing a minimum level of car parking to one which is based on identifying maximum standards. New regional maximum standards have now been adopted and these are set out in Appendix 1. All new development will be required to meet these standards either through direct provision on site or eg in town centres by the developer making a pro-rata contribution to communal parking facilities.
- 3.2.5** There are a range of national and County – level designations of landscape, habitat and historic sites where development will be restricted. Detailed policies are set out in Chapters [5](#) [6](#). At the same time many development sites will have natural features eg changes in level, hedgerows and trees or traditionally constructed buildings or boundary walls which are locally significant and these should be retained as far as possible. Retention can include relocation or recombining materials within the site as part of the development. Similarly any important wildlife habitats should be retained and enhanced perhaps in association with open space provision or drainage arrangements. This can add to people’s quality of life and contribute to conservation of native species. However, the Council will expect proper precautions to be taken to guarantee the integrity of features to be retained during construction phases and may require the submission of a survey and works schedule to cover this aspect perhaps as part of an overall landscaping plan.
- 3.2.6** Some open spaces in our towns and villages need to be retained for their recreational value or wildlife interest and/or just as green areas to enjoy looking at or being in. All such areas have been identified on the Proposals Map and will generally be protected from development under Policies ENV 9 and SVC 47 [13](#). It is likely that additional areas or “green corridors” will be identified as part of community action plan activity or directly as

a result of development (play areas etc). These will be protected in a similar fashion.

3.2.7 Energy conservation is an important principle to be observed in the design of development. It can be achieved through orientation to maximise solar gain and minimise the cooling effects of wind or by using high levels of insulation, recycling materials or using materials that are from sustainable sources or consume less energy in their production. There may also be opportunities to use grid connected or non-grid connected renewable energy.

3.2.8 New development has to be accommodated within the capacity of existing infrastructure. This can be physical infrastructure which includes roads, foul and surface water drainage, sewage disposal, water supply, waste disposal, power supplies and telecommunications. It can also be community infrastructure which includes schools, recreational facilities and healthcare. Development likely to exceed these capacities will not be permitted unless the developer bears the cost of improving the particular items of infrastructure or making new provision in direct proportion to the size and impact of the development. Generally such arrangements will be covered by the use of planning conditions and/or obligations (see ~~2.10~~ 3.3 below) where an area has existing infrastructure problems, or if new development would cause infrastructure to be overstretched then it will be important for the improvements or new provision to be made in advance of the development. No such works should impact upon the local environment or threaten the amenities of existing or future communities.

3.2.9 Improvements to transport infrastructure will play a significant part in moving towards a more sustainable future. It will be important to ensure that new development connects to existing or planned networks, including footpaths, bridleways and cycleways. Where development has the potential to create a significant impact on local highway conditions it will be necessary for the developer to submit a Transport Assessment. For small schemes this will simply involve outlining the transport aspects but major proposals will require details of modal split of journeys to and from the site and of measures to improve access by public transport, walking and cycling to reduce parking needs and to mitigate transport impacts. Additionally the Council will promote the use of Travel Plans. They can help reduce transport impacts by setting targets for the reduction of car use and address issues like road safety, personal security and HGV movements. The thresholds for development which will require Transport Assessments and Travel Plans are set out in Appendix 4.

- 3.2.10 Good air quality is not only essential for our health it is also an indicator of broader environmental quality. Pollution can damage flora, fauna and buildings and adversely affect soil and water. The potential of new development to create or add to air pollution problems will be assessed in relation to the Council's Air Quality Strategy and in association with the Environment Agency. Similarly the protection and sustainable management of water resources is a vital consideration and new development will not be allowed to adversely affect water quality, quantity or the habitat integrity of rivers, groundwater and sea. Generally developers will be encouraged to install water saving devices and Sustainable Drainage Systems – they will be expected to be a feature of all main housing developments. The Environment Agency will again be principal advisor on such matters.
- 3.2.11 Flooding has caused problems in different parts of the Borough and the Council will endeavour to prevent similar risks arising. A precautionary approach will be adopted in relation to new development proposals where all flooding implications must be assessed – both in terms of the potential occupiers of the development and others who could be affected outside the development site by increased run off or other affects created by the development. Development will not be allowed in areas of high flood risk unless it is essential to achieving the Plan's Aims and appropriate flood minimisation or mitigation measures can be incorporated. (early discussion with the Council and Environment Agency on such matters is advised). Proposals in high risk flood areas will generally be more acceptable in those that are already developed rather than in undeveloped and sparsely developed areas or on functional floodplains.
- 3.2.12 All development proposals will be assessed against the need to maintain standards of general amenity eg avoiding nuisance or disturbance by way of noise, dust, fumes and smell etc; ensuring reasonable levels of privacy in domestic environments, the provision of appropriate open space and the avoidance of health or safety hazards. Policy HSG 8 together with Sections 56.9 and 56.10 and SPG 1 provides further detail on these matters. Crime prevention and personal security need to be taken account of in design terms eg minimising through – routes for vehicles and pedestrians especially at the rear of the buildings, by ensuring that all public space is overlooked and well lit, and by the careful choice of materials, signs, street furniture etc to help reduce street crime and vandalism. SPG 2 provides further detail.
- 3.2.13 Some developments, due to the relationship between the site and adjacent land, may prove to be unacceptable as their implementation in isolation could adversely affect the more

comprehensive development of an area of land at a later date. In such circumstances developers are advised to discuss alternative, comprehensive proposals with adjoining land-owners and the Council. The Council intends to produce area master plans or action plans for priority sites which will help to identify these requirements. A number of "Opportunity Development Sites" are identified on the Proposals Map in the main urban areas and their development may also require this sort of approach.

POLICY DEV 6 7: Sustainability in Design

Planning permission will only be granted for development which:

- 1. shows a high standard of design and choice of materials where building scale, density and proportion, landscaping and overall layout contribute to creating or maintaining a strong sense of place and achieves an efficient use of land**
- 2. provides safe and convenient access , egress and internal circulation for all users paying particular attention to public transport, walking, cycling and the needs of people with impaired mobility**
- 3. incorporates appropriate and safe provision for car parking in accordance with new regionally adopted standards (Appendix 1)**
- 4. avoids the loss of or damage to important natural or built conservation interests, landscapes or architectural character, archaeological and historic sites and important open spaces**
- 5. incorporates energy efficiency and waste minimisation in its design and uses recycled materials and renewable energy technology as far as possible reasonably practicable**
- 6. has no adverse impact on air and water quality (including surface water, groundwater or aquatic habitats) and meets good practice requirements in the efficient disposal of waste water and sewage particularly through the provision of water saving devices and sustainable drainage systems**
- 7. does not exceed the capacity of services necessary in terms of community provision and physical**

infrastructure which includes road and transport capabilities, drainage and water supply, unless these can be improved at the developers' expense without adverse effect on the local community and the environment

- 8. does not increase the risk of flooding either on site or elsewhere: in this regard the choice of development site will be prioritised in the order of:
 - i) sites with little or no flood risk**
 - ii) those with low or medium risk and only then**
 - iii) sites in areas of high risk designed to minimise or mitigate that risk****
- 9. by design and choice of location creates or maintains reasonable standards of general amenity and helps to minimise risk or fears for personal safety, health and the security of property**
- 10. does not prejudice the comprehensive development of an area particularly where any masterplan or action plans have been adopted by the Council**

3.3 IMPLEMENTATION

3.3.1 The Council will judge all development proposals against the aims, objectives, principles and policies in the Local Plan. It will expect all planning applications to be accompanied by sufficient drawings, or other illustrative material to show how the proposed development will relate to adjoining buildings and the surrounding area. For more complex forms of development the Council will require more detailed background information eg Transport or Environmental Assessments.

3.3.2 The Council will impose conditions on planning approvals where it feels the proposal is lacking some design feature or if it wishes to be specific as regards which items of the material submitted are being approved.

3.3.3 Where the Council considers that a proposal could have adverse social, economic or environmental impacts or costs to the existing community it will consider the use of Planning Obligations or other forms of agreement under s.106 of the Town and Country Planning Act 1990 as a means of mitigation.

3.3.4 These could involve the developer contributing to infrastructure improvements necessary to accommodate the proposal including for example, openspace or health facilities; town centre

parking provision as well as drainage, roads or public transport facilities. Other instances of adverse effects may be environmental and a developer could be required to protect/enhance an adjoining area of nature conservation or, if unavoidable, relocate some on-site feature or habitat elsewhere. The Council will ensure that the obligation or agreement will be fair and reasonably related in scale and kind to the proposed development. This will include apportioning the measures required where there is cumulative impact arising from development.

3.3.5 Where proposals come forward for major development, ie likely to be nationally or regionally significant, Policy ST9 4 in the Joint Structure Plan (Deposit Plan May 2003) will be the basis for the Council's determination of a planning application or response to consultation. This involves weighing total benefits against total detrimental effects as well as the need to establish a full safety case. The approach automatically involves assessing what measures may be necessary "to minimise the adverse effect of development and associated infrastructure, and where appropriate, (to make) provision to meet local community needs".

3.3.6 Again Planning Obligations or other agreements will be considered as a means of dealing with possible adverse costs or effects. Any expectation by the Council must be necessary, relevant to planning, directly related to the proposed development, fairly and reasonably related in scale and kind to the proposed development and reasonable in all other respects. ~~The Council will expect the same principles of scale, nature and location of the development to be reflected in assessment of impact and mitigation measures to be commensurate. The definition of "local community" in "local community needs" above will thus be directly related to the scale of development — which could involve an immediately adjoining housing estate or in other cases the whole of the Borough. The interpretation of "needs"~~ Examples of obligations could include be as site specific as a new road connection to bypass a village or a much more widely drawn requirement to assist in the sustainable regeneration of the Borough through contributions to specific action programmes.

POLICY DEV 7 8: Planning Conditions and Obligations

When granting planning permission ~~the Council will impose conditions~~ will be imposed as necessary to ensure that the development meets the policy aims of the Plan.

Where there are planning objections to a development the Council may ask the developer **may be required** to submit proposals for mitigation measures to deal with adverse impacts. These can include additions or improvements to direct physical community or economic infrastructure or a proportional contribution to address the cumulative impact of the development. In such cases ~~the Council will seek to secure the measures through~~ Planning Obligations or other forms of agreement **will be sought to secure the measures.**

POLICY DEV 8 **9**: Major Development

Proposals for major development will be considered in relation to JSP Policy ST9 **4**. Where there is a significant adverse social, economic or environmental cost or effect ~~which arises~~ **arising** directly from the development the Council ~~will expect~~ a Planning Obligation to address this cost or effect **will be expected.** Provision secured by this means will be commensurate with the scale, nature and location of the individual development.

3.4 SUPPLEMENTARY PLANNING GUIDANCE / **DOCUMENTS**

3.4.1 In addition to the requirements of Policy DEV6 and other detailed policies in the Local Plan proposals will be expected to have regard to any design guidance adopted by the Council for a specific area or covering the whole of the Borough. This material is **previously** termed "Supplementary Planning Guidance" (SPG) **will be known as "Supplementary Planning Documents" under the new planning system.**

3.4.2 SPG / **SPD** does not form part of the plan but it is a material consideration in terms of planning decisions. The Council has adopted four items of SPG at this stage:

- SPG 1 : Layout of New Residential Developments
- SPG 2 : Crime Prevention Design Scheme
- SPG 3 : Whitehaven Shopfronts (Design Guide)
- SPG 4 : The Highlands, Whitehaven (Development Brief for a housing site)

These items are referred to in the plan text and copies are available from the Council. ~~Updated versions of SPG 1 and 2 are likely during the next twelve months. SPG 4 has been slightly amended with a revised phasing plan which reflects the allocation for development in this Local Plan.~~

3.4.3 ~~Once the new Planning Act comes into force during 2004 the Local Plan will progressively move towards the format required for a Local Development Framework. This will feature more and more the sort of guidance and action plan type of document bolted on to the Development Strategy and main policies as SPG. The Council intends to begin producing more of these documents during the next year:~~

~~1. Design Guides will include:~~

- ~~• Householder development (domestic extensions etc)~~
- ~~• Vernacular building in rural areas~~
- ~~• Landscaping/care of trees on development sites~~
- ~~• Accommodating biodiversity~~
- ~~• Green “corridors” and access to the countryside~~

3.4.4 Proposed future SPD’s include Landscape Character, Onshore Wind Energy and Sustainability Appraisals. The Council will also take into consideration any Town and Village Design Statements or Parish Plans and where appropriate adopt them as Supplementary Planning Documents.

3.4.5 2- Development Briefs

The Council will continue to use development briefs as a means of clarifying policy issues as they relate to specific sites. Briefs will be required for all housing development involving sites in excess of 1.0 ha (or 25 dwellings) or those requiring particularly sensitive handling eg in rural villages or in/near Conservation Areas or if there are special local needs involved. The threshold for employment sites will be 4.0 ha. Briefs will need to be prepared in consultation with stakeholders. Development Briefs can either be prepared by the Council or alternatively and approved by the Council before detailed plans are submitted for planning permission. They should accord with any design guidance or other SPG and cover the following matters:

- assessment of site character and setting
- requirements for design and materials and design guidelines eg densities, height, layout, mix of uses etc for buildings and features to achieve local distinctiveness or to deal with particular site characteristics eg undermining

- the mix of housing including affordable or special needs housing provision or otherwise details of unit size and mix over the site as a whole
- details of physical and social infrastructure necessary to serve the site (including drainage and open space requirements)
- the likely phasing of development and timing of infrastructure works
- requirements for landscaping, structure planting or other it assimilation measures
- details of how existing and proposed wildlife, landscape, cultural or historic features should be incorporated or enhanced
- transport implications including the provision of safe and attractive footpath and cycle links to adjoining uses or local networks (which can connect to workplaces, shops, community facilities or countryside); the principles of vehicular movement and traffic management; any special parking requirements; provision for public transport linkages.
- measures to promote sustainability eg a Green Travel Plan

3. Area Action Plans

- ~~Masterplans — a masterplan for the future development and expansion of the Westlakes Science and Technology Park is to be prepared shortly in addition to that for the Pow Beck/Coastal Fringe and Town Centre at Whitehaven.~~
- ~~Town and Village Design Statements)~~
- ~~Parish Plans)~~

~~Implementation of Market Towns and Vital Villages initiatives, or similar approaches triggered by the Community Strategy may identify a need for these types of Action Plan: The Council will endeavour to assist Parish Councils or other community groups in their preparation and will consider their formal adoption as part of its SPG.~~

POLICY DEV 9 : Supplementary Planning Guidance

~~Development will only be permitted where proposals accord with any relevant design guidance, development brief or other adopted Supplementary Planning Guidance approved or adopted by the Council.~~

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	1683	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 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

						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	25		35	Redevelopment of former factory site. May require floodrisk 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 of 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.

5.0 ECONOMIC REGENERATION

5.1 INTRODUCTION

5.1.1 Economic regeneration is fundamental to creating a good quality of life in Copeland. The Council wishes to see:

- A diverse economy based on healthy, growing businesses which operate competitively in the area and which sustains existing population levels as a minimum objective
- Healthy town centres meeting the needs of residents by providing a range of services and facilities
- Access to jobs for all who want them
- Social exclusion addressed both generally and particularly in the most deprived parts of the area where poor housing conditions, poor health and poor educational achievement are focused

5.1.2 This section of the Local Plan considers the following spatial implications of these objectives taking into account the requirements of the Development Strategy

- Identifying a supply of employment land
- Making our town centres more attractive for investment
- Encouraging the development of tourism
- Supporting the rural economy

The nuclear industry is considered in a separate chapter both because of its importance to the economy and because of its social and environmental policy impacts

5.2 EMPLOYMENT

5.2.1 The Development Strategy acknowledges the projected loss of jobs in the nuclear industry from 2010 onwards and the likelihood of continuing decline in the manufacturing sector. To counteract this the Council is seeking to attract or create 8500 jobs over the plan period to 2015. These will be in those sectors of the national economy which are able to operate competitively in a peripheral location with relatively poor road and rail links to the main national and international markets.

5.2.2 The Development Strategy refers to the New Vision for West Cumbria and Furness and the Copeland Economic Regeneration Action Plan being developed to support job creation. A new Urban Regeneration Company, West Lakes Renaissance, together with the Cumbria Rural Regeneration Company have been established with substantial resources to

deliver these jobs. The local plan policies in this chapter are designed to work in conjunction with the economic programmes and initiatives undertaken by these new companies and by the Council in partnership with other bodies.

5.2.3 This review of the plan includes ~~generous and wide-ranging land allocations~~ for employment-related development and measures to encourage prospective developers. It reflects the changing locational and qualitative needs of the new knowledge and service based businesses which will replace the traditional manufacturing industries. The environmental impact of these is often benign to the extent that land use zoning can be superseded by a mixed use policy approach. ~~Some Employment Opportunity Sites have been identified where such mixed development would be appropriate~~

5.2.4 The Council has looked closely at the possibility of land previously used or allocated for industry being suitable for housing. Notwithstanding the relatively weak housing market a small amount of employment land has been reallocated to housing use. However the priority is to ensure that a sufficient choice of land is available for employment use throughout Copeland.

The Local Economy

5.2.5 The Copeland economy is dominated by British Nuclear ~~Fuel's~~ Group's Sellafield Works. In 2003, 12,000 people were employed on site (35% of all jobs in the Borough) with a further 2,600 dependent on the plant through linkage in terms of goods and services provided. Over the last 10 years there has been a shift from manufacturing to the service sector with significant job losses in the chemical and clothing industries in particular. The health service, local government and Haverigg Prison are important employers. Even so the service sector is under represented particularly in the business services sector. Agriculture and forestry, although determining the state of the rural landscape, is not a major source of employment.

Table EM1 : Employee Analysis by Industrial Sector 2001-2003

Industrial sector	Copeland		N-West	GB
	Nos	%	%	%
Agriculture and fishing	406	1.5	0.6	1.0
Energy and water	473	1.8	0.7	0.8
Manufacturing	8624	32.8	16.4	14.2
Construction	1099	4.2	4.6	4.5
Distribution, hotels and restaurants	4684	17.8	24.9	24.3
Transport and communications	518	2.0	5.9	6.1
Banking, finance and insurance, etc	3084	11.7	16.2	19.6
Public administration, education and health	6449	24.6	26.1	24.3
Other services	923	3.5	4.6	5.2
Total	26257			

Source: NOMIS: Annual Business Inquiry 2001

Industrial sector	Copeland		N West	GB
	Nos	%	%	%
Agriculture and fishing	365	1.2	0.5	0.9
Energy and water	110	0.4	0.3	0.7
Manufacturing	9854	33.3	14.5	12.6
Construction	1503	5.1	4.7	4.4
Distribution, hotels and restaurants	5468	18.5	24.9	24.7
Transport and communications	692	2.3	6.1	6.0
Banking, finance and insurance, etc	3682	12.4	17.6	19.8
Public administration, education and health	6602	22.3	26.8	25.8
Other services	1326	4.5	4.6	5.2
Total	29601			

Source: NOMIS: Annual Business Inquiry 2003

5.2.6 The employment situation in the Borough is currently weak. In the 1980s employment was cushioned by construction and development work at Sellafield. From the mid 1990s the area responded only slowly to national and regional reductions in unemployment. Currently the unemployment rate is the second worst in Cumbria and there is a continuing out migration of people in the younger working age group. The area also lacks a tradition of enterprise with a relatively low level of business start ups.

5.2.7 However, there has been some success in attracting investment. The Vertex call centre in Whitehaven currently supports 300 150 jobs and the Westlakes Science and Technology Park has developed from its inception in 1995 to house 7800 knowledge based jobs particularly in nuclear technologies. Tourism is also now a key employer with an estimated 431800 (full time equivalent) jobs directly dependent on visitor expenditure.

5.2.8 For the future the effect of changes in the nuclear industry will be far reaching. The details of these changes are still evolving but the baseline scenario assumes that reprocessing of both

oxide and magnox fuels ceases from 2010/2012. This would result in a loss of 5500 jobs on site by 2015 (the period of the Local Plan) and 8000 by 2025. The effect on the Copeland economy is significant since over 70% of Sellafield employees live and work here. In addition the area is still undergoing structural change in the manufacturing sector. A recent study (Recent Trends and Forecasts for the Copeland Economy. DTZ Pineda 2002) forecasts that employment in Copeland will fall from 33900 in 2000 to 27200 in 2015, a decline of 20% over this period compared to a 4% growth forecast for the North West. It should be noted that this is a trend forecast and does not take into account proposed interventions.

5.2.9 Future policy is also influenced by the concentration of economic problems. Two factors are

- The relative impact of the job losses on individual communities depends on how reliant they are on Sellafield. Currently it is estimated that in Cleator Moor Sellafield employees make up 51% of employment in the town, in Egremont the figures is 45% and in Whitehaven 30%
- High levels of unemployment are concentrated in the mining villages and in areas of social housing in the towns. They go hand in hand with other indicators of social exclusion of poor health and high levels of benefit dependency

5.2.10 The attraction of inward investment and business growth will be influenced by

- The location of the Nuclear Decommissioning Authority (NDA) in West Cumbria and the potential to develop nuclear related jobs associated with this, with the nuclear skills base, and with the establishment of a centre of excellence based on nuclear technologies
- The importance of healthy mixed use town centres as a draw for service sector development
- The opportunity to create jobs in tourism by developing the coastal renaissance theme and links to the Isle of Man and further afield
- The importance of Information and Communications Technology to businesses
- The need to rise to the "regeneration challenge" by addressing the image of Copeland and West Cumbria as being environmentally degraded and remote (supported by Regional Planning Policy Guidance Policy EC6)
- The opportunity to promote clusters of existing and new economic activity in employment growth sectors. (Regional Planning Guidance Policy EC5)

- The ability to respond to inward investment opportunities and as part of this the benefit of having a range of good quality sites and premises available

Employment Land and Premises

- 5.2.11 New job opportunities for a minimum 7000 people are required over the plan period. In accordance with the Structure Plan approach no attempt is made to convert a labour supply to a specific land requirement. What is considered important is to ensure that there is a range of sites available which are attractive, accessible, serviced and environmentally acceptable in accordance with the Local Plan Development Strategy.
- 5.2.12 The current stock of land available for development ~~either with planning permission or previously allocated in local plans~~ amounts to ~~112ha~~ 51ha. New employment allocations amounting to 37ha have also been designated. Regional Planning Guidance identifies a range of land market sector needs. The Structure Plan seeks to maintain an ongoing supply of land in each of these sectors in accordance with sub regional needs. Table EM2 sets out the current situation
- 5.2.13 There has been little development of employment land over the period 1997 to 2003. Excluding development activity within existing sites the only significant new development has been at Westlakes and in Whitehaven Town Centre. The Council has assessed ~~considers that the existing Local Employment and Strategic Site provision~~ previously allocated employment sites and has concluded that some are no longer considered appropriate for employment use or have been reduced in size in order to fit with the Development Strategy and JSP requirements. ~~is well related to existing employment centres and meets the spatial requirements of the Development Strategy (Policies DEV 2 and DEV 3) and the advice contained in PPG 4 "Industrial and Commercial Development and Small Firms" as regards a choice of locations close to the communities to be served. This provision is expected to be adequate for the plan period.~~
- 5.2.14 Additional employment land provision is proposed at Westlakes to reflect the opportunities for investment associated with the NDA (see Policy EMP2). ~~Other Employment Opportunity Sites~~ Two Whitehaven Opportunity Sites have been identified where there are various options for mixed use development and where further feasibility work is needed. ~~They include the Whitehaven Pow Beck/Coastal Fringe regeneration area where the expansion of commercial and leisure based activity to the south of the town centre close to wards showing high levels of deprivation will be encouraged (Policy EMP 3).~~

Table EM2 : Proposed Employment Sites

	Site	Existing site available <u>Employment land with planning permission (ha)</u>	New allocation <u>Employment allocations (EMP1) (ha)</u>	JSP 5 year need	Permitted use
	Business/Science Park	46.25 31.84	20.00 19.12	10.00	B1, D1
E1	See Policy EMP2 <u>Westlakes Science and Technology Park</u>	46.25 31.84	20.00 19.12		To be identified within larger area of search (see Policy EMP 2)
	Strategic Employment Site	12.70		5.00	B1,2,8
E2	Whitehaven Commercial Park	12.70			Also bulky <u>non food</u> retail
	Local Employment Site	52.77 6.65	17.92	13.00	B1,2,8
E3	<i>Whitehaven</i> Haig Enterprise Park	0.20			Also special uses/ leisure/ tourism
E4	Sneckyeat Road	3.80	1.72		
E5	Red Lonning	0.60			
E6	Micklam Brickworks	4.05			
E7	<i>Cleator Moor</i> Leconfield	2.55			
E8	Leconfield Extension	11.90	5.28		
E9	Cleator Mills	4.40	2.74		
E10	<i>Egremont</i> Bridge End	1.10			
E11	Bridge End Extension	5.60	2.9		
E12	<i>Millom</i> <u>Millom Pier</u>		3.00		
E13	Mainsgate Road	3.75	1.58		
E14	Devonshire Road	1.20			
E15	Former ironworks <i>Others</i> Beckermet Industrial Est	2.00			
E16	Beckermet Industrial Est	7.25			
E17	Furnace Row, Distington	4.20			
E18	Frizington Road, Frizington	1.00			
E19	Scalegill Rd, Moor Row	0.57			
E20	Station Yard, Moor Row	0.60			
E21	Rowrah Station Yard Ext.	0.30			
E21	Seascale Rural Workshops	0.70	0.70		
	Employment Opportunity Site		90.26		
EOS1	Millom Pier		7.45		B1, maritime, leisure Rationalisation + B1/B2/amenity B1, retail, leisure
EOS2	Rhodia/Huntsman		70.33		
EOS3	Pow Beck Whitehaven		12.48		
	Total	111.72 51.19	110.26 37.04	28.00	

Note: Class B1 is business use and includes offices, research and development, studios, labs as well as light industry.
 Class B2 is general industrial use
 Class B8 is use of storage or as a distribution centre

POLICY EMP 1 : Employment land allocation

The designation of land for employment use includes approximately ~~112ha~~ **88ha** of land allocated or with planning permission for employment use set out in Table ~~EMP1~~ **EM2**. Within these areas development for or changes of use to the employment uses set out **prescribed** in Table ~~EMP2~~ **EM2** will be permitted provided that the requirements of ~~Policy DEV 6~~ **other plan policies** are met.

5.2.15 ~~Some sites previously allocated are no longer considered appropriate for employment use. The Keekle Opencast Site has returned to agricultural use and would be costly to service. It has reverted to a greenfield site. Land at Pelham House, Calderbridge does not meet the criteria in the Structure Plan for a Business Park and is no longer allocated as such.~~

5.2.16 The designation of land for employment and industry uses in Policy EMP 1 is based on the classification of sites in Regional Planning Guidance and the Joint Structure Plan

Business/ Science Park	<ul style="list-style-type: none"> • Class B1, D1 • Over 1ha • Access to the Primary Route Network • Served by public transport, cycle and pedestrian networks • Good proximity/links to Key Service Centres • Masterplan and very high standard of design and landscaping • Potential for links to higher education institutions and knowledge based industry
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The Westlakes Science and Technology Park

The Park is of great significance to West Cumbria as a focus for the development of nuclear technologies and skills and as a high quality location for knowledge based employment. The North West Development Agency has designated it a Regional Investment Site.

The first phases of development have proved very successful in attracting new commercial and technology/research enterprises. A landscaping plan, thematic layout and design brief for the existing ~~allocated~~ site has ~~se~~ been approved. The aim will be to

produce individual groups of high quality business park development within a parkland setting on the urban fringe, well-related to the advocated road improvements, areas of socio-economic deprivation and at the centre of the North Copeland “growth-triangle”. Some 700 jobs have been created through existing development in the and the Park has the potential to become one of the top Science Parks in the country with an international reputation especially in the areas of environmental science, biotechnology, genetics, environmental engineering, nuclear technologies and decommissioning. To further this aim all new development on the Park will be restricted to B1 uses which covers offices, research and development, studios, laboratories, high tech and light industry uses but only where the use comprises scientific research and development with ancillary industrial production. In order to preserve the research and development focus of the Park, mass production or high tonnage production will not be permitted.

An exception to this approach will be development associated with higher education under the D1 Use Class. The proposed takeover of the West Lakes Research Institute by the University of Central Lancashire (UCLAN) has brought about considerable potential for higher education and academic research associated development at Westlakes Science and Technology Park.

The Council fully recognises the benefits of encouraging technological innovation and its transfer to business within the site and will seek to work with UCLAN to accommodate its requirements for future academic expansion. Any academic uses (both undergraduate taught provision and post graduate research) will remain ancillary to the primary commercial role of the Park itself and student housing accommodation will not be permitted within the Park.

Overall, with the potential for future growth in mind, 17ha of land have been allocated. All proposed development on the Park must be designed to a high standard and Transport Assessments and/or Travel Plans will be required in accordance with Policy TSP7. A sensitive landscaping scheme will also be an essential part of any development proposals to maintain the established character of the Park.

- ~~Geoffrey Scholfield Laboratories~~
- ~~Princess Royal Research Institute~~
- ~~Post Graduate Centre~~
- ~~Ingwell Hall Business Park~~
- ~~Fleswick Court office accommodation~~
- Innovation Centre

The servicing of roads and sewers for Phase 2 and a further 8 development platforms are under construction. In the light of the success of the site and the likelihood of the Nuclear Decommissioning Authority generating further demand a masterplan exercise is being undertaken to provide the framework for expansion beyond the site boundary together with a detailed design brief for Phase 2.

POLICY EMP 2 : Westlakes Science and Technology Park

~~Areas of search have been delineated on the Proposals Map for an extension of the Park. It is expected that a further 20ha of land will be brought forward for development during the plan period. An Action Plan will be produced to deal with the detailed implications and locational issues.~~

Land with planning permission and land allocated for employment use has been identified on the proposals map as E1. Within this area development in Use Classes B1 and D1 will be permitted.

Development must be designed to a high standard and make a positive contribution towards the high quality appearance of the Park.

<p>Strategic Employment Site</p>	<ul style="list-style-type: none"> • Over 5ha developed in large plots • Classes B1, B2 and B8 • Access to the Primary Route Network • Potential to be served by public transport • Good proximity/links to Key Service Centres • Masterplan incorporating landscaping
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Whitehaven Commercial Park

The site has an impressive location looking over the western Lake District fells. Its shortcomings have been a desolate environment and relatively poor access to the A595 Trunk Road. Recent landscaping and tree planting have made this a more attractive site and the advocated Whitehaven Eastern Relief Road (see 6.2.6) will better relate the site to the Primary Road Network as it would the various other employment sites in East and South Whitehaven, Cleator Moor and Frizington. The Council has based its Commercial and Contracting Services functions here.

Local Employment Site	<ul style="list-style-type: none"> • Under 5ha • Classes B1, B2 and B8 • Adequate transport access • Good proximity/links to Service Centres • Masterplan incorporating landscaping
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1. Haig Enterprise Park
2. Sneckyeat Road Industrial Estate
3. Red Lonning Industrial Site
4. ~~Former Micklam brickworks, Lowca~~
5. Leconfield Street, Cleator Moor
6. Adjoining Cleator Mills, Cleator
7. Bridge End, Egremont
8. ~~Furnace Row, Distington~~
9. Frizington Road, Frizington
10. ~~Station Yard, Moor Row~~
11. ~~Rowrah Industrial Site~~
12. Seascale Rural Workshops Site
13. Mainsgate Road, Millom
14. Devonshire Road, Millom
15. ~~Beckermest Industrial Estate~~

These sites are ~~mainly brownfield sites~~ located within or adjacent to the Key Service and Local Centres in the Settlement Classification (Policies DEV 2 and DEV 3) and within the North Copeland "growth triangle". ~~Land at Distington is allocated despite its proximity to the Strategic Lillyhall Estate as an alternative, small business orientated site in an area of higher than average unemployment.~~ Further workshop space is allocated at Seascale because of its important role in the Mid Copeland rural area and, of course, Millom acts as the employment centre for most of South Copeland. It is recognised that the Millom Pier employment allocation is a particularly sensitive site in terms of nature conservation and an Environmental Impact Assessment will be required as an integral part of any development proposals.

5.2.17 Whitehaven Opportunity Sites

Two sites have been identified in Whitehaven which Employment Opportunity Sites are suitable for a wider range of employment use but may also be suitable for non employment use

Millom Pier

~~An extremely attractive setting on the Duddon estuary adjoining the Devonshire Road Industrial Estate and the Millom Sewage Works. It has been used for scrap storage and ship breaking. It has potential to be developed for the export of local aggregates and/or off shore support as well as more traditional land based~~

~~development. It is a sensitive site with the Duddon Estuary Special Protection Area alongside. An Environmental Assessment will be required as an integral part of any development proposals.~~

Rhodia/Huntsman ~~Former Marchon site, Kells, Whitehaven~~

~~The site of the former Marchon chemical works and a smaller pit yard at Townhead provide an opportunity for brownfield employment and leisure use. Part of the site is still occupied by Huntsman but it is anticipated that all operations will cease by June 2005 and any comprehensive redevelopment scheme will depend on whether the company invests here. Much of leaving the site is unused. and ~~the~~ Environment Agency has notified it as a “special site” in relation to clean up of contamination and investigations are underway into the most appropriate remediation works and possible end uses.~~

Whitehaven Pow Beck Development

~~This site is within a regeneration area. A preliminary masterplanning exercise has been carried out for this area. The way forward is a more detailed development study to include~~

- A new spine road along the Pow Beck valley
- A substantial improvement to the existing sports stadium of Whitehaven Rugby League Club and adjoining users
- A new commercial park overlooking the Pow Beck valley and the sports area together with silt/debris and water retention improvements in the Pow Beck floodplain

In both cases an Action Plan will be produced to consider the detailed implications and locational issues associated with these areas as part of the Local Development Framework.

POLICY EMP 3 : Employment Whitehaven Opportunity Development Sites

~~Areas of land in Whitehaven and Millem have been delineated on the Proposals Map as Whitehaven Opportunity Sites. for employment related development amounting to an estimated 90ha of employment land to be brought forward during the plan period. Within these areas employment generating development will be approved particularly those uses set out in Table EM2. An Action Plan will be produced to consider the detailed implications and~~

~~locational issues associated with the Pow Beck development.~~ These areas are being investigated as to their future development potential and contribution they can make to the regeneration strategies in the Borough. Detailed implications and locational issues associated with these sites will be the subject of future planning policy documents as soon as practicably possible.

5.2.18 The Council will expect all new employment developments to be of a generally high standard of design and to meet the requirements of Policy DEV 6 7. Schemes of over 4ha should be the subject of a development brief (see 2.11.3(2) 3.4.5).

5.2.19 ~~The allocation of employment land together with existing commitments is fairly generous and further large scale sites are not considered necessary to achieve the economic objectives of the plan. At the same time, however,~~ ~~†~~The Council recognises that existing firms should be allowed to expand or redevelop where such development can be satisfactorily accommodated either within or immediately adjacent to existing site boundaries and is demonstrated to be safe, no threat to public amenity and environmentally acceptable. In considering such proposals the Council will have due regard to Policies DEV 1 and DEV 6 7. Separate policies apply to the nuclear industry and are set out in Chapter 9 10.

POLICY EMP 4 : Extension of an existing employment use

Proposals for the extension of an existing employment use and which meet the requirements of other plan policies ~~Policy DEV-6~~ will be approved

5.2.20 The Council is keenly aware of the need to encourage small business development throughout the Borough. There is a particular need to maintain a supply of affordable sites and premises for new starters and existing firms. It is apparent that there is much underused and vacant land and property within the larger settlements which could usefully be brought into employment use but the Council is determined to ensure that such development does not pose a threat to the health, safety or amenity of adjoining neighbours, particularly in areas of primarily residential use. It will also expect new development to achieve good standards of design and service provision. In some cases the Council may consider the use of temporary or personal planning permissions to control development in the interests of established communities.

POLICY EMP 5 : Employment use in the towns Key Service and Local Centres

Within the defined limits of the Key Service and Local Centres proposals for appropriately scaled employment development, redevelopment or building conversions will be permitted subject to compliance with ~~Policy DEV 6~~ other plan policies.

- 5.2.21** Whilst some employment uses can quite easily co-exist with adjoining residential or other community use there are existing employment sites within the built-up areas of settlements which create nuisance to adjoining users. The Council will not sanction the further development or expansion of such employment sites and will actively encourage “bad neighbour” non-confronting uses to relocate to a more appropriate location in the Borough.

POLICY EMP 6 : Bad Neighbour Development

Proposals for additional development on or expansion of “bad neighbour” non-conforming employment sites will not be permitted. Where environmental difficulties are being experienced as a result of the present location of a firm encouragement will be given to the firm to relocate to a more appropriate site elsewhere in the plan area that satisfies the requirements of ~~Policy DEV 6~~ other plan policies.

- 5.2.22** The environment of many of the older employment areas of the Borough fails to meet acceptable modern standards and is in need of comprehensive improvement. The Council will actively encourage site owners and occupiers to undertake improvements. It may prepare employment area improvement schemes and will endeavour to procure some part of the investment required from appropriate sources.

- 5.2.23** Sometimes, and despite the best efforts of developers, it can prove difficult to assemble land for development of employment sites. Where genuine difficulties are experienced the Council will consider using its powers of compulsory purchase but will only do so where it is in the interests of securing the proper development of land in accordance with local plan policies. This will normally be subject to the prior agreement of the developer to reimburse to the Council the full cost of acquisition including any compensation.

POLICY EMP 7 : Use of Compulsory Powers

~~To facilitate development in accordance with local plan objectives the Council will use its powers to acquire land for employment purposes where a developer is not able to assemble land.~~

- 5.2.24 It is considered that the principal employment sites the subject of Policy EMP 1 are in the terms of line with the requirements of Joint Structure Plan Policy EM44 12 “viable for employment purposes” within the plan period and would not be suitable for other use within the plan period. In other cases it will be acceptable to permit the use or reuse of land and buildings in employment use for other uses so long as the wider community benefits outweigh the loss of employment land.

POLICY EMP 8 7: Alternative use of Employment Sites

Outside Policy EMP 1 employment sites the development or change of use of land or premises currently or last in employment use to non-employment use will only be permitted if the proposed use meets the requirements of ~~Policy DEV-6~~ other plan policies and:

1. there is no current or likely future demand for the site or premises ; or
2. the site or use gives rise to environmental problems which can be mitigated with an alternative use in accordance with Policy EMP6 ; or
3. it is the only viable means of retaining a building of architectural or historic interest ; or
4. it is not an important part of a wider regeneration proposal or meets ~~an established need established~~ by the Local Plan in support of the Community Strategy ; or
5. ~~the site is less than 0.4ha~~

5.3 TOWN CENTRES AND SHOPPING

- 5.3.1 The shopping function of the Key Service Centres and Local Centres defined in the Development Strategy is of major importance to the economic and social well-being of the local community. In the past this hierarchy of shopping and service

provision at the local level satisfied consumer demands but retailing has radically changed over the last twenty years and this is likely to continue. Economies of scale in dealing with new technologies and the distribution and storage of goods has encouraged a trend towards larger shops which can offer the customer a wider range of cheaper, high quality merchandise. Equally higher disposable incomes, wider car-ownership and higher expectations as regards the quality of the shopping environment have altered the general perception of distance and changed consumer shopping habits. The differing thresholds associated with convenience (mainly food), shopping and shopping for comparison goods (e.g. clothes, shoes) and bulk durable items (e.g. DIY, furniture) have widened considerably. The development of the Lanes Shopping Centre at Carlisle, Newcastle/Gateshead and out of town retail development at Workington have all significantly altered the regional and sub-regional retail balance as it affects North Copeland and South Copeland is being similarly affected by developments at Barrow, Lancaster and Kendal.

5.3.2

The Council is extremely concerned as to the effects such rapid change is having on the vitality and viability of established shopping areas, especially the main town centre of Whitehaven and the central areas of Millom, Cleator Moor and Egremont. Government advice (PPG 6) recognises the need to sustain the vitality and viability of town centres through maintaining a range of complementary activities, through environmental enhancements, through encouraging investment in the redevelopment and refurbishment of premises and through tackling problems associated with vehicle congestion, servicing and parking. Within town centres planning policies should not be used to prevent competition between retailers. New retail and leisure development must undergo a sequential test to ensure that all available sites within town centres are considered before less central locations. These requirements are embodied in Joint Structure Plan Policies L48-51 [52-55](#) and [Policy DEV 5 \(3.1.8 - 3.1.9\)](#). Government advice also emphasises the importance of local neighbourhood and village convenience shops from both an economic and social standpoint.

Retail Issues in West Cumbria

5.3.3

The Local Plan has been informed by a retail study carried out by Roger Tym and Partners published in September 2003. The main findings of the report relevant to Copeland are [described below](#)

~~(a) The last ten years have seen five edge of town centre food retail developments in Whitehaven and small food~~

retail expansions in Egremont and Cleator Moor. The survey shows that over 90% of convenience goods expenditure in North Copeland is retained within the area. This is a very high level and is unlikely to increase. Equally there is little growth forecast in convenience goods per capita expenditure over the next ten years. It concludes that there is no further need for significant additional convenience floorspace but the matter is not clear cut and further issues need to be taken into account — particularly the increasing amount of comparison floorspace in existing “Food Supermarkets”.

b) — Almost all comparison goods shopping in Copeland is located in Whitehaven. Yet over the last six years the town share of West Cumbria expenditure has gone down by 7%. Most of this is accounted for by the growth in internet shopping and a relative increase in the popularity of Workington. Per capita expenditure on comparison goods is expected to continue to grow and if Whitehaven is to maintain its current share of the market then some 9100m² floorspace will be required by 2011

5.3.4 The last ten years has seen the construction of five edge of centre food store developments in Whitehaven and small food retail expansions in Egremont and Cleator Moor. The retail study shows that over 90% of convenience goods expenditure in North Copeland is retained within the area. The study concluded that there was little growth in convenience goods spending likely over the study period and there was unlikely to be a requirement for new large scale convenience shopping facilities. Nevertheless it will be important for the Council to promote proposals that result in qualitative improvements in provision or provide more convenient and accessible facilities.

5.3.5 Almost all comparison goods shopping in Copeland is located in Whitehaven. The study found that there was significant growth potential in comparison goods spending that could support up to 9,100 sq m of floor space by 2011 assuming Whitehaven were to maintain its current market share. However, Whitehaven is likely to experience competition from nearby centres and the Council will consider what scale of development would be appropriate to ensure the continued vitality and viability of Whitehaven.

5.3.6e) Cleator Moor and Egremont have been affected by the trend to centralisation. Both towns have vacancy rates of about 13% compared with the national rate of 8%

5.3.7d) In qualitative terms there was a relatively low level of general satisfaction with town centres in West Cumbria. Whitehaven was

second only to Cocker mouth in complaints about car parking and traffic but provided the best offer in terms of variety and environmental quality.

Table TC1 : Town Centre Qualitative Indicators

	Cleanliness	Traffic and access	Variety and quality	More/ cheaper parking	Better public transport	None	Satisfied overall	Not satisfied overall
Cleator Moor	12%	0%	65%	6%	0%	0%	58%	38%
Cocker mouth	2%	8%	52%	16%	2%	8%	78%	22%
Egremont	5%	3%	61%	8%	1%	3%	58%	38%
Maryport	13%	1%	66%	4%	0%	4%	51%	48%
Whitehaven	5%	9%	44%	12%	3%	10%	64%	33%
Workington	11%	3%	48%	4%	1%	15%	67%	32%

Source : Roger Tym 2003

Whitehaven Town Centre

5.3.8 Whitehaven has a total of 50,100m² retail floorspace with 38,900m² in the town centre and 11,200m² edge of town centre. It is the only major shopping centre in the plan area. Its Georgian heritage and harbour frontage make it a particularly attractive shopping destination but there are problems of fragmentation caused by heavy central traffic circulation, servicing difficulties for retailers and a perceived shortfall in parking provision.

5.3.9 The end of coal mining in West Cumbria and the anticipated loss of the remaining commercial traffic in the port led to the setting up of the Whitehaven Town Centre and Harbour Initiative in 1989. Perhaps the most important result of the Initiative was the formation of the Whitehaven Development Company, a public/private sector partnership between the Council, Whitehaven Harbour Commissioners, English Partnerships, the County Council and BNFL to direct resources to, and to promote regeneration of, the town centre and harbourside.

5.3.10 Over the last ten years the Development Company has implemented the "Vision for Whitehaven", a programme of redevelopment, improvements and marketing. The fundamental concept of the "Vision" was the creation of an attractive area of permanent water behind the Old Quay and Old North Wall which has become a marina and the base for a reinvigorated fishing industry. The other elements are :

1. Good urban design in the management of the existing high quality environment and in environmental improvements.
2. Priority for pedestrians through traffic calming and traffic management
3. Maintaining a strong shopping function by protecting the main shopping street from competing uses and by permitting edge of town centre large store development at the gateways to the town centre where adjacent car parking provides both for the store itself and gives access to the town centre.
4. The town centre and harbour becoming a visitor attraction in its own right.
5. A town centre of mixed uses including housing, recreation and employment.
6. Convenient access for public transport, cyclists and car drivers including adequate car parking provision consistent with the general need to reduce car use

5.3.11

The implementation of the Vision by the Development Company has helped to transform the town from a commercial port to an attractive visitor destination and sub regional service centre. The Development Company retains an important delivery role but this is now complemented by the establishment of a Whitehaven Regeneration Programme under the auspices of the Urban Regeneration Company, West Lakes Renaissance. A review of the town centre development framework is to be carried out. The subsequent detailed proposals will build on the objectives as set out in TCN 1 and will be carried taken forward to adoption by the Council as a Development Plan Document ~~as an Action Plan~~ under the direction of Policy TCN 1.

POLICY TCN 1 : Whitehaven Town Centre Strategy

The role of Whitehaven Town Centre as a principal focus for shopping, commercial and tourism-based activities in the Borough will be promoted and protected. ~~An Action Plan will be prepared to provide a detailed spatial framework based on the following objectives~~ : The objectives within the Town Centre are to encourage:

1. **encouraging further shopping, commercial and tourism related development especially where it effects physical integration between the town centre, the harbourside and the Pow Beck valley**
2. **safeguarding of important gateways to the town centre and of links and vistas between the town centre and harbour and edge of town centre car parks within new development or redevelopment**
3. **environmental improvements and traffic management measures including pedestrian-priority areas in the main shopping streets and harbour links**
4. **improved and new strategic car parking facilities at the Swingpump Lane multi-storey car park, ~~the Bus Workshop site at Wellington Row,~~ and on land associated with the redevelopment of town centre periphery Development Opportunity Sites together with the retention and improvement of existing permanent surface car parks**
5. **a bus/rail interchange to serve the town centre**
6. **~~attention to a high quality of design, materials and appearance in all development, redevelopment and environmental works~~ to maintain the essential character of the town centre and harbour.**

5.3.12

In its approach to development and redevelopment in the town centre the Council will not be overly prescriptive. Shopping is the key activity which gives the centre its vitality and will be encouraged above other uses. At the same time there are other uses and facilities including banks, building societies, cafes, leisure and community facilities and living accommodation all of which also contribute to liveliness and viability. However, such uses should not dominate the shopping role of the centre: the Council will actively discourage non-retail development of ground floor frontages in the primary shopping area of King Street (see ~~4.3.10~~ 5.3.16) and will ensure that uses like takeaway hot food outlets and amusement centres are appropriately controlled (see ~~8.11~~ 5.3.28 and 5.3.29). Mixed residential and commercial development is a traditional feature of the town centre and can often be accommodated above retail premises. Other car-related uses like petrol filling stations, taxi ranks etc, are best located on the edge of the shopping

area where they are less likely to cause problems for pedestrians. Similarly, and where in accordance with Policy DEV 5, new large retail stores or retail warehouses will be expected to locate on the periphery but within easy walking distance of the town centre (See ~~4.3.9~~ 5.3.13 - 15). Such developments usually involve substantial car parking facilities which can contribute to the overall town centre provision and help reduce traffic congestion. Light industrial uses can also be accommodated in peripheral situations or on the harbourside if marine-related, but with appropriate safeguards. General or special industry use groups will not be acceptable because they would be likely to damage the town centre environment of the people who shop, work or live there or nearby. Again it should be stressed that Whitehaven town centre is a nationally important Conservation Area and there are two other local Conservation Areas nearby at High Street and Corkickle. Design issues in new development are therefore of great significance (see Policy TCN 10)

POLICY TCN 2 : Whitehaven Town Centre

In Whitehaven Town Centre planning permission will be granted for the following uses subject to other policies in the plan and provided that non-retail proposals are not detrimental to the main shopping function of the town centre:

Shops

Offices used by the public

Food and Drink outlets

Personal-service businesses

Hotels and Hostels

Community facilities open daily

Leisure and Recreation Facilities

Launderettes and dry cleaners

Houses and flats

Residential institutions

Car Parks

Public transport facilities

Marine-related development on the harbourside

~~**The boundary of the Town Centre is identified on the Proposals Map (Town Centre Inset)**~~

~~4.3.9~~

~~Land on the fringe of the town centre has been identified as the town centre periphery. This is land outside the historic core and is able to accommodate large retail stores and other~~

~~extensive land uses which provide services which are an integral part of an attractive town centre. In relation to the sequential test required by PPG 6 the town centre periphery is treated as if it were the town centre.~~

5.3.13 Policy DEV 5 sets out the sequential approach which will be applied when there are proposals for town centre uses development within Key Service Centres. Town centre uses include retail, leisure, entertainment facilities, intensive sport and recreation uses, offices, arts, culture and tourism developments and small scale community facilities. Such development should be located within the town centre boundary wherever possible. Only if no town centre sites are suitable can edge of centre sites be considered.

5.3.14 The protected historic built form and architecture of Whitehaven obviously places constraints on opportunities for larger retail schemes and other extensive land uses within the town centre boundaries. Land within easy walking distance of Whitehaven Town Centre has therefore been identified as 'Whitehaven Town Centre Periphery' on the proposals map (Town Centre Inset) and is considered by the Council to be the most suitable 'edge of town centre' areas in terms of Policy DEV 5 sequential approach. These areas are where the Council would prefer to direct any edge of centre development in order to support and contribute to regeneration strategies with the town.

5.3.15 The uses listed in Policy TCN3 which would potentially be subject to Policy DEV5 are offices, large retail stores / warehouses and leisure.

Policy TCN 3 : Whitehaven Town Centre Periphery

Development proposals for the following uses will be permitted in Whitehaven Town Centre Periphery, provided the requirements of Policies DEV6 TCN10, DEV5 and other plan policies are met:

Petrol Filling Stations
Taxi and vehicles hire business
Car showrooms
Car parks
Warehouses
Offices
Large retail stores/warehouses
Leisure

~~Provided that the requirements of Policies DEV 6 and TCN 10 are met and~~

The proposals must also be:

- 1 ~~the site is~~ easily accessed from the town centre by pedestrians, cyclists and people with impaired mobility;
- 2 ~~the site is~~ well related to town centre access roads and public transport facilities and is unlikely to add to traffic congestion within the town centre;
- 3 **and provide** adequate car parking ~~provision is made~~ in accordance with the standards set out Appendix 2

~~The boundary of the Town Centre Periphery is identified on the Proposals Map (Town Centre Inset)~~

5.3.16

The core shopping area of the town centre is along King Street between Market Place and Duke Street. Here retailing is the predominant use and the Council will resist the introduction of further non-retail uses at groundfloor level so that the lively shopping character of these important frontages is retained. The concentration of continuous shopping frontages is a major attraction to shoppers and should be maintained. King Street is, therefore, designated as the Prime Shopping Area within the terms of Policy TCN 4. There will still be an opportunity for the introduction of non-retail uses in this area at other floor levels and there are numerous opportunities in nearby streets subject to heavy pedestrian flows where such uses will be acceptable at groundfloor level.

Policy TCN 4 : The Prime Shopping Area

A Prime Shopping Area is designated in Whitehaven Town Centre as shown on the Proposals Map Inset within which continuous retail frontages will be sought and only retail outlets (Class A1) will be permitted in groundfloor premises.

Other Key Service Centres and Local Centres

5.3.17

Cleator Moor, Egremont and Millom town centres are ranged between 3,000 and 5,200m². (net) shopping and commercial floorspace. Their importance is much more localised than that of Whitehaven although both Egremont and Millom possess a

wide range of service outlets in addition to convenience and durable goods shops. These town centres are more prone to leakage of expenditure to the larger retail developments, particularly food stores, and the Council is concerned to safeguard their future in the evolving sub-regional shopping context. It will therefore encourage new retail and service development to take place within the main central areas in a manner appropriate to the scale and character of each centre and the requirements of Policy DEV 5 will apply ~~will not support edge of town or out of town proposals unless it can be demonstrated that they would not have a weakening effect on the viability and vitality of the established shopping areas (Policy TCN 9).~~

POLICY TCN 5 : Other Key Service Centres ~~Town Centres and Local Centres~~

Proposals for retail and service development within the ~~established shopping areas of Cleator Moor, Egremont, Millom and Local Centres~~ will be permitted subject to the requirements of Policies DEV5, TCN 10 and other plan policies.

5.3.18 The Council recognise that shops and services are essential to maintaining vitality and viability of our villages and surrounding rural communities. It will therefore support small scale developments which serve local needs and communities in the established shopping areas of local centres.

POLICY TCN 6: Local Centres

Proposals for retail and service development in local centres will be permitted within established shopping areas subject to other plan policies

5.3.19 At the same time the Council is mindful of the need for environmental improvements if these centres are to continue to perform their role as shopping and service providers to the local community and to attract visitors. A major post-bypass improvement scheme for Main Street, Egremont was undertaken in 1994 incorporating new surface treatments, street furniture and an enlarged Market area to create a more pedestrian-friendly environment. The Square at Cleator Moor was the subject of substantial refurbishment and landscaping to create an attractive focus to the town centre and similar improvements at the Market Square, Millom have recently been

completed. All three schemes benefited from European Structural Fund assistance and it is hoped to extend these improvements together with upgraded car parking, signage and other facilities to other parts of these centres during the plan period. Such improvements will incorporate the needs of people with impaired mobility and favour access to public transport facilities. Further guidance with regard to good shopfront design in Conservation Areas is provided in SPG3.

POLICY TCN 67 : Town Centre Improvements

~~The general environment within the shopping areas of Cleator Moor, Egremont, Millom and Local Centres will be improved by:~~ Development which improves the general environment within shopping areas of the Key and Local Service Centres will be permitted . These include proposals that:

1. ~~creating~~ new and enhanced pedestrian areas with improved access for people with disabilities;
2. ~~improving~~ car parks and access to public transport, and;
3. ~~building repair and~~ enhance shopfronts improvement schemes.

Town Centre Opportunity Sites

5.3.20

~~A number of s~~ Sites in the four main Whitehaven, Cleator Moor and Egremont town centres have been identified which are underused, vacant or derelict or where existing uses are not entirely compatible with their surroundings. There are a variety of development options and whilst the uses ascribed in Table TC2 are only intended for guidance they conform to the basic policy framework of the plan. In Whitehaven sites WTC 10 – 14 fall within the Whitehaven Town Centre Periphery (Policy TCN 3). Proposals for town centre uses on these sites will be required to comply with the sequential, needs, impact and accessibility tests as prescribed by Policy DEV5. Site reference numbers are marked on The Proposals Map ~~Whitehaven Town Centre Inset~~ in relation to Policy TCN 78.

Table TC2 : Town Centre Development Opportunity Sites

Whitehaven

	Site	Potential use or mix of uses	Area(ha)
WTC1	Quay Street Car Park West	Leisure/retail/office	0.3
WTC2	Mark House and The Park nightclub	Hotel/leisure/retail with ancillary residential Comprehensive development of the site as a hotel	0.25
WTC3	Old tyre depot and Harbour Commissioners Office	Leisure/office/residential	0.10
WTC4	Bus depot and old garage	Hotel/office/ retail / upper floor residential	0.18
WTC5	Bus Station and Garage	Office/car parking	0.28
WTC6	Old Dawnfresh factory site	Primarily harbour related particularly fishing/marina	1.41
WTC7	Old Studholme and Dixon garage	Residential/office	0.22
WTC8	Scrapyard Albion Street North	Car parking/retail	0.27
WTC9	Scrapyard and land south of Albion Street	Retail/office/residential	0.23
WTC10	Jacksons Timber Yard	Residential/office/retail	0.47
WTC11	Preston Street Garage	Office/residential	0.45
WTC12	BT depot	Office/residential/industry	0.90
WTC13	Ginns depot, Back Ginns housing and Border Engineering	Office/retail/car parking	3.0
WTC14	Coach Road	Office/residential/non food retail warehouse	1.27 0.63
WTC15	Harbour View	warehouse Residential	0.69
WTC16	Duke Pit	Residential/amenity	1.68

Egremont and Cleator Moor

ETC1	Land to rear of Main Street, Egremont	Retail/office/residential	0.88
CTC1	Market Square, Cleator Moor	Retail/residential/office	0.18

Policy TCN 7 8 : Town Centre Opportunity Development Sites

Proposals for the development of sites as indicated in Table TC2 will be permitted subject to Policies DEV 5, ~~DEV 6~~ and TCN 10 and other plan policies.

Village and Neighbourhood Shopping

- 5.3.21 There will always be market opportunities for small, general retail outlets in the rural villages and for convenience trading in the larger new areas of housing development. However, these sectors have declined markedly in recent years as the new patterns of retailing have become established. Nevertheless the Council is mindful of the service they provide to those sections of the community who do not have access to a motor car or who are not frequently able to travel to the higher order centres and will seek to safeguard facilities through imposition of Policy SVC12. It will therefore also support proposals for new or extended floorspace provision including partial conversion of residential accommodation to retail use on a full or part-time basis. It will, however, take into account the effect on the amenity of nearby residents particularly in terms of late night opening and illuminated signage or floodlighting. Impact of development on the landscape will also be taken into consideration.

POLICY TCN 8 9 : Village and neighbourhood shopping

Proposals for small scale retail development in rural villages and in suburban areas of large new housing development to meet the needs of the local community will be permitted. The form of development will be expected to conform to the requirements of ~~Policy DEV 6~~ and TCN 10, and other plan policies and have regard to any development brief which may have been approved for the overall development.

Off ~~Out of~~ Centre Retailing

- 5.3.22 Proposals for out of centre large scale retail development must comply with Policy DEV5 and satisfy the sequential approach to location, needs, impact and accessibility tests which it prescribes. The Council does not consider that large store development is will be justified beyond the periphery edge of centre areas of Whitehaven town centre and the shopping areas of Cleator Moor, Egremont, Millom and or the Local Centres during the plan period. ~~The much needed regeneration of Whitehaven town centre and harbourside and the environmental improvements scheduled in the other centres would be seriously undermined if alternative large scale shopping facilities were to be approved in out of town locations. At the same time it should be noted that car ownership in these urban areas is relatively low and that many families rely on public transport for most of their shopping needs. Their interests would not be best served by an over emphasis on car borne shopping provision. It is~~

~~considered that the allowances for edge of centre development in Whitehaven by virtue of Policy TCN 3 and the existing permission for retailing at the Whitehaven Commercial Park will be sufficient to cater for large stores and retail warehouse developments during the plan period without jeopardising important objectives of the plan.~~

5.3.23

~~Should the supply of town centre and edge of centre acceptable sites for this purpose become exhausted during the plan period other sites within existing settlement boundaries may be considered in accordance with Policies DEV 5 and DEV 4. It will be necessary to show that the effect on the existing town centre is acceptable and any application should be accompanied by retail and traffic impact assessments. Developers should explore the possibility of developing on derelict land or rundown sites with good standard road access and access to public transport services and of sufficient size to accommodate adequate parking provision. The Council will not accept proposals which seek to utilise land allocated for residential other purposes in the plan where this would necessitate further releases of such land to compensate for their loss. In addition the Council may seek the use of an agreement under s.106 of the Town and Country Planning Act 1990 in accordance with the provisions of Policy DEV 8 to overcome any planning objection associated with these forms of development.~~

POLICY TCN 9 : Off Centre Retailing

~~In accordance with the sequential test of PPG 6 and Structure Plan Policy L50 proposals for out of town large-scale retail development will not be permitted unless there are no alternative suitable town centre or town centre periphery sites for this purpose. In such cases proposals will be assessed against the requirements of Policies DEV 6 and TCN 10 and the following criteria:~~

- ~~1. the cumulative effect of the proposed development together with other recent or proposed developments should not significantly affect the vitality or viability of existing shopping centres~~
- ~~2. the proposed development should be within settlement limits or on a brownfield site~~
- ~~3. the proposal should not involve land allocated in the plan for residential use~~
- ~~4. the site should be served by a road system and car~~

~~parking provision capable of accommodating anticipated traffic flows (including heavy goods vehicles)~~

~~5. the site should be well served by public transport and cycle routes~~

~~In addition the Council may require the use of an agreement under s.106 of the Town and Country Planning Act 1990 in accordance with the provisions of Policy DEV 7 to overcome any planning objection associated with the above criteria.~~

Design Issue

5.3.24

In all situations the Council will expect new town centre and shopping development to incorporate high standards of architectural design including external facing materials and signage which take account of the scale and character of adjoining property and the general situation. Development which would lead to the loss of locally important open space, trees or buildings will not be supported. It will also expect good access for all town centre users with separate servicing arrangements for vehicles wherever practicable. Car parking provision will be required in accordance with Council standards but in town centres where dedicated parking areas are not a feasible or desirable proposition the Council may accept a commuted payment for additional parking spaces to be provided on public car parks in lieu. However, such arrangements will only be required where significant new floorspace is proposed. The Council will expect particular attention to all these aspects of design in Conservation Areas (see Policies TCN 1(6), ENV29 [26](#) and ENV32 [29](#)). Guidance on the design of shopfronts in Whitehaven town centre is set out in Supplementary Planning Guidance 3 and the Council intends to produce further guidance on design, signage and access issues in town centres in due course.

POLICY TCN 10 : Town Centre Design

New town centre and shopping development will be expected to meet the requirements of ~~Policies DEV 6~~ **other plan policies** and comply with the following additional requirements :

1. high standards of design taking into account the relationship of the development with the surrounding area and properties in terms of scale and character and the requirements of Conservation Area/Listed

Building policies of the plan where appropriate

2. **no loss of important areas of open space, amenity sites, sites of wildlife importance, groups of trees or buildings which are of intrinsic significance to the locality**
3. **adequate access for pedestrians, cyclists and people with impaired mobility, separated wherever practicable from vehicle access**
4. **an appropriate level of car parking provision in accordance with the standards set out in Appendix 1, where necessary achieved through a s.106 Agreement**

Retailing Employment Sites

5.3.25

There is a trend for some retailing to emerge from manufacturing units on employment sites. Whilst a level of ancillary retail trade is acceptable, where it becomes the principal activity problems can ensue, usually associated with parking and disturbance to adjoining users. The Council is particularly anxious, however, to ensure that priority is given to industrial and high-tech uses on employment sites in order to achieve its economic objectives and it will therefore not support proposals for retail warehousing on such sites.

POLICY TCN 11 : Retailing on Employment Sites

~~The Council will resist p~~**Proposals for retail warehousing on existing employment sites or on those which are designated for employment use in the local plan will not be permitted.**

Street Markets

5.3.26

There are small weekly markets at Cleator Moor and Egremont and a larger twice-weekly market at Whitehaven. Such facilities are highly valued: they extend the retail choice for local consumers and add vibrancy and colour to the town centres. The Council is keen to encourage the market function and will bring forward proposals to improve the general setting of the established market sites as resources allow. The Market Place at Whitehaven has already featured in the first phase of environmental improvements in the town centre and the market areas at Cleator Moor and Egremont have also been upgraded.

POLICY TCN 12 : Street Markets

The Council will protect the established markets in the plan area and encourage the establishment of further such facilities. It will also bring forward environmental enhancement schemes to improve the general setting of markets as resources allow.

Non Retail Uses in Shopping Centres

- 5.3.27** Whilst certain non-retail uses are acceptable at groundfloor level within the main shopping areas they can have the effect of creating dead frontages and so reducing the visual appeal of the centre. Thus it is important that when such uses occupy premises with a shop window, displays appropriate to a shopping area are incorporated.

POLICY TCN 13 : Non Retail uses in Town Centres

Permitted non-retail uses in premises with a shop window will be required to incorporate a suitable window-display.

- 5.3.28** Food and drink uses are appropriate to most shopping frontages adding to the overall attractiveness of shopping areas. They will normally be acceptable except in Whitehaven's Prime Shopping Area (see Policy TCN 4). At the same time, the extra activity associated with such uses, especially take-away hot food establishments, does sometimes present problems such as additional noise, litter, smell and casual parking. The Council will need to be satisfied that sufficient efforts have been taken to minimise such difficulties and/or it may apply limiting conditions for this purpose. It will not usually grant permission for such uses where they adjoin residential property, including residential accommodation unconnected with the business on the upper floors of the premises and will require full details of all external chimneys and flues to be submitted as part of a planning application.

POLICY TCN 14 : Food and Drink uses in Town Centres

Proposals for food and drink uses in shopping areas will be permitted subject to the requirements of ~~Policies DEV 6 and TCN 10~~ and other plan policies with particular attention to :

- 1. the likely impact on the character and amenity of the general area and on nearby residential**

properties as a result of noise, disturbance, litter, smell, sewer discharge or visual intrusion

2. restrictions on late-night opening where late-night activity associated with the proposed use would be harmful to the general character and amenity of the area
3. any venting of the premises not causing undue nuisance to adjoining occupiers

~~The Council will require an appropriately designed and sited external litter bin to be provided in association with takeaway food outlets which must be emptied by the operators~~ will be required in association with takeaway food outlets.

- 5.3.29 Proposals for amusement centres or arcades will be dealt with in a similar fashion to those for food and drink uses. The Council will normally accept such uses in the main shopping areas but will expect the design of frontage and signing to conform to the special requirements of Conservation Areas. Problems can exist with these uses close to residential properties, churches or schools where they may cause disturbance and such locations should be avoided.

POLICY TCN 15 : Amusement Centres

Proposals for amusement centres in town centres will be permitted so long as the requirements of ~~Policies DEV 6 and TCN 10~~ and other plan policies are met and

- 1 the likely impact on the general character and amenity of the areas as a result of noise, disturbance or visual intrusion is acceptable
2. the location is not in close proximity to residential, religious or educational property
3. opening hours are restricted where late-night activity associated with the proposed use would be harmful to the general character and amenity of the area

Garden Centres

- 5.3.30 Garden centres usually cannot operate within shopping areas because of their extensive plant-growing and storage

requirements. Such uses will be acceptable within the settlement boundaries so long as they comply with parking and highway safety criteria and do not present any undue disturbance to adjoining occupiers of land particularly in residential areas. Exceptionally, where a special case can be made and subject to the other policies of the plan including Policy DEV 5 **6** consideration will be given to such uses on the periphery of settlements.

POLICY TCN 16 : Garden Centres

The development of new garden centres will be permitted within a settlement development boundary established in accordance with Policy DEV 54** or exceptionally on sites adjacent to these limits where the development meets the requirements of Policy DEV-6 other plan policies**

5.4 TOURISM

5.4.1 The plan area possesses substantial tourism resources which are largely under-used and under exploited. These are based on the natural advantages of both coast and countryside, a rich and diverse cultural heritage and a fascinating industrial history which extends from early stone axe factories to the nuclear age. Against this are obstacles to the development of tourism in the area. Its image to the outside world is poor, based in part on the effects of industrial dereliction, the various perceptions of Sellafield and the nuclear industry and lack of a specific identity. Peripherality is a problem, even with the many thousands of visitors each year to the Lake District National Park only a few miles away. There is also a cultural resistance to a customer focused and traditionally poorly paid employment sector. Associated with this is a lack of properly interpreted attractions, a poor range of accommodation and other facilities for tourists and a general lack of self-belief amongst local people in West Cumbria as a tourist destination. However over the last 10 years attitudes have been slowly changing and tourism is now an important part of the Copeland economy. In 2002 it is estimated that 1.2 million visitors spent some £61million and supported 3300 jobs (1620 full time equivalent)

5.4.2 The government's advice note PPG 21 recognises the importance of tourism as a contributor to the local economy and employment and expects local plan policies generally to be aimed at facilitating tourism development. Since it often depends on high quality environments such development can act as a positive force for environmental protection and

enhancement, for instance in urban regeneration schemes or as part of countryside conservation strategies (PPG 7). This may not always be the case, however, and the planning system must play its part in ensuring that the impact of tourism development is sustainable ([see Policy DEV1](#)) in the long term and that design quality is improved. Similar requirements are set by the Cumbria Joint Structure Plan Policy EM43-[15](#).

Tourism Strategies

5.4.3 Since the late 1980s the Council, together with other local authorities, the private sector and the Cumbria Tourist Board have promoted tourism in West Cumbria through a marketing partnership. More recently the NWDA Regional Tourism Strategy focuses in Cumbria on promoting the well known "attack" brand of the Lake District and using this to encourage visitors to go to "slipstream" markets which can develop as destinations in their own right. The Western Lake District is a slipstream brand promoted both by the Cumbria Tourist Board and by the Western Lake District Tourism Marketing Partnership supported by funding from the NWDA, the EU Objective 2 Programme and partners. Since 1992 this partnership approach has helped visitor numbers rise by over 50% and tourism dependent jobs increase from 2600 to 3300 in 2002. The aim is to continue to increase visitors to West Cumbria by 5% a year representing in Copeland another 500 jobs over the next ten years

5.4.4 The Regional Strategy also identifies particular opportunities for the Cumbria coast to develop as a cruise ship destination. Work on the technical viability of using the West Cumbria ports is ongoing

5.4.5 In the New Visions for Furness and West Cumbria one of the visions is that of "Coastal Renaissance" which would build a major tourism product based on the high landscape value and maritime and industrial heritage. A key project linked to this in Copeland is the ongoing development of the harbour and the development of the coastal fringe being implemented through the Whitehaven Regeneration Partnership

Visitor Attractions

5.4.6 Over the last few years partnership activities have led to a number of schemes to increase the stock and variety of attractions in the area. The Beacon and Rum Story in Whitehaven, and development at Florence Mine, Egremont and

Haig Pit, Whitehaven are examples which build on rich maritime, mining and historical themes. They add to the three principal attractions in the Borough at Muncaster Castle, the Ravenglass-Eskdale Railway (both in the National Park) and the Sellafield Visitor Centre. In Millom the Tourist Information Centre and Folk Museum have relocated to new premises in the old station. All these generate visitor spend and welcome economic activity. The Council will therefore encourage further, sensitive development which enhances or complements existing attractions and their facilities.

POLICY TSM 1 : Visitor Attractions

~~The Council will protect and promote e~~**Existing** tourist attractions **will be protected and promoted** and ~~will permit~~ development which contributes to their fuller interpretation, appearance or means of enjoyment **will be permitted** provided that it does not conflict with the principles of sustainable development set out in Policy ~~DEV 6~~ **other plan policies**.

5.4.7 At the same time in furtherance of the "Coastal Renaissance" theme and in recognition of the benefits a major development such as the Eden Project in Cornwall can bring the Council will encourage the investigation of further potential for tourist attractions throughout the plan area. All major proposals will be considered in the light of Policy DEV & **9**. However particular potential exists in the locations set out in Table TSM 1 below :

Table TS1 : Tourism Opportunity Sites

TOS1	<u>Hodbarrow</u> where the combination of water sports and nature interest need not be incompatible; on the fringes of the National Park
TOS2	development associated with urban fringe leisure and recreational use of the <u>Ehen / Keekle</u> valleys
TOS3	<u>Whitehaven Coastal Fringe</u> linking Whitehaven harbour with Haig Pit and the St Bees Heritage Coast
TOS4	associated with reclaimed slagbank at <u>Lowca</u> , the Micklam brickworks and the coast to the north

5.4.8 **Opportunities within these locations will be expected to focus on activities and facilities to assist interpretation and quiet enjoyment in undeveloped sections rather than hard development.** Whilst there will be a need for public sector

support for infrastructure the Council would expect projects to attract the private sector in their initiation and operation. It would also be desirable for local residents to benefit from new attractions. However, in all such development it is determined to balance economic benefit with the protection of amenity and will be particularly concerned to safeguard important areas of countryside and coast from development or over-exploitation. Suitable large-scale schemes will be expected to locate within or in close proximity to settlements, be well related to the main highway network and to incorporate all necessary services on site. The amenity of nearby residents will be an important consideration along with landscaping, building design, conservation and wildlife interests together with overall scale related to the site.

POLICY TSM 2 : Tourism Opportunity Sites

Proposals for large scale tourist development, particularly those which can also provide recreational opportunities for the local population will be permitted in the areas referred to in Table TS1 so long as they accord with the principles of sustainable design set out in Policy DEV 6 7 and in particular do not compromise the qualities and character of the undeveloped coast or public access thereto

Tourism Accommodation and Facilities

5.4.9 Apart from static holiday caravans there is a significant shortfall in all types of tourist accommodation in the plan area. The Council will, therefore, seek to encourage new development and the expansion of existing premises, particularly those which also bring employment benefits to the local community.

5.4.10 There is a need for a high quality hotel in Whitehaven and a number of the Town Centre Development Opportunity sites would be appropriate locations. The Council will support new serviced accommodation within the urban development boundary as well as proposals for extending existing hotel, guest house and bed and breakfast establishments

POLICY TSM 3 : Serviced Accommodation

Proposals for new or expanded hotel and other serviced accommodation will be permitted so long as the proposal would not conflict with sustainable design policies set out in Policy DEV 6 7 and the site is within the settlement

boundaries prescribed by Policy DEV 4 4 or adjoins is providing for an extension to existing serviced accommodation or related development which is well-related to the main highway network

5.4.11 Within the plan area there are a total of 840 static holiday and 210 touring caravan pitches with valid planning permission. Camping is allowed for up to 28 days in any twelve month period without need for planning permission but areas are set aside for this purpose on most of the established caravan sites. In addition there are a number of certificated sites for the Caravan Club members' use on an occasional basis. Whilst some caravan sites offer holiday chalet accommodation the majority of chalets tend to be reserved for residential use. The exception to this rule is Brockwood Park in the Whicham Valley which offers high standard holiday chalet accommodation.

5.4.12 Proposals for new caravan and/or chalet sites for visitor use will be carefully assessed. Perhaps because they have generally expanded in numbers in coastal locations where landscaping is difficult to establish and have usually involved a sizeable residential quota existing sites have not proved entirely satisfactory. Most new potential is expected to be identified in inland situations and consents will normally be restricted to seasonal occupation.

POLICY TSM 4 : Holiday Caravans Chalets and Camping

Proposals for new holiday caravan, chalet and/or camping sites or extensions to existing sites will be approved subject to conforming with the requirements of sustainable design set out in Policy DEV 6 7 and satisfying the following criteria :

- 1 the proposed site is well related to an existing settlement and the main highway network**
- 2. the proposed site possesses a high level of natural screening which, where necessary, is capable of reinforcement and extension**
- 3 the proposal does not adversely affect areas of undeveloped coastline**

5.4.13 Caravan storage sites are useful facilities that help to remove caravans from residential areas where they are often unsightly. Sites need to be secure and well-screened throughout the year and they should preferably be located close to settlements or within established building groups.

POLICY TSM 5 : Caravan Storage

Proposals for the storage of caravans will be permitted which meet the sustainable design requirements of Policy DEV 6 7 so long as the site:

- 1. is adequately screened all year round**
- 2. is well related to a settlement or building group without significant threat to the living conditions of nearby residents**

5.4.14 As noted in ~~3~~4.9.3 the groups of “beach bungalows” between St Bees and Braystones are an historic legacy of seaside, holiday accommodation. The Council accepts this use but feels that rebuilding and/or conversion of these properties to permanent dwellings does not accord with the Development Strategy and Policy DEV 67. It will allow the replacement of holiday chalets on a like for like basis, ie without substantial additions, underpinned by a legal agreement to prevent future use of the property as a sole means of residence.

POLICY TSM 6 : Beach Chalets

Planning permission will only be granted for the replacement of an existing holiday chalet on the coast where the applicant enters into a legally binding agreement with the Council to restrict occupation solely for holiday purposes. No new beach chalets will be allowed

5.4.15 In addition to main visitor attractions and accommodation, facilities such as restaurants, pubs, cafes and tea-rooms are essential to a successful tourism industry. The Council will support any such proposals in appropriate situations including the expansion of existing facilities subject to the requirements of plan policies.

~~POLICY TSM 7 : Tourism Related Facilities~~

~~**Proposals for new or expanded tourist-related facilities such as restaurants, pubs, cafes and tea-rooms including conversions will normally be permitted so long as the requirements of Policies DEV 6 and other policies in the local plan are met.**~~

5.5 RURAL AREAS

5.5.1 In accordance with Regional Planning Guidance Policies RU1 and RU2 the Local Plan supports the rural economy by looking favourably on employment diversification which helps to maintain viable and sustainable communities and respects the local environment.

5.5.2 The Council's employment policies are directed towards most new development taking place in the higher order centres close to the heaviest concentration of population and to the main communication route. The towns of Millom and Egremont in particular serve the rural hinterlands of mid and south Copeland and Policy EMP 1 sites are allocated here. In both cases regeneration proposals under the Countryside Agency Market Towns Initiative are being taken forward by local partnerships

5.5.3 The Council is also mindful of the needs of the smaller rural communities and will consider favourably proposals for appropriately scaled employment related development in rural settlements so long as it is compatible with surrounding uses and complies with the requirements of Structure Plan Policy EM12 14 and Local Plan Policies DEV 1 and DEV 6 7. This could include office and service sector development as well as small workshop schemes. There is too, scope for the conversion of large country houses or institutional buildings to office and research establishments and the conversion of agricultural buildings to light industrial, tourism and service use. In accordance with Policy HSG17 the Council will adopt a sequential approach to conversions in the countryside giving preference to employment use over residential use. ~~The Council is mindful of central government advice in recent circulars and PPG7 and will look at each such proposal on merit but will generally maintain a policy of restraint in the countryside. Where there is reasonable cause to believe that a new farm building has been constructed with the intention of early conversion to another use the history of the building will be taken into account.~~

5.5.4 Small scale tourist attractions in the rural areas, perhaps involving building conversion, may also be acceptable. Proposals must satisfy general requirements as regards the protection of important landscapes and amenity and not give rise to unacceptable parking problems or traffic generation. Within the changing context for agriculture there is a great deal of scope for farmers to diversify into tourism-related development but the Council will take great care in the control of all development in the countryside. It is in itself one of the area's

major attractions. Proposals for new building on isolated sites in the open countryside will not be sanctioned.

- 5.5.5** The Council is mindful of central government advice in recent circulars and PPG7 and will look at each such proposal on merit but will generally maintain a policy of restraint in the countryside. Where there is reasonable cause to believe that a new farm building has been constructed with the intention of early conversion to another use the history of the building will be taken into account. Proposals for new building on isolated sites in the open countryside will not be sanctioned.

NB: Wording of Paragraphs 5.5.3 to 5.5.5 is reordered from paragraphs 4.5.3 and 4.5.4 (1st Deposit Version)

POLICY RUR 1 : Employment use in Rural Areas

Proposals to convert buildings to employment use or to introduce small-scale ancillary development for employment purposes in rural areas will be permitted so long as the requirements of Policies ~~DEV 1 and DEV 6~~ other plan policies are met and

- 1. the building for conversion is structurally sound and capable of conversion without major rebuilding, extensions or remodelling of the existing fabric**
- 2. the character of the building for conversion is retained if traditionally constructed with existing features of interest and external facing materials incorporated into the design of conversion work**
- 3 the use would be compatible with the character and appearance of the surrounding landscape or built environment, and**
- 4 the use would not have a significant adverse traffic impact**

Where it is likely that the proposal could give rise to the need for replacement buildings, which may have a harmful effect on the landscape, ~~the Council will take this into account and may impose~~ a condition withdrawing permitted development rights for that particular agricultural unit or holding may be imposed

- ~~4.5.4 Small scale tourist attractions in the rural areas, perhaps involving building conversion, may also be acceptable. Proposals must satisfy general requirements as regards the protection of important landscapes and amenity and not give~~

~~rise to unacceptable parking problems or traffic generation. Within the changing context for agriculture there is a great deal of scope for farmers to diversify into tourism-related development but the Council will take great care in the control of all development in the countryside. It is in itself one of the area's major attractions. Proposals for new building on isolated sites in the open countryside will not be sanctioned.~~

POLICY RUR 2 : Rural Tourism Attractions

~~The Council will give favourable consideration to proposals for small-scale tourist attractions in the rural areas so long as they accord with the principles of sustainable design set out in Policy DEV 6 and the proposed site is part of an established building group~~

6. THE ENVIRONMENT

6.1 NATURE CONSERVATION

- 6.1.1 There is strong national concern for wildlife and natural habitats. The first protection act was passed in the 1880s and the major part of statutory protection is currently embodied in the Wildlife and Countryside Act 1981 (as amended). More recently an increasing awareness of global pressures had led governments to place greater emphasis on ways of conserving the earth's biological diversity. At the 1992 Rio Earth Summit the United Kingdom signed the Biodiversity Convention and subsequently the Government published the UK Biodiversity Action Plan in 1994 setting out a 10-20 year conservation strategy. At a local level Cumbria Wildlife Trust [Biodiversity Partnership](#) have produced The Cumbria Biodiversity Action Plan which seeks to implement the UK Biodiversity Action Plan through identifying targets for habitats and species.
- 6.1.2 PPG 9 on Nature Conservation currently provides guidance on how the government's policies should be reflected in land-use planning. RPG Policy ER5 emphasises the importance of protecting our biodiversity. At the County level JSP Policies ~~E34 and E32~~ [ST1-3, E34-40 and L57](#) also provide a context for the policies in this section of the plan.
- 6.1.3 Although the impact of the Local Plan in nature conservation is significant, the Council recognises that many other strategies and plans make a major contribution to the management of the natural environment within the borough. These include the Environment Agency's Local Environment Agency Plans, Shoreline and Coastal Management Plans amongst others.
- 6.1.4 The Borough contains a wide range of different habitats from coastal salt marsh to sub-alpine heath. The most significant are protected by designations of international, national, regional and local importance.
- 6.1.5 At an international level, 'The Habitats Directive'(Council Directive 92/43/EEC on the conservation of natural habitats and of wild fauna and flora) is European law which, [along with the Birds Directive \(Directive 79/409/EEC on the conservation of wild birds\)](#) provides for the creation of a network of protected wildlife areas across the European Union to be known as 'Natura 2000'. The Natura 2000 network consists of Special Areas of Conservation (SACs) designated under the Habitats Directive and Special Protection Areas (SPAs) classified under the Birds Directive (Directive 79/409/EEC on the conservation of wild birds). Wildlife and nature conservation sites of international importance are shown on the proposals map.

- 6.1.6 SACs are the most important sites for wildlife in Europe covering animals, plants and habitats providing increased protection and management. Candidate SACs, in the plan area include the Drigg Coast and Duddon Mosses Site of Special Scientific Interest (SSSI) and Morecambe Bay (which includes the Duddon Estuary). Candidate SACs are those which have been identified but are awaiting final confirmation of their status by the EU. They are afforded the same protection as designated SACs.
- 6.1.7 Also of international importance is the Duddon Estuary SSSI, which is both a SPA and a designated Ramsar site (established under the Ramsar Convention of Wetlands of International Importance especially as Waterfowl Habitat 1971).
- 6.1.8 PPG 9 (Annex C) requires that any proposals likely to affect these internationally important sites must be subject to the tests based on Article 6 of the Habitats Directive and the associated Conservation (Natural Habitats & c) Regulations 1994. These include an evaluation of appropriate assessment including the need for a full Environmental Impact Assessment, and alternative solutions for the change proposed and the impact proposals would have on the setting of the site.
- 6.1.9 Where a priority habitat or species is involved permission for development can only be justified in terms of human health, public safety or beneficial consequences of primary importance to the environment.
- 6.1.10 The Council has taken these tests and JSP Policy E34 34 and E32 into account in framing Policy ENV 1 and will liaise with English Nature and other conservation bodies in its implementation. It will have regard to the requirements of the Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 1999 where a proposed development is likely to have significant environmental effects, and also to the use of planning conditions or agreements to secure mitigation or enhancement measures as appropriate to ensure that the overall coherence of Natura 2000 is safeguarded.
- 6.1.11 Within Nature Conservation Sites of International Importance, where development proposals would normally be classed as permitted development, consultation with the local planning authority will still be necessary to assess whether the proposals will have an affect on the integrity of the site.

POLICY ENV 1: Nature Conservation Sites of International Importance

Proposals for development which may affect a site, or proposed site of international nature conservation importance including designated or candidate Special Area of Conservation, a classified or potential Special Protection Area or a Ramsar site will be subject to the most rigorous scrutiny. Development will only be permitted where:

1. the development is necessary to the conservation management of the site or
2. there is no alternative solution and
3. there are imperative reasons of overriding public interest for the development.

Where the site concerned hosts a priority natural habitat type and/or a priority species development will not be permitted unless ~~the Council is satisfied that~~ it is necessary for reasons of human health or public safety or for beneficial consequences of primary importance for nature conservation.

Where development proposals meet the above criteria ~~the Council will consider~~ the use of planning conditions or agreements to secure all necessary compensatory measures to maintain or enhance the international nature conservation importance of the site will be considered.

6.1.12

Sites of Special Scientific Interest (SSSIs) are the country's very best wildlife and geological sites. There are 16 SSSIs which lie wholly or partly within the Copeland Local Plan area. These are listed in Appendix 5 and shown on the proposals map. Development proposals likely to affect these sites will be subject to special scrutiny in line with PPG 9 and JSP Policy E34 34 and ~~32~~ 35 and the Council will liaise with English Nature on all proposals which may affect these sites. Development proposals may also require an Environmental Impact Assessment in accordance with the Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 1999. The Council will seek to protect or enhance the nature conservation interest as part of any development permitted through the use of planning conditions and / or planning obligations. It will also take into account the merits of alternative locations for the proposed development.

POLICY ENV 2 : Nature Conservation Sites of National Importance

Proposals for development likely to have an adverse effect on a Site of Special Scientific Interest (SSSI) which will have a direct or indirect adverse effect on the special interest of the site will **be subject to special scrutiny.** **Development proposals** not be permitted unless the reasons for the development clearly outweigh the nature conservation value of the site itself and the national policy to safeguard such sites.

Where development is permitted ~~the Council will consider~~ the use of conditions and/or planning obligations to provide appropriate mitigation and compensatory measures **to ensure the protection and enhancement of the site will be considered.**

6.1.13 At the local level, a Local Nature Reserve at Devonshire Road, Millom has been jointly declared by the Council and Cumbria **County** Council. A Local Partnership has been formed to implement a management plan and other sites may be considered for LNR designation in the future.

6.1.14 In addition there are many sites of local importance for nature conservation. Cumbria Wildlife Trust have compiled a register of Wildlife Sites which need to be ~~preserved~~ **conserved** in order to provide a wide variety of areas which are important for education, research, amenity and recreation. In addition to this Regionally Important Geological/Geomorphological Sites (RIGS) are also identified. This offers a non-statutory means of conserving sites of importance for education and local research as well as those of historic and aesthetic value. Wildlife Sites and RIGS are listed in Appendix 6. Where any development is permitted the Council will seek to protect or enhance the nature conservation interest through the use of planning conditions and / or obligations.

POLICY ENV 3 : Nature Conservation Sites of Local Importance

Development likely to have an adverse effect on a Local Nature Reserve (LNR), an identified Wildlife Site or a Regionally Important Geological /Geomorphological Site, will not be permitted unless it can be clearly demonstrated that there are reasons for the proposal which outweigh the need to safeguard the substantive nature conservation value of the site.

The Council will consider declaring additional LNR's in the future as opportunities arise.

Where development is permitted ~~the authority will consider~~ the use of conditions and/or planning obligations to provide appropriate mitigation and compensatory measures to ensure the protection and enhancement of the site will be considered.

6.1.15 The Habitat Regulations require local authorities to provide protection to features of the landscape of major importance for flora and fauna. English Nature has undertaken a habitat survey of Copeland which is a useful record of the extent and location of types of countryside which are disappearing as a result of agricultural practices, exploitation, urbanisation or overuse. The Biodiversity Action Plan also identifies priority habitats and species. A number of such sites are included within Policy ENV 9 protection but the Council will use its planning powers to protect all important habitats and biodiversity including wildlife links and corridors and preventing habitat fragmentation. Where development involving such sites is being considered the Council may require developers to enter into a legal agreement under s.106 of the Town and Country Planning Act 1990 (or s.39 of the Wildlife and Countryside Act 1981) to help protect and enhance important habitats or exceptionally to provide equivalent exchange land and habitat features for any reduced nature conservation interest.

POLICY ENV 4 : Protection of Landscape Features and Habitats

Development which may adversely affect, directly or indirectly, landscape features listed below will only be permitted if it can be shown that the reasons for the development outweigh the need to retain the feature and that mitigating measures can be provided for, which could reinstate the nature conservation value of the features. Appropriate management of these features will be encouraged through the imposition of conditions on planning permissions where appropriate, ~~†The use of planning obligations and by entering into management agreements with landowners and developers~~ will also be sought where appropriate.

The landscape features are: estuary, sand dune, low land raised mire, hay meadows and nationally important areas of basin mires, wet grasslands and flushes, tarns, sea cliff, heath, woodland, hedgerow, stone walls, semi natural grasslands, marsh, ponds, green lanes, wetland, coastal habitat systems and river corridors and other wildlife corridors linking sites of nature conservation importance.

- 6.1.16 Occasionally, development proposals may involve buildings or land which have been colonised by a particular wildlife species or group and is not within an otherwise protected site as regards nature conservation. Bat roosts and barn owls in buildings are examples and where the species involved itself is protected by law permission will not normally be granted unless expert advice has been sought to establish an appropriate course of action. Schedules 1,5 and 8 of the Wildlife and Countryside Act 1981 (as amended) and Habitats Regulations 1994 list protected species. Separate legislation affords protection to badgers and seals. The Council will consult English Nature on any application affecting protected species. Where development adversely affecting protected species does occur conditions / planning obligations will be imposed minimising these effects. A DEFRA licence is also required for any development that is likely to harm a European protected species.

POLICY ENV 5 : Protected Species

~~The Council will not permit d~~**Development which would have an adverse effect upon the conservation interest of any site supporting species protected by law and their habitats will not be permitted. Development proposals should ensure that species and habitats set out in the UK and Cumbria Biodiversity Action Plans will be protected and where possible enhanced.**

~~Where an overriding need for the development is demonstrated, the Council will impose~~ conditions on the planning permission **will be imposed** or enter into the planning obligations **may be secured** to:

1. **facilitate the survival of individual members of species;**
2. **reduce disturbance to a minimum**
3. **provide adequate alternative habitats to sustain at least the current levels of population of the species**

6.2 LANDSCAPE

- 6.2.1 There are some very fine stretches of landscape within the plan area. The County Council have identified landscape types and sub types for Cumbria (outside of the National Park) in accordance with 1992 Countryside Commission methodology. All development should be sensitive to the surrounding landscape. Some of these landscape areas are of such significance that they are designated Landscapes of County

Importance (LOCI) which are shown on the proposals map. Within these areas development should not threaten or detract from their distinctive characteristics. Features within the landscape are also afforded protection by Policy ENV 4.

- 6.2.2 It should be noted that there are currently proposals to produce a Landscape Character Assessment of the Borough to replace the existing LOCI approach. This approach will be taken into consideration in measuring the impact of proposed development in accordance with Structure Plan Policy E37 as it becomes available. Other recognised landscape character tools including countryside design summaries, village design statements and parish plans will also be taken into account.

POLICY ENV 6 : Landscapes of County Importance

The Council will seek to protect the areas designated as Landscapes of County Importance (LOCI) on the Proposals Map from inappropriate change. Where development is permitted special regard will be paid to the design, scale, siting and choice of materials for building which should be sympathetic to the particular character of these areas.

- 6.2.3 St Bees Head was designated a Heritage Coast in 1989 in recognition that the scenery is of the highest quality and with a character which should be protected. The designation covers an area of 5.9km and the headland which forms part of the Heritage Coast is also a SSSI and RSBP reserve. In addition to implementing Policy ENV 7 the Council will consider carefully the need for an environmental statement to accompany proposals for development within or in the vicinity of the Heritage Coast in accordance with Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 1999. The Council intends to prepare a St Bees Heritage Coast Management Plan in the near future.

POLICY ENV 7 : Heritage Coast

The extent of the St. Bees Head Heritage Coast is defined on the Proposals Map. New development other than that serving the local agricultural economy or designed to improve public access will not be permitted within its boundaries. Any development which does take place must be designed, sited and landscaped in such a way as to minimise its impact on the landscape and should incorporate traditional local materials.

POLICY ENV 8 : Views from and to Heritage Coast

Careful regard shall be had for views from and to the Heritage Coast when considering development proposals in the vicinity.

6.2.3 There are also areas of local landscape importance within settlements. These may be unused tracts of land, woodland areas and river/beck-corridors or sites which also have community uses like parks, playing fields, allotments and village greens. Often as a result of restrictive policies outside settlements there is pressure to fill in all the remaining gaps within the built up areas. However, the Council considers that it is important to protect such areas for their contributions to visual amenity, townscape or village character (sense of place) and/or wildlife habitat. It has therefore identified a number of sites on the Proposals Map Insets in relation to Policy ENV 9 where development restrictions will apply. These include, in Whitehaven, the steep valley sides rising above the town including the Arrowthwaite, Castle Park, Midgey and Snebro Gill woods. Quite often, as noted above, landscape or wildlife significance coincides with a sites' value to the community for recreation or other uses. Where in the Council's opinion this applies, the sites are identified on the Proposals Map Insets under the policy reference SVC 47 13/ENV 9.

POLICY ENV 9 : Areas of Local Landscape Importance

~~The most significant areas of local landscape importance within and on the fringe of built up areas are identified on the Proposals Map. The Council will protect t~~ **These areas will be protected** from non essential and inappropriate development and ~~will not permit~~ development which would result in their loss **will not be permitted**. ~~It will support p~~ **Proposals to enhance their amenity or to improve public access will be supported.**

~~The Council will also generally consider t~~ **The amenity value of any area of public or private open space where there are proposals for development will be considered.**

6.2.4 Trees and woodlands in the countryside and in urban areas are of benefit to our environment, landscape, quality of life and economy. They are relatively scarce within the plan area and the Council has protected with Tree Preservation Orders (TPO) those that have appeared to be threatened. Current TPOs are shown on the proposals map and are listed in Appendix 7. Further details regarding the trees or areas covered by TPO designations can be obtained from the Council.

6.2.5 In addition, all trees in Conservation Areas (see Policy ENV 30) and Ancient Woodlands are also afforded protection. Ancient Woodlands are those which have had continuous woodland cover since at least 1600AD. Ancient Woodlands and Conservation Areas are shown on the Proposal and Inset Maps.

6.2.6 Where trees are lost as a result of development they should be replaced on a ratio of at least 2 : 1. Replanting should normally take place on the development site, but if this is not possible, then a nearby suitable location, outside of the site should be agreed. Where dead or damaged trees are of a veteran age their wildlife value should be assessed before they are felled and replaced.

POLICY ENV 10 : Protection of Trees

~~The Council will protect~~ **Land and individual trees covered by Tree Preservation Orders and areas of Ancient Woodland will be protected from inappropriate development. and will make f Further Tree Preservation Orders will be made to protect trees threatened by development or other proposals.**

Where trees are lost through development they must be replaced, either on the development site or elsewhere, at a ratio of at least 2 : 1.

6.2.7 Woodland expansion is now a major government policy commitment. The Forestry Commission's 'England Forestry Strategy' sets out two main aims, firstly the sustainable management of existing woods and forests and secondly a continued steady expansion of woodland area to provide benefits for society and the environment. Further tree planting is desirable from economic, landscape, biodiversity and general amenity standpoints but additionally, well managed woodland is a sustainable land use which can also help to combat the greenhouse effect. Regional Planning Guidance aims to increase tree cover in the North West by at least 15% by 2020.

6.2.8 At a local level Cumbria Woodlands identifies West Cumbria and the Solway Plain as an area of opportunity for future woodland planting, with particular emphasis on degraded or derelict land such as former opencast sites. Emphasis should also be given to locations which are accessible to the public for recreational uses and those which will not detrimentally affect existing habitats. Broadleaved, indigenous species will be favoured. JSP Policy E39 **40** will be employed to strike a balance between the competing interests of economy, conservation, public access and agriculture.

- 6.2.9 The Council will continue to initiate and support new planting and management schemes through liaison with the Forestry Commission, NWDA (Newlands Project), Cumbria Woodlands, landowners, Groundwork West Cumbria, the Woodland Trust, [English Nature](#) and other groups/bodies. It will look towards the economic possibilities presented by both the management of mature woodlands and quick growing renewable plantations or energy crops (see Policy EGY5), particularly in relation to farm diversification. Where new planting is proposed, consideration should be given to adjoining land uses as, for example, small leaved trees can cause problems in autumn for the performance of trains when located next to railway lines.

POLICY ENV 11 : Tree Planting

~~The Council will support p~~**Proposals for new tree planting, and will will be supported, particularly support planting using native species subject to the form and extent of any scheme respecting the existing landform and where appropriate, adjacent land uses**

- 6.2.10 In order to achieve quality and minimise impact of development on the environment, development proposals should always respect and reflect existing landform and landscape. To assist with the integration of development proposals into their surroundings the Council ~~will~~ **may** require landscaping schemes **in the more sensitive locations**. Landscaping may involve additional planting or screening, earth modelling, surface treatments or other features. Developers should seek advice on landscaping requirements from the Council at the earliest opportunity. The Council will also seek to ensure that landscaping schemes are maintained, including the replacement of dead or damaged trees and planting, for a minimum of 5 years in order to ensure successful implementation. Attention should also be given to the requirements of [Policy ENV 4](#), Policy DEV 6 [7](#) and paragraph 2.9.2 [3.2.2](#) and 2.9.5 [3.2.5](#).

POLICY ENV 12 : Landscaping

~~A landscaping scheme will~~ **may** be required as a condition of any approval for new development and this will be expected to show the retention of existing landscape features and reflect local landscape character.

The Council will require landscaping schemes to be maintained for a minimum of 5 years.

6.3 ACCESS TO THE COUNTRYSIDE

6.3.1 Copeland has a good network of footpaths with a more limited number of bridleways. There are three significant long distance footpaths which run through the borough: the Cumbrian Coastal Way which follows the Duddon estuary and the Copeland Coastline over a system of permissive paths and rights of way; the Coast to Coast which runs from St Bees to Robin Hood's Bay on the east coast; and the Copeland Boundary Walk.

6.3.2 Cycleways also form an essential form of access between our urban and rural areas. The Council will seek to protect existing routes and support extended and new routes particularly through the creation of 'greenways' linking towns and villages through a combination of footpaths, bridleways and cycleways. The Council would particularly encourage opportunities for improved access to the Ehen and Keekle valleys. Policy TSP 5 (Chapter 6 : Transport) deals with issues surrounding cycleways.

POLICY ENV 13 : Access to the Countryside

~~The Council will protect e~~**Existing rights of way will be protected from development and will support proposals for the improvement and promotion of locally important circular routes and long-distance paths where possible served by public transport and/or sensitively designed and landscaped car parking.**

6.4 THE COAST

6.4.1 Within the plan area there is about 29 miles of coastline. In recent years there has been increasing concern and interest regarding the management of our coasts. It is predicted that sea level rise is likely to accelerate as a result of global warming which will have potentially significant effects on the coastline, increasing areas prone to flooding along with severity and frequency. These problems may potentially be made worse by changing storm characteristics, altering wave direction and increasing wave height. It is anticipated that the whole of the Copeland coastline will continue to erode with the exception of Haverigg Point.

6.4.2 Land use planning has its limitations however when it comes to managing and influencing the coast and both Europe and the UK government support the move towards Integrated Coastal

Zone Management (ICZM), seeking to bring together all issues affecting the coast whether that be onshore/off shore development, water quality or shoreline management. The Council supports this integrated approach and recognises the importance of other strategies and plans. The Council will work with and support all relevant partners regarding coastal issues.

- 6.4.3 The Duddon Estuary and Solway Firth Partnerships bring together the relevant bodies and interested parties in these areas of coast, seeking through the implementation of Management Plans to improve the quality of these areas and promote sustainable use.
- 6.4.4 Shoreline Management Plans (SMPs) set out a strategy for sustainable coastal defence. Coastal defence must be taken into account when considering development proposals (JSP Policy C38). The Copeland Coastline is covered by 2 SMPs (the St Bees Head to Earnse Point SMP and the St Bees Head to Scottish Border SMP) and take into account natural coastal processes, human influences, land use and other environmental matters. There is existing coastal protection at St Bees, Nethertown, Haverigg and the Duddon Estuary, but the condition of these defences varies.
- 6.4.5 Areas at risk from tidal flooding are [shown by the Flood Zone Maps](#) included within the Indicative Floodplain Maps supplied by the Environment Agency. [The most up to date data on these areas is available from the Council or the Environment Agency.](#)
- 6.4.6 There are several other important coastal issues which involve policies in the local plan. The following paragraphs highlight the issues and provide signposts to the relevant policies.
- 6.4.7 The Coast has a significant number of nature conservation and wildlife sites (see Section 5.1 : Nature Conservation). Policies ENV 1 - 5 aim to prevent unsympathetic development which could have an adverse impact on these areas. St Bees is also a designated Heritage Coast (Policies ENV7 and ENV8).
- 6.4.8 Coastal locations also have potential for renewable energy schemes. A study was carried out into the feasibility of constructing a barrage across the Duddon Estuary. Given its international recognition for nature conservation the benefits would have to be wide ranging to justify such a venture (see Policy EGY 4). The best wind energy sites are open to constant high speed winds which often mean coastal locations, whether that be off shore or on shore. The environmental impact of such proposals have to be carefully assessed against the benefits (see Policy EGY1).

- 6.4.9 The coast as a recreational resource is becoming increasingly popular. The Council will continue to investigate further potential for tourist attractions which involve the coast, provided the conservation and wildlife interests of the area are not compromised (see Policy TSM 2). It should also be remembered that the landscape value of the coast is derived not only from the unspoilt nature of the coast but also the potential for views out to sea.
- 6.4.10 The Coast is therefore an area of conflicting and competing issues including natural erosion or deposition, flooding/inundation, man made pollution, important wildlife and landscape designations, and pressure for development, particularly tourist related. This concentration of potentially incompatible demands and forces means that special regard must be given to our coast.
- 6.4.11 PPG 20 emphasises the need to conserve the natural environment of the coast by resisting development that does not require a coastal location and enhancing areas that have suffered from dereliction. RPG requires that all coastal Local Planning Authorities should define a Coastal Zone to foster integrated management of the coast, assisting with its management, protection and enhancement.
- 6.4.12 The County Council has identified large areas of the Borough as falling within its definition of a Coastal Landscape Zone and an Immediate Coastal Zone (fig 9 and paras 7.5/6 in the JSP). This has largely been based on its Landscape Classification (JSP Technical Paper 5). Whilst there is some value in this work the Council does not feel it is necessarily appropriate to include all lowland areas west of the Lakeland hills and its upland margins as "coastal". Further consultation on this issue is required and this must also be informed by the results of the JSP's Examination. In the interim the Council will maintain its definition of a coastal zone ~~The Council has therefore identified a Coastal Zone for the plan area and this is shown on the proposals map. The seaward boundary of the Coastal Zone is defined by the mean low water mark and the landward boundary by a combination of coastal landscapes and habitats, areas of tidal flood risk and erosion and manmade boundaries or barriers.~~
- 6.4.13 Any development which is permitted within the Coastal Zone must maintain or enhance the natural coastline, its habitats and other conservation interests. This will include public access and viewing facilities. Development within the Coastal Zone will be limited to that which requires a coastal location and the Council may require evidence to demonstrate this need. Permitted development is therefore likely to focus on uses such as flood

protection, informal recreation, tourism, coastal navigation, fisheries, nature conservation and agriculture. Attention is also drawn to Policy DEV 6 **Z** with particular regard to good design and choice of materials.

- 6.4.14** RPG Policy CZ1 and JSP Policy C37 **C41** require that the Coastal Zone be identified into developed or undeveloped areas. The purpose for this is to ensure that wherever possible, development which requires a coastal location is situated within the existing developed coast. This will protect stretches of undeveloped coast and promote coastal renaissance in existing built up areas. The developed coast includes Whitehaven, Sellafield, Seascale and Millom. Outside of these areas the coast is defined as undeveloped.

POLICY ENV 14 : Development in the Coastal Zone

~~Development in the coastal zone must require a coastal location.~~ Development will not be permitted in the coastal zone which would be likely to:

1. increase the risk of flooding, coastal erosion or instability through its impact on natural coastal process, or
2. prejudice the capacity of the coast to form a natural sea defence or adjust to changes in conditions without risk to life or property, or
3. increase the need for additional sea walls or other civil engineering works for coastal protection purposes except where necessary to protect existing investment (or achieve the Council's strategic planning objectives), or be prejudicial to local fisheries, or
4. have a detrimental impact on water quality, or
5. have an adverse effect on natural landscape character or be prejudicial to people's enjoyment and understanding thereof, or
6. have an adverse effect on areas of historic, conservation or wildlife importance.

POLICY ENV 15 : Undeveloped Coast

Development will only be permitted on the undeveloped coast where:

- 1. the development requires a coastal location and there is no suitable site available within the developed coast.**
- 2. the development ~~maintains~~ conserves or enhances the quality and character of the coastal zone.**

6.5 FLOODING

6.5.1 Flooding can occur almost anywhere, but that which causes most concern is on low lying ground either by inundation from the sea, by river flooding or a combination of both. The realisation that flooding is a potential result of climate change and global warming has led to an increase in the emphasis placed on flooding and its effects.

6.5.2 The latest guidance on flooding as contained in PPG25 suggests that a sequential approach to the use of land should be taken, based on the risk of flooding (see Policy DEV 6 7). Areas at risk from flooding are shown on Flood Zone Maps supplied by the Environment Agency. The most up to date data on these areas is available from the Council or the Environment Agency. ~~The Environment Agency supply the Council with Indicative Floodplain maps which identify areas of tidal and fluvial flooding. The 2002 Indicative Floodplain Areas are shown in Appendix 9.~~

6.5.3 Development has the ability to increase the risk of flooding elsewhere by increasing surface water run off or reducing the floodplain storage capacity. The Council will require, where appropriate, the use of Sustainable Drainage Systems (SuDS) in new developments in order to reduce flood risk, erosion and water quality.

6.5.4 Where proposed development is likely to be at risk from flooding or cause flooding elsewhere, a flood risk assessment (FRA) of the site and/or area, as prescribed by PPG25 Appendix F will be required. The FRA should investigate the use, adoption and maintenance of SuDS and such systems should be used unless evidence has been produced which precludes their use. The FRA should be of a scale and nature appropriate to development.

POLICY ENV 16 : Flooding

Development will not be permitted where:

1. there is an unacceptable risk of flooding, or;
2. the development would increase the risk of flooding elsewhere, or;
3. the development would cause interference with or loss of access to a watercourse.

Where a proposed development is likely to be at risk from flooding or increase risk of flooding elsewhere, the Council will require a Flood Risk Assessment (FRA) will be required to be submitted as part of a the planning application.

Where a development requires the provision of additional flood defence and mitigation works, any costs, including maintenance, should be met by the developer.

6.5.5 ~~The Council will also support where appropriate the use of Sustainable Drainage Systems (SuDS) in new developments in order to reduce flood risk, erosion and deterioration of water quality (see Policy DEV 6 and paragraphs 2.9.10 and 7.2.2).~~

6.6 DERELICT AND CONTAMINATED LAND

6.6.1 Whilst Copeland has much fine landscape it also has a significant amount of land which is derelict as a result of past industrial activity. The Council maintains a register of derelict land through the National Land Uses Database which is updated annually. In 2003 the plan area contained 195ha of derelict land. Many of these sites are located in rural areas and therefore may only have potential environmental or soft end uses. Of the sites within settlements, most are allocated within the plan or already have planning permission for development.

6.6.2 Where the opportunity arises the Council will work with Cumbria County Council and The North West Development Agency through the Land Reclamation Programme in seeking to reclaim derelict and underused brownfield land for appropriate use.

POLICY ENV 17 : Derelict Land

The Council will seek to reclaim land identified as derelict. The Council will also protect and where possible enhance any nature conservation and archaeological interests associated with these sites

- 5.6.3 Copeland has a significant amount of land, both derelict and in current use, which is contaminated. The major contaminated land sites in the borough are the Huntsman site in Whitehaven, the Drigg LLW site and BNFL Sellafield. Similarly, many of the other contaminated sites are due to the industrial heritage of the area. Whilst some areas of potentially contaminated land are readily identifiable by the presences of structures remaining from previous use (e.g. old pits and factories), others are not so obvious (e.g. spoil heaps may pose a risk of contaminating local water and ground courses).
- 5.6.4 Copeland Borough Council has prepared a Contaminated Land Strategy under Part IIA of the Environmental Protection Act 1990 and is currently preparing a register of contaminated and potentially contaminated sites.
- 6.6.3 Industry in Copeland has brought about many advantages to the area, but in some cases, a legacy of contamination has remained on and around industrial sites. In an effort to deal with this legacy, the Council is following the Government's 'Contaminated Land Regulations' which aim to: identify land causing unacceptable risk to human health or the wider environment; bring damaged land back into beneficial use and; ensure remediation costs are proportionate and economically sustainable. The Council's published Inspection Strategy outlines how the Council will identify Contaminated Land, and a detailed Prioritisation Procedure, prioritises sites for inspection based on a methodological risk assessment.
- 6.6.4 Copeland Borough Council has prepared a Contaminated Land Strategy under Part IIA of the Environmental Protection Act 1990. The Council will develop a database of potentially contaminated sites, these sites will then be prioritised for remediation. A remediation register, consisting of sites no longer considered contaminated will then be maintained. This will ensure that development on, or adjoining, potentially contaminated land only takes place when contamination is shown not to be present, or the pollutant linkage has been broken
- 6.6.5 The Council will encourage the remediation and re use of contaminated land. Where proposals are acceptable in principle on contaminated or potentially contaminated land, planning permission will be granted subject to conditions requiring a site investigation and risk assessment in accordance with relevant and current guidelines and protocols will be required before the application is determined. Where land is suspected to be contaminated planning permission will be granted subject to conditions requiring a site investigation and risk assessment

prior to development proceeding. In both scenarios and the development will be required to include all necessary remedial measures. Any treatment of the land should not endanger public health or the environment or be discharged to public sewers without agreement from the statutory sewerage undertaker.

POLICY ENV 18 : Contaminated Land

~~The Council will prepare and maintain a record of potentially contaminated land and will seek to ensure that development on or adjoining such land only takes place when, either contamination is shown not to be present or any contamination has been removed or treated so as to pose no hazard to those using the land.~~

Where a proposed development is located on land known to be contaminated, site investigation works and remediation strategies must be submitted as part of the planning application. Where land is suspected to be contaminated, planning conditions will be imposed ~~or potentially contaminated land, the Council will consider the use of planning conditions to ensure that all appropriate remedial measures required are taken.~~

6.7 WASTE DISPOSAL AND RECYCLING

6.7.1 Changes in society, accompanied by advancing technology and materials has lead to a 'throw away' culture and subsequent increase in waste generation. A characteristic of this increase has been a disproportionate rise in the levels of non-degradable waste such as plastics and packaging.

6.7.2 The UK must reduce the amount of waste it produces and seek alternative disposal options to landfill. The European Landfills Directive requires a 65% reduction of biodegradable municipal waste sent to landfill on 1995 levels by 2020. Following from this, the Governments National Waste Strategy 2000 identifies targets for Local Authority recycling such that 33% of household waste should be recycled or composted by 2015. At present Copeland recycles just 6% of its waste. ~~and the target is to recycle 18% by 2005/6.~~

6.7.3 The Council does not determine waste proposals other than its own facilities. All other waste management development is controlled by Cumbria County Council as waste planning authority. In terms of waste management within the Borough, the Environment Agency is responsible for waste regulation,

Cumbria County Council is responsible for waste disposal and Copeland Borough Council is responsible for waste collection. The Cumbria Joint Municipal Waste Strategy 2003 sets out proposals for dealing with waste in Cumbria over the next 25 years and Copeland Borough Council's current Waste Management Strategy covers a period up to 2008. Both of these strategies are consistent in their aims of waste minimisation and increased recycling based on the Best Practicable Environment Option (BPEO) that is available. The BPEO is that which provides most benefit or least damage to the environment as a whole at acceptable cost. It takes into account the proximity of waste management to its source and operates on the principles of the waste hierarchy (waste minimisation - re-use - recycling - composting and energy production where recycling is not appropriate recovery (recycling / composting / energy) - disposal) as advocated by RPG's Policy EQ4. As a consultee on waste disposal and recycling developments, the Council will support the BPEO.

~~POLICY ENV 19 : Waste Disposal and Recycling~~

~~The Council will support waste disposal and recycling opportunities that offer the Best Practicable Environmental Option.~~

- 6.7.4 At present there is only one landfill site for domestic refuse, at Distington. There are also Civic Amenity sites located at Frizington and Millom where the public can dispose of household wastes. There are a further 28 recycling bring sites within the plan area for materials such as glass, oil, paper, cans and textiles and potential exists for additional sites, particularly within the Whitehaven area and other Key Service Centres in accordance with JSP Policy R46 49. There may also be potential for energy from landfill sites (see paragraph 89.2.9). The Environment Agency will be consulted on any planning application falling within 250 meters of existing landfill sites.

~~POLICY ENV 20 : Recycling Sites~~

~~Subject to the appropriate siting the Council will support proposals for new collection and sorting sites for recyclable materials.~~

- 6.7.5 As regards non-domestic operations BNEG dispose of construction wastes which may contain levels of radioactivity very slightly above natural levels on the South Tip within the Sellafield site. There are a number of other relatively small landfill sites in the plan area used by the construction industry

for the disposal of inert non-putrescible waste. These sites when properly managed give rise to few pollution problems but need to be located carefully to ensure adequate protection of the environment including groundwaters. The Council will seek to maximise the benefits of the Landfill Tax Credits.

- 6.7.6 When consulted on proposals for the disposal of inert waste the Council will support them where there is no adverse impact on landscape or nature conservation interests and where there is good access from the main road network, the land is not susceptible to flooding and where satisfactory arrangements are made for subsequent landscaping and after-use.

~~POLICY ENV 21 : Disposal of Inert Waste~~

~~When consulted on proposals for the disposal of inert waste the Council will support them where there is no adverse impact on landscape or nature conservation interests and where there is good access from the main road network and where satisfactory arrangements are made for subsequent landscaping and after-use.~~

6.8 MINERAL WORKINGS

- 6.8.1 The Council is not the minerals planning authority. Control of all such development is exercised through the County Council via its ~~Minerals and Waste Local Plan~~. Where consulted on proposed mineral development the Council will consider economic and environmental benefits which may accrue through the provision of infrastructure or beneficial after use in its response.

6.9 POLLUTION OF THE ENVIRONMENT

- 6.9.1 It is crucial that planning policies ensure that the quality of the air we breathe and the water we drink is protected. There is now a greater understanding that the long term effects of some of the substances that we let loose on the environment are global and, if they become irreversible, will have catastrophic consequences for the natural world. The control of pollution is dependent in part on the implementation of local policies detailed below. ~~Waste disposal sites and~~ ~~Radioactive discharges are dealt with by Policies ENV 20-22 and~~ Policy NUC 1 respectively.

- ~~6.9.2~~ Primary legislation in respect of pollution control is provided by the Environmental Protection Act 1990. It introduces into law the concept of integrated pollution control in which

responsibilities are coordinated and where concern is about the effect of activities on the environment. The main responsibilities for control rest with the Environment Agency, the sewerage undertaker and the Council.

6.9.3 The Council monitors aspects of pollution drawing together its own data and those from other bodies, interpreting it for the benefit of the public. Further environmental monitoring will be supported where this leads to greater knowledge of the local environment.

6.9.4 In recent years the types of air pollution in Copeland have changed. Pollution from industry and home fuel burning have declined, and pollutants from vehicles are now dominant. The Council will seek to minimise any pollution caused by new development and will discourage use of the private car through policies TSP 3 – 6 (Chapter 6 7 Transport).

6.9.5 In accordance with the requirements of the Governments Air Quality Strategy the Council monitors and assesses air quality within the Borough. It is agreed with DEFRA that as air pollution levels in Copeland are so low, no further action regarding the designation of Air Quality Management Areas is currently required.

POLICY ENV 22 19: Air Pollution

In dealing with new development the Council will seek to minimise harmful or offensive aerial discharges. The Council will consult statutory bodies to minimise discharges from existing uses.

6.9.6 Control of discharges to surface water, groundwater and coastal waters are the responsibility primarily of the Environment Agency. The Council will use its statutory powers and appropriate liaison arrangements with operators and with the Environment Agency to prevent or minimise harmful effects of offensive liquid discharges from existing uses and from new development.

6.9.7 There are four beaches in Copeland at Haverigg, Silecroft, Seascale and St Bees all of which have been consistently rated good since 1999 in terms of the EU Bathing Water Directive.

POLICY ENV 23 20: Water and Sewerage Facilities

~~The Council will support the d~~Development of water and sewerage facilities which are necessary either for the

implementation of the development policies of the plan or which are necessary to enable water and sewerage undertakers to meet statutory obligations and environmental standards as established by the Government and the European Commission will be supported.

- 6.9.8 Pollution through noise is very often through anti social behaviour outside the control of the local planning authority. However where the noise normally associated with a particular activity that is being proposed is clearly going to conflict with adjoining uses then the development will be refused or approved subject to conditions that reduce the noise to acceptable levels.

POLICY ENV 24 21: Noise Pollution

Development likely to generate unacceptable levels of noise will not be permitted unless it can be reduced to acceptable levels by sound proofing measures or by controlling hours of operation or methods of working.

- 6.9.9 Light pollution is also an issue of increasing concern, particularly in rural areas where it can significantly affect landscape character and tranquillity. It can occur in three forms – glare, sky glow or light trespass – and can have potentially adverse impacts including highway safety problems, loss in appreciation of the night sky and intrusion of light into peoples’ homes. Whilst light in itself is not development, the Council can impose planning controls where the provision of lighting involves development or it is part of a larger development scheme. The Council will consult Environmental Health Officers and DEFRA on issues of light pollution.

POLICY ENV 22: Light Pollution

Development likely to generate unacceptable levels of light pollution will not be permitted.

6.10 HAZARDOUS INSTALLATIONS

- 6.10.1 Two premises have been notified to the Council as hazardous Installations under arrangements set out in ODPM Circular 04/00 "Planning Controls for Hazardous Substances". Consultation zones have been established within which it would be undesirable for there to be any significant population increase, and clearly the nearer the site is to the installation the greater the risk. Consultations are carried out with the Health and Safety Executive including, where appropriate, the Nuclear Installations Inspectorate. The relevant premises are:-

1. Sellafield: nuclear reactors and fuel reprocessing (2 mile zone)
2. Huntsman, Whitehaven: chemical works (1 kilometre zone)

6.10.2 There is also a high pressure gas pipeline running from Derwent Howe, Workington to the Huntsman site, Whitehaven. The Council consults with Transco over proposals within 50 metres of this pipeline. Safeguarding zones are shown on the proposals map.

POLICY ENV 25 23: Safeguarding Zone

Within the defined safeguarding zones of hazardous installations and high pressure gas pipelines there will be no significant increase in population and any proposals for new development will be the subject of consultation with the appropriate authorities and interested parties.

6.10.3 The Town and Country Planning (Hazardous Substances) Act 1990 provides for a system whereby the introduction of hazardous substances onto a site or a significant increase in such substances already stored on site requires Hazardous Substances Consent. Deemed consent is granted for quantities of hazardous substances already on site. If consent is agreed a consultation zone will be established within which proposals for future development will also be referred to consultees.

POLICY ENV 26 24 : Hazardous Substances

~~The Council will seek to ensure that h~~**Hazardous substances are will not be introduced into locations which significantly increase the risk of damage to the health of nearby residents or the environment.**

6.11 CONSERVATION OF THE BUILT ENVIRONMENT

6.11.1 The conservation and protection of our built environment contributes significantly to creating a sustainable environment. Not only does the protection and enhancement of our towns, villages and individual buildings allow for the enhancement of our local, regional and national heritage and culture, it is also a means of facilitating sustainable regeneration.

6.11.2 In recent years the importance and contribution of the historic environment has been increasingly recognised. PPG 15 provides guidance on protection of listed buildings and development in Conservation Areas whilst PPG16 focuses on archaeology and planning. JSP Policy E34 [38](#) requires that all aspects of the Historic Environment should be identified, recorded, conserved and enhanced. Cumbria County Council have also produced a Cumbria Historic Characterisation Programme based on the Sites and Monuments Records and the Countryside Agency's Character Maps. This can be applied to provide information for understanding and managing the historic environment.

6.11.3 As advised by RPG the Council will continue to work with English Heritage to maximise the potential of our historic environment. The merits of conservation and its links to economic regeneration has long been recognised by the Council and grant schemes to improve the quality of our built heritage have been in operation throughout the borough since the 1970's.

6.12 CONSERVATION AREAS

6.12.1 There are currently 9 Conservation Areas within Copeland, outside the Lake District National Park. These are: Whitehaven – Town Centre; Whitehaven – High Street; Whitehaven – Corkickle; Whitehaven – Hensingham; Egremont; Cleator Moor; Millom; St Bees; Beckermest, Whitehaven Town Centre Conservation Area is of national significance for the Georgian and Victorian Architecture.

6.12.2 Conservation Areas vary greatly in their nature and character. The special character and identity of these areas does not come from the quality of the buildings alone, but takes into account many contributing factors such as the historic layout of streets and squares, sense of place created by public and private spaces, archways, trees, parks or street furniture. These features and spaces should be protected from development proposals and where possible, their quality enhanced. New development proposals should also respect and enhance the character [and setting](#) of the Conservation Area [and must also consider impacts on views in and out of the designation](#).

6.12.3 Conservation Area status allows the Council to have increased control over demolition. Demolition will not be permitted where a building or structure contributes to the character of the Conservation Area. Where demolition is permitted the Council will require details of a replacement building or scheme which will enhance the townscape. All applications to demolish must

therefore be accompanied by details of a redevelopment scheme. Applicants will be required to enter into a legal agreement to ensure that redevelopment takes place consecutively.

6.12.4

Conservation Area status does not prevent new development but instead seeks to promote controlled and positive management of any change. To assist with this positive management, the Council currently operates a Townscape Heritage Initiative Scheme in Cleator Moor (in partnership with Heritage Lottery Fund, Cleator Moor SRB, ERDF and NWDA) and Heritage Economic Regeneration Schemes (HERS) in Whitehaven and Millom (in partnership with English Heritage). The Millom HERS also forms part of the Millom Market Towns Initiative. All of the schemes seek to promote conservation-led regeneration, supporting traditional improvements and works to historic buildings and their re-use, particularly for commercial purposes. In line with English Heritage advice, the Council will also seek to prepare Conservation Area appraisals for all designations within the Borough.

POLICY ENV 27 25: Demolition in Conservation Areas

The demolition of buildings which make a positive contribution to a Conservation Area will not be permitted unless the Council is satisfied that ~~there is no viable use~~ can be found following adequate efforts. In all cases where demolition is permitted this will be subject to the carrying out of a redevelopment scheme which enhances the Conservation Area consecutive to the demolition ~~and compliance with the provisions of Policy DEV 6.~~

All proposals for demolition must be accompanied by details of redevelopment, which will be secured by means of a legal agreement.

POLICY ENV 28 26: Development in and affecting Conservation Areas

Development within Conservation Areas or that which impacts upon the setting of a Conservation Area will only be permitted where it preserves or enhances the character or appearance of the Area and, if appropriate, views in and out of the Area. In particular it should:

- 1. respect the character of existing architecture and any historical associations by having due regard to positioning and grouping of buildings, form, scale, detailing and use of traditional materials**

2. respect existing hard and soft landscape features including open space, trees, walls and surfacing
3. respect traditional street patterns, plot boundaries and frontage widths
4. improve the quality of the townscape

Outline applications will not be acceptable in respect of sites within Conservation Areas unless they contain sufficient detail to enable the visual impact of the proposal to be understood.

POLICY ENV 29 27: Trees in Conservation Areas

~~The Council will resist p~~**Proposals to fell trees in Conservation Areas will not be permitted unless required in the interests of public safety.**

- 6.12.5** In the Whitehaven Town Centre, Corkickle and High Street Conservation Areas the Council has made an Article 4 Order which brings alterations to unlisted domestic properties under planning control. The Council may seek the Secretary of State's consent to withdraw "permitted development" rights elsewhere if it considers that further protection is needed in certain areas.

POLICY ENV 30 28: Article 4 Directions

~~The Council may seek to withdraw permitted development rights under Article 4 of the Town and Country Planning (General Permitted Development) Order 1995 where it considers that further protection of the amenity and character of an area is required.~~

- 6.12.6** Within our town centres, conflict often arises between the aspirations of shop owners wishing to promote a corporate image or to maximise areas of window display and conservation objectives. The Council has produced separate design guidance to advise on shopfront design and associated advertising in the Whitehaven Conservation Area. This design guidance is issued as supplementary planning guidance (SPG 3). The principles contained in SPG 3 are applicable to all towns in the Borough.

POLICY ENV 34 29: Shopfronts in Conservation Areas

Shopfronts in Conservation Areas should be of suitable scale, design, materials and proportion which reflect the traditional character of the application building and the Conservation Area. Signage should be an integral part of the design. Internally illuminated signs and projecting box signs will not be permitted.

6.13 LISTED BUILDINGS

6.13.1 There are 708 listed buildings or structures of architectural or historic interest within the plan area. Of these, 665 are Grade II, 29 are Grade II* and 14 are Grade I. The Council has a duty to exercise strict control over proposals which affect these buildings and to ensure that they are maintained in a reasonable state of repair. Demolition of listed buildings will only be permitted in the most exceptional circumstances and where all efforts to find viable use or ownership has failed or the community benefits of the demolition would far outweigh the loss of the building. Where demolition is permitted the listed building should be recorded and appropriate use made of features and materials such as being re-used within the redevelopment scheme or stored / displayed elsewhere in the located.

6.13.2 There are also four buildings which currently appear on English Heritage's Buildings At Risk (BAR) Register. The Council will endeavour to seek that these buildings are improved and consequently removed from the register.

POLICY ENV 32 30: Alterations and Extensions to Listed Buildings

Listed Building Consent will not be granted for alterations or extensions which do not respect the architectural or historic character of the building.

POLICY ENV 33 31: Demolition of Listed Buildings

Listed Building consent will not be granted for total or substantial demolition except in the most exceptional circumstances.

Where demolition is permitted conditions requiring the recording of features will be imposed on any consent.

POLICY ENV 34 32: Essential Repairs to Listed Buildings

If a Listed Building is at risk through inadequate maintenance the Council will use its powers under the

Planning (Listed Buildings and Conservation Area) Act 1990 to ensure that essential repairs are carried out.

POLICY ENV 35 ~~33~~: Development Affecting the Setting and important views of Listed Buildings

Applications for development affecting the setting or important views of a Listed Building will only be approved when there is no significant adverse impact on the Listed Building.

POLICY ENV 36 ~~34~~: Changes of use to Listed Buildings

Proposals for change of use to all or part of a listed building will be permitted where:

1. the new use contributes to the preservation and overall economic viability of the building;
2. the use can be exercised without adversely impacting the structure, fabric, appearance or setting of the building

6.14 ARCHAEOLOGICAL SITES

6.14.1 Within the plan area there are ~~22~~ 24 Scheduled Monuments. These are shown on the Proposals Map and listed in Appendix 8. They are of national significance and any works which may affect them will require the consent of the Secretary of State. There are also a large number of other sites of local archaeological and historic interest which the Council will seek to protect in dealing with proposals for development. These are not identified in the plan but they will be a material consideration in the exercise of policies ENV ~~39~~ 36 and ENV ~~40~~ 37.

6.14.2 Where known archaeological interests are involved prospective developers are invited to consult the Council at the earliest opportunity. A qualified archaeologist appointed by the developer will be required to produce an initial assessment of the site's value together with any recommendations for an archaeological field evaluation which should include an assessment of the impact of the development on the preservation of any remains.

6.14.3 Wherever possible the Council would expect to secure the preservation of existing or newly discovered archaeological remains where they occur along with interpretative material for

their better understanding and appreciation. The mechanism for this will depend on the importance of the remains and the type and design of development. In all cases the Council will seek advice from a competent body on the value of finds. Should they be of national significance they must be left undisturbed whilst advice is sought from English Heritage on the question of Ancient Monument scheduling when permanent preservation in-situ would usually be required. Where remains are of local significance the Council will before development commences either a) seek an agreement with the developer to have them permanently preserved in situ by a body nominated or approved by the Council as part of the development design incorporating appropriate interpretive material or b) where this is impractical, require that the site is fully investigated and recorded by a body nominated or approved by the Council and any remains of value removed to a suitable location for display along with the results of the investigations.

POLICY ENV 37 35: Development Affecting a Scheduled Monument

~~The Council will not grant p~~Planning permission for development which would adversely affect a Scheduled Monument or its site or setting **will not be granted**.

POLICY ENV 38 36: Development Affecting Sites of Local Archaeological or Historic Importance

In considering proposals for new development the Council will seek to minimise their affect on any site of local archaeological or historic importance. Where proposals are likely to affect such sites the Council will:

1. require an initial assessment of the archaeological value of the site to be submitted as part of the planning application
2. require a full archaeological field evaluation to be carried out before a decision is made on the planning application should the results of (1) above or other research so warrant
3. seek the statutory protection and permanent in situ preservation of nationally important remains before development commences
4. seek the permanent in situ preservation of locally important remains as part of the

development design by agreement with the developer before development commences

- 5. require in cases where the preservation of remains in situ is not appropriate, full investigations and recording of the site by a body nominated or approved by the Council before development commences and removal of the remains to a suitable location for display.**

6.14.4 Over the plan period remains may be found in areas of previously unsuspected archaeological potential and new sites of value may come to light through studies and investigations. In such circumstances the Council will take advice from a competent body and where development is involved may require developers to carry out an initial assessment of archaeological potential before a decision is taken on the planning application.

POLICY ENV ~~39~~ 37: Site of Potential Archaeological Importance

Where chance finds or developing knowledge indicate possible archaeological importance ~~the Council may require an initial site assessment of archaeological value~~ may be required to be submitted as part of a planning application for development. Where evidence of significant archaeological remains is found then the criteria set out in Policy ENV ~~390~~ 36(2-5) will apply.

6.15 PUBLIC ART

The incorporation of high quality art on public view helps to create an impression of social and economic confidence essential to promote the area for incoming business, investment and tourists. The addition of artistic elements helps to create a "sense of place" and so enhance the quality of the environment for residents. The involvement of artists and crafts people can take several forms - features designed into the walls of a building, outdoor features to enhance the setting of a building, street or open space such as lighting, seating, sculpture, fencing and surface treatments or imaginative landscaping.

6.15.1 The Council has adopted a Cultural Strategy which includes a commitment to maximising artistic opportunity and ensuring that wherever possible development reflects the local character of Copeland and incorporates significant public art. The Council is also currently developing an Arts Strategy.

POLICY ENV 40 38: Public Art in Development Schemes

All developers will be encouraged to incorporate new works of art as part of development schemes. Where development costs total £500,000 or more, developers will be encouraged to devote at least 1% of those costs to a work(s) of art to be displayed within the development in an area accessible or visible to the general public including people with impaired mobility.

6.16 ADVERTISEMENTS

6.16.1 The proliferation of signs along the roadside in the countryside and in un-commercialised parts of the built up area detracts from the quiet enjoyment of these areas. The rural part of Copeland is an Area of Special Advertisement Control where the Council has greater control over the size and location of advertisements. In this area existing policies have been to resist advance warning signs and internally illuminated signs except in special cases. Areas of Special Advertisement Control are shown in Appendix 10.

POLICY ENV 41 39: Areas of Special Advertisement Control

In the Areas of Special Advertisement Control the Council will exercise strict control to minimise the undue commercialisation of these areas and will not normally grant express consent for the display of advance warning signs unless:-

- 1. there is no nearer location on a public road or**
- 2. the sign is of a standard design approved by the Council and serving to advertise one or more businesses in a nearby community or**
- 3. the sign is reasonably required having regard to the nature and situation of the land or building to which it relates.**

6.16.2 In the commercial parts of the Borough not subject to special control the Council will have proper regard to public amenity and safety in considering applications for express consent and will be particularly concerned to obtain a high standard of advertisement display in Conservation Areas (**Policiesy ENV 32 26 and 29**). Appendix 12 shows the Special Control Area definition.

POLICY ENV 42 40: Advertisements

Outside Areas of Special Advertisement Control, advertisements will only be granted consent if all of the following criteria are met:

- 1. they would not be obtrusive or dominant features in the street scene;**
- 2. they would not create clutter on a building or within the street scene;**
- 3. they would not harm public safety;**
- 4. where attached to a building, they would respect its scale, proportions and architectural features;**
- 5. where attached to a Listed Building, or within the grounds of a Listed Building, they would preserve the special architectural or historic character and appearance of the building;**
- 6. where displayed in Conservation Areas, they would preserve or enhance the character and appearance of the area and comply with Policy ENV 32.**

6.17 AGRICULTURAL DEVELOPMENT

6.17.1 The rural landscape is a direct result of farming practice. Over recent years the economics of farming and the provision of subsidies to guarantee a market for increased production have tended to encourage the amalgamation of farms, the industrialisation of farm buildings and the maximisation of yields in the short term sometimes at the expense in the long term of soil fertility and water quality

6.17.2 PPG 7 “Countryside” and RPG Policy RU 1 both advocate the protection of high quality agricultural land. Farming is the principal activity in large parts of the plan area but the majority of this land is of average quality. The 2000 Agricultural and Horticultural Census shows that within the whole of the Borough over 90% of land is used for grassland or rough grazing.

6.17.3 A small part of the plan area to the east of Cleator Moor and Egremont is within the Lake District Environmentally Sensitive Area where support is available to farmers to maintain and enhance the traditional farming landscape.

- 6.17.4 Foot and Mouth hit the county in 2001 and although the number of farms actually affected by the disease within the plan area was minimal, the overall impact on agriculture and the rural economy was devastating. The Council would therefore consider favourably farm diversification proposals which comply with Policies RUR 1 and RUR-2 (Chapter 4 **5** "Regeneration").
- 6.17.5 In terms of agricultural operations the role of the local planning authority is limited as generally speaking they do not require planning permission.

POLICY ENV 43 : ~~Sustainable Agriculture~~

~~The Council will use available legislation to maintain existing woodlands and traditional field boundaries on farmland and will support initiatives to move towards a more sustainable agricultural economy.~~

- 6.17.5 The size of new farm buildings usually means that it is impractical and uneconomic to use traditional materials. However large structures are more easily assimilated into the landscape by the sensitive use of colours and modern materials such as dark coloured profiled metal sheeting, stained timber, or wetdash render on blockwork. The avoidance of visually prominent sites and shelter planting to give long term screening is also desirable.

POLICY ENV 44 **41: New Farm Buildings**

~~The Council will approve n~~**New farm buildings in association with an existing farm building complex or in other well screened locations will be approved subject to an appropriate design, scale and use of materials and where necessary a planting scheme.**

- 6.17.6 Against the trend in farm amalgamations the Council receives a number of proposals for smallholdings and nursery gardens. Because they are often in rural locations there is a need to ensure that the proposals are genuine and not a back door means of obtaining planning permission for a rural dwelling. The Council will require evidence that the enterprise is viable and will expect the smallholding to be operational before any permanent dwelling is constructed, and comply with the provisions of policies HSG 5 and HSG 6.
- 6.17.7 There are few intensive agricultural operations in Copeland but where they are established they can be visually intrusive and create local environmental problems.

POLICY ENV 45 42: Intensive Agricultural Development

Egg laying, chicken and other intensive agricultural units will be permitted ~~provided the requirements of policies ENV 47 and DEV 6 are met.~~ subject to other policies in the Plan

- 6.17.8** Modern methods of caring for livestock produce large quantities of slurry instead of the more manageable manure heap. There is a need to ensure that the slurry does not pollute watercourses or wetland sites, or cause offence to adjoining residents. The Council will require proper regard to the codes of good agricultural practice for the protection of air, water and soil and the Control of Pollution (Silage, Slurry and Agricultural Fuel Oil) Regulations 1991.

POLICY ENV 46 43: Agricultural Slurry Stores and Lagoons

The Council will seek to secure the siting of slurry stores or lagoons in a manner which minimises any potential nuisance to nearby residents.

7. TRANSPORT

7.1 INTRODUCTION

7.1.1 The government's transport policy is based on the notion that we need a safe, efficient and integrated transport system which supports a strong and prosperous economy. This involves reducing the need for car journeys which cause congestion and pollution and making it easier for people to use alternative means of transport ie public or community transport, walking and cycling.

7.1.2 The government influences transport investment directly through the Transport Act 2000, and its 10 year investment plan Transport 2010. There are also a variety of guidance notes and codes of practice for the various public, private and agency bodies (and partnerships between). At the local level most transport investment is directed by the Regional Transport Strategy (which was approved as part of Regional Planning Guidance for the North West in March 2003) and the Cumbria Local Transport Plan (2001 – 2006). Both documents are required to implement the government's policy requirements as regards integration and sustainability.

7.1.3 Land-use planning is also seen as a key to delivering these aspects of policy through shaping the pattern of development and influencing the location, scale, density, design and mix of land uses. By improving overall accessibility but reducing the need to travel and the length of journeys required the planning system can enable people to make more sustainable transport choices. (PPG 13 Transport)

7.1.4 The Council supports the principles involved and the plan's Development Strategy and policies which follow are an attempt to meet this agenda. At the same time, however, it feels that there is insufficient recognition of Copeland's real transport problems. If we are to deliver regeneration we need to see the issue of West Cumbria's remoteness and poor transport links with the national networks being tackled together with acceptance that transport solutions for metropolitan areas are not always going to be appropriate to rural areas like Copeland where public transport options will remain limited and car-dependency is likely to continue.

7.2 STRATEGIC IMPROVEMENTS

7.2.1 The Council sees new transport infrastructure and making the best use of existing transport infrastructure as essential to

achieving its objectives of sustainable development and regeneration. Transport choices can only be delivered if modern, efficient infrastructure is available. Copeland has extremely good internal systems and links to the national networks for walking and cycling. Unfortunately this is not the case for other modes of transport, particularly road and rail – based. Journey times just to connect to the M6 or West Coast Main Line Railway are typically 1 - 1½ hours and it takes over 2½ hours to access the regional service centres and airports at Manchester and Newcastle-upon-Tyne. Both road links (A595/A66 or A595/A5092/A590) are long, often tortuous and mainly single carriageway standard. The Cumbria Coastal Railway line connecting to Carlisle and Barrow exhibits similar problems. Although the line has been maintained there has been markedly less investment in improving these links than for other disadvantaged parts of the country over the last 50 years. As a consequence travel times and the costs of moving people and freight are significant and are a) a disincentive to potential investors and b) a very real problem for some existing businesses and members of the local community (eg accessing job opportunities or higher education facilities).

7.2.2 As a corporate policy the Council will continue to lobby long and hard for a package of strategic improvements to the Borough's transport infrastructure and links to the national networks. The case for this in terms of regeneration is accepted by the North West Development Agency in the Regional Economic Strategy. Unfortunately it is not matched in the provisions of the Regional Transport Strategy (RTS). The RTS includes only one major improvement scheme to benefit Copeland over the period to 2021 and this is the Parton-Lillyhall Improvement (Policy TSP 1 refers). ~~— although a study of access to West Cumbria and Furness was “suggested” as a “potential future” issue (RPG para 10.36).~~ A study of “Access to Furness and West Cumbria” was undertaken in the summer of 2004, jointly funded by the North West Development Agency and the North West Regional Assembly. The results were very disappointing as far as the Council and its regeneration partners were concerned. No major improvement schemes were proposed merely a commitment to completing the current road and rail network investigations which were obviously happening anyway. The NWRA has at least acknowledged the Council's position on the matter and undertaken to seek the advice and recommendations of the Strategic Forum for West Cumbria on transport improvements as part of developing the new RSS (which will incorporate a revised RTS).

7.2.3 In the meantime the government is proposing to detrunk the southern portion of the Borough's spine road and M6 link the A595/A5092 between Calderbridge and Greenodd. The Council

is extremely concerned at this and has submitted a formal objection pointing out that there are significant safety/security issues involved in relation to the Sellafield site as well as detracting sending all the wrong messages to potential investors. The route itself needs considerable investment in improvement works and the County Council will never have the necessary resources. Only trunk-road status can deliver what is required.

7.2.4 There are no provisions in the RTS for improvements to the Cumbria Coastal Railway.

7.2.5 The A595 Parton-Lillyhall Improvement involves the replacement of the existing single carriageway trunk road by a dual carriageway between the A595/U4009 junction north of Whitehaven and the Borough boundary at Distington. Additional on-line improvements are proposed between Distington and the A595/A596 junction at Lillyhall (outside the plan area). A Preferred Route has been published by the Highways Agency for DfT and this will be protected from any development likely to compromise delivery of the scheme. (the Council will consult with the Highways Agency on any development proposals within 67m of the Route centreline).

~~The current timetable envisages formal orders being published in Spring 2004~~ were published on 1st March 2005 and the current timetable envisages that an ~~any necessary Inquiry will be held in Autumn 2004~~ late 2005 and completion of construction by late 2008 ~~in Spring/Summer 2007.~~

POLICY TSP 1 : Safeguarding the A595 Parton-Lillyhall Improvement

The Preferred Route of the A595 Parton-Lillyhall Improvement as proposed by the Department for Transport is shown on the Proposals Map. This route will be safeguarded from any inappropriate development

7.2.6 The current Cumbria Local Transport Plan (2001 – 2006) includes provision for work on four other infrastructure improvement schemes which are of strategic importance:

- Whitehaven Eastern Relief Road The feasibility of such a scheme was assessed in the early 1990s but as yet there is no formally declared route. The justification for it is rehearsed in paras ~~2.8.14/15~~ 3.1.16/17 of the Development Strategy. The County Council does not envisage a start on design work until after 2007. Estimated cost £4m.

- Whitehaven – Pow Beck Spine Road A concept which involves an alternative gateway route into the town centre from the St Bees Road. A new alignment could solve traffic congestion and capacity problems, allow for much needed environmental improvements and open up sites for development and investment. Further feasibility and design work is planned as part of the overall Action Plan for the Pow Beck/Coastal Fringe and Town Centre areas. Estimated cost £1.1m. The scheme is further enhanced by the inclusion of junction improvements at both ends of Coach Road in the LTP schedule, each costed at around £0.5m.
- A595 Duddon Bridge – Bypass A scheme which the County Council also safeguarded in relation to JSP Policy T26 although no Preferred Route has been published the question of responsibility for implementing the scheme will depend on the proposal to detrunk the A595 here. At this stage the County Council indicate post 2007 before any preparation. Estimated cost £2.5m.
- A5093 at Kirksanton A general upgrade for post 2007 preparation. Estimated cost £1.2m.

7.2.7

The Council supports all four projects and is keen to see an early start to implementation. It will work with the County Council in this regard and in bringing forward other proposals for strategic transport improvements as part of the Local Transport Plan process (work is now beginning on the second LTP for Cumbria which will cover the period 2006 – 2011). In particular it hopes to see a package of improvement schemes scheduled for the A5086 Cockermouth – Egremont road and the ~~B~~A5093 North of Millom. Policy TSP2 will be relevant in all such instances.

POLICY TSP 2 : New Road Building and Improvements

~~The Council will support n~~**New road building and highway improvements which help to:**

1. **improve prospects for economic regeneration**
2. **assist local communities' access to jobs, services and leisure opportunities, and**
3. **improve road safety and general highway conditions**

4. and take into account needs of public transport, pedestrians, cyclists, horseriders and people with impaired mobility

will be supported so long as all practical measures are taken to mitigate the harmful effects of such works on the environment.

~~The Council will safeguard a~~**Any** area or route corridor **will be safeguarded** from inappropriate development to assist implementation of such works.

7.3 LOCAL TRANSPORT IMPROVEMENTS

7.3.1 In addition to the major items listed in ~~6~~**7.2.6** the Cumbria Local Transport Plan provides for a number of other projects under the heading of Priority Transport Improvement Schemes. The County Council also undertakes a variety of improvement works as Annual Programmed Maintenance **Package of Measures**. All the schemes are in accordance with objectives based on integration, sustainability, social inclusion etc and the need to meet government targets which include safety, improved public transport use, more cycling and walking and reduced car use and so on.

7.3.2 To achieve progress towards these objectives and targets it is important for all the transport schemes to be co-ordinated with parallel regeneration programmes and other initiatives (including this Local Plan) as part of the Community Strategy umbrella. For this reason the County Council is basing the production of the next LTP on a series of Area Plans (District level) which will better reflect/inform work on urban **Area** Action Plans like the Pow Beck/Coastal Fringe/Town Centre area in Whitehaven, the Market Town Initiatives at Egremont and Millom, the continuing SRB programmes in Cleator Moor and South Whitehaven and the development of Village Appraisals and Parish Plans elsewhere. In particular there will need to be close co-operation between land-use and transport planning in the design and implementation of neighbourhood renewal schemes and town centre improvements.

7.3.3 The following paragraphs include the projects already scheduled in the current Local Transport Plan and the potential for schemes to be brought forward into the LTP 2 (2006 –2011). Alongside are the land-use policies which can assist the delivery of such projects. Policies to deal with the transport aspects of new development (which can also involve improvements to standards, facilities and infrastructure) are set out in section ~~6~~**7.4**.

Traffic Management

7.3.4 New road building and highway improvements do not have to be the solution to all congestion and capacity problems. In urban areas and village centres especially measures can be taken to control the route, speeds and flow of vehicles to improve conditions for drivers but also to improve public transport, cycle and pedestrian movement, access for people with impaired mobility and the general highway environment.

7.3.5 In the current LTP traffic management schemes have been scheduled for:
Haverigg and Holborn Hill, Millom (20mph zones with traffic calming)
Hensingham and Hillcrest, Whitehaven
Distington (Main Street)
Egremont (St Bridget's Lane)
South Whitehaven (parking restrictions plus additional footways)

The Council will be looking to have additional schemes incorporated in LTP2 particularly through the introduction of Home Zones to the area renewal programmes at Cleator Moor and Whitehaven, the continuation of Better (Safer) ways to Schools and neighbourhood/village traffic calming and to experiment with eg quiet lanes in rural areas where there is need and opportunity.

POLICY TSP 3 : Traffic Management

Where appropriate the Council will promote new or extended traffic management schemes which improve access and environmental conditions for all users with priority for people over motor traffic.

Parking

7.3.6 The issues involved with both on and off street parking in the Borough are complex and the subject of varying opinion locally. The Council is no longer the sole provider of public off-street car parks but it has taken over responsibility for enforcing on-street parking in the new decriminalised regime. This situation will generally make it easier to prepare and implement an overall Parking Strategy for the main urban areas where the sustainability/integration/inclusiveness objectives of transport planning can be co-ordinated with other policy considerations. These will include tourism and general business needs – particularly in relation to competing centres as well as the corporate attitudes to parking as an income stream.

- 7.3.7 The Council intends to prepare a Parking Strategy shortly and this will inform future planning policy and the development of schemes through the LTP. In the main town centre at Whitehaven scheduled work on an Action Plan may include proposals for additional or replacement short stay public parking.

Public Transport, Cycling and Walking

- 7.3.8 By far the greatest emphasis in terms of LTP and government targets is put on these more sustainable alternatives to the motor car. Locally there is a need to help promote passenger transport service improvements with improved facilities and opportunities to extend the cycleway and footpath networks.

- 7.3.9 Perhaps the single most important item in the current LTP schedules is a Transport Interchange at Whitehaven. Because of a commercial decision the town's Bus Station is no longer available and there is no obvious ready alternative. Bus service routings and the provision of information and facilities has become rather disjointed as a result and a source of continuing complaint from passengers and business people in the town centre. The town centre is focal point for all transport networks including well-used national cycle routes, long-distance paths and sea-routes as well as road and rail. There is need for a safe, accessible interchange facility which can help encourage motorists to use alternative modes of transport and assist transport users generally to combine sustainable choices. The establishment of an Interchange will be a high priority in The Action Plan for the Pow Beck/Coastal Fringe/Town Centre area. Policy TCN 1 refers with a site envisaged adjoining the main (Bransty) railway station.

- 7.3.10 To some degree a programme of smaller railway station improvements scheduled in the LTP will improve interchange facilities elsewhere. Modest schemes are included in the current programme for stations at Green Road, Millom, Drigg, Sellafield, Braystones, Nethertown, St Bees, Whitehaven – Corkicle and Parton but most of these will be dependent on a separate Rail Passenger Partnership bid to the Strategic Rail Authority and additional contributions and/or co-operation from the rail service and infrastructure providers. The most promising scheme is at Seascale where station facility improvements are to be co-ordinated with a bus service extension. The Council would like to see more of these types of initiative. Rail use locally has become more and more marginalized during the last twenty years and there needs to be more effort from all parties

to provide better services and facilities for potential users – including secure car and cycle parking.

7.3.11

Since the 1985 Transport Act deregulated bus companies there has been a significant change in the provision of public transport. Urban services have been largely maintained or even extended but many rural services have declined or have disappeared entirely. The Council will try to assist wherever possible in service improvements by the main operators and in bringing forward alternative Community transport based initiatives. It will also ensure that there is no planning impediment to developing additional facilities for passengers and service operators where there is justifiable need. Where appropriate and usually as a result of a Transport Assessment or Travel Plan (Policy TSP7) improved public transport service facilities will be required as part of development. Where necessary these could be delivered as part of a commuted sum payment to the Council or other provider as part of a larger scheme.

POLICY TSP 4 : Measures to Improve Public Transport

~~The Council will support m~~**Measures to improve public transport services and associated facilities will be supported. ~~Wherever possible it will permit d~~**Development which will improve access to services and/or make them more attractive to users or is required to improve the efficiency of the service will be permitted.****

The Council may seek funding contributions from developers to support new or extended public transport services required to service new development in accordance with Policy TSP 7 requirements.

7.3.12

The Council has always been keen to provide cycling and walking for recreational and non-recreational purposes. They are non-polluting, healthy ways of travelling which are essential alternatives to the car. There is an extensive network of footpaths and cycleways which connect between urban centres, provide direct access to the surrounding countryside and link to national and regional long-distance routes. The networks are increasingly important for work and school journeys as well as the developing tourism sector where integration between different modes of transport presents opportunities for business as well as sustainability per se. Their improvement can also be a means of achieving environmental enhancements. Policy ENV13 provides protection for existing rights of way and supports proposals for the improvement and promotion of locally important circular routes and long-distance paths.

7.3.13 There is need to extend the networks however and there are 4 cycle route schemes in the current LTP:

Gosforth – Seascale
Whitehaven – St Bees
Moresby – Keekle
Gosforth – Calderbridge

The Council would wish to see additional schemes brought forward particularly for the Millom area, which could link to the Greenways programme undertaken on the other side of the Duddon Estuary and connect to the rest of the West Cumbria cycle network. As far as possible these additional schemes should involve off-highway routes but there are options to incorporate safe cycle/walking on quieter sections of highway. The Council would also wish to see both existing and new parts of the cycleway network adopted by the County Council as Transport Authority so that there is no dual-standard approach to cycling provision in Copeland or the rest of the county. It should be noted that the Council has already improved all sections of cycleway it owns to adoption standard. In addition the Council will seek improvements to the bridleway network through the planning process.

POLICY TSP 5 : Cycleways, and Footpaths and Bridleways

Wherever appropriate the Council will seek to extend and provide continuity in the network of footpaths, and cycleways and bridleways. It will safeguard any route corridor from inappropriate development to assist the process including development alongside cycleway routes designed to facilitate their use will be permitted subject to other policies in the Local Plan.

Access for People with Impaired Mobility

7.3.14 There are no specific schemes in the LTP under this heading – the County Council is committed to the notion of inclusively where the needs of people with impaired mobility are taken into account in the design of all public realm improvements as a matter of course.

7.4 NEW DEVELOPMENT

7.4.1 All development requires access in one form or another and it is important to ensure that this is achieved for all in a safe and efficient manner. The design and layout of all roads, junctions,

footpaths, cycleways, parking and service areas must be safe and cause no undue damage to the landscape and character of the area. Equally they must contribute to the objectives of providing integration and genuine choice for all people in the community.

7.4.2 The policy requirements to deal with these issues are explained in some detail in ~~2.3.3/4~~ **3.2.3/4** and ~~2.9.8/9~~ **3.2.8/9** (Development Strategy). This includes reference to situations where transport infrastructure improvements directly related to a proposed development are required (with the developer contributing to costs by agreement). The Council will consider proposals against the good practice guide “Planning and Access for Disabled People” (ODPM, 2003), Cycle Friendly Infrastructure (CTC) and Planning for Public Transport in Developments (IHT).

POLICY TSP 6 : General Development Requirements

New development will only be permitted where the access and travel needs of ~~all those affected~~ created by the development are catered for through the provision of:

- 1. safe, convenient, and attractive means of pedestrian access**
- 2. appropriate cycle access, including links to existing cycleways**
- 3. appropriate access and facilities for people with impaired mobility**
- 4. appropriate facilities for or access to public transport**
- 5. safe and appropriate access onto the road network to accommodate all forms of vehicle including emergency vehicles**
- 6. appropriate traffic management measures to reduce traffic speeds and give priority to pedestrians, cyclists, people with impaired mobility and public transport**
- 7. parking in accordance with the standards set out in Appendix 1 together with adequate and safe space for site servicing and manoeuvring.**

Where any of these items requires undertaking off site works or the provision of particular services these must be

provided before any part of the development is brought into use.

~~(nb: in relation to items 3 the Council will consider proposals against the good practice guide “Planning and Access for Disabled People” published by ODPM in March 2003)~~

7.4.3 Where development has the potential to cause a significant impact on local highway conditions it will be necessary for the proposal to be accompanied by a Transport Assessment (TA). For small schemes the TA should simply outline the transport aspects of the application. For major proposals the TA should illustrate the likely modal split of journeys to and from the site together with details of proposed measures to improve access by public transport, walking and cycling; to reduce the need for parking and to mitigate the transport impacts. Where access is via a trunk road the TA should assess the impact of development proposals on all the affected trunk road network. Contributions will be sought for any mitigation measures necessary to ensure the safe and efficient operation of the trunk road network. Developers should refer to the DLTR Circular 04/2001 “Control of Development Affecting Trunk Roads and Agreements under Section 278 of the Highways Act 1980”, which sets out Government Policy with respect to access to the trunk road network. The Highways Agency should be contacted at the earliest possible stage about any development that may affect the trunk road network.

7.4.4 A Travel Plan may also be required. Such plans should have clear targets for reducing car-use and parking and set out how these will be achieved alongside measures to increase the use of public transport and walking and cycling. They should provide for improved road safety, personal security and more efficient/environmentally friendly delivery and freight movements. The content of the Travel Plan will depend on the need arising from the development and be related in scale and kind to the development. The relevant threshold for development in relation to Transport Assessments and Travel Plans are set out in Appendix 4. The Council will consider the use of planning conditions or seek a planning obligation to make some or all of a Travel Plan binding. Existing companies with a large workforce and the main schools and health establishments in the area will also be encouraged to prepare and adopt such plans.

POLICY TSP 7 : Transport Assessments and Travel Plans

Development which is likely to have significant transport implications and all major development proposals above the thresholds set out in Appendix 4 of the Local Plan or any developments which may directly or indirectly impact upon the trunk road network must be accompanied by a Transport Assessment and, in the cases indicated, by a Travel Plan.

Where a Transport Assessment or Travel Plan requires the undertaking of off site works or the provision of particular services these must be provided before any part of the development is brought into use.

~~The Council will refuse~~ Development which generates excessive or inappropriate traffic in the locality will not be permitted.

Parking Requirements

- 7.4.5 In accordance with government requirements (principally PPG 13), RPG and JSP have introduced new parking standards for most types of development in the County. These are expressed as maximum levels of provision in order to encourage the provision and use of alternative modes of transport. The new standards are set out in Appendix 1.
- 7.4.6 In applying the new Standards the Council will adopt a flexible approach. Essentially the Borough is rural and public transport options are likely to remain limited. Also topography and distances can limit the practicality of walking and cycling for large sections of the local community. The results of any surveys or other information submitted as part of Transport Assessments and Travel Plans will inform the Council's decision on parking provision for new development. The Council will liaise with the providers of public transport, taxi services etc. to achieve appropriate levels of parking provision in association with modal interchange facilities.
- 7.4.7 The new parking standards do not at this stage include residential development nor do they indicate revised requirements for cycles, motor cycles or provision for disabled people. The County Council will publish comprehensive new guidelines in due course but until then developers will be expected to use the relevant standards set out in the "Schedule of Guidelines" in Appendix 1 (b) for Use Class C3 : Dwelling Houses and non-car parking requirements.

POLICY TSP 8 : Parking Requirements

All proposals for new development must comply with the parking requirements set out in Appendix 1. These include new maximum standards for most car parking requirements and interim standards for all other type of parking.

7.5 RAIL FREIGHTING

- 7.5.1 The physical state of the Cumbria Coastal Railway makes it difficult to expand its has reduced its use for freight movements to almost zero. Whilst improvements are necessary the Council will wherever possible encourage development which is rail-dependent and facilities which support the transfer of freight between rail and road. It will expect that most development generating significant amounts of goods traffic will locate wherever possible on sites easily served by rail.

POLICY TSP 9 : Rail Freighting

~~The Council will support the~~ **The transfer of freight traffic from road haulage to the railway especially for bulk commodities and dangerous materials will be supported. Proposals in appropriate locations for new development likely to have high rail-dependency or for facilities to assist rail freighting will be approved subject to other policies in the plan.**

7.6 PORTS AND AIR TRAVEL

- 7.6.1 Whitehaven harbour is the most important port resource in the Borough. In its heyday it was second only in importance to Bristol in terms of England's west-coast maritime trade. Since the last main port users – the coal and chemical industries – have declined there has been significant investment in the harbour. This is directed at expanding its tourism and fishing potential with already a degree of success. The marina is set to expand and there are plans to capitalise on ferry and cruise-visit potential. Further proposals will be brought forward as part of the Action Plan to be prepared for this area of Whitehaven. Care is needed in relation to Scheduled Monument and Listed Building status.
- 7.6.2 Millom Pier is no longer the facility it was when the iron industry was in operation. It has deteriorated badly in parts but could play a useful role subject to care against international and local nature conservation interests. ~~An Employment Opportunity~~

~~Development site is designated alongside — see 4.2.17 and Policy EMP 3.~~

POLICY TSP 10 : Port Development

Proposals for the improvement of harbour facilities and harbourside development at Whitehaven and at Millom Pier will be permitted subject to adequate safeguards as regards their historic and nature conservation significance.

- 7.6.3** There have been suggestions from time to time that an air strip allowing feeder flights to Carlisle Airport or the main regional airports at Manchester, Newcastle and Teeside should be developed. In the event no detailed proposals for such a facility have been brought forward despite studies which have indicated latent demand. The Council would be prepared to support an airstrip or similar type of development subject to the policies in the plan particularly in terms of protecting residential environment.

8.0 COMMUNITY SERVICES AND FACILITIES

8.1 INTRODUCTION

8.1.1 This chapter deals with a wide range of issues under the general heading of Services. It includes guidance and policies on service infrastructure including drainage, electricity supply and telecommunications which are required by development proposed in or allowed by the plan. It also covers other areas of service provision which are essential to the quality of life in local communities i.e. health, education and social facilities, cultural facilities, the emergency services, and both indoor and outdoor facilities which provide for recreational and leisure pursuits.

8.1.2 As noted in ~~2.9.8~~ 3.2.8 new development had to be tailored to existing infrastructure capacities, whether they are physical things like sewerage or community services like health and education. Policy DEV 6 7 sets out the basic requirements and if developers are able to meet improvement needs required by the development the mechanism is covered by Policy DEV 7 8.

8.1.3 In addition to the requirements of new development it should be noted that other factors will be at work in changing the demand for community services and facilities. People have more time and disposable income for sports and other leisure pursuits whilst a retained population (if the basic objectives of the plan are successful) will increase social, education, health and other community needs, especially those relating to older age groups. At the same time the context for the supply of such services is rapidly changing and it is anticipated that the private sector will play an increasing role in this field and therefore the plan must provide appropriate enabling policies in line with the latest government guidance and JSP Policies.

8.2 DRAINAGE AND SEWAGE DISPOSAL

8.2.1 The Council is aware that the capacity of existing public sewers and wastewater treatment works varies ~~sewerage networks and effluent treatment plant capacities vary~~ considerably throughout the borough. In the northern section, particularly at Whitehaven and Egremont there are difficulties in dealing with surface water disposal if flooding is to be avoided. The capacities of the Cleator and Millom Waste Water Treatment Works are a cause for concern. In the older urban areas and some villages foul sewers are already over-extended and the former practice of installing combined foul and surface water systems has created problems. So too has the installation of unadoptable, private sewers, and package sewage treatment plants and septic tanks. In many rural situations ~~mains drainage is~~ public sewers are not

available and individual septic tanks and soakaway systems and package sewage treatment plants have become a standard feature of new development. In some areas, for example in Drigg and The Hill the cumulative effect has been to increase pollution threats to watercourses and to create localised flooding problems.

8.2.2

The Council will continue to liaise with United Utilities and the Environment Agency in seeking solutions to existing drainage public sewerage and sewage treatment problems but is determined to avoid new development in the plan area adding to these difficulties. All new developments will therefore be expected to comply with Policy DEV 6 and to incorporate adequate means of foul and surface water disposal drainage and sewage treatment which do not give rise to public health nuisance, threaten water quality or aquatic eco-systems or increase the risk of flooding. Where such problems may arise the Council will not grant permission unless attenuation or mitigation measures can be satisfactorily incorporated into the development scheme, or the existing local public sewerage and sewage treatment infrastructure can be improved within the time scale of the planning permission and, if necessary, and at the developer's expense. Where such measures could not otherwise be implemented through adoption arrangements with ~~NWW~~ United Utilities the Council may consider the use of legal agreements to overcome the planning objection in accordance with the provisions of Policy DEV 7 8. These agreements may, for example involve the provision of pumping stations, the construction, extension or improvement of sewage treatment works, watercourse improvement or the installation of balancing ponds and management arrangements. If appropriate, they may also include the creation or enhancement of wildlife conservation schemes in association with the drainage works. As noted in ~~2.9.10~~ 3.2.10 developers will be encouraged to install Sustainable Drainage Systems as part of the main urban development. Special measures may also be necessary in respect of certain industrial, commercial or agricultural operations to prevent oil and chemical pollutants entering the sewerage network or affecting coastal, surface or ground-water quality. The Council will consult United Utilities on all new development proposals and the Environment Agency on proposals likely to have an adverse effect on the aquatic environment.

8.2.3

Most of the sites allocated for development in the plan can be accommodated by existing adopted sewerage networks although special measures may be required in certain instances, particularly in relation to surface water disposal. The Council welcomes United Utilities commitment to a programme of treatment and disposal improvements for foul sewage in the plan area which will improve water quality in watercourses and along the coast. The situation is less straightforward in the rural areas and in considering proposals for development in relation to Policy SVC 2 the Council will pay particular regard to existing conditions and the cumulative effects of package

sewage treatment plants and septic tank drainage in the vicinity of development sites. Proposals will be considered in relation to government guidance in Circular 3/99 “Planning Requirements in respect of the Use of Non-Mains Sewerage incorporating Septic Tanks in New Developments”.

POLICY SVC 1 : Sewerage Connections to Public Sewers

Wherever practicable new development must be drained to the public ~~mains drainage network~~ sewerage system via separate foul and surface water systems designed and built to adoption standards, including any requirements for interceptors to prevent pollution.

POLICE SVC 2 : Non-Mains Sewerage / Sewage Treatment

In areas where no public sewerage system is available or where there are exceptional difficulties involved in connecting to the public ~~mains~~ sewers other drainage options may be considered. Development involving package sewage treatment plants or individual or joint septic tank arrangements will only be sanctioned where ground conditions are suitable and the development site is of an adequate size to accommodate a soakaway system.

POLICY SVC 3: Standards of Completion

In all new housing developments ~~the Council will require all foul drainage works and sewage treatment facilities surface water drainage works to~~ must be completed in accordance with approved details before any dwelling is occupied. In the case of surface water, all drainage works shall be completed in accordance with approved details before additional impermeable areas are created.

8.2.4 Sometimes new development is undertaken without any regard to its effect on land drainage in the locality. This can lead to flooding problems being created for neighbouring residents or occupiers of the new development. The Council will therefore expect proposals for significant development ie over 0.4 ha in size to be accompanied by details of the existing and proposed arrangements.

POLICY SVC 4 : Line Land Drainage

Proposals for new development involving sites in excess of 0.4 ha must be accompanied by details of all land drainage arrangements. These must be designed so as to ensure that there is no deleterious effect on adjoining occupiers of land or watercourses in the vicinity.

8.2.5 Developments will be expected to accommodate the effects of 1 in 100 year storm events and there will be a need for developers to identify overland flow routes which come into operation when the capacity of adopted sewers is exceeded. Developers are advised to seek the Environment Agency's advice at an early stage in design.

8.3 OTHER UTILITIES

8.3.1 Water resources are considered to be adequate for most supply requirements over the plan period. However, there may be instances where development could impose abnormal demands on the system, especially high water-using industrial concerns. All proposals will be assessed against Policy SVC 5, in consultation with the Environment Agency and United Utilities and ~~with a requirement for an agreement under s.106 of the Town and Country Planning Act 1990~~ will be sought where attenuation and mitigation measures are necessary and can be carried out as part of the overall development to ensure its compliance with the policy. In addition, all new development will be expected to incorporate water efficiency measures to reduce the demands on the system.

POLICY SVC 5 : Water Supply / Water Resources

Development which increases the requirement for water supply will be permitted only where an adequate water supply either exists or can be provided without detriment to ~~river flows, water quality or nature conservation interest and if satisfactory measures are incorporated in the design to provide for efficient use of water~~ groundwater and surface water resources in terms of their quantity, quality and the ecological features they support. All new developments will be expected to include water efficiency measures to reduce the demands on the system.

8.3.2 The majority of sites allocated for development in the plan can be adequately supplied with water, gas, electricity and telephone services. There are however, some rural settlements which do not yet receive mains gas supplies and some modification to the existing electricity network may be required to facilitate some residential and industrial development. Whilst the Council would wish to ensure that all development is properly serviced by the most cost-effective means it does not intend that other important environmental concerns should be

compromised along the way. In particular it is conscious of the visual effect of overhead electricity and telephone cables. It will seek the undergrounding of existing overhead lines in sensitive locations such as Conservation Areas as and when resources allow and will expect that wherever practicable all services within new development areas to be sited beneath the ground.

POLICY SVC 6 : Underground Services

All services within new development areas should wherever possible be sited underground.

8.3.3 Because of their visual prominence large electricity supply lines (132 KV and over) and the pylons which support them can have an extremely damaging affect on amenity. ~~There is growing concern too as regards the effects of high voltage cables on the health and welfare of residents.~~ Equally large underground pipeline schemes can have a sterilising affect on the landscape because of the need to retain access for maintenance. Both types of infrastructure often require additional above ground installations and sometimes buildings which require particularly sensitive handling in terms of siting and design, especially in open countryside. However, these concerns have to be balanced against the statutory duties placed on service providers to ensure continuity and efficiency of supply. Thus whilst the Council will oppose (usually as part of consultation) the siting of such infrastructure in or close to areas of landscape, wildlife or conservation importance and residential and recreational sites it will be prepared to consider sensitively designed and routed schemes with a marginal affect on such areas so long as it is demonstrated that no more suitable alternatives exist.

POLICY SVC 7 : Large-Scale Service Infrastructure

~~The Council will oppose t~~**The siting of overhead power lines of 132 KV or over, large regionally/nationally important pipelines, and their associated installations will not be permitted where they are proposed within or adjoining the following areas unless no possible alternative is shown to exist:**

- 1. the St. Bees Head Heritage Coast**
- 2. Landscapes of County Importance**
- 3. areas of nature conservation interest including SSSIs, Local Nature Reserves, Sites of Wildlife Importance**

4. Conservation Areas or in the vicinity of Listed Buildings or Scheduled Ancient Monuments
5. existing, **allocated** or **approved** ~~proposed~~ residential development
6. areas used for formal or informal recreation including playing fields, public open space and the proposed Tourism Opportunity Sites (Policy TSM 2)

and any other especially sensitive or prominent locations.

~~Where no suitable alternative is shown to exist and the consenting authority is minded to approve a proposed route the Council will expect service providers to~~ **must minimise adverse impacts and** adopt a high standard of design demonstrating sensitivity to the area affected.

8.3.4

Advances in communications technology have resulted in a fast growing telecommunications industry. As indicated in PPG 8 the government, whilst aware of the need to protect areas of special landscape, townscape or wildlife interest, is keen to facilitate the growth of new and existing systems. There is often a conflict between the needs of the telecommunications industry to site towers and other equipment on exposed sites for operational reasons and the need to protect sensitive areas. Sections ~~56.1 – 56.4, 56.12 and 56.13~~ give an indication of the development constraints in such areas. Generally, the siting of telecommunications equipment other than that of a minor nature in such locations will be resisted. However permission may be granted in exceptional circumstances, where it can be demonstrated that no alternative site is available and to resist such a proposal would be detrimental to the development of the telecommunications network in the Borough thereby affecting a large area of the population. There are a number of existing masts in the plan area and, in line with government advice, the Council will require prospective operators to consider the shared use of these facilities in the first instance.

POLICY SVC 8 : Telecommunications

~~In considering proposals for telecommunications development the Council will take the following factors~~ **will be taken** into account:

1. the need generally to avoid high quality landscapes and particularly visually prominent locations and to protect areas of natural and man-made conservation importance including Conservation Areas and Listed Buildings **and their settings**

2. **the need to site and design equipment in such a way as to minimise its impact on the surrounding area including adjacent or nearby residential areas**
3. **in the case of masts, the availability of alternative sites or the possibility of sharing facilities with other operators. New masts will only be permitted if it can be demonstrated to the satisfaction of the Council that mast-sharing is impractical.**

8.3.5 Where it has planning powers to control the size and siting of satellite television dishes the Council will exercise them so as to minimise the visual effects of dishes on the street scene, particularly in sensitive locations such as within Conservation Areas and on Listed Buildings.

POLICY SVC 9 : Satellite Dishes

Proposals for satellite dishes will be permitted provided that there is no adverse visual impact on the street scene, on the character of a Conservation Area or on the setting or appearance of a Listed Building.

8.3.6 Liquefied petroleum gas has become an increasingly popular source of domestic power for heating and cooking. Unlike oil storage there are no permitted development rights for fixed LPG tanks and the Council will judge each proposal on merit looking at both the safety and amenity issues involved. Safety aspects include size and siting in relation to buildings, highways and land belonging to adjoining owners and the Council will have regard to current Health and Safety Executive and County Fire Service guidance on these matters. Size and siting may also be important in terms of visual impact along with colour schemes for the tank and any blast wall.

POLICY SVC 10 : LPG Storage

The siting, size and colour of liquefied petroleum gas tanks and associated constructions will be controlled in accordance with HSE guidance Note CS5 and the County Fire Service's advice note "LPG in Private Dwelling Houses and Bungalows", together with ~~normal development control criteria~~ other plan policies with particular regard to as regards visual impact and traffic safety.

8.4 EDUCATION, TRAINING, AND HEALTH AND OTHER COMMUNITY FACILITIES

8.4.1 Schools and higher education vocational training, libraries, health and emergency services are not District Council responsibilities but the Local Plan can assist in terms of enabling policies or safeguarding potential sites from development. The Council will expect all such development along with other community facilities to be located in direct relation to needs of local communities, concentrated in the Key and Local Service Centres.

8.4.2 The Borough's economic prospects and the dynamics at work in the population will tend to create more demand for such services: In education life-long learning will become more important together with the need for training/retraining to maximise employment potential; pre-school facilities will assist assimilation into full-time education and help release parents (especially single parents) into employment and the development of research and development facilities at the Westlakes Science and Technology Park will improve prospects for the establishment of a University department or outreach college. In terms of health service provision the need is to help maintain a basic level of everyday care for all our communities and encouraging healthy activities through the provision of cycling and walking routes, sports facilities and so on. Demand will generally increase for health provision for older people through the plan period (see ~~3~~4.6.2).

8.4.3 There are 40 primary schools in the plan area and the County Council does not envisage any further major changes to this provision in the foreseeable future. ~~The scale and location of growth associated with the plan's zero net migration population objective does not warrant any significant readjustment. There are 5 secondary schools located at Whitehaven, Cleator Moor and Egremont and Millom. There is one Public School at St Bees. No further institutional changes are planned by the~~

~~County Council and accommodation of the zero net migration scenario would require only minor adjustments. Land is safeguarded for minor extensions to school buildings and facilities through the protection afforded by Policy SVC 13 which includes most playground and playing field space attached to schools.~~

- 8.4.4 The increase in the number of households where both parents are working and the increase in the number of single parent households have highlighted the pressure for nursery education, creches and playschools. ~~The Council will seek to extend provision through Policy SVC 11.~~

~~POLICY SVC 11 : Development for Pre-School Education~~

~~Proposals for the development of or extension to or conversion of suitable buildings for day nursery or childcare premises use by properly organised pre-school playgroups will normally be permitted subject to the requirements of Policy DEV 6 and other policies in the plan.~~

- 8.4.5 Vocational training and retraining needs will increase over the plan period and more particularly in the short term with the projected job losses at Sellafield. The main providers of Further Education and training course in West Cumbria is the Lakes College operating from a campus north of the plan area at Lillyhall. Secondary Schools also provide further education facilities and there are private ... in training schemes. The Council will continue to work with these various bodies and the Cumbria Learning Skills Council. As noted previously there are particular areas of socio-economic deprivation in the plan area and the local provision of a wide range of training/retraining opportunities is regarded as an essential weapon in the fight to improve these circumstances. As regards ongoing career training needs the Council welcomed the establishment of a management training facility based at St. Bees School and is keen to support the educational spin offs from the establishment of the Research Institute at Westlakes Science and Technology Park, particularly in association with the Summergrove Hostel (see 4.2.16). Other similar forms of development for tertiary or Further Education facilities will be supported eg in relation to establishing a "University of the Lakes" as a reality.

~~POLICY SVC 12 : Education and Training~~

~~Proposals for development to provide new or extended facilities for educational or training purposes will be~~

~~permitted subject to the requirements of Policy DEV 6 and other policies in the plan.~~

8.4.6 The creating of a Health Action Zone which includes West Cumbria and a range of other changes to the organisation of health services locally have not solved all our health problems. There are always going to be resourcing difficulties but the Council would wish to see most community needs addressed by local facilities. It opposes any reduction in the provision of health services in the plan area where the reduction cannot be justified by a corresponding decline in the overall local demand for the particular service or services.

8.4.7 The Council is aware that there may be a need to replace the West Cumberland Hospital in the near future. Where proposals for any new or expanded hospital accommodation health centres or surgeries do come forward the Council will expect them to be in locations that are accessible to the whole community. They should be located in close proximity to main bus routes and have parking provision for visitors nearby. Access from bus stops and car parks should preferably be level to facilitate access by people with disabilities and parents with young children.

POLICY SVC 13: ~~Healthcare~~

~~Development for new or expanded hospital accommodation health centres, or doctors', dentists' and other surgeries should normally be located within or on the edge of town centres, or in neighbourhood or village centres. Proposals for such development should incorporate the requirements of Policy DEV 6 and involve sites which are, or can be, served by a range of transport modes.~~

8.4.8 In the area of care for the elderly and infirm Policies HSG 9 and 49 18 of the plan will have relevance whilst the Council is committed to the maintenance and expansion of its Careline and special housing advisory services. It will encourage the further provision of residential and day care facilities (~~see also Policy SVC 16 on Community Centres in this regard~~).

8.4.9 Development associated with other social services for various groups in the local community will be encouraged, especially youth centre facilities. ~~It is expected that the majority of this development will involve existing, dual use premises. All such proposals will be subject to Policy SVC 11.~~

8.4.10 As regards emergency services it is considered that they are sufficiently flexible to be able to cater for the increase in

residential and other development envisaged over the plan period.

~~7.5 OTHER COMMUNITY FACILITIES~~

- 8.4.11** There are a variety of public halls and other mixed-activity venues including libraries available to community groups throughout the plan area. Where possible the Council has sought and will continue to address shortfalls by a programme of new community centre provision or by making grants available to self-help groups. Town and Parish Councils also play an active and important role in the organisation and maintenance of such facilities. Locations should relate well to the intended catchment and are or can be served by a range of transport modes.

~~POLICY SVC 14 : Community Centres~~

~~Proposals for new or extended community centre provision will be permitted subject to the requirements of Policy DEV 6 and other policies in the plan.~~

- 8.4.12** The Council will encourage proposals suitable for use as studios, workshops and exhibitions and for performances for art, drama, dance, music and other cultural activities or entertainment in appropriate locations and in accordance with plan policies. The involvement of local communities in the arts will be encouraged through the Council's Cultural Strategy and support will be given to local arts initiatives. The incorporation of arts and crafts work in new development will be encouraged through the implementation of Policy ENV 48 38.

~~POLICY SVC 16 : Cultural/Entertainment Facilities~~

~~Proposals for the development of new cultural or entertainment facilities will be permitted subject to the requirements of Policy DEV 6 and other policies in the plan.~~

POLICY SVC 11: Education, training, health and other community facilities

Proposals for development to provide new or extended facilities for the uses prescribed below will be permitted subject to the requirements of other plan policies:

1. day nursery or childcare
2. education or training

- 3. health centres, doctor's, dentist's and other surgeries
- 4. community centres
- 5. cultural or entertainment facilities

All development must involve sites which are related to the needs of the local community and are, or can be, served by a range of transport modes.

8.4.13 The responsibility for cemetery provision is variously shared throughout the plan area. The Council will liaise with other providers to ensure that adequate areas for expansion or new cemeteries are available.

8.5 LOSS OF FACILITIES

8.5.1 ~~The Council recognises that although they are important public halls are but one facet of a local community's social needs. Churches, p~~P~~ubs, cafes and shops, schools and post offices are often a focus of neighbourhood and village life and should be encouraged as far as possible. Support for such facilities is particularly important to maintain the vitality of rural areas in line with JSP Policy L54~~55~~. The Council will, therefore, only sanction redevelopment involving such existing uses where appropriate alternative provision is made in the locality or if it is demonstrated to the Council's satisfaction that there is no longer a viable or long term need for the facility. In such circumstances the Council will require evidence that the premises has been marketed as its current permitted use for a period of at least 12 months at a reasonable price or rent and no purchaser or tenant has been found.~~ The Council will give favourable consideration to proposals for dual or multi use of existing premises to maintain community facilities eg "Community Pubs" (incorporating a post office or Internet access facilities).

8.5.2 The Council will also strongly resist the loss of public halls, churches, schools, libraries, health facilities and post offices within the borough's villages.

POLICY SVC 15 12:Loss of Facilities

~~The Council will resist d~~**Development or change of use which would result in the loss of an existing social or community facility, will be resisted where it is satisfied that there is a demand for that facility that is unlikely to be met elsewhere.**

NB: Wording of paragraphs 8.4.12 – 8.5.1 are reordered from paragraphs 7.5.2 – 7.5.4 of the 1st Deposit Version.

8.6 RECREATION AND LEISURE

- 8.6.1 The government's Plan for Sport is a clear statement that sport has a major role to play in terms of quality of life objectives and in achieving a sustainable future. There are social, cultural and health dividends involved in the national programme assisted through Sport England initiatives which locally include the co-ordination of an Active Schools programme, the Cumbria Sports Partnership and most importantly a Sports Action Zone covering Copeland, Allerdale and Barrow.
- 8.6.2 The Sports Action Zone Action Plan (2001 – 2006) and the Council's Cultural Strategy (September 2002) are the principal tools in delivering the government requirements at the Copeland level. The two involve targeting particular sections of the community (like the elderly, disabled and youth), and those wards scoring highest in terms of socio-economic deprivation and health problems. The need is to increase the number, range and access to sports and informal recreation facilities and equally to co-ordinate delivery with Health Action Zone initiatives, community capacity – building, crime prevention/community safety schemes and the extension of employment opportunities through sport. Such an approach is encouraged through RPG Policy ED C10 and JSP L5357
- 8.6.3 Local plan policies can assist this process in assessing opportunities for sport and recreation provision, identifying suitable sites and safeguarding open space and its access from inappropriate development (PPG 17). Policy HSG 8 (5) is intended co-ordinate the provision of new open space as part of housing development in the plan area. The Tourism Opportunity sites (Policy TSM 2) may provide other opportunities for sports and recreational use by local people and similarly the proposed Action Plans for Whitehaven Pow Beck and Coastal Fringe area; Millom and Egremont (under the Market Towns programme); and work at Cleator Moor as part of the SRB programme will bring forward projects which combine tourism and local recreational benefits. The use of urban fringe and non-sensitive coastal sites will feature in these initiatives together with the need for accessibility for all modes of transport. RPG Policy UR 12 and JSP Policy L5458 help justify the notion of a Regional Park being developed in the Coastal Fringe area of Whitehaven (see Table TS1 para 45.4.7)
- 8.6.4 The provision of open space and play areas is aimed at achieving the National Playing Fields Association standard of 2.4 ha per 1000 population. There has not been a comprehensive survey of all the facilities in the Borough since 1995 so this is an area which requires some attention to ensure the target is met. The Council will carry out a full assessment of needs and opportunities of its greenspace, sport and recreation

requirements in accordance with PPG17 as part of the Local Development Framework. Until this is done Certainly there is a need to retain all the existing open space, pitches and play areas. Policy ENV 9 commits the Council to the protection of areas of local landscape within settlement boundaries. There are also areas which are important as regards recreational utility and these have also been identified in terms of Policy SVC 4713 which will be generally applied to prevent any diminution of existing provision. Approval for development involving the loss of sites or facilities will not be given unless a satisfactory replacement is provided. This must be at least as equally accessible, should equal or better the site or facility in area and quality and should be suitable in terms of physical conditions eg topography, drainage. The sites protected by Policy SVC 4713 include a wide variety of community facilities. Quite often they are on the edge of settlements, near open countryside where their contribution to landscape character is distinctly secondary to their recreational or other utility. However, there are such sites which perform a dual role of providing utility and green/wildlife space breaking up an otherwise continuous urban form or which contribute an essential element to townscape or village character. These sites are identified on the Proposals Map under policy reference SVC4713/ENV 9. Since their landscape significance is specific to location their suitability for replacement options is restricted. Replacement will only be considered as an option in exceptional circumstances which will include an assessment of landscape treatments for both the replaced and replacement sites.

POLICY SVC 4713 :Protection of Open Space and Facilities

The most significant areas of public or private recreational and public amenity space are identified on the proposals map. Development proposals which involve the loss of these sites or other community facilities such as parks, play areas, sports fields, school playing fields, allotments, sports halls and village halls will not be permitted unless a satisfactory replacement facility is provided for in terms of size, location, accessibility and suitability for the proposed use unless it can be demonstrated that there is no particular shortfall of provision in the local area.

8.6.5 Within settlement boundaries the Council will generally support proposals for new recreation and leisure development subject to the application of Policy DEV5 6 and DEV 6 7 and other policies in the Local Plan. A number of action programmes for economic regeneration are in place or are being developed in the Borough and the Council will give preference to projects which have a recreation or leisure dividend for the local community.

8.6.6 Some leisure uses, the most obvious of which are golf courses, require large areas of open land and care must be taken to ensure that new proposals do not compromise important landscape or conservation interests. Accordingly, the Council will favour such uses on derelict land or urban fringe situations and will subject proposals for ancillary facilities and buildings to the requirements of Policy DEV 67. Other pursuits, notably motor sports, clay pigeon shooting and air sports may well give rise to noise or other disturbance and should avoid situations close to residential areas. Controls may need to be applied to the frequency of use and hours of operation and good screening will be required. When considering proposals for riding schools or livery stables the main concern will be to ensure that sufficient land and/or buildings are available for horse-riding. If it is intended to use bridleways in the locality contributions towards maintenance costs developers may be sought from developers. ~~required to contribute to their maintenance costs.~~ Contributions may also be ~~required~~ sought to improve highway conditions in the vicinity of any subject site within the terms of Policy TSP 6.

POLICY SVC 4814: New Outdoor Recreation and Leisure Facilities

Proposals for new or expanded outdoor recreation and leisure facilities will normally be permitted subject to the requirements of other plan policies ~~Policy DEV 6~~ and provided that the development would not:

- 1. be detrimental to the appearance of the local countryside or result in the loss of or harm to an area of landscape, wildlife or conservation importance**
- 2. adversely affect the living conditions of local residents or those likely for occupiers of land allocated for residential development in the plan**
- 3. create unacceptable traffic conditions in the vicinity of the site.**

8.6.7 Copeland's countryside is of a very special quality. Two thirds of the Borough lies within the Lake District National Park (ie outside the plan area) and the marginal areas and sections of coast, including the St. Bees Head Heritage Coast, are of exceptional landscape value. There are also many areas of wildlife and conservation significance. Accessibility from the urban areas is fairly easy affording opportunities for walking,

cycling, horse riding, picnicking and quiet enjoyment. However, many leisure developments would be likely to destroy the very tranquillity which makes such areas attractive thus development in the best areas of countryside will be limited only to those facilities such as small car parks and public transport facilities, information panels, picnic areas and toilets which support low-key, informal recreation.

**POLICY SVC 19¹⁵ :Countryside Leisure and Sensitive Areas of
Countryside**

Proposals for small-scale leisure developments directly related to the quiet enjoyment of the countryside will be permitted within Areas of County Landscape Importance, the St. Bees Head Heritage Coast and Nature Reserves and adjoining SSSI's and other sites of conservation interest provided they are sensitively designed and sited and would cause no harm to the special character of the area.

9.0 RENEWABLE ENERGY

9.1 INTRODUCTION

9.1.1 The government's objectives for energy are set out in the Energy White Paper (February 2003). Its long term aim is to cut emissions of the main "greenhouse gas" carbon dioxide, by some 60% by 2050 and to make real progress towards this by 2020.

9.1.2 Grid-connected renewable energy will make a major contribution to this aim. Already the government target was to generate 10% of UK electricity from renewable energy sources by 2010 and the White Paper confirms a further aspiration to double the target to 20% by 2020. The Renewables Obligation calls on all licensed electricity suppliers in England and Wales to supply 15.4% of their electricity sales from renewable sources by 2015-16.

9.1.3 The Study, "Power to Prosperity", undertaken by Sustainability North West in 2001 suggests that Cumbria has the greatest potential contribution to make in achieving a regional target. The North West Development Agency has also highlighted renewable energy as a key growth sector in the Priority Areas for Regeneration of West Cumbria and Furness.

9.1.4 The Council recognises the benefits that both standalone and integrated renewable energy schemes can bring from a local to global scale. In land-use policy terms the important thing is to seek a balance between encouraging the development of renewable energy resources, taking into consideration the wider environmental, economic and social benefits of proposals, and appropriate environmental safeguards. Policy ER13 of RPG requires an "Area of Search" approach to protect the most valuable and sensitive environments and Policy R39 in the JSP fulfils this at sub regional level on the back of a detailed assessment of potential carried out for the County Council and Sustainability North West in January 2003.

8.1.5 In the normal course of events the Council would undertake to more closely define the JSP's broad areas of search on the Local Plan Proposals Map. However, as this version of the Local Plan was being finalised the government published the draft of a new Planning Policy Statement on Renewable Energy (PPS 22, November 2003). The draft PPS suggests that local authorities should not base policy on assumptions about technical feasibility of renewable energy projects which could undermine the work undertaken to define areas of search in the JSP. As a consequence the Council intends to proceed on the

~~basis of its existing suite of renewable energy policies noting that favourable consideration will be given to proposals within the areas of search indicated by the JSP authorities (and reproduced in Appendix 11 the Local Plan) so long as the proposals meet the criteria set out in the relevant policy.~~

9.1.5 The Council will expect developers of renewable energy schemes to engage with local communities regarding their proposals before a planning application is submitted. Utility companies will also be encouraged to discuss their proposals with the Council at an early stage.

9.2 RENEWABLE ENERGY SOURCES

9.2.1 Renewable energy resources can be categorised into three groups.

Primary: Energy derived directly from natural processes such as wind, wave, solar, tide, hydro and geothermal.

Secondary: Energy derived from animal and vegetable processes such as wood fuel and other vegetable based products either by biogestion or direct combustion.

Tertiary: Energy derived from urban and industrial waste such as land fill gas and municipal waste by biogestion and combustion.

The government provides assistance to most forms of renewable energy generation under the Renewables Obligation. Only hydro schemes greater than 10 megawatts and the processing of municipal solid waste do not currently attract assistance. Within Copeland there is the potential to exploit many of the resources mentioned above. In particular wind energy represents the most significant renewable energy source in the Borough.

Wind Energy

9.2.2 The best wind energy sites are open to constant high speed winds usually on the coast or on exposed hillsides and usually, therefore, in wild and unspoilt landscapes open to views from a wide area. The Council considers that the generally elevated, open nature of the areas designated as County Landscapes (Policy ENV 6) and the St Bees Heritage Coast (Policy ENV 7) make them particularly unsuited to this form of development ~~and even small scale wind energy proposals, ie up to 10 turbines,~~ and are unlikely to be acceptable if the character and appearance of these areas are to be safeguarded. The protection of impact upon other sensitive sites such as SSSIs,

sites of wildlife interest, RIGS, Scheduled Ancient Monuments and sites of local archaeological or historic importance must also be borne in mind along with affects on wildlife and the potential impact on residential amenity. Landscape impact is a test included in criteria 1 of Policy EGY 1 and this test will be assisted by use of Landscape Character Assessment currently being developed by Cumbria County Council in partnership with other Cumbrian local authorities to be brought forward subsequently as SPD (see also Section 5.2). Generally the Council will not sanction larger scale developments, ie more than 10 turbines unless it can be shown that there is an overriding national need for a project and that the criteria in Policy EGY 1 can otherwise be met. Small clusters of turbines in the Areas of Search identified in the JSP (Appendix 11) outside the special landscape areas and other sensitive sites will be favourably considered subject to satisfactory detailed siting and so long as they meet the Policy EGY 1 criteria. In Copeland the most appropriate sites are likely to be coastal. The Council will have regard to the Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 1999 and where relevant proposals will be subject to Policy DEV9: Major Development. The Council will also take into account the cumulative effects of wind turbine developments in any locality so as to avoid significant adverse affects.

9.2.3 The Council also intends to adopt SPD to supply further guidance on achieving positive onshore wind energy development schemes as part of the Local Development Framework.

POLICY EGY 1: Wind Energy

~~Proposals for large scale wind energy developments (more than 10 turbines) will not normally be permitted unless it can be demonstrated that benefits associated with a scheme outweigh environmental impacts and that the following criteria are satisfied:~~

~~Proposals for small scale wind energy developments will be favourably considered so long as:~~

- ~~1. The development including any service roads and transmission lines/equipment has no significant adverse impact on local landscape character~~
- ~~2. they do not involve unreasonable disturbance to local residents in terms of noise, visual~~

intrusion, electro-magnetic interference, shadow flicker or reflected light

3. they would not have a significant adverse effect on historic conservation or wildlife interests
4. they would not be prejudicial to highway safety
5. the development and any other existing or approved turbine groups in a locality would not be their have an adverse cumulative effects ~~have adverse~~ impact as regards the matters detailed in criteria 1-4 above
6. there would be no undue electromagnetic disturbance to existing transmitting or receiving systems and
7. there is a scheme for the removal of the turbines and associated structures and the restoration of the site to agriculture when the turbines become redundant.

Where the proposals involve the installation of more than two turbines or the hub height of any turbine or any other structure exceeds 15 meters an Environmental Impact Assessment will be required and the proposal will be subject to Policy DEV9.

Other Sources

9.2.4 As outlined in 3.2.7 and Policy DEV 7 (5) the location and design of schemes can contribute to energy conservation. The use of solar radiation as a source of energy could be maximised by its incorporation into the design of buildings. Solar power can be utilised in a number of forms:

- i) Active solar heating which requires the arrangement of solar collectors on external roof surfaces.
- ii) Photovoltaics which involve roof mounted collectors of similar appearance which produce electricity as opposed to heat fluids.
- iii) Passive solar heating which is more a set of principles used in the design of new buildings.

One of the principal factors when assessing proposals for solar energy production is its impact on the design and setting of the

building. Proposals that involve Listed Buildings are unlikely to be acceptable, similarly schemes within Conservation Areas would have to be carefully assessed.

POLICY EGY 2 : Solar Energy

Proposals for solar energy developments will be favourably considered so long as:

- 1. the proposal does not affect the character and setting of a Listed Building, or Conservation Area or Landscape of County Importance**
- 2. the installation is generally flush with the plane of the roof and does not in undue harm to the character of the building**
- 3. light reflection from the installation would not adversely affect residential amenity or highway safety**

9.2.5 Small scale hydro electric schemes can be well integrated into the environment by exploiting rivers and streams with a reasonably constant flow. Proposals which require re-engineering of the watercourse or substantial infrastructure can have a significant impact on the landscape and ecological habitats and are unlikely to be acceptable. Currently no sites in the plan area have been identified as having potential for 100KW installed capacity which is the yardstick of economic viability.

POLICY EGY 3 : Hydro Electric Schemes

Proposals for Hydro Electric schemes will normally be permitted subject to the requirements of ~~policy DEV 6~~ and other policies in the plan.

9.2.6 Some time ago a consortium of companies carried out a feasibility study into the potential of the Duddon Estuary for tidal energy but the overall conclusion was that such a scheme was not commercially viable at present at that time. The estuary is of international importance for nature conservation (see ~~5~~6.1.7/8 and Policy ENV 1), It is also a significant landscape feature and recreational site, and there would certainly have to be clear cut and wide ranging benefits, sufficient to outweigh the nature conservation and landscape/recreation interests of the site, for there to be any justification for such a development.

POLICY EGY 4 : Tidal Barrages Energy

The Council will ~~not~~ **only** support proposals for a tidal barrage **or other tidal energy scheme** across the Duddon Estuary **unless so long as** there are **no** imperative reasons of overriding ~~public~~ **national** interest which are sufficient to outweigh any damage to nature conservation and other interests. Proposals for all such development will be measured against Policy DEV 8 **9**.

9.2.7 Bio-fuels ~~such as~~ **for** short rotation coppice can have a significant impact on the landscape especially if located in a sensitive area or on a large scale. The Council will encourage full consultation by developers. MAFF, the Forestry Authority and the County Council regarding proposed schemes.

9.2.8 Farm slurries, general industrial and commercial wastes such as paper, poultry litter and landfill gasses can provide a significant energy source by either biogestion or direct combustion. **It can also offer opportunities for farm diversification.** However, the Council is ~~determined to ensure that s~~ **Such development does must be of an appropriate scale and** not pose a threat to the health, safety or amenity of adjoining neighbours and areas of landscape and conservation importance. **Energy from the incineration of municipal waste is covered in Section 6.11 of the Cumbria Minerals and Waste Local Plan 1996-2006. Further issues regarding waste disposal and recycling are discussed in Section 6.7 of this Plan.**

POLICY EGY 5 : Waste and Bio-fuels

Proposals for the generation of energy or heat from commercial, domestic and agricultural waste or Bio-fuels will be permitted so long as:

- 1. the scale, design and siting of development is in keeping with its surroundings**
- 2. no unreasonable disturbance to the locality is created in terms of noise, smell, fumes, dust or other airborne deposits or in terms of access and transport**
- 3. no health and safety hazards are posed to the locality in the short or long term**

4. **there is no significant adverse effect on conservation or wildlife interest.**
5. **the site has direct access to the primary road network.**

Wherever possible new plant for the scheme should be located on existing industrial sites or previously developed land and where practicable measures to transport fuel and waste by rail shall be made.

9.2.9

~~The County Council has indicated in its Areas of Search for Energy from waste and Biomass that only sites in or close to Whitehaven would meet the JSP Criteria.~~ The use of landfill gas is covered by JSP Policy R47⁵¹ and decisions on such development are managed by the County Council as part of waste-control. There is only one site north of Distington which is likely to have any potential in the Borough.

10. SELLAFIELD AND THE NUCLEAR INDUSTRY

10.1 INTRODUCTION

10.1.1 The nuclear industry plays a key role in Copeland. There are currently some 11000 employed at Sellafield and a further 2500 jobs depend on the purchasing power of the industry and workforce. The current site owner and operator, British Nuclear Fuels Group (BNFG), plays an important role in the community not only as an employer but as a major stakeholder in projects to diversify the local economy. The company is a partner in the West Cumbria Development Fund which has supported major infrastructure projects including the Westlakes Science and Technology Park and the regeneration of Whitehaven harbour and which underwrites the business support role of the West Cumbria Development Agency. It also works proactively with local schools and training agencies to help them meet the skills needs of the local economy both now and in the future.

10.1.2 The future of the nuclear industry is a national issue. Copeland has been the focus of major inquiries into fuel reprocessing (the THORP Inquiry) and into the development of an underground disposal site for radioactive waste (the NIREX Inquiry). Important areas of Government policy are

- There are no current plans to invest in further nuclear power stations and the current BNFG business plan envisages that all reprocessing will cease by 2012.
- The clean up of the legacy of the nuclear energy programme is proposed to be the responsibility of the Nuclear Decommissioning Agency Authority which will be based in West Cumbria.
- A review of the national radioactive waste management strategy is underway with completion not expected until 2006.

10.1.3 The wide ramifications of this policy background have been discussed in the Employment Chapter. However two crucial issues are how the local community is involved in the debate on the future of the industry and how to ensure that whatever solutions are found that they are sustainable in the widest sense of a healthy local economy, environment and community.

10.2 RADIOACTIVE WASTE MANAGEMENT

10.2.1 Reference has been made to the DEFRA review of national radioactive waste management policy. The Council is keenly

aware that previous proposals for a radioactive waste deep disposal site have focused on Copeland. This is a strategic national and international issue which will be determined by the Government. As set out in the Development Strategy (2.10) the Council wishes to ensure that in so far as any decision has a spatial impact on Copeland it is based on a full consideration of all the facts.

Policy NUC 1 : Radioactive Waste Storage and Disposal

The Council will only support a proposal for disposal or long term storage of radioactive waste where it meets the requirements set out in Structure Plan Policy ST9 4 and Local Plan Policy DEV8-9 and in addition has

- 1. Involved and secured the support of the local Copeland community in the development and subsequent implementation of such proposals**
- 2. Included measures to meet local community needs and to mitigate the adverse effects of the proposals on the social and economic well being of the community.**

10.3 SELLAFIELD

10.3.1 The Sellafield site occupies some 300ha of land on the coast north of the village of Seascale in an area of relatively low population density. It started producing plutonium for military purposes in 1946 and later the first ever commercial nuclear power station was built at Calder Hall in 1956. An experimental Advanced Gas Reactor was built in 1963. Today none of these plants is operational and the Windscale military reactor piles are currently being decommissioned

10.3.2 At present the site supports four main activities :

- the reprocessing of irradiated fuel ;
- the treatment of waste products arising from reprocessing
- the manufacture of MOX fuel from plutonium and uranium recovered from reprocessing ;
- and the storage on site of waste products.

10.3.3 For a number of reasons reprocessing is becoming a less attractive option for dealing with irradiated fuel on both environmental and economic grounds. In addition the magnox stations are being phased out. In the foreseeable future therefore it is likely that reprocessing will cease at Sellafield and

the remaining on site activity focused on decommissioning and clean up. The current British Nuclear Fuels Group business plan assumes that by 2013 all reprocessing plants and the MOX fuel fabrication plant will have been shut down. The economic implications of this have been referred to previously as a key driver for developing alternative employment opportunities. However the site based issues include

- The greater part of the UK inventory of intermediate waste and all the UK highly active waste is stored at Sellafield. The change of emphasis in national waste management policy from reprocessing to storage may lead to proposals to import fuel or other waste to Sellafield for storage. This is particularly likely in the light of the long term timetable for the DEFRA review of waste management options. The Council considers it would not be in its interest for this to happen because it would tend to influence and take the pressure off the DEFRA review. ~~and because equity requires that waste producers should not export their problem but deal with it~~ However the reality is that some decisions will have to be taken on operational, safety and environmental grounds over the next two or three years. The Council needs to be in a position to negotiate with the industry as and when such proposals come forward.
- The decommissioning proposals for the site will extend well beyond the Local Plan timescale. However as with the decontamination of other industrial sites it is important that the end use is established and that activity on site complements and contributes to this end.

10.3.4

It should be noted that the Government is proposing to establish a Nuclear Decommissioning Authority to be responsible for the radioactive waste legacy in the UK. It will take over the ownership of the Sellafield site and other British Nuclear Fuels Group assets. A detailed decommissioning programme for the Sellafield site is being developed in the form of a lifecycle baseline incorporating milestones towards achieving a restored site. It will be subject to local consultation and agreement and will inform decisions by the Council under Policy NUC2.

Policy NUC 2 : Use of the Sellafield Licensed Site

Within the licensed site boundary development for or related to the nuclear fuel cycle will **only** be permitted ~~subject to the following conditions:~~ **where the development contributes towards a long term strategy for the future management of the site.**

~~1.~~ With the exception of irradiated fuel and the transfer of waste from Drigg **Disposal Site** no radioactive waste shall be imported for treatment or storage **on the licensed site unless the proposal;**

~~2.~~ **The development contributes towards a long term strategy for the future management of the site**

1. represents the best practicable environmental option and is an interim proposal pending agreement on a national disposal route

2. involves and secures the support of the local Copeland community

3. includes measures to meet the local community needs and to mitigate the adverse effect of the proposal on the social and economic well being of the community

10.3.5

There are proposals to transfer office jobs currently provided within the site to locations outside the licensed site boundary. As far as possible the Council would expect these jobs to be relocated in accordance with the Development Strategy and Town Centre policies. There may be instances where there is a need to locate these jobs adjoining the licensed site boundary and so extend the area of the site. No provision is made for such development in the plan. If such development were to be approved the Council would seek an agreement to assist in the provision of compensatory investment to address the loss of the benefits of this employment from more sustainable locations, in particular town centres.

Policy NUC 3 : Relocation of Non Radioactive Development

The relocation of non radioactive development from the site shall be undertaken in accordance with the Development Strategy Policies DEV 1 to 5 **6**. The following preferred locations are identified:

- General office in town centre or edge of town centre locations

- **Nuclear technology related at Westlakes Science and Technology Park**
- **Workshops/processing operations on local employment sites**

10.3.6 Where ~~there are~~ exceptional operational or other grounds dictate that non radioactive development cannot be located in accordance with NUC3, for ~~locating~~ the location of development contiguous or very close to the Sellafield site ~~this~~ would be considered favourably in the context of Local Plan Policies DEV 6 and DEV 8 subject to the applicant entering into a planning agreement or making a unilateral undertaking to address the loss of this investment elsewhere in the Borough.

10.4 DRIGG DISPOSAL SITE

10.4.1 The disposal of all solid Low Level Radioactive Waste (LLW) arising at Sellafield is undertaken at Drigg LLW Disposal Site about four miles to the south of Sellafield to which it is linked by rail. It has been operational since 1957 and is effectively the national LLW disposal site. It was originally tipped very much like any other landfill site but over the last few years significant improvements have been to the way in which the site is managed.

10.4.2 In the absence of a national strategy for radioactive waste there is no agreed long term disposal route for LLW once the Drigg Disposal Site is full. BNF has introduced high force compaction and grouting of waste which will extend the life of the consented area of the site. The Council takes the view that the use of the Drigg Disposal Site should not include processing of waste since this would be incompatible with this quiet stretch of coastline and would lead to increased traffic and disturbance to the village of Drigg. However responsibility for development proposals at the Drigg Disposal Site relating to the storage of waste lies with Cumbria County Council as waste disposal planning authority.

POLICY NUC 4 : Drigg Disposal Site

The Council when consulted on development proposals at the Drigg Disposal Site will seek to resist any proposal for an extension to the existing consented area for the disposal of low level waste or for the introduction of processing operations associated with disposal.

POLICY NUC 5 : Transport of Materials to Drigg Disposal Site

In considering a consultation on any proposal for further development within the consented area at the Drigg Disposal Site the Council will seek to ensure that construction materials are brought to the site by rail as a condition of any consent.