Pre-Submission Core Strategy and Development Management Policies DPD

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LEAD OFFICER: Julie Betteridge, Head of Regeneration and Community
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WHAT BENEFITS WILL THESE PROPOSALS BRING TO COPELAND RESIDENTS?

These are the principal planning policy documents of the Council's Local Development Framework. As such they will be an essential means of implementing the Copeland Partnership Plan, the Council's Corporate Plans and other important social, economic and environmental strategies in the Borough over the next 15 years or so.

WHY HAS THIS REPORT COME TO FULL COUNCIL?

These are major items of policy which require Full Council approval to go out to consultation. They have been developed by the LDF Working Party and are submitted to Council with a recommendation to approve from the Executive.

RECOMMENDATIONS:

That Council approves the Pre-Submission Core Strategy and Development Management Policies DPD together with supporting documents and for the overall package to go out to consultation.

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1.   **INTRODUCTION**

1.1   As noted in the companion report on this agenda (Revised LDS) the Copeland LDF is the Council's portfolio of planning policy documents which are to replace the Copeland Local Plan. The two principal documents in the LDF are the Core Strategy and the Development Management Policies DPD (or Development Planning Document). Like the Local Plan, they relate only to the area of the Borough which the Council has planning authority responsibilities i.e. Copeland outside the National Park and they are designed to cover a 15 year period to 2027.

1.2   The Core Strategy deals with the big strategic planning issues facing the Borough and sets out an over-arching Vision, priority Objectives, development principles and a series of high-level spatial policies. It includes a Monitoring Framework showing responsibilities for implementation and targets to measure progress over the plan period. The other main chapter sets out how the policies will be implemented on the ground within the 6 Locality Areas of the Borough.

1.3   The Development Management Policies DPD concentrates on the Council's more detailed requirements for development proposals when it considers planning applications. The DPD's policies deal with design standards and the safeguarding of general amenity, safety and environmental issues and seek to deliver sustainable development.

1.4   Together with the Site Allocations DPD which is currently in preparation the two documents will assist implementation of the Energy Coast Master Plan (as refreshed by the new work on a West Cumbria Economic Blueprint 2012), Copeland's Community Strategy ("The Copeland Partnership Plan"), The Council's Corporate Plans, its Regeneration Delivery Plan and its Housing Strategy 2011-15. They will also be a major delivery vehicle for the work of the Cumbria Local Enterprise Partnership and the strategic context for the development of Neighbourhood Plans as envisaged in the new Localism Act provisions.

2.   **PROCESS FOR ADOPTION**

2.1   The documents now presented are the "Pre-Submission Versions" and have been prepared in the light of responses to two previous rounds of consultation. The first of these was an Issues and Options report in 2009 followed a year later by the Preferred Options Report.

2.2   Subject to Full Council approval, the Pre-Submission Versions are to go out to an extensive round of stakeholder and community consultation (May/June) prior to formal Submission to the Secretary of State. The LDF Regulations require the Council to assess all formal expressions of support or objections to its Pre-Submission Versions and to propose as many amendments as it can to accommodate objections. The amended versions and all unresolved objections are then to be submitted to the Secretary of State (October) who will appoint an independent Planning Inspector to undertake a public Examination of the documents and all issues raised (February 2013). The Inspector will make a report of his/her findings on the Examination business and the Inspector's recommendations will be binding on the Council (May 2013). Subsequently the Council will formally adopt the final versions as policy (August 2013). NB dates indicated are approximates in line with the Revised LDS 2012 (please see separate report on this agenda) and are, of course, subject to change dependent on the amount and complexity of business generated for the Examination.

3.   **SUPPORTING MATERIAL**

3.1   The Core Strategy and Development Management Policies DPD are supported by a number of companion documents:

- Topic Papers: There are two main topic papers on Economic Development Land Supply and Housing which summarise the policy inputs and evidence that have informed the Core Strategy approach to these subjects. They act as a bridge between the longer reports and studies which make up the LDF evidence base, which the general reader may find too detailed, and the limited background coverage that can be included in the Core Strategy itself. In particular they explain how the projections and growth scenarios have been developed and applied in these two principal policy areas. The Strategy for Infrastructure sets out the broad conclusions of an overall audit of infrastructure and services in the Borough (this audit is a larger item in the Evidence Base entitled Infrastructure Deficit Plan) and explores the needs and mechanisms for delivering improvements in association with new development. Two additional topic papers explain the wider context of Core Strategy production: The Core Strategy and Regional Spatial Strategy (RSS) paper explains the relationship of the Core Strategy to the North West RSS which is scheduled for revocation in the next few months. The Sub-Regional Spatial Planning Context paper reviews the coordination of Copeland's Core Strategy development with County, National Park and Allerdale spatial strategies.

- Sustainability Appraisal and Habitats Regulations Assessment: A further two legal requirements of all planning policy documents. The first involves a detailed assessment of all the policies in both main documents to identify whether they are likely to move Copeland towards or away from greater sustainability in the long term. The second looks at the likely effects of the policies on sites of international biodiversity importance over a wide area including off-shore territorial waters.

- Evidence Base studies and reports: There is a long list of material which has been specifically commissioned or undertaken by the Council's Planning Policy team to underpin the Core Strategy. These are available from the Planning Policy team as Background Documents and most are already on the Council's web-site. The list appears as Appendix 6 in the Revised Local Development Scheme which is the subject of a separate report on this Agenda.

- Report on Consultation: To be prepared in due course as a review of all stages to date.

5.   STATUTORY OFFICER COMMENTS

5.1   The Monitoring Officer's comments are: Proposals in the report represent a robust and sound approach to ensuring the Council's statutory responsibilities are properly discharged

5.2   The Section 151 Officer's comments are: No further comment.

5.3   EIA Comments: The proposals in this report will have a positive impact in promoting equalities in all Copeland communities

6.   HOW WILL THE PROPOSALS BE PROJECT MANAGED AND HOW ARE THE RISKS GOING TO BE MANAGED?

6.1   The approach to project management including risks is set out in the Council's Local Development Scheme which is the subject of a separate report on this Executive meeting Agenda.

7.   WHAT MEASURABLE OUTCOMES OR OUTPUTS WILL ARISE FROM THIS REPORT?

7.1   Again please refer to the Local Development Scheme 2012 Revision and in particular the Gantt chart on the final page which sets out the milestones for document delivery.

List of Appendices

Appendix A: Core Strategy and Development Management Policies DPD
Appendix B: Supporting Material – Topic Papers, Sustainability Appraisal, Habitat Regulation Assessment: Available on request in either paper or electronic form

Paper copies of all Appendix material are available for reference in the Members' Room

COPELAND LOCAL DEVELOPMENT FRAMEWORK

CORE STRATEGY AND DEVELOPMENT MANAGEMENT POLICIES DPD

PRE-SUBMISSION DRAFT

For Full Council

MARCH 2012

CONTENTS

CORE STRATEGY POLICIES

List of Figures and Tables

1   Planning Copeland's Future

1.1.1   Copeland faces serious challenges over the next few decades:

- a world where climate change is a vital concern;
- an economy where long-established industries continue to be under pressure; and
- tight financial constraints that impose a need for clear efficient decisions on resources.

1.1.2   At the same time, the Borough has real assets to call on. Two thirds of our area is part of the world-renowned Lake District National Park. Our coastal landscapes and historic towns give us an extra quality and character. And we have a unique cluster of capability and potential in the energy sector – centred on but not limited to the nuclear industry.

1.1.3   Development planning is a vital tool in helping the Council and the community respond to the challenges that lie ahead. It can help us to prepare the land, the places, the infrastructure and the services that will be needed, and it can set out the basis for making choices about new development, some of which will inevitably be controversial.

1.1.4   In 2006 the Council adopted a 10 year Local Plan for the area where it has planning responsibilities – i.e. the portion of the Borough outside the National Park. This needed to be reviewed and ultimately replaced by a new style and range of planning documents under the umbrella title of the Local Development Framework (LDF). The first of these are the Core Strategy and the Development Management Development Planning Document (DPD) which are set to cover a 15 year time horizon (2012-2027 at this stage). The report now published is the Pre-Submission Draft version of the two documents following consultation on a Preferred Options version during 2010 – the preparation process is described below at 1.4.1.

From the Leader of the Council – To be Updated

Our Borough's mission statement is "leading the transformation of West Cumbria to a prosperous future", and this new planning consultation is an important step on that transformational road.

Our vision is of a Copeland which is successful economically and socially, sustainable in every sense, socially cohesive, and made up of attractive places that people choose to live, work in and to visit.

This consultation document tells you what policies the Council is thinking of including in its new Local Development Framework, and why. It builds on last year's "Issues & Options" consultation to which many people responded.

I hope you will again give us your views, and help us to shape an energetic and successful Borough over the next fifteen to twenty years.

1.2 This Report

Purpose of the Document

1.2.1 This document provides the Council's policies and proposals that it intends to submit to the Secretary of State for the following Development Plan Documents:

1.2.2 Core Strategy: Deals with the big strategic planning issues facing the Borough setting out an over-arching Vision, priority Objectives, development principles and a series of high-level spatial policies. It includes a Monitoring Framework showing responsibilities for implementation and targets to measure progress over the plan period. The other main section sets out how the policies will be implemented on the ground within the 6 Locality Areas that make up the Borough.

1.2.3 Development Management DPD: Concentrates on the Council's more detailed requirements for development proposals when considering planning applications.

1.2.4 Together with the Site Allocations DPD now in preparation the two documents form the principal components of the Copeland LDF and will particularly assist delivery of the following:

- The North West Plan: Regional Spatial Strategy to 2021 (although this is expected to be revoked soon)

- Britain's Energy Coast: A Masterplan for West Cumbria (sometimes referred to as the 'Energy Coast Masterplan') as refreshed by new work on the West Cumbria Economic Blueprint (2012)

- Copeland's Community Strategy – The "Copeland Partnership Plan"

- Copeland's Regeneration Delivery Plan

- The Copeland Housing Strategy 2011-15

1.2.5 The LDF will also be a major delivery vehicle for the work of the Cumbria Local Enterprise Partnership and the strategic context for the development of Neighbourhood Plans in the Borough, which have been introduced in the recent Localism Act.

Coverage of the Copeland LDF

1.2.6 The Local Development Framework will cover the parts of Copeland Borough which are not within the Lake District National Park. The extent of coverage is shown on the map at Figure 1.1. Please note that matters relating to waste, minerals and highways are dealt with by Cumbria County Council and matters relating to land-use planning in the Lake District National Park are dealt with by the Lake District National Park Authority. And these two authorities produce their own LDFs for the purpose.

Figure 1.1: Coverage of the Copeland LDF

COPELAND BOROUGH

Rail line
Primary Route
Primary Route (Proposed)
Main Route
Key Secondary Route
Locality Areas
Lake District National Park

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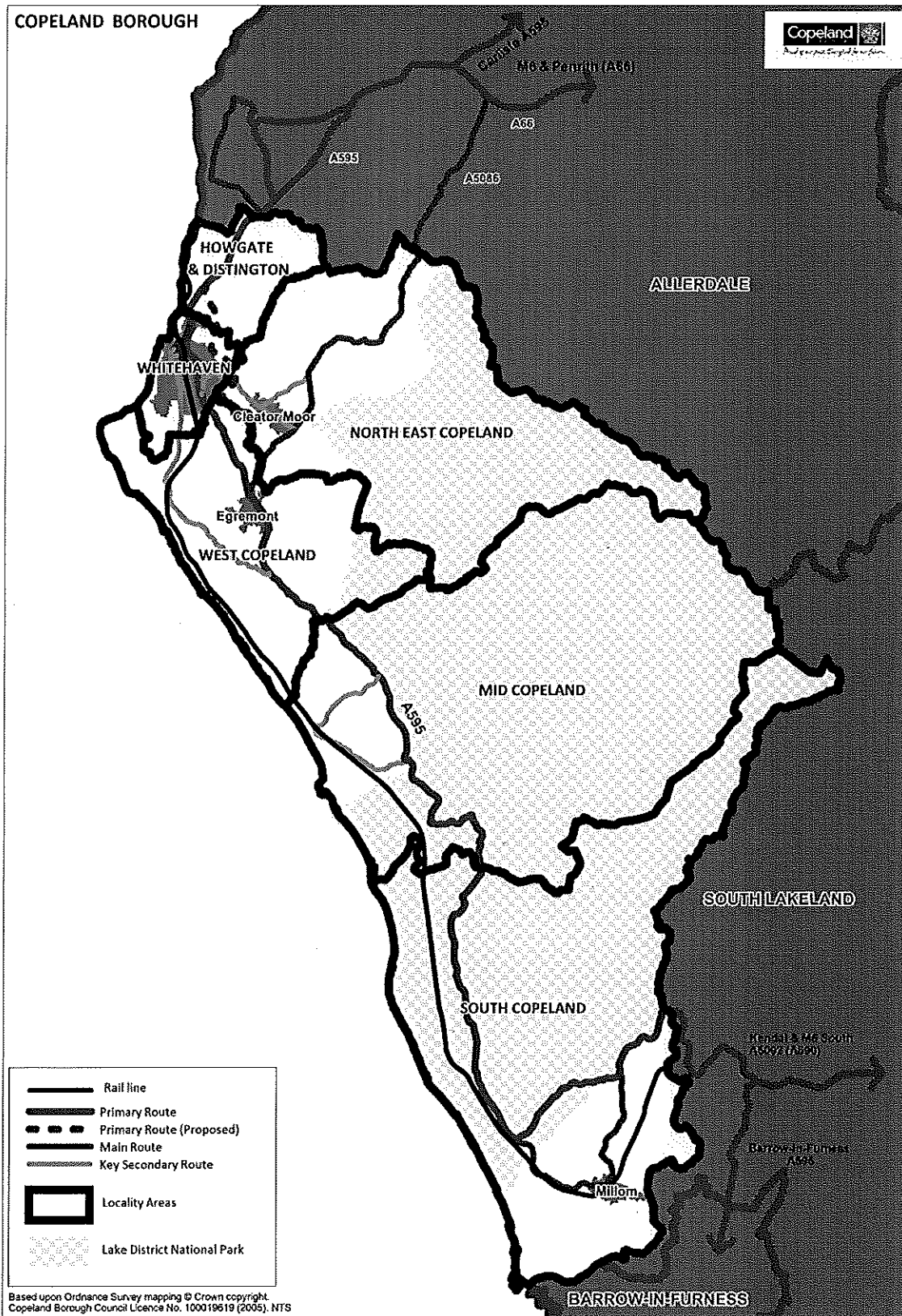
1.3 Copeland Local Development Framework

1.3.1 Figure 1.2 outlines the main documents that will form the Copeland Local Development Framework and highlights the two documents that this consultation relates to.

Figure 1.2: The Copeland Local Development Framework
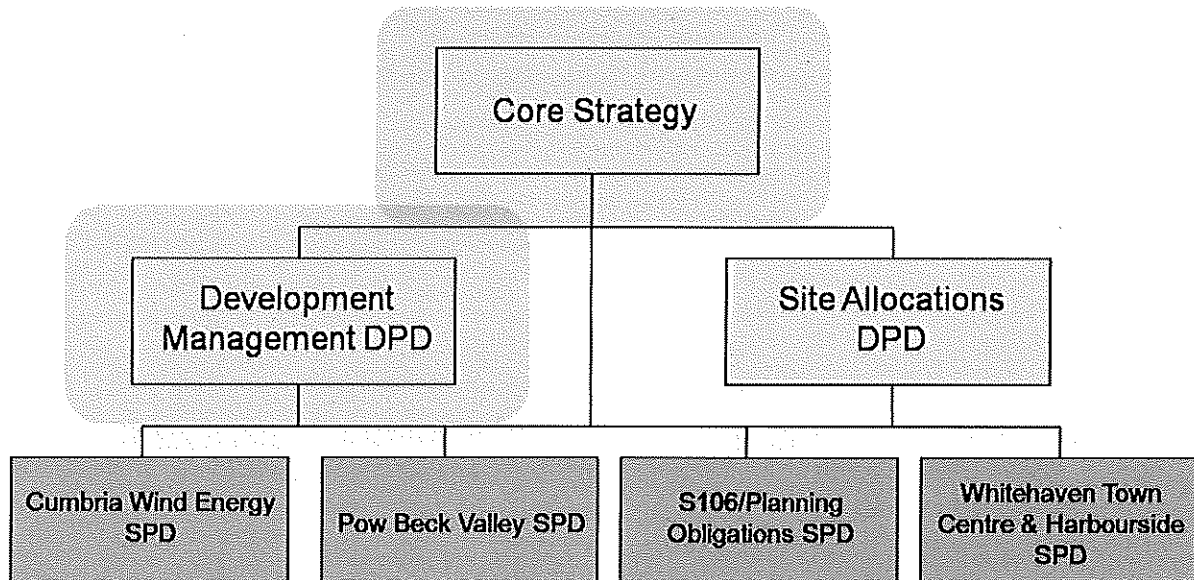
1.3.2 Once it is complete the Local Development Framework (LDF) will formally replace the current Copeland Local Plan (2006). Together with the Lake District National Park Authority's own LDF, it will become the basis for judging all planning proposals and applications in the Borough.

1.4 Steps in the Process of Producing the LDF Documents

1.4.1 The process of preparing Copeland Borough's Local Development Framework is as follows:

- In November 2008 we began the process with a series of Stakeholder Workshops to outline the scope for the LDF and draft a Vision and Objectives

- In May 2009 we consulted on **Issues & Options** for the whole Local Development Framework. The responses to that document have been important in developing the policy choices further.

- The second major consultation stage – the **Preferred Options** – took place between May and July 2010 and presented the Council's draft policies and proposals for the Core Strategy and Development Management Policies

- This current consultation on the **Pre-Submission** draft of the Core Strategy and the Development Management Policies DPD builds on the feedback received at the Preferred Options stage and represents the Council's final draft policies.

- Following the consultation the document, together with responses received, will be sent to the Secretary of State for examination.

- ■ After the examination by an independent Planning Inspector, it can be adopted by the Council as the statutory basis for future planning policy in Copeland.

1.4.2   The Preferred Options for the Site Allocations DPD will be produced 6-9 months after the Core Strategy and Development Management Policies DPD to allow for more certainty about the policy approach being approved when selecting sites.

1.4.3   Figure 1.3 illustrates the process and timescales for producing the Core Strategy and Development Management Policies DPD.

Figure 1.3: Process and Timescales for Producing the Core Strategy and Development Management Policies DPD

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┌─────────────────────────────────────┐
│  Stakeholder Event to agree the scope and │
│  draft a Vision and Objectives for the LDF │
│           (November 2008)            │
└─────────────────────────────────────┘
                  ⬇
┌─────────────────────────────────────┐
│  Public Consultation on Issues and Options │
│              for the LDF             │
│          (May – August 2009)         │
└─────────────────────────────────────┘
                  ⬇
┌─────────────────────────────────────┐
│  Public Consultation on Preferred Options │
│    for Core Strategy and DM Policies │
│           (May – July 2010)          │
└─────────────────────────────────────┘
                  ⬇
┌─────────────────────────────────────┐
│  Public Consultation on Pre-Submission │
│   Draft prior to the Secretary of State │
│           (May – June 2012)          │
└─────────────────────────────────────┘
                  ⬇
┌─────────────────────────────────────┐
│   Submission to the Secretary of State │
│           (October 2012)             │
└─────────────────────────────────────┘
                  ⬇
┌─────────────────────────────────────┐
│          Examination Sessions        │
│           (February 2013)            │
└─────────────────────────────────────┘
                  ⬇
┌─────────────────────────────────────┐
│          Adoption/Publication        │
│            (August 2013)             │
└─────────────────────────────────────┘
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1.5   The Approach to Nationally Significant Infrastructure Projects

1.5.1   The role of Copeland Borough Council and the status of the Local Development Framework in relation to Nationally Significant Infrastructure Projects are explained in the following box.

The approach to Nationally Significant Infrastructure Projects

Applications for planning consent, known as Development Consent Orders (DCOs), for Nationally Significant Infrastructure Projects (NSIPs) are submitted to the Planning Inspectorate Major Infrastructure Planning Unit[1] and determined by the Secretary of State.
 	
There are currently two proposed NSIP developments within or affecting the Borough:
 	
   • a new nuclear power station at Moorside, close to the Sellafield site;
 	
   • • upgrading and increasing the capacity of National Grid power lines, for which a firm route has not yet been selected at the time of publication.
 	
A Higher Activity Nuclear Waste Repository would be likely to qualify as a NSIP, but at the time of publication it has not been determined whether anywhere in Copeland is suitable for geological disposal. Other possible NSIPs would include tidal power generation, for which there is currently no firm proposal.
 	
Planning policy for NSIPs is set out in National Policy Statements (NPSs). NPSs are not part of the statutory development plan, however the Borough Council has had regard to them in preparing the Core Strategy and other documents in the Local Development Framework.
 	
Because NSIPs are subject to a separate planning process within the national planning regime, <u>the Core Strategy does not have policy status for NSIP decision making by the Secretary of State</u>.
 	
The Council will be an important statutory consultee when any Development Consent Order application is made. It will prepare a Local Impact Report, to which the Planning Act 2008 (Section 104(2)(b)and(d)) states that the Secretary of State must have regard. The Core Strategy, along with other relevant evidence and considerations, will inform the Local Impact Report and any other representations the Council makes to the Secretary of State. The Council will also seek a Statement of Common Ground with the developer before an application is submitted to the Major Infrastructure Planning Unit.
 	
The Council will be the decision maker for any elements of development associated with or ancillary to the NSIP development dealt with under its powers as a Planning Authority. Any such development will be considered by the Council against National Policy Statements and its Local Development Framework, including this Core Strategy.

1.6   Your Views and Responses

1.6.1   We would like to hear what you think about the Pre-Submission Core Strategy and Development Management Policies DPD. This document is the Council's final draft and any responses you give will be collated and

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[1] The arrangements for dealing with Nationally Significant Infrastructure Projects were set up by the Planning Act 2008 and subsequent National Policy Statements, amended by the Localism Act 2011. The Major Infrastructure Planning Unit is the agency responsible for considering and approving NSIP proposals for development consent, reporting to the Secretary of State, who makes the final decision.

submitted to the Secretary of State alongside this document for Examination. Your responses will then be used by the independent planning inspector to help to form the basis for the public Examination of the document.

1.6.2   This is a formal public consultation that will run for 8 weeks and will take place between from **Tuesday 8th May to Friday 29th June 2012.**

1.6.3   You can respond by completing the Representation Form and sending it to:

Strategic Planning Manager
Planning Policy Unit
Copeland Borough Council
The Copeland Centre
Catherine Street
Whitehaven
Cumbria CA28 7SJ

1.6.4   Alternatively you can email the form to ldf@copeland.gov.uk

1.6.5   The closing date for responses is **Friday 29th June 2012.**

2   Spatial Portrait for Copeland

Context and Background

2.1.1   Copeland is on the west coast of Cumbria. It extends over $737km^2$ and has a population of about 69,700. The population of the Borough is expected to increase over the next 20 – 25 years, and the age structure is projected to change with fewer people in younger age groups and increasing numbers of people aged over 60.

2.1.2   It is a predominantly rural borough, much of which falls within the Lake District National Park. The Local Development Framework area has around 47 km of coastline, and this contrasts dramatically with the high fells of the Lake District further inland. The main towns and settlements are located predominantly to the north and west of the Borough, with the exception of Millom, which lies at the southernmost point, on the Duddon estuary.

Economic Opportunity and Regeneration

2.1.3   The traditional industries which drove the growth of the main settlements declined during the 20th century, but the nuclear sector became established in the 1950s with the development of the Sellafield complex. Today around 12,500 (about 40% of all employees in Copeland) work at the plant (one of the highest proportions of people employed in knowledge based industry in the country) but this is set to decline as decommissioning is progressed. The site is also host to over 60% of the UK's nuclear waste; decisions are needed to deal with this legacy and to consider the implications of the proposal for a new nuclear power station near to the Sellafield site, known as Moorside. The Britain's Energy Coast West Cumbria (BECWC) initiative aims to build on Copeland's nuclear and engineering strengths and to create further knowledge and energy based opportunities, as well as to diversify the economic base.

2.1.4   Elsewhere, the agricultural sector remains an important contributor to the local economy, maintaining the countryside and landscapes valued and enjoyed by residents and visitors alike. New approaches to development in rural areas are needed to support farm enterprises and other rural businesses. Tourism is an important opportunity, especially given the overlap with the Lake District National Park and the presence of the Coast to Coast footpath and C2C cycle path. There is potential to grow this sector from the current 1.8 million visitors a year and £95 million expenditure by 5% pa. This will require new and improved attractions, facilities and accommodation throughout the Borough.

Sustainable Settlements

2.1.5   The Borough's largest settlements are clustered mainly towards the north. They include the principal town of Whitehaven, a historic port with an industrial past, and the towns of Egremont and Cleator Moor which developed as a result of coal, iron ore and limestone mining. Millom lies to the south of the Borough, and grew up around the iron ore and steel industry. The rest of the Borough is largely rural.

2.1.6   Although the housing market is considered to be broadly in balance, there are gaps in provision, including detached properties across the Borough and particularly in Whitehaven, semi-detached properties in Millom and bungalows in the Whitehaven and West Lakes areas. There is a need to target new development to existing centres as the most sustainable locations and to support population and economic growth. In areas in and close to the Lake District National Park, residents face the challenge of a lack of affordable housing as a result of high demand for retirement and second homes.

2.1.7   Copeland has economic and social problems similar to those associated with much larger urban areas. Some communities are amongst the most disadvantaged in the country, with pockets of deprivation in health, employment, income, access to housing and other services.

Accessibility and Transport

2.1.8   Copeland is a relatively remote part of the North West, and the mountains and lakes of the Lake District form a natural barrier to communication, migration and investment. Key routes into the Borough are indirect; the A595 connects with the A66 and M6 North to Carlisle and Penrith, and the circuitous Cumbrian coastal route connects to the M6 to the South. The Cumbrian coastal railway connects to services on the West Coast mainline but trains run infrequently, and off peak services are very poor.

Environmental Protection and Enhancement

2.1.9   Copeland has a range of distinctive landscapes which require special protection, from shingle beaches, sand dunes, high cliffs and tidal estuaries along the coastal fringe to the high mountains and deep lakes of the Western Lake District. The area hosts a large number of SSSIs as well as SACs, Ramsar sites and areas of county and local significance for wildlife. Some areas are at particular risk of coastal, fluvial and surface water flooding and there is a need to ensure that new development does not contribute to increased surface water runoff, and to locate and design development to ameliorate the impacts of flooding on people and property when it does occur.

2.1.10   Much of Copeland's built heritage is of significant historic interest, and the Borough has Conservation Areas in Whitehaven, Cleator Moor, Egremont, Beckermet and Millom, as well as many Listed Buildings and a number of scheduled ancient monuments. The Georgian town centre and harbour area of Whitehaven are considered to be of national significance and offer major opportunities for heritage led regeneration based around tourism and the consolidation of independent, niche retailing and service industries set within an attractive historic environment.

3 Setting the Strategy

3.1 Context

3.1.1 Copeland is on the west coast of Cumbria and is a predominantly rural Borough, much of its area falling within the separate planning jurisdiction of the Lake District National Park.

3.1.2 From a strategic planning point of view Copeland's main characteristics are:

- a population which stabilised in the last decade after declining;

- a legacy of decline of traditional industries in the north and south, with rural areas between;

- correspondingly, a need for regeneration and better quality housing in the northern settlements, and Millom in the south, whilst in rural areas housing affordability is a challenge;

- relative remoteness from main national transport routes, and accessibility within the Borough compromised by limited road and rail capacity;

- major assets in the nuclear industry, its skill base and economic potential, along with the Borough's outstanding coastal and mountain landscape with its potential for tourism development.

3.2 The Sustainable Community Strategy

3.2.1 The Copeland Partnership Plan looks forward to 2027. It has four overarching aims, set out as follows.

Raise people's aspirations	Health and well-being Life chances and aspiration
Sustain and develop Copeland as a quality place	Housing and neighbourhood Access to facilities and services
Build on Copeland's prosperity	Local economy Poverty and exclusion
Work in partnership across Copeland	Local/community planning Improving joint working

3.2.2 In essence, the Core Strategy addresses the first two of these aims; progress towards the third will flow from action on the ground fulfilling the first and second.

3.2.3 Core Strategy policies have been linked to those themes which are capable of being realised 'on the ground', namely the first three themes. The Core Strategy addresses the following Sustainable Community Strategy priorities in the following ways:

People's aspirations – enabling people to access the housing they need; promoting healthy living;

Quality place – facilitating the right housing offer to support growth and sustainability; settlement-based development to keep existing businesses and residents and attract new; distinctive local landscapes with biodiversity conserved and enhanced; making towns and villages where people want to live;

Building prosperity – settlement-focused development; diversifying the economy by playing to Copeland's strengths; maintaining and building on local businesses and jobs; centres of excellence for developing technology and job opportunities; stronger connectivity.

3.3 Drivers of Change and the Growth Agenda

3.3.1 Along with the aspirations of the Sustainable Community Strategy, certain forces or 'drivers of change' have influenced the development of a Spatial Vision for Copeland. The principal ones are:

- Climate change and the drive for greater sustainability
- The 'Energy Coast' concept and economic growth
- Household change and housing growth
- Change in the Nuclear industry

Climate and Sustainability

3.3.2 The most important environmental issue shaping our future - in Copeland as in the country as a whole - is climate change, which will result in changes to our natural environment, and hence our future prosperity and social cohesion. Flooding, coastal protection, building design, energy generation, water supply and biodiversity are all issues where the decisions we take about development planning will affect how we respond to climate change.

3.3.3 Climate change is also linked into the wider issue of sustainability. Since the mid-1990s, sustainability and development have become increasingly integrated. There has been a consistent thrust, largely irrespective of political party, towards urban concentration rather than sprawl, prioritising the use of brownfield land over greenfield sites, locating the more intensive activities near hubs of public transport, and an insistence on quality of development in both town and country. This is broadening out further towards the use of sustainable building materials in development, alongside new and tougher targets for energy efficiency and for generating renewable energy. Where development is located, and how efficiently it uses energy and land, are things that the planning system - including the Core Strategy - can influence.

3.3.4 Other important issues which are relevant to sustainability are the conservation of natural features such as biodiversity, geology, natural habitats and landscapes. We also need to consider access to the open countryside, and how to deal with the negative impacts of development on the natural environment. These are of course 'national' issues too, in

Copeland, in that over half the Borough forms part of one of the UK's most celebrated National Parks.

The 'Energy Coast' and economic change

3.3.5   There is a strong connection in Copeland - stronger than in most places - between the issue of climate change and the issue of economic change. This reflects the importance of the energy sector in the local economy; and its potential to respond to climate change and a low-carbon strategy. The 'Britain's Energy Coast' Master Plan sets out how Copeland and Allerdale could take advantage of the potential of nuclear, wind, and water energy to become a very important player in this strategy.

3.3.6   It is a strategy both for energy generation and for economic growth. The energy sector is clearly the key driver in economic terms, and is likely to become more so. Sellafield's 10,000 workers - the great majority of them West Cumbria residents - are predominant in an economy with about 66,500 jobs (Copeland and Allerdale Boroughs). Projections carried out in the 'West Cumbria Economic Blueprint' analyses, updating the earlier Energy Coast Master Plan, start from a baseline of predicted long-term job contraction at Sellafield, and also assess the possibilities deriving from the proposed power station adjoining the Sellafield site, plus other nuclear-related development possibilities. These scenarios range from a predicted net job loss in Copeland of 3,000 during the plan period, to a gain of 2,000.

3.3.7   The Council's view is that we should "plan for success", in the sense of making plans which allow for the growth potential of the 'Energy Coast' to be realised. The Core Strategy' policies for economic development reflect this. Whilst the most optimistic numbers may not be reached, it is clearly sensible to plan to allow for a future where the new potential employment replaces that which is inevitably going to go from manufacturing - so leaving us with at least as many jobs as today, but with substantial economic growth as well. This rationale is analysed in more detail in the Economic Development topic paper.

Household change and housing growth

3.3.8   Another key 'driver' is change in household and population. The economic growth of course has implications for housing needs and the supporting infrastructure of community services, transport and so on. But a future Copeland with about the same number of jobs as today will nonetheless need more homes and services, because of other changes in society, such as falling average household size, and rising expectations.

3.3.9   Analyses from Cumbria Vision and the County Council suggest that the 'jobs driver' of growth in households and population is only part of the story: about half the requirement is accounted for by the population and household growth which is expected to occur almost irrespective of the economic / employment scenario chosen.

3.3.10   Much of the growing need will come from demographic change: that is, change in population characteristics. In particular, people are living longer, and they are living on their own more and for longer. Cumbria County Council's population scenarios suggest that Copeland's population could grow by some 5,000 (about 7%) over the next 25 years - but within that, the oldest two groups (over-60s) would be growing by over 80%, whilst the numbers in the middle age-groups (30-59) could be falling by some 18%. Combined with people's lifestyle changes, this indicates that - as with the rest of the country - the average size of households could be falling: in Copeland's case from about 2.2 people per household to 2.08 over the next decade, and possibly even lower beyond that. So, it is likely that much of the additional housing requirement will occur however the economy performs.

3.3.11   'Blueprint'-related scenarios, matching demographic projections to employment change possibilities, suggest a total housing demand varying from 109 to 161 dwellings per year.

3.3.12   The Council's view is that these projections, which are broken down from calculations made for West Cumbria as a whole, are based on unduly pessimistic assumptions regarding the share of housing demand arising in Copeland. The Council believes that it is more sensible to start from what the market has proved itself capable of producing - upwards of 200 dwellings per annum (and consistent with Office for National Statistics household formation projections of 230 per year). This compares with a recent annual rate, including the 'credit crunch' and its aftermath, of 192. An aspirational figure of 300 dwellings per year is also allowed for, to cater for the 'nuclear investment' scenario. The Strategic Housing Land Availability Assessment demonstrates that there is enough land to satisfy the higher figure, assuming, as could be expected in that scenario, that there is some 'market uplift'.

3.3.13   The rationale for this level of allocation is developed in Chapter 5 and the Housing Topic Paper summarises the evidence base.

Change in the Nuclear Industry

3.3.14   The fourth major driver is the nuclear sector development. Moorside is one of the locations selected by the Government for a new nuclear power station. Additionally, the Borough has expressed an interest in hosting a long-term High Level Waste Repository. Decisions on such matters are some way off and will be taken on grounds of national policy by the Major Infrastructure Planning Unit rather than the Council.

3.3.15   The development of any of these types of facilities would have a major effect on general development pressures in surrounding settlements and local infrastructure. The Council is keen to ensure that any impacts arising from these schemes are addressed adequately by their developers. The aim is that the outcomes of this process should be positive and should benefit residents and businesses, including with improved infrastructure.

Note on the North West Regional Spatial Strategy (RSS)

3.3.16   Although the Government has signalled its intention to revoke the Regional Spatial Strategy, the Borough Council is mindful of the judgement in Cala Homes (South) Ltd v Secretary of State for Communities and Local Government (No. 2) that it remains unlawful for the Local Development Framework not to have regard to the RSS.

3.3.17   The foundations of the production of this Core Strategy have been based on conformity with the North West RSS, the Borough Council being satisfied that what RSS proposed was appropriate for Copeland. We are additionally satisfied that the Core Strategy is based on robust evidence that it responds adequately and effectively to the Borough's needs and aspirations, independently of what the RSS prescribed. The main text of the Core Strategy is self-justifying and does not refer to RSS; but Topic Paper 3 contains an analysis of how this strategy conforms to it.

The Vision for Copeland

3.3.18   We have developed an exciting vision for the Borough to 2027 which clearly defines and reflects the priorities and key 'drivers for change' likely to shape the future of Copeland.

By 2027, Copeland will be an economically and socially sustainable, well-connected and environmentally responsible place of choice.

Economically sustainable: a place that boasts prosperous towns and vibrant villages, a highly-skilled workforce and a varied and sustainable economic base that builds on opportunities, including those presented by the low-carbon and renewable energy sectors, knowledge-based industries and tourist attractions;

Socially sustainable: a place that meets the needs of the whole community, where geography is not a barrier to achievement, and where housing quality and availability, social infrastructure, health and well-being, equality and social mobility are improved.

Well-connected: a place that has enhanced transport networks providing improved access to sustainable modes of transport, both within and between its key settlements and out towards neighbouring areas;

Environmentally responsible: a place that adapts to climate change and minimises its carbon footprint, makes the most of its unique coastal location and abundant natural resources whilst protecting and enhancing its green infrastructure, landscapes, heritage and biodiversity.

Objectives for Economic Opportunity and Regeneration

3.3.19   These objectives cover growth and diversification of the local economy, generating good employment opportunities, improving education and skill

levels in the borough, increasing revenue from tourism, and responding to the decommissioning of Sellafield.

Strategic Objective 1

Support future renewable and low carbon energy generating capacity in Copeland in line with Britain's Energy Coast: A Masterplan for West Cumbria.

Strategic Objective 2

Promote the diversification of the borough's rural and urban economic base to enable a prosperous mixed economy, including creative and knowledge based industries, specialist engineering and the energy sector, building on Copeland's nuclear skills base, and tourism, exploiting heritage, the potential of the unspoiled coast and the quiet of the western lakes.

Strategic Objective 3

Provide a wide range of modern, high-quality employment sites and premises and promote the creation of a high-end knowledge based employment cluster at West Lakes Science and Technology Park.

Strategic Objective 4

Promote the vitality and viability of town and local centres, taking advantage of the built heritage that exists in Copeland's towns and villages (notably Whitehaven and Egremont) to enhance the shopping experience for residents and visitors.

Strategic Objective 5

Support the Nuclear Skills Academy, higher education at Westlakes, and the borough's other educational establishments in improving educational attainment and skills to meet business needs.

Objectives for Sustainable Settlements

3.3.20   These objectives relate to the quality of life for local people, and to ensuring that settlements meet the needs of all: in terms of access to housing, community services and facilities, leisure, sport and employment.

Strategic Objective 6

Focus major development in Whitehaven, and encourage complementary and additional development in Cleator Moor, Millom and Egremont and in local centres where opportunities exist, in line with strategic infrastructure provision.

Strategic Objective 7

Enable a 'balanced housing market' ensuring that all housing is of good quality, affordable, responds to differing needs from deprived industrial communities to the more prosperous rural areas, and is provided in places where people want to live.

Strategic Objective 8

Ensure that settlements are sustainable and meet the range of needs of their communities by, as far as possible, protecting the facilities that are already present (including green infrastructure) and supporting appropriate new provision, especially in Millom which is the main settlement serving the more remote locality of South Copeland .

Strategic Objective 9

Ensure that all new development meets high standards in terms of sustainable design and construction, energy efficiency, provision for biodiversity, safety, security and accessibility, relates well to existing development, enhances the public realm and develops quality places reflecting their distinctive west and south west Cumbrian character.

Strategic Objective 10

Support the increased sustainability of communities in rural environments varying from former mining settlements in the north and south, to the villages of mid Copeland.

Objectives for Accessibility and Transport

3.3.21   These objectives relate to accessibility to services, reducing the impacts of journeys on the environment and ensuring that transport networks address the geographical constraints in terms of moving around the Borough, and also in terms of accessing the Borough from beyond its boundaries.

Strategic Objective 11

Reduce the need to travel by supporting improved telephone and rural broadband access.

Strategic Objective 12

Improve access to employment, services, education/training facilities and the leisure opportunities of the coast and Lakeland fringe, by foot, cycle and public transport.

Strategic Objective 13

Develop and maintain safe, efficient, high quality, modern and integrated transport networks with good internal links and connections to key routes, including the West Coast Main Line via both Carlisle and Barrow, and the M6 via both the A66 and A590.

Objectives for Environmental Protection and Enhancement

3.3.22   These objectives relate to the natural and historic assets of Copeland; to the need to ensure that they are protected and enhanced; and to ensure that local development acknowledges global imperatives.

Strategic Objective 14

Adapt to the impacts of climate change by minimising development in flood risk areas and by improving the extent of tree cover and connectivity of wildlife corridors.

Strategic Objective 15

Promote recycling and waste minimisation.

Strategic Objective 16

Conserve and enhance all landscapes in the borough, with added protection given to the designated St Bees Heritage Coast site.

Strategic Objective 17

Protect and enhance the many places and buildings of historical, cultural and archaeological importance and their settings.

Strategic Objective 18

Improve green infrastructure and protect and enhance the rich biodiversity and geodiversity both within and outside of the borough's many nationally and internationally designated sites, ensuring that habitats are extended, connected by effective wildlife corridors and that lost habitats are restored.

Strategic Objective 19

Safeguard and where possible enhance the natural (including mineral & soil) resources in the borough and, in addition, address the impacts of mining, iron working, nuclear energy and other former land uses.

Strategic Objective 20

Facilitate the best use of land i.e. prioritise previously developed land for development (where this does not threaten valued biodiversity features) and secure an appropriate density of development on any given site.

3.4   Principles for Development

3.4.1   The whole development strategy must be informed and underpinned by principles which move the borough towards greater sustainability in environmental, economic and social terms.

Policy ST1 – Strategic Development Principles

The Strategic Development Principles that inform and underpin the borough's planning policies are:

A   Economic & Social Sustainability

    i)   Support the development of energy infrastructure, related economic clusters, rural diversification and tourism in appropriate locations

    ii)   Support diversity in jobs, and investment in education and training, especially that which creates and attracts business

iii)   Ensure development creates a residential offer which meets the needs and aspirations of the borough's housing markets

iv)   Support development that provides or contributes to the Borough's social and community infrastructure enabling everyone to have good access to jobs, shops, services and recreational and sports facilities

B   Environmental Sustainability

i)   Encourage development that minimises carbon emissions, maximises energy efficiency and helps us to adapt to the effects of climate change

ii)   Focus development on sites that are at least risk from flooding and where development in areas of flood risk is unavoidable, ensure that the risk is minimised or mitigated through appropriate design

iii)   Protect, enhance and encourage the creation of new areas of green infrastructure, recognising the important role that the natural environment and healthy ecosystems have to play in the future social and economic, as well as environmental sustainability of Copeland.

iv)   Reuse existing buildings and previously developed land wherever possible, directing development away from greenfield sites, where this is consistent with wider sustainability objectives

v)   Ensure that new development minimises waste and maximises opportunities for recycling

vi)   Minimise the need to travel, support the provision of sustainable transport infrastructure and measures that encourage its use

vii)   Prioritise development in the main towns where there is previously developed land and infrastructure capacity

C   Protect, enhance and restore the borough's valued assets

i)   Protect and enhance areas, sites, species and features of biodiversity value, landscapes and the undeveloped coast

ii)   Protect and enhance the borough's cultural and historic features and their settings

iii)   Provide and enhance recreational opportunities for the borough's residents and its visitors, protecting existing provision and ensuring that future development meets appropriate standards in terms of quantity and quality.

iv)   Manage development pressures to protect the borough's agricultural assets

v)   Support the reclamation and redevelopment or restoration of the borough's vacant or derelict sites, whilst taking account of landscape, biodiversity and historic environment objectives

vi)   **Ensure development minimises air, ground and water pollution.**

D   Ensure the creation and retention of quality places

   i)   **Apply rigorous design standards that retain and enhance locally distinctive places, improve build quality and achieve efficient use of land**

   ii)   **Ensure development provides or safeguards good levels of residential amenity and security**

   iii)   **Accommodate traffic and access arrangements in ways that make it safe and convenient for pedestrians and cyclists to move around**

   iv)   **Ensure new development addresses land contamination with appropriate remediation measures**

3.4.2   ST1 sets out the fundamental principles that will guide development management in the Borough, in a way that achieves the Objectives and ultimately the Vision set out in Chapter 2. All development proposals will be judged against these principles and the policies set out in this Core Strategy and the accompanying Development Management Policies DPD.

3.4.3   Most of these principles are a local expression of national policies that are a requirement on all planning authorities – particularly the key themes laid out in the Government's planning policy statement on sustainable development (PPS1). The themed policies in later chapters of this document build on these principles and in doing so demonstrate how the Council intends to ensure that they are reflected in all development in Copeland during the plan period.

Key Policy Context/Framework/References

   ▪   PPS1: Delivering Sustainable Development (2005)

   ▪   PPS6: Planning & Town Centres (2005) (Should be PPS4?)

   ▪   North West Regional Spatial Strategy (RSS) Policies DP4 and EM2 (2008)

   ▪   Copeland Local Plan Policies DEV1, DEV4, 5 & 6 and ENV17-22 (2006)

3.5   Spatial Development Strategy

3.5.1   The spatial development strategy will be crucial in guiding the Borough's planning up to 2027. The strategy seeks to direct development to the most sustainable locations – the main settlements – whilst indicating the scale of development that will be encouraged in other areas of the Borough.

Policy ST2 – Spatial Development Strategy

Development in the Borough should be distributed in accordance with the following principles:

A   Growth: providing for and facilitating growth in the local economy, particularly in the energy sector, accompanied by net growth in jobs and an associated increase in demand for housing and services

B   Concentration: development will be located in the Borough's settlements at an appropriate scale, within defined settlement boundaries, in accordance with the Borough's preferred settlement hierarchy as set out in Figure 3.2:

     i)   Focussing the largest scale development and regeneration on Whitehaven and the important development opportunities there

     ii)   Supporting moderate levels of development reflecting the respective scale and functions of the smaller towns (Cleator Moor, Egremont and Millom), and contributing to the regeneration of the town centres

     iii)   Permitting appropriately scaled development in defined Local Centres which helps to sustain services and facilities for local communities

C   Restricting development outside the defined settlement boundaries to that which has a proven requirement for such a location, including:

     i)   Energy - nuclear: support for the development of new nuclear generating capacity at Moorside, and a willingness to discuss a potential Geological Disposal Facility for higher level radioactive waste in the Borough

     ii)   Energy - renewable: support for renewable energy generating capacity at sites which best maximise renewable resources and which minimise environmental and amenity impacts

     iii)   Essential infrastructure to support energy development and other infrastructure that requires locating outside settlement limits

     iv)   Existing major employment locations, especially Westlakes Science and Technology Park, and the completion of defined allocated or safeguarded employment sites

     v)   Land uses characteristically located outside settlements, such as agriculture or forestry, farm diversification schemes or tourism activities requiring location in the countryside, or prisons

     vi)   Housing that meets proven specific and local needs including provision for agricultural workers, replacement dwellings, replacement of residential caravans, affordable housing and the conversion of rural buildings to residential use

D   **Proportions: the four towns are expected to accommodate approximately 80% of all (non-nuclear) development over the plan period**

E   **Safety: the potential impact of proposals within Safeguarding Zones for hazardous installations should be properly considered**

3.5.2   The spatial implications of Policy ST2 are shown in Figure 3.1.

Figure 3.1 Key Diagram
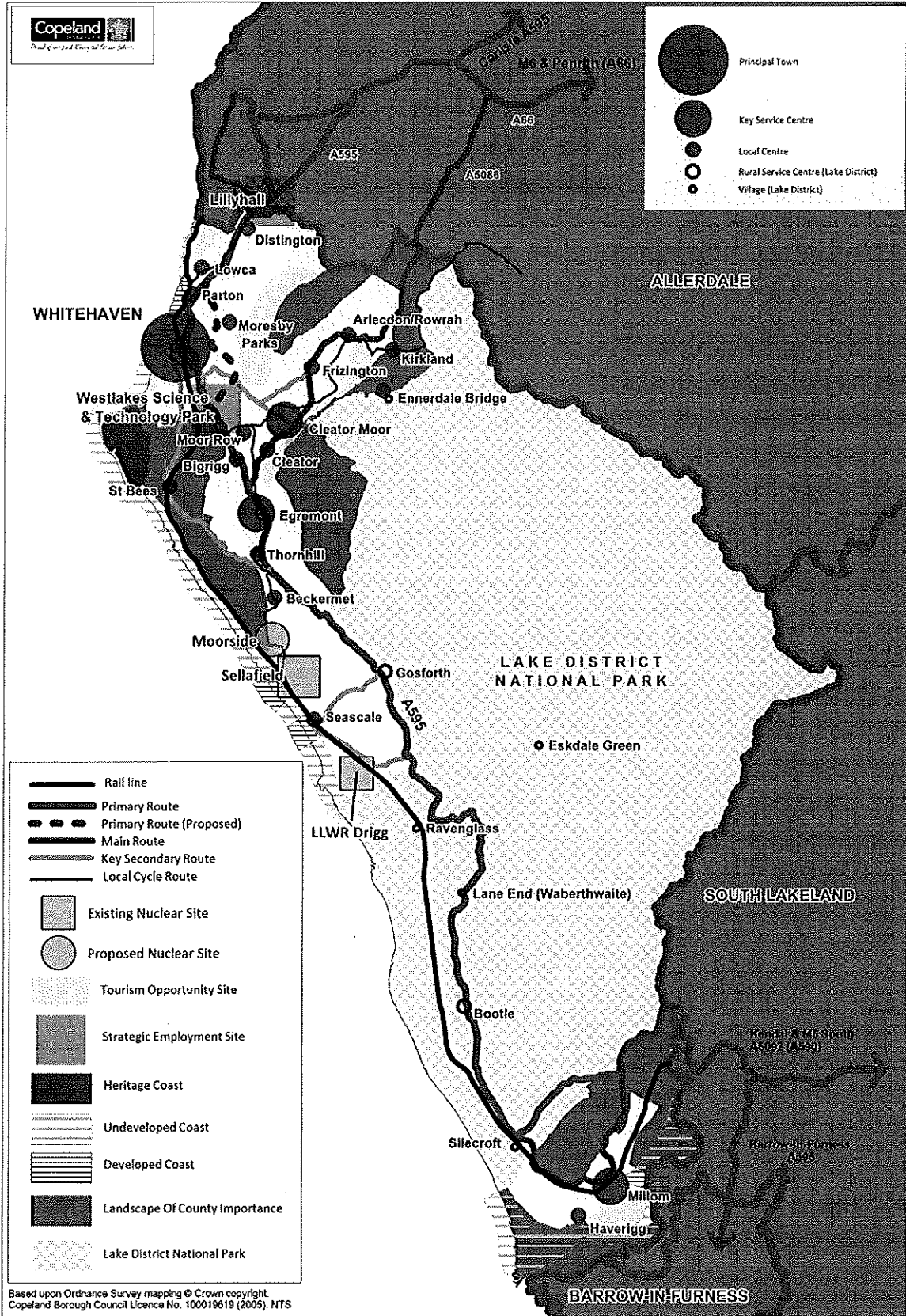
3.5.3   The relative roles of the different settlements within Copeland are illustrated in Figure 3.2.

Figure 3.2: Settlement Hierarchy

	Type and Scale of Development		
Classification	Retail & Services	Employment	Housing
Principal Town: Whitehaven	Convenience goods, large supermarkets and comparison goods provision. Supporting a range of provision to meet the needs of Copeland and support Whitehaven's role as a tourist centre.	A range of employment types. Provide opportunities both for expansion and start-up, and encourage clusters of new business types. Support opportunities to improve and expand on the existing tourism offer in this area.	Allocations in the form of estate-scale development where appropriate and continuing initiatives for large scale housing renewal. This could involve extensions to the town's settlement boundary. Infill & windfall housing. Larger sites will require a proportion of affordable housing.
Key Service Centre: Cleator Moor; Egremont & Millom	Range of comparison and convenience shopping. Emphasis will be on retention of existing provision. Mixed-use development will be supported in principle.	Small and medium enterprises will be encouraged to set up and grow. Provide opportunities for expansion and start up, with focus on linkages to nuclear sector, and tourism.	Moderate allocations in the form of extensions to the towns to meet general needs. Infill & windfall housing. Larger sites will require a proportion of affordable housing.
Local Centre: Arlecdon/Rowrah; Beckermet; Bigrigg; Cleator; Distington; Frizington; Haverigg; Kirkland / Ennerdale Bridge; Lowca/Parton; Moor Row; Moresby Parks; Seascale; St Bees; Thornhill	Convenience shopping to meet day-to-day needs, which could include farm shops or similar. Emphasis will be on retention of existing provision.	Emphasis will be on retention. Expansion potential may include tourism in some places, generally limited by environmental constraints. New provision most likely to be provided through conversion/ re-use of existing buildings or completion of sites already allocated.	Within the defined physical limits of development as appropriate. Possible small extension sites on the edges of settlements. Housing to meet general and local needs. Affordable housing and windfall sites.

	Type and Scale of Development		
Classification	Retail & Services	Employment	Housing
Outside settlement boundaries: **All other parts of the Borough, including small villages and settlements and open countryside**	Proposals involving small retail and service businesses appropriate to villages, and strengthening local community viability, will be considered sympathetically.	Employment predominantly linked to agriculture or forestry. Farm diversification schemes and tourism uses may be appropriate.	Development providing homes to meet the defined needs of the population, with need for rural / non-settlement location to be proven in each case (see 3.3.10-15)

3.5.4 The spatial strategy reflects the Council's determination to be ambitious in promoting higher levels of economic growth with supportive planning policies.

3.5.5 The distribution of development outlined here reflects the Council's vision and objectives as set out spatially in the Core Strategy. The strategy promotes growth in the main settlements and other key development locations, rather than spreading development more thinly, to maximise sustainable development and the competitiveness of Copeland as a whole.

3.5.6 Copeland will not flourish without thriving towns. This focusing of development is seen as the way that best exploits opportunities for regeneration, makes the best use of existing development and infrastructure in settlements, and gives opportunities for the enhancement of the quantity, quality and accessibility of new services and facilities. It also helps to promote a more sustainable form of development which can help reduce the need to travel. This accords with the strategic principle (see Policy ST1) of responding to and mitigating the effects of climate change.

3.5.7 **Excluding nuclear-related development at or adjacent to Sellafield (and any other appropriate and acceptable locations which may emerge in accordance with the Core Strategy), it is expected that development should be distributed broadly as follows:**

- Whitehaven – at least 45%

- Cleator Moor – at least 10%

- Egremont – at least 10%

- Millom – at least 10%

- Local Centres – not more than 20% (in combination)

3.5.8 In recent years many of the smaller settlements in the Borough have grown rapidly. As well as increasing the risk that the character of some at least of these villages may be spoiled, it is arguable that such dispersal of developments is not in the interest of regeneration and growth in the towns. With an overall strategy of increasing concentration rather than dispersal Whitehaven can accommodate at least half of all new (non-nuclear)

development. The three other main towns in the Borough would account for at least 30% more between them, although specific attention will be given to the separate role and function of Millom in serving south Copeland.

3.5.9   At least half of new employment and commercial floorspace (excluding nuclear energy generation and waste management) should be in Whitehaven. (For the purposes of this calculation commercial and industrial development will be monitored in terms of site area and floorspace; and Westlakes Science Park is seen as being part of Whitehaven.) However, pursuit of that target will not be seen as a reason to restrict development above the targets in the other towns. If development in Whitehaven falls short of the target, the preferred adjustment will be to boost its attractiveness of Whitehaven, by greater promotion and facilitation of development there.

Figure 3.3: Housing Numbers based on the preferred spread of development in the Borough

| | | Annual housing requirement based on | |
Settlement		RSS	RSS plus 30%
Whitehaven (45%)	At least	105	135
Cleator Moor (10%)		23	30
Egremont (10%)		23	30
Millom (10%)		23	30
Local Centres (20%)	Not more than	45	60
Total		230	299

Note: figures may not exactly equal the total due to rounding.

3.5.10   An indication of what these preferred proportions would mean in terms of annual house building numbers for different settlements in the Borough is shown in Figure 3.3. These figures also show the range of growth the Local Development Framework will provide for. The figures for the towns are not ceilings. (It is recognised in particular that Egremont may have the potential to accommodate a larger share of house building, whilst in the short term the supply of quality land may be restricted in Cleator Moor and, to a lesser extent, Millom.) This will be assessed in the production of, and consultation about, the Site Allocations Plan, and also in the light of any needs that may arise as proposals develop for a new nuclear power station at Moorside, adjacent to Sellafield.

3.5.11   It is not expected that the Local Centre villages will attract more than 20% of house building. If this proves to be the case, the Council will consider whether there is any detriment to the towns and consider action to redress the balance in favour of the towns. This will be considered further under

detailed arrangements for the management of the housing and supply, in the Site Allocations Plan.

3.5.12   **Settlement boundaries:** These denote the existing and permissible built-up area of each town and local centre village. They thus indicate where development is encouraged (within the framework of Policy ST2 and Figure 3.3).

3.5.13   The Council will review these boundaries, the outcome to be subject to public consultation as part of the preparation of the Site Allocation Plan Development Plan Document. The review will take into consideration the following factors:

■ This spatial strategy and other Core Strategy and Development Management policies

■ The amount of land required to be allocated for development in order for the towns to be able to meet the targets set out in the Core Strategy

■ Land next to settlements revealed in the Strategic Housing Land Availability Assessment (SHLAA) as being suitable for development, either now or in the future, to meet the demands of growth

■ The need to ensure that development in Local Centre villages is at levels which do not damage the environment of those villages or compromise the prospects of the towns

■ Other constraints such as the landscape, the natural environment, the historic environment, the legacy of former mineral working and the safeguarding of mineral resources

3.5.14   At present the Council concludes that the following areas should be considered for boundary reviews: Whitehaven (north and south), Egremont (to the south and south west), Millom (to the south west) Cleator (north side), Moor Row (west and south), and small changes at Arlecdon, Beckermet, Bigrigg, Ennerdale Bridge and Seascale. The land which may be involved is identified in the SHLAA.

3.5.15   **Outside settlement boundaries:** in the countryside and small villages which do not have their own defined settlement limits, development will generally be resisted in principle, in accordance with national planning policy and the Council's intention to promote sustainable development in the most accessible settlements.

3.5.16   Exceptions would be considered

■ where housing is required to respond to proven specific and local needs that may arise in settlements with non-defined boundaries (see Policy SS2 and Policy SS3); or

■ for agricultural workers, where there is a proven specific need (see Policy SS3); or

■ as a replacement of existing dwellings for which there is a specific and local needs (See Policy SS1); or

- as conversion of rural buildings to residential use (subject to Policy DM13), or

- in the case of replacement of residential caravans (subject to Policy DM19).

In all cases the Council would ensure that any development allowed in these circumstances is retained to meet local needs through appropriate occupancy restrictions secured by Section 106 agreements.

3.5.17   At the same time, it is recognised that over and above the general policy approach set out in the table at Figure 3.1 will be a category of proposals – such as the new power plant, or rural tourism - which will by their nature inevitably require a location outside the settlements. Some are in this category because they are "place-bound" - they can only function in these places; others because their characteristics make them unsuitable for an urban setting; and a few because they are needed to help local communities to function.

3.5.18   Activities of these kinds include:

- wind farms, which need clear and open settings

- those renewables which rely on a specific location (e.g. hydro, tidal)

- essential agricultural and forestry development

- countryside tourism

- affordable housing and local infrastructure

- development to complete existing major employment sites outwith the settlements

- prisons

- nuclear energy generation, treatment and storage

3.5.19   **Safeguarding Zones:** There are a number of hazardous installations in the Borough, including:

- Sellafield Licensed Site (and potentially Moorside in the future)

- High pressure gas pipelines

3.5.20   Consultation Safeguarding Zones have been drawn around the hazardous installations in order to ensure that development that could affect or be affected by these installations can be controlled. Any development proposals within any of the Safeguarding Zones will trigger a requirement to consult the relevant regulatory body and/or statutory undertaker as outlined in Appendix 4.

Key Policy Context/Framework/References

The settlement hierarchy has been based upon that prescribed in the following:

- North West Regional Spatial Strategy (RSS) Policies RDF1, RDF2, DP2, CNL1 & CNL2 (2008)

- Cumbria and the Lake District Joint Structure Plan Policy ST5 (2006)

3.6   Strategic Priorities

3.6.1   The Local Development Framework, and the planning policies it will set out, is one of the important elements in implementing *Britain's Energy Coast: A Masterplan for West* Cumbria and releasing the economic potential of West Cumbria. This focus has resulted in a short list of locations being identified as strategic regeneration priorities for the Borough.

Policy ST3 – Strategic Development Priorities

In pursuit of economic regeneration and growth to fulfil strategic objectives for Copeland and West Cumbria, the following locations are priorities for development.

A   The site at Moorside selected in National Policy Statement 1-EN6 as the location for a nuclear power station.

B   Regeneration sites in south and central Whitehaven – the town centre and harbourside, Pow Beck Valley, Coastal Fringe and the South Whitehaven Housing Market Renewal Area

C   Town centre renewal in Cleator Moor, Egremont and Millom

D   The sites prioritised for development in the Energy Coast Master Plan (see Chapter 8: Localities for details)

Other sites that may emerge, which reflect the above priorities and/or other Core Strategy or agreed sub-regional growth objectives, will be similarly supported.

3.6.2   This policy sets out the key locations that the Council sees as its strategic development priorities, the fulfilment of which is considered to be essential for realising the key objectives for growth and regeneration in the Borough. They reflect a range of influences; national (the National Policy Statement which is the basis for the proposed nuclear power station), locally determined (an expression of the priority given to the towns in Policy ST2) and sub-regional (the Energy Coast Master Plan).

3.6.3   Our emphasis on growth and regeneration does not mean that development will be directed exclusively to these priority locations. Development may also be accommodated on other sites consistent with the broader development strategy and settlement hierarchy in Policy ST2.

3.6.4   As the work on economic regeneration proceeds other sites may be identified for inclusion under this policy in the Core Strategy. This may involve proposals for energy production and associated works (renewables as well as nuclear) or for further diversification of the local economy through

knowledge transfer and other spin-offs from the energy industry or new sectors.

3.7 Providing Infrastructure

Policy ST4 –Providing Infrastructure

A Development that generates a demand for physical, social or environmental infrastructure will be permitted if the relevant infrastructure is either already in place or there is a reliable mechanism in place to ensure that it will be provided when and where required.

B In the specific case of major development, particularly in the energy sector, where the Council is not the determining authority, we will work with developers, Government and the Major Infrastructure Planning Unit to agree packages of mitigatory measures which ensure that such development makes an optimal contribution to the Borough's needs

C The Council will, until a Community Infrastructure Levy is adopted, apply the following principles in securing developer contributions:

　　i) Development proposals should provide, or contribute to the provision of facilities, infrastructure, services, and other environmental and social requirements either on or off site, as is reasonable and necessary to support and mitigate the impact of the development

　　ii) The nature and scale of any planning requirements sought for this purpose should be related to the type of development, its potential impact upon the surrounding area and, in the case of residential proposals, the need for developer contributions to the provision of affordable housing (see Policy SS3)

　　iii) Contributions for the initial running costs of services and facilities to secure their medium and long-term viability will be agreed

> **through appropriate conditions or obligations, where such costs cannot be sustained in the short term**

D **The Council will expect utility and other infrastructure providers to rectify as soon as possible any network shortcomings which risk preventing or delaying development.**

E **A Supplementary Planning Document on Developer Contributions for Infrastructure will set out the appropriate range and level of contributions, and matters for which they will be sought. This, supported by data from the Infrastructure Plan, may form the basis for a future Community Infrastructure Levy.**

3.7.1 Planning for the right infrastructure brings its own key challenges:

- How to **accommodate** growth - meeting the additional demand on existing infrastructure, services and facilities which development brings

- How to **assist** this growth - ensuring development improves existing infrastructure or puts in place new infrastructure to ensure sustainable communities

- How to **meet the costs** of sustaining the infrastructure provided, at least in the short term, until such infrastructure becomes viable or where such liabilities can be adopted as part of a formal agreement

3.7.2 An Infrastructure Plan has been prepared and is available as an Evidence Base document. This takes the conclusions of the Infrastructure Deficit report (also available in the evidence base) and sets out what is needed to fulfil Core Strategy objectives. Coupled with conditions on planning consents, Planning Obligations form a significant tool for ensuring that infrastructure is provided and adequately sustained to support new development. They can ensure that development is delivered with adequate infrastructure in place and also that any negative impacts of development can be mitigated.

3.7.3 Contributions may be either through on- or off-site provision of facilities, or through financial means, where this is more appropriate. Planning obligations (developer contributions) are normally secured under Section 106 of the Town & Country Planning Act 1990 (as amended). The Council will take care to strike the right balance between maximising community benefit and the risk of the development being inhibited by undue constraints on viability.

3.7.4 In some cases infrastructure that is provided will require running costs and / or maintenance which may be difficult to sustain in the short term without developer support. This might apply, for example, to the initial maintenance of new open space, or to support a bus service in a new development where the critical mass of passenger catchment is yet to be reached. In these types of cases an agreement on an appropriate level of contribution would be sought. Where a commitment is needed in the longer term, for instance

when related to biodiversity, a commuted sum may be sought for maintenance beyond the initial short term period.

3.7.5   Where strategic infrastructure investment is needed and developer contributions cannot realistically pay for it, the Council will work with providers to make sure that the provision required is given maximum priority in their investment programmes. This applies particularly to utilities. It is recognised that substantial transportation investment may require a longer time frame. In these cases the Council will work in partnership with developers and others to pursue external funding, or, where appropriate, to incorporate such investment in the plans of major infrastructure developers including the constructors of a new nuclear power station.

3.7.6   The development of major energy infrastructure, which is to be determined by the Government and the Major Infrastructure Planning Unit, will also have significant infrastructure implications on the Borough, particularly during the construction of new energy facilities and also to deal with the potential impacts of developments and their operation. The Council will seek to ensure that any such development will be carried out as far as practicable within the terms of Local Development Framework strategy and policies. We will work in partnership with the Government, Major Infrastructure Planning Unit, and the operators involved, to agree mitigatory measures which, as far as appropriate, benefit the Borough and support its overall regeneration programme. We will also endeavour to ensure that major developers include in their plans any investment needed to mitigate as far as practicable the impact of construction and completed development on the satisfactory operation of the Borough's transport and other infrastructure.

3.7.7   In the short to medium term we will continue the practice of negotiating planning obligations case by case. A Supplementary Planning Document on Planning Contributions is in preparation and will be adopted after Core Strategy adoption. It is intended that the Infrastructure Plan will provide a base not only for the SPD but also for the introduction of a Community Infrastructure Levy (CIL). The Council will not adopt a CIL unless it is satisfied that this can be done without compromising development viability, and will go through the due process of public consultation and independent examination.

Key Policy Context/Framework/References

- ▪ Planning for a Sustainable Future; White Paper (2007)

- ▪ PPS 12: Local Spatial Planning (2008)

- ▪ Circular 05/2005: Planning Obligations

- ▪ Copeland Local Plan Policy DEV 7 (2006)

- ▪ The Community Infrastructure Levy Regulations 2010 as amended in 2011.

- ▪ National Policy Statements: EN-1 Energy, EN-3 Renewable Energy Infrastructure, EN-5 Electricity Networks Infrastructure, EN-6 Nuclear Power Generation.

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4 Economic Opportunity and Regeneration

4.1 Introduction

4.1.1 Economic change will be the biggest driver of spatial and social change over the plan period. The Council cannot itself create economic development, but its planning policies can help to create the framework for, and can work alongside other measures to support the growth that Copeland needs.

4.1.2 The main groups of policies of this kind are in relation to:

- The Energy Coast
- Space for Economic Development
- Town Centres
- Tourism

4.2 Planning for the Energy Coast

4.2.1 To reflect, support and fulfil the Energy Coast concept, the Core Strategy caters both for the nuclear industry (ER1), and renewable energy (ER2), along with the support and infrastructure requirements associated with them (ER3).

Policy ER1 – Planning for the Nuclear Sector

The Council will support the nuclear sector's contribution to low carbon energy production in the Borough, including the following:

A   Accept in principle major nuclear energy-related expansion, including new generating capacity, in accordance with relevant national policy;

B   Work with partners to identify whether there is community support for locating a nuclear repository for higher activity radioactive waste within the Borough, and that it can be justified in terms of safety. If a repository is supported, agree appropriate compensation or mitigation to ensure that any negative impacts on the residents, businesses, environment or image of Copeland are minimised. (See also Policy DM5)

C   Maximise opportunities from the proposed nuclear decommissioning phase for the Borough to become a centre of excellence for knowledge and skills in this important sector – with Sellafield and the Westlakes Science and Technology Park as centres of research and development

D   Accommodate any new reprocessing in the nuclear fuel cycle within existing Sellafield site boundaries subject to an appropriate and satisfactory safety case

E   Work with Cumbria County Council and the site operators of the Low Level Waste Repository and the Sellafield site in the development and management of waste facilities and associated infrastructure requirements (see also Policy DM1 for detailed planning considerations)

F   **Work with Sellafield Ltd and companies operating at Sellafield to optimise the number of functions and jobs that do not have to be based on site and can be located at, or relocated to, sustainable locations in the Borough's towns.**

In applying this policy the Council will seek to ensure that all investment in the nuclear sector is accompanied by appropriate financial or in kind contributions to mitigate any potentially detrimental impacts of development, and has community support.

4.2.2   The document *Britain's Energy Coast: A Masterplan for West Cumbria* (ECMP, p.2) states that "West Cumbria has major nuclear assets, internationally competitive expertise and skills in a range of related activities, including environmental remediation, engineering and decommissioning." The Council endorses the strategy of building on these strengths.

4.2.3   Developments contributing to the continuing future of the nuclear industry in Copeland, and which fall to the Council to determine using its development management powers, will be supported, provided that they are not unacceptably detrimental to the environment or infrastructure of the Borough, or to the welfare of its people. The Council will use its planning powers to secure maximum mitigation of, and wherever appropriate compensation for unfavourable impacts. It will pursue similar outcomes in its response to Nationally Significant Infrastructure Projects. The Council accepts that community support may not be the determining factor in all such applications, but will use all the means at its disposal to ensure that communities are fully consulted and their interests taken fully into account, including the negotiation of compensatory measures outside the scope of the planning system.

4.2.4   **Disposal of higher activity radioactive waste**: The Council, together with Cumbria County Council and Allerdale Borough Council, has expressed an interest in discussing with the Government the area's potential for a repository for the disposal of higher activity radioactive waste through geological means.

4.2.5   The British Geological Survey has carried out 'Stage 2' high level geological screening to rule out any area of the Borough that is unsuitable for repository siting, and moved on to public consultation on screening results, which will inform the final report.

4.2.6   Clearly, any future development related to the nuclear fuel cycle has the potential to impact on the Copeland economy positively, via the provision of employment and community benefit packages, and adversely, via negative environmental impacts and any associated negative 'image' of Copeland. Whilst agreeing in principle to the concept of a repository to reflect the important role of Copeland in the nuclear industry the Council will only accept recommendations for locating a facility if a safety case meets the requirements of the regulators and a full and fair community benefits package can be agreed to offset any negative impacts. This follows the approach to managing low level radioactive waste established by agreement

between the local councils and site operators and the provisions within the County Council's Minerals and Waste Development Framework.

4.2.7 **Decommissioning:** although the decommissioning clean-up of some of the Sellafield plants may take more than fifty years to be completed, it is expected that employment in current operations will begin a general trend of contraction during the plan period.. Studies carried out under the auspices of the Energy Coast Master Plan (ECMP) have attempted to quantify the extent and pace of job losses. However, this is subject to a wide range of influences and it has not thus far been possible to arrive at a definitive result. The extent and timing of any job-losses from Sellafield is likely to have a significant impact on the local economy, the size of the regeneration effort that has to be undertaken and the growth assumptions underlying the Council's LDF. The Core Strategy, taking forward the agreed prescriptions of the ECMP, contains measures designed to counter future job losses and other consequences of economic restructuring, just as they deal with the continuing legacy of past restructuring. (This is also a theme of the Review of the ECMP in the Economic Blueprint.) Monitoring will continuously evaluate the effectiveness of these policies as decommissioning progresses, and the Council will evaluate what action is required, including the pursuit of external assistance via, for instance, regeneration funding, inward investment incentives or public sector job relocation.

4.2.8 Despite the expected direct job losses, decommissioning is nonetheless seen as one of the major energy-related business opportunities over the next 5-10 years (ECMP p18). The background paper supporting the ECMP suggests a scenario where some jobs would be gained by responding to the work potential of decommissioning, and suggests a range of additional alternatives based around decommissioning, diversification and co-locating related activities in West Cumbria.

4.2.9 It is clear that not all jobs located at the Sellafield site at present are essential to the running of plant and facilities on the site. Many service and back office staff could operate just as successfully within the local towns, where most of them live. Locating these jobs within town centres would then achieve a more sustainable pattern of work places and travel to work, enable development of regeneration sites within towns and help to support viability and vitality of town centres. This same approach and rationale would apply to any new nuclear and other large scale energy developments. The Council will work with the companies involved to promote this process and arrive at solutions which will achieve the best, most practicable and sustainable balance between operational requirements and the aims and policies of this Core Strategy and the Energy Coast Master Plan.

4.2.10 **Nuclear sector development and protection of the natural environment:** It is likely that significant development for nuclear-related industrial processes and waste management will require assessment under the Habitats Regulations regarding its impacts and their mitigation or compensation. The Borough Council will work closely with Natural England to ensure developers properly take into account impacts on the natural environment, and especially any Natura 2000 and Ramsar sites (within or beyond the Borough's boundaries) assessed as potentially affected. Where

developments are Nationally Significant Infrastructure Projects, the Borough Council will have regard to these considerations in preparing Local Impact Reports.

Key Policy Context / Framework / References

- National Policy Statements: EN-1 Energy, EN-3 Renewable Energy Infrastructure, EN-5 Electricity Networks Infrastructure, EN-6 Nuclear Power Generation.

- White Paper 'Managing Radioactive Waste Safely – A Framework for Implementing Geological Disposal' (2008)

- North West Regional Spatial Strategy (RSS) Policy EM14 (2008)

- Copeland Local Plan Policies NUC1-2 (2006)

- Britain's Energy Coast: A Masterplan for West Cumbria 2007 (ECMP)

- Cumbria Economic Strategy p.16 passim; SAP1 (Energy & Environmental Technologies; 8.2 & 9)

- West Cumbria Spatial Master Plan – Baseline WP1 (2006); and Energy Technology & Nuclear WP2, update 8/07, p.3 passim

- West Cumbria: Socio-economic Study – 2003 Update Prepared by ERM Economics (June 2003)

4.3   Renewable Energy

4.3.1   The Government has set a target to supply 15% of the UK's energy from renewable energy by 2020 (as set out in the 2009 Renewable Energy Directive). One way local authorities can help achieve this is by providing positive planning policies for renewable energy. In addition, national planning guidance, in the form of the current PPS22 and its likely replacement in the National Planning Policy Framework, also require Local Development Frameworks to include policies that support renewable energy.

Policy ER2 – Planning for the Renewable Energy Sector

The Council will seek to support and facilitate new renewable energy generation, at locations which best maximise renewable resources and minimise environmental and amenity impacts. Criteria on renewable energy development / generation are set out in Policy DM2.

4.3.2   In 2010, Cumbria Vision received a report on *The Scope for Renewable Energy in Cumbria* which concludes that the county could become a considerable exporter of energy from several renewable sources.

4.3.3   In August 2011 the *Cumbria Renewable Energy Capacity and Deployment Study* was completed on behalf of the local authorities in Cumbria to assess the potential capacity from renewable sources of energy between 2011 and 2030. The purpose of the Study was to help local planning authorities in Cumbria to understand the available resources of each renewable energy technology and also the likely scale of deployment for each technology between 2011 and 2030. The Study considers the potential of the following technologies:

- **On-shore Wind** (commercial wind and small scale wind)

- **Biomass** (plant biomass, animal biomass, energy from waste and biogas)

- **Hydropower** (small scale hydropower)

- **Microgeneration** (solar photovoltaic, solar water heating, ground source heat pumps, air source heat pumps and water source heat pumps)

4.3.4　Off-shore resources (i.e. off-shore wind, wave and tidal) were also discussed in the Study and the energy that could be generated from off-shore resources is acknowledged, but they do not contribute to the renewable energy capacity figures for Cumbria or any of its districts.

4.3.5　The Study found that while Cumbria has a high natural resource for renewable energy (4,542MW), it also has a large number of high quality landscapes and designations which significantly reduce what is deployable. It indicates that once the constraints (environmental, transmission, supply chain, economic viability, and planning and regulatory constraints) are taken into account Cumbria's renewable energy deployment is likely to be 606MW in 2030.

4.3.6　A similar picture is seen in Copeland, where the current renewable generation of 17MW could increase to 46MW in 2030. The Study also gives an indication of the mix of technologies that may come forward in the future. Currently commercial wind is the source of virtually all renewable energy in Copeland. The Study indicates that it will remain the largest component of Copeland's renewable energy mix into the future, but as part of a greater mix of technologies and highlights the increased role that microgeneration can play in the future.

4.3.7　It is not proposed to set specific targets for renewable technologies in the Core Strategy even though the *Cumbria Renewable Energy Capacity and Deployment Study* provides potential deployment figures for each individual technology. This is because the development and uptake of newer technologies, such as microgeneration, can be strongly influenced by changes to government policy and funding as well as local priorities.

4.3.8　Instead, the LDF provides a positive policy framework together with the aspiration to deliver 46MW from renewable sources by 2030.

4.3.9　It should be noted that this figure is not a ceiling, and that if funding and policies at a local and national level are directed towards renewable energy (especially microgeneration) then this figure is likely to be exceeded. This is especially relevant given the aspirations of the Economic Blueprint for West Cumbria and the number of jobs that can be created from microgeneration.

4.3.10　In the future, community scale renewables schemes may become an increasingly significant to meeting local energy requirements.

Policy ER3 – The Support Infrastructure for the Energy Coast

The Council will support energy sector development and other major infrastructure projects by working with operators and developers to:

A   **Ensure that any new energy transmission infrastructure minimises potential impacts on the Borough's landscape and natural environment, and on the health and amenity of its residents and visitors**

B   **Maximise the opportunities from implementing *Britain's Energy Coast: A Masterplan for West Cumbria* by encouraging investment in training and education at existing facilities, and develop new facilities which encourage people to develop the qualifications and skills which are attractive to the energy sector**

C   **Identify potential sites for supply chain operations, worker accommodation, off-site associated development and other uses supporting the construction of additional energy generating capacity and associated infrastructure. The Council will support sites in locations consistent with the Core Strategy, chosen to minimise undesirable impacts and able to be fully restored with uses leaving a beneficial legacy for the Borough.**

D   **Agree programmes of measures to mitigate or compensate for negative impacts on the residents, businesses, environment or image of Copeland.**

Infrastructure considerations relating to nuclear energy generation and development are addressed in more detail in development management policy DM1.

4.3.11   It is likely that developments relevant to this policy will be, or be related to, Nationally Significant Infrastructure Projects, determined by making Development Consent Order applications to the Major Infrastructure Planning Unit reporting to the Secretary of State. Where this is the case, the Council will seek, in negotiation with developers and in making representations to the Major Infrastructure Planning Unit, to ensure that the development (including associated development within the terms of the Planning Act 2008) has regard to the principles of this policy, as amplified below.

4.3.12   **Transmission:** an expanded energy generation role will require major investment in transmission capacity so that the power generated can be fed efficiently into the National Grid. The Council accepts the vital need for this augmented capability, but such investment should minimise any loss of the environmental quality experienced by residents and visitors in Copeland, and any damage to valuable habitats. This infrastructure should therefore be routed in the least damaging way, including putting it underground wherever this is feasible and the least damaging option. There is a particular risk that this development will have an urbanising or otherwise damaging effect on the landscape and amenity of residents or businesses, harming the environmental attractiveness which is one of Copeland's chief assets, and this would be the focus of efforts to negotiate mitigating community benefit measures

4.3.13   **Skills development:** consultation responses suggested a complete package of energy-related strategies to build a critical mass of skills and investment as a key specialism for West Cumbria. As the ECMP points out (p.18), this is a relatively well-skilled sector and it has the potential to offer

opportunities for Copeland's young people, provided educational participation levels rise and enterprise training is part of the overall educational offer. The University of Cumbria, Dalton Institute and Lakes College West Cumbria, together with the county's secondary school provision (particularly the new Academies) will be key to this. (See also Policy ER11).

4.3.14 **Temporary accommodation:** it is anticipated that temporary accommodation will be required for a substantial number of workers. It is also anticipated that land may be required off the Moorside site for offices, short stay accommodation and other purposes related to logistics, storage and off-site fabrication. Mitigation of the impacts of the project would be optimised if such development were located according to the requirements of Policies ST1, ST2, ST3 and ER6, to be consistent with principles of sustainable development.

4.3.15 Thus the Council's position will be that temporary accommodation should as far as possible be provided within or adjacent to Whitehaven and the Key Service Centres in locations which relate well to transport nodes, especially the railway, assist regeneration programmes, and support the viability and vitality of the town centres. The Council also believes that the potential for after use of such sites should be a consideration; for example, the creation of Park and Ride facilities, laying out of sites so that they are capable of beneficial use afterwards, and construction of buildings capable of being adapted for future community or commercial use.

4.3.16 As with policy ER1, ER3 has the potential to have negative impacts on the integrity of some internationally important biodiversity sites. These impacts may be direct, i.e. physical infrastructure passing through or near to the sites, for example underground cabling or pylons. The effects could alternatively (or additionally) be indirect i.e. a reduction in air quality due to the number of workers travelling to or from construction/installation sites or an increase in the use of water resources etc. The HRA for the Core Strategy provides some detail on the impacts that could reasonably be expected on each of the sites arising from this policy. However, separate HRAs will need to be carried out for each of the developments as and when the planning applications are prepared and additionally during the preparation of the Site Allocations DPD, when it will be more clear where the different types of infrastructure are likely to be needed.

Key Policy Context / Framework / References

- Britain's Energy Coast: A Masterplan for West Cumbria (2007)

- National Policy Statements: EN-1 Energy, EN-3 Renewable Energy Infrastructure, EN-5 Electricity Networks Infrastructure, EN-6 Nuclear Power Generation.

- West Cumbria Spatial Master Plan - Energy Technology & Nuclear WP2 update 8/07

- Strategic Housing Market Assessment 2009 (Whitehaven Housing Market Area): Cumbria Sub-Regional Housing Group (pp23-24. local construction workers' travel to work; p.59, expected need)

4.4 Space for Economic Development

4.4.1   All sectors of the economy, from high technology like nuclear through to more traditional forms of industry, will require a supply of land and premises for development over the next two decades. This Core Strategy to meet those needs in a balanced way.

Policy ER4 – Land & Premises for Economic Development

The Council will maintain an adequate supply of land and floorspace for economic development, by:

A   **Allocating land for economic development over the plan period at a rate ahead of that implied by projecting past take up rates, to allow a flexible response to emerging demand**

B   **Safeguarding employment areas which are considered to be essential for meeting future strategic economic development requirements and assessing development proposals against criteria in Policy DM3**

C   **Identifying sites which are better suited to alternative uses**

4.4.2   It is important to make sure that there is enough space for business development, including the supply of land for manufacturing and warehousing, and the availability of business space in offices in the town centres and outer locations.   The situation was reviewed by the joint West Cumbria Employment Land and Premises Study, 2008 (ELPS) and that analysis has been updated by the Spatial Implications of Britain's Energy Coast, under the auspices of the 'Blueprint' work.

4.4.3   This research ('Spatial Implications' 2011/12) indicates a need for the next 20 years (2011-2030), based on the 2005-2010 take-up, for 24.84 ha. of business park (B1) land, and 8.28 ha. industrial (B2) – 33.12 ha. in total. The current supply is 88 ha. De-allocating sites identified as not viable would reduce the available supply by about 15ha.

4.4.4   Although this still represents an apparent 'surplus' of about 40 ha. the supply is dominated by

- Westlakes Science and Technology Park, which is a strategic site as indicated in Policy ER6 and elsewhere;

- Whitehaven Commercial Park, which should be reserved as a valuable resource for local businesses as other industrial estates become fully developed; and

- a group of sites in Whitehaven representing the town's best opportunities for developing an office market, for which there is latent demand from the nuclear sector (although other suitable uses, particularly tourism-related including hotels, would be supported, particularly on harbourside sites).

4.4.5   The employment land supply in Copeland reflects its industrial history and the legacy of out-of-date approaches to inward investment policy. The land portfolio includes substantial areas of brownfield land with stability or contamination issues, and twentieth century industrial estates whose location and environment is unattractive to modern business. These sites are being reviewed and de-allocation, or identification as suitable for a wider range of uses, will be an option when the Site Allocation plan is brought forward. The Core Strategy and its evidence base will guide this process, and development management policy DM3 will guide the continuing management of the supply.

4.4.6   The ELPS concluded that it would be sensible to release for other uses land which is unattractive for industrial and business use. However, enough supply should be retained to allow for increased demand, and especially for high quality stock and the maintenance of a choice of locations throughout the Borough. Consultation responses suggest that there is wide support for such an approach.

4.4.7   The 'Spatial Implications' study confirms that this approach remains valid. Copeland needs to be able to respond to the needs of major infrastructure projects, especially the proposed nuclear power station and its associated development. We also need to make allowance for businesses that are likely to grow, or move into Copeland, as a result of nuclear-related development; and for the supply additionally to cater for other businesses diversifying the economy, as well as the needs of other local businesses. Thus maintaining an apparent surplus is important to retain capacity to accommodate extra demand.

4.4.8   So the Core Strategy provides for, and the Site Allocation plan will bring forward, a supply in excess of recent levels of demand, in locations consistent with the spatial strategy as described in ST2 and ER6. This excess will give flexibility to develop the economy in directions indicated by this strategy, but is not excessive given the demands which may be placed upon the supply in the next ten years. There is no evidence of any demand for other uses on these sites; any such demand arising would be assessed under the terms of Policy ER5. Proposals to use appropriate sites for tourism-related development, in accordance with policy ER10 and development management policy DM9, would be welcomed.

4.4.9   The ELPS and 'Spatial Implications' reports are available as evidence base documents and their findings are summarised in Core Strategy Topic Paper 1.

Key Policy Context / Framework / References
▪ North West Regional Spatial Strategy (RSS) Policies W1-4 (2008)
▪ Britain's Energy Coast: A Masterplan for West Cumbria 2007 (ECMP)
▪ West Cumbria Employment Land and Premises Study 2008 (ELPS) - summary and Chapter 3
▪ The Spatial Implications of Britain's Energy Coast; Employment Land Review Update (2011)

4.5   Quality of Employment Space

4.5.1   Core Strategy evidence base work, the Energy Coast Master Plan, and work on the Spatial Implications of Britain's Energy Coast have all concluded that better quality premises and a more attractive environment for business are needed to promote economic diversification by attracting higher value occupiers.

Policy ER5 – Improving the Quality of Employment Space

The Council will improve the quality of Copeland's employment land portfolio by

A   Prioritising high-quality office provision within Whitehaven and Key Service Centres to meet inward investment needs in particular and in line with the requirements of Policy ST3 B

B   Promoting investment in the public realm at specific employment sites, and working with owners to achieve improvements more generally throughout industrial areas

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4.5.2   Both the ELPS and the 'Blueprint' study have noted a lack of quality premises across West Cumbria, and that quality supply, when built, has been occupied, indicating user demand.

4.5.3   Copeland needs a portfolio of types of premises and sites: a mix including facilities suitable for the development of small and medium sized enterprises associated with the potential identified in the ECMP, and for businesses already in operation who have close supply-chain relationships with the energy sector.

4.5.4   Both studies have also noted that the quality of the environment and public realm is crucial to the market attractiveness of sites. The Council's focus will be on prioritising a limited number of key locations in line with priorities identified in the Energy Coast Master Plan and the 'Spatial Implications' work, but it will also seek more general upgrading of the industrial and employment stock.

4.5.5   Feedback from consultation has supported this approach. The majority of respondents suggested that in order to increase the uptake of existing employment sites, the Council should support work with owners to improve the appearance of the site through improvements to the public realm, buildings and accessibility.

Key Policy Context / Framework / References

- PPS4: Planning for Sustainable Economic Development (2009)
- North West Regional Spatial Strategy (RSS) Policies W1-4 (2008)
- West Cumbria Employment Land and Premises Study (2008)
- West Cumbria Employment Land and Premises Study (2008) – Summary & Chapters 6-7
- The Spatial Implications of Britain's Energy Coast; Employment Land Review Update (2011)

4.6   Location of Employment

4.6.1   Different types of employment have different requirements in terms of their location, their impact and the needs of businesses. But the underlying logic is, wherever possible, to locate activity in centres where there are shared services, transport alternatives, and the potential for synergy and mutually-reinforcing growth.

Policy ER6 – Location of Employment

A   Employment development will be supported in Whitehaven and Key Service Centres.

B   Outside Whitehaven, the Key Service Centres, and the allocated sites, smaller scale economic development proposals will be considered on their merits, with the following matters being particularly important:

- **justification for rural location**

- **transport impact**

- **vulnerability to flooding**

- **impact on residential amenity and**

- **impact on landscape character, settlement character and biodiversity**

C   The Westlakes Science & Technology Park will continue to be promoted as the focus for a knowledge campus of international significance in line with the requirements of Policy DM4 as regards uses and design standards

D   Proposals for working from home, conversion of space to employment use, and similar localised requirements, will be supported provided that they comply with other planning policies

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4.6.2   **Locational focus**: Strategic Policy ST2 sets out a settlement hierarchy which underpins all locational choice in the Borough. Employment development should respect this hierarchy. Exceptions may be justified where activities are of a kind which is not appropriate or a good neighbour in urban/populated areas, or where other sustainable development benefits can be demonstrated. In general, though, much of the expected employment growth will be of a kind that could be located in the key centres, and this is the underlying aim. As the ELPS observes (p.94), opportunities in Whitehaven town centre can add to supply but require less land-take; they could also respond to a perceived shortage of quality stock in the centre (ELPS p.65).

4.6.3   This policy reflects the fact that, leaving aside the nuclear sector, jobs are already strongly concentrated in the towns: -

Figure 4.1: Location of jobs in Copeland

Total, Copeland Borough	29,530
Sellafield	11,938
Total, non-Sellafield jobs	17,412
Whitehaven*	8,694
Egremont	2,444
Millom and Haverigg	1,715
Cleator Moor	1,114
Rest of Copeland	3,445
* Whitehaven Wards (i.e. not including Westlakes)	

Source: NOMIS 2009

4.6.4   Despite a strong focus on Whitehaven, it is important to maintain a geographic spread of employment opportunities, particularly in view of the rural nature of Copeland and consequent accessibility and transport realities. Planning and economic development policy will endeavour to develop the ability of the Key Service Centres to respond resiliently to change, including the long term impact of decommissioning at Sellafield. In rural areas, the development of businesses reflecting the rural economy, including appropriate forms of economic diversification, will be supported. However, businesses not requiring a rural location, or employing more than ten people, will be expected to demonstrate why they should not be located in Whitehaven or a Key Service Centre, and how local transport impacts will be mitigated.

4.6.5   The Council recognises the trend towards more home-based working, and will generally seek not to obstruct proposals which involve work from home, conversions, and similar localised requirements, providing they comply with other planning considerations.

4.6.6   **Westlakes Science and Technology Park:** Westlakes is intended to build on and strengthen a nationally important concentration of energy-related research and development, and manufacturing. The strategic development location should continue to:

- act as a flagship for university research and inward investment
- attract knowledge-based industry, with special emphasis on technology related to nuclear power and decommissioning, along with knowledge transferable from those to other sectors; and
- assist in the creation of a centre of excellence for the energy industry

4.6.7   One special requirement that will be met outside the immediate centre (though within the wider town area) of Whitehaven is the provision of high-quality premises for Research & Development (R&D), and especially inward investment, at the Westlakes Science & Technology Park. The vision for this site is to combine higher and further education, research and production with a specific emphasis on the nuclear and energy sectors. The ELPS

(p.100) stresses the importance of maintaining the site's differentiation - as a knowledge-based campus - from other locations: notably Lillyhall, which despite its 'strategic' label is assessed as being in danger now of becoming a default business location for activities which could perfectly well be located in the town centres (ELPS, p.17).

4.6.8   Consultation responses have supported this approach, recognising that Westlakes can continue as a flagship site for high-value business, attract inward investment, and be complementary to Lillyhall. As part of this approach it will be important to maintain high standards of design and landscaping on the site.

Key Policy Context / Framework / References

▣   PPS4: Planning for Sustainable Economic Development (2009)

▣   PPS7: Sustainable Development in Rural Areas (2004)

▣   North West Regional Spatial Strategy (RSS) Policies W3 & RDF2 (2008)

▣   Cumbria and the Lake District Joint Structure Plan Policies EM13-14 (2006)

▣   Britain's Energy Coast: A Masterplan for West Cumbria (2007)

▣   West Cumbria Employment Land and Premises Study (2008)

▣   The Spatial Implications of Britain's Energy Coast; Employment Land Review Update (2011)

4.7   Developing Town Centres and Other Centres

4.7.1   This policy sets out the strategic approach towards development in town centres and other service areas which include the Local Centres (listed in Policy ST2) and neighbourhood centres and identifies the focus and key actions required.

Policy ER7 – Principal Town Centre, Key Service Centres, Local Centres and other service areas: Roles and Functions

Development will be required to meet the needs of the area, to be of a scale appropriate to the centre, and to not adversely impact on the vitality or viability of other nearby centres. The purpose of each centre will differ according to its role and function. Development objectives are to:

A   Reinforce the role of Whitehaven as the Principal Town through the promotion of a flexible, mixed-use approach, the improvement of strategic and local accessibility, and supporting its continued growth

B   Support Whitehaven's role as a tourist and visitor destination linked to its unique heritage and independent and specialist retailers

C   Protect and where possible enhance the services and facilities provided in the Key Service Centres of Cleator Moor, Egremont and Millom

D   Seek to ensure that the Local Centres and neighbourhood centres maintain essential shops and services to meet the needs of local communities

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E   **Encourage evening and night-time uses that contribute to the vibrancy, inclusiveness and economic vitality of centres. Such uses should accord with Policies DM6 and DM7.**

4.7.2   Policy ER7 aims to maintain a hierarchy of interconnected, vibrant and inclusive Principal Town and Key Service Centres that are mixed-use hubs for retail, commercial, leisure, civic and housing provision. Workington in neighbouring Allerdale, is the highest ranking town within the retail settlement hierarchy across West Cumbria. The West Cumbria Retail Study (2009) recognises that Whitehaven is not seeking to compete with Workington, but rather needs to focus on developing a complementary role building upon its offer of independent and specialist retailers, the historic environment and heritage. This reflects a need for the town to adapt to a new commercial reality.

4.7.3   The existing retail hierarchy will be supported by concentrating civic uses and service provision in centres of the appropriate scale; promoting mixed-use and multi-purpose centres with a mix of unit sizes and types (including smaller unit sizes) appropriate to the size of each centre; and promoting good design within the centres so as to ensure appropriate and well-integrated spatial layouts which connect to surrounding areas.

4.7.4   No major change to the retail structure within the Borough is proposed in order to meet the existing and future need. Rather, the emphasis is on maintaining and enhancing the viability and vitality of the existing retail centres. Whitehaven has therefore retained its status as the Principal Town Centre, and Millom, Egremont and Cleator Moor continue as Key Service Centres.

4.8   Whitehaven Town Centre

4.8.1   Whitehaven is the Principal Town in Copeland and the main town centre for the Borough. The West Cumbria Retail Study (2009) confirms that there is significant potential for future development in the Town Centre.

Policy ER8 – Whitehaven Town Centre

In Whitehaven town centre, development will be encouraged which:

A   **Responds to and consolidates the status of Whitehaven as the first and most complete post-mediaeval planned town in the country**

B   **Improves the links and re-establishes the connectivity between the town centre and the Harbour**

C   **Enhances the retail function of ground floor premises (see also Policies DM6 A and DM7 A and the designation of a Retail "Primary Frontages Area")**

D   **Diversifies the 'offer' within the town centre, and improves the evening and night time economy**

E Improves Whitehaven's tourism offer, particularly in relation to serviced accommodation, improved visitor facilities and access to the coast.

F Enhances the key gateway sites and approaches into the town, wherever practicable providing car parking for both the development itself and the town centre

G Creates a series of new and improved public spaces to establish stronger visual links and better access between the town centre and Harbour

H Improves the integration of new and existing development into the urban grain.

I Maintains high standards of design consistent with the setting of a Conservation Area of national significance

J Diversifies the range of residential accommodation in the town centre, including the conversion and re-use of vacant floors over shops

K Improves the integration and prestige of public transport in the town centre

L Improves the range of activities available to local residents and visitors

M Incorporates strategic redevelopment schemes in relation to Policy ST3 and improvements to the public realm and traffic environments

The Whitehaven Town Centre boundary will be redrawn to reflect the anticipated growth and development within the area.

Any development proposed in Whitehaven Town Centre should also accord with Policies DM6 and DM7.

A new Supplementary Planning Document (SPD) is being prepared to provide design guidance for new development in the town centre and harbourside areas.

4.8.2   The 2009 Retail Study showed that there was need for additional comparison and convenience retail floor space in Whitehaven over the coming years given that it is the Principal Town in the Borough, serves a large catchment area, and has been identified as the main focus for growth and regeneration.

4.8.3   There is a need to consider a possible extension to the town centre boundary to allow for the expansion of retailing and other services and to encourage investment and development on sites located around the periphery. Shop units within the historic core do not always meet the needs of modern businesses, and carefully managed and well-designed new development would support economic growth and allow Whitehaven to prosper.

4.8.4   A development prospectus is being prepared to promote "Destination Whitehaven" to potential investors. This document will provide information on key development sites within the wider context of regeneration opportunities and the town's growing role as a key retailing, service and tourist destination.

4.9   The Key Service Centres, Local Centres and other smaller centres

4.9.1   The three Key Service Centres offer the next level of provision below the Principal Town of Whitehaven. Egremont and Cleator Moor are relatively close to Whitehaven, and their services and potential reflect that fact. Millom, some 50km to the south, provides a wider range of services to its hinterland, and will continue to offer a level of provision that reflects its location nearer to Barrow. Outwith these three towns, small-scale shopping and other services are provided within Local Centres and some smaller rural villages and urban neighbourhood centres which require planning policy protection

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Policy ER9 – The Key Service Centres, Local Centres and other smaller centres

A   In Key Service Centres Cleator Moor, Egremont and Millom:

    i)   Appropriate retail and service sector provision will be actively encouraged within the defined boundaries of each Key Service Centre to meet the needs of local residents and to facilitate small scale tourism. Evening entertainment and leisure uses will also be acceptable if they meet the criteria as set out in ER7(E) above.

    ii)   The town centre boundaries of the Key Service Centres will be reviewed and may be redrawn to reflect current circumstances

    iii)   Further physical improvements in association with town centre management initiatives will be considered to attract more visitors and to reduce levels of vacancy

    iv)   Development should also accord with Policies DM6 & DM7

B   In the Local Centres and smaller centres:

    The provision of shops and services will be maintained to ensure they continue to serve their small catchment areas with basic goods and services.

4.9.2   The 2009 Retail Study found that Egremont, Cleator Moor and Millom have high vacancy rates, in some areas above the national average, with below average representation of the service sector provision and limited entertainment/leisure provision. Security and crime were also found to be key concerns, particularly in Cleator Moor. Support for further physical improvements to the town centres, improved town centre management, and wider initiatives to attract more visitors are identified in the Retail Study as key objectives for the towns and are picked up in the strategic regeneration policies set out in Chapter 3 of the Publication Core Strategy.

4.9.3   The study did not identify any need for major change to the Borough's retail structure in order to meet future and existing need. It did however suggest

that planning for the Key Service Centres should recognise that the retail/service function of these towns is shrinking and should seek primarily to retain their traditional core retail/service areas. The policy emphasis therefore is on maintaining and enhancing the viability and vitality of their existing centres rather than seeking expansion and growth.

4.10 Renaissance through Tourism

4.10.1 Tourism is already an important feature of the Borough's economy, but it offers considerable potential for further growth and benefit. West Cumbria will not replicate the performance of an internationally-renowned tourism area like the Lake District, but it can draw on its proximity to the Lakes, its rich maritime and industrial heritage and other tourism resources to create additional employment and wealth. Great strides have already been made, notably at Whitehaven Harbour, and the challenge now is to follow that up with better range, quality and integration with the National Park.

Policy ER10 – Renaissance through Tourism

The Council will maximise the potential of tourism in the Borough and will seek to:

A   Expand tourism outside the Lake District National Park boundaries, with a complementary offer that takes pressure off the National Park's busiest locations, and delivers economic benefits in the Borough

B   Locate new tourist accommodation, facilities and attractions where there is proven capacity for additional visitors to be accommodated without adverse environmental or amenity impacts, with consideration given to the following:

     i)   Focus major tourist accommodation and attractions in Whitehaven and develop the town as a base for exploring the wider area

     ii)   Encourage development of an appropriate scale in the Key Service Centres of Cleator Moor, Millom and Egremont which takes pressure off more sensitive areas

     iii)   Support development requiring a rural location within the smaller villages and countryside, if proven necessary to enhance the Borough's existing place-bound assets

     iv)   Permit holiday accommodation which meets the requirements of Policy DM9

C   Support appropriate tourism development which accords with the principles of sustainable development and does not compromise the special qualities and character of the surrounding area or public access thereto on allocated Tourism Opportunity Sites in the following locations:

     i) Hodbarrow

     ii) Ehen / Keekle Valleys

iii) Whitehaven Coastal Fringe

iv) Lowca Coastal Area

D   Support appropriate developments which improve and enhance the quality of the tourism product

E   Wherever possible tourism providers will be required to ensure that accommodation and attractions are well connected to other tourist destinations and amenities, particularly by public transport, walking and cycling

F   The Council will work with the Lake District National Park Authority, Cumbria Tourist Board, West Cumbria Tourism Partnership and other tourism organisations in marketing, co-ordinating and managing the development of the Borough's offer and to maximise the benefits of the 'Lake District' brand

All tourism related developments should accord with Policies DM8 and DM9.

4.10.2   There is significant scope for Copeland to maximise opportunities in the tourism sector, capitalising on what makes it unique. Expanding the tourism offer and appeal of the Borough outside the National Park will help to complement the tourism offer of the Lake District, particularly with the coastal asset and the presence of a major heritage town; to offer alternatives to the busiest core locations in the Lakes; and create economic benefit in the rest of Copeland. The proposed Whitehaven Transport Interchange will play a vital role in boosting tourism in the wider borough through the provision of sustainable transport modes for visitors to explore.

4.10.3   Day visits currently dominate the tourism sector, therefore there is potential to expand the tourism offer to encourage longer stays and to develop the weekend and short-break market. Growth in the wider business economy, for example in the energy sector, will also provide an opportunity for growth in business tourism.

4.10.4   Improvements are needed in order to achieve this, enhancing the broader lifestyle offering (and hence also making Copeland a better place to live in as well as visit). This includes encouraging improved quality in accommodation, attractions, and the food / beverage / restaurant offer; improved public transport, including better weekend rail services; improving walking and cycle paths and their signage; enhancing the public realm; and signposting parking and 'gateway' areas to town centres and attractions.

4.10.5   Tourism services and facilities should be provided in the most sustainable locations of the Borough, the policy outlines areas of priority for such development, including Whitehaven, the Key Service Centres and Key Tourism Opportunity Sites. Proposals should also be assessed against their impact on the environment and local communities.

4.10.6   Away from the towns, major Tourism Opportunity Sites will provide for larger-scale tourist activities that may not be possible or appropriate in the urban areas. The Tourism Opportunity Sites will support appropriate, low impact development for the purpose of quiet enjoyment. Development will

be expected to relate to the character of the site and wider area. Appropriate development may include activity areas linked by footpaths, cycle routes and landscaping for instance. Some small-scale hard development may be permitted at gateways to the site to facilitate activity in the wider area. The Sites are designed to act as catalysts to boost further supporting tourism infrastructure in the nearby service centres thereby improving the tourism/lifestyle offering and providing valuable economic benefits, safeguarding existing businesses and jobs and creating opportunities for the development of new businesses and employment.

4.10.7 The Tourism Opportunity Sites are:

- **Hodbarrow:** where the combination of water sports and the nature interest need to be compatible; on the fringes of the National Park

- **Ehen/Keekle Valleys:** development associated with urban fringe leisure and recreational use of the valleys

- **Whitehaven Coastal Fringe – the 'Colourful Coast':** linking Whitehaven Harbour with Haig Pit and St Bees Heritage Coast. Leisure and recreational use not compromising the special qualities and character of the undeveloped coast or public access thereto

- **Lowca:** potential at and around the approved development site at Lowca, Micklam and the coast to the north.

Key Policy Context/Framework/References

- PPS7: Sustainable Development in Rural Areas (2004)

- North West Regional Spatial Strategy (RSS) Policy W6 (2008)

- Cumbria and the Lake District Joint Structure Plan Policy EM16 (2006)

- Copeland Local Plan Policies TSM 1-6 (2006)

- Cumbria West Coast Tourism Study Draft Final Report (2009)

4.11 Developing Enterprise & Skills

4.11.1 The nature of employment development in Copeland has mirrored the development in its economy over recent decades, with a focus on the nuclear and energy related industries, and on the businesses which support them. Potential growth sectors for the future include further nuclear and energy-related environmental technologies, and tourism. Green business practices and green industries such as renewable energy, energy management and material processing can also help to diversify the Borough's economy.

4.11.2 However, Copeland's workforce needs to be equipped with the right skills to meet the opportunities provided by such employment growth. Copeland currently has higher levels than the Cumbria average (though comparable with the national figures) of worklessness and unemployment; particular concerns are the youngest working-age group, and some deprived localities.

4.11.3   Levels of enterprise are low; barriers to enterprise include a lack of skills, confidence, and support services - as well as physical constraints such as distance and slow transport links.

Policy ER11 – Developing Enterprise & Skills

The Council will work with its partners to promote and develop the skills and employment opportunities of local people by:

A   Enhancing inward investment and promoting the diversification of the Borough's economy, working with partners to support new and expanding employment sectors, particularly energy-related and environmental and innovative energy technologies, such as tidal, off shore wind and micro-generation

B   Supporting the development of education and training facilities, to encourage people to develop the qualifications and skills, that will be attractive to new business and vital for new enterprise

C   Supporting the development of commercial units which meet the needs of businesses, encourage start ups and promote further expansion in order to retain enterprise, jobs and skills within the Borough.

D   Encouraging the further development of Research and Development and education and training facilities at the Westlakes Science & Technology Park, along with Further and Higher Education Partners

E   Supporting new spin-off business development that capitalises on the existing or emerging Intellectual Property that exists at Sellafield

F   Focussing employment training and initiatives in Whitehaven, the 3 Key Service Centres, the Westlakes Science and Technology Park and the Sellafield site where there is good access to the strategic road network and where the use of public transport can be maximised

G   Ensuring that the benefits of regeneration in Whitehaven provide a catalyst for change in the communities living nearby, by improving connectivity, including transport links and securing training and employment agreements

4.11.4   Extending and diversifying the Borough's economic base, increasing the number of new business start-ups, ensuring enterprise units meet the needs of businesses throughout their lifecycle, ensuring sites and policies promote entrepreneurship, tackling worklessness, improving, building on and retaining the skills base of Copeland's residents including land management skills for the rural environment, and removing barriers to employment are key objectives and priorities of the Council, Community Strategy and the Energy Coast Masterplan in the delivery of economic growth in the Borough.

6.11.5   The provision of the Lakes College West Cumbria and Energus at Lillyhall (just outside the Copeland boundary to the north), the University of Cumbria, UCLAN and the Dalton Institute (Manchester University) provide valuable

training and education resources for Copeland; there are opportunities to work with these and other training providers in the provision of outreach training to be provided in the Borough.

Key Policy Context/Framework/References

- PPS7: Sustainable Development in Rural Areas (2004)

- West Cumbria Spatial Master Plan Working Paper 1 Baseline Analysis (2006)

- West Cumbria Spatial Master Plan Working Paper 2 Energy Technology Nuclear (2007)

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5 Sustainable Settlements

5.1 Introduction

5.1.1 Housing is one of the key strategic spatial issues for Copeland.

- A legacy connected with the Borough's industrial past, of larger than average numbers of terraced and unattractive public sector homes, was met by inclusion of West Cumbria in the Housing Market Renewal programme, resources for which have now been drastically curtailed.

- Socio-economic and marketing assessments have repeatedly identified a shortage of 'executive' quality housing, resulting in the socially mobile looking for homes outside the Borough and acting as a potential disincentive to inward investment. Rectifying this is an aim of the Energy Coast Master Plan.

- It is thus a guiding strategic principle in the Borough, expressed in its Housing Strategy (based on housing market assessment) as well as the ECMP and this Core Strategy, that the range and quality of the Borough's housing stock, and thus the balance of the local housing market, be improved.

5.2 Improving the Housing Offer

5.2.1 The strategic development principles set out in Policy ST1 focus on improving the whole housing offer in the Borough. Policy for sustainable settlements thus has the following three distinct but connected aspects:

- promoting a better, more balanced housing 'offer' through continued renewal as well as the encouragement of 'aspirational' and 'executive' housing;

- providing, in a sustainable way, the right quantity and quality of land not only to meet identified needs but also to allow for growth; and

- making sure that planning policy helps to meet the needs of the whole community.

5.2.2 Detailed components for dealing with quality of place, sustainable development principles and standards for amenity are set out later in Policies for Development Management (Chapter 9, Policies DM10 to DM21).

Policy SS1 – Improving the Housing Offer

The Council will work to make Copeland a more attractive place to build homes and to live in them, by:

A   Allocating housing sites to meet local needs in locations attractive to house builders and requiring new development to be designed and built to a high standard

B **Promoting the renovation and improvement of the Borough's existing housing stock, and the enhancement of the surrounding residential environment, to meet local housing needs, particularly in Whitehaven, the three smaller towns, and Local Centres**

C **Considering further partnership and funding options (in consultation with local communities) for demolition and redevelopment schemes in areas of low demand or where the stock does not meet local housing market needs. This will include the continuation of previous Furness and West Cumbria Housing Market Renewal schemes.**

5.2.3 **Standard of New Housing:** Copeland must set high standards and targets in design and build of new housing to improve the quality of our future housing. In keeping with Sustainable Community Strategy aims and Core Strategy Objective 9, the quality of new homes will be regulated with regard to the principles established for Place Quality in Policy DM10, Sustainable Development Standards in Policy DM11, and Standards for New Residential Developments in Policy DM12.

5.2.4 The Council is mindful that there is support for targets which go further than national standards in promoting sustainable construction. However, relatively weak market conditions prevail in most of the Borough, and progress will be made via the Building Regulations towards the highest standards of sustainability by 2016. So it is not proposed that policy should go beyond Building Regulations standards, to minimise the risk of compromising development viability in areas needing increased house building. The Council will, however, encourage innovative design incorporating high

5.2.5 **Housing Stock Improvement and Renewal:** There remains local support at a variety of levels for an approach to renewal involving clearance and replacement. On its own, this would not deliver the improvements needed to deliver an improved housing offer. Therefore, there will be a mixed approach, in which housing clearance, redevelopment, and improvements to the existing stock will complement the provision of new housing.

Key Policy Context/Framework/References

▪ Energy Coast Master Plan (ADD REFS)

▪ Copeland Housing Strategy (ADD REFS)

▪ PPS3: Housing (2006)

▪ North West Regional Spatial Strategy (RSS) Policies DP4 L3 (2008)

5.3 Sustainable Housing Growth

5.3.1 The Council must plan for housing growth over the plan period. The sustainable approach is to allocate sites for housing development in accessible locations, to set realistic annual housing supply targets, to

optimise development densities and to ensure the development of as much brown field land as is feasible.

Policy SS2 – Sustainable Housing Growth

House building to meet the needs of the community and to accommodate growth will be provided for by:

A   Allocating sufficient land for new housing development to meet identified requirements within the Borough.

B   Allocating land in accordance with the following housing targets:

    i)   A baseline requirement, derived from projected household growth, of 230 dwellings per year

    ii)   Provision for growth 30% above that, to 300 dwellings per year.

C   Seeking densities of over 30 dwellings per hectare, with detailed density requirements determined in relation to the character and sustainability of the surrounding area as well as design considerations.

D   Seeking to achieve 50% of new housing development on previously-developed 'brownfield' sites.

5.3.2   The North West Regional Spatial Strategy set a target for Copeland of 230 dwellings per annum, based on an agreed approach for Cumbria which reflected the then current household projections. The Strategic Housing Market Assessment notes that the 2008-based Household Projections (DCLG based on Office for National Statistics population data) anticipate average growth of 320 households per annum over the period 2006-2031. But this is probably an over-estimate based on projections of in-migration derived from past conditions which are not likely to be repeated in the short term.

5.3.3   More detailed examination of future development scenarios has been undertaken as part of the 'West Cumbria Economic Blueprint' which is updating the Energy Coast Master Plan of 2007. County Council modelling suggests a lower figure of 109-161 per annum, starting from a 'baseline scenario' assuming net job losses of 3,000. Even the highest of those is less than the house building levels generally attained in the Borough under normal or growing market conditions. The Council does not consider it prudent to plan for this level of building, given the Borough's history of work-based in-migration, the Energy Coast strategy of energy-based growth, and the real prospects of growth accompanying the nuclear power station and other proposed developments at Sellafield.   These scenarios are published separately and their implications for the planning process have been analysed in the Housing Topic Paper.

5.3.4   On the basis of recent market performance, to allow for 230 per year may appear ambitious, but it represents a level of house building that is achievable if the local economy grows, and would indeed be necessary to

accommodate it. (No allowance is made for unpredicted 'windfall' sites, but the history of development in the Borough suggests that this would make an additional contribution.)

5.3.5   The SHLAA demonstrates that we can find land to accommodate 300 dwellings per year over the Plan period. This can be done without needing to reassess objectives such as those relating to settlement distribution, landscape protection and the environment. The Borough Council considers that the supply should include all this land, so that Copeland is capable of responding to the growth possibilities that have been identified in the 'nuclear investment' scenario. (This scenario indicates demand for almost 600 homes per year in West Cumbria as a whole).

5.3.6   However, current market conditions and infrastructure considerations (in particular, drainage and water supply) mean that allowance for such growth will have to be phased into the later stages of the Plan period. This will be considered in greater detail in the Site Allocations Development Plan Document. The current assumption is that, for at least the first five years of the Plan period, 230 per annum is the most that it is realistic to provide for.

5.3.7   **Housing density:** national and regional targets for housing density have been done away with. However, the Council considers that it remains desirable, so that land is not wasted and settlement character is protected, to expect that most housing development will take place at over 30 dwellings per hectare (dph). Developments will be expected to achieve a significantly higher density in the centres of settlements with a more densely built character. In central Whitehaven in particular, development should reflect the special urban character of the Georgian core. Elsewhere, lower densities than 30 dph may be acceptable with specific justification, for example in settlements or neighbourhoods which have an open character, where the dimensions of the site are not favourable to a compact layout, or where a density of 30 dph or higher would compromise the provision of executive housing. The case for this should be made in Design and Access Statements accompanying planning applications.

5.3.8   **Brownfield development:** the target of at least 50% of new dwellings on 'brownfield' land was inherited from higher level strategies. It was intended to focus attention on the regeneration potential of previously-developed land and buildings in the most sustainable locations, such as Whitehaven. However, the SHLAA and viability assessments indicate that a figure of 25% to 35%, dependent on market conditions, is more realistic. The policy priorities of the Core Strategy, notably the general stress on urban regeneration and the specific targets in ST2, will ensure that maximising the take up of brownfield land remains high on the agenda. The likelihood of higher densities on previously-developed land will also be a factor, compared to the uniform density assumption in the SHLAA. An aspirational 50% target is therefore retained, to make sure that capitalising on brown field opportunities is a factor in the site allocation process.

5.3.9   Where brown field land, particularly on larger and urban fringe sites, has acquired biodiversity value, the Council will encourage the retention of enough natural habitat to make a viable contribution to local green infrastructure in accordance with policies SS5 and ENV3.

5.4 Housing Needs, Mix and Affordability

5.4.1 Copeland's vision for housing is

- a balanced mix of housing types, sizes and tenure;

- attractive, safe and sustainable neighbourhoods;

- support for economic development and regeneration objectives.

5.4.2 Providing a mix of high quality housing to meet people's needs and aspirations is a key element in reducing outward migration levels as well as stabilising and then increasing the Borough's resident population.

5.4.3 The Strategic Housing Market Assessment (SHMA) (2011) highlights a general lack of choice with the current stock, and a need for family homes and for housing to accommodate the ageing population. It also notes that housing is less affordable now compared to 2006, and that there is a need for a greater supply of good quality medium-density housing, as well as modern 'executive' housing. It suggests that this lack of affordable and executive housing may be a barrier to sustainability and investment in the Borough.

Policy SS3 – Housing Needs, Mix and Affordability

Applications for housing development should demonstrate how the proposal helps to deliver a range and choice of good quality and affordable homes for everyone.

A   Development proposals will be assessed according to how well they meet the identified needs and aspirations of the Borough's individual Housing Market Areas as set out in the Strategic Housing Market Assessment, by:

    i   Creating a more balanced mix of housing types and tenure within that market area, in line with the evidence provided in the SHMA.

    ii   Including a proportion of affordable housing which makes the maximum contribution (consistent with maintaining the viability of the development) to meeting identified needs in that market area.

      iii   **Establishing a supply of sites suitable for executive and high quality family housing, focusing on Whitehaven and its fringes as a priority and also giving particular attention to the three smaller towns.**

      iv   **Ensuring that housing meets special needs, for example those of older people, where there is a genuine and proven need and demand in a particular locality.**

      v   **Providing housing for specific groups where there is housing need, including temporary workforce, agricultural workers and key workers**

B   **The Council will continue to operate a Rural Exception Site policy approach in rural areas outside the Key Service Centres and Local Centres to provide affordable housing that meets an identified local need and will be secured to meet that need in perpetuity.**

C   **The Council will work with neighbouring authorities to meet any evidenced need for gypsy and travellers sites and to provide greater choice. (Please see DM20 for further detail).**

5.4.4   **Housing mix**. The mix of housing in a development should be informed by an assessment of the housing needs of the locality. The Council will not seek to impose a standardised mix, but may set out specific site-based guidelines in the Site Allocations DPD and/or development briefs. Developers may be required to justify with evidence proposals which do not seek to address identified local needs for particular types of housing. The SHMA indicates unsatisfied demand for:

- larger (especially four bedroom) houses in the north of the Borough;
- smaller (one or two bedroom) homes in mid and south Copeland;
- detached houses across the Borough;
- bungalows in Whitehaven and Egremont.

5.4.5   **Affordable Housing**. The approach to meeting needs for affordable housing will be based on the conclusions of the SHMA. This indicates a need for 153 affordable dwellings per annum. However, assuming that the market is unlikely to provide enough dwellings for that need to be met via planning obligations, it recommends that a quota of 15-25% be sought, subject to development viability and local market variation across the Borough. Viability evidence indicates that at least twenty per cent should be achievable in higher value areas (mostly in rural mid and south Copeland); thus the Council will seek provision at the higher end of the recommended range in rural areas identified by the viability study as high value, and on green field sites. In urban areas and on brownfield sites, lower levels of provision are more likely to be accepted. The evidence indicates that a split of 60% for rent, 40% equity share would be appropriate. It is proposed to adopt targets reflecting these characteristics, will be set out in more detail in the Site Allocation plan or a further Local Development Document.

5.4.6   **Rural Exceptions.** The Council will consider favourably proposals for affordable housing in villages to meet the needs of the local community and fulfil the following requirements:

     i.   a site that is within or immediately adjoins the village and is well related to its built form in terms of scale and character

    ii.   supported by evidence to show need for the development in the local community (usually parish and adjoining parishes) or that an individual applicant has genuine local ties to the village and genuine affordability needs

    iii.   subject to a planning obligation that requires occupation of the dwelling(s) in perpetuity only by households with these same local connections and affordability issues

5.4.7   Exceptionally, consent may be given to homes in open countryside fulfilling the above requirements and where it can be demonstrated that a location outside a settlement is essential.

5.4.8   **Gypsies and Travellers**: the Cumbria Gypsy and Traveller Accommodation Assessment (GTAA) identified a need for one residential pitch within Copeland. Evidence for the abandoned partial review of the RSS suggested a need for zero residential pitches and five transit pitches for Gypsies and Travellers in the Borough over the next ten years. However, the figures for the RSS are given in multiples of five and as a result the Council, in partnership with other councils in Cumbria, is commissioning further work to determine more precisely how many pitches are needed and how these needs will be provided for. In this way the Council will continue to work with the neighbouring authorities to meet any need for gypsy / traveller sites and to provide greater choice.

Key Policy Context/Framework/References

- PPS3: Housing

- North West Regional Spatial Strategy Policies L4 and L5 (2008)

- Submitted Draft North West Plan (RSS) Partial Review (2009)

- Cumbria Gypsy and Traveller Accommodation Assessment (2008)

- Cumbria and the Lake District Joint Structure Plan Policy H19 (2006)

- Interim Strategic Housing Market Assessment for Copeland (2009)

5.5   Community Facilities and Services

5.5.1   In order for communities to be successful it is vital that they are well served by a full range of public, private, community and voluntary services. Facilities must be appropriate to people's needs, affordable, accessible to all, and available locally. This reduces the need for people to travel to obtain essential services, particularly benefiting the less mobile and more deprived members of society.

5.5.2   For the purpose of this Core Strategy, 'community facilities and services' include the following:

- Education: primary, secondary, further and higher

- Health: primary care and acute services

- Information: libraries, museums and arts / cultural services

- Social services: children, young people, families, elderly, learning and physical disabilities, mental health

- Community: halls, meeting rooms, even public houses and churches, chapels, mosques etc.

- Post Offices and shops

- Leisure: playing fields and sports pitches, play areas, allotments and informal open space accessible to the public, (covered also by Policy SS5, sports and leisure centres)

- Emergency Services: police, fire, ambulance

Policy SS4 – Community Facilities and Services

The range of services and facilities serving the Borough's communities will be protected by:

A   Encouraging the provision and retention of good quality services and facilities which meet the needs of local communities and are accessible by public transport, cycling or on foot.   Services and facilities which benefit the less mobile or more deprived members of the community and which maximise opportunities for people to improve their health and well being, will be given particular support.

B   Ensuring that needs are met in the most appropriate, effective and accessible way, by

   i)   locating widely used services and facilities in Whitehaven and the three smaller towns

   ii)   increasing provision of local community facilities, such as community centres and public open space, in Local Centres and villages identified as needing them

   iii)   improving the number and quality of facilities in areas of the Borough which exhibit higher than average levels of socio-economic deprivation – especially as regards health care, sports and fitness facilities where healthy living is an issue

   iv)   providing specifically for the leisure and recreational needs of older people

C   Guarding against the loss of land or buildings belonging to existing community facilities in all locations by:

   i)   wherever possible ensuring sites are retained for other forms of community use

   ii)   ensuring that satisfactory alternative provision is made where proposals for development will result in the justifiable loss of an existing service or facility, in accordance with Policy DM21

| D | Allowing for the expansion and / or enhancement of existing community facilities to assist continuing viability, particularly in areas where new development will increase the demand for facilities |
| E | Where development proposals are likely to increase demand for certain community facilities and services the Council will expect developers to contribute to their provision, enlargement, improvement or enhanced maintenance, in accordance with Policy ST4 and Local Development Documents relating to infrastructure provision |

5.5.3 **Location of Community Facilities.** One of the key priorities for the Council is to ensure that the right level and quality of services and facilities is provided in each of the settlements across the Borough. Facilities should be of a scale appropriate to the type and size of settlement, with higher level services located in Whitehaven, Millom, Cleator Moor and Egremont. This is considered to be the most sustainable option to ensure that needs are met in the most effective and accessible way.

5.5.4 The policy acknowledges that additional local services and facilities will be required within the Local Centres and villages. This should reduce the need to travel for key essential services, and improve the quality of life of residents within these areas.

5.5.5 **Community Facilities & Services for Specific Groups**: consultation responses have identified two priorities:

- the leisure and recreational needs of older people, for bowling greens, community gardens and allotments, and extra facilities for adult education, should be a specific consideration.

- health and well-being should also be improved through for example providing better quality open spaces, public sports halls, car-free routes for cycling and walking, provision of allotments and an accessible network of health facilities.

5.5.6 Open space is also valuable as a component of green infrastructure, and this is covered in strategic terms in Policy SS5.

5.5.7 **Protection of Community Facilities & Services**: There has been wide support for the principle of protecting socially useful facilities, in all locations, from development pressures. In particular, land or buildings belonging to or providing community facilities should be protected from pressure from competing uses unless there is no demand, or sufficient alternative provision exists.

Key Policy Context/Framework/References

- Planning for a Sustainable Future: White Paper (2007)

- Circular 05/2005: Planning Obligations (2005)

- PPS1: Delivering Sustainable Development

- North West Regional Spatial Strategy Policy EM1 (2008)

- Copeland Local Plan Policies SVC1-15 (2006)

5.6 Green infrastructure

5.6.1 As well as Copeland's unbeatable wealth of countryside, its towns and villages have important areas of green space within their boundaries. These provide opportunities for passive or sporting recreation, habitats for wildlife, and make a positive contribution to the character of towns and villages. The Council is committed to the protection and enhancement of such assets for the enjoyment of residents and visitors alike; together with the routes which connect them including footpaths, green-ways and cycleways.

5.6.2 'Green infrastructure' refers to the concept of developing a network of green spaces and other environmental features, including parks, open spaces (including small urban areas planted with trees), playing fields, woodlands and allotments. It should be connected where possible to the countryside via routes such as footpaths and cycleways functioning as 'wildlife corridors'. In principle green infrastructure also includes private spaces such as gardens, though this policy does not seek to exert control over them other than through the normal use of development management powers.

5.6.3 Green infrastructure has a dual role. In terms of settlement sustainability, it enhances the quality of life by supporting a framework of open spaces of a range of sizes and purposes, which make places more attractive and promote better mental and physical health. Additionally, it can be managed to maintain and create wildlife habitats and corridors linking them, which promotes biodiversity. This aspect is dealt with under policy for the environment (ENV3).

Policy SS5 – Provision and Access to Open Space and Green Infrastructure

Adequate provision and access to open space, and the development of the Borough's green infrastructure, will be promoted by:

A   Protecting against the loss of designated open space (including playing fields, play areas and allotments) within settlements, and of the access routes or wildlife corridors which connect them, whilst ensuring also that they are well maintained. Where it is necessary to build on land covered by this policy, equivalent replacement provision should be made.

B   Setting minimum open space standards for new development in accordance with Policy DM12

C   Promoting the establishment, improvement and protection of green infrastructure networks connecting open spaces with each other and with the countryside.

5.6.4 An audit has been carried out in accordance with national guidance in PPG17. This has assessed the Borough's recreational assets against national standards, in some cases modified to suit local conditions.

Shortfalls are identified in the Strategy for Infrastructure, which will inform future development and expansion of these assets. It will also be the base for developing an approach to funding improvements via developer contributions or the Community Infrastructure Levy, guided by policy ST4. In implementing these policies the Council will also be mindful of Natural England's Accessible Natural Greenspace Standards and will seek, wherever feasible, to improve Copeland's performance in meeting them.

5.6.5   The Council may, in pursuing the aims of this policy, adopt standards which vary from national norms in order to respond to the needs of the people of Copeland. Any such variance will be published, and consulted on, in a Local Development Document.

5.6.6   Policy SS5 will support the protection of existing facilities such as sports pitches, parks, play areas and allotments, which will be designated in the Site Allocations DPD and Proposals Map. The Council will expect that new development plays its part in improving the extent, quality and accessibility of green space. This approach is complementary to that relating to other community facilities in policy SS4. The Council's proposed requirements for open space and landscaping are set out in Policy DM12 and DM26 respectively.

Key Policy Context/Framework/References

- PPG17 Planning for Open Space, Sport and Recreation (2002)
- North West Regional Spatial Strategy Policy EM1 (2008)
- Copeland Open Space Audit (2011)

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6 Accessibility, Transport and Communications

6.1 Introduction

6.1.1 Many issues relating to transport are regulated outside the realm of land-use planning, and local projects are planned through the Cumbria Local Transport Plan produced by Cumbria County Council. However, the LDF has an important role to play in supporting delivery of the Local Transport Plan. It can allocate or safeguard land necessary for providing new transport infrastructure and ensure that new development is located where, and in such a way that, opportunities for supporting public transport, walking and cycling are maximised. New development can also deliver transport improvements that address its impact, via planning obligations.

6.1.2 Improvements to the current transport network and innovative approaches to working to promote more sustainable travel patterns are vital. Sustainable transport access at the key out of town employment sites in the Borough, namely the Westlakes Science and Technology Park and the Sellafield site should be explicitly encouraged. The Sellafield site in particular generates significant transport movements which can cause congestion during peak times. The proposed new nuclear power station adjacent to the Sellafield site would add further pressure to the existing network and it is therefore imperative that sustainable transport solutions are realised. Through a package of transport improvements and the relocation of non essential staff off the site to town centres sustainable travel will be encouraged, congestion reduced and site safety and security improved.

6.1.3 In addition, the Borough's relative geographic isolation must be countered by ensuring that the latest facilities for communications and access to information are available for all our communities.

6.2 Improving Accessibility and Transport

6.2.1 The Spatial Development Principles (ST1) rely on new development being in the most sustainable locations, in transport terms. They also require the transport system to respond in a way which increases modal choice. Our approach to planning in the Borough is to make walking, cycling and using public transport easier, and to make the car less necessary as a mode of transport, especially for journeys to work and within and between neighbouring settlements.

Policy T1 – Improving Accessibility and Transport

The Council will support transport improvements that maximise accessibility for all modes of transport but particularly by foot, cycle and public transport.

A   Priority will be given to improving the accessibility of the Borough's key development and regeneration sites, town and village centres, service, employment and transport hubs, and rural areas

B   Where appropriate land will be allocated or safeguarded to facilitate the following transport priorities for the Borough:

      i)   Whitehaven Town Centre Transport Interchange

      ii)   Whitehaven Town Centre Enhancements Scheme

      iii)   Pow Beck spine road

      iv)   A595 Whitehaven Eastern Relief Road / Bypass

      v)   A595 capacity improvements

      vi)   Improvements to the A5086

      vii)   Maintaining and improving the stations, infrastructure and services on the Cumbria Coastal Railway

      viii) Improvements and enhancements of the footpath and cycle network to improve accessibility by these modes

The Council will support schemes which improve transport including park and ride facilities for areas of employment and new development sites, freight transfer facilities and other rail-related improvements.

C   Better connections will be sought outside the Borough to:

      i)   Key employment sites, service centres and transport hubs, including Lillyhall Business Park, Workington, Barrow in Furness and Carlisle

      ii)   Regional and national transport links including the A66, M6, A595, A5092, A590 and West Coast Main Line

D   Planning obligations for developments at all major new development[2] sites will be sought to mitigate their impact on the Borough's transportation system

E   Transport system improvements must include measures to upgrade the environment, safety and convenience of the system and its setting.

F   A Parking Strategy will be developed to set out guidance for incorporating car parking in new developments with appropriate parking standards and for managing parking in the Borough.

Detailed requirements for all transport developments are set out in Development Management Policy DM22.

6.2.2   In order to address the transport-related issues facing the Borough and strike a good balance in improving accessibility to meet economic, social and environmental objectives, Policy T1 includes a combination of improvements.

6.2.3   **Accessibility to key sites**: given the focus of development and regeneration in the Borough's key towns, where accessibility by foot, cycle

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[2] Major development relates to sites greater than 0.5 hectares or comprising 10 or more dwellings

and public transport is greatest, priority needs to be given to improving links to key out of town sites by sustainable modes. Sustainable travel should be actively promoted through travel planning at the key employment sites at the Westlakes Science and Technology Park and Sellafield.

6.2.4   **Land for transport priorities**: Policy T1 establishes the principle for safeguarding or allocating land to deliver the key transport priorities that have been identified for the Borough. Details of the land and boundaries will be set out in the Site Allocations document.

6.2.5   **Connections outside the Borough**: good access to employment locations, service centres and transport hubs outside the Borough is essential to enable the people of Copeland to have a choice of sources of work and services – which may not be available in the Borough. Better links to regional and national networks such as the A66, M6 and West Coast Main Line are essential components in reducing perceptions of the Borough's remoteness.

6.2.6   **Development and transport improvements**: planning obligations will have a key role in securing mitigatory improvements to transport infrastructure, especially improvements that will improve and encourage the use of public transport and rail infrastructure. The Council will seek to ensure that any major new development[3], especially the delivery of new energy schemes in the national interest, will be accompanied by appropriate measures, consistent with the transport priorities for the Borough, to mitigate its transport impact. Travel Plans will be used to ensure that travel demands arising from any major new development - at Sellafield and other sites throughout the Borough - will make the best use of existing and new public transport infrastructure. The Council will also expect improved transport safety and attention to traffic environments to feature in all new development proposals.

6.2.7   Further details with regard to assessing the transport impact of development and requiring transport improvements are set out in ER1 and Policy DM22.

6.2.8   **Parking strategy**: Policy T1 also proposes the development of a parking strategy that will set out details on how car parking should be provided in new developments. This strategy will set the car parking standards that will be applied in Development Management Policy DM22. In the interim, standards set out in RSS will be used as a guide. The strategy will also focus on the management of parking in the Borough.

6.3   Improving Information and Communication Technology

6.3.1   Improvements to communications technology and access to information are essential to counter the Borough's relative geographic isolation. These technologies can reduce the need to travel and the number of car journeys made, for example through the provision of services online, teleconferencing and home working. They are also essential for stimulating and supporting economic growth, providing opportunities for existing businesses and are vital to attracting new businesses to the Borough.

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[3] Major development relates to sites greater than 0.5 hectares or comprising 10 or more dwellings

Policy T2 – Information and Communications Technology

Developments which seek to extend or improve connectivity through existing and emerging telecommunications in all parts of the Borough will be supported subject to appropriate safeguards.

Details of these safeguards and other requirements can be found in Development Management Policy DM23.

6.3.2 **Communications/information technology:** The Council will support the development of new technologies and where possible assist with extensions or upgrading of telecommunications, high speed broadband etc. However, the number of masts and sites for such installations should be kept to a minimum and appropriate safeguards are necessary to protect sensitive sites.

Key Policy Context/Framework/References

- PPG13: Transport (2001)

- North West Regional Spatial Strategy (RSS) Policies RT1, RT2, RT10 & CNL1 (2008)

- Cumbria Local Transport Plan (LTP2) 2006-2011 (2006) and emerging LTP3 (on-going)

- Cumbria and the Lake District Joint Structure Plan Policy T29 (2006)

- Sustainable Community Strategy for **West Cumbria** (2007)

- Britain's Energy Coast: A Masterplan for West Cumbria (2007)

- Copeland Local Plan Policies TSP4-TSP10 (2006)

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7 Environmental Protection and Enhancement

7.1 Introduction

7.1.1 One of the most important roles of the planning system is the protection and enhancement of the environment. The Council is expected by Government to develop policies for a wide range of environmental topics, which are dealt with in turn below.

- Flood Risk (Policy ENV1)
- Coastal Management (Policy ENV2)
- Biodiversity and Geodiversity (Policy ENV3)
- Built Environment and Heritage (Policy ENV4)
- Landscape (Policy ENV5)
- Access to the Countryside (Policy ENV6)

7.2 Flood Risk

7.2.1 Policy ENV1 develops the strategic approach towards flood risk and flood management introduced in policy ST1A(ii) and addresses any flood risk associated with development.

Policy ENV1 – Flood Risk and Risk Management

The Council will ensure that development in the borough is not prejudiced by flood risk through:

A   Permitting new build development only on sites located outside areas at risk of flooding, with the exception of some key sites in Whitehaven

B   Ensuring that developments on important regeneration sites in Whitehaven Town Centre and Harbourside and Pow Beck Valley are designed to address the existing levels of flood risk without increasing flood risk elsewhere

C   Ensuring that new development does not contribute to increased surface water run-off through measures such as sustainable drainage systems, where these are practical. Where they are not this should be achieved by improvements to drainage capacity

D   Supporting measures to address the constraints of existing drainage infrastructure capacity and avoiding development in areas where the existing drainage infrastructure is inadequate.

E   Support for new flood defence measures to protect against both tidal and fluvial flooding in the borough, including appropriate land management as part of a catchment wide approach.

Individual development proposals will be assessed with regard to Development and Flood Risk under Policy DM24.

7.2.2   The Copeland Strategic Flood Risk Assessment (2007) indicates the areas that are at risk from flooding in the borough. More recent flood risk maps are available on the Environment Agency website and these are updated on a quarterly basis.   Flood risk areas are generally tidal areas of the coast and stretches of rivers and becks in the borough. However, there are also areas that are at risk as a result of rapid surface-water run-off, restricted sewer capacity, poor drainage maintenance and culverts.

7.2.3   New development will only be permitted where flood risk is minimal. Exceptions to this rule will be some key sites in Whitehaven Town Centre and Harbourside and Pow Beck Valley. These sites are important to the overall regeneration of Whitehaven and are likely to pass the Exceptions Test as described in PPS25 (paragraphs 18-20), provided that design features sufficiently address levels of flood risk. Such features include raised floor levels, sufficient means of escape and refuge areas.

7.2.4   The Council wishes to ensure that new developments, where appropriate, incorporate sustainable drainage measures to minimise surface run-off. Improvements to drainage capacity, whether delivered through developer obligations or through general infrastructure improvements, will be supported, as will proposals for new sustainable flood defence measures.

7.2.5   In addition to engineered solutions the Council want to encourage appropriate land management techniques to prevent and control flooding. An example of this would be planting trees that would help to create a physical barrier to water, supporting the soil structure and soaking up water.

7.2.6   Responsibilities for flood risk have changed recently and whilst the Environment Agency is still responsible for coastal and fluvial flood risk, Cumbria County Council is now the lead Local Flood Authority with responsibility for surface water flooding. The County Council is therefore preparing a Surface Water Management Plan. The purpose of this is to understand the causes of surface water flooding and agree the most cost effective way of managing this risk. A Preliminary Flood Risk Assessment has been undertaken to identify and map properties and critical infrastructure at risk. Ultimately the County Council will prepare a Local Flood Risk Management Strategy that will seek to manage risk in the longer term. It is expected that this will be completed in the next 2 to 3 years.

Key Policy Context/Framework/References

- ▣ PPS1: Delivering Sustainable Development (2005)

- ▣ PPS25: Development and Flood Risk (2010)

- ▣ Copeland Level 1 Strategic Flood Risk Assessment (2007)

- ▣ Shoreline Management Plan 2 (2011)

- ▣ Environment Agency Management Plans (2009)

- ▣ Cumbria Surface Water Management Plan (2011)

7.3   Coastal Management

7.3.1   The complexity of the coast and its ecology requires integrated planning and management, and coordination between the Local Development Framework and the wide range of plans and strategies such as the Shoreline Management Plan, Marine Conservation Zones, Colourful Coast, and tourism strategies. The coast can act as a stimulus for regeneration through opportunities for growth in coastal tourism and developing and diversifying the maritime economy. However, considerable lengths of our coastline remain undeveloped or even remote, and require planning and managing sensitively to retain their character.

Policy ENV2 – Coastal Management

To reinforce the Coastal Zone's assets and opportunities the Council will:

A   Promote the developed coast as a destination for leisure, culture and tourism, with strong links to Whitehaven Harbour / town centre in the north and to Millom in the south

B   Maximise opportunities along the undeveloped coast for tourism and outdoor recreation through support for the North West Coastal Trail and Colourful Coast projects

C   Support the management of more of the undeveloped coast for biodiversity

D   Support energy generating developments that require a coastal location along the undeveloped coast, provided that the potential impacts on biodiversity, landscape and heritage assets are carefully assessed against the benefits. Where negative impacts are likely these must be mitigated against and compensated for

E   Protect the intrinsic qualities of the St Bees Head Heritage Coast in terms of development proposals within or affecting views from the designation. At the same time encourage schemes which assist appropriate access to and interpretation of the Heritage Coast area

F   Work with partners to manage the risks associated with coastal erosion and flooding and ensure that all new development is located outside areas at risk

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7.3.2   Balance of coastal development: Copeland's coastline consists of:

- Developed coast, which includes Whitehaven Harbour, Sellafield, Seascale and Haverigg

- Undeveloped coast, which includes some of Cumbria's best bathing beaches, a significant number of nature conservation and wildlife sites, and high quality landscapes. Much of it is edged by the Cumbrian Coast Railway

7.3.3   ENV2 retains the current balance of developed and undeveloped coast, whilst allowing for energy generating development i.e. nuclear, renewables etc. which require a coastal location.

7.3.4   The **developed coast** is where the majority of coast-related tourism, leisure and cultural development should be focussed, particularly in Whitehaven and Millom.

7.3.5   Along the **undeveloped coast** it is important to conserve and enhance biodiversity, the landscape and historic assets, and enable opportunities for an appropriate level of outdoor recreation and tourism. There is also potential for renewable energy generation. Whilst there will be general restriction on the undeveloped coast, nuclear and renewable energy development proposals will be permitted provided that their environmental impacts are carefully assessed against the benefits.

7.3.6   Managing more of the undeveloped coast for biodiversity is a priority. There are some coastal species and habitats present that are nationally important and they have a significant role to play in attracting visitors to Copeland.

7.3.7   **St Bees Head Heritage Coast:** Heritage Coasts are a national designation of landscape quality and the headland at St Bees is the only Heritage Coast in North West England. It is very important as a bird habitat and hosts an SSSI/RSPB Reserve along the sandstone cliffs. A management plan that protects and enhances this stunning landscape, whilst encouraging visitors and residents to use it recreationally, is required.

7.3.8   **Copeland Coastal Design Guide:** The guide aims to provide a structured and coherent framework for the future improvement to the public realm along Copeland's coastline.

Key Policy Context/Framework/References

- PPS1: Delivering Sustainable Development (2005)
- North West Regional Spatial Strategy (RSS) Policy RDF3 (2008)
- Copeland Level 1Strategic Flood Risk Assessment (2007)
- Shoreline Management Plan 1 & 2 (On-going)

7.4   Biodiversity and Geodiversity

7.4.1   Habitats and wildlife are important in their own right, and also provide an attractive and healthy environment for the borough's residents and visitors. The Council recognises that maintaining a healthy ecosystem brings economic benefits in terms of ecosystem services and that striking a balance between protection and the enjoyment of Copeland's natural assets is a key concern.

7.4.2   Many geodiversity sites coincide with sites of biodiversity importance and often it is the geology and geomorphology of an area that helps to support important species and habitats. The Council appreciates this relationship and is committed to protecting all of these features.

7.4.3   Policy ENV3 below outlines how the Council will protect and enhance the biodiversity and geodiversity of the plan area.

Policy ENV3 – Biodiversity & Geodiversity

The Council will contribute to the implementation of the Cumbria Biodiversity Action Plan within the plan area by seeking to:

A   Improve the condition of internationally, nationally and locally designated sites;

B   Ensure that development incorporates measures to protect, enhance and build on any biodiversity interest;

C   Enhance, extend and restore priority habitats and look for opportunities to create new habitat;

D   Protect and strengthen populations of priority or other protected species

E   Boost the biodiversity value of existing wildlife corridors and create new corridors to develop a functional Ecological Network

F   Restrict access and usage where appropriate and necessary in order to conserve an area's biodiversity value

Policy DM25 supports this policy, setting out the detailed approach towards managing development proposals that are likely to have an effect on nature conservation sites, habitats and protected species.

7.4.4   This policy sets out a combined and proactive approach to protect and enhance designated sites, wildlife corridors and protected species in the borough. There are a number of designated sites in the Copeland plan area, ranging from European sites of international importance to locally important County Wildlife Sites. A full list of the designated sites within the Copeland plan area is shown in Table 6.1 below. The locations of nationally and internationally important sites will be shown on the Proposals Map.

7.4.5   The Cumbria Biodiversity Action Plan (BAP) contains action plans to boost habitats and species in Cumbria. It sets out objectives for the protection and enhancement of biodiversity, which are reflected in the Council's preferred policy outlined above.

7.4.6   There is also a commitment to extend, restore and create new areas of priority habitat. A regional 'Indicative Biodiversity Resource and Opportunity Diagram' was published in the North West RSS. However, a more detailed version for Cumbria would be useful in terms of highlighting opportunities to do this. The Council will discuss the possibility of carrying out this work with partners.

Table 6.1 – Designated sites of biodiversity importance within the Copeland plan area

Site Type	Designation Type	Site Name
Special Protection Areas	European	Duddon Estuary
Special Areas of Conservation	European	Drigg Coast Duddon Mosses Morecambe Bay
Sites of Special Scientific Interest	National	St Bees Head Clint's Quarry Florence Mine Black Moss Haile Great Wood Low Church Moss Silver Tarn, Hollas and Harnsey Mosses High Leys Yeathouse Quarry Hallsenna Moor Drigg Coast Drigg Holme Duddon Mosses Duddon Estuary
Ramsar Sites	International	Duddon Estuary
National Nature Reserves	National	Hallsenna Moor High Leys
Local Nature Reserves	Local	Millom Iron Works
County Wildlife Sites	Local	High Park (nr Arlecdon) Gilgarran Plantation Studfold Willow Patch Sandbeds Meadow Low Leys Meadow Hunterhow Mire High Leys Meadow Rowrah Hall Quarry Salter Wood Yeathouse Quarry Parkside Pond Birkhouse Pond Rheda South Park Dub Beck Moresby Moss Bonnywood Redness Point Andrews Gill Cunning Point and Cat Gill Castle Park Wood Midgey Gill Woodhouse Quarry Roska Park and Bellhouse Gill Wood Stanley Pond Rottington Common Brown Bank Mire Longlands Lake River Ehen Pond Fish Hatcheries Oxenriggs Pond Carlton Moor Wood Gibb Tarn Braystones Coast

Site Type	Designation Type	Site Name
		Starling Castle
		Sellafield Tarn
		Terrace Bank Wood
		Ponsonby Tarn
		Seascale Dunes and Foreshore
		Bleawath Bog
		Gaitskell Wood
		Brownbank Moss
		Silver How Bog
		Panope Bog
		Seascale
		River Irt Grassland
		Kirksanton Moss
		Brocklebank Wood
		Bleamoss (Dunningwell)
		High Boghouse Woods
		Fox's Wood
		Lowscales Bank
		Hole House Wood
		Sheephouse Wood
		Nicle Wood
		Beck Wood (Millom)
		Butts Foot Wood
		Millom Marsh
		High Brow Meadows (The Hill)
		Raylands Wood

Key Policy Context/Framework/References

- PPS7: Sustainable Development in Rural Area (2004)

- PPS9: Biodiversity and Geological Conservation (2005)

- PPS5: Planning for the Historic Environment (2010)

- Planning for Biodiversity and Geological Conservation: A Guide to Good Practice (2006)

- Government Circular ODPM 6/2005: Biodiversity and Geological Conservation (2006)

- UK Biodiversity Action Plan (2007)

- North West Regional Spatial Strategy (RSS) Policy EM1 (2008)

- Cumbria Sustainability Framework (Ref)

- Cumbria Biodiversity Action Plan (2001)

- The Cumbria Biodiversity Evidence Base for Cumbria Authorities (2008)

- Cumbria Landscape Strategy (1998)

- Community Strategy District Biodiversity profiles?

- Cumbria and the Lake District Joint Structure Plan Policies E37 & E38 (2006)

- Copeland Local Plan Policies DEV1-6 & ENV1-10 (2006)

7.5 Built Environment & Heritage

7.5.1 The Copeland plan area contains nearly 600 listed buildings and features, and part of the Hadrian's Wall World Heritage Site, a roman fort at Moresby. In addition to this there are eight conservation areas in the borough. The

Council wants to ensure that these features are conserved and enhanced where possible, and that they contribute to heritage led regeneration within the main settlements.

7.5.2   ENV4 sets out the Council's approach to enhancing the quality of the borough's built environment and heritage assets. It is linked to the strategic principle in Policy ST1C.

Policy ENV4 – Heritage Assets

The Council's policy is to maximise the value of the borough's heritage assets by:

A   Protecting listed buildings, conservation areas and other townscape and rural features considered to be of historic, archaeological or cultural value

B   Supporting proposals for heritage led regeneration, ensuring that any listed buildings or other heritage assets are put to an appropriate, viable and sustainable use

C   Strengthening the distinctive character of the borough's settlements, through the application of high quality urban design and architecture that respects this character and enhances the settings of listed buildings

Policy DM27 supports this policy, setting out the Council's approach to development which affects built heritage and archaeology.

7.5.3   This policy stresses the twin need to both protect assets of established heritage value, and to draw upon that heritage to create places of quality and character. Not all listed structures are buildings. There are listed features such as doorways, piers, lighthouses etc. which, if well maintained, can contribute significantly to a sense of place.

7.5.4   There are also areas of archaeological significance that should be preserved for their potential to provide the enjoyment of discovery and the associated educational value of this, not just for ourselves but for future generations.

7.5.5   The main risk to our heritage assets, especially the many listed buildings is that they fall into disuse, become derelict and have to be demolished. The Council is keen to avoid situations like this and therefore will be supportive of any proposal that can bring a vacant listed building back into use, where that use is viable, sustainable and appropriate to its particular location.

Key Policy Context/Framework/References

  ▣   PPS5: Planning for the Historic Environment (2010)

  ▣   PPS7: Sustainable Development in Rural Areas (2004)

  ▣   North West Regional Spatial Strategy (RSS) Policy EM1 (2008)

  ▣   Copeland Local Plan Policies DEV1-6 & ENV25-37; plus Conservation Area policies (2006)

7.6   Landscape

7.6.1   Copeland contains some of the most spectacular and famous landscapes in England and ensuring that these are protected and enhanced is one of the Council's top priorities. Strategic policy ST1C states that one of the Council's development principles is to protect the borough's valued assets, including its landscapes. Policy ENV5 develops this principle, providing a more detailed approach.

Policy ENV5 – Protecting and Enhancing the Borough's Landscapes

The borough's landscapes will be protected and enhanced by:

A   Protecting all landscapes from inappropriate change by ensuring that development does not threaten or detract from the distinctive characteristics of that particular area.

B   Where the benefits of the development outweigh the potential harm, ensuring that the impact of the development on the landscape is minimised through adequate mitigation, preferably on-site

C   Supporting proposals which enhance the value of the borough's landscapes

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7.6.2   The issue of landscape protection in the borough is complex. Much of Copeland is, of course, within the Lake District National Park. There were a number of areas designated in the Copeland Local Plan 2001-16 as Landscapes of County Importance and the only other heritage landscape designation is the St Bees Heritage Coast (national designation). The approach to landscapes outside nationally protected areas is changing. The emphasis is now on Landscape Character Assessment and protecting landscapes through sensitive development management based on the Assessment, rather than rigid designations.

7.6.3   Cumbria County Council undertook a Historic Landscape Characterisation Programme (published in 2009) and also published a Landscape Character Assessment Guidance and Toolkit in 2011 to help planners and developers protect the intrinsic qualities of the county's landscape assets. Pending a more detailed Assessment, to be undertaken for the Copeland plan area, the Council will continue to use the Landscapes of County Importance designation in development management decisions.

7.6.4   In applying this policy, the Council will seek to ensure that potential development impacts on landscape character are minimised via adequate mitigation measures. This will include requirements for development proposals to be submitted with landscaping schemes. Policy DM26 expands on this.

Key Policy Context/Framework/References

■   North West Regional Spatial Strategy (RSS) Policy EM1 (2008)

■   Copeland Local Plan Policy ENV9 (2006)

7.7   Countryside Access

7.7.1   Copeland is very fortunate to contain some of the most beautiful areas of the Lake District National Park and large areas of pleasant open countryside with good access from the main centres of population. It is important to protect and enhance this for the borough's residents and visitors.

Policy ENV6 – Access to the Countryside

The Council's policy is to ensure access to the countryside for residents and visitors by:

A   Identifying opportunities to provide or improve access on routes and gateways from settlements and to secure the implementation of improvement measures with key partners and developers

B   Investigating opportunities for reclaiming contaminated and derelict land for recreation purposes.

C   Identifying potential for the development of a community forest, long distance walks or outdoor adventure activity centre

7.7.2   Existing Public Rights of Way are protected in law and therefore do not need policy protection. The Countryside and Rights of Way Act 2000 introduced a statutory right of access on foot for open air recreation to mountain, moor, heath, down and registered common land. This policy seeks to help local people and visitors to exercise that right.

7.7.3   The Council is also keen to explore the concept of a community forest or similar major countryside resource which could combine some sustainable woodland energy contribution with opportunities for recreation and pursuits like forest trailing and outdoor adventure type activities. A broad location will be to be identified as a Tourism Opportunity Site in the Site Allocations DPD. This would most likely be located within the area to the south and west of Egremont, joining up existing areas of woodland and providing some landscaping for any new development taking place on the site immediately north of Sellafield. Agreement needs to be reached with landowners and other stakeholders before a definitive scheme is formalised.

Key Policy Context/Framework/References

■ PPS9: Biodiversity and Geological Conservation (2005)

■ North West Regional Spatial Strategy (RSS) Policy EM1 (2008)

■ Cumbria Rights of Way Improvement Plan (2007)

■ Copeland Local Plan Policies ENV13 & TSP5 (2006)

■ Copeland Open Space Audit (anticipated 2010)

8 Localities in Copeland

8.1 The Localities in Copeland

8.1.1 Copeland has six main areas or groups of communities known as 'Localities'[4], which are identified as distinctive functional areas having their own particular issues and needs. Generally most public services across the Borough will be delivered through 'locality working' and Local Partnership Agreements, with this approach to place-making considered to be a key spatial planning tool to help deliver sustainable communities.

8.1.2 The six localities are, from north to south:

- **Howgate and Distington** - comprising the parish areas of Moresby, Parton, Lowca and Distington

- **Whitehaven** - solely comprising the town of Whitehaven

- **North East Copeland** - comprising the parish areas of Cleator Moor, Ennerdale and Kinniside, Arlecdon & Frizington, Weddicar and Lamplugh

- **West Copeland** - comprising the parish areas of St Bridget's Beckermet, Haile and Wilton, St John's Beckermet, Lowside Quarter, Egremont and St Bees

- **Mid Copeland** - comprising the parish areas of Muncaster, Eskdale, Irton with Santon, Drigg and Carleton, Ponsonby, Gosforth, Seascale and Wasdale, and encompassing Sellafield

- **South Copeland** - comprising the parish areas of Millom, Millom Without, Whicham, Bootle, Waberthwaite and Ulpha

8.1.3 This chapter considers each locality in turn, with a spatial portrait providing a description of the area and its issues and opportunities followed by a series of tables that indicate how the Core Strategy policies may be applied on the ground in each locality to address them. These tables illustrate in turn the effects of:

Strategic Policies

Economic Opportunity and Regeneration

Sustainable Settlements

Accessibility and Transport

Environmental Protection and Enhancement

Other Plans and Projects for the Locality

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[4] Five localities were initially identified in the West Cumbria Sustainable Community Strategy. After they had been operating for some time the communities of the Whitehaven locality agreed to split into two localities – one for the town (Whitehaven) and the other for the wider rural area (Howgate and Distington)

8.2 Howgate and Distington Locality

Spatial Portrait
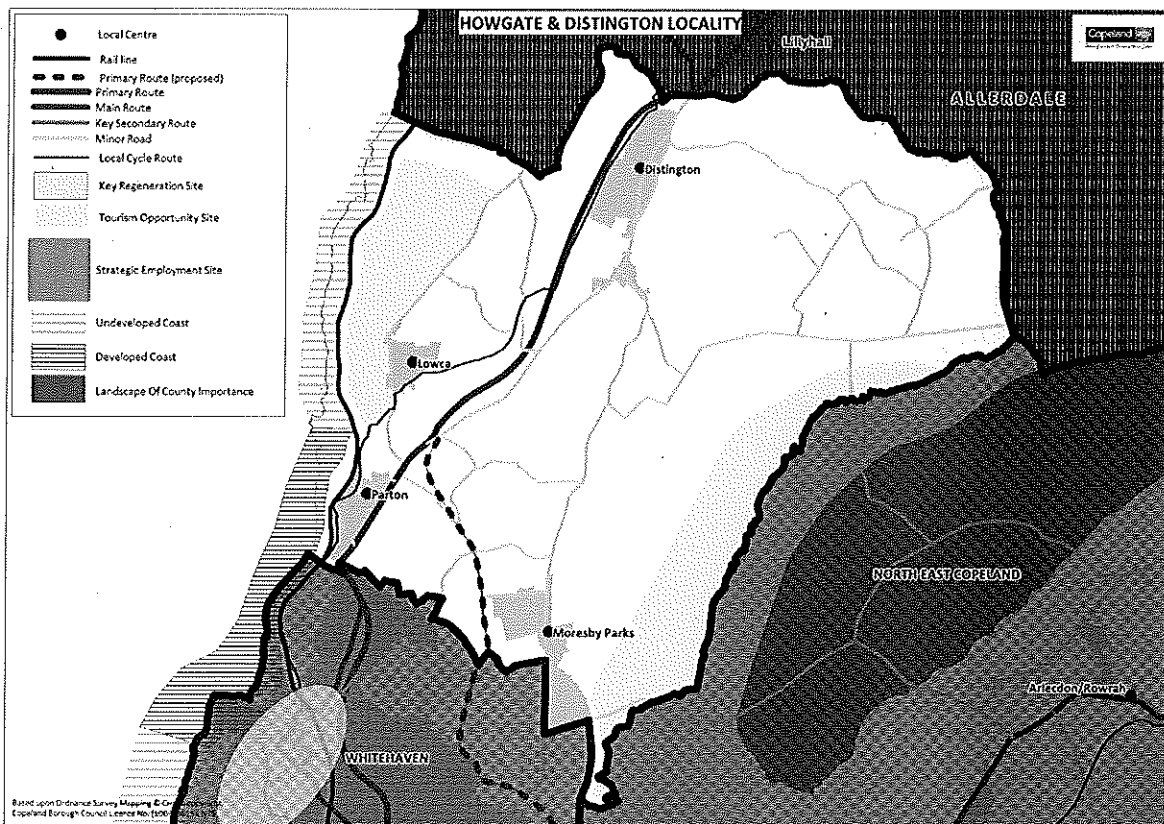
Context and Background

8.2.1 The Howgate and Distington Locality is located to the north of the principal town of Whitehaven, extending eastwards from the coast to the River Keekle. Parton Bay was used by the Romans and a fort was established on higher land to the north of the present village of Parton. The Locality comprises the Wards of Distington and Moresby and has a population of 5,302.

8.2.2 The Locality includes several rather urbanised villages including Parton, Lowca and Distington, and the more rural appearing though essentially commuter villages of Low Moresby and Gilgarran. Moresby Parks, Lowca, Parton and Pica were mining villages. Moresby Parks now performs as a suburb of Whitehaven, and has a large area of new housing.

Economic Opportunity and Regeneration

8.2.3 The area was formerly dependent upon farming, coal mining, iron making and High Duty Alloys but in recent years these industries have declined. Today parts of the Locality have high rates of deprivation, with Distington ranked within the 20% most deprived areas in the country and Lowca, Parton ranked in the 30% most deprived areas. Income deprivation and benefit claimant levels are significantly higher in Distington (22.9%) than Cumbria (14.6%) or the North West (19.4%).

8.2.4   Distington has amongst the lowest skill and educational achievement levels in Cumbria and 40% of people of working age are economically inactive compared to 36.1% in the North West. Only 32.6% of pupils in Distington attain 5 GCSE passes at A*- C, compared to 44.9% in Copeland and 50.4% nationally.

Sustainable Settlements

8.2.5   Distington, Lowca/Parton and Moresby Parks are identified as Local Centres in the Core Strategy where the emphasis is on the retention of existing provision. 20% of new non-nuclear development will be accommodated in the Local Centres across the Plan period, and new housing will be permitted which meets local and general needs.

8.2.6   Distington has an aging population with a reduction of 13.6% in the number of 0-14 year olds from 2001 to 2010. Life expectancy in the Locality is significantly lower than the Copeland average and Distington West is within the 10% most deprived areas nationally for health.

Accessibility and Transport

8.2.7   The A595 runs through the Locality providing access to Whitehaven and Workington and there is a rail station at Parton. There are regular bus services during the day serving Distington, but services are very limited to Gilgarran and Pica.

Environmental Protection and Enhancement

.8.2.8   The Locality is considered to have good access to amenity greenspace across all areas and good access to natural and semi natural greenspace in all areas except Lowca. There is no access to allotments in Lowca, Distington or Common End and a gap in access in the southern part of Moresby Parks. Access to parks and gardens is restricted in Moresby Parks and access to play space is considered generally good in all areas.

8.2.9   The western border of Common End and a small area to the west of Parton are within Zone 3a High Probability for flood risk.

Implications of Core Strategy Policies on Howgate and Distington Locality

Strategic Policies

Implications	Policy Reference
Local Centres: • Distington • Lowca/Parton • Moresby Parks Minor development which reflects the respective scale and functions of	ST2 – Spatial Development Strategy B iii) Local Centres:

Implications	Policy Reference
Local Centres, helps to sustain services and facilities, and contributes to the regeneration of these settlements is considered appropriate. As this Locality lies outside the National Park Boundary there are no additional Lake District National Park designated Rural Service Centres or Villages.	

Economic Opportunity and Regeneration

Implications	Policy Reference
Temporary contractor accommodation for nuclear new build projects in North Copeland would involve investigating sites in or immediately adjoining Whitehaven. Sites close to the railway and existing stations and/or with good road access and near the town centre or neighbourhood centre would be favoured, particularly where there are obvious "legacy" or after-use benefits in terms of conversion to offices, retail or leisure use or for specialist residential such as student accommodation or to provide impetus for a regeneration development site for instance through site restoration. A park and ride facility may also be appropriate especially if it could provide added value for an existing employment area of the town as well as a nuclear new build project. The Council will be looking at all these possibilities in relation to the developing nuclear new build situation. All decisions around the provision of major energy infrastructure will have to consider the implications for the intrinsic qualities of the Locality's landscapes, biodiversity and heritage assets.	ER1 – Planning for the Nuclear Sector
The Employment Land and Premises Study identified a need to improve the quality and marketing of existing sites in the locality such as the Whitehaven Commercial Park at Moresby Parks. It also noted that some poorer quality sites such as Furnace Row (Distington) should no longer be designated for employment in the Council's future Sites Allocations DPD. Instead the approach should be to concentrate on investing in the more strategic sites in and around Whitehaven town centre, Westlakes Science and Technology Park, Lillyhall and new high quality developments for instance at the former Marchon site. Elsewhere there is a need for a flexible approach including support for working from home subject to normal protection of residential amenity.	ER6 – Location of Employment DM3 – Safeguarding Employment Areas
There are 2 Tourism Opportunity Sites identified in the Locality: the coastal area near Lowca where there is a planning consent for holiday development, and along the Keekle Valley where there is public access for quiet enjoyment and recreation with potential for further such initiatives linking in to the Ehen Valley. The importance of linkages between the different areas via footpaths and cycleways cannot be overstated.	ER10 – Renaissance through Tourism

Implications	Policy Reference
It will be important to improve access from the more deprived wards such as Distington to secondary schools at Red Lonning/Hensingham and to training and employment opportunities at Lillyhall and Westlakes Science and Technology Park.	ER11 – Developing Enterprise and Skills

Sustainable Settlements

Implications	Policy Reference
There is scope for area renewal in the Locality, particularly at Distington where housing issues are part of a mix of indicators demonstrating high levels of multiple deprivation. Elsewhere there are concentrations of pre-1919 housing which still need basic improvements such as at Pica, Parton and Moresby Parks. In terms of housing growth the individual Local Centres, Distington, Lowca/Parton and Moresby Parks would take a share in the overall Borough allowance for Local Centres which would mean something in the order of 60-80 dwellings over the plan period for each. However, currently there are 92 dwellings with planning permission at Distington still outstanding and 17 at Moresby Parks, so there is less justification for additional provision in these settlements at the start of the plan period. Other settlements in the locality including Low Moresby, which have hosted significant levels of commuter housing in the past, are not designated as Local Centres because they do not have the service function to support general needs housing development. Only exceptional needs will justify further development in these villages which will normally relate to affordable housing either for individuals or as small groups for a housing trust or Registered Provider. The Howgate and Distington Locality has a total of 138 dwellings with planning permission, no allocations and 325 housing units identified in the SHLAA. This means that there should be no real difficulty in establishing a supply of sites to meet the housing requirement for the locality within the three Local Centres.	SS1 – Improving the Housing Offer SS2 – Sustainable Housing Growth
A need for a small gypsy and traveller transit site (up to 5 pitches) has been identified in Copeland. There may be an opportunity to meet this need within this Locality.	SS3 – Housing Needs, Mix and Affordability

Accessibility and Transport

Implications	Policy Reference
The key accessibility and transport priorities for the Howgate and Distington Locality include the A595 Eastern Relief Road/Bypass.	T1 – Improving Accessibility

Implications	Policy Reference
The Eastern Relief Road/Bypass would improve conditions within the existing urban area of Whitehaven, but would also improve external linkages eastwards to other settlements and connect major traffic generators like Westlakes Science and Technology Park, the Hospital, the main secondary schools, the Fire Station and Whitehaven Commercial Park as well as large areas of housing.	and Transport

Environmental Protection and Enhancement

| Implications	Policy Reference
Promoting the developed coast as most suitable to accommodate new employment, tourism, leisure and associated regeneration schemes.	ENV2 – Coastal Management ENV5 – Protecting and Enhancing the Borough's Landscapes
The preservation of historical features, including the Roman fort at Moresby Church.	ENV4 – Heritage Assets
A reassessment of local landscape may indicate additional green space and landscape features which should be taken into account in future.	ENV5 – Protecting and Enhancing the Borough's Landscapes
Protection of the footpath and cycleway networks which provide green links across the locality including their biodiversity value.	ENV6 – Access to the Countryside

Other Plans and Projects for the Locality

8.2.10   It is not possible to identify all of the projects that are likely to take place during the life of the Core Strategy, and many will arise through the community planning process.

8.2.11   Recent community plans within the Locality are:

   ▣ Howgate Ward Plan (covering Lowca, Moresby and Parton parishes)

   ▣ Distington Parish development and Action Plan 2005-10.

8.2.12   The current community plan within the Locality is Howgate / Distington Partnership Community Plan 2010. This incorporates the Ward Plans and

is reviewed on an annual basis but current key priorities include the following:

- Establish a representative Locality partnership
- Encourage involvement in local affairs
- Liaise with the police to reduce crime and anti-social behaviour
- Argue for better junction arrangements on the A595
- Improve street lighting, cycle tracks and public transport
- Upgrade the play areas
- Improve the local environment and public footpaths
- Attract affordable, decent housing.

8.3 Whitehaven Locality

Spatial Portrait
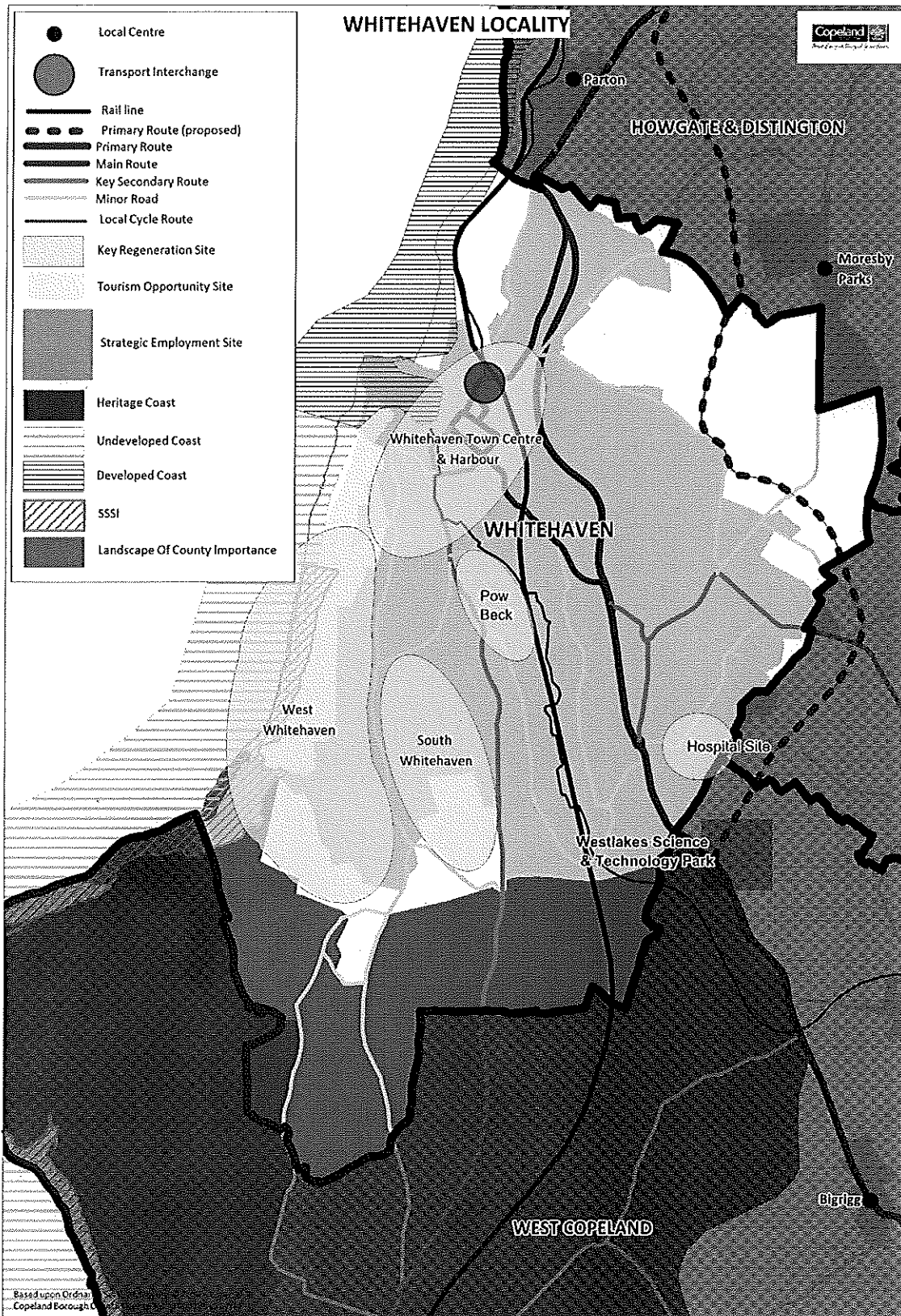
Context and Background

8.3.1   The Whitehaven Locality comprises the Principal Town of Whitehaven which is the Borough's second largest employer (after Sellafield) and a focus for services, commercial activity, retailing and tourism. The Locality comprises the wards of Bransty, Harbour, Hensingham, Hillcrest, Kells, Mirehouse and Sandwith and has a population of 25,116. Whitehaven is a town of contrasts, with areas of acute deprivation in close geographical proximity to some of the Borough's most prosperous neighbourhoods.

Economic Opportunity and Regeneration

8.3.2   The Locality relies heavily on nearby Sellafield for employment, with around half of the Whitehaven workforce employed there. This overdependence on a single employer means that the area is highly vulnerable to the forecast changes in the energy sector, which include the continued decommissioning programme at Sellafield, the proposed construction of a new nuclear power station at Moorside and proposals for a new power line to connect the power station into the national grid.

8.3.3   Adult skill levels are relatively low in some areas, with a high proportion of working age adults with no or low qualifications; Woodhouse/Greenbank is ranked 3rd worst in Cumbria, Mirehouse West ranked 4th and Mirehouse North East is ranked 6th. 7 areas are ranked within the worst 30% of areas in the country. However 3 areas (Hillcrest South, Hillcrest North and the Highlands, Harras) are within the top 10 areas of Copeland for adult skill levels.

8.3.4   In terms of educational attainment, Mirehouse West ranks 3rd worst in Cumbria and 502nd nationally for children's educational deprivation and 9 of the 18 areas are in the worst 30% nationally.   In contrast Hillcrest North is ranked within the top 25% of areas in the country.

8.3.5   Whitehaven is considered to have a fair representation of national retailers, largely focussed within the main shopping area of King Street and Lowther Street. The town also has a significant number of independent retailers, which, along with the distinctive layout and architecture, bring a "unique" feel to Whitehaven. The town is the second most popular destination for food shopping in West Cumbria after Workington, and the two superstores of Morrisons and Tesco each attract around 14% of food shopping trips. Whitehaven also has the highest market share for "top up shopping". However vacancy rates are a concern, particularly with the recent loss of several multiple retailers from King Street, and some areas of the public realm require environmental improvement. Parking and accessibility (particularly for pedestrians) have been identified through public consultations as issues for consideration. There is potential for further development of the evening and tourism economies through marketing and promotion, and it is likely that the proposed development of a new transport interchange should assist with improving public transport facilities.

Sustainable Settlements

8.3.6   There is a high dependency on social and private rented accommodation and a lack of good quality, desirable housing of choice. Extensive areas of social housing were constructed high up above the valley sides to serve major local employers in the 1950s and 1960s and these outlying, peripheral housing estates are today geographically isolated from the Locality's main services which are concentrated in the town centre below.

8.3.7   Some of Copeland's highest concentrations of deprivation are found within the Locality, in particular for problems related to poor health, low educational attainment, and high levels of unemployment and crime. A high proportion of residents claim benefits with 2 of the Locality's areas (Woodhouse/Green Bank and Mirehouse West) ranked as the 2 lowest areas in Copeland and in the worst 10% of areas nationally for income. This contrasts with Hillcrest North, Hillcrest South and Rannerdale / Aikbank which are the top 3 areas for income in Copeland and within the top 2% of areas nationally. The Locality has an ageing population with an increase of almost 80% in residents aged over 65 years in Hillcrest from 2001-2010.

8.3.8   Whitehaven Centre is ranked 7th worst in Cumbria and 215th nationally for health deprivation and 7 of the 18 areas are within the worst 10% of areas nationally. Crime rates are also amongst the highest in the county with Woodhouse/Greenbank ranked 15th worst in Cumbria, and Mirehouse 17th, although it is worth noting that Cumbria as a whole has some of the lowest crime rates in the UK.

8.3.9   The Housing Strategy and Core Strategy propose that 47% of new housing development should be built within Whitehaven, the largest proportion of any Locality. It is proposed that the mix should include affordable, older persons and executive housing. Other proposals include support for a 10 bed space Foyer project in Whitehaven and trainer flats, to be provided by the Whitehaven Community Trust.

Accessibility and Transport

8.3.10   The Locality is served by the Cumbrian Coast railway with stations at Whitehaven and Corkickle (request stop only). The rail service is constrained by a length of single track between Whitehaven and Sellafield and limited station facilities, and it is likely that the lack of a fast, frequent rail connection to the west coast mainline contributes to the area's geographical isolation and low levels of inward investment. Local bus services link the residential areas to the town centre and other neighbouring centres such as Workington and Cockermouth. The A595 is the major road route linking the Locality to the north and west (via the A66 to the M6) and south to Barrow.

Environmental Protection and Enhancement

8.3.11   The town is set within an attractive coastal landscape, with high sandstone cliffs to the south and a rocky shoreline to the north, and is surrounded by a semi-rural landscape of open fields and woodlands to the north and east. The Locality includes part of the St Bee's Head SSSI, as well as a number of priority habitats and ancient woodlands.

8.3.12   Whitehaven is of significant historic interest, with a strong seafaring and industrial heritage, linked to its early planned development and growth as a major port in Georgian times, and coal mining and manufacturing activities. The town includes three Conservation Areas; the recently combined Whitehaven Town Centre and High Street Conservation Area, Corkickle Conservation Area and Hensingham Conservation Area, together with a large number of Listed Buildings and several Scheduled Ancient Monuments. However the attractive urban townscape of Georgian buildings set within a formal grid layout, has suffered from the effects of many years of underinvestment associated with the town's economic decline.

8.3.13   There has been substantial investment over the last 20 years in town centre related regeneration activities most notably around the harbour area. This has provided a range of public realm improvements and the development of an attractive leisure marina, but the town centre retail core continues to exhibit signs of stress such as vacant shop units and poorly maintained buildings. Opportunities and challenges remain around the heritage led regeneration of the town centre, and improving linkages between retailing and food and drink areas and the harbour.

8.3.14   In terms of open space, the Whitehaven Locality is deficient in allotment provision overall and existing sites tend to lack the facilities generally expected on more modern allotments such as club houses, toilets etc. Bransty and Hillcrest wards are deficient in all types of open space apart from natural and semi natural green space. The urban areas contain some very attractive parks and gardens and play spaces are well distributed and of reasonable quality, although there are few opportunities for teenagers.

8.3.15   Some areas of Whitehaven are subject to significant levels of flood risk. Tidal flooding poses the greatest threat to town centre locations including Strand Street, Market Place, Quay Street, Irish Street and Swingpump Lane, which are delineated as Zone 3a High Probability. Intense rainfall events are likely to give rise to flash flooding, and insufficient sewer capacity, and blocked culverts and trash screens all contribute to flooding in the Pow Beck area.

8.3.16   These issues present a number of challenges for the area's planning and regeneration, but the Locality enjoys a number of distinct advantages such as its attractive coastal location, historic buildings, and close proximity to the major tourist destination of the Lake District. In addition the Locality is in a good position to benefit from the potential opportunities associated with the nuclear new build and Energy Coast agendas.

Implications of Core Strategy Policies on Whitehaven Locality

Strategic Policies

Implications	Policy Reference
The Regeneration Priority Sites offer the opportunity to: • re-use existing brownfield land (A(iii)) • minimise the need to travel (A(v)) • prioritise development in the main towns (A(vi)) • support the development of energy infrastructure and tourism (B(i)) • support diversity in jobs (B(ii)) • create a residential offer to meet needs and aspirations (B (iii)) • support the reclamation and redevelopment of the Borough's vacant and derelict sites (C(v)).	ST1 Strategic Development Principles
The largest scale developments will be focussed within the Principal Town of Whitehaven, particularly Regeneration Priority Sites. It is proposed that almost 50% of all non-nuclear-based development will take place in the town over the Core Strategy period.	ST2 – Spatial Development Strategy B i) Principal Town of Whitehaven
Strategic Regeneration Priority Sites The following key gateway and harbourside sites in Whitehaven town centre are identified as a strategic portfolio of Regeneration Priority Sites (previous Local Plan site identification numbering in brackets): • Quay Street Car Park (WTC1) • Mark House, the former Victorian public baths and the John Paul Jones Pub, Strand Street (WTC2) • Former Bus Depot and Garage, Bransty Row (WTC4) • Former Bus Station and Works, Bransty Row (WTC5) • Albion Street North (WTC8) • Albion Street South (WTC9) • Former YMCA Building, Irish Street • Jackson's timber yard and adjoining land, Newtown/Catherine Street (WEOS2) • Bardywell Lane	ST3 Strategic Regeneration Priorities B Regeneration sites in Whitehaven's town centre and harbourside

Implications	Policy Reference
• Gough's Car Park, Strand Street/Marlborough Street • West side of Preston Street (WEOS3) • West side of Ginns (WEOS4) • Former Council depot and adjoining land at Ginns (WEOS5 & 6) Development of these sites will be guided by a new Supplementary Planning Document (SPD) which is being prepared alongside the Core Strategy. The Whitehaven Town Centre and Harbourside SPD considers the important design and Conservation Area issues associated with Whitehaven's historic core and harbour and provides design guidance for the sensitive regeneration and development of the town centre and harbourside sites. It has been informed by the Conservation Area Assessment work recently carried out and the Broadway Malyan "Development Framework" (2007). Alongside the SPD, a Prospectus is being developed to assist with marketing the sites as development opportunities within the wider regeneration framework for Whitehaven. The Council would expect appropriate uses or mixes of use on the sites suited to town centre or edge-of town centre locations. These will be primarily office, retail, tourism and/or leisure uses aimed at increasing the commercial performance of the town centre and substantially increasing its employment base. Some additional housing could be incorporated in suitable mixed use developments.	
Sites prioritised for development in the current Britain's Energy Coast programme are: • Westlakes Science and Technology Park - Land was allocated in the Local Plan to accommodate further areas of high specification development for research, offices and higher education uses including UCLan and University of Manchester • Whitehaven Hospital - £90m redevelopment/refurbishment • Health Campus - To be located at Westlakes and/or the Hospital to extend health related services and initiatives and to encourage new employment clusters • Whitehaven town centre transport interchange – A new bus station with car parking facilities • Whitehaven town centre hotel – Identified as a suitable use for one of the Regeneration Priority Sites • Albion Square (sites WTC8 & 9) - Flagship office redevelopment	ST3 – Strategic Regeneration Priorities D Sites in BEC Master Plan

Implications	Policy Reference
• Woodhouse/Greenbank/Kells Housing Market Renewal Initiative • Pow Beck Valley Stadium development and sports village	
Two other areas are identified as Strategic Regeneration Priorities: Pow Beck Valley and West Whitehaven. Pow Beck Valley This area has redevelopment potential for rugby and football club facilities in association with a sports village complex, housing and limited commercial redevelopment. An SPD has been adopted by the Council to guide development in this area. West Whitehaven This area comprises the Woodhouse, Greenbank and Kells Housing Market Renewal Area, which has already seen some regeneration activity in terms of estate improvements, demolitions and new planning consents and development on brownfield sites, and the Coastal Fringe area between the St Bees Head approaches and South Harbour. The Coastal Fringe has also benefitted from regeneration projects but further remediation is required to deal with contamination from previous chemical/coaling activities at the Marchon site and to make areas safe for new development and the provision of public open space. Housing market renewal will continue to be delivered in partnership with the Home Housing Group, which is the principal Registered Provider in this area - and the private sector. There is a need to rebalance the local housing market through the development of a mix of tenures and housing types to effect the transformation of a whole neighbourhood. Land to the South of Woodhouse Estate As noted in the Preferred Option Report, there is additional brownfield and greenfield land immediately south of the Woodhouse estate which could provide further opportunity for new housing combined with new neighbourhood facilities such as open space and the improvement of the wider coastal fringe, and retail and service provision to support housing market renewal in the Woodhouse, Kells and Greenbank areas. The Council would particularly welcome improvements in local education provision in the area as part of achieving wider socio-economic regeneration objectives. This will be delivered through legal agreements with the principal Registered Provider and private sector developer partners and development and its phasing would be controlled via a s.106 agreement allied to a masterplan/development brief.	ST3 Strategic Regeneration Priorities B Pow Beck Valley and the Woodhouse / Kells Housing Market Renewal Area

Implications	Policy Reference
The "Colourful Coast" Project extends the length of the coast from Whitehaven harbour to St Bees and has provided major improvements to the rights of way network and biodiversity through a partnership between the Land Trust, the National Trust, RSPB, Haig Colliery, Natural England, Cumbria County Council and the Borough Council. Projects have been undertaken to improve access, infrastructure, interpretation and public awareness, all designed to improve visitor enjoyment of the coastal fringe strip between the harbour and the Marchon site, especially in relation to the high quality landscape here and industrial archaeological interest (including the Haig Mining Museum). This whole area has been designated as a Tourism Opportunity Site (ER10) and the approach will be to leave the seaward side open and to protect the views from the Heritage Coast itself, to create new areas of parkland, and to allow some limited redevelopment on the east side, beginning with the area occupied by former offices and labs. Appropriate uses include those associated with tourism such as visitor interpretation facilities, accommodation and conference space, and a small, high quality business park for offices and craft workshops. There is a need to coordinate tourism, open space, business development and housing market renewal in a total regeneration package for the whole of West Whitehaven and it is proposed that a development brief will be prepared to guide restoration and new development across the area.	ST3 Strategic Regeneration Priorities B Coastal Fringe
The Council will be seeking contributions for infrastructure improvements proportionate to the impacts and effects of development in the town centre, and to support other essential town centre regeneration initiatives.	ST4 Providing Infrastructure

Economic Opportunity and Regeneration

Implications	Policy Reference
Temporary contractor accommodation for nuclear new build projects in North Copeland would involve investigating sites in or immediately adjoining Whitehaven. Sites close to the railway and existing stations and/or with good road access and near the town centre or neighbourhood centre would be favoured, particularly where there are obvious "legacy" or after-use benefits in terms of conversion to offices, retail or leisure use or for specialist residential such as student accommodation or to provide impetus for a regeneration development site for instance through site restoration. Such sites could include for instance sites in the vicinity of Pow Beck. A park and ride facility may also be appropriate especially if it could provide added value for an existing employment area of the town as well as a nuclear new build	ER1 Planning for the Nuclear Sector

Implications	Policy Reference
project. The Council will be looking at all these possibilities in relation to the developing nuclear new build situation. All decisions around the provision of major energy infrastructure will have to consider the implications for the intrinsic qualities of the Locality's landscapes, biodiversity and heritage assets.	
There are opportunities for community renewable energy schemes especially within the larger areas of new housing in Whitehaven and there may be potential for some larger renewable generation projects but care must be taken to minimise impact on residential areas or visitor interest especially in sensitive coastal locations.	ER2 Planning for the Renewable Energy Sector
Any National Grid connection programme will undoubtedly have some impact on local communities given available routing options which are close to Whitehaven and on important landscapes including higher ground with views towards the National Park.	ER3 The Support Infrastructure for the Energy Coast
The Employment Land and Premises Study noted that some poorer quality sites such as Red Lonning at Whitehaven should no longer be designated for employment in the Council's future Sites Allocations DPD. Instead the approach should be to concentrate on investing in the more strategic sites in and around Whitehaven town centre, Westlakes Science and Technology Park, Lillyhall and new high quality developments for instance at the former Marchon site. Elsewhere there is a need for a flexible approach including support for working from home subject to normal protection of residential amenity.	ER6 Location of Employment DM3 Safeguarding Employment Areas
It is hoped to continue the regeneration of Whitehaven town centre which began under the "Vision for Whitehaven" and "Renaissance of Whitehaven" banners. Policy ER8 sets out the Council's approach including the need to expand the town centre defined boundary to include the proposed transport interchange. The Retail Study suggests that there is scope for expanding both the convenience and comparison retail floorspace offer in the town by up to 6,500 sq. m and 6,000 sq. m respectively by 2023 just on the basis of maintaining current market shares – and this in addition to the expected enlargement at the North Shore Tesco store. Also, given the "leakage" of expenditure on comparison goods to other centres such as Workington and Carlisle there is an argument to scope for additional retail space. However the Council considers that the priority should be to concentrate on the promotion of the retail sector in the short/medium terms, and to look at establishing a brand or identity for "Whitehaven Ltd" through marketing and business support initiatives; heritage led regeneration, continued programmes of public realm, access and parking improvements; promoting sites for new leisure development;	ER7 Principal Town Centre, Key Service Centres, Local Centres and other service areas: Roles and Functions ER8 Whitehaven Town Centre

Implications	Policy Reference
diversifying the entertainment offer and evening/night-time economy and encouraging niche traders targeting the visitor market. External funding for regeneration projects will be sought to support these initiatives. Elsewhere the service role of the Local Centres will be protected as far as possible, along with smaller neighbourhood and village facilities.	
There is a Tourism Opportunity Site identified on the Whitehaven Coastal Fringe. The Colourful Coast links Whitehaven harbour with Haig Pit and St Bees Heritage Coast. Leisure and recreational uses which do not compromise the special qualities and character of the undeveloped coast and its accessibility are encouraged. The importance of linkages between the different areas via footpaths and cycleways cannot be overstated.	ER10 Renaissance through Tourism
In terms of skills development and education the Locality is well placed between Lillyhall and Westlakes Science and Technology Park and has the largest secondary school provision in the Borough concentrated at Red Lonning/Hensingham. In all cases there is sufficient land available for likely expansion requirements over the plan period. However it will be important to improve access to the sites especially from the more deprived wards such as Sandwith and Harbour.	ER11 Developing Enterprise and Skills

Sustainable Settlements

Implications	Policy Reference
In terms of major schemes for housing improvement the housing market renewal development in West Whitehaven will be the key project but there is scope for other area renewal in the locality, particularly in Whitehaven town centre (Harbour Ward) where housing issues are part of a mix of indicators demonstrating high levels of multiple deprivation. In terms of housing growth it is proposed to accommodate 47% of the Borough's new dwellings within Whitehaven which would equate to 2,256 dwellings between 2011 and 2027. Sandwith, which has hosted commuter housing in the past, is not designated as a Local Centre because it does not have the service function to support general needs housing development. Only exceptional needs will justify further development in this village which will normally relate to affordable housing either for individuals or as small groups for a housing trust or Registered Provider. As at 31st October 2011 the Whitehaven locality has a total of 538 dwellings with planning permission and 280 dwellings allocated in the current Local Plan yet to be developed which totals 818 dwellings committed. At the same time there are 3,297 dwellings in the list of	SS1 Improving the Housing Offer SS2 Sustainable Housing Growth

Implications	Policy Reference
candidate housing sites identified in the SHLAA work to date. This means that there should be no real difficulty in establishing a supply of sites to meet the housing requirement for the locality within Whitehaven.	
The mix of housing types and the amount of affordable housing to be achieved within the larger developments will be set by the Council in development briefs to be prepared for each site. The numbers and percentages involved will be informed by the 2010 Housing Needs Assessment and will reflect local conditions. As noted above, rebalancing housing markets in the Whitehaven Locality means a substantial increase in the supply of larger and more expensive homes as well as some modern affordable housing with different tenure options – including shared equity – to replace old and poor quality social stock. Achieving both these goals will be a fundamental part of the West Whitehaven housing proposals. Household size continues to reduce and therefore another requirement will be to ensure provision of 1 and 2 person house types within most housing developments, but particularly in and around the town centre. Particular care will be taken as regards siting, design and facilities for older people in housing schemes. A need for a small gypsy and traveller transit site (up to 5 pitches) has been identified in Copeland. There may be an opportunity to meet this need within this Locality.	SS3 Housing Needs, Mix and Affordability
In terms of Community Facilities and Services the key priorities include the refurbished West Cumberland Hospital at Whitehaven, a continuation of secondary schooling facilities at Red Lonning/Hensingham (including Academy requirements) and a general improvement of sports provision in the locality – with the potential for a new Sports Village at Pow Beck Valley. Larger areas of new housing development and regeneration schemes will be expected to make provision for improvements to the area's facilities and services to help create attractive living environments and safe and desirable neighbourhoods.	SS4 Community Facilities and Services

Accessibility and Transport

Implications	Policy Reference
The key accessibility and transport priorities for the Whitehaven Locality include the following: • A new town centre transport interchange • Whitehaven town centre enhancements scheme • A new Pow Beck Valley spine road	T1 Improving Accessibility and Transport

Implications	Policy Reference
• A595 capacity improvements • Improvements and enhancements to the footpath and cycle network. These schemes and associated improvements should encourage more sustainability and choice in transport options but should also achieve better connection between principal destinations and new areas of development and regeneration. The new interchange (given sufficient car parking and rail station improvements) and the Pow Beck spine road should improve traffic management and circulation, as well as public accessibility by a range of means. As a result they should have a significant impact on town centre conditions and assist with integrating development on new sites in West Whitehaven, Coach Road/Pow Beck Valley, Ginns/Preston Street, Albion Square and the rest of the town centre. At the same time it will be important to continue improving the public realm and traffic environments in the town centre along with facilities for pedestrians and cyclists. The Eastern Relief Road/Bypass would improve conditions within the existing urban area of Whitehaven, but would also improve external linkages eastwards to other settlements and connect major traffic generators like Westlakes Science and Technology Park, the Hospital, the main secondary schools, the Fire Station and Whitehaven Commercial Park as well as large areas of housing. Key priorities for the Whitehaven Partnership Locality Plan 2010 include tackling: • Poor public transport provision at off peak periods • Parking, permits and congestion in the town centre • Tackling road surfaces • B5345 Ginns, Meadow View, Low Road to St Bees • Whitehaven Relief Road • Modernisation of the rail line, increased carriage capacity for cycles and improvements to footpaths and cycleways • Proposed Whitehaven Transport Interchange • Addressing pedestrian issues and • Improving street lighting The Partnership Locality Plan also suggests that improved access to Whitehaven's port would have the potential to support crossings to the Isle of Man and Ireland, increase the proportion of freight passing in and out of the region by sea, and encourage the transfer of freight from road	

Implications	Policy Reference
to rail using port facilities. The Council will wish to explore improvements in local transport such as rail infrastructure and park and ride schemes as part of delivering Nuclear New Build legacy aspirations.	

Environmental Protection and Enhancement

| Implications	Policy Reference
Balancing the need for development of key regeneration sites in the town centre and Pow Beck Valley against the need to reduce flood risk.	ENV1 Flood Risk and Risk Management
Promoting the developed coast as most suitable to accommodate new employment, tourism, leisure and associated regeneration schemes. Continuation of the coastal fringe work and reclamation of the Marchon site to create a larger area of open space leading out from the harbour over the St Bees Head Heritage Coast. This includes an undertaking to protect views from the Heritage Coast itself by guarding against inappropriate development in the adjoining coastal fringe area alongside a management plan for the Head.	ENV2 Coastal Management ENV5 Protecting and Enhancing the Borough's Landscapes
The sensitive development and management of Whitehaven's Town Centre and High Street and two other Conservation Areas and the preservation of historical features.	ENV4 Heritage Assets
A reassessment of local landscape may indicate additional green space and landscape features which should be taken into account in future.	ENV5 Protecting and Enhancing the Borough's Landscapes
Maintenance of the town's green corridors and open valley sides, connecting the town centre and housing areas with the urban fringe and surrounding countryside. Protection of the footpath and cycleway networks which provide green links across the locality including their biodiversity value.	ENV6 Access to the Countryside

Other Plans and Projects for the Locality

8.3.17   It is not possible to identify all of the projects that are likely to take place during the life of the Core Strategy, and many will arise through the community planning process.

8.3.18　The current locality plan is the Whitehaven Partnership Locality Plan 2011, which encompasses the Ward Plans and is reviewed on an annual basis. Key priorities include:

- Establishing a representative Locality Partnership which has involvement in local affairs
- Liaising with Police to reduce crime and anti-social behaviour
- Arguing for better infrastructure joining A595
- Tackling parking problems
- Lobbying for a Transport Interchange
- Improving road surfaces, street lighting, pedestrian access, cycle tracks and public transport
- Improving opportunities for young people
- Improving the local environment and footpaths
- Supporting regeneration initiatives and the Townscape Heritage Initiative
- Attracting affordable, decent housing.

8.4 North East Copeland Locality

Spatial Portrait
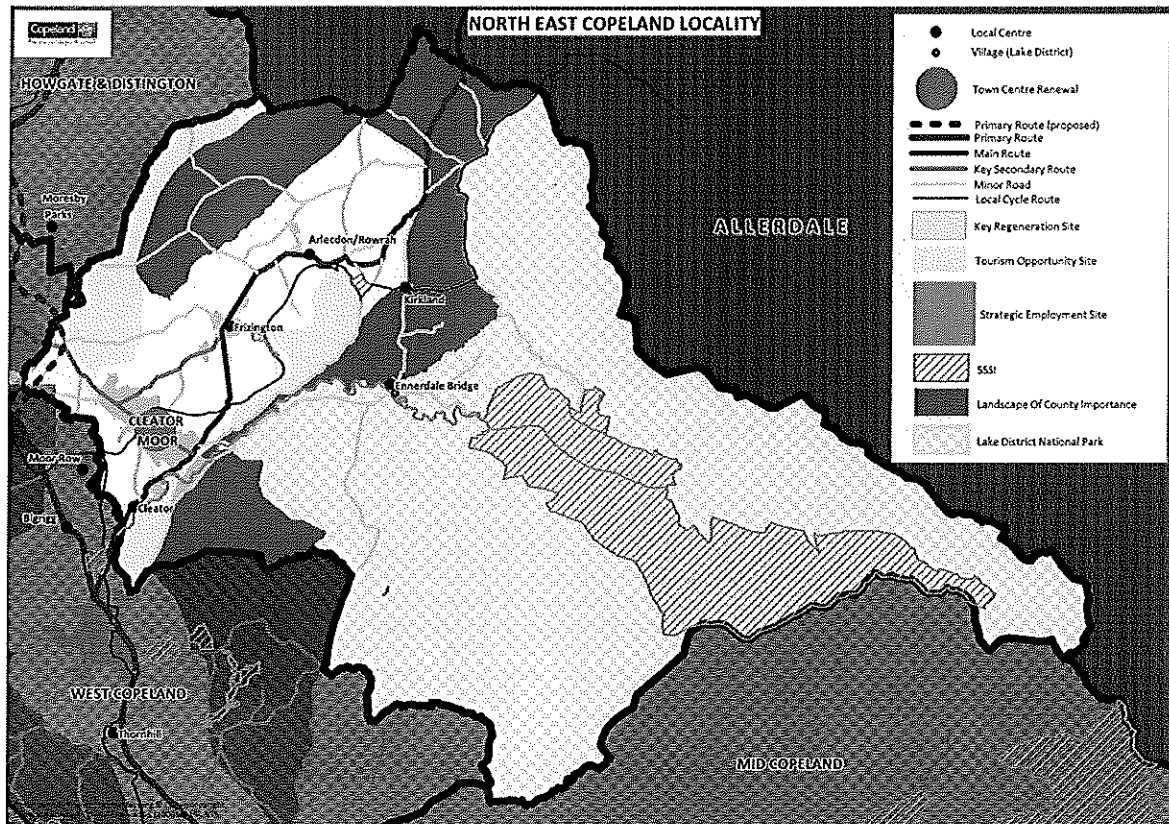
Context and Background

8.4.1 The North East Copeland Locality extends from the eastern boundary of Whitehaven, through Ennerdale and into the heart of the Lake District National Park. The Locality has a population of 11,995 and includes the town of Cleator Moor and the wards of Arlecdon, Ennerdale and Frizington. Ennerdale is one of the most sparsely populated wards in Cumbria, whilst Cleator Moor is one of West Cumbria's main industrial towns. Ennerdale Bridge is identified as a village in the Lake District National Park Core Strategy.

8.4.2 Cleator Moor has developed along the B5295 and is separated into east and west residential areas by the Leconfield Industrial Estate. The town grew substantially in the middle of the 19th C when a large number of Irish immigrants arrived to escape the Potato Famine and find work in the local steel and ore mining industries. Cleator Village is a much older settlement and is recorded as belonging to the Parish of St Bees from as early as 1315.

8.4.3 Frizington grew from a collection of scattered farms, developing into a village by the mid 19th C when the iron ore industry became established. The ancient village of Arlecdon has had a church on the present site since the 13th C.

Economic Opportunity and Regeneration

8.4.4   Cleator Moor is the main Service Centre for the Locality and was founded on coal and iron ore mining, expanding rapidly during the second half of the 19[th]C. The decline of mining and associated foundries and engineering has led to long standing economic and social issues in the town and surrounding villages. Recently employment opportunities have been provided by businesses operating at the key sites including the Phoenix Enterprise Centre and Leconfield Industrial Estate in Cleator Moor. Today more people from the Locality work outside its boundary, with 20% of the working age population employed at Sellafield.

8.4.5   Unemployment and worklessness are issues in the urban areas of Cleator Moor and Frizington, extending to Moor Row. Ennerdale Road South, Frizington, Ennerdale Road North and Leconfield Street, Town Centre West are ranked in the worst 25% areas in the County for income and employment, and 3 (all except Leconfield Street Town Centre West) are in the worst quartile for these indices Nationally. Adult skill levels and educational attainment levels are also low in the more deprived areas of Cleator Moor, Frizington and Moor Row.

8.4.6   Cleator Moor has a very compact town centre focussed around Market Square. The town centre continues to suffer from high vacancy rates and several properties in prominent locations are in a poor state of repair. Security and crime have been raised as a concern by town centre businesses adding to the overall poor perception of the town centre.

8.4.7   Regeneration activity is on-going in this area to improve the built environment and image of the area, and to encourage business investment and tourism. Much of this work has taken place around the Market Square area, which has been designated a Conservation Area. A key issue is to maintain local services, both in the town and rural villages, to sustain the communities.

Sustainable Settlements

8.4.8   Housing demand tends to be low in the North East Copeland Locality, with median house prices in all areas except Ennerdale at or below the Copeland average. A high proportion of the housing is ageing, predominantly Registered Provider owned stock. 31.4% of dwellings are rented, 6% above the Cumbria average, and 45% are terraced compared to 25% in Whitehaven and 33% in Egremont. Average house prices are low, at £132,358, compared to £171,000 for the UK and £148,581 for Cumbria.

8.4.9   The Core Strategy and Housing Strategy propose that 10% of new housing development in Copeland is provided in Cleator Moor. The Locality is identified as suitable for high end market housing, with opportunities for place making activities based around the town's role as a key service centre and location on the edge of the Lake District National Park.

8.4.10   Poor health is a significant issue in Cleator Moor and the Locality was identified in the West Cumbria Health Improvement Plan 2008-2010 as a

priority for action. The Locality has an ageing population with a higher rate of increase in the number of older residents in Arlecdon, Ennerdale and Frizington than the Copeland average. There is a Doctor's surgery in Cleator Moor but public transport services are limited from outlying and rural areas, and this causes difficulties for many in accessing local health services.

Accessibility and Transport

8.4.11 The area is largely rural in nature and transport and accessibility are issues for many residents. 30% of households do not have access to a car, but levels of car use are relatively high, with 42% of commuters travelling more than 10km to work, compared to 18.5% in nearby Egremont. Bus services run frequently from Cleator Moor and Frizington to Whitehaven but there is far more limited service in rural and outlying areas.

Environmental Protection and Enhancement

8.4.12 The area is generally rural in nature, and the landscape is a mix of lowland pasture, distinct ridges and large scale undulating limestone topography with some substantial conifer plantations, and with views over the Lakeland fells. There is a National Nature Reserve at High Leys between Kirkland and Rowrah and the scars of pits and quarries are scattered throughout the area. The quiet Ennerdale Valley is one of the Lake District National Park's most treasured places, crowned by Pillar Rock and High Stile. The River Ehen which flows past Cleator Moor is of international importance.

8.4.13 There are 9 SSSI's, protecting examples of nationally rare species, habitat and geology. Even more significantly there are 3 biodiversity sites of European importance (River Ehen, Lake District High Fells and River Derwent) in addition to approximately 30 County Wildlife Sites. The locality is also rich in sites that are recognised for their geological interest (20 RIGS sites) and areas of ancient woodland.

8.4.14 The Market Square area in Cleator Moor is designated as a Conservation Area and there are a number of Listed Buildings including the Library and Civic Hall.

8.4.15 The Locality as a whole is deficient in parks and gardens and amenity greenspace. Ennerdale and Arlecdon are the two wards most deficient in open space, and there is no access to allotments or amenity greenspace in either ward. The majority of formal provision of natural and semi natural greenspace is located within the Cleator Moor area, although it is worth noting that large parts of the Locality lie within the Lake District National Park where there is extensive access to the beautiful countryside via the footpath network. Provision of play space is generally good although there is no provision in Rheda.

8.4.16 Nor Beck and Bowthorn Beck pass through Cleator Moor within culverts. These culverts are limited in capacity, resulting in flooding around Whitehaven Road and Birks Road and the area is designated Zone 3b

Functional Floodplain. Significant areas of Cleator and Ennerdale Bridge are also designated Zone 3b Functional Floodplain.

Implications of Core Strategy Policies on North East Copeland Locality

Strategic Policies

Implications	Policy Reference
At least 10% of the Borough's non-nuclear site development will be directed to Cleator Moor – one of 3 Key Service Centres in Copeland. The emphasis will be on retaining a range of existing provision with some expansion of local employment; providing a small range of comparison shopping and moderate local economic development potential. Opportunities may arise in this Key Service Centre for expansion and diversification, with linkages to the nuclear sector and tourism. The settlement's boundaries will also be reviewed in the light of potential for development. ST2 Local Centres: • Arlecdon / Rowrah • Cleator • Frizington • Kirkland / Ennerdale Bridge Minor development reflecting the respective scale and functions which helps to sustain services and facilities and contributes to the regeneration of these settlements is seen as appropriate. Development outside of these locations will be restricted, and will predominantly be for employment/accommodation related to agriculture, forestry, tourism, affordable housing, renewable energy developments that are location specific (e.g. wind, hydro).	ST2 - Spatial Development Strategy
Town centre regeneration and improvement schemes within Cleator Moor town centre will be continued under the North East Copeland Regeneration programme, including a Local Plan-identified Development Opportunity site on Cragg Road (CTC1) which is suitable for a range of uses. The Phoenix Enterprise Centre is regarded as a key employment facility where expansion and improvements will be encouraged.	ST3 – Strategic Development Priorities
Cleator Moor's main industrial estate at Leconfield Street is also regarded as a key employment facility where expansion and improvements will be encouraged. Leconfield Industrial Estate is a strategic target for improvement, potentially through a mixed-use	ST4 – Providing Infrastructure

Implications	Policy Reference
redevelopment scheme, although the Council would prefer to see this being achieved without loss of employment space. An appropriate development project could provide a "Community Offset Package" of community benefits put together under ST4 provisions. Regeneration opportunities are currently being pursued, including the provision of indoor adventure facilities for visitors and the local community.	

Economic Opportunity and Regeneration

Implications	Policy Reference
Core Strategy policies for economic development are dominated by the potential in the nuclear sector. It is expected that this will bring opportunities for additional business development in Cleator Moor which could include further relocation of Sellafield jobs. Potential Legacy sites to support nuclear new build in the Locality could include for instance Leconfield Industrial Estate. It is important to ensure that Cleator Moor benefits as much as possible from the growth in activity that nuclear-related developments will bring, and that these leave a lasting legacy of improvements which will permanently benefit the town and its people.	ER1 – Planning for the Nuclear Sector
There may be potential for renewable energy production in the locality including wind and hydro.	ER2 – Planning for the Renewable Energy Sector
Any National Grid connection programme will undoubtedly have some impact on local communities given available routing options which are close to Cleator Moor in particular and on important landscapes including higher ground within the National Park.	ER3 – The Support Infrastructure for the Energy Coast
There will be opportunities for office and workshop/warehouse development at Leconfield Street and the Phoenix Centre and encouragement will be given to new business clusters with food processing being particularly appropriate given the wide rural hinterland. Similarly the Council will try to accommodate proposals involving working from home and rural workshops on existing sites like Frizington Road and Rowrah Station provided local amenity is protected.	ER6 – Location of Employment
It will be important to enhance and protect the vitality and viability of Cleator Moor Town Centre, although the 2009 Retail Study suggests that there is unlikely to be justification for an increase in shopping floorspace. Public realm improvements and attention to vacant and derelict properties are needed as part of a continuing environmental	ER7 – Principal Town Centre, Key Service Centres, Local Centres and

Implications	Policy Reference
improvement programme along with measures to increase security.	other Service areas: Roles and Functions ER9 – The Key Service Centres, Local Centres and other Smaller Centres
There are opportunities to increase the potential for tourism in the locality, especially green tourism associated with the outstanding landscapes and wildlife habitat and perhaps related to the extensive cycleway and footpath networks. Industrial archaeology also offers real growth prospects. Delivery of tourism facilities, accommodation and services will be important. Cleator Moor has a distinct opportunity to capitalise on its location on the edge of the National Park and the Ehen Valley which is designated as a Tourism Opportunity Site. In addition, Cleator Moor has a strong sporting heritage and key regeneration needs that are being addressed through the extreme sport/ indoor adventure centre idea.	ER10 – Renaissance through Tourism

Sustainable Settlements

Implications	Policy Reference
The Locality contains a number of small villages and communities where there is need to improve housing quality and standards. This includes a potential area scheme under housing market renewal provisions in the Dent Road area of Cleator Moor which could be tackled alongside gateway improvements to Ennerdale Road in line with the town's Mini-masterplan proposals. Elsewhere older areas of housing (e.g. in Cleator, Arlecdon and Frizington) will continue to require grant assisted improvement.	SS1 – Improving the Housing Offer
It will be vital that there is adequate housing available of the right quality, type and tenure and at least 10% of the Borough's overall new housing being accommodated in Cleator Moor i.e. between 345 and 450 dwellings over the period 2012-2027. Appropriately scaled development will be accommodated in Local Centres to sustain services and facilities, in line with existing size and service provision. In this way the allocations at Frizington are likely to be substantially more than Arlecdon. Appropriate percentages of site(s) allocated within Cleator Moor will be set for affordable homes subject to the 2010 Housing Needs Assessment otherwise an "exceptions"	SS2 – Sustainable Housing Growth

Implications	Policy Reference
approach will operate in the villages for individuals and housing trusts/ Registered Providers.	
Cleator Moor may include opportunities for sites for executive homes which will require attractive locations and high quality building standards (SS3 A (iii)). Regeneration and other vacant sites in Cleator Moor could also provide opportunity for temporary accommodation relating to new nuclear power station construction workers under SS3 A (v). A need for a small gypsy and traveller transit site (up to 5 pitches) has been identified in Copeland. There may be an opportunity to meet this need within this Locality.	SS3 – Housing Needs, Mix and Affordability
In terms of community facilities and services the general provisions of Policy SS4 will apply but given the health issues thrown up in the deprivation indices there are a number of particular sports and exercise initiatives in the locality which may require further facilities.	SS4 – Community Facilities and Services

Accessibility and Transport

Implications	Policy Reference
Three particular priorities which would be of value to the locality: • A595 Whitehaven Eastern Relief Road / Bypass • Improvements along the A5086 – and there are a number of rural and village stretches where these are needed and • Maintaining and improving the stations, infrastructure and services on the Cumbrian Coastal railway • Improvements to the footpath and cycle network The Council will encourage better public transport links to Whitehaven and national networks and greater use of footpath and cycle networks for instance by making provision for a parking "interchange" at Rowrah as part of any housing approval on the former railway goods yard. Transport improvements on a range of scales could be elements of a community package of benefits related to new Energy sector construction projects.	T1 – Improving Accessibility and Transport

Environmental Protection and Enhancement

Implications	Policy Reference
Environmental priorities for Cleator Moor include the implementation of	ENV4 –

Implications	Policy Reference
key environmental and public realm improvements as envisaged in the NE Copeland Locality Plan, which draws on existing work in the Gateways Study and Mini Masterplan in order to make the town a more effective draw for visitors.	Heritage Assets
There is also an emphasis on the protection and enhancement of the landscape, biodiversity and geodiversity within the locality, particularly given its location on the edge of the National Park. There are large areas of landscape quality which need to be reassessed on a relative scale including the high moorland above the River Keekle and the countryside adjoining the National Park between Lamplugh and Ennerdale Bridge.	ENV5 – Protecting and Enhancing the Borough's Landscapes ENV6 – Access to the Countryside

Other Plans and Projects for the Locality

8.4.17   It is not possible to identify all of the projects that are likely to take place during the life of the Core Strategy, and many will arise through the community planning process.

8.4.18   The current community plans within the locality are:

- Regen NE Copeland Locality Plan
- North East Copeland Neighbourhood Action Plan
- Cleator Moor Mini Masterplan
- Arlecdon and Frizington Parish Plan
- Cleator Moor Town Council Plan
- Ennerdale and Kinniside Parish Plan
- Lamplugh Parish Plan
- Weddicar Parish Plan

8.4.19   These will be updated over the next fifteen years.

8.4.20   The current Community Plan for the area is the North East Copeland Community Plan, and Area Action Plan 2011. This incorporates the Ward Plans and includes the following key priorities:

- Renew and improve Cleator Moor town centre
- Improve derelict and dilapidated buildings
- Implement Area Renewal Scheme
- Redevelop Leconfield Industrial Estate
- Establish North East Copeland as a destination for indoor and outdoor adventure tourism

- Raise aspirations to help local people access training and employment opportunities
- Support local businesses
- Maintain rural services
- Improve local play areas and facilities
- Improve local health services and healthy lifestyles
- Improve local environment and greenspaces.

8.5 West Copeland

Spatial Portrait
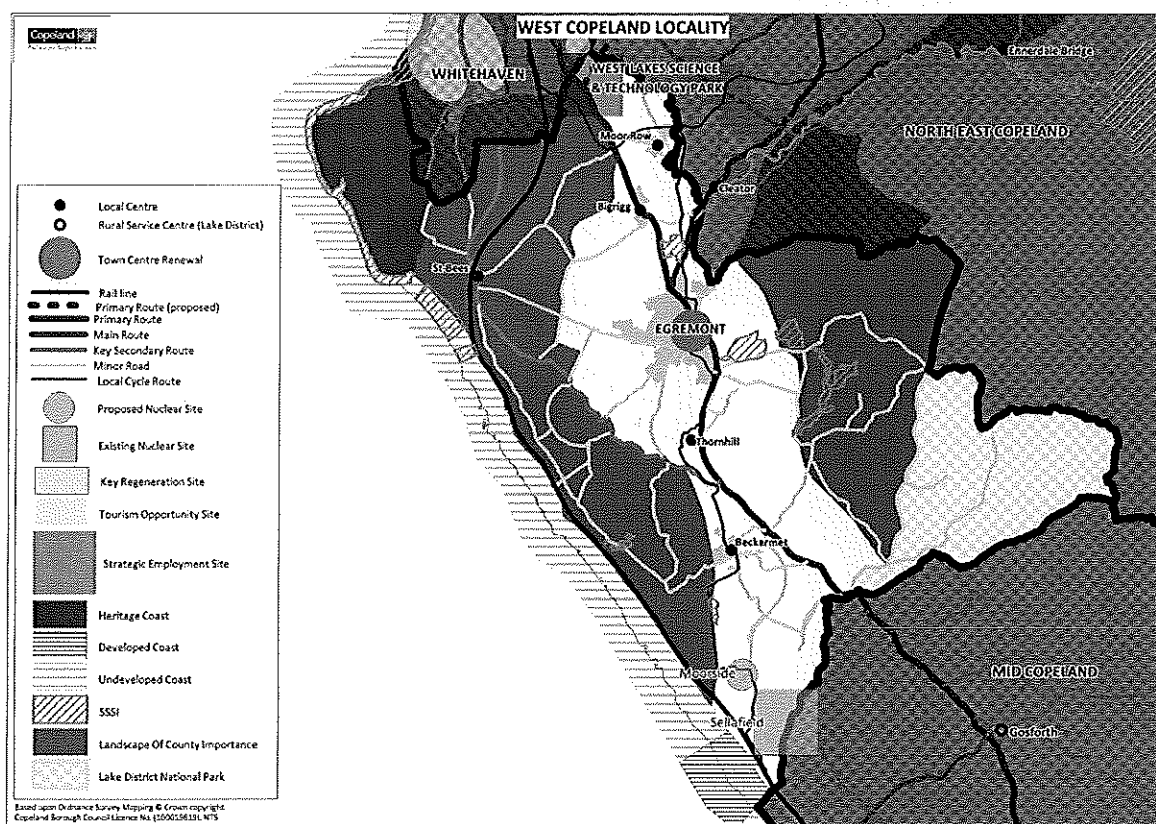
Context and Background

8.5.1 The West Copeland Locality is located in the north west of the Borough and covers the wards of Egremont North, Egremont South, Beckermet and St Bees. It has a population of 12,588 and has a similar age structure to the Cumbrian average. The Locality includes over 12 miles of coastline stretching from the imposing cliffs of St Bees Head in the north to the mudflats, sands, shingle and pebble beaches to the south.

8.5.2 The main service centre is the traditional market town of Egremont. It is the historic capital of Copeland, with the remains of a Norman castle dominating the town, a market charter dating back to 1267 and ancient "crab fair". More recently it has been the centre for iron ore mining and limestone quarrying.

8.5.3 The village of St Bees developed in linear form from its early Priory. It remains a largely rural village, but is home to a successful public school (founded in 1583) and is a popular commuter settlement for those who work at the Sellafield site and in the nearby towns of Whitehaven, Workington and Egremont.

8.5.4 The settlement of Thornhill was constructed by Whitehaven Rural District Council and Egremont Urban District Council in the 1920s, as part of the national campaign to improve housing conditions for those returning from fighting in the First World War.

8.5.5   Bigrigg has been in existence for some 1200 years. The name is derived from the Norwegian Viking for Barley Ridge and it is believed that Iron Ore was mined in the Bigrigg area as early as Roman times. Ore mining was the main industry in Bigrigg in the 19th Century and the mines supported steel manufacture in nearby Cleator Moor.

8.5.6   There was a settlement at Moor Row by 1762, but it was the 19th century discovery of iron ore in the vicinity that resulted in the "row of houses on a moor". Cornish tin miners migrated to the area to work in the mines and their contribution has been observed through the naming of Penzance Street in the village.

8.5.7   The villages of Haile and Wilton are home to some of the Locality's higher income professionals and their families. Beckermet is occupied by a mix of young families, professionals, agricultural workers and retired people.

Economic Opportunity and Regeneration

8.5.8   Egremont has a compact, linear town centre focussed along the Main Street and Market Place. The town has a high proportion of service sector outlets and independent retailers, and below average representation of both comparison and convenience retailers. A survey in 2008 for the Retail Study indicated a poor perception of the town centre is compounded by concerns over security. Trading has been difficult in recent years, reflecting changes in shopping patterns at a national level and increased use of the internet. However the town's location between the coast and the lakes offers potential for the development of tourism, particularly if the town's physical environment and townscape are enhanced through environmental improvements. The recent Retail Study update identified that there is overtrading in comparison goods and there is immediate capacity for up to 745 sq. m net of additional floorspace, increasing up to 1,350 sq. m net by 2023.

8.5.9   29% of the Locality's workforce are currently employed at Sellafield and the area will continue to face economic challenges as the decommissioning process continues. The Index of Multiple Deprivation indicates that the most deprived parts of the Locality are concentrated around the periphery of Egremont at Orgill, Smithfield and Bigrigg South Lower Super Output Areas, where low incomes, unemployment and poor health are particular issues. Low skills and education attainment levels are an issue in Egremont although median household incomes are significantly higher than in West Copeland (particularly in Beckermet and St Bees) than many other parts of the Borough, mainly due to the relatively high rates of pay in the nuclear industry.

Sustainable Settlements

8.5.10   Overall deprivation indicators for health, crime and education attainment are much better than the figures for the worst wards in Whitehaven and Cleator Moor. However GCSE attainment in Egremont North and South (33.8% and 38.9% attaining at least 5 passes at Grade C or above) is falling behind the Copeland and national averages (44.0% and 50.4% respectively). Equipping the local workforce for future employment

opportunities and developing the ability of the Locality to respond to these will be a key challenge in future years.

8.5.11 In terms of housing offer, Egremont is almost entirely polarised between good quality executive homes and social rented housing with little in between, although generally there is a fairly even spread of housing tenures with higher owner occupation rates and a lower rental element than Whitehaven and Cleator Moor. The Housing Strategy and Core Strategy propose that 10% of Copeland's new housing development should be accommodated in Egremont and sites will be identified for high end market housing.

Accessibility and Transport

8.5.12 Geographical barriers to services are an issue for almost all the Locality with the exception of Egremont, reflecting the rural nature of much of the area. Egremont has good road links to Whitehaven and Workington via the A595. Car ownership and use for commuting is quite high but the distances involved are the lowest for all urban-based localities, reflecting the proximity to Sellafield. Bus services for the whole of the Locality are considered insufficient. Access to the Coastal Railway is good although actual use is not currently that high. There are stations at St Bees, Nethertown, Braystones and Sellafield.

Environmental Protection and Enhancement

8.5.13 The open character of the landscape along the coast offers wide and uninterrupted views across to sea horizons and along the coastal strip, and provides a sense of the area's remoteness and wild character. The high cliffs and cliff top landscape of St Bees Head is vast in scale and contrasts with the more enclosed rolling farmland and valleys further inland. There are 7 SSSI's within the Locality including St Bees Head, home to a large population of breeding sea birds and the only breeding site on the British coast for the very rare Black Guillemot, several wetland habitats, a quarry and a mine. There are also 13 County Wildlife Sites and a number of areas of ancient woodland, as well as 7 Regionally Important Geological Sites (RIGS) in the area. The St Bees Heritage Coast is the only stretch in the North West that is formally recognised for its beauty and managed to preserve its aesthetic qualities. A public footpath runs the length of the designated stretch.

8.5.14 The market place and main street in Egremont have been designated a Conservation Area, and in St Bees there is an extensive Conservation Area which encompasses a significant proportion of the settlement.

8.5.15 There is an undersupply of parks and gardens available in the Locality. The supply of allotments in the area is generally good in all areas apart from Bigrigg, Thornhill and Beckermet, although there is a long waiting list in Egremont. There is a sufficient supply of semi natural green space and outdoor sports facilities in the larger settlements. The pressure to supply natural green space in the smaller settlements is not as great as residents in these places have access to a wide network of public footpaths. Accessibility to all these facilities is reasonably good with the majority in walking distance of the settlements they serve. The Open Space

Assessment noted that the quality of the amenity green spaces, particularly in Egremont, could be improved and there is a need to increase the number of the children's play spaces across the Locality.

8.5.16   Flooding is a significant issue in some parts of the Locality. The southern coastline has been identified in the Phase 1 Strategic Flood Risk assessment as an area at risk of coastal flooding during storm events. In Egremont there is a swathe of functional floodplain running through the settlement following the line of the River Ehen and Skirting Beck. The dwellings closest to the river are considered to be in Flood Zone 2. In Beckermet a significant portion of the properties are within Zone 3a High Probability associated with Kirk Beck and Black Beck.

Implications of Core Strategy Policies on West Copeland Locality

Strategic Policies

Implications	Policy Reference
At least 10% of the Borough's non-nuclear site development will be directed to Egremont – one of 3 Key Service Centres in Copeland. The emphasis will be on retaining a range of existing provision with some expansion of local employment, providing a small range of convenience and comparison shopping and moderate local economic development potential. Opportunities may arise for expansion and diversification, with linkages to the nuclear sector and tourism. The settlement's boundaries will also be reviewed in the light of potential for development. ST2 Local Centres: • Beckermet • Bigrigg • Moor Row • St Bees • Thornhill In these settlements minor development reflecting the respective scale and functions is seen as appropriate especially where it can help to sustain services and facilities and contribute to regeneration. Development outside of these locations will be restricted, and will predominantly be for employment/accommodation related to agriculture or forestry, affordable housing, renewable energy developments that are location specific (e.g. wind, wave, tidal, hydro). A small part of the West Copeland locality is located within the Lake District National Park. However none of this area contains any designated Rural Service Centres or Villages to accommodate	ST2 - Spatial Development Strategy

Implications	Policy Reference
development within the National Park. As a result all development will be focussed within the Copeland LDF area.	
A site adjacent to Sellafield within the West Copeland Locality is identified in National Policy Statement 1-ENV6 as the location for a new nuclear power station. If development consent is granted by the Secretary of State, work is planned to begin on constructing the new nuclear power plant as early as 2017 and should continue until 2023/25. ST3 includes provision for regeneration and improvement schemes within Egremont town centre as a continuation of the Market Towns Initiative programme including a Local Plan identified Employment Opportunity Site on Chapel St/Ehen Court Road (EOS1) suitable for a range of uses. The Bridge End industrial estate is regarded as a key employment facility where expansion and improvements will be encouraged.	ST3 – Strategic Development Priorities

Economic Opportunity and Regeneration

Implications	Policy Reference
Core Strategy policies for economic development are dominated by the potential in the nuclear and renewable energy sectors. It is expected that this will bring opportunities for additional business development in Egremont which could include further relocation of Sellafield jobs as well as opportunities arising from decommissioning. There could also be opportunities within Egremont for bringing longer term benefit by identifying legacy sites associated with activity related to nuclear new build.	ER1 – Planning for the Nuclear Sector
There may be potential for renewable energy production in the locality from a range of sources.	ER2 – Planning for the Renewable Energy Sector
The Core Strategy does not provide in detail for nuclear new build as that will proceed via a Development Consent Order under the procedure for Nationally Significant Infrastructure Projects. Policy ER3 will underpin the Council's position in contributing to that process; namely, that sites needed to support major infrastructure projects should be selected in accordance with the Core Strategy's locational principles. This means that it is likely that large sites for worker accommodation or other off-site uses will be in or close to the towns, and the Egremont area may attract some of that development, be it for housing (sites not identified) or for off-site assembly, storage and logistics (Bridge End, Beckermet industrial estate). Improvements to road capacity may also be needed. Any National Grid connection programme will undoubtedly have some	ER3 – The Support Infrastructure for the Energy Coast

Implications	Policy Reference
impact on local communities given available routing options which are close to Egremont and all the Local Centres and on important landscapes including higher ground within the National Park.	
The Bridge End industrial estate and its expansion land adjoining St Thomas Cross are an important part of maintaining quality employment sites locally near Sellafield, and the Beckermet Estate will still provide limited expansion potential for businesses which could have an adverse impact on local amenity.	ER4 – Land and Premises for Economic Development
It will be important to protect the vitality and viability of Egremont town centre and the 2009 Retail Study suggests that there is potential for a 320 sq. m increase in convenience floorspace over the period to 2023. Egremont is also seen as performing well as a comparison shopping destination and a 1,575 sq. m increase in comparison floorspace is suggested subject to reasonable growth in the tourism sector. Public realm improvements and attention to vacant and derelict properties are needed as part of a continuing environmental improvement programme which may involve a grants initiative.	ER7 – Principal Town Centre, Key Service Centres, Local Centres and other Service areas: Roles and Functions ER9 – The Key Service Centres, Local Centres and other Smaller Centres
There are opportunities to increase the potential for tourism in the locality, especially green tourism associated with the outstanding landscapes and wildlife habitat and perhaps related to the extensive cycleway and footpath networks. There are opportunities to build on the rich cultural heritage of the area, for example the Crab Fair in Egremont and arts developments at Florence Mine with the aim of increasing creative industries activity in the locality and wider. There are important Stone and Iron Age sites, a rich medieval history to tap into and more recent industrial archaeology that offer real growth prospects, particularly with standing "remains" at the Castle, Florence Mine and St Bees Priory. Delivery of tourism facilities in line with this will be important both for accommodation and services. Like its neighbour Cleator Moor, Egremont has a distinct opportunity to capitalise on its location on the edge of National Park and within the Ehen Valley which is designated as a Tourism Opportunity Area. Town centre improvements will help to strengthen cultural and tourism opportunities and there is also potential in Egremont, and especially St Bees for accommodation and facilities catering to activities within the undeveloped coast. Any further expansion of holiday chalet development, however, will be strictly controlled at St Bees, Braystones, Nethertown and Coulderton.	ER10 – Renaissance through Tourism
The local labour force will be equipped for future employment	ER11 –

Implications	Policy Reference
opportunities, particularly in relation to opportunities arising from the decommissioning of Sellafield and future nuclear and other energy based industries. The location of West Lakes Academy in Egremont is an important element in this drive and the Council will ensure that the Academy's planning needs continue to be met.	Developing Enterprise and Skills

Sustainable Settlements

Implications	Policy Reference
Improvement initiatives may be required in older housing areas both in Egremont (e.g. Castle Croft, Brisco Mount) and the villages.	SS1 – Improving the Housing Offer
It will be vital that there is adequate housing available of the right quality, type and tenure and at least 10% of the Borough's overall new housing will be accommodated in Egremont i.e. between 345 and 450 dwellings over the period 2012-2027. Appropriately scaled development will be accommodated in Local Centres to sustain services and facilities, in line with existing size and service provision.

Appropriate percentages of site(s) allocated within Egremont will be set for affordable homes subject to the 2010 Housing Needs Assessment otherwise an "exceptions" approach for affordable dwellings will operate in the villages for individuals and housing trusts or Registered Providers. The need to rebalance the overall housing market means that some of the sites allocated will need to accommodate more expensive, "Executive" housing which will require attractive locations and high quality building standards. | SS2 – Sustainable Housing Growth |
| There are a number of vacant sites and sites suggested for housing or employment use in the longer term which could provide opportunities for temporary accommodation relating to new nuclear power station construction workers.

A need for a small gypsy and traveller transit site (up to 5 pitches) has been identified in Copeland. There may be an opportunity to meet this need within this Locality. | SS3 – Housing Needs, Mix and Affordability |
| The focus will be to retain services in villages, while trying to improve them in Local Centres. | SS4 – Community Facilities and Services |

Accessibility and Transport

| Implications	Policy Reference
The Core Strategy identifies three particular priorities which would be of great value to the locality: • An eastern relief road or bypass to Whitehaven • Junction and other improvements along the A595 and • Improvements along the A5086. T1 also makes reference to future use and improvements to the Cumbrian Coast railway which would also benefit the locality as there are 4 stations within its boundaries. Additional facilities like park and ride sites will be necessary to achieve greater use of the line especially in terms of Sellafield traffic. Overall the Council will do as much as it can to encourage better public transport links to Whitehaven and national networks and greater use of footpath and cycle networks. Transport improvements on a range of scales could be elements of a community package of benefits related to new Energy sector construction projects.	T1 – Improving Accessibility and Transport

Environmental Protection and Enhancement

Implications	Policy Reference
There are areas of flood risk in the town associated with Skirting Beck and sections of combined sewerage where surface water run off can cause occasional problems and there have been localised problems at St Bees. All these will be taken into account in the choice of location for development in accordance with ENV1.	ENV1 – Flood Risk and Risk Management
The natural and historic assets of the undeveloped coast will be conserved. Care will be especially necessary where erosion is an issue along the footpath over St Bees Head and alongside the golf course and the coastal margins to the south. The Heritage Coast is a unique asset which requires a management plan to set out a detailed protection and interpretation programme. This may include new carefully designed and landscaped access and parking facilities.	ENV2 – Coastal Management
Environmental priorities for Egremont include the implementation of key environmental and public realm improvements as envisaged in the Mini Masterplan which would make the town a more effective draw for visitors. It will also be important to maintain the integrity of the three Conservation areas in the locality at St Bees, Beckermet and Egremont town centre and other important heritage sites.	ENV4 – Heritage Assets
There will be a need to reassess the landscape value of the coastal strip between the St Bees valley and Sellafield and the large open area east of the River Ehen and flanking the National Park between Dent and Calder Bridge. The value of environmental and cultural assets including the river corridor and Egremont Castle ruins will be maximised along with	ENV5 – Protecting and Enhancing the Borough's

Implications	Policy Reference
the footpath and cycleway links into the countryside.	Landscapes
The Council would like to investigate the potential for a large area of woodland – a community forest – which could provide a valuable resource for leisure and energy/crafts whilst providing a counter balance to any large scale energy construction and associated infrastructure works. The area south of Egremont and moving into the Mid-Copeland locality area could offer an opportunity for this sort of long-term project merging into areas of existing woodland at Haile and Ponsonby and along the Calder.	ENV6 – Access to the Countryside

Other Plans and Projects for the Locality

8.5.17   It is not possible to identify all of the projects that are likely to take place during the life of the Core Strategy, and many will arise through the community planning process.

8.5.18   The current community plans within the locality are:

- Egremont Market Town Initiative
- Haile and Wilton Parish Plan
- St Bees Parish Plan

8.5.19   These will be updated over the next fifteen years and additional plans may also be produced for the remaining parishes in the locality.

8.5.20   The Community Plan for West Copeland Locality includes an Action Plan 2011, which incorporates the Ward Plans is updated annually. Current key priorities include the following:

- To encourage activities for teenagers and improve engagement with young people
- To improve play areas
- To tackle low aspirations and educational attainment
- To link the community and locality plans with the Local Development Framework
- To support maintenance of parks and open spaces
- To tackle speeding traffic
- To consider alternative means of transport and improve cycle connections
- To promote local tourism opportunities
- To improve rural broadband infrastructure
- To support allotments, local produce and food growing

8.6 Mid Copeland

Spatial Portrait
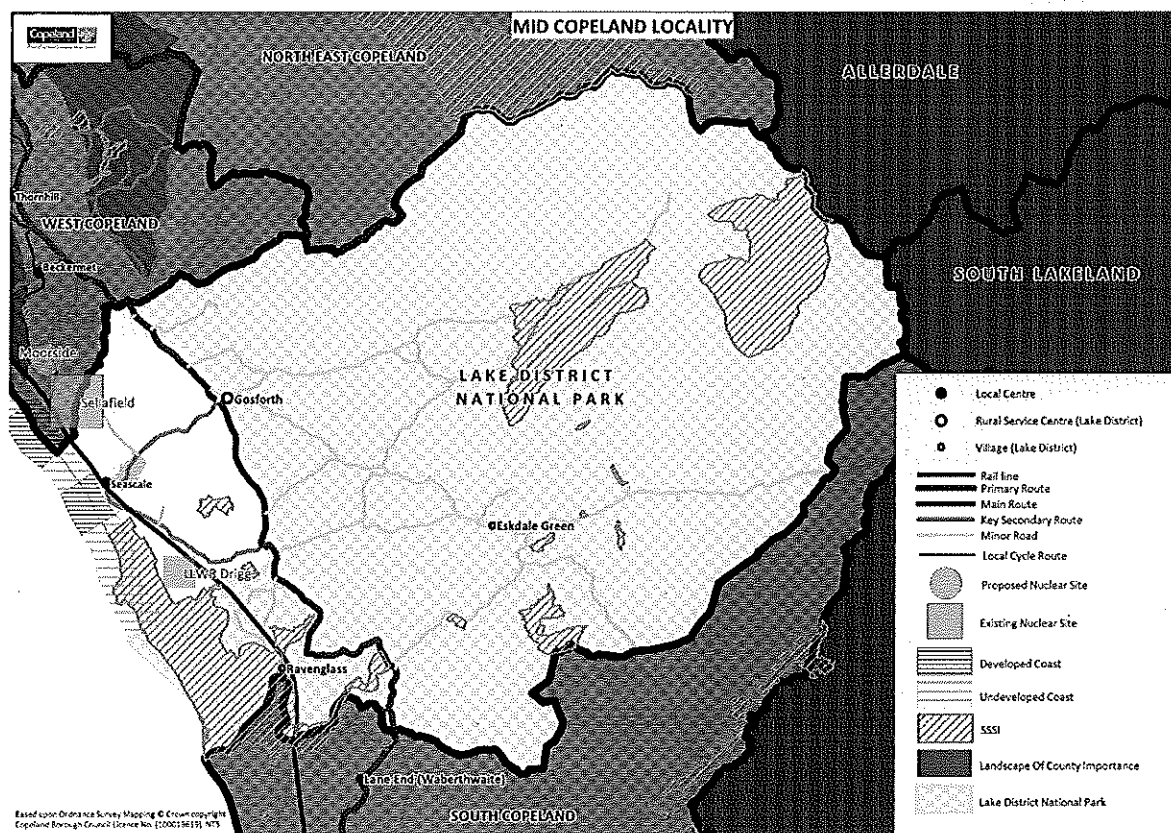
Context and Background

8.6.1 The Mid Copeland Locality includes the parishes of Drigg and Carleton, Eskdale, Gosforth, Irton with Santon, Muncaster, Ponsonby, Seascale and Wasdale and the wards of Seascale, Gosforth and Bootle. It is the most rural of all the Localities, combining a variety of coastal landscapes between Sellafield and Ravenglass to the west with the dramatic Wasdale and Eskdale Valleys and the central Lake District mountains to the east. The majority of the Locality lies within the Lake District National Park, which produces its own Local Development Framework, and Eskdale Green and Ravenglass are identified as villages in the Lake District National Park Core Strategy. The majority of the 4,570 people who live here are concentrated in the 2 main settlements of Seascale and Gosforth.

8.6.2 Seascale village can trace its origins back to an early Norse settlement and Roman Britain but was significantly enhanced as a seaside resort in Victorian times following the introduction of the Furness railway in the 1850s.

8.6.3 Ravenglass and Eskdale Green are both classed by the National Park Authority as "Villages" suitable for local needs housing. Ravenglass lies on the estuary of 3 rivers, the Esk, Mite and Irt. Ravenglass became an important naval base for the Romans in the 2nd Century and a Market Charter was granted by King John in 1208. In the 1800s iron ore, granite

and copper ore were brought to the estuary by a narrow gauge railway from miners near Boot, 8 miles away. Today the line has been preserved as the Ravenglass and Eskdale Railway, a major tourist attraction. Eskdale Green is a small village with a pub, a shop and a post office, located on a Roman route to Hard Knott Fort.

Economic Opportunity and Regeneration

8.6.4 Seascale performs the role of the largest service centre in the Locality with a primary school, doctor's surgery, library and railway station as well as a small range of convenience and comparative shopping. It performs very much as a dormitory settlement related to nearby Sellafield.

8.6.5 Gosforth has a limited service function which is recognised in the National Park Authority's designation as a "Rural Service Centre" able to accommodate modest expansion. The village has a bank, bakery, grocery store, cafes, gift shops and a primary school. The tallest and oldest Viking Cross in England, dating from the first half of the 10th Century, is located in the grounds of St Mary's Church. Gosforth is not identified as retail destination in the Retail Study but its role serving the day to day needs of a rural community and visitors to the Western Lakes should be recognised and supported.

Sustainable Settlements

8.6.6 The Locality's population is reasonably affluent with the 3 Lower Super Output Areas of Seascale, Seascale South/Drigg /Holmrook and Gosforth all ranked in the highest national and county quartiles for income, and the highest quartiles in Cumbria for employment, in the Index for Multiple Deprivation. Residents enjoy comparatively good health, and amongst the lowest crime rates in Cumbria and the UK. The outdoor living environment in all 3 areas is ranked in the highest national quartile and the Locality's population is more highly skilled and qualified than elsewhere in Copeland. However the Locality has an ageing population and this is particularly notable in Gosforth where there has been a 26.3% increase in the population aged 65 or over from 2001-2010 and a reduction of 6.3% in 15-64 year olds over the same period. Additionally the indoor living environment of Seascale South/Drigg/ Holmrook is ranked in the lowest quartile nationally, and Gosforth is in the second lowest.

Accessibility and Transport

8.6.7 Rural deprivation exists along with transport difficulties, especially in the more isolated parts of the Locality with Seascale South/Drigg/ Holmrook and Gosforth ranked in the lowest County and National Quartiles for geographical sub barriers, reflecting the area's relative isolation.

8.6.8 The A595 is the principal road route running north / south through the locality and there are rail stations at Ravenglass and Seascale. The Locality's remote geographical location is a significant issue for local residents and there is a need to improve connections to the main employment and service centres including Barrow, Sellafield and Lillyhall, Workington and Carlisle in the north. Bus services along the A595 provide only one bus per day or buses on certain days of the week.

Environmental Protection and Enhancement

8.6.9 The coastal strip comprises bay and estuary landscape types with mudflats, shingle and pebble beaches, open water which support internationally important roosting and feeding grounds for wading birds and water fowl, and coastal margins (dunes and beaches) with hummocky dunes, flat raised beaches and beaches of mud, sand, shingle and pebbles. Further inland the landscape is characterised by lowland farmland where intensely farmed agricultural pasture dominates with patchy areas of woodland, before rising up to the Lake District Fells and high mountain plateaus, screes and moorland.

8.6.10 The Locality includes numerous SSSIs, as well as 3 SACs, 109 County Wildlife Sites, 113 Ancient Woodland sites and 20 RIGS sites.

8.6.11 There is an undersupply of allotments and amenity greenspace across the 2 wards of the Locality but generally open space is well provided for and both Gosforth and Seascale settlements are set within attractive countryside with a good access network. Some play provision would benefit from refreshing and more imaginative provision.

8.6.12 Seascale is adjacent to the sandy coastline and is considered at risk of coastal erosion and flooding, putting the promenade, main road and some properties at risk. There is also a narrow strip designated as Zone 3a High Probability around Whitriggs Beck waterway corridor.

Implications of Core Strategy for Mid Copeland

Strategic Policies

Implications	Policy reference
Seascale is the largest service centre with a primary school, doctor's surgery, library and railway station as well as a small range of convenience and comparison shopping. The Council will look at the potential for some general needs housing allocations here for the Locality	ST2 – Spatial Development Strategy
Gosforth also acts as a service centre, recognised in the National Park Authority's designation of it as a 'Rural Service Centre' able to accommodate modest expansion.	
Additionally Ravenglass and Eskdale Green are classed by the Lake District Core Strategy as Villages suitable for local needs housing.	

Economic Opportunity and Regeneration

Implications	Policy reference
Employment is dominated by the potential in the nuclear sector, and this does and will offer employment opportunities to Mid Copeland residents.	ER1 – Planning for the Nuclear

Implications	Policy reference
For the last 60 years the locality has mixed the benefits of employment in or supplying the nuclear industry with agriculture and tourism, all of which continue to be encouraged. The Council will press for Nationally Significant Infrastructure development (power station and grid connection) to be managed so as to minimise any impacts which may be to the detriment of tourism, and maximise economic sustainability. The same will apply to any nuclear waste developments that emerge, with the added proviso that mitigation will be sought, including community benefit expenditure similar to that already associated with the LLWR at Drigg. The Core Strategy does not provide in detail for nuclear new build as that will proceed via a Development Consent Order under the procedure for Nationally Significant Infrastructure Projects. Policy ER3 will underpin the Council's position in contributing to that process; namely, that sites needed to support major infrastructure projects should be selected in accordance with the Core Strategy's locational principles. This means that it is likely that large sites for worker accommodation or other off-site uses will be in or close to the towns, and not in mid Copeland. There may be other renewable resources to tap into by way of hydro or perhaps biomass. There has already been interest in community scaled renewable energy production at Eskdale and the wood-based project could benefit enormously from development of a new Copeland Forest as a concept. Small scale tourism development, particularly for visitor accommodation, and facilities will be encouraged in Seascale in association with coastal pursuits and to take pressure off settlements and sites within the National Park. Additional land may be allocated for small workshop development in Seascale. The village's service function will so far as is possible be defended to maintain current levels of provision.	Sector ER3 - The Support Infrastructure for the Energy Coast ER2 – Planning for the Renewable Energy Sector ER10 – Renaissance through Tourism ER4 – Land and Premises for Economic Development ER9 – (Local Service Centres)

Sustainable Settlements

Implications	Policy reference
The housing policies are all about encouraging an improvement in general housing standards together with an appropriate mix of types and tenures in new allocations. As a main Local Centre, Seascale would expect to accommodate somewhere between 50 – 100 new dwellings during the plan period. This would assist the maintenance and even expansion of community facilities and services locally as per SS4.	SS1 Improving the Housing Offer; SS2 Sustainable Housing

Implications	Policy reference
A need for a small gypsy and traveller transit site (up to 5 pitches) has been identified in Copeland. There may be an opportunity to meet this need within this Locality. The National Park Core Strategy assumes about 90 dwellings in the West area over 15 years, and a significant proportion of these can be expected to be in Gosforth (the largest settlement), including market housing (with local occupancy restrictions) as well as affordable homes. The main settlements in mid-Copeland are in the Emergency Protection Zone Consultation Area; the Council will do all in its power to ensure that the small quantity of development envisaged here is not restricted unnecessarily.	Growth; SS3 Housing Needs, Mix, Affordability SS4 Community Facilities and Services

Accessibility & Transport

Implications	Policy reference
The Council's policy is to support strategic transport improvements which address the locality's relative isolation. These include better connections to the main employment and service centres outside the area including Barrow, Sellafield, Whitehaven and Lillyhall. The costs of improving connectivity by road, and capacity improvements to rail services, have been tentatively identified and are referred to in the Strategy for Infrastructure. Significant improvement will be required in preparation for nuclear power station construction, as well as in mitigation of its effects, and this should be to the permanent benefit of the locality. The Council will also resist any changes to management of the traffic serving Sellafield which would be to the detriment of the locality. Just as important are improvements to local facilities to encourage better public transport, greater pedestrian and cycling use throughout the locality and to improve overall accessibility and traffic conditions. Initiatives for community transport will be encouraged as will tourism related schemes. A cycle route from Gosforth to Seascale is programmed and a community led transport scheme is being implemented to connect Wasdale Valley with the Cumbrian Coast railway..	T1 Improving Accessibility

Environmental Protection and Enhancement

Implications	Policy reference
The area contains some of the most important landscapes in the country. Their protection was the main reason why the National Park Authority (NPA) came into being and the Lake District Core Strategy provides the essential policy framework to ensure their future integrity. The Council's	ENV3 Biodiversity

Implications	Policy reference
preferred option under ENV5 seeks to maintain the character of the adjoining coastal landscapes. The only Conservation Area in the locality is at Ravenglass declared by the NPA. There are a number of very important nature conservation sites in this area which are recognised nationally and internationally. These include parts of the Drigg coast, the Lake District high fells and Wastwater. Policy ENV5 is designed to complement the higher level of protection afforded to the adjacent landscape in the National Park. The emergence of a community forest in west and mid Copeland would further enhance biodiversity.	ENV4 Built Environment and Heritage ENV5 Protecting the Borough's landscapes
The Shoreline Management Plan indicates 'holding the line' at the developed areas of Sellafield and Seascale, but 'managed realignment' at Eskmeals, which entails making sure the road there will be protected until a realigned route is provided.	ENV2 Coastal Management

Other Plans and Projects for the Locality

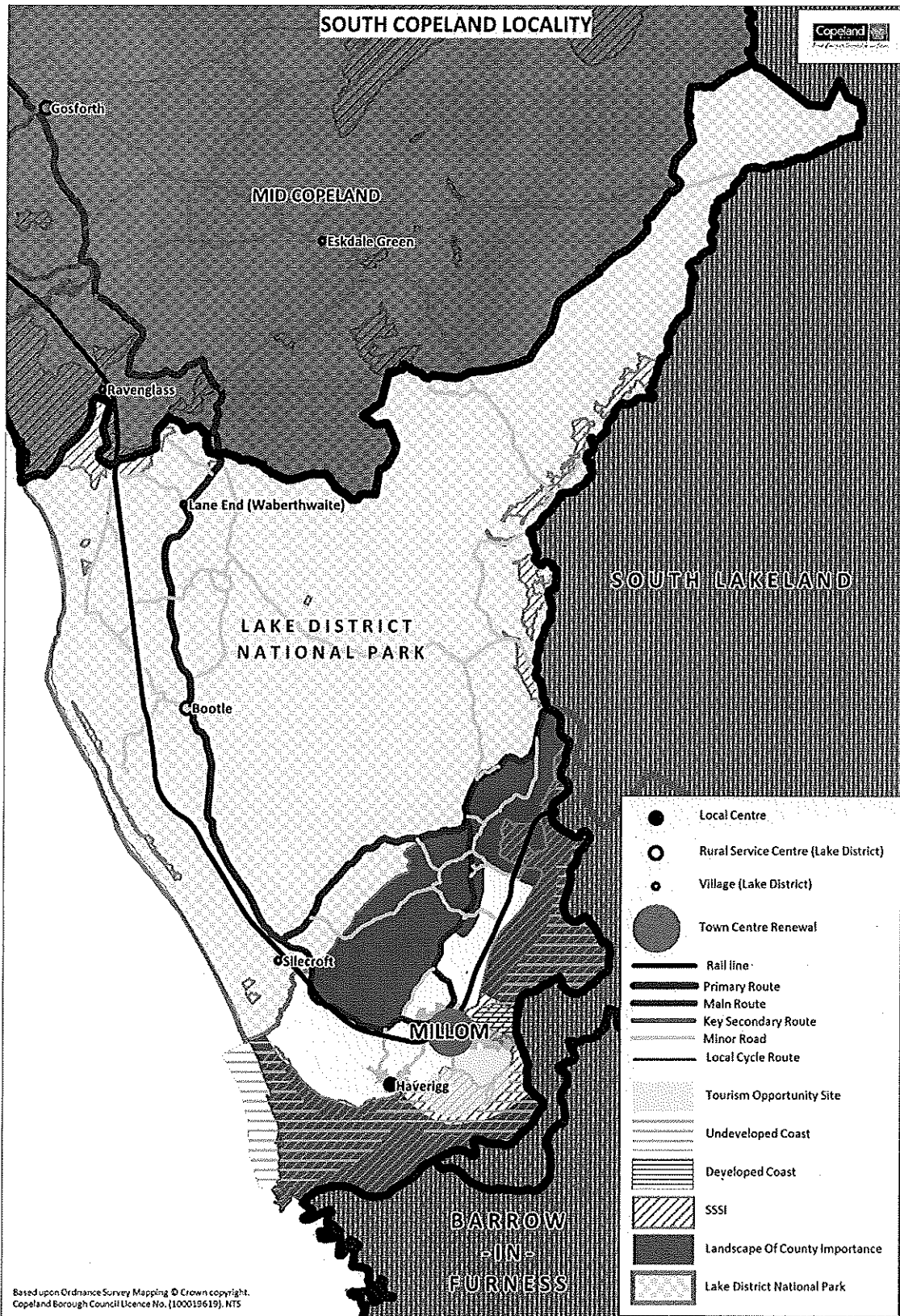8.6.13   The current community plans within the locality are:

- Muncaster Parish Plan
- Wasdale Parish Plan
- Mid Copeland Locality Plan (in preparation)

8.6.14   These will be updated over the next fifteen years and additional plans may also be produced for the remaining parishes in the locality.

8.6.15   The Mid Copeland Action Plan 2011 incorporates the Ward Plans and sets out the key priorities for action under the Mid Copeland Community Plan. Current priorities include to:

- Raise platforms on rail stations
- Increase use and improve the service of the Muncaster Micro Bus
- Investigate the use of Land Trusts as an option for more affordable housing
- Look at new routes to avoid lengthy diversions when the A595 is closed
- Improvements to the A595 south of Calder Bridge
- Establish a Mid Copeland Youth Forum
- Develop cycling opportunities as part of green tourism initiatives.

8.7   South Copeland

Spatial Portrait

SOUTH COPELAND LOCALITY

Copeland

Gosforth

MID COPELAND

Eskdale Green

Ravenglass

Lane End (Waberthwaite)

SOUTH LAKELAND

LAKE DISTRICT
NATIONAL PARK

Bootle

Silecroft

MILLOM

Haverigg

BARROW
-IN-
FURNESS

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●	Local Centre
○	Rural Service Centre (Lake District)
◦	Village (Lake District)
●	Town Centre Renewal
	Rail line
	Primary Route
	Main Route
	Key Secondary Route
	Minor Road
	Local Cycle Route
	Tourism Opportunity Site
	Undeveloped Coast
	Developed Coast
	SSSI
	Landscape Of County Importance
	Lake District National Park

Context and Background

8.7.1   The South Copeland Locality is the most southerly part of West Cumbria, encompassing coastal areas and fell country. It is separated from the Furness Peninsula by the Duddon Estuary, and is bounded to the west by the Irish Sea. The Locality covers the Wards of Millom Without, Newtown, Holborn Hill, Haverigg and Bootle. The vast majority of the area lies within the National Park, where Bootle, Lane End (Waberthwaite) and Silecroft are the significant settlements.

8.7.2   The town of Millom on the south eastern tip of the Locality provides the only service centre for the surrounding villages of Haverigg, Silecroft, Bootle, The Green, The Hill, Kirksanton and a wider rural hinterland. Millom was once an important place for those wanting to cross the Duddon Estuary to travel further up the Cumbrian coast. The ruined Millom castle and church date back to the early 12th Century but until the discovery of iron ore in 1855 at Hodbarrow, Millom comprised just a few villages and farms. By the late 1800s Millom had become a prosperous town with a population of over 10,000, and the iron, shipping and rail industries provided employment for most of the town's residents. The iron works closed in 1968 and the local economy has since declined.

8.7.3   Haverigg is located 1 mile south west of Millom and is often treated as an extension of the town. The village has a lighthouse and a sandy beach and nearby are extensive sand dunes and an RSPB Nature Reserve at the freshwater Hodbarrow Lagoon. There is also a Category C prison. Bootle was the major settlement in the area before the discovery of iron ore led to the development of Millom. A charter for a market and fair was granted in 1347 by Edward III and today the village has several shops including a village store, post office and butchers. There are some important elements of built heritage in the villages including standing stones at Kirksanton, Neolithic settlement remains above Kirksanton as well as some attractive building groups within the villages.

Economic Opportunity and Regeneration

8.7.4   The Millom-Haverigg area provides around 10% of Copeland's non-Sellafield jobs. Key current issues for the area are economic decline, relative isolation, poor transport infrastructure and in some places a poor quality built environment. Since the ore mines and ironworks closed in the late 1960s the area has struggled to attract inward investment to support new business development.

8.7.5   Millom has a number of independent retailers and a compact town centre with relatively good accessibility. However, it has a below average representation of service sector provision and limited leisure / entertainment provision. Vacancy rates are above the national average. The town centre would benefit from further physical improvements to the built environment and has the potential to attract a greater number of leisure visitors and tourists to the area.

8.7.6   There may be opportunities to develop green tourism linked to the environmental importance of the Duddon Estuary and Hodbarrow Lagoon and cultural tourism linked to local industrial heritage and literature.

Sustainable Settlements

8.7.7   Millom and Haverigg will be a focus for regeneration in South Copeland and at least 10% of Copeland's new housing development will be located in the area.

8.7.8   Although most of the Locality is ranked fairly highly for income and employment, there is a concentration of problems associated with deprivation in Millom including low income, unemployment, poor health, and low levels of children's educational achievement and adult skills. The majority of the Locality enjoys very low crime rates - amongst the lowest in Cumbria and the UK - and the area is ranked highly for its outdoor living environment.

Accessibility and Transport

8.7.9   The Locality is disadvantaged by its location off the main West Coast spine road (A595) and by the poor standard of the A595 itself which includes a one way section at Duddon Bridge and fairly tortuous routing either side. The main road tends to act as a bypass diverting potential visitors away from all the main settlements in the locality. Bus service provision is poor, particularly for linkages northwards where services offer only one bus per day or buses on certain days of the week. Services eastwards towards Ulverston provide at least 2 buses per day on five days a week. The coastal railway provides a much more direct link and this is reflected by the fact that Millom is the third busiest railway station on the line.

Environmental Protection and Enhancement

8.7.10   The landscape character of the area includes a significant area of Bay and Estuary with mudflats, sands, shingle and pebble beaches, salt marshes, hummocky dunes and flat raised beaches. The Coastal Margins are characterised by lowland raised mosses, woodlands and pasture, and further inland the landscape character changes to intensely farmed agricultural pasture, and then rolling hilly or plateau farmland and moorland.

8.7.11   The Locality's significance in terms of wildlife value is evident in the numerous designations of protected areas. There are 7 SSSIs, several SACs, a Ramsar Site (the Duddon Estuary), 13 RIGS Sites and a number of UK Priority Habitats.

8.7.12   Millom has a Conservation Area in the town centre and several Scheduled Ancient Monuments.

8.7.13   There is an undersupply across South Copeland of allotments, amenity greenspace and play space. Two wards, Holborn Hill and Millom Without have an undersupply of all types of open space, and play space is centred on the settlements of Millom and Haverigg.

8.7.14   Flood risk is a significant issue in Millom and Haverigg, where there are issues relating to tidal, river and surface water drainage in many locations. Millom is located on the Duddon Estuary and parts of the town and much of the periphery are within Zone 3a High Probability. Defences are

present, however the Environment Agency has suggested that these defences are not up to standard. Most of the defences consist of earth embankments and coastal erosion is threatening the railway embankment which acts as a defence to some parts of Millom. In Haverigg flood risk is both fluvial and tidal and a large proportion of the periphery is within Zone 3a High Probability.

8.7.15   In recent years there has been an expansion of tourism facilities and with its location on the energy coast and generally high quality environment, this Locality has considerable potential to support the growth of eco-tourism as well as high and low tech jobs.

Implications of Core Strategy Policies for South Copeland

Strategic Policies

Implications	Policy reference
Policy ST2 envisages at least 10% of the Borough's non-nuclear site development being directed to Millom. The Council will encourage development in excess of this target, given the scope to strengthen Millom's service role in this relatively remote locality. The emphasis will be on • retaining the range of existing service provision with some expansion of local employment; • strengthening the Town centre's retail offer; and • developing local economic potential, focusing on Millom's attractiveness for 'niche' industries and opportunities arising from the nuclear sector and tourism. The town's settlement boundaries will also be reviewed in the light of potential for development. Haverigg is designated as a Local Centre and development reflecting its scale and functions is seen as appropriate especially where it can help to sustain services and facilities and contribute to regeneration. Regard will have to be given to flood risk across most of the village. (The Lake District National Park's plan policies also designate settlements in the Locality for development. Bootle is a 'Rural Service Centre' suitable for development of small scale services and site allocations, and is likely to attract a significant proportion of the 90 homes proposed over 15 years in the 'western area'. In Lane End/Waberthwaite and Silecroft, local needs housing development will be considered.)	ST2 – Spatial Development Strategy

Economic Opportunity and Regeneration

Implications	Policy reference
The Core Strategy has a strong focus on nuclear and renewable energy and their support infrastructure including skills development. The Council will encourage related investment in South Copeland, including support functions for new nuclear, offshore wind and (potentially) tidal generation. The Employment Land and Premises Study concluded that Millom has enough employment land and there may be scope for review of surplus sites (as allowed for in policy ER4). However, no site will be made available for other uses until the potential to capitalise on energy-related needs has been fully investigated. As well as the proposed nuclear power station, upgrading of the National Grid has the potential to bring forward development which would benefit South Copeland. This could be in the form of 'community benefit' schemes, other forms of legacy such as buildings or sites made available for permanent after-use, transport-related legacy, and positive impacts on the future viability of renewable energy development. It is important that economic development be supported by continuing regeneration in Millom and the continuation of the progress achieved under the Market Town Initiative will be a priority. This is consistent with a priority identified in the South Copeland Locality Plan, that of vacant business premises. The Retail Study has concluded that there is no demand for additional shopping floorspace in Millom. However, the Council believes there is potential for an increase in 'niche' retailing and this will be supported, as will further improvements to the attractiveness of the town centre (ER7, ER9). Maximising the tourism potential offered by the locality's outstanding landscapes and habitats, and ease of access into Dunnerdale and the Lake District, offers real growth potential. The Locality Plan has identified a need for more high quality serviced accommodation to fulfil this potential. Delivery of further tourism facilities, including accommodation, will be supported. Haverigg and the Hodbarrow Tourism Opportunity Site are a particular focus.	ER1 – Planning for the Nuclear Sector ER2 – Planning for the Renewable Energy Sector ER3 – The Support Infrastructure for the Energy Coast ER4 – Land and Premises for Economic Development ER11 – Developing Enterprise and Skills ER7, ER9 – (Key Service Centres) ER10 – Renaissance through Tourism

Sustainable Settlements

Implications	Policy reference
Millom will be a focus for achieving an improved range and quality of housing (SS1, 2 and 3), with a target of at least 345 additional homes during the plan period, and as many as 450 if growth ambitions are realised. Elsewhere in South Copeland, new housing development will be where it meets specific identified needs including agricultural and key	SS1 Improving the Housing Offer; SS2

Implications	Policy reference
workers. A need for a small gypsy and traveller transit site (up to 5 pitches) has been identified in Copeland. There may be an opportunity to meet this need within this Locality. Millom has a deserved reputation for looking after its own service, recreation and entertainment needs. Policy SS4 targets community service provision, supported by ST4; and the Strategy for Infrastructure includes such services as a focus for developer contributions. This funding source will be used to support developments identified by the community (including the Locality Plan), such as the extension of Millom Leisure Centre, other identified sports needs, better leisure provision for young people, and support for community business formation.	Sustainable Housing Growth; SS3 Housing Needs, Mix, Affordability; SS4 Community Facilities and Services

Accessibility & Transport

Implications	Policy reference
The Locality Plan has identified the need for the A595 to be of adequate standard, along with road safety (lack of roadside footpaths on approaches to Millom and at Bootle and Silecroft). There is also a need for better public transport, both rural buses and a more accessible rail service. The Council will seek to implement Policy in Millom and South Copeland that supports the following. • better connectivity by road (A595 to Sellafield and Whitehaven and towards Barrow, and A5093 for accessibility into Millom) and rail; • Improvements to local public transport, pedestrian and cycling provision, both in Millom and for leisure and tourism development. Developer funding to support these aims will be sought wherever appropriate, and in particular in association with major infrastructure projects such as nuclear or tidal power generation and electricity grid upgrading, including the negotiation of 'community benefits' funding.	T1 Improving Accessibility

Environmental Protection and Enhancement

Implications	Policy reference
The environment around Millom contains precious landscape and important protected habitats close to the town, especially the Duddon Estuary which enjoys protection at an international level. These are the	ENV3 Biodiversity

Implications	Policy reference
resources for promoting "green" tourism although care is required in terms of general management of sites. Consideration of both the location and the design of development must have regard to the economic damage that could be inflicted if this setting is damaged.	
Flood risk (tidal, river and surface water) is also an important criterion governing development choices in Millom and Haverigg and development site selection must take that into account.	ENV2 Coastal Management
Important built heritage assets include standing stones at Kirksanton, Neolithic settlement remains above Kirksanton as well as some attractive building groups within the villages and Millom itself where there is a Conservation Area. The Council, in co-operation with local partnerships, will actively seek funding opportunities to combine conservation, tourism and business development goals.	ENV4 Built Environment and Heritage

Other Plans and Projects for the Locality

8.7.16   The current community plans within the locality are:

- Waberthwaite and Corney Parish Plan
- Millom Economic Plan.
- Millom Market Town Initiative MTI
- South Copeland Locality Plan (Draft)

8.7.17   It is likely that these will be updated over the next fifteen years and additional plans may also be produced for the remaining parishes in the locality. Emerging projects will be factored into the implementation of the Core Strategy, particularly in the application of developer contributions.

8.7.18   The South Copeland Locality Plan incorporates the Ward Plans and includes an updated Action Plan for 2011, which is reviewed annually. Current key priorities include the following:

- Improvements to A595/A590 as too narrow in places and few passing places
- Raising awareness of the lack of a Sunday rail passenger service
- Tackling the lack of bus service between Muncaster and Millom
- Addressing lack of cycle storage on trains and difficult to access trains
- Tackling the lack of an off road path between Bootle and Bootle Station and Silecroft Village and beach
- Tackling the lack of facilities for teenagers
- Addressing local deprivation issues
- Improving effective communication between residents and local agencies

- Supporting more affordable housing and tackling poor quality housing.

9   Monitoring Framework

9.1   Implementation of the Core Strategy

9.1.1   The Core Strategy must be capable of being implemented. In order to do so it is important that a clear and concise framework is developed. It should give a clear indication of who is responsible for implementing policies and proposals, and where resources will be obtained. The Monitoring Framework complements the Strategy for Infrastructure, which deals more directly with implementation, giving a guide to what is needed if the Core Strategy's objectives are to be realised in full.

9.2   Monitoring Arrangements

9.2.1   It is important that the plan can be easily monitored. An Annual Monitoring Report will be prepared by the end of each calendar year, looking at:

- How our policies are working in practical terms

- How our policies are being implemented – for example, sites being taken up and developed

- How our plans and policies are affecting wider indicators – unemployment, deprivation and similar matters that are part of the monitoring system that has been developed, and

- How the Local Development Framework programme is progressing (and whether any adjustment is required)

9.2.2   The Core Strategy will therefore be subject to detailed annual monitoring by the Council as part of the Local Development Framework Annual Monitoring Report and Sustainability Appraisal monitoring processes. We also intend to produce a more comprehensive review, probably every five years, to determine whether the strategy and policies might require any significant modifications through a revision of the Core Strategy.

9.2.3   If relevant targets and thresholds are not achieved during the proposed phasing timescales, the policy / proposal and target will be reviewed to assess whether any alteration or modifications should be made, and feed into the revision of the Core Strategy. The need to undertake any such revision will generally be taken through consideration of the cumulative effects of targets not being met rather than one individual target not being achieved. This is in accordance with the plan-monitor-manage approach. All monitoring reports will be adopted by the Council as public documents.

9.2.4   The following framework (Figure 9.1) purely relates to monitoring and does not deal directly with implementation, (whilst being relevant to it by virtue of describing the degree of success achieved over time in realising the Plan's objectives).

9.2.5   The aim of this Framework is to set out a range of monitoring criteria which will give a rounded picture of progress in implementation of the Core Strategy, whilst at the same time creating the base for a coherent and reasonably concise Annual Monitoring Report (AMR). Thus it does not

contain an indicator for every policy, being based on the Core Strategy objectives from which the policies flow.

9.2.6   In addition to the measures set out in Figure 9.1, the AMR will continue to contain contextual indicators, which will be used as general measures relating to fulfilment of Core Strategy objectives. These are summarised in Figure 9.2, along with a list of the measures included in Figure 9.1, to give a clear indication of AMR content.

9.3   Nuclear new build

9.3.1   When detailed proposals for the proposed Moorside Power Station emerge, the Council will, in negotiations with the developer and representations to the Major Infrastructure Planning Unit considering the application for a Development Consent Order, seek 'in kind' inputs or financial contributions from the developer for

■   mitigation of the effects of construction on the day-to-day operations of the community;

■   mitigation of any damaging effects to the local economy, for example via labour shortages, pressure on services or unfavourable impacts on tourism generation.

9.3.2   The achievement of outputs referred to in Figure 9.1 may also be assisted by other measures arising from nuclear new build, which are beyond the scope of planning powers, namely

■   'community benefit' funds;

■   'legacy' for example in the turning over of worker facilities for community use, or the creation from land used by the contractors of sites ready for re-use.

9.3.3   This is summarised in Figure 9.1 as 'Potential for input related to nuclear new build'.

9.3.4   The same approach would be adopted for other Nationally Significant Infrastructure Projects.

Figure 9.1: Monitoring Framework and outputs

Objective	S A Framework objectives	Core Strategy policies	Implementation	Resource Implications	Measure of progress (Target where applicable)
Economic Opportunity and Regeneration					
1. Support renewable and low carbon energy	13	ER1 ER2 ER3	Nuclear new build – developer; Renewable energy development – developers; facilitated by Borough Council by various means including development management role, supported by BECWC.	Within existing budgets	Renewable energy developments (where acceptable on environmental grounds) given consent
2. Promote diversification of rural and urban economic base	11,13	ER10 ER11	CBC performing development management role. Pursuance of initiatives in partnership with BECWC, County Council and other appropriate partners.	Within existing budgets	Business start-up data; Number of farm diversification developments approved
3. Provide wide range of high quality employment sites and premises	13	ER4 ER5	CBC; allocation of sites. CBC in co-operation with County Council and BECWC; promotion, attraction of inward investment. Potential for input related to nuclear new build ('legacy').	Within existing budgets	Site availability as allocated in Allocations DPD (target adoption 2013); % available area with planning consent; Floorspace built per annum
4. Promote vitality and viability of town centres	13,16	ER7 ER8 ER9	CBC co-operating with Chamber of Trade and others to explore means of developing town centre vitality. Potential for input related to nuclear new build.	Within existing budgets	Number/% shop units (and % floorspace when surveyed) vacant
5. Support education/skills development	11,12,13	ER11	CBC, County Council as Education Authority, BECWC, NDA. Potential for input related to nuclear new build.	Within existing budgets	Annual analysis of relevant development approved. Data; people with qualifications

Objective	S A Framework objectives	Core Strategy policies	Implementation	Resource Implications	Measure of progress (Target where applicable)
Sustainable Settlements					
6. Focus major development in Whitehaven Encourage development in towns	2, 10, 13, 14, 16.	ST2 ER6 ER7 ER8 ER9	Adoption and implementation of Whitehaven SPD – CBC in partnership with Chamber of Trade, Harbour Commissioners. Approval of key developments (see ST3 and Whitehaven locality strategy) - CBC Securing projects identified in Strategy for Infrastructure – CBC, County Council, Cumbria PCT or successor, BECWC, United Utilities Potential for input related to nuclear new build.	Within existing budgets	Progress on bringing identified sites into use. % of new approved floorspace in each town (target; percentages in paragraph 3.xx) Provision of new facilities identified in Infrastructure Strategy.
7. Balanced housing market	11,15	SS1 SS2 SS3	House builders, social housing providers, CBC exercising planning powers.	Developer input Continuing external funding needed for social housing.	Number and mix of approved dwellings Number/% of approved homes which are affordable (target 15-25%)
8. Sustainable settlements meeting community needs	11,15	SS2 SS3 ENV6	House builders, social housing providers, CBC exercising planning powers.	Developer input Continuing external funding needed for social housing.	% of approved/constructed homes in each town and in local centres (target; percentages in para. 3.xx)
9. Ensure high standards of development	2,4, 6,11.	ST1	CBC through exercise of development management function.	Within existing budgets	% homes approved to 'lifetime homes' standard
10. Support sustainability of rural communities	2, 10, 13.	SS4	Potential for input related to nuclear new build.	Within existing budgets	Provision of new facilities identified in Infrastructure Strategy.

Accessibility and Transport

Objective	SA Framework objectives	Core Strategy policies	Implementation	Resource Implications	Measure of progress (Target where applicable)
11. Support broadband access	10, 13, 14.	T2	'Accessible Cumbria' high speed broadband project managed by County Council, supported by other public sector networks.	External funding and commercial support being sought.	Progress on achieving project aims.
12. Improve access to employment and services by sustainable transport modes	10, 17.	T1 SS4 ENV6	CBC in partnership with County Council and transport operators promoting and implementing relevant schemes. Achievement of relevant projects identified in Strategy for Infrastructure. Achievement of Policy ST2 is deemed to contribute towards fulfilling this objective by concentrating house building in locations with access to services. Potential for input related to nuclear new build.	Capital funding and, where appropriate, developer contributions will be sought.	Industrial/commercial developments with travel plans. Progress on projects identified in Infrastructure Strategy. Annual analysis of development supporting or undermining achievement of ST2
13. Develop and maintain transport networks linking to key routes	17	T1	Local Transport Plan (LTP3 includes capacity improvements to A595 Sellafield to Egremont); County Council. CBC and others working with rail operators. Potential for input related to nuclear new build.	Capital funding and, where appropriate, developer contributions will be sought.	Progress on projects identified in Infrastructure Strategy.

Environmental Protection and Enhancement

Objective	S A Framework objectives	Core Strategy policies	Implementation	Resource Implications	Measure of progress (Target where applicable)
14. Adapt to impacts of climate change; minimise flood risk, improve tree cover, wildlife corridors	1,4,5,8	ENV1 ENV2 ENV3	CBC exercising development management function. CBC with partners (developers, national Trust and other environmental bodies, support from BECWC) securing improved tree cover/wildlife corridors Potential for input related to nuclear new build.	Within existing budgets	% inappropriate development in floodplain (target; zero except Whitehaven town centre) Annual analysis of developments contributing to tree cover/wildlife corridors
15. Promote recycling and waste minimisation	9	ST1A	CBC through development management function and as waste collection authority; County Council; working with waste management contractor.	Within existing budgets	% domestic waste recycled and other waste management indicators as available.
16. Protect and enhance landscapes	1,2,11	ENV5	CBC in co-operation with natural England, National Trust and other environmental bodies as appropriate.	Within existing budgets	
17. Protect and enhance built environment assets	2,11	ENV4	CBC in co-operation with English Heritage and through encouragement of appropriate development. Developer contributions where appropriate.	Within existing budgets	Number of buildings at risk (target; zero by 2020). Annual analysis of development helping to improve built heritage.
18. Protect and enhance biodiversity	1,3	ENV3	CBC in co-operation with County Council, Environment Agency and Natural England. Developer contributions where appropriate.	Within existing budgets	Local sites in positive management (former NI197 indicator) Performance of Cumbria BAP indicators.
19. Safeguard natural resources, address impacts of mining etc.	3,7	ENV5	CBC in co-operation with landowners and through seeking solutions for problems sites. Potential for input related to nuclear new build.	Within existing budgets	

Figure 9.2   Proposed Annual Monitoring Report content

Policy ref.	Indication by textual analysis	Quantitative indicator	Target
		Economic Opportunity and Regeneration	
ER1-6 ER10	Annual analysis of relevant development approved; • nuclear sector; • support infrastructure; • progress on key sites/locations; • employment site public realm; • tourism sector	Contextual data; • employment, job creation, unemployment, vacancy figures; • business start-up data e.g. VAT registration/deregistration.	New employment floorspace distributed in line with targets in ST2/para. X.xx More start-ups than failures.
ER2		Renewable energy developments (where acceptable on environmental grounds) given consent	
		Number of farm diversification developments approved	
ER4, ER6	Progress on bringing identified sites (until Allocations DPD adopted, Local Plan sites) into use.	Area of land available – measured by type and condition, and by locality. % available area with planning consent Floorspace built per annum	Allocations DPD adopted by end or 2013.
ER7-9	Town centre health checks when carried out.	Number/% shop units (and % floorspace when surveyed) vacant New floorspace in each town (as a % of that previously existing)	Continuing reduction.
ER10	Annual analysis of tourism development trends	Visitor numbers Revenue and numbers employed	

Policy ref.	Indication by textual analysis	Quantitative indicator	Target
Sustainable settlements			
SS2, SS3		Number and mix of approved dwellings	Minimum 230, aspiration 300 dwellings completed per year
SS3		Number/% of approved homes which are affordable	Affordable homes 15-25% of total approved and constructed
ST2		% of approved/constructed homes in each town and in local centres	Achievement of development distribution specified in para. 3.xx
SS1		% homes approved to 'lifetime homes' standard	
SS4	Analysis of state of service centres, including provision of new facilities as identified in Strategy for Infrastructure.		
Accessibility			
T1, T2	Provision of new facilities identified in Infrastructure Strategy.		
T1		Industrial/commercial developments with travel plans.	
T2	Progress on achieving 'Accessible Cumbria' project aims.		
T1 ST2	Annual analysis of development supporting or undermining achievement of ST2	Proportion of housing development in accessible locations	Continuing improvement.
Environmental enhancement and protection			
		Contextual indicators; air and water quality. % domestic waste recycled and other waste management indicators as available.	
ENV1		Number of developments given consent against Environment Agency flood risk advice.	Zero (excluding Whitehaven town centre)

Policy ref.	Indication by textual analysis	Quantitative indicator	Target
ENV2	Annual analysis of progress against coastal management policy objectives.		
ENV3	Annual analysis of developments contributing to tree cover/wildlife corridors	Local sites in positive management (former NI197 indicator)	
ENV4	Annual analysis of development helping to improve built heritage.	Number of buildings at risk (target; zero by 2020). Number of developments given consent against English Heritage advice.	No buildings or ancient monuments at risk in the Borough by 2020.
ENV5 ENV6	Annual analysis of progress including provision of new facilities identified in Strategy for Infrastructure.	Contextual; performance of relevant Cumbria BAP indicators. Condition of protected sites. Developments where developer contributions secured for green infrastructure.	

COPELAND LOCAL DEVELOPMENT FRAMEWORK

DEVELOPMENT MANAGEMENT POLICIES

DEVELOPMENT MANAGEMENT POLICIES

10   Development Management Policies

10.1   Introduction

10.1.1   The Development Management policies are set out to provide further detail on how the Core Strategy will be implemented. They are structured in a similar way to the policies set out in Core Strategy Chapters 4 to 7, and to the strategic development priorities set out in Policy ST1.

10.2   Development Management for Economic Opportunity and Regeneration

10.2.1   The Development Management Policies in this first group deal with the response to a range of activities in the economic sector. They deal in turn with:

- Energy Generation (Nuclear Energy DM1; Renewable Energy DM2)
- Safeguarded Employment Areas (DM3)
- Westlakes Science & Technology Park (DM4)
- Nuclear Reprocessing at Sellafield & Drigg (DM5)
- Non-retail development in Town Centres (DM6)
- Non-retail uses in smaller centres (DM7)
- Tourism development in rural areas (DM8)
- Holiday accommodation & camp sites (DM9)

Energy Generation – Detailed Considerations

10.2.2   Policies ST2 and ST3 outline the overall spatial and regeneration strategies, including those for energy developments in the Borough, whilst Policies ER1 - ER3 are concerned with further details of the strategy for delivering these elements of the Energy Coast Masterplan. This includes Planning for the Nuclear Sector (Policy ER1). The Council intends to work with the Infrastructure Planning Commission to advise on detailed planning matters.

Nuclear Proposals

Policy DM1 – Nuclear-related Development

Proposals for development related to the nuclear sector should conform with the following principles.

A They should be developed in consultation with the Borough's community and key stakeholders in accordance with the Council's current adopted approach to stakeholder involvement

B Proposals involving the use, storage or processing of radioactive material should include a strategy for the construction and the long term management and safety of the site including the management of radioactive material

C The Borough Council and other key stakeholders (as defined by the Statement of Community Involvement) should be fully involved in any Environmental Assessment undertaken. Of the impacts to be considered as a result of appropriate scoping, particular attention would be given to ensuring that any residual impacts of the proposed development would be acceptable, notably with regard to Policies DM22 - DM27

D The Council will seek an appropriately scoped, scaled and phased package of measures to mitigate the impacts of the development. This should include details of all infrastructure to be provided, employment, measures to minimise adverse impacts of the development and assistance with programmes of economic, environmental and social regeneration in the Borough

Where proposals are Nationally Significant Infrastructure Projects, the Council will seek the incorporation of the above principles in Statements of Common Ground with developers, Local Impact Reports and other representations to the Major Infrastructure Planning Unit.

10.2.3   The nuclear power station proposal, as with any other Nationally Significant Infrastructure Project, will be considered by the Major Infrastructure Planning Unit, reporting to the Secretary of State. The Council, in negotiating with developers, giving advice or making representations, will start from the position that any such proposal and its impacts should be dealt with in accordance with the Local Development Framework strategy and policies. DM1 states that position as regards development management policy.

10.2.4   It is acknowledged that DM1B refers to matters falling under other regulatory regimes. It is relevant here insofar as proposals to meet management and safety requirements may have physical impacts relevant to planning policy, for instance regarding architectural design or impact on the landscape or natural environment.

Key Policy Context/Framework/References

- PPS1: Delivering Sustainable Development (2005)

- Planning and Climate Change: Supplement to PPS1 (2006)

- National Policy Statements: EN-1 Energy, EN-3 Renewable Energy Infrastructure, EN-5 Electricity

	Networks Infrastructure, EN-6 Nuclear Power Generation.
▣	North West Regional Spatial Strategy (RSS) Policy EM14 (2008)
▣	Cumbria Climate Change Strategy 2008-2012 (2008)

Renewable Energy Proposals

10.2.5 Policies ST2 and ST3, outline the overall spatial and regeneration strategies, including those for energy developments in the Borough, whilst Policy ER2 provides a positive statement to support and facilitate new energy production from renewable sources. As there are likely to be proposals for renewable energy developments in locations which have not yet been identified it is important to provide relevant criteria to ensure that potential impacts of renewable energy generation proposals are minimised.

Policy DM2 – Renewable Energy Development in the Borough

Proposals for renewable energy development in the Borough must satisfy the following criteria:

A   Proposals should be developed with the Borough's community and key stakeholders in accordance with the Council's current adopted approach to stakeholder involvement

B   There would be no significant adverse visual effects

C   There would be no significant adverse effects on landscape or townscape character and distinctiveness

D   There would be no unacceptable impacts on biodiversity or geodiversity

E   The proposals would not cause an unacceptable harm to features of nature or heritage conservation importance

F   There are no unacceptable impacts of noise, odour, dust, fumes, light or other nuisance that is likely to affect residents and other adjoining land users

G   Any waste arising as a result of the development will be minimised and managed appropriately

H   Provision is made in proposals for the removal and site restoration at the end of the operating life of the installation

Adequate mitigation measures would be secured to minimise the potential impacts of any renewable energy development proposals and to deliver significant benefits to the community where the scheme is to be sited wherever possible. If necessary such measures would be secured through Planning Obligations.

10.2.6 Whilst there is a general support for renewable energy, the development of installations can lead to adverse effects which need to be managed effectively. As a result Policy DM2 is designed to minimise the impacts from the following issues:

- Potential adverse impact on the character of an area, either on their own or cumulatively

- Potential adverse impact on existing development, including noise, odour, vibration, (in the case of wind turbines, shadow flicker, and electromagnetic interference)

- Provision for the removal of all equipment and installations and site restoration on the cessation of energy provision

- The siting and design of proposals having regard to the capacity / character of the landscape

10.2.7 In addition to DM2, further guidance on wind energy developments is provided in the Cumbria Wind Energy Supplementary Planning Document (SPD) and any subsequent update of it.

Safeguarding Employment Areas

10.2.8 The strategy for employment land provision in the Borough, as set out in Policy ER4, includes safeguarding existing and allocated employment sites against non-employment uses to ensure that there is a sufficient supply of employment land to meet the Borough's economic development requirements over the plan period. This Policy sets out the detailed criteria for considering non-employment related development in such instances.

Policy DM3 – Safeguarding Employment Areas

Proposals for non-employment uses on land allocated for employment or on sites in proposed safeguarded employment areas will be permitted where it is demonstrated that:

A   The site is no longer viable for employment use and would not make a significant contribution to the Borough's employment land requirements over the plan period; and

B   Applicants have considered the 5-year supply of sites and premises in the Borough and provide robust evidence that there are no suitable alternatives for the proposal; or

C   In exceptional circumstances the proposal provides benefits that significantly outweigh the loss of land for employment use. Alternatives which comprise a mix of uses which provide employment opportunities will be preferred to single-use residential development

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10.2.9　　The purpose of this policy is to safeguard existing and allocated employment sites and premises that can meet the potential economic development needs of the Borough over the plan period. Those sites which have this role are discussed in the ELP and 'Spatial Implications' reports. These studies have informed the strategy towards the provision of employment land and premises in Policy ER4 which includes safeguarding employment areas as a key component.

10.2.10　The approach essentially expresses a general presumption against alternative uses on these types of sites/areas where that could undermine economic growth in the Borough. For the purposes of this policy, employment uses are defined as economic development use classes B1 Business, B2 General Industrial, and B8 Storage and Distribution.

10.2.11　The sites which the Council wishes to safeguard for employment use are those identified as green or amber in the Spatial Implications Employment Land Review Update. That list, including sites identified as 'red', that is, suitable for alternative uses, will form the basis for site-specific consultation when the Site Allocations plan is produced.

10.2.12　If there is sufficient evidence that justifies the development of safeguarded sites for alternative uses, such as the retention of buildings of architectural or historic interest, there will be a preference for proposals to comprise a mix of uses that creates employment opportunities. Single uses will only be considered thereafter, if robust evidence demonstrates that mixed uses are not possible.

Key Policy Context/Framework/References

- PPS4: Planning for Sustainable Economic Development (2009)

- North West Regional Spatial Strategy (RSS) Policies W1-4 (2008)

- Cumbria and the Lake District Joint Structure Plan Policies EM13-14 (2006)

- West Cumbria Employment Land and Premises Study (2008)

- The Spatial Implications of Britain's Energy Coast; Employment Land Review Update (2011)

Westlakes Science and Technology Park

10.2.13　As part of the wider strategy for employment land, established in Policy ER6, this policy sets out the detailed approach towards the appropriate development of Westlakes Science and Technology Park.

Policy DM4 – Westlakes Science and Technology Park

Development permitted within the Westlakes Science and Technology Park will only include the following uses:

A   Offices, research and development, studios, laboratories and high tech and light industrial uses which comprise scientific research and development with ancillary industrial production (i.e. Use Class B1)

B   Ancillary development of education by Research Institutes, Universities or similar bodies (within the Use Class D1 definition)

C   Proposals would be required to accord with a detailed development brief for the site and existing development management policies adopted by the Council

Development proposals should otherwise demonstrate significant benefits, in terms of developing knowledge-based economy in the Borough or advancing progress towards objectives in the Energy Coast Masterplan.

10.2.14   Westlakes Science and Technology Park is a regionally important employment site, and of great importance to the Borough as a focus for the development of research based companies, with a particular focus on nuclear technologies and skills and their technological transfer. This policy reflects wide support for this land to continue to be reserved for purposes which are consistent with its expressed strategic role (Energy Coast Master Plan and Core Strategy policy ER6).

Key Policy Context/Framework/References

▢   PPS4: Planning for Sustainable Economic Development (2009)

▢   North West Regional Spatial Strategy (RSS) Policies W1-4 (2008)

▢   West Cumbria Employment Land and Premises Study (2008)

▢   The Spatial Implications of Britain's Energy Coast; Employment Land Review Update (2011)

Nuclear Sector Development at Sellafield and the Low Level Waste Repository at Drigg

10.2.15   As part of the strategy for supporting the development of the nuclear sector in Policy ER1, and wider spatial principles in Policy ST1, this policy sets out detailed considerations for development at the Sellafield licensed site and the Low Level Waste Repository (LLWR) at Drigg.

Policy DM5 – Nuclear Sector Development at Sellafield and the LLWR at Drigg

The Council's approach to dealing with proposals for nuclear reprocessing and waste management in the Borough is to work with operators of facilities at the Sellafield licensed site and the LLWR at Drigg and Cumbria County Council to ensure that:

A   Operations (other than monitoring, maintenance and investigatory work necessarily done off-site) will be retained within existing boundaries at Sellafield and the LLWR at Drigg

B   At Sellafield further development related to the nuclear fuel cycle will only be permitted where it contributes to a long term strategy for the future management of the site

C   With the exception of irradiated fuel and the transfer of waste from the LLWR at Drigg no radioactive waste is imported for treatment or storage on the Sellafield licensed site unless the proposal represents the best practical environmental option and is an interim proposal pending agreement on a national disposal route

D   No non-waste management-related operations are introduced on the LLWR at Drigg

E   Proposals for any new facilities are submitted with long term management plans to set out how operations will be co-ordinated to minimise any harmful effects and mitigate or compensate for physical environmental impacts

F   Proposals include provision for adequate infrastructure to support new facilities

G   Proposals involve and secure the support of the local community and stakeholders

H   Proposals include measures to meet local community needs and to mitigate the adverse effects of the proposed development on the social and economic wellbeing of the community

10.2.16   Sellafield licensed site currently supports four main activities:

- Reprocessing irradiated fuel
- Treatment of wastes from reprocessing
- Manufacture of MOX fuel
- Storage of different levels of radioactive waste

10.2.17   Changes in the nuclear sector have meant that in future decommissioning of plant on the site will assume more importance and operations may involve new development on site which generally falls within the Council's planning responsibilities. There is, however, some potential for further reprocessing and fuel manufacture dependent on economic viability and change in the approach to managing waste – particularly the status of plutonium. In any event it will be extremely important to ensure the safe management of high and intermediate level wastes on the Sellafield licensed site pending decisions about its ultimate storage in a geological facility. Radiological impacts are the province of nuclear safety regulation; the Council will require adequate mitigation of or compensation for other

environmental effects arising, for example, from operational noise, artificial light and drainage, or from construction activity.

10.2.18 The Low Level Waste Repository at Drigg is effectively the national facility for low level radioactive solid waste which takes place in enclosed vaults. The County Council is the waste disposal planning authority but shares with Copeland BC and local Parish Councils the approach to managing a community benefits package as part of the existing planning approval for site operations. It is this sort of approach which the councils would hope to duplicate or extend in relation to any further nuclear-related development at the Sellafield and Drigg facilities.

Managing Non-Retail Development in Town Centres

10.2.19 The strategic approach towards the Borough's town centres is set out in Policies ER7-9. Proposals for key regeneration sites are set out in Policy ST3. This policy supports in particular the implementation of Policy ER7 in terms of protecting the retail function of town centres.

Policy DM6 – Managing Non-Retail Development in Town Centres

The Council will protect and promote the vitality and viability of the defined town centres by:

A   Seeking for the most part continuous retail outlets and frontages at the ground floor of premises within the designated Primary Frontages Area in Whitehaven

B   Permitting non-retail uses such as cafes, bars, restaurants and other leisure uses which support the night time economy, provided that such uses do not lead to an overconcentration of non retail units

C   Requiring non-retail uses in premises with shop frontages to incorporate a suitable window display

10.2.20 Whitehaven and the Key Service Centres of Cleator Moor, Egremont and Millom all contain defined town centres which are the focus for retail development for both convenience and comparison shopping.

10.2.21 Whitehaven also contains a defined Primary Frontages Area, covering the most intensive area of shopping along King Street, between Market Place and Duke Street. The concentration of continuous shopping frontages is a major attraction to shoppers in Whitehaven and the Council will generally seek to maintain this provision by resisting non-retail development at ground floor level of these premises. At the same time, however, it is clear that the economics of retailing have been changing rapidly in recent years with increasing vacancies apparent on town centre "pitches". Understandably these have begun to cause concern amongst local

business and community groups as well as with the Council. Accordingly, the Council is prepared to relax its policy stance and to allow a certain amount of non-retail, town-centre related uses into the Primary Frontages Area but subject to certain safeguards. These relate to types of use and minimising the potential cumulative impact of change over time. In this way, where a unit has been vacant and evidence can be provided showing that it has been marketed for A1 retail use at reasonable price and for at least 6 months, the Council will consider permitting change of use to financial and professional services (Class A2) or restaurants and cafes (Class A3). The Council would expect that no more than two consecutive non-retail uses are permitted within this Primary Frontages area and that non-retail uses make up no more than 25% of the frontage lengths of King Street in each of its two lengths, either side of Lowther Street. Special consideration will also be given to minimising the impact of the waste storage and ventilation systems associated with A3 uses on the character of King Street.

10.2.22   The approach otherwise is to protect and enhance the role of all the town centres by ensuring that services and facilities are concentrated within town centre boundaries. All town centres should provide a diverse offer, and this must be balanced to ensure that vitality and viability are protected. Therefore the policy seeks to regulate non-retail uses in defined town centres, whilst recognising the important role that leisure and food and drink activities have in the tourism and night time economies.

10.2.23   The test of 'over concentration' will generally be when three consecutive premises or more are likely to fall into non-retail use.

Key Policy Context/Framework/References

  ▪ PPS4: Planning for Sustainable Economic Development (2009)

  ▪ North West Regional Spatial Strategy (RSS) Policies W5, DP1-2 & RDF2 (2008)

  ▪ Copeland Local Plan Policies TCN 1, 2 & 11 (2006)

Takeaways, Pubs and Clubs, Betting Shops, Pawnbrokers and Amusement Arcades in Town Centres and Local Centres

10.2.24   This policy reinforces the Council's approach towards non-retail uses in town centres and introduces controls in Local Centres to regulate particular types of non-retail uses which could have an adverse effect on the provision and quality of their services and facilities. This Policy complements the strategic approach for the provision of community facilities set out in Policy SS4, objectives for the Borough's town centres in Policy ER7, and the strategic objectives for settlements in Policy ST2.

Policy DM7 – Takeaways, Pubs and Clubs, Betting Shops, Pawnbrokers and Amusement Arcades in Towns and Local Centres

Proposals for takeaways, pubs and clubs, betting shops, pawnbrokers, amusement arcades, or other such similar uses will only be permitted within the defined town centres and Local Centres provided that they do not:

A   Result in the loss of a prominent retail unit

B   Undermine the function of the Town or Local Centre in providing key retail and other services and facilities which are essential to support local communities

C   Adversely impact on the vitality and viability of the existing centre in any way

D   Be detrimental to residential amenity, health and safety issues

10.2.25   An overbalance or concentration of uses such as takeaways, pubs and clubs, betting shops, pawnbrokers and amusement arcades risks undermining not only the vitality and viability of the larger town centres but also the role of smaller centres and their offer of vital local services to communities. The Council therefore considers that a criteria-based policy which considers the key development issues and impacts associated with such uses is appropriate.

10.2.26   In terms of proposals for hot food takeaway premises (either new build or change of use) the Council will take into account the proximity of schools and other educational establishments. This reflects growing health and well-being concerns for young people resulting from poor diets.

Key Policy Context/Framework/References

▣   PPS1: Delivering Sustainable Development (2005)

▣   Good Practice in Managing the Evening and Late Night Economy: A Literature Review from an Environmental Perspective (ODPM 2006)

▣   PPS4: Planning for Sustainable Economic Development (2009)

▣   Copeland Local Plan Policies TCN1, 6-8 (2006)

Tourism Development in Rural Areas

10.2.27   Encouraging a tourism renaissance in a sustainable way is a key principle which is established in Policy ST1.

Policy DM8 – Tourism Development in Rural Areas

Outside the Tourism Opportunity Sites, tourism facilities will be permitted in rural areas where it involves small scale development and:

A   Which is demonstrated to be necessary for enhancing the natural, cultural or heritage value of the place-bound asset; or

B   Involves the re-use, conversion or replacement of existing buildings on site

The development of new or extended buildings will only be considered favourably where there is a robust case that demonstrates that there is a genuine need that cannot be met through the conversion of existing rural buildings.

10.2.28   Whilst there is a strategic thrust in Policy ER10 towards concentrating tourist facilities and accommodation in the Borough's settlements particularly those within or in close proximity to the Tourism Opportunity Sites, there are other place-bound natural, cultural and heritage assets ("place-bound" in terms of assets which cannot be provided at alternative locations) which could be promoted to improve the Borough's tourism offer, but this must be balanced carefully with avoiding any unnecessary impacts of tourism related development on rural areas and the very assets that developments seek to promote. A carefully managed approach is therefore necessary to ensure that an appropriate balance can be struck between raising the profile of the Borough through its assets and the potential impacts of development, especially in rural locations.

Key Policy Context/Framework/References

- ▣   PPS7: Sustainable Development in Rural Areas (2004)

- ▣   North West Regional Spatial Strategy (RSS) Policy W6 (2008)

- ▣   Cumbria and the Lake District Joint Structure Plan Policy EM16 (2006)

- ▣   Copeland Local Plan Policies TSM 1-6 (2006)

Visitor Accommodation and Camp Sites

10.2.29   In support of the strategic policy for tourism in Policy ER10, this policy sets out a detailed approach towards the provision of visitor accommodation and camp sites. In this context, the policy considers visitor accommodation to include hotels, apartment hotels, guest houses, bed and breakfast establishments, caravans, chalets and beach-chalets.

Policy DM9 – Visitor Accommodation

Proposals for new or improved visitor accommodation in the Borough will be supported subject to compliance with the principles of sustainable design outlined in ST1 and ER10 and so long as their scale and character are appropriate to the location and setting.

Additionally, proposals for rural holiday homes, caravans, chalets, camping sites and beach-chalets will only be permitted where:

A   Proposals for rural holiday homes involve the conversion of existing buildings which are proven not to be suitable for other uses, in accordance with the tests proposed in Policy DM16. The new build or extension of buildings to provide such accommodation will not be permitted

B   Proposals for new holiday caravans, chalets and/or camping sites or extensions to existing sites have adequate access arrangements and possesses a high level of natural screening which, where necessary, is capable of reinforcement and extension

C   New beach-chalets are replacement only, are developed on the existing footprint and match the character of the replaced chalet

Any permitted developments will be subject to occupancy conditions or legal agreements which restrict any new visitor accommodation for holiday use only.

Proposals for the storage of caravans will only be permitted if the proposal site is well-screened all year round and is well related to a settlement or building group without significant threat to the living conditions of nearby residents.

10.2.30   When considering proposals for new visitor accommodation regard should be given to landscape character assessment work, setting of the National Park, the Heritage Coast and views to and from it, the undeveloped coast, nature conservation assets and heritage assets.

10.2.31   The development of caravan, chalet and / or camping sites has expanded in coastal locations where landscaping is difficult to establish and has also tended to include a sizable residential quota which have proved not to be entirely satisfactory. Given the potential pressures from tourism on caravan chalet and/or camping sites or their extensions, it is considered appropriate to set out relevant management principles in this policy.

Key Policy Context/Framework/References

- PPS7: Sustainable Development in Rural Areas (2004)
- Cumbria and the Lake District Joint Structure Plan Policy EM16 (2006)
- Copeland Local Plan Policies TSM 1-6 (2006)

10.3   Development Management for Sustainable Settlements

10.3.1   The policies in this group deal with the response to a range of activities in the housing and settlements topic area. They deal in turn with:

- Achieving quality of place (DM10)
- Sustainable development standards (DM11)
- Standards for new residential development (DM12)
- Residential conversions in the Borough's settlements (DM13)
- Residential institutions (DM14)
- Conversion of Rural Buildings to Residential Use (DM15A)
- Conversion of Rural Buildings to Commercial or Comunity Use (DM15B)
- Replacement Dwellings (DM16)
- Removal of occupancy conditions (DM17)
- Domestic extensions and alterations (DM18)
- Residential caravans, mobile homes, etc. (DM19)
- Sites for Gypsies and Travellers (DM20)
- Protecting community facilities (DM21)

Achieving Quality of Place in New Development

10.3.2   One of the Council's key spatial principles in Policy ST1 is to ensure that development in the Borough creates good quality places. This Policy sets out the detailed approach, with principles for the mix and layout of developments that the Council wishes to encourage. It complements other policies which focus on detailed requirements for accessibility (Policy DM22) and sustainable development standards (Policy DM11).

10.3.3   For housing development, the requirements of this policy are also relevant to improving the housing of the Borough (see Core Strategy Policy SS1), and are linked with further details for residential development which are set out in Policy DM12.

Policy DM10 – Achieving Quality of Place

The Council will expect a high standard of design and the fostering of 'quality places'. Development proposals will be required to:

A   Incorporate a complementary mix of uses, especially within or near town centres or at sites adjacent to public transport routes

B   Respond positively to the character of the site and the immediate and wider setting and enhance local distinctiveness through:

   i)   An appropriate size and arrangement of development plots

   ii) The appropriate provision, orientation, proportion, scale and massing of buildings

   iii) Careful attention to the design of spaces between buildings, including provision for efficient and unobtrusive recycling and waste storage

   iv) Careful selection and use of building materials which reflects local character and vernacular

C   Incorporate existing features of interest including landscape, topography, local vernacular styles and building materials; and in doing so, have regard to the maintenance of biodiversity.

D   Address vulnerability to and fear of crime and anti-social behaviour by ensuring that the design, location and layout of all new development creates:

   i)   Clear distinctions between public and private spaces

   ii) Overlooked routes and spaces within and on the edges of development

E   Create and maintain reasonable standards of general amenity

F   Incorporate new works of art as part of development schemes where appropriate.

10.3.4   The purpose of this policy is to raise the quality of development, for better places to improve the image of Copeland as a place to live, work, visit and invest in development. The principles, combined, go beyond the conventional approach of applying rigid standards, and encourage innovative thinking in development design. The aim is to move away from development which can be unsympathetic, bland, difficult to negotiate and make people less comfortable, to creating places which are attractive and useable. Circular 01/2006 requires most development proposals to be submitted with design and access statements. There are only a few exceptions where this requirement does not apply.

10.3.5   The Council will develop detailed design briefs for major sites which will specify the detailed design issues that will need to be addressed. The Council will produce a Supplementary Planning Document to complement the design related principles in this policy and policies DM12 and DM22.

10.3.6   The Council will expect a Design and Access Statement submitted with applications to demonstrate how the proposals have taken good design principles into account, except where applications are for:

- Change of use of land and buildings, unless it involves operational development

- Alterations or improvements to individual dwellings which are not Listed Buildings or located in Conservation Areas

10.3.7   Where development costs total £500,000 or more, developers will be encouraged to devote at least 1% of those costs to artwork to be displayed within the development in an area accessible or visible to the general public, including people with impaired mobility. This subject will be covered in more detail in the Supplementary Planning Document on developer contributions and/or that on design.

Key Policy Context/Framework/References

- PPS1: Delivering Sustainable Development (2005)

- PPS6: Planning for Town Centres (2005)

- Circular 01/2006: Guidance on Changes to the Development Control System

- CABE: Building for Life Statements: How to write, read and use them.

- CABE: Building for Life: www.buildingforlife.org

- DCLG: Code for Sustainable Homes (2006)

- DfT & DCLG: Manual for Streets (2007)

Sustainable Development Standards

10.3.8   This policy sets out detailed requirements for sustainable development and construction in support of key principles in Core Strategy Policy ST1 for reducing carbon emissions and increasing the energy efficiency of new development. It also includes requirements for on-site renewable energy generation to complement the wider approach towards renewable energy generation development in the Borough in Policies ST2, ER2 and DM2. The requirements set out in this policy apply to all new development proposals, except where thresholds are stipulated (such as for on-site renewable energy generation). These requirements also need to be balanced with those which are set out in Policy DM10 and other detailed standards for housing development, as set out in Policy DM12.

Policy DM11 – Sustainable Development Standards

The Council will ensure that development proposals reach high standards of sustainability by:

A   Requiring housing to be of an appropriate density – generally at least 30 dwellings per hectare. However, a lower density may be acceptable where it reflects the form and character of development in the surrounding area

B   **Encouraging developers to achieve high energy efficiency standards in relation to the Code for Sustainable Homes and BREEAM**

C   **Requiring renewable energy generating technology on site in developments of 10 or more dwellings or 1,000m² non-residential development**

D   **Orientating and designing buildings to maximise solar gain, so far as practicable without compromising wider design and quality of place objectives**

E   **Encouraging construction materials to be sourced, where possible, from local and sustainable sources of production**

F   **Requiring water saving technology, including grey water recycling to be incorporated in all developments**

G   **Ensuring surface water is managed appropriately, with the inclusion of sustainable drainage systems where possible**

Support will also be given to proposals for improvements or alterations to existing buildings that include measures to increase energy efficiency and incorporate renewable energy generation with regard to the standards in this policy.

Development should not result in the unnecessary sterilisation of surface mineral resources, and wherever appropriate should incorporate remediation measures to ensure that the development is not at risk from ground instability arising from mining legacy or other former uses.

10.3.9   This policy supports the agenda of the Energy Coast Masterplan and Cumbria Climate Change Action Plan.

10.3.10   It does not set specific targets under the Code for Sustainable Homes and BREEAM, consultation having revealed concern as to the danger that unilateral goals are likely, in a low house price area, to compromise development viability. It will also be noted that, although the Code is not compulsory, the Building Regulations are progressively being revised in the same direction. Correspondingly, although the Council will encourage on-site renewable energy generation on larger developments, this will be regarded as a matter of optimising provision through negotiation, and no target is set. Provision of, or contributions to, off-site generation capacity may be accepted as an alternative.

10.3.11   The Environment Agency has stressed that the water supply situation in Copeland requires the incorporation of water conservation measures to the equivalent of at least level 4 of the Code. This will be a priority in considering sustainable design of residential development.

Key Policy Context/Framework/References

Standards for New Residential Developments

10.3.12   In support of Policies ST1 and SS1, this policy provides detailed requirements with regard to the standards of residential amenity which need to be achieved in new housing developments, in terms of parking standards, separation requirements, and open space provision. These are additional requirements to the wider place quality and sustainable development standards which are set out in Policies DM10 and DM11 respectively.

Policy DM12 – Standards for New Residential Developments

Proposals for new residential developments should incorporate:

A   **Car parking provision in accordance with adopted residential parking standards**

B   **Minimum separation distances whereby:**

   i)   **Detached and end of group dwellings retain at least 1.0m distance between dwelling walls and side boundaries**

   ii)   **a minimum of 21.0m is retained between directly facing elevations of dwellings containing windows of habitable rooms**

   iii)   **a minimum of 12.0m is retained between directly facing elevations of dwellings containing windows of habitable rooms and a gable or windowless elevation**

C   **A minimum of 0.4ha of public space for every 200 dwellings pro-rata on developments of 10 or more dwellings, and in groups of family housing a minimum of 100m² of children's play space should be provided at the rate of one play space per 30/40 dwellings**

D   **All new development should be designed to Lifetime Homes and (on developments of ten dwellings or more) Building for Life standards.**

10.3.13   This policy effectively carries forward Policy HSG8 of the Local Plan and is intended to maintain general standards of safety, privacy and open space. It is intended that these standards can be incorporated into a Supplementary Planning Document, which the Council aims to develop when its key LDF documents are in place

Key Policy Context/Framework/References

Conversions of Buildings to Residential Use in the Borough's Settlements

10.3.14 This Policy complements objectives to improve the overall housing offer in Policy SS1.

Policy DM13 – Conversions of Buildings to Residential Use within Settlement Limits

Proposals for the conversion of suitable non-residential buildings or sub-divisions of large houses to provide new residential accommodation will be permitted so long as:

A   Adequate internal space standards and exclusive use of kitchen and bathroom facilities can be achieved without extensive alterations or additions to the property

B   Off street car parking is provided in accordance with parking standards

C   Adequate and appropriate external amenity space is provided

D   The conversion works conserve the character of the building

E   No alterations or associated works create amenity problems for residents of adjacent properties

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Residential Establishments

10.3.15 This policy deals with either new development or change of use of existing buildings to residential institutions, including Houses in Multiple Occupation.

Policy DM14 – Residential Establishments

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

A   In the case of a proposed new building they are of a scale, design and materials appropriate to the area

B   In the case of any existing property or extensions, alterations of 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

C   Off street car parking is provided in accordance with parking standards

D   Adequate external amenity space is provided

E   No extensions, alterations or associated works create amenity problems for occupiers of adjacent properties

In primarily residential areas development for Class C2 uses and Houses in Multiple Occupation will be managed to prevent over-concentration of such uses to the detriment of general residential character and amenity.

Conversion of Rural Buildings to Residential, Commercial or Community Use

10.3.16   Reflecting Policy ST1 and the need to support economic development whilst protecting the Borough's key assets, this dual policy aims to manage development that involves the conversion of rural buildings.

Policy DM15A – Conversion of Rural Buildings to Residential Use

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

A   Applicants can demonstrate that alternative employment or mixed use live-work accommodation or community use is not viable

B   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 within existing settlements

C   The building is structurally sound and is capable of accepting conversion works without significant rebuilding, modifications or extensions

D   The building in its existing form is of a traditional construction and appearance and the proposed conversion works conserve the essential character of the building and its surroundings. In this regard existing features of interest and external facing materials should as far as possible be retained.

E   The building is located within or adjacent to a village or existing group of buildings

F   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 water supply and electricity must be readily available to the site

G   The conversion works incorporate reasonable standards of amenity

H   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

Policy DM15B – Conversion of Rural Buildings to Commercial or Community Use

Proposals to convert agricultural or other rural buildings tor commercial or community use will be permitted subject to their fulfilling criteria B to G of Policy 15A

10.3.17 This criteria-based policy is designed to ensure that applicants, in proposing conversions to residential use, demonstrate that the proposed conversion is the best, most sustainable option. Proposals for conversions of agricultural buildings would also be required to include evidence that that there are no alternative brownfield sites available in the locality. This is because development of this kind is treated as if it were greenfield development.

Key Policy Context/Framework/References

▪ PPS1: Delivering Sustainable Development (2005)

▪ PPS7: Sustainable Development in Rural Areas (2004)

▪ North West Regional Spatial Strategy (RSS) Policy RDF2 (2008)

Replacement Dwellings

Policy DM16 – Replacement Dwellings

The replacement of existing dwellings will be permitted except where the dwelling is:

A   Listed as a Building of Special Architectural or Historic Interest or is in making a positive contribution to the character of a Conservation Area or is

B   In the countryside (i.e. outside the settlement boundaries prescribed in the Sites Allocations DPD and referenced in Core Policy ST2) and

    i)   is the result of a temporary or series of temporary permissions, or

    ii)   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

    iii)   is derelict (i.e. incapable of being re-inhabited without carrying out works requiring planning permission), or

10.3.18   Policy ST2 sets out a general presumption against development in the
          countryside unless there are exceptional reasons. One instance where an
          exception could be made is noted in Core Strategy Policy ST2C(v) and this
          is for the replacement of an existing dwelling. There have to be criteria to
          test whether a proposal is genuine and to ensure that the development
          does not create health and safety or other problems. The reference to
          Listed Buildings and buildings in Conservation Areas is for clarification
          purposes and relates to all locations.

Removal of Occupancy Conditions

10.3.19   This policy complements the proposed Spatial Development Strategy
          (Policy ST2) and to reinforce the policy approaches set out in Policies
          DM10 and DM16.

10.3.20   There is a need for policy to deal with proposals to remove or alter
          occupancy conditions as the need for housing accommodation changes.
          This policy therefore proposes to deal with the removal of occupancy
          conditions whilst taking into account the changing housing needs in the
          Borough, to guard against homes being released onto the general market
          when they might reasonably be retained to meet other local needs.

10.3.21   Where applicants seek to have occupancy conditions removed the Council
          will expect the applicant to demonstrate that there is no longer a housing

need for the property that the occupancy condition relates to. As part of that process the applicant will be expected to demonstrate evidence that the property has been marketed for a reasonable period of time at a reasonable value.

10.3.22　The Council will wish to ensure that all housing needs arising from local economic and social circumstances are examined which could be met by the subject property without the need for alternative new building. A property, for example that is no longer needed to house a local agricultural worker, may alternatively prove to be essential for meeting the need of a local household who otherwise may be priced out of the local market. Such proposals will be considered in accordance with Core Strategy Policy SS3, informed by the Strategic Housing Market Assessment and/or housing need assessments, and subject to viability evidence.

Domestic Extensions and Alterations

10.3.23　This policy seeks to ensure that any proposals for domestic extensions or alterations meet detailed requirements of design and amenity.

Policy DM18 – Domestic Extensions and Alterations

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

A　The scale, design and choice of materials involved respect the character of the parent property with the use of pitched roofs where practicable

B　They would not lead to a significant reduction in daylighting available to either the parent property or adjacent dwellings

C　They would not create potential noise nuisance, security or privacy or overlooking problems for residents of either the parent property or adjacent dwellings

D　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 ENV4 and DM26.

This policy does not apply to the alteration or extension of beach bungalows, which will not be permitted.

10.3.24   It should be noted that the Council will also be mindful of the criteria highlighted in DM12 when considering domestic extensions and alterations. Further guidance may be provided by a Supplementary Planning Document.

Key Policy Context/Framework/References

▪   PPS1: Delivering Sustainable Development (2005)

Residential Caravans, Mobile Homes, Chalets and Beach Bungalows

10.3.25   Copeland's extensive coastline and general attractiveness for low intensity tourism mean that it remains desirable to continue established approaches to deal with forms of residential development which can have a detrimental effect on the countryside and the surroundings of settlements

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Policy DM19 – Residential Caravans, Mobile Homes, Chalets, and Beach Bungalows

The Council will not permit any new caravans, mobile homes, chalets, or beach bungalows for residential use, except where:

A   Permanent residential chalets are intended to replace existing residential caravans on sites of more than 10 residential caravans

B   Individual caravans or residential mobile homes are proposed for a dependant relative or as temporary accommodation to support the establishment of a new rural enterprise

C   The repair or rebuilding of beach bungalows is of a scale and character matching the existing structure, and occupancy is restricted solely for holiday purposes.

10.3.26   Whilst caravans and other non-permanent residences may be acceptable in certain circumstances, new beach bungalows are considered to be undesirable development in principle, by virtue of, firstly, their unsustainable location on the otherwise undeveloped coast and secondly, their potential vulnerability to the effects of coastal change. The Council accepts the existing groups of beach bungalows, between St. Bees and Braystones, as a feature of that coast; but rebuilding of them as larger or more permanent structures, or conversion to permanent dwellings, is contrary to the development strategy for the Borough as set out in the Core Strategy in ST4 and other policies. Repair or rebuilding on a 'like for like' basis may be permissible where safety and effective coastal management are not compromised, and must be accompanied by a planning obligation precluding use as a main or permanent residence.

Sites for Gypsies and Travellers

Policy DM20 – Gypsies and Travellers

Proposals for sites to accommodate Gypsies and Travellers will only be permitted when the following criteria are met:

A   There is a demonstrable need for a site

B   Sites are not located within or adjoining St Bees Heritage Coast, areas of Landscape Importance, areas of nature conservation interest, Conservation Areas or in the vicinity of Listed Buildings or Scheduled Ancient Monuments, where such development would compromise the objectives of the designation of otherwise have a significantly adverse impact on the local landscape or undeveloped coast

C   The site is well related to an existing settlement and the main highway network

D   It incorporates appropriate access and parking arrangements

E   The site has reasonable access to community services

F   It is not significantly detrimental to the amenity of adjacent occupiers

10.3.27   The Council accepts its duty to provide for gypsies and travellers in appropriate locations. The criteria within Policy DM20 are designed to ensure that any site(s) for Gypsies and Travellers will meet an identified need, are well connected and do not unacceptably affect the local environment.

Key Policy Context/Framework/References

- Circular 01/06 Planning for Gypsy and Traveller Caravan Sites (2006)

- RSS Partial Review Consultation (2009)

Protecting Community Facilities

10.3.28   This Policy reinforces the support given to the provision of essential shops and services set out in Core Strategy Policies ER7, ER9 and SS4.

Policy DM21 – Protecting Community Facilities

Development or change of use which would result in the loss of an existing social, community or sports facility will be resisted where there is evidence that there is a demand for that facility that is unlikely to be met elsewhere.

10.3.29   The policy aims to protect facilities in all rural locations, not only towns and local service centres. This is an important adjunct to the Core Strategy's stress on promoting most new development in the towns; whilst that is essential for sustainable growth in the Borough, it will be complemented by measures aimed at preserving the vitality of rural settlements.

10.4   Development Management for Accessibility and Transport

10.4.1   Policy T1 sets out the strategic principles for Improving Accessibility and Transport. This complementary Development Management policy sets out the Council's approach towards managing development which has implications for the Borough's transport network.

Policy DM22 – Accessible Developments

The Council will require development proposals to be accessible to all users and accord with the following principles:

A   The layout of the development responds positively to existing movement patterns in the area by providing or contributing towards:

   i)   Permeable and legible layouts which are convenient for access into and through the site for pedestrians, cyclists and disabled people

   ii)   Access for public transport

   iii)   Access for emergency and service vehicles

B   Incorporate innovative approaches to managing vehicular access and parking with:

   i)   Standards incorporated into the design of the development which manage traffic access and speeds without excessive engineering measures

   ii)   Incorporate car parking, through a variety of on street and off street arrangements which avoid vehicles dominating the street scene, whilst meeting adopted car parking standards which reflect the needs of the Borough in its rural context

Where necessary the potential transport implications of development will be required to be supported by a Transport Assessment and a Travel Plan to manage any significant transport implications.

10.4.2   This policy supports urban design principles for accessibility, parking, travel demand and travel planning.

10.4.3   Good design is necessary to ensure accessible and permeable developments particularly for pedestrians, cyclists and disabled people. It is also important for ensuring that vehicle access and parking are given

proper consideration in new developments but do not dominate. This means a shift away from engineer-led, car-based developments to block patterns and developments with street frontages which can make walking and cycling more attractive options. It calls upon designers to be imaginative in integrating vehicular access in new developments.

10.4.4 The Council will produce a Parking Strategy for the Borough that will contain standards which reflect the local, more rural context of the Borough. Until this time the standards set out in RSS will be used as a guide.

10.4.5 The development thresholds that will trigger a Transport Assessment and Travel Plan are outlined in Appendix 4. (Please note that these thresholds are the same as were included in Appendix 4 of the Copeland Local Plan 2001-2016)

Key Policy Context/Framework/References

- PPS1: Delivering Sustainable Development (2005)

- PPG13: Transport (2001)

- Manual for Streets (2007)

- North West Regional Spatial Strategy (RSS) Policies RT2 & RT8 (2008)

- Copeland Local Plan Policies DEV6, HSG8, TSP7 & TSP8 (2006)

Development Management for Information and Communications Technology

10.4.6 Policy T2 sets out the strategic principles for improving Information and Communications Technology. This policy sets out requirements for assessing proposals for information and communications technology development.

Policy DM23 - Information and Communications Technology

In considering proposals for information and communications technology development the following factors will be taken into account:

A 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

B 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

C 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 that mast-sharing is impractical.

10.4.7   Advances in communications and information technology have resulted in a fast growing telecommunications industry. Whilst the Council is supportive of facilitating the growth of new and existing systems this will not be at the expense of damage to sensitive areas like high quality landscapes, important wildlife sites or Conservation Areas which will continue to be protected. Generally it will try to minimise the amount of infrastructure required to carry new technologies e.g. by encouraging mast-sharing for aerials, antennae and dishes.

10.5   Development Management for Environmental Protection and Enhancement

Development Proposals and Flood Risk

10.5.1   Policy ENV1 (in Chapter 7) aims to ensure that new development is located outside areas at risk from flooding and that development does not contribute to an increased risk of flooding elsewhere. This policy supplements that approach to provide clarity for development proposals in areas which are considered to be at risk of flooding or for those where development is likely to increase the risk of flooding elsewhere.

Policy DM24 – Development Proposals and Flood Risk

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

Development will not be permitted where it is found that:

A   There is an unacceptable risk of flooding; or

B   The development would increase the risk of flooding elsewhere; or

C   The development would cause interference with or loss of access to a watercourse

and the benefits of the development do not outweigh the risks of flooding.

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

10.5.2   As with Policy ENV1, this policy statement is based on ensuring that new development is located outside areas at risk of flooding (see paragraph

7.2.2 in the Core Strategy DPD) or designed to minimise flood related damage by incorporating flood resistance measures. It reinforces the focus of protecting development against flood risk. The only sites that are likely to meet an Exceptions Test, as described in PPS25, are key regeneration sites such as those in Whitehaven town centre.

Key Policy Context/Framework/References

- PPS1: Delivering Sustainable Development (2005)

- PPS25: Development and Flood Risk (2010)

- North West Regional Spatial Strategy (RSS) Policies DP9, EM5 & EM6 (2006)

- Copeland Local Plan Policy ENV 16 (2006)

- Copeland Level 1 Strategic Flood Risk Assessment (2007)

- Shoreline Management Plan 2 (2011)

Nature Conservation, Habitat Protection and Protected Species

10.5.3   This policy sets out the detailed approach towards managing development proposals which are likely to have an effect on nature conservation sites, habitats and protected species. It supports the Core Strategy approach to biodiversity and geodiversity in Policies ST1 and ENV3.

Policy DM25 – Protecting Nature Conservation Sites, Habitats and Protected Species

A   All development proposals should:

i)   Protect the biodiversity value of land and buildings;

ii)   Minimise fragmentation of habitats;

iii)   Maximise opportunities for conservation, restoration, enhancement and connection of natural habitats and creation of habitats for species listed in UK and Cumbria Biodiversity Action Plans. Special consideration should also be given to those European habitats that lie outside the boundaries of European designated sites;

B   Development proposals that would cause a direct or indirect adverse effect on locally recognised sites of biodiversity and geodiversity importance, including County Wildlife Sites, Local Nature Reserves and Regionally Important Geological/Geomorphological Sites or protected species will not be permitted unless:

i)   The benefits of the development clearly outweigh the impacts on the features of the site and the wider network of natural habitats, and;

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ii)   Prevention, mitigation and/or compensation measures are provided.   An appropriate long-term management plan will be sought and arrangements to provide adequate funding will be made in accordance with a formal planning agreement or obligation.

C   Where compensatory habitat is created, it should be of equal or greater size than the area lost as a result of the development.

D   Development proposals where the principal objective is to conserve or enhance biodiversity or geodiversity interests will be supported in principle.

E   Where there is evidence to suspect the presence of protected species any planning application should be accompanied by a survey assessing their presence and, if present, the proposal must be sensitive to, and make provision for, their needs.

F   All development proposals must take into account any likely significant effects on the internationally important sites both within the borough and within a 20km radius of the borough boundary as well as those that are hydrologically linked to the development plan area.

10.5.4   A Habitats Regulations Assessment should be undertaken, not only by Planning Authorities when preparing planning documents, but also by developers when they are preparing a proposal that may negatively affect the integrity of relevant internationally important sites i.e. Natura 2000 and Ramsar sites. The Assessment should cover any possible negative impacts on the integrity of all the sites within a 20km radius of the proposed development site and, in addition, consider the impacts in combination with other current and emerging plans and proposals that could also affect the biodiversity site.

10.5.5   Occasionally, development proposals may involve land or buildings which have been colonised by protected species that are not within an otherwise protected site. Bat roosts and barn owls in buildings are examples. Developers are encouraged to approach the Cumbria Ecological Records Centre to check whether these species are present on the proposed site as part of the planning application process.

Key Policy Context/Framework/References

- PPS9: Biodiversity and Geological Conservation (2005)
- North West Regional Spatial Strategy (RSS) Policy EM1 (2008)
- Cumbria Biodiversity Action Plan (2001)
- Cumbria and the Lake District Joint Structure Plan Policy E35 (2006)
- Copeland Local Plan Policies ENV1-5 (2006)

Landscaping

10.5.6   DM26 sets out a requirement for new developments to consider landscape features and improvements. It expands on the Core Strategy policy ENV5: Protecting and Enhancing the Borough's Landscapes.

Policy DM26 – Landscaping

All development proposals will be assessed in terms of their potential impact on the landscape. Developers should refer to the Cumbria Landscape Character Assessment and Cumbria Historic Landscape Characterisation documents for their particular character area and design their development to be congruent with that character

The Council will continue to protect the areas designated as Landscapes of County Importance on the Proposals Map from inappropriate change until a more detailed Landscape Character Assessment can be completed for the Copeland plan area

Proposals will be assessed according to whether the proposed structures and associated landscaping relate well in terms of visual impact, scale, character, amenity value and local distinctiveness and the cumulative impact of developments will be taken into account as part of this assessment

Development proposals, where necessary, will be required to include landscaping schemes that retain existing landscape features, reinforce local landscape character and mitigate against any adverse visual impact. Care should be taken that landscaping schemes do not include *invasive* non-native species

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

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10.5.7   A large amount of work has been done to characterise each of the different landscapes in the plan area with regards to, not only their natural features, but their present and historical land uses etc. Maintaining the wide variety of landscape characteristics is important for the social and economic health of the borough, contributing as they do to the amenity of residents and tourists alike. This policy sets out the approach for ensuring that new development protects and enhances existing landscape features.

Key Policy Context/Framework/References

   ▪   Copeland Local Plan (2006) Policy ENV12

   ▪   Cumbria Landscape Character Assessment Guidance and Toolkit (2011)

   ▪   Cumbria Historic Landscape Characterisation (2009)

Built Heritage and Archaeology

10.5.8   This policy sets out the approach towards development which affects the heritage assets and archaeology of the plan area. It supports the strategic approach set out in Policies ST1 and ENV4.

Policy DM27 – Built Heritage and Archaeology

A   Development proposals which protect, conserve and where possible enhance the historic, cultural and architectural character of the borough's historic sites and their settings will be supported. This will be particularly relevant in the case of:

i)   Scheduled Ancient Monuments

ii)   Conservation Areas

iii)   Listed Buildings and structures

iv)   Non-listed buildings and structures or landscape features of local heritage and archaeological value

v)   Surface and below ground archaeological deposits

B   Development proposals which adversely affect a Scheduled Ancient Monument or its wider site or setting will not be permitted

C   Development within conservation areas will only be permitted where it preserves or enhances the character or appearance of the area and, where appropriate, views in and out of the area. The Council will pay particular attention to:

i)   How new development respects the character of existing architecture and any historical associations, landscape features, open spaces, trees, walls and quality of townscape

ii)   The impact of any proposed works to trees with regard to policy DM28

iii)   The design of any proposals for new or altered shopfronts and / or signage, which should be an integral part of the design and avoid the use of internally illuminated signage

D   Development which affects Listed Buildings or their setting will only be permitted where it:

i)   respects the architectural and historic character of the building

ii)   avoids any substantial or total demolition, or any demolition that is not related to proposed development affecting the building

iii)   does not have an adverse effect on the setting or important views of the building

iv)   involves a change of use to all or part of the listed building which contributes to the conservation and overall economic viability of the building, and where the use can be implemented without any adverse alterations to the building

E Any development proposal which is considered to affect an existing or potential site of archaeological importance will be required to be accompanied by an archaeological assessment. Where archaeological deposits are evident, below ground or on the surface, evidence should be recorded and where possible preserved in-situ. Proposals for development where archaeological interest has been established will not be approved until evidence has been provided that the risk of archaeological disturbance has been adequately investigated and has been minimised. Planning permission will not be granted if the impact on potential archaeology is unacceptable.

10.5.9 In the context of managing development, the policy approach is to assess the implications of new development on features of historic value, including historic buildings, as part of the planning application process.

10.5.10 The policy covers not only designated heritage assets but those considered to be important by local communities but with no official designation i.e. landmark structures and landscape features. There is no official list of these assets but their existence will become apparent as development proposals are brought forward as part of the application process and local residents comment on these applications. Therefore, it is important that developers making applications are aware of any features in the vicinity of their sites which could be considered to be local landmarks and take account of the impact that their developments might have on these features and their settings. Pre-application advice should be sought on these matters where there is any uncertainty.

Key Policy Context/Framework/References

- PPS7: Sustainable Development in Rural Areas (2004)
- PPS5: Planning for the Historic Environment (2010)
- North West Regional Spatial Strategy (RSS) Policy EM1
- Copeland Local Plan Policies DEV1-6 & ENV 25-37 (2006)

Protection of Trees

10.5.11 The objective of this policy is to set out how the Council will manage proposals that involve trees in conservation areas and trees that are protected by Tree Preservation Orders.

Policy DM28 – Protection of Trees

A Development proposals which are likely to affect any trees within the Borough will be required to:

10.5.12   The Council wants to protect any tree that is worthy of retention. If,
          however, development does lead to a loss of trees the Council will seek to
          negotiate for replacement trees to be provided, preferably on site

10.5.13   One of the Core Strategy Objectives is to increase the amount of tree
          cover in the borough. Trees are an important resource in any environment,
          helping to clean the air, absorb carbon dioxide, provide shade and improve
          the character of urban environments. Therefore, the Council requires that
          developers who plan to remove any trees, submit plans that make it clear
          which trees will be affected and make provision for the replacement of the
          lost trees with suitable substitutes at a minimum ratio of 2:1.

Key Policy Context/Framework/References

◼ PPS7: Sustainable Development in Rural Areas (2004)

◼ North West Regional Spatial Strategy (RSS) Policy EM1

◼ Copeland Local Plan Policies ENV10 & 27 (2006)

Advertisements

10.5.14   The objective of this policy is to set out the Council's approach to
          managing proposals for advertisements, both within and outside areas of
          Special Advertisement Control in the Borough.

Policy DM29 – Advertisements

ii)   The sign is of a standard design approved by the Council and serving to advertise one or more businesses in a nearby community

iii)   The sign is of a reasonable scale and appearance, having regard to the nature and situation of the land or building to which it relates

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

i)   They would not be obtrusive or dominant features in the street scene

ii)   They would not create clutter on a building or within the street scene

iii)   They would not harm public safety

iv)   Where attached to a building, they would respect its scale, proportions and architectural features.

10.5.15   The Issues & Options Report set out four options for an appropriate approach in relation to regulating the impact of advertisements. The preferred option reflects the first option which is to develop a policy similar to the approach in the Local Plan which assesses the potential impacts of advertisements using criteria which differentiate between the control of advertisements in the countryside and urban areas. It is important to maintain the distinction between areas of the Borough which are within and outside areas of Special Advertisement Control. The Council has greater control over the size and location of advertisements in these areas.

Key Policy Context/Framework/References

▪   PPS1: Delivering Sustainable Development (2005)

▪   PPS6: Planning for Town Centres (2005)

▪   Copeland Local Plan Policies DEV1 & ENV 39-40 (2006)

Rural Development

10.5.16   There has been a recent increase in popularity and demand for small holdings, hobby farming and equine related development.

10.5.17   Whilst supporting rural businesses the Council wants to ensure that any such development is appropriately managed so that it does not result in over intensive use in the countryside or erode the local character.

Policy DM30 – Rural Buildings

The Council will generally look favourably on proposals for small holdings and equine related developments that appropriately reuse existing buildings.

Proposals for new agricultural buildings, small holdings and equine related development will be permitted so long as they:

A   Are well related to an existing settlement or farm building complex, or where this is not possible or appropriate are accessible and well screened

B   Are of an appropriate design and scale

C   Use materials and colours that enable the development to blend into its surroundings

D   Do not adversely impact on the local landscape character or built environment

E   Do not significantly impact the amenity of any nearby residential properties

Such developments may also require an appropriate planting scheme.

10.5.18   Planning Policy Statement 7 (PPS7) states that local planning authorities should support equine enterprises that maintain environmental quality and countryside character

10.5.19   Policy DM30 is designed to support such development whilst also protecting the landscape character and built environment of the Borough as well as local amenity.

Key Policy Context Framework

- PPS7: Sustainable Development in Rural Areas
- Local Plan Policies DEV1, DEV5 and ENV41

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11   Appendix 1: List of Superseded Policies

To be updated.

12   Appendix 2: Glossary

The Act	The Planning and Compulsory Purchase Act 2004.
Adoption	The final confirmation of a development plan or Local Development Document as having statutory status.
The Planning Act (2008)	The Planning Act 2008 introduces a new system for approving major infrastructure of national importance, such as harbours and waste facilities, and replaces current regimes under several pieces of legislation. The objective is to streamline these decisions and avoid long public inquiries.
Affordable Housing	Affordable housing should meet the needs of eligible households including availability at a cost low enough for them to afford, determined with regard to local incomes and local house prices. Affordable housing includes social rented and intermediate housing, provided to specified eligible households whose needs are not met by the market. It should also include a provision to ensure that the housing remains affordable for future eligible households.
Agriculture	Defined by Section 336(1) of the Town and Country Planning Act 1990 as including: horticulture, fruit growing, seed growing, dairy farming, the breeding and keeping of livestock (including any creature kept for the production of food, wool, skins or furs, or the purpose of its use in the farming of land), the use of land as grazing land, meadow land, osier land, market gardens and nursery grounds, and the use of land for woodlands where that use is ancillary to the farming of land for other agricultural purposes.
Allocated Land	Land identified in a development plan as appropriate for a specific land use.
Annual Monitoring Report (AMR)	Part of the *Local Development Framework*, the Annual Monitoring Report will assess the implementation of the Local Development Scheme and the extent to which policies in *Local Development Documents* (including saved Local Plan policies) are being successfully implemented.
Biodiversity	The whole variety of life on earth. It includes all species of plants and animals, their genetic variations and the ecosystems of which they are a part.
The Borough	The Borough refers to the Copeland Borough Council's administrative area. It includes part of the Lake District National Park.
BREEAM	A set of assessment methods and tools that are designed to help construction professionals understand and mitigate the environmental impacts of the developments they design and build.

Brownfield	Land that has been previously developed and is or was occupied by a permanent structure (excluding agricultural or forestry buildings), and associated fixed surface infrastructure. The definition includes the curtilage of the development so garden land is considered as being brownfield. The definition is set out in Planning Policy Statement 3 'Housing'.
Business Clusters	Groups of companies and related organisations that collaborate to grow their business. Using this collaborative team approach allows businesses, regions and interest groups to develop greater speed, quality, innovation and critical mass. This assists in resolving practical issues like training, infrastructure and procurement.
Change of Use	A change in the way that land or buildings are used. Planning permission is usually necessary in order to change a use class (see Use Classes).
Character	Individual distinctiveness created from a combination of natural and man-made elements with historic, socio-economic and other factors.
Character Areas	Character areas can reinforce local identity and serve as a marketing tool to raise the profile of a particular place. These may relate to predominant uses, focal buildings, or historic associations.
Code for Sustainable Homes	The Code for Sustainable Homes is a single national standard to guide industry in the design and construction of sustainable homes. The Code measures the sustainability of a home against design categories, rating the 'whole home' as a complete package.
Community Forest	The notion of a Copeland Forest is envisaged as a set of interrelated woodlands, probably south of Egremont in the Egremont and Mid Copeland localities although no specific locations have been identified at this stage. It would be a community resource and provide leisure and tourism opportunities, wood crops for renewable energy and could be used to screen any large scale nuclear development. It could form part of any offset package from nuclear new build.
Community Infrastructure Levy (CIL)	The Community Infrastructure Levy (CIL), the provisions for which are currently going through Parliament, will be a new charge which local authorities in England and Wales will be empowered, but not required, to charge on most types of new development in their area. CIL charges will be based on simple formulae which relate the size of the charge to the size and character of the development paying it. The proceeds of the levy will be spent on local and sub-regional infrastructure to support the development of the area.
Conditions	Requirements attached to a planning permission to limit or direct the manner in which a development is carried out.

Conservation Area	A Conservation Area is a designated area of special architectural and/or historical interest, the character or appearance of which it is desirable to preserve or enhance. It is a recognition of the value of a group of buildings and their surroundings and the need to protect not just individual buildings but the character of the area as a whole. Conservation Areas vary in both size and character, ranging from small groups of buildings to town squares or even open spaces, and often include groups of Listed Buildings.
Contaminated Land	Land that has been polluted or harmed in some way making it unfit for safe development and usage unless cleaned.
Conversions	Generally involves the change of use of a building from a particular use, classified in the use classes order, to another use. Can also mean the sub division of residential properties into self-contained flats.
Core Strategy	Sets out the long-term spatial vision for the local planning authority area, the spatial objectives and strategic policies to deliver that vision. It can include strategic site allocations. The Core Strategy will have the status of a *Development Plan Document*.
Density	The floorspace of a building or buildings or some other unit measure in relation to a given area of land. Built density can be expressed in terms of plot ratio (for commercial development); number of units or habitable rooms per hectare (for residential development); site coverage plus the number of floors or a maximum building height; or a combination of these.
Design Guidance	A planning document which will provide guidance on how development can be carried out in accordance with good design practice produced with a view to retaining local distinctiveness.
Designation	This is a term use to define area where there are particular features or constraints.
Development	Development is defined under the 1990 Town and Country Planning Act as "the carrying out of building, engineering, mining or other operation in, on, over or under land, or the making of any material change in the use of any building or other land." Most forms of development require planning permission.
Development Brief	A document, prepared by a local planning authority, a developer, or jointly, providing guidance on how a site of significant size or sensitivity should be developed. Site-specific briefs are sometimes known as planning briefs, design briefs and development frameworks.
Development Management Policies	Will be a suite of criteria-based policies which are required to ensure that all development within the area meets the spatial vision and spatial objectives set out in the *Core Strategy*.

Development Plan	As set out in Section 38(6) of the Act, a document which sets out a Local Authority's policies and proposals for the development and other use of land and buildings within its area. A Local Authority's development plan consists of the relevant Regional Spatial Strategy (RSS) and the Development Plan Documents (DPDs) contained within its Local Development Framework (LDF).
Development Plan Documents (DPDs)	Spatial planning documents that are subject to independent examination, and together with the relevant *Regional Spatial Strategy*, will form the *Development Plan* for a local authority area for the purposes of the Act. They can include a *Core Strategy, Site Specific Allocations of land,* and *Area Action Plans* (where needed). Other Development Plan Documents, including Development Management Policies, can be produced. They will all be shown geographically on an *adopted Proposals Map*. Individual Development Plan Documents or parts of a document can be reviewed independently from other Development Plan Documents. Each authority must set out the programme for preparing its Development Plan Documents in the *Local Development Scheme*.
Employment Land Availability	The total amount of land reserved for industrial and business use awaiting development.
Evidence Base	The information and data gathered by local authorities to justify the "soundness" of the policy approach set out in planning documents, including the physical, economic, and social characteristics of an area.
Examination	Independent consideration of the soundness of a draft *Development Plan Document* chaired by a Planning Inspector appointed by the Secretary of State, whose recommendations are binding.
Flood Plain	Generally flat lying areas adjacent to a watercourse, tidal lengths or a river or the sea where water flows in times of flood or would flow but for the presence of flood defences.
Flood Risk Assessment (FRA)	An assessment of the likelihood of flooding in a particular area so that development needs and mitigation measures can be carefully considered.
Frontage	The front part of a building which faces a street.
Functional Flood Plain	The unobstructed or active area where water regularly flows in times of flood.
Greenfield Land	Land which has never been built on before or where the remains of any structure or activity have blended into the landscape over time. It applies to most sites outside built-up area boundaries.
Habitat	The natural home or environment of a plant or animal

Housing Land Requirement	The number of new housing units for which it is estimated, for planning purposes, that provision will be needed to be made in a defined area over a particular time period.
Housing Market Renewal (HMR)	Process of arranging public sector intervention (in partnership with others) to sustain areas in which housing market failure (or low-demand housing) is evident.
Housing Needs Assessment	An assessment of housing needs in the local area. This assessment plays a crucial role in underpinning the planning policies relating to affordable housing. In addition, the information on local needs is required to determine the location of such housing and guide new investment.
Housing Tenure	This refers to the financial arrangements under which someone has the right to live in a house. The most frequent forms are tenancy, in which rent is paid to a landlord, and owner occupancy. Mixed forms of tenure are also possible; this is referred to as mixed tenure housing.
Independent Examination	The process by which an Independent Planning Inspector may publicly examine a "Development Plan Document" and any representations before issuing a binding report.
Infill Development	Building on a relatively small site between existing buildings.
Infrastructure	A collective term for services such as roads, electricity, sewerage, water, education and health facilities.
Infrastructure Planning Commission (IPC)	The Infrastructure Planning Commission is an independent body which makes decisions on applications for nationally significant infrastructure projects. This includes proposals for Nuclear Energy in Copeland.
Issues & Options and Preferred Options	The preparation consultation stages of Development Plan Documents with the objective of gaining public agreement over proposals before they are formally published prior to submission to Government for Independent Examination.
Interchange	Transport Interchanges are places where the change between modes of travel is easy, for example a Bus/Rail station.
Key Diagram	A map of the Local Authority area, showing the key strategic designations and proposals of the Core Strategy on a map, often in a diagrammatic format. Detailed proposals are shown on a Proposals Map (see below).
Landscape Character Assessment	An assessment to identify different landscape areas which have a distinct character based on a recognisable pattern of elements, including combinations of geology, landform, soils, vegetation, land use and human settlement.
Layout	The way buildings, routes and open spaces are placed in relation to each other.

Lifetime Homes	Homes designed to meet the changing needs of the population from young children to the elderly, meeting the varying needs of numerous changes of occupiers in the same home.
Listed Buildings	When buildings are listed they are placed on statutory lists of buildings of 'special architectural or historic interest'. Listing ensures that the architectural and historic interest of the building is carefully considered before any alterations, either outside or inside, are agreed.
Local Development Documents (LDDs)	These include Development Plan Documents, which will form part of the statutory development plan, and Supplementary Planning Documents, which do not form part of the statutory development plan. Local Development Documents collectively deliver the spatial planning strategy for the local planning authority's area and they may be prepared jointly between local planning authorities.
Local Development Framework (LDF)	The name for the portfolio of *Local Development Documents*. It consists of *Development Plan Documents, Supplementary Planning Documents*, a *Statement of Community Involvement*, the *Local Development Scheme* and *Annual Monitoring Reports*. Together with the Regional Spatial Strategy, these documents will provide the framework for delivering the spatial planning strategy for a local authority area and may also include local development orders and simplified planning zones.
Local Development Scheme (LDS)	Sets out the programme for the preparing Local Development Documents. All authorities must submit a Scheme to the Secretary of State for approval within six months of commencement of *the Act* and the LDS must be kept under review.
Localities	These are locality areas, first defined in the Sustainable Community Strategy with an additional area defined to cover the Sellafield complex.
Local Strategic Partnership (LSP)	A partnership of stakeholders who develop ways of involving local people in shaping the future of their neighbourhood and deciding how local services are provided. They are often single non-statutory, multi-agency bodies which aim to bring together locally the public, private, community and voluntary sectors.
Local Transport Plan (LTP)	A five year integrated transport strategy, prepared by local authorities in partnership with the community, seeking funding to help provide local transport projects. The plan sets out the resources predicted for delivery of the targets identified in the strategy. Local Transport Plans should be consistent with the policies and priorities set out in the Regional Transport Strategy. It is produced at a county wide level in Cumbria.
Market Housing	Private housing for rent or for sale, where the price is set in the open market.

Material Considerations	Matters that should be taken into account in deciding a planning application or an appeal against a planning decision.
Mitigation	These are measures requested/carried out in order to limit the damage by a particular development/activity. They can be measures to avoid, reduce or offset significant adverse effects.
Mixed Use	A variety of activities along routes, on single sites or across wider areas such as town centres and redundant industrial land.
Open Space	Areas free of development which can offer opportunities for sport and recreation or can also act as a visual amenity and a haven for wildlife. Open space within settlements includes parks, village greens, play areas, sports pitches, undeveloped plots, semi-natural areas and substantial private gardens. Outside built-up areas it includes parks, sports pitches and allotments. It is not just land, but also includes areas of water such as rivers, canals, lakes and reservoirs.
Permeability	The degree to which an area has a variety of pleasant, convenient and safe routes through it.
Phasing or Phased Development	The phasing of development into manageable parts. For example, the annual rate of housing release for a large development that may need to be controlled so as to avoid destabilising housing markets and causing low demand.
Place-bound	The description given to a particular use than cannot be located elsewhere because it is firmly to a particular feature or activity.
Place-making	The creation of attractive, high quality living environments.
Planning Inspectorate (PINS)	The Planning Inspectorate (PINS) is an executive agency of the Government responsible for a number of functions. Its main role in relation to the Local Development Framework is to undertake Examinations of Development Plan Documents.
Planning Policy Guidance Notes (PPG) / Planning Policy Statements (PPS)	These set out the Government's land use planning policies for England. Planning Policy Guidance Notes are slowly being replaced by Planning Policy Statements.
Planning Out Crime	The planning and design of street layouts, open space and buildings so as to reduce the actual likelihood or fear of crime, for example by creating natural surveillance.
Planning Obligations and Agreements	A legal agreement between a planning authority and a developer, or offered unilaterally by a developer, ensuring that certain extra works related to a development are undertaken. For example the provision of highways. Sometimes called a "Section 106" agreement.

Planning Permission	Formal approval sought from a Council, often granted with conditions, allowing a proposed development to proceed. Permission may be sought in principle through outline plans, or be sought in detail through full plans.
Previously Developed Land (PDL)	Land that has been previously developed and is or was occupied by a permanent structure. Unlike brownfield land, PDL does not exclude agricultural or forestry buildings. See also *Brownfield*.
Proposals Map	A map of the Local Authority's area, showing: • Areas in which the Council's local planning policies will apply • Sites for particular future land uses or developments It must be revised as each new *Development Plan Document* is adopted, and it should always reflect the up-to-date planning strategy for the area. Proposals for changes to the adopted Proposals Map accompany submitted *Development Plan Documents* in the form of a submission Proposals Map.
Public Realm	Areas that are accessible to everyone (whether publicly or privately owned). In urban areas, this includes most streets, squares and parks.
Public Right of Way	A Public Right of Way is a highway over which the public have a right of access along the route.
Publication Draft	The version of the Development Plan Document that has been formally published for public consultation prior to submission to the Secretary of State.
Regeneration	The economic, social and environmental renewal and improvement of rural and urban areas.
Regeneration Proposal/Scheme	A proposal to deliver the economic, social and environmental renewal of a rural or urban area through investment and improvement.
Regional Planning Body (RPB)	Each of the English regions outside London has Regional Planning Bodies who are responsible for developing and co-ordinating a strategic vision for improving the quality of life in a region. In this case the North West Regional Development Agency is the Regional Planning Body.
Regional Spatial Strategy (RSS)	A strategy to manage development over a fifteen to twenty year period. The Regional Spatial Strategy identifies the scale and distribution of new housing in the region, indicates areas for regeneration, expansion or sub-regional planning and specifies priorities for the environment, transport, infrastructure, economic development, agriculture, minerals and waste treatment and disposal.

Registered Provider	Technical name for a body registered with the Housing Corporation. Most Housing Associations are Registered Providers. They own or manage homes, both social rented and intermediate. (Note: Registered Providers were previously known as Registered Social Landlord or RSL)
Renewable Energy	Energy flows that occur naturally and repeatedly in the environment, for example from the wind, water flow, tides or the sun.
Rural Diversification	The expansion, enlargement or variation of the range of products or fields of operation of a rural business.
Saved Policies	Policies within Local Plans that are saved for a time period during replacement production of Local Development Documents.
Scheduled Ancient Monument (SAM)	A structure regarded by the Secretary of State for Culture, Media, and Sport as being of national importance by virtue of its historic, architectural, traditional or archaeological interest. Scheduled Ancient Monuments are listed in a schedule compiled under the requirements of Section 1 of the Ancient Monuments and Archaeological Areas Act, 1979.
Sequential Approach	A planning principle that seeks to identify, allocate or develop certain types or locations of land before the consideration of others. For example, brownfield sites before greenfield sites, or town centre retail sites before out-of-centre sites. In terms of employment a sequential approach would favour an employment use over mixed use and mixed use over non-employment uses.
Settlement Hierarchy	Settlements are categorised in a hierarchy based on the range of services, facilities and employment opportunities in the settlement, access to education and non-car access to higher-order centres.
Site specific allocations	Allocations of sites for specific or mixed uses or development, to be contained in *Development Plan Documents.* Policies will identify any specific requirements for individual proposals.
Site of Special Scientific Interest	A site identified under the Wildlife and Countryside Act 1981 as an area of special interest by reason of any of its flora, fauna, geological or physiographical features (basically plants, animals and natural features relating to the Earth's structure)
Soft Landscaping	Elements include planting, shrubs, grass and trees.
Soundness	A Development Plan Document (DPD) is considered sound if it is based upon good evidence and has been prepared in accordance with the Test of Soundness and the Authority's Statement of Community Involvement.

Spatial Planning	Spatial planning goes beyond the traditional land use planning to bring together and integrate policies for the development and use of land with other policies and programmes which influence the nature of places and how they function. That will include policies which can impact on land use, for example by influencing the demands on or needs for development, but which are not capable of being delivered solely or mainly through the granting or refusal of planning permission and which may be implemented by other means.
Spatial Vision	A Brief description of how the area will be changed at the end of the plan period (10–15 years)
Special Protection Area	Sites classified under the European Community Directive on Wild Birds to protect internationally important bird species.
Specific Consultation Bodies / Statutory Bodies	These are bodies that must be consulted on development plans and planning applications.
Statement of Community Involvement (SCI)	The Statement of Community Involvement sets out the processes to be used by the local authority in involving the community in the preparation, alteration and continuing review of all local development documents and in the consideration of planning applications. The Statement of Community Involvement is an essential part of the Local Development Framework.
Statutory	Required by law (statute) through an act of parliament.
Strategic Employment Site	Key employment sites in strategic locations capable of accommodating major investment often of national or regional significance. In Copeland this includes the Westlakes Science and Technology Park.
Strategic Environmental Assessment (SEA)	An environmental assessment of plans and programmes, including those in the field of planning and land use, which complies with the EU Directive 2001/42/EC (the SEA Directive) in order to make sure that the plan is sustainable. In Copeland it forms part of a wider Sustainability Appraisal (SA).
Strategic Flood Risk Assessment (SFRA)	The assessment of flood risk on a catchment-wide basis.
Strategic Housing Land Availability Assessment (SHLAA)	An assessment of the potential availability of housing land within a defined area, based on a realistic assessment of current housing supply and future opportunities for housing development.
Strategic Housing Market Assessment	A study intended to review the existing housing market in an area, consider the nature of future need for market and affordable housing and to inform policy development.

Strategic Planning	Wider ranging and longer term planning which establishes broad goals, strategies, principles and objectives. This is established at regional level through the Regional Spatial Strategy and at county level through the Structure Plan. Local Strategy will be set out in Copeland's Core Strategy.
Subdivision	The division of a lot, tract, or parcel of land into two or more lots.
Submission	After the Publication Draft has been published and subject to formal consultation, it is submitted alongside any objections and suggested minor changes to the Secretary of State for independent examination to a Government appointed Planning Inspector.
Sub-Regional Housing Market Areas	Geographical areas within which there are clear links between where people live and work. These areas can be defined by the patterns of household movement. These patterns are influenced by factors such as proximity to family, friends, employment, education and other facilities, and are likely to operate across Local Planning Authority boundaries.
Supplementary Planning Document (SPD)	An SPD is a Local Development Document that may cover a range of issues, thematic or site specific, and provides further detail of policies and proposals in a 'parent' Development Plan Document. SPDs do not form part of the *Development Plan* and are not subject to independent examination, although they must be subject to community consultation before being adopted.
Supplementary Planning Guidance	Supplementary Planning Guidance provides additional guidance on the interpretation or application of policies and proposals in the *Local Plan* or *Structure Plan*. Under the new system Supplementary Planning Guidance will be phased out and replaced by *Supplementary Planning Documents*.
Sustainability Appraisal (SA)	This is a tool for appraising policies to ensure they reflect sustainable development objectives (i.e. social, environmental and economic factors) and required in the Act to be undertaken for all *Local Development Documents*.
Sustainable Communities	The requirements of sustainable communities are set out in the Government's "Sustainable Communities: Building for the Future".
Sustainable Community Strategy (SCS)	Local authorities are required by the Local Government Act 2000 to prepare these, with aim of improving the social, environmental and economic well being of their areas. Through the Community Strategy, authorities are expected to co-ordinate the actions of local public, private, voluntary and community sectors. Responsibility for producing Community Strategies may be passed to *Local Strategic Partnerships*, which include local authority representatives.

Sustainable Development	Sustainable development is the core principle underpinning contemporary town planning in the UK. At the heart of sustainable development is the ideal of ensuring a better quality of life through development that meets the needs of the present without compromising the ability of future generations to meet their own needs.
Sustainable Drainage Systems (SuDS)	The term Sustainable Drainage Systems (SuDS) covers the whole range of sustainable approaches to surface water drainage management. SuDS aim to mimic natural drainage processes and remove pollutants from urban run-off at source. SuDS comprise a wide range of techniques, including green roofs, permeable paving, rainwater harvesting, swales, detention basins, ponds and wetlands.
Tenure	Refers to the way in which a property is owned and/or occupied e.g. freehold, leasehold, shared equity or rented.
Transport Assessment (TA)	An assessment of the availability of and levels of access to all forms of transportation. Indicative thresholds for transport assessments are contained in appendix B of the Department for Transport's Guidance for Transport Assessments (February 2007).
Travel Plan	A travel plan aims to promote sustainable travel choices as an alternative to single occupancy car journeys that may impact negatively on the environment, congestion and road safety. Travel Plans can be required when granting planning permission for new developments.
Urban Form	Urban form refers to the physical layout (structure and urban grain), density, scale (height and massing), appearance (materials and details) and landscape of development.
Urban Regeneration	Making an area develop or grow strong again through means such as job creation and environmental renewal.

Use Classes	These are uses which are specifically defined by the planning system (Use Classes Order) as falling into categories including:
	A1 Shops
	A2 Financial and Professional Services
	A3 Restaurants and Cafes
	A4 Drinking Establishments
	A5 Hot Food Takeaway
	B1 Business
	B2 General Industrial
	B8 Storage and Distribution
	C1 Hotels
	C2 Residential Institutions
	C3 Dwelling houses
	D1 Non-Residential Institutions
	D2 Assembly and Leisure
	Sui Generis Other miscellaneous uses
West Cumbria	This is term used to identify Copeland and Allerdale together as a sub-region in the North West of England.
Windfall site	A site not specifically allocated for development in a development plan, but which unexpectedly becomes available for development during the lifetime of a plan.

13   Appendix 3: Threshold for Transport Assessments and Travel Plans

a)   Transport Assessments

Transport Assessments are required by virtue of Policy TSP 7 in relation to the following:

1.   residential development in excess of 100 units, or
2.   employment uses in excess of 5,000 sq. m. gross floorspace, or
3.   other developments in excess of 1,000 sq. m. gross floorspace, or
4.   hotel developments in excess of 100 bedrooms, or
5.   caravan or similar holiday sites in excess of 100 units, or
6   any development that either generates in excess of 100 heavy goods vehicles per day or 100 vehicle movements in any hour or
7.   any development that materially adds to local congestion or,
8.   any development that may impact on the trunk road network

b)   Travel Plans

Also in accordance with Policy TSP 7 Travel Plans will be required for:

1.   retail and indoor leisure facilities in excess of 1000 sq. m. gross
2.   office, employment, education health and services development in excess of 2500 sq. m. gross
3.   new and expanded school facilities
4.   development that would otherwise generate local traffic problems as identified through a transport assessment or an evaluation of a proposal.

14   Appendix 4: Consultation Requirements within Safeguarding Zones

The Proposals Map identifies a number of consultation Safeguarding Zones for hazardous installations. The consultation requirements for the Safeguarding Zones are as follows:

Nuclear Safeguarding Zones for Sellafield

Consultation will be required with the Officer for Nuclear Regulation (ONR) in the following circumstances:

- **Inner Zone (0-6km)** Any development leading to an increase in residential accommodation, or likely to cause an influx of non-residential population.

- **Outer Zone (6-10km)** Development providing residential accommodation, permanent or temporary, for more than 50 people or likely to cause an influx of non-residential population exceeding 50 people.

High Pressure Gas Pipelines

Major routes for gas pipelines have also been identified on the Proposals Map, together with the appropriate Safeguarding Zone.

Any applications affecting those Safeguarding Zones will require consultation with the relevant statutory undertaker as follows:

Pipeline	Consultee
16 Feeder Pennington/Sellafield	National Grid
National Grid Sellafield AGI to Fellside CHP Plant at Sellafield	
Derwent Park/Marchon	Northern Gas Networks
West Cumberland Hospital Spur	
Marchon No. 3 Spur	

It should be noted that it is likely that there will be consultation safeguarding zones around any National Grid connection for the Moorside power station and these will be added to the Proposals Map, if and when required.