

Copeland Local Plan 2017-2035

Issues and Options Draft

November 2019

Copeland Borough Council Local Plan

Issues and Options consultation document for public comment

This consultation document is available for comment until **Monday 20th January 2020**.

To view and download an electronic copy of this *Copeland Local Plan 2017-2035: Issues and Options Draft* please visit the Copeland Borough Council website: www.copeland.gov.uk. The document can also be viewed at all libraries in the borough and the Copeland Borough Council offices.

Please make any comments on the accompanying questionnaire and return to:

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

Email: ldf@copeland.gov.uk

Telephone: 01946 598435

CONTENTS

1	Introduction	8
2	A spatial portrait of Copeland	12
3	Local Plan Vision.....	14
4	Local Plan Objectives	15
5	Development Strategy	19
6	Housing	42
7	Economy and Employment	70
8	Nuclear	81
9	Retail and Leisure.....	84
10	Tourism	114
11	Climate and Coastal Change	124
12	Natural Environment.....	137
13	Built Environment	157
14	Contributions (Planning Obligations).....	164
15	Transport.....	172
16	Communications	181
17	Healthy Communities.....	185

List of Tables

Table 1: Local Plan Topics	8
Table 2: Local Plan Evidence Base.....	10
Table 3: Housing Strategy Priorities.....	43
Table 4: Housing Delivery 2009/10-2018/19	44
Table 5: Housing Requirement Scenarios	44
Table 6: Unauthorised Gypsy & Traveller Encampments	53
Table 7: Dwellings by number of bedrooms 2011	57
Table 8: Dwellings by Type.....	57
Table 9: FTE Growth in Cumbria by District – Experian Forecasts June 2019.....	72
Table 10: FTE Growth in Cumbria by District - Past Trends Projection - Development Economics.....	72
Table 11: Natura 2000 Sites	138
Table 12: Sites of Special Scientific Interest (Habitats).....	140
Table 13: SSSI Sites of Geological Importance within Copeland.....	147
Table 14: Classification of Bathing Waters in Copeland 2018	149
Table 15: River ecological Status or potential South West Lakes Catchment	149
Table 16: River chemical Status South West Lakes Catchment	150
Table 17: Groundwater Classification 2016	150
Table 18: Education Provision.....	192

List of Figures

Figure 1: Local Plan Timetable	9
Figure 2: Location Map of Copeland	12
Figure 3: Settlement services and 1km buffer – North Copeland	25
Figure 4: Settlement Services and 1km buffer - South Copeland	26
Figure 5: Potential Areas for Growth - Whitehaven	34
Figure 6: Potential Growth Options - Cleator Moor	35
Figure 7: Potential Growth Options - Egremont	36
Figure 8: Potential Growth Options - Millom.....	37
Figure 9: Housing Requirement options compared to annual average completions	46
Figure 10: Housing requirement options compared to past completions by year	46
Figure 11: Job Distribution in Copeland by sector (%).....	71
Figure 12: Cumbria LIS	73
Figure 13: Whitehaven Use Class Split.....	86
Figure 14: Current Whitehaven Town Centre Boundary	88
Figure 15: Question R1 Option 2.....	90
Figure 16: Question R1 Option 3.....	90
Figure 17: Question R1 Option 4.....	90
Figure 18: Cleator Moor Use Class Splits 2018	91
Figure 19: Egremont Use Class Splits 2018.....	91
Figure 20: Millom Use Class Splits 2018.....	92
Figure 21: Egremont Town Centre Boundary	93
Figure 22: Millom Town Centre Boundary.....	93
Figure 23: Cleator Moor Town Centre Boundary.....	93

Figure 24: Whitehaven Primary Frontage.....	95
Figure 25: Occupancy in Whitehaven Town Centre 2012-2018	97
Figure 26: North West SMP Area.....	132
Figure 27: Natura 2000 Sites in Copeland.....	139
Figure 28: Marine Conservation Zone	142
Figure 29: Areas of Ancient Woodland	146
Figure 30: Copeland's Developed and Undeveloped Coast	152
Figure 31: Proposed Heritage Coast Source: LUC.co.uk	153
Figure 32: Copeland's Heritage Assets (Conservation Areas and Ancient Monuments).....	161
Figure 33: Electric Vehicle Charging Points.....	174
Figure 34: Major Road Networks.....	176
Figure 35: Copeland Health & Wellbeing Priorities 2019/20.....	187
Figure 36: Age Group Breakdown Estimates 2018	188
Figure 37: Qualifications in Copeland	189
Figure 38: Crimes per 1000 Residents in Copeland and Cumbria.....	193
Figure 39: Vision and Goals for New Development.....	194

List of Appendices (See separate Appendices Document)

Appendix A: Settlement Services and 1km Buffer - North Copeland	Error! Bookmark not defined.
Appendix B: Settlement Services and 1km Buffer - South Copeland	Error! Bookmark not defined.
Appendix C: Potential Areas for Growth - Whitehaven.....	Error! Bookmark not defined.
Appendix D: Potential Growth Options - Cleator Moor.....	Error! Bookmark not defined.
Appendix E: Potential Growth Options - Egremont.....	Error! Bookmark not defined.
Appendix F: Potential Growth Options - Millom.....	Error! Bookmark not defined.
Appendix G: Current Whitehaven Town Centre Boundary	Error! Bookmark not defined.
Appendix H: Whitehaven Town Centre Boundary Option 2.....	Error! Bookmark not defined.
Appendix I: Whitehaven Town Centre Boundary Option 3	Error! Bookmark not defined.
Appendix J: Whitehaven Town Centre Boundary Option 4	Error! Bookmark not defined.
Appendix K: Use Class Definitions (C/O Planning Portal).....	Error! Bookmark not defined.
Appendix L: Egremont Town Centre Boundary	Error! Bookmark not defined.
Appendix M: Millom Town Centre Boundary	Error! Bookmark not defined.
Appendix N: Cleator Moor Town Centre Boundary.....	Error! Bookmark not defined.
Appendix O: Whitehaven Primary Frontages	Error! Bookmark not defined.
Appendix P: Whitehaven Conservation Area.....	Error! Bookmark not defined.
Appendix Q: Cleator Moor Conservation Area	Error! Bookmark not defined.
Appendix R: Egremont Conservation Area	Error! Bookmark not defined.
Appendix S: Millom Conservation Area	Error! Bookmark not defined.
Appendix T: North West SMP Area.....	Error! Bookmark not defined.
Appendix U: Natura 2000 Sites.....	Error! Bookmark not defined.
Appendix V: Marine Conservation Area	Error! Bookmark not defined.
Appendix W: Areas of Ancient Woodland	Error! Bookmark not defined.
Appendix X: Developed and Undeveloped Coast	Error! Bookmark not defined.
Appendix Y: Proposed Heritage Coast	Error! Bookmark not defined.
Appendix Z: Heritage Assets	Error! Bookmark not defined.
Appendix AA: Electric Vehicle Charging Points.....	Error! Bookmark not defined.
Appendix BB: Major Road Networks	Error! Bookmark not defined.

Local Plan Abbreviations

BREEAM	Building Research Establishment Environmental Assessment
CBC	Copeland Borough Council
CCC	Cumbria County Council
CIL	Community Infrastructure Levy
CLEP	Cumbria Local Enterprise Partnership
DPH	Dwellings per Hectare
EIA	Equalities Impact Assessment
FHSFB	Future High Streets Fund Bid
HIA	Health Impact Assessment
HMO	Houses in Multiple Occupancy
HRA	Habitats Regulations Assessment
IDP	Infrastructure Delivery Plan
LDO	Local Development Order
LEZ	Local Enterprise Zone
LIS	Local Industrial Strategy
LDNP	Lake District National Park
NPPF	National Planning Policy Framework
NPPG	National Planning Policy Guidance
NSIP	Nationally Significant Infrastructure Project
SA	Sustainability Appraisal
SAC	Special Areas of Conservation
SAM	Scheduled Ancient Monument
SEA	Strategic Environmental Assessment
SHLAA	Strategic Housing Land Availability Assessment
SHMA	Strategic Housing Market Assessment
SMP	Shoreline Management Plan
SPA	Special Protection Areas
SSSI	Site of Special Scientific Interest
SuDS	Sustainable Drainage Systems

1 Introduction

1.1 The Local Plan

- 1.1.1 The Copeland Local Plan is prepared by Copeland Borough Council (the Council) and will be the key document in shaping the planning policy for the borough outside of the Lake District National Park (LDNP) until 2035. This will help to attract investment and growth and guide decisions which enhance quality of life for people living in the borough whilst protecting and enhancing the natural and built environment.
- 1.1.2 The new Local Plan will replace the current Plan - the *Copeland Local Plan 2013- 2028 Core Strategy and Development Management Policies*, referred to in this document as the Core Strategy, which was adopted in December 2013. Since then there have been several changes, both to local and national policy and the local context. The new Local Plan must consider these changes and plan for development accordingly.
- Updates to the National Planning Policy Framework (NPPF) (2019)
 - The Council's new Housing Strategy (2018-2023)
 - Production of the new Copeland Growth Strategy: *Copeland Vision*
 - The Council's Corporate Plan
 - Cumbria Local Industrial Strategy
 - The pause of the Moorside project
 - Changes to Sellafield's 'missions' and the opportunities that this can provide
 - Availability of Government funding
 - Changes to shopping patterns and the role and function of our town centres
- 1.1.3 The new Local Plan will be a single document which contains both strategic policies, site allocations and development management policies.

1.2 Issues and Options Draft

- 1.2.1 This Issues and Options consultation document is the first stage in preparing the new Local Plan. There are a number of key issues currently facing the borough, which have been identified from a number of sources including the Sustainability Appraisal Scoping Report. These are structured around the following topics:

Table 1: Local Plan Topics

Development Strategy	Housing	Economy & Employment	Nuclear
Built Environment	Natural Environment	Healthy Communities	Tourism
Contributions	Climate & Coastal Change	Infrastructure	Transport
Heritage	Design	Retail & Leisure	Communications

- 1.2.2 This draft is structured around the themes listed in Table 1. Each chapter sets out the key issues facing the borough and sets out various options for addressing them. It also identifies the relevant policies within the current Core Strategy and within the National Planning Policy Framework (NPPF).

1.3 Issues and Options Consultation

- 1.3.1 The purpose of this Issues and Options consultation therefore is to focus on these key issues within the borough and consider the different options and approaches that may be taken to address these within the Local Plan. This will ensure that all reasonable approaches have been considered and evaluated to determine the best way forward for the development and prosperity of the borough.
- 1.3.2 This Issues and Options draft will be subject to an eight-week public consultation, which will be the first opportunity for stakeholders and the public to get involved in producing the new Local Plan. This will ensure that no key issues currently facing the borough have been missed and will give people an opportunity to have a say regarding development within the borough.
- 1.3.3 The Issues and Options Draft Local Plan will be available on the Council's website and within council offices and local libraries. The consultation will be advertised in the local press and on social media and the Council will contact directly everyone whose details are currently held on the Strategic Planning consultation database. Responses should be made by completing the questionnaire accompanying this draft.
- 1.3.4 The responses will in turn inform the next stage of the Local Plan process, the Preferred Options document, which sets out the Council's preferred option(s) for development. This will include the site allocations as well as strategic policies such as the amount of development required and where it will be located. The Local Plan process and associated timescales can be viewed below.

Figure 1: Local Plan Timetable



Evidence base

- 1.3.5 If you would like to be contacted directly about future key stages of the Local Plan process please contact the Strategic Planning team who can add your details to the consultation database.

1.4 Local Plan Evidence Base

- 1.4.1 In preparing the new Local Plan, a number of evidence base reports are necessary. These cover a range of social, economic and environmental considerations. The following reports have either been prepared, or will be prepared as the Plan develops, to inform the emerging policies and allocations. Documents currently available can be found at the following link: <https://www.copeland.gov.uk/content/planning-policy-introduction>

Table 2: Local Plan Evidence Base

Annual Monitoring Report	Strategic Housing Land Availability Assessment
Infrastructure Delivery Plan	Strategic Housing Market and Objectively Assessed Needs Assessment
Economic Development Needs Assessment	Local Housing Needs Assessment
Employment Land Study	Gypsy and Traveller Needs Assessment
Economic Viability Assessment	Transport Modelling
Retail Study	Transport Improvements Study
Strategic Flood Risk Assessment	Wind Energy Technical Document
Open Space Assessment and Strategy	Heritage Impact Assessment
Settlement Landscape Character Assessment	Integrated Assessment (incorporating Health Impact Assessment and Sustainability Appraisal)
Green Infrastructure Strategy	Habitats Regulations Assessment
Sports and Playing Pitch Strategy	Equalities Impact Assessment
Village Services Survey	

1.5 Sustainability Appraisal

- 1.5.1 The Local Plan will be informed by a Sustainability Appraisal (SA) (incorporating Strategic Environmental Assessment - SEA), Habitats Regulations Assessment (HRA), Health Impact Assessment (HIA) and Equalities Impact Assessment (EIA).
- 1.5.2 The Sustainability Appraisal identifies the key social, environmental and economic issues facing the borough through a review of the latest data and relevant documents from European legislation to local strategies. It will test each of the policies and proposals within the Plan and will identify the positive and negative effects of each by assessing each of them against a number of locally specific sustainability objectives. The SA is an iterative process of assessment and revision which ensures the robustness of the Plan.
- 1.5.3 The purpose of a Health Impact Assessment is to ensure that the Local Plan minimises negative and maximises positive health impacts.

Sustainability Objectives (Scoping Report Update 2019)

- 1.5.4 Objectives are prepared at the scoping stage of the SA process and are listed below. A copy of the SA Scoping Report is available on the Council's website.

- To conserve and enhance biodiversity in Copeland

- To protect and enhance places, landscape and buildings of historic, cultural and archaeological value
- To maintain and enhance the water quality of Copeland's inland and coastal water and coasts and to sustainably manage water resources
- To promote adaptation to climate change
- To reduce flood risk in Copeland from surface water, rivers, estuaries and sea level change
- Increase energy efficiency in the built environment, and promote the use of energy from renewable sources
- To protect and improve land quality in Copeland
- To improve air quality in Copeland
- To minimise waste production and increase re-use, recycling and recovery rates
- To improve access to services and facilities in Copeland
- To improve physical and mental health and well-being of people and reduce health inequalities in Copeland
- To improve education, skills and qualifications in the borough
- To support a strong, diverse, vibrant and sustainable local economy to foster inclusive local economic growth
- Support the sustainable development of the sustainable leisure and tourism industry
- To improve access to a range of good quality housing that meets the needs of the Copeland community
- To maintain, enhance and develop a diversity of retail services in the borough
- To enhance and develop sustainable transport networks in Copeland

1.6 Duty to Co-operate

- 1.6.1 The Council has a duty to engage with neighbouring authorities on issues that cross administrative boundaries. Under the Duty to Co-operate authorities should produce statements of common ground. This shows that there has been effective cooperation to suitably address cross boundary issues.

The Consultation on the Local Plan Issues and Options Draft will run from 25th November 2019 to 20th January 2020

2 A Spatial Portrait of Copeland



Figure 2: Location Map of Copeland

- 2.1.1 Copeland is located on the west coast of Cumbria and has a population of 68,424 people (ONS, 2018 Mid-year estimates). The borough has four main towns- Whitehaven, Cleator Moor, Egremont and Millom. 25,116 people live in Whitehaven (Nomis), which is the borough's principal town.
- 2.1.2 Copeland is relatively rural, with two thirds of the borough falling within the Lake District National Park. The Local Plan relates to the area outside the National Park.
- 2.1.3 The setting is very varied, boasting 90km of coastline (including the area covered by LDNP) and a number of distinctive towns and villages. The borough is also home to England's highest mountain, Scafell Pike and the deepest lake, Wastwater. However, the unique geography of Copeland also acts as a challenge to the borough, with the mountains and lakes acting as a natural barrier to land based transport, resulting in a perception that Copeland is remote and difficult to get to.
- 2.1.4 In terms of employment, the largest industry within the borough is the nuclear sector, which brings approximately 2 billion annually to the area. 33% of employment is at Sellafield, with an additional 2.8 jobs sustained within the rest of the economy per job at the site. Reprocessing is due to end at Sellafield, with the new "missions" changing to the long term decommissioning and environmental remediation of the site. This can bring a number of opportunities and the development of new skills which can make Copeland a world leader. There is therefore also a need for the borough to diversify into other sectors including tourism and leisure, something which the new Local Plan will help to address.
- 2.1.5 Copeland is one of the most affordable places to live in the country, with an average salary of £31,256 (ONS 2018) for people working in the borough and a median house price of £128,000. This is skewed somewhat by people working but not living in the borough. However, there is also a large amount of people living in deprivation, with the borough facing significant health, employment and income inequalities. There is therefore a need for the Local Plan to consider this issue and provide development that contributes to the improvement of social conditions as well as inclusive local economic growth and environmental sustainability.

3 Local Plan Vision

- 3.1.1 The Core Strategy 2013-2028 contains the following Vision for Copeland. This reflected the Council's priorities and key "drivers for change" likely to shape the future for Copeland.

By 2028, Copeland will be an economically and socially sustainable, well-connected and environmentally responsible place of choice.

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

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

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

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

Question VO1: Is the Vision for Copeland still appropriate? Should this be carried forward into the new Local Plan? Is there anything else which should be included within the Vision?

4 Local Plan Objectives

4.1.1 The Core Strategy 2013-2028 contains a number of objectives, which are listed below.

Objectives for Economic Opportunity and Regeneration

These are objectives which cover growth and diversification of the local economy, generating good employment opportunities, improving education and skill levels in the borough, increasing revenue from tourism, and responding to the decommissioning of Sellafield.

Strategic Objective 1 Support future renewable and low carbon energy generating capacity in Copeland in line with Britain's Energy Coast: A Masterplan for West Cumbria.

Strategic Objective 2 Promote the diversification of the borough's rural and urban economic base to enable a prosperous mixed economy, including creative and knowledge based industries, specialist engineering and the energy sector building on Copeland's nuclear skills base, and tourism exploiting heritage, the potential of the unspoiled coast and the quiet of the western lakes.

Strategic Objective 3 Provide a wide range of modern, high-quality employment sites and premises and promote the creation of a high-end knowledge based employment cluster at Westlakes Science and Technology Park.

Strategic Objective 4 Promote the vitality and viability of towns and Local Centres, taking advantage of the built heritage that exists in Copeland's towns and villages (notably Whitehaven and Egremont) to enhance the shopping experience for residents and visitors.

Strategic Objective 5 Support the Nuclear Skills Academy, higher education at Westlakes, and the borough's other educational establishments to improve educational attainment and skills to meet business needs.

Objectives for Sustainable Settlements

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

Strategic Objective 6 Focus major development in Whitehaven, and encourage complementary and additional development in Cleator Moor, Millom and Egremont and in Local Centres where opportunities exist, in line with strategic infrastructure provision.

Strategic Objective 7 Enable a 'balanced housing market' ensuring that all housing is of good quality, affordable, responds to differing needs from deprived industrial communities to the more prosperous rural areas, and is provided in places where people want to live.

Strategic Objective 8 Ensure that settlements are sustainable and meet the range of needs of their communities by, as far as possible, protecting the facilities that are already present (including green infrastructure) and supporting appropriate new provision, especially in Millom which is the main settlement serving the more remote locality of South Copeland.

Strategic Objective 9 Ensure that all new development meets high standards in terms of sustainable design and construction, energy efficiency, provision for biodiversity, safety, security and accessibility, relates well to existing development, enhances the public realm and develops quality places reflecting their distinctive west and south west Cumbrian character.

Strategic Objective 10 Support the increased sustainability of communities, including measures to diversify and otherwise improve the viability of farming, in rural environments varying from former mining settlements in the north and south, to the villages of mid Copeland.

Objectives for Accessibility and Transport

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

Strategic Objective 11 Reduce the need to travel by supporting improved telephone and rural broadband access.

Strategic Objective 12 Improve access to employment, services, education/training facilities and the leisure opportunities of the coast and Lakeland fringe, by foot, cycle and public transport.

Strategic Objective 13 Develop and maintain safe, efficient, high quality, modern and integrated transport networks with good internal links and connections to key routes, including the West Coast Main Line via both Carlisle and Barrow, and the M6 via both the A66 and A590.

Objectives for Environmental Protection

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

Strategic Objective 14 Adapt to the impacts of climate change by minimising development in flood risk areas and by improving the extent of tree cover and connectivity of wildlife corridors.

Strategic Objective 15 Promote recycling and waste minimisation.

Strategic Objective 16 Conserve and enhance all landscapes in the borough, with added protection given to the designated St Bees Head Heritage Coast site.

Strategic Objective 17 Protect and enhance the many places and buildings of historical, cultural and archaeological importance and their settings.

Strategic Objective 18 Improve green infrastructure and protect and enhance the rich biodiversity and geodiversity both within and outside of the borough's many nationally and internationally designated sites, ensuring that habitats are extended, connected by effective wildlife corridors and that lost habitats are restored.

Strategic Objective 19 Safeguard and where possible enhance the natural (including mineral and soil) resources in the borough and, in addition, address the impacts of mining, iron working, nuclear energy and other former land uses.

Strategic Objective 20 Facilitate the best use of land i.e. prioritise previously developed land for development (where this does not threaten valued biodiversity features) and secure an appropriate density of development on any given site.

Question VO2: Are these objectives still appropriate? Should they be carried forward into the new Local Plan? Is there anything else which should be included?



DEVELOPMENT STRATEGY

Whitehaven Harbour

5 Development Strategy

5.1 Key Facts –Development Strategy

- Copeland Borough is 737km² in size and is located on the west coast of Cumbria. It is a predominantly rural borough and two thirds of the borough falls within the Lake District National Park.
- The Local Plan area contains approximately 47km of coastline, including a number of sites designated for their biodiversity importance and an area of Heritage Coast.
- Settlements are dispersed across the borough, with the principal town of Whitehaven, along with Egremont and Cleator Moor, in the North of the borough, and Millom in the South.
- Copeland is located on Britain's Energy Coast. The energy sector, focussed around the Sellafield nuclear facility, is the main economic driver in the borough.
- Sellafield employs approximately 12,500 people (over 30% of all employees in Copeland).
- The borough is relatively isolated from the motorway network with the A595 the major road through the borough. The Cumbrian Coast Rail line connects some of the borough's key settlements.
- Latest mid-year estimates in 2018 show a population of 68,424 (mid-2018, ONS).
- The population of Copeland fell by 1.5% between 2006 and 2016. Over this period the borough lost 9.3% of under 16 year olds and 6% of working age residents. In comparison the percentage of over 65s increased by 24%.
- Copeland is the second most deprived district in Cumbria and falls within the 30% most deprived nationally for overall deprivation.
- The borough has the potential to provide a strong tourism offer.

5.2 Sustainable Development

Policy Context

National Planning Policy Framework Paragraphs 7- 14, 16a), 23, 29, 35a) and d), 38, 78, 99, 124, 135c)

Core Strategy Policies: ST1, DM11

- 5.2.1 Sustainability is at the heart of the planning process. The NPPF acknowledges that sustainability has three dimensions, which are mutually dependent, and of equal importance: economic, social and environmental. It is important that the Local Plan promotes sustainable development to meet the needs of the borough whilst minimising negative impacts, such as waste, pollution and damage to the built and natural environment.

5.3 Development Strategy

Policy Context

National Planning Policy Framework Paragraphs 9, 11, 17b), 20, 35a), 81

Core Strategy Policies: ST1, ST2, ST3

- 5.3.1 The Local Plan should contain a clear Development Strategy which sets out the Council's priorities and aspirations. The Strategy should guide all development over the full plan period, ensuring that the Local Plan vision and objectives are met.
- 5.3.2 The Local Plan will sit alongside the Council's Growth Strategy and Housing Strategy, therefore the strategies should be mutually supportive. The Growth and Housing Strategies are aspirational documents which promote high levels of inclusive local economic growth and acknowledge the importance of good quality housing to support this.

Copeland Housing Strategy 2018-2023 Vision

"Together we will sustain and grow our local economy and housing market by delivering the right mix of homes in the right places to address the changing needs of Copeland's population, businesses and services. We will build truly sustainable communities and places where everyone can benefit, contribute and live a better life in Copeland."

Copeland Growth Strategy 2016-2020 Vision:

"By 2025 Copeland will be a sustainable home to a healthy and diverse economy, to support its growing population. It will be a dynamic and innovative hub for growth, internationally recognised as the Centre of Nuclear Excellence (CoNE) and a key driver in the Northern Powerhouse. The area's population will be well-educated and offer a balance of professional skills to deliver the opportunities on its doorstep. Copeland's network of thriving communities will reflect the rich, cultural heritage and unique natural environment that reinforce its draw as the ultimate destination to come and invest, do business, relax and call home."

- 5.3.3 The current Core Strategy, Policy ST2, contains a spatial development strategy based upon five key principles:
- A - Growth: providing for and facilitating growth in the local economy, accompanied by a net growth in jobs, homes and services,
 - B - Concentration: locating development within defined settlement boundaries in accordance with a settlement hierarchy
 - C - Restriction: Restricting development outside of settlement boundaries to that which has a proven requirement for such a location
 - D - Proportions: directing 80% of development (non-nuclear) to the borough's four towns
 - E - Safety: ensuring that correct consideration is given to Safeguarding Zones for hazardous installations.
- 5.3.4 Questions regarding the settlement hierarchy, settlement boundaries and the distribution of development are considered further in questions DS6 to DS13.

Question DS1: Which key principles should be included within the Council's Development Strategy? (Choose all applicable options)

Option 1: The development strategy should support inclusive growth in the local economy, accompanied by a net growth in jobs, homes and services

Option 2: The development strategy should include a clear commitment to supporting the regeneration of the borough's four towns

Option 3: The development strategy should promote economic diversification

Option 4: The development strategy should promote sustainable rural development

Option 5: The development strategy should encourage low carbon developments which do not contribute to climate change

Option 6: The development strategy should ensure that correct consideration is given to Safeguarding Zones for hazardous installations.

Option 7: Other option, please state

5.4 Priority Regeneration Sites

- 5.4.1 Regeneration is a corporate priority for the Council.
- 5.4.2 Core Strategy Policy ST3, identifies locations for the Council's regeneration priorities. Development of these sites will be the key to revitalising the borough's urban areas and delivering the Britain's Energy Coast: A Masterplan for West Cumbria and releasing the economic potential of the region.

- 5.4.3 The production of a new Local Plan allows for consideration of other additional measures which are often used to bring regeneration sites forward. Such measures will support existing Masterplans for Cleator Moor, Egremont and Millom that have been produced. These documents include a comprehensive vision for the towns which:
- Identifies the opportunity sites for commercial, leisure, tourism and residential uses
 - Supports healthy spaces place making and improves social wellbeing
 - Enables better access and movement through rethinking highways, cycle paths, pedestrian routes and parking.
- 5.4.4 A Masterplan for Whitehaven is being prepared and will be published in Summer 2020.
- 5.4.5 Local Development Orders were first introduced in the Planning and Compulsory Purchase Act 2004. They are a tool which Local Authorities can use to help bring forward development in their area. LDOs provide permitted development rights for specific types of development in areas identified by the Council. This simplifies the planning process in such areas, creating certainty and saving time and money for developers.
- 5.4.6 Local Enterprise Zones (LEZ) are seen as a key tool for unlocking development sites and therefore attracting businesses to an area. Businesses located within an LEZ can benefit from tax breaks and where appropriate government support.

Question DS2: Which methods are likely to be the most effective in enabling the delivery of the Council's strategic regeneration priorities? (Choose all applicable options)

Option 1: Include a flexible policy within the Local Plan which lists strategic regeneration sites, sets out which uses they are most suitable for and makes a clear commitment to supporting suitable development on them

Option 2: Create a portfolio of strategic regeneration sites which is separate to the Local Plan and is regularly updated (please state timescales for updates)

Option 3: Consider using Local Development Orders on the identified Strategic regeneration sites in order to encourage their development

Option 4: Identify Local Enterprise Zones

Option 5: Identify "broad areas of change" where regeneration will be focussed rather than specific sites

Option 6: Rely on the market to bring strategic regeneration sites forward

Option 7: Other option, please state

5.5 Settlement Hierarchy

Policy Context

National Planning Policy Framework Paragraphs: 85a), 103, 104

Core Strategy Policies: ST2

- 5.5.1 Paragraph 104 of the NPPF states that *“Planning policies should: a) support an appropriate mix of uses across an area, and within larger scale sites, to minimise the number and length of journeys needed for employment, shopping, leisure, education and other activities.”*
- 5.5.2 Settlements are currently prioritised using the following hierarchy which identifies the scale and type of development that will be supported within each type of settlement.

Classification	
Principal Town	Whitehaven
Key Service Centre	Cleator Moor; Egremont and Millom
Local Centre	Arlecdon/Rowrah; Beckermest, Bigrigg, Cleator; Distington; Frizington; Haverigg; Kirkland/Ennerdale Bridge; Lowca/Parton; Moor Row; Moresby Parks; Seascale; St Bees; Thornhill
Outside Settlement Boundaries	All other parts of the borough including small villages and settlements and open countryside

- 5.5.3 Producing a new Local Plan provides an opportunity to review whether the hierarchy has been successful in terms of delivering development to meet identified needs or whether an alternative approach should be considered.
- 5.5.4 The Council has recently carried out a review of settlements and key services within the borough and has assessed the physical connections (public transport, cycleways and safe pedestrian routes) between them. The following key services that were identified and mapped are:
- Infant and junior schools
 - community halls
 - places of worship
 - post offices
 - convenience stores
 - public houses
- 5.5.5 This information will be used to inform the Council’s Village Services Survey Document which will be published prior to or alongside the next draft of the Local Plan.
- 5.5.6 The Council needs to decide whether development should be supported within smaller settlements that have some services (referred to from hereon in as “Sustainable Villages”) and what scale of development could be located within them. Such villages would be beneath Local Centres in the settlement hierarchy.

- 5.5.7 The benefit of including Sustainable Villages within the settlement hierarchy is that this helps maximise the number of areas where development is supported in principle. This could have the following positive effects:
- helps maximise the opportunities for sustainable development helping to meet identified needs
 - improves housing choice in the borough,
 - allows residents to stay within their settlements, and
 - supports local services within those villages
 - reduces pressure to develop sites in less sustainable locations across the borough by increasing the number of settlements where housing would be supported in principle.
- 5.5.8 An additional tier of settlements could also be identified which could be referred to as Other Small Settlements. These could be smaller villages or hamlets which contain a smaller number of services than Sustainable Villages where small scale development, such as appropriate infill or the rounding off of the settlement boundary may be acceptable subject to it meeting certain criteria.
- 5.5.9 Figures 3 and 4 (also Appendices A and B) show that services are often clustered together. These maps show a number of particular services and their locations within the borough in relation to the borough's settlements. A 1km buffer has been identified around each of the services.

Figure 3: Settlement services and 1km buffer – North Copeland

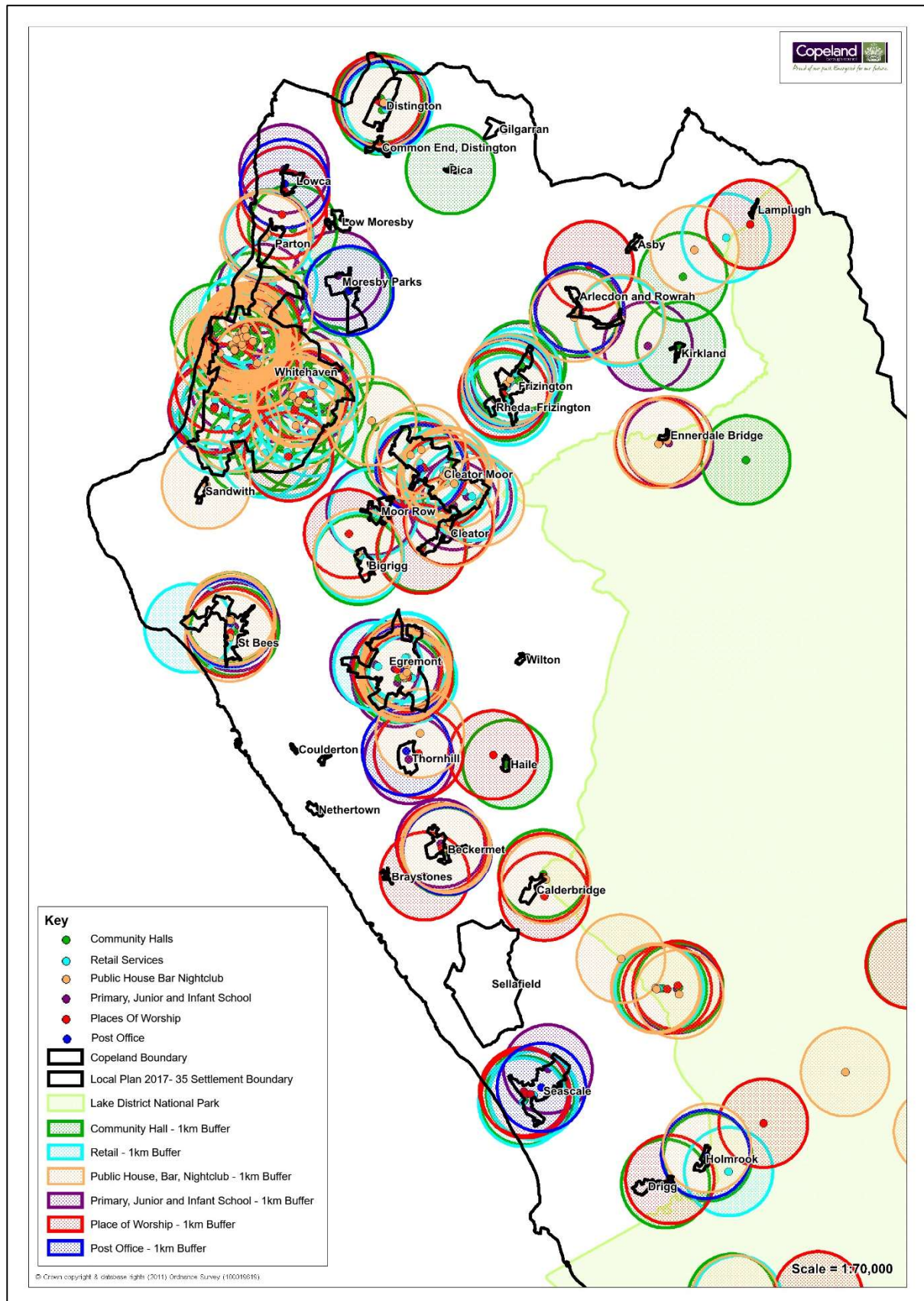
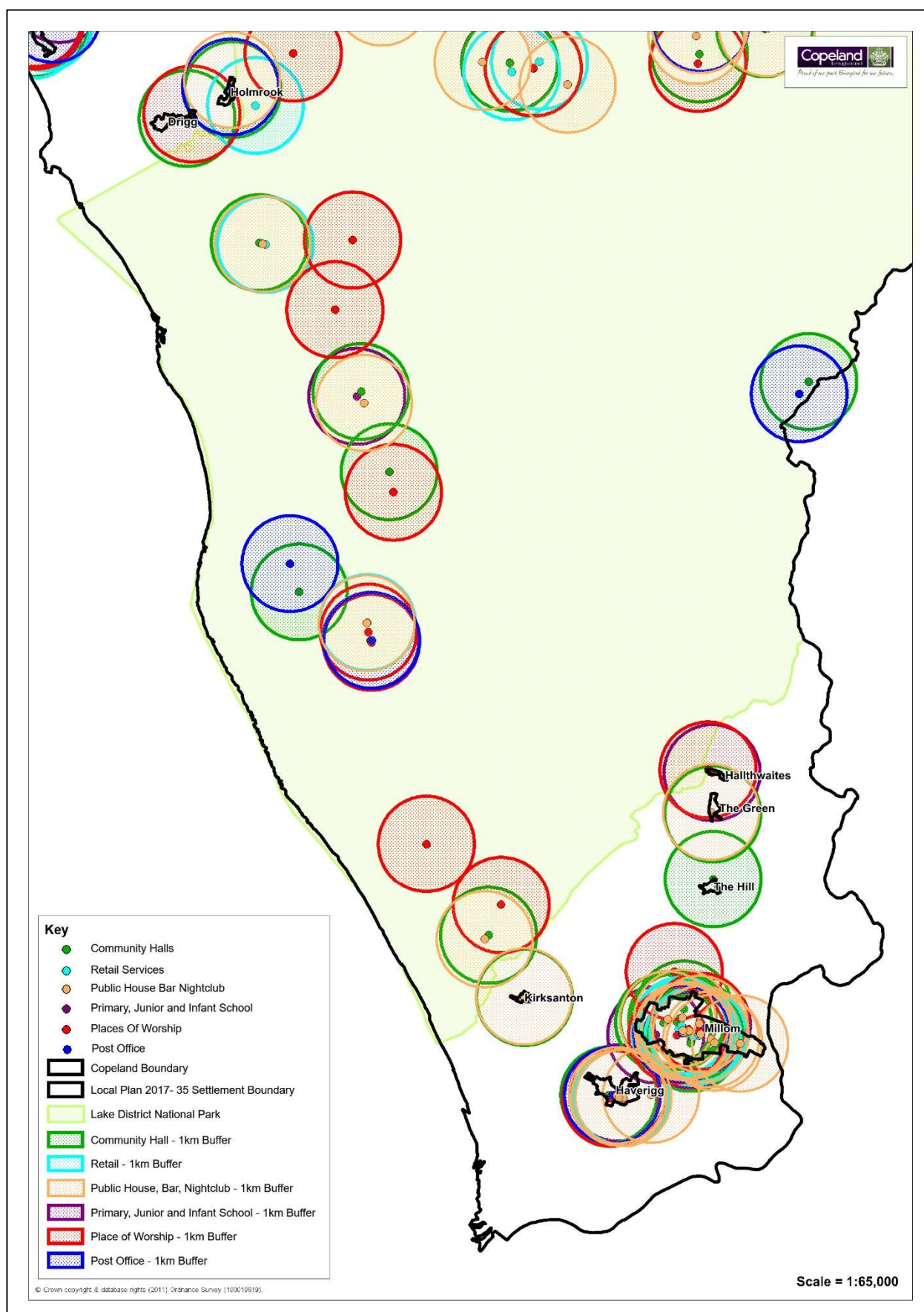


Figure 4: Settlement Services and 1km buffer - South Copeland



Question DS3: What type of settlement hierarchy should the Local Plan contain, if any? (Choose all applicable options)

Option 1: The settlement hierarchy contained in the Core Strategy remains appropriate and should be brought forward into the new Local Plan.

Option 2: Create an alternative settlement hierarchy which includes an additional category of Sustainable Villages.

Option 3: Create an alternative settlement hierarchy which includes two additional categories – Sustainable Villages and Other Small Settlements*.

Option 4: Do not set out a settlement hierarchy and let the market decide where development is brought forward

Option 5: Support ‘clustering’ approach to sustainable development. This can be smaller settlements with easy, safe access to main towns and/or connecting villages that use or share services to perform a Service Centre role for a wider area

Option 6: Other option, please state

*A definition and criteria based policy which supports suitable, proportionate development within Other Small Settlements would need to be developed

5.6 Sustainable Villages

- 5.6.1 If an additional category of Sustainable Villages is added to the hierarchy and taken forward as a preferred option, the Council will need to decide how Sustainable Villages are defined. It is important to consider issues such as the distances between services and settlements and the availability and frequency of public transport and of safe and accessible walking and cycling routes.
- 5.6.2 The Chartered Institute of Highways and Transportation (CIHT) document, *Planning for Walking* 2015, advises that most people will only walk if their destination is less than a mile (1.6km) away and people are more likely to walk if the distance is around 800m or a 10 minute walk.
- 5.6.3 The Council suggests that Sustainable Villages must contain, or be within a safe walking distance of, a school and a shop as a minimum, however views on this issue are welcomed.

Question DS4: How should the Local Plan define Sustainable Villages? (Choose all applicable options)

Option 1: Settlements which contain a primary school and local shop, or are within 1 km safe walking distance of a primary school and convenience shop

Option 2: Settlements that are within 1 km safe walking distance of a principal town, local centre or other settlement which contains a primary school and a convenience shop

Option 3: Settlements that contain a railway station with a direct service to a principal town, local centre or other settlement which contains a primary school and/or convenience shop

Option 4: Settlements that are served by a frequent bus service to a principal town, local centre or other settlement which contains a primary school and convenience shop

Option 5: Settlements which have at least one key service or are within 1 km safe walking distance of another settlement which does

Option 6: Other option, please state

Question DS5: If Sustainable Villages are identified in the Local Plan what key services they should include? (Choose as many as applicable and list in order of priority)

Option 1: Convenience Shop store

Option 2: Post office

Option 3: Primary/infant/junior school

Option 4: Community centre/hall

Option 5: Place of worship

Option 6: Public house

Option 7: Library

Option 8: Doctor's surgery

Option 9: Dental practice

Option 10: Nursery

Option 11: Other service, please state

5.7 Distribution of Development

- 5.7.1 The Core Strategy (Figure 3.2) identifies the role each settlement within the hierarchy plays and the scale of development (non-nuclear) that would be accepted within each tier. The strategy promotes growth in the settlements and other key locations, rather than spreading it across the borough more thinly. The production of a new Local Plan allows consideration of alternative options, for example, allowing a greater proportion of development within lower tier settlements with services in order to help maintain those communities

Question DS6: How should Employment, retail and housing development be distributed across the borough? (Choose all applicable options)

Option 1 (Below): Continue with the proportions set out in the Core Strategy

	Whitehaven (Principal Town)	Cleator Moor/ Egremont/ Millom	Local Centres	Sustainable Villages	Other Small Settlements	Unattributed
Option 1 Core Strategy	45%	10% each	20% max	N/A	N/A	5% max

Option 2 (example below): Create an additional tier of Sustainable Villages and apportion 5% of development across those settlements

	Whitehaven (Principal Town)	Cleator Moor/ Egremont/ Millom	Local Centres	Sustainable Villages	Other small settlements	Unattributed
Option 2	45%	10% each	20% max	5% max	N/A	0

Option 3 (example below): Create two additional tiers of Sustainable Villages and Other Small Settlements and allow a small proportion of development in each of these two tiers

	Whitehaven (Principal Town)	Cleator Moor/ Egremont/ Millom	Local Centres	Sustainable Villages	Other Small Settlements
Option 3	45%	10% each	20% max	4% max	1%

Option 4: Identify proportions by individual settlement rather than by tier of settlement

Option 5: Distribute development according to existing population splits

Option 6: Allocate proportions based upon evidence of need such as housing needs surveys etc.

Option 7: Distribute development according to environmental and infrastructure capacity

Option 8: Do not apportion development to specific settlements but consider applications on a site by site basis.

Option 9: Other option, please state

- 5.7.2 The housing target in the Local Plan is a minimum requirement and growth can be supported that exceeds this figure. If lower tier settlements, such as Sustainable Villages and/or Other Small Villages, are identified within the Local Plan, consideration should be given to how much housing growth is permitted in each. This is important as the overall strategy of the Plan is to direct the majority of development to the larger settlements which benefit from a greater number of services and infrastructure. Allowing too much development within the smaller settlements can also harm the character of those villages.
- 5.7.3 How much housing should be provided across the borough is considered in Question H1 of the Housing chapter.

Question DS7: Should additional housing development be supported once the housing requirement figures have been met for the lower tiers of the settlement hierarchy? (Choose all applicable options)

Option 1: No further development above the requirement identified should be permitted within the Local Centres

Option 2: No further development above the proportion identified should be permitted within Sustainable Villages (if taken forward)

Option 3: No further development above the proportion identified should be permitted within Other Small Settlements (if taken forward)

Option 4: Additional development should be supported above the proportion identified where it accords with the Local Plan (growth above the requirement)

Option 5: Ensure development meets the identified needs and supports additional economic growth in urban areas but limit development in rural areas to that which meets the identified local need

Option 6: Other option, please state

5.8 Developing the housing offer in the borough's four towns

- 5.8.1 As the largest settlements in the borough, Whitehaven, Cleator Moor, Egremont and Millom should remain the focus for the largest proportion of development over the plan period. Development within the towns is however restricted by a number of constraints such as protected open spaces, nature designations, heritage assets, flood risk zones etc.
- 5.8.2 What has become clear from initial evidence work is that there are insufficient brownfield sites and land within existing settlement boundaries to support housing and economic growth over the full plan period. It is therefore important to consider potential areas for expansion at the early stages of Local Plan production.
- 5.8.3 This consultation is the first step in identifying areas for growth in and around the borough's towns. These broad spatial options have been developed taking into account

strategic constraints such as designated nature areas and flood risk zones, known land availability and Local Plan evidence base documents such as the Landscape Character Assessment.

- 5.8.4 The Council has commenced work on a Strategic Housing Land Availability Assessment (SHLAA) as required by the NPPF. The SHLAA provides evidence that will identify deliverable and developable sites which could be considered as future housing allocations within the preferred spatial option. It is for the Local Plan process, and not the SHLAA to determine which sites are taken forward as allocations in the Local Plan and this decision will also take into account other evidence base documents such as the Settlement Landscape Character Assessment and Open Space Assessment. When determining which sites should be allocated advice from key stakeholders including Cumbria Highways, the Lead Local Flood Risk Authority and United Utilities is also taken into consideration.
- 5.8.5 The Council will consult on which sites should be taken forward as housing allocations during the next stage of the Local Plan process (Preferred Options). At this stage we are asking for your views on the direction the borough's towns should grow in in order to ensure there is a sufficient supply of land over the full plan period.
- 5.8.6 It should be noted that these are, at this stage, broad areas of search and inclusion of a site within these potential growth areas is by no means an endorsement from the Council of its suitability for development. It is also worth noting that a number of broad areas could be taken forward together. The amount of land required, particularly for housing, will be dependent upon the housing requirement and the overall strategy taken forward through the Local Plan.

Question DS8: Which of the following housing growth options should be supported around Whitehaven? Please see Figure 5/Appendix C (Choose all applicable options)

Option 1: Growth to the north of Harras Road (purple option)

Option 2: Growth to the west of Brantsy Road (green option)

Option 3: Growth to the east of West Cumberland Hospital (orange option)

Option 4: Growth to the south of Mirehouse Road (blue option)

Option 5: Growth within the Marchon/Edge Hill area (red option)

Option 6: Other option, please state

Question DS9: Which of the following growth options should be supported around Cleator Moor? Please see Figure 6/Appendix D (Choose all applicable options)

Option 1: Growth to the north of Red Beck Park/Dent Road (green option)

Option 2: Growth to the east of Birks Road (red option)

Option 3: Growth to the north of Threplands (blue option)

Option 4: Growth to the north-west of Keekle Meadows (pink option)

Option 5: Growth to the south of Norbeck Park (orange option)

Option 6: Growth to the east of Crossfield Road (Grey option)

Option 7: Growth to the east of Jacktrees Road (black option)

Option 8: Other option, please state

Question DS10: Which of the following growth options should be supported around Egremont? Please see Figure 7/Appendix E (Choose all applicable options)

Option 1: Growth to the west of Chaucer Avenue (green option)

Option 2: Growth to the west of the Willows (orange option)

Option 3: Growth to the south of Grove Road/Baybarrow Road (red option)

Option 4: Growth to south of Gully Flatts (pink option)

Option 5: Growth to the south of Dale View Gardens (blue option)

Option 6: Other option, please state

Question DS11: Which of the following growth options should be supported around Millom? Please see Figure 8/Appendix F (Choose all applicable options)

Option 1: Growth to the north of Pannatt Hill (red option)

Option 2: Growth to west of Church Walk (blue option)

Option 3: Growth to west of Palmers Lane (orange option)

Option 4: Growth to west of Lowther Road (pink option)

Option 5: Other option, please state

Figure 5: Potential Areas for Growth - Whitehaven

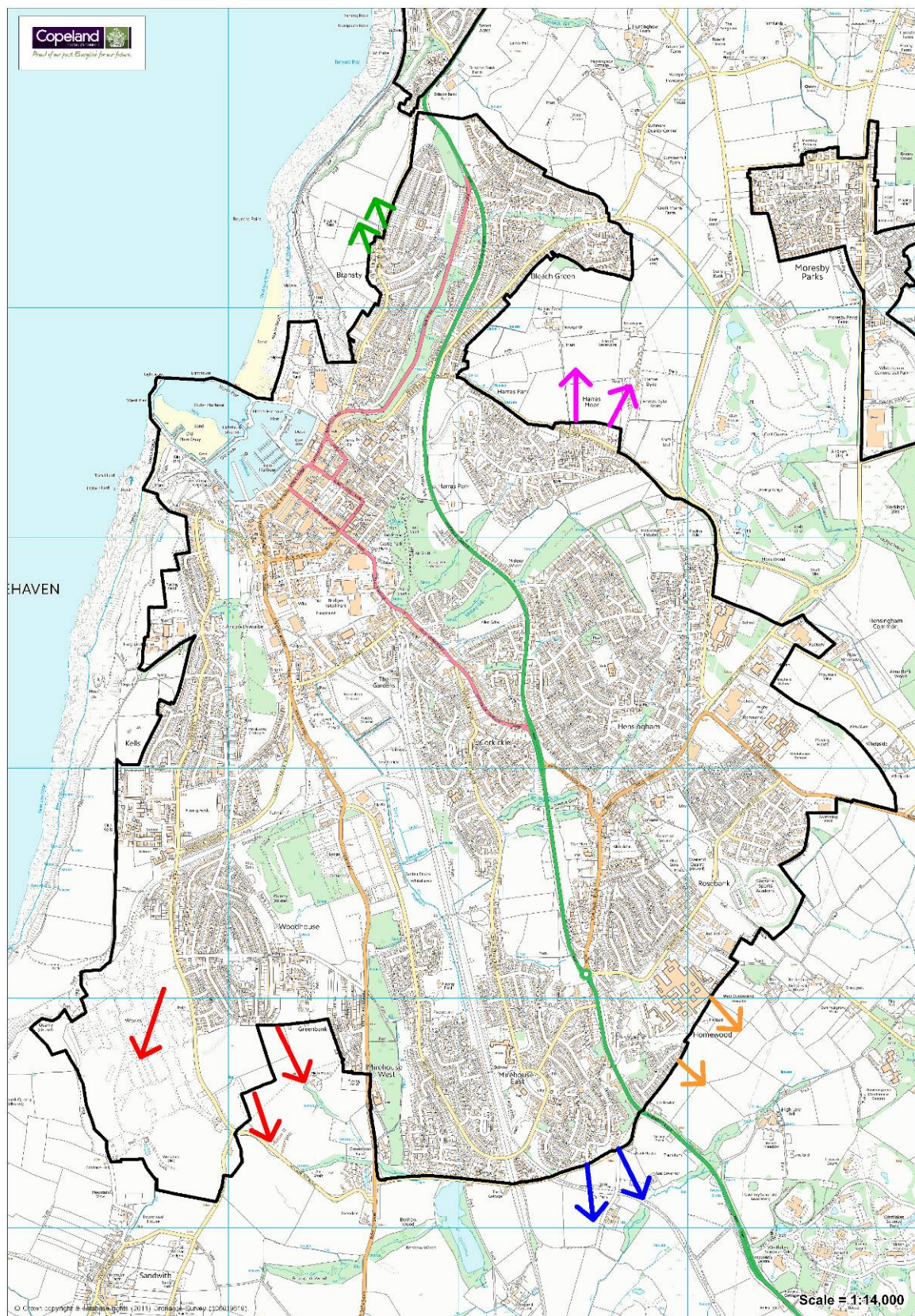


Figure 6: Potential Growth Options - Cleator Moor

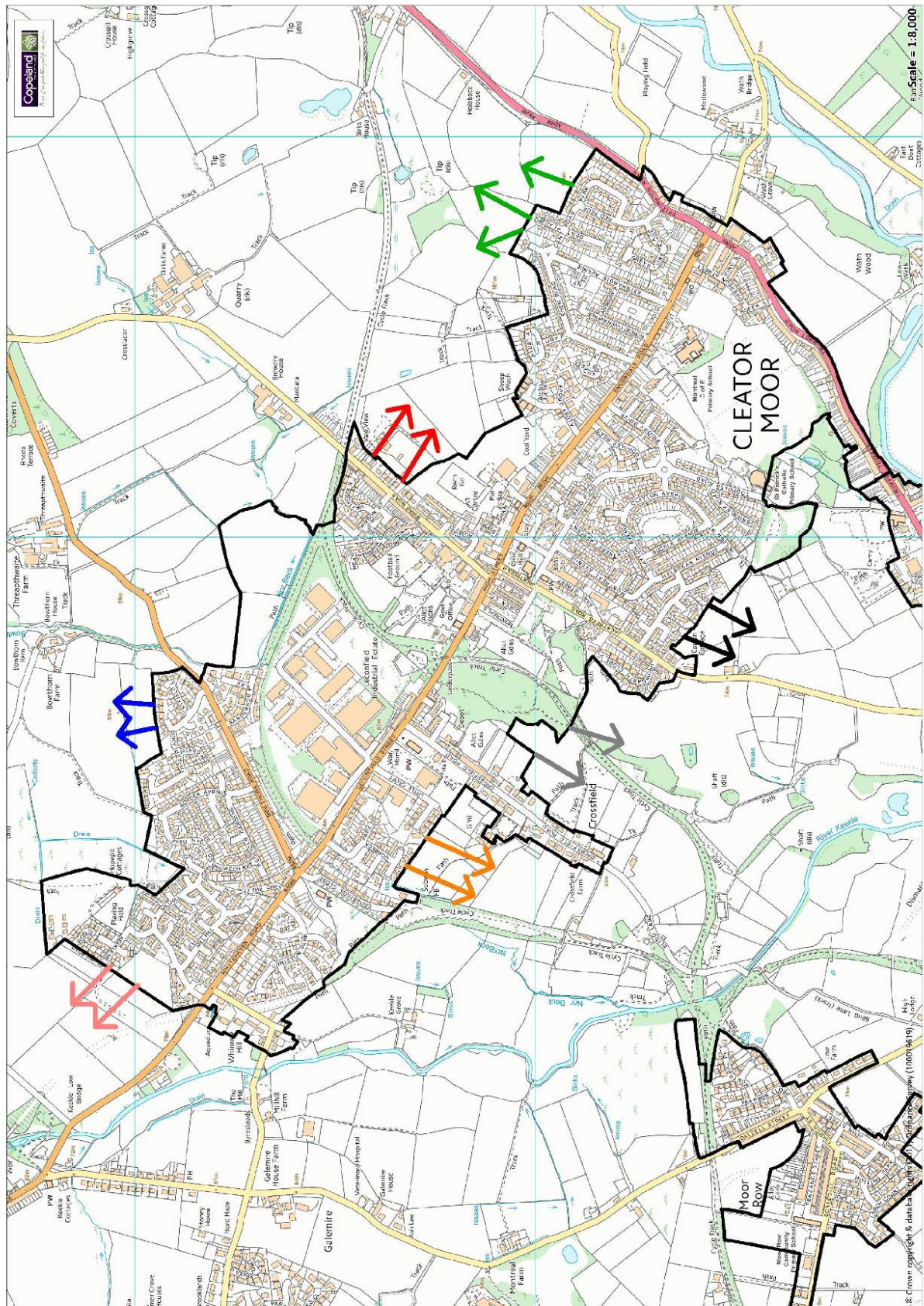


Figure 7: Potential Growth Options - Egremont

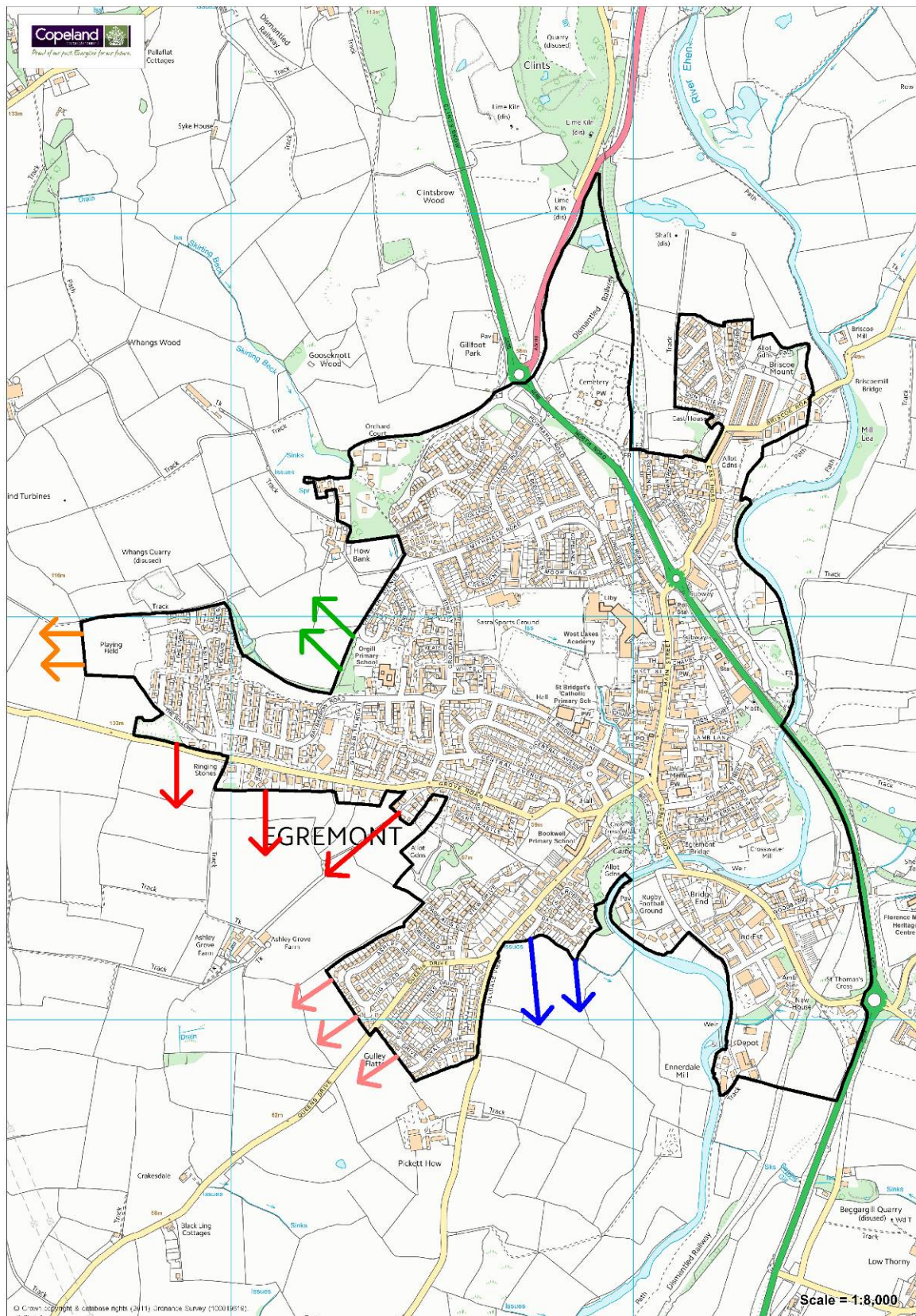
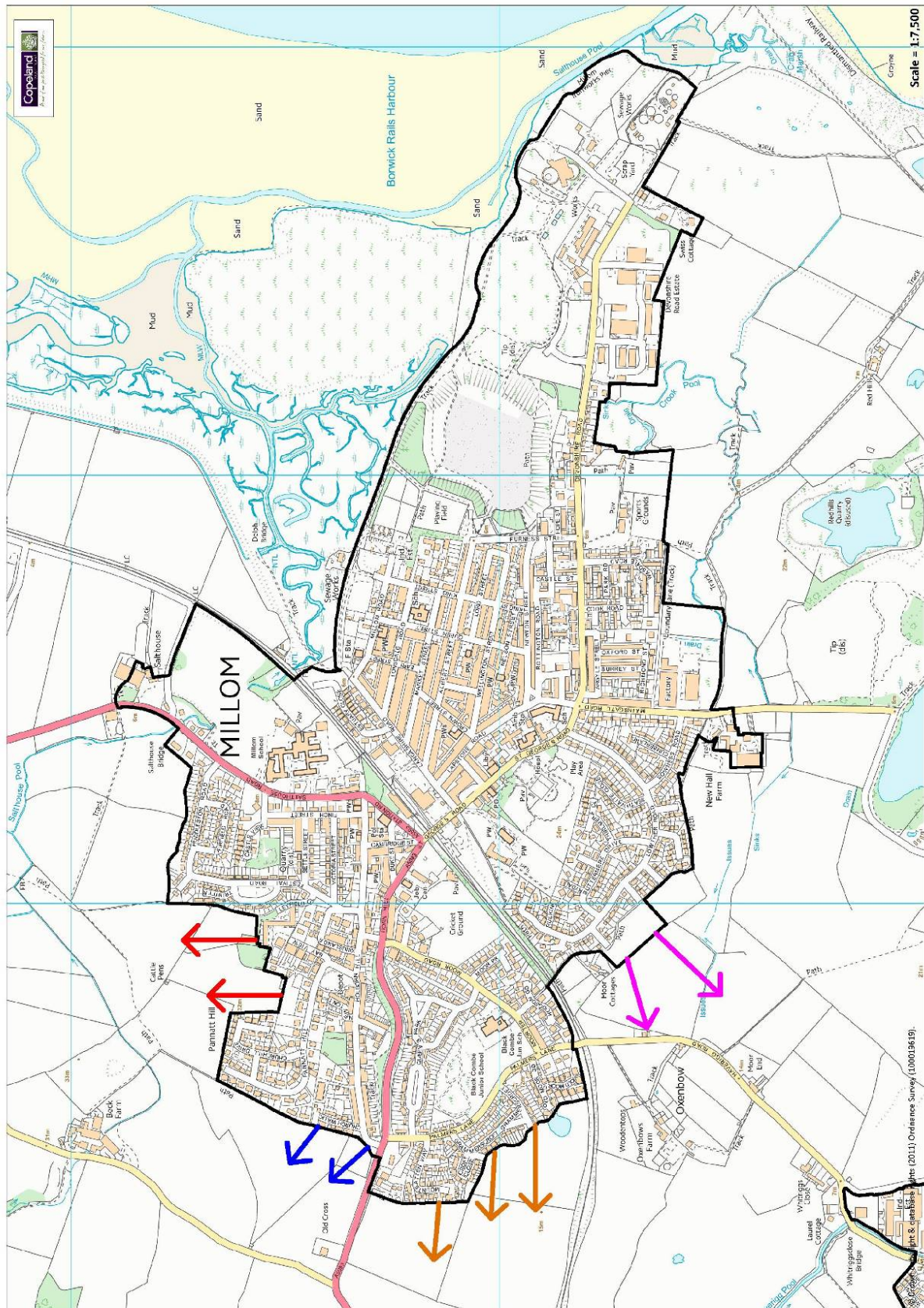


Figure 8: Potential Growth Options - Millom



5.9 Settlement Boundaries

- 5.9.1 The Core Strategy identifies settlement boundaries around Whitehaven, the three Key Service Centres and the Local Centres. Land outside the settlement boundaries is considered to be open countryside and development is strictly limited, with Core Strategy Figure 3.2 stating:
- Proposals involving small retail and service businesses appropriate to the village, and strengthening local community viability, will be considered sympathetically.
 - Employment predominantly linked to agriculture or forestry. Farm diversification schemes and tourism uses may be appropriate.
 - Development providing homes to meet the needs of the population, with need for rural/non-settlement location to be proven in each case.
- 5.9.2 The benefit of settlement boundaries is that it makes it clear to developers and residents where future development is likely to take place. They also help maintain space between settlements, preventing them from merging, and protect the countryside from urban sprawl. Settlement boundaries are however inflexible and can lead to settlement cramming which can have a negative impact upon settlement character.
- 5.9.3 The Council has commissioned a landscape assessment which will assess the value of landscapes around settlement edges. This will identify areas where there may be scope for development on the edges of some settlements without having a detrimental impact upon the landscape.
- 5.9.4 If new boundaries are identified the Council will need to take into consideration the availability of suitable sites on the edges of settlements, as well as other issues such as landscape impacts, when identifying new boundaries.
- 5.9.5 The Council would also need to include a criteria based policy in the new Local Plan which can be used when determining applications on the edges of settlements which do not have an identified boundary to prevent sprawl.
- 5.9.6 Saved Policy ST2 states that development will be permitted “*within the defined settlement boundaries*” in accordance with the development hierarchy. This prevents development on sites outside but directly adjoining the boundary that may otherwise be suitable.

Question DS12: Which tier of settlements in the hierarchy should have identified development boundaries? (Choose all applicable options)

Option 1: All settlements

Option 2: Principal towns

Option 3: Key Service Centres

Option 4: Local Centres

Option 5: Sustainable Villages

Option 6: Other Small Settlements

Option 7: None of the settlements

Option 8: Other option, please state

Question DS13: Should the Local Plan support suitable development directly adjoining the settlement boundary as well as development within it? (Choose one option)

Option 1: Only support appropriate development within the settlement boundaries

Option 2: Support appropriate development which is located within the settlement boundaries or on suitable sites directly adjoining the settlement boundary which represent a rounding off of the built up area and subject to certain criteria

Option 3: Provide flexibility to allow for potential future development directly adjoining settlement boundaries to come forward once allocated sites have been developed

Option 4: Other option, please state

5.10 Previously Developed Land

- 5.10.1 The NPPF, paragraphs 117 and 118 states that priority should be given to the development of previously developed (brownfield) land. In relation to housing the Core Strategy Policy SS2 requires 50% of new housing development to be on previously developed sites.
- 5.10.2 The NPPF no longer includes a target relating to the amount of development which should be on brownfield sites, however it states in paragraph 68 that 10% of housing should be brought forward on small sites under a hectare.

- 5.10.3 The Council maintains a Brownfield Register which identifies suitable brownfield sites for development. This document is publically available and can be accessed at the following link:

<https://www.copeland.gov.uk/content/brownfield-register>

- 5.10.4 It has become clear from initial evidence base work that there are insufficient brownfield sites to meet the housing requirement over the Local Plan period.

Question DS14: Should the Local Plan continue to set a target for the amount of housing development on previously developed sites? (Choose one option)

Option 1: Continue with the 50% target set out in the Core Strategy

Option 2: Do not set a specific target for the amount of housing on previously developed land but continue to promote and enable brownfield development

Option 3: Set a target for the percentage of housing delivered on brownfield land based upon the availability of deliverable and developable previously developed sites

Option 4: Rely on the presumption in the NPPF

Option 5: Other option, please state

5.11 Have We Missed Anything?

Question DS15: Are there any other issues which should be addressed within this chapter? (Please provide details)

HOUSING

Bardiywell Heights, Whitehaven

6 Housing

6.1 Key Facts –Housing

- A choice of good quality housing is vital to support inclusive local economic growth in the borough.
- Copeland Borough is a self-contained housing market however there are significant differences between different parts of the borough in terms of its housing offer.
- Two thirds of the borough is located within the Lake District National Park – the Lake District National Park authority is the planning authority for this area, however Copeland Borough remains the housing Authority.
- 60.5% of Copeland’s population lives within the borough’s rural areas (outside Whitehaven).
- The part of the borough within the National Park has a large proportion of detached homes (51%) whereas Millom has the largest proportion of terraces and flats.
- Generally, homes in the rural areas of the borough are larger than those in the more urban areas, the average number of bedrooms is 2.78 in Whitehaven compared to 3.14 in the parts of the borough in the National Park.
- Copeland’s population is falling and ageing and the percentage of over 65s increased by 24% between 2006 and 2016.
- Copeland is the second most deprived district in Cumbria and falls within the 30% most deprived nationally for overall deprivation.
- The borough has been identified as one of the top 10 most affordable places to live in the UK.
- There are over 1000 empty homes in the borough, over 800 of which are long-term empty.

6.2 Housing Delivery

Policy Context

National Planning Policy Framework Paragraphs: 14d), 59-66, 70, 72d), 73-76, 215

Core Strategy Policies: SS1, SS2, DM11, DM12

- 6.2.1 One of the key aims of the Government is to significantly boost the supply of housing across the UK. In order to boost provision in Copeland, the new Local Plan will allocate sites for housing and will contain a housing trajectory that will set out when housing is likely to come forward on such sites. This will give developers and the public a level of certainty regarding where development is likely to take place and when.
- 6.2.2 As well as allocating sites for housing, the Council will continue to support such development on suitable windfall sites. These are sites which come forward unexpectedly and which have not previously been identified through the Local Plan process. Windfall sites (sites not allocated within the Local Plan) have made a significant contribution to housing delivery in the past, delivering 583 net additional dwellings since 2013/14. This figure is relatively high, as the list of allocated sites has not been updated since 2006.

- 6.2.3 The Council has recently produced its Housing Strategy 2018-2023. The Strategy is an aspirational document which identifies the importance of housing in supporting economic growth in the borough. The document includes three key themes: housing for investment, housing for people and housing for place and identifies a number of delivery priorities linked to each.

Table 3: Housing Strategy Priorities

Themes	Delivery Priorities
Housing for Investment	<p>To understand and respond to the barriers of housing investment in Copeland</p> <p>To grow the supply of housing to suit the needs of professionals and entrepreneurs seeking to remain in or move into the area</p> <p>To ensure sufficient affordable and social housing supply, whilst improving place and public realm</p>
Housing for people	<p>Instigate and support third sector partnerships to address unmet need, expand service provision and help mitigate the impact of austerity</p> <p>Work with developers, statutory bodies and third sector partners to increase the supply of specialist housing with support for groups with a specific and unmet need</p> <p>Shape and influence policy to improve the health and wellbeing of all residents in the borough ensuring nobody is left behind</p>
Housing for place	<p>To bring empty residential and commercial properties in our town centres back into use</p> <p>To make our Key Service Centres, rural village and surrounding residential areas vibrant, safe and sustainable places that are appealing to visitors and the residential market</p> <p>To drive up standards within the private sector and social housing rental markets</p>

- 6.2.4 The Government considers housing need to be “an unconstrained assessment of the number of homes needed in an area” (PPG para 001). This is something different to the housing requirement, which takes into consideration the availability of land for housing.
- 6.2.5 The Local Plan must identify the housing requirement. Once adopted, Council’s will need to demonstrate a 5 year supply of deliverable housing sites in order to meet the requirement, otherwise there will be pressure to allow developments in less sustainable locations. Housing requirements are not ceilings and additional development should be supported over and above the requirement where it accords with the Development Plan.
- 6.2.6 The Council intends to meet the housing requirement through a range of sites:
- Housing completions since the start of the plan period in 2017
 - Extant planning permissions
 - New housing allocations
 - An allowance for future windfalls

Core Strategy

- 6.2.7 The Core Strategy contains a requirement for a minimum of 230 dwellings per year to be delivered over the first 5 years of the Plan period with an uplift to provide an additional

30% on top of the basic requirement, equating to 300 dwellings per annum in the latter 10 years.

Past Delivery

- 6.2.8 The table below shows how many net additional dwellings have been completed each year over the past 10 years. The most dwellings completed in a single year was 158, the least 110. On average 137 new dwellings are added to the overall supply each year.

Table 4: Housing Delivery 2009/10-2018/19

Year	Net additional dwellings completed	Target	Shortfall
2009/10	153	230	77
2010/11	143	230	87
2011/12	158	230	72
2012/13	120	230	110
2013/14	133	230	97
2014/15	135	230	95
2015/16	127	230	103
2016/17	154	230	76
2017/18	132	230	98
2018/19	110	300	190
Average	137	-	-

Strategic Housing Market Assessment 2019

- 6.2.9 A Strategic Housing Market Assessment and Objectively Assessed Housing Need document (SHMA) has been produced for the Council to support the Local Plan. The document analyses a range of different scenarios based upon demographic trends and employment projections using the 2014 sub-national population projections as a starting point. This follows the methodology set out in the Government's Planning Practice Guidance.
- 6.2.10 The SHMA considers a range of demographic and employment led scenarios and calculates the housing need associated with each. Table 5 shows the level of housing need that would be required under three main scenarios.
- 6.2.11 The economic projections are based upon a series of employment growth forecasts provided by Cumbria County Council. The County Council uses the Cambridge Economics Local Economy Forecasting Model and make adjustments for local knowledge. Only Scenario 3 would support jobs growth over the plan period.

Table 5: Housing Requirement Scenarios

	Annual Housing Need (net additional dwellings)	% change in jobs assumed
Demographic Baseline (SNPP 2014)	25	N/A
Demographic-led (includes uplifts for affordability and baseline employment)	140	N/A

Economic-led (includes growth figure uplifts for proposed major projects)	200	+3.2%
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- 6.2.12 Paragraph 48 of the SHMA suggests that a small uplift is made to take into consideration concealed households concluding *“it can be concluded that the OAN for the planning authority area of Copeland lies in the range of 140 to 200 dwellings per annum.”*

Government Standard Methodology

- 6.2.13 The Government has produced a standard methodology for calculating housing need. The NPPF states that planning authorities should follow this methodology *“unless circumstances warrant an alternative approach”*.
- 6.2.14 The standard methodology uses household projections produced by ONS (these are based upon past trends of household growth) and applies an adjustment for affordability where the affordability ratio (earnings to house prices) is above 4. Planning Policy Guidance (Housing and Economic Needs Assessment) states that a Local Plan is considered sound where it meets this minimum figure.
- 6.2.15 The PPG states that the government will support aspirational councils who wish to set their housing requirements higher than the figure produced by the standard methodology in the following circumstances:
- growth strategies for the area that are likely to be deliverable, for example where funding is in place to promote and facilitate additional growth (e.g. Housing Deals);
 - strategic infrastructure improvements that are likely to drive an increase in the homes needed locally; or
 - an authority agreeing to take on unmet need from neighbouring authorities, as set out in a statement of common ground
- 6.2.16 The PPG also notes that *“There may, occasionally, also be situations where previous levels of housing delivery in an area, or previous assessments of need (such as a recently-produced Strategic Housing Market Assessment) are significantly greater than the outcome from the standard method. Authorities will need to take this into account when considering whether it is appropriate to plan for a higher level of need than the standard model suggests.”* As shown in Figure 9, annual delivery has exceeded the figure produced by the standard methodology significantly over the previous 10 years.
- 6.2.17 The chart below shows the level of housing need projected under each of the different methodologies.

Figure 9: Housing Requirement options compared to annual average completions

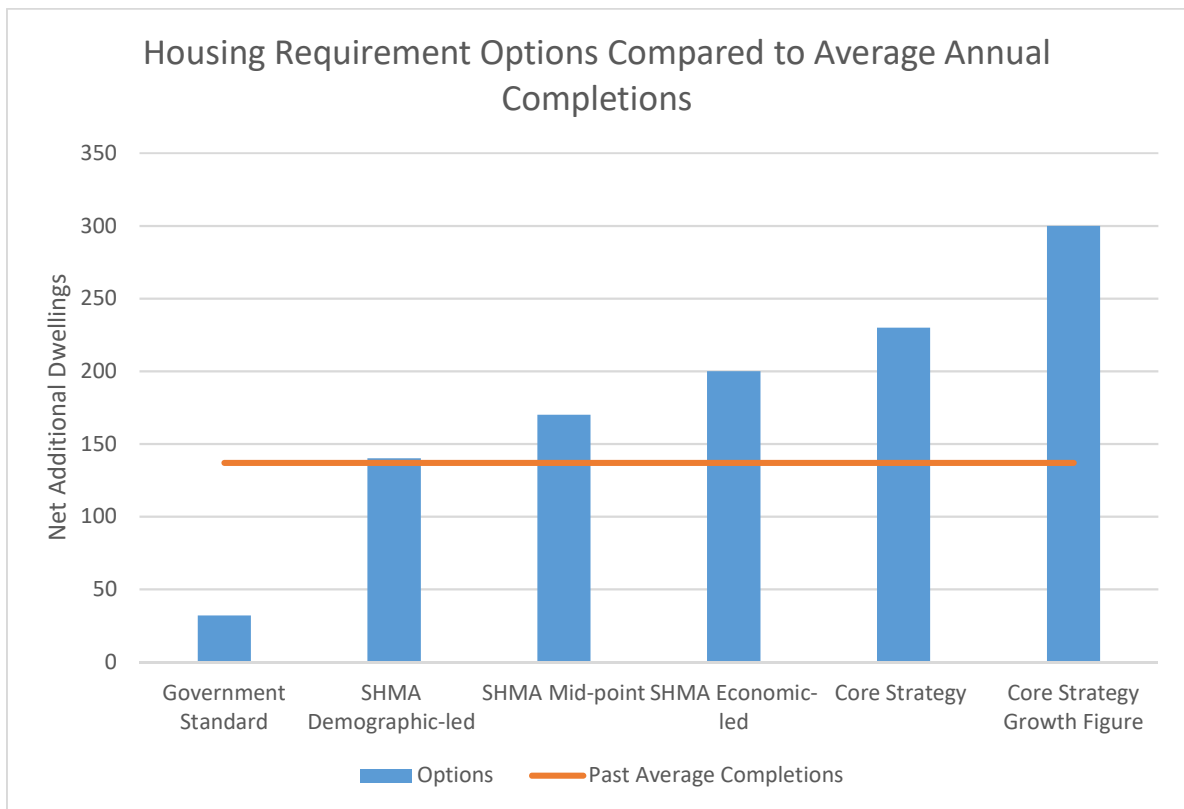
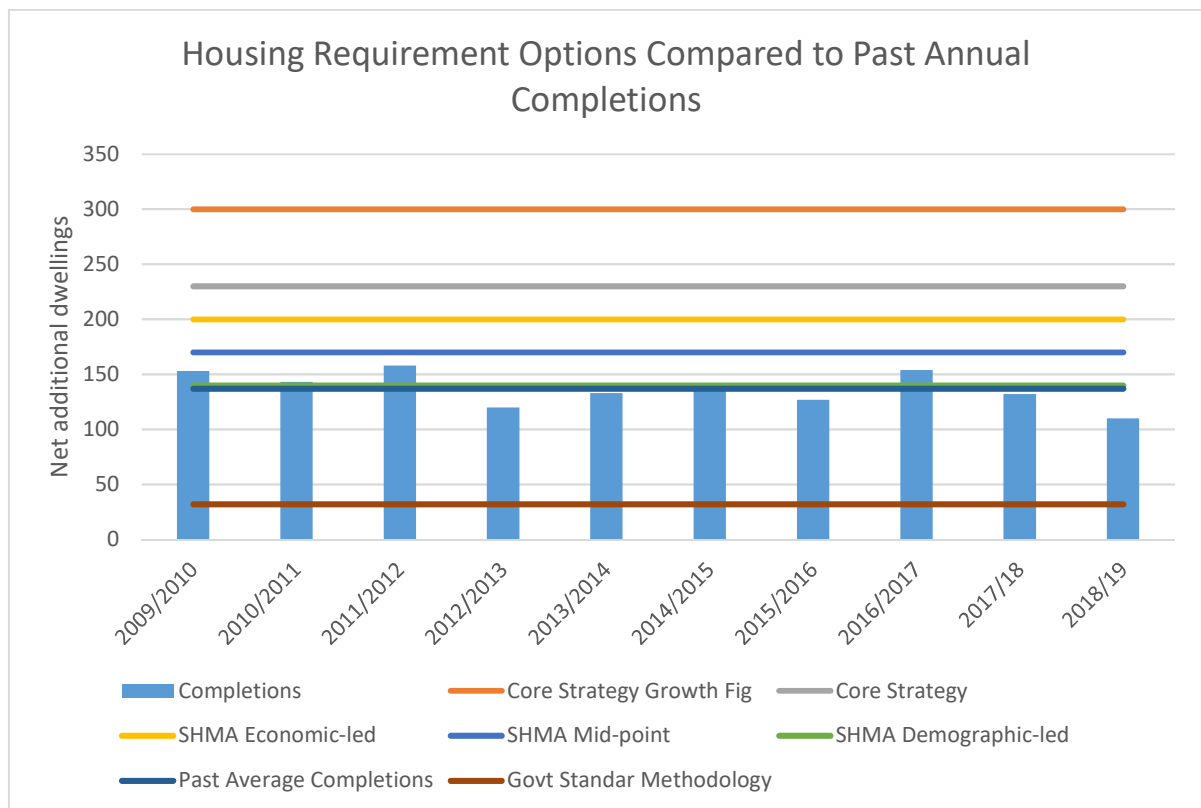


Figure 10: Housing requirement options compared to past completions by year



Question H1: How many homes should be built in the borough annually over the plan period 2017-2035? (Choose one option)

Option 1: Include a housing target within the plan of 140 net additional dwellings per year to meet the demographic-led OAN figure set out in the SHMA

Option 2: Include a housing target within the plan for 200 net additional dwellings per year to meet the highest economic-led OAN figure set out in the SHMA to support employment growth

Option 3: Include a housing target within the plan for 170 net additional dwellings per year based on a mid-point of all the OAN figures set out in the SHMA

Option 4: Include a housing target within the plan which matches the figure produced using the Government's standard methodology (currently 32 dwellings per year)

Option 5: Include a housing target within the plan which is based upon past average number of net additional dwellings over the past 10 years (137 dwellings)

Option 6: Other option, please state

6.3 Housing Allocations

Policy Context

National Planning Policy Framework Paragraphs: 14, 59, 67- 72, 73-75, 85f), 117, 121

Core Strategy Policies: SS1, SS2

- 6.3.1 Housing completions in the borough have regularly fallen below the Core Strategy housing requirement, therefore the Council must consider whether a new approach is required in order to bring forward a range of sites which are attractive to developers. Allocating the right sites for housing is also key to encouraging residents to stay in Copeland and attract new ones, reversing the trend of population loss. Ensuring a stable and growing workforce is particularly important to support the economic growth aspirations of the borough.
- 6.3.2 Whilst the Council will only allocate sites which the evidence demonstrates are deliverable (i.e. can be delivered within the first 5 years) or developable (sites which are likely to be delivered in the longer term), there is no guarantee that sites will come forward as expected. Many authorities therefore allocate sites to provide a greater number of homes than required to ensure range and choice and attract a greater number of house builders.

- 6.3.3 The Council will consult upon the detail of potential housing sites during the next stage of the Local Plan process (Preferred Options stage). At this stage we welcome views on how much land to allocate for housing.

**Question H2: How much land should the Local Plan allocate for housing?
(Choose all applicable options)**

Option 1: Allocate a number of sites to supply exactly the same number of homes as set in the housing requirement

Option 2: Set the housing requirement at 140 dwellings per year but allocate sufficient deliverable and developable sites to meet anticipated need associated with employment growth over the plan period

Option 3: Allocate a sufficient number of sites to meet the housing requirement plus an additional % (please state what that should be)

Option 4: Allocate a smaller number of sites acknowledging that development will continue to come forward on windfall sites, albeit at a reduced rate than previously

Option 5: Identify additional “reserve sites” which could be brought forward if growth and demand exceed the housing requirement

Option 6: Other, please state

6.4 Housing Yield and Density

Policy Context

National Planning Policy Framework Paragraphs: 65, 122-123, 127c)

Core Strategy Policies: SS2, DM11, DM12

- 6.4.1 The term density refers to the number of dwellings per hectare (dph). If densities are too low it can result in an inefficient use of land and can result in residents becoming isolated within their communities. If densities are too high it can result in development cramming which can harm the character and appearance of an area.
- 6.4.2 The NPPF states that councils should support development that makes efficient use of land, taking into account housing need, local market conditions and viability, the availability and capacity of infrastructure and services, character, setting and design. It also requires consideration of the desirability of promoting regeneration and change.
- 6.4.3 The Core Strategy, Policy SS2 seeks densities of over 30 dwellings per hectare “*with detailed density requirements determined in relation to the character and sustainability of the*”

surrounding area as well as design considerations". Lower densities may however be appropriate to enable a broader mix of housing in an area or to help regeneration schemes where a greater amount of open space may be required.

- 6.4.4 An estimation will need to be made regarding how many dwellings are likely to be delivered on housing allocations and when this will happen. This will enable the Council to produce a housing trajectory and monitor delivery against it over the plan period. When estimating housing yield consideration will need to be given to how much of the site will be required for infrastructure, open space, landscaping utilities etc. and any current on-site constraints (e.g. buffer zones around pylons, high pressure pipelines etc.)
- 6.4.5 Not all of the site will be available for housing and space will be required for utilities, infrastructure, green spaces etc. The densities used to calculate indicative yield will not necessarily be the density which is best suited to the specific site – this will be determined at planning application stage taking into account issues such as viability, the requirement for non-housing development on the site and the character of the area.

Question H3: What density should be applied when estimating the housing yield of potential housing allocations? (Choose one option)

Option 1: Apply an average density of 25dph over the gross site area

Option 2: Apply a density of 30dph over the net area

Option 3: Use different densities depending on the location of the site i.e. higher density for urban areas compared and apply this to an average net area of 70%

Option 4: Use different densities depending on the location of the site i.e. higher density for urban areas compared and apply this to an average net area based upon the size of the site (the smaller the site the greater the net area)

Option 5: Use different densities depending on the size of the site

Option 6: Other option, please state

Question H4: How can the Local Plan ensure that the most efficient use is made of land when determining applications on unallocated sites? (Choose one option)

Option 1: Include a policy which requires developments to provide at least 30 dwellings per hectare

Option 2: Include a policy which sets different density requirements for different parts of the borough i.e. higher densities within more urban areas

Option 3: Do not include a policy requiring a specific density and instead rely on guidance within the NPPF

Option 4: Determine appropriate densities on a site by site basis and require developers to demonstrate why their chosen approach is appropriate as part of their planning application

Option 5: Other option, please state

6.5 Affordable Housing

Policy Context

National Planning Policy Framework Paragraphs: 20b), 34, 41, 61- 64, 71a), 77

Core Strategy Policies: ST1, ST2, SS3

- 6.5.1 The NPPF requires councils to make sufficient provision for affordable housing. The definition of affordable housing is contained in the glossary. It also requires plans to set out the contributions expected from development, including setting out the levels and types of affordable housing provision required. The NPPF, paragraph 62, allows for off-site provision of affordable housing or an appropriate contribution in lieu, where this can be robustly justified and where the approach contributes to creating mixed and balanced communities. In all other cases, affordable provision should be on site.
- 6.5.2 The NPPF requires at least 10% of homes within major developments (over 10 units) to be affordable, subject to certain exemptions. A reduction is supported where the proposal involves the re-use or redevelopment of vacant buildings.
- 6.5.3 Whilst Copeland is considered to be one of the most affordable districts in England, the Strategic Housing Market Assessment (SHMA) identifies a need for additional affordable housing. Affordability is calculated by dividing house prices by gross annual earnings. House prices, rent and land values are generally low in the borough whilst average incomes are the third largest nationally.

6.5.4 The Council's Strategic Housing Market Assessment, paragraph 40, states that:

"Overall, the cost of housing to buy in Copeland is relatively cheap in comparison with national figures. Additionally, the income levels likely to be required to access owner-occupied housing are often lower than might be needed to rent privately (for smaller homes). This would suggest that a key issue in the borough is about access to capital (e.g. deposits, stamp duty, legal costs) as well as potentially some mortgage restrictions (e.g. where employment is temporary)."

6.5.5 Paragraph 42 continues by saying:

"Hence, whilst the draft NPPF suggests a clear policy direction to provide 10% of all new housing as affordable home ownership, it is not clear that this is the best solution for the borough. If possible, it would be more appropriate for the Council to seek 10% of housing to be made available with some initial upfront capital payment (such as a deposit contribution), rather than discount as Open Market Value (OMV). Such a payment could cover the deposit and other initial costs and would potentially need to be protected in some way so that the money is not lost if a household chooses to sell their property. Schemes such as Help-to-Buy could form part of such a package. This would still be targeted at the same group of households (likely to mainly be those currently privately renting but who would like to buy)."

6.5.6 The SHMA notes that *"the bulk of the need is likely to be best met through provision of rented options (social/affordable), however it is recognised that there is a clear desire from Central Government to provide more "affordable" home ownership options and so some discounted market/shared ownership could be considered as part of any mix."*

6.5.7 Rural exception sites are a means of providing small scale affordable developments within rural areas. These are considered further within Question H18 of this chapter.

Question H5: How can the Local Plan help increase the number of affordable homes in Copeland to meet identified needs? (Choose all applicable options)

Option 1: Include a policy within the Local Plan which requires at least 10% of homes on developments over 10 units to be affordable*.

Option 2: Include a policy requirement for 10% of homes on developments over 10 units to be made available with some initial upfront capital payment, rather than discount as Open Market Value (OMV), such as through a help to buy scheme*

Option 3: Include a policy which requires at least 10% of homes on developments over 5 units to be affordable in the borough's rural areas (areas outside of the Principal Town and Key Service Centres)*.

Option 4: Determine the level of affordable housing required on a settlement basis taking into account evidence of need identified in the Housing Needs Study and viability evidence.

Option 5: Require at least one dwelling per site to be affordable*

Option 6: Do not set a requirement in the Local Plan for affordable homes and instead rely on the NPPF requirement to deliver affordable housing.

Option 7: Other option, please state

*subject to viability

6.6 Gypsy, Travellers and Travelling Showpeople

Policy Context

National Planning Policy Framework Paragraphs: 61

Core Strategy Policies: SS3, DM20

- 6.6.1 The NPPF, paragraph 61, states that local authorities should consider housing needs of travellers. Planning Policy for Traveller Sites sets out how this need should be assessed. A definition of gypsy, travellers and travelling showpeople is included in the Local Plan Glossary.
- 6.6.2 In 2013, Arc4 produced a Gypsy and Traveller Accommodation Assessment for the six Cumbrian districts. This identified that there were no gypsy and traveller pitches in Copeland and a need for 3 pitches arising from an emerging household living in "bricks and mortar" housing.

- 6.6.3 In previous years there has been a small number of unauthorised encampments in the borough with the average number of caravans within the encampments at any one time being five. Paragraph 6.76 of the Gypsy and Traveller Accommodation Assessment states that:

“It would be suggested that up to five pitches would help to offset the incidences of unauthorised encampment activity in Copeland. Based on patterns in activity, locations in the north and south of the borough would be suggested.”

Table 6: Unauthorised Gypsy & Traveller Encampments

Number of unauthorised encampments per year		
2010/11	2011/12	2012/13
0	2	0

Source: Arc4

- 6.6.4 Since the document was produced the definition of Gypsy and Travellers set out within national planning policy has changed and this, along with the age of the Arc4 Assessment, has resulted in the Council seeking the production of an update.
- 6.6.5 Where there is a shortage of allocated sites, ‘tolerated sites’ can be used to meet needs. A ‘tolerated site’ is one where the local authority has decided not to seek the removal of the encampment, and where the encampment has been, or is likely to be, allowed to remain for an indefinite period of months or years.

Question H6: How can the Local Plan help meet the housing needs of Gypsy and Travellers (Choose all applicable options)

Option 1: Identify a gypsy and traveller site within Copeland to meet any need identified in the forthcoming Gypsy and Traveller Assessment

Option 2: Identify two “tolerated sites”, one in the north of the borough and one in the south for gypsy and travellers requiring temporary pitches

Option 3: Include a criteria based policy within the Local Plan which identifies the issues that will be considered when determining applications for new Gypsy and Traveller sites in the borough

Option 4: Other option, please state

6.7 Empty Homes

Policy Context

National Planning Policy Framework Paragraphs: 63, 118d)

Core Strategy Policies: SS1

- 6.7.1 In 2018, the number of long-term empty homes in Copeland was 847¹, 67 less than the previous year. This equates to 2.5% of the total housing stock. The figure is higher than the Cumbrian (1.93%) and regional percentages (1.21%). The only authority with the higher occurrence of long-term empty homes is the city of London (3.36%).
- 6.7.2 There is a variety of reasons why homes remain empty. They may be currently under renovation, in the process of being sold or they may be abandoned.
- 6.7.3 Whilst a stock of short term vacant homes is required to allow for market churn, long term vacancies often have a negative impact upon the street scene and can provide opportunities for crime and anti-social behaviour.
- 6.7.4 Bringing vacant homes back into use can help contribute towards meeting housing need. It can also increase housing choice, improve the aesthetics of an area, can provide an income for the property owner and can reduce the amount of Council expenditure on security and maintenance.
- 6.7.5 Bringing empty residential properties in town centres back into use is one of the delivery priorities identified in the Council's Housing Strategy 2018-2023.
- 6.7.6 The Council has also produced an Empty Homes Policy which covers the period 2016 to 2020. The Policy takes a targeted approach towards empty homes and promotes the use of both statutory and discretionary powers to bring empty homes back into use.
- 6.7.7 The Council encourages owners of empty homes to access support to bring them back into use and takes part in Empty Homes Week to help highlight the issue. This is held annually and is an opportunity for local authorities, housing providers and community-led organisations to organise events to highlight the issue of empty homes and celebrate successful campaigns aimed at reducing the number of long-term empty homes.
- 6.7.8 National policy also contains incentives for owners to develop brownfield sites which contain empty homes. The Vacant Building Credit offers a financial credit equivalent to the existing gross floorspace of relevant vacant buildings when the Local Planning authority calculates any affordable housing contribution which will be sought. Affordable housing contributions may be required for any increase in floorspace. Further information can be found in national planning practice guidance at the following link:
<https://www.gov.uk/guidance/planning-obligations>

¹ <https://www.actiononemptyhomes.org/Handlers/Download.ashx?IDMF=f117e863-ea54-40d3-9bf5-3a23fde72eac>

Question H7: How can the Local Plan help reduce the number of long term empty homes in Copeland? (Choose all applicable options)

Option 1: Utilise the Council's Empty Homes Policy (and any update) as the main tool for bringing empty homes back into use

Option 2: Produce an Empty Homes Strategy which sets out the actions the Council will take to bring empty homes back into beneficial use.

Option 3: Include a policy which makes a commitment to support community-based regeneration approaches, including working with communities to develop neighbourhood improvement plans to tackle empty homes

Option 4: Include a policy within the Local Plan which encourages the re-use and renovation of empty homes within the borough and makes reference to the vacant building credit

Option 5: Use financial contributions collected in lieu of on-site affordable housing to bring empty properties back into use to provide affordable homes

Option 6: Other option, please state

6.8 Housing Renewal

Policy Context

National Planning Policy Framework Paragraphs: 63

Core Strategy Policies: SS1, DM11

- 6.8.1 The borough has an ageing housing stock in need of repair however levels of deprivation in some parts of the borough limits the opportunities available to residents to improve their homes.
- 6.8.2 The Council produced a Private Sector Housing Condition Survey in 2016. This identifies that 84.8% of occupied private sector homes met the Decent Homes Standard. The remaining 15.2% (3871 homes) were identified as being non-decent and of these:
- 1,927 dwellings (7.6%) exhibit Category 1 hazards within the Housing Health and Safety Rating System (HHSRS);
 - 1,631 dwellings (6.4%) are in disrepair;
 - 261 dwellings (1%) lack modern facilities and services; and
 - 1,648 dwellings (6.5%) fail to provide a reasonable degree of thermal comfort.

- 6.8.3 Core Strategy Policy SS1 sets out how the Council will improve the housing offer in Copeland. As well as supporting new development through the allocation of sites, the Policy states that the Council will also promote the regeneration and improvement of the borough's existing housing stock, and the enhancement of the surrounding residential environment, to meet local housing needs, particularly in Whitehaven, the three smaller towns and Local Centres.
- 6.8.4 The Council's Housing Strategy supports this stance, stating that the Council will work with Registered Providers to shape and deliver large scale regeneration projects for some of the social housing estates in our Key Service Centres. This close working partnership has proven successful in the past and developers are actively delivering regeneration in the borough, for example at Queens Park in Millom.
- 6.8.5 The Furness and West Cumbria Housing Market Renewal programme covered the Copeland area and was allocated £6 million between 2008 and 2011. The focus in Copeland was on South Whitehaven and the town centre. At present there are no plans for large scale, Council-led housing market renewal schemes.
- 6.8.6 The production of a Local Plan provides an opportunity to assess the success of existing policies and to consider whether there are any other opportunities available for improving housing stock.

Question H8: How can the Local Plan help improve the borough's existing housing stock? (Choose one option)

Option 1: Include a policy within the Local Plan which makes a clear commitment to supporting renovation and regeneration schemes in the borough

Option 2: Rely on the delivery priorities set out in the Council's Housing Strategy

Option 3: Other option, please state

6.9 Housing Mix

Policy Context

National Planning Policy Framework Paragraphs: 59, 61, 65-66, 72, 122

Core Strategy Policies: SS1, SS3

- 6.9.1 The Council's Strategic Housing Market Assessment (SHMA) considers the housing profile in the borough. The following table, taken from the SHMA, shows that the average house size (by number of bedrooms) is higher in Copeland than across Cumbria, the North-West and England as a whole. Over half of the borough's housing stock is made up of 3-bedroomed homes.

Table 7: Dwellings by number of bedrooms 2011

Number of bedrooms (2011)					
	Copeland		Cumbria	North West	England
	Households	% of households	% of households	% of households	% of households
1-bedroom	1,250	4.1%	6.5%	9.7%	12.0%
2-bedrooms	7,952	26.0%	29.3%	28.5%	27.9%
3-bedrooms	15,809	51.8%	45.4%	45.0%	41.2%
4-bedrooms	4,214	13.8%	14.2%	13.1%	14.4%
5+-bedrooms	1,311	4.3%	4.6%	3.7%	4.6%
TOTAL	30,536	100.0%	100.0%	100.0%	100.0%
Average bedrooms	2.88		2.81	2.72	2.72

Source: 2011 Census

- 6.9.2 The SHMA, however, shows that the average number of bedrooms differs across the borough, with the average number of bedrooms being 2.78 in Whitehaven and 3.14 in the National Park area. On average, the number of bedrooms is greater in the more rural parts of the borough.
- 6.9.3 In terms of house type, the SHMA identifies that there is a higher proportion of semi-detached homes in the borough than across Cumbria, the North-West and England as a whole.

Table 8: Dwellings by Type

Accommodation type (2011)					
	Copeland		Cumbria	North West	England
	Households	% of households	% of households	% of households	% of households
Detached	7,143	23.4%	25.7%	18.0%	22.4%
Semi-detached	11,738	38.4%	33.1%	36.4%	31.2%
Terraced	9,271	30.4%	30.2%	29.8%	24.5%
Flat/other	2,384	7.8%	11.0%	15.9%	21.9%
TOTAL	30,536	100.0%	100.0%	100.0%	100.0%

Source: 2011 Census

- 6.9.4 The percentage of detached homes varies across the borough, with 13% in Whitehaven compared to 51% in the National Park Area. In comparison, the proportion of terraced homes and flats is greater in the borough's towns than in the National Park Area.
- 6.9.5 The type of homes available can affect the level of over-crowding and under-occupation. The SHMA states that levels of over-crowding in the borough are low, whereas levels of under-occupancy are high. High levels of under-occupancy can have a negative effect on the ability of households to move within a settlement by "blocking" larger homes which may be in short supply and can lead to households becoming isolated, particularly in the more rural areas.

Question H9: How can the Council ensure that an appropriate mix of housing is delivered over the plan period? (Choose one option)

Option 1: Include a policy within the Local Plan which requires developers to demonstrate that they have considered the Council's SHMA, Housing Needs Survey and any other relevant evidence when determining housing mix

Option 2: Require a mix of housing on all sites

Option 3: Provide an indication of the required housing mix on a site by site basis

Option 4: Other option, please state

6.10 Housing for Older and Disabled People

Policy Context

National Planning Policy Framework Paragraphs: 59, 61, 64

Core Strategy Policies: SS3

- 6.10.1 The NPPF requires councils to plan to create safe, accessible environments and promote inclusion and community cohesion. The NPPG states that "*Plan-making authorities should assess the need for housing of different groups and reflect this in planning policies.*" (Paragraph 001, ref 67-001-20190722)
- 6.10.2 The Council's SHMA identifies that the borough has an ageing population. In 2016, 21.9% of the borough's population was aged 65 or above and at the time of the last Census in 2011 37.6% of households contained someone with a health problem.

Question H10: How should the Local Plan ensure the housing needs of older and disabled people are met? (Choose one option)

Option 1: Require a percentage of housing on each new housing development to be suitable for older or disabled people

Option 2: Require a percentage of housing on each new housing development to be suitable for older or disabled people on a settlement basis determined by the age profile of the settlement and evidence within the Housing Needs Study

Option 3: Require all housing to be accessible and adaptable

Option 4: Rely on national standards set within the Building Regulations

Option 5: Other option, please state

6.11 Extra Care Housing

Policy Context

National Planning Policy Framework Paragraphs: 61, 64b)

Core Strategy Policies: SS3

- 6.11.1 Extra Care housing is self-contained and allows people to live independently (or in couples where required) in a supportive environment. Increasing the numbers of people living in Extra Care housing frees up market and social housing and reduces the need for other types of care home.
- 6.11.2 There are currently two Extra Care housing developments within Copeland which provide 61 units between them. The first is Duddon Mews in Millom (14 units) developed by Home Group, the second is Monkway Court in Whitehaven (47 units) operated by Anchor Trust.
- 6.11.3 Cumbria County Council prepared an Extra Care Housing and Supported Living Strategy, which is for the period of 2015-2025. The aim of the strategy is develop Extra Care housing and Supported Living accommodation across Cumbria. The County Council also operate a grant funding programme² for potential providers looking to bring forward proposals for extra care/supported living schemes.
- 6.11.4 Within Copeland, it is predicted that there will be demand for 350 extra care homes by 2025, with 61 homes at present located in Whitehaven and Millom only, resulting in a shortfall of 289 homes. These will therefore need to be provided by 2025 and form part of

²

<https://www.cumbria.gov.uk/healthsocialcare/ech/developmentprogramme/grants/default.asp>

the future housing stock in Copeland. The Local Plan will also need to provide for any additional need/demand up to the year 2035, once Cumbria County Council's Strategy is updated.

Question H11: How can the Local Plan help ensure the needs of those requiring extra care housing are met? (Choose all applicable options)

Option 1: Allocate sites within the borough specifically for Extra Care housing

Option 2: Maintain a portfolio of Council owned sites which would be suitable for extra care housing

Option 3: Include a policy within the Local Plan which encourages the delivery of extra care housing as part of new housing developments

Option 4: Require a certain level of Extra Care housing within larger housing developments

Option 5: Other option, please state

6.12 Self and Custom Build Housing

Policy Context

National Planning Policy Framework Paragraphs: 64a)

Core Strategy Policies: ST2, ST3

- 6.12.1 Self and custom build housing helps increase housing supply and also gives people the opportunity to build a home which meets their needs whilst learning new skills and trades. Definitions of self and custom build can be found in the Local Plan glossary
- 6.12.2 The Council keeps a register of those seeking to acquire serviced plots in the borough for their own self and custom build housing (market or affordable). At present there are 15 people on the register which can be accessed at the following link:
<https://www.copeland.gov.uk/content/self-build-and-custom-housebuild-register>

Question H12: How can the Local Plan support those wishing to develop self and custom build housing? (Choose all applicable options)

Option 1: Require a proportion of sites over a certain size to be available for self and custom build development

Option 2: Allocate separate housing sites for self and custom build housing

Option 3: Include a specific policy which supports self and custom build housing subject to it meeting certain criteria

Option 4: Other option, please state

6.13 Community-led Housing

Policy Context

National Planning Policy Framework Paragraphs: 52, 59

Core Strategy Policies: SS3

- 6.13.1 Community-led housing projects, whether within the National Park boundary or outside it, provide local occupancy housing in perpetuity and can be homes to rent or buy.
- 6.13.2 The options for community-led housing schemes are wide-ranging and include:
- community-owned housing
 - cooperative and tenant controlled housing
 - individual self-build or projects managed by providers on behalf of community groups
- 6.13.3 Benefits for those who become involved in the process can include start-up grants and funding towards feasibility studies, housing needs surveys or planning permission. Capital and assistance applying for further funding may also be available.
- 6.13.4 Copeland Council has been allocated £251,000 funding from the Department for Communities and Local Government to co-deliver the project as an area where the high number of second-home ownership is affecting housing supply in local communities. This funding has helped deliver successful schemes across the borough, including a recent scheme in Ulpha (within the LDNP planning area).
- 6.13.5 The Council is a partner in the Cumbria and Lancaster Community-led housing hub. Further information can be found at the following link: <http://www.clhhub.org.uk/>

Question H13: How can the Local Plan support communities who want to deliver community-led housing projects? (Choose all applicable options)

Option 1: Include a policy which makes a clear commitment to supporting community-led housing projects

Option 2: Identify a site/sites where community-led housing would be supported

Option 3: Other option, please state

6.14 Residential Conversions

Policy Context

National Planning Policy Framework Paragraphs: 83, 118, 148

Core Strategy Policies: ST2, DM13, DM14, DM15A

- 6.14.1 The conversion of non-residential properties, such as shops and offices, can make an important contribution to housing supply in the borough. Temporary permitted development rights currently apply in respect to the change of use from B1 (a) office use and B8 storage and distribution use (under 500m²) to C3 residential use, subject to prior approval being sought.
- 6.14.2 Poorly designed conversions, however, can have detrimental impacts upon future occupiers, neighbouring occupiers and the wider street-scene. It is therefore important to consider issues such as internal and external space provision and layout, parking, the impact of any external alterations upon the character of the building, as well as privacy, lighting, noise and bin storage.

Question H14: How can the Local Plan minimise any detrimental effects arising from conversion and sub-division of existing properties within settlement boundaries? (Choose one option)

Option 1: Include a policy which supports the conversion of buildings to residential properties subject to certain criteria

Option 2: Rely on guidance within the NPPF and NPPG

Option 3: Other option, please state

6.15 Houses in Multiple Occupancy (HMOs)

- 6.15.1 Houses in Multiple Occupation (HMO) requiring planning permission are those with more than six unrelated occupiers. They comprise two or more households and are different from self-contained flats as occupiers share basic amenities such as kitchen and bathroom facilities. As well as requiring planning permission, certain HMOs are also licensed. Smaller HMOs which house less than 6 residents do not require planning permission but may require a license from Environmental Health.
- 6.15.2 HMOs provide an important source of housing, which is often available cheaply, however the conversion of residential properties to HMOs can lead to problems where there is insufficient parking and refuse storage. The increase in occupiers and increase in comings and goings can also have a detrimental impact upon the amenity of neighbours, however this can often be minimised through careful internal layouts and access arrangements. It is also important to ensure that the amenity of residents of the HMO is acceptable, with satisfactory access to sunlight and daylight, sufficient internal space, privacy and outlook.
- 6.15.3 Where there is high demand for HMO accommodation, such as in areas with high student populations, Local Plans contain a restriction on the number of HMOs in any one street to protect the residential character of the area.
- 6.15.4 The demand for HMO accommodation in Copeland has the potential to increase over the plan period along with the demand for short term accommodation linked to temporary employment contracts.
- 6.15.5 A number of councils have Article 4 directives in place which remove permitted development rights relating to changes of use from C3 (dwelling houses) to C4 (HMOs). This means that anyone who wants to convert their property into a small HMO (3-6 persons) would require planning permission which enables councils to control the number of HMOs in a particular area and ensure any detrimental impacts are minimised.

Question H15: How can the Local Plan reduce any detrimental impacts arising from the sub-division of properties to create large houses of multiple occupancy? (Choose all applicable options)

Option 1: Include a criteria based policy which sets out the requirements a HMO development will need to meet

Option 2: Limit the number of HMOs on a single street to a particular percentage

Option 3: Put an Article 4 in place on particular streets that at pressure from HMO conversions to remove permitted development rights

Option 4: Other option, please state

6.16 Householder Developments

Policy Context

National Planning Policy Framework Paragraphs: 47, 145, 164

Core Strategy Policies: SS1, DM18

- 6.16.1 Extensions and alterations to existing properties can be a useful way of meeting changing household needs. They can however cause detrimental impacts upon both the street-scene and residential amenity where they are poorly designed.

Question H16: How can the Council reduce any detrimental impacts arising from householder extensions and alterations? (Choose all applicable options)

Option 1: Include a criteria based policy within the Local Plan which supports householder developments subject to certain criteria

Option 2: Produce a Design Supplementary Planning Document which contains advice for householders wanting to alter or extend their homes

Option 3: Rely on national design guidance

Option 4: Other option, please state

6.17 New Rural Housing

Policy Context

National Planning Policy Framework Paragraphs: 77-79

Core Strategy Policies: SS3

- 6.17.1 Access to good quality housing is important to support rural services and ensure the sustainability of rural settlements. It also helps families to stay within the same communities which helps avoid social isolation.
- 6.17.2 The NPPF, paragraph 79 does however state that the development of isolated homes in the countryside should be avoided unless the following circumstances apply:
- There is an essential need for a rural worker, including those taking majority control of a farm business, to live permanently at or near their place of work in the countryside;
 - The development would represent the optimal viable use of a heritage asset or would be appropriate enabling development to secure the future of heritage assets;

- The development would re-use redundant or disused buildings and enhance its immediate setting
- The development would involve the subdivision of an existing residential dwelling; or
- The design is of exceptional quality

6.17.3 Rural Exception sites are defined within the NPPF Glossary as *“Small sites used for affordable housing in perpetuity where sites would not normally be used for housing. Rural exception sites seek to address the needs of the local community by accommodating households who are either current residents or have an existing family or employment connection. A proportion of market homes may be allowed on the site at the Local Planning authority’s discretion, for example where essential to enable the delivery of affordable units without grant funding.”*

6.17.4 Homes can be brought forward on such sites where there is a proven unmet local need for affordable housing, for example as evidenced by a housing needs survey. Developers will sign a Section 106 agreement at planning application stage to ensure houses remain affordable for perpetuity.

Question H17: Should the Local Plan set out which types of housing will be supported in the open countryside? (Choose one option)

Option 1: Include a policy which sets out the types of housing which will be permitted within the open countryside outside of identified settlements

Option 2: Rely on paragraph 79 of the NPPF

Option 3: Other option, please state

Question H18: Should the Local Plan contain a policy which supports the development of rural exception sites? (Choose one option)

Option 1: Include a policy which supports the development of rural exception sites subject to certain criteria

Option 2: Include a policy which states that some market housing will be supported on rural exception sites. The number of market homes will be limited to that required to enable viability whilst ensuring a significant proportion of the site is developed for affordable housing

Option 3: Rely on guidance within the NPPF when determining applications on rural exception sites

Option 4: Other option, please state

Question H19: How can the Local Plan ensure that rural exception sites are available for residents with a local connection? (Choose all applicable options)

Option 1: Include a local connection policy setting out the connections to the parish future occupiers must have to enable them to access housing on the rural exception site

Option 2: Produce a Supplementary Planning Document which sets out the criteria future occupiers must meet to enable them to access housing on rural exception sites

Option 3: Other option, please state

Replacement Dwellings and Rural Extensions in the Countryside

Policy Context

National Planning Policy Framework Paragraphs: 170

Core Strategy Policies: DM15A, DM16

- 6.17.5 Replacing and extending existing buildings within the countryside can provide a useful source of housing, allowing residents to stay within their communities and making efficient use of land. Inappropriate design can however have a negative impact upon the character of the area and/or the existing building which is being extended, particularly when the scale of the new dwelling is not proportionate to the size of the plot.
- 6.17.6 Uncontrolled extensions can also result in the loss of smaller housing within the rural areas and can therefore make it more difficult for first time buyers, or those needing smaller homes, to move into such locations.

Question H20: Should the Local Plan include a policy which limits the size of replacement dwellings in the open countryside? (Choose one option)

Option 1: Support replacement dwellings within the open countryside where the footprint of the new dwelling does not exceed that of the dwelling it replaces (excluding any existing outbuildings)*

Option 2: Support replacement dwellings within the open countryside where the footprint of the replacement dwelling is no more than 50% greater than the dwelling it replaces (excluding existing outbuildings)*

Option 3: Support replacement dwellings within the open countryside where the footprint of the new building is no greater than that of the building it replaces (excluding any existing outbuildings) plus any additional floorspace which would be permitted under permitted development rights

Option 4: Include a criteria based policy within the Local Plan which supports replacement dwellings in the open countryside where the scale of the new dwelling is not detrimental to the character of the area or its surroundings

Option 5: Other option, please state

*where the scale and massing is deemed appropriate

6.17.7 Agricultural buildings are currently permitted to change to residential use (C3 use class) together with some building operations reasonably necessary to facilitate the conversion, subject to the following criteria and Prior Approval being granted:

- No more than five separate dwelling houses can be developed under this Class
- Subject to this limit of five dwelling houses, up to three can be 'larger dwelling houses'. (A larger single dwelling house is one with a floor space of more 100m²). No more than 465m² of floor space can change use to 'larger dwelling houses' under this class and no more than 465m² of residential floor space is allowed in larger dwelling houses
- Within the overall limit of five dwelling houses, up to five can be 'smaller dwelling houses'. (Smaller dwelling houses each have a floor space of no more than 100m²)
- Development is **not** permitted if the floor space of any dwelling house developed under Class Q having a use falling within Class C3 (dwelling houses) exceeds 465 square metres.

6.17.8 The following option considers those conversions which do not meet the criteria and therefore require planning permission.

Question H21: How should the Local Plan ensure that traditional rural buildings can be converted to residential dwellings without detriment to the character of the area? (Choose one option)

Option 1: Include a criteria based policy within the Local Plan which states that only traditional buildings which are structurally sound can be converted and only where significant alterations to external elevations are not required*

Option 2: Other option, please state

*subject to criteria relating to location, landscape, visual impact etc.

Question H22: Should the Council set a limit on the scale of residential extensions within the open countryside? (Choose all applicable options)

Option 1: Support residential extensions where they are no more than 50% larger than the footprint of the original dwellinghouse (excluding outbuildings), subject to criteria

Option 2: Do not include a limit but include a criteria based policy which requires the scale of the extension is not detrimental to its surroundings or the character of the existing building

Option 3: Other option, please state

6.18 Have We Missed Anything?

Question H23: Are there any other issues which should be addressed within this chapter? (Please provide details)

ECONOMY & EMPLOYMENT

Albion Square, Whitehaven

7 Economy and Employment

7.1 Key Facts –Economy and Employment

- Copeland is the UK Centre of Nuclear Excellence and hosts a wide range of nuclear sector sites
- Sellafield employs a large transient workforce
- Copeland suffers from concentrations of deprivation; with just over 12% of Lower Layer Super Output Areas (LSOAs) falling within the 10% most deprived LSOAs in England and 73% of LSOAs falling within the 50% most deprived LSOAs in England
- 78.3% of the working age population in Copeland are economically active (ONS 2018)
- Sellafield employs around 10,000 people directly and at least another 13,000 indirectly
- Business start-ups in Copeland is fragile, with statistics showing the lowest annual number of start-ups per 10,000 working age residents (44.5), compared to (112.6) for England (Cumbria.gov.uk)
- 14.8% of households in Copeland have an annual income of less than £10,000 (ONS 2016)
- Estimated rates claiming unemployment benefits in Copeland is above national average at 5.7%, compared to a national average of 4.7% (ONS March 2017)
- The Moorside National Strategic Infrastructure Project (NSIP) is currently on hold, but could create up to 6000 jobs if delivered
- West Cumbria Mining at Woodhouse colliery would provide 500 new jobs plus 200 supply chain
- 5.7% of people claiming unemployment benefit, above national average at 4.7% (March 2017)
- Higher than national average wages which is attributable to Sellafield (Mean residence based earnings: Copeland £31,256; UK £29,832 (ONS 2018)
- 50% of Copelands jobs are based in the nuclear industry
- 80.8% of Copeland residents work in the borough

7.2 Economy and Employment

Policy Context

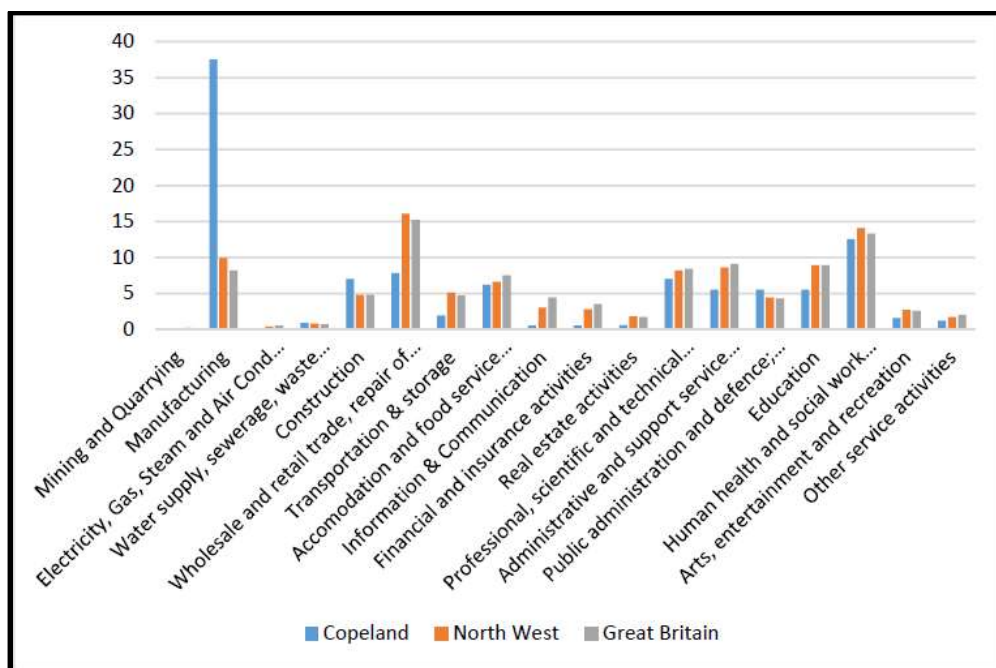
National Planning Policy Framework Paragraphs 80, 81 a) to d), 82, 83 a) to d), 84

Core Strategy Policies: ER3, ER4, ER5, ER6, ER11, DM3, DM4,

- 7.2.1 The performance of the economy has a fundamental bearing on the achievement of sustainable development. The economy provides employment and generates wealth but can as a result generate adverse effects such as waste or pollution from industry or traffic. A sustainable economy should be seen as part of the wider social and natural environment and, as far as possible, not adversely affect these wider elements.

7.2.2 Copeland has for many years under-full-filled its economic potential, both for reasons of geography and due to the decline of mining, manufacturing and chemical industries. Dependence on traditional industries is responsible for sectoral weaknesses and the borough's peripheral location and poor communications has not aided this. However, Copeland offers unique employment opportunities within the nuclear and wider energy sector relating to the supply chain, which is a positive contribution to the economy and something not easily replicated elsewhere. Figure 11 demonstrates job distribution in Copeland by sector:

Figure 11: Job Distribution in Copeland by sector (%)



Source: ONS Business Register 2017 (Nomis)

7.2.3 As can be seen in Figure 11 over a third (37.5%) of Copeland employees have a skilled trade which is significantly higher than the North and England average which is likely to be attributable to Sellafield.

7.2.4 As a commercial property market, Copeland is perceived as being the following by the substantial majority of property investors, developers and owners that have a national coverage:

- Remote and difficult to access (in both transport and commercial terms);
- Constrained by lack of required commercial infrastructure such as fast broadband
- Driven by demand from a local origin

7.2.5 As can be seen in Table 9 Experian forecasts for Cumbria are challenging, the total gain of employment (FTE) by 2033 is expected to be 1,200 a growth of 0.6%, whilst UK growth is expected to grow by 6.3% over the same period. Copeland's forecast is particularly poor with change forecast at -1.4%.

Table 9: FTE Growth in Cumbria by District – Experian Forecasts June 2019

Area	2017 FTE jobs	2033 FTE jobs	Change (number)	Change (%)
Allerdale	34,500	34,700	200	0.3%
Barrow	27,000	27,000	0	0.0%
Carlisle	51,500	52,300	800	2.2%
Copeland	30,300	30,100	-200	-1.4%
Eden	23,200	23,300	100	0.4%
South Lakeland	46,200	46,500	300	1.1%
Cumbria total	212,700	213,900	1,200	0.6%

- 7.2.6 The data indicates a more positive picture for Copeland and Cumbria as a whole across the same time period when past trends projection figures are used. As can be seen in Table 10 Copeland is expected to have 3% growth for the period to 2033, which still remains below the Cumbria average of 3.8%

Table 10: FTE Growth in Cumbria by District - Past Trends Projection - Development Economics Estimates

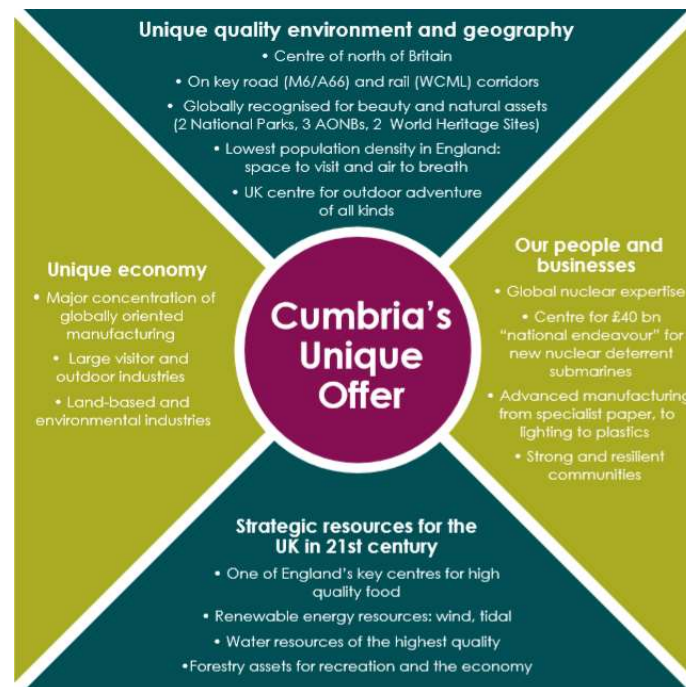
Area	2017 FTE jobs	2033 FTE jobs	Change (number)	Change (%)
Allerdale	33,900	34,700	900	2.6%
Barrow	28,000	28,800	900	3.1%
Carlisle	49,100	51,500	2,300	4.7%
Copeland	30,100	31,000	900	3.0%
Eden	21,600	22,700	1,100	5.0%
South Lakeland	44,700	46,600	1,900	4.3%
Cumbria total	207,300	215,300	8,000	3.8%

- 7.2.7 Copeland has a number of existing employment sites of differing quality, size, available space and use class restriction. The most prestigious of which is [Westlakes Science Park](#) located on the A595 near Whitehaven, with permitted use restricted to technology and ancillary B1 (office) and D1 (research) other major employment sites include Leconfield, Whitehaven Commercial Park at Moresby Park, Bridge End in Egremont and Devonshire Road Millom. A larger employment site is located at Lillyhall which falls within the neighbouring authority of Allerdale. Research suggests that demand in Cumbria generally comes from expansion of existing businesses, with more limited demand from new business formation.
- 7.2.8 In response to the Government's national industrial strategy in November 2017, the Cumbria Local Enterprise Partnership (CLEP) have produced a final draft of the [Cumbria Local Industrial Strategy \(LIS\)](#) that was submitted to government in March 2019. The LIS sets out the vision for Cumbria, five strategic objectives for the county with associated targets, and a number of supporting priorities. The LIS which aims to maximise the county's economic opportunities and address those challenges that will reduce its growth potential. The Strategy covers the period up to 2030. The five strategic objectives are summarised as follows:
- Growing and using our talent pool
 - Capitalising on our productivity, innovation and enterprise potential
 - Exploiting undeveloped economic opportunities to help get a better balanced economy

- Ensuring that all our residents contribute by sharing prosperity and opportunity
- Improving connectivity across the county

7.2.9 The LIS identifies Cumbria's strengths and unique offer in the figure below:

Figure 12: Cumbria LIS



7.2.10 The LIS highlights the following challenges and opportunities that face Copeland:

Challenges

- Reliance on a single employer where the medium to long term workforce is set to decline - estimated 60% of Copeland's GVA currently dependant on Sellafield
- Low rates of enterprise creation
- Poor condition of large proportion of low cost housing
- The least accessible part of Cumbria
- High wage levels not fully benefitting local economy
- High youth unemployment

Strengths

- High median earnings and low house prices
- Centre of UK's nuclear sector with Sellafield and host of R&D, innovation and training facilities
- Located on western edge of Lake District with scope to enhance tourism activity
- Historic town centre and harbour
- The largest concentration nationally of nuclear skills
- Major concentration of wider range of nuclear research activities, training/skills development and supply chain firms (many at Westlakes Science Park)
- High entry rates into apprenticeships as result of the nuclear sector

- Starting point for C2C cycle route and Coast to Coast walk

Opportunities

- Potential nuclear new build at Moorside site
 - West Cumbria Mining is planning to open a new mine to the south of Whitehaven
 - Western side of Lakes District is designated as the quiet part of the National Park, but considerable scope to increase visitor numbers here and in towns outside the National Park
 - Ambitious North Shore development plans for hotel, office and incubator space
 - Whitehaven harbour untapped potential
- 7.2.11 There are also further opportunities linked to Sellafield decommissioning and the Programme and Project Partners (PPP) Framework. PPP involves the procurement of a significant proportion of Sellafield's supply chain services in project and programme management, engineering and design, civil and process construction over the next 20 years.
- 7.2.12 In terms of next steps following submission to government on 29th March 2019, the LIS entered the 'co-production' stage, which has included further development of the Evidence Base via consultation with government's Analytical Panel and negotiation and workshop meetings with departmental leads. CLEP is currently working with government to produce a revised version of the LIS. Publication is expected late 2019.
- 7.2.13 In 2016, the Council produced the Copeland Growth Strategy 2016-2020. This document emphasised that Copeland is "open for business" and sets an ambitious strategy which aims to make the borough a key driver in the Northern Powerhouse. The strategy contains a number of growth priorities in the following areas:
- Centre of Nuclear Excellence
 - Enterprise and Innovation
 - Workforce, skills and education
 - Engineering
 - Energy Coast
 - Connectivity
 - Visitor economy
 - Vibrant towns and communities
 - Environment and sustainability
 - Quality of life
- 7.2.14 The Growth Strategy is currently being updated and taking a longer term view to 2040, the Local Plan will be a key mechanism to enable the success of the new Growth Strategy: *Copeland Vision*.
- 7.2.15 The draft vision is being developed around the following themes shown on page 75.

By 2040 we will have built in our part of West Cumbria a diverse, resilient economy based on clean growth, where innovative organisations work closely with businesses to create products and services for a national and global market. We will combine our rich history in innovation with our contemporary expertise in fields such as atomic science, robotics, clean energy, and sustainable tourism. Our young people will have the skills to access the opportunities to build their lives and careers here. Our workforce will be able to respond to rapid change in technology and our economy. We will improve the health and well-being of all our people. And our places will be of high quality, with world class landscapes (we have England's highest summit and deepest lake, and a stunning coastline), attractive towns that support the modern economy, a vibrant arts and culture scene, great places to live, good transport and broadband links, all with a quality visitor offer and a strong image to match.

Pioneering innovators and entrepreneurs: Our economy is undergoing significant change. Sellafield, for so long our main employer, is being decommissioned and will employ fewer people in the future. We must diversify our economy and lock-in wider benefits of spend on decommissioning to put in place the foundations of our future economic success. Our innovators in the energy sector and knowledge intensive businesses in its supply chain, our skilled and entrepreneurial people, universities, and the public sector can collaborate to build an economy that exploits technology and data to develop new firms, products and services for a global market, and make us a centre of expertise in clean energy. We will develop a higher quality tourism offer to create more and better jobs in the visitor economy.

Pioneering People: This will require us to equip our people with the right skills for the future economy and the ability to keep their knowledge and skills up to date in the context of economic and technological change. We will put young people at the heart of the growth strategy, harnessing their energy and creativity to shape our future economy and talent base. We will also focus on developing and backing entrepreneurs, equipping more people with the skills, confidence, finance and support to start their own businesses.

Pioneering Places: We will make Whitehaven an innovation district at a town-scale, building on initiatives such as the Buzz Station and focusing on the opportunities presented by the harbour and Northshore, connected to the West Lakes Science Park. We will also use Future High Streets and Future Towns funding to enhance the retail, leisure and cultural offer and public realm in Whitehaven, as well as our other towns. We will create West Cumbria mass transit network focused on improved rail services and stations, an on-demand bus network, and better cycle routes. We will deliver full fibre and 5G connectivity to our towns and improve digital connectivity across our rural areas, supporting businesses to use digital tools and connectivity to improve their productivity. We will build upon our successes to ensure that we have good education and health care provision.

Implementation: We will secure commitments from major organisations who have a substantial footprint in terms of jobs and spending in the area to do more and work together more coherently to help local people access the jobs they create, support the creation and growth of local businesses, and help drive the regeneration of our towns.

- 7.2.16 Copeland has a high reliance on the Nuclear Sector, with Sellafield and the Low Level Waste Repository at Drigg. The area does however have opportunities to diversify in other employment areas such as tourism, engineering, care provision and the food and leisure industry to name a few. In light of communications technology there are also opportunities for home and flexible working. Copeland Borough Council employs a dedicated officer who coordinates the activities/programmes delivered through Copeland Work and Skills Partnership, which is a partnership of organisations led by Copeland Borough Council. Copeland Work & Skills Partnership aims to enable more people to benefit from living in the Copeland area by enabling them to progress into sustainable employment.
- 7.2.17 The shared vision is that all Copeland residents will be able to secure suitable, long term employment that enables them to develop their skills and abilities, and provides sufficient income for them to enjoy a good standard of living. The partnership was established in 2009, a funding application has now been submitted for a new programme to run from 2019 -2022.
- 7.2.18 The availability of good quality sites is vital to help support the aims of these two documents in particular. The NPPF, paragraph 119 states that *“Local Planning authorities, and other plan-making bodies, should take a proactive role in identifying and helping to bring forward land that may be suitable for meeting development needs, including suitable sites on brownfield registers or held in public ownership, using the full range of powers available to them.”*
- 7.2.19 The Local Plan also has a key role to play in terms of:
- Developing entrepreneurship in high skilled workforce
 - Creating the right conditions to enable existing businesses to grow
 - Attracting inward investment supporting Sellafield decommissioning and PPP opportunities

Question E1: How can the Local Plan best ensure that sufficient land is available to support the growth aspirations for the borough? (Choose all applicable options)

Option 1: Continue with the existing approach of sites allocated in the Local Plan

Option 2: Support the extension of existing major employment sites allocated in the Local Plan

Option 3: Allocate new strategic employment sites

Option 4: Allocate sites for smaller scale employment uses based upon past take up rates

Option 5: Do not allocate sites for employment uses and include a criteria based policy which will be used when determining applications for employment uses

Option 6: Produce a portfolio of deliverable employment sites, separate to the Local Plan, which is regularly updated (please suggest timescale for updates)

Option 7: Let the market decide which sites come forward for employment and how

Option 8: Other option, please state

- 7.2.20 Westlakes Science and Technology Park is a regionally important employment site, and of great importance to the borough as a focus for the development of research based companies with a particular focus on nuclear technologies and skills and their technological transfer. Policy DM4 of the current Local Plan restricts permitted development to use class B1 (offices) and Use Class D1 (ancillary development of research institutes, universities or similar bodies)

Question E2: Should the Local Plan continue to restrict permitted uses at West Lakes Science Park? (Choose one option)

Option 1: Yes, the Local Plan should continue to restrict permitted development to use class B1 (offices) and Use Class D1 (ancillary development of research institutes, universities or similar bodies)

Option 2: No, offer a more flexible approach to permitted uses¹, to meet the needs of the Science Park subject to criteria in respect to appropriateness of the proposal and that justifies an alternate employment or town centre location is not available or suitable

Option 3: Offer a more flexible approach to permitted uses¹, but only where the proposal is complementary and ancillary to the existing use.

Option 4: Other option, please state

¹Subject to a criteria based policy and robust justification that the use cannot be accommodated within or close to the Principal Town and Key Service Centres.

Question E3: Should the Local Plan continue with the same approach for ancillary uses of development at West Lakes Science Park, if not what approach should be taken? (Choose one option)

Option 1: Yes, continue with the approach of policy DM4 (Westlakes Science Park)

Option 2: No, offer a more flexible approach* subject to criteria in respect to appropriateness of the proposal and that justifies an alternate employment or town centre location is not available or suitable

Option 3: Offer a more flexible approach *, but only where the proposal is complementary and ancillary to the existing use

Option 4: Other option, please state

*E.g. nursery, gym, ancillary café, convenience store, to meet the needs of the site only and avoid making the Park a destination for such uses.

Question E4: What option should the Local Plan take to safeguard existing employment areas? (Choose one option)

Option 1: Rely on NPPF Policy Para 120

Option 2: Do not safeguard existing employment land, let the market decide

Option 3: Other option, please state

7.3 Rural Economy

7.3.1 National Policy supports a prosperous rural economy (Para 83 a-d).

Question E5: Should the Local Plan take additional measures to support the rural economy? (Choose one option)

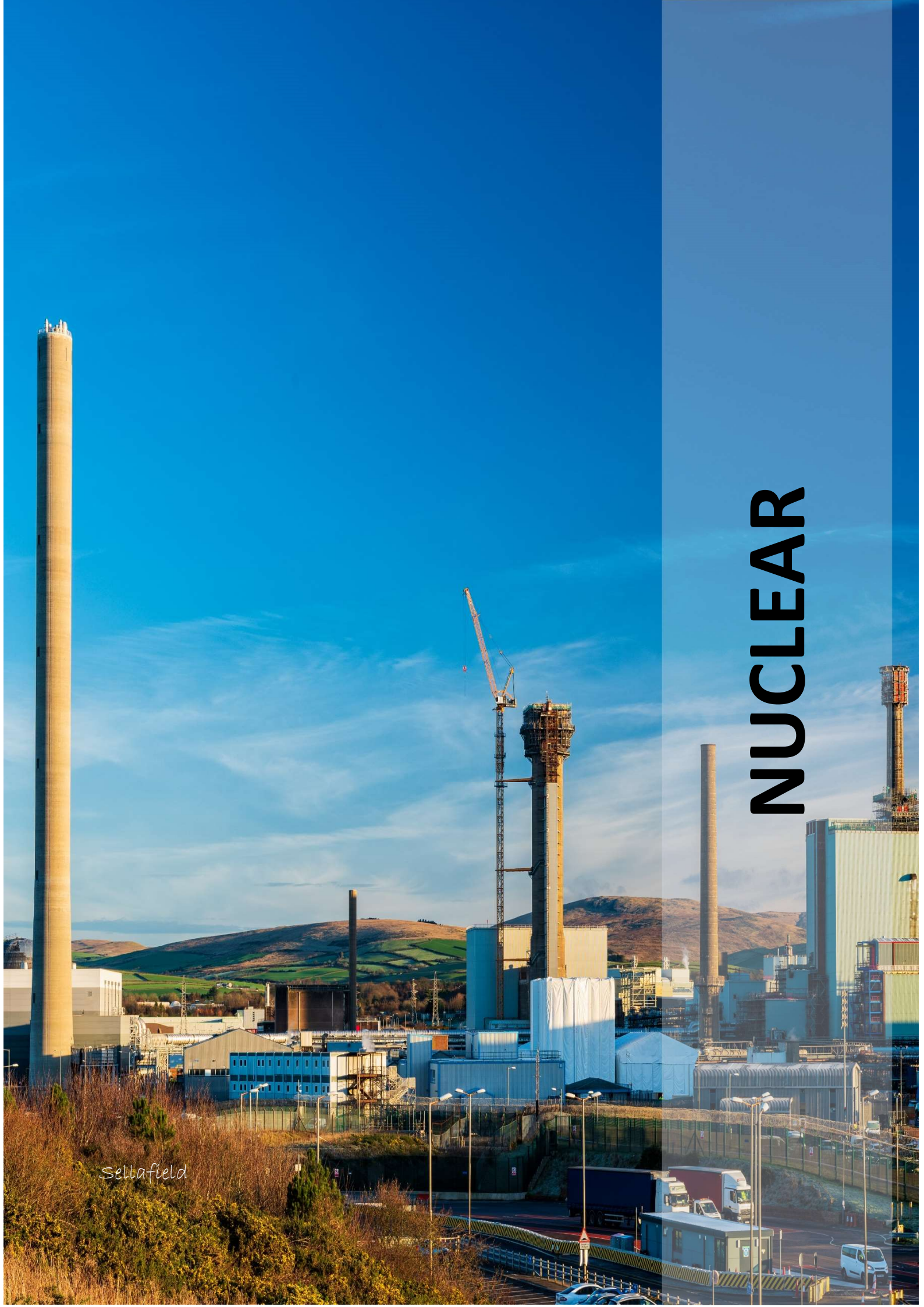
Option 1: No, rely on national policy

Option 2: Yes, support the rural economy, including schemes for rural diversification, subject to a criteria based policy in respect to use and scale

Option 3: Other option, please state

7.4 Have We Missed Anything?

Question E6: Are there any other issues which should be addressed within this chapter? (Please provide details)



NUCLEAR

Sellafield

8 Nuclear

8.1 Key Facts – Nuclear

- Sellafield employs 10,000 people in west Cumbria, with approximately 12,000 people working on the Sellafield site
- Reprocessing operations will end in 2020, which will result in the loss of a number of job roles, and the site will then enter full decommissioning and environmental remediation which will:
 - Create new job opportunities
 - Require a number of people to move from the Sellafield site to other locations in the borough in order to enable the safe decommissioning of the site
 - Generate new research and development opportunities
- Sellafield has now also entered into a Programme and Project Partners (PPP) framework, working with private sector partners to deliver this transformation
- NuGeneration Ltd.'s proposed development at Moorside has stopped, but the site remains an allocated site for large scale new nuclear power generation in the National Policy Statement and a new developer could start construction during the plan period; such a project would have up to 6,000 workers on site at peak construction time
- The Government supports research and development of Small Modular Reactors (SMRs)/Advanced Modular Reactors (AMRs) which could form part of the UK's low carbon energy mix
- Copeland is the Centre of Nuclear Excellence (CoNE)

8.2 Nuclear Energy

Policy Context

National Planning Policy Framework Paragraphs: 80, 82

Core Strategy Policies: ST1, ST2, ST4, ER1, DM1, DM5

New Missions at Sellafield

- 8.2.1 The new missions at Sellafield to decommission and clean up the site will require space to be created on site. This will be achieved by relocating Sellafield employees and its supply chain that do not need to be on site. The new ways of working should also provide opportunities for expansion and growth for the supply chain locally and therefore it is important that the Local Plan provides sufficient high quality land and premises to support this.

Question N1: Where should the Local Plan direct workers who are to be relocated from the Sellafield site? (Choose one option)

Option 1: Continue with Whitehaven as the main focus for relocating staff off site

Option 2: Direct workers moving offsite to Whitehaven and the Key Service Centre towns

Option 3: Direct workers moving offsite to Whitehaven and the Key Service Centre towns and allocated employment sites*

Option 4: Favour locations that are closest to the Sellafield site

Option 5: Other option, please state

* These could include employment sites within the towns, Whitehaven Commercial Park (at Moresby Parks), and Westlakes Science and Technology Park

Supporting New Nuclear Energy Generation

- 8.2.2 The Moorside site remains an allocation site in the Nuclear National Policy Statement (NPS) and construction could take place during the next fifteen years. The Government is also investigating opportunities and different technologies for smaller scale (typically less than 500Mw) nuclear energy generation. As Copeland is the Centre for Nuclear Excellence, the Local Plan should be considering the most effective ways to support these technologies, and any newly emerging opportunities, that will maintain the borough's position at the forefront of low carbon developments.

Question N2: How can the Local Plan best support new nuclear energy generation in the future to meet the UK's low carbon agenda? (Choose all applicable options)

Option 1: Continue to support large scale nuclear development at Moorside

Option 2: Consider opportunities for small scale nuclear generation (e.g. Small Modular Reactors/Advanced Modular Reactors*) on land adjacent to Sellafield

Option 3: Identify Associated Development site(s) that can provide temporary worker accommodation, laydown and assembly areas off site that will support the development of nuclear new build

Option 4: Other option, please state

* The manufacture of these could be located on existing or new employment allocations (see question E1)



RETAIL & LEISURE

Lowther Street, Whitehaven

9 Retail and Leisure

9.1 Key Facts –Retail and Leisure

- Whitehaven town is the Principal Retail and Administrative Centre in Copeland Borough and provides the main hub of retail and service uses within the borough.
- Findings of the 2017 Whitehaven Health Check (WYG) concluded that Whitehaven has an important role in meeting the retail and service needs of the borough's residents. However, it is evident that Workington also meets many needs that arise in the north of the borough, and as such claims some expenditure that would otherwise be available to Whitehaven.
- Whitehaven has a reasonable representation in terms of retail, food outlets and service uses, but relatively few national multiple retailers are evident for the town which is the administrative centre of the borough (WYG -2017)
- Vacant units in Whitehaven and the provision of vacant floorspace are both broadly consistent with national averages (WYG -2017)
- Whitehaven town is relatively remote with respect to the motorway network (70km from the M6 and 62km from the regional retail hub of Carlisle City Centre)
- Copeland Borough has three Key Service Centres located at Cleator Moor, Egremont and Millom that offer the next level of provision below Whitehaven.
- The proportion of both convenience and comparison stores is below national average in Cleator Moor, and commensurate with national average in Egremont. Millom has a moderate provision of retail and service facilities, with a strong provision of convenience goods retailers which surpasses national average (WYG-2017)
- Below Key Service Centres there is a total of seventeen Local Centres across the borough where the emphasis is to provide convenience shopping to meet day to day needs
- Copeland is relatively well served by public and private leisure facilities, there is however a lack of top budget gyms and a lack of variety of the top health clubs.
- Whitehaven operates an outdoor market that stands on Thursdays and Saturdays and has approximately 5 stalls.
- The Key Service Centres of Egremont and Cleator Moor also hold small markets.

9.2 Town Centres, Retail and Leisure

Policy Context

National Planning Policy Framework Paragraphs: 20, 85- 87, 89

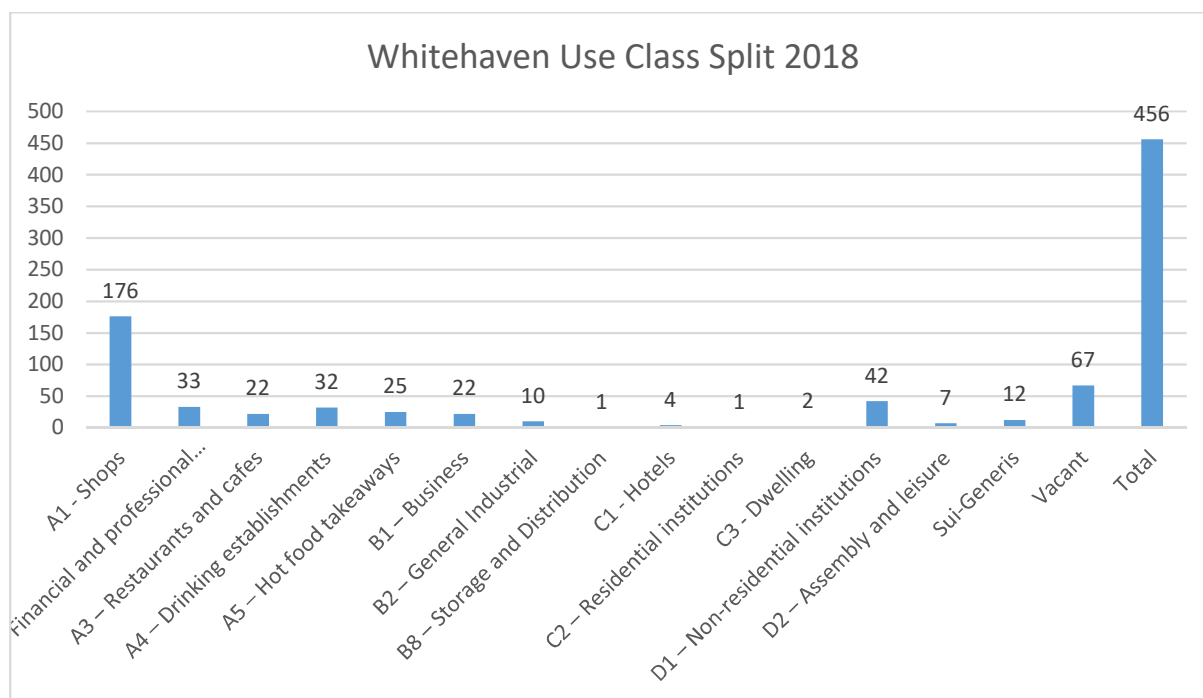
Core Strategy Policies: ST1, ER8, DM6A, DMB6, DM7,

- 9.2.1 Whitehaven is one of the earliest and most complete post-medieval planned towns in England. The current Copeland Local Plan; Core Strategy and Development Management Policies DPD identifies Whitehaven as the main focus for growth in the borough. The focus of retail activity within Whitehaven town centre is along the central pedestrianised area of King Street which is designated by the Local Plan as Primary Shopping Frontage.

- 9.2.2 The health of Whitehaven town centre is considered to be mixed. Overall, there is a reasonable representation in terms of retail and service uses, but relatively few national multiple retailers (12 out of 26) are evident for a town which is the administrative centre of the borough.
- 9.2.3 The neighbouring town of Workington could be seen as something of a threat to the future vitality and viability of Whitehaven town centre, due to the number of national multiple retail operators located within the town. However, findings of the 2009 West Cumbria Retail and Town Centre Study commissioned for West Cumbria, Copeland Borough Council, Allerdale Borough Council and Cumbria County Council recognises that Whitehaven is not seeking to compete with Workington, but rather needs to focus on developing a complementary role building upon its offer of independent and specialist retailers, the historic environment and heritage.
- 9.2.4 In 2017, an updated retail and leisure study was prepared by WYG, this study remains in draft form. In light of changes to National Planning Policy (NPPF), the Council's success in progressing through to the next stage of Future High Streets Fund Bid and to provide a 2019 position to inform the emerging Local Plan an updated study is currently being progressed. Findings of the 2017 Draft Study that provides an interim position includes:
- An immediate requirement for at least 1,700sqm of convenience goods floorspace
 - A limited requirement of between 600 and 1000sqm of comparison goods floorspace throughout the borough by 2028.
 - Additional food and drink national multiples may be of benefit in attracting custom to the centre.
 - Designate primary shopping areas within Whitehaven Town Centre.
 - Potential to accommodate additional food and drink operators in Whitehaven.
 - Proposals for new indoor sports, health and fitness provision should be considered positively, provided that they are in accordance with the development plan and national policy.
- 9.2.5 As well as providing an update to the 2017 Retail and Leisure Study additional opportunities will be considered that includes:
- The potential of providing indoor market/ business start-up provision
 - Review of Whitehaven town centre boundary
 - Introduce Primary Shopping Areas
 - Consideration of a locally set impact assessment retail floorspace threshold
 - Consideration of renewable energy / low carbon development
 - An opportunity site for an enhanced leisure offer in or close to the town centre boundary where improved facilities could locate that includes; a cinema, bingo hall, sports and leisure provision including a spa, gym, swimming pool and hotel.
- 9.2.6 Officers of the Council complete annual retail town centre surveys, the latest survey completed in 2018 identified 68 vacant units within Whitehaven town centre which equates to a vacancy rate of 14.7% of all buildings within the town centre boundary, which is considerably higher than the national average of 9.9% in January 2019 (Retail Gazette). The vacancy rate increases to 16% in King Street which is the only Primary Shopping Frontage Area in Copeland. Comparison data between 2016 and 2018 confirms that 10 of the 61 vacant units in 2016 remained vacant in 2018. Figure 13 shows the range of units identified

in the 2018 survey. Of the 456 units in the town 38% are use class A1 (retail) with 15% being vacant.

Figure 13: Whitehaven Use Class Split



- 9.2.7 In March 2019 the Council submitted an application for the Expressions of Interest (EOI) for Future High Streets Fund. As part of the preparation the Council set up a number of Stakeholder Group meetings that identified issues affecting Whitehaven Town Centre, various proposals are now being considered, that if funding is approved will help to improve the vitality and vibrancy of the town.
- 9.2.8 If successful in securing Future High Street Funds the Council has identified a number of opportunities and projects to address issues that will support and encourage improvements in the town and enhance its vitality and vibrancy, that will become publicly available as the bid progresses.
- 9.2.9 The Government has also announced that the Council is able to bid for Town Deal funding to help regenerate Cleator Moor and Millom town centres.

9.3 Extent of Town Centres

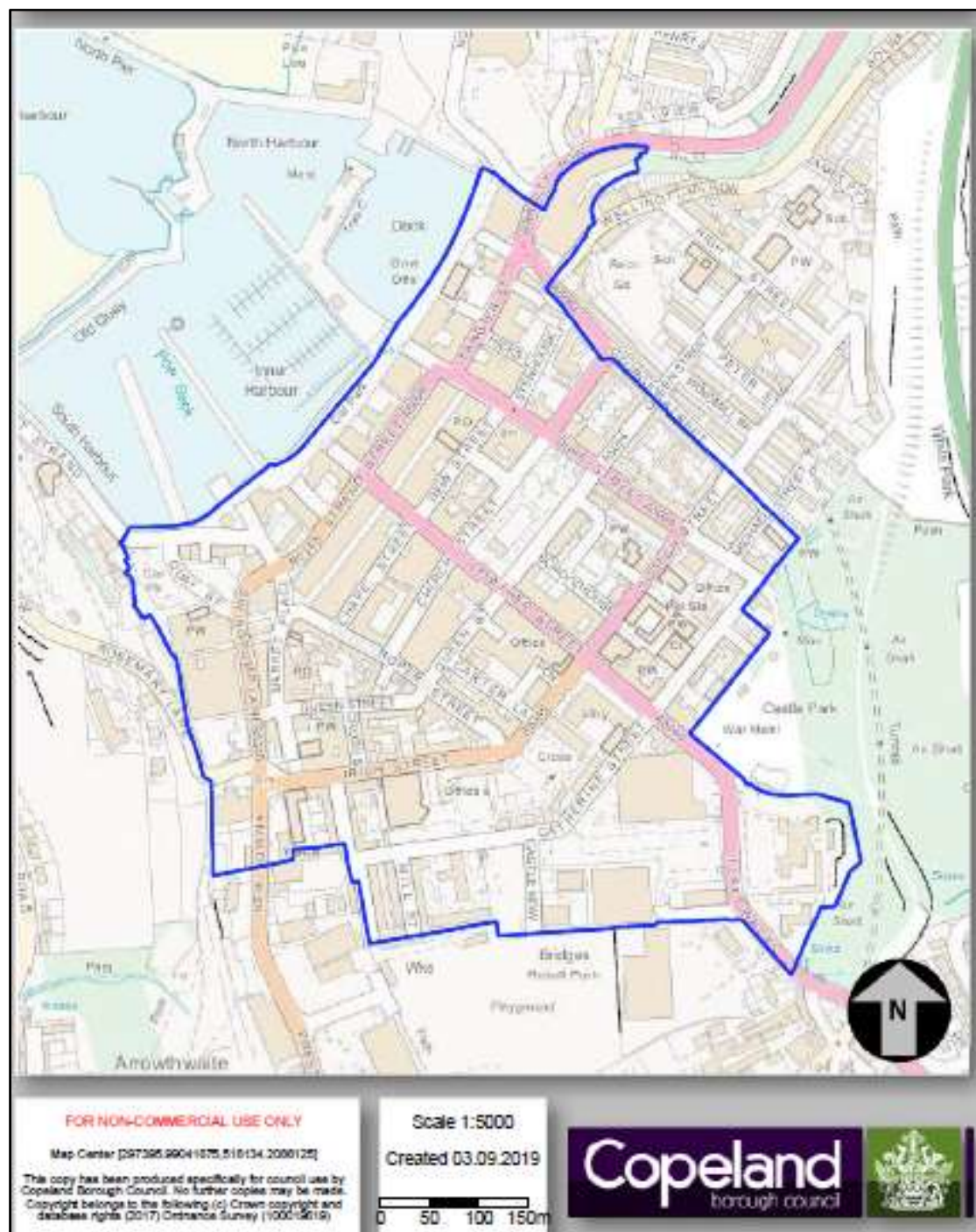
Policy Context

National Planning Policy Framework Paragraphs 85, 85b)

Core Strategy Policies: TCN2, ST2 ER7, ER8, ER9, DM6A, DM6B, DM7

- 9.3.1 The NPPF states that planning policies should *“define the extent of town centres”*(Para 85 b).
- 9.3.2 Whitehaven town centre boundary is defined in the current Copeland Local Plan (Core Strategy and Development Management Policies DPD) adopted December 2013 and saved policies 2001-2016 Local Plan and is shown in Figure 14/Appendix G. NPPF states that planning policies’ should *“support the role that the town centres play at the heart of local communities, by taking a positive approach to their growth, management and adaptation.”* (Para 85).
- 9.3.3 The current town centre boundary includes the following areas of Whitehaven: Jacksons Timber Yard (SE) and residential uses on Mill Street and Howgill Street, Whitehaven Castle (residential); Scotch Street, Queen Street and Church Street (NE). The Draft Retail Study suggested removing these areas. The boundary excludes existing retail areas at Bridge Retail Park and Preston Street and areas for potential regeneration around the Ginns.
- 9.3.4 NPPF states *“define a network and hierarchy of town centres and promote their long-term vitality and viability –by allowing them to grow and diversify in a way that can respond to rapid changes in the retail and leisure industries, allows a suitable mix of uses (including housing) and reflects their distinctive characters”*. (Para 85 a) To reflect the purpose and definition of the town centre and potential opportunity areas for future growth of retail, leisure, residential and other town centre uses that cannot be accommodated in the town centre, it may be appropriate to consider amendments to the existing boundary.

Figure 14: Current Whitehaven Town Centre Boundary



Question R1: Where should Whitehaven's Town Centre boundary be? (Choose one option)

Option 1: The boundary of Whitehaven town centre should remain as defined in Figure 14/Appendix G

Option 2: The boundary of Whitehaven town centre should be reduced to remove part or all of the following areas: south-east to omit Jacksons Timber Yard and residential uses on Mill Street and Howgill Street; remove Whitehaven Castle (residential); to the north east remove Scotch Street, Queen Street and Church Street. (See Figure 15/Appendix H)

Option 3: Extend the town centre boundary to allow for growth and to incorporate Bridges Retail Park and Preston Street Option (See Figure 16/Appendix I)

Option 4: Extend the town centre boundary to allow for growth and to incorporate land up to Coach Road (See Figure 17/Appendix J)

Option 5: Other option, please provide plan and details

Figure 15: Question R1 Option 2

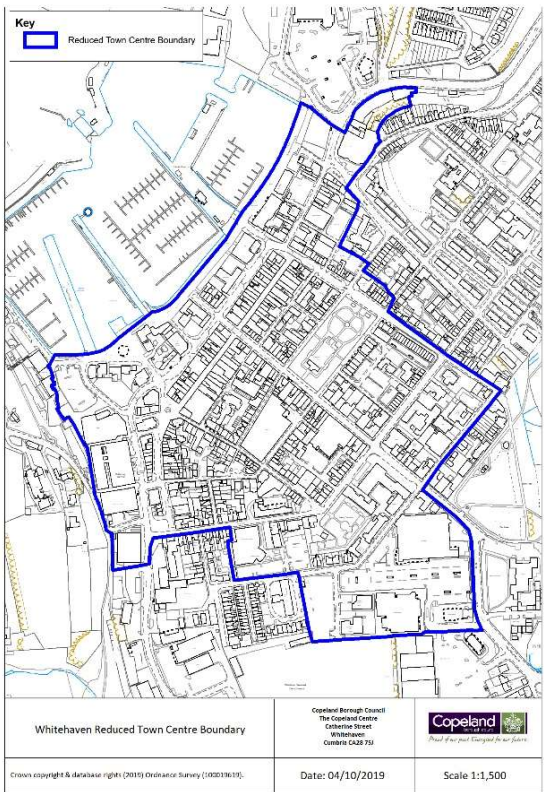


Figure 16: Question R1 Option 3

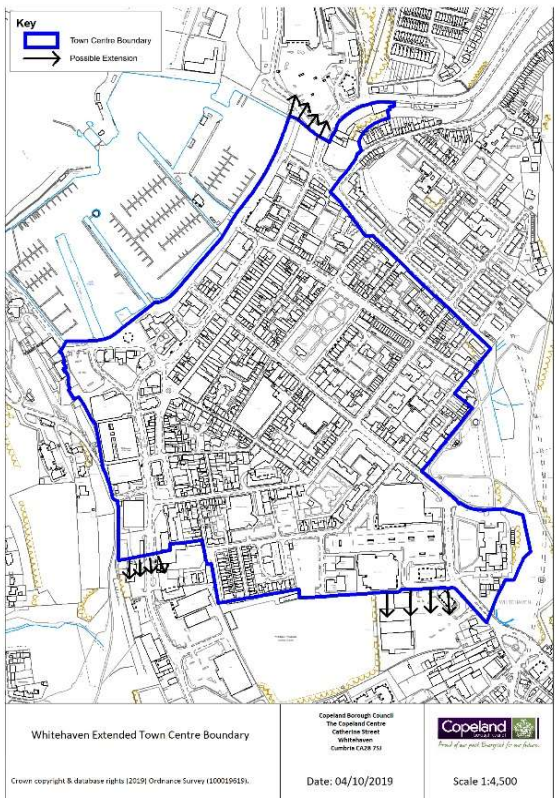
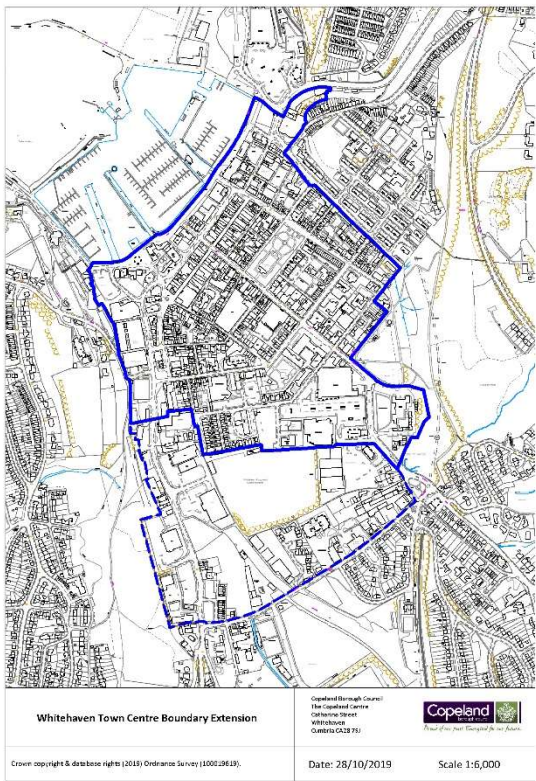
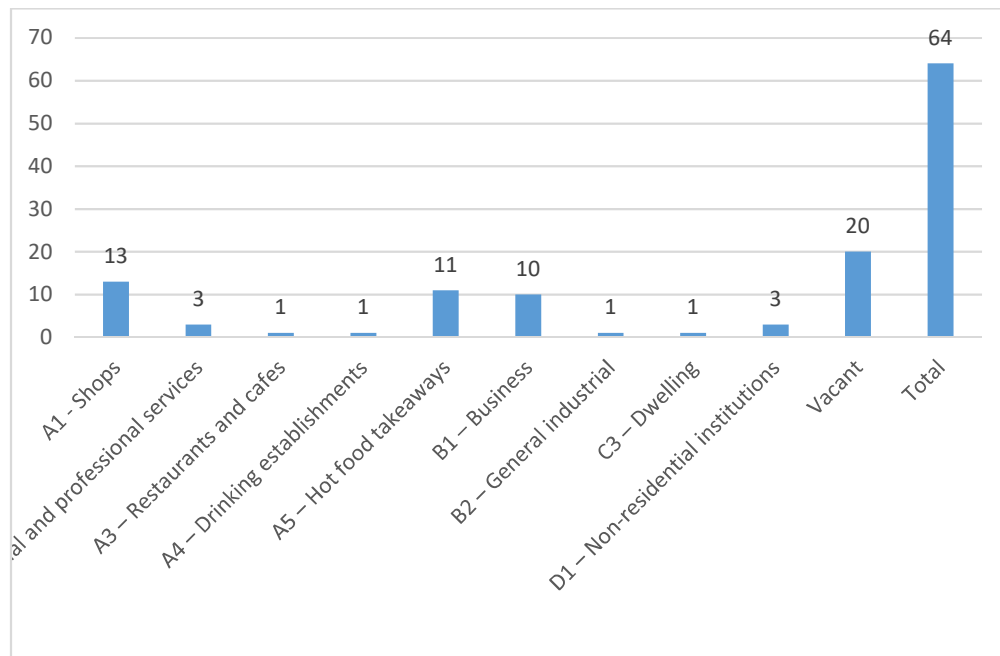


Figure 17: Question R1 Option 4



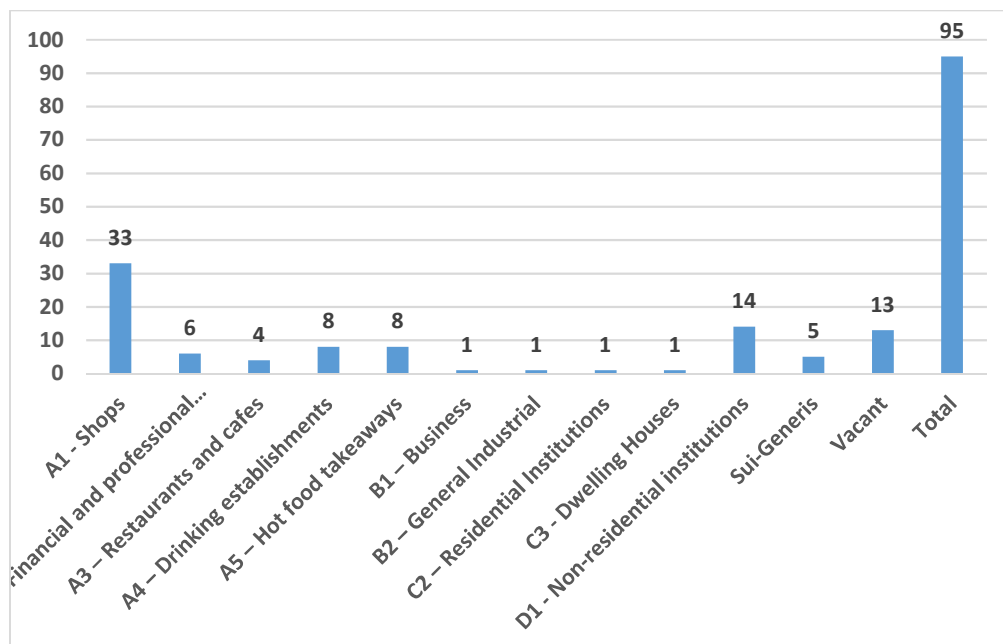
9.3.5 Figure 18 shows the range of units identified in Cleator Moor in the 2018 survey. Of the 64 units in the town 20% are use class A1 (retail) with 31% being vacant.

Figure 18: Cleator Moor Use Class Splits 2018 (see Appendix K for use class definitions)



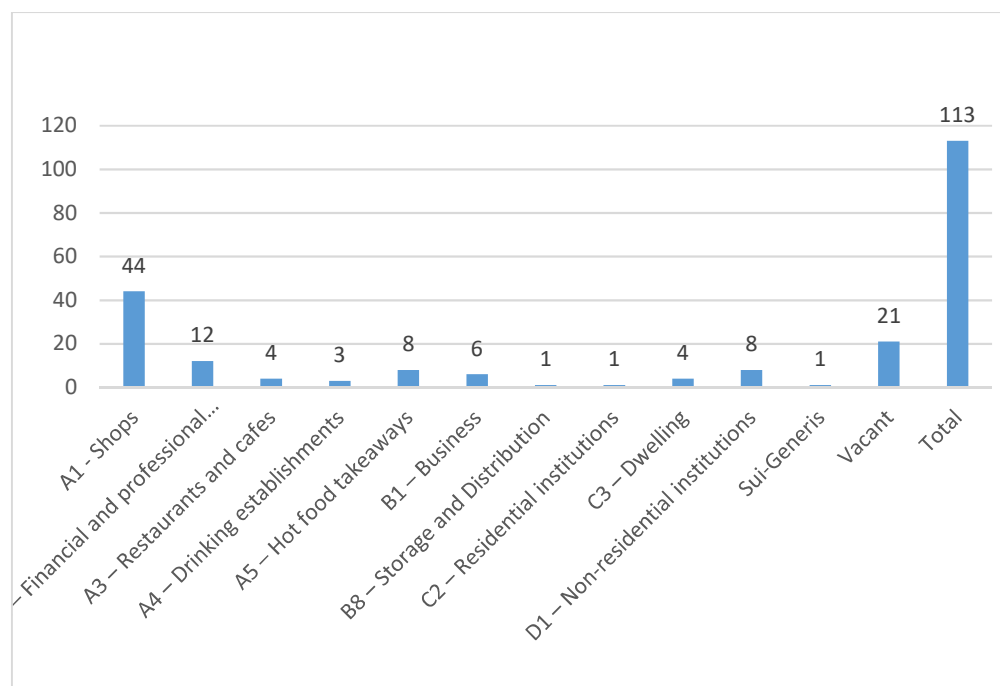
9.3.6 Figure 19 shows the range of units identified in Egremont in the 2018 survey. Of the 95 units in the town 34% are use class A1 (retail) with 14% being vacant.

Figure 19: Egremont Use Class Splits 2018 (see Appendix K for use class definitions)



- 9.3.7 Figure 20 shows the range of units identified in Millom in the 2018 survey. Of the 113 units in the town 39% are use class A1 (retail) with 18% being vacant.

Figure 20: Millom Use Class Splits 2018 (see Appendix K for use class definitions)



- 9.3.8 In the Core Strategy and saved policies 2001-2016 Local Plan, the Key Service Centres of Cleator Moor, Egremont and Millom have defined town centre boundaries (See Figures 21-23/appendices L-N)
- 9.3.9 Results of the 2018 surveys identify that in all three Key Services Centres the predominant use is retail use class 'A1' with all centres having higher than national average vacancy rates, with Cleator Moor being of particular concern at 31%. The NPPF requires planning policies to *"take a positive approach to their growth, management and adaptation of town centres."* In light of the high level of vacant units it is important to consider whether redefining or keeping the existing town centre boundaries would provide more focus to the centres, or whether removing the town centre boundaries would provide more flexibility of uses.

Figure 21: Egremont Town Centre Boundary

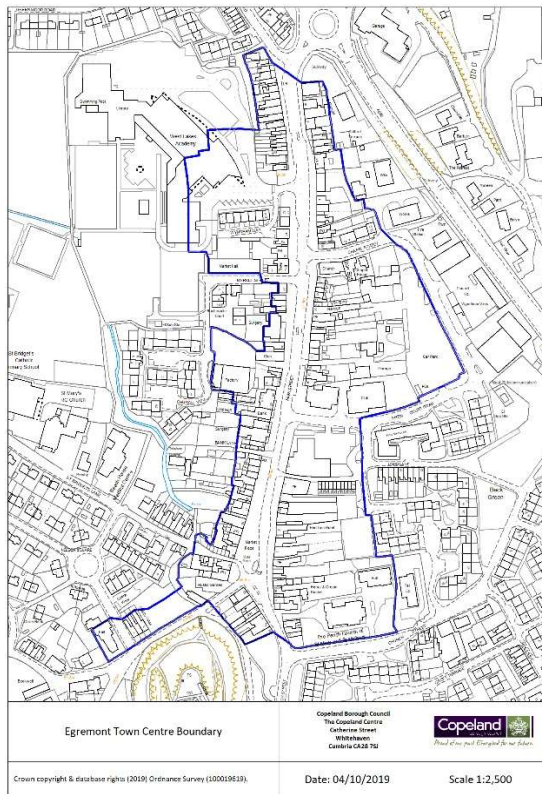


Figure 22: Millom Town Centre Boundary

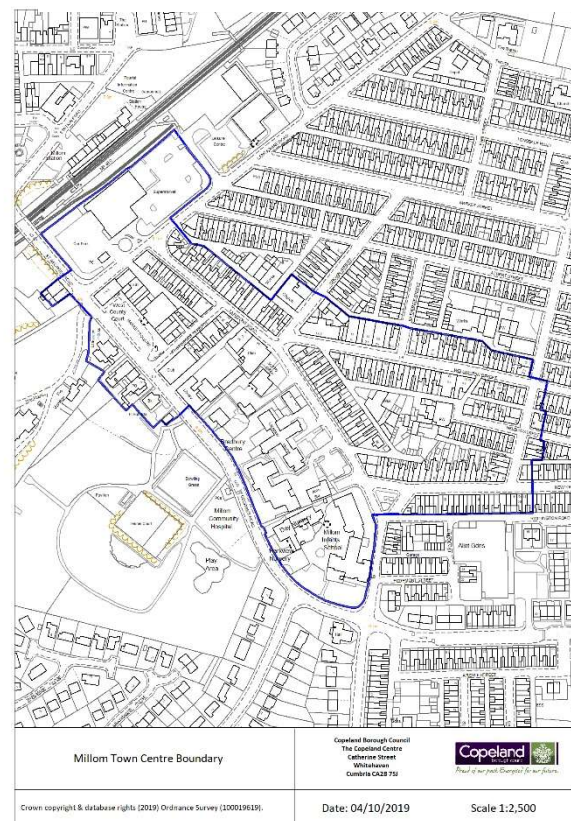
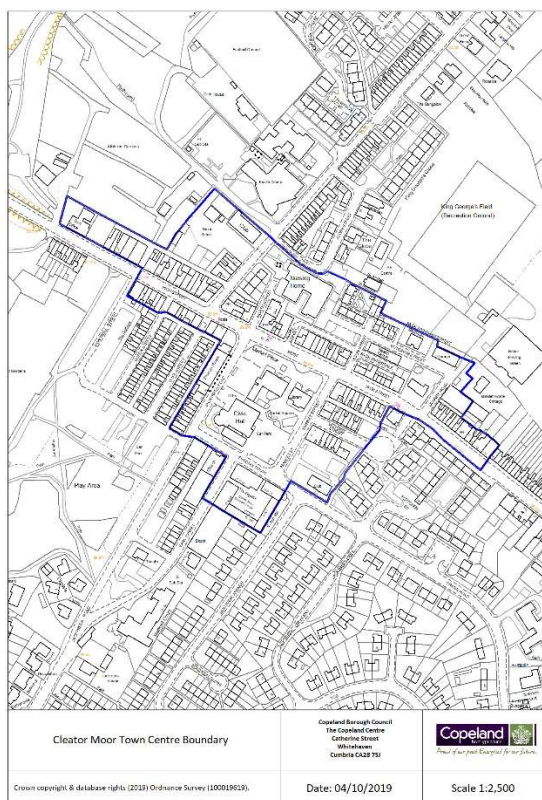


Figure 23: Cleator Moor Town Centre Boundary



Question R2: Where should the Key Service Centres town centre boundaries be? (Choose all applicable options)

Egremont

Option 1: The town centre boundary for Egremont should remain as defined in Figure 21/Appendix L

Option 2: The town centre boundary for Egremont should be amended (please provide plan and details)

Option 3: Egremont should not have a town centre boundary

Millom

Option 4: The town centre boundary for Millom should remain as defined in Figure 22/Appendix M

Option 5: The town centre boundary for Millom should be amended (please provide plan and details)

Option 6: Millom should not have a town centre boundary

Cleator Moor

Option 7: The town centre boundary for Cleator Moor should remain as defined in Figure 23/Appendix N

Option 8: The town centre boundary for Cleator Moor should be amended (please provide plan and details)

Option 9: Cleator Moor should not have a town centre boundary

9.4 Primary Shopping Areas

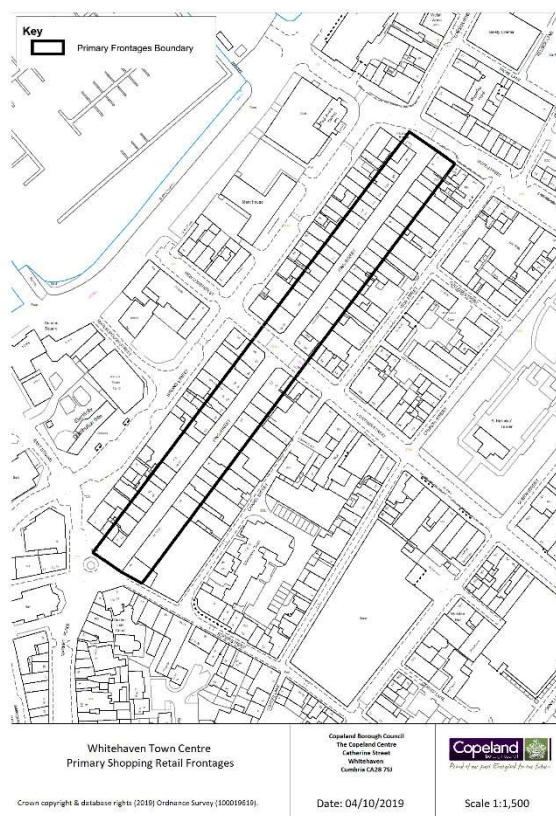
Policy Context

National Planning Policy Framework Paragraphs: 85b

Core Strategy Policies: DM6B

- 9.4.1 Amendments to the NPPF in 2018 removed the requirement for Councils to identify primary and secondary shopping frontages. The NPPF states that planning polices' *"should define the extent of primary shopping areas, and make clear the range of uses permitted in such locations, as part of a positive strategy for the future of each centre."*
- 9.4.2 The NPPF Glossary defines the purpose of primary shopping areas as the *"defined area where retail development is concentrated."*
- 9.4.3 In the current Copeland Core Strategy and saved policies 2001-2016 Local Plan, King Street in Whitehaven is designated as a Primary Retail Frontages Area, consisting of four separate frontage lengths (See Figure 24/Appendix O). Whitehaven does not have a Primary Shopping Area or Secondary Shopping Frontage.
- 9.4.4 There are no defined Primary Shopping Areas or Primary/Secondary Retail/Shopping Frontages in the Key Service Centres.

Figure 24: Whitehaven Primary Frontage



Question R3: Should the borough's towns have defined primary shopping areas? (Choose all applicable options)

Whitehaven

Option 1: Whitehaven should introduce a defined Primary Shopping Area (please provide a plan showing suggested primary shopping area)

Option 2: Whitehaven should just have a town centre boundary

Option 3: Other option, please state

Cleator Moor

Option 4: Cleator Moor should introduce a defined Primary Shopping Area (please provide a plan showing suggested primary shopping area)

Option 5: Cleator Moor should just have a town centre boundary

Option 6: Other option, please state

Egremont

Option 7: Egremont should introduce a defined Primary Shopping Area (please provide a plan showing suggested primary shopping area)

Option 8: Egremont should just have a town centre boundary

Option 9: Other option, please state

Millom

Option 10: Millom should introduce a defined Primary Shopping Area (please provide a plan showing suggested primary shopping area)

Option 11: Millom should just have a town centre boundary

Option 12: Other option, please state

9.5 Town Centre Uses

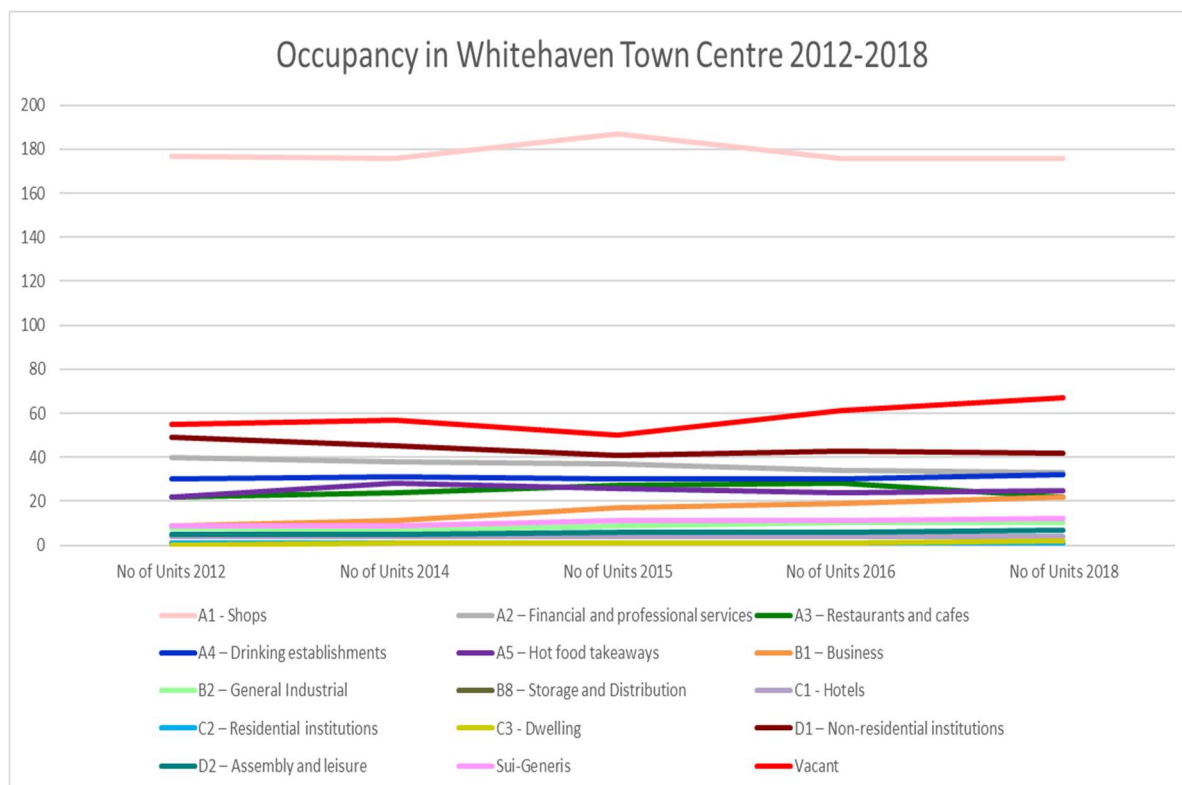
Policy Context

National Planning Policy Framework Paragraphs: 85, 86

Core Strategy Policies: TCN11, DM6B

- 9.5.1 The NPPF Glossary defines main town centre uses as: *“Retail development (including warehouse clubs and factory outlet centres); leisure, entertainment and more intensive sport and recreation uses (including cinemas, restaurants, drive- through restaurants, bars and pubs, nightclubs, casinos, health and fitness centres, indoor bowling centres and bingo halls); offices; and arts, culture and tourism development (including theatres, museums, galleries and concert halls, hotels and conference facilities).”*
- 9.5.2 Figure 25 shows use class trends in Whitehaven Town Centre over a 6 year period between 2012 and 2018. It shows that the overall occupancy rate has been relatively stable, even with business churn although more A2 Financial and Professional Services have moved into Whitehaven Town Centre which also means more businesses have located in the town. The number of vacant premises has fallen slightly over the past three years but has now started to rise again.

Figure 25: Occupancy in Whitehaven Town Centre 2012-2018



- 9.5.3 Figure 25 shows the diversity of uses across the town centre boundary at the time of the 2018 surveys. The plan shows a dominant use of A1 particularly in the King Street Primary

Shopping Frontages Area, but also shows a clear spread of vacant units in the town. The NPPF states that planning policies' should *'Make clear the range of uses permitted in primary shopping areas as part of a positive strategy.'* (Para 85 b)) There is a balance to be made in supporting the role of town centres to promote vitality and viability without diluting the defined areas to a point where retail uses become too dispersed or diluted and the town centre loses its primary function.

Question R4: How should the Local Plan set out what uses will be permitted in Primary Shopping Areas (If defined) (Choose one option)

Option 1: Class A1 (shops) should be the predominant use, no more than two consecutive non-retail uses will be permitted within any Primary Shopping Area(s) and non-retail ground floor frontages will not be permitted to exceed 25% of the length of any Primary Shopping Area(s).

Option 2: Proposals for non- A1 other main town centre uses will be considered in Primary Shopping Area(s) where the proposal complements the retail function and makes a positive contribution to the vitality, viability and diversity of the town centre, in terms of maintaining active continuous retail frontages, signage, opening hours and impact on the character of the street of waste storage and ventilation systems associated with A3, 4 and 5 uses.

Option 3: A restrictive approach should be taken within Primary Shopping Area (s) with A1 being the predominant use (at least 50%) and uses outside of A2 to A5 will not be considered as appropriate

Option 4: Identify zones within the primary shopping areas with concentration for specific use classes in areas of town centre. For example night time economy, A1 shops, A2 offices.

Option 5: Other option, please state

9.6 Sequential and Impact Tests

Policy Context

National Planning Policy Framework Paragraphs 86, 88

National Planning Practice Guidance Paragraphs 009, 011, 012, 014, 015, 017, 018

- 9.6.1 The NPPF states that *“Main town centre uses should be located in town centres, then in edge of centre locations; and only if suitable sites are not available (or expected to become available within a reasonable period) should out of centre sites be considered”*. (Para 86) *“It supports the viability and vitality of town centres by placing existing town centres foremost in both plan-making and decision-taking”*. (Para 009). Guidance on how to carry out a sequential test is included in the NPPG’s Town Centres and Retail chapter.
- 9.6.2 Where main town centre locations are not available: *“Local Planning authorities should apply a sequential test to planning applications for main town centre uses which are neither in an existing centre nor in accordance with an up to date plan”*. (Para 119)
- 9.6.3 The sequential test requires applicants to satisfactorily demonstrate that the use cannot be located in the primary shopping area, then edge of centre sites may be considered next. Edge of centre for retail purposes as defined in the NPPF glossary is *“a location that is well connected to, and up to 300 metres from the primary shopping area. For all other main town centre uses, a location within 300 metres of a town centre boundary.”* For office development, this includes locations outside the town centre but within 500 metres of a public transport interchange”.
- 9.6.4 The NPPF states *“The sequential approach should not be applied to applications for small scale rural offices or other small scale rural development.”* (Para 88) *“The application of the test will need to be proportionate and appropriate for the given proposal. Where appropriate, the potential suitability of alternative sites will need to be discussed between the developer and Local Planning authority at the earliest convenience.”*(Para 011)
- 9.6.5 On occasions planning decisions for retail uses are conditioned to restrict the types of goods that can be sold. The purpose of this is to ensure that the type of goods sold in a particular unit cannot be changed under permitted development, which is useful if the change could be accommodated in a town centre location. For example change from sale of bulky goods to sale of clothes.

Question R5: Should the Local Plan include a specific policy requiring developers to undergo a sequential test where existing planning conditions are in place for retail uses to protect the vitality and viability of the Town centres? (Whitehaven, Cleator Moor, Egremont, Millom) (Choose one option)

Option 1: Include a specific policy which requires retail development, including proposals which involve the removal of planning conditions restricting the types of goods sold from a unit to undergo a sequential test.

Option 2: Do not include a policy, instead rely on the NPPF and Practice Guidance to direct retail uses to the town centre first.

Option 3: Other option, please state

- 9.6.6 Where an application for edge or out of centre retail development meets the sequential test, then the impact test should be applied. *“The purpose of this test is to consider the impact over time of out of centre and edge of centre proposals on town centre vitality/viability and investment. The test relates to retail and leisure developments (not all main town centre uses) which are not in accordance with up to date plan policies and which would be located outside existing town centres. It is important that the impact is assessed in relation to all town centres that may be affected, which are not necessarily just those that are closest to the proposal and may be in neighbouring authority areas. (Para 014)*
- 9.6.7 Where there is no locally set threshold the NPPF states that *“the default threshold is 2,500m² of gross floorspace.”* There is no locally set impact assessment threshold in the current Copeland Local Plan. In light of the higher than national average levels of vacant units in the Principal Town and Key Service Centres and the findings set out in the Future High Streets Fund Expression of Interest (EOI) the Council is keen to explore the options of implementing a locally set threshold to protect and promote the vitality and viability of the defined centres.
- 9.6.8 As a guide 2,500m² is comparable to a medium sized superstore, a new edge or out of centre store could have a significant impact in terms of competition on the vitality/viability of town centres. The Council is therefore looking to consider a locally set threshold. It is also important to note that any locally set threshold will be considered as net floorspace to ensure that impact is assessed against the trading area of any proposal.

Question R6: Should the Local Plan set local (net) thresholds for retail and leisure uses requiring Impact Assessments on units/sites above a certain size in order to protect the vitality and viability of Whitehaven, the Key Service Centres and Local Centres? (Choose all options that apply)

Option 1: Consider locally set (net) thresholds for the requirement of retail Impact Assessments *

Option 2: Consider locally set (net) thresholds for the requirement of leisure Impact Assessments *

Option 3: Rely on the threshold of 2,500m² suggested in the NPPF

Option 4: Other option, please state

*The updated Retail and Town Centre Study will provide recommendations with regards threshold size and if different thresholds should apply to different centres.

9.7 Meeting Anticipated Needs for Retail, Leisure and Other Main Town Centre Uses

Policy Context

National Planning Policy Framework Paragraphs 81 d), 85 d), 85 e), 119

Core Strategy Policies: ST1, ST2, ST3

- 9.7.1 The NPPF states that Local Plans should *“Be flexible enough to accommodate needs not anticipated in the plan, allow for new and flexible working practices (such as live-work accommodation) and to enable a rapid response to changes in economic circumstances.”* (Para 81 d)
- 9.7.2 *“Allocate a range of suitable sites in town centres to meet the scale and type of development likely to be needed, looking at least ten years ahead. Meeting anticipated needs for retail, leisure, office and other main town centre uses over this period should not be compromised by limited site availability.”* (Para 85d)
- 9.7.3 *“Where suitable and viable town centre sites are not available for main town centre uses, allocate appropriate edge of centre sites* (Para 85e)
- 9.7.4 *“Local Planning authorities, and other plan- making bodies, should take a proactive role in identifying and helping to bring land forward that may be suitable for meeting development needs* (Para 119)

- 9.7.5 A number of planning permissions have had recent approval in and around Whitehaven Town Centre that includes new office provision, the Coastal Activities Centre and the Buzz Station. Whilst these proposals will bring forward investment opportunities that will help diversify the town, findings of the EOI suggest that more needs to be done to connect these investments and ensure their impact is felt across the town.
- 9.7.6 Findings of the 2017 Draft Retail and Leisure Study identified an immediate requirement for at least 1,700sqm of convenience goods floorspace and a limited requirement of between 600 and 1000sqm of comparison goods floorspace throughout the borough by 2028. The 2019/20 study will provide an updated position to inform the emerging Local Plan.
- 9.7.7 Current leisure provision within Copeland Town Centres includes a formal bingo hall, casino, civic hall and one screen cinema in Whitehaven and additional irregular screenings at the Palladium and the Beggars Theatre both in Millom Centre.
- 9.7.8 In terms of Health and Fitness Centres there is a range of provision that includes two swimming pools in Copeland one in Whitehaven and one in Egremont. Sports/fitness/wellness centres across the borough three in Whitehaven, two in Egremont, one at Seascale and one in Millom. There is however a lack of national top budget gyms and a lack of variety in terms of top health clubs.
- 9.7.9 The key cultural attractions in the town include the Beacon Museum, the Rum Story, a public library and a youth centre.
- 9.7.10 In terms of food and drink provision there are two Costa Coffee shops two Greggs Bakery, a Wetherspoons, Domino's Pizza and a Subway within Whitehaven Town Centre and an edge of centre McDonalds. There are a wide range of independent, public houses, cafes and restaurants in Whitehaven Town Centre with limited provision in other centres. It is evident that the range of national multiple food and drink operators in Whitehaven town centre is limited.

Question R7: Should the Council consider facilitating edge of centre site(s) in Whitehaven that could provide land for future growth of retail and town centre uses (Refer to NPPF Glossary) that meet the Sequential Test in terms of evidencing that any proposal cannot be accommodated within the town centre boundary? (Please select yes or no option, along with further details and options)

Option 1: If the town centre boundary remains or is amended then development should be contained within the Town Centre boundary

Option 2: No, there should not be any direction of growth around the town centre

Option 3: Yes edge of centre opportunity sites should be considered adjacent/close to the Town Centre boundary

Option 4: Other option, please state

Question R8: If edge of centre retail and town centre uses are facilitated in Whitehaven where should the direction of growth be? (Choose one option)

Option 1: Growth should be along the Preston Street/Ginns area

Option 2: Growth should be in the Bridge End area

Option 3: Growth should be in the North Shore Area

Option 4: Combination of other options, please provide details

Option 5: Other option, please provide plan and details

9.8 Conserving and Enhancing the Historic Environment

Policy Context

National Planning Policy Framework Paragraphs 185

Core Strategy Policies: ENV4, DM27

- 9.8.1 The NPPF states that: *“Local Plans should set out a positive strategy for the conservation and enjoyment of the historic environment that should take account of “the wider social, cultural, economic and environmental benefits” ”* (Para 185)
- 9.8.2 Whitehaven is one of the earliest and most complete post-medieval planned towns in England. The architectural merit of the town is significant, albeit that many of the buildings require investment. The historic core (conservation area) contains a number of listed buildings and retains much of the original Georgian structure with tall relatively narrow buildings on a gridiron street system.
- 9.8.3 Conservation areas are designated within the Principal Town of Whitehaven, the Key Service Centres of Cleator Moor, Egremont and Millom (See Appendices P-S) and a number of Local Centres across Copeland. The historic shop fronts in the conservation areas of Copeland date from Georgian and Victorian Periods. To assist property owners, designers and developers to achieve good respectful design and thus protect Copeland’s heritage a Conservation Area Design Guide was adopted in December 2017.
- 9.8.4 As highlighted in the 2017 Town Centre Health checks steps are being taken to improve the environmental quality within the Town Centres. Initiatives have included Townscape Heritage Initiative, which was a second round of funding made available to bring historic buildings (in Whitehaven Town Centre) that have been vacant for extended periods of time back into use. Additionally the Council operated a shop front grant scheme between 2017 and 2019 where businesses in (Whitehaven, Cleator Moor, Egremont and Millom Town Centres) could apply for up to £5,000 to use for improvements in which they must match fund. Both schemes have resulted in improvements to a number of units within the town

centres. It is however evident that further regeneration of units within town centres are necessary to improve environmental quality and thus support the vitality and viability of the centres.

- 9.8.5 The 2017 Conservation Design Guide³ considered that the most frequent and intrusive modern addition to shop frontages is the installation of much deeper fascia boards with lettering or advertising which is out of scale and character with conservation areas.

Question R9: What steps should be taken to ensure that alterations to shopping frontages are carried out in a way that is sympathetic to the heritage of Copeland? (Choose one option)

Option 1: Continue with the approach in the Conservation Area Design Guide SPD

Option 2: Apply Article 4 Directions to the Primary Shopping areas of the town centre to ensure that no alterations can be made to shop frontages without the requirement to apply for and have planning permission approved

Option 3: Other Option, please state

- 9.8.6 Town Centres can look untidy and uninviting with, for example; commercial waste storage, poor signage and run down premises.

Question R10: Should the Council introduce a specific policy to improve the aesthetic and environmental quality of town centres? (Choose one option)

Option 1: Introduce a criteria based policy to ensure that any new or redevelopment town centre proposal incorporates high quality design, and improvements to the public realm

Option 2: No additional steps should be taken

Option 3: Other option, please state

³ <https://www.copeland.gov.uk/attachments/adopted-conservation-area-design-guide-spd>

9.9 Ensuring the Vitality of Town Centres

Policy Context

National Planning Policy Framework Paragraphs 85c)

Core Strategy Policies: ER7

- 9.9.1 The NPPF, states that planning policies should “*retain and enhance existing markets and where appropriate re-introduce or create new ones*” (Para 85 c) Town centre markets take place in Whitehaven, Egremont and Cleator Moor. Whitehaven Market is small and currently comprises approximately five stalls. Egremont is a traditional market town with a long historical and industrial heritage, where a monthly Farmers, Craft and Fairtrade Market is held. Cleator Moor is a small town that developed rapidly in the 19th Century and holds a Friday market.
- 9.9.2 In terms of Whitehaven, findings within the Future High Streets Fund EOI suggest that Whitehaven Town Centre is based around a traditional offer which is failing. Findings suggest that the town needs to change its retail offer to a more modern mix that caters for younger markets, with business and leisure offers that appeal to commuters, as well as attracting new residents and visitors to the town; encouraging new start-ups is difficult as a result of the economic reliance on a single industry (Sellafield) Whitehaven should be the hub of activity for the borough that appeals to a wide audience.
- 9.9.3 Additional approaches now being considered to draw people into Whitehaven town centre include the provision of an indoor market/ business start-up facility.
- 9.9.4 Advice from Place Making Resource ‘Using markets to regenerate town centres’⁴ includes:
- Markets can be an anchor in a town centre, contributing as much as a new shopping centre to the footfall and the economy.
 - Markets should be seen as a way of encouraging people to stay into the evening in town centres, the evening offer does however need to be tailored to the location.
 - Market uses should be included in plans for intermediate uses when a site is awaiting redevelopment
 - Markets are a big opportunity to promote enterprise among budding entrepreneurs

⁴ <https://www.placemakingresource.com/article/1434304/advice-using-markets-regenerate-town-centres>

Question R11: Should the proposal for a new indoor market/business start- up centre in Whitehaven be explored? (Choose all applicable options)

Option 1: No, rely on the existing vacant town centre units to accommodate new retailers

Option 2: Utilise existing vacant premises to support new retailers/business start-ups

Option 3: Identify a town centre building to facilitate an indoor market/business start- up centre as a focal point

Option 4: Other option, please state

9.10 Supporting High Quality Communications

Policy Context

National Planning Policy Framework Paragraphs: 112

Core Strategy Policies: T2, DM23

9.10.1 National policy states: *“Advanced high quality and reliable communications infrastructure is essential for economic growth and social well-being”*.

9.10.2 Findings of the 2017 Town Centre Health Checks in terms of Digital Facilities included:

Whitehaven:

- Whitehaven has a number of digital facilities that benefit residents and tourists, with two websites promoting the town centre.
- Mobile network technology (4G/3G) coverage found to be moderate
- Overall provision of Wi-Fi hotspots considered to be good

Cleator Moor

- No dedicated website serving Cleator Moor
- No BT Wi-Fi hotspots or Collect Plus locations located within or in close proximity to the centre boundary, two Cloud Wi-Fi hotspots
- Mobile network technology (4G/3G) coverage found to be poor with limited signal available in the centre

Egremont

- One dedicated website currently serves Egremont
- No BT Wi-Fi hotspots, two cloud Wi-Fi hotspots
- Mobile network technology (4G/3G) coverage found to be moderate with limited signal available in some parts of the centre

Millom

- One dedicated website currently serves Millom

- One BT Wi-Fi hotspot, four cloud Wi-Fi hotspots
- Mobile network technology (4G/3G) coverage found to be moderate with limited signal available in some parts of the centre

9.10.3 Findings of the Whitehaven EOI conclude that there is insufficient co-ordinated digital infrastructure to maximise the opportunities for the town centre from new technologies.

Question R12: What steps should be taken to improve digital connectivity across the towns and transmission speeds in key locations to support a cluster approach to draw together creative and high-tech businesses to collate and drive new enterprise? (Choose one option)

Option 1: No steps should be taken, await for communication infrastructure providers to deliver improvements

Option 2: Support funding opportunities to enable the delivery of improvements to communication infrastructure

Option 3: Other option, please state

9.11 Promoting Sustainable Transport

Policy Context

National Planning Policy Framework Paragraphs 102, 102c, 102e

Core Strategy Policies: T1, DM22

- 9.11.1 The NPPF states that: *“Transport issues should be considered from the earliest stages of plan-making so that... opportunities to promote, walking, cycling and public transport use are identified and pursued” (Para 102 c) “Patterns of movement, streets, parking and other transport considerations are integral to the design of schemes and contribute to making high quality places” (Para 102 e)*
- 9.11.2 Findings of the 2017 Whitehaven Town Centre Health Check considered that the town predominantly serves residents of Copeland, with a relatively low level of visitors from neighbouring boroughs. A number of bus services operate in the settlement, although the bus station closed approximately fifteen years ago. The railway line runs between Carlisle and Barrow-in-Furness, other regional services can be accessed from these locations, however due to Copeland’s remoteness regional rail services are limited.
- 9.11.3 In terms of cycling provisions within the town centre there are limited secure cycling parking facilities in peripheral parts of the town centre. The main issue identified in terms of walking is that pedestrians are required to cross Lowther Street to move between the north and south stretches of King Street. Accessibility for disabled persons is considered to

be reasonable. Town centre car parks operate pay and display, with on street parking restricted by a time limit or provided for permit holders.

- 9.11.4 Conclusions in the Whitehaven EOI found that the town has inadequate transport options and lack of appropriate parking to support the town. Due to the rural nature of the borough and the paucity of public transport options forces people into private cars, adding to the demand for parking and the volume of traffic within the town. Free on street parking permitted in the town leaves the town dominated by parked cars, raising safety issues for pedestrians. The EOI also highlights the lack of visual and physical between the retail centre and the harbour impacting on spread of footfall usage. New Lowther Street is the most central and visible route into the town, but is obstructed by the traffic flow on Strand Street and the oncoming vehicles on Lowther Street. To address the challenges Copeland Borough Council and partners are exploring the potential of developing a Business Improving District in Whitehaven to support improvements to the town centre. Additionally a Parking Study is currently underway that considers the current position, direct likely impacts of town centre developments and a Parking Strategy.
- 9.11.5 The benefits of providing sustainable transport solutions is discussed further in the Climate and Coastal Change chapter.

Question R13: What improvements should be considered to promote sustainable transport in and around Whitehaven Town Centre? (Choose all applicable options)

Option 1: Consider the potential of allocating a site for the operation of a park and ride service to and from the Town Centre, that could accommodate other shoppers and those employed in the town centre.

Option 2: Allocate land and apply for funding to build a new bus station/interchange in Whitehaven to encourage commuters/visitors to travel by public transport

Option 3: Work with the County Highways Department to introduce additional traffic calming measures in the town

Option 4: Consider additional pedestrianised areas in the town

Option 5: Provide additional safe bike storage in the town

Option 6: To reduce traffic flow and congestion relocate car parking to the edge of the town

Option 7: Consider other measures to reduce the reliance on cars (please provide details)

Option 8: All of the above

Option 9: Other option, please state

9.12 Residential uses within town centres

Policy Context

National Planning Policy Framework Paragraphs 59, 85f

Core Strategy Policies: ER8

9.12.1 The NPPF states: *“Government objective includes significantly boosting the supply of homes and that the needs of groups with specific housing requirements are addressed”* (Para 59) and that Councils must *“recognise that residential development often plays an important role in ensuring the vitality of centres and encourage residential development on appropriate sites”* (Para 85 f).

9.12.2 A number of retail units in the town centres have storage rooms and empty rooms above the sales areas. Where it is clear that these spaces are no longer required for retail use

there may be potential for conversion to residential use. In light of the predominance of small units in the town centre it will however be important to consider that the conversion of upper floors to residential use may result in the loss of potential space for businesses to expand upwards. It should therefore be considered whether residential conversion should only be considered in some areas of the town centre for example where buildings can comfortably accommodate both uses.

- 9.12.3 Another consideration would be purpose built units such as those at Pears House in Whitehaven that accommodate commercial units on the ground floor with apartments above. Purpose built units, such as Falcon Court and Bardywell Heights in Whitehaven, are likely to have the advantage of providing the necessary infrastructure for parking and waste provision.
- 9.12.4 Residential units in the town centre provide the opportunity for additional homes in sustainable locations that could reduce reliance on cars, provide opportunities for natural surveillance and add to the diversity, vitality and viability of Copeland's Town Centres. Copelands Housing Strategy (2018-2023) identifies with the issues set out in the national and local strategic context that includes; the regeneration of town centres; driving up quality of housing in the private sector; encouraging community cohesion and contribution. Delivery priorities include bringing empty residential and commercial properties in town centres back into use.
- 9.12.5 In terms of the existing housing offer in Whitehaven Town Centre, the Georgian core is dominated by attractive town houses with a plethora of relatively modern flats on the outskirts and the harbourside.
- 9.12.6 Whitehaven is classed as one of the most affordable places to live, which is largely due to higher than average incomes which are inflated by Sellafield employees. However, local affordability remains an issue especially to the younger generation, as many older houses have high maintenance costs, are in poor condition and lack parking. Residential development above shops on Market Place is discouraged by the Environment Agency due to flooding issues related to Pow Beck.
- 9.12.7 Data provided by Cumbria Choice Based Lettings shows that there is interest in moving into the town centre if the right accommodation were to be available. In 2017 demand for town centre housing outstripped supply by nearly 2:1 (97 applications: 58 lettings).

Question R14: Which parts of the Town Centre should be considered appropriate for residential use? (Choose all appropriate options)

Option 1: Residential conversions should be considered as appropriate in all parts of the town centre, subject to a criteria based policy that ensures the proposal meets infrastructure requirements for access, parking and waste disposal

Option 2: Residential conversions should only be considered as appropriate, outside of defined shopping frontages and areas subject to a criteria based policy that ensures the proposal meets infrastructure requirements for access, parking and waste disposal

Option 3: Residential conversions should be considered as appropriate in all parts of the town centre, (subject to meeting criteria) but only above ground floor level

Option 4: Residential conversions should be considered as appropriate outside of defined shopping frontages and areas, (subject to meeting criteria) but only above ground floor level

Option 5: Purpose built combined retail and residential units should be supported in town centre locations

Option 6: Other option, please state

Note: In some circumstances conversion of units from commercial to residential use can be completed under permitted development.

9.13 Supporting a Prosperous Rural Economy

Policy Context

National Planning Policy Framework Paragraphs 83, 83c, 83d

Core Strategy Policies: ST1, ST2

9.13.1 The NPPF, paragraph 83, states: “*Planning policies and decisions should enable:*

a) the sustainable growth and expansion of all types of business in rural areas, both through conversion of existing buildings and well-designed new buildings

c) sustainable leisure developments which respect the character of the countryside; and

d) the retention and development of accessible local services and community facilities, such as local shops and public houses.”

- 9.13.2 Copeland is a predominantly rural borough, located in a relatively remote part of the North West and does not have a high degree of accessibility due to the poor quality of transport infrastructure. The only primary ‘A’ road in the borough is the A595, which travels the length of the borough. Access to the M6 motorway is approximately a 40mile journey both from Whitehaven (via the A66) and from Millom (via the A590) In light of the borough’s rural and remote location it is especially important to ensure that rural communities continue to be supported with the provision of local retail and leisure provision.
- 9.13.3 The Government introduced the Assets of Community Value Regulations in 2012 that enables local groups to submit a bid and a six month moratorium to raise the necessary funds to save community buildings.

Question R15: Should the Local Plan protect rural shops and services? (Choose all applicable options)

Option 1: The Local Plan should continue to protect rural shops and services and encourage further provision

Option 2: Proposals should be considered on their individual merit at planning application stage, based on other Local Plan policies and criteria

Option 3: Where proposals would result in the loss of rural local shops ‘A1’ uses and community buildings, clear evidence must be demonstrated that they are no longer viable. (Including evidence that the business has been actively promoted for a period of at least 6 months)

Option 4: Other option, please state

9.14 Have We Missed Anything?

Question R16: Are there any other issues which should be addressed within this chapter? (Please provide details)



TOURISM

The Beacon Museum, Whitehaven

10 Tourism

10.1 Key Facts –Tourism

- Approximately two thirds of Copeland is within the Lake District National Park (LDNP), designated a World Heritage Site in 2017, although the area of LDNP within Copeland is outside of the area which is covered by the Local Plan
- The Lake District is the most visited national park and generates the largest tourism spend in England and Wales (CLEP). It is home to Scafell Pike, the highest mountain in England and Wastwater, the deepest lake (Both located within the LDNPA area)
- Other tourist attractions in Copeland which fall within the LDNP boundary include Hardknott Pass, Muncaster Castle and the Ravenglass and Eskdale Heritage Railway.
- Carlisle Airport re-opened for scheduled flights in April 2019 and is approximately 45 miles from Whitehaven and 75 miles from Millom.
- Copeland has a 56 mile stretch of coastline from Lowca in the north to Duddon Bridge in the south with four designated amenity beaches including St Bees, Seascale, Silecroft and Haverigg.
- St Bees Head is the only defined heritage coastline between Wales and Scotland
- The visitor economy is an important aspect of Copeland's overall economy. The Copeland Growth Strategy (2016-2020) has identified around 1.8 million visitors per year. (16.4million annual visitors to the Lake District)
- Copeland under performs compared to its potential in attracting international visitors
- 2011 Census data identified that just over 6% of Copeland residents were employed in the tourism sector.
- Copeland has a range of tourist attractions that includes the Beacon Museum, Tourist Information Centre (recently opened after the original tourist information closed approximately 6 years ago) and The Rum Story in Whitehaven. The Florence Arts Centre in West Copeland and the Discovery Centre and Rail Room, and Beggar's Theatre both in South Copeland.
- The Coast to Coast Walk starts at St Bees and finishes at Robin Hood Bay in North Yorkshire
- Copeland has 32 miles of cycle ways with the Western start of the National Cycle Network Route 72 (C2C) designated as Whitehaven Harbour and is used by an average 12,000 cyclists each year.
- Recent planning permission has been approved for a Coastal Activities Centre at Whitehaven Harbour that will offer sporting activity, space for music, theatre, exhibitions and other gatherings.
- Whitehaven Marina has over 400 pontoon marina berths and extensive quay wall berths for larger boats
- Egremont is a medieval town and home to the extensive ruins of the Norman Egremont Castle

10.2 Tourism in Copeland

Policy Context

National Planning Policy Framework Paragraphs 85, 85b)

Core Strategy Policies: TCN2, ST2 ER7, ER8, ER9, DM6A, DM6B, DM7

- 10.2.1 Cumbria and the Lake District National Park (LDNP) in particular, is one of the most successful areas for tourism in the UK, with visitor economy acting as a lifeline to many of the remotest parts of the county. It is estimated that direct visitor economy spend supports direct GVA that is around 8% of Cumbria's total. The visitor economy is however far from evenly spread across Cumbria, with roughly half of all tourism spend occurring in the LDNP. (CLEP)
- 10.2.2 Copeland's cultural and tourism offer is defined by its rich and varied past. A history and legacy from the maritime trade, the progress and decline of heavy industry and mining, and the modern influence of the nuclear sector have all shaped how Copeland is perceived and have served to shape the offer within the borough.
- 10.2.3 Copeland is contextualised by a vast natural landscape, rugged coastline and large rural expanses that have shaped man's efforts over time; and continue to influence activity now.
- 10.2.4 The Coast of Cumbria is an underutilised resource for visitors. It is relatively unvisited although it already offers beach related activities. The coast also offers walking and cycling opportunities, although the visitor infrastructure in the coastal areas is relatively under-developed.
- 10.2.5 A Cumbria West Coast Tourism Study was prepared by the Leisure and Tourism Organisation in February 2009. The Study stated that while it would be unrealistic for the sub-region to replicate the performance of a mature tourism area like the Lake District there was a general feeling that, despite its remoteness, West Cumbria had not yet maximised potential tourism opportunities to the full.
- 10.2.6 Day visits dominate the tourism sector. Potential lies in maximising the offer to the day visitor, prolonging their stay and possibly developing the weekend and short break market.
- 10.2.7 The borough needs to capitalise further on what makes it unique and continue to promote the tourism industry. Accommodation provision for businesses and leisure travellers needs to be improved in order to increase visitor numbers.
- 10.2.8 At the same time, it is recognised that development of the tourism economy must be sustainable and not cause harm, in particular to the natural and built environment assets that are the main attractions for visitors to the area.
- 10.2.9 The 2016-2020 Copeland Growth Strategy seeks to capitalise on Copeland's natural resources, containing the western and coastal areas of the LDNP that has a range of high quality visitor accommodation, outdoor recreation opportunities and developing new tourism markets.
- 10.2.10 Visitor Economy Growth Priorities identified in the Cumbria Local Enterprise Partnership (CLEP) Cumbria Rural and Visitor Economy Growth Plan 2017 are:

- Growing Cumbria's international visitors
- Enhancing Cumbria's adventure capital, cultural and heritage offer
- Capitalising on opportunities from business tourism
- Continued investment in and promotion of existing attractions, accommodation and infrastructure
- Improving access to digital information and getting around Cumbria

10.2.11 The Cumbrian Visitor Survey 2018 Report for Cumbrian Tourism was published in October 2018, which makes comparison with the 2009 survey. Key findings for Copeland include:

- 5.3% increase in tourism days
- 4.6% increase in tourist numbers
- 5.1% increase in associated tourism revenue
- Day visitors increased by 4.6%
- Day visitors spend increased by 7.4%
- Total revenue -175.9m, a 32.4% growth since 2009
- Employment – 2,320 FTE (nearer to double if considering part time nature of work)

10.2.12 Key recommendations to improve tourism in Copeland identified at 2018/19 Copeland tourism workshops include:

- Develop Copeland's tourism offer under the existing Lake District and World Heritage brands to attract national and international markets, but to deliver an offer that builds on Copeland coastal location and unique attraction
- Develop Tourism Hubs and packages to support visitors and create a range of visitor experiences to attract new markets
- Develop new products, activities and attractions with partners in the borough to increase visitor number

10.2.13 In terms of funding £1.6m has recently been secured from Government and Sellafield through the Coastal Programme that will be used to support the delivery on 'Connecting Cumbria's Hidden Coast recreation Route' that will stretch from Whitehaven to Millom, the route will feature adrenalin activities , cycling facilities and installations. This funding will also be used to create two Tourism employment posts with Copeland.

10.2.14 Other initiatives include:

- Cumbria Local Enterprise Partnership (CLEP) focus on upgrading the coastal line - £7million funding – forming foundation for future sustainable tourism for western lakes.
- CLEP have also commissioned a Cumbria Ports Study. Whitehaven is a tender port, and this is increasingly attractive to larger cruise activities as this can lend to the cruise experience. (This now needs to link into the Barrow ports initiative).
- Copeland Coastal Communities Fund developing Cumbria's Hidden Coast offer that includes an arts hub at Silecroft.

10.3 Maximising Tourism in Copeland

Policy Context

National Planning Policy Framework Paragraphs 80, 83c

Core Strategy Policies: ER10, DM8 and DM9

- 10.3.1 The NPPF States: *“Planning policies and decisions should help create the conditions in which businesses can invest, expand and adapt. Significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development.”* (Para 80)
- 10.3.2 The Western Lakes that includes Copeland and its extensive coastline and impressive landscape is significantly different when compared to the central lakes area, and has the potential to offer a different and varied experience to both tourists and residents. The borough has numerous place bound assets that includes woodland areas, the coast and beaches, historic buildings and industrial heritage. These assets provide opportunities for attractions and activities that include water sports, adventure activities, cultural experiences wildlife trails, new visitor accommodation and gateways and hubs to access facilities to name but a few.

Question T1: Which of the following approaches is the most appropriate in relation to maximising the potential of (non-accommodation) tourism in the borough? (Choose all applicable options)

Option 1: Focus non-accommodation tourism development in the principal town and key service centres

Option 2: Allow opportunities for non-accommodation tourism outside of the Principal Town and Key Service Centres that requires a specific size/type of location that cannot be accommodated within the Principal Town and Key Service Centres, or which enhances the borough’s existing place bound assets, subject to a criteria based policy*

Option 3: Support non-accommodation tourism development anywhere in the borough subject to criteria*

Option 4: Support proposals for farm diversification schemes in rural areas where this would provide or enhance tourist facilities*

Option 5: Other option, please state

*Subject to criteria including impact on landscape, flood alleviation measures, access to sustainable transport

10.3.3 Away from towns, major tourism opportunities provide for larger scale tourist activities that may not be possible or appropriate in the urban areas. Four tourism opportunity areas are identified in the current Local Plan:

- Hodbarrow: has a long history of local informal use, added to by the Port Haverigg Holiday Park and use of the lagoon for water sports. The areas beyond the shoreline (including the outer barrier) is entirely within the Duddon Estuary protected area, which incorporates all three International 'Natura 2000 designations and thus enjoys the highest level of protection.
- Ehen/Keekle Valleys: These are tranquil areas. The Keekle Valley has a wild character, and the Ehen valley area is very close to the LDNP. Activity within these areas should preserve that character and encourage its appreciation.
- Whitehaven Coastal Fringe: Key to the future of this zone is its preservation as undeveloped coast, and leisure and recreational uses which do not compromise that, are supported.
- Lowca Coastal Area: Holiday accommodation such as chalets or hotel may be appropriate in this location, and/or outdoor recreational activity subject to criteria

Question T2: Should the Local Plan continue identifying Tourism Opportunity Sites (Choose one option)

Option 1: Yes (please state which ones and why)

Option 2: No

Option 3: Other option, please state

10.4 Tourist Accommodation

Policy Context

National Planning Policy Framework Paragraphs: 83c

Core Strategy Policies: DM9, ER10

10.4.1 Whilst there is evidence that Copeland's tourism offer is progressing it is clear that the borough lags behind when compared to other districts in Cumbria. Findings of the 2018 survey were presented at a Cumbria Tourism Summit on 15th February 2019 and the following ambitions were identified; grow the value of tourism, attract and disperse and all year round tourism. It was also revealed that if Copeland can increase tourism numbers by 1% it could boost the local economy by almost £2m.

10.4.2 The area of Copeland outside of the LDNP offers a limited range of small scale overnight accommodation (hotels, guest houses, bed and breakfast) and limited self-catering provision (cottages, caravan and chalet parks and camping and caravan sites) There is currently only 1 national hotel in the borough and no national holiday park operators.

- 10.4.3 Feedback from the 2018/19 Copeland tourism workshops concluded that there is a lack of high quality/holiday standard accommodation and a lack of mid-range accommodation for both bed and breakfast and hotels, including large hotels that could accommodate coach markets. Other ideas included a need for business/conference accommodation and good quality caravan tourist sites. Concern was raised that accommodation was currently set up for contractors employed by Sellafield and the supply chains and that some accommodation should be more versatile to provide for both contractors during the week and tourists of a weekend.

STEAM data identified that in 2017 of the 3.62m visitors to Copeland 87% were day visitors and 13% were staying visitors.

Question T3: What approaches can be taken to promote tourism in coastal locations? (Choose all applicable options)

Option 1: Support proposals for leisure and tourism development (non-accommodation) in close proximity to the coastline*

Option 2: Support proposals for leisure and tourism development in close proximity to the coastline with the exception of areas of designated Undeveloped Coast*

Option 3: Support funding opportunities and improvements to the coastal walkways and cycle routes

Option 4: Support proposals that provide the opportunities for cruise ships to dock at Whitehaven Harbour

Option 5: Support proposals that improve the quality and extend the range of holiday accommodation available in coastal locations*

Option 6: Support proposals that improve the quality and extend the range of holiday accommodation available in coastal locations with the exception of areas of designated Undeveloped Coast

Option 7: Support proposals for gateways and/or hubs

Option 8: Other option, please state

*Subject to criteria including impact on landscape, flood alleviation measures, access to sustainable transport

- 10.4.4 The NPPF Glossary identifies hotels as a main town centre use as such the sequential test should be applied when assessing planning proposal for this purpose. *"In plan- making the sequential approach requires a thorough assessment of the suitability, viability and availability of locations for main town centre uses. It requires clearly explained reasoning if*

more central locations opportunities to locate main town centre uses are rejected.” (Para 010)

- 10.4.5 When considering proposals for rural locations: *“Planning policies and decisions should enable: sustainable rural tourism and leisure developments which respect the character of the countryside.”* (Para 83 c)
- 10.4.6 When considering proposals for overnight visitor accommodation a number of issues should be addressed that including parking provision, sustainable and most appropriate locations, access and sustainable transport routes, quality of provision and amenity of existing residents. Such issues can be addressed in policy criteria.

Question T4: What options should be taken to improve both the quality and quantity of overnight visitor accommodation in the borough, with preference given to the Spatial Development Strategy with respect to location hierarchy, unless other locations can be robustly justified? (Choose all applicable options)

Option 1: Designate a site(s) for high quality hotel accommodation with conference and leisure facilities that could accommodate both tourist and business visitors.

Option 2: Designate a site(s) for tourism (caravan, camping and glamping)

Option 3: Develop a policy which supports new and/or improved/extended visitor accommodation that is specific for each accommodation type and subject to criteria

Option 4: Encourage farm diversification for overnight accommodation.

Option 5: Other option, please state

Question T5: What option should be taken to safeguard overnight visitor accommodation (Hotels, Guest Houses, Bed and Breakfast, Holiday Cottages)? (Choose all applicable options)

Option 1: Continue to attach occupancy conditions which restrict any new visitor accommodation for holiday use only.

Option 2: Where change of use from visitor accommodation to permanent residential accommodation is sought require applicants to appropriately evidence that the business is no longer viable

Option 3: Do not attach restrictions to visitor accommodation

Option 4: Other option, please state

Question T6: What option should be taken to ensure Caravans and Lodges (Tourist sites) do not become permanent places of residence? (Choose one option)

Option 1: Apply occupancy conditions to planning consents that limit the use to holiday accommodation, and can therefore not be used as a sole residential accommodation

Option 2: Apply occupancy conditions to planning consents that restrict sites to only be open for a limited number of months of the year (please specify)

Option 3: Apply occupancy conditions that ensure the occupiers of the units change throughout the year

Option 4: Do not apply occupancy conditions/site opening/closed periods

Option 5: Other option, please state

10.5 Have We Missed Anything?

Question T7: Are there any other issues which should be addressed within this chapter? (Please provide details)

Question T8: What additional measures can the Council take to promote Copeland as a tourist destination and achieve its ambitions? (Please provide details)

CLIMATE & COASTAL CHANGE

Sand dunes, Haverigg

11 Climate and Coastal Change

11.1 Key Facts –Climate and Coastal Change

- Climate change is one of the biggest threats facing the UK and its coastal areas are at particular risk from its effects
- Emissions are a key driver of climate change and are also responsible for poor air quality
- Latest evidence shows that the level of pollutants in the borough are below the value at which adverse health effects are likely to occur, however there is a risk that significant development, if poorly located, could have a negative effect on air quality
- Copeland Borough has a 56 mile stretch of coastline from Lowca in the north to Duddon bridge in the south
- Most of the borough's population lives along the coast and it forms part of 'The Energy Coast'
- Copeland includes the only area in Cumbria classified as Coastal Sandstone and St Bees Head is the only defined Heritage Coastline between Wales and Scotland and the only area of high sea cliffs in the north west
- Currently under consideration is the proposal to extend the defined Heritage Coast in a northwards direction
- A train line runs along the Cumbrian Coast between Barrow in Furness and Carlisle – this forms the sea defence in several parts of the borough
- Much of the borough's heritage is located on the coast. Whitehaven's harbour dates back to 1172. Since 1990, £20million of grant funding has been invested in and around the harbour improving public access and it is still actively used for fishing.
- Queens Dock in Whitehaven has become Queen's Marina and the industrial use has shifted to leisure use
- Parton Bay was once used by the Romans and has always been a fishing port
- St Bees is a popular beach resort, and is the start of the 192 mile Coast to Coast Walk to Robin Hoods Bay in North Yorkshire
- Seascale's history dates back to the Vikings, being an early Norse settlement
- Drigg is part of an 11km long dune system, with flint scatters dating back 8,000 years
- Haverigg sits at the mouth of the Duddon Estuary, a protected area important for birds and other wildlife
- Millom was an active iron works and in its hey-day was the largest industrial site of its kind in the world
- Lowca once centred around several industries- an iron foundry, a coke and chemical plant and a coal pit
- Bootle, Ravenglass and Silecroft are also coastal locations on the west coast of Copeland they however fall within the Lake District Natural Park

11.2 Climate Change

Policy Context

National Planning Policy Framework Paragraphs 14, 148, 149, 166, 167 a and b), 168 a) to d), 169, 170 c), 172, 173

Core Strategy Policies: ST1, ER3, ER10, ENV1, ENV2,

- 11.2.1 Climate change is one of the biggest threats facing the UK. Weather is likely to become more variable with increased risk of extreme events such as flooding and drought. Copeland is particularly vulnerable to climate change given its coastal location and the fact that it contains a number of waterbodies.
- 11.2.2 The Climate Change Act 2008 sets a legally binding target to reduce the UK's greenhouse gas emissions by at least 80% in 2050 from 1990 levels. The Act introduced a system of carbon budgets including a target that the annual equivalent of the carbon budget for the period including 2020 is at least 34% lower than in 1990.
- 11.2.3 In May 2019, the Committee on Climate Change (CCC) outlined proposals for the UK Government to bring forward legislation to reach net-zero greenhouse gas emissions by the year 2050. Subsequently, the UK parliament amended the Climate Change Act of 2008, committing the UK to becoming "Net Zero Carbon" by 2050.
- 11.2.4 In April 2019, all Cumbrian local authorities and the Lake District National Park Authority (LDNPA) formally adopted the Cumbria Joint Public Health Strategy incorporating a pledge for Cumbria, *"to become a 'carbon neutral' county and to mitigate the likely impact of existing climate change"*. In order to take meaningful action against the county's net-zero carbon commitment, the Cumbria Climate Action Group was formed under the Cumbria Joint Leaders Board and Chief Executive's Group. To date, two key actions have been taken:
- Small World Consulting has been commissioned to produce an updated "Carbon Baseline Report" for Cumbria, in order to understand the starting point for climate action (expected by end 2019), and;
 - A Local Authority Climate Policy Group has been established, *"to position local authorities to develop consistent and ambitious policy across Cumbria in order to meet our Net Zero Carbon targets and limit harm to the environment. The group will act to coordinate and drive the county-wide climate policy agenda and provide support and guidance to officers on policy development and carbon reduction approaches"*. The Council's Nuclear & Energy Manager is a member of this group.
- 11.2.5 The Local Plan has a key role to play in ensuring that new development does not increase the emissions responsible for climate change. It can do this by ensuring new development located close to key services therefore reducing the need to travel. It can also consider the important role green infrastructure and good design plays in mitigating and adapting to climate change.

- 11.2.6 The Local Plan must also ensure that new developments are resilient to flood risk, drought and water shortages and that they do not exacerbate existing problems.
- 11.2.7 In order to do this, the Planning and Compulsory Purchase Act allows councils to include in their Local Plans *“policies designed to secure that the development and use of land in the Local Planning authority’s area contribute to the mitigation of, and adaption to, climate change”*.

11.3 Renewable Energy

Policy Context

National Planning Policy Framework Paragraphs: 20 b), 147, 148, 151-152, 154,

Core Strategy Policies: ST1, ST2, ER2, DM2, DM11

- 11.3.1 The Planning and Energy Act 2004 allows local councils to set reasonable requirements in their development plan documents for:
- A proportion of energy used in development in their area to be energy from renewable sources in the locality of the development
 - A proportion of energy used in development in their area to be low-carbon energy from sources in the locality of the development
- 11.3.2 The Government is however currently consulting on changes to Part L of the building regulations (the Future Homes Standard) which will remove the ability of planning authorities to set higher energy efficiency standards than those set out in the Building Regulations. The Standard will be introduced by 2025 and will require new homes to be *“future proofed with low carbon heating and world-leading levels of energy efficiency”*. The consultation sets out two options:
- A 20% reduction in carbon emissions compared to the current standard for an average home which could be delivered through a requirement for high fabric standards (triple glazing and minimal heat loss from walls, ceilings and roofs)
 - A 31% reduction in carbon emissions compared to the current standard. This could be delivered through the installation of carbon-saving technology such as photovoltaic (solar) panels and better fabric standards.
- 11.3.3 The Council will take into account the results of the consultation when determining which option below is the most appropriate.

Question CC1: How can the Local Plan increase the use of renewable energy within developments in the borough? (Choose all appropriate options)

Option 1: Set a local target that requires a proportion of the borough's energy demand to be met through renewable energy sources by the end of the plan period (please state which %).

Option 2: Include a policy within the Local Plan which encourages the use of renewable energy technologies in new developments including community-led renewable initiatives

Option 3: Require a proportion of dwellings on new strategic sites (please state what size) to be powered by renewable energy technologies unless it can be demonstrated that this would make the development unviable (please state which %)

Option 4: Require a proportion of dwellings on all new housing sites of 10 units or over to be powered by renewable energy technologies, unless it can be demonstrated that this would make the development unviable (please state which %)

Option 5: Produce more detailed guidance through a Sustainable Development Supplementary Planning Document.

Option 6: Rely on the proposed changes to the building regulations as discussed above to deliver high efficiency housing.

Option 7: Other option, please state

- 11.3.4 There are a number of additional measures which can be used to reduce the carbon footprint of new developments.
- 11.3.5 Passive design takes into consideration local climate and site conditions and responds to this in order to maximise amenity whilst minimising energy usage. Elements include:
- Building location and orientation
 - Building layout
 - Air tightness and insulation
 - Solar gain and access
 - Thermal mass
 - Shading
 - Ventilation

Question CC2: What additional measures should be considered as a means of reducing the carbon footprint of new developments, renovations and householder alterations/extensions, where appropriate? (Choose all appropriate options)

Option 1: Require passive design measures to be incorporated in all developments

Option 2: Require locally sourced building materials to be used in all new developments

Option 3: Require electrical vehicle charging points in all new developments

Option 4: Include a policy within the Local Plan which encourages the above options

Option 5: Produce a Sustainable Development Supplementary Planning Document

Option 6: Other option please state

11.4 Large Scale Renewable Energy Developments

Policy Context

National Planning Policy Framework Paragraphs: 148, 151, 152

Core Strategy Policies: ST2, ST3, ER2, ER3, DM2, DM11

- 11.4.1 Identifying large sites for energy related uses, such as biomass and hydroelectric power developments through the Local Plan process provides some certainty about where such development will be located. It also identifies any issues which require consideration before a planning application is submitted. Wind energy related developments are dealt with separately below as they raise a number of additional issues to other types of energy uses.
- 11.4.2 The Cumbria Renewable Energy Capacity and Deployment Study 2011 provides a detailed and localised assessment of the amount of resources available that could be used to generate renewable energy up to 2030 (potential technical capacity). It considers wind, biomass, energy from waste, hydropower and solar and heat pumps. It then identifies how much of that resource is realistically deployable – forecasting that 606MW of renewable energy could be deployed within Cumbria by 2030. The Local Plan plays an important role in supporting such resources, which also have the additional benefit of creating employment opportunities in the borough.
- 11.4.3 Alongside energy generating developments are developments linked to carbon capture and storage. Both types of development are considered in Question CC3 below.

Question CC3: How can the Local Plan support large scale renewable energy developments? (Choose all applicable options)

Option 1: Allocate sites for renewable energy related uses in the Local Plan, subject to assessment of site suitability

Option 2: Include a policy within the Local Plan which supports energy related developments (including storage) subject to certain criteria being met

Option 3: Include a policy within the Local Plan which supports district heating schemes

Option 4: Other option, please state

11.5 Wind energy developments

Policy Context

National Planning Policy Framework Paragraphs 85, 85b)

Core Strategy Policies: TCN2, ST2 ER7, ER8, ER9, DM6A, DM6B, DM7

- 11.5.1 The NPPF states that applications for more than one wind turbine should only be approved if it is in an area identified as suitable for wind energy development in the development plan (unless the proposal is for the repowering of an existing windfarm). The Local Plan will therefore need to identify areas of the borough which are suitable for turbines.
- 11.5.2 Prior to the production of the Preferred Options draft of the Local Plan, the Council will prepare a Wind Energy Technical Document which will identify the capacity for wind energy developments and any high level constraints to such developments. The methodology will be produced in line with national planning practice guidance and taking into account the following documents:
- Cumbria Renewable Energy Capacity and Deployment Study (2011)
 - Cumbria Wind Energy Supplementary Planning Document (2007)
 - Cumbria Landscape Character Guidance and Toolkit (2011)
 - Cumbria Cumulative Impacts of Vertical Infrastructure Study (2014)
- 11.5.3 A planning application will be required for wind energy development even if the site falls within an identified Suitable Area. The NPPG states that the following factors should be taken into account when developing criteria based policies to judge such developments on:
- Cumulative impacts, particularly on landscape and local amenity
 - Local topography
 - Heritage assets and their setting
 - The increased sensitivity of National Parks and Areas of Outstanding Natural Beauty

- The importance of protecting local amenity

Question CC4: Which parts of the borough should be excluded when identifying land as Suitable Areas for Wind Energy development? (Choose all applicable options)

Option 1: All Natura 2000 Sites and 250m buffer

Option 2: Sites of Special Scientific Interest and 250m buffer

Option 3: All Conservation Areas and sites containing listed buildings or scheduled ancient monuments

Option 4: Local Geological Sites

Option 5: All built up areas including proposed allocations

Option 6: A specific buffer around all built up areas including proposed allocations (please state what distance should be covered)

Option 7: Landscapes sensitive to change as informed by the Council's Landscape Character Assessment and the County Council LCA

Option 8: Nationally important nature conservation sites

Option 9: Areas of land less than 0.5 hectares

Option 10: High pressured pipe lines

Option 11: Areas where evidence shows there is no wind capacity

Option 12: Other option, please state

11.6 Air Quality

Policy Context

National Planning Policy Framework Paragraphs: 103, 170e), 181

Core Strategy Policies: ST1, ER2, ER3

- 11.6.1 The Council has recently produced its 2019 Air Quality Annual Status Report. This states that air quality in Copeland is typically very good with NO² levels well below the annual mean objective of 40 µg/m³. The quality of air does however vary across the borough, with the highest levels of NO² found in central Whitehaven of (24.3 µg/m³ annual average),

compared to the lowest levels (4.0 µg/m³ annual average) in the heart of Wasdale. The main polluter in the borough is road traffic.

- 11.6.2 The Local Plan will aim to minimise the impacts of new development on air quality by focussing new housing development is located close to key services and supporting the use of renewable energy and sustainable modes of travel. The role sustainable transport can play in improving air quality is considered further within the Transport chapter of this document.
- 11.6.3 Increasing the amount of green infrastructure in the borough will also help minimise the impacts on air quality.
- 11.6.4 Green Infrastructure is “*A network of multi-functional green space, urban and rural, which is capable of delivering a wide range of environmental and quality of life benefits for local communities.*”
- 11.6.5 The provision of green infrastructure has additional benefits, providing important habitat, reducing surface water run-off and having positive impacts upon health and well-being.
- 11.6.6 Green infrastructure is considered further in the Natural Environment chapter.

Question CC5: How can the Local Plan deliver green infrastructure to mitigate against climate change? (Choose all appropriate options)

Option 1: Require green roofs and walls in new developments (please state what level of provision should be provided and whether there should be a threshold)

Option 2: Allocate an area/areas within the borough for community woodlands in the Local Plan (please provide details if you are aware of a site which may be suitable)

Option 3: Include a policy which encourages the use of hedgerows in new developments as opposed to fences and walls where appropriate

Option 4: Include a policy that encourages the provision of green infrastructure for the redevelopment of existing development

Option 5: Include a policy that encourages the provision of green buffers around new development

Option 6: Other option, please state

Question CC6: Are there any additional options for improving air quality which should be considered through the Local Plan process? Please provide further information

11.7 Coastal Flooding and Erosion

Policy Context

National Planning Policy Framework Paragraphs: 20 b), 148, 149

Core Strategy Policies: ENV1, ENV2, DM24

North West England and North Wales Shoreline Management Plan

- 11.7.1 A Shoreline Management Plan (SMP) provides a large scale assessment of the risks associated with erosion and flooding at the coast. It also presents policies to help manage these risks to people and to the developed, historic and natural environment in a sustainable manner. The document is a non-statutory, high level policy document for coastal flood and erosion risk management planning. Coastal area assessments are provided as can be seen in Figure 26/Appendix T Copeland areas are located in sub-cells 11d and 11e.

Figure 26: North West SMP Area



11.8 Flood Risk

Policy Context

National Planning Policy Framework Paragraphs: 20 b), 43, 148, 149, 155-165

Core Strategy Policies: ENV1, DM24

- 11.8.1 As well as being at risk from coastal erosion and flooding, there are also a number of waterbodies within the borough that are prone to flooding. The Council's Draft Strategic Flood Risk Assessment, produced in May 2018, identifies localised flooding issues in the South of Copeland, North Whitehaven and Cleator Moor. These areas are particularly susceptible to flash flood events.
- 11.8.2 The Local Plan must direct development to areas at the least risk of flooding but must also try to prevent new development from increasing the risk of flooding elsewhere.
- 11.8.3 The NPPF directs development away from areas at the greatest risk of flooding. New development should be located in flood risk zone 1 where possible. Development proposals in flood risk zone 2 and 3 are subject to the sequential test to demonstrate there are no sites available at a lower risk of flooding. Only where there are no such sites available in flood risk zones 1 and 2 will development be supported in zone 3 subject to the exception test. Further information on the sequential and exception tests can be found in the NPPF and NPPG.
- 11.8.4 The Council will continue to work with partners to manage the risks associated with coastal erosion and flooding.

Question CC7: How can the Local Plan minimise the risk of flooding in new developments and ensure new development does not increase the risk of flooding elsewhere? (Choose all applicable options)

Option 1: Include a policy within the Local Plan which reiterates the sequential test set out in chapter 14 of the NPPF

Option 2: Rely on the guidance within the NPPF to direct development to areas at the least risk of flooding

Option 3: Do not allocate any site for development which is at risk from flooding (e.g. more than 50% of the site falls within Flood Risk Zone 2 or 3)

Option 4: Prevent new development within areas identified of being at risk of coastal erosion either now or in the future phases of the Shoreline Management Plan, unless robust justification can be provided subject to meeting criteria

Option 5: Other option, please state

11.9 Sustainable Drainage Systems

Policy Context

National Planning Policy Framework Paragraphs: 163 c), 165,

Core Strategy Policies: ENV1, DM11

- 11.9.1 The NPPF requires that major developments incorporate sustainable drainage systems (SuDS) unless there is clear evidence that this would be inappropriate. SuDS mimic natural drainage patterns and therefore reduce the amount of water entering the public sewer system which in turn reduces the likelihood of flooding. There are also additional benefits linked to the provision of SuDS:
- Can help protect and enhance water quality
 - Provides habitat for wildlife
 - Provides opportunities for evapotranspiration from vegetation and surface water
 - Encourages natural groundwater recharge
 - Has positive impacts on health and well-being of residents
 - Provides opportunities for residents to learn about nature
- 11.9.2 The Cumbria Development Design Guide⁵ was produced in 2017. This document provides guidance for developers relating to the design of new roads and drainage systems in new developments. It gives an indication of how the County Council, as Lead Local Flood Authority and Local Highway Authority will respond to planning applications for new developments.
- 11.9.3 The Design Guide includes the following hierarchy for dealing with surface water run-off:
1. Discharge into the ground (infiltration)
 2. Discharge to a surface water body
 3. Discharge to a surface water sewer, or other surface water system
 4. Discharge to a combined sewer
- 11.9.4 At present, the Council requires a drainage strategy to accompany all planning applications. This must identify how surface water run-off will be discharged, demonstrating that the hierarchy has been followed.

⁵ <https://www.cumbria.gov.uk/eLibrary/Content/Internet/544/3887/43115144751.pdf>

Question CC8: How can the Local Plan promote the use of sustainable drainage systems (SuDS)? (Choose all appropriate options)

Option 1: Require SuDS on all new development where appropriate

Option 2: Include a policy within the Local Plan that encourages the use of SuDS where appropriate

Option 3: Include a policy within the Local Plan which sets out the drainage hierarchy set out in paragraph 12.9.3 above and requires for it to be followed

Option 4: Rely on national policy and guidance to guide development

Option 5: Other option, please state

11.10 Water Demand

Policy Context

National Planning Policy Framework Paragraphs: 20 b), 149

Core Strategy Policies: ST1, ST4

11.10.1 The Government has produced the Water Strategy for England which identifies that climate change is likely to lead to water shortages in future summer months across the UK. New development is required to achieve standards for water efficiency under the Building Regulations, Approved Document G. This includes the provision of rainwater harvesting measures.

Question CC9: Are there any additional options for managing water demand which should be considered through the Local Plan process? Please provide details.

11.11 Have We Missed Anything?

Question CC10: Are there any other issues this chapter of the Local Plan should cover? Please provide details.

Natural Environment

Cabbage White Butterfly, Parton

12 Natural Environment

12.1 Natural Environment - Key Facts

- Copeland has a wealth of natural landscapes including tidal estuaries, shingle beaches, sand dunes, high cliffs, high mountains and deep lakes, many of which are designated sites of international, national and local biodiversity importance.
- The borough includes a large proportion of the Lake District National Park, which is a designated World Heritage Site. (This contains a number of Sites of Scientific Interest including England's deepest lake, Wastwater, which is 79m deep and Scafell Pike which is the highest mountain in England at 978m.)
- As well as large strategic open spaces, the borough's towns and villages contain smaller areas of open space which provide important habitats for wildlife and which also benefit health and well-being.
- The Bruntland Report states that biodiversity is being lost at an alarming rate across the globe and this is having adverse impacts upon our livelihoods, well-being and health.
- The Local Plan has a key role to play in protecting and enhancing important areas of biodiversity and encouraging the provision of new habitats in the borough.
- Soils play an important role within ecosystems but are at risk of degradation. The Local Plan has a key role to play in the protection of soils.
- The condition of Copeland's coastal waters was classed as being good in 2016.
- The condition of Copeland's waterbodies varied from poor to high quality in 2016.

12.2 Biodiversity

Policy Context

National Planning Policy Framework Paragraphs: 8c), 149, 170b) and d), 174-177

Core Strategy Policies: ST1, ENV3, DM25

12.2.1 Biodiversity is defined in the Oxford Dictionary as *"the variety of plant and animal life in the world or in a particular habitat, a high level of which is usually considered to be important and desirable."* It supports life on earth and provides the following benefits:

- Regulates water, carbon and nutrient cycles
- Improves air quality
- Keeps the environment in state of balance
- Provides resources for consumption e.g. wood, biofuels
- Helps support economic sectors such as farming, forestry, crafts etc.
- Leisure and tourism resource
- Reduces anti-social behaviour
- Improves mental and physical health and well-being

- Cultural/spiritual attachments to natural environment
- Reduces flooding
- Important for soil production
- Open air classroom for learning about and monitoring the environment

Impacts of Development

12.2.2 Development can result in a direct loss of habitats and disturbance to species but can also have indirect effects through increasing pollution and accelerating the effects of climate change. The Local Plan therefore has a key role to play in the protection and enhancement of the borough's natural environment.

European Designations

12.2.3 Copeland contains a number of sites with European designations (Natura 2000 Sites) which are listed in table 11 below and shown on Figure 27 and in Appendix U. Many of these extend beyond the borough boundaries.

- Ramsar sites are internationally protected wetland areas.
- Special Areas of Conservation (SAC) provide increased protection to a variety of wild animals, plants and habitats.
- Special Protection Areas (SPA) provide increased protection for rare and vulnerable birds and for regularly occurring migratory species.

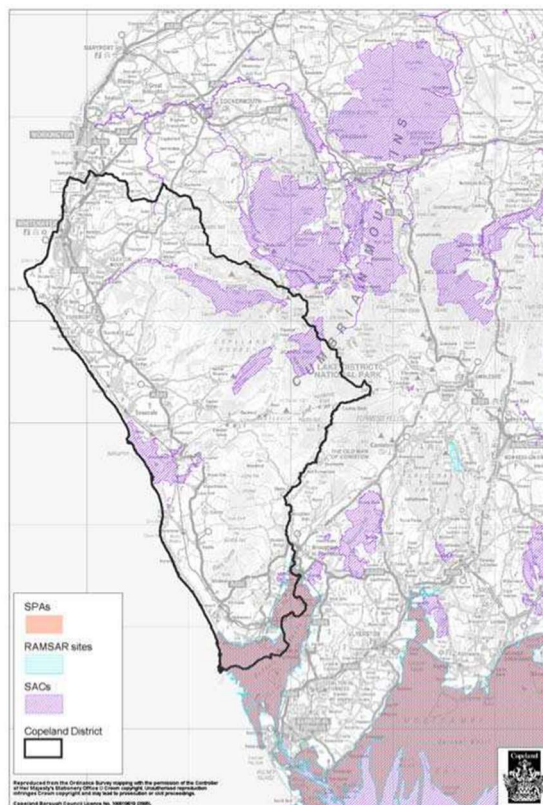
12.2.4 The Council will carry out a Habitats Regulations Assessment (HRA) alongside the Local Plan which will consider the effects of policies and proposals on the Natura 2000 network. A HRA promotes a hierarchy of avoidance, mitigation and compensatory measures in order to prevent or reduce harm to Natura 2000 sites. Developers are also required to carry out a HRA when they are preparing proposals that may have a negative impact upon the integrity of Natura 2000 Sites.

Table 11: Natura 2000 Sites

Site	Designation	Habitat and Key species
Duddon Mosses	SAC	Bogs, marshes, water fringer vegetation, fens
Lake District High Fells	SAC	Inland water bodies (standing and running water), bogs, marshes, water fringed vegetation, fens, heath, scrub, maquis and garrigue, phygrana, dry grassland, steppes, humid grassland, mesophile grassland, alpine and sub-alpine grassland, broad-leaved deciduous woodland, inland rocks, screes, sands, permanent snow and ice
Drigg Coast	SAC	Tidal rivers, estuaries, mud flats, sand flats, lagoons (including saltwork basins), salt marshes, salt pastures, salt steppes, coastal sand dunes, sand beaches, machair, shingle, sea cliffs, islets
Wast Water	SAC	Inland water bodies (standing water, running water), dry grassland, steppes

Site	Designation	Habitat and Key species
Morecambe Bay and Duddon Estuary	SPA/Ramsar	Estuaries, mudflats and sandflats not covered by seawater at low tide, large shallow inlets and bays, perennial vegetation of stony banks. Salicornia and other annuals colonising mud and sand, Atlantic salt meadows (<i>Glaucopuccinellietalia maritima</i>), shifting dunes along the shoreline with <i>Ammophila arenaria</i> ('white dunes'), fixed dunes with herbaceous vegetation ('grey dunes'), humid dune slacks, sandbanks which are slightly covered by sea water all the time, coastal lagoons. Reefs. Tidal rivers, estuaries, mudflats, sandflats, lagoons (including saltwork basins), salt marshes, salt pastures, salt steppes, coastal sand dunes, sand beaches, machair. Supports over 31,505 wildfowl.
River Ehen	SAC	Inland water bodies (standing water, running water), broad leaved deciduous woodland, coniferous woodland.
Solway Firth	pSPA	Estuarine/marine site, extensive areas of intertidal mudflats, fringing saltmarshes and grazing marshes. Supports a significant number of important species.

Figure 27: Natura 2000 Sites in Copeland



National designations

- 12.2.5 The borough contains a number of Sites of Special Scientific Interest (SSSI). These are England's most important wildlife and geological sites which support many rare and endangered species, habitats and natural features. Natural England regularly monitors the condition of SSSIs.

Table 12: Sites of Special Scientific Interest (Habitats)

Site Name	Habitat	Condition - % favourable or unfavourable recovering
Duddon Valley Woodlands	Broadleaved, mixed and yew woodland – upland, Dwarf shrub heath –upland,	61.85%
Stanley Ghyll	Broadleaved, mixed and yew woodland - upland	0%
Brantrake Moss & Devoke Water	Acid grassland – upland, Standing open water and canals, Dwarf shrub heath – upland, Fen, marsh and swamp - lowland	100%
Milkingstead Wood	Broadleaved, mixed and yew woodland - upland	100%
Duddon Estuary	Littoral sediment, Supralittoral sediment, Neutral grassland – lowland, Broadleaved, mixed and yew woodland – lowland, Coastal lagoon, Earth heritage	97.81%
Shaw Meadow & Sea Pasture	Dwarf shrub heath – lowland, Neutral grassland - lowland	100%
Duddon Mosses	Bogs – lowland, Fen, marsh and swamp – lowland, Broadleaved, mixed and yew woodland	58.51%
Greendale Mires	Fen, marsh and swamp - lowland	100%
Ennerdale	Standing open water and canals, Fen, marsh and swamp – lowland, Broadleaved, mixed and yew woodland – upland, Fen, marsh and swamp – lowland	98.37%
Wasdale Screes	Dwarf shrub heath – upland, Inland rock	100%

Site Name	Habitat	Condition - % favourable or unfavourable recovering
Pillar & Ennerdale Fells	Dwarf shrub heath – upland, Broadleaved, mixed and yew woodland – upland,	100%
Wast Water	Standing open water and canals, Neutral grassland - upland	0%

Source:

<https://designatedsites.naturalengland.org.uk/SiteList.aspx?siteName=&countyCode=9&responsiblePerson=&DesignationType=SSSI>

- 12.2.6 The borough also contains two national nature reserves, Hallsenna Moor, High Leys, as well as a locally designated nature reserve at Millom Ironworks.

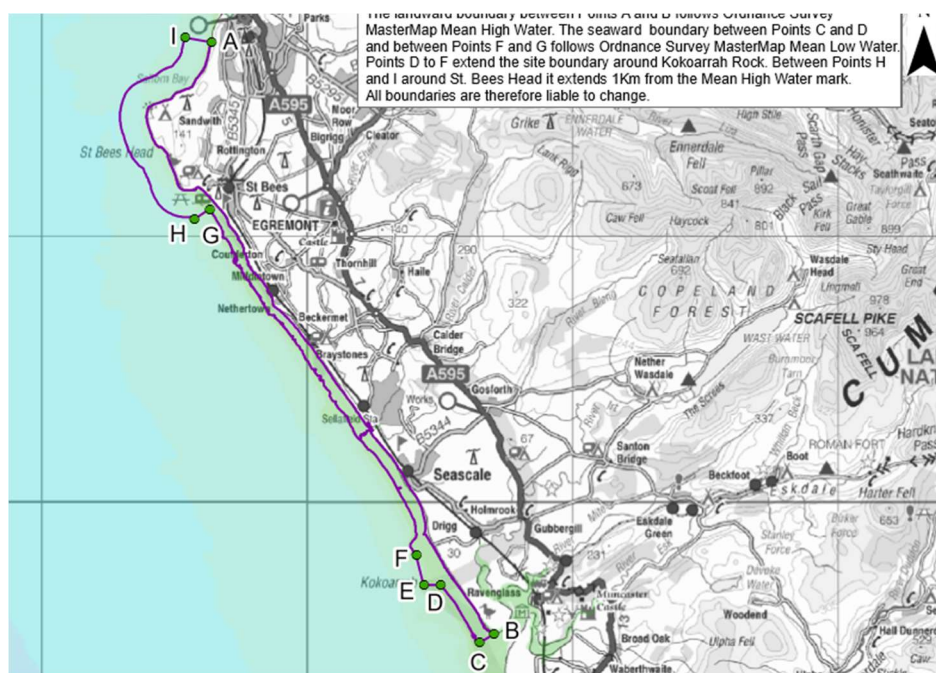
Protected Species

- 12.2.7 The Cumbria Biodiversity Action Plan identifies protected species within the borough, many of which may be found on sites which are not protected. The Council may request an ecological survey as part of a planning application to ascertain the presence of protected species and determine a way to protect them during and after the development.

Marine Conservation

- 12.2.8 A 27km section of coastline, from the Ravenglass Estuary to south Whitehaven was designated as an inshore Marine Conservation Zone in 2013 and updated in May 2019. Marine Conservation Zones are areas that protect a range of nationally important, rare or threatened habitats and species. Earlier this year the Marine Management Organisation carried out Iteration 3 engagement into a number of draft Marine Plans, including the North West Marine Plan. It is anticipated that statutory consultation of the preferred marine plan draft policies will take place at the end of 2019. The North West Marine Plan will cover the north-west inshore area, which extends from Solway Firth border to the River Dee border with Wales and the North West offshore area which comprises 2,200 square kilometres of sea. Until adoption of the North West Maritime Plan the [UK Maritime Policy Statement](#) should be applied. The marine conservation zone is shown in Figure 28 and Appendix V.

Figure 28: Marine Conservation Zone



Further information on why the site is important can be found at the following link:

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/805616/mcz-cumbria-2019.pdf

The Local Plan will include policies which require developers to protect, restore and enhance biodiversity and minimise the fragmentation of habitats. It will also include policies which support, in principle, proposals where the primary objective is to conserve or enhance biodiversity.

12.3 Biodiversity Net Gain

Policy Context

National Planning Policy Framework Paragraphs: 8b), 32, 170d), 174b), 175d)

Core Strategy Policies: ENV3, DM25

- 12.3.1 Biodiversity net gain ensures developments deliver more or better quality biodiversity than exists at present. Developers must assess what the site currently offers in terms of biodiversity, show how any existing nature features will be retained/improved and what new nature features will be provided.
- 12.3.2 In 2018 the Government consulted on proposals to introduce a mandatory biodiversity net gain policy. Following the consultation the government announced that it would mandate

net gains for biodiversity in the Environment Bill. Once implemented, it is anticipated that development will be required to achieve a 10% net gain for biodiversity using the Defra Biodiversity Metric model.

- 12.3.3 Space for biodiversity is often easy to provide, for example through the provision of wildflower verges, hedgerow boundaries, green walls and roofs, swift and swallow bricks, bat access tiles for roofs and tree planting. Sustainable drainage systems, when designed correctly, can also become havens for wildlife. The Chartered Institute of Ecology and Environmental Management (CIEEM) in partnership with CIRIA and IEMA, have produced a useful document, *Biodiversity Net Gain – Good Practice Principles for Development*, to help guide developers looking to provide net gains.

Question NE1: Should the Local Plan include a requirement for 10% biodiversity net gain in new developments? (Please choose one option)

Option 1: Include a policy within the Local Plan which requires a 10% net gain in biodiversity in all new developments (or biodiversity offsetting where appropriate)

Option 2: Include a policy within the Local Plan which requires a 10% net gain in biodiversity in new developments with the exception of householder developments (or biodiversity offsetting where appropriate)

Option 3: Include a policy within the Local Plan which requires a higher than 10% net gain in biodiversity in new developments with the exception of householder developments (or biodiversity offsetting where appropriate)
(Please state amount %)

Option 4: Rely on national policy and guidance to provide biodiversity net gain

Option 5: Other option, please state

12.4 Green Infrastructure

Policy Context

National Planning Policy Framework Paragraphs: 20d), 91c), 150a), 171, 181,

Core Strategy Policies: SS5

- 12.4.1 The NPPF, paragraph 171, states that plans should take a strategic approach to maintaining and enhancing networks of habitats and green infrastructure.
- 12.4.2 Green infrastructure can play an important role in reducing the effects of climate change, providing space for recreation and leisure, providing important habitat and having positive impacts upon people's health and well-being.

- 12.4.3 Developers should give early consideration to how green infrastructure can be incorporated into developments. Consideration should also be given to how areas of green infrastructure are connected and linked to the open countryside and how existing links can be improved.

- 12.4.4 The Core Strategy, Policy SS5, protects designated open space (including playing fields, play areas and allotments) within settlements and the routes of wildlife corridors that connect them. Where development on such sites is necessary, equivalent replacement provision is required elsewhere. It also sets minimum space standards for new residential developments, requiring a minimum of 0.4ha of

public space for every 200 dwellings pro-rata on developments of 10 or more dwellings, and in groups of family housing a minimum of 100m² of children's play space at the rate of one play space per 30/40 dwellings. The provision of play space is looked at in more detail in the health chapter.

- 12.4.5 The Council has commissioned the production of an Open Space Assessment which will assess the quality and value of the protected open spaces and will also consider whether any additional spaces should be identified. It will also look at current provision and identify whether there are surplus or shortages of open space on a settlement basis. This document, along with the Settlement Landscape Character Assessment, will help inform the subsequent drafts of the Local Plan.

- 12.4.6 The NPPF allows Local Planning authorities to apply tighter restrictions (consistent with those for green belts) on certain areas of open space. Designating land as "Local Green Space" through the Local Plan allows communities to identify and protect green areas of particular importance to them. Paragraph 100 of the NPPF states the following:

"The Local Green Space designation should only be used where the green space is:

a) in reasonably close proximity to the community it serves;

b) demonstrably special to a local community and holds a particular local significance, for example because of its beauty, historic significance, recreational value (including as a playing field), tranquillity or richness of its wildlife; and

c) local in character and is not an extensive tract of land."

- 12.4.7 The NPPF states that Local Green Spaces should be given the same level of protection as Green Belts and such sites would be protected under the NPPF regardless of whether the Council could identify a 5 year supply of deliverable housing sites or not, whereas standard protected green spaces are more vulnerable.

GREEN INFRASTRUCTURE

A network of multi-functional green space, Urban and rural, which is capable of delivering a wide range of environmental and quality of life benefits for local communities.

**Question NE2: How can the Local Plan protect areas of Green Infrastructure?
(Choose all applicable options)**

Option 1: Designate areas of land as Local Green Space where they meet the criteria set out within paragraph 100 of the NPPF

Option 2: Continue with the less restrictive current approach in the Core Strategy which designates protected open spaces and may allow their development where an equivalent replacement is proposed

Option 3: Designate strategic areas of green infrastructure as Green Gaps in order to prevent settlements from merging and retain their distinctive character.

Option 4: Include a policy within the Local Plan which promotes the establishment, improvement and protection of green infrastructure networks

Option 5: Do not designate any land as protected open space or Local Green Space

Option 6: Other option, please state

12.5 Trees and Woodland

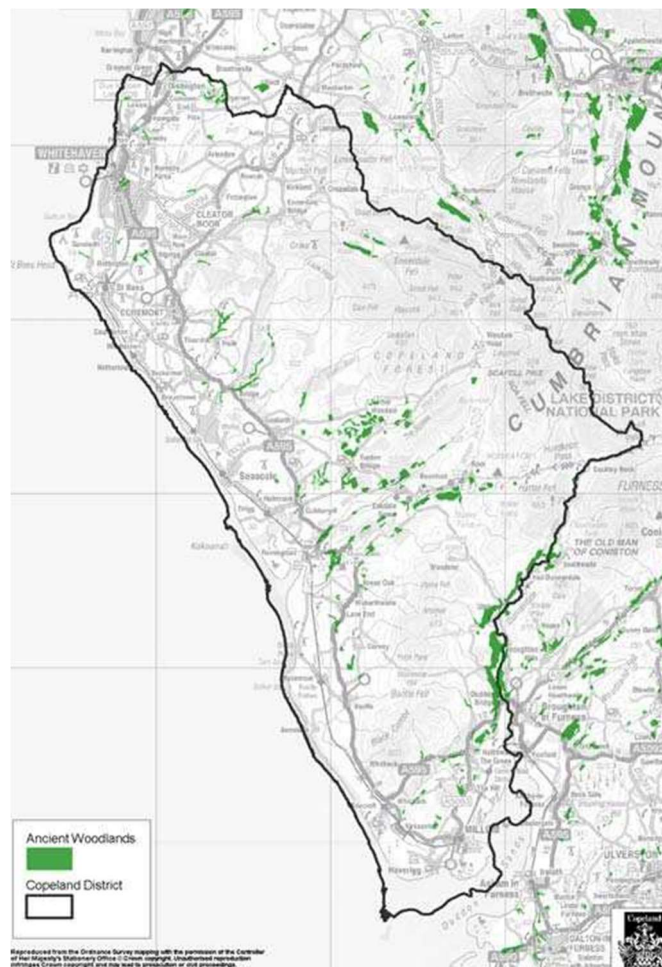
Policy Context

National Planning Policy Framework Paragraphs: 175c)

Core Strategy Policies: DM28

- 12.5.1 The borough contains a number of ancient woodlands as shown in Figure 29 and Appendix W. The NPPF protects such areas, stating in paragraph 175 that *“development resulting in the loss or deterioration of irreplaceable habitats (such as ancient woodland and ancient or veteran trees) should be refused, unless there are wholly exceptional reasons and a suitable compensation strategy exists.”*
- 12.5.2 Individual trees, particularly those which are protected by Tree Preservation Orders, also have value, providing habitats and shade, improving the character of built environments and helping reduce air pollution and surface water run-off.
- 12.5.3 One of the Core Strategy objectives is to increase the amount of tree cover in the borough. In order to reduce the effects of climate change, the Local Plan will continue this approach.

Figure 29: Areas of Ancient Woodland



Question NE3: How should the Council increase tree cover in the borough? (Choose all appropriate options)

Option 1: Allocate one or more areas of land as community woodland

Option 2: Where a development involves the removal of a tree, and this is justified, require replacement trees at a ratio of at least 2:1

Option 3: Include a policy within the Local Plan which encourages tree planting in all developments where appropriate

Option 4: Other option, please state

12.6 Geodiversity

12.6.1 Copeland has a varied geology and a number of Sites of Scientific Interest in the borough are designated specifically for their geological features. These are listed in table 13 below.

Table 13: SSSI Sites of Geological Importance within Copeland

Site Name	Type	Condition: % favourable or unfavourable recovering
Water Crag	Earth Heritage	100%
Bowness Knott	Earth Heritage	100%
Buckbarrow Beck	Earth Heritage	100%
Annaside and Gutterby Banks	Earth Heritage	100%
Waberthwaite Quarry	Earth Heritage	100%
Beckfoot Quarry	Earth Heritage	100%
Nab Gill Mine	Earth Heritage	100%
Yeathouse Quarry	Earth Heritage	100%
River Calder Section	Earth Heritage	100%
Florence Mine	Earth Heritage	0%
St Bees Head	Earth Heritage, Supralittoral Rock	100%

Source: <https://designatedsites.naturalengland.org.uk/SiteSearch.aspx>

12.6.2 There are also a number of Local Geological Sites (formerly known as Regionally Important Geological Sites).

The Local Plan will include policies which protect and enhance SSSIs and Local Geological Sites.

12.7 Soils

Policy Context

National Planning Policy Framework Paragraphs: 170a) and e)

Core Strategy Policies: ST1

12.7.1 Soil has an important role within ecosystems. It provides habitat, stores carbon, filters water and is vital for agriculture. Soil degradation involves *“both the physical loss (erosion) and the reduction in quality of topsoil associated with nutrient decline and contamination.”*⁶

⁶ UK Government UK Soil Degradation Postnote 265, 2006

Poorly designed developments can accelerate the rate of soil degradation by increasing the amount of surface water run-off and increasing pollution.

**Question NE4: How can the Local Plan help protect soils from degradation?
(Choose all applicable options)**

Option 1: Require developers to submit a soil resource plan alongside any application for development on a greenfield site

Option 2: Require developers to introduce measures to minimise surface water run-off from developments

Option 3: Support applications for development on previously developed and those which involve the remediation of contaminated sites

Option 4: Ensuring measures are put in place to reduce soil compaction and pollution associated with construction and new developments

Option 5: Other option, please state

Question NE5: How can the Local Plan help protect the borough's best and most versatile land?

Option 1: Include a policy within the Local Plan which prevents development on best and most versatile land

Option 2: Other option, please state

12.8 Water Quality

Policy Context

National Planning Policy Framework Paragraphs: 170e)

Core Strategy Policies: ST1

- 12.8.1 The Water Framework Directive contains a number of ambitious aims which include *“protection of the aquatic ecology, specific protection of unique and valuable habitats, protection of drinking water resources and protection of bathing water.”* The directive covers surface water and ground water and requires that, where necessary, proposals must include an assessment of the impacts on chemical and biological status of water bodies to demonstrate that there will be no net loss of biodiversity as a result of the development.

Coastal and Bathing Waters

- 12.8.2 Copeland forms part of the North West TraC (transitional & coastal catchment area) area which contains transitional (estuarine) and coastal areas from the Mersey Estuary in the south to Aspatia in the north. In 2016, overall water quality across the TraC area was classed as being good.
- 12.8.3 Within Copeland there are four Bathing Waters. The Water Quality at all designated Bathing Water sites in England is assessed by the Environment Agency. The annual ratings of sites are classified as excellent, good, sufficient or poor based on measurements taken over a period of four years. The classifications for Bathing Waters in Copeland are provided below.

Table 14: Classification of Bathing Waters in Copeland 2018⁷

Bathing Water	Classification
Haverigg	Sufficient
Seascale	Good
Silecroft	Excellent
St Bees	Excellent

Waterbodies

- 12.8.4 Copeland forms part of the South West Lakes surface water catchment area. Within this catchment there are three operational catchments. The ecological and chemical classification of each is shown within the tables below.

Table 15: River ecological Status or potential South West Lakes Catchment

	Total number of water bodies	Ecological Status or potential				
		Bad	Poor	Moderate	Good	High
Irt-Mite-Esk-Annas	13	0	0	4	8	1
Duddon	10	0	2	5	3	0
Ehen-Calder	14	0	2	9	3	0

Source: <https://environment.data.gov.uk/catchment-planning/ManagementCatchment/3085>

⁷ <http://environment.data.gov.uk/bwq/profiles/>

Table 16: River chemical Status South West Lakes Catchment

	Total number of water bodies	Chemical Status	
		Fail	Good
Irt-Mite-Esk-Annas	13	1	12
Duddon	10	0	10
Ehen-Calder	14	0	14

Source: <https://environment.data.gov.uk/catchment-planning/ManagementCatchment/3085>

Groundwater

12.8.5 The Copeland area contains three groundwater bodies. The classification of these in 2016 is shown below. The table shows that all of the groundwater bodies in Copeland are “good” in terms of their quantitative classification. Across the wider North West River Basin District only 89% of groundwater bodies are good. In terms of chemical classification 66% of the groundwater bodies in Copeland are “good”, this compares with only 39% across the wider North West River Basin District⁸.

Table 17: Groundwater Classification 2016

Groundwater catchment	Quantitative classification	Chemical classification
Cumbria South Lower Palaeozoic & Carboniferous Aq.	good	poor
Cumbria West Permo-triassic sandstone Aq.	good	good
Derwent & Cumbria West Lower Palaeozoic and Carboniferous Aq.	good	poor

The Local Plan can help protect water quality by taking measures set out in questions CC8 and CC9 of the climate change chapter to prevent water pollution.

12.9 Landscape

12.9.1 The Cumbria Landscape Character Assessment and Toolkit was produced in 2011. The document identifies a number of landscape typologies and the intrinsic value of each landscape type and its sensitivity to development. The Core Strategy contains a number of policies which protect and enhance the borough’s important landscapes and areas of undeveloped coast.

⁸ <https://environment.data.gov.uk/catchment-planning/ManagementCatchment/1009/Summary>

- 12.9.2 Copeland Borough Council has recently commissioned its own Settlement Landscape Character Assessment which builds upon, and updates, the information within the County document, to consider the landscapes around settlements. This will inform the Preferred Options Draft of the Local Plan.
- 12.9.3 Copeland contains a variety of landscapes including an area defined as Heritage Coast at St Bees Head.

Coastal Landscapes

- 12.9.4 Copeland's Coastline is unique and one of its best natural assets. Much of the coastline is important for wildlife and some of Cumbria's best bathing beaches are to be found here.
- 12.9.5 The coast can act as a stimulus for regeneration through opportunities for growth in coastline tourism and diversifying the maritime economy. There are a number of current and recent projects in place that provide opportunities for coastal improvement:
- Copeland Coastal Communities Fund: developing Cumbria's hidden coast
 - Natural England led English Coastal Path: primary and tertiary route improvements
- 12.9.6 Further detail with regards to elevating the status of Copeland's coastline can be found in the Tourism Chapter.
- 12.9.7 Copeland's coastline consists of developed coast (which includes Whitehaven Harbour, Sellafield, Seascale and Haverigg) and the undeveloped coast, which includes a significant number of nature conservation and wildlife sites, and high quality landscapes. Much of it is edged by the Cumbrian Coast Railway. The most prominent feature of the coast, St Bees Head is a large outcrop of sandstone which provides building materials in the locality.
- 12.9.8 Core Strategy Policy ENV2 supports the management of more of the undeveloped coast for biodiversity. It also aims to protect the intrinsic qualities of the St Bees Head Heritage Coast in terms of development proposals within or affecting views from the designation whilst encouraging schemes which assist appropriate access to and interpretation of the Heritage Coast.
- 12.9.9 Figure 30 and Appendix X shows the developed and un-developed coastal areas within Copeland. The Council's Landscape Assessment will review these designations and will inform the Preferred Options Draft of the Local Plan.

Figure 30: Copeland's Developed and Undeveloped Coast



Heritage Coast

12.9.10 St Bees Head Heritage Coast is the only Heritage Coast between Wales and Scotland, and the only area of high sea cliffs in the north-west. Heritage coast are *'areas of undeveloped coastline which are managed to conserve their natural beauty and, where appropriate, to improve accessibility to visitors'* (NPPF Glossary). There has been a proposed extension to the heritage coast boundary that would extend the defined area in a northwards direction towards Whitehaven. A final decision has not yet been made on the proposal. Figure 31 and Appendix Y show the existing and proposed defined area.

Figure 31: Proposed Heritage Coast Source: LUC.co.uk



12.9.11 In response to the [25 year Environment Plan](#) the Government commissioned a study for [The Landscapes Review](#). (Glover) The final report was published in September 2019. With respect to coastal landscapes findings and proposals of the report included:

- Proposal 21: Welcoming new landscape approaches in the cities and the coast.
- The England Coast Path, will be the longest managed and waymarked coastal path in the world when complete.
- Limited by time and scope, the review does not assess the many things which should be done to better protect maritime areas
- Protection offshore and offshore could be better coordinated and public access put at its heart.

12.9.12 Whilst the Glover report acknowledges that there should be better coordination of coastal protection it does not provide any clear direction.

12.9.13 The NPPF states *'In coastal area, planning policies and decisions should take account of the UK Marine Policy Statement and marine plans. Integrated Coastal Zone Management should be pursued across local authority and land/sea boundaries, to ensure effective alignment of the terrestrial and marine planning regimes.'* (Para 166)

12.9.14 *'Plans should reduce risk from coastal change by avoiding inappropriate development in vulnerable areas and not exacerbating the impacts of physical changes to the coast. They should identify as a Coastal Change Management Area any area likely to be affected by physical changes to the coast.'* (Para 167)

Question NE6: Should the Local Plan continue to support the management of the undeveloped coast for biodiversity? (Choose one option)

Option 1: Yes, include a policy within the Local Plan which supports the management of the undeveloped coast for biodiversity

Option 2: No, please state why

Option 3: Other option, please state

Question NE7: Should development be permitted within areas identified as undeveloped coastline? (Choose one option)

Option 1: Yes, all development should be permitted subject to it meeting certain criteria, particularly tourist development

Option 2: Yes, but only development required to provide safe access to and interpretation of the coast subject to it meeting certain criteria

Option 3: No, all development should be prevented within the areas identified as undeveloped coastline

Option 4: Other option, please state

Landscaping

- 12.9.15 At a local level it is important that development proposals include appropriate landscaping. This can increase the attractiveness of a development, provide space for biodiversity and help mitigate against adverse visual impacts. A landscaping scheme is required for all development proposals with the exception of householder developments. The Council will continue to encourage the use of non-invasive native species which are suitable for coastal climates.
- 12.9.16 The Local Plan Design Standards chapter considers the importance of high quality landscaping as part of new developments.

Question NE8: How can the Local Plan ensure a high level of landscaping is provided in new developments? (Choose all applicable options)

Option 1: Require a landscaping scheme to be submitted alongside all planning applications other than those for householder development

Option 2: Produce a Supplementary Planning Document which provides guidance on landscaping

Option 3: Other option, please state

Question NE9: Should the Local Plan continue to require landscaping to be maintained for a minimum of 5 years? (Choose one option)

Option 1: Yes, 5 years is an appropriate length of time

Option 2: At least 10 years is an appropriate length of time

Option 3: At least 15 years is an appropriate length of time

Option 4: Landscaping should be maintained in perpetuity

Option 5: No, there should be no requirement for maintenance by the developer

Option 6: Other option, please state

12.10 Have We Missed Anything?

Question NE10: Are there any other issues which should be considered in this chapter?

BUILT ENVIRONMENT



Jonathan Swift House, Whitehaven

13 Built Environment

13.1 Built Environment - Key Facts

- The built environment within the borough's four towns has been shaped by its industrial past.
- Whitehaven has an attractive, mainly Georgian town centre focussed around its historic port. Most of its town centre roads were laid out in the 17th century.
- The towns of Egremont and Cleator Moor have developed as a result of their mining history. Millom to the south of the borough has been built around its steel and iron industry.
- Good quality design plays a key part in preserving and enhancing the historic character of an area, can mitigate against climate change and can have positive impacts on health and well-being.
- There are 8 Conservation Areas within Copeland: Whitehaven (Town Centre), Corkickle, Hensingham, Cleator Moor, Egremont, Beckermest, St Bees and Millom. Ravenglass Conservation Area is within the Lake District National Park and therefore falls outside the control of the Local Plan.
- Within Copeland there are 413 Listed Buildings, the majority of these are Grade II listed with only 14 achieving the highest Grade I listed status.
- A number of the listed buildings are on the Heritage at Risk register.
- There are 120 Scheduled Ancient Monuments located within Copeland.
- Pressure from new development not in keeping with the character of Conservation Areas or the setting of listed buildings and ancient monuments puts such designated assets at risk.
- Non-designated assets should also be taken into consideration under the NPPF and the Council has the option of identifying non-designated assets of importance within a Local List
- The Council is in the process of updating its heritage evidence base and this will inform the next draft of the Local Plan

13.2 Design

Policy Context

National Planning Policy Framework Chapter: 12

Core Strategy Policies: DM10, DM11, DM12

- 13.2.1 Fostering a well-designed and safe built environment is identified as part of the social aspect of sustainable development. Poor design can have a negative effect on health and well-being and land values, as well as lowering aspirations. It can also increase opportunities for crime and anti-social behaviour.
- 13.2.2 The NPPF states that plans should “set out a clear design vision and expectations, so that applicants have as much certainty about what is likely to be acceptable”. This can be done through the Local Plan or through the production of visual tools such as design guides and codes.

- 13.2.3 The Government has produced a National Design Guide⁹ which sets out the characteristics of well-designed places and demonstrates what good design means in practice.
- 13.2.4 At present, a Design and Access Statement is required alongside most planning applications to demonstrate how the proposals have taken good design principles into account. The Council encourages early engagement with developers and can provide advice on appropriate design.

**Question BE1: How should the Council promote good design in all developments?
(Choose all applicable options)**

Option 1: Develop an over-arching, criteria based design policy which identifies standards for all development in the borough

Option 2: Produce a Supplementary Planning Document on design

Option 3: Produce development briefs for all proposed allocations

Option 4: Require a masterplan for larger sites

Option 5: Require Design Codes on self-build sites

Option 6: Rely on the NPPF and the National Design Guide to guide development

Option 7: Other option, please state

- 13.2.5 Landscaping is considered within the Natural Environment chapter and design measures to reduce and mitigate the effects of climate change are considered in the Climate and Coastal Change chapter.

13.3 Sustainable Housing Standards

Policy Context

National Planning Policy Framework Paragraphs: 72c), 131

Core Strategy Policies: SS2, DM11

- 13.3.1 The NPPF states policies should 'Set clear expectations for the quality of the development and how this can be maintained (such as following the Garden City Principles)' (Para 72 c). Garden City Principles include '*Development that enhances the natural environment, providing a comprehensive green infrastructure network and net biodiversity gains, and that use zero-carbon and energy-positive technology to ensure climate resilience.*'¹⁰

⁹ <https://www.gov.uk/government/publications/national-design-guide>

¹⁰ <https://www.tcpa.org.uk/garden-city-principles>

- 13.3.2 The Building Research Establishment (BRE) Home quality mark is part of the Building Research Establishment Environmental Assessment (BREEAM) sustainability standards. These are new global standards which contribute towards climate resilience in the built environment. Further details can be found at:
<https://www.homequalitymark.com/professionals/standard/>.

Question BE2: Should the Council encourage or require dwellings to be built to the BRE Standard? (Choose all applicable options)

Option 1: The Local Plan should include a policy which encourages dwellings to be built to such standards

Option 2: The Local Plan should require a percentage of dwellings to be built to such standards (please state which proportion)

Option 3: Rely on national legislation such as the Building Regulations to guide development

Option 4: Other option, please state

13.4 Advertisements

Policy Context

National Planning Policy Framework Paragraphs: 132

Core Strategy Policies: DM29

- 13.4.1 Advertisements are a common feature within the built environment. Poorly designed advertisements, which are inappropriate in scale, positioning or materials can have a negative impact upon the street scene. Advertisements with excessive lighting and glare can also cause light pollution and have a negative impact upon highway safety.
- 13.4.2 The Council's Conservation Design Guide SPD¹¹ provides guidance for developers within the borough's Conservation Areas. There is however little guidance within the current Core Strategy relating to advertisements outside such areas.

¹¹ <https://www.copeland.gov.uk/attachments/adopted-conservation-area-design-guide-spd>

Question BE3: How can the Local Plan ensure advertisements requiring planning permission are not harmful to the streetscene or cause unacceptable levels of light pollution? (Choose all applicable options)

Option 1: Include a policy within the Local Plan which supports advertisements subject to certain criteria

Option 2: Produce an Advertisements Supplementary Planning Document to guide future development

Option 3: Rely on national guidance to guide future development

Option 4: Other option, please state

13.5 Heritage

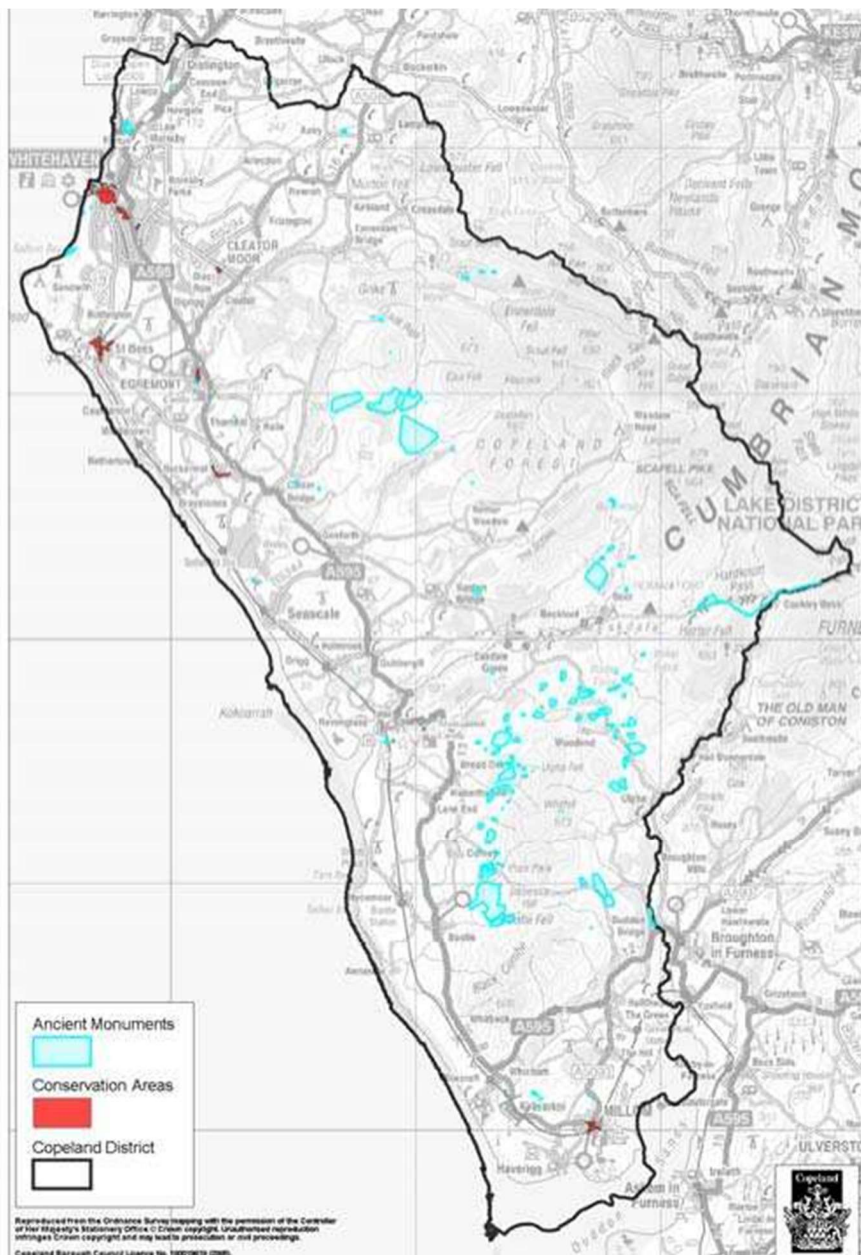
Policy Context

National Planning Policy Framework Paragraphs: 184- 202

Core Strategy Policies: ST1, ENV4, DM27

- 13.5.1 The NPPF, paragraph 184 defines heritage assets as ranging from *“sites and buildings of local historic value to those of the highest significance, such as World Heritage Sites which are internationally recognised to be of Outstanding Universal Value”*.
- 13.5.2 The borough contains a wealth of heritage assets including 8 Conservation Areas, 483 Listed Buildings and 120 Scheduled Ancient Monuments. Conservation Areas and Ancient monuments are shown in Figure 32 and Appendix Z.
- 13.5.3 Local authorities and communities are also able to produce Local Heritage Lists which identify non-designated heritage assets which *“have a degree of significance meriting consideration in planning decisions but which are not formally designated”*. Historic England have produced a guidance note, Local Heritage Listing Historic England Advice Note 7, for local authorities and communities creating local lists.
- 13.5.4 The Council has produced a Conservation Area Design Guide Supplementary Planning Document which was adopted in 2017. The purpose of the Design Guide is to ensure change within the Conservation Areas is managed sensitively. The Council also has a number of Conservation Area Appraisals which will identify the key features of the Area and any potential threats. This will help inform the Preferred Options Draft of the Local Plan along with a suite of Heritage Impact Assessments which will identify potential harm caused by future development to nearby heritage assets.

Figure 32: Copeland's Heritage Assets (Conservation Areas and Ancient Monuments)



Question BE4: How can the Local Plan preserve and enhance the borough's heritage assets? (Choose all applicable options)

Option 1: Include an over-arching policy within the Local Plan which sets out the Council's commitment to protecting and enhancing heritage assets and supporting proposals for heritage-led regeneration

Option 2: Include a policy which sets out the exceptional circumstances in which damage to, or loss of, a listed building may be permitted

Option 3: Include a policy within the Local Plan which sets out the circumstances when development affecting the character of Conservation Areas may be permitted

Option 4: Rely on guidance within the NPPF and NPPG to guide development

Option 5: Produce, in association with the community, a Local Heritage List

Option 6: Other option, please state



CONTRIBUTIONS

Hensingham Play Park

14 Contributions (Planning Obligations)

14.1 Key Facts – Contributions

- There are three types of infrastructure that need to be considered under this heading; Physical, Social and Green.
- The Council currently collects planning obligations from developers through Section 106 planning obligations.
- The Council does not currently have a Community Infrastructure Levy (CIL) Charging Schedule which is another method of collecting funding for infrastructure
- Funding is also collected from developers through County Council Section 278 highways agreements
- There is a need to ensure that everyone has access to educational provisions
- Bus and rail services need to be improved across Copeland
- Local Plans provide an opportunity to drive emission reductions through policy management, promoting sustainable transport and ensuring sustainable development
- Contributions can also help deliver a low carbon and healthy economy, improve accessibility and transport particularly in more isolated locations

14.2 National Infrastructure Planning

Policy Context

National Planning Policy Framework Paragraphs: 8 a), 16, 20, 26, 34, 54, 56 a), 56 b), 56 c), 72, 81, 91, 92, 94, 96, 97 (a to c), 102 (a to e), 103, 104 (a to f) 105 (a to f) 106, 107, 108 (a to c), 109, 110 (a to e) 111

Core Strategy Policies: ST4, T1, T2, DM22, DM23

- 14.2.1 The Planning Act 2008 (as amended 2010, 2016) created a new development consent regime for Nationally Significant Infrastructure Projects (NSIP) in the fields of energy, transport, water, waste water, and waste. These projects are commonly referred to as major infrastructure projects. Applications for NSIP schemes are examined by the Planning Inspectorate, the final decision is made by the Secretary of State. There are two such schemes within Copeland both are at Pre-application stage with no timetable set. Further information can be found at:
- <https://infrastructure.planninginspectorate.gov.uk/projects/north-west/>

14.3 Infrastructure Provision (Contributions)

Policy Context

National Planning Policy Framework Paragraphs: 26, 34, 41, 57

Core Strategy Policies: ST4

- 14.3.1 The NPPF states: *“Effective and on-going joint working between strategic policy-making authorities and relevant bodies is integral to the production of a positively prepared and justified strategy... joint working should help to determine where additional infrastructure is necessary...”* (Para 26)
- 14.3.2 *“Plans should set out the contributions expected from development, this should include setting out the levels and types of affordable housing provision required, along with other infrastructure such as that needed for education, health, transport, flood and water management, green and digital infrastructure. Such policies should not undermine the delivery of the plan.”* (Para 34)
- 14.3.3 Please note: Affordable Housing contributions are considered in the ‘Housing’ Chapter.
- 14.3.4 Infrastructure is very important when considering new development. A lack of necessary infrastructure can act as a constraint to development, while development can also enable additional infrastructure to be provided through for example developer contributions and funding bids. The NPPF promotes healthy and safe communities; planning contributions can be used to deliver or enhance existing community facilities such as outdoor play provision, amenity greenspace, community building and sports provision, which in turn encourages social cohesion and can provide positive integration between old and new communities.
- 14.3.5 The Council has growth ambition which is set out in the Copeland Growth Strategy 2016-2020 ‘Open for Business’. In terms of local Infrastructure the relevant vision and opportunities for Copeland include:
- Combine public realm improvements with heritage conservation
 - Range of leisure and housing
 - Business premises and office development
 - Improve access to the National Park and nature reserves
 - Providing a high quality mix of housing
 - Continued investment in new and improved community infrastructure
- 14.3.6 The strategy is very positive for Copeland in promoting the future growth ambitions of the borough. It is therefore imperative to ensure that the needs of existing and new communities are met in terms of infrastructure provision. Planning plays an important part by ensuring that where appropriate, local infrastructure provision is negotiated as part of the planning permission.

Infrastructure Delivery Plan (IDP)

- 14.3.7 The Council is preparing an Infrastructure Delivery Plan (IDP) its role is to provide an up to date evidence base document to support the new Copeland Local Plan for the period 2017-2035. Testing Local Plan anticipated growth, evidence gathering and advice from infrastructure providers, the IDP will identify the current level of infrastructure provision across Copeland, define the level of planned infrastructure and possible funding sources necessary to support growth and determine whether any infrastructure gaps exist. The assessment will be based on the proposed development quantum for the plan period to 2035. The Council will continue to work closely with infrastructure providers and the IDP will be regularly reviewed to ensure evidence is up to date and robust.

Contributions

- 14.3.8 Following a 2017 Government Housing White Paper 'Fixing our broken housing market' changes have been made to National Policy (NPPF) that intends to speed up and increase housing delivery.
- 14.3.9 One significant change to the NPPF is the requirement at para 34 for *"plans to set out the contributions expected from development...such policies should not undermine the deliverability of the plan."* Obligations can only be sought where they meet the three tests set out in paragraph 56.
- 14.3.10 In terms of Section 106, *"planning obligations assist in mitigating the impact of unacceptable development to make it acceptable in planning terms"*.
- 14.3.11 *"Local Planning authorities should consider whether otherwise unacceptable development could be made acceptable through the use of planning obligations"* (Para 54) and *"planning obligations must only be sought where they meet all of the following tests:*
- *Necessary to make the development acceptable in planning terms*
 - *Directly related to the development*
 - *Fairly and reasonably related in scale and kind to the development* (Para 56, a-c)
- 14.3.12 Plan making viability guidance set out in the National Planning Policy Guidance (NPPG) advises that planning policies seeking contributions should be informed by *"a proportionate assessment of viability that takes account of all relevant policies, and national and local standards, including cost implications"* (para 001).
- 14.3.13 A Stage One Copeland Economic Viability Assessment was completed in 2017 that provided a generic, formula based approach to assess the viability of an appropriate spectrum of representative types of development scenario within the borough. At this stage the viability modelling identified a mixed picture. It is envisaged that the more detailed and sites specific Stage Two Viability Assessments will be completed around Preferred Options Stage.
- 14.3.14 *"Local Planning authorities should consider whether otherwise unacceptable development could be made acceptable through the use of planning obligations"* (NPPF, Para 54) For example contributions towards a junction improvement or additional school places may make a proposal acceptable in planning terms. It is however evident from the Stage One Viability assessment that viability may be a constraint to development for some areas of the borough.

- 14.3.15 Where the IDP has identified shortfalls in infrastructure provision, there are a number of other potential funding sources that can be explored to meet any funding gap. Potential funding sources will however vary dependant on infrastructure type. The IDP will provide detail on potential funding sources that could include; Section 106 planning contributions, Community Infrastructure Levy (CIL), Section 278 Highways Contributions, LEP or government funding. The Council can also explore Capital Funding and other potential funding bids.
- 14.3.16 In terms of planning contributions the following paragraphs provide a brief overview of infrastructure provision that could be collected through Section 106 planning agreements subject to meeting the tests set out at NPPF Para 56 a-c.

Amenity open space provision, outdoor play provision:

- 14.3.17 The Council has commissioned an Open Space Study its purpose is to provide detail with regard to what open space provision exists in the area, its condition, distribution and overall quality. This analysis will provide a basis for the Council to better understand where additional provision is required and where existing provision needs improvement. This data will help inform discussion with developers when seeking S106 contributions associated with new development. It is important to note that the Council no longer adopts open space so there would also need to be management companies set up to manage and maintain new open space. The NPPF states: *‘access to a network of high quality open spaces is important for the health and well-being of communities.’ ‘Information gained from assessments should be used to determine what open space, sport and recreational provision is needed, which plans should then seek to accommodate.’ (Para 96)*

Community facilities, sports provisions:

- 14.3.18 There is a range of local community and sports buildings and playing pitches throughout Copeland that provide facilities to host a range of social and sporting events for communities. The Council is in the process of commissioning a Sports Strategy that will audit built facilities and sports provision. The study will provide overarching play pitch, sports and play strategies. This data will help inform discussion with developers when seeking S106 contributions associated with new development. The NPPF, paragraph 92 states:

“To provide the social, recreational and cultural facilities and services the community needs, planning policies should;

a) ‘Plan positively for the provision and use of community facilities’

b) ‘Guard against the unnecessary loss of valued facilities and services.’

e) ‘Ensure an integrated approach to considering the location of housing, economic uses and community facilities and services.’ (Para 92”)

Education provision:

- 14.3.19 Findings of the 2019 Draft Infrastructure Delivery Plan (IDP) identifies that *‘whilst there are currently sufficient school places viewed on the wider scale it is likely that there will remain some areas that mask pockets of pressure on the supply of school places.’* Cumbria County Council (CCC) must ensure it has secured the provision of sufficient primary and secondary school places for the area. CCC has produced a [Planning obligations policy](#) that includes requirements for education contributions that will be required from developers in the form

of Section 106 contributions for new housing development. The NPPF states: *'It is important that a sufficient choice of school places is available to meet the needs of existing and new communities.'* (Para 94)

Sustainable transport solutions, Local junction improvements:

14.3.20 The Draft 2019 IDP includes information on local transport networks and identifies where there may be infrastructure gaps that would arise from growth within the borough. The CCC planning obligations policy sets out when and what contributions can be collected through Section 106 contributions. Of note improvements to major trunk roads are funded by Highways England. Direct provision of infrastructure improvements or contributions are usually secured through Section 278 Highways agreements Section 106 Planning obligations. The NPPF states: *'Transport issues should be considered from the earliest stages of plan-making and development proposals.'* (Para 102)

Question I1: In terms of Section 106 contributions which local infrastructure type(s) should be the priority where there are several infrastructure requirements for new development proposals (that meet the tests set out in Para 56a, b, c NPPF)? (Please select in priority order, with 1 being the highest priority)

Option 1: Amenity open space provision

Option 2: Outdoor play provision/contribution towards improvement of existing provision

Option 3: Community facilities provision/ contribution towards improvement of existing provision

Option 4: Sports facilities provision/ contribution towards improvement of existing provision

Option 5: Education provision/contribution towards improvement of existing provision

Option 6: Sustainable transport solutions including provision of linkages with access to sustainable modes of transport

Option 7: Local junction improvements

Option 8: Public realm improvements including public art where appropriate

Option 9: Digital connectivity

Option 10: Do not set priorities determine contributions on a site by site basis

Option 11: Other option, please state

14.3.21 BRE Home Quality Mark Standards are considered within the Built Environment chapter.

14.4 Community Infrastructure Levy

Policy Context

National Planning Policy Framework Paragraphs: 56

Core Strategy Policies: ST4

- 14.4.1 The Council does not currently have a Community Infrastructure Levy Charging Schedule (CIL) and instead focusses developer contributions to support the delivery of local infrastructure provision through Section 106 planning obligations.
- 14.4.2 The Community Infrastructure Levy (CIL) is a charge which can be levied by local authorities on new development in their area. The levy only applies in areas where a local authority has consulted on, and approved, a charging schedule which sets out its levy rates and has published the schedule on its website.
- 14.4.3 Most new development that creates net additional floor space of 100 square metres or more, or creates a new dwelling, is potentially liable for the levy. There are some circumstances where developments may be eligible for relief or exemption. In particular, affordable housing is exempt from CIL.
- 14.4.4 If considering introducing CIL, an initial feasibility assessment of viability of the charge will be necessary that will test a variety of typologies (land type and values, areas of the borough and development types). Viability is also tested against planning policies. If the initial assessment suggests that CIL is viable there are a number of points for consideration prior to preparing and adopting CIL that includes:
- CIL is a non-negotiable tariff based charge
 - CIL does not have to replace Section 106, both charges can be in place, and can now fund the same item of infrastructure (September 2019 revocation of pooling restrictions)
 - It is for each local authority to determine which types of infrastructure CIL will be collected for, however the levy must be spent on infrastructure needed to support the development of the area
 - When deciding the levy rates, an authority must strike an appropriate balance between additional investment to support development and the potential effect on the viability of developments.
 - Differential rates can be set, but need to be justified by the viability of the development. Differential rates should not be used as a means to deliver policy objectives.
 - As CIL is non-negotiable it is likely that in some circumstances where viability is an issue S106 contributions may be reduced to offset the levy.

- A meaningful proportion of the levy must be passed to the Parish where development takes place (15%) which increases to 25% where a neighbourhood plan is in place

Question I2: Should the Council investigate the feasibility of introducing a CIL Charging Schedule? (Choose one option)

Option 1: No, continue only with collecting Section 106 contributions

Option 2: Yes, consider the feasibility of charging CIL and Section 106

Option 3: Consider only charging CIL

Option 4: Other option, please state

14.5 Have We Missed Anything?

Question I3: Are there any other issues which should be addressed within this chapter? (Please provide details)

TRANSPORT

Steam train, Seascale

15 Transport

15.1 Key Facts -Transport

- Existing transport in Copeland is limited, due to the rural nature and physical constraints of its location.
- The only primary A-road in the borough is the A595, which travels the length of the borough.
- Discussions are underway regarding a potential new Eastern Link Road that will run to the east of Whitehaven.
- To access the motorway network is approximately a 40 mile journey both from Whitehaven to the M6 and from Millom to the M6.
- The numbers of people who own a car is higher than the national average, with 46% of the population travelling 30km or less to work by car.
- The Carlisle to Barrow in Furness train service runs the length of Copeland, and trains now run 7 days a week, although segments of the rail network are single track which limits services.
- Bus services through Copeland are quite limited and can be quite lengthy due to the nature of the roads in the area.
- Cycling is well provided for in Cumbria as a whole, and Copeland is no exception although the provision is possibly aimed more towards recreational cycling than as an alternative mode of transport for everyday life.
- Copeland has 32 miles of cycleways and Whitehaven is the Western starting point of the cross-country C2C cycle route that crosses the North of England.
- There are four long distance recreational footpaths through Copeland: the Cumbria Coastal Way; Coast to Coast (C2C) Walk; Cumberland Way; and Furnace Way.
- Carlisle Airport re-opened for scheduled flights in April 2019

15.2 Sustainable Transport

Policy Context

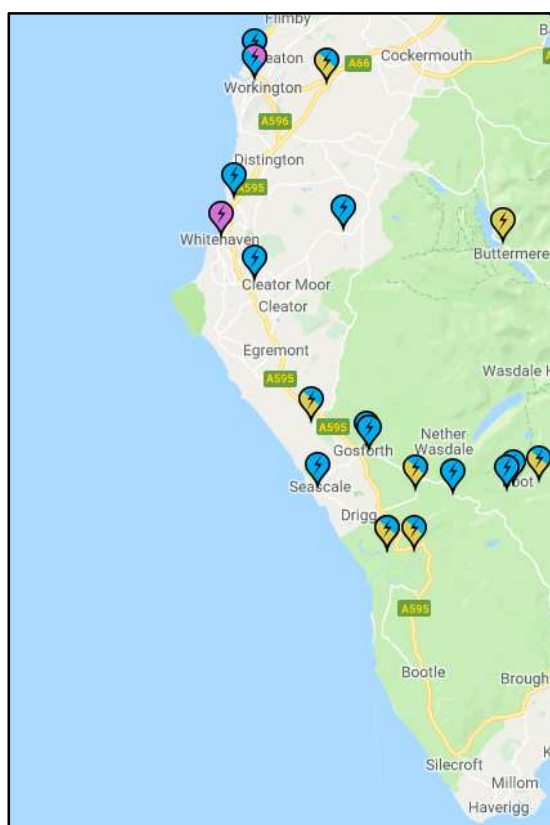
National Planning Policy Framework Paragraphs 102, 102 a) b) c) d) e) 103, 104, a) b) c) d) e) f)

Core Strategy Policies: T1, DM22

- 15.2.1 The NPPF states that: *“Transport issues should be considered at the earliest stages of plan-making and development proposals”* (Para 102)
- 15.2.2 *“Significant development should be focussed on locations which are or can be made sustainable through limiting the need to travel and offering a genuine choice of transport modes”* (NPPF Para 103)

- 15.2.3 *“Support an appropriate mix of uses across an area, within larger scale sites, to minimise the number and length of journeys needed for employment, shopping, leisure, education and other activities.”* (NPPF Para 104 a)
- 15.2.4 Transport remains the largest-emitting sector in the UK, accounting for 26% of all UK greenhouse gas emissions in 2016, and this figure follows an upward trend, contrary to the national trend of reducing emissions overall.
<https://www.gov.uk/government/statistics/final-uk-greenhouse-gas-emissions-national-statistics-1990-2016>
- 15.2.5 A number of national strategies and approaches have been introduced to address the issues of green- house gas emissions that include:
- 15.2.6 In 2017, the Government published the Clean Growth Strategy, which sets out ambitions to *“grow our national income while cutting greenhouse gas emissions”*. It is in effect, the overarching ambition to accelerate decarbonisation of the economy and achieve the delivery of the targets identified in the Paris Agreement and Climate Change.
- The Automotive Sector Deal was published in 2018 to accelerate the transition to zero emission vehicles in order to deliver the UK’s Industrial Strategy;
 - Spend £1 billion to support the up-take of ultra-low-emission-vehicles (ULEVs) so customers can overcome the upfront cost of an electric car;
 - Invest £80 million (alongside £15 million from Highways England) to support charging infrastructure deployment;
 - Introduction of the Automated and Electric Vehicles (AEV) Act of 2018, which sets out the legislative requirements for electric charging infrastructure, including a requirement for interoperability of systems.

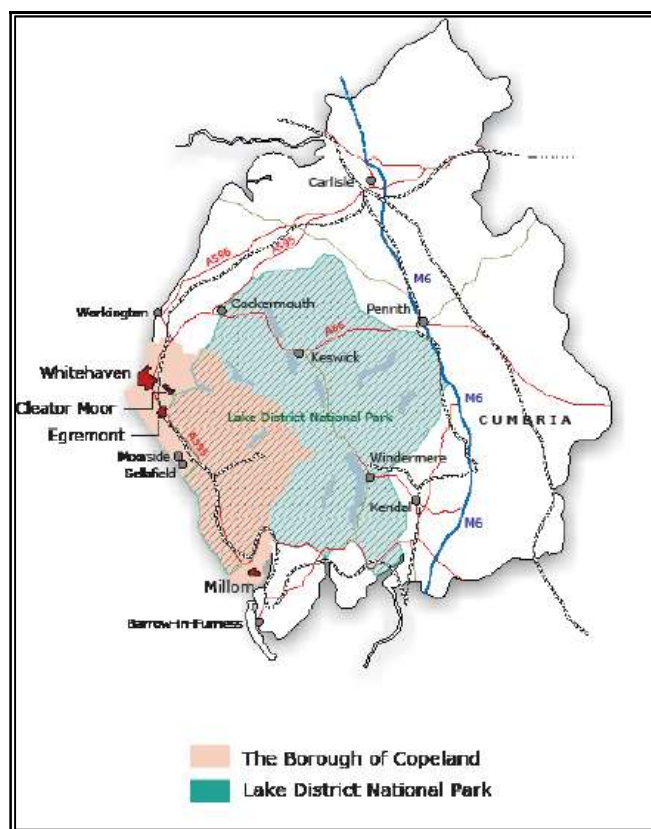
Figure 33: Electric Vehicle Charging Points



- 15.2.7 In July 2018, the Road to Zero Strategy set an aspiration for “at least 50%, and as many as 70%, of new car sales and up to 40% of new van sales being ultra-low emission by 2030”.
- 15.2.8 The Industrial Strategy has set an aim to make the UK a world leader in the development, manufacture and use of zero emission vehicles
- 15.2.9 The Select Committee report on *Driving the Transition to a Low Carbon Economy* formally calls for the UK target for all new vehicles to be Ultra Low Emission Vehicles (ULEV) to be brought forward from 2040 to 2032.
- 15.2.10 The adoption and future development of the ULEV transport network will require the development of suitable charging infrastructure. Charge points are categorised as Fast (7-22kW) and Rapid (22kW+). A 2018 Department for Transport (DfT) study of rapid charge points provides an analysis of data relating to the usage since 2013 of local authority charge points installed under the Office for Low Emission Vehicles (OLEV) grants, and is available via the following link:
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/764265/electric-chargepoint-analysis-2017-rapids-revised.pdf
- 15.2.11 Figure 33 and Appendix AA demonstrate electrical vehicle charging points in Copeland. This is only a partial picture showing publically available charges. A link to the interactive map can be found at <https://www.zap-map.com/>
- 15.2.12 Sustainable transport and accessibility, both to services and employment is a particularly difficult issue in a rural district such as Copeland, where the dispersed population makes public transport less viable than in urban areas. In villages not well-served by public transport the car is often the only realistic means of access to the main town and city centres.

- 15.2.13 Sustainable transport is however, key to the wider sustainable development agenda. An efficient transport network is a pre-requisite of a successful, modern economy. A safe and accessible transport network helps fulfil societal objectives, while a low-pollution transport network is essential to safeguard the environment and climate. Reconciling these, often conflicting, requirements is at the heart of the planning process.
- 15.2.14 In terms of assessing impact of large scale development the NPPF states 'All developments that will generate significant amounts of movement should be required to provide a travel plan, and the application should be supported by a transport statement or transport assessment so that the likely impacts of the proposal can be assessed.' (Para 111)
- 15.2.15 In 2014 the Cumbria Local Enterprise Partnership (LEP) launched its 'Four Pronged Attack' on how the County's economy can deliver jobs, business growth, improved skills, new infrastructure, housing and a range of other benefits. The LEP is currently focussing on the infrastructure investment required to support growth across the full range of Cumbria's strategic networks, including rail, road, cycleways and public transport to improve connectivity within and to Cumbria. The LEP is currently looking at investment into the following key priorities:
- West of M6 strategic connectivity
 - Cumbrian coastline railway enhancements
 - A595 corridor enhancements
 - Ports of Barrow and Workington enhancements
 - Carlisle airport enhancements
- 15.2.16 Discussions are underway regarding a potential new Eastern Road which will run to the east of Whitehaven, reducing congestion around the town, providing greater resilience to the strategic road network and helping unlock growth in the town and borough.
- 15.2.17 Access to the motorway network is approximately a 40 mile journey both from Whitehaven to the M6 (via the A66) and from Millom to the M6 (via the A590).
- 15.2.18 Figure 34 and Appendix BB demonstrate the major road networks that supports Copeland.

Figure 34: Major Road Networks



Public Transport Provision

- 15.2.19 The Carlisle to Barrow-in-Furness train service runs the length of Copeland as well, operating approximately once an hour between 6.30am and 8.50pm (Mon-Sat) in terms of serving local stations in Copeland. A journey from Whitehaven to Millom takes approximately 50 minutes by train, from Whitehaven to Carlisle approximately 75 minutes and from Millom to Barrow-in-Furness approximately 35 minutes.
- 15.2.20 Bus services through Copeland are also quite limited, and can be quite lengthy due to the nature of the roads in the area. Services are more frequent in the north between Whitehaven and its surrounds and Workington and Maryport to the north and there are services between Millom and Barrow-in-Furness as well. However, services between Whitehaven and Millom, stopping at the villages in between are limited.

Question TR1: What should be done to improve accessibility and sustainable transport provision across Copeland? (Choose all applicable options)

Option 1: Support transport improvements that maximise accessibility for all modes of transport but particularly by foot, cycle and public transport

Option 2: Accept that Copeland is a rural district and there will be a greater reliance on cars as a mode of transport

Option 3: Support proposals that are designed to enable electric vehicle charging points

Option 4: Support improvements to cycle and footpaths to encourage residents to walk and cycle to services

Option 5: Support the provision of facilities that provide access to public transport

Option 6: Other options, please state

15.2.21 Many issues relating to transport are regulated outside the realm of Local Planning and involve input from the Department for Transport (DFT). Highways England is responsible for the Strategic Road Network, (trunk roads) whilst the Local Highways Authority (Cumbria County Council) maintains approximately 692km of roads within Copeland. Network Rail is responsible for improvements to rail infrastructure. A number of recent and on-going studies including the 2016 Cumbria Infrastructure Plan and the 2016 West of M6 Strategy Connectivity Study identify transport improvements that may be required across Cumbria.

Question TR2: What do you think the Council's priorities should be in terms of promoting investment bids? (Please rank in order of priority, with 1 being the most important)

Option 1: Whitehaven Town Centre Interchange

Option 2: Maintaining and improving the stations, infrastructure and services on the Cumbria Coastal Railway

Option 3: Improved road networks in and out of Copeland

Option 4: Improvements and enhancements of the footpath and cycle network to improve accessibility

Option 5: Improvements to bus services

Option 6: Park and ride facilities for connections to Whitehaven Town Centre, Key employment sites including Sellafield and Westlakes Science and Technology Park

Option 7: Other option, please state

15.2.22 The numbers of people in Copeland who own a car is higher than the national average, with 46% of the population travelling 30km or less to work by car. This is largely due to the rural nature of the borough and proximity to major transport infrastructure. National Policy promotes sustainable transport and *“significant development should be focused in locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes”*. (Para 103)

Question TR3: What measures can be taken to support sustainable transport in rural parts of the borough? (Choose all applicable options)

Option 1: Support the provision of facilities that provide access to public transport

Option 2: Support proposals that are designed to enable electric vehicle charging points

Option 3: Direct development to locations with good service provision/public transport to access services.

Option 4: Do nothing, and accept that car use is unavoidable in rural areas

Option 5: Other option, please state

15.3 Parking Standards

Policy Context

National Planning Policy Framework Paragraphs 105a-e, 106 and 107

Core Strategy Policies: T1, DM13, DM22

- 15.3.1 Parking standards are currently provided at Appendix 1 of the 2017 Cumbria Development Design Guide produced by Cumbria County Council.
<https://www.cumbria.gov.uk/eLibrary/Content/Internet/544/3887/43115145636.pdf>
- 15.3.2 The guidance provides support to Local Planning Authorities in assessing potential impacts of development on a site by site basis within the context of the Development Plan. Guidance is provided for the following types of development: residential, commercial, institutional, care and educational facilities.

Question TR4: Should Copeland BC continue to assess parking standards for relevant planning applications against the Cumbria Design Guide (or any subsequent document)? (Choose one option)

Option 1: Yes

Option 2: No, the Council should produce its own local policies and standards

Option 3: Other option, please state

Note: The Council forms part of a working group that is currently producing a Parking Strategy for Whitehaven, as such this a matter that will be considered in detail at Preferred Options Stage.



Fibre Optic Cables

COMMUNICATIONS

16 Communications

16.1 Key Facts – Communications

- Although 2G and 3G services remain available within Copeland, little or no expansion has occurred. The majority of operator coverage efforts have been focussed on 4G services (*Draft IDP 2019*)
- Copeland has better coverage for UK Superfast (>24Mbps), EU superfast (>30Mbps) and Openreach (>30Mbps) compared to Cumbria (*Draft IDP 2019*)
- For (>100Mbps) a coverage gap appears across Cumbria as a whole (*Draft IDP 2019*)
- In terms of broadband coverage, some areas are only served by BT Wholesale
- Restrictions for the delivery of basic broadband speeds, of at least 10Mbps, exist due to the age of existing copper wire and the varying lengths between the street cabinets and homes or businesses within the borough

16.2 Communications

Policy Context

National Planning Policy Framework Paragraphs 112, 113, 114 (a to c), 115 (a to c) 116

Core Strategy Policies: T2, DM23

- 16.2.1 Communications technology and access to on line information is a part of many people's everyday life and particularly important to Copeland in light of its' geographic isolation. High quality communications and continued improvement are essential for supporting and stimulating economic growth and social well-being. Offering opportunities to reduce the need to travel, thus reducing carbon emissions and enabling more opportunities such as home working, on line shopping, skype and conference calling.
- 16.2.2 The NPPF states: '*Planning policies and decisions should support the expansion of electronic communications networks, including next generation mobile technology (such as 5G) and full fibre broad band connections. Policies should set out how high quality digital infrastructure, providing access to services from a range of providers, is expected to be delivered and upgraded over time; and should prioritise full fibre connections to existing and new developments (as these connections will, in most cases, provide the optimum solution.)*'
- 16.2.3 Highlighted in the Future High Streets Funding Bid (FHSFB) is that '*digital connectivity is varied in Whitehaven. There is access to 3G or 4G connectivity via mobile providers and 20 Wi-Fi hotspots, but there are data limits, black spots, minimal mobile charge points.*' As the Principal Town in the borough '*insufficient co-ordinated digital infrastructure is a challenge to maximising the opportunities for the town centre.*'
- 16.2.4 '*The provision of free Wi-Fi and improved digital access is considered to be an attraction and enabler to increase enterprise, visitor numbers, improve experience, empower businesses, engage citizens and create a better environment.*' Whilst the comments have been made in

respect of Whitehaven Town Centre, similar provisions would be of benefit across the wider Copeland area.

- 16.2.5 In terms of digital access to remote collections and virtual experiences, Copeland and partners are exploring the potential for delivery through the Borderlands Inclusive Growth Deal and working with private sector providers. If successful with the FHS funding be used to adapt the town centre to maximise the potential of this changing technology and enable high tech and digital businesses to cluster with creative self-starts, life style businesses and homeworkers.
- 16.2.6 A long term objective of the LEP is to achieve 100% coverage of superfast broadband by 2024. The Connecting Cumbria programme is aspiring to deliver 95% coverage and it is anticipated that deployment to expand services to the last 5% will require further funding. <http://www.connectingcumbria.org.uk/>

Question C1: How can Copeland optimise the delivery of telecommunications infrastructure? (Choose all applicable options)

Option 1: Development proposals information and communications technology should take into account criteria including: the need to avoid; high quality landscapes, areas of natural and manmade conservation. Minimise impacts on surrounding areas, take into consideration availability of alternative sites; sharing facilities with operators

Option 2: Require all developers of new build projects to provide the ability to connect to digital infrastructure.

Option 3: Encourage telecom operators to take a more strategic view of the area, encouraging investment in faster services, rather than allowing them to default to their normal order-by-order assessment

Option 4: Other option, please state

- 16.2.7 The NPPF states that: *‘the number of radio and electronic communications masts, and the sites for such installations, should be kept to a minimum consistent with the needs of consumers, the efficient operation of the network and providing reasonable capacity for future expansion’*. (Para 113)
- 16.2.8 *‘Local Planning authorities should not impose a ban on new electronic communications development in certain areas, impose blanket Article 4 directions over a wide area or a wide range of electronic communications development, or insist on minimum distances between new electronic communications development and existing development.’* (Para 114)
- 16.2.9 *‘Applications for electronic communications development (including applications for prior approval under the General Permitted Development Order (GDPO)) should be supported by the necessary evidence to justify the proposed development* (Para 115)

Question C2: How can the borough support proposals for the appropriate installation of electronic communication provisions? (Choose one option)

Option 1: Continue with the approach set out in Policy DM23 'Information and Communications Technology'

Option 2: Rely on other Local Plan policies to ensure areas of natural and built importance are protected

Option 3: Other option, please state

16.3 Have We Missed Anything?

Question C3: Are there any other issues which should be addressed within this chapter? (Please provide details)

SPORTS

HEALTHY COMMUNITIES

Education Campus, Hensingham

17 Healthy Communities

17.1 Key Facts – Healthy Communities

- Copeland has a population of 68,424 (mid-2018 estimates, ONS) the majority of people are concentrated in Whitehaven and the smaller settlements of Cleator Moor and Egremont in the north, and Millom in the south.
- The 2011 Census shows the continuing trend of an ageing population, caused by birth and fertility rates continuing to fall, people living longer, and a recent trend of out –migration.
- 2018 Sub-national population projections predict a population loss in Copeland of 10.3% between 2016 and 2041. *Projections are based on past trends which may or may not continue*
- 2011 Census data demonstrates that 97.3% of Copeland’s population is of white British ethnicity.
- In terms of overall deprivation, Copeland is the second most deprived district in Cumbria and falls within the 30% most deprived nationally for overall deprivation. (IMD)
- It also falls within the 20% most deprived nationally in terms of employment deprivation (IMD) and the 10% most deprived nationally in terms of health and disability deprivation. (IMD)
- Life expectancy figures show that at birth, life expectancy for both men and women in Copeland is lower than the national average. For men 78.2years compared to the national average of 79.6years and for women 81.5years compared to the national average of 83.1years. (ONS 2018)
- Copeland has higher rates of diabetes and obesity than the national average and more than double the national rate of alcohol related hospital admissions of under 18 year olds.
- Mortality rates of under 75years old from cardiovascular and cancer are also higher than the national average.
- The current baseline evidence demonstrates a worsening of health in Copeland, which is likely to increase if increases in obesity, binge drinking and smoking persist or worsen.
- Working age residents age (16-64) in Copeland with level NVQ4 qualifications (27.1) was significantly lower than the regional (35.5) and national average (39.3) (ONS 2018)
- The education statistics highlight that a significant number of the population have no qualifications. This is a trend which will hopefully improve with interventions.
- Crime rates in Copeland compare to those within other Cumbrian authorities
- Copeland has a variety of open space, sports and community facilities, that are/will be audited

17.2 Health, Social, Education and Community

Policy Context

National Planning Policy Framework Paragraphs 8 b), 71 c) 91 a) to c), 92a) to e), 93, 94 a) to b), 95a) to b), 96, 97a) to c), 98, 99, 100

Core Strategy Policies: ST1, SS4, SS5, DM21

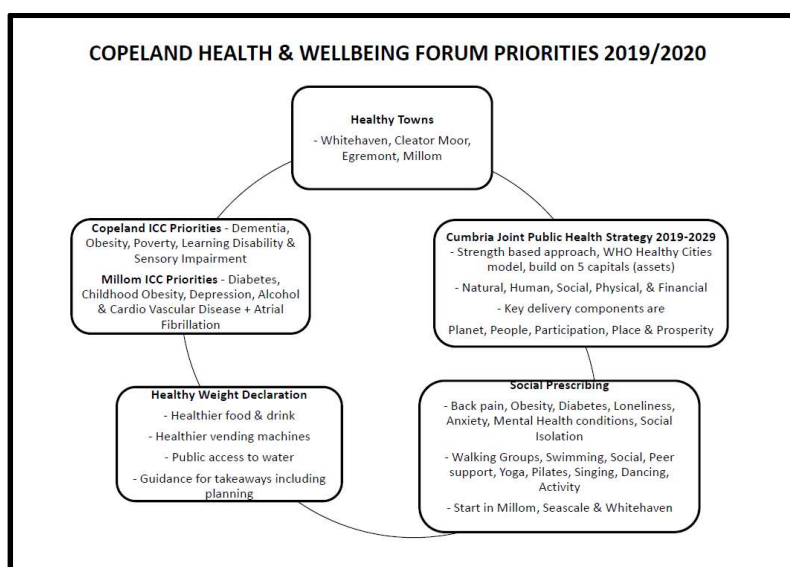
- 17.2.1 Health and equality, safe communities, access to open space, leisure and education are all fundamental contributors to the quality of life and well-being of people living in Copeland.
- 17.2.2 Opportunities identified in the 2016-2020 Copeland Growth Strategy include:
- Enabling local people to access a range of personal and professional development opportunities
 - Tailored skills programmes to meet sector requirements
 - Supporting a community-led approach through our localities to enable people to maintain and develop the areas in which they live. To encourage vibrant, empowered and engaged communities.
 - Promote Copeland' wide range of sporting opportunities to encourage a healthy lifestyle and community cohesion.
 - Encourage community participation through incentives such as the Copeland Community Fund
 - Continued investment in community infrastructure
- 17.2.3 [In 2014, Public Health England \(PHE\)](#) produced a plan to tackle low activity levels across the country. Along with making the case for physical activity, the plan identifies four areas where measure need to be taken at a national and local level:
- Active society: creating a social movement. Shifting social norms so that physical activity becomes a routine part of daily life.
 - Moving professionals: activating networks of expertise. Making every contact with the health sector count to push the 'active' message and to deliver the message through other sectors including education, sports and leisure, transport and planning.
 - Active environments: creating the right spaces. Making available and accessible appropriate environments that encourage people to be active every day.
 - Moving at scale: scaling up interventions that make us active. Maximising existing assets that enable communities to be active.
- 17.2.4 In terms of planning, design, development and transport PHE ideas include:
- 'Thoughtful urban design, understanding land use patterns, and creating transportation systems that promote walking and cycling will help to create active, healthier and more liveable communities. Asset audits help to identify innovative uses of existing community resources.'*
- 17.2.5 *'Issues in rural communities, where distances and resource distribution can be significant challenges, are often very different to urban contexts. Existing spaces, from forest to school*

playgrounds, can be used more imaginatively. With new approaches, putting local people and their ideas at the heart of planning, these spaces can bring people together, sustain communities and improve everybody's health at the same time.'

17.2.6 The report goes on to say: *'Much of this is not about new investment; it's about maximising the potential of many assets we already have in common land, woodland, streets, parks, leisure facilities, community halls and workspaces, and thinking differently how we commission and plan public services.'*

17.2.7 Locally the Copeland Health and Wellbeing Forum have the following priorities shown in Figure 35:

Figure 35: Copeland Health & Wellbeing Priorities 2019/20



17.2.8 'Well Whitehaven' is a local initiative that operates in an area of Whitehaven between Coach Road and Mirehouse Road which is locally known as the 'Valley' which aims to promote the development of a vibrant, thriving, united community; making it a place where people enjoy living and working; where good health is an expectation not a privilege, where people have opportunity and work; and where enterprise is recognised, supported and encouraged.

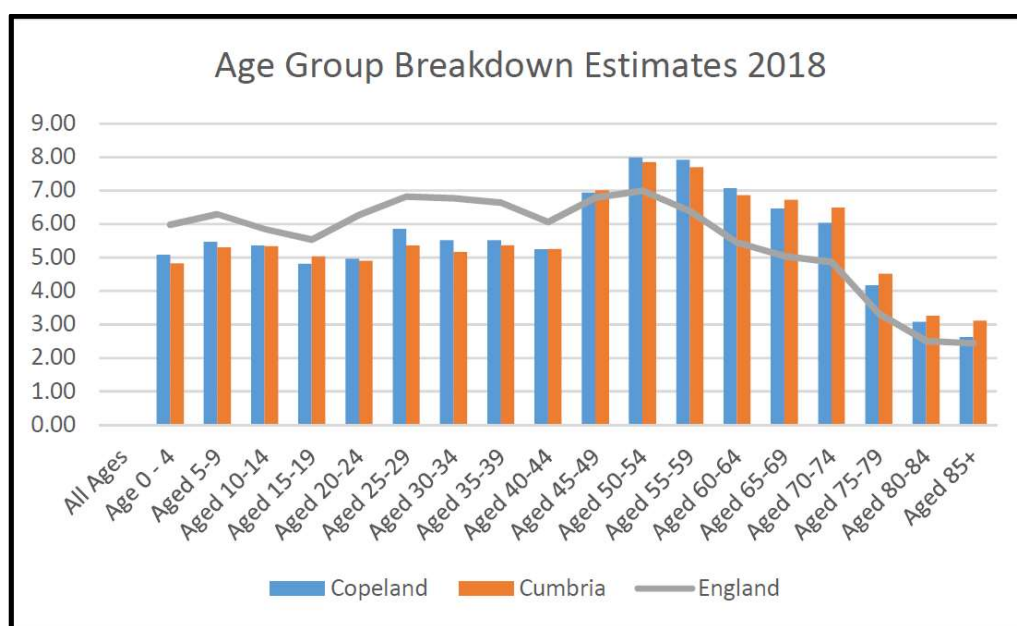
17.2.9 Well Whitehaven aims to deliver the following benefits:

- Suitable and sufficient physical and social resources to support the continued development of a healthy neighbourhood;
- Programmes that deliver well-prepared and educated future generations who aspire to be the best they can be;
- A place where new ideas and entrepreneurs can emerge, develop and flourish;
- A place where people enjoy better lives through improved health and well-being.

17.2.10 The NPPF states that in terms of housing sites *'Policy making authorities should.... Ensure that their size and location will support a sustainable community, with access to services.'* (Para 72 b) and *'provide the social, recreational and cultural facilities and services the community needs.'* (Para 92)

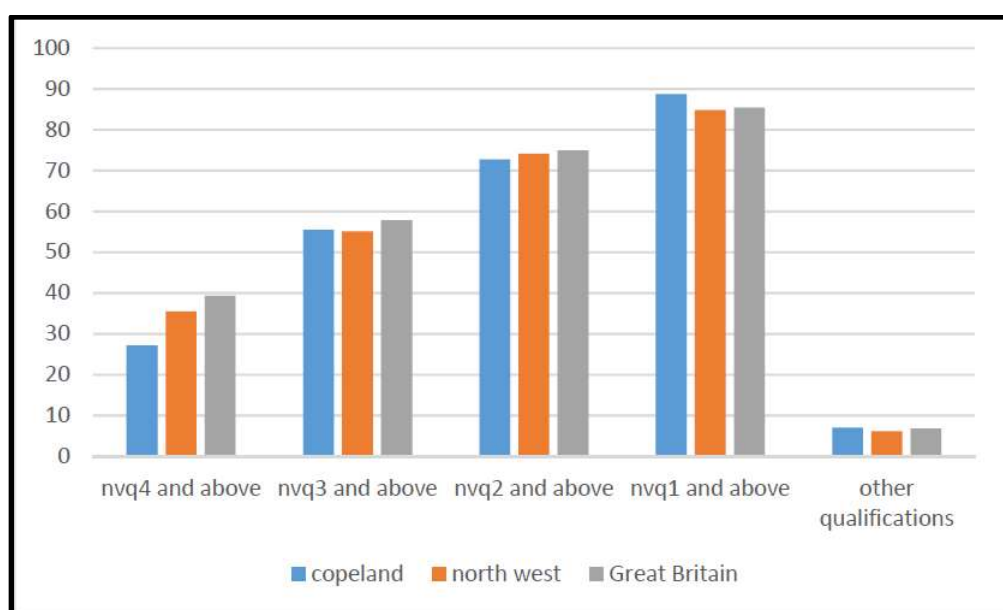
- 17.2.11 As can be identified from the 'Key Points' residents within Copeland have a range of issues including poor health, ageing population, lower educational attainment and pockets of deprivation. Planning policies and decisions that support the provision and choice of good quality facilities including community buildings, open spaces, including play spaces, sports provision, educational and medical facilities will provide positive steps in helping to address some of these issues.
- 17.2.12 The following charts provide comparison data for age breakdown and qualifications. Indicators for deprivation and health can be found at pages 70 and 71 of the Scoping Report.

Figure 36: Age Group Breakdown Estimates 2018



Source: ONS

Figure 37: Qualifications in Copeland compared to the North West and National Averages 2018



Source: ONS

Sport and Physical Activity

- 17.2.13 The NPPF states: ‘Access to a network of high quality open spaces and opportunities for sport and physical activity is important for the health and well-being of communities. Planning policies should be based on robust and up to date assessments of the need for open space. Sport and recreation facilities.’ (Para 96)
- 17.2.14 The Council has commissioned an Open Space Assessment. Its purpose is to provide detail with regard to what open space provision exists in the area, its condition, distribution and overall quality. This analysis will provide a basis for the Council to better understand where additional provision is required and where existing provision needs improvement.
- 17.2.15 The Council is currently in the process of commissioning a Sports Strategy that will audit built facilities and sports provision. The study will provide overarching play pitch, sports and play strategies.
- 17.2.16 As the Local Plan progresses data provided from both 2019 studies will be utilised to assess needs for the provision of new and improvement to existing facilities for the plan period. In the interim earlier studies can be referred to:
- [Copeland PPG17 Study and Leisure Strategy \(2011\)](#)
 - [A Playing Pitch Study for Copeland Borough Council](#)
- 17.2.17 Recent investment in sports provision includes a combined £7.2m has been spent on new health and fitness facilities at Cleator Moor Health Centre and Whitehaven pool complex.
- 17.2.18 National planning policy requires that planning policies should:
- ‘Guard against the unnecessary loss of valued facilities and services, particularly where this would reduce the communities ability to meet its day to day needs (Para 92 c)*

“Existing open space, sports and recreational buildings and land, including fields should not be built on unless:

- a) an assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements; or*
- b) the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or*
- c) the development is for alternative sports and recreation provision, the benefits of which clearly outweigh the loss of the current or former use.” (Para 97)*

- 17.2.19 Open space, sports and community facilities provision has an important role in working towards measures set out in the 2014 PHE Report. There is a need to ensure accessible facilities that can help meet the physical activity and social needs of everyone including the physically and mentally disabled and those with learning difficulties and debilitating diseases.

Question CE1: Should the Local Plan include minimum open space standards? (Choose all applicable options)

Option 1: Continue using the minimum open space standards set out in the Core Strategy (a minimum of 0.4ha of public space for every 200 dwellings pro-rate on developments of 10 or more dwellings, and in groups of family housing a minimum of 100m² of children’s play space at the rate of one play space per 30/40 dwellings.)

Option 2: Set open space standards based upon needs identified in the Open Space Assessment on a settlement by settlement basis

Option 3: Set open space standards based upon needs identified in the Open Space Assessment on a borough-wide basis

Option 4: Include a policy within the Local Plan which encourages the retention and provision of green infrastructure in all new developments not just housing

Option 5: Minimum open space standards should apply to residential and commercial development

Option 6: Minimum open space standards should only apply to residential development

Option 7: Where appropriate areas of open space should be provided on small sites, placing maintenance costs on the owners

Option 8: Negotiate commuted sum payments on smaller development for improvement of existing accessible open spaces where these exist within walking distance of a new development

Option 9: Other option, please state

- 17.2.20 Funding sources for community and cultural services across Copeland come from a variety of sources which mainly include grant and partner funding. Findings of the 2019 draft Infrastructure Delivery Plan (IDP) suggest that growth anticipated over the new Local Plan period to 2035 will generate a need to enhance community and cultural infrastructure across the borough.
- 17.2.21 Local and County authorities are required under various acts to provide community services:

Libraries

- 17.2.22 Under the Public Libraries and Museums Act 1964, each library authority has a duty to provide a comprehensive and efficient library service for the community. Cumbria County Council is the responsible authority across Copeland. The borough has eleven library facilities some of which are now only open a few hours each week such as St Bees Book Drop that is only open for 3 hours.

Cemeteries

- 17.2.23 Under the Burial Act 1857, Copeland as a local authority has a statutory duty to make provision for the deceased ensuring graves, burial grounds and vaults are maintained to an adequate standard. There are five open cemeteries managed by Copeland, plus a sixth managed by Egremont Parish Council. Copeland also operates a crematorium at Distington. The cemetery at Whitehaven has now reached capacity, the Council is considering options for expansion.

Education

- 17.2.24 The Education Act 1996 requires the County Council (CC) to ensure that it has secured the provision of sufficient primary and secondary places in the area. The provision of these places can be in local authority maintained schools or, with their support, academy schools. The CC must also ensure compliance with the requirements of the 2006 Education and Inspection Act that requires local authorities to promote choice and diversity in relation to the provision of school places.
- 17.2.25 The NPPF states: *'It is important that a sufficient choice of school places is available to meet the needs of existing and new communities. Local Planning authorities should take a proactive, positive and collaborative approach to meeting this requirement, and to development that will widen choice in education'*. (Para 94)
- 17.2.26 In terms of success West Lakes Academy's English department based at Egremont won , 1st national ranking of the best in the country in 2015
- 17.2.27 Recent investment in education provision includes £33m for the education campus in Whitehaven.
- 17.2.28 Copeland borough is divided into a series of primary and secondary school catchments which are used to prioritise places when oversubscription of schools occur or to guide the use of CCC Home to School Transport Policy. Current indications are that there is adequate provision when considering Copeland as a whole, although there are pockets of schools that are at or over capacity, which is likely to be exacerbated from anticipated planned growth. The current provision across Copeland is:

Table 18: Education Provision

Facility Type	Number of Facilities
Dedicated maintained nursey schools	3
Primary Schools	39
Secondary schools	4 (A replacement school has a current planning application in Whitehaven)
University Technical College	1 (Located within Allerdale BC)
National College for Nuclear	1 (Located within Allerdale BC)
Independent School	1 Located at St Bees

17.2.29 The process and formulae that Cumbria County Council will use when negotiating planning obligations in respect to education provision are set out in the [Cumbria County Council Planning Obligations Policy](#)

Healthcare

17.2.30 In respect to healthcare, Copeland is covered by two health systems. GP surgeries and dental practices are largely clustered within the main towns of Whitehaven, Cleator Moor, Egremont and Millom. Copeland has three secondary care facilities, one of which is an acute facility within the Whitehaven area of Copeland. The remaining two are community hospitals: one in Whitehaven and a community hospital in Millom.

Social Care

17.2.31 In terms of Social Care CCC is required to provide residential accommodation to adults over 18 years of age who, through age, illness, disability or any other circumstances, are in need of care and attention which would otherwise be unavailable to them.

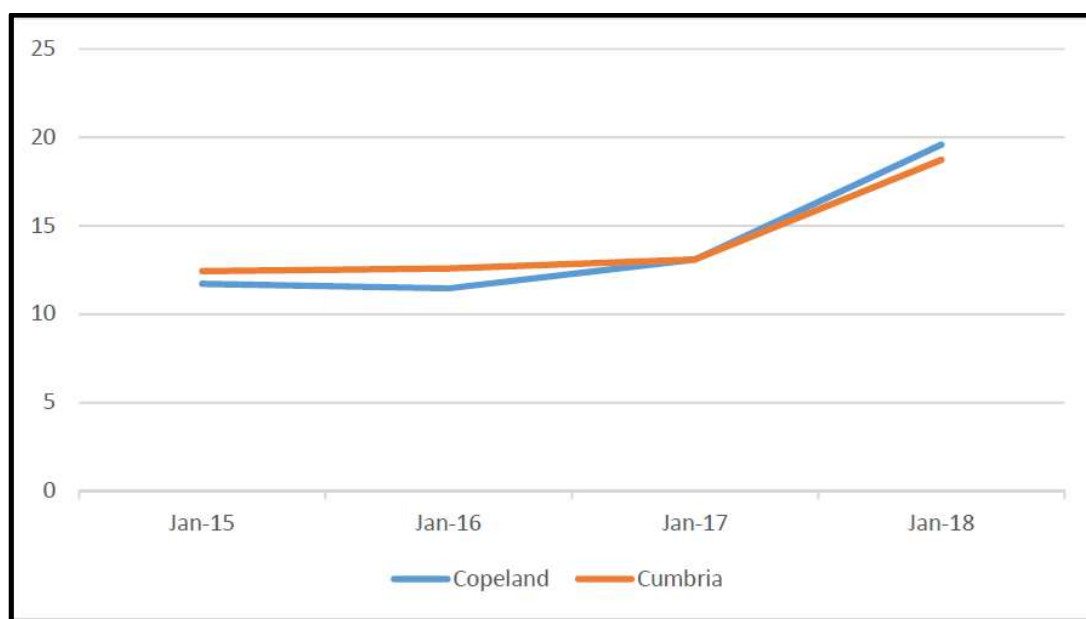
17.2.32 Provision of Social Care within Copeland and wider Cumbria, is compounded by many factors. Specifically, the CCC Extra Care Housing (ECH) and Supported Living Strategy 2016-2025 states that there is increased demand through a 'super ageing' population where the population of Cumbria is ageing faster than the rest of the UK population and the number of people of working age is reducing. It is expected that by 2020, nearly 25% of the Cumbria population will be aged over 65. There are currently 12 care homes in Copeland with a combined total of 473 beds. Data from the Draft 2019 IDP shows that there is an identified need for additional units across ECH and supported living units. NHS England is the principal funding source for Primary Care provision.

Crime

17.2.33 In terms of safe communities the NPPF states: '*Planning policies and decisions should promote public safety and take into account wider security and defence requirements.*' (Para 95)

17.2.34 Crime rates in Copeland increased from 11.46 per 1000 residents in December 2016 to 19.58 in December 2018, which exceeded the Cumbrian crime rate for the first time over the four year period.

Figure 38: Crimes per 1000 Residents in Copeland and Cumbria



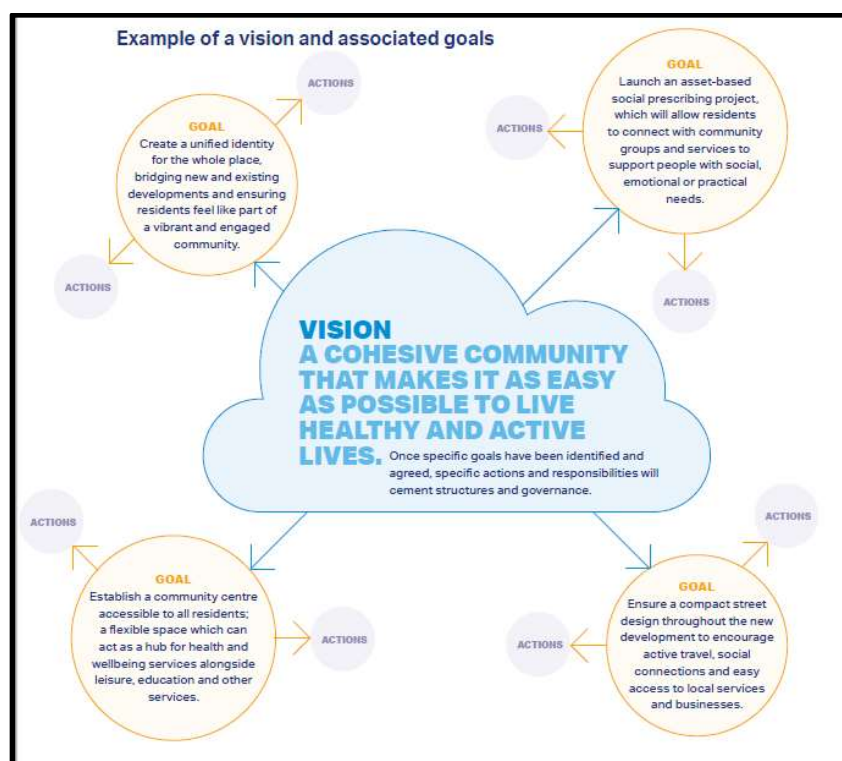
Source: Cumbria Constabulary

17.2.35 Principles for policy options in respect of Design out Crime can be found in the Built Environment Chapter

Health

17.2.36 The Healthy New Towns Programme was launched in 2015 to explore how the development of new places could provide an opportunity to create healthier and connected communities with integrated and high quality services. In terms of planning three principles lay the foundation for designing and managing and providing health and care services in new developments. Figure 39 demonstrates an example of a vision and associated goals that could be incorporated into new and existing developments. Some of the opportunities are included within other Issues and Options topics such as Infrastructure and design. The Core Strategy does not currently have a specific policy on Health, this Local Plan aims to consider what measures can be put in place to improve the Health of the borough, which as highlighted earlier in this chapter is a matter of concern.

Figure 39: Vision and Goals for New Development



Question CE2: Should the new Local Plan include a policy on Health? If yes, what specific issues should it cover? (Choose all applicable options)

Option 1: Include a policy on health within the Local Plan

Option 2: Support proposals for facilities and services that maximise opportunities to improve health and well-being;

Option 3: Restrict the provision of hot food takeaways in close proximity (400m) to schools and educational facilities

Option 4: Ensure proposals for community services are accessible to all areas of the community

Option 5: Include a policy within the Local Plan which states that proposals that would result in the loss of health and well-being provision will be refused unless robustly justified

Option 6: Other option, please state

Question CE3: Where should provision of new and enhanced community facilities (Built health and leisure) be located? (Choose all applicable options)

Option 1: Concentrate provision of new and enhancement of existing built health and leisure facilities in the Principal Town and the 3 Key Service Centres

Option 2: Focus the provision of new and enhancement of existing built health and leisure facilities in areas of the borough that exhibit higher than averages of socio-economic deprivation

Option 3: Allow opportunities for new health and leisure built facilities outside of the Principal Town and Key Service Centres where it can be justified that there is a local need for provision

Option 4: Support the provision for new health and leisure built facilities anywhere in the borough subject to criteria

Option 5: Other option, please state

17.2.37 The NPPF states that Plans should set out the contributions expected from development (Para 34).

Question CE4: How should the requirements for the provision and amount of health and community facilities on new residential development be agreed? (Choose one option)

Option 1: Local Plan policy should set minimum requirements for the provision of health and community facilities.

Option 2: A more flexible approach should be taken to negotiate requirements at application stage

Option 3: A Supplementary Planning Document relating to health and community facilities should be produced following adoption of the Local Plan

Option 4: Other option, please state

Question CE5: How should Community Facilities, Health Provision and Public Open Space be protected? (Choose one option)

Option 1: Proposals for loss of provision will only be allowed (subject to criteria) where a replacement of equal or improved quality is provided, or robust evidence is provided that facilities are no longer required

Option 2: A loss of provision may be acceptable if remaining facilities are enhanced, subject to criteria

Option 3: Other option, please state

17.3 Have We Missed Anything?

Question CE6: What additional measures can be taken to improve health, well-being and community inclusion in the borough?

Question CE7: Are there any other issues which should be addressed within this chapter? (Please provide details)

Local Plan Glossary

Affordable Housing: Affordable housing should meet the needs of eligible households including availability at a cost low enough for them to afford, determined with regard to local incomes and local house prices. Affordable housing includes social rented and intermediate housing, provided to specified eligible households whose needs are not met by the market. It should also include a provision to ensure that the housing remains affordable for future eligible households.

Ancient Woodland: An area that has been wooded continuously since at least 1600 AD. It includes ancient semi-natural woodland and plantations on ancient woodland sites (PAWS). (NPPF)

Best and Most Versatile Agricultural Land: Land in grades 1, 2 and 3a of the Agricultural Land Classification (NPPF).

Biodiversity Net Gain: Biodiversity net gain requires developers to ensure habitats for wildlife are enhanced and left in a measurably better state than they were pre-development. They must assess the type of habitat and its condition before submitting plans, and then demonstrate how they are improving biodiversity – such as through the creation of green corridors, planting more trees, or forming local nature spaces (DEFRA).

Brownfield Land: Land that has been previously developed and is or was occupied by a permanent structure (excluding agricultural or forestry buildings), and associated fixed surface infrastructure. The definition includes the curtilage of the development. The definition is set out in the NPPF.

Built Environment: The man-made buildings and structures that make up the environment where people live and work.

Community Infrastructure Levy (CIL): A CIL charge was introduced by the Planning Act 2008 as a tool for Local Authorities to help deliver infrastructure to support the development of an area. Copeland does not currently have a CIL charging schedule but there may be potential for this in the future

Community-led housing: Housing projects run by individual community groups to build the types of homes that local people need and want. These are usually developed by a community led organisation or enterprise and aim to solve local problems by working with the local community (My Community)

Edge of Centre: For retail purposes, a location that is well connected to, and up to 300 metres from, the primary shopping area. For all other main town centre uses, a location within 300 metres of a town centre boundary. For office development, this includes locations outside the town centre but within 500 metres of a public transport interchange. In determining whether a site falls within the definition of edge of centre, account should be taken of local circumstances (NPPF).

Exception sites: Small sites used for affordable housing in perpetuity where sites would not normally be used for housing

Extra Care Housing: housing developments that comprise self-contained homes with design features and support services to enable people to self-care and continue to live independently. Whilst they are primarily for older people some may support younger people with disabilities (Cumbria County Council).

Geodiversity: The range of rocks, minerals, fossils, soils and landforms (NPPF).

Greenfield land: Land which has never been built on before or where the remains of any structure or activity have blended into the landscape over time. This applies to most sites outside of built up area boundaries.

Green Infrastructure: The green spaces in the borough, new and existing, rural and urban, natural and managed, developed as a network of spaces and linking 'corridors'. The purpose of green infrastructure is to promote biodiversity as well as supporting the health and quality of life of communities.

Gypsies and Travellers: Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependants' educational or health needs or old age have ceased to travel temporarily, but excluding members of an organised group of travelling showpeople or circus people travelling together as such.

Habitat: The natural home or environment of a plant or animal

Habitats Regulation Assessment: An assessment that promotes avoidance of damage to Natura 2000 sites through mitigation and compensatory measures. This is required when development may have an adverse impact on the integrity of Natura 2000 sites

Heritage Asset: A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. It includes designated heritage assets and assets identified by the local planning authority (including local listing) (NPPF Glossary).

Heritage Coast: The NPPF defines the heritage coast as '*areas of undeveloped coastline which are managed to conserve their natural beauty and, where appropriate, to improve accessibility to visitors*'. The only Heritage Coast in Copeland is St Bees Head.

House in Multiple Occupancy (HMO): HMO's requiring planning permission are those with more than six unrelated occupiers. They comprise two or more households and are different from self-contained flats as occupiers share basic amenities such as kitchen and bathroom facilities

Key Service Centre: The borough's three Key Service Centres of Millom, Egremont and Cleator Moor offer the next level of provision below the Principal Town of Whitehaven. This includes access to key services and facilities including schools, shops, community halls and places of worship.

Listed building: When buildings are listed they are placed on statutory lists of buildings of 'special architectural or historic interest'. Listing ensures that the architectural and historic interest of the building is carefully considered before any alterations, either outside or inside, are agreed.

Local Centre: There are a total of 17 Local Centres across the borough. These are settlements that offer a lower provision than the key service centres within the settlement hierarchy but provide enough services and facilities to meet every day needs.

Local Geological Site: Formally known as Regionally Important Geological Sites, these are non-statutory sites that have been identified by local geoconservation groups as being of importance

Long Term Empty Home: A dwelling that has been unoccupied and unfurnished for at least six months

Main town Centre uses: "Retail development (including warehouse clubs and factory outlet centres); leisure, entertainment and more intensive sport and recreation uses (including cinemas,

restaurants, drive-through restaurants, bars and pubs, nightclubs, casinos, health and fitness centres, indoor bowling centres and bingo halls); offices; and arts, culture and tourism development (including theatres, museums, galleries and concert halls, hotels and conference facilities)” (NPPF)

National Planning Policy Framework (NPPF): The NPPF was first published in March 2012 and provides guidance surrounding the development of planning policy. This replaces the Planning Policy Statements (PPS) and Planning Policy Guidance Notes (PPG)

Natura 2000 Sites: SACs and SPAs together make up a European network of sites referred to as Natura 2000. Natura 2000 is the centrepiece of EU nature and biodiversity policy.

Open Space: All open spaces of public value, including land and water provisions. These can offer opportunities for recreation, leisure and visual amenity

Planning obligations and agreements: A legal agreement between a planning authority and a developer, or offered unilaterally by a developer, ensuring that certain extra works related to a development are undertaken. For example the provision of highways. Sometimes called a "Section 106" agreement.

Primary Shopping Area: An area where retail development and use is concentrated

Ramsar Site: Ramsar sites are wetlands of international importance, designated under the Ramsar Convention.

Renewable energy: Energy flows that occur naturally and repeatedly in the environment, for example from the wind, water flow, tides or the sun.

Retail impact assessment: An assessment undertaken for an application for retail use (normally on developments over 2,500 square metres gross floorspace, but they may occasionally be necessary for smaller developments, such as those likely to have a significant impact on smaller centres) on the impact of the proposal on the vitality and viability of existing centres within the catchment area of the proposed development. The assessment includes the likely cumulative effect of recent permissions, developments under construction and completed developments (Planning Portal).

Rural Exception Site: Small sites used for affordable housing in perpetuity where sites would not normally be used for housing. Rural exception sites seek to address the needs of the local community by accommodating households who are either current residents or have an existing family or employment connection. A proportion of market homes may be allowed on the site at the local planning authority's discretion, for example where essential to enable the delivery of affordable units without grant funding (NPPF).

Section 106: The current method taken by the Council to collect planning obligations from developers. This acts as a legal agreement between a planning authority and a developer, ensuring that certain extra works related to a development are undertaken such as the provision of highways.

Self-build and custom build housing: Housing built by an individual, a group of individuals, or persons working with or for them, to be occupied by that individual. Such housing can be either market or affordable housing. A legal definition, for the purpose of applying the self-build and Custom Housebuilding Act 2015 (as amended), is contained in section 1(A1) and (A2) of that Act (NPPF).

Settlement Hierarchy: Settlements are categorised in a hierarchy based on the range of services, facilities and employment opportunities in the settlement, access to education and non-car access to

higher-order centres. In this context, the settlement hierarchy refers to the Principal Town, Key Service Centre, Local Centre and Outside Settlement Boundaries.

Sequential Approach: A planning principle that seeks to identify, allocate or develop certain types or locations of land before the consideration of others. For example, brownfield sites before greenfield sites, or town centre retail sites before out-of-centre sites. In terms of employment, a sequential approach would favour an employment use over mixed use and mixed use over non-employment uses. (NPPF)

Site of special scientific interest (SSSI): A formal conservation designation for an area that is of particular scientific interest due to either rare species of flora and fauna or geological/ physical features that may lie within its boundaries (Woodland Trust)

Special Areas of Conservation (SAC): Areas which have been given special protection under the European Union's Habitats Directive. They provide increased protection to a variety of wild animals, plants and habitats and are a vital part of global efforts to conserve the world's biodiversity.

Special Protection Area (SPA): Sites classified under the European Community Directive on Wild Birds to protect internationally important bird species

Sustainability Appraisal: This is a tool for appraising policies to ensure they reflect sustainable development objectives (i.e. social, environmental and economic factors) and required in the Act to be undertaken for all Local Development Documents.

Sustainable development: Sustainable development is the core principle underpinning contemporary town planning in the UK. At the heart of sustainable development is the ideal of ensuring a better quality of life through development that meets the needs of the present without compromising the ability of future generations to meet their own needs.

Sustainable transport: Any means of transport that is accessible and efficient whilst having an overall low impact on the environment. This can include walking, cycling, public transport modes and low emission or electric vehicles.

Sustainable Drainage System (SuDS): The term Sustainable Drainage Systems (SuDS) covers the whole range of sustainable approaches to surface water drainage management. SuDS aim to mimic natural drainage processes and remove pollutants from urban run-off at source. SuDS comprise a wide range of techniques, including green roofs, permeable paving, rainwater harvesting, swales, detention basins, ponds and wetlands.

Travelling showpeople: Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their own or their family's or dependants' more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily, but excludes Gypsies and Travellers as defined above.

Windfall sites: Sites not specifically identified within the development plan.

