

# CLEATOR MOOR

Spatial Framework: A vision for Cleator Moor



August 2018

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Prepared by Arup on behalf of Copeland Borough Council.  
August 2018



## PREFACE

Copeland Borough Council is leading the preparation of Spatial Frameworks covering the four main towns in the Borough: Whitehaven, Cleator Moor, Millom and Egremont.

The Council's key objective is to produce a comprehensive vision for Cleator Moor that:

- Identifies the opportunity sites for commercial, leisure, tourism or residential uses;
- Supports healthy spaces placemaking and improves social wellbeing and cohesion;
- Enables better access and movement through rethinking highways, cycle paths, pedestrian routes and parking.

The Spatial Framework is intended to:

1. Provide clarity on the nature, scale and location of potential growth within Cleator Moor;
2. Give confidence to key partners, investors and the community in the future of Cleator Moor through leadership and direction and engagement in the reshaping of key areas; and
3. Deliver greater certainty for potential investors and developers by ensuring that the Spatial Framework is integrated within the Council's planning framework.

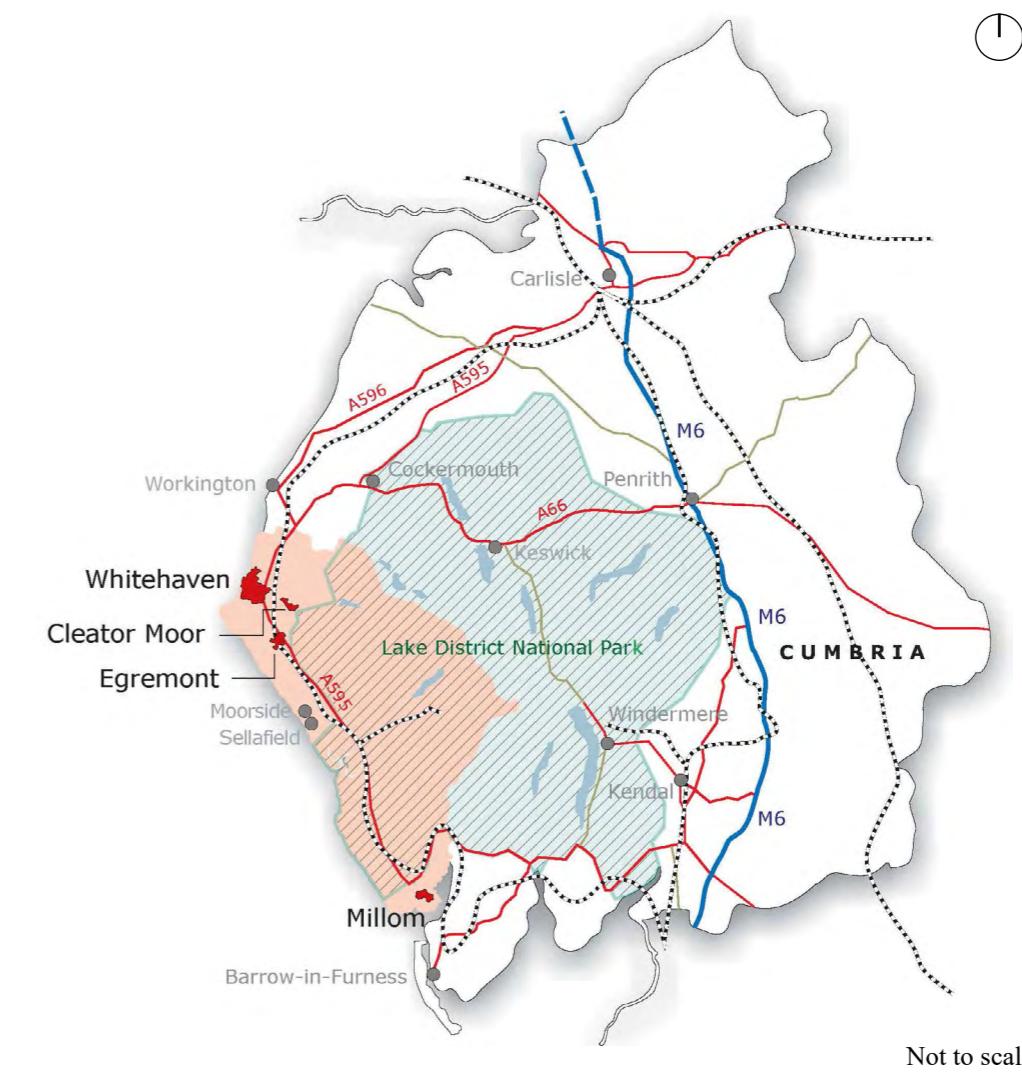


Fig. 1. Location Plan

- Borough of Copeland
- ▨ Lake District National Park

# 1

## INTRODUCTION

# INTRODUCTION

## Project brief

The Spatial Framework reviews opportunities within the town of Cleator Moor for strategic growth, placemaking, and enhancing community health and wellbeing. This is explored particularly in relation to major infrastructure projects and continued economic and industrial activity and growth within the borough.

Healthy by Design principles have been applied when considering the location and form of new development, recognising how quality of place plays a major role in enabling the health and wellbeing of residents and visitors and facilitating physically and socially active lifestyles.

This report is intended to be a spatial overview of the potential development opportunities within the town and is based on available GIS data. Detailed site surveys, Section 106 requirements and placemaking processes would be required to support any planning application process. This report supports the Local Plan review of potential Site Allocations but does not represent Copeland Borough Council's current position. Please refer to separate Site Allocations reports.

The spatial framework process was developed by Copeland Borough Council with support from Arup in spring 2017. The process involved extensive baseline evidence gathering based on a broad range of information and site visits. This information is collated in the Cleator Moor Baseline Report. Stakeholder engagement was undertaken with the Regen North East Copeland (RNEC) and Cleator Moor Town Council as part of the process of generating framework themes and objectives.

## Document Status

The Spatial Framework is to be adopted by CBC as champion and facilitator of change. The vision will be delivered through the council as the local planning authority using its statutory powers in partnership with public, private and third sectors.

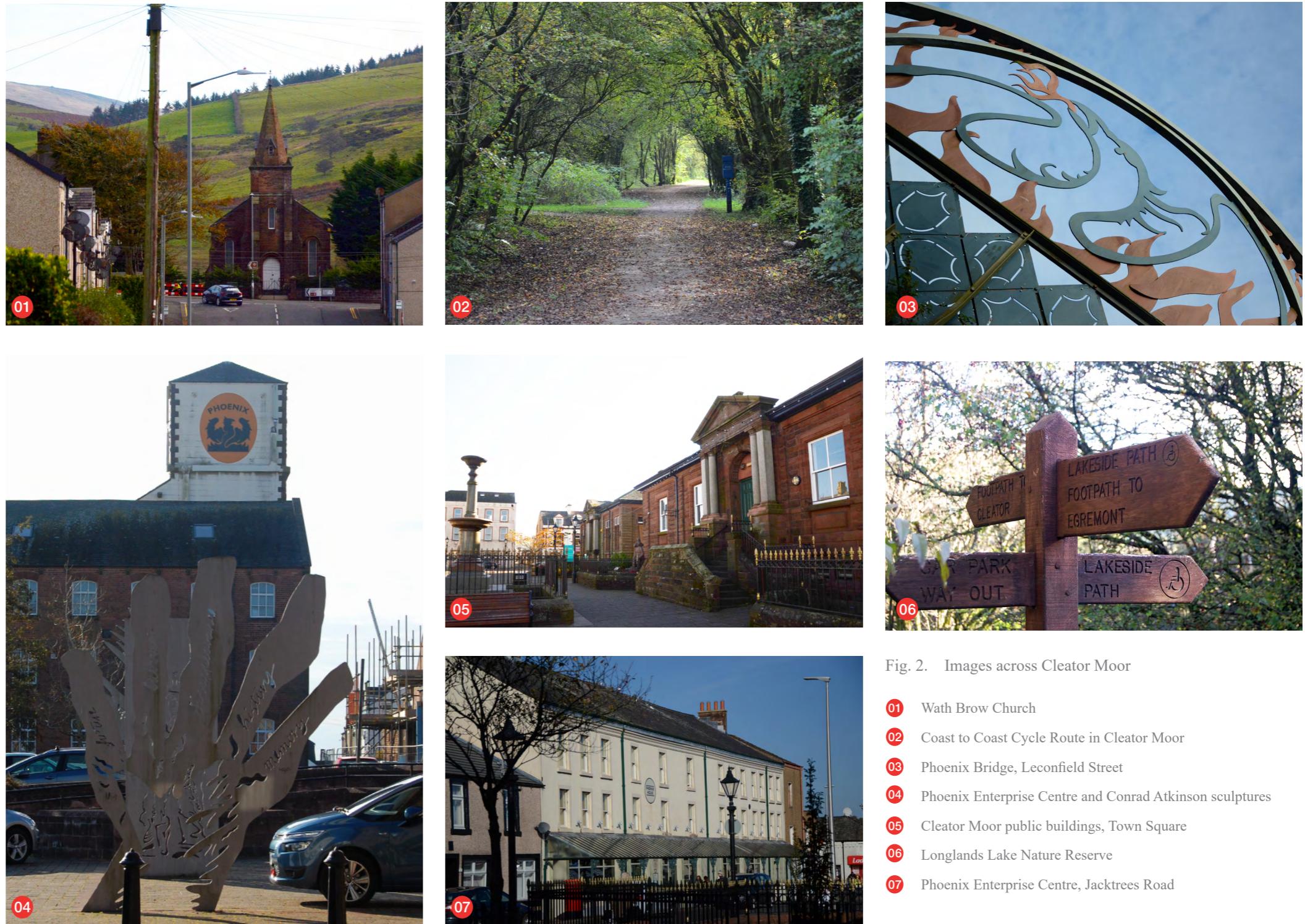


Fig. 2. Images across Cleator Moor

- 01 Wath Brow Church
- 02 Coast to Coast Cycle Route in Cleator Moor
- 03 Phoenix Bridge, Leconfield Street
- 04 Phoenix Enterprise Centre and Conrad Atkinson sculptures
- 05 Cleator Moor public buildings, Town Square
- 06 Longlands Lake Nature Reserve
- 07 Phoenix Enterprise Centre, Jacktrees Road



Fig. 3. Study area

## Project boundary

The Spatial Framework study area incorporates the settlement boundary for Cleator Moor (Copeland Local Plan 2013-2028) and sites that have been promoted during, and after, the Core Strategy site allocations process.

The report study boundary, shown to the left, is based on baseline information contained within the Cleator Moor Baseline Report. It is not intended to be a new settlement boundary and should not be referenced as a reason for promoting sites around Cleator Moor.

For the current settlement boundary, please refer to Copeland Local Plan Proposals Map of Cleator Moor.



## Growth context

The three towns of Cleator Moor, Millom and Egremont are identified as key service centres in the Local Plan 2013-2028, alongside Whitehaven which is recognised as the Principal Town.

The spatial portraits for the four towns represent a strategy for accommodating future growth in Copeland, setting out requirements for the amount, and nature, of potential allocations in each town.

### Housing requirement

The Council is now in the process of reviewing the local plan. This will update the evidence base, including housing and employment needs, and ensure that sufficient land is made available to meet identified need.

### Key employment areas

Employment areas are distributed across Copeland. These are a mixture of local businesses connected to the nuclear industry and a wider range of employers.

- Town Centre Whitehaven
- Whitehaven Commercial Park
- Westlakes Science Park
- Bridge End, Egremont
- Leconfield Industrial Estate, Cleator Moor
- Phoenix Enterprise Centre, Cleator Moor
- Devonshire Road, Millom

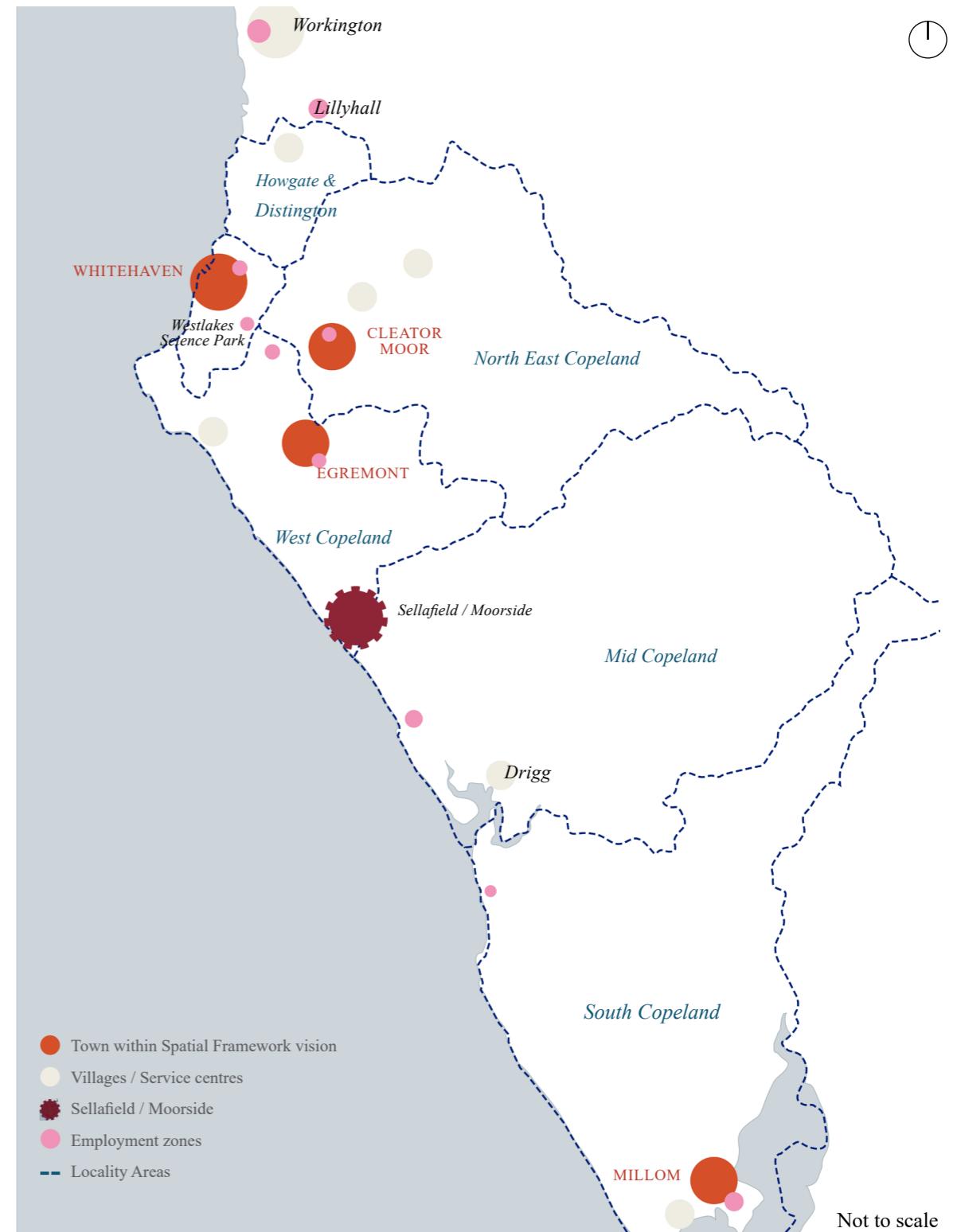


Fig. 4. Growth context

## Movement context

Transport connections in Copeland follow a north-south corridor along the coast, focussed around the A595 which links the main towns, Sellafield / Moorside and towns in neighbouring boroughs.

Cleator Moor lies approximately 2 miles east of the A595, and is connected to it by the A5086. It is connected more directly to Whitehaven by the B5295.

The Cumbria Coast railway line links Whitehaven and Millom with Sellafield, however Cleator Moor and Egremont are not directly linked by rail. The towns are also linked by local bus services.

The national cycle network connects Cleator Moor, Egremont, Whitehaven and Sellafield, as well as providing onward connections to the north along the 'Hadrian's' route and to the east along the 'Coast to Coast' (C2C) route.

Copeland's towns are well connected to the Lake District National Park. The fringes of the National Park are easily accessible on foot from Cleator Moor.

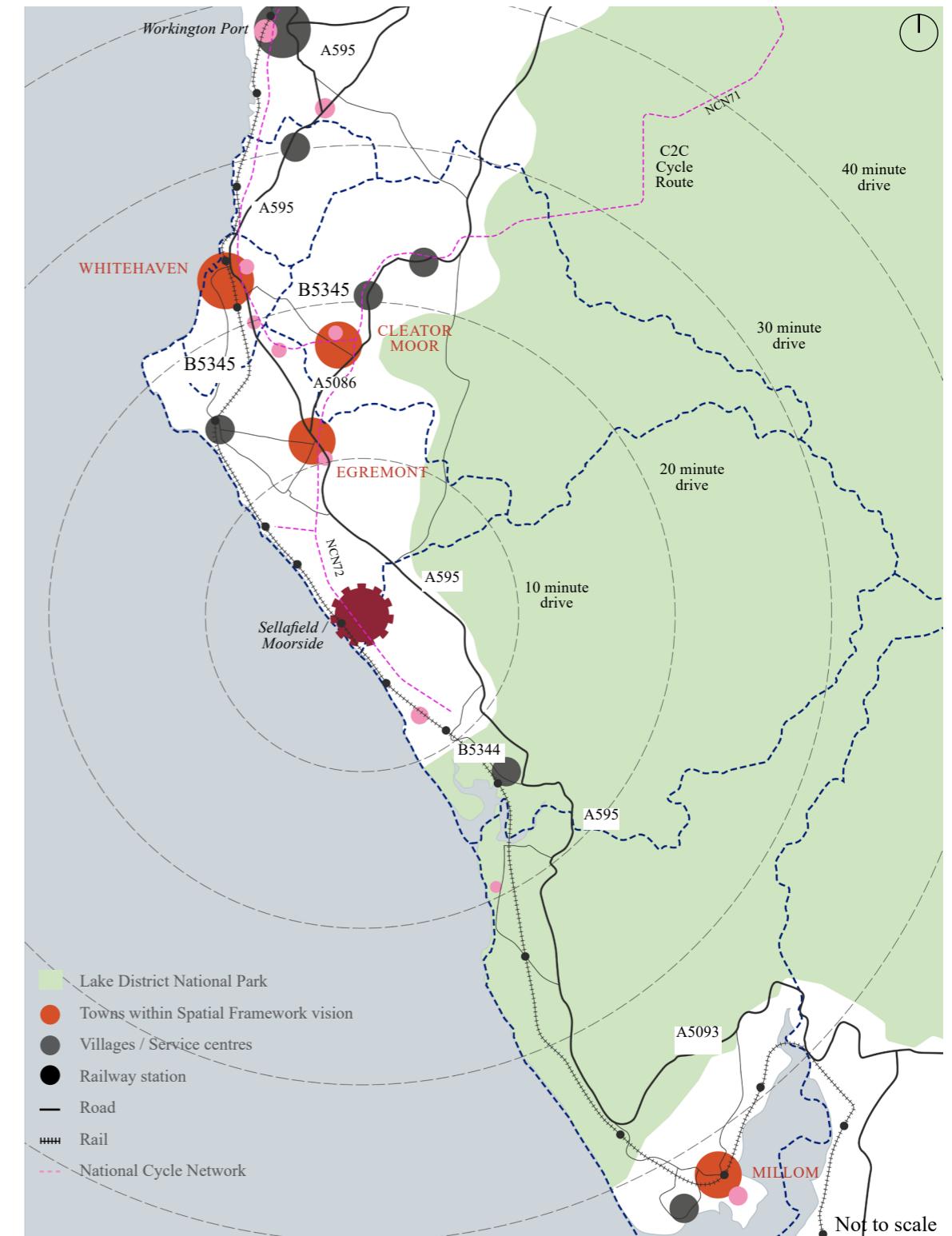


Fig. 5. Movement context



2

EMERGING VISION  
OBJECTIVES



Fig. 6. Aspirational images

- ① Promoting outdoor tourism and access to the fells
- ② Improving landscape quality and creating places for children
- ③ Enhancing the town square as a social space for the town
- ④ Employment developments generating new jobs in high skill growth sectors
- ⑤ High quality contemporary housing in a green setting
- ⑥ Creating distinctive, modern facilities for sports and recreation

## EMERGING VISION OBJECTIVES



For Cleator Moor to become a contemporary market town which celebrates its sporting heritage we will:

- 1** Support a diversified range of employers within the town and improve residents access to employment, training and career opportunities.
- 2** Provide a range of high-quality housing for all ages and budgets budgets including the regeneration and improvement of social housing stock.
- 3** Support community health and wellbeing through design of open space and the built environment, provision of recreational and health facilities, and influencing how people move around.
- 4** Enhance the quality of the conservation area and public realm and promote the animation of outdoor spaces, in particular the town square.
- 5** Create a welcoming and high-quality visitor experience and a vibrant tourist economy, which realises the potential of the town's proximity to the Lake District National Park and position on the C2C cycling and walking routes.
- 6** Encourage an attractive and vibrant town centre with a range of retail, services and leisure uses, which reinforces the town's role as a key service centre.
- 7** Expand footpath and cycle networks and promote sustainable and active travel, countryside access and leisure tourism.
- 8** Ensure that a high standard of urban and landscape design are met in all new development.
- 9** Enhancement of heritage assets.

## SPATIAL CONCEPTS

The Spatial Framework sets out four spatial concepts which will help to guide the location and requirements of proposed development and projects.



### Reshaping the town

- Reshaping the town with a stronger focus on the town centre.
- Developing new residential areas within walking distance of the town centre, supporting town centre retail and facilities.
- Creating new routes and enhancing approaches into the town centre from the north-east and south-west.
- Repairing and replacing dilapidated land and buildings adjacent to the town centre.
- Resisting development which exacerbates the linear nature of the town.

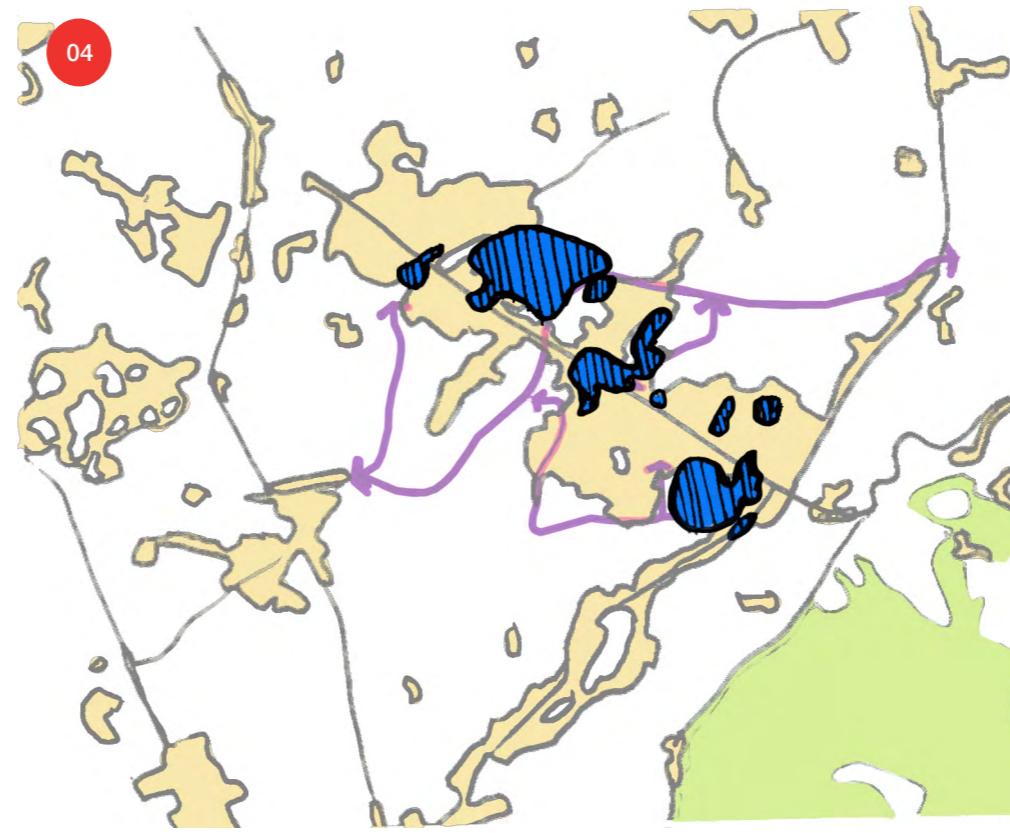
### Revitalising green spaces

- Reinventing existing playing fields as parkland to be integrated with the built environment, incorporate attractive landscape and provide a range of facilities and attractions.
- Reclaiming under-used, or dilapidated land, as public open space with play facilities in areas of the town which are currently underserved.
- Creating new footpath and cycle links, allowing more flexible use of spaces and improving the movement network.
- Facilitating improved countryside access from the town, to Dent Fell and Ennerdale, and creating localised walks and new access points along the C2C cycle route.
- Enhance connection to Longlands Lake.



### Reclaiming Main Street

- Reducing traffic speed along the B5295 and A5086.
- Introducing physical traffic calming features such as carriageway narrowing and pinch-points along the route to reduce vehicle speeds.
- Improving the quality of the public realm at key points along the route to reduce the sense of linearity and aid legibility.
- Creating frequent safe crossing points along the length of the street.
- Widening footpaths at key locations.
- Formalising car parking in key locations to tackle pavement parking.



### Refreshing dilapidated sites

- Identifying the most significant brownfield sites for residential redevelopment.
- Creating a strategy for comprehensive redevelopment of vacant land at Leconfield Industrial Estate.
- Reinventing neglected open space as parkland environments.
- Identifying poor-quality plots for small-scale interventions such as community landscape schemes.

## CROSS-CUTTING INITIATIVES

The Spatial Framework and proposals for change in key areas are supported by four cross-cutting initiatives. The four initiatives will deliver benefits to Cleator Moor community, its economy and the local environment.

### CLEATOR MOOR WELCOME

- Creating new gateway areas at key intersections to the town.
- Improving environmental quality of approach routes to the town centre.
- Improving wayfinding and local information availability.
- Establishing a visual identity that reinforces the town's character.
- New gateway areas on cycle and walking routes into the town.
- Integrating Green Infrastructure strategy with gateway design.

### EXPERIENCE CLEATOR MOOR

- Improving the quality and range of services in the town including retail leisure.
- Seeking opportunities to facilitate new visitor attractions and leisure and recreation destinations.
- Improving existing outdoor sports and leisure provision filling identified gaps (e.g. cycling, playing fields, walks to National Park and sports clubs).
- Activating outdoor public spaces, streets and river for health and leisure use.

### CONNECTING CLEATOR MOOR

- Reconnecting the north and south of the town across the High Street and Ennerdale Road.
- Reducing the impact of through traffic by enhancing green areas along the road to reduce noise and reducing speeds.
- Making the town centre more pedestrian, cycle and public transport friendly through public realm design and traffic calming.
- Creating a more legible and improved walking network enhancing public rights of way, pedestrian connections in the town and routes to green spaces and surrounding neighbourhoods.
- Improve the legibility and quality of the cycle path network and key routes promoting the National Network and local commuter routes.

### CLEATOR MOOR GREEN CHAINS

- Linking green infrastructure assets via walking and cycling routes and promoted trails that connect destinations, attractions, viewpoints, landmarks for outdoor activity and leisure.
- Green spaces as a resource for residents to enjoy river walks, parks and landscaped streets.
- Enhancing existing green infrastructure assets and natural habitats.
- Providing opportunities for new green spaces including enhancements to Longlands Lake.
- Improvements and new visitor facilities (e.g. parking, picnic and play areas).
- Increasing street trees on the Ennerdale Road, Civic Centre and approach roads.

# 3

## SPATIAL FRAMEWORK

## SPATIAL FRAMEWORK

### Emerging Areas of Change

Four emerging ‘Areas of Change’ have been identified in Cleator Moor where opportunities exist for significant change within the town.

The Spatial Framework identifies opportunities within each area, showing locations for potential developments and other projects, and setting out broad development principles where appropriate.

The extent of proposals explores potential for growth above and beyond Local Plan requirements, providing a range of development and regeneration options and providing scope for increased development over a longer time period.

Proposals are informed by analysis of existing conditions and context. This information can be found in the accompanying Cleator Moor Baseline Report.

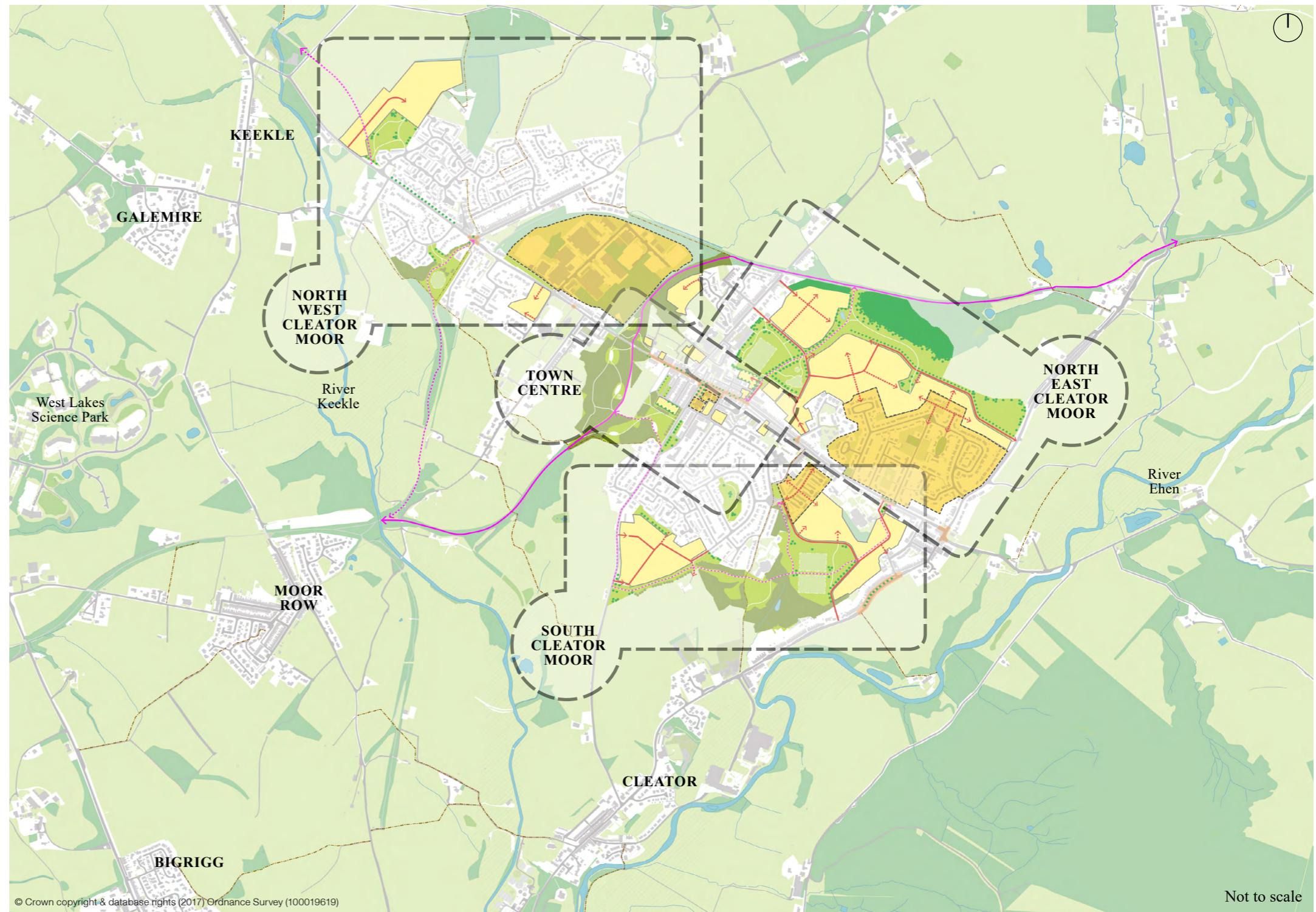
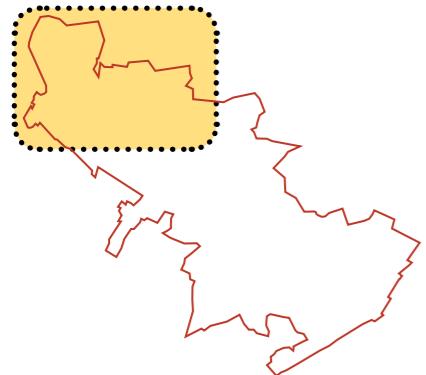
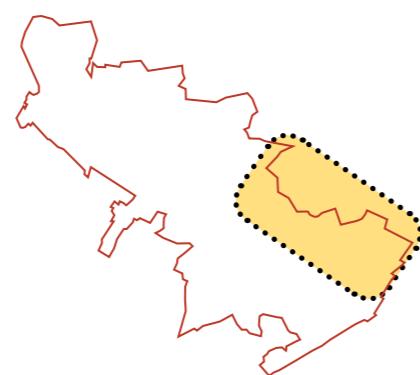


Fig. 7. Areas of Change



1. North West Cleator Moor



2. North East Cleator Moor



3. South Cleator Moor



4. Cleator Moor Town Centre



The north western area of Cleator Moor offers the opportunity for residential growth and rebalancing of the housing offer, enhancement of the existing Leconfield Industrial Estate and provision of new public open spaces.



The north eastern area of Cleator Moor offers an opportunity for a substantial growth area, improved sports and recreation facilities, new connections with the C2C and improvement to existing residential areas.



The southern area of Cleator Moor offers opportunities for redevelopment of the former Secondary School site, improved access to open space, and stronger connections with the village of Cleator.



The town centre offers opportunities to create a regenerated urban environment, with new community facilities, an expanded retail offer and improved public realm. Opportunities exist to create a stronger connection with the C2C route, exploiting potential for cycling tourism.

## NORTH WEST CLEATOR MOOR

### Introduction

The north western residential area of Cleator Moor is disconnected from the town centre by the Leconfield Industrial Estate and the neighbouring swathe of woodland.

The area has a mixed character including rows of Victorian terraced houses, mid-C20th social housing and more modern suburban housing, including the Mill Hill development which is currently under construction.

The Crown is a notable landmark building within the area, situated at the junction of Whitehaven Road and Bowthorn Road.

The B5295 provides the main route through the area, but creates a traffic dominated environment which is unattractive for pedestrians.

Leconfield Industrial Estate and Crossfield Garage represent underused or dilapidated sites. Substantial vacant sites exist within the industrial estate, offering opportunities for comprehensive redevelopment. This area of Cleator Moor has a lack of accessible open space and play facilities.

Sites around Mill Hill have extant planning permission, and are identified within the Local Plan site allocation process.

Leconfield Industrial Estate is identified in the Local Plan as a possible employment allocation.



Fig. 8. North West Cleator Moor

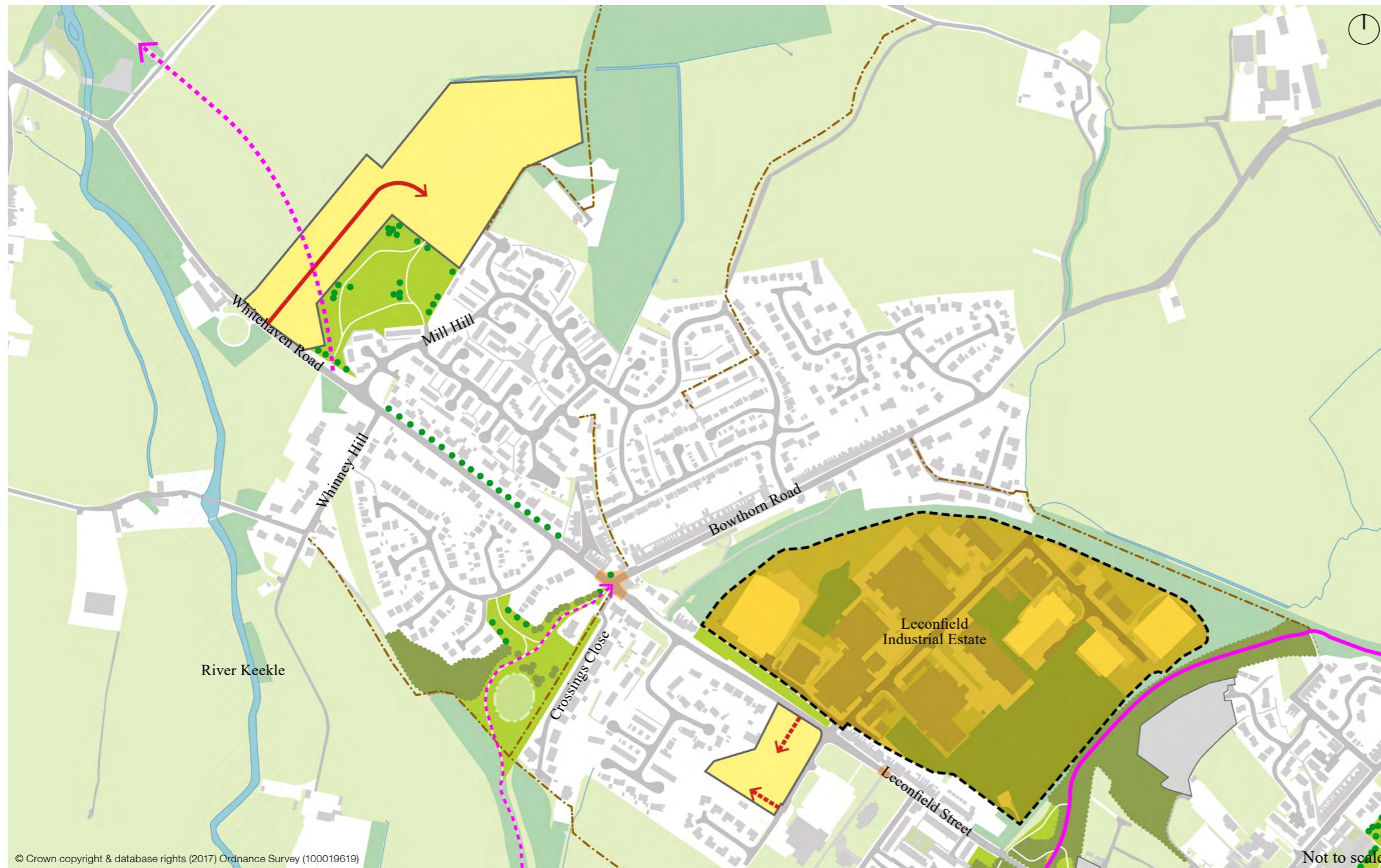


Fig. 9. North West Cleator Moor Development Framework

Potential development area	Existing trees / woodland	Potential footpaths	Residential
Potential urban renewal programme	Potential new / enhanced green space	Potential cycle path	Destination Play space
Potential new / enhanced public realm	Existing public footpath	Potential main route / access	Employment
		Potential secondary route / access	

## Framework and land use

The framework proposes limited residential expansion to the north west of the town, allowing for the completion of proposed residential development at Mill Hill, alongside potential smaller scale infill development at Crossfield Garage, provided an improved environment on Leconfield Street.

Vacant land at Crossings Close creates public open space, addressing a lack of children's play facilities in this area and creating an attractive gateway into the town from surrounding footpaths.

Potential exists to create a new footpath and cycle route on the former railway line to the north-west, enhancing access to the surrounding countryside.

Public realm improvements along Whitehaven Road including street tree planting and cycling facilities.

Leconfield Industrial Estate provides space for new industrial units, including nuclear supply chain businesses, with potential for comprehensive site redevelopment to create a more attractive location.

Fig. 10. Land Use



## NORTH EAST CLEATOR MOOR

### Introduction

The north eastern area of the town includes residential areas around Birks Road and at Keir Hardie Avenue, located to the north of the B5295 and close to the town centre.

These residential areas are separated by a swathe of undeveloped land which lies directly adjacent to the town centre. This includes areas of unmaintained land surrounding the Copeland Bowls & Sports Centre and a King George's Field sports pitch as well as agricultural fields.

This area has a disjointed character, with numerous disconnected streets and sporadic backland developments. The sports facilities do not relate well to the town and are accessed via a narrow back lane. National Cycle Route 71 skirts the northern edge of the area but there are a lack of connections into the town.

Keir Hardie Avenue and surrounding streets have an early post-war suburban housing estate character. However, many houses have been demolished in recent years, leaving vacant plots and gaps in the streetscene. The estate is subject to redevelopment as part of Home Group's estate regeneration strategy.



Fig. 11. North East Cleator Moor



Fig. 12. North East Cleator Moor development framework

Potential development area	Existing trees / woodland	Potential footpaths	Residential
Potential urban renewal programme	Potential new trees / woodland	Potential cycle path	Leisure / Community
Potential new / enhanced green space	Existing public footpath	Potential main route / access	Car Parking
Potential new / enhanced public realm	Existing cycle path	Potential secondary route / access	Retail

## Framework and land use

The framework proposes a substantial residential growth area for around 450 homes, infilling the gap to the east of Birks Road and providing essential connectivity between adjoining residential areas and the town centre, and helping to integrate new parkland areas with strong urban frontage.

Refurbishment of the Bowls & Sports Centre would create high-quality indoor community and sports facilities in a distinctive landmark building. Outdoor sports and play facilities, accommodated within an attractive parkland environment, would create an attractive leisure destination within the town and help to create a gateway into the north east growth area.

Green corridors within this area would allow for new cycle connections between the town and the cycle route in the north, and completes the northern section of a town circular walk.

Housing renewal around Keir Hardie Avenue enhances existing affordable housing stock and creates opportunities for new connections with the proposed residential development.

Fig. 13. Land use



## SOUTH CLEATOR MOOR

### Introduction

The southern area of the town consists of residential areas to the south of the B5295 and the countryside gap to the south which separates the town from the village of Cleator.

The existing residential areas in the south of the town have a post-war suburban housing estate character with some areas of variable environmental quality.

This area includes the site of the former secondary school on Ennerdale Road which is now vacant, as well as the neighbouring dilapidated playing fields, and adjoining areas of open land and woodland.

A public footpath links from the southern edge of this area to the village of Cleator, passing through woodland at Bighill Community Park and providing a route to 'The Grotto'.

Priory Drive and surrounding streets have a post-war social housing estate character. The estate is subject to redevelopment as part of Home Group's estate regeneration strategy.



Fig. 14. South Cleator Moor



Fig. 15. South Cleator Moor development framework

Potential development area	Existing trees / woodland	Potential footpaths	Residential
Potential urban renewal programme	Potential new trees / woodland	Potential cycle path	
Potential new / enhanced green space	Existing public footpath	Potential main route / access	
Potential new / enhanced public realm	Existing cycle path	Potential secondary route / access	

## Framework and land use

The framework proposes strategic residential growth totalling around 300 homes on sites at Cleator Gate and at the former Secondary School, within easy walking distance of the town centre. Development enjoys panoramic views into the Lake District National Park.

Development consolidates and enhances existing recreation fields, creating an attractive parkland setting. New footpaths through this area help to complete the southern section of the town circuit walk.

Public realm enhancement on Ennerdale Road creates an enhanced pedestrian environment on a key route through the town and attractive gateway to new residential development areas. Enhancement of public realm at Trumpet Terrace addresses an existing poor quality environment at a key gateway.

Housing renewal around Priory Drive enhances existing affordable housing stock and creates new connections with the proposed residential development.

Fig. 16. Land use



## CLEATOR MOOR TOWN CENTRE

### Introduction

The town centre comprises the area around High Street, the town square and surrounding open spaces and woodland.

The town square and historic public buildings, including the former town hall and Carnegie Library, are key features of the town centre. Most of the town centre falls within a conservation area, and there are a number of listed buildings.

A series of sculptures by the local artist Conrad Atkinson are located to the rear of the library.

The main retail area is located along High Street with a second key area around town square, which includes the Civic Hall, the Phoenix Enterprise Centre (PEC). Numerous small public car parks are located around the town centre including Cragg Street, Jacktrees Road, Market Street and town square.

A swathe of woodland and open space bisects the town leading up to the iconic Phoenix Bridge on Leconfield Street. This area incorporates an equipped play area on Jacktrees Road.

The C2C cycle route passes close to the town centre through the adjacent woodland, along the route of a former railway line. There are a number of footpaths connecting the C2C route into the town centre.

Many vacant sites and buildings exist within the town centre, alongside poor quality public realm, contribute to a dilapidated character at the heart of the town, but offer opportunities for redevelopment.



Fig. 17. Cleator Moor Town Centre



Fig. 18. Town Centre development framework

- |                                       |                                |                                    |
|---------------------------------------|--------------------------------|------------------------------------|
| Potential development area            | Existing trees / woodland      | Potential footpaths                |
| Potential building improvement        | Potential new trees / woodland | Potential cycle path               |
| Potential new / enhanced green space  | Existing public footpath       | Potential main route / access      |
| Potential new / enhanced public realm | Existing cycle path            | Potential secondary route / access |

## Framework and land use

The framework proposes public realm-led regeneration of the town centre, alongside targeted improvement and re-use of public buildings and innovative re-use of derelict sites.

Public realm improvements to High Street create pedestrian focussed environment, and a more attractive location for public life, community events and local retail.

New community hub uses within the historic public buildings help to create stronger active edges surrounding the town square.

Provision of low-cost, ‘meanwhile’ buildings on provide flexible units for retail start-ups and community enterprise, tidying up derelict edges to the centre.

A proposed ‘cycle hub’ creates a link between the C2C route and the town centre and provides easy access to cycling for local residents and visitors.

Fig. 19. Land use



## URBAN DESIGN PRINCIPLES

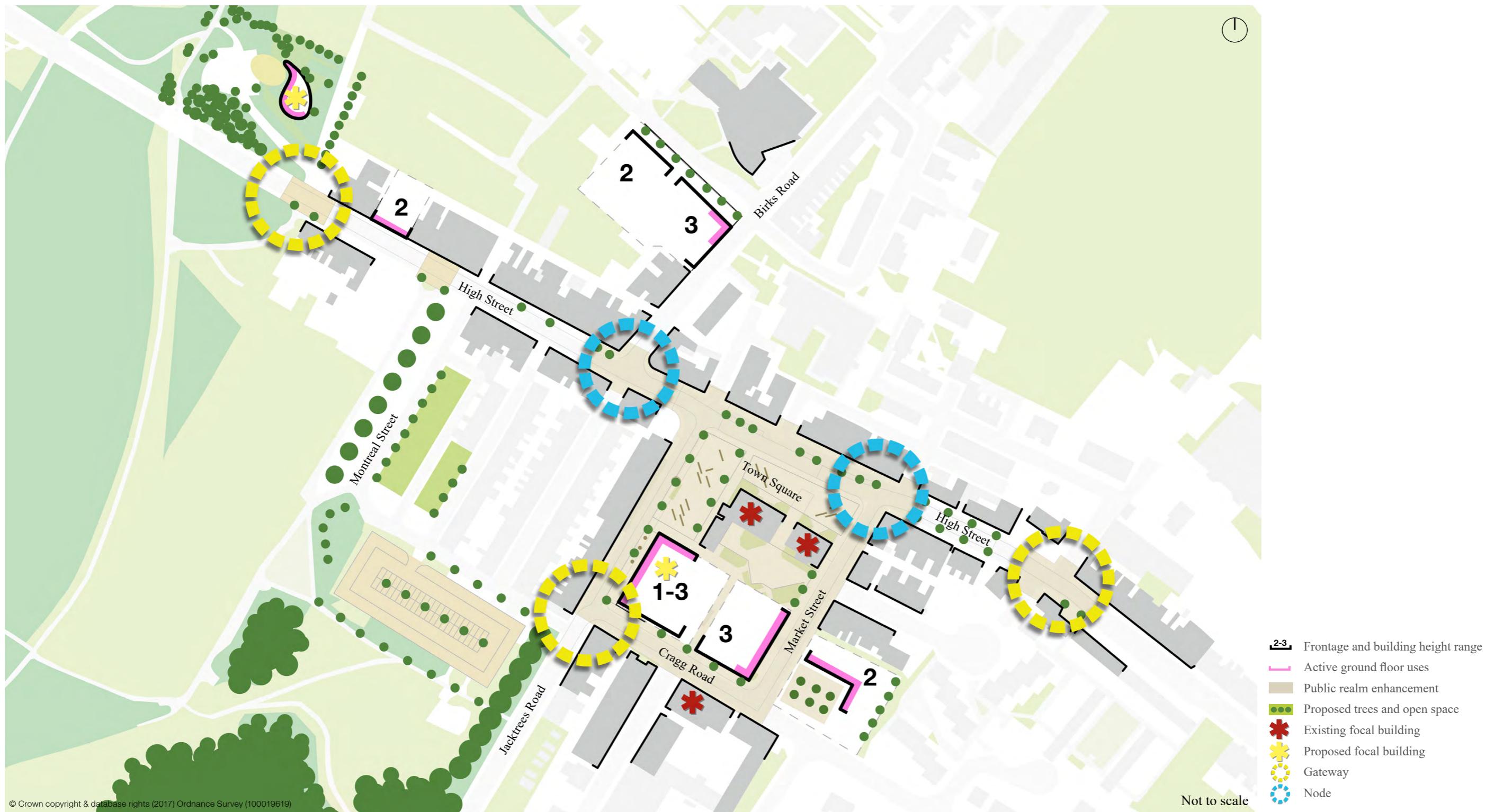


Fig. 20. Urban design principles

## Town Square public realm enhancement

Creation of a high quality public space for street life, markets and other events. Street trees, benches, public art and feature lighting help to create an attractive environment. Relocation of Conrad Atkinson sculptures to a more prominent location within the square.

Re-use of public buildings on the square with new public and community hub uses helps to create strong and active edges with potential for a new café which could open out into the public spaces.

Car parking to be removed from square where possible, with additional car parking to be provided in the Jacktrees Road car park.

## High Street streetscape enhancement

Improvement to the existing streetscape to create a more pedestrian friendly environment, with potential ‘shared space’ treatment and traffic management. On-street car parking removed where possible to provide wider footpaths, creating space for street trees and furniture.

‘Gateway’ features to be provided at either end High Street.

## Civic Hall

Potential reconfiguration, extension or rebuilding of the Civic Hall to create a more distinctive landmark building with presence on the town square and active frontage.

Frontage is up to 3 storeys in height and designed to be considerate in its relationship with the neighbouring listed buildings.

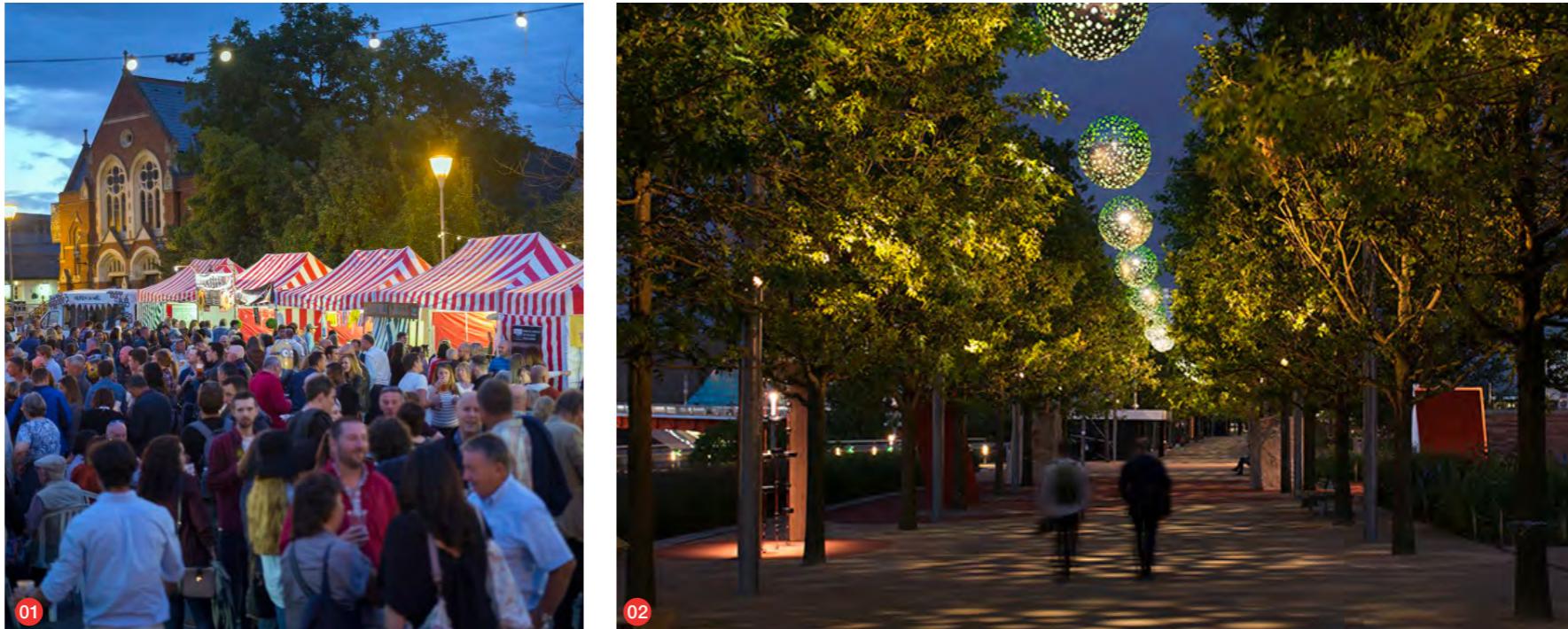


Fig. 21. Aspirational images

- ① Activating the town square with markets and cultural events
- ② Lighting as a distinctive feature
- ③ Creating high quality space for pedestrians

## C2C Cycle Hub

A new cycle hub, including a cafe, bike hire and repair centre, creates a new and well defined connection between the town and the C2C cycle route. The hub consists of a distinctive pavilion structure, which is visible from the main road and the cycle path, and includes outdoor seating and play / activity areas.

## Meanwhile Enterprise Centre

Re-use of dilapidated land on Crag Street to create a location for community enterprise within temporary structures, creating a distinctive and low cost restoration of the site.

## Town Centre Infill Development

Redevelopment of gap sites on High Street and Birks Road help create a sense of continuity and enclosure within the urban environment, with strong street edges and active ground floor uses where appropriate.

## Jacktrees Road Car Park

Expanding car park on Jacktrees Road replaces existing dilapidated land and creates a more attractive edge to neighbouring parkland. Car park includes soft landscape and pedestrian access to the park.

The car park facilitates tighter management of parking within the town centre, including removing car parking from the town square and reducing on-street car parking.

## Community Landscapes

Provision of opportunities for community groups to manage and improve dilapidate areas of land on the fringes of the town centre, which are unlikely to be viable for future development.



Fig. 22. Aspirational images

01 A landmark for the town and stopping point on the C2C

02 Temporary structures for meanwhile uses and community enterprise

# A

## CONSULTATION SUMMARY

## Consultation Summary

A stakeholder engagement event was held with members of RNEC and Cleator Moor Town Council in February 2017.

Feedback from this workshop was captured and has helped to shape the emerging Spatial Framework.

A number of themes emerged from the discussions including:

- Importance placed on Cleator Moor's legacy as an historic industrial town which is represented in its art work, green spaces and buildings within the town;
- The commercial success of the Phoenix Enterprise Centre and the role it plays in maintaining vibrancy in the town centre;
- The role played by sports clubs including Cleator Moor Celtics, Wath Brow Hornets and Cleator Cricket Club in local identity and community;
- The high quality and accessibility of the surrounding natural environment.

Potential areas of growth and opportunities for regeneration were discussed, including:

- Potential to promoting the town as a location for sports and leisure tourism, including for cycling, fell running and high quality public sports facilities;
- Challenge absentee commercial landlords and bring spaces back into use;
- Opportunities to utilising public buildings more effectively;
- The need for better town centre management; and
- An existing lack of high quality play facilities in the town.

Challenges to potential growth and regeneration were identified, including:

- The role of absentee landlords and unrealistic commercial rents in limiting retail entrepreneurship in the town centre and creating vacancy;
- The extent of historic mining activity in the town and the unknown impact of this on potential development sites; and
- The potential for public opposition to development of greenfield sites.

The initial Areas of Change set out in the emerging Spatial Framework were discussed, with the following comments gathered:

- Expansion of the town through new residential development was broadly supported, although concerns were raised around the risk of coalescence with Whitehaven to the north west;
- Enhancement of town centre public realm was well supported, with a need for additional indoor community and events spaces highlighted;
- The reuse of vacant buildings was supported, with potential to create 'managed workspace' available to small 'starter' retail businesses; and
- The principle of a green network with circular walks, enhancing footways, cycle paths and countryside connections, was supported. The potential to incorporate trim trails and sculpture trails within woodland areas was supported.



Fig. 23. Images from consultation



