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Settlement Hierarchy & Development Strategy Paper Update

Copeland Local Plan Publication Draft

Copeland Borough Council
January 2022

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1. Introduction

- 1.1.1 Copeland Borough Council is in the process of producing a new Local Plan for the period 2021 to 2038. This will replace the current Core Strategy and Development Management Policies document 2013-2028. The Local Plan will include strategic and development management policies and will identify specific sites for development.
- 1.1.2 Copeland is predominately a rural borough, two thirds of which is covered by the Lake District National Park. The new Local Plan relates to the parts of the borough outside the National Park.
- 1.1.3 In accordance with the National Planning Policy Framework (NPPF), Local Plans must support sustainable development and meet identified housing needs as a minimum. Producing a development strategy, based upon a settlement hierarchy, is a useful way of identifying the most sustainable parts of the Borough for development.
- 1.1.4 This document introduces the hierarchy and strategy within the Local Plan Publication Draft and explains how both have been developed.

2. Work to date

- 2.1.1 In 2020 the Council reviewed the strategy and hierarchy in the Core Strategy¹ to see how closely it aligned with the latest National Planning Policy Framework (NPPF).

¹ Further details regarding the Core Strategy review can be found in the previous Strategy Papers.

- 2.1.2 Consideration was also given to how well the strategy and hierarchy supported new Council Strategies such as the Copeland Vision and Prospectus 2020 and whether it addressed the key issues and challenges facing the borough as highlighted in the most recent evidence.
- 2.1.3 The findings of the reviews² indicated that a new hierarchy and strategy were required and a Settlement Hierarchy and Development Strategy paper was produced to identify potential options and inform the Local Plan Preferred Options Draft.
- 2.1.4 An update to the Strategy Paper was produced in September 2021 to support the pre-publication consultation on the Local Plan. This identified a revised strategy and hierarchy that was informed by responses made during the Preferred Options consultation and more recent evidence, including the latest village services survey carried out in June 2021 and the Strategic Housing Market Assessment Update 2021.
- 2.1.5 This document is the second update which supports the Local Plan Publication Draft. The strategy and hierarchy has been revised since the September version to take into account comments made during the pre-publication consultation.

3. Why do we need a development strategy?

- 3.1.1 Legally, Local Plans must be prepared with the objective of contributing to the achievement of sustainable development³.

² referred to from hereon in as the Strategy Paper.

³ Section 39(2) of the Planning and Compulsory Purchase Act 2004

This means achieving and balancing economic, social, environmental objectives.

- 3.1.2 This is reflected in the NPPF 2021, paragraph 11, that includes a presumption in favour of sustainable development. For plan making this means that Local Plans should *“promote a sustainable pattern of development that seeks to: meet the development needs of their area; align growth and infrastructure; improve the environment; mitigate climate change (including by making effective use of land in urban areas) and adapt to its effects;”*.
- 3.1.3 Councils must therefore consider what is sustainable in terms of *where* development is directed to (the hierarchy) and *how much* is delivered (the strategy).
- 3.1.4 In order to be found sound Local Plans must be positively prepared, justified, effective and consistent with national planning policy.
- 3.1.5 The following table shows the settlement hierarchy and development strategy. It has been **positively prepared** as it helps deliver sufficient development to meet needs and support economic growth. It is **justified** as it is based on the most up-to-date evidence available and **effective** as it is supported by evidence such as the housing trajectory and Employment Land Availability Study (ELAS) that demonstrates its deliverability. It also accords with the NPPF as set out in the previous Strategy Papers.

3.1.6 The hierarchy and strategy also support the aims identified in the previous Strategy Papers as they:

- Enable sustainable development, reducing the need to travel and reducing impacts upon climate change
- Are aspirational but deliverable
- Retain focus on developing the Borough’s towns and ensuring that regeneration efforts (many of which are publicly funded) are not undermined
- Support an appropriate level of development within sustainable rural settlements to support rural services and communities, whilst avoiding isolated developments in the open countryside
- Provide an attractive offer to developers making Copeland a place people want to build and live in
- Encourage opportunities for social interactions, strengthening community cohesion and reducing social isolation
- Support other Council Documents such as the Corporate Strategy 2020-2024, Copeland Vision and Prospectus for Growth 2020 and the Copeland Housing Strategy 2018-2023.

Table 1: Settlement Hierarchy and Development Strategy

Hierarchy of Settlement	Definition	Employment	Retail	Housing Targets (basic requirement of 2482 net additional dwellings and total growth figure of 3400 net additional dwellings*) 2021-2038	Settlements	Settlement services score ⁴⁵
Local Plan Policy	Policy DS3PU	E2PU	R2PU	H4PU	DS3PU	N/A
Key Evidence	Full Evidence Base	EDNA/ELAS	Retail Study	SHMA/Housing Needs Study/SHLAA		
Principal Town	<p>The largest settlement in terms of population by a considerable margin with the broadest range of day-to-day services including the West Cumberland Hospital, a number of secondary schools and an extensive choice of convenience and comparison goods stores and employment opportunities. Well connected to neighbouring Boroughs by public transport.</p> <p>The town will continue to be the primary focus for new development in the borough (town centre, retail, employment and</p>	<p>A range of employment types including:</p> <ul style="list-style-type: none"> • Expansion of existing businesses • New start-ups and incubator facilities • Digital businesses • Improvements and expansion of the existing tourism offer • Creation of new tourism opportunities 	Principal focus of new and enhanced retail, neighbourhood facilities and other main town centre uses (as defined in the National Planning Policy Framework) in Copeland	<p>40%</p> <p>993 net additional dwellings</p> <p>*1360 net additional dwellings minimum</p>	Whitehaven	N/A

⁴ Scores are not given to the towns due to the large number and type of services they contain. Town Centre surveys are however carried out annually.

⁵ See Appendices B and C for more detail regarding the settlement services scoring

Settlement hierarchy & Development Strategy Paper Update

Hierarchy of Settlement	Definition	Employment	Retail	Housing Targets (basic requirement of 2482 net additional dwellings and total growth figure of 3400 net additional dwellings*) 2021-2038	Settlements	Settlement services score ⁴⁵
	housing), with large scale housing extensions, windfalls and infill development.					
Key Service Centres	<p>The Borough's towns are self-sufficient providing a wide range of services, including convenience and comparison stores, employment opportunities, schools and healthcare. They also act as service hubs for nearby villages.</p> <p>The focus will be for town centre developments, employment development and medium scale housing extensions, windfall and infill development.</p>	<p>A range of small and medium scale enterprises including:</p> <ul style="list-style-type: none"> • Expansion of existing businesses • New start-ups and incubator facilities • Digital businesses • Improvements and expansion of the existing tourism offer • Creation of new tourism opportunities 	<p>Convenience and comparison shopping, and a range of other services to serve the settlement and surrounding communities</p>	<p>30% combined</p> <p>745 net additional dwellings</p> <p>*1020 net additional dwellings minimum</p>	Cleator Moor	N/A
					Egremont	N/A
					Millom	N/A
Local Service Centres	<p>These centres have a supporting role to the Borough's towns containing a broad range of services. Settlements operate independently to meet day</p>	<p>Small scale economic opportunities including:</p> <ul style="list-style-type: none"> • Conversion and re-use of existing buildings • Improvements and upgrade of existing 	<p>Principally concerned with the sale of food and other convenience goods, and the provision of services to serve the settlement in</p>	<p>17% combined</p> <p>422 net additional dwellings</p>	Arlecdon & Rowrah	15
					Cleator (forming cluster with Cleator Moor)	11

Settlement hierarchy & Development Strategy Paper Update

Hierarchy of Settlement	Definition	Employment	Retail	Housing Targets (basic requirement of 2482 net additional dwellings and total growth figure of 3400 net additional dwellings*) 2021-2038	Settlements	Settlement services score ⁴⁵
	<p>to day needs or as a well-connected cluster, linked to a neighbouring town or village of a similar scale by a frequent public transport service and/or safe pedestrian routes a mile or less in length.</p> <p>The focus will be to support the retention and small scale growth of existing services and businesses. Development will be focussed on existing employment allocations, moderate housing allocations, windfall and infill development</p> <p>Villages that scored 15 points or more in the Village Services Survey June 2021 or that form a cluster with a larger settlement</p>	<p>buildings and employment sites</p> <ul style="list-style-type: none"> • Improvements and expansion of the existing tourism offer • Creation of new tourism opportunities 	which they are located or clustered with	*578 net additional dwellings minimum	Distington & Common End	20
					Frizington	23
					Haverigg	17
					Seascale	24
					St Bees	22
					Thornhill	16
Sustainable Rural Villages	Settlements which offer a limited number of services but which could support a	Small scale economic opportunity linked to:	Small scale retail and services appropriate to villages that will support	10% combined 248 net additional dwellings	Beckermest	11
					Bigrigg	13

Settlement hierarchy & Development Strategy Paper Update

Hierarchy of Settlement	Definition	Employment	Retail	Housing Targets (basic requirement of 2482 net additional dwellings and total growth figure of 3400 net additional dwellings*) 2021-2038	Settlements	Settlement services score ⁴⁵
	<p>limited amount of growth to maintain communities.</p> <p>The focus will be to support the retention and small scale growth of existing services and businesses. Smaller scale housing allocations and Whitehaven Commercial Park for employment development.</p> <p>Villages that scored between 10 and 14 points in the Village Services Survey June 2021</p>	<ul style="list-style-type: none"> Expansion of existing businesses Re-use of existing buildings Diversification of existing buildings that provide economic opportunity suitable to the role of a sustainable rural village 	<p>and strengthen local community viability.</p> <p>The emphasis will be the retention of existing provision</p>	*340 net additional dwellings maximum	Drigg	10
					Ennerdale Bridge	11
					Holmrook	12
					Moresby Parks	13
					Moor Row	10
					Lowca	10
					Parton	14
Rural Villages⁶	<p>Smaller settlements which offer one or two key services but which are physically separated from settlements within a higher tier. Public transport and pedestrian links are poor therefore reliance is likely to be on the private vehicle. Limited development would</p>	<p>Small scale economic opportunity linked to:</p> <ul style="list-style-type: none"> Expansion of existing businesses Re-use of existing buildings Diversification of existing buildings that provide economic opportunity 	<p>Small scale retail and services appropriate to villages, that will support and strengthen local community viability</p> <p>The emphasis will be the retention of existing provision</p>	<p>3% combined</p> <p>76 net additional dwellings</p> <p>*108 net additional dwellings maximum</p>	Calderbridge	9
					Hallthwaites	6
					Keekle	7
					Kirkland	6
					Kirksanton	6

⁶ Previously referred to as Other Rural Villages in the Local Plan Preferred Options Draft

Settlement hierarchy & Development Strategy Paper Update

Hierarchy of Settlement	Definition	Employment	Retail	Housing Targets (basic requirement of 2482 net additional dwellings and total growth figure of 3400 net additional dwellings*) 2021-2038	Settlements	Settlement services score ⁴⁵
	<p>enable future housing needs to be met and support existing local services.</p> <p>Existing services will be retained and development will be small scale, and primarily infill and rounding off.</p> <p>Villages that scored between 5 and 9 points in the Village Services Survey June 2021</p>	suitable to the role of a rural village			Summergrove	5
					The Green	6
Open Countryside	Remaining parts of the Copeland Local Plan Area including smaller settlements or areas of sparse development not listed above.	<p>Small scale economic opportunity linked to:</p> <ul style="list-style-type: none"> •Expansion of existing businesses •Re-use of existing buildings <p>Diversification of existing buildings that provide economic opportunity suitable to an open countryside location</p>	N/A	Rural exception sites only	All other settlements within the Copeland Local Plan Area.	N/A
Rural Service Centres in Copeland	Settlements within Copeland but outside the	Please see the Lake District National Park Local Plan for further information regarding this part of the borough.			Gosforth	N/A

Settlement hierarchy & Development Strategy Paper Update

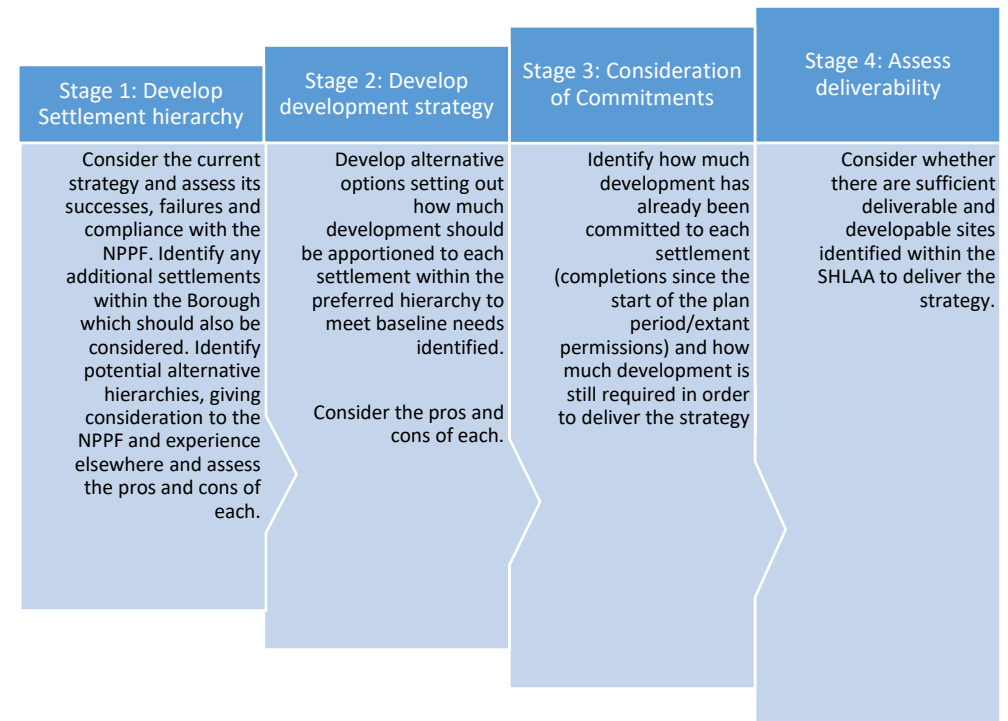
Hierarchy of Settlement	Definition	Employment	Retail	Housing Targets (basic requirement of 2482 net additional dwellings and total growth figure of 3400 net additional dwellings*) 2021-2038	Settlements	Settlement services score ⁴⁵
under the planning jurisdiction of LDNPA⁷ Villages in Copeland under the planning jurisdiction of the LDNPA⁷	jurisdiction of the Copeland Local Plan.				Remaining Part of Ennerdale Bridge Silecroft	

⁷ Within close proximity to the Copeland Local Plan boundary area

- 3.1.7 The hierarchy contains five tiers of settlements and identifies the level of retail, employment and housing that would be supported in each within the relevant policies.
- 3.1.8 The basic housing need and growth figures are taken from the Strategic Housing Market Availability Update 2021. The basic need figure is the housing requirement i.e. the minimum amount of housing that needs to be delivered over the plan period. The growth figure is the level of housing needed to support economic growth identified in the borough over the plan period. This is the figure the Council will plan for over the plan period and is based upon information in the Employment Development Needs Assessment 2021 and SHMA.
- 3.1.9 The key differences between the hierarchy and strategy and the approach in the current Core Strategy are identified in Appendix A. The key differences between this approach and that identified in the Local Plan Preferred Options Draft are set out in Appendices A and D.

4. Methodology

- 4.1.1 The flow chart below shows the stages the Council has followed when developing the settlement hierarchy and development strategy.



4.1.2 Experience and best practice from other local authorities has been considered, with particular focus being given to the settlement hierarchy within Lake District National Park Local Plan as two of settlements cross the boundary with the Park and are partly under the jurisdiction of the National Park Authority.

4.1.3 The settlement hierarchy and development strategy has been reviewed and updated at each stage of the Local Plan process taking into account responses received during each public consultation. This is to ensure both remain up-to-date and accurate.

4.1.4 Each step of the process will now be discussed in turn.

5. Stage 1: Developing a Settlement hierarchy

5.1.1 Whilst it is not a requirement for the Local Plan to contain a settlement hierarchy it is a useful and effective means of identifying the most sustainable settlements within the borough by grouping those with similar features and functions into tiers.

5.1.2 Identifying settlements where development will be supported also helps ensure that planning remains a genuinely plan-led system⁸, which helps provide certainty to both developers and local residents.

Defining settlements

5.1.3 The NPPF does not provide a definition of “settlement” for the purposes of developing a hierarchy. The Council considers a settlement, for this purpose, to be a hamlet, village or town that

has a specific character, form and focus (e.g. nucleated or linear) and is more than a sporadic group of buildings within the open countryside.

5.1.4 The starting point when identifying settlements for inclusion within the hierarchy was the Core Strategy. Settlements contained within the Core Strategy are identified in Appendix A.

5.1.5 Each settlement within the Core Strategy is defined by a settlement boundary and areas outside these boundaries, including smaller rural villages and hamlets are classed as the open countryside. As part of the development of the new Local Plan a review of all settlement boundaries was undertaken. Further information regarding this process can be found in section 6.9.

5.1.6 A mapping exercise was then undertaken to identify if there were any additional settlements that should be considered for inclusion within the hierarchy. A full list of settlements considered can be found in Appendix B.

5.1.7 An additional settlement (Goosebutts) was suggested in response to the Local Plan Issues and Options consultation and has been taken forward as part of the Summergrove settlement.

5.1.8 Where available, appeal decisions have helped inform the list of settlements to include within the hierarchy. For example, Lamplugh was the subject of an appeal in July 2019⁹ where the inspector acknowledged that the settlement was “*a dispersed pattern of development consisting of groups of dwellings within a rural setting*”. The Inspector concluded that “*Due to the dispersed*

⁸ In accordance with para 15 of the NPPF

⁹ App/Z0923/W/19/3225839

nature of Lamplugh, the spread of services and facilities around many settlements and the limited opportunities for travel other than by car, the proposed dwellings would be isolated from services and facilities.” Given this decision, Lamplugh has not been included within the hierarchy and is classed as an open countryside location.

Settlement Clusters

- 5.1.9 As Appendix A shows, a number of settlements are clustered together in the Core Strategy due to their proximity to each other. This recognises that some settlements do not function in isolation.
- 5.1.10 A review of the clusters within the Core Strategy was undertaken to assess whether they still operated as such and whether any new clusters had formed since it was adopted.
- 5.1.11 It was important that clusters are clearly defined. Given the emphasis on sustainable development in national policy and the importance of access to services as demonstrated on appeal, a cluster is now considered to be two or more settlements that share services and are physically well connected to each other by safe and accessible pedestrian links.
- 5.1.12 Safe and accessible pedestrian links are those which have a continuous pavement with street-lighting. The route must also be a reasonable distance, particularly given the fact that the Borough has an aging population.
- 5.1.13 When determining what constitutes a reasonable distance, several national guidance documents were taken into account. These are shown in Appendix E.

- 5.1.14 Planning for Walking is most up-to-date of the three documents listed and suggests a mile is a reasonable distance that people would walk to access services. In order to form a cluster the closest edges of the settlements therefore need to be a mile or less apart.

Public Transport

- 5.1.15 As well as considering pedestrian links, public transport provision was also assessed when identifying settlement clusters.
- 5.1.16 Whilst there are a number of bus services connecting towns and villages, service provision is subject to change therefore a bus link between two settlements was not considered to be enough to define a cluster.
- 5.1.17 The railway line through Copeland is an important link between settlements. Consideration was given to whether the settlement contained a train station, whether the station was *within* the settlement or on the edge of it and how frequently the service stopped there.
- 5.1.18 For example, when considering whether The Green formed part of a cluster with Millom, the rail links were assessed. Whilst there are rail services to and from the village, Green Road Station is

poorly connected to it being over a mile away from the main village with poor pedestrian links¹⁰.

- 5.1.19 Nethertown is also located on the railway line and consideration was given to whether it formed a cluster with Whitehaven. The station however is more than a mile away from the main settlement and access is via an unlit track. A limited number of services stop here (even as a request stop).
- 5.1.20 Given the above both Nethertown and The Green are considered to be standalone settlements and no points have been awarded for either station.

Service Provision

- 5.1.21 The NPPF and recent appeal decisions highlight the importance of locating development close to services and facilities as this reduces the need to travel.
- 5.1.22 Given this, basing settlement hierarchies on the level and type of services each settlement offers is common practice.
- 5.1.23 Previous Local Plan consultation responses highlighted the importance of a range of services including shops and schools, particularly those that provide opportunities for social interaction.

¹⁰ The pavement between the station and the main settlement is only in place for part of the route and is unlit in part.

¹¹ See appendix B

- 5.1.24 A score was awarded for each type of service¹¹ a village¹² has using data from the latest Council's annual Village Services Survey (June 2021).
- 5.1.25 Taking into account good practice elsewhere, key services are weighted more heavily to reflect the fact that they are likely to be accessed by more people on a daily basis and thus have a greater impact on reducing the need to travel, particularly by less sustainable modes of transport.
- 5.1.26 Points were assigned where there was at least one of the specific service; additional points were not given where there were more than one. For example, where the settlement had three convenience stores it would score the same number of points as a settlement which had one.
- 5.1.27 Secondary schools have not been included in the scoring as they are all located within the Borough's towns and therefore travel by car (or school bus) from the rural villages is required.
- 5.1.28 A summary of the services identified within each village and points assigned are shown in the scoring matrix in Appendix B.
- 5.1.29 It is acknowledged that service provision may change over the plan period and the survey provides only a snapshot in time. However, the new Local Plan will contain a policy to protect existing services and provision will be monitored through the Annual Monitoring Report. The Local Plan will also be reviewed at

¹² Given the level of service provision in the Borough's four towns they were not subject to the assessments set out below; Whitehaven is automatically recognised as the Principal Town, with Cleator Moor, Egremont and Millom continuing to be Key Service Centres.

least every 5 years which will provide an opportunity to review the hierarchy and strategy where required.

Table 2: Village Services Scoring Criteria

Service	Points assigned (current approach)
Primary school with capacity ¹³	3
Convenience store	3
Train station within 1 mile of settlement with safe walking route (all services – standard or request stops)	3
Primary school close to or at capacity	2
Community centre/village hall	2
Public house	2
Library	2
Major Employment (industrial park, commercial park or employment allocation) within 1 mile of settlement with safe walking route	2
Frequent bus service to KSC (that runs from morning to evening with a number of options for leaving and returning to the village) ¹⁴	2
Train station within 1 mile of settlement with safe walking route (limited service – standard or request stops)	2
Playgroup/nursery	1
Post office	1
Major Employment (industrial park, commercial park or employment allocation) within 1 mile of settlement but without safe walking route	1

¹³ Greater weight has been given to primary schools which have capacity for additional pupils, as there is no guarantee that additional capacity can be provided which may result in pupils having to travel elsewhere.

¹⁴ It is accepted that rural bus services are prone to cancellation and reinstatement, however there is no guarantee that funding can be made available for new services and current availability data should therefore be used. For this reason, a lower number of points are given for a frequent bus service than a frequent train service as they are more prone to changes.

Service	Points assigned (current approach)
Infrequent bus service to KSC	1
Place of worship	1
Petrol filling station	1
Formal open spaces ((including parks, playgrounds, pitches, village greens, civic spaces)	1
Gym/fitness centre/swimming pool	1
Store (other including former A1, A2, A3 or A5 uses)	1
Doctor	1
Dentist	1
Other community facility (e.g. youth clubs, theatres etc)	1
School hall providing community space where there is no community or village hall (such facilities can be used for public events etc which helps provide space for social interaction)	1

6. Stage 2: Development strategy

- 6.1.1 Once the hierarchy was developed, the next step was to develop a strategy which identifies how much development should be directed to each tier, with the most sustainable tiers at the top of the hierarchy being allocated more development than those at the bottom.
- 6.1.2 The benefit of distributing development by tier or category rather than settlement is that it makes the strategy more flexible and deliverable, for example if a constraint limited the amount of

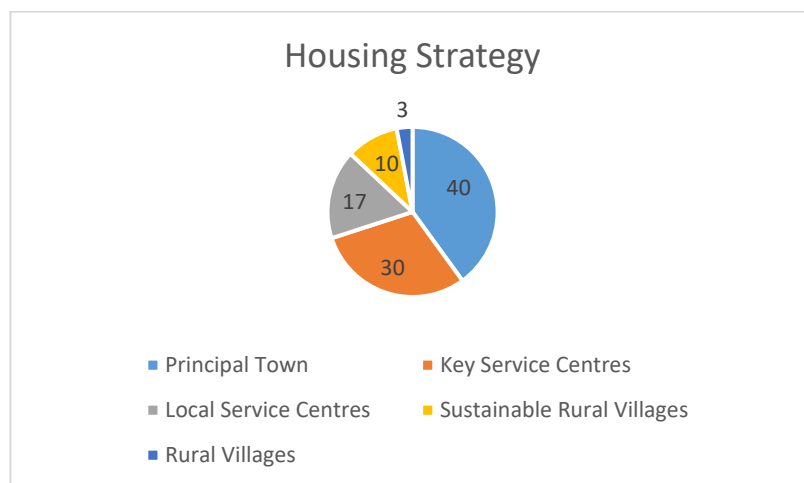
growth in a particular settlement, it can be delivered elsewhere within the tier.

- 6.1.3 A number of alternative development strategies were considered but discounted as the aims of the hierarchy and strategy set out earlier in this document were unlikely to be achieved. Such approaches were also unlikely to result in sufficient sustainable development being delivered to meet identified needs. Alternative approaches considered are set out in the previous Strategy Papers.

- 6.1.4 Appendices A and D highlights the key differences between the development strategy and the versions contained in the Preferred Options Draft.

Housing

- 6.1.5 The overall housing requirement has been reduced from 2533 dwellings in the Preferred Options Draft to 2428 dwellings. This is to reflect the fact that a proportion of the previous figure included an element of housing delivery within the Lake District National Park.
- 6.1.6 The housing growth figure remains the same and sets a target for the delivery of 3400 dwellings over the plan period to support economic growth. The following chart shows how the 3400 dwellings will be apportioned across the tiers in the hierarchy.



- 6.1.7 The strategy continues to direct most development to the Borough's four towns, although the proportion of development directed to Whitehaven is 5% lower than at present under the Core Strategy¹⁵. This is the same figure that was identified in the Preferred Options Draft.
- 6.1.8 The figure for Whitehaven has been reduced to enable the creation of the additional tiers to allow for development to take place in a number of additional villages.
- 6.1.9 The amount of housing development directed to the Key Service Centres remains the same as the Core Strategy and Preferred Options Draft at 30%.
- 6.1.10 The proportion of housing directed to the Local Service Centre tier has been reduced since the Preferred Options Draft was produced. This tier will now provide 17% of homes over the plan period rather than the 20% identified previously. This reduction is required as the number of villages within the tier has fallen from 10 to 8 with two settlements moving down into lower tiers.
- 6.1.11 The Sustainable Rural Village tier will provide 10% of housing over the plan period, an increase from 7% in the Preferred Options Draft. This increase is a result of the number of villages within the tier increasing from 6 to 9 due to the addition of Drigg, Holmrook and Lowca.
- 6.1.12 The Rural Village tier will deliver 3% of housing over the plan period. This remains the same as in the Preferred Options Draft.

¹⁵ The 40% figure was also identified in the Local Plan Preferred Options Draft

6.1.13 The targets quoted are not “ceilings” and additional development within those settlements should be supported where appropriate. Local Plan policies, such as those that protect important open spaces within the village will ensure settlement cramming is avoided, whilst settlement boundary policies will prevent unacceptable sprawl into the open countryside.

6.1.14 A number of alternative approaches were considered and discounted; these are set out within the previous Strategy Papers.

Employment

6.1.15 Employment provision is not apportioned in the same way as housing and is based upon the availability of suitable employment land.

6.1.16 The Employment Development Needs Assessment identifies the overall requirement of 39.9 hectares to support economic growth in the borough. This will be delivered through the protection and expansion of existing employment sites and the addition of new employment allocations.

6.1.17 In terms of additional employment development, the strategy states that the Principal Town will remain the focus for new employment development, with medium to small scale enterprises supported within the Key Service Centres and small scale economic opportunities within the lower tier villages. This reflects the fact that the towns have better infrastructure provision to support employment uses.

Retail

6.1.18 In terms of retail, Whitehaven will continue to be the main focus for new retail developments as the Principal Town.

6.1.19 Additional convenience and comparison shopping facilities would be supported within the Key Service Centres, with small scale convenience provision directed to the lower tiers to support rural communities.

6.1.20 The strategy for the borough in terms of retail has been informed by the Retail and Town Centres Study 2021.

7. Stages 3 and 4

7.1.1 During stages 3 and 4 an assessment of the amount of development committed to each tier (through extant planning permissions and a windfall allowance where appropriate) was undertaken. This then indicated how much more would be required to meet the requirements through new allocations.

7.1.2 The findings of stages 3 and 4 are contained within the Housing Trajectory which forms an appendix to the Local Plan Publication Draft. This demonstrates that there are a sufficient number of deliverable and developable sites to deliver the Local Plan strategy across the plan period.

8. Site Selection

8.1.1 The following paragraphs outline how the draft housing and employment allocations in the emerging Local Plan have been identified and selected.

8.2 Identifying sites for housing

- 8.2.1 Potential housing sites were identified initially through the Strategic Land Availability Assessment (SHLAA) process which began prior to the production of the Local Plan Issues and Options Draft.
- 8.2.2 The Council's latest SHLAA, produced in 2020, can be seen at the following link:
https://www.copeland.gov.uk/sites/default/files/attachme/nts/shlaa_2020.pdf. An update is currently being produced and will be available alongside the consultation on the Publication Draft.
- 8.2.3 The purpose of the SHLAA is to assess the deliverability of sites. National Planning Practice Guidance (NPPG) (para 8) notes that *"the assessment needs to identify all sites and broad locations (regardless of the amount of development needed) in order to provide a complete audit of available land."*
- 8.2.4 Deliverable sites are those that are suitable, available and where development is achievable; this means that there must be a *realistic prospect* of housing being delivered on the site within 5 years. The full definition is available in the NPPF Glossary document¹⁶.
- 8.2.5 Developable sites are those that are in a suitable location for housing development with a *reasonable prospect* that they will

be available and could be viably developed at the point envisaged (in years 6+).

- 8.2.6 Broad locations are larger, strategic areas of search on the edges of settlements. These could be brought forward at a later stage (for example during a Local Plan Review) if it became apparent that there were insufficient specific deliverable and developable sites to deliver the strategy.
- 8.2.7 A number of calls for sites¹⁷ were made where landowners or other interested parties were asked to submit sites for consideration through the SHLAA process. The Council also reviewed all land around existing settlements within the Core Strategy through a mapping exercise. A full list of sources is included in page 5 of the SHLAA.

8.3 Initial sift of sites

- 8.3.1 An initial sift of sites was made in 2019 and the following types of site were excluded from further assessment:
- Sites below a 0.25ha threshold
 - Sites where a minimum of 50% falls within flood zones 2/3, where the remaining area outside of flood zones 2/3 is less than 0.25ha (with the exclusion of town centre regeneration sites that may be acceptable through appropriate design)

¹⁶ <https://www.gov.uk/guidance/national-planning-policy-framework/annex-2-glossary>

¹⁷ 'Call for Sites' were issued in autumn 2008, summer 2009, spring 2011 to inform the Copeland Local Plan 2013-2028: Core Strategy. In addition, there was an opportunity to

submit new sites in response to the Site Allocation Policies Plan Preferred Options consultation in 2015 and in response to the Local Plan Issues & Options consultation in 2019 and Preferred Options Draft 2020.

- Sites within a SSSI, SPA, SAC, Ramsar¹⁸
- Sites within an unsustainable and isolated location away from key services within the open countryside, (development would be contrary to Section 29 of the Planning and Compulsory Purchase Act which states that authorities preparing plans must do so “with the objective of contributing to the achievement of sustainable development” and National Planning Policy.)

8.3.2 Further information on the reasons for this and how the methodology was developed can be found in the SHLAA document.

8.4 Assessing the Suitability of sites

8.4.1 Through the SHLAA process, constraints to delivery on all but the excluded sites were assessed through a combination of desk top studies and site visits by Council Officers. This enabled an assessment of likely suitability of the site and helped identify any mitigation that would be required if the site was taken forward for allocation. Information on the following was gathered and recorded in a SHLAA database:

- Site size, boundaries and location
- Current land use and character
- Land uses and character of surrounding area
- Physical constraints (e.g. access, contamination, topography, natural features of significance, location of

infrastructure/utilities, landscape, including the impact upon the setting of the Lake District National Park, mining history, mineral safeguarding areas etc)

- Potential environmental constraints including the presence of habitats and species, flood risk, geology etc
- Where relevant, development progress (e.g. ground works completed, number of units started, number of units completed).

8.4.2 Consideration was also given to the following key evidence documents and in some cases, this resulted in the site being found unsuitable:

- Strategic Flood Risk Assessment (SFRA 2018)
- Copeland Open Space Study (OSA 2020)
- Draft Copeland Settlement Landscape Character Assessment SLCA (2020)
- EA Flood Maps
- Statutory Consultee Comments (e.g. Highways Authority, Lead Local Flood Authority, United Utilities etc).

8.5 Assessing Availability

8.5.1 Where sites have been held in the Council’s database for more than five years landowners were contacted in 2019 to ensure their sites are still available and to collate additional information including timescale for delivery. Consideration was also given to the presence of any legal or ownership impediments to

¹⁸ Now known as National Site Networks

development e.g. ransom strips etc. which may affect the availability of a site¹⁹. Sites which are unavailable were then categorised as being undeliverable.

8.5.2 The presence of a planning permission for an alternative use does not automatically render the site unavailable. The following reason(s) have been used to determine that a site is not available:

- The site is already in an active use
- The landowner has not indicated an intention to develop or sell the site for housing
- The site is in multiple ownerships (and not all have indicated a willingness to deliver the site)
- There are ransom strips or existing long term tenancies

8.6 Identifying draft allocations from deliverable and developable sites

8.6.1 Deliverable and developable sites were then assessed through the Sustainability Appraisal and Habitats Regulations processes. The SA assessed whether the development of the site would have a positive, negative, or neutral effect on sustainability objectives. The HRA identified whether development of the site was likely to cause significant effects on Natura 2000 Sites.

8.6.2 The SA and HRA process helped to highlight the most sustainable of the sites and identify those would cause potential harm to Natura 2000 sites if developed. The SA and HRA informed the

Local Plan Preferred Options Draft which allocated the least constrained sites for housing to meet the identified need in each tier of the hierarchy.

8.7 Moving from the Preferred Options

8.7.1 The Council reviewed all responses received to the Preferred Options and pre-publication consultations and any additional sites put forward for consideration as a potential allocation. New sites submitted have been subject to the same level of scrutiny as those within the SHLAA, unless they fell into one of the exclusion categories listed on the previous page.

8.7.2 A number of additional evidence documents, produced since the Preferred Options Draft, have also been reviewed. These include the Site Access Assessments, Ecological Assessments and a draft updated SFRA. In some cases, this new evidence has flagged up additional constraints and a small number of draft allocations are no longer considered deliverable.

8.7.3 The review of the Settlement Hierarchy has also reduced the amount of development needed in some tiers. This means that the number of allocations that were proposed in the Preferred Options Draft are no longer required. When determining which allocations to take forward and which to remove, consideration was given to how well the site relates to the settlement and which has the least constraints.

8.7.4 A small number of sites that were proposed for allocation in the Preferred Options Draft have since gained planning permission. To avoid double counting when producing the housing trajectory,

¹⁹ As identified in completed site submission forms or land registry searches

such sites will be removed from the allocations list as the principle of development has already been established through the application.

- 8.7.5 Contact has been made with the landowners of the remaining allocations to ensure they are still available. Where a site is no longer available it will not be taken forward as an allocation in the next draft of the Local Plan.
- 8.7.6 Where an allocation has been removed from the Plan, the reasons for this are set out in the Discounted Sites document supporting the Local Plan Publication Draft.

8.8 Identifying sites for Employment

- 8.8.1 In 2020 the Council produced a Copeland's Employment and Opportunity Sites document that identified a number of potential sites for employment uses from a number of sources. The document is available at the following link:
https://www.copeland.gov.uk/sites/default/files/attachments/employment_opportunity.pdf
- 8.8.2 Sources included the 2013 to 2028 Copeland Local Plan and Development Policies DPD, saved policies from the Copeland Local Plan 2001 to 2016, sites identified in the 2015 Preferred Options and sites submitted in the 2020 Call for Sites (non-residential).
- 8.8.3 A high-level assessment of the suitability of such sites for employment uses was carried out and the results are included within this document. Factors such as flood risk, amenity impacts, landscape impacts, open space impacts, settlement character

impacts, heritage and ecology impacts were taken into consideration.

- 8.8.4 Availability was also assessed using the criteria set out in paragraph 11.5 above.
- 8.8.5 The findings were used to inform a list of employment allocations within the Local Plan Preferred Options Draft.
- 8.8.6 This document was reviewed through the Employment Land Availability Study (ELAS) 2021 which identified which sites should be allocated for employment uses going forward taking into consideration issues such as demand and attractiveness to the market as well as the constraints listed above. The ELAS also confirmed the availability of sites following discussions with landowners.
- 8.8.7 Deliverable sites have been included as allocations within the Local Plan Publication Draft.

8.9 Reviewing Settlement Boundaries

- 8.9.1 Once the hierarchy had been developed, boundaries around each of the settlements needed to be identified. The starting point for this was the existing boundaries in the Core Strategy, where these exist.
- 8.9.2 When reviewing existing boundaries consideration was given to the following:
- The existing built development form
 - Whether there were any opportunities to extend the boundary to allow additional windfall development to

come forward on suitable sites identified through the processes discussed above without causing unacceptable harm or intrusion into the open countryside taking into account the latest evidence

- Whether any extension would cause two or more settlements to merge or lose their distinctive character
- Whether the boundary should be extended to include any sites with extant planning permission, completed developments or draft allocations outside the current settlement boundary
- Whether the settlement crossed over the boundary into the Lake District National Park (and would therefore come under the planning jurisdiction of the Lake District National Park Authority)

8.9.3 The Council has taken a positive approach to identifying settlement boundaries and has considered the suitability and

availability of all land adjoining the settlements listed in the hierarchy through the SHLAA process. Smaller sites on the edge of the settlement have also been considered, even though they are excluded from the SHLAA assessment due to their size, and the boundary has been amended to include such sites where they constitute an appropriate rounding off the settlement or where they are required to provide access to a larger housing allocation.

8.9.4 The review identified that the boundaries of all settlements identified in the Core Strategy should be amended. It also identified a number of villages not identified in the settlement hierarchy where a whole new boundary was required. Where this was the case the boundary was based on the existing built form unless there were listed in bulletpoints 2 and 4 above.

Appendices

Settlement hierarchy & Development Strategy Paper Update

Appendix A: Settlement Hierarchies and Development Strategies (Housing) Compared

Hierarchy of Settlement	Core Strategy Approach – Settlements	Net additional dwelling (NDA) target (% of borough requirement)	Preferred Options 2020 Approach – Settlements	Net additional dwelling (NDA) target (% of borough total, basic requirement and growth figure*)	Publication Draft 2022 Approach – Settlements	Net additional Dwelling targets (% of borough total, basic requirement and growth figure*)
Plan Period	2013-2028		2017-2035		2021-2038	
Overall Requirements			Basic need of 2520 net additional dwellings Total growth figure of 3600 net additional dwellings*		Basic need of 2482 net additional dwellings Total growth figure of 3400 net additional dwellings*	
Principal Town	Whitehaven	45%	Whitehaven	40% 1008 nda *1440 minimum	Whitehaven	40% 993 *1360 nda minimum
Key Service Centres	Cleator Moor	30% combined	Cleator Moor	30% combined 756 nda *1080 nda minimum	Cleator Moor	30% combined 745 nda *1020 nda minimum
	Egremont		Egremont		Egremont	
	Millom		Millom		Millom	

Settlement hierarchy & Development Strategy Paper Update

Hierarchy of Settlement	Core Strategy Approach – Settlements	Net additional dwelling (NDA) target (% of borough requirement)	Preferred Options 2020 Approach – Settlements	Net additional dwelling (NDA) target (% of borough total, basic requirement and growth figure*)	Publication Draft 2022 Approach – Settlements	Net additional Dwelling targets (% of borough total, basic requirement and growth figure*)
Local Service Centres	Arlecdon & Rowrah	20% combined	Arlecdon & Rowrah	20% combined 504 nda *720 nda minimum	Arlecdon & Rowrah	17% combined 422 nda *578 nda minimum
	Beckermeth		Bigrigg		Cleator (forming cluster with Cleator Moor)	
	Bigrigg		Cleator (forming cluster with Cleator Moor)		Distington & Common End	
	Cleator		Distington & Common End		Frizington & Rheda	
	Distington		Drigg & Holmrook		Haverigg	
	Frizington		Frizington & Rheda		Seascale	
	Haverigg		Haverigg		St Bees	
	Kirkland/Ennerdale Bridge		Seascale		Thornhill	
	Lowca/Parton		St Bees		-	
	Moor Row		Thornhill			

Settlement hierarchy & Development Strategy Paper Update

Hierarchy of Settlement	Core Strategy Approach – Settlements	Net additional dwelling (NDA) target (% of borough requirement)	Preferred Options 2020 Approach – Settlements	Net additional dwelling (NDA) target (% of borough total, basic requirement and growth figure*)	Publication Draft 2022 Approach – Settlements	Net additional Dwelling targets (% of borough total, basic requirement and growth figure*)
	Moresby Parks		-		-	
	Seascale		-		-	
	St Bees		-		-	
	Thornhill		-		-	
Sustainable Rural Villages	Tier not included	N/A	Beckermest	7% combined	Beckermest	10% combined
			Calderbridge*	177 nda	Bigrigg	248 nda
			Ennerdale Bridge*	*253 nda maximum	Drigg	*340 nda maximum
			Moresby Parks		Ennerdale Bridge	
			Moor Row		Holmrook	
					Moresby Parks	
					Moor Row	

Settlement hierarchy & Development Strategy Paper Update

Hierarchy of Settlement	Core Strategy Approach – Settlements	Net additional dwelling (NDA) target (% of borough requirement)	Preferred Options 2020 Approach – Settlements	Net additional dwelling (NDA) target (% of borough total, basic requirement and growth figure*)	Publication Draft 2022 Approach – Settlements	Net additional Dwelling targets (% of borough total, basic requirement and growth figure*)
			Parton		Lowca	
			-		Parton	
Other Rural Villages	Tier not included	N/A	Hallthwaites	3% combined	Calderbridge	3% combined
			Keekle	76 nda	Hallthwaites	76 nda
			Kirkland	*108 nda maximum	Keekle	*102 nda maximum
			Kirksanton		Kirkland	
			Lowca		Kirksanton	
			Nethertown		Summergrove	
			The Green		The Green	
			The Hill		-	
			Summergrove		-	

Settlement hierarchy & Development Strategy Paper Update

Hierarchy of Settlement	Core Strategy Approach – Settlements	Net additional dwelling (NDA) target (% of borough requirement)	Preferred Options 2020 Approach – Settlements	Net additional dwelling (NDA) target (% of borough total, basic requirement and growth figure*)	Publication Draft 2022 Approach – Settlements	Net additional Dwelling targets (% of borough total, basic requirement and growth figure*)
Open Countryside	Elsewhere	5%	All other settlements within the Copeland Local Plan Area.	0% Rural exception sites only	All other settlements within the Copeland Local Plan Area.	0% Rural exception sites only

Appendix B: Settlement Services Scores June 2021²⁰

Settlement	Primary School with capacity ²¹	Convenience Store	Frequent train service ²²	Frequent bus service ²³	Major Employer (accessible) ²⁴	Primary school at or close to capacity ²⁵	Community centre/village hall	Library	Public House/social club	Formal Open Space ²⁶	School hall with community use ²⁷	Infrequent train service ²⁸	Major Employer (Less accessible) ²⁹	Post Office	Playgroup/nursery	Place of worship	Petrol Filling Station	Gym/Fitness Centre/Pool	Doctor surgery	Dental Surgery	Other Store/service ³⁰	Other Community Facility ³¹	Village Total
Points Available	3	3	3	2	2	2	2	2	2	2	1	1	1	1	1	1	1	1	1	1	1	1	35
Arlecdon & Rowrah	✓	✓	-	-	-	-	✓	-	✓	✓	-	-	-	✓	-	✓	-	-	-	-	-	✓	15
Asby	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	0
Beckermest	✓	-	-	-	-	-	✓	-	✓	✓	-	-	-	-	✓	✓	-	-	-	-	-	-	11
Bigrigg	-	✓	-	✓	-	-	✓	-	✓	✓	-	-	-	-	-	✓	✓	-	-	-	-	-	13
Braystones	-	-	-	-	-	-	-	-	-	-	-	✓	-	-	-	-	-	-	-	-	✓	-	3

²⁰ Updated in light of comments received during the pre-publication consultation²¹ 3 points given where the school has capacity according to the IDP Part 1 document²² Where all train services passing through stop at the station (as standard or request stops)²³ Where the service runs from morning to evening and a number of options are provided for going to and from the village²⁴ Where the employer (inc business parks and industrial estates) is within 1 mile safe walking/cycling distance to a settlement²⁵ 2 points given where the school is at or close to capacity according to the IDP Part 1 document²⁶ Managed open spaces within the village such as children's play areas, playing pitches, parks, village greens, civic spaces²⁷ A point given where the school offers a hall that is open to the public if the village does not have its own community centre/village hall. This data has been sourced directly from the school²⁸ Where not all train services passing through stop at the station (even as request stops)²⁹ Where the employer (inc business parks and industrial estates) is within 1 mile of a settlement, but pedestrian/cycling links are poor³⁰ A store that is open to the public such as a hairdresser, take-away, bakery, cafe etc. Excludes bed and breakfast facilities unless they have a take-away or public house element.³¹ For example, a youth club, theatre etc

Settlement hierarchy & Development Strategy Paper Update

Settlement	Primary School with capacity ²¹	Convenience Store	Frequent train service ²²	Frequent bus service ²³	Major Employer (accessible) ²⁴	Primary school at or close to capacity ²⁵	Community centre/village hall	Library	Public House/social club	Formal Open Space ²⁶	School hall with community use ²⁷	Infrequent train service ²⁸	Major Employer (Less accessible) ²⁹	Post Office	Playgroup/nursery	Place of worship	Petrol Filling Station	Gym/Fitness Centre/Pool	Doctor surgery	Dental Surgery	Other Store/service ³⁰	Other Community Facility ³¹	Village Total
Points Available	3	3	3	2	2	2	2	2	2	2	1	1	1	1	1	1	1	1	1	1	1	1	35
Calderbridge	-	-	-	-	-	-	✓	-	✓	✓	-	-	-	-	-	✓	✓	-	-	-	✓	-	9
Cleator	-	✓	-	-	-	-	✓	-	✓	✓	-	-	-	-	-	✓	-	-	-	-	✓	-	11
Distington & Common End	✓	✓	-	✓	✓	-	✓	✓	-	✓	-	-	-	-	-	✓	-	-	✓	-	✓	✓	20
Drigg	-	-	✓	-	-	-	✓	-	✓	-	-	-	✓	-	-	✓	-	-	-	-	✓	-	10
Ennerdale Bridge	✓	-	-	-	-	-	✓	-	✓	✓	-	-	-	-	-	✓	-	-	-	-	✓	-	11
Frizington	✓	✓	-	✓	✓	-	✓	✓	✓	✓	-	-	-	✓	✓	✓	-	-	-	-	✓	✓	23
Gilgarran	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	0
Haile	-	-	-	-	-	-	✓	-	-	-	-	-	-	-	-	✓	-	-	-	-	-	-	3
Haverigg	✓	✓	-	-	✓	-	✓	-	✓	✓	-	-	-	✓	-	✓	-	-	-	-	✓	-	17
Holmrook	-	✓	-	-	-	-	-	-	✓	✓	-	-	✓	✓	-	-	✓	-	-	-	✓	✓	12
Howgate	-	-	-	✓	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	✓	-	4
Keekle	-	-	-	✓	-	-	-	-	✓	✓	-	-	-	-	-	✓	-	-	-	-	-	-	7
Kirkland	✓	-	-	-	-	-	-	-	-	✓	-	-	-	-	-	✓	-	-	-	-	-	-	6
Kirksanton	-	-	-	-	-	-	✓	-	✓	✓	-	-	-	-	-	-	-	-	-	-	-	-	6
Lamplugh	-	-	-	-	-	-	✓	-	-	-	-	-	-	-	-	✓	-	-	-	-	✓	-	4

Settlement hierarchy & Development Strategy Paper Update

Settlement	Primary School with capacity ²¹	Convenience Store	Frequent train service ²²	Frequent bus service ²³	Major Employer (accessible) ²⁴	Primary school at or close to capacity ²⁵	Community centre/village hall	Library	Public House/social club	Formal Open Space ²⁶	School hall with community use ²⁷	Infrequent train service ²⁸	Major Employer (Less accessible) ²⁹	Post Office	Playgroup/nursery	Place of worship	Petrol Filling Station	Gym/Fitness Centre/Pool	Doctor surgery	Dental Surgery	Other Store/service ³⁰	Other Community Facility ³¹	Village Total
Points Available	3	3	3	2	2	2	2	2	2	2	1	1	1	1	1	1	1	1	1	1	1	1	35
Low Moresby	-	-	-	-	-	-	-	-	-	-	-	-	-	-	✓	-	-	-	-	-	-	-	1
Lowca	✓	-	-	✓	-	-	-	-	✓	✓	-	-	-	-	-	-	-	-	-	-	-	✓	10
Middletown	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	0
Moor Row	✓	-	-	-	-	-	-	-	✓	✓	✓	-	-	-	-	✓	-	-	-	-	✓	-	10
Moresby Parks	-	✓	-	-	✓	✓	-	-	✓	✓	✓	-	-	-	-	✓	-	-	-	-	-	-	13
Nethertown ³²	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	✓	-	1
Parton	✓	-	✓	✓	-	-	✓	-	-	✓	-	-	-	-	-	✓	-	-	-	-	✓	-	14
Pica	-	-	-	-	-	-	-	-	-	✓	-	-	-	-	-	-	-	-	-	-	-	-	2
Sandwith	-	-	-	-	-	-	-	-	✓	-	-	-	-	-	-	-	-	-	✓	-	✓	-	4
Seascale	✓	✓	✓	-	✓	-	-	✓	✓	✓	✓	-	-	✓	✓	✓	-	✓	✓	-	✓	✓	24
St Bees	✓	✓	✓	-	-	-	✓	✓	✓	✓	-	-	-	✓	✓	✓	-	✓	-	-	✓	✓	22
Summergrove	-	-	-	-	-	-	-	-	✓	-	-	-	✓	-	-	-	-	-	-	-	✓	✓	5
The Green ³³	-	-	-	-	-	-	✓	-	✓	✓	-	-	-	-	-	-	-	-	-	-	-	-	6

³² Nethertown Station is outside of the village and pedestrian connections are poor therefore no points have been given for this service.

³³ Green Road station is outside of the village and pedestrian connections and poor therefore no points have been given for this service.

Settlement hierarchy & Development Strategy Paper Update

Settlement	Primary School with capacity ²¹	Convenience Store	Frequent train service ²²	Frequent bus service ²³	Major Employer (accessible) ²⁴	Primary school at or close to capacity ²⁵	Community centre/village hall	Library	Public House/social club	Formal Open Space ²⁶	School hall with community use ²⁷	Infrequent train service ²⁸	Major Employer (Less accessible) ²⁹	Post Office	Playgroup/nursery	Place of worship	Petrol Filling Station	Gym/Fitness Centre/Pool	Doctor surgery	Dental Surgery	Other Store/service ³⁰	Other Community Facility ³¹	Village Total
Points Available	3	3	3	2	2	2	2	2	2	2	1	1	1	1	1	1	1	1	1	1	1	1	35
The Hill	-	-	-	-	-	-	✓	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	2
Thornhill	✓	✓	-	✓	-	-	-	-	✓	✓	✓	-	-	✓	✓	✓	-	-	-	-	-	-	16
Wilton	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	0

Appendix C: Village Bus and Train Service Data June 2021

Please note that these services are subject to change.

Village	Bus Service	Train station	Services/Notes
Arlecdon/Rowrah	-	-	
Asby	-	-	
Beckermest	-	-	
Bigrigg	30	-	Busses every half hour
Braystones	-	Yes	Barrow-Carlisle route. Limited services stop here.
Calder Bridge	-	-	
Cleator	-	-	32, 32E, 87
Common End	30	-	Busses every 15 minutes
Coulderton	-	-	
Distington	30	-	Busses every 15 minutes
Drigg	-	Yes	Barrow-Carlisle route. Full service
Ennerdale Bridge	-	-	
Frizington	30	-	Busses every half hour
Gilgarran	-	-	
Gosforth	-	-	
Haile	-	-	
Hallthwaites	-	-	
Haverigg	-	-	
Holmrook	-	-	
Howgate	30	-	Busses every 15 minutes
Keekle	30	-	Busses every half hour
Kirkland	-	-	
Kirksanton	-	-	
Lamplugh	-	-	
Low Moresby	-	-	
Lowca	1	-	Busses every half hour
Middleton	-	-	

Village	Bus Service	Train station	Services/Notes
Moor Row	-	-	
Moresby Parks	-	-	
Nethertown	-	Yes	Barrow-Carlisle route, only limited trains stop at this station. Station is more than a mile away from the village by an unlit track.
Parton	30,29,1	Yes	Barrow-Carlisle route. Full service 1 is every half hour within Parton and 30 is every 15 Minutes and 29 is every half hour on the A595.
Pica	-	-	
Sandwith	-	-	
Seascale	-	Yes	Barrow-Carlisle Route. Full service
Silecroft	-	Yes	Barrow- Carlisle route. Full service
St Bees	-	Yes	Barrow-Carlisle route. Full service
The Green	-	Yes	Barrow-Carlisle Route. The station (Green Road) is more than a mile away from the village via an unlit route which is not continuous.
The Hill	-	-	
Thornhill	30	-	Busses every half hour
Wilton	-	-	

Appendix D: Post Preferred Options Changes to Settlement Hierarchy and Development Strategy

Key Change	Preferred Options (PO) Draft Approach	Publication Draft Approach	Reason for change
Plan period	2017-2035	2021-2038	To ensure a 15-year period is covered and, as the requirement is based upon more up-to-date data, there is no longer a need to back date it.
Housing Requirement	2533 dwellings	2482 dwellings	The previous figure contained an element of housing that would be delivered within the LDNP. A change was also required to reflect the change in the plan period.
Housing Growth Figure	3600	3400	Reduction required due to change in plan period.
Number of Local Service Centres	10	8	As Drigg and Holmrook are no longer classed as a settlement cluster, their combined services score is no longer appropriate. Both settlements are now classed as a Sustainable Rural Villages based on its own individual scores. The services score given to Bigrigg has fallen since the Preferred Options Draft and it now falls into the Sustainable Rural Village category.
Number of Sustainable Rural Villages	6	9	The number of settlements within the tier has increased due to the inclusion of Drigg, Holmrook and Bigrigg (see above). Lowca also now falls into this category as its service score is higher than when previously assessed. Calderbridge no longer falls into this category as its score has decreased and it is now considered to be a Rural Village.
Number of Rural Villages ³⁴	9	7	This tier now contains Calderbridge and no longer contains Lowca which has moved up a tier. The tier no longer contains Nethertown and The Hill which, due to a reduction in their services scores, are now considered to be in an open countryside location.
Proportion of housing requirement directed to Local Service Centres	20%	17%	<p>The figure has been reduced as the number of settlements within the tier has decreased (see above) to ensure the overall strategy can still be delivered.</p> <p>Also several the villages within the tier, such as St Bees and Frizington are relatively constrained and have a shortage of potential development sites therefore there would be difficulties in meeting the earlier, higher target.</p>

³⁴ Referred to as Other Rural Villages in the Preferred Options Draft

Key Change	Preferred Options (PO) Draft Approach	Publication Draft Approach	Reason for change
Proportion of housing requirement directed to Sustainable Rural Villages	7%	10%	The figure has increased due to an increase in the number of settlements within the tier (see above) to ensure the overall strategy can still be delivered.
Development ceilings	Growth figures within Sustainable Rural Villages and Rural Villages tier as maximums	Ceiling removed	Including a development ceiling which limits the amount of development within these two tiers is not considered to accord with national planning policy and may prevent suitable windfall development within the villages from coming forward. The Local Plan contains a number of policies to prevent village cramming and inappropriate development on the edges of settlements therefore the limit is not required.

Appendix E: Guidance on Reasonable Walking Distances

Document	Recommendation								
<i>Statutory Guidance for Local authorities</i> (DfE, July 2014) ³⁵	<p>Statutory walking distances:</p> <ul style="list-style-type: none"> For children aged over the age of 5 but under the age of 8 the statutory walking distance is 2 miles For children aged over the age of 8 but under 16 the statutory walking distance is 3 miles. <p>Beyond these distances local authorities are required to provide free transport for all pupils of compulsory school age.</p> <p>Para 22 states that the measurement of the statutory walking distances is not necessarily the shortest distance by road. It is measured by the shortest route along which a child may walk safely.</p>								
<i>Providing for Journeys on Foot</i> (Chartered Institution of Highways and Transportation (CIHT), 2000) ³⁶	<p>Suggests the following acceptable walking distance to schools. These distances are widely accepted as being acceptable for use in transport assessments.</p> <table border="1"> <thead> <tr> <th></th><th>Distance (metres)</th></tr> </thead> <tbody> <tr> <td>Desirable</td><td>500</td></tr> <tr> <td>Acceptable</td><td>1,000</td></tr> <tr> <td>Preferred Maximum</td><td>2,000</td></tr> </tbody> </table>		Distance (metres)	Desirable	500	Acceptable	1,000	Preferred Maximum	2,000
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<i>Planning for Walking</i> (Chartered Institution of Highways and	<p>Advises that most people will only walk if their destination is less than a mile (1.6km) away. People are more likely to walk if the distance is around 800m or a 10 minute walk. This document identifies challenges which reduce the likelihood of people walking, such as fear of crime, highway safety etc.</p>								

³⁵ https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/575323/Home_to_school_travel_and_transport_guidance.pdf

³⁶ <http://www.ciht.org.hk/en/knowledge/publications/index.cfm/providing-for-journeys-on-foot-2000.html>

Transportation (CIHT 2015) ³⁷	
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³⁷ [https://www.ciht.org.uk/media/4462/ciht - planning for walking document-12pp v2 singles.pdf](https://www.ciht.org.uk/media/4462/ciht_-_planning_for_walking_document-12pp_v2_singles.pdf)