COPELAND LOCAL DEVELOPMENT FRAMEWORK

Core Strategy & Development Management Policies Preferred Options

Consultation Document

May 2010
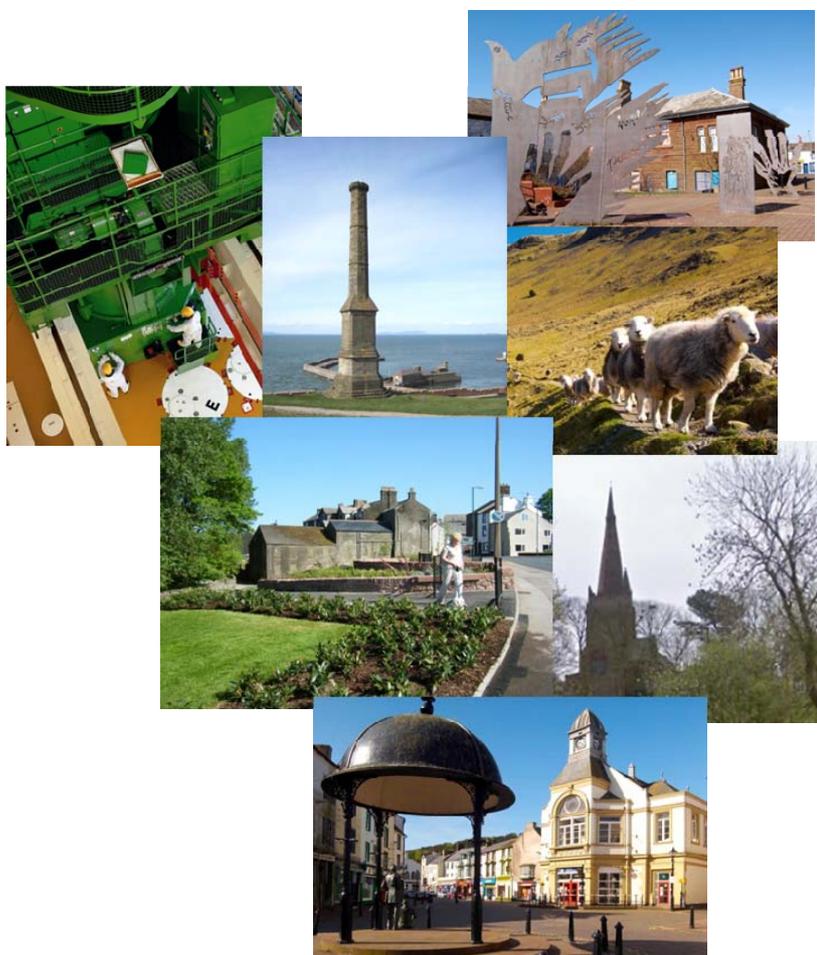
Copeland Local Development Framework
Stage 2: - Preferred Options Consultation Document

The consultation document is available for comment until **2nd July 2010**.

To view and download an electronic copy of this Preferred Options document, visit the Copeland Borough Council Website: www.copeland.gov.uk

You can also view the document at all libraries in the Borough and Copeland Borough Council offices.

Paper copies of the document are available on request from the contact details below.

Please make any comments you have on the official Representation Form and send it to:

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

Telephone: 01946 598351
Email: ldf@copeland.gov.uk

It would greatly aid the process if you could use the Representation Form that accompanies this document. Additional forms are available from the Council's Planning Policy team or from the website.

We will generally not acknowledge representations made, however email correspondence should receive an automated receipt. If you do not receive an automated receipt please contact Planning Policy on 01946 598531.

If you require a copy of this document in an alternative format, for example, large print, Braille, audio cassette or an alternative language, please call 0845 054 8600.

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PART 1 – COPELAND BOROUGH COUNCIL PREFERRED OPTIONS CORE STRATEGY

1   Planning Copeland's Future

1.1.1   Copeland faces serious challenges over the next two decades:

- a world where climate change is a vital concern;

- an economy where long-established industries continue to be under pressure;

- and tight financial constraints that impose a need for clear efficient decisions on resources.

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

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

1.1.4   The government has set up a new plan-making process which will culminate in a "Local Development Framework" for the whole Borough. This Report is part of that process.

From the Leader of the Council

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

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

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

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

1.2   This Report

Purpose of the Document

1.2.1   This consultation document is the second major step in preparing a new land-use planning framework for Copeland, called a Local Development Framework (LDF), which will form part of the spatial Development Plan for Copeland (outside the Lake District National Park boundary) and will set out the Council's vision and direction for land-use development.

1.2.2   The LDF will deal with the big, strategic planning issues facing the Borough and will help deliver the wider vision and priorities set out in *Future Generation: A Strategy for Sustainable Communities in West Cumbria* and the North West Plan: Regional Spatial Strategy to 2021. It will also assist the delivery of Copeland's Regeneration Delivery Plan, Housing Strategy and *Britain's Energy Coast: A Masterplan for West Cumbria* ('Energy Coast Masterplan'), together with the land use elements of the plans of other key partners within the Local Strategic Partnership (LSP).

1.2.3   This consultation is called the "Preferred Options" and explains what policies and proposals Copeland Borough Council is thinking of adopting for development over the next 15-20 years, building upon the ideas introduced in the Issues and Options consultation which took place during the summer of 2009. The Council is publishing the Preferred Options Report now to give people an opportunity to comment on the policy options that we are considering.

1.2.4   Once adopted, those policies will form the Core Strategy and Development Management Policies DPD for the LDF and set out the strategy, policies and proposals by which all planning applications for development will be assessed. These documents will be accompanied by specific proposals for Preferred Options in the Site Allocations DPD later in the year.

1.2.5   Please note that matters relating to waste, minerals and highways are dealt with by Cumbria County Council and matters relating to land-use planning in the Lake District National Park are dealt with by the Lake District National Park Authority.

Structure of the Document

1.2.6   The Report is split into three main parts as follows:

Part I: Preferred Options for the Core Strategy – which includes:

- ■ **Chapter 2** – which briefly outlines the main issues that the Borough faces, together with Drivers for Change and potential growth scenarios for the Borough. It also contains the Vision and

Objectives for the Core Strategy (which has been amended from the Issues and Options version that we consulted on last year)

- **Chapter 3** – which sets out the overarching strategic policies for development in the Borough

- **Chapters 4 to 7** – which contain Core Strategy policies that are based around the topic chapters we used in the Issues and Options paper last year

- **Chapter 8** – which gives an indication of what the policies will mean on the ground for each of the localities in the Borough, together with any local schemes/projects and plans the Council is currently aware of (although this is not a definitive list)

Part II: Preferred Options for the Development Management Policies – which give the details about how the Council will respond to development proposals and applications that are made (Chapter 9)

Part III: Monitoring and Implementation Framework – which outlines how the Plan will be monitored and implemented in the future (Chapter 10)

Coverage of the Copeland LDF

1.2.7   The Local Development Framework will cover the parts of Copeland Borough which are not within the Lake District National Park. The extent of coverage is shown on the map at Figure 1.1.

1.2.8   The map also shows the five different localities in the Borough as well as the National Park boundary and the Borough's relationship with neighbouring authorities. This includes the Allerdale Borough, which with Copeland makes up the West Cumbria sub-region. Key routes and settlements are also illustrated.

Figure 1.1: Coverage of the Copeland LDF
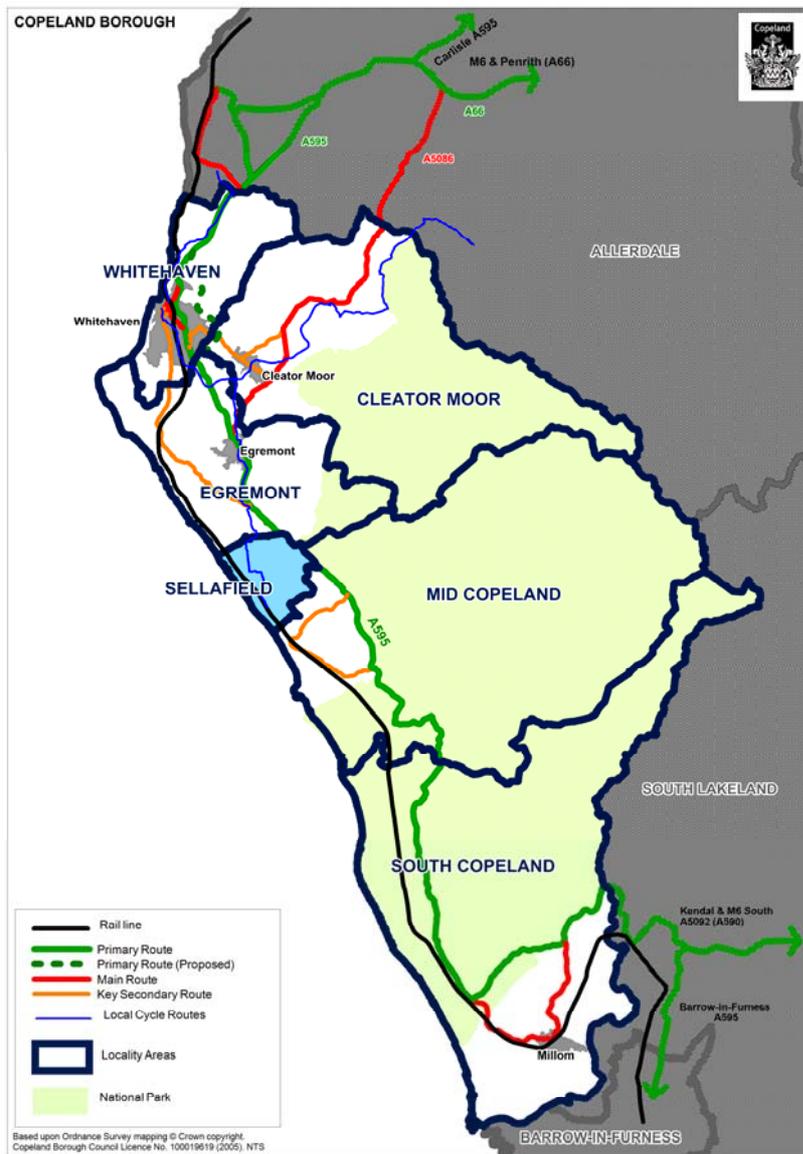
1.3 Current Planning Policy Framework

1.3.1 The full Statutory Development Plan for Copeland (outside the Lake District National Park) comprises:

- the Regional Spatial Strategy (2008)

- the saved policies in the Cumbria and Lake District Joint Structure Plan 2001-2016

- the Copeland Local Development Framework (which will comprise the saved polices in the Copeland Local Plan until they are replaced by new LDF policies)

In addition to this Cumbria County Council has produced the Cumbria Minerals and Waste Development Framework to deal with these issues.

1.3.2   The relationship between national and regional policy and the Copeland Local Development Framework, and the key local strategies that inform the LDF are shown in Figure 1.2.

Figure 1.2: Planning Policy Framework and Key Local Strategies for Copeland
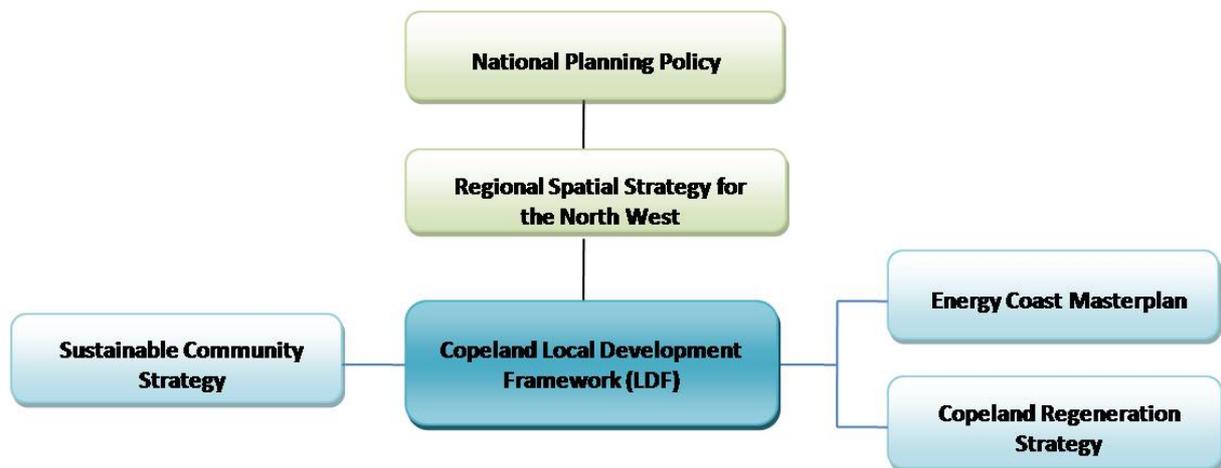
1.4   Copeland Local Development Framework

1.4.1   Figure 1.3 outlines the main documents that will form the Copeland Local Development Framework and highlights the two documents that this consultation will inform.

Figure 1.3: The Copeland Local Development Framework
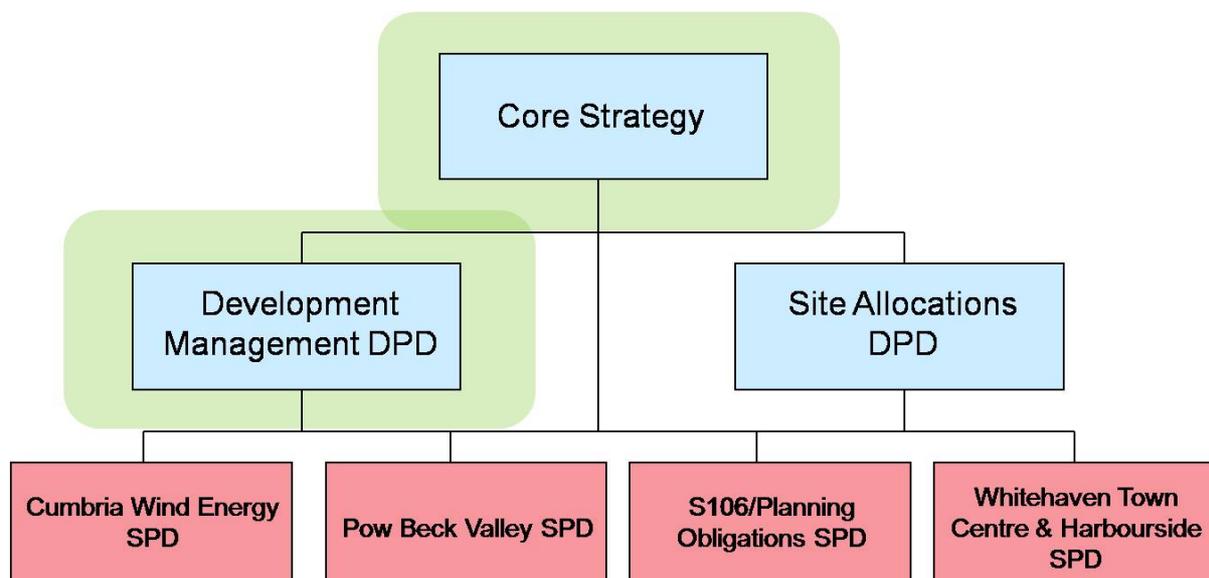
1.4.2   Once it is complete the Local Development Framework (LDF) will formally replace the current Copeland Local Plan (2006). Together with the Regional Spatial Strategy for the North West, and the Lake District National Park Authority's own LDF, it will become the basis for judging all planning proposals and applications in the Borough.

1.5   Steps in the Process of Producing the LDF Documents

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

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

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

- The second major consultation stage – the **Preferred Options** – is now taking place for the Core Strategy and Development Management Policies

- Once we have received and analysed the responses to this consultation, we will produce a final **Publication version** of the Core Strategy and the Development Management Policies DPD. These will be subject to a formal 6 week public consultation early in 2011.

- After the Publication version has been examined by an independent Planning Inspector, it can be adopted by the Council as the statutory basis for future planning policy in Copeland.

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

1.5.3   Figure 1.4 illustrates the process and timescales for producing the Core Strategy and Development Management Policies DPD.

Figure 1.4: Process and Timescales for Producing the Core Strategy and Development Management Policies DPD

Stakeholder Event to agree the scope and
draft a Vision and Objectives for the LDF
(November 2008)

⬇

Public Consultation on Issues and Options
for the LDF
(May – August 2009)

⬇

Public Consultation on Preferred Options
for Core Strategy and DM Policies
(May – June 2010)

⬇

Public Consultation on Final Draft for
Submission to the Secretary of State
(February – March 2011)

⬇

Submission to the Secretary of State
(June 2011)

⬇

Examination Sessions
(October 2011)

⬇

Adoption/Publication
(April 2012)

1.6 Your Views and Responses

1.6.1 We would like to hear what you think about the Preferred Options for future policy that are outlined in this document. The document is a draft, and we

are seeking your views on the overall strategy for future development in the Borough before anything is finalised.

1.6.2   We will be holding exhibitions to present the Preferred Options, and we are inviting your views which will be very important to us in preparing the next stage – a formal 'Publication' document of the Core Strategy and Development Management Policies DPD.

1.6.3   This is a formal public consultation on the Preferred Options that will run for 8 weeks and will take place between from **Monday 10th May to Friday 2nd July 2010**.

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

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

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

1.6.6   The closing date for responses is Friday 2nd July 2010.

2   Setting the Strategy

2.1   Context

2.1.1   Copeland is on the west coast of Cumbria. It has an area of 737 km^2, and a population of about 70,400. It is a predominantly rural Borough, much of which falls within the Lake District National Park.

Population

2.1.2   The population of the Borough fell from 72,000 in 1991 to around 69,000 in 2001, mainly as a result of younger age groups moving away from the Borough. Since 2002, however, the population has increased again slightly, due largely to inward migration including a significant number of international migrants. Encouraging young people to stay or move to the area is essential to make our communities sustainable in the long term. Recent increases in the number of 20-29 year olds suggests that the previous decline in the population of this age group is starting to be reversed.

Figure 2.1: Population Change 1981 – 2008
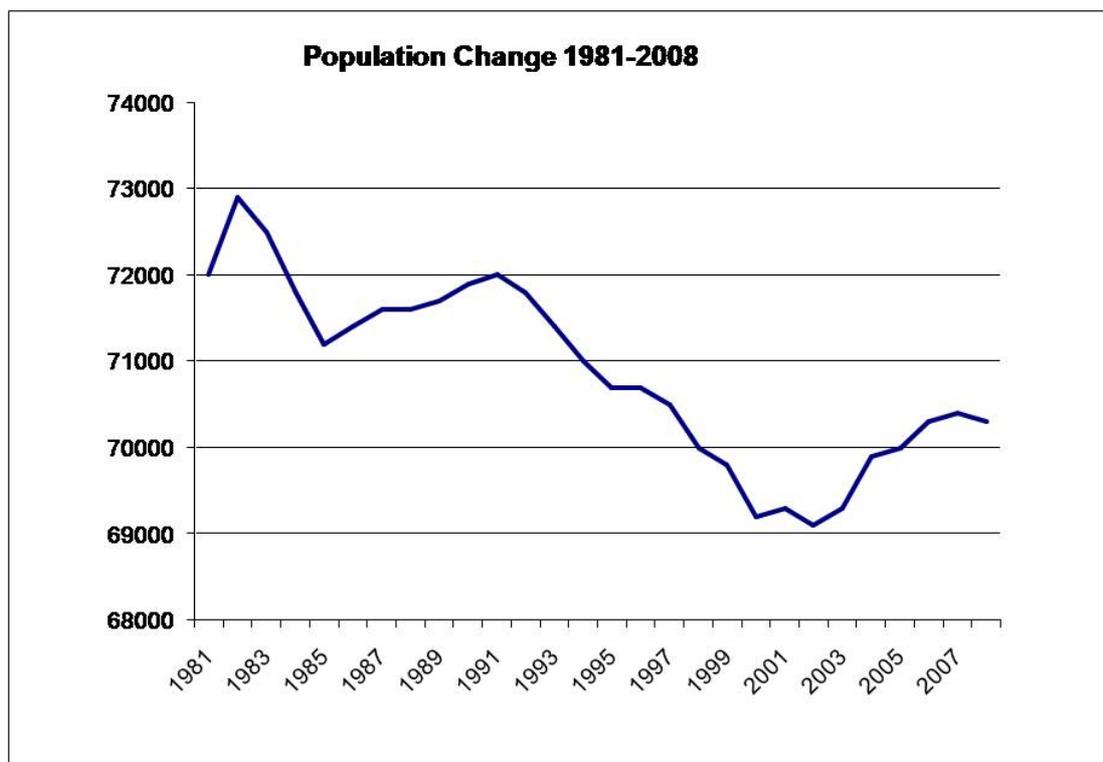
Source: Office for National Statistics

2.1.3   An increasingly ageing population is predicted to be an issue for Copeland in the future. Populations projections suggest that while the overall population in the Borough is expected to increase over the next 20-25

years this will be fuelled by significant increases in the number of people aged over 60. These projections also indicate that the number of people in all age groups below 60 will actually fall over the same period. This is highlighted in Figure 2.2.

Figure 2.2: Projected Population Change by Age Group 2008 – 2031

Age Group	2006 Population	2031 Population	Change	% Increase/ Decrease
0-4	3,582	2,982	-600	16% Decrease
5-14	8,237	6,813	-1,424	17% Decrease
15-29	11,822	10,093	-1,729	15% Decrease
30-44	14,812	12,068	-2,744	19% Decrease
45-59	15,347	12,557	-2,790	18% Decrease
60-74	11,109	15,428	4,319	39% Increase
74-90	5,402	15,403	10,001	185% Increase
Total	**70,311**	**75,345**	**5,034**	7% Increase

Source: Cumbria County Council using PopGroup software

Settlements

2.1.4 The Borough's largest settlements are clustered mainly towards the north; they include the towns of Egremont and Cleator Moor which developed historically as a result of coal, iron ore and limestone mining, alongside the historic port and industrial town of Whitehaven. Millom lies in the south of the Borough, and grew around the iron ore and steel industry. The rest of the Borough is largely rural, a part of the county where the Lake District National Park meets the coast. Although much of the coastline is undeveloped, it is compromised by the location of the Sellafield nuclear complex and defence activities.

Accessibility

2.1.5 Copeland is relatively distant from the mainstream of the North West, mainly as a result of its location west of the lakes and mountains of the Lake District. Key routes into the Borough are indirect; they rely on the A595 to connect with the A66 and M6 (Carlisle / Penrith), and the circuitous Cumbrian coastal routes (rail and road) to connect with the West Coast Main Line and M6 to the south. The area's perceived remoteness is considered to be a barrier to migration and investment.

Economic Development

2.1.6 The traditional industries which drove the growth of the main settlements declined during the 20th century, but the nuclear sector arrived in the 1950s with the development of the Sellafield complex. Today as many as 12,500

people (about 40% of all the employees in Copeland) work at the plant. This means that the area has one of the highest proportions of people employed in knowledge-based industry in the country. The site is also host to over 60% of the UK's nuclear waste; decisions are needed to deal with this legacy and also to consider a new generation of nuclear power stations at potential sites in the Borough. A number of the reprocessing plants are set to be decommissioned, with potential for up to 8,000 job losses and severe economic and social effects.

2.1.7   The emerging response to this in Cumbria was the development by Cumbria Vision of '*Britain's Energy Coast: A Masterplan for West Cumbria'*, which was adopted in 2008. It is designed to build on Copeland's nuclear and engineering strengths and to create further knowledge-based opportunities, as well as to diversify the economic base, there is also a lesson of history from both coal and nuclear ages not to rely on one single industry. Whilst not having the authority to make decisions about the future role of nuclear in the Borough, the Council's LDF has a major role to play in implementing the Energy Coast Masterplan and diversifying the Borough's economic base.

2.1.8   Other sectors are those associated with a large rural area. Jobs in agriculture have been falling for a number of years, but the sector is still an important contributor to the local economy and the principal means of maintaining the countryside and landscapes which are valued by local people and visitors; new approaches to development in rural areas are needed to support farm enterprises and other rural businesses. Tourism is an important locus of opportunity within the Borough, especially given the overlap with the Lake District National Park and the presence of the Coast-to-Coast footpath. There is potential to grow this sector from the current 1.8 million visitors a year and £95million expenditure, by some 5% each year. This will require new and improved attractions, facilities and accommodation throughout the Borough.

Social Pressures

2.1.9   Despite the Borough's largely rural character, and a relatively good overall performance in terms of average incomes, Copeland has economic and social problems that are similar to those in much larger urban areas. Some of our communities are amongst the most disadvantaged in the country, with pockets of deprivation in health, employment, income, access to housing and other services. And in areas in and close to the Lake District National Park, residents face the challenge of a lack of affordable housing as a result of high demand for retirement and second homes.

2.2   Drivers of Change and the Growth Agenda

2.2.1   Certain forces or 'drivers of change' have influenced the development of a Spatial Vision for Copeland. The principal ones are:

- Climate change and the drive for greater sustainability

- The 'Energy Coast' concept and economic growth

- Household change and housing growth

- Change in the Nuclear industry

Climate and Sustainability

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

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

2.2.4   The Preferred Options in this Report reflect that potential. Increasing sustainability and mitigating the effects of climate change can be achieved though better building design and the use of 'green infrastructure', such as street trees, to create more comfortable microclimates in buildings and their surroundings. The government has given councils the powers (Planning & Energy Act 2008) to set reasonable requirements for the proportion of renewably-sourced / low-carbon energy in new developments and to require developments to comply with energy-efficiency standards that exceed those in the Building Regulations.

2.2.5   Other important issues which are relevant to sustainability are the conservation of natural features such as biodiversity, geology, natural habitats and landscapes. We also need to consider access to the open countryside, and how to deal with the negative impacts of development on the natural environment. These are of course 'national' issues too, in Copeland, in that over half the Borough forms part of one of the UK's most celebrated National Parks.

The 'Energy Coast' and economic change

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

2.2.7   It is a strategy both for energy generation and for economic growth. The energy sector is clearly the key driver in economic terms, and is likely to become more so. Sellafield's 12,500 employees - the great majority of them West Cumbria residents - are predominant in an economy with about 66,500 jobs (Copeland and Allerdale Boroughs). The forecasts suggest that what happens to this total jobs figure over the next 20 years will very much depend on what happens in the energy sector. On one scenario, the energy sector runs down with decommissioning, and as conventional manufacturing sheds labour in line with national trends, the net loss could be some 7,300 jobs. In contrast, a scenario with major re-investment in the "nuclear cluster", plus some tourism growth and a better-trained labour-force working in sectors like business services and education as well, could replace all the industrial jobs forecast to go, and perhaps provide a small amount of net employment growth as well - up to 4,000 more jobs over the 20-year period. Figure 2.3 compares the trajectories of three of the scenarios explored in the 'Energy Coast' analyses: the 'decommissioning baseline', the 'nuclear energy cluster' only, and the 'golden' scenario with nuclear growth plus other successful sectors. Appendix 1 (Economic Scenarios) explains the analysis somewhat more fully.

Figure 2.3: Job Numbers for West Cumbria with the Different Economic Scenarios
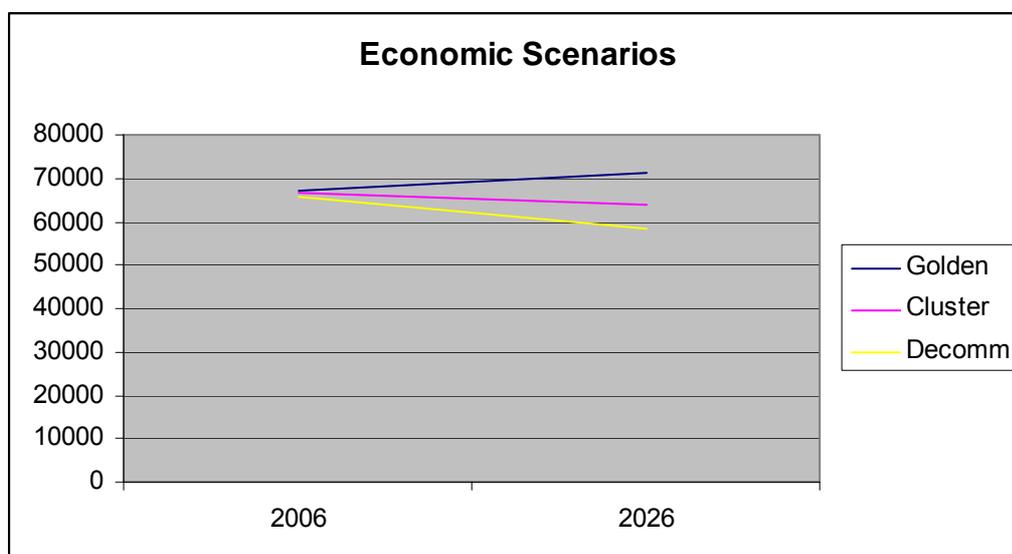
2.2.8   This range of possible futures - with a range of some 12,000 jobs'
           difference between the most pessimistic and the most optimistic scenarios
           - inevitably makes development planning quite complex. The range can
           therefore be summarised as:

Figure 2.4: The Range of Economic Scenarios

Scenario (West Cumbria)	Employment change 2006-26
'Decommissioning baseline'	-7,800
Decommissioning 'anchored'	-6,600
Tourism & leisure	-6,400
Skills & enterprise	-3,600
Nuclear energy cluster	-2,800
Nuclear energy cluster + other sectors	**0 (no net change)**
'Golden' scenario	+4,100

*Source: Results of Economic Modelling – West Cumbria Spatial Master Plan
Working Paper 4, June 2007*

2.2.9   The Council's view is that we should "plan for success", in the sense of
           making plans which allow for the growth potential of the 'Energy Coast' to
           be realised; and that whilst the most optimistic numbers may not be
           reached, it is sensible to target a future where the new potential
           employment replaces that which is inevitably going to go from
           manufacturing - so leaving us with about the same number of jobs as
           today, but with substantial economic growth as well.

           Household change and housing growth

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

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

2.2.12   Much of the growing need will come from demographic change: that is,
           change in population characteristics. In particular, people are living longer,
           and they are living on their own more and for longer. Cumbria County
           Council's population scenarios suggest that Copeland's population could
           grow by some 5,000 (about 7%) over the next 25 years - but within that,

the oldest two groups (over-60s) would be growing by over 80%, whilst the numbers in the middle age-groups (30-59) could be falling by some 18%. Combined with people's lifestyle changes, this indicates that - as with the rest of the country - the average size of households could be falling: in Copeland's case from about 2.2 people per household to 2.08 over the next decade, and possibly even lower beyond that. So, it is likely that much of the additional housing requirement will occur however the economy performs.

2.2.13 The strategic housing analyses currently under way contain scenarios which:

- assess the impact of a local economy where future growth has at least replaced the lost jobs, leaving the size of the labour force broadly as now (as discussed at 2.2.8 above), and suggesting what scale of housing demand would be associated with that, combined with demographic change;

- illustrate other levels of potential housebuilding – both higher (an 'aspirational' level to meet all forecast demands) and lower levels such as a 'baseline' rate, the housebuilding rate required by the Regional Spatial Strategy (RSS), and the build rate achieved in recent years.

- Figure 2.5 summarises these building rates comparatively:

Figure 2.5: Housing Growth Scenarios

Housing Scenario (Copeland)	Implied annual build rate
'Aspirational growth'	735 dwellings per annum
'Labour Force No Change'	598 d p a
'Baseline'	280 d p a
RSS requirement	230 d p a
Recent actual build rate	192 d p a

Source: Draft Whitehaven Strategic Housing Market Assessment 2009

- This indicates that to meet all the forecast needs, net new housing would need to be built at a rate about two-and-a-half times that required by the RSS; and over three times the average of recent years, even before the recession.

2.2.14 The Council's view is that this is not realistic (particularly when average annual completion rates have not exceeded 200 dwellings per year over the last five years) and that it would be more sensible to plan for a figure which makes some allowance for faster growth than the RSS requirement, by about +10%; with a provision to review performance and needs after the first five years – if more capacity was deemed to be needed, a higher

margin (say +30%) could be allocated. These are tabulated as a range in Figure 2.6.

Figure 2.6: Range of Potential Housebuilding Rates

	Annual net new housing
Recent actual rate	192 dwellings
RSS base requirement	230
RSS +10%	253
RSS +30%	299

2.2.15 Figure 2.7 below gives a graphic comparison of the wide range of implied building rates discussed in this section. Preferred Option policy SS2(B), in Chapter 5, develops this approach further.

Figure 2.7: Comparative Annual Housebuilding Rates, by Scenario
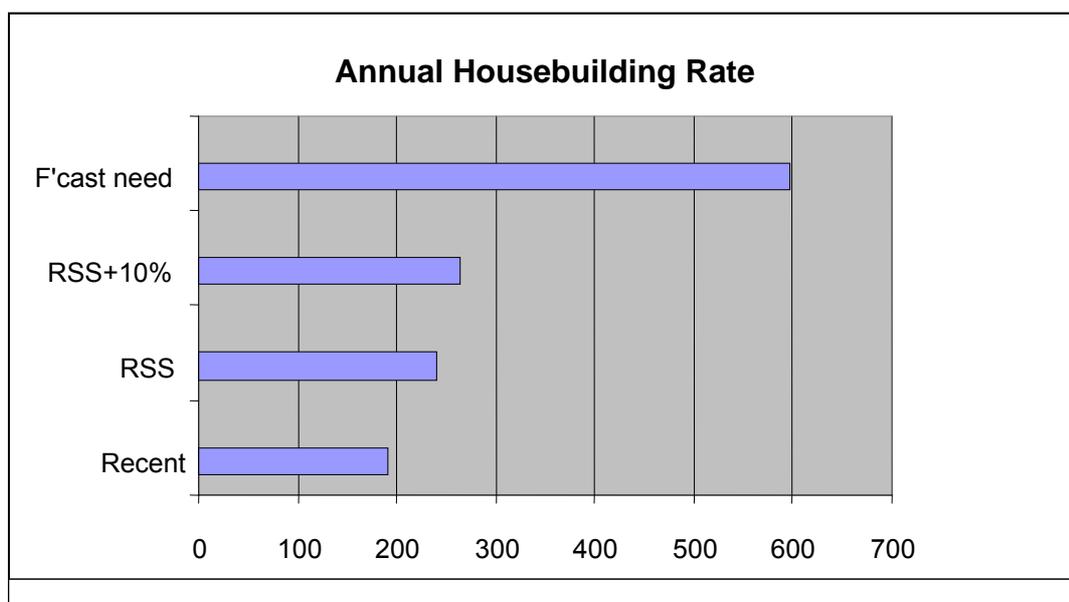
Change in the Nuclear Industry

2.2.16 The fourth major driver is the nuclear sector development. Government has now announced its national policy approach to the nuclear energy sector in draft National Policy Statements, and is considering nominations for sites for new nuclear generating plants in Copeland: at Sellafield, at nearby Braystones and at Kirksanton. A decision is yet to be made as to which sites, if any, will be taken forward. Similarly, the Borough has expressed an interest in hosting a long-term High Level Waste Repository. Decisions on such matters are some way off and are likely to be taken by the recently established national Infrastructure Planning Commission rather than the Council.

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

2.3   The Spatial Vision for Copeland

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

By 2027, Copeland will be economically sustainable, environmentally responsible, beautiful, well-connected, socially cohesive and a place of choice:

***Economically sustainable*: a place which boasts a highly-skilled workforce and has a varied, well connected, sustainable and broad economic base that builds on opportunities, including those presented by the low-carbon and renewable energy sectors and knowledge-based industries;**

***Environmentally responsible*: a place that adapts and responds positively to the challenges of climate change, making the most of the area's abundant natural resources, and where the Borough's green infrastructure and valued biodiversity are protected and enhanced;**

***Beautiful:* a place which is recognised for its outstanding natural beauty, unspoilt natural landscapes and coast; and which draws on its industrial and built heritage and valued biodiversity to create a varied tourism offer;**

***Well-connected:* a place that is well connected, with improved access to sustainable modes of transport, both internally between its key settlements and externally with its neighbouring areas, and where transport networks are enhanced;**

***Socially cohesive:* a place that meets the needs of all sectors of the community, where geography is not a barrier to achievement, and where social infrastructure, well-being, equality (including health) and social mobility are all improved.**

***A place of choice*: where people want to live, work and visit, where sustainable development, investment and successful regeneration have created prosperous towns complemented by vibrant villages, and where there is a mix of good quality homes, a range of jobs, lifestyle opportunities, and equal access to services, reducing the need to travel.**

Strategic Objectives

2.3.2   As well as a Vision, we have developed Objectives which will identify actions we need to take to achieve that Vision. The draft objectives we have prepared are based on those included in the Copeland Borough Council Corporate Plan, the West Cumbria Sustainable Community Strategy, a stakeholder consultation event in November 2008 and feedback received from the Issues and Options consultation during the summer of 2009. The recently published Cumbria Sub-Regional Action Plan 2009-2012 and *Britain's Energy Coast Board Papers* have also informed the broad range and scale of objectives we will need to address.

Objectives for Economic Opportunity and Regeneration

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

Strategic Objective 1

Secure 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

Diversify the rural and urban economic base of the Borough to enable a prosperous mixed economy, including creative and knowledge based industries, specialist engineering, the energy sector and tourism.

Strategic Objective 3

Provide a wide range of modern, high-quality employment sites and premises.

Strategic Objective 4

Promote the vitality and viability of town and local centres.

Strategic Objective 5

Improve educational attainment and skills in the Borough to meet the needs of industry.

Strategic Objective 6

Direct high-end knowledge based employment opportunities towards the Westlakes Science and Technology Park with other employment growth accommodated in the portfolio of sites.

Objectives for Sustainable Settlements

2.3.4   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 and employment.

Strategic Objective 7

Focus major development in Whitehaven, and encourage complementary and additional development in the Key Service Centres of Cleator Moor, Millom and Egremont and local centres where opportunities exist, in line with the RSS sub-area development priorities and strategic infrastructure provision.

Strategic Objective 8

Enable a 'balanced housing market' ensuring that all housing is of good quality, affordable, covers a range of types and tenures to meet people's needs, and is provided in places that people want to live.

Strategic Objective 9

Ensure that settlements are sustainable, accessible and meet the range of needs of their communities.

Strategic Objective 10

Ensure that all new development meets high standards in terms of quality of design, energy efficiency, safety, security and accessibility, relates well to existing development, enhances the public realm and develops locally distinctive quality places.

Strategic Objective 11

Support the sustainability of rural communities

Strategic Objective 12

Maintain a stable and balanced population within communities in the Borough.

Objectives for Accessibility and Transport

2.3.5   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 13

Improve access to employment, services, education/training facilities and the wider countryside on foot, by cycle, public transport and through ICT access.

Strategic Objective 14

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

Objectives for Environmental Protection and Enhancement

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

Strategic Objective 15

Minimise, adapt to and mitigate the impacts of climate change.

Strategic Objective 16

Promote renewable and low-carbon energy production within the Borough.

Strategic Objective 17

Reduce the need for energy and other resources in developments and promote recycling and waste minimisation.

Strategic Objective 18

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

Strategic Objective 19

Conserve and enhance biodiversity and improve green infrastructure in the Borough.

Strategic Objective 20

To protect and enhance the natural resources in the Borough as well as addressing the impacts of former uses.

Strategic Objective 21

To facilitate best use of land to meet the future needs of Copeland communities and local economies.

3 Strategic Policies

3.1 Introduction

3.1.1 This chapter sets out the preferred options for the key Strategic Policies. They provide the overall direction for the emerging policies in this document, and they cut across all themes of the forthcoming Core Strategy. They deal in turn with:

- Principles for development which is sustainable environmentally, economically and socially

- The Spatial Development Strategy: the 'bone-structure' of settlements and movement patterns around which the growth and change of the Borough will be organised; and what that means for the settlements themselves and their role in the hierarchy of places in Copeland

- The Strategic Regeneration priorities, at the key locations where major change will be encouraged and supported by the Council and its partners

- The Infrastructure Strategy, aimed to secure the supporting infrastructure which must accompany development.

3.2 Principles for Development

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

Preferred Options Policy ST1 – Strategic Development Principles

The Strategic Development Principles to inform and underpin the Borough's preferred policies are:

A   Environmental Sustainability

   i)   Encourage development which reduce emissions that cause climate change and adapts to its effects

   ii)   Focus development on sites which are at least risk from flooding or with design measures that minimise or mitigate that risk

   iii)   Reuse existing buildings and previously developed land wherever possible, and direct development away from Greenfield sites, where this is consistent with wider sustainability objectives

   iv)   Ensure buildings in their development and use maximise energy efficiency, minimise waste and maximise recycling

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

vi) **Prioritise development in the main towns where there is land and infrastructure capacity**

B **Economic & Social Sustainability**

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

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

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

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

C **Protect the Borough's valued assets**

i) **Protect and enhance sites and features of nature conservation and biodiversity value, landscapes and the undeveloped coast**

ii) **Protect and enhance the Borough's cultural and historic features in its settlements, countryside and coast**

iii) **Provide and enhance recreational opportunities for the Borough's residents and its visitors**

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

v) **Support the reclamation and redevelopment or restoration of the Borough's vacant or derelict sites**

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

D **Ensure the creation and retention of quality places**

i) **Apply rigorous design standards which retain and enhance locally distinctive places and increases their quality and achieves the efficient use of land**

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

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

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

Reasoning and Choice of Preferred Option

3.2.2   These key fundamental principles provide the essential tests as to how development is to be provided and managed in the Borough, in a way that achieves the Objectives and ultimately the Vision set out in Chapter 2. They will apply to all development proposals.

3.2.3   They draw on a range of options and considerations. The Issues & Options document raised several of the choices involved, such as how to establish principles that balance the need for development and the need to protect environmental assets; and the degree of emphasis to be placed on the main towns within the total amount of new development over the next two decades. Some of the references in that report are noted below.

3.2.3   However, it is very important to note that many of these principles are a local expression of the national, or North West regional, policies which are a requirement on all planning authorities – particularly the key themes laid out in the Government's planning policy statement on sustainable development (PPS1), covering the issues such as the basic principles for the location of development, and the need for better quality design in achieving that development. So the option range in this sense is not as wide as might be thought.

Key Policy Context/Framework/References

- PPS1: Delivering Sustainable Development (2005)

- PPS6: Planning & Town Centres (2005)

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

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

Issues and Options Source

Question 20: which sets out options / approaches to deal with the potential adverse impacts of development on amenity.

Question 21: which set out options for dealing proposals for the development of derelict or contaminated land.

Question 28: which sets out options for managing the distinction between open countryside and the built environment

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3.3   Spatial Development Strategy

3.3.1   The spatial development strategy will be crucial in structuring the Borough's locational planning up to 2027. It seeks to direct development to the most sustainable locations, whilst indicating the scale of development that will be encouraged in other areas of the Borough.

Preferred Options Policy ST2 – Spatial Development Strategy

The preferred Spatial Development Strategy for the Borough is:

A   **Growth assumption: the Strategy is based on a decision to provide for and facilitate growth in the local economy, particularly in the energy sector, accompanied by net growth in jobs and an associated increase in demand for housing and services**

B   **Concentration: development will be located in the Borough's settlements at an appropriate scale, within defined settlement boundaries, in accordance with the Borough's preferred settlement hierarchy as set out in Figure 3.1:**

  i)   **Focussing the largest scale development and regeneration on the Principal Town of Whitehaven and the strategic sites there**

  ii)   **Supporting development reflecting the respective scale and functions of the Key Service Centres of Cleator Moor, Egremont and Millom, and contributing to the regeneration of the town centres**

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

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

  i)   **Energy - nuclear: support for the development of new nuclear generating capacity at Sellafield and for a study of the advantages and disadvantages of the other Copeland locations now proposed, and a willingness to discuss a potential Higher Activity Radioactive Waste Repository in the Borough**

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

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

  iv)   **Employment uses including at the Westlakes Science and Technology Park, those predominantly linked to agriculture or forestry, farm diversification schemes, tourism activities, prisons and the completion of defined allocated or safeguarded employment sites**

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

D   Proportions: the Principal Town and three Key Service Centres are expected to accommodate approximately 80% of all (non-nuclear) development over the plan period, with more detailed figures for each settlement to be defined in the Publication Draft of the Core Strategy.

Figure 3.1: Preferred Option Settlement Hierarchy

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

| | Type and Scale of Development | | |
Classification	Retail & Services	Employment	Housing
Outside settlement boundaries: **All other parts of the Borough, including small villages and settlements and open countryside**	No major retail facilities.	Employment predominantly linked to agriculture or forestry. Farm diversification schemes and tourism uses may be appropriate.	Restrictive approach to all development, with need for rural / non-settlement location to be proven in each case (see 3.3.10-15)

Reasoning and Choice of Preferred Option

3.3.2   **Growth**: the preferred growth assumption is based on the scenarios described in paragraphs 2.2.6-2.2.17, and reflects the Council's preference for a strategy which assumes that the upper end of the economic growth range is possible, and should not be constrained by planning policy.

3.3.3   **Settlements and Hierarchy**: the preferred spatial pattern and settlement hierarchy follows logically from the Vision and Objectives in the previous chapter, and from the Strategic Development Principles (ST1). It concentrates rather than spreads development, to maximise sustainability and opportunity.

3.3.4   Other possibilities were considered: the Issues & Options Report (May 2009) discussed various ways of structuring the future settlement pattern, including reviewing the status of Key Service Centres, Local Centres and villages (Q25), and/or distributing development more or less evenly over the various settlements in Copeland (Q26). The preferred option, above, very much follows the strong guidance in the North West Regional Spatial Strategy (policies RDF1 & 2), which focuses the majority of Borough development in Whitehaven and the three Key Service Centres.

3.3.5   This focussing of development is seen as the way that best exploits opportunities for regeneration, makes the best use of existing development and infrastructure in settlements, and gives opportunities for the enhancement of the quantity, quality and accessibility of new services and facilities. It also helps to promote a more sustainable form of development which can help reduce the need to travel and thus accord with the strategic principle (see Policy ST1) of responding to and mitigating the effects of climate change.

3.3.6   **Proportions:** the Publication Draft of the Core Strategy will state what the expected balance of development between the various locations is planned to be.

At this stage the Council feels that the following proportions of development would be appropriate:

- Whitehaven – 47%

- Cleator Moor – 10%

- Egremont – 10%

- Millom – 12%

- Local Centres – 21%

3.3.7   These are not in any sense definitive, but they give a starting-point. Thus, with an overall strategy of increasing concentration rather than dispersal, it would seem likely that Whitehaven could be the location for at least a half of all new (non-nuclear) development. The three other main towns in the Borough would account for at least 30% more between them, although specific attention will be given to the separate role and function of Millom in its role in serving south Copeland.

3.3.8   An indication of what these preferred proportions would mean in terms of annual house building numbers for different settlements in the Borough is shown in Figure 3.2. These figures also show the range of growth that is planned for in the LDF.

Figure 3.2: Housing Numbers based on the preferred spread of development in the Borough

	Annual Housing Requirement Based on		
Settlement	**RSS**	**RSS plus 10%**	**RSS plus 30%**
Whitehaven (47%)	108	119	141
Cleator Moor (10%)	23	25	30
Egremont (10%)	23	25	30
Millom (12%)	28	30	36
Local Centres (21%)	48	53	63
Total	**230**	**253**	**299**

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

3.3.9   **Settlement boundaries:** these need to be revised in the next stage to develop the Local Development Framework. They will need to reflect the outcome of the response to this Preferred Options consultation, and also inform the production of the Site Allocations document. The Council, at the same time, also proposes to review and amend the extent and purpose of town centre boundaries. The review of site boundaries will be informed first of all by strategic considerations: relating to the role of settlements, the

proportion of development that they need to accommodate in response to development needs, and in turn their role in achieving a network of sustainable and compact settlements. Locally, the review could well involve boundary tightening, where there is significant scope for accommodating development on sites within settlements; in other cases, boundaries may need to be extended at settlements where an appropriate level of development needs to respond to the place's role in offering jobs, shops and other services, and to evidence of development needs. For town centres, too, the review will need to consider which boundaries may need to expand or contract, either to allow for a greater role in providing facilities, or to consolidate existing provision.

3.3.10 **Outside settlement boundaries**: in the countryside and small villages which do not have their own defined settlement limits, development would generally be resisted in principle, as a matter of national policy. It is worth noting that this is an alternative approach to that in the current Local Plan, which identifies the areas outside settlement boundaries as 'open countryside'; an approach which is ambiguous for small settlements outside development limits. The Preferred approach here would give clarity to developers looking for potential sites, and would help to focus development within existing settlements that have defined limits, encouraging development on brownfield sites and preventing sprawl.

3.3.11 Exceptions would be considered where housing is required to respond to proven specific and local needs that may arise in settlements with non-defined boundaries (see Policy SS2 and Policy SS3); or for agricultural workers, where there is a proven specific need (see Policy SS3); or as a replacement of existing dwellings for which there is a specific and local needs (See Policy SS1); or as conversion of rural buildings to residential use (subject to Policy DM13), or in the case of replacement of residential caravans (subject to Policy DM19). In all cases the Council would ensure that any development allowed in these circumstances is retained as such through appropriate occupancy conditions.

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

3.3.13 Activities of these kinds include:

- wind farms, which need clear and open settings

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

- essential agricultural and forestry development

- countryside tourism

- affordable housing and local infrastructure

- development to complete existing major employment sites outwith the settlements

- prisons

- nuclear energy generation, treatment and storage

3.3.14   The Publication Draft Core Strategy will define the categories and considerations more fully.

3.3.15   Without a firm decision on the location of future nuclear generating capacity or a Higher Activity Radioactive Waste Repository, the limits to the development of these potential sites cannot be set out at this stage. The Council's preference, however, is to concentrate rather than spread such activities so far as possible. This leads to clear support for the Sellafield proposal, and a need for further analysis of the additional two locations now proposed (Kirksanton and Braystones).

Key Policy Context/Framework/References

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

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

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

- Copeland Local Plan Policies Dev 1-5 & SVC12 (2006)

- Strategic Housing Market Assessment 2009 (Whitehaven Housing Market Area): Cumbria Sub-Regional Housing Group

Issues & Option Source

Questions 23, 24, 25, 26 27 & 28: which consider what is the most appropriate hierarchy of settlements and how to deal with the distribution of development across the Borough and development in rural areas; also how to manage the distinction between open countryside and the built environment of settlements

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3.4   Strategic Regeneration Priorities

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

Preferred Options Policy ST3 – Strategic Regeneration Priorities

The Council's preferred option for delivering its Spatial Objectives is to prioritise development in the following locations:

A   The Council's preferred nuclear generation site adjacent to Sellafield, but with a thorough examination of the other Copeland sites identified in the Government's November 2009 Draft National Policy Statement on nuclear energy

B   Regeneration sites in Whitehaven's town centre and harbourside, Pow Beck Valley, Coastal Fringe and the Woodhouse/Kells Housing Market Renewal Area

C   Programmes of town centre renewal in Cleator Moor, Egremont and Millom

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

E   Other sites which may be brought forward for priority regeneration schemes

Reasoning and Choice of Preferred Option

3.4.2   The preferred option sets out the key locations that the Council sees as its strategic development priorities, the development of which is considered to be essential for realising the key objectives for growth and regeneration in the Borough.

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

3.4.4   The preferred option for a nuclear generation site to be located near Sellafield reflects preferences expressed in the Issues and Options responses for new capacity to be considered adjacent to existing nuclear sites (i.e. Sellafield) rather than new sites. At the same time it has to be recognised that two additional sites have since been proposed within Copeland by RWE npower and included in the Draft National Policy Statement on nuclear energy (National Policy Statement EN-6). The Council feels that until there is a full assessment of the issues involved with these sites, including all potential environmental and community impacts it would not be sensible to rule them out from the priority list. They are in any event one of the subjects of a consultation by the Department of Energy and Climate Change on National Policy Statements being carried out as

this Preferred Options report is being prepared, and the outcome of all this will inform further development of the Council's Core Strategy.

3.4.5   The preferred option for the development of the other strategic sites mostly reflects the settlement hierarchy in Policy ST2 – concentrating most new regeneration initiatives in the Principal Settlement, Whitehaven and the other Key Service Centres to maximise their benefit to the Borough's population as a whole. None are being put forward for the first time. They have all been previously identified in the Copeland Local Plan or in parallel economic regeneration studies like the Whitehaven Regeneration Programme, the Market Towns Initiatives and, of course, the Energy Coast Masterplan itself. The sites are identified under a Policy ST3 reference in Chapter 8 'Localities'.

3.4.6   As the work on economic regeneration proceeds other sites may be identified for inclusion under this policy in the Core Strategy. This may involve proposals for energy production and associated works (renewables as well as nuclear) or for further diversification of the local economy through knowledge-transfer and other spinoffs from the energy industry or new sector initiatives. The Council feels that it is important to identify and headline these developments to ensure that resources and infrastructure are planned for together with a "big picture" of what the cumulative effects of them will mean, one to another and to local communities. It will also enable a more measured way of organising community benefit from development.

Key Policy Context/Framework/References

- ■ PPS1: Delivering Sustainable Development (2005)

- ■ PPG4: Industrial, commercial development and small firms (1992)

- ■ PPS6: Planning for Town Centres (2005)

- ■ North West Regional Spatial Strategy (RSS) Policies EM16-17, W1-5, DP1-2 & RDF2 (2008)

- ■ Cumbria and The Lake District Joint Structure Plan Policies EM13-14 (2006)

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

- ■ Whitehaven Town Centre and High Street Conservation Areas Character Appraisal (2009)

- ■ West Cumbria Employment Land & Premises Study (2008)

- ■ Copeland Local Plan Policies EMP 1, 5 & 7, TCN 12 & EGY 1-7 (2006)

- ■ A Sea Change: Whitehaven Town Centre Development Framework (2006)

Issues & Options Source

Questions 54, 64, 66, 68, 69 & 70: which look at options for locating employment sites, nuclear power development, local retail centres and potential development sites.

3.5 Strategic Infrastructure Policy

3.5.1 The Council's strategy for infrastructure starts from a recognition that we are no longer in the days when developers made proposals, to which utilities, service providers and the public purse obligingly responded; and that it is now expected that development will contribute to meeting the needs it generates and to helping fill identified gaps.

3.5.2 Infrastructure needed to support the delivery of development is of three main types:

- **Physical infrastructure** – including transport facilities, water supply, foul and surface water and sewage, drainage, waste processing, power supply (gas and electricity)

- **Social infrastructure** – including health and community facilities, schools, sports facilities etc

- **Green infrastructure** – including open space, links between open spaces

Preferred Options Policy ST4 – Strategic Infrastructure Policy

The Council's preferred option for delivering the infrastructure needed for the Borough's development is:

A **The Council will, in assessing development proposals, seek to secure any necessary infrastructure or infrastructure improvements through planning obligations**

B **An Infrastructure Plan will be developed to establish the priority needs**

C **In the specific case of major development, particularly in the energy sector, where the Council is not the determining authority, we will work with developers, Government and the Infrastructure Planning Commission to agree an 'offset package' which ensures that such development contributes fully to the Borough's needs**

D **The Council will apply the following principles in securing infrastructure contributions:**

i) **Development proposals should provide, or contribute to the provision of, facilities, infrastructure, services, and other environmental and social requirements either on or off site, as necessary to make a scheme acceptable in planning terms**

ii) **The nature and scale of any planning requirements sought for this purpose should be related to the type of development, its potential impact upon the surrounding area and, in the case of residential**

> **proposals, the need for developer contributions to the provision of affordable housing (see Policy SS3)**
>
> **iii) Contributions for the initial running costs of services and facilities to secure their medium and long-term viability agreed through appropriate conditions or obligations, where such costs cannot be sustained in the short term**
>
> **E A Supplementary Planning Document on Planning Obligations and Agreements will set out the appropriate range and level of contributions, and matters for which they will be sought**

Reasoning and Choice of Preferred Option

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

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

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

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

3.5.4 The Council is preparing an Infrastructure Plan to support the LDF. It looks at the existing networks of service provision including physical infrastructure like sewerage systems, roads and communication cables, social infrastructure like health facilities and libraries and green infrastructure like sports pitches and parks. The first thing is to establish what capacity problems there are in existing systems, then the existing investment plans by the service providers and then the additional requirements of development envisaged by the LDF. Coupled with conditions on planning consents, Planning Obligations form a significant tool for ensuring that infrastructure is provided and adequately sustained to support new development. They can ensure that development is delivered with adequate infrastructure in place and also that any negative impacts of development can be mitigated.

3.5.5 Given the need to co-ordinate development with infrastructure provision, and to ensure that a fair share of the costs of providing that infrastructure is borne by developers, it is logical and reasonable to require developers to contribute to infrastructure requirements and to help offset the additional pressures that developments create. This may be either through on- or off-site provision of facilities, or through financial contributions. Planning obligations (developer contributions) are normally secured under Section 106 of the Town & Country Planning Act 1990 (as amended). However

care is needed to strike the right balance between maximising community benefit and the risk of the development not taking place.

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

3.5.7 The development of major energy infrastructure, which is to be determined by the Government and the Infrastructure Planning Commission, will also have significant infrastructure implications on the Borough, particularly during the construction of new energy facilities and also to deal with the potential impacts of developments and their operation. The Council will have a major role to play in assessing the impacts of these major developments for the Infrastructure Planning Commission. In part the LDF will provide the 'big picture' of planning for the rest of the Borough and its infrastructure needs. We will also work in partnership with the Government and Infrastructure Planning Commission to agree a "Community Offset Package" to ensure that any development related to major new energy infrastructure benefits the Borough by contributing to its overall regeneration programme.

3.5.8 The Issue & Options report asked consultees about options for planning obligations and for the types of contributions that developers could be reasonably expected to provide. There was a clear preference for continuing the practice of negotiating planning obligations on a case by case basis. In the short to medium term this will continue to be the case, until the Infrastructure Plan is finalised and can assist the Council in making final decisions as to whether planning obligations are agreed via case-based negotiation, tariffs, or a hybrid of both approaches. This further work will inform and develop the details which will be set out in a proposed Planning Obligations Supplementary Planning Document due for completion over the next twelve months.

Key Policy Context/Framework/References

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

- PPS 12: Local Spatial Planning (2008)

- Circular 05/2005: Planning Obligations (2005)

- Copeland Local Plan Policy DEV 7 (2006)

Issues and Options Source

Questions 45 & 46: which refers to the use of planning obligations and of the types of infrastructure that may require development contributions.

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4 Economic Opportunity and Regeneration

4.1 Introduction

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

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

- The Energy Coast

- Space for Economic Development

- Town Centres

- Tourism.

4.2 Planning for the Energy Coast

4.2.1 Three sets of policies are needed to deal with the challenges of the developing energy sector. They cover the nuclear industry (ER1), renewable energy (ER2), and the support and infrastructure requirements associated with them (ER3).

Preferred Options Policy ER1 – Planning for the Nuclear Sector

The Council's preferred option for supporting and facilitating the nuclear sector's contribution to low carbon energy production in the Borough is to:

A Accommodate major nuclear energy expansion, including new generating capacity, at the preferred site immediately to the north of the Sellafield nuclear complex

B Assess the merits and impacts of the additional / alternative sites proposed at Braystones and Kirksanton

C Work with partners to identify whether there is a full safety case, and community support, for locating a nuclear repository for higher activity radioactive waste within the Borough; and if so to agree appropriate location, scale and compensatory measures to ensure that there are no negative impacts on the residents, businesses or image of Copeland (See also Preferred Policy DM5)

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

E **Accommodate any new reprocessing in the nuclear fuel cycle within existing Sellafield site boundaries subject to a full and satisfactory safety case**

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

G **Encourage the relocation of Sellafield workers who are not essential to plant operations on the licensed site to new development sites within the main urban areas of the Borough. Similarly, the Council will expect such jobs created by new nuclear projects in future to be located in this way.**

In applying this policy the Council will seek to ensure that all investment in the nuclear sector is accompanied by appropriate and acceptable offset packages of community benefits and has community support.

Reasoning and Choice of Preferred Option

4.2.2   **Nuclear expansion**: the majority of respondents to the Issues & Options paper agreed that a new nuclear power plant(s) should be considered as part of the mix of energy production in the UK. Alternatives suggested included sites adjoining existing nuclear sites (Sellafield), other sites in Copeland and no plant(s) at all.

4.2.3   The Council's preferred location is land adjacent to Sellafield. The document *Britain's Energy Coast: A Masterplan for West Cumbria* (ECMP, p.2) states that "West Cumbria has major nuclear assets, internationally competitive expertise and skills in a range of related activities, including environmental remediation, engineering and decommissioning." The Council endorses the strategy of building on these strengths, and believes that using land nearest the existing Sellafield site will best reconcile the needs to limit the impact, to concentrate skills and investment, and to reduce the overall need to travel. The Energy Technology & Nuclear Working Paper (2007) endorses sites adjacent to existing nuclear locations as the most obvious location for new plant. The site immediately to the north of Sellafield was also the preferred option identified by the majority of respondents on this issue in the Issues & Options paper.

4.2.4   However, a large proportion of respondents also suggested that other sites should be considered. Two additional sites have been proposed within Copeland by RWE npower and are included in the Government's recent Draft National Policy Statement for Nuclear Power Generation (EN-6). They involve sites near the villages of Kirksanton and Braystones.

4.2.5   **Storage sites**: Copeland has been identified as a potential host to site a facility for the disposal of higher activity radioactive waste through geological means. The Council, together with Cumbria County Council and

Allerdale Borough Council, has expressed an interest in discussing the area's potential for a waste repository with the Government.

4.2.6 The British Geological Survey is to carry out 'Stage 2' high level geological screening to identify any area of the Borough that is suitable for repository siting. This will be followed by consultation on screening results, before a final report is published.

4.2.7 Clearly, any future development related to the nuclear fuel cycle has the potential to impact on the Copeland economy positively, via the provision of employment and community benefit packages, and adversely, via negative environmental impacts and any associated negative 'image' of Copeland. Whilst agreeing in principle to the concept of a repository to reflect the important role of Copeland in the nuclear industry, the preferred option for Copeland in this process is to only accept recommendations for locating a facility if a safety case can be proven and full and fair community benefits package can be agreed to offset any negative impacts. This follows the approach to managing low level radioactive waste established by agreement between the local councils and site operators and the provisions within the County Council's Minerals and Waste Development Framework.

4.2.8 **Decommissioning:** although the decommissioning clean-up of some of the Sellafield plants may take more than fifty years to be completed, the employment impact will be felt much sooner. Previous studies incorporated as background papers for the ECMP, looked at possible job-loss scenarios concluding that there could be a reduction of up to 8,000 jobs by 2018 and that this shake-out could start very soon. The extent and timing of any job-losses from Sellafield will have an extremely significant impact on the local economy and the size of the regeneration effort that has to be undertaken and, the growth assumptions underlying the Council's LDF. It is therefore essential that an up to date jobs forecast comes from the Nuclear Decommissioning Authority and its Sellafield contract-holders, Nuclear Management Partners before the Core Strategy is finalised.

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

4.2.10 It is clear that not all jobs located at the Sellafield site at present are essential to the running of plant and facilities on the site. Many service and back office staff could operate just as successfully within the local towns, where most of them live. Locating these jobs within town centres would then achieve a more sustainable pattern of work places and travel to work,

enable development of regeneration sites within towns and help to support viability and vitality of town centres. This same approach and rationale would apply to any new nuclear and other large scale energy developments.

Key Policy Context / Framework / References

- Draft Overarching National Policy Statement for Energy EN-1 (November 2009)

- Draft National Policy Statement for Nuclear Power Generation EN-6 (November 2009)

- Draft National Policy Statement for Electricity Networks Infrastructure EN-5 (November 2009)

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

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

- Copeland Local Plan Policies NUC1-2 (2006)

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

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

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

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

Issues & Options Source

Questions 64 & 65: options for development of nuclear industry, including the location of new nuclear generation and repository

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Preferred Options Policy ER2 – Planning for the Renewable Energy Sector

The Council's preferred option is to support and facilitate new renewable energy generating, at locations which best maximise renewable resources and minimise environmental and amenity impacts within acceptable limits. Criteria on renewable energy development / generation are set out in Policy DM2.

Reasoning and Choice of Preferred Option

4.2.11   National and regional guidance, in the form of PPS22, and the North West Regional Spatial Strategy (RSS) both require the inclusion of policies in the LDF which promote the generation of energy from renewable sources. Given the aims of the Council and the Energy Coast Masterplan to develop the area as a leading energy and business cluster, whilst maintaining its outstanding natural beauty and environment, we need to ensure our energy policies make a strong and achievable response to climate change obligations while striking a balance between sustainability and economic

objectives. In the future, community scale renewables schemes may become an increasingly significant to meeting local energy requirements. Applications for wind turbines and other renewable energy systems in the Borough merit the inclusion of a policy defining our approach to renewable energy provision.

4.2.12 Low-carbon energy technology was identified in the Government's DTI Technology Strategy (2006) as one of the sectors within its "Key Technology Areas". This is endorsed by the NWDA and by an ADAS report which describes the North West as the region best placed to adopt and harness renewable technologies, focussing on wind energy in the region in particular. The ECMP Technology Working Paper looked at "Future Energy" as an area of potential, and recommended a Technology Innovation Centre in West Cumbria; NWDA point to Renewables Northwest Ltd as a vehicle for developing links between science and industry in the sector. Cumbria Vision have recently received a report on "The Scope for Renewable Energy in Cumbria" which concludes that the county could become a considerable exporter of energy from several renewable sources.

4.2.13 Wind, tidal, and wave energy have particular potential for Copeland, but the report also identifies biomass, hydro, solar and geothermal as sectors with potential in Cumbria. Wind energy is already produced in the Borough to a degree, but not to the extent of areas to the north and in southern Scotland. Wave and tidal energy are a rather less developed technologies at present, but the Borough's 65 km of coastline does include places where both technologies could be located if the siting was right, impacts were minimised and the location was technically and commercially viable. Offshore wind and tidal developments are seen as particularly promising, and there are implications from the recently published draft National Policy Statement on Renewable Energy to take into account in the preparation of the Publication Draft of the Core Strategy.

Key Policy Context / Framework / References

- PPS 22: Renewable Energy (2004)

- Draft Overarching National Policy Statement for Energy EN-1 (November 2009)

- Draft National Policy Statement for Renewable Energy Infrastructure EN-3 (November 2009)

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

- DTI Technology Strategy (2006)

- The Scope for Renewable Energy in Cumbria (August 2009)

- Cumbria Economic Strategy; SAP1 (Energy & Environmental Technologies)

- West Cumbria Spatial Master Plan – Baseline WP1 (2006)

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

- North West Science Strategy (NWDA 2006) – focus on Energy & Environmental Technology

Issues & Options Source

Questions 5, 6, 7, 8: options to reduce reliance on non-renewables; encouragement of renewable energy; reducing impact of low-carbon developments; developers' contribution to sector's expansion

Preferred Options Policy ER3 – The Support Infrastructure for the Energy Coast

The Council's preferred option in relation to supporting energy sector development is to:

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

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

C   Identify potential requirements for temporary accommodation associated with the construction of additional energy generating capacity and associated infrastructure (see also Policy SS3 D); explore potential locations for accommodation which minimise potential impacts and where sites can be fully restored with uses that benefit the Borough; and ensure consistency with strategic objectives. Infrastructure considerations relating to nuclear energy generation and development are addressed in more detail in Policy DM1 below.

Reasoning and Choice of Preferred Option

4.2.14   **Transmission**: an expanded energy generation role will require major investment in transmission capacity so that the power generated can be fed efficiently into the National Grid. Many people regard overhead power lines as environmentally intrusive, and whilst the Council accepts the vital need for this augmented capability, the investment should not be at the expense of the environmental quality experienced by residents and visitors in Copeland. In places, this may require more expensive solutions, such as undergrounding of cables. Routing options involve areas outside the Borough as well, and a number of planning authorities and associated bodies are in discussion with the National Grid about likely issues and this will inform coverage in the submission draft of the Core Strategy.

4.2.15 **Skills development:** the majority of respondents to the Issues & Options Paper, and the Energy Coast Masterplan, suggested a complete package of energy-related strategies to build a critical mass of skills and investment as a key specialism for West Cumbria. As the ECMP points out (p.18), this is a relatively well-skilled sector and it has the potential to offer opportunities for Copeland's young people, provided educational participation levels rise and enterprise training is part of the overall educational offer. The University of Cumbria and Lakes College West Cumbria, together with the county's secondary school provision (particularly the new Academies) will be key to this. We return to the issue of skills and training at the end of this chapter (Policy ER11).

4.2.16 **Temporary accommodation:** it is estimated that the peak requirement during power station construction would be approximately 5,000 workers This could be met partly from local workers in the sector, many of whom already travel outside the Borough to work, and would also draw in workers travelling from surrounding towns daily. But that will still leave a balance, over the peak years at least, of perhaps some 2,000 workers from outside West Cumbria who will need local accommodation but who will leave the area after construction is complete. Further study is therefore needed of numbers, timing, and possible locations for temporary accommodation, but the Council will ensure that the choices for such development are driven by the requirements of Policies ST1 and ST2 to deliver sustainable outcomes.

4.2.17 The Core Strategy submission draft will include proposals based on this work, but the expectation is that the temporary accommodation will be provided within Whitehaven and the Key Service Centres in locations which relate well to transport nodes, especially the railway, assist regeneration programmes and support the viability and vitality of the town centres. The potential for after use of such sites will also be taken into account e.g. the creation of Park and Ride facilities. It is unlikely that a proposal for one large single 'encampment' for construction workers at the development site would be supported.

Key Policy Context / Framework / References

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

- Draft Overarching National Policy Statement for Energy EN-1 (November 2009)

- Draft National Policy Statement for Electricity Networks Infrastructure EN-5 (November 2009)

- West Cumbria Spatial Master Plan – Baseline WP1 (2006)

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

- Sizewell Scoping Report, Royal Haskoning for British Energy (2008) – p.13

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

Issues & Options Source

Questions 64 & 65: options for the development of the nuclear industry

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4.3 Space for Economic Development

4.3.1 All sectors of the economy, from high technology like Nuclear through to more traditional forms of industry, will require a supply of land and premises for development over the next two decades. The Council's policies will seek to meet those needs in a balanced way.

Preferred Options Policy ER4 – Land & Premises for Economic Development

The Council's preferred option is to ensure an adequate supply of land and floorspace for economic development, by:

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

B   De-allocatlng sites considered to be of poor quality and better suited to alternative uses

C   Safeguarding employment areas which are considered to be viable for meeting future economic development requirements and assessing development proposals against criteria in Policy DM3

D   Defining a classification for employment sites with a schedule specifying which sites are to be allocated or de-allocated and whether the proposed function of each site is strategic, general or other

Reasoning and Choice of Preferred Option

4.3.2 The Council is required by Government guidance to make provision for an adequate supply of space for business and economic development: both the supply of land for manufacturing and warehousing, and the availability of employment space in offices in the town centres and outer locations. A joint Copeland-Allerdale study (West Cumbria Employment Land & Premises Study 2008, ELPS) has reviewed the supply and demand for land, and it is clear that even on the most optimistic assumptions about requirements, there is no overall shortage of employment land. Indeed, one of the contributing factors to low land values in this sector may be oversupply, including by the public sector. The issues are more about quality and location, and they are dealt with below.

4.3.3 Some of the surplus available supply in Copeland is a product of historic patterns of industrial development, or of inward investment policy, which may now be out of date. Sites in this category can then be removed from the supply as part of the Site Allocations Plan in due course.

4.3.4   The overall employment land supply position means that the Council can be relatively relaxed about protecting all such stock. Thus policy can focus on protecting viable local businesses from the threat of speculation (for example once the residential market recovers), and on retaining well-located and maintained industrial stock.

4.3.5   As part of investigating the situation on employment land and premises, the joint study considered an option range from retaining all the currently allocated employment land to retaining only a much smaller supply which could theoretically meet the future requirement if annual take-up rates follow recent trends. In order to allow for potential additional demand, including for new high-quality stock and for a choice of locations throughout the Borough, the preferred allocation is in the middle of the range but allows for a selection of sites to be released. Criteria for site selection and the functional classification will also include a measure of their suitability to different market sectors and potential to accommodate business clusters.

4.3.6   This preferred approach is consistent with the feedback received on the Issues & Options paper. The majority of respondents supported an approach to de-allocating sites no longer required or fit for purpose and allowing alternative uses such as housing and retail where appropriate and also that this was on the proviso that the potential additional land requirements of the ECMP were factored into any understanding of employment land requirements over the plan period.

Key Policy Context / Framework / References

- North West Regional Spatial Strategy (RSS) Policies W1-4 (2008)

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

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

- West Cumbria Employment Land and Premises Study 2008 (ELPS) - summary and Chapter 3

- Copeland Local Plan Policies EMP 1, 5 & 7 (2006)

Issues & Options Source

Questions 54, 55 & 56: various approaches to location of employment sites and to de-allocation of sites

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4.4   Quality of Employment Space

4.4.1   As well as the quantity of employment land and premises, it is important that policy encourages the provision of a range of supply in terms of quality. Better quality premises, and better environmental quality in employment areas, could be important factors in supporting economic restructuring in Copeland, especially where the aim is to attract higher value occupiers from outside Cumbria.

Preferred Options Policy ER5 – Improving the Quality of Employment Space

The Council's preferred option for improving the quality of employment provision is to:

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

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

Reasoning and Choice of Preferred Option

4.4.2   This policy is supported by the joint Employment Land & Premises Study (para 6.13) which identifies a need to provide higher quality office space in the area, in order to meet the needs of the nuclear and service sectors. It identifies a lack of quality premises across West Cumbria, and points out that quality supply, when built, has been occupied, indicating user demand.

4.4.2   The joint study also raises the issue of the need for a portfolio of types of premises and sites: a mix including facilities suitable for the development of small and medium sized enterprises associated with the potential identified in the ECMP, and for businesses already in operation who have close supply-chain relationships with the energy sector.

4.4.3   The quality of the environment and public realm is also considered to be an important factor impacting on market attractiveness of sites; again, a point made in the joint study (p.95). The Council's focus will be on a limited number of key locations, but it will also seek more general upgrading of the industrial and employment stock.

4.4.4   Feedback from the Issues & Options paper supports this preferred policy approach. The majority of respondents suggested that in order to increase the uptake of existing employment sites, the Council should support work with owners to improve the appearance of the site through improvements to the public realm, buildings and accessibility. Other suggestions considered included providing shorter term and more flexible lease options, financial incentives and better quality marketing of properties.

Key Policy Context / Framework / References

- PPG 4: Industrial, commercial development and small firms (1992)

- North West Regional Spatial Strategy (RSS) Policies W1-4 (2008)

- Cumbria and the Lake District Joint Structure Plan Policies EM 13-14 (2006)

- West Cumbria Employment Land and Premises Study (2008)

- West Cumbria Employment Land and Premises Study (2008) – Summary & Chapters 6-7

- Copeland Local Plan Policies EMP 1, 5 & 7 (2006)

Issues & Option Source

Questions 53 & 57: which consider the types of employment sites that should be provided across the Borough and the actions that could be undertaken to improve the uptake of existing employment sites.

4.5   Location of Employment

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

Preferred Options Policy ER6 – Location of Employment

The Council's preferred option for locating employment land is:

A   Express a presumption in favour of employment development in the Principal Town and Key Service Centres identified in Strategic Policy ST2. Employment proposals elsewhere, other than those involving 10 employees or fewer, will be required to demonstrate why they could not appropriately be so located.

B   Outside Key Service Centres and Local Centres and the allocated sites, consider smaller scale economic development proposals on their merits and in the light of potential local impact

C   Continue the development of the Westlakes Science & Technology Park as the focus for a knowledge campus of international significance in line with the requirements of Policy DM4 as regards uses and design standards

D   Support proposals for working from home, conversion of space to employment use, and similar localised requirements, providing they comply with other planning policies

Reasoning and Choice of Preferred Option

4.5.2   **Locational focus**: Strategic Policy ST2 sets out a settlement hierarchy which underpins all locational choice in the Borough. Employment location can follow this hierarchy, though it will be modified where activities are of a kind which is not appropriate or a good neighbour in urban/populated areas, or where for example the benefits of reducing car use are outweighed by the impact of frequent lorry deliveries. In general, though, much of the expected employment growth will be of a kind that could be

located in the key centres, and this is the underlying aim. As the ELPS observes (p.94), opportunities in Whitehaven town centre can add to supply but require less land-take; they could also respond to a perceived shortage of quality stock in the centre (ELPS p.65).

4.5.3   In fact, and leaving aside the nuclear sector, the jobs are already strongly concentrated in the towns, as Figure 4.1 shows.

Figure 4.1: Location of jobs in Copeland

Total, Copeland Borough	29,530
Sellafield*	11,938
Total, non-Sellafield jobs	17,412
Whitehaven**	8,694
Egremont	2,444
Millom***	1,715
Cleator Moor	1,114
Rest of Copeland	3,445
* Beckermet Ward ** 7 Whitehaven Wards *** including Haverigg	

Source: NOMIS 2009

4.5.4   Despite a strong focus on Whitehaven, it is important to maintain a geographic spread of employment opportunities, particularly in view of the rural nature of Copeland and consequent accessibility and transport realities. The ELPS (p.94) recommends ensuring that there is adequate employment space to support rural areas, and that places like Cleator Moor and Egremont, which are at risk of job losses in the nuclear sector, continue to be seen as important albeit smaller-scale employment locations. At the same time, the Council recognises the national trend towards more home-based working, and will generally seek not to obstruct proposals which involve work from home, conversions, and similar localised requirements, providing they comply with other planning considerations.

4.5.5   Most respondents to the Issues & Options paper supported this preferred approach to locating employment sites, stating that the geographical spread of land allocations should reflect the settlement hierarchy. There was also full support for encouraging home working in the Borough, because it would provide more flexible working and help boost the local economy; respondents suggested that policy should facilitate the development of live-work units and small scale employment uses in residential areas.

4.5.6 **Westlakes Science and Technology Park:** one special requirement that will be met outside the immediate centre (though within the wider town area) of Whitehaven is the provision of high-quality premises for Research & Development (R&D), and especially inward investment, at the Westlakes Science & Technology Park. The vision for this site is to combine higher and further education, research and production with a specific emphasis on the nuclear and energy sectors. The ELPS (p.100) stresses the importance of maintaining the site's differentiation - as a knowledge-based campus - from other locations: notably Lillyhall, which despite its 'strategic' label is in danger now of becoming a default business location for activities which could perfectly well be located in the town centres (ELPS, p.17).

4.5.7 Respondents to the Issues & Options report also supported the continuation of the Local Plan's use restrictions at Westlakes, so that it could continue as a flagship site for high-value business, attract inward investment, and be complementary to Lillyhall. As part of this approach it will be important to maintain high standards of design and landscaping on the site.

Key Policy Context / Framework / References

- Consultation Paper in New Planning Policy 4: Planning for Sustainable Economic Development (2007)

- PPS7: Sustainable Development in Rural Areas (2004)

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

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

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

- West Cumbria Employment Land and Premises Study (2008)

- Copeland Local Plan Policies EMP 1 & 7, RUR 1, ENV 41-42 (2006)

Issues & Options Source

Questions 59, 60 & Q62: whether working from home should be encouraged, and ways in which this could be supported; plus approaches that could be used to plan for economic opportunity in the rural areas.

4.6 Developing Town Centres & Other Centres

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

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

The Council's preferred option is for development to meet the needs of the area, to be of a scale appropriate to the centre, and not to adversely impact on the vitality or viability of other nearby centres. The purpose of each centre will differ according to its role and function, with objectives to:

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

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

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

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

Reasoning and Choice of Preferred Option

4.6.2   The Council's preferred policy aims to maintain a hierarchy of interconnected, vibrant and inclusive Principal Town and Key Service Centres that are mixed-use hubs for retail, commercial, leisure, civic and housing. This was the preferred approach from feedback received on the Issues & Options paper, which suggested a core set of principles followed by a more tailored strategy for each of the settlement tiers within the Settlement Hierarchy.

4.6.3   Elements of this include concentrating civic uses and service provision in centres of the appropriate scale; promoting mixed-use and multi-purpose centres with a mix of unit sizes and types (including smaller unit sizes) appropriate to the size of each centre; and promoting good design within the centres so as to ensure appropriate and well-integrated spatial layouts which connect to surrounding areas.

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

4.7   Whitehaven Town Centre

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

Preferred Options Policy ER8 – Whitehaven Town Centre

The Council's preferred option is to encourage development in Whitehaven town centre which:

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

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

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

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

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

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

G   **Improves the integration of new and existing development into the urban grain**

H   **Maintains high standards of design consistent with the setting of an Outstanding Conservation Area**

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

J   **Improves the integration and prestige of public transport in the town centre**

K   **Improves the range of activities available to local residents and visitors**

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

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

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

Reasoning and Choice of Preferred Option

4.7.2   The 2009 Retail Study showed that there was need for additional comparison and convenience retail floor space in Whitehaven over the coming years given that it is the Principal Town in the Borough, serves a large catchment area, and has been identified as the main focus for growth and regeneration. Feedback from the Issues & Options report also suggested that Whitehaven should be the focus for development and improvement continuing the strategies begun under the "Renaissance of Whitehaven" banner in the mid-1990s. The preferred option also incorporates the masterplanning work of the Broadway Malyan "Sea Change" reports and the Opportunity Development Sites identified in the Copeland Local Plan which are also the product of extensive consultation and community support.

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

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

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

The Council's preferred option is:

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

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

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

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

   iv)   Development should also accord with Policies DM6 & DM7

B   In the Local Centres and smaller centres:

> **i)** **Maintain the provision of shops and services to ensure they continue to serve their small catchment areas with the basic goods and services.**

Reasoning and Choice of Preferred Option

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

4.8.3 The study did not identify any need for major change to the Borough's retail structure in order to meet future and existing need. It did however suggest that planning for the Key Service Centres should recognise that the retail / service function of these towns is shrinking and should seek primarily to retain their traditional core retail / service areas. Emphasis in policy is therefore on maintaining and enhancing the viability and vitality of their existing centres rather than seeking expansion and growth.

4.8.4 Support for this approach was given in the response to the Issues & Options Paper, where feedback suggested that there should be only limited out-of-town growth and a focus on the retention of the individual identity of each centre, as well as the restoration of traditional shop frontages.

Key Policy Context/Framework/References

- PPS1: Delivering Sustainable Development (2005)

- PPS4: Planning for Sustainable Economic Growth (2009)

- PPS6: Planning for Town Centres (2005)

- Good Practice in Managing the Evening and Late Economy: A Literature Review (ODPM 2006)

- North West Regional Spatial Strategy (RSS) Policies W5, DP1-2 & RDF2 (2008)

- Copeland Local Plan Policies TCN1-14 (2006)

- West Cumbria Retail Study (2009)

- A Sea Change: Whitehaven Town Centre Development Framework (2006)

- Cleator Moor Mini Masterplan (2004)

- Egremont Mini Masterplan (2004)

■   Millom Town Centre Action Plan (2008)

Issues & Option Source

Questions 66 – 72: which consider the most appropriate approach to improve the vitality and viability of local centres; the management of evening and night time economy and the key actions for development n Whitehaven.

4.9   Tourism Renaissance

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

Preferred Options Policy ER10 – Tourism Renaissance

The Council's preferred option for a tourism renaissance is to:

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

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

    i)   Focus large-scale tourist accommodation and attractions in the Principal Town of Whitehaven and develop the town as a base for exploring the tourism attractions of Copeland

    ii)   Allow the Key Service Centres of Cleator Moor, Millom and Egremont to accommodate modest-scale development which takes pressure off more sensitive areas

    iii)   Permit small-scale development within the smaller villages and countryside, if proven necessary to enhance the Borough's existing place-bound assets

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

C   The Council will also focus tourism development on allocated Tourism Opportunity Sites in the following locations:

    i)   Hodbarrow

> | | | |
> |---|---|---|
> | | ii) | **Ehen / Keekle Valleys** |
> | | iii) | **Whitehaven Coastal Fringe** |
> | | iv) | **Lowca Coastal Area** |
>
> **D** **Wherever possible tourism providers will be required to ensure that accommodation and attractions are well connected to other tourist destinations and amenities, particularly by public transport, walking and cycling**
>
> **E** **The Council will work with the Lake District National Park Authority, Cumbria Tourist Board, West Cumbria Tourism Partnership and other tourism organisations in marketing, co-ordinating and managing the development of the Borough's offer and to maximise the benefits of the 'Lake District' brand**
>
> **All tourism related developments should accord with Preferred Option Policies DM9 and DM10.**

Reasoning and Choice of Preferred Option

4.9.2   The Cumbria West Coast Tourism Strategy Draft Final Report (2009) states that there is significant scope for Copeland to maximise opportunities in the tourism sector, capitalising on what makes it unique. Expanding the tourism offer and appeal of the Borough outside the National Park will help to complement the tourism offer of the Lake District, particularly with the coastal asset and the presence of a major heritage town; to offer alternatives to the busiest core locations in the Lakes; and create economic benefit in the rest of Copeland.

4.9.3   Other potential includes growth in the wider business economy, for example in the energy sector, which will also provide an opportunity for growth in tourism. And with day visits currently dominating the tourism sector; there is potential to expand the offer to visitors so that they prolong their stay; and also to develop the weekend and short-break markets.

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

4.9.5   The preferred policy aims to provide potential tourism services and facilities in the most sustainable locations of the Borough, outlining key areas of priority for such development, including Whitehaven and the Key Service Centres. It reflects the two preferred options from respondents to the Issues & Options report, where a number of key tourism opportunity sites

were identified, alongside the suggestion that proposals should be assessed against their impact on the environment and local communities.

4.9.6   Away from the towns, major Tourism Opportunity Sites will provide for larger-scale tourist activities that may not be possible or appropriate in the urban areas. This policy approach will provide flexibility as to the type and location of services and facilities, whilst providing control and focus as to where such activities should generally be located. The Tourism Opportunity Sites include:

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

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

- Whitehaven Coastal Fringe: linking Whitehaven Harbour with Haig Pit and St Bees Heritage Coast

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

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Key Policy Context/Framework/References

- PPS7: Sustainable Development in Rural Areas (2004)

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

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

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

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

Issues & Options Source

Questions 73, 74 & 75: which look at a variety of approaches to support future sustainable tourism development, approaches in relation to tourism accommodation, facilities and attractions and the options to improve the quality of tourism accommodation across the Borough.

4.10   Developing Enterprise & Skills

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

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

4.10.3 The table below shows the ranking of wards in the Borough according to relative socio economic deprivation measures. The rankings are also given in terms of the county as a whole, with 1 being the most deprived. It is significant that 10 of the 30 worst performing wards in Cumbria can be found in Copeland.

4.10.4 The extent of deprivation tends to be masked in the averages by the highly skilled workforce - some of whom may not live in the area, but whose wages and activity levels reflect the impact of the technology sector. Levels of enterprise are low; barriers to enterprise include a lack of skills, confidence, and support services - as well as physical constraints such as distance and slow transport links.

Figure 4.2: Deprivation in Copeland

Ward Name	District Rank	Cumbria Rank (out of 167)
Sandwith	1	3
Mirehouse	2	8
Cleator Moor South	3	14
Frizington	4	15
Distington	5	16
Harbour	6	19
Cleator Moor North	7	21
Egremont North	8	22
Hensingham	9	26
Newtown	10	29
Holborn Hill	11	36
Kells	12	38
Millom Without	13	50
Haverigg	14	51
Egremont South	15	52
Bootle	16	53
Moresby	17	66
Ennerdale	18	68

Ward Name	District Rank	Cumbria Rank (out of 167)
Beckermet	19	74
Arlecdon	20	78
Bransty	21	100
Seascale	22	133
Gosforth	23	137
St Bees	24	146
Hillcrest	25	155

Source: Index of Multiple Deprivation 2007

Preferred Options Policy ER11 – Developing Enterprise & Skills

The Council's preferred option for developing enterprise and skills is to work with its partners to promote and develop the skills and employment opportunities of local people by:

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

B **Ensuring investment in education and training to encourage people to develop the qualifications and skills that will be attractive to new business and vital for new enterprise**

C **Enhance enterprise and entrepreneurship programmes in schools and put in place a programme to increase business start up rates**

D **Further developing the mix of research, education and commercialisation at the Westlakes Science & Technology Park, along with university partners and West Lakes Renaissance**

E **Developing a commercialisation programme with private sector contractors to capitalise on the existing or emerging Intellectual Property that exists at Sellafield**

F **Focussing employment training and initiatives in areas with good access to the strategic road network and where the use of public transport can be maximised**

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

Reasoning and Choice of Preferred Option

4.10.5 Extending and diversifying the Borough's economic base, increasing the number of new business start-ups, tackling worklessness, improving the skills base of Copeland's residents and removing barriers to employment are key objectives and priorities of the Community Strategy and the Energy Coast Masterplan. Although the issue of skills and enterprise was not raised in the Issues & Options report, it is clearly an important part of the package of measures to deliver economic growth and the ambitions of the Energy Coast Master Plan.

4.10.6 The Preferred Policy also promotes a key aim of the ECMP, which is to build on the current nuclear skills as a springboard to a more diverse economy, including through further R&D expansion at the Westlakes Science and Technology Park.

Key Policy Context/Framework/References

- PPS7: Sustainable Development in Rural Areas (2004)

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

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

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5 Sustainable Settlements

5.1 Introduction

5.1.1 Housing is one of the key strategic spatial issues for Copeland: the scale of new housing, where it should be located, the need to improve the quality of both existing and new housing, and with the requirement for the development of a large proportion on brownfield (previously developed) land.

5.1.2 The starting-point for assessing the overall scale of planned new housing development for Copeland is the North West Regional Spatial Strategy (RSS), which sets a target of 4,140 new dwellings for the Borough (2003-2021). As discussed in Chapter 2, various economic development scenarios also help to shape the overall housing provision target for the Borough. Cumbria's Strategic Housing Market Assessment (SHMA), which identifies three strategic housing market areas - Whitehaven, Millom and West Lakes - provides a further important evidence base upon which to allocate future housing requirements.

5.1.3 As well as growing the amount of housing available, there is an important issue for Copeland about improving the range and quality of housing. That means action and policy to affect the existing stock and 'residential offer': to upgrade it in physical terms, but also to move towards a more balanced housing market, where households can find the range of housing types that they need as they move through the various stages of life, without having to leave the area. The Borough's stock is indeed somewhat unbalanced, with more small older terraced properties and fewer larger family homes than modern demand and the changing economy indicates. The Council is working with partners in the fields of Housing Market Renewal and social housing stock to effect this change, and this is reflected in the identification of a 'strategic site' at Woodhouse, Whitehaven where there is scope for the private sector to play an integral part in regenerating the area (see Chapter 8, Whitehaven Locality paragraphs 8.2.9 and 8.2.10).

5.2 Improving the Housing Offer

5.2.1 The strategic development principles set out in Preferred Policy ST1, focus on improving the whole housing offer in the Borough. The preferred policy below sets out how this will be delivered in more detail, with three distinct approaches: improving the existing stock; housing market renewal; and the development of high quality housing. The key focus here is on the strategic policy, whilst the detailed components for dealing with quality of place, sustainable development principles and standards for amenity are set out later in Preferred Policies for Development Management (Chapter 9, Policies DM10 to DM21).

Preferred Options Policy SS1 – Improving the Housing Offer

The Council's preferred option is to seek to improve the Borough's housing offer by:

A   Allocating housing sites and requiring new development to be designed and built to a high quality standard, with regard to the principles established for Place Quality in Policy DM10, Sustainable Development Standards in Policy DM11, and Standards for New Residential Developments in Policy DM12

B   Renovating and improving the Borough's existing housing stock, and enhancing the surrounding residential environment, to meet local housing needs, particularly in the Principal Town, Key Service Centres and Local Centres

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

Reasoning and Choice of Preferred Option

5.2.2   **Standard of New Housing**: the Government has set a target that all new homes should be zero-carbon by 2016, and has developed a Code for Sustainable Homes in order to calculate the sustainability credentials of each new home built. The Code has 6 levels; Level 6 is the equivalent to zero-carbon. National Building Regulations will require new homes to meet increasingly higher levels of the Code between now and 2016.

5.2.3   Other examples of assessing the quality and sustainability of developments are BREEAM standards, which can be applied to all types of buildings, and Building for Life standards for homes and neighbourhoods.

5.2.4   Copeland must set high standards and targets in design and build of new housing to improve the quality of our future housing. Preferred Policies DM10-12 set out in more detail the Council's policy approach to ensure such standards. These policies reflect feedback from the Issues & Options report, which suggested that aspirational targets should be set for the sustainable construction of new buildings, rather than just relying on the Building Regulations, which tend to set minimum requirements rather than aspirations.

5.2.5   **Housing Stock Improvement and Renewal**: several alternative approaches were considered for transforming the housing stock in the Borough. The responses from the Issues & Options Report showed a strong preference for clearance and replacement. On its own, this would not deliver the improvements needed to deliver an improved housing offer. Therefore, the preferred option comprises a mixed approach, where

housing clearance, redevelopment, and improvements to the existing stock will complement the provision of new housing.

Key Policy Context/Framework/References

■ PPS3: Housing (2006)

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

■ Copeland Local Plan Policy HSG 12 (2006)

Issues & Options Source

Questions 31 & 40: which assess various options for setting sustainable construction standards and improving the older housing stock across the Borough.

5.3   Sustainable Housing Growth

5.3.1   The Council must plan for housing growth over the plan period. The sustainable approach is to allocate substantial sites for housing development, to set realistic annual housing supply targets, to define development densities and to have development targets for brownfield land.

Preferred Options Policy SS2 – Sustainable Housing Growth

The Council's preferred option is to plan for future housing growth through:

A   Allocating sufficient land for new housing development to meet residual requirements within the Borough, but allowing for other opportunities that may arise as windfall sites within the key settlements. The Submission Draft of the Core Strategy will provide appropriate criteria for these allocations and windfall opportunities.

B   Allocations will be made in accordance with the following housing targets:

i)   RSS requirement (i.e. 230 per annum)

ii)   RSS plus 10% (approximately 250 per annum)

iii)   RSS plus 30% (approximately 300 per annum)

where the RSS figure is the base level of provision and the sliding scale, incorporating additional sites and phases of development, will allow flexibility to respond to any pressures for further growth that may arise.

C   Setting a minimum housing density, likely to be between 30-40 dwellings per hectare, with detailed density requirements determined in relation to the character and sustainability of the surrounding area as well as design considerations.

D   Seeking to achieve a minimum of 50% of new housing development on appropriate previously-developed 'brownfield' sites, as set out in the RSS. The Council does however aspire to achieve a higher proportion of 60% of housing development on 'Brownfield' land should sites and viability allow.

Reasoning and Choice of Preferred Option

5.3.2   **Housing land allocation**: our housing requirements will be based upon the North West RSS figures, although they will take into account the future economic and spatial growth scenario preferred by the Council as outlined in Chapters 2 & 3. The spatial distribution of new dwellings will be informed by the SHMA and SHLAA studies, and we will designate sites and manage the phased future release of land for housing in our Site-Specific Allocations Development Plan Document.

5.3.3   Various other options for housing growth were considered (see Chapter 2, paragraphs 2.2.10-15). These include a requirement based on the RSS (a flat 230 per annum) and a target based on past rates of house building (180-200 p.a.). Basing the target purely on previous house-building rates would not reflect the aspirational growth agenda set within the Core Strategy. RSS figures could be regarded as a 'minimum' target; setting a figure slightly above that level would therefore take into account a more ambitious agenda for growth and development, whilst recognising that recent rates of house building in the Borough have been below this level.

5.3.4   **Housing density:** it is considered that a minimum density of 30 dwellings per hectare, in line with RSS and national guidance, is required. This would be combined with an approach which considers developments on a site by site basis, rather than a range across settlements in the Borough. This offers more flexibility and would deliver development that is appropriate to its location. An alternative housing density option setting a density range to be applied across the Borough, including criteria as to when higher or lower density rates that would be acceptable was rejected due to the rigidity and uncertainty this option provided both the Council and developers.

5.3.5   **Brownfield development**: we consider that our initial approach of seeking at least 50% of new dwellings on 'brownfield' land is both appropriate and achievable on the basis of current projections and targets set out in the RSS. It also supports our strategy to maximise the regeneration potential of previously-developed land and buildings in the most sustainable locations, such as Whitehaven. The potential to set a higher figure has not been discounted yet; however levels above 50% may be unrealistic due to financial viability, site availability (especially if higher growth rates are achieved) and constraints such as biodiversity. The Council will make a decision on this following the completion of further evidence.

Key Policy Context/Framework/References

- PPS3: Housing (2006)

- North West Regional Spatial Strategy (RSS) Policies DP4 L3 - L4 & Table 7.1 (2008)

- Britain's Energy Coast: A Masterplan for West Cumbria (2008)

- Copeland Local Plan Policies DEV4, HSG 1-4, HSG 8, HSG 12 (2006)

- Interim Strategic Housing Market Assessments for Copeland (2009)

- Copeland Local Development Framework SHLAA First Sieve Report (November 2009)

Issues & Options Source

Questions 29, 33 & 35: options for brownfield land development targets; housing provision targets and housing density

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5.4 Housing Needs, Mix and Affordability

5.4.1   Copeland's vision for housing is to ensure a balanced mix of housing types, tenures and sizes are developed and maintained to provide all residents with a wide choice of good quality and affordable accommodation in attractive, safe and sustainable neighbourhoods, and to support economic development and regeneration objectives. Delivering a mix of high quality housing to meet people's needs and aspirations is a key element in reducing outward migration levels as well as stabilising and then increasing the Borough's resident population.

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

Preferred Options Policy SS3 – Housing Needs, Mix and Affordability

The Council's preferred option is to work with partners to deliver a range and choice of good quality and affordable homes for everyone. Development proposals will be assessed according to how well they meet the identified needs and aspirations of the Borough's individual Housing Market Areas as set out in the SHMA, by:

A   Creating a more balanced mix of housing types and tenure across each of the HMAs. The type, size and tenure of housing required in each of these areas will be outlined in line with the evidence provided in the final SHMA.

B   **Setting affordable housing targets, which will be informed by the Housing Needs Assessment 2010. It is likely that the Council will set out the number of affordable dwellings that are required per annum, alongside a target for affordable housing within new developments.**

C   **Ensuring that housing meets the requirements of special needs groups, for example older people, executives and families, where there is a genuine and proven need and demand in a particular locality. For example, it is likely that additional executive housing will be required within and around the Principal Town of Whitehaven.**

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

E   **Continuing to operate a Rural Exception Site policy approach in rural areas outside the Key Service Centres and Local Centres to provide affordable housing that meets an identified local need**

F   **Working with neighbouring authorities to meet any need for gypsy and travellers sites and to provide greater choice for these groups** (Please see DM20 for further detail)**.**

Reasoning and Choice of Preferred Option

5.4.3   **Housing mix**: the preferred option is to develop a policy where the mix of housing is informed by an assessment of the housing needs of each area. This reflects the feedback we received from the Issues & Options stage. Alternative options included requiring a mix of housing types on all schemes, or requiring a mix of housing types on sites that are over a certain threshold; these are considered too restrictive and not sufficiently responsive to variation in area needs.

5.4.4   **Affordable Housing**: an annual level of affordable housing to be delivered across the Borough will be set according to the developing housing evidence base. The SHMA outlined a possible overall requirement for affordable dwellings per annum across the Borough. Further evidence from the upcoming Housing Needs Assessment 2010 will enable the Council to set a reasonable annual target based on the requirement and deliverability of such housing.

5.4.5   High importance will be placed on requiring developers to provide affordable housing as part of residential developments in order to achieve the annual target, at a level we consider to be reasonable and capable of being achieved. This will be informed by further work on the SHMA, including Affordable Housing Viability studies to help ensure that targets for an affordable housing element are "do-able" and do not create the risk that the overall scheme will not go ahead because the builder is no longer able to make a profit. The further SHMA work will also help us to establish a preferred policy which is likely to be either a set target for all developments over a certain threshold e.g. 10 or more dwellings in Whitehaven and the

Key Service Centres and maybe 3 or more dwellings in the Local Centres; a proportion according to location which will most likely lie between 20% and 30% of the site total; or a proportion that is negotiable on a case by case basis. The Council intends to produce a Supplementary Planning Document on Planning Obligations which will include guidance on the delivery of affordable housing as part of general housing development.

5.4.6 **Rural Exceptions:** PPS 3 sets out the criteria to be taken into account in dealing with rural affordability issues and allows local authorities to develop a Rural Exceptions policy to meet local affordable housing needs. The Council has operated this sort of policy for some years now for small groups in RSL/ Housing Trust schemes or for individuals and the intention would be to retain the existing approach. It applies to all villages in the plan area and proposals must involve:

- Involve a site that is within/immediately adjoins the village and is well related to its built form in terms of scale and character

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

- Be subject the subject of a planning obligation or condition that requires occupation of the dwelling(s) in perpetuity only by households with these same local connections and affordability issues – with fairly tight definitions of the criteria involved

5.4.7 **Gypsies and Travellers**: the Cumbria Gypsy and Traveller Accommodation Assessment (GTAA) identified a need for one residential pitch within Copeland, while the partial review of the RSS suggests a need for zero residential pitches and five transit pitches for Gypsies and Travellers in the Borough over the next ten years. However, the figures for the RSS are given in multiples of five and as a result the Council, in partnership with other councils in Cumbria, is commissioning further work to determine specific local needs of Gypsies and Travellers together with mechanisms to provide sites to meet any needs that are identified. In this way the Council will continue to work with the neighbouring authorities to meet any need for gypsy / traveller sites and to provide greater choice.

Key Policy Context/Framework/References

- PPS3: Housing (2006)

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

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

- Cumbria Gypsy and Traveller Accommodation Assessment (2008)

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

■ Interim Strategic Housing Market Assessments for Copeland (2009)

■ Copeland Local Plan Policies HSG9, HSG11, HSG26 and HSG27 (2006)

Issues & Options Source

Questions 36, 38 and 39: which assess various options for providing housing for particular groups with housing needs; delivering affordable housing; and delivering a mix of housing in the Borough.

5.5   Community Facilities and Services

5.5.1   The provision of community services is essential to the quality of life of residents across the Borough in both urban and rural areas. In order for communities to be successful it is vital that they are well served by a full range of public, private, community and voluntary services. Facilities must be appropriate to people's needs, affordable, accessible to all, and available locally. This reduces the need for people to travel to obtain essential services, particularly benefiting the less mobile and more deprived members of society. This aim flows from the spatial development principles outlined in Policy ST1, which encourage local facilities and services of an appropriate scale to be provided in all settlements.

5.5.2   The range of services and facilities that come under the umbrella of community facilities and social infrastructure can be very wide, and include:

■ Education: primary, secondary, further and higher

■ Health: primary care and acute services

■ Information: libraries, museums and arts / cultural services

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

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

■ Post Offices and shops

■ Leisure: playing fields and sports pitches, sports and leisure centres

■ Emergency Services: police, fire, ambulance

5.5.3   The approach to the delivery of community facilities and services across the Borough is changing, with some elements of decentralisation e.g. the "Closer to Home" initiatives in the health service contrasting with locational

choices being driven by economy of scale-thinking in education (for both further education and Academies).

Preferred Options Policy SS4 – Community Facilities and Services

The Council's preferred option is to seek to ensure that the Borough's communities are well served by a range of community services and facilities by:

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

B   **Providing services and facilities of a scale appropriate to the type and size of settlement with higher level services located in the Principal Town and Key Service Centres identified in the settlement hierarchy to ensure that needs are met in the most effective and accessible way. However, there is a need to provide some facilities and services in specific settlements and for certain groups including:**

        i)   **the need to increase the level of local community facilities, such as community centres, local sport and public open space facilities in some Local Centres and villages**

        ii)   **the need to improve the number and quality of facilities in areas of the Borough which exhibit higher than average levels of socio-economic deprivation – especially as regards health care and fitness facilities where healthy living is an issue**

        iii)   **the need to improve and provide more specific provision for the leisure and recreational needs of older people given the aging population in the Borough**

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

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

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

D   **Allowing for the expansion and / or enhancement of existing community facilities to assist continuing viability, where this may be an issue, particularly in areas where new development will increase the demand for facilities**

E **Where development proposals are likely to increase the requirement for certain community facilities and services the Council will expect developers to contribute to their provision through the exercise of Preferred Policy ST4**

Reasoning and Choice of Preferred Option

5.5.4 **Location of Community Facilities**: maintaining service provision within communities can be an issue, especially within the more remote Local Centres and rural parts of the Borough. One of the key priorities for the Council is ensuring that the right level and quality of services and facilities is provided in each of the settlements across the Borough. Ensuring that there are facilities of a scale appropriate to the type and size of settlement, with higher level services located in the Principal Town of Whitehaven and Key Service Centres identified in the settlement hierarchy. This is considered to be the most sustainable option to ensure that needs are met in the most effective and accessible way.

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

5.5.6 The Council is currently undertaking a Community Infrastructure and Open Space assessment which will look at the current and future requirements of all services and facilities across the Borough, which will support the Council's preferred policy.

5.5.7 **Community Facilities & Services for Specific Groups**: the Issues & Options Paper raised the issue of whether the Council should be making specific provision for the leisure and recreational needs of older people in the Borough. The majority of respondents agreed that this should be a specific consideration; suggestions included bowling greens, community gardens and allotments, and extra facilities for adult education.

5.5.8 An additional question within the Issues & Options Paper looked at how Copeland should maximise the opportunities for people to improve their health and well being. This could be achieved through providing an increase in, and higher level of, health care facilities where health deprivation is highest and where accessibility to such facilities is poor. Respondents suggested that health and well-being should also be improved through other means: for example through providing better quality open spaces, public sports halls, car-free routes for cycling and walking, provision of allotments and an accessible network of health facilities.

5.5.9 **Protection of Community Facilities & Services**: the Issues & Options Paper outlined options that the Council could take to protecting community facilities, which included applying protection policies only in the Principal

Town and Key Service Centres which serve a wider catchment, and/or protecting facilities in all locations. Most respondents who answered this question suggested that they would like to see facilities protected in all locations, to prevent such facilities from development pressures. They also responded that land or buildings belonging to / providing community facilities should be protected from pressure from competing uses unless there is no demand, or sufficient alternative provision. The alternative - making the land and buildings available for other purposes, and letting the market decide - tended to be resisted.

5.5.10 **Developer contributions**: Section 3.5 above outlines the Council's preferred way of managing developer contributions so that the costs of improved or extended services are partly borne by the new development which has increased the need for that service.

Key Policy Context/Framework/References

- PPS1: Delivering Sustainable Development (2005)

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

- Copeland Local Plan Policies SVC1 – 15 (2006)

Issues & Options Source

Questions 48-52: options for protecting community facilities; potential loss of land and buildings for community services and facilities; needs of the ageing population; priorities for funding; maximising opportunities for people to improve their health and well being.

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6 Accessibility and Transport

6.1 Introduction

6.1.1 Many issues relating to transport are regulated outside the realm of land-use planning, and local projects are planned through the Cumbria Local Transport Plan (2006-2011). However, the LDF has an important role to play in supporting delivery of the Local Transport Plan. It can allocate or safeguard land necessary for providing new transport infrastructure. And new development can also deliver transport improvements that address its impact, via planning obligations. Cumbria County Council is currently embarking on a consultation round in preparation for its new Local Transport Plan (LTP3), which will inform coverage of transport policy in the submission draft of the Core Strategy in due course.

6.2 Improving Accessibility and Transport

6.2.1 The Spatial Development Strategy (ST1) relies on new development being in the most sustainable locations, in transport terms. It also requires the transport system to respond in a way which increases choice. Both strands of planning must seek to make walking, cycling and using public transport easier, and to make the car less necessary as a mode of transport, especially for journeys within and between neighbouring settlements.

Preferred Options Policy T1 – Improving Accessibility, Transport and Communications

The Council's preferred option is to support transport improvements that will maximise accessibility by foot, cycle, public transport and car.

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

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

   i)   Whitehaven town centre transport interchange

   ii)   Pow Beck spine road

   iii)   A595 Whitehaven Eastern Relief Road / Bypass

   iv)   A595 Junction improvements

   v)   Improvements to the A5086

Future schemes could include a potential park and ride facility for areas of employment and new development sites, freight transfer facilities, and improvements to the stations, infrastructure and services on the Cumbrian Coast railway.

C   **Better connections will be sought outside the Borough to:**

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

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

D   **Planning obligations for developments at all major new development sites will be sought to maximise their accessibility, especially with improvements to rail and public transport access and their use with Green Travel Plans. Contributions will also be co-ordinated to assist the delivery of the transport priorities for the Borough.**

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

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

G   **Development to assist communications and information technology will be encouraged so long as sensitive sites are protected and all opportunities for the sharing of facilities like masts are taken**

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

Reasoning and Choice of Preferred Option

6.2.2   **Treatment of options**: the Issues & Options report did not, in relation to transport and accessibility, suggest alternative policy options as for other topics. Rather, it asked for issues to be identified, prioritised and agreed. There was broad agreement about the transport-related issues facing the Borough. Strategic road improvements were favoured most of all, followed by public transport, including a new interchange, to improve links to/from and within the Borough. In order to strike a good balance in improving accessibility to meet economic, social and environmental objectives, this preferred option includes a combination of improvements.

6.2.3   **Accessibility to key sites**: given the focus of development and regeneration in the Borough's key towns, where there is most accessibility on foot, cycle and public transport, priority needs to be given to improving transport links that improve this accessibility, and especially by these sustainable modes.

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

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

6.2.6   **Development and transport improvements**: planning obligations will
         have a key role in securing improvements to transport infrastructure,
         especially improvements that will improve and encourage the use of public
         transport and rail infrastructure. The Council will seek to ensure that any
         major new development, especially the delivery of new energy schemes in
         the national interest, will be accompanied by major investment in transport
         improvements. Where possible, developer contributions will also be co-
         ordinated to help deliver the transport priorities for the Borough, and to
         ensure that such improvements deliver long term benefits to communities
         in Copeland. Green Travel Plans will be used to ensure that travel
         demands arising from any major new development - at Sellafield and other
         sites throughout the Borough - will make the best use of existing and new
         public transport infrastructure. The Council will also expect improved
         transport safety and attention to traffic environments to feature in all new
         development proposals.

6.2.7   Further details with regard to assessing the transport impact of
         development and requiring transport improvements are set out in Policy
         DM22, and will be developed further in the forthcoming Planning
         Obligations SPD.

6.2.8   **Parking strategy**: the preferred option also proposes the development of a
         parking strategy, to set out details on how car parking should be provided
         in new developments. The strategy will also focus on the management of
         parking in the Borough. Such a strategy will be linked to applying the
         proposed Development Management Preferred Option Policy DM22, as to
         how developments should meet parking standards.

6.2.9   **Communications/information technology:** the Borough's relative
         geographic isolation must be countered by ensuring that the latest facilities
         for communications and access to information are available for all our
         communities. The Council will always try to assist the development of new
         technologies in this field and help with extensions or upgrading of
         telecommunications, broadband etc. However, this will not be at the
         expense of damage to sensitive areas like high quality landscapes,
         important wildlife sites or Conservation Areas which will continue to be
         protected. Generally it will try to minimise the amount of infrastructure
         required to carry new technologies e.g. by encouraging mast-sharing for
         aerials, antennae and dishes.

Key Policy Context/Framework/References

■ PPG13: Transport (2001)

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

■ Cumbria Local Transport Plan (LTP2) 2006-2011 (2006) and emerging LTP3 (ongoing)

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

■ Sustainable Community Strategy for West Cumbria (2007)

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

■ Copeland Local Plan Policies TSP4-TSP10 (2006)

Issues & Options Source

Questions 76, 77, 78, 82 & 83: which outlined key transport issues, priorities for investment, measures to encourage walking and cycling, and car parking.

7 Environmental Protection and Enhancement

7.1 Introduction

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

- Flood Risk (Preferred Policy ENV1)

- Coastal Management (Preferred Policy ENV2)

- Biodiversity and Geodiversity (Preferred Policy ENV3)

- Built Environment and Heritage (Preferred Policy ENV4)

- Landscape (Preferred Policy ENV5)

- Open Space and Access to the Countryside (Preferred Policy ENV6)

7.2 Flood Risk

7.2.1 Climate change increases the risk of more extreme and intensive weather events like the 2009 flooding in West Cumbria. This brings renewed attention to the issue, to the impact of new development on flooding, and to the vulnerability of existing development to flooding. All development can contribute to flood problems, for example through surface water 'run-off' into drains and rivers; not just new development in areas of high flood risk. It is therefore important that the Council set out its strategic policy on flood risk and management.

7.2.2 Policy ST1 (in Chapter 3) sets out the Council's overall principles for reducing flood risk. The policy in this chapter then develops the strategic approach towards flood risk and flood management, so as to address any flood risk associated with the Borough's strategic development priorities and other developments.

Preferred Options Policy ENV1 – Flood Risk and Risk Management

The Council's preferred option is to ensure that development in the Borough is not prejudiced by flood risk, through:

A   Ensuring that developments on key sites in Whitehaven Town Centre and Harbourside and Pow Beck Valley are designed to address levels of flood risk

B   Ensuring that development elsewhere is located outside areas at risk from flooding

C   Ensuring that new development does not contribute to increased surface water run-off through measures such as sustainable drainage systems

D   Supporting measures to address the constraints of existing drainage infrastructure capacity

E   Support for new flood defence measures to protect against both tidal and fluvial flooding in the Borough

Individual development proposals will be assessed with regard to Development and Flood Risk under Preferred Policy DM23.

Reasoning and Choice of Preferred Option

7.2.3   **Flood risk - general**: the preferred approach follows the sequential test prescribed in PPS25 and RSS, and reflects the majority of responses to consultation on the Issues & Options stage, which favoured ensuring that new development is located outside areas at risk of flooding or is designed to minimise flood damage by incorporating flood resistance measures.

7.2.4   New development should not generally be located where flood risk is unacceptable. The Copeland Strategic Flood Risk Assessment (2007) indicates the areas that are at risk from flooding in the Borough. These are generally tidal areas of the coast, and along stretches of rivers and becks in the Borough, but there are also areas which are at risk as a result of rapid surface-water run-off, restricted sewer capacity, poor drainage maintenance and culverts. The Council may consider removing permitted development rights for homeowners wishing to pave over front gardens in high flood risk areas.

7.2.5   **Whitehaven: balancing flood risk, regeneration and mitigation**: the majority of development opportunities in the Borough are not in areas at risk from flooding. However, some key development and regeneration sites at Whitehaven Harbour, Town Centre and Pow Beck Valley are at some risk of flooding. Development in these locations can be justified as exceptions to the general thrust of flood risk policy, provided that design features sufficiently address levels of flood risk. Such features include raised floor levels, sufficient means of escape and refuge areas.

7.2.6   **Drainage improvements**: as flooding issues in the Borough relate to surface run-off and concerns over drainage capacity, the Council wishes to ensure that new developments, where appropriate, incorporate sustainable drainage measures to minimise surface run-off. Improvements to drainage capacity, whether delivered through developers via planning agreements / obligations or through general infrastructure improvements, will be supported, as will proposals for new sustainable flood defence measures.

Key Policy Context/Framework/References

- ■ PPS1: Delivering Sustainable Development (2005)

- ■ PPS25: Development and Flood Risk (2006)

- ■ North West Regional Spatial Strategy (RSS) Policies DP9, EM5 & EM6 (2008)

- ■ Copeland Local Plan Policy ENV 16 (2006)

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

- ■ Shoreline Management Plan (Ongoing)

- ■ Environment Agency Management Plans (2009)

Issues & Options Source

Question10: which considered appropriate approaches for the mitigation and adaptation to flood risk in the Borough.

7.3 Coastal Management

7.3.1 The complexity of the coast and its ecology requires integrated planning and management, and coordination between Local Development Frameworks and the wide range of plans, strategies and schemes which apply to the coastal zone. Considerable lengths of our coastline remain undeveloped or even remote, and require planning and managing sensitively to retain their character. The coast can, too, act as a stimulus for regeneration through opportunities for growth in coastal tourism and developing and diversifying the maritime economy.

Preferred Options Policy ENV2 – Coastal Management

To reinforce the Coastal Zone's assets and opportunities the Council's preferred option is to:

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

B **Maximise opportunities along the undeveloped coast for tourism and outdoor recreation and exceptionally for energy generating developments, whilst conserving and enhancing its natural and historic assets**

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

D   Work with partners to reduce the risk of coastal erosion or flooding

Reasoning and Choice of Preferred Option

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

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

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

7.3.3   The preferred option retains the current balance of developed and undeveloped coast, whilst allowing for renewable energy development which requires a coastal location. The alternative option was to reconsider the designations in terms of their appropriateness. A review may be necessary if additional nuclear generating capacity is likely to have an impact on the undeveloped coast.

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

7.3.5   **The undeveloped coast**: the approach towards the undeveloped coast is to conserve and enhance its natural and historic assets, and to enable opportunities for an appropriate level of outdoor recreation and tourism. It also has potential for renewable energy generation; whilst there will be general restriction on the undeveloped coast, renewable energy development proposals will be permitted provided that their environmental impacts are carefully assessed against the benefits.

7.3.6   **St Bees Head Heritage Coast:** Heritage Coasts are a national designation of landscape quality and the headland at St Bees is the only Heritage Coast in North West England. It is very important as a bird habitat and hosts an SSSI/RSPB Reserve along the sandstone cliffs. A management plan is long overdue to coordinate activities and initiatives and to ensure that a proper balance is struck between protection and encouraging visitor enjoyment.

Key Policy Context/Framework/References

■ PPS1: Delivering Sustainable Development (2005)

■ North West Regional Spatial Strategy (RSS) Policy RDF3 (2008)

■ Copeland Local Plan Policies ENV7 ,8 ,14 & 15 (2006)

■ Copeland Level 1Strategic Flood Risk Assessment (2007)

■ Shoreline Management Plan 1 & 2 (Ongoing)

Issues & Options Source

Question 11: which considered the alternative approaches for designating areas of the coast as developed, undeveloped or remote.

7.4   Biodiversity and Geodiversity

7.4.1   Habitats and landscapes are important for their biodiversity and geodiversity in their own right, and they also contribute to its appeal to visitors and residents. Striking a balance between protection and enjoyment of Copeland's landscapes and wildlife is a key concern for the Council.

7.4.2   Policy ST1 sets out strategic principles for protecting the Borough's valued assets; while policy ENV3 below outlines how the Council will protect and enhance the features of the Borough which are of biodiversity and geodiversity value.

Preferred Options Policy ENV3 – Biodiversity & Geodiversity

To optimise conditions for wildlife, the Council's preferred option is to implement the Cumbria Biodiversity Action Plan and tackle habitat fragmentation to:

A   Secure and enhance the condition of designated sites

B   Ensure that development incorporates measures to protect any biodiversity interest

C   Improve and extend priority habitats

D   Protect and strengthen populations of priority or other protected species

E   Boost the biodiversity value of wildlife corridors

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

Supporting this approach is Preferred Policy DM24, below, which sets out the detailed approach towards managing development proposals which are likely to have an effect in nature conservation sites, habitats and protected species.

Reasoning and Choice of Preferred Option

7.4.3   A range of alternative options for the protection and management of biodiversity and geodiversity was considered in the Issues & Options Report. The preferred option sets out a combined and proactive approach

to protect and enhance designated sites, wildlife corridors and protected species in the Borough.

7.4.4　　The Cumbria Biodiversity Action Plan (BAP) contains action plans to boost habitats and species in Cumbria. It sets out the parameters by which national biodiversity targets will be met locally. The plan recognizes that the diverse habitats and communities of plants and animals should be conserved not only for their beauty and conservation, but for the value they add to the local economy. It therefore sets out objectives for the protection and enhancement of biodiversity, which are reflected in the Council's preferred policy outlined above.

Key Policy Context/Framework/References

- PPS7: Sustainable Development in Rural Area (2004)

- PPS9: Biodiversity and Geological Conservation (2005)

- PPG15: Planning and the Historic Environment (1994)

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

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

- UK Biodiversity Action Plan (2007)

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

- Cumbria Sustainability Framework (Ref)

- Cumbria Biodiversity Action Plan (2001)

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

- Cumbria Landscape Strategy (1998)

- Community Strategy District Biodiversity profiles?

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

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

Issues & Options Source

Questions 12 & 13: which consider a range of approaches to protect and enhance important sites of landscape, geological or biodiversity value in addition to a range of approaches that could be undertaken to ensure the regulation of new development.

7.5　　Built Environment & Heritage

7.5.1　　This preferred option sets out the Council's approach to enhancing the quality of the Borough's built environment and features of historic value. It

is linked to the strategic principle in Policy ST1 for protecting the Borough's valued assets, particularly its cultural and historic features.

Preferred Options Policy ENV4 – Built Environment and Heritage

The Council's preferred option is to maximise the value of the Borough's built environment and heritage assets by:

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

B   Strengthening the distinctive character of the Borough's settlements, through the application of high quality urban design and architecture which respects this character

Supporting this approach is Policy DM26 which sets out the approach towards development which affects built heritage and archaeology.

Reasoning and Choice of Preferred Option

7.5.2   This preferred option draws upon options considered at the previous stage for retaining features of historic value and for identifying an appropriate approach to enhancing urban design. It stresses the twin need to both protect assets of established heritage value, and to draw on that heritage to create new and improved places of quality and character. Expansion of the approach is set out at Preferred Option Policy DM26.

Key Policy Context/Framework/References

- PPG15: Planning and the Historic Environment (1994)

- PPS7: Sustainable Development in Rural Areas (2004)

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

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

Issues & Options Source

Questions14 & 16: which provide options for retaining features of historic value and enhancing urban design and the quality of public areas throughout the Borough.

7.6   Landscape

7.6.1   Copeland contains some of the most spectacular and famous landscapes in the country, and it is a high priority to ensure that they are protected and enhanced. The strategic policy ST1 includes a principle for protecting the Borough's valued assets, including its landscapes. Policy here develops

the principle into a more detailed approach for the protection of the Borough's landscapes.

Preferred Options Policy ENV5 – Protecting and Enhancing the Borough's Landscapes

The Council's preferred option is to ensure that the Borough's valuable landscapes are protected and enhanced by:

A   **Reviewing designations of landscape importance through landscape character assessments**

B   **Protecting the defined areas of landscape importance from inappropriate change by ensuring that development does not threaten or detract from their distinctive characteristics**

C   **Ensuring that the potential impact of proposals on designated landscapes are minimised through adequate mitigation, preferably on-site**

D   **Supporting proposals which enhance the value of the Borough's landscapes**

Reasoning and Choice of Preferred Option

7.6.2   The issue of landscape designation and protection in the Borough is complex, and is not at present resolved. Much of Copeland is of course within the Lake District National Park. But as was noted in the Issues & Options report, some stretches of landscape which had been identified as being of County Importance were not taken forward via designations in the RSS; whilst the only other heritage landscape designation in the Borough is St Bees Heritage Coast (national designation). This raises a key issue of how landscapes in the Borough are to be protected. Various options were presented in the Issues & Options report, and the preferred option is for development to be regulated on the basis of Landscape Character Assessments, with a consequent policy to regulate certain developments within these sensitive areas. This will ensure that any control expressed through policy will be linked to robust evidence to justify any development decisions that are made. Equally these assessments will help guide and encourage proposals to enhance the value of particular landscapes.

7.6.3   In applying the new policy, the Council will seek to ensure that potential development impacts on landscape character are minimised via adequate mitigation measures. This could include requirements for development proposals to be submitted with landscaping schemes; further details are proposed in Policy DM25.

Key Policy Context/Framework/References

> - North West Regional Spatial Strategy (RSS) Policy EM1 (2008)
>
> - Copeland Local Plan Policy ENV9 (2006)
>
>
> **Issues and Options Source**
>
> Question 12: which asks whether to develop landscape character based assessments
>
> Question 13: which refers to approaches to regulate development that protects and enhances landscapes.

7.7 Countryside Access

7.7.1 Copeland is fortunate not only to contain some of the most beautiful areas of the Lake District National Park but also large areas of pleasant open countryside with good access from the main centres of population. At the same time its towns and villages have important areas of green space within their boundaries which provide recreational utility (parks, play areas and sports pitches are examples), biodiversity interest like the Local Nature Reserve at Millom and contribute to settlement character. The Council is keen to protect and enhance such assets for the enjoyment of our local communities and visitors alike together with the routes which connect them including footpaths, green-ways and cycleways. It will therefore complete an overall audit of open space, recreation areas and access routes as part of the LDF evidence base to assess current provision flagging up any shortfall against national standards and what extra might be needed over the plan period.

7.7.2 In terms of preferred policy it will use ENV6 to protect existing facilities like sports pitches, parks, play areas, allotments etc which will be designated in the Site Allocations DPD and ensure that new development plays its part in improving the extent and quality of green space and access requirements. This policy is allied to the overall approach to infrastructure outlined in section 3.5 and also to other community services and facilities discussed in section 5.5. The Council's proposed requirements for open space and landscaping are set out in Preferred Options Policy DM25

Preferred Options Policy ENV6 – Provision and Access to Open Space and the Countryside

The Council's preferred option is to ensure adequate provision and access to open space and the countryside for residents and visitors by:

A   Protecting against the loss of designated open space within settlements, or of the access routes which connect them one to another and to the main areas of population and to ensure that they are well maintained

B **Setting minimum open space standards for new development in accordance with Preferred Options Policy DM25**

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

D **Identifying potential for the development of a community forest or similar concept**

Reasoning and Choice of Preferred Option

7.7.3 The countryside surrounding towns and villages in Copeland is a valuable resource, in particular for leisure, recreation and tourism. The need to improve access to the countryside has been identified as an issue, and the policy aims to identify opportunities to improve access from the Borough's settlements, for both residents and visitors. This will draw on the Council's Open Space Audit to help identify where access to open countryside can be improved in partnership with other public and voluntary groups alongside projects for interpretation and some carefully sited parking. Developers will also have a key role, especially if development proposals are made on sites which will affect public rights of way.

7.7.4 The preferred option also references the concept of a community forest or similar major countryside resource which could combine some sustainable woodland energy contribution with opportunities for recreation and outdoor pursuits like forest trailing and 'Go Ape' type activities. It is hoped that a broad location may be set out in the Publication Draft's key diagram for such a project but it may be that further discussion and agreement with landowners and other stakeholders will be required before a definitive scheme is formalised and therefore its designation might have to await a later review of the LDF.

7.7.5 Although this is the preferred option, it represents a combination of options outlined in the Issues & Options Report, and none of the alternatives were discounted. They include targeting opportunities for improvements on identified routes and gateways, protecting existing rights of way from encroaching development, and focussing on developing large primary recreational facilities like the Community Forest.

Key Policy Context/Framework/References

- PPS9: Biodiversity and Geological Conservation (2005)

- PPG17 Planning for Open Space, Sport and Recreation (2002)

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

- Cumbria Rights of Way Improvement Plan (2007)

- Copeland Local Plan Policies ENV13 & TSP5 (2006)

■ Copeland Open Space Audit (anticipated 2010)

Issues & Options Source

Question 18: which considers the options for improving access to the countryside to benefit local residents and visitors.

8   Delivering Place-making: Copeland's Localities

The key diagram for development is shown in Figure 8.1 below.

Figure 8.1: Key Strategy Diagram
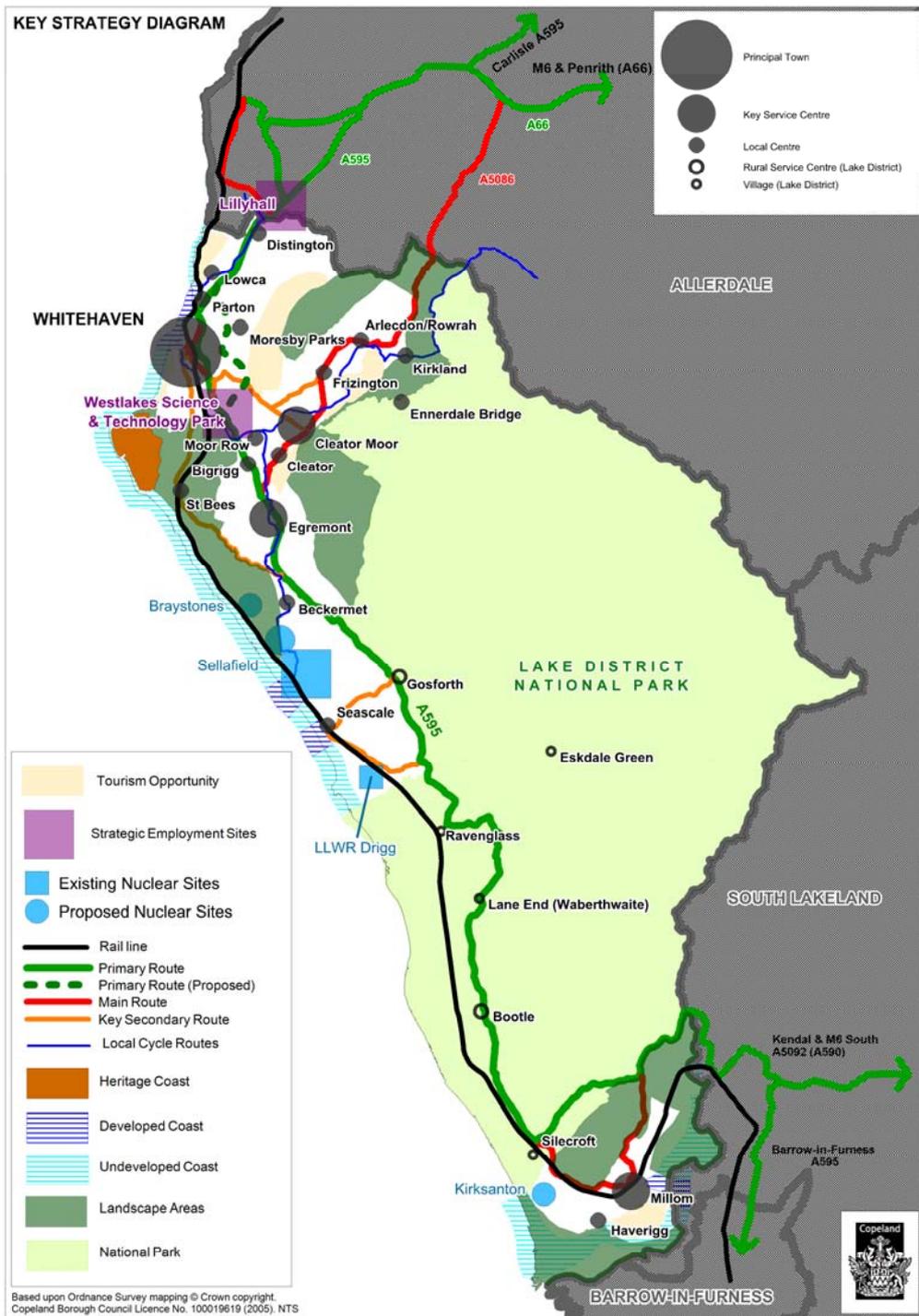
8.1 The Localities in Copeland

8.1.1 Copeland has five main areas or groups of communities known as 'Localities'[1], which are identified as distinctive functional areas having their own particular issues and needs. Generally most public services across the Borough will be delivered through 'locality working' and Local Partnership Agreements, with this approach to place-making considered to be a key spatial planning tool to help deliver sustainable communities.

8.1.2 The five localities are, from north to south:

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

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

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

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

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

8.1.3 An additional 'locality' – **Sellafield** - has been identified for the purposes of the Core Strategy. Although it currently falls within the Mid Copeland and Egremont locality areas, like the five natural localities identified above, it is considered to have it own distinctive character, issues and needs, thus requiring separate consideration.

8.1.4 This chapter summarises the implications for each Locality of the emerging Preferred Options Policies in the previous five chapters. It looks in turn at:

- The Locality Today

- Strategic Policies

- Economic Opportunity and Regeneration

- Sustainable Settlements

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[1] Identified in the West Cumbria Sustainable Community Strategy

- Accessibility and Transport

- Environmental Protection and Enhancement

- Other Plans and Projects for the Locality

8.2   The Whitehaven Locality Area

Figure 8.2: Whitehaven Locality Key Diagram
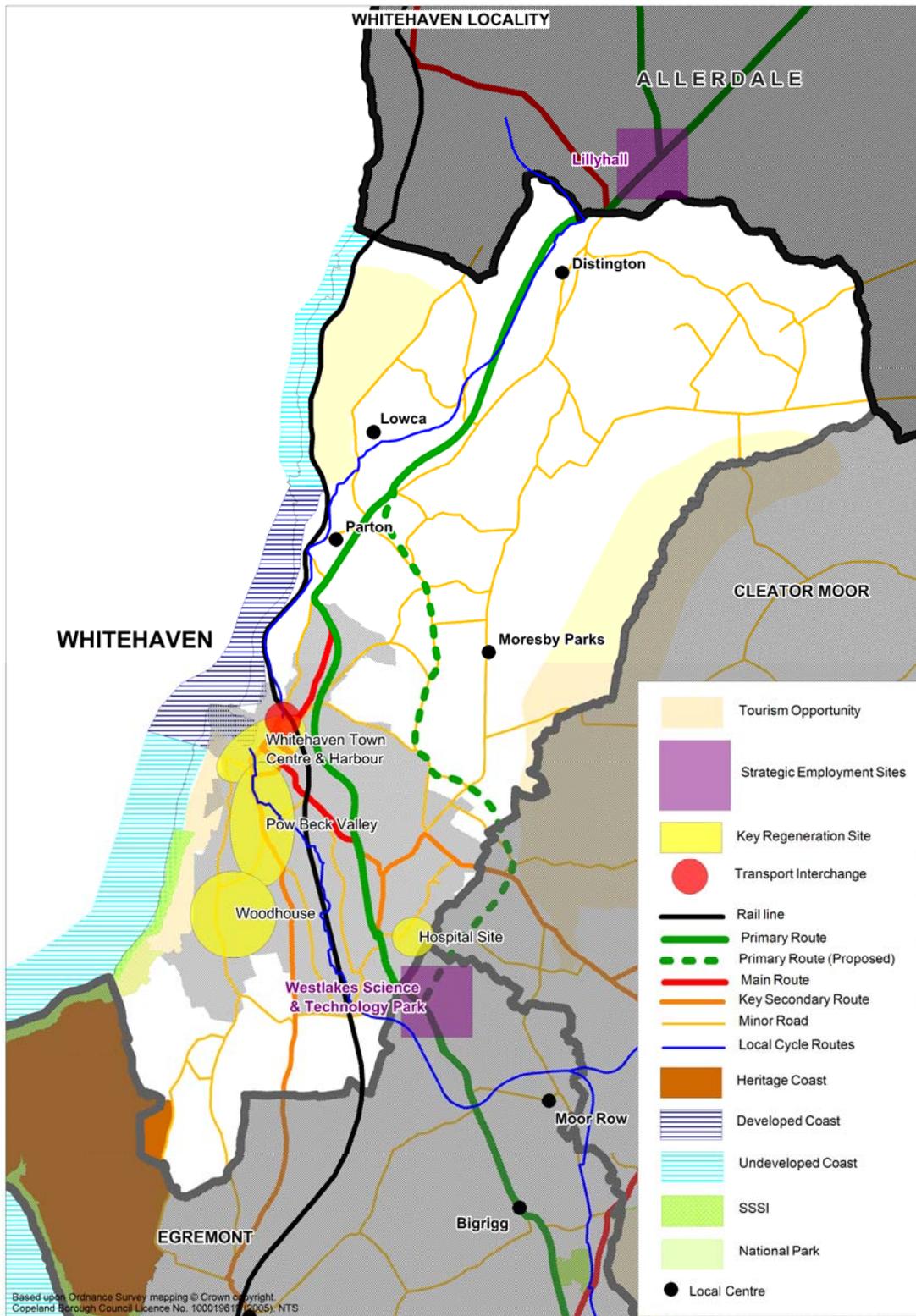
Whitehaven Locality Today

8.2.1   The Whitehaven locality area covers the northern coast of Copeland and includes the wards of Bransty, Distington, Harbour, Hensingham, Hillcrest, Kells, Moresby, Mirehouse and Sandwith. The population of the area is 30,741, of whom 25,500 live in Whitehaven. It is the only locality area within Copeland that does not have land which lies within the National Park Boundary.

8.2.2   The central feature of this locality area is the Borough's Principal Town of Whitehaven, which is based on its Georgian planned town centre and harbour. It is the second largest employment centre in the Borough after Sellafield and a focus for services, commercial activity, retailing etc. Whitehaven was once a manufacturing and mining town with a strong industrial base, but following the closure of most major industry, the area's communities contain some of the worst deprivation in the country.

8.2.3   Over the last few years significant regeneration activity has been taking place within the town and along the coast to help address some of the inherited problems and to capitalise on employment and investment opportunities. As a result Whitehaven harbour has become a successful leisure marina and the town's major employment sector is now retail, with tourism of growing importance. However, despite some development and growth, further opportunity remains.

8.2.4   The other communities in this area to the north are the rather urbanised villages of Parton, Lowca and Distington, now bypassed by Copeland's first dual carriageway road, and the more rural appearing though essentially commuter villages of Low Moresby and Gilgarran. Moresby Parks and Pica were coal mining creations, the former now performing as a suburb of Whitehaven with a large area of new housing and Business Park.

8.2.5   There are some serious health issues together with poor educational attainment, unemployment and crime figures that combine as major indicators of deprivation in some parts of the locality. At present, there is a high dependency on social and private rented accommodation and a lack of good quality, desirable housing of choice.

Implications of Preferred Options on Whitehaven Locality

Strategic Policies

8.2.6   ST2 – Principal Town: Whitehaven.

The largest scale developments will be focussed within the Principal Town of Whitehaven particularly on strategic sites. The Preferred Option sees nearly 50% of all non nuclear-based development taking place in the town.

8.2.7   ST2 – Local Centres:

- Distington

- Lowca/Parton

- Moresby Parks

Minor development reflecting the respective scale and functions which helps to sustain services and facilities and contributes to the regeneration of these settlements is seen as appropriate. As this locality lies outside the National Park Boundary there are no additional Lake District National Park designated Rural Service Centres or Villages.

8.2.8   ST3 – Strategic Regeneration Priorities: include key gateway and harbourside sites in Whitehaven town centre with the following identified as a strategic portfolio of development sites (previous Local Plan site identification numbering in brackets):

- Quay Street Car Park (WTC1)

- Mark House, the former Victorian public baths and the Paul Jones Pub, Strand Street (WTC2)

- Former Bus Depot and Garage, Bransty Row (WTC4)

- Former Bus Station and Works, Bransty Row (WTC5)

- Albion Street North (WTC8)

- Albion Street South (WTC9)

- Former YMCA Building, Irish Street

- Jackson's timber yard and adjoining land, Newtown/Catherine Street (WEOS2)

- Bardywell Lane

- Gough's Car Park, Strand Street/Marlborough Street

- West side of Preston Street (WEOS3)

- West side of Ginns (WEOS4)

- Former Council depot and adjoining land at Ginns (WEOS5 & 6)

Development of these sites will be guided by a new Supplementary Planning Document (SPD) which is shortly to be commissioned by the Council. This will particularly relate to the important design and Conservation Area issues involved. The SPD will be informed by the

Conservation Area Assessment work recently carried out and the Broadway Malyan "Development Framework" (2007). The Council would expect appropriate uses or mixes of use on the sites appropriate to town centre or edge-of town centre locations. These will be primarily office, retail, tourism and/or leisure uses aimed at increasing the commercial performance of the town centre and substantially increasing its employment base. Some additional housing could be incorporated in suitable mixed use developments.

8.2.9   Two other locations feature in the strategic sites list:

8.2.10   Pow Beck Valley – where there is potential for redevelopment of the rugby and football facilities for the town's main clubs in association with a sports village complex, housing and limited commercial redevelopment. An SPD has already been adopted by the Council in this instance.

8.2.11   West Whitehaven – this part of the town incorporates the Woodhouse, Greenbank and Kells Housing Market Renewal Area (which has already seen some regeneration activity in terms of estate improvements, demolitions and new planning consents on brownfield sites) and the Coastal Fringe area between the St Bees Head approaches and South Harbour. This latter area has also been the subject of regeneration projects already but there is a lot of work still to be tackled to deal with the remains of the former Rhodia/Huntsman chemical complex and to rationalise the balance of uses and built area in West Whitehaven generally.

8.2.12   The Preferred Option for delivering the Housing Market Renewal is the continuation of the partnership working between the Home Housing Group – which is the principal Registered Social Landlord in this area and the private sector. A local building firm has already combined its own proposed housing site of 60 dwellings with a development agreement with Home Group to construct an additional 15 replacement dwellings for sale within the Woodhouse estate nearby. This model would seem to offer the best opportunity to achieve the goals of HMR which are to improve housing standards and create real new housing choices. In this way we can hope to manage a re-balancing of the local housing market where a mix of tenures and housing types can be developed together to effect a transformation of a whole neighbourhood in an older part of the urban area.

8.2.13   There is additional brownfield and greenfield land immediately south of the Woodhouse estate which could provide this further opportunity for new housing combined with new neighbourhood facilities including open space, retail and service provision as necessary. The allocation of land here would be conditional upon further legal agreements between private sector developers and RSLs in the neighbourhood to ensure that further redevelopment and improvements within the existing housing estates of West Whitehaven take place at the same time as building on the new allocation with at a similar ratio to the current arrangements. The Council

would expect to control such development via a s.106 agreement allied to a masterplan/development brief.

8.2.14   The former Rhodia/Huntsman or "Marchon" site is still the subject of plans to deal with contamination from previous chemical and coaling activities. There is agreement between the parties looking at these issues that some form of public parkland will be created but that there may be opportunity for some development on part of the site. At the same time the Land Restoration Trust and the National Trust have been working with the Council on projects to improve visitor enjoyment of the coastal fringe strip between the harbour and the site especially in relation to the high quality landscape here and industrial archaeological interest (including the Haig Mining Museum). This whole area has been designated as a Tourism Opportunity Site (ER10) and the preferred option is to combine these approaches: the seaward side to be left open, protected from any hard development along with the created parkland but to allow some limited redevelopment on the east side, beginning with the area occupied by former offices and labs. This development would be for visitor interpretation and facilities but could be large enough to incorporate a major tourism attraction in itself along with accommodation and conference facilities. There would be scope, too, for a small, high quality business park with opportunities for both office and craft-workshops. There are still discussions to be had about these ideas but it is the Council's intention to incorporate a firm proposal for the Coastal Fringe area and the Marchon site in the Core Strategy and also to assess what would be the most appropriate planning document required for its implementation. In this way we would hope to coordinate tourism, open space, business development and HMR in a total regeneration package for the whole of West Whitehaven.

8.2.15   ST3 – Sites prioritised for development in the current Britain's Energy Coast programme:

- Westlakes Science and Technology Park – land already allocated in Local Plan to accommodate further areas of high specification development for research, offices and higher education uses including Uclan

- Whitehaven Hospital £100m redevelopment/refurbishment

- Health Campus (spin off at Westlakes and/or Hospital sites to extend heath related services and initiatives and to encourage new employment clusters)

- Whitehaven town centre transport interchange – a new bus station with car parking facilities adjoining Bransty railway station/Tesco

- Whitehaven town centre hotel – using one of the strategic sites above.

- Albion Square (sites WTC8 & 9) flagship office redevelopment

- Woodhouse/Greenbank/Kells Housing Market Renewal initiative

- Pow Beck Valley Stadium redevelopment and sports village

Economic Opportunity and Regeneration

8.2.16 Support for Energy Coast Infrastructure requirements may well involve a new 400KV overhead electricity connection(s) to the National Grid which could be routed close to existing settlements through the locality with significant impact. Underground or undersea connections are much more expensive and raise technical problems. No overhead route has yet been established but this will depend on the number and location of new nuclear power station(s). There are opportunities for community renewable energy schemes especially within the larger areas of new housing in Whitehaven and there may be potential for some larger renewable generation projects but care must be taken to minimise impact on residential areas or visitor interest.

8.2.17 Temporary contractor accommodation for nuclear new build projects in North Copeland would involve investigating sites in or immediately adjoining Whitehaven. Sites close to the railway and existing stations and/or with good road access and near the town centre or neighbourhood centre would be favoured, particularly where there are obvious after-use benefits in terms of conversion to offices, retail or leisure use or for specialist residential e.g. student accommodation or to provide impetus for a regeneration development site. A park and ride facility may also be appropriate especially if it could provide added value for an existing employment area of the town as well as a nuclear new build project. The Council will be looking at all these possibilities in relation to the developing nuclear new build situation.

8.2.18 The Employment Land and Premises Study has already flagged up a need to improve the quality and marketing of existing sites in the locality like the Whitehaven Commercial Park at Moresby Parks. It has also noted that some poorer quality sites like Furnace Row (Distington) and Red Lonning at Whitehaven should no longer be designated for employment in the Council's future Sites Allocations DPD. Instead we should concentrate on investing in the strategic sites in and around Whitehaven town centre, Westlakes Science and Technology Park and new high quality developments like the former Marchon site. Elsewhere there is a need for a flexible approach including working from home subject to normal protection of residential amenity.

8.2.19 It is hoped to continue the regeneration of Whitehaven town centre which began under the "Vision for Whitehaven" and "Renaissance of Whitehaven" banners. Preferred policy option ER8 sets out the Council's approach including the need to expand the town centre defined boundary to include

the proposed transport interchange. The Retail Study suggests that there is scope for expanding both the convenience and comparison retail floorspace offer in the town by up to 6,500 sq m and 6,000 sq m respectively by 2023 just on the basis of maintaining current market shares – and this in addition to the expected enlargement at the North Shore Tesco store. Also, given the "leakage" of expenditure on comparison goods to other centres like Workington and Carlisle there is an argument to scope for additional retail space but perhaps it will be more important to concentrate on the defence of the retail sector in the short/mid terms, to look at establishing a brand or identity for "Whitehaven Ltd" through marketing and business support initiatives; continued programmes of public realm, access and parking improvements; promoting sites for new leisure development; diversifying the entertainment offer and evening/night-time economy and encouraging niche traders targeting the visitor market. Elsewhere the service role of the Local Centres will be protected as far as possible, along with smaller neighbourhood and village facilities.

8.2.20 Besides the Tourism Opportunity Site identified at Whitehaven there are two other TOS designations in the locality - the coastal area near Lowca where there is a planning consent for holiday development, and along the Keekle Valley where there is public access for quiet enjoyment and recreation with potential for further such initiatives linking in to the Ehen valley. The importance of linkages between the different areas via footpaths and cycleways cannot be overstated.

8.2.21 In terms of skills development and education the locality is well placed between Lillyhall and Westlakes Science and Technology Park and with the largest secondary school provision in the Borough concentrated at Red Lonning/Hensingham. In all cases there is sufficient land available for likely expansion requirements over the plan period. However it will be important to improve access to the sites especially from the more deprived wards like Sandwith and Harbour in Whitehaven and Distington.

Sustainable Settlements

8.2.22 In terms of major schemes for housing improvement the proposed HMR development in West Whitehaven will be the key project but there is scope for other area treatments in the locality, particularly at Distington and in Whitehaven town centre (Harbour Ward) where housing issues are part of a mix of deprivation indicators (Policy SS1C). Elsewhere there are concentrations of pre-1919 housing which still need basic improvements such as at Pica, Parton and Moresby Parks.

8.2.23 The Preferred Option in terms of housing growth is to accommodate between 45% – 50% of the Borough's new dwellings within Whitehaven (SS2) which would equate to between 1,863 and 2,691 dwellings between 2009 and 2027. The individual Local Centres, Distington, Lowca/Parton and Moresby Parks would take a share in the overall Borough allowance

for Local Centres which would mean something in the order of 60-80 dwellings over the plan period for each. However, currently there are 100 dwellings with planning permission at Distington still outstanding and 30 at Moresby Parks, so there is less justification for additional provision in these settlements at the start of the plan period. Other settlements in the locality including Low Moresby and Sandwith, which have hosted significant levels of commuter housing in the past, are not designated as Local Centres because they do not have the service function to support general needs housing development. Only exceptional needs will justify further development in these villages which will normally relate to affordable housing either for individuals or as small groups for a housing trust or RSL.

8.2.24 As at 31st March 2009 the locality has a total of 486 dwellings with planning permission and 357 dwellings allocated in the current Local Plan yet to be developed which totals 843 dwellings committed. At the same time there are 3,550 dwellings in the list of candidate housing sites identified in the SHLAA work to date. This means that there should be no real difficulty in establishing a supply of sites to meet the housing requirement for the locality within Whitehaven and the three Local Centres.

8.2.25 The mix of housing types and the amount of affordable housing to be achieved within the larger developments will be set by the Council in Development Briefs to be prepared for each site. The numbers and percentages involved will be informed by the 2010 Housing Needs Assessment and will reflect local conditions. As noted above, rebalancing housing markets in the Whitehaven Locality means a substantial increase in the supply of larger and more expensive homes as well as some modern affordable housing with different tenure options – including shared equity – to replace old and poor quality social stock. Achieving both these goals will be a fundamental part of the West Whitehaven housing proposals. Household size continues to reduce and there therefore another requirement will be to ensure provision of 1 and 2 person house types within most housing developments, but particularly in and around the town centre. Particular care will be taken as regards siting, design and facilities for older people in housing schemes.

8.2.26 In terms of Community Facilities and Services the key priorities include the refurbished West Cumberland Hospital at Whitehaven, a continuation of secondary schooling facilities at Red Lonning/Hensingham (including Academy requirements) and a general improvement of sports provision in the locality – with the potential for a new North Copeland sports village at Pow Beck Valley. Larger areas of new housing development and regeneration schemes will be expected to make provision for improvements to the area's facilities and services to help create attractive living environments and safe and desirable neighbourhoods.

Accessibility and Transport

8.2.27   The key accessibility and transport priorities for the Whitehaven Locality include the following:

- A new town centre transport interchange

- A new Pow Beck Valley spine road and

- An A595 Eastern Relief Road/Bypass

These schemes and associated improvements are all about encouraging more sustainability and choice in transport options but they will also achieve better connection between principal destinations and new areas of development and regeneration. The new interchange (given sufficient car parking and rail station improvements) and the Pow Beck spine road will improve traffic management and circulation. As a result they will have a huge impact on town centre conditions and help integrate development on new sites in West Whitehaven, Coach Road/Pow Beck Valley, Ginns/Preston Street and the rest of the town centre. At the same time it will be important to keep improving the public realm and traffic environments in the town centre along with facilities for pedestrians and cyclists. The Eastern Relief Road/Bypass would also help improve conditions in the existing urban area of the town, but on a wider agenda would channel access more effectively eastwards to other settlements and connect major traffic generators like Westlakes Science and Technology Park, the Hospital, main secondary schools, the Fire Station and Whitehaven Commercial Park as well as large areas of housing.

Environmental Protection and Enhancement

8.2.28   Environmental priorities for the Whitehaven locality include:

- Balancing the need for development of key regeneration sites in the town centre and Pow Beck Valley against the need to reduce flood risk (ENV1). Promoting the developed coast as most suitable to accommodate new employment, tourism, leisure and associated regeneration schemes (ENV2). The sensitive development and management of the Whitehaven's Outstanding Town Centre and three other Conservation Areas and the preservation of historical features, including the Roman fort at Moresby Church and the harbour (ENV4).

- Maintenance of the town's green corridors and open valley sides, connecting the town centre and housing areas with the urban fringe and surrounding countryside. Protection of the footpath and cycleway networks which provide green links across the locality including their biodiversity value. A reassessment of local

landscape may indicate additional green space and landscape features which should be taken into account in future (ENV5/6).

■ Continuation of the coastal fringe work and reclamation of the former "Marchon" chemical works to create a larger area of open space leading out from the harbour over the St Bees Head Heritage Coast. This includes an undertaking to protect views from the Heritage Coast itself i.e. to guard against inappropriate development in the adjoining coastal fringe area alongside a management plan for the Head (ENV5).

Other Plans and Projects for the Locality

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

8.2.30 The current community plans within the locality are:

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

■ Distington Parish Development and Action Plan 2005-10

8.3 Cleator Moor

Figure 8.3: Cleator Moor Locality Key Diagram
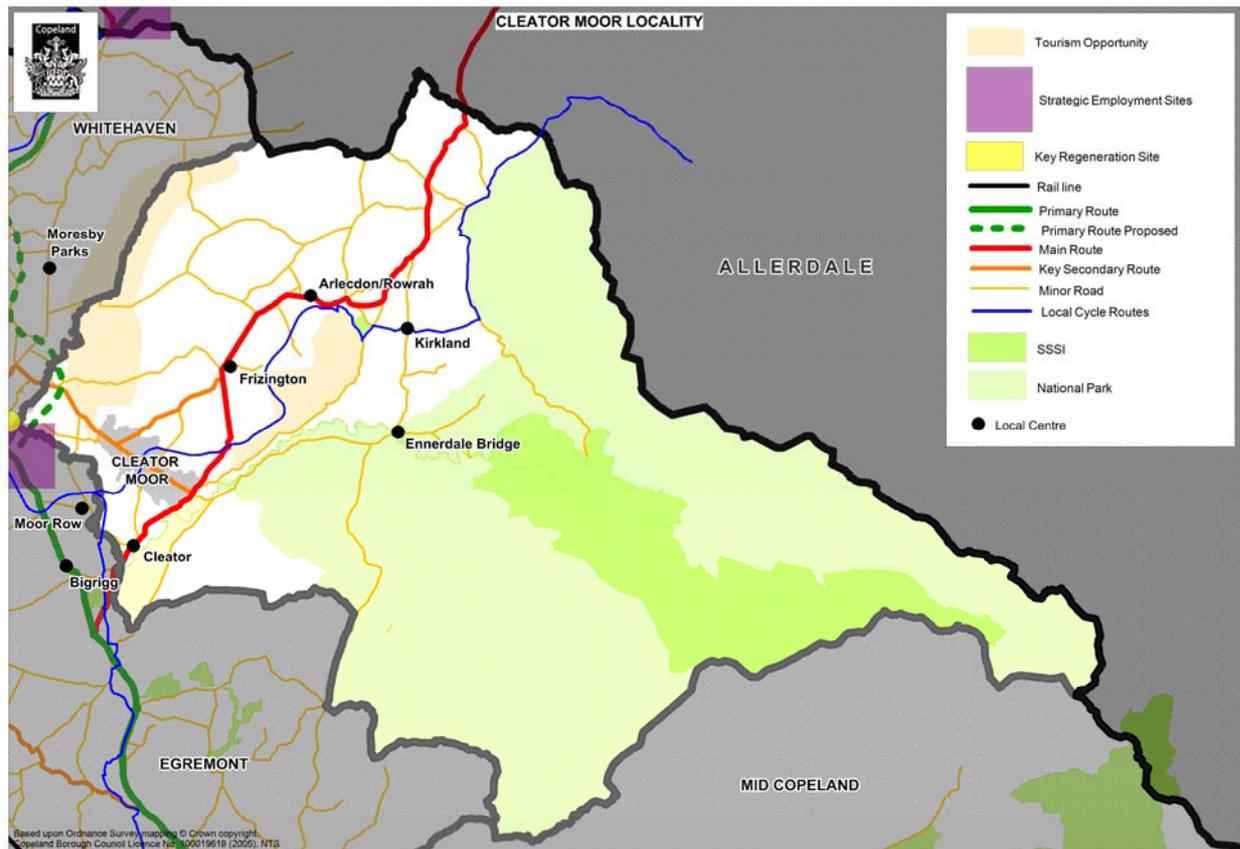
The Cleator Moor Locality Today

8.3.1 The Cleator Moor locality has a population of 12,167 and covers the north-east area of Copeland including the town of Cleator Moor and the wards of Arlecdon, Ennerdale and Frizington. Ennerdale is one of the most sparsely populated wards in Cumbria, whilst Cleator Moor was one of West Cumbria's main industrial towns.

8.3.2 The area is generally rural in nature. Accessibility to other areas of the Borough, and connection to public transport services serving Penrith, Carlisle and the national networks are issues for many residents.

8.3.3 Cleator Moor is the main Service Centre for the locality and was founded on the mining of coal and iron ore, rapidly expanding during the second half of the 19th Century. The decline of mining and associated foundries and engineering has led to long standing economic and social issues in the town and surrounding villages. Since the second world war employment opportunity has been provided by businesses operating at the key sites including the Phoenix Enterprise Centre and Leconfield Industrial Estate in Cleator Moor and the Kangol premises at Cleator Mills and Frizington (the

latter two now defunct). Generally more people from the locality these days work outside its boundaries, with over 50% being employed at Sellafield which is the highest "nuclear dependency" in the Borough.

8.3.4   The quiet Ennerdale valley is one of the Lake District National Park's most treasured places, crowned by Pillar Rock and High Stile, whilst the historic value of Cleator Moor town centre is recognised and designated as a Conservation Area.

8.3.5   Both Frizington and Cleator Moor have areas of high deprivation and the challenges are to improve education, broaden the area's economic base and deal with isolation and inequalities in rural areas. One of the major sustainability issues for this area is an ageing, and predominantly RSL owned, housing stock.

Implications of Preferred Options on Cleator Moor Locality

Strategic Policies

8.3.6   ST2 Key Service Centre - Cleator Moor

The Preferred Option envisages about 10% of the Borough's non-nuclear site development being directed to Cleator Moor – one of 3 Key Service Centres in Copeland. The emphasis will be on retaining a range of existing provision with some expansion of local employment; providing a small range of comparison shopping and moderate local economic development potential. Opportunities may arise in this Key Service Centre for expansion and diversification, with linkages to the nuclear sector and tourism. The settlements' boundaries will also be reviewed in the light of potential for development.

8.3.7   ST2 Local Centres:

- ■ Arlecdon/Rowrah

- ■ Cleator

- ■ Frizington

- ■ Kirkland/Ennerdale Bridge

8.3.8   Minor development reflecting the respective scale and functions which helps to sustain services and facilities and contributes to the regeneration of these settlements is seen as appropriate. Development outside of these locations will be restricted, and will predominantly be for employment/accommodation related to agriculture or forestry, affordable housing, renewable energy developments that are location specific (e.g. wind, wave, tidal, hydro).

8.3.9   At the same time, only a small part of Ennerdale Bridge, west of Croasdale Beck is outside the National Park and therefore within the Council's jurisdiction for planning decisions. Since the National Park Authority has not recognised the remainder of the village as a Local Centre-equivalent (and designated it as a Village to support small scale local needs and affordable housing) it may be that there is less justification for Ennerdale Bridge being accorded this status in the Copeland hierarchy. If so, this also weakens the case for Kirkland which does not have any real service provision of its own.

8.3.10   ST3 includes provision for town centre regeneration and improvement schemes within Cleator Moor town centre as a continuation of the North East Copeland Regeneration programme, including a Local Plan-identified Development Opportunity site on Cragg Road (CTC1) suitable for a range of uses. The Phoenix Enterprise Centre is regarded as a key employment facility where expansion and improvements will be encouraged and the town's main industrial estate at Leconfield Street is also a strategic target for improvement, potentially through a mixed-use redevelopment scheme, although the Council would prefer to see this being achieved without loss of employment space. Indeed, this is the sort of project which could be an appropriate target of an "off-set package" of community benefits put together under ST4 provisions (Strategic Infrastructure Policy).

Economic Opportunity and Regeneration

8.3.11   Preferred Option policy on economic development (Chapter 4) is dominated by the potential in the energy sector. It is expected that this will bring opportunities for additional business development in Cleator Moor which could include further relocation of Sellafield jobs where a Sellafield site is not essential (ER1). There may be potential for renewable energy production in the locality including wind and hydro (ER2) and any National Grid connection programme will undoubtedly have some impact on local communities given available routing options which are close to Cleator Moor in particular and on important landscapes including higher ground within the National Park (ER3). Regeneration and other vacant sites in Cleator Moor could also provide opportunity for temporary accommodation relating to new nuclear power station construction workers. There will be opportunities for office and workshop/warehouse development at Leconfield Street and the Phoenix Centre and encouragement will be given to new business clusters with food processing being particularly appropriate given the wide rural hinterland. Similarly the Council will try to accommodate proposals involving working from home and rural workshops on existing sites like Frizington Road and Rowrah Station so long as no amenity problems are posed (ER6).

8.3.12   It will be important to protect the vitality and viability of Cleator Moor Town Centre, although the 2009 Retail Study suggests that there is unlikely to be justification for an increase in shopping floorspace. Public realm improvements and attention to vacant and derelict properties are needed

as part of a continuing environmental improvement programme along with measures to increase security (ER7/9). There are opportunities to increase the potential for tourism in the locality, especially green tourism associated with the outstanding landscapes and wildlife habitat and perhaps related to the extensive cycleway and footpath networks. Industrial archaeology also offers real growth prospects. Delivery of tourism facilities, accommodation and services will be important. Cleator Moor has a distinct opportunity to capitalise on its location on the edge of the National Park and the Ehen Valley which is designated as a Tourism Opportunity Area (ER10).

Sustainable Settlements

8.3.13   The locality contains a number of small villages and communities where there is need to improve housing quality and standards (SS1). This includes a potential area scheme under HMR provisions in the Dent Road area of Cleator Moor which could be tackled alongside gateway improvements to Ennerdale Road in line with the town's Mini-masterplan proposals. Elsewhere older areas of housing (e.g. in Cleator, Arlecdon and Frizington) will continue to require grant assisted improvement. It will be vital that there is adequate housing available of the right quality, type and tenure and the Preferred Option (SS2) sees 10% of the Borough's overall new housing being accommodated in Cleator Moor i.e. between 414 and 538 dwellings over the period 2009-2027. The Local Centres will each have an average housing allowance of between 60 and 80 dwellings over the same period as part of the overall Borough balance, but subject to existing size and service provision. In this way the allocations at Frizington are likely to be substantially more than Arlecdon. Appropriate percentages of site(s) allocated within Cleator Moor will be set for affordable homes subject to the 2010 Housing Needs Assessment otherwise an "exceptions" approach will operate in the villages for individuals and housing trusts/RSLs. There may also be a need to accommodate a small (up to 5 pitches) gypsy and traveller transit site within the locality (SS3).

8.3.14   In terms of community facilities and services the general provisions of Policy SS4 will apply but given the health issues thrown up in the deprivation indices there are a number of particular sports and exercise initiatives in the locality which may require further facilities (see paragraph 5.5.8).

Accessibility and Transport

8.3.15   The Preferred Option (T1) includes reference to two particular priorities which would be of value to the locality:

■ An eastern relief road or bypass to Whitehaven and

■ Improvements along the A5086 – and there are a number of rural and village stretches where these are needed.

Otherwise the Council will do as much as it can to encourage better public transport links to Whitehaven and national networks and greater use of footpath and cycle networks e.g. by making provision for a parking "interchange" at Rowrah as part of any housing approval on the former railway goods yard. Transport improvements on a range of scales could be elements of a community package of benefits related to new Energy sector construction projects.

Environmental Protection and Enhancement

8.3.16   Environmental priorities for Cleator Moor include the implementation of key environmental and public realm improvements as envisaged in the Mini Masterplan which would make the town a more effective draw for visitors (ENV4).

8.3.17   There is also an emphasis on the protection and enhancement of the landscape, biodiversity and geodiversity within the locality, particularly given its location on the edge of the National Park. There are large areas of landscape quality which need to be reassessed on a relative scale including the high moorland above the River Keekle and the countryside adjoining the National Park between Lamplugh and Ennerdale Bridge (ENV5/6).

Other Plans and Projects for the Locality

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

8.3.19   The current community plans within the locality are:

- NE Copeland Neighbourhood Action Plan

- Cleator Moor Mini Masterplan

- Arlecdon and Frizington Parish Plan

- Cleator Moor Town Council Plan

- Ennerdale and Kinniside Parish Plan

- Lamplugh Parish Plan

- Weddicar Parish Plan

8.3.20   These will be updated over the next fifteen years.

8.4 Egremont

Figure 8.4: Egremont Locality Key Diagram
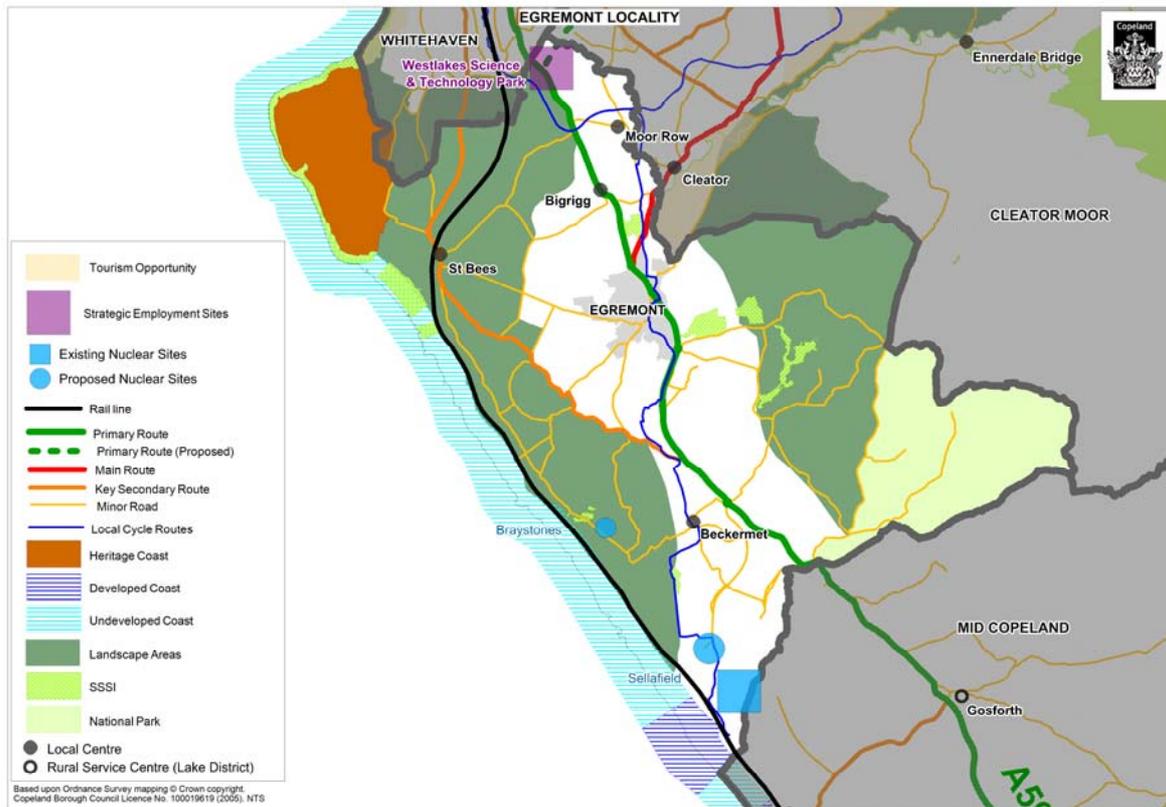
The Egremont Locality Today

8.4.1 The Egremont locality area is made up of the wards of North Egremont, South Egremont, Beckermet and St Bees, and contains around 12,000 residents. It extends over 12 miles of coastline which include the imposing cliffs of St Bees Head and a small portion in the south east of the locality lies within the Lake District National Park.

8.4.2 The main service centre and the historic capital of Copeland is the traditional compact market town of Egremont. The town is overlooked by 12th century castle ruins and nestles along the banks of the River Ehen. From 2006 – 2009 Egremont was the subject of a Market Town Initiative (MTI) aimed at stimulating economic regeneration by improving the townscape and public realm, tourism and cultural development, encouraging investment and creating jobs, business growth and skills development.

8.4.3 Outside of Egremont, the locality area includes a number of smaller communities within its dramatic coastal landscapes and rolling countryside. St Bees, for example, is a largely rural village and a popular commuter settlement for those who work at the Sellafield site and in the nearby towns

of Whitehaven, Workington and Egremont. It is also an area which attracts tourists.

8.4.4　The majority of the working population in this locality works within the nuclear sector at Sellafield. In terms of the housing offer, the town of Egremont is dominated by social rented housing, with increasing new private developments. There is little in the way of good quality executive housing although this is available in surrounding villages such as Beckermet, St. Bees, Haile, and Wilton. Consequently, across the area, house prices are generally above average.

Implications of Preferred Options on Egremont Locality Area

Strategic Policies

8.4.5　ST2 Key Service Centre: Egremont

The Preferred Option envisages about 10% of the Borough's non-nuclear site development being directed to Egremont – one of 3 Key Service Centres in Copeland. the emphasis will be on retaining a range of existing provision with some expansion of local employment; providing a small range of convenience and comparison shopping and moderate local economic development potential. Opportunities may arise for expansion and diversification, with linkages to the nuclear sector and tourism. The settlements' boundaries will also be reviewed in the light of potential for development.

8.4.6　ST2 Local Centres:

- Beckermet

- Bigrigg

- Moor Row

- St Bees

In these settlements minor development reflecting the respective scale and functions is seen as appropriate especially where it can help to sustain services and facilities and contribute to regeneration.

8.4.7　Development outside of these locations will be restricted, and will predominantly be for employment/accommodation related to agriculture or forestry, affordable housing, renewable energy developments that are location specific (e.g. wind, wave, tidal, hydro). A small part of the Egremont locality is located within the Lake District National Park. However none of this area contains any designated Rural Service Centres or Villages to accommodate development within the National Park. As a result all development will be focussed within the Copeland LDF area.

8.4.8   ST3: New nuclear power stations have been proposed at two sites within this locality, with one north of the existing Sellafield site and another near Braystones. The decision as to whether one or both of these sites are approved as suitable for development will be taken by the Government. Even so, any approvals will affect the level of development required in the locality and the Borough as a whole. Those proposing to develop the site north of Sellafield claim that work to begin constructing the new nuclear power plant could begin as early as 2015 and continue until 2021/23.

8.4.9   ST3 includes provision for regeneration and improvement schemes within Egremont town centre as a continuation of the Market Towns Initiative programme including a Local Plan-identified Employment Opportunity Site on Chapel St/Ehen Court Road (EOS1) suitable for a range of uses. The Bridge End industrial estate is regarded as a key employment facility where expansion and improvements will be encouraged.

Economic Opportunity and Regeneration

8.4.10   Preferred Option policy on economic development (Chapter 4) is dominated by the potential in the energy sector. It is expected that this will bring opportunities for additional business development in Egremont which could include further relocation of Sellafield jobs where a Sellafield site is not essential as well as opportunities arising from decommissioning (ER1). There may be potential for renewable energy production in the locality including wave power (ER2) and any National Grid connection programme will undoubtedly have some impact on local communities given available routing options which are close to Egremont and all the Local Centres and on important landscapes including higher ground within the National Park (ER3). There are also a number of vacant sites and sites suggested for housing or employment use in the longer term which could provide opportunities for temporary accommodation relating to new nuclear power station construction workers. The Bridge End industrial estate and its expansion land adjoining St Thomas Cross are an important part of maintaining quality employment sites locally near Sellafield, and the Beckermet Estate will still provide limited expansion potential for less neighbourly businesses (ER4).

8.4.11   It will be important to protect the vitality and viability of Egremont town centre and the 2009 Retail Study suggests that there is potential for a 320 sq m increase in convenience floorspace over the period to 2023. Egremont is also seen as performing well as a comparison shopping destination and a 1,575 sq m increase in comparison floorspace is suggested subject to reasonable growth in the tourism sector. Public realm improvements and attention to vacant and derelict properties are needed as part of a continuing environmental improvement programme which may involve a grants initiative (ER7/9).

8.4.12   There are opportunities to increase the potential for tourism in the locality, especially green tourism associated with the outstanding landscapes and

wildlife habitat and perhaps related to the extensive cycleway and footpath networks. There are important Stone and Iron Age sites, a rich medieval history to tap into and more recent industrial archaeology that offer real growth prospects, particularly with standing "remains" at the Castle, Florence Mine and St Bees Priory. Delivery of tourism facilities in line with this will be important both for accommodation and services. Like its neighbour, Cleator Moor, Egremont has a distinct opportunity to capitalise on its location on the edge of National Park and within the Ehen Valley which is designated as a Tourism Opportunity Area (ER10). Town centre improvements will help to strengthen cultural and tourism opportunities and there is also potential in Egremont, and especially St Bees for accommodation and facilities catering to activities within the undeveloped coast. Any further expansion of holiday chalet development, however, will be strictly controlled at St Bees, Braystones, Nethertown and Coulderton.

8.4.13   The local labour force will be equipped for future employment opportunities, particularly in relation to opportunities arising from the decommissioning of Sellafield and future nuclear and other energy based industries (ER11). The location of West Lakes Academy in Egremont is an important element in this drive and the Council will ensure that the Academy's planning needs continue to be met.

Sustainable Settlements

8.4.14   Improvement initiatives may be required in older housing areas both in Egremont (e.g. Castle Croft, Brisco Mount) and the villages (SS1). It will be vital that there is adequate housing available of the right quality, type and tenure and the Preferred Option (SS2) sees 10% of the Borough's overall new housing being accommodated in Egremont i.e. between 414 and 538 dwellings over the period 2009-2027. The Local Centres will each have an average housing allowance of between 60 and 80 dwellings over the same period as part of the overall Borough balance but subject to existing size and service provision. Appropriate percentages of site(s) allocated within Egremont will be set for affordable homes subject to the 2010 Housing Needs Assessment otherwise an "exceptions" approach for affordable dwellings will operate in the villages for individuals and housing trusts/RSLs. The need to rebalance the overall housing market means that some of the sites allocated will need to accommodate more expensive, "Executive" housing which will require attractive locations and high quality building standards. There may also be a need to accommodate a small (up to 5 pitches) gypsy and traveller transit site within the locality (SS3).

8.4.15   The focus will be to retain services in villages, while trying to improve them in Local Centres.

Accessibility and Transport

8.4.16   The Preferred Option (T1) includes reference to three particular priorities which would be of great value to the locality:

- An eastern relief road or bypass to Whitehaven

- Junction and other improvements along the A595 and

- Improvements along the A5086.

T1 also makes reference to future use and improvements to the Cumbrian Coast railway which would also benefit the locality with 4 stations involved. Additional facilities like park and ride sites will be necessary to achieve greater use of the line especially in terms of Sellafield traffic. Otherwise the Council will do as much as it can to encourage better public transport links to Whitehaven and national networks and greater use of footpath and cycle networks. Transport improvements on a range of scales could be elements of a community package of benefits related to new Energy sector construction projects.

Environmental Protection and Enhancement

8.4.17   There are areas of flood risk in the town associated with Skirting Beck and sections of combined sewerage where surface water run off can cause occasional problems. There have been localised problems at St Bees, too. All these will be taken into account in the choice of location for development in accordance with ENV1. The natural and historic assets of the undeveloped coast will be conserved (ENV2). Care will be especially necessary where erosion is an issue along the footpath over St Bees Head and alongside the golf course and the coastal margins to the south. The Heritage Coast is a unique asset which requires a management plan to set out a detailed protection and interpretation programme. This may include new carefully designed and landscaped access and parking facilities.

8.4.18   Environmental priorities for Egremont include the implementation of key environmental and public realm improvements as envisaged in the Mini Masterplan which would make the town a more effective draw for visitors (ENV4). It will also be important to maintain the integrity of the three Conservation areas in the locality at St Bees, Beckermet and Egremont town centre and important heritage sites (see 8.4.12 above).

8.4.19   There will be a need to reassess the landscape value of the coastal strip between the St Bees valley and Sellafield and the large open area east of the River Ehen and flanking the National Park between Dent and Calderbridge (ENV5). The value of environmental and cultural assets including the river corridor and Egremont Castle ruins will be maximised along with the footpath and cycleway links into the countryside. The Council would like to investigate the potential for a large area of woodland

– a community forest – which could provide a valuable resource for leisure and energy/crafts whilst providing a counter balance to any large scale energy construction and associated infrastructure works. The area south of Egremont and moving into the Mid-Copeland locality area could offer an opportunity for this sort of long-term project merging into areas of existing woodland at Haile and Ponsonby and along the Calder (ENV6).

Other Plans and Projects for the Locality

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

8.4.21   The current community plans within the locality are:

- Egremont mini Masterplan

- Egremont MTI

- Haile and Wilton Parish Plan

- St Bees Parish Plan

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

8.5 Mid Copeland

Figure 8.5: Mid Copeland Locality Key Diagram
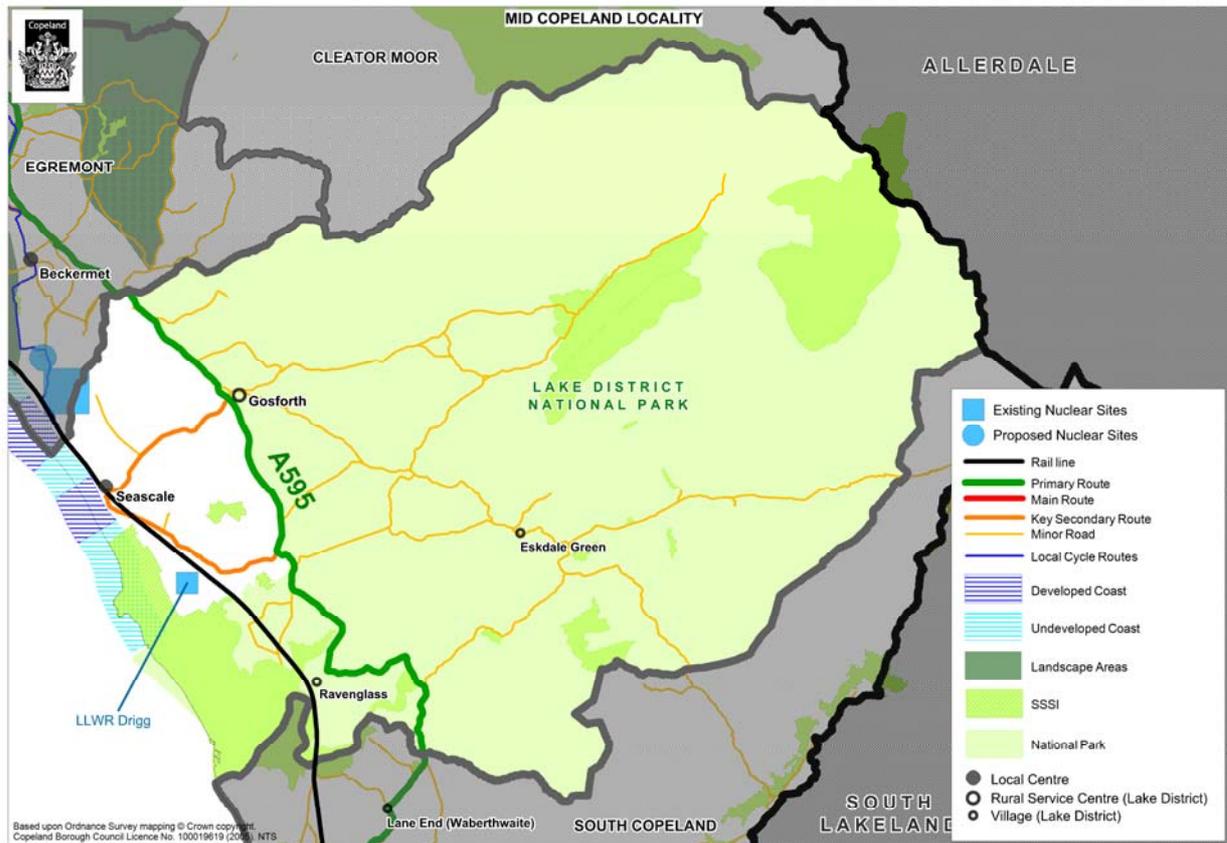
The Mid Copeland Locality Today

8.5.1 The Mid Copeland locality includes the parishes of Drigg and Carleton, Eskdale, Gosforth, Irton with Santon, Muncaster, Ponsonby, Seascale and Wasdale. It is the most rural of all the localities combining a variety of coastal landscapes between Sellafield and Ravenglass to the west with the dramatic Wasdale and Eskdale valleys and the central Lake District mountains to the east. Most of the locality lies within the National Park, which produces its own LDF, and the majority of the 4,570 people who live here are concentrated in the two main settlements of Seascale and Gosforth. On the surface of things it is a fairly affluent population, with high incomes and a higher than average concentration in the older age brackets living in generally more expensive and larger properties. Nevertheless, there are pockets of rural deprivation and transport difficulties, especially in the more isolated parts of the locality.

Implications of Preferred Options on the Mid Copeland Locality

Strategic Policy

8.5.2   ST2 Key Service Centre: None in the locality but Egremont tends to perform this role for the most part

8.5.3   ST2 Local Centre: Seascale

This is the largest service centre with a primary school, doctors' surgery, library and railway station as well as a small range of convenience and comparison shopping. The Council will look at the potential for some general needs housing allocations here for the locality.

8.5.4   Gosforth also provides a limited service function which is recognised in the National Park Authority's designation as a 'Rural Service Centre' able to accommodate modest expansion. Ravenglass is the only other sizeable settlement and, together with Eskdale Green, is classed by the NPA as a 'Village' suitable for local needs housing.

Economic Opportunity and Regeneration

8.5.5   The preferred option policy on economic development (Chapter 4) is dominated by the potential in the energy sector, and this does and will offer employment opportunities to Mid Copeland residents. For the last 50 years the locality has mixed the benefits of employment in or supplying the nuclear industry with agriculture and tourism and the ER policies will further encourage these sectors. It will be essential to make sure that the impact of any new nuclear or other large scale energy development including infrastructure is as low as possible so as not to compromise visitor interest (and spend) in the locality. Small scale tourism development, particularly for visitor accommodation and facilities will be encouraged in Seascale in association with coastal pursuits and to take pressure off settlements and sites within the National Park (ER10).

8.5.6   There has already been interest in community scaled renewable energy production at Eskdale and the wood-based project could benefit enormously from development of a new Copeland Forest as a concept (see paragraph 8.4.19). There may be other resources to tap into by way of hydro or perhaps biomass under ER2 provisions.

8.5.7   Additional land may be allocated for small workshop development in Seascale (ER4/6). The village's service function will so far as is possible be defended to maintain current levels of provision (ER9).

Sustainable Settlements

8.5.8   The housing policies are all about encouraging an improvement in general housing standards together with an appropriate mix of types and tenures in new allocations. As a main Local Centre, Seascale would expect to

accommodate somewhere between 50 – 100 new dwellings during the plan period. This would assist the maintenance and even expansion of community facilities and services locally as per SS4.

Accessibility & Transport

8.5.9 The Council's Preferred Option is to support strategic transport improvements which address the locality's relative isolation. These include better connections to the main employment and service centres outside the area including Barrow, Sellafield and the north (Lillyhall, Workington and Carlisle) and the links to the national transport networks – A595/A5092/A590/A66 and the coastal railway line. However, just as important are improvements to local facilities to encourage better public transport, greater pedestrian and cycling use throughout the locality and to improve overall accessibility and traffic conditions.

8.5.10 Initiatives for community transport will be encouraged as will tourism related schemes.

Environmental Protection and Enhancement

8.5.11 The area contains some of the most important landscapes in the country. Their protection was the main reason why the National Park Authority (NPA) came into being and the developing National Park LDF provides the essential policy framework to ensure their future integrity. The Council's preferred option under ENV5 seeks to maintain the character of the adjoining coastal landscapes. Built heritage is covered by ENV4, but the only Conservation Area in the locality is at Ravenglass declared by the NPA. There are a number of very important nature conservation sites in this area which are recognised nationally and internationally. These include parts of the Drigg coast, the Lake District high fells and Wastwater. ENV3 sets out the preferred option approach to the protection and enhancement of all sites of interest within the Council's planning jurisdiction.

Other Plans and Projects for the Locality

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

8.5.13 The current community plans within the locality are:

- Muncaster Parish Plan

- Wasdale Parish Plan

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

8.6   South Copeland / Millom

Figure 8.6: South Copeland / Millom Locality Key Diagram
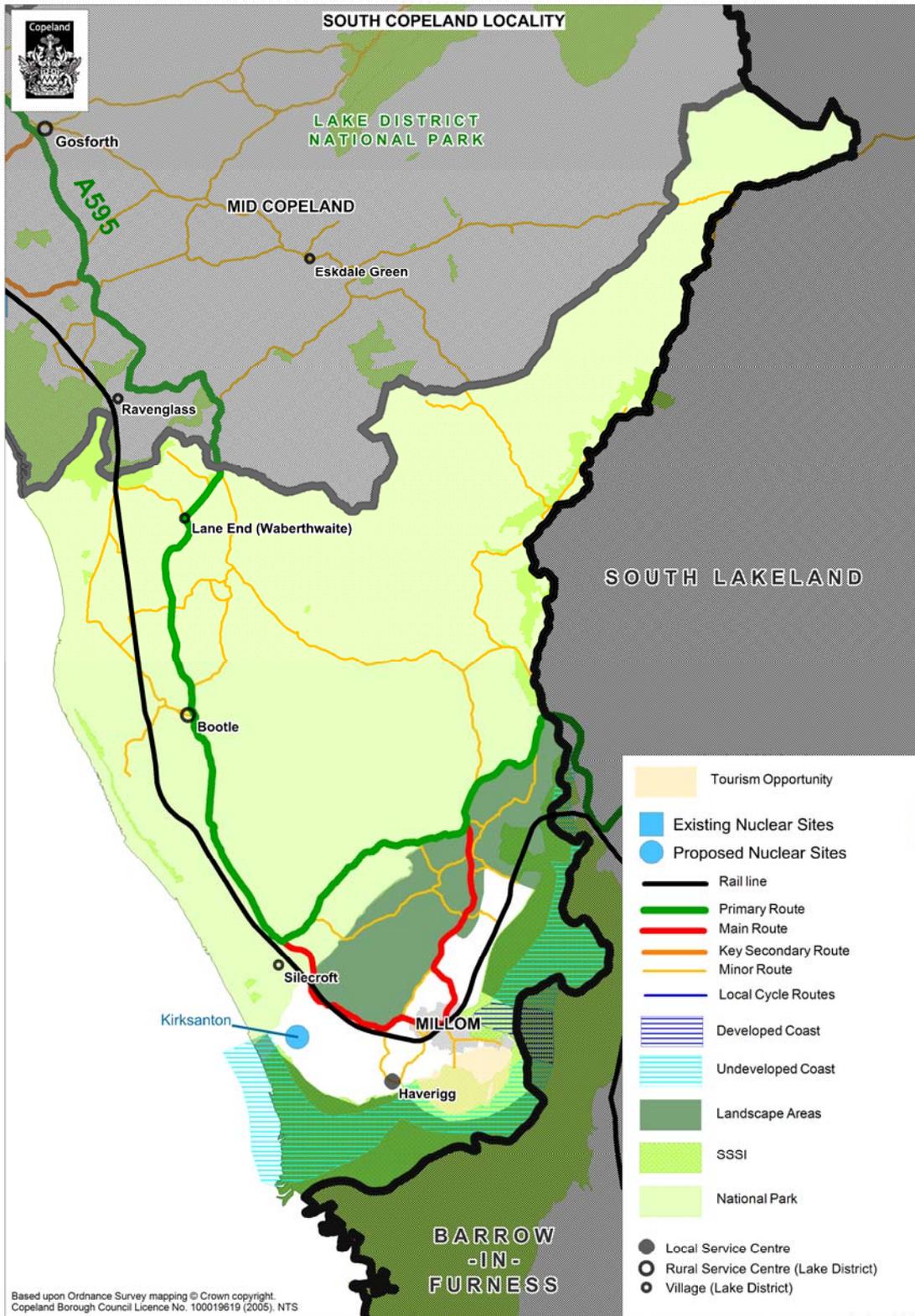
The South Copeland / Millom Locality Today

8.6.1   The South Copeland locality is the most southerly part of West Cumbria, encompassing coastal areas and fell country. It is separated from the Furness peninsula by the Duddon Estuary, and is bounded to the west by the Irish Sea.

8.6.2   The pattern of settlement is dispersed with Millom being the only town providing a service focus for the surrounding villages of Haverigg, Silecroft, Bootle, The Green, The Hill, Kirksanton and a wider rural hinterland. Haverigg, the only sizeable village near to Millom, is often treated as an extension of the town. Over the past few years Millom has been part of a Market Town Initiative and a regeneration programme has been directed at creating jobs, business support, encouraging tourism and skills development.

8.6.3   The area is sometimes perceived as disadvantaged by its location off the main Cumbrian west coast spine road (A595), and by the poor standard of the A595 itself which even in the 21st century includes a one-way section at Duddon Bridge and fairly tortuous routeing either side. The main road tends to act as a bypass diverting potential visitors away from all the main settlements in the locality. The coastal railway provides a much more direct link and this is reflected by the fact that Millom is the third busiest railway station on the whole line in terms of footfall.

8.6.4   The area, between the mountains and the sea, has great environmental assets. Millom has two nature reserves, and the Duddon Estuary is a Site of Special Scientific Interest (SSSI), as well as having international designation as a Special Protection Area for nature conservation value. There is a designated Conservation Area in Millom itself, and a number of Scheduled Ancient Monuments in the Locality, including the ruins of Millom Castle to the north of the town. The area has fine stretches of beach and sand dunes which have attracted visitors for generations; the freshwater lagoon at Hodbarrow; and hosts two caravan sites.

8.6.5   The Millom-Haverigg area presently contains about 10% of Copeland's non-Sellafield jobs. Key current issues for the area are economic decline, relative isolation, poor transport infrastructure and some poor-quality built environment. Historically, the economy was based on the iron industry and agriculture. Since the ore mines and ironworks closed in the late 1960s, the area has struggled to attract inward investment to support new business development. However, in recent years there has been an expansion of tourism facilities and with its place on the energy coast and wonderful environment, this locality has much potential to benefit the growth of high quality eco tourism as well as both low and high tech jobs.

Implications of Preferred Options on the South Copeland/Millom Locality

Strategic Policy

8.6.6   ST2 Key Service Centre: Millom

The Preferred Option envisages about 12% of the Borough's non-nuclear site development being directed to Millom. Its share is slightly higher than those for the other two Key Service Centres in Copeland, Cleator Moor and Egremont, because they are much closer to Whitehaven and therefore their importance to surrounding communities is somewhat reduced when compared to Millom. The emphasis will be on retaining the range of existing service provision with some expansion of local employment; providing a small range of convenience and comparison shopping and moderate local economic development potential. Opportunities may arise for expansion and diversification, with linkages to the nuclear sector and tourism. The town's settlement boundaries will also be reviewed in the light of potential for development.

8.6.7   ST2 Local Centre: Haverigg

In Haverigg minor development reflecting its scale and functions is seen as appropriate especially where it can help to sustain services and facilities and contribute to regeneration. Care will be needed to avoid flood risk issues.

8.6.8   The Lake District National Park's plan policies also designate settlements in the Locality: with Bootle as a 'Rural Service Centre' (small-scale services and allocations) and 'Village' status for Lane End (Waberthwaite) and Silecroft where local needs housing development will be considered.

Economic Opportunity and Regeneration

8.6.9   Preferred Option policy on economic development (Chapter 4) is dominated by the potential in the energy sector, and this does and will offer employment opportunities to South Copeland residents. One of the sites suggested for a nuclear power station in the Government's recent National Policy Statement is in the locality, adjoining Kirksanton. There are pros and cons involved and the Council has said that it would wish to see these properly investigated before it would offer support to such a project (ST3/ER1). Nevertheless, it together with potential renewable energy schemes like a Duddon Estuary barrage could provide significant door-step employment and economic spin-offs for the locality and associated infrastructure improvements could include better transport links. In any event it will be important to facilitate regeneration initiatives and in this regard ST3 also calls for continued programme of town centre renewal begun under the Market Town Initiative as well as a Millom Business Premises Initiative. The Employment Land and Premises study does not

suggest new land allocations in Millom and actually recommends that the Local Plan Millom Pier employment site is de-allocated. It is a fairly exposed location on the estuary but the Council feels that with careful design this could become a feature development for the town, incorporating tourism and high quality business accommodation.

8.6.10   The Retail Study notes that there is under trading in both the convenience and comparison retail sectors so no additional shopping floorspace is likely to come forward based on existing population and spending levels. There is already a high level of leakage out to Barrow so any transport "improvements" will have to be carefully assessed.

8.6.11   Maximising the potential for tourism, especially green tourism associated with the outstanding landscapes and wildlife habitat around the estuary, coast and Dunnerdale, together with industrial archaeology, offers real growth prospects. Delivery of tourism facilities in line with this will be important. Hodbarrow is identified as a potential Tourism Opportunity Site based on the existing caravan site and fresh water lagoon. Haverigg also has capacity to accommodate further tourism development.

Sustainable Settlements

8.6.12   The Preferred Option approach in Chapter 5 seeks to facilitate the sustainable development of good-quality, affordable housing which offers a range of housing types and tenures, and to improve the quality of the existing housing stock. Millom as a Key Service Centre will be a focus for this with an allowance of between 497 and 646 dwellings over the period 2009 – 2027 reflecting Millom's enhanced role in South Copeland compared to the North Copeland Key Service Centres. Haverigg might expect to accommodate somewhere between 50-100 dwellings as a share of the overall allowance for Local Centres. Outside the defined settlements, new housing development will be very limited and generally as an exception to meet specific identified needs including agricultural and key workers.

8.6.13   Quite a number of projects begun as part of the Millom Market Town Initiative are community based and the locality has a deserved reputation for looking after its own service, recreation and entertainment needs. Potentially further development/improvements will be required, and the Council's proposed infrastructure plan and approach to developer contributions to support community infrastructure projects will be important in this regard. There is also the potential for community needs to translate to community business formation.

Accessibility & Transport

8.6.14   The Council's Preferred Option is to support strategic transport improvements which address the locality's relative isolation. These include better connections to the main employment and service centres outside the

area including Barrow, Sellafield and the north and the links to the national transport networks – A595/A5092/A590 and the coastal railway line. However, just as important are improvements to local facilities to encourage better public transport, greater pedestrian and cycling use throughout the locality and to improve overall accessibility and traffic conditions in Millom town centre.

8.6.15　Attention will be focussed on the transport infrastructure improvements directly related to large scale energy-related projects or similar whether within the locality or nearby; for example, improved highways to carry underground electricity cables as part of National Grid connection or a tidal barrage which might incorporate a new highway and rail connection between Millom and Askam. Any "community benefits package" which might come forward as part of a large scale energy construction project or programme would be expected to make provision for transport improvements at both the strategic and local levels.

Environmental Protection and Enhancement

8.6.16　Flood risk is an important criterion governing development choices in Millom and Haverigg where there are issues relating to tidal, river and surface water drainage in many locations. These are particularly evident along the estuary margins where there are also high concentrations of nature conservation interest including designations of international and national importance particularly for birds. The nature conservation interest extends right into the urban area as well, with the town's own Local Nature Reserve on the former Ironworks site managed by a local partnership. Together with the high quality landscapes on the National Park boundary and all around the estuary and coast there is an awful lot of "environmental capital" to protect as part of the drive to achieve sustainable development. These are the resources for promoting "green" tourism although care is required in terms of general management of sites.

8.6.17　In addition there are important elements of built heritage including standing stones at Kirksanton, Neolithic settlement remains above Kirksanton as well as some attractive building groups within the villages and Millom itself where there is a Conservation Area. The latter previously benefited from a grant scheme under a Townscape Heritage Initiative and similar schemes may be targeted during the plan period to combine conservation and business development goals. These could particularly enhance tourism potential as could the improvement of footpath and cycleway links into the open countryside on the estuary, coast and National Park margins.

Other Plans and Projects for the Locality

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

8.6.19   The current community plans within the locality are:

- Waberthwaite and Corney Parish Plan

- Millom Economic Plan.

- Millom MTI

It is likely that these will be updated over the next fifteen years and additional plans may also be produced for the remaining parishes in the locality.

8.7   The Sellafield sub-Locality Area

Figure 8.7: Sellafield sub-Locality Key Diagram
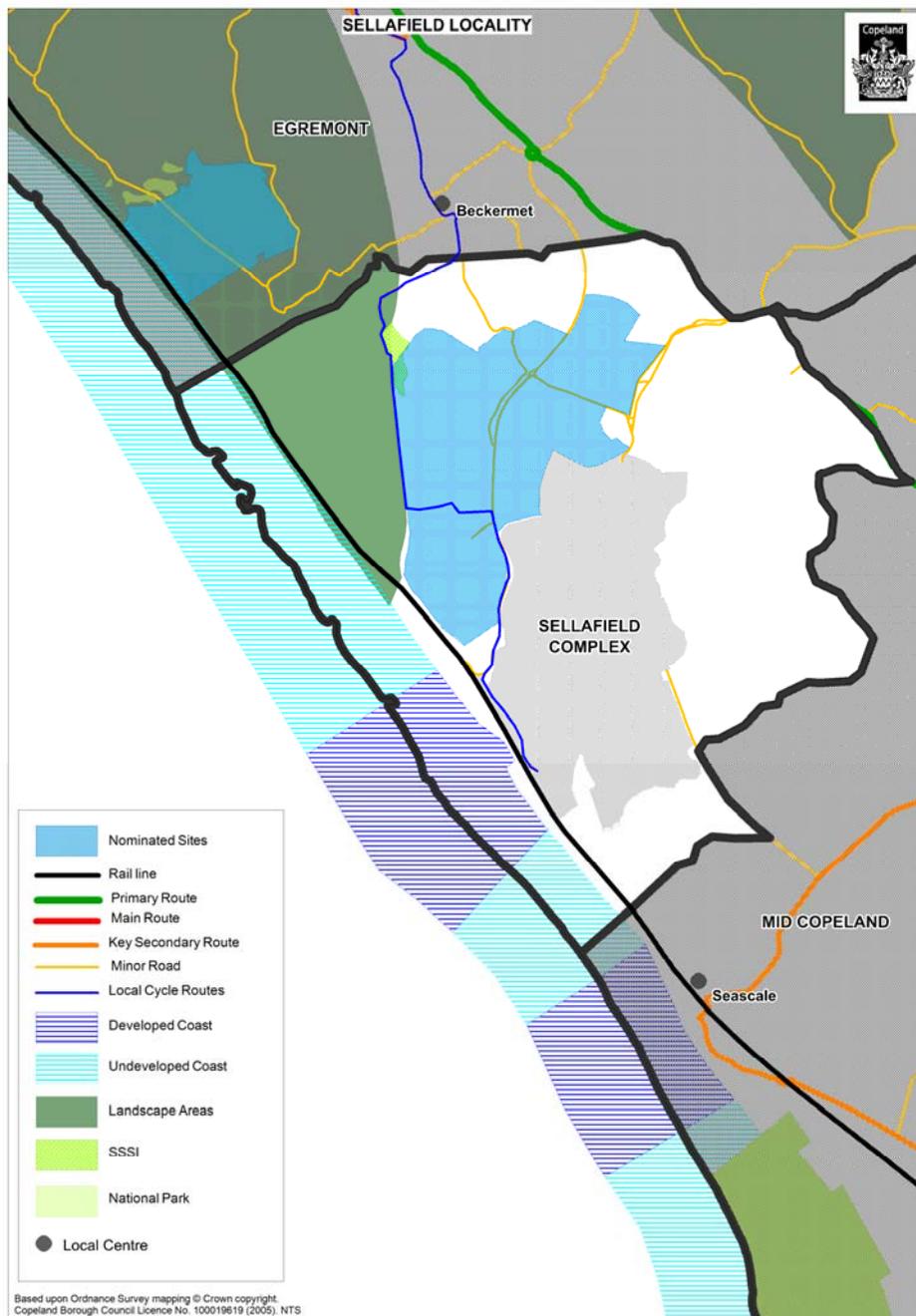
Sellafield Today

8.7.1   The sub-locality incorporates the existing Sellafield licensed nuclear site (formerly the Windscale and Calder Works) and an adjoining area to the north-west which has been nominated as a potential site to accommodate a new nuclear power station. The licensed site extends over 262 hectares

including a range of operational and redundant facilities as well as plant which is now being decommissioned. It is the single largest nuclear facility in Europe and with the nearby Low Level Waste Repository (near Drigg) represents about 60% of the portfolio of "nuclear legacy sites" owned by the Nuclear Decommissioning Authority (NDA). The nominated site comprises 250 hectares of mainly greenfield land apart from the Sellafield Visitors' Centre and some temporary parking areas. There are rural settlements close by at Beckermet, Seascale, Drigg and Braystones and a number of farms and scattered building groups in the vicinity which for the most part are treated as parts of the Egremont and Mid-Copeland localities.

8.7.2   The nuclear industry underpins the West Cumbrian economy with approximately 12,500 people working at Sellafield, and the nuclear industry representing almost 70% of manufacturing jobs in West Cumbria. It is estimated that a further 4,000 other jobs in the area are also dependent on the site. Although the decommissioning of the plant is a long process, the redundancy of operations prior to this will have an immediate and direct impact on Copeland. Indeed, it was to meet this potential impact that the Energy Coast Masterplan initiative was launched in the first place. In 2003 the consultants ERM were commissioned by the then site operators, BNFL, to look at the likely workforce scenarios over a 10-15 year period and their forecasts were a key element in the Masterplan and associated regeneration strategies for West Cumbria. ERM's figures suggested that potential decommissioning redundancies could be as high as 8,000 jobs before 2020 – significantly higher than any likely levels of employment generated by new nuclear projects such as a power station or high level waste repository.

8.7.3   Sellafield's ability to influence its future role in the nuclear sector is substantially assisted by the establishment of high quality research, education and up-skilling centres nearby. These include the Dalton Nuclear Institute and Uclan facilities at Westlakes Science and Technology Park alongside the NDA's headquarters and the Energus/GEN II/University of Cumbria/Lakes College courses at the Lillyhall complex. More especially, the establishment of the National Nuclear Laboratory at Sellafield itself will ensure that the site is the UK's principal centre for nuclear technology research and development. A new development for a Central Laboratory on the site is an essential part of this process for increasing the UK's international standing and developing overseas markets.

8.7.4   During the last two years new operators have taken over the Sellafield contract, but they have not as yet indicated how they see the business developing and therefore whether there are likely to be accelerated decommissioning effects on the workforce (and, therefore, on Copeland as a whole) or if new business opportunities are to be cultivated – e.g. new fuel options. It would be very helpful for the LDF process and for many

other planning purposes if the site operators and the NDA were to provide new forecasts of employment at Sellafield.

8.7.5   The need to meet new reduced carbon targets for energy production and for security of supply has put nuclear energy back on the national agenda alongside renewables and cleaner technologies. The recent National Policy Statements on energy included a willingness by the Government to include three potential nuclear power station sites in Copeland along with seven others elsewhere. One of these sites is on part of the previously nominated area next to the Sellafield site and has been acquired by a development consortium. The group is to submit applications to the new Infrastructure Planning Commission for approval to build reactor(s) and construct all necessary infrastructure to serve the power station – including connections to the national electricity grid during the next few years. The Council has a major role to play in the process helping the IPC's assessment of impact and in monitoring effects but also, hopefully, in showing how the new nuclear build projects could help with other social and economic requirements of our local communities. The Council's LDF will be an important part in this.

Implications of Preferred Options on Sellafield

Strategic Policies

8.7.6   Support is given within Policies ST2 and ST3 to investigate the development of sites for new nuclear generating capacity including the site adjoining Sellafield and also for a potential High Level Nuclear Waste repository in the general area around the Sellafield complex.

8.7.7   There may be a requirement under Policy ST4 for site developers to deliver not only the infrastructure needed for their projects but to make appropriate contributions to assist additional infrastructure provision in Copeland as "community benefits packages".

Economic Opportunity and Regeneration

8.7.8   The issues relating to Sellafield's continuing role as a major employment focus are set out in Chapter 4 with the preferred options contained in ER1 and ER3. In addition to the opportunities which may arise from nuclear power station(s) and/or a potential higher activity radioactive waste repository there are potential jobs in reprocessing spent nuclear fuel and the treatment of waste products arising (although the likelihood of this has diminished in the current market), in the manufacture of mixed oxide fuel and in the export of decommissioning and other nuclear specialisms like waste management elsewhere coupled with research, knowledge and innovation transferred to other sectors locally, particularly high energy-related and environmental technologies. Alongside these site-related options it will be important to encourage the sort of initiatives set out in ER11 to develop enterprise and improve education and training schemes.

This will help reskill the workforce for new opportunities at Sellafield, in its supply chain and potential spin-off businesses.

8.7.9 There may also be opportunities for renewable energy production alongside the nuclear industry, e.g. wave or wind power, which could benefit from the installation of nuclear-related energy infrastructure.

Sustainable Settlements

8.7.10 Given the potential increased activity and importance of the Sellafield site in terms of nuclear and energy production, it is likely that support infrastructure will be required. This may include temporary accommodation associated with the construction of additional energy generating capacity and decommissioning as well as improved road and rail networks etc.

8.7.11 The issues associated with this are set out in Chapter 4, again under ER1 and ER3 with the Council looking to accommodate most of this temporary development within the main towns. It is unlikely that a proposal for one single large 'encampment' for construction workers at the development site would be supported.

Accessibility and Transport

8.7.12 Chapter 6 outlines the transport improvements that will maximise the accessibility of employment destinations in the Borough that attract people (and freight) from beyond its boundaries, including Sellafield. It will also be important that the Sellafield site is well connected to new areas of employment and nuclear/renewable energy generation and that Green Transport Plans are developed for all the business operations on the sites including any temporary construction phases.

Environmental Protection and Enhancement

8.7.13 Elements of all the preferred option ENV policies are relevant to the Sellafield sub-locality. The scale of existing and potential development here could have significant impact on the surrounding areas including the National Park. Flood-risk, coastal management and effects on important nature conservation sites, landscape, and general health and safety will all feature in the formal environmental assessments required for decisions on the large energy projects discussed above.

8.7.14 One proposal put forward by the Council which might help the assimilation of existing and expanded development here is the notion of a community forest. This is discussed in paragraph 8.4.19 above.

PART 2 –DEVELOPMENT MANAGEMENT POLICIES

9 Development Management

9.1 Introduction

9.1.1 The preferred options for Development Management policies in this chapter are set out to provide further detail on how the preferred strategic options will be implemented. They are structured in a similar way to the strategic policies set out in Chapters 4 to 7, and to the strategic development priorities set out in Policy ST1.

9.2 Development Management for Economic Opportunity and Regeneration

9.2.1 The Development Management Policies in this first group deal with the response to a range of activities in the economic sector. They deal in turn with:

- Energy Generation (Nuclear Energy DM1; Renewable Energy DM2)

- Safeguarded Employment Areas (DM3)

- Westlakes Science & Technology Park (DM4)

- Nuclear Reprocessing at Sellafield & Drigg (DM5)

- Non-retail development in Town Centres (DM6)

- Non-retail uses in smaller centres (DM7)

- Tourism development in rural areas (DM8)

- Holiday accommodation & camp sites (DM9)

Energy Generation – Detailed Considerations

9.2.2 Policies ST2 and ST3 outline the overall spatial and regeneration strategies, including those for energy developments in the Borough, whilst Policies ER1 - ER3 are concerned with further details of the strategy for delivering these elements of the Energy Coast Masterplan. This includes Planning for the Nuclear Sector (Policy ER1). The Council intends to work with the Infrastructure Planning Commission to advise on detailed planning matters.

Nuclear Energy Proposals

Preferred Options Policy DM1 – Nuclear Energy Generation Proposals at Braystones, Kirksanton and Sellafield

The Council's preferred option for guiding proposals for Nuclear Energy Generation at the nominated sites is to advise the Infrastructure Planning Commission to ensure that:

A   **Proposals are developed with the Borough's community and key stakeholders in accordance with the Council's current adopted approach to stakeholder involvement**

B   **Proposals include a strategy for the construction and the long term management and safety of the site including the management of radioactive material**

C   **Each proposal is subject to a statutory Environmental Assessment, involving the Council and key stakeholders. Of the impacts to be considered as a result of appropriate scoping, particular attention would be given to ensuring that any residual impacts of the proposed development would be acceptable, notably with regard to Policies DM22 - DM27**

D   **An appropriately scoped, scaled and phased package of community benefits is prepared which will include details of all infrastructure to be provided, employment, mitigation measures to minimise adverse impacts of the development and assistance with programmes of economic and social regeneration in the Borough**

Reasoning and Choice of Preferred Option

9.2.3   The preferred option is based on an approach which sets criteria to address the key planning issues which are likely to arise in this type of proposal. Given the role of the Infrastructure Planning Commission, the Council's role will be advisory only.

Key Policy Context/Framework/References

- PPS1: Delivering Sustainable Development (2005)

- Planning and Climate Change: Supplement to PPS1 (2006)

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

- Cumbria Climate Change Strategy 2008-2012 (2008)

Issues and Options Source

Question 7: which deals with addressing the potential adverse effects of renewable and low carbon energy developments in the Borough.

Renewable Energy Proposals

9.2.4   Policies ST2 and ST3, outline the overall spatial and regeneration strategies, including those for energy developments in the Borough, whilst Policies ER1 - ER3 are concerned with further details of the strategy for delivering these elements of the Energy Coast Masterplan. This includes Planning for the Renewable Energy Sector (Policy ER2) to support and facilitate new production. Unlike the nominated nuclear energy generating sites, which have been identified for further assessment, there are likely to be proposals for renewable energy developments in locations which have not yet been identified. This preferred option sets out criteria to ensure that potential impacts of renewable energy generation proposals are minimised.

Preferred Options Policy DM2 – Renewable Energy Generation in the Borough

Proposals for renewable energy development in the Borough must satisfy the following criteria:

A   Proposals should be developed with the Borough's community and key stakeholders in accordance with the Council's current adopted approach to stakeholder involvement

B   There would be no significant adverse visual effects

C   There would be no significant adverse effects on landscape or townscape character and distinctiveness

D   There would be no unacceptable impacts on biodiversity

E   The proposals would not cause an unacceptable harm to features of nature or heritage conservation importance

F   There are no unacceptable impacts of noise, odour, dust, fumes, light or other nuisance that is likely to affect residents and other adjoining land users

G   Any waste arising as a result of the development will be minimised and managed appropriately

H   Provision is made in proposals for the removal and site restoration at the end of the operating life of the installation

Adequate mitigation measures would be secured to minimise the potential impacts of any renewable energy development proposals and to deliver significant benefits to the community where the scheme is to be sited wherever possible. If necessary such measures would be secured through Planning Obligations.

Reasoning and Choice of Preferred Option

9.2.5   Whilst there is a general support for renewable energy, the development of installations can lead to adverse effects which need to be managed effectively. The Issues & Options report asked people to consider options for an appropriate approach to addressing the potential adverse effects of renewable energy (and low carbon energy) developments in the Borough. Responses showed a preference for a criteria based approach, over prescriptive standards. The preferred option reflects this outcome and covers the following issues:

- Potential adverse impact on the character of an area, either on their own or cumulatively

- Potential adverse impact on existing development, including noise, odour, vibration, (in the case of wind turbines, shadow flicker, and electromagnetic interference)

- Provision for the removal of all equipment and installations and site restoration on the cessation of energy provision

- The siting and design of proposals have regard to the capacity / character of the landscape

9.2.6   Further guidance on wind energy developments are provided in the Cumbria Wind Energy Supplementary Planning Document (SPD).

Key Policy Context/Framework/References

- PPS1: Delivering Sustainable Development (2005)

- Planning and Climate Change: Supplement to PPS1 (2006)

- PPS22: Renewable Energy (2004)

- North West Regional Spatial Strategy (RSS) Policies EM16-18 (2008)

- Cumbria Climate Change Strategy 2008-2012 (2008)

- Cumbria Wind Energy Supplementary Planning Document (SPD) (2007)

- Copeland Local Plan Policies EGY1-7 (2006)

Issues and Options Source

Question 7: which deals with addressing the potential adverse effects of renewable and low carbon energy developments in the Borough.

Safeguarding Employment Areas

9.2.7   The strategy for employment land provision in the Borough, as set out in Policy ER4, includes safeguarding existing and allocated employment sites against non-employment uses to ensure that there is a sufficient supply of employment land to meet the Borough's economic development requirements over the plan period. This Policy sets out the detailed criteria for considering non-employment related development in such instances.

Preferred Options Policy DM3 – Safeguarding Employment Areas

Proposals for non-employment uses on employment allocations or on sites in proposed safeguarded employment areas would only be permitted where it is demonstrated that:

A   The site is no longer viable for employment use and would not make a significant contribution to the Borough's employment land requirements over the plan period; and

B   Applicants have considered the 5-year supply of sites and premises in the Borough and provide robust evidence that there are no suitable alternatives for the proposal; or

C   In exceptional circumstances the proposal provides benefits that significantly outweigh the loss of land for employment use. Alternatives which comprise a mix of uses which provide employment opportunities will be preferred to single-use residential development

Reasoning and Choice of Preferred Option

9.2.8   This preferred option reflects support for policy to safeguard existing and allocated employment sites and premises that can meet the potential economic development needs of the Borough over the plan period. Those sites which have this role are discussed in the West Cumbria Employment Land and Premises Study 2008. The study has informed the strategy towards the provision of employment land and premises in Policy ER4 which includes safeguarding employment areas as a key component.

9.2.9   The approach essentially expresses a general presumption against alternative uses on these types of sites / areas that could undermine economic growth in the Borough. For the purposes of this policy, employment uses are defined as economic development use classes B1 Business, B2 General Industrial, and B8 Storage and Distribution.

9.2.10   If there is sufficient evidence that justifies the development of safeguarded sites for alternative uses, such as the retention of buildings of architectural or historic interest, there will be a preference for proposals to comprise a mix of uses that creates employment opportunities. Single uses will only be considered thereafter, if robust evidence demonstrates that mixed uses are not possible.

Key Policy Context/Framework/References

- PPG4: Industrial, commercial development and small firms (1992)

- North West Regional Spatial Strategy (RSS) Policies W1-4 (2008)

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

- West Cumbria Employment Land and Premises Study (2008)

- Copeland Local Plan Policies EMP 1, 5 & 7 (2006)

Issues and Options Source

Questions 53, 54, 55 and 56: which consider the role of existing employment sites in the Borough, and potential strategies and/or alternative uses for sites that are no longer fit for purpose.

Westlakes Science and Technology Park

9.2.11   As part of the wider strategy for employment land, established in Policy ER6, this policy sets out the detailed approach towards the appropriate development of Westlakes Science and Technology Park.

Preferred Options Policy DM4 – Westlakes Science and Technology Park

Development permitted within the Westlakes Science and Technology Park will only include the following uses:

A   Offices, research and development, studios, laboratories and high tech and light industrial uses which comprise scientific research and development with ancillary industrial production (i.e. Use Class B1)

B   Ancillary development of education by Research Institutes, Universities or similar bodies (within the Use Class D1 definition)

C   Proposals would be required to accord with a detailed development brief for the site and existing development management policies adopted by the Council

Development proposals should otherwise demonstrate significant benefits, in terms of developing a knowledge based economy in the Borough or advancing progress towards objectives in the Energy Coast Masterplan.

Reasoning and Choice of Preferred Option

9.2.12   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.

9.2.13   The Issues & Options report invited people to choose an approach that would be appropriate for specifying the type of employment that should be located in the Westlakes Science and Technology Park. Most responses favoured continuing with the Local Plan approach, in recognition of the site's flagship status. Relaxing restrictions would otherwise undermine the objectives of the site. This preferred option policy reflects this.

Key Policy Context/Framework/References

- PPG4: Industrial, commercial development and small firms (1992)

- North West Regional Spatial Strategy (RSS) Policies W1-4 (2008)

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

- West Cumbria Employment Land and Premises Study (2008)

- Copeland Local Plan Policies EMP 1, 2 & 7 (2006)

Issues and Options Source

Question 58: which asks whether the specialist and strategic role of Westlakes Science and Technology Park should be continued in the future.

Nuclear Sector Development at Sellafield and Drigg LLWR

9.2.14   As part of the strategy for supporting the development of the nuclear sector in Policy ER1, and wider spatial principles in Policy ST1, this policy sets out detailed considerations for development at the Sellafield licensed site and the Drigg Low Level Waste Repository.

Preferred Options Policy DM5 – Nuclear Sector Development at The Sellafield and Drigg LLWR Sites

The Council's preferred option for dealing with proposals for nuclear reprocessing and waste management in the Borough is to work with operators of facilities at the Sellafield licensed site and the Drigg LLWR and Cumbria County Council to ensure that:

A   Operations will be retained within existing boundaries at Sellafield and the Drigg LLWR

B   At Sellafield further development related to the nuclear fuel cycle will only be permitted where it contributes to a long term strategy for the future management of the site

C   With the exception of irradiated fuel and the transfer of waste from the Drigg LLWR no radioactive waste is imported for treatment or storage on the Sellafield licensed site unless the proposal represents the best

> **practical environmental option and is an interim proposal pending agreement on a national disposal route**
>
> **D   No processing or other non-waste management-related operations are introduced on the Drigg LLWR**
>
> **E   Proposals for any new facilities are submitted with long term management plans to set out how operations will be co-ordinated to minimise any harmful effects**
>
> **F   Proposals include provision for adequate infrastructure to support new facilities**
>
> **G   Proposals involve and secure the support of the local community and stakeholders**
>
> **H   Proposals include measures to meet local community needs and to mitigate the adverse effects of the proposed development on the social and economic wellbeing of the community**

9.2.15   Sellafield licensed site currently supports four main activities:

- Reprocessing irradiated fuel

- Treatment of wastes from reprocessing

- Manufacture of MOX fuel

- Storage of different levels of radioactive waste

Changes in the nuclear sector have meant that in future decommissioning of plant on the site will assume more importance and operations may involve new development on site which generally falls within the Council's planning responsibilities. There is, however, some potential for further reprocessing and fuel manufacture dependent on economic viability and change in the approach to managing waste – particularly the status of plutonium. In any event it will be extremely important to ensure the safe management of high and intermediate level wastes on the Sellafield licensed site pending decisions about its ultimate storage in a geological facility.

9.2.16   The Low Level Waste Repository near Drigg is effectively the national facility for low level radioactive solid waste which takes place in enclosed vaults. The County Council is the waste disposal planning authority but shares with Copeland BC and local Parish Councils the approach to managing a community benefits package as part of the existing planning approval for site operations. It is this sort of approach which the councils would hope to duplicate or extend in relation to any further nuclear-related development at the Sellafield and Drigg facilities.

Issues and Options Source

Question 61: managing the impact of employment uses.

Managing Non-Retail Development in Town Centres

9.2.17   The strategic approach towards the Borough's town centres is set out in Policies ER7-9. Proposals for key regeneration sites are set out in Policy ST3. This policy supports in particular the implementation of policy ER7 in terms of protecting the retail function of town centres.

Preferred Options Policy DM6 – Managing Non-Retail Development in Town Centres

Within the defined town centres, the Council's preferred option is to control non-retail development by:

A   Seeking continuous retail outlets and frontages at the ground floor of premises within the designated Primary Frontages Area in Whitehaven

B   Permitting non-retail uses which do not lead to an over-concentration of units which is likely to undermine the vitality and viability of the town centre

C   Requiring non-retail uses in premises with shop frontages to incorporate a suitable window display

Reasoning and Choice of Preferred Option

9.2.18   Copeland's Principal Town of Whitehaven and its Key Service Centres of Cleator Moor, Egremont and Millom all contain defined town centres which are the focus for retail development for both convenience and comparison shopping.

9.2.19   Whitehaven also contains a defined Primary Frontages Area, covering the most intensive area of shopping along King Street, between Market Place and Duke Street. The concentration of continuous shopping frontages is a major attraction to shoppers in Whitehaven and the preferred option is to maintain this provision by resisting non-retail development at the ground floor of these premises. Non-retail uses, however, will still be acceptable above ground floor level in these locations.

9.2.20   The approach otherwise is to protect and enhance the role of all the town centres in their offer of services and facilities by ensuring that such uses are concentrated within town centre boundaries. All of the town centres should also include a diverse offer, but this must be balanced to ensure that their vitality and viability are protected. Therefore the policy includes the preferred option to regulate non-retail uses in defined town centres.

9.2.21   The test of 'over concentration' will generally be when three consecutive premises or more are likely to fall into non-retail use.

Key Policy Context/Framework/References

- PPS6: Planning for Town Centres (2005)

- North West Regional Spatial Strategy (RSS) Policies W5, DP1-2 & RDF2 (2008)

- Copeland Local Plan Policies TCN 1, 2 & 11 (2006)

Issues and Options Source

Question 71: which considered the use of Primary Shopping Frontages in town centres.

Food, Drink, Betting Shops, Pawnbrokers and Amusement Arcades in Town Centres and Local Centres

9.2.22   This policy reinforces the Council's approach towards non-retail uses in town centres and introduces controls in Local Centres to regulate particular types of non-retail uses which could have an adverse effect on the provision and quality of their services and facilities. This Policy complements the strategic approach for the provision of community facilities set out in Policy SS4, objectives for the Borough's town centres in Policy ER7, and the strategic objectives for settlements in Policy ST2.

Preferred Options Policy DM7 – Food, Drink, Betting Shops, Pawnbrokers and Amusement Arcades in Towns and Local Centres

Proposals for either food and drink establishments or takeaways, betting shops, pawnbrokers, amusement arcades, or other such similar uses will only be permitted within the defined town centres and Local Centres provided that they do not:

A   Result in the loss of a prominent retail unit

B   Undermine the function of town or Local Centre in providing key retail and other services and facilities which are essential to support local communities

C   Adversely impact on the vitality of viability of the existing centre in any way

D   Be detrimental to residential amenity, health and safety issues

Reasoning and Choice of Preferred Option

9.2.23   The Issues & Options report considered the threat of uses associated with the growth of takeaway food uses in the context of the night time economy and set out four options. Responses favoured specific policies tailored to

addressing the potential problems of individual uses. The Council considers that these issues are not confined solely to night time uses, but other uses such as betting shops, pawnbrokers and amusement arcades which tend to operate at other times of the day. An overbalance or concentration of these uses risks undermining not only the vitality and viability of the larger town centres but also the role of smaller centres and their offer of vital local services to communities. The Council therefore considers that a criteria-based policy which considers the key development issues / impacts associated with entertainment and food and drink uses, particularly hot food takeaways, pubs and nightclubs, and also betting shops, pawnbrokers and amusement arcades be more appropriate.

Key Policy Context/Framework/References

- PPS1: Delivering Sustainable Development (2005)

- Good Practice in Managing the Evening and Late Night Economy: A Literature Review from an Environmental Perspective (ODPM 2006)

- PPS 6: Planning for Town Centres (2005)

- Copeland Local Plan Policies TCN1, 6-8 (2006)

Issues and Options Source

Question 72: which considers policy approaches in relation to entertainment and the evening economy.

Tourism Development in Rural Areas

9.2.24　　Encouraging a tourism renaissance in a sustainable way is a key principle which is established in Policy ST1. Whilst there is a strategic thrust in Policy ER10 towards concentrating tourist facilities and accommodation in the Borough's settlements particularly those within or in close proximity to the Tourism Opportunity Sites, there are other place-bound natural, cultural and heritage assets ("place-bound" in terms of assets which cannot be provided at alternative locations) which could be promoted to improve the Borough's tourism offer, but this must be balanced carefully with avoiding any unnecessary impacts of tourism related development on rural areas and the very assets that developments seek to promote. A carefully managed approach is therefore necessary to ensure that an appropriate balance can be struck between raising the profile of the Borough through its assets and the potential impacts of development, especially in rural locations.

Preferred Options Policy DM8 – Tourism Development in Rural Areas

Outside the Tourism Opportunity Sites, tourism facilities will be permitted in rural areas where it involves small scale development and:

A   Which is demonstrated to be necessary for enhancing the natural, cultural or heritage value of the place-bound asset; or

B   Involves the re-use, conversion or replacement of existing buildings on site

The development of new or extended buildings will only be considered favourably where there is a robust case that demonstrates that there is a genuine need that cannot be met through the conversion of existing rural buildings.

Reasoning and Choice of Preferred Option

9.2.25   The Issues & Options Report set out a number of alternative approaches towards managing tourism accommodation and facilities. Respondents expressed a clear preference for a criteria based policy to deal with new tourism development, whilst there was less enthusiasm for alternatives to individual types of tourist accommodation, and area based approaches or focussing tourism development in town centres. The latter, in particular, is not possible if the location of facilities is dictated by the place-bound location of natural, cultural or heritage assets which have the potential to attract tourists.

Key Policy Context/Framework/References

- PPS7: Sustainable Development in Rural Areas (2004)

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

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

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

Issues and Options Source

Question 74: which sets out options for tourism accommodation, facilities and attractions in the Borough.

Holiday Accommodation and Camp Sites

9.2.26   In support of the strategic policy for tourism in Policy ER10, this policy sets out a detailed approach towards the provision of holiday accommodation and camp sites. In this context, the policy considers holiday accommodation to include caravans, chalets and beach-chalets.

Preferred Options Policy DM9 – Holiday Accommodation

Proposals for new or improved visitor accommodation in the Borough, including hotels, guest houses and bed and breakfast establishments, will be supported subject to compliance with the principles of sustainable design

outlined in ST1 and ER10 and so long as their scale and character are appropriate to the location and setting.

Proposals for rural holiday homes, caravans, chalets, camping sites and beach-chalets will only be permitted where:

A   Proposals for rural holiday homes involve the conversion of existing buildings which are proven not be suitable for other uses, in accordance with the tests proposed in Policy DM16. The new build or extension of buildings to provide such accommodation will not be permitted

B   Proposals for new holiday caravans, chalets and/or camping sites or extensions to existing sites have adequate access arrangements and possesses a high level of natural screening which, where necessary, is capable of reinforcement and extension

C   New beach-chalets are replacement only, are developed on the existing footprint and match the character of the replaced chalet

Any permitted developments will subject to occupancy conditions or legal agreements which restrict any new holiday accommodation for holiday use only.

Proposals for the storage of caravans will only be permitted if the proposal site is well-screened all year round and is well related to a settlement or building group without significant threat to the living conditions of nearby residents.

Reasoning and Choice of Preferred Option

9.2.27   This proposed policy consolidates policies in the Local Plan (Policies TSM3, TSM4, TSM5 & TSM6). The development of caravan, chalet and / or camping sites has expanded in coastal locations where landscaping is difficult to establish and has also tended to include a sizable residential quota and have proved not to be entirely satisfactory.

9.2.28   At the Issues & Options stage the Council asked what approach would be supported in relation to tourism accommodation in the Borough. This policy reflects a preference in this context, for option 2 (compared to Policy DM8 where option 1 is favoured), which suggests the development of individual policies to deal with the potential impacts of tourism accommodation. Given the potential pressures from tourism on caravan chalet and/or camping sites or their extensions, it is considered appropriate to set out relevant management principles in this policy.

Key Policy Context/Framework/References

- ■   PPS7: Sustainable Development in Rural Areas (2004)

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

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

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

Issues and Options Source

Question 74: which sets out options for tourism accommodation, facilities and attractions in the Borough.

9.3 Development Management for Sustainable Settlements

9.3.1 The Development Management Policies in this group deal with the response to a range of activities in the housing and settlements topic area. They deal in turn with:

■ Achieving quality of place (DM10)

■ Sustainable development standards (DM11)

■ Standards for new residential development (DM12)

■ Residential conversions in the Borough's settlements (DM13)

■ Residential institutions (DM14)

■ Residential conversions in rural areas (DM15)

■ Replacement Dwellings (DM16)

■ Removal of occupancy conditions (DM17)

■ Domestic extensions and alterations (DM18)

■ Residential caravans, mobile homes, etc (DM19)

■ Sites for Gypsies and Travellers (DM20)

■ Protecting community facilities (DM21)

Achieving Quality of Place in New Development

9.3.2 One of the Council's key spatial principles in Policy ST1 is to ensure that development in the Borough creates good quality places. This Policy sets out the detailed approach, with principles for the mix and layout of developments that the Council wishes to encourage. It complements other policies which focus on detailed requirements for accessibility (Policy DM22), sustainable development standards (Policy DM11).

9.3.3 For housing development, the requirements of this policy are also relevant to improving the housing of the Borough in Policy SS1, and are linked with

further details for residential development which are set out in Policy DM12.

Preferred Options Policy DM10 – Achieving Quality of Place

The Council will encourage good design and 'quality places' by requiring development proposals to:

A   **Incorporate a complementary mix of uses, especially within or near town centres or at sites adjacent to public transport routes**

B   **Respond positively to the character of the site and the immediate and wider setting and enhance local distinctiveness through:**

    i)   **An appropriate size and arrangement of development plots**

    ii)   **The appropriate provision, orientation, proportion, scale and massing of buildings**

    iii)   **Careful attention to the design of spaces between buildings**

    iv)   **Careful selection and use of building materials which reflects local character and vernacular**

C   **Incorporate existing features of interest including landscape, topography, local vernacular styles and building materials**

D   **Address vulnerability to and fear of crime and anti-social behaviour by ensuring that the design, location and layout of all new development creates:**

    i)   **Clear distinctions between public and private spaces**

    ii)   **Overlooked routes and spaces within and on the edges of development**

E   **Create and maintain reasonable standards of general amenity**

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

Reasoning and Choice of Preferred Option

9.3.4   The preferred option is considered to be essential for raising the quality of development, for better places to improve the image of Copeland as a place to live, work, visit and attract further investment. The principles, combined, go beyond the conventional approach of applying rigid standards, encouraging innovative thinking in development design. The aim is to move away from development which can be unsympathetic,

bland, difficult to negotiate and make people less comfortable, to creating places which are attractive and useable.   Circular 01/2006 requires most development proposals to be submitted with design and access statements. There are only a few exceptions where this requirement does not apply.

9.3.5   The Issues & Options Report set out options to promote urban design and public areas and sustainable development and design principles, which addresses issues wider than quality of place. This preferred option policy is based on developing criteria for good design and improving quality of place in the Borough.

9.3.6   The Council will develop detailed design briefs for major allocations which will specify the detailed design issues that will need to be addressed. The Council is considering whether detailed design principles could be set out in a Supplementary Planning Document either to complement or replace the design related principles in this policy and policies DM12 and DM22.

9.3.7   The Council will expect a Design and Access Statement submitted with applications to demonstrate how the proposals have taken good design principles into account, except where applications are for:

- Change of use of land and buildings, unless it involves operational development

- Alterations or improvements to individual dwellings which are not Listed Buildings or located in Conservation Areas

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Key Policy Context/Framework/References

- PPS1: Delivering Sustainable Development (2005)

- PPS6: Planning for Town Centres (2005)

- Circular 01/2006: Guidance on Changes to the Development Control System

- CABE: Building for Life Statements: How to write, read and use them.

- CABE: Building for Life: www.buildingforlife.org

- DCLG: Code for Sustainable Homes (2006)

- DfT & DCLG: Manual for Streets (2007)

- Copeland Local Plan Policies DEV1-6, & HSG8 (2006)

Issues and Options Source

Questions 16 & 30: which refer to urban design and public areas and sustainable development and design

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Sustainable Development Standards

9.3.8　　This policy sets out detailed requirements for sustainable development and construction in support of key principles in ST1 for reducing carbon emissions and increasing the energy efficiency of new development. It also includes requirements for on-site renewable energy generation to complement the wider approach towards renewable energy generation development in the Borough in Policies ST2 and ER2. The requirements set out in this policy apply to all new development proposals, except where thresholds are stipulated (i.e. for on-site renewable energy generation). These requirements also need to be balanced with those which are set out in Policy DM10 and other detailed standards for housing development, as set out in Policy DM12.

Preferred Options Policy DM11 – Sustainable Development Standards

The Council will ensure that development proposals reach high standards of sustainability by:

A　　**Requiring housing to be of an appropriate density – generally a minimum of 30 dwellings per hectare. However, a lower density may be appropriate to reflect the form and character of an area**

B　　**Encouraging developers to achieve high energy efficiency standards in relation to the Code for Sustainable Homes and BREEAM**

C　　**Requiring renewable energy generating technology on site with a minimum target of 10% generated on site in developments of 10 or more dwellings or 1,000m^2 non-residential development**

D　　**Orientating and designing buildings to maximise solar gain, so far as practicable without compromising wider design and quality of place objectives**

E　　**Encouraging construction materials to be sourced, where possible, from local and sustainable sources of production**

F　　**Requiring water saving technology, including grey water recycling to be incorporated in all developments**

G　　**Ensuring surface water is managed appropriately, with the inclusion of sustainable drainage systems where possible**

Support will also be given to proposals for improvements or alterations to existing buildings that include measures to increase energy efficiency and incorporate renewable energy generation with regard to the standards in this policy.

Reasoning and Choice of Preferred Option

9.3.9   The preferred option is essential for setting out clear expectations to developers on the standards that new developments need to achieve over the plan period. It supports the agenda of the Energy Coast Masterplan and Cumbria Climate Change Action Plan.

9.3.10   Other options, including setting specific targets under the Code for Sustainable Homes and BREEAM, have been rejected at this stage because of the danger that such unilateral (although worthy) goals could easily discourage developers from building and the community would risk losing out on essential regeneration projects as a result. It will also be some time before the results of current government consultations regarding zero carbon development are known.

Key Policy Context/Framework/References

■ PPS1: Delivering Sustainable Development (2005)

■ Building for Life: www.buildingforlife.org

■ Code for Sustainable Homes (2006)

■ BREEAM: www.breeam.org.uk

■ Copeland Local Plan Policies DEV6, & HSG8 (2006)

Issues & Options Source

Questions 30 & 31: which consider approaches to achieving sustainable design and construction

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Standards for New Residential Developments

9.3.11   In support of Policies ST1 and SS1, this policy provides detailed requirements with regard to the standards of residential amenity which need to be achieved in new housing developments, in terms of parking standards, separation requirements, and open space provision. These are additional requirements to the wider place quality and sustainable development standards which are set out in Policies DM10 and DM11 respectively.

Preferred Options Policy DM12 – Standards for New Residential Developments

Proposals for new residential developments must incorporate:

A   Car parking provision in accordance with adopted residential parking standards

B   Minimum separation distances whereby:

   i)   Detached and end of group dwellings retain at least 1.0m distance between dwellings walls and side boundaries

> **ii)** **a minimum of 21.0m is retained between face elevations of dwellings containing windows of habitable rooms**
>
> **iii)** **a minimum of 12.0m is retained between face elevations of dwellings containing windows of habitable rooms and a gable or windowless elevation**
>
> **C** **A minimum of 0.4ha of public space for every 200 dwellings pro-rata on developments of 10 or more dwellings, and in groups of family housing a minimum of 100m^2 of children's play space should be provided at the rate of one play space per 30/40 dwellings**
>
> **On sites of 10 or more dwellings developers will be expected to give proper consideration to Lifetime Homes and Building for Life standards.**
>
> **No dwelling shall be occupied until roads, drainage and footways serving that dwelling are lit, drained and surfaced to at least base course level.**

Reasoning and Choice of Preferred Option

9.3.12   This policy effectively carries forward Policy HSG8 of the Local Plan and is intended to maintain general standards of safety, privacy and open space. It is based on a preferred option for a detailed policy to supplement the Core Strategy and other development management policy. It is likely to be some time before these standards can be incorporated into a Supplementary Planning Document, which the Council aims to develop when its key LDF documents are in place. Without this policy, the alternative option, to rely on other LDF and national policies, was rejected over concerns that wider policy would be too broad to deal with specific standards.

Key Policy Context/Framework/References

■   Building for Life: www.buldingforlife.org

■   Code for Sustainable Homes (2006)

■   Copeland Local Plan Policies DEV6, & HSG8 (2006)

Issues and Options Source

Question 37: which deals with design guidance for housing development.

Conversions of Buildings to Residential Use in the Borough's Settlements

9.3.13   This Policy deals with conversions of buildings to residential uses within the Borough's settlements. It complements objectives to improve the overall housing offer in Policy SS1.

Preferred Options Policy DM13 – Conversions of Buildings to Residential Use within Settlement Limits

Proposals for the conversion of suitable non-residential buildings or sub-divisions of large houses to provide new residential accommodation will be permitted so long as:

A   Adequate internal space standards and exclusive use of kitchen and bathroom facilities can be achieved without extensive alterations of additions to the property

B   Off street car parking is provided in accordance with parking standards

C   Adequate external amenity space is provided

D   The conversion works retain the character of the building

E   No alterations or associated works create amenity problems for residents of adjacent properties

Reasoning and Choice of Preferred Option

9.3.14   The Issues & Options Report sets out options to take forward Local Plan Policies as separate policies in the Local Development Framework. Although this does not include the conversion of buildings within settlement limits to housing, it is considered that the Policy needs to be taken forward to allow adequate management of this type of development. This policy therefore, takes forward Local Plan Policy HSG15.

Key Policy Context/Framework/References

■   Copeland Local Plan Policy HSG 15 (2006)

Issues and Options Source

Question 43: which considered different approaches to managing the conversion of buildings to residential use within settlements.

Residential Establishments

9.3.15   This policy deals with either new or changes of use of existing building to residential institutions, including Houses in Multiple Occupation.

Preferred Options Policy DM14 – Residential Establishments

Proposals for new or changes of use to Class C2 uses will be permitted so long as:

A   **In the case of a proposed new building they are of a scale, design and materials appropriate to the area**

B   **In the case of an existing property or extensions, alterations of external features such as fire escapes are of a scale, design and material which retain the character of the building and are compatible with its surroundings**

C   **Off street car parking is provided in accordance with parking standards**

D   **Adequate external amenity space is provided**

E   **No extensions, alterations or associated works create amenity problems for residents of adjacent properties**

In primarily residential areas development for Class C2 uses and Houses in Multiple Occupation will be managed to prevent over-concentration of such uses being formed.

Reasoning and Choice of Preferred Option

9.3.16   The Issues & Options Report sets out options to take forward Local Plan Policies as separate policies in the Local Development Framework. This includes the development of new or changes of use of buildings to accommodate residential institutions and also houses in Multiple Occupation. This policy therefore takes forward Policies HSG18 and HSG19.

Key Policy Context/Framework/References

- Copeland Local Plan Policies HSG 18 & 19 (2006)

Issues and Options Source

Question 44: asked about how the LDF should deal with residential institutions.

Conversion of Rural Buildings to Residential Use

9.3.17   Reflecting Policy ST1 and the need to support economic development whilst protecting the Borough's key assets, this policy aims to manage development that involves the conversion of rural buildings to residential use.

Preferred Options Policy DM15 – Conversion of Rural Buildings to Residential Use

In rural areas proposals for the conversion of a building to residential use will be permitted so long as:

A   **Applicants can demonstrate that alternative employment or mixed use live-work accommodation or community use is not viable**

B   **Where the subject building is currently or last used for agriculture, applicants can also demonstrate that there is no alternative site or premises available in the locality within existing settlements**

C   **The building is structurally sound and is capable of accepting conversion works without significant rebuilding, modifications or extensions**

D   **The building in its existing form is of a traditional construction and appearance and the proposed conversion works retain the essential character of the building and its surroundings. In this regard existing features of interest and external facing materials should as far as possible be retained**

E   **The building is located within or adjacent to a village or existing group of buildings**

F   **The building is served by a satisfactory access from the public highway network without the requirement for extensive private roads or tracks and domestic services such as water supply and electricity must be readily available to the site**

G   **The conversion works incorporate reasonable standards of amenity**

H   **The number of dwellings proposed is appropriate to the scale of adjoining development and will not substantially increase the number of dwellings in the countryside**

Reasoning and Choice of Preferred Option

9.3.18   The preferred option is a criteria-based approach based largely on Local Plan Policy HSG17. It requires applicants, in proposing conversions to residential use, to demonstrate that attempts have been made to market the property for employment use, mixed use, including live/work units and for community uses. Proposals for conversions of agricultural buildings would also be required to include evidence that that there are no alternative brownfield sites available in the locality. This is because development of this kind is considered to be greenfield development.

9.3.19   Alternative options were rejected as they were considered either to be too permissive or restrictive in permitting conversions. An area sensitive approach is also combined in the preferred option in terms of preferring the conversion of rural buildings which are within or adjacent to a village of an existing group of buildings.

Key Policy Context/Framework/References

■   PPS1: Delivering Sustainable Development (2005)

- PPS7: Sustainable Development in Rural Areas (2004)

- North West Regional Spatial Strategy (RSS) Policy RDF2 (2008)

- Copeland Local Plan Policies DEV5, & HSG17 (2006)

Issues & Options Source

Question 42: which considers options for conversions of buildings in the countryside.

Replacement Dwellings

9.3.20   The replacement of existing dwellings will be controlled by the following
policy.

Preferred Options Policy DM16 – Replacement Dwellings

**The replacement of existing dwellings will be permitted except where the
dwelling is:**

**A   Listed as a Building of Special Architectural or Historic Interest or is in a
Conservation Area or is**

**B   In the countryside (i.e. outside the settlement boundaries prescribed in
the Sites Allocations DPD (and referenced in Preferred Options Policy
ST2) and**

   i)   is the result of a temporary or series of temporary permissions, or

   **ii)   its replacement would be in serious conflict with public health or
safety, the economy of public services, or the appearance or
potential for improvement of the countryside or**

   **iii)   is derelict (i.e. incapable of being re-inhabited without carrying out
works requiring planning permission), or**

   **iv)   is no longer in existence (unless the dwelling has been
accidentally destroyed in the recent past, for example by fire or
flood, and was occupied at the time of the accident)**

   **v)   is the habitat of wildlife species protected by law when expert
advice must be sought to establish an appropriate course of
action.**

**So long as the scale and character of the replacement dwelling matches that
which it is proposed to replace.**

Reasoning and Choice of Preferred Option

9.3.21   Preferred Options Policy ST2 sets out a general presumption against
development in the countryside unless there are exceptional reasons. One

instance where an exception could be made is noted in ST2C(v) and this is for the replacement of an existing dwelling. There have to be criteria to test whether a proposal is genuine and to ensure that the development does not create health and safety or other problems. The preferred options policy here is based on an existing Local Plan policy. Its reference to Listed Buildings and buildings in Conservation Areas is for clarification purposes and relates to all locations.

Removal of Occupancy Conditions

9.3.22   This policy aims to deal with the removal of occupancy conditions to complement the proposed Spatial Development Strategy (Policy ST2) and to reinforce the policy approaches set out in Preferred Options Policies DM10 and DM16.

Preferred Options Policy DM17 – Removal of Occupancy Conditions

Planning permission for the removal of occupancy conditions will only be granted where it can be demonstrated that there is no longer a need for housing for the particular group that the occupancy relates to within the local housing market area.

Where removal of the original condition is justified, applicants would be required to demonstrate that the property is not suitable for meeting other housing needs within the local housing market.

Reasoning and Choice of Preferred Option

9.3.23   The Issues & Options Report presented options only for imposing occupancy conditions on new housing development. There is however, a need for policy to deal with proposals to remove or alter occupancy conditions as the need for housing accommodation changes. This policy therefore proposes to deal with the removal of occupancy conditions whilst taking into account the changing housing needs in the Borough.

9.3.24   Where applicants seek to have occupancy conditions removed the Council will expect the applicant to demonstrate that there is no longer a housing need for the property that the occupancy condition relates to. As part of that process the applicant will be expected to demonstrate evidence that the property has been marketed for a reasonable period of time at a reasonable value.

9.3.25   The Council will wish to ensure that all housing needs arising from local economic and social circumstances are examined which could be met by the subject property without the need for alternative new building. A property, for example that is no longer needed to house a local agricultural worker, may alternatively prove to be essential for meeting the need of a local household who otherwise may be priced out of the local market.

Key Policy Context/Framework/References

■ PPS3: Housing (2006)

■ North West Regional Spatial Strategy (RSS) Policy L5 (2008)

■ Interim Strategic Housing Market Assessments for Copeland (2009)

■ Copeland Local Plan Policy HSG7 (2006)

Issues and Options Source

Question 42: which considers the groups of people with housing needs that the Council should seek to provide housing for with occupancy conditions.

Domestic Extensions and Alterations

9.3.26   This policy seeks to ensure that any proposals for domestic extensions or alterations meet detailed requirements of design and amenity.

Preferred Options Policy DM18 – Domestic Extensions and Alterations

Proposals for extensions or alterations to existing dwellings will be permitted so long as:

A   The scale, design and choice of materials involved respect the character of the parent property with the use of pitched roofs where practicable

B   They would not lead to a significant reduction in daylighting available to either the parent property or adjacent dwellings

C   They would not create potential noise nuisance, security or privacy or overlooking problems for residents of either the parent property or adjacent dwellings

D   They would not result in a loss of 50% or more of the undeveloped curtilage of the parent property

Proposals which involve listed buildings or properties within conservation areas must also meet the requirements of Policies ENV4 and DM26.

Reasoning and Choice of Preferred Option

9.3.27   The issue of amenity is considered in its wider context for all development in the Issues & Options report. However, a specific policy on amenity in relation to the extension or alteration of existing residential dwellings is required. This is because the Council is not yet in a position to produce a

Supplementary Planning Document that covers this issue. Therefore, the alternative option to not develop a specific policy was rejected. It should be noted that the Council will also be mindful of the criteria highlighted in DM12 when considering domestic extensions and alterations.

Key Policy Context/Framework/References

- PPS1: Delivering Sustainable Development (2005)

- Copeland Local Plan Policies DEV6, & HSG20 (2006)

Issues and Options Source

Question 20: which considers approaches for addressing potential adverse impacts from development on residential amenity.

Residential Caravans, Mobile Homes, Chalets and Beach Bungalows

9.3.28   This policy takes forward Local Plan Policies HSG6, HSG21, HSG22, HSG23 and HSG24 as a consolidated single policy to deal with all of these forms of accommodation.

Preferred Options Policy DM19 – Residential Caravans, Mobile Homes, Chalets, and Beach Bungalows

The Council will not permit any new caravans, mobile homes, chalets, or beach bungalows for residential use, except where:

A   Permanent residential chalets are intended to replace existing residential caravans on sites of more than 10 residential caravans

B   Individual caravans or residential mobile homes are proposed for a dependant relative or as temporary accommodation to support the establishment of a new rural enterprise

Reasoning and Choice of Preferred Option

9.3.29   This policy draws on Question 44 of the Issues & Options Report and was suggested by consultees to be considered as a separate policy in the Local Development Framework.

Key Policy Context/Framework/References

- Copeland Local Plan Policies HSG 21, 22, 23 & 24 (2006)

Issues and Options Source

Question 44: which focuses on whether certain housing policies in the Local Plan should be considered as separate policies in the LDF.

Sites for Gypsies and Travellers

9.3.30   This policy is proposed to assess any proposals that may come forward for Gypsies and Travellers.

Preferred Options Policy DM20 – Gypsies and Travellers

Proposals for sites to accommodate Gypsies and Travellers will only be permitted when the following criteria are met:

A   There is a demonstrable need for a site

B   Sites are not located within or adjoining St Bees Heritage Coast, areas of Landscape Importance, areas of nature conservation interest, Conservation Areas or in the vicinity of Listed Buildings or Scheduled Ancient Monuments, where such development would have an adverse impact on the local landscape or undeveloped coast

C   The site is well related to an existing settlement and the main highway network

D   It incorporates appropriate access and parking arrangements

E   The site has reasonable access to community services

F   It does not adversely affect the amenity of adjacent occupiers

---

Reasoning and Choice of Preferred Option

9.3.31   The criteria within the Preferred Options Policy are designed to ensure that any site(s) for Gypsies and Travellers will meet an identified need from work that is currently on-going countywide (see paragraph 5.4.7), are well connected and do not adversely affect the local environment.

Key Policy Context/Framework/References

■   Circular 01/06 Planning for Gypsy and Traveller Caravan Sites (2006)

■   RSS Partial Review Consultation (2009)

■   Copeland Local Plan Policies HSG 26 & 27 (2006)

Issues and Options Source

Question 41: which focuses on approaches to be taken when considering Gypsy and Traveller Sites.

Protecting Community Facilities

9.3.32   This Preferred Options Policy reinforces the support given to the provision of essential shops and services set out in Preferred Options Policies ER7, ER9 and SS4.

Preferred Options Policy DM21 – Protecting Community Facilities

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

> **Reasoning and Choice of Preferred Option**

9.3.33   This Preferred Options Policy takes forward the existing policy in Local Plan Policy SVC12, as it recognises that maintaining service provision within communities can be an issue, especially within rural areas. The policy aims to protect facilities in all locations. The alternative option to apply protection, only in settlements which are Key or Local Service Centres was rejected, as it is recognised that there are many services outside these settlements that provide a vital role and could be vulnerable to pressures for changes to other uses.

Key Policy Context/Framework/References

■   Copeland Local Plan Policy SVC12 (2006)

Issues and Options Source

Question 48: which focuses on approaches to protecting community facilities.

9.4   Development Management for Accessibility and Transport

9.4.1   Policy T1 sets out the strategic principles for Improving Accessibility and Transport. This complementary Development Management policy sets out the Council's approach towards managing development which has implications for the Borough's transport network.

Preferred Options Policy DM22 – Accessible Developments

The Council will require development proposals to be accessible to all users and accord with the following principles:

A   The layout of the development responds positively to existing movement patterns in the area by providing or contributing towards:

> **i)** **Permeable and legible layouts which are convenient for access into and through the site for pedestrians, cyclists and disabled people**
>
> **ii)** **Access for public transport**
>
> **iii)** **Access for emergency and service vehicles**
>
> **B** **Incorporate innovative approaches to managing vehicular access and parking with:**
>
> **i)** **Standards incorporated into the design of the development which manage traffic access and speeds without excessive engineering measures**
>
> **ii)** **Incorporate car parking, through a variety of on street and off street arrangements which avoid vehicles dominating the street scene, whilst meeting adopted car parking standards which reflect the needs of the Borough in its rural context**
>
> **Where necessary the potential transport implications of development will be required to be supported by a Transport Assessment and a Travel Plan to manage any significant transport implications.**

Reasoning and Choice of Preferred Option

9.4.2 Preferred options for this policy are linked to urban design principles for accessibility, parking, travel demand and travel planning.

9.4.3 Good design is necessary for accessible and permeable developments particularly for pedestrians, cyclists and disabled people. It is also important for ensuring that vehicle access and parking do not dominate new developments. This means a shift away from engineer-led, car-based developments to block patterns and developments with street frontages which can make walking and cycling more attractive options. It calls upon designers to be imaginative in integrating vehicular access in new developments.

9.4.4 With reference to parking standards, the Issues & Options Report included three options for dealing with car parking provision. The preferred approach is to prepare standards which reflect the local, more rural context of the Borough, instead of adhering rigidly to RSS standards.

9.4.5 The Council's preferred option is for certain types of development to be submitted with a Transport Assessment and Travel Plan when development thresholds, based on those set in the Cumbria and Lake District Structure Plan, have been reached. This reflects the option preferred by the majority of respondents. Alternatives considered were to apply the Council's own thresholds, or make decisions on a case by case basis.

9.5 Development Management for Environmental Protection and Enhancement

9.5.1 The Development Management Policies in this final group deal with the response to proposals which affect environmental interests. They deal in turn with:

- Flood Risk (DM23)

- Nature Conservation & Habitat Protection (DM24)

- Landscaping (DM25)

- Built heritage and archaeology (DM26)

- Protection of trees (DM27)

- Advertisements (DM28)

- Rural Buildings (DM29)

Development Proposals and Flood Risk

9.5.2 Policy ENV1 (in Chapter 7) aims to ensure that new development is located outside areas at risk from flooding and that development does not contribute to an increased risk of flooding elsewhere. This policy supplements that approach to provide clarity for development proposals in areas which are considered to be at risk of flooding or for those where development is likely to increase the risk of flooding elsewhere.

Preferred Options Policy DM23 – Development Proposals and Flood Risk

Development will not be permitted where:

A **There is an unacceptable risk of flooding; or**

B **The development would increase the risk of flooding elsewhere; or**

C **The development would cause interference with or loss of access to a watercourse**

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

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

9.5.3   As with Policy ENV1, the preferred option is based on ensuring that new development is located outside areas at risk of flooding or designed to minimise flood related damage by incorporating flood resistance measures. It reinforces the focus of protecting development against flood risk.

Key Policy Context/Framework/References

- PPS1: Delivering Sustainable Development (2005)

- PPS25: Development and Flood Risk (2006)

- North West Regional Spatial Strategy (RSS) Policies DP9, EM5 & EM6 (2006)

- Copeland Local Plan Policy ENV 16 (2006)

- Copeland Level 1 Strategic Flood Risk Assessment (2007)

- Shoreline Management Plan (Ongoing)

Issues and Options Source

Question 10: which considers appropriate approaches for the mitigation and adaptation to flood risk in the Borough.

Nature Conservation, Habitat Protection and Protected Species

9.5.4   This Preferred Options Policy sets out the detailed approach towards managing development proposals which are likely to have an effect on nature conservation sites, habitats and protected species. It supports the Core Strategy approach to Biodiversity and Geodiversity in Policies ST1 and ENV3.

Preferred Options Policy DM24 – Protecting Nature Conservation Sites, Habitats and Protected Species

Development affecting existing or proposed nature conservation sites and habitats of international, national or local importance will only be permitted if:

A   The development is proven to be necessary for the conservation management of the site

B   There is no alternative location for the development

C   There are imperative reasons of overriding public interest for the development

Development affecting any site or building that supports species protected by law and their habitats will only be permitted if appropriate mitigation and compensatory measures are agreed to facilitate the survival of individual members of species, reduce disturbance to a minimum and provide adequate alternative habitats to sustain at least the current levels of population of the species.

Mitigation and compensatory measures will be secured through planning obligations or conditions, with priority for such measures to be made on site.

Reasoning and Choice of Preferred Option

9.5.5   Areas and features designated as being of international or national nature conservation importance must be afforded the strongest levels of protection.

9.5.6   Occasionally, development proposals may involve buildings or land which have been colonised by species of wildlife which are protected by law and are not within an otherwise protected site as regards nature conservation. Bat roosts and barn owls in buildings are examples.

9.5.7   In the Issues & Options Report, four options for regulating new development in a way that protects and enhances biodiversity, geodiversity, protected species and their habitats were presented. From the responses received there was preference for on site protection of biodiversity, followed by a second preference for on site mitigation of any impacts of development, whilst the least favoured was providing mitigation off site so not to result in a net loss of biodiversity from development impacts on site. The preferred option combines both the first and second preferences, where possible to ensure that developments do not have any direct or indirect impacts on biodiversity, protected species or their habitats.

Key Policy Context/Framework/References

■   PPS9: Biodiversity and Geological Conservation (2005)

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

- ■ Cumbria Biodiversity Action Plan (2001)

- ■ Cumbria and the Lake District Joint Structure Plan Policy E35 (2006)

- ■ Copeland Local Plan Policies ENV1-5 (2006)

Issues and Options Source

Question 13: which refers to approaches to regulate development that protects and enhances biodiversity as well as habitats and landscapes.

Landscaping

9.5.8   This Preferred Options Policy sets out a requirement for new developments to consider landscape features and improvements.

Preferred Options Policy DM25 – Landscaping

Development proposals, where necessary, will be required to include landscaping schemes which retain existing landscape features and reflect local landscape character.

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

Reasoning and Choice of Preferred Option

9.5.9   The Issues & Options report sets out options for an appropriate approach for ensuring that new development protects and enhances existing landscape features. The preferred option is for on-site protection of landscape features. However where impacts may occur, the preferred option also requires adequate mitigation on-site as part of a landscaping scheme.

Key Policy Context/Framework/References

- ■ Copeland Local Plan (2006) Policy ENV12

Issues and Options Source

Question 13: which refers to approaches to regulate development that protects and enhances biodiversity as well as habitats and landscapes.

Built Heritage and Archaeology

9.5.10   This Preferred Options Policy sets out the approach towards development which affects built heritage and archaeology. It supports the strategic approach set out in Preferred Options Policies ST1 and ENV4.

Preferred Options Policy DM26 – Built Heritage and Archaeology

A   Development proposals which protect, preserve and where possible enhance the historic, cultural and architectural character and heritage, visual appearance and contextual importance of the Borough's historic sites and its settings will be supported. This will be particularly relevant in the case of:

   i)   **Scheduled Ancient Monuments**

   ii)   **Conservation Areas**

   iii)   **Listed Buildings and structures and non-listed buildings and structures or landscape features of local heritage and archaeological value**

   iv)   **Surface and below ground archaeological deposits**

B   Development proposals which adversely affect a Scheduled Ancient Monument or its wider site or setting will not be permitted

C   Development within conservation areas will only be permitted where it preserves or enhances the character or appearance of the area and, if appropriate, views in and out of the area. The Council will pay particular attention to:

   i)   **How new development respects the character of existing architecture and any historical associations, landscape features, open spaces, trees, walls and quality of townscape**

   ii)   **The impact of any proposed works to trees with regard to policy DM28**

   iii)   **The design of any proposals for new or altered shopfronts and / or signage, which should be an integral part of the design and avoid the use of internally illuminated signage**

D   Development which affects Listed Buildings or their setting will only be permitted where it:

   i)   **respects the architectural and historic character of the building**

   ii)   **avoids any substantial or total demolition, or any demolition that is not related to proposed development affecting the building**

   iii)   **does not have an adverse effect on the setting or important views of the building**

   iv)   **involves a change of use to all or part of the listed building which contributes to the preservation and overall economic viability of the building, and where the use can be implemented without any adverse alterations to the building**

> **E** **Any development proposal which is considered to affect an existing or potential site of archaeological importance will be required to be accompanied by an archaeological assessment. Where archaeological deposits are evident, below ground or on the surface, evidence should be recorded and where possible preserved in-situ. Proposals for development where archaeological interest has been established will not be approved until evidence has been provided that the risk of archaeological disturbance has been adequately investigated and has been minimised. Planning permission will not be granted if the impact on potential archaeology is unacceptable.**

Reasons and Choice of Preferred Option

9.5.11   The Issues & Options Report set out options for retaining features of historic value in the Borough. In the context of managing development, the preferred option is to ensure that there is a policy to assess the implications of new development on features of historic value, including historic buildings, through the planning application process. The policy is intended to cover: Scheduled Ancient Monuments; Conservation Areas; Listed Buildings and structures; non-listed buildings and structures or landscape features which are considered to be of local heritage and archaeological value; and surface and below ground archaeological deposits.

Key Policy Context/Framework/References

■ PPS7: Sustainable Development in Rural Areas (2004)

■ PPG15: Planning and the Historic Environment (1994)

■ PPG16: Archaeology (1990)

■ North West Regional Spatial Strategy (RSS) Policy EM1

■ Copeland Local Plan Policies DEV1-6 & ENV 25-37 (2006)

Issues and Options Source

Question 14: which refers to retaining features of historic value in the Borough.

Protection of Trees

9.5.12   The objective of this Preferred Options Policy is to set out an approach for managing proposals that involve trees in conservation areas and trees which are protected with Tree Preservation Orders.

> **Preferred Options Policy DM27 – Protection of Trees**

A **Development proposals which are likely to affect any trees within the Borough will be required to:**

i) **Include an arboricultural assessment as to whether any of those trees are worthy of retention and protection by means of a Tree Preservation Order**

ii) **Submit proposals for the replacement or relocation of any trees removed, with net provision at a minimum ratio of 2:1, with preference for the replacement of trees on site and with native species**

B **Any proposed works to Trees within Conservation Areas, or protected with Tree Preservation Orders, will be required to include an arboricultural survey to justify why works are necessary and that the works proposed will, where possible, not adversely affect the amenity value of the area**

Reasoning and Choice of Preferred Option

9.5.13 The Issues & Options Report set out options for managing the potential development impacts on trees which are in Conservation Areas or which are subject to Tree Preservation Orders. The preferred option was to develop a restrictive policy to prevent the loss of trees in Conservation Areas, those subject to a Tree Preservation Order and also areas of Ancient Woodland.

9.5.14 Because of the limited amount of tree coverage in the Borough, the preferred option also introduces a requirement for major development proposals to submit any details of the proposals that are likely to affect any trees on site. The aim is to, where possible, protect any that are worthy of retention. If development, however does lead to a loss of trees the Council will seek to negotiate for replacement trees to be provided, preferably on site.

Key Policy Context/Framework/References

■ PPS7: Sustainable Development in Rural Areas (2004)

■ North West Regional Spatial Strategy (RSS) Policy EM1

■ Copeland Local Plan Policies ENV10 & 27 (2006)

Issues and Options Source

Question 15: which sets out approaches for the managing the potential development impacts on trees which are in Conservation Areas or subject to Tree Preservation Orders.

Advertisements

9.5.15   The objective of this policy is to set out the Council's preferred approach to managing proposals for advertisements, both within and outside areas of Special Advertisement Control in the Borough.

Preferred Options Policy DM28 – Advertisements

A   In areas of Special Advertisement Control the Council will not normally grant express consent for the display of advertisements unless:

   i)   There is no nearer location on a public road

   ii)   The sign is of a standard design approved by the Council and serving to advertise one or more businesses in a nearby community

   iii)   The sign is of a reasonable scale and appearance, having regard to the nature and situation of the land or building to which it relates

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

   i)   They would not be obtrusive or dominant features in the street scene

   ii)   They would not create clutter on a building or within the street scene

   iii)   They would not harm public safety

   iv)   Where attached to a building, they would respect its scale, proportions and architectural features.

Reasoning and Choice of Preferred Option

9.5.16   The Issues & Options Report set out four options for an appropriate approach in relation to regulating the impact of advertisements. The preferred option reflects the first option which is to develop a policy similar to the approach in the Local Plan which assesses the potential impacts of advertisements using criteria which differentiate between the control of advertisements in the countryside and urban areas. It is important to maintain the distinction between areas of the Borough which are within and outside areas of Special Advertisement Control. The Council has greater control over the size and location of advertisements in these areas.

Key Policy Context/Framework/References

   ■ PPS1: Delivering Sustainable Development (2005)

   ■ PPS6: Planning for Town Centres (2005)

■ Copeland Local Plan Policies DEV1 & ENV 39-40 (2006)

Issues and Options Source

Question 22: which sets out approaches for regulating the impacts of advertisements.

Rural Development

9.5.17 There has been a recent increase in popularity and demand for small holdings, hobby farming and equine related development.

9.5.18 Whilst supporting rural businesses the Council wants to ensure that any such development is appropriately managed so that it does not result in over intensive use in the countryside or erode the local character.

Preferred Options Policy DM29 – Rural Buildings

The Council will generally look favourably on proposals for small holdings and equine related developments that appropriately reuse existing buildings.

Proposals for new agricultural buildings, small holdings and equine related development will be permitted so long as they:

A   Are well related to an existing settlement or farm building complex, or where this is not possible or appropriate are accessible and well screened

B   Are of an appropriate design and scale

C   Use materials and colours that enable the development to blend into its surroundings

D   Do not adversely impact on the local landscape character or built environment

E   Do not significantly impact the amenity of any nearby residential properties

Such developments may also require an appropriate planting scheme.

Reasoning and Choice of Preferred Option

9.5.19 Planning Policy Statement 7 (PPS7) states that local planning authorities should support equine enterprises that maintain environmental quality and countryside character. In addition, most respondents to the Issues and Options consultation supported a flexible policy for stables and equine development.

9.5.20   Preferred Policy DM29 is designed to support such development whilst also protecting the landscape character and built environment of the Borough as well as local amenity.

Key Policy Context Framework

■   PPS7: Sustainable Development in Rural Areas

■   Local Plan Policies DEV1, DEV5 and ENV41

Issues and Options Source

Question 19: which asked about the most appropriate approach for dealing with stables and equine related development.

PART 3 – MONITORING AND IMPLEMENTATION

10   Monitoring and Implementation Framework

Implementation of the Core Strategy

10.1.1   The Core Strategy must be capable of being implemented. In order to do so it is important that a preferred clear and concise framework is developed at this early stage. This will be developed in such a way that minimises duplication, but gives a clear steer on who is responsible for implementing policies and proposals, by when and the resources that will be required. This will give greater confidence that the plan we proposed to put forward can be achieved.

10.1.2   The table at Figure 10.1 establishes the framework and this is based initially on the Preferred Options draft policies that have been prepared. In moving forward the formal 'Publication Document', the policies and structure of the document could change and this could also alter the monitoring framework.

Monitoring Arrangements

10.1.3   It is also important that the plan can be easily monitored. An Annual Monitoring Report has to be prepared by the end of each calendar year, reflecting the activity in the previous financial year (1 April – 31 March): This looks at:

- How our policies are working in practical terms

- How our policies are being implemented – i.e. sites being taken up and developed

- How our plans and policies are affecting wider indicators – unemployed, deprivation and similar matters that are part of the monitoring system that has been developed, and

- How our work programme is progressing (and whether any adjustment is required)

10.1.4   The Core Strategy will therefore be subject to detailed annual monitoring by the Council as part of the Local Development Framework Annual Monitoring Report and Sustainability Appraisal monitoring processes, together with a more comprehensive review as standard, probably every five years, to determine whether the strategy and policies might require any significant modifications through a revision of the Core Strategy. If relevant targets and thresholds are not achieved during the proposed phasing timescales, the policy / proposal and target will be reviewed to assess whether any alteration or modifications should be made, and feed into the revision of the Core Strategy. The need to undertake any such a revision

of the Core Strategy will generally be taken through consideration of the cumulative effects of targets not being met rather than one individual target not being achieved. This is in accordance with the plan-monitor-manage approach. This form of monitoring and evaluation will be reported to Council Committees.

Figure 10.1: Monitoring

Policy	Principal Implementation Routes	Who is Responsible	By When	Resource Implications	Target / Indicator
Strategic Policies					
ST1 Spatial Development Principles	Core Strategy policies, Development Management Policies, SPDS and Site Allocations DPD	Planning Policy in liaison with all Council departments	On-going	Within existing budgets	Adoption of Core Strategy and Development Management Policies DPD Adoption of Site Allocations DPD m^2 public realm improvements achieved Ha / m^2 employment space improved Sites / Floorspace permitted & provided in Whitehaven, Cleator Moor, Egremont & Millom Tourism opportunity sites allocated Formal approval of the Infrastructure Plan Developments which represent investment in education and training No. of homes improved Housing allocated in Whitehaven, Cleator Moor, Egremont and Millom

Policy	Principal Implementation Routes	Who is Responsible	By When	Resource Implications	Target / Indicator
					Location, tenure and type of new housing permissions
					% of LTP schemes implemented
					SMPs adopted
	Assessment of major development proposals	Development Management	On-going	Within existing budgets	% permissions complying with Policy ST1
ST2 Spatial Development Strategy	Development Management Policies, SPDS and Site Allocations DPD	Planning Policy in liaison with economic development	Adoption of Core Strategy and Development Management Policies DPD Adoption of Site Allocations DPD	Within existing budgets	Adoption of Core Strategy and Development Management Policies DPD Adoption of Site Allocations DPD Floorspace allocated
	Pow Beck Development Brief SPD	Planning Policy	SPD Adopted	Within existing budgets	SPD Adoption Development accords with the SPD
	Whitehaven Town Centre and Harbourside SPD	Planning Policy.	SPD due for adoption by June 2011	Within existing budgets	SPD Adoption
	Assessment of development proposals	Development Management	On-going	Within existing budgets	% permissions complying with Policy ST2 m^2 floorspace permitted & provided in Whitehaven, Cleator Moor, Egremont & Millom No. of jobs in the Borough Total new jobs created

Policy	Principal Implementation Routes	Who is Responsible	By When	Resource Implications	Target / Indicator
ST3 Strategic Regeneration Priorities	Development Management Policies and Site Allocations DPD	Planning Policy in liaison with economic development	Adoption of Core Strategy and Development Management Policies DPD Adoption of Site Allocations DPD	Within existing budgets	Adoption of Core Strategy and Development Management Policies DPD Adoption of Site Allocations DPD Tourism opportunity sites allocated
	Whitehaven Town Centre and Harbourside SPD	Planning Policy	SPD due for adoption by June 2011	Within existing budgets	SPD Adoption
	Pow Beck Development Brief SPD	Planning Policy	SPD Adopted	Within existing budgets	SPD Adoption Development accords with the SPD
	Assessment of major development proposals	Development Management	On-going	Within existing budgets	% permissions complying with Policy ST3 Developments permitted in Whitehaven, Cleator Moor, Egremont & Millom and in rural areas
ST4 Strategic Infrastructure Policy	Infrastructure Plan	Planning Policy	On-going	Within existing budgets	Formal approval of the Infrastructure Plan
	Planning Obligations SPD	Planning Policy	SPD to be developed	Within existing LDS and budgets	SPD Adoption Value of developer contributions No of affordable homes provided
	Assessment of major development proposals	Development Management	On-going	Within existing budgets	% permissions complying with Policy ST4

Policy	Principal Implementation Routes	Who is Responsible	By When	Resource Implications	Target / Indicator
Economic Opportunity & Regeneration					
ER1 Planning for the Nuclear Sector	Development Management Policies and Site Allocations DPD	Planning Policy	On-going	Within existing budgets	Adoption of Core Strategy and Development Management Policies DPD Adoption of Site Allocations DPD
	Britain's Energy Coast	Planning Policy in liaison with West Cumbria and Allerdale	On-going	Within existing budgets	Objectives achieved
	Planning Obligations SPD	Planning Policy in liaison with Development Management	SPD due for adoption by June 2011	Within existing budgets	SPD Adoption
	Assessment of major development proposals	Development Management	On-going	Within existing budgets	% permissions complying with Policy ER1 No. of jobs relocated from Sellafield to Whitehaven and the other KSCs
ER2 Planning for the Renewable Energy Sector	Development Management Policies and Site Allocations DPD	Planning Policy	On-going	Within existing budgets	Adoption of Core Strategy and Development Management Policies DPD Adoption of Site Allocations DPD
	Britain's Energy Coast	Planning Policy in liaison with West Cumbria and Allerdale	On-going	Within existing budgets	Objectives achieved
	Planning Obligations SPD	Planning Policy in liaison with Development Management	SPD due for adoption by June 2011	Within existing budgets	SPD Adoption

Policy	Principal Implementation Routes	Who is Responsible	By When	Resource Implications	Target / Indicator
	Assessment of major renewable development proposals	Development Management	On-going	Within existing budgets	No. and capacity of Renewable energy generating facilities permitted % of permissions complying with Policy ER2 % of permissions complying with Cumbria Wind Energy SPD
ER3 The Support Infrastructure for the Energy Coast	Britain's Energy Coast	Planning Policy in liaison with West Cumbria and Allerdale Britain's Energy Coast West Cumbria	On-going	Within existing budgets	Objectives achieved Number of energy qualifications attained
	Development Management Policies and Site Allocations DPD	Planning Policy	On-going	Within existing budgets	Adoption of Core Strategy and Development Management Policies DPD Adoption of Site Allocations DPD
	Infrastructure Plan	Planning Policy	On-going	Within existing budgets	Formal approval of the Infrastructure Plan
	Planning Obligations SPD	Planning Policy	SPD to be developed	Within existing LDS and budgets	SPD Adoption
ER4 Land and Premises for Economic Development	Development Management Policies and Site Allocations DPD	Planning Policy	On-going	Within existing budgets	Adoption of Core Strategy and Development Management Policies DPD Adoption of Site Allocations DPD Sites / Floorspace allocated

Policy	Principal Implementation Routes	Who is Responsible	By When	Resource Implications	Target / Indicator
	Assessment of major development proposals	Development Management	On-going	Within existing budgets	% permissions complying with Policy ER4

Floorspace approved by type

Floorspace developed by type

Land permitted against planned provision levels |
| ER5 Improving the Quality of Employment Space | Development Management Policies and Site Allocations DPD | Planning Policy in liaison with economic development | On-going | Within existing budgets | Adoption of Core Strategy and Development Management Policies DPD

Adoption of Site Allocations DPD

m^2 public realm improvements achieved

Ha / m^2 employment space improved |
| | Assessment of major development proposals | Development Management | On-going | Within existing budgets | % permissions complying with Policy ER5

% of office development that takes place in Whitehaven and the KSCs |
| ER6 Location of Employment | Development Management Policies and Site Allocations DPD | Planning Policy in liaison with economic development | Adoption of Core Strategy and Development Management Policies DPD

Adoption of Site Allocations DPD | Within existing budgets | Adoption of Core Strategy and Development Management Policies DPD

Adoption of Site Allocations DPD

Sites / Floorspace allocated |

Policy	Principal Implementation Routes	Who is Responsible	By When	Resource Implications	Target / Indicator
	Assessment of major development proposals	Development Management	On-going	Within existing budgets	% permissions complying with Policy ER6 Ha / m^2 employment space permitted & provided in Whitehaven, Cleator Moor, Egremont & Millom
ER7 Principal Town Centre, Key Service Centres and other local centres	Development Management Policies and Site Allocations DPD	Planning Policy in liaison with economic development	Adoption of Core Strategy and Development Management Policies DPD Adoption of Site Allocations DPD	Within existing budgets	Adoption of Core Strategy and Development Management Policies DPD Adoption of Site Allocations DPD Floorspace allocated
	Pow Beck Development Brief SPD	Planning Policy	SPD Adopted	Within existing budgets	SPD Adoption Development accords with the SPD
	Whitehaven Town Centre and Harbourside SPD	Planning Policy	SPD due for adoption by June 2011	Within existing budgets	SPD Adoption
	Settlement Services Survey	Planning Policy	August 2010 (reviewed every 2 years)	Within existing budgets	Completion of the survey Services lost or gained in settlements
	Assessment of major development proposals	Development Management	On-going	Within existing budgets	% permissions complying with Policy ER7 m^2 floorspace permitted & provided in Whitehaven, Cleator Moor, Egremont, Millom and smaller centres
ER8 Whitehaven Town Centre	Development Management Policies and Site Allocations DPD	Planning Policy in liaison with economic development	Adoption of Core Strategy and Development	Within existing budgets	Adoption of Core Strategy and Development Management Policies DPD

Policy	Principal Implementation Routes	Who is Responsible	By When	Resource Implications	Target / Indicator
			Management Policies DPD Adoption of Site Allocations DPD		Adoption of Site Allocations DPD Floorspace allocated
	Pow Beck Development Brief SPD	Planning Policy	SPD Adopted	Within existing budgets	SPD Adoption Development accords with the SPD
	Whitehaven Town Centre and Harbourside SPD.	Planning Policy	SPD due for adoption by June 2011	Within existing budgets	SPD Adoption
	Assessment of major development proposals	Development Management	On-going	Within existing budgets	% permissions complying with Policy ER8 m^2 floorspace permitted & provided in Whitehaven
	Review of Conservation Areas within Whitehaven	Planning Policy	On-going	Within existing budgets	Revised/agreed Conservation Area boundaries
	Review of Town Centre Boundary	Planning Policy	On-going	Within existing budgets	Revised/agreed Town Centre boundary
ER9 The Key Service Centres and other Smaller Centres	Development Management Policies and Site Allocations DPD	Planning Policy in liaison with economic development	Adoption of Core Strategy and Development Management Policies DPD Adoption of Site Allocations DPD	Within existing budgets	Adoption of Core Strategy and Development Management Policies DPD Adoption of Site Allocations DPD Floorspace allocated
	Settlement Services Survey	Planning Policy	August 2010 (reviewed every 2 years)	Within existing budgets	Completion of the survey Services lost or gained in settlements

Policy	Principal Implementation Routes	Who is Responsible	By When	Resource Implications	Target / Indicator
	Assessment of development proposals	Development Management	On-going	Within existing budgets	% permissions complying with Policies ER9 & ER7 m^2 floorspace permitted & provided in Cleator Moor, Egremont, Millom and smaller centres
	Review of Town Centre Boundaries	Planning Policy	On-going	Within existing budgets	Revised/agreed Key Service Centre boundaries
ER10 Tourism Renaissance	Development Management Policies and Site Allocations DPD	Planning Policy in liaison with economic development	Adoption of Core Strategy and Development Management Policies DPD Adoption of Site Allocations DPD	Within existing budgets	Adoption of Core Strategy and Development Management Policies DPD Adoption of Site Allocations DPD Tourism opportunity sites allocated
	Whitehaven Town Centre and Harbourside SPD	Planning Policy	SPD due for adoption by June 2011	Within existing budgets	SPD Adoption
	Assessment of major development proposals	Development Management	On-going	Within existing budgets	% permissions complying with Policy ER10 Developments permitted in Whitehaven, Cleator Moor, Egremont & Millom and in rural areas
ER11 Developing Enterprise and Skills	Development Management Policies and Site Allocations DPD	Planning Policy in liaison with economic development	Adoption of Core Strategy and Development Management Policies DPD Adoption of Site Allocations DPD	Within existing budgets	Adoption of Core Strategy and Development Management Policies DPD Adoption of Site Allocations DPD

Policy	Principal Implementation Routes	Who is Responsible	By When	Resource Implications	Target / Indicator
	Planning Obligations SPD	Planning Policy in liaison with Development Management	SPD due for adoption by June 2010	Within existing budgets	SPD Adoption Planning Obligations secured with contributions to training and education
	Assessment of development proposals	Development Management	On-going	Within existing budgets	% permissions complying with Policy ER11 Developments which represent investment in education and training Visitor numbers Tourism revenue target Tourism employment
Sustainable Settlements					
SS1 Improving the Housing Offer	Development Management Policies and Site Allocations DPD	Planning Policy in liaison with housing team, housing providers / partner developer	Adoption of Core Strategy and Development Management Policies DPD Adoption of Site Allocations DPD	Within existing budgets	Adoption of Core Strategy and Development Management Policies DPD Adoption of Site Allocations DPD No. of homes improved
	Assessment of development proposals	Development Management	On-going	Within existing budgets	% permissions complying with Policy SS1

Policy	Principal Implementation Routes	Who is Responsible	By When	Resource Implications	Target / Indicator
SS2 Sustainable Housing Growth	Development Management Policies and Site Allocations DPD.	Planning Policy in liaison with housing team, housing providers / partner developer	Adoption of Core Strategy and Development Management Policies DPD Adoption of Site Allocations DPD	Within existing budgets	Adoption of Core Strategy and Development Management Policies DPD Adoption of Site Allocations DPD Housing allocated in Whitehaven, Cleator Moor, Egremont, Millom and smaller settlements
	Assessment of development proposals	Development Management	On-going	Within existing budgets	% permissions complying with Policy SS2 No. of new homes completed % of new housing built at 30-50 dwellings per hectare % of new homes built on previously developed land Developments permitted in Whitehaven, Cleator Moor, Egremont, Millom and Local Centres
SS3 Housing Needs Mix and Affordability	Development Management Policies and Site Allocations DPD.	Planning Policy in liaison with housing team, housing providers / partner developer	Adoption of Core Strategy and Development Management Policies DPD Adoption of Site Allocations DPD	Within existing budgets	Adoption of Core Strategy and Development Management Policies DPD Adoption of Site Allocations DPD

Policy	Principal Implementation Routes	Who is Responsible	By When	Resource Implications	Target / Indicator
	Assessment of development proposals	Development Management	On-going	Within existing budgets	Location, tenure and type of new housing permissions (targets to be informed by the updated Housing Needs Survey and SHMA)
SS4 Community Facilities and Services	Assessment of development proposals	Development Management	On-going	Within existing budgets	Location, type of development, accessibility % of proposals in accordance with Policy SS4
	Infrastructure Plan – indication of type, level and location of services	Planning Policy	On-going	Within existing budgets	Formal approval of the Infrastructure Plan
	Development Management Policies and Site Allocations DPD	Planning Policy in liaison with economic development	Adoption of Core Strategy and Development Management Policies DPD Adoption of Site Allocations DPD	Within existing budgets	Adoption of Core Strategy and Development Management Policies DPD Adoption of Site Allocations DPD Floorspace allocated
	Settlement Services Survey	Planning Policy	August 2010 (reviewed every 2 years)	Within existing budgets	Completion of the survey Services lost or gained in settlements
	PPG 17 Study	Planning Policy/Leisure Services	October 2010	Within existing budgets	Completion of the Study – detailed/specific requirements and targets will follow form the Study
Accessibility					
T1 Improving Accessibility and Transport	Development Management Policies and Site Allocations DPD	Planning Policy in liaison with Cumbria County Council and other LTP	Adoption of Core Strategy and Development	Within existing budgets	Adoption of Core Strategy and Development Management Policies DPD

Policy	Principal Implementation Routes	Who is Responsible	By When	Resource Implications	Target / Indicator
		partners	Management Policies DPD Adoption of Site Allocations DPD		Adoption of Site Allocations DPD Adoption of Parking Strategy
	Cumbria Local Transport Plan	Cumbria County Council	On-going	Within existing budgets	% of LTP schemes implemented
	Assessment of development proposals	Development Management	On-going	Within existing budgets	% of permissions complying with Policy T1 Provision of cycleways
Environmental Protection and Enhancement					
ENV1 Flood Risk and Flood Management	Development Management Policies and Site Allocations DPD	Planning Policy	On-going	Within existing budgets	Adoption of Core Strategy and Development Management Policies DPD Adoption of Site Allocations DPD
	Pow Beck Development Brief SPD	Planning Policy	SPD Adopted	Within existing budgets	SPD Adoption Development accords with the SPD
	Whitehaven Town Centre and Harbourside SPD	Planning Policy	SPD due for adoption by June 2011	Within existing budgets	SPD Adoption

Policy	Principal Implementation Routes	Who is Responsible	By When	Resource Implications	Target / Indicator
	Assessment of development proposals	Development Management	On-going	Within existing budgets	% permissions complying with Policy ENV1
					% applications granted contrary to Environment Agency advice
					% / no. of developments incorporating SuDS
ENV2 Coastal Management	Development Management Policies and Site Allocations DPD	Planning Policy	On-going	Within existing budgets	Adoption of Core Strategy and Development Management Policies DPD
					Adoption of Site Allocations DPD
	Shoreline Management Plan	SMP Partnership	Expected Summer 2010	Within existing budgets	SMP adopted
	Assessment of development proposals	Development Management	On-going	Within existing budgets	% permissions complying with Policy ENV2
					Number and nature of permissions on the undeveloped coast
ENV3 Biodiversity and Geodiversity	Development Management Policies and Site Allocations DPD	Planning Policy	On-going	Within existing budgets	Adoption of Core Strategy and Development Management Policies DPD
					Adoption of Site Allocations DPD
	Cumbria Biodiversity Action Plan	CBAP Partnership	On-going	Within existing budgets	Area new habitat created
					Achievement of BAP targets

Policy	Principal Implementation Routes	Who is Responsible	By When	Resource Implications	Target / Indicator
	Assessment of development proposals	Development Management	On-going	Within existing budgets	% permissions complying with Policy ENV3 Condition of priority habitats
ENV4 Built Environment and Heritage	Development Management Policies and Site Allocations DPD	Planning Policy	On-going	Within existing budgets	Adoption of Core Strategy and Development Management Policies DPD. Adoption of Site Allocations DPD
	Assessment of development proposals	Development Management	On-going	Within existing budgets	% permissions complying with Policy ENV4 % / no. of Listed Buildings and archaeological sites lost to development No. of buildings at risk
ENV5 Protecting and Enhancing the Borough's Landscapes	Development Management Policies and Site Allocations DPD	Planning Policy	On-going	Within existing budgets	Adoption of Core Strategy and Development Management Policies DPD Adoption of Site Allocations DPD
	Assessment of development proposals	Development Management	On-going	Within existing budgets	% permissions complying with Policy ENV5
ENV6 Provision and Access to Open Space and the Countryside	Development Management Policies and Site Allocations DPD	Planning Policy	On-going	Within existing budgets	Adoption of Core Strategy and Development Management Policies DPD Adoption of Site Allocations DPD
	Assessment of development proposals	Development Management	On-going	Within existing budgets	% permissions complying with Policy ENV6

Policy	Principal Implementation Routes	Who is Responsible	By When	Resource Implications	Target / Indicator
	PPG 17 Study	Planning Policy/Leisure Services	October 2010	Within existing budgets	Completion of the Study – detailed/specific requirements and targets will follow form the Study
Development Management Policies:					
Economic Opportunity and Regeneration					
DM1 Nuclear Energy Generation Proposals at Braystones, Kirksanton and Sellafield	Assessment of major proposals for Energy Generation at Braystones, Kirksanton and Sellafield	Development Management in liaison with the Infrastructure Planning Commission	On-going	Within existing budgets	Proposals responding to matters listed in Policy DM1
DM2 Renewable Energy Generation in the Borough	Assessment of major proposals for renewable energy	Development Management	On-going	Within existing budgets	No. of permitted renewable energy development proposals in compliance with Policy DM2
DM3 Safeguarding Employment Areas	Non-employment uses on employment land	Planning Policy in liaison with Development Management and Economic Development	On-going	Within existing budgets	Employment land lost (ha)
	Changes of use from employment.	Planning Policy in liaison with Development Management and Economic Development	On-going	Within existing budgets	Employment floorspace lost (m^2)
	Assessment of major development proposals	Development Management	On-going	Within existing budgets	% of permissions complying with Policy DM3

Policy	Principal Implementation Routes	Who is Responsible	By When	Resource Implications	Target / Indicator
DM4 Westlakes Science and Technology Park	Assessment of development proposals at Westlakes Science and Technology Park	Development Management	On-going	Within existing budgets	% of permissions complying with Policy DM4 M^2 of floorspace developed in accordance with the uses outlined in DM4
DM5 Nuclear Sector Development at Sellafield and Drigg LLWR Sites.	Assessment of development proposals.	Development Management.	On-going.	Within existing budgets.	Proposals comply with Policy DM5.
DM6 Managing Non Retail Development in Town Centres.	Non-retail development within town centres.	Planning Policy in liaison with Development Management.	On-going.	Within existing budgets.	m^2 of retail floorspace in town centres lost.
	Assessment of development proposals.	Development Management.	On-going.	Within existing budgets.	% of permissions complying with Policy DM6.
DM7 Food, Drink, Betting Shops, Pawnbrokers and Amusement Arcades in Towns and Local Centres.	Uses defined in Policy DM10 in town and smaller centres.	Planning Policy in liaison with Development Management.	On-going.	Within existing budgets.	No. of permissions granted for uses defined in Policy DM7
	Assessment of development proposals.	Development Management.	On-going.	Within existing budgets.	% of permissions complying with Policy DM7.
DM8 Tourism Development in Rural Areas.	Tourism developments in rural areas.	Planning policy in liaison with Development Control and Economic Development.	On-going.	Within existing budgets.	No. of permissions (total) for tourism development in rural areas. % of permissions involving re-use or conversion of existing buildings
	Assessment of development proposals	Development Management	On-going	Within existing budgets	% of permissions complying with Policy DM8

Policy	Principal Implementation Routes	Who is Responsible	By When	Resource Implications	Target / Indicator
DM9 Holiday Accommodation and Camp sites	Holiday Caravans & Camp Sites	Planning Policy in liaison with Development Management	On-going	Within existing budgets	No. of Caravans and chalets permitted
	Beach Chalets	Planning Policy in liaison with Development Management	On-going	Within existing budgets	No. of camp sites and holiday accommodation permitted % accommodation replacements
	Assessment of development proposals	Development Management	On-going	Within existing budgets	% of permissions complying with Policy DM9
Sustainable Settlements					
DM10 Achieving Quality of Place	Design and Access Statements	Planning Policy in liaison with Development Management	On-going	Within existing budgets	No. and % of applications submitted with Design and Access Statements
	Assessment of development proposals	Development Management	On-going	Within existing budgets	% of permissions complying with Policy DM10
DM11 Sustainable Development Standards	Efficiency standards	Planning Policy in liaison with Development Management	On-going	Within existing budgets	No. of permissions and completions achieving: − Code for Sustainable Homes − BREEAM
	Renewable energy generation	Planning Policy in liaison with Development Management	On-going	Within existing budgets	No. of permissions for major developments (of 10 or more dwellings) and completions achieving at least 10% on site renewable energy generation

Policy	Principal Implementation Routes	Who is Responsible	By When	Resource Implications	Target / Indicator
	Assessment of development proposals	Development Management	On-going	Within existing budgets	% of permissions complying with Policy DM11
DM12 Standards for New Residential Developments	Assessment of major development proposals for separation distance, public space standards, car parking provision etc.	Development Management	On-going	Within existing budgets	% of permissions complying with Policy DM12 No. of new homes meeting Lifetime Homes and Building for Life standards
DM13 Conversions of buildings to residential use within settlement limits	Assessment of major development proposals	Development Management	On-going	Within existing budgets	% of permissions complying with Policy DM13
DM14 Residential Establishments	Assessment of major development proposals	Development Management	On-going	Within existing budgets	% of permissions complying with Policy DM14
DM15 Conversion of Rural Buildings to Residential Use	Assessment of conversions in rural areas	Development Management	On-going	Within existing budgets	% of permissions complying with Policy DM15
DM16 Replacement of Dwellings	Assessment of development proposals	Development Management	On-going	Within existing budgets	% of permissions complying with Policy DM16
DM17 Removal of Occupancy Conditions.	Assessment of the number of permissions for removal of planning conditions.	Development Management.	On-going.	Within existing budgets.	% of permissions complying with Policy DM17.
DM18 Domestic Extensions and Alterations	Assessment of the number of applications for domestic extensions and alterations	Development Management	On-going.	Within existing budgets	% of permissions complying with Policy DM18
DM19 Residential Caravans, Mobile	Assessment of development proposals	Planning Policy in liaison with Development	On-going	Within existing budgets	No. of permissions complying with Policy

Policy	Principal Implementation Routes	Who is Responsible	By When	Resource Implications	Target / Indicator
Homes, Chalets and Beach Bungalows		Management			DM19
DM20 Gypsies and Travellers	Number of pitches developed	Planning Policy in liaison with Development Management	On-going	Within existing budgets	No. of unauthorised pitches No. of authorised pitches
	Assessment of development proposals	Development Management	On-going	Within existing budgets	% of proposals complying with Policy DM20
DM21 Protecting Community Facilities	Assessment of the number of applications made for the demolitions, relocation etc of community facilities	Development Management	On-going	Within existing budgets	% of proposals complying with Policy DM21
	Settlement Services Survey	Planning Policy	August 2010 (reviewed every 2 years)	Within existing budgets	Completion of the survey Services lost or gained in settlements
Accessibility and Transport					
DM22 Accessible Developments	Details on parking standards to be set out	Planning Policy in liaison with Development Management and Cumbria County Council	On-going	Within existing budgets	Adoption of Parking Strategy
	Transport Assessments	Planning Policy in liaison with Development Management and Cumbria County Council	On-going	Within existing budgets	No. of Transport Assessments submitted
	Travel Plans	Planning Policy in liaison with Development Management and Cumbria County Council	On-going	Within existing budgets	No. of Travel Plans submitted

Policy	Principal Implementation Routes	Who is Responsible	By When	Resource Implications	Target / Indicator
	Assessment of development proposals	Development Management	On-going	Within existing budgets	% of proposals complying with Policy DM22
Environmental Protection and Enhancement					
DM23 Development Proposals and Flood Risk	Assessment of development proposals, FRAs undertaken and mitigation measures	Development Management	On-going	Within existing budgets	% of proposals complying with Policy DM23
DM24 Protecting Nature Conservation Sites, Habitats and Protected Species	Assessment of development proposals	Development Management	On-going	Within existing budgets	% of proposals complying with Policy DM24
DM25 Landscaping	Assessment of development proposals	Development Management	On-going	Within existing budgets	% of proposals complying with Policy DM25
DM26 Built Heritage and Archaeology	Assessment of development proposals	Development Management	On-going	Within existing budgets	% of proposals complying with Policy DM26
DM27 Protection of Trees	Assessment of development proposals	Development Management	On-going	Within existing budgets	% of proposals complying with Policy DM27 No. of TPOs Net change in no. of trees in TPOs
DM28 Advertisements	Assessment of development proposals	Development Management	On-going	Within existing budgets	% of proposals complying with Policy DM28
DM29 Rural Buildings	Assessment of development proposals	Development Management	On-going	Within existing budgets	% of proposals complying with Policy DM29

11 APPENDIX 1: Note on Economic and Housing Scenarios

11.1 Purpose of the Note

11.1.1 This Note summarises some of the key background information to support the evolving Core Strategy for Copeland's Local Development Framework (LDF). It covers the economic forecasts which have been prepared for the Borough and for the West Cumbria sub-region, and attempts to relate that information to expectations of population and housing change.

11.1.2 It also discusses approaches to plan-making based on choices about how the Council might choose to respond to the various scenarios, starting with discussion of options in the LDF Preferred Options Stage.

11.1.3 It includes a number of queries and discussion points which have been raised with partner organisations. They will be resolved as part of the process of evolving a Core Strategy which is consistent with the plans and forecasts of partner agencies and authorities.

11.1.4 It expands on the brief discussion of the Scenarios and growth potential in Chapter 2 of the main Preferred Options document.

11.2 Economic Forecasts & Scenarios: the Experian 2007 work

11.2.1 The most comprehensive, and most-frequently-referenced, source of scenarios and forecasts is Experian (BSL)'s work for West Cumbria Vision / Grant Thornton *(Results of Economic Modelling – West Cumbria Spatial Master Plan Working Paper 4, June 2007).*

11.2.2 In summary, this shows (all figures for West Cumbria):

A. Estimate of Sellafield employment at risk from rundown: 10,171 FTE (87% W Cumbria residents) + 4,750 contractors (about 50% residents). Note that this is a higher total than now believed to be employed there, probably reflecting an earlier survey date. It suggests that, given the estimate of 20% of Sellafield's supply-chain being in Cumbria, the induced impact of 'first-round' job loss by 2026 would be 2,000 more than this; but notes that labour market adjustments would moderate the total losses by about 5,000.

B. So this 'Decommissioning Baseline' shows change from 65,700 (2006) jobs in West Cumbria to 58,400 (2026) – a fall of **7,800** jobs

C. The scenario entitled 'Decommissioning "anchored" '(i.e. with some jobs gained by responding to the work potential of decommissioning) gives a change from 65,900 (2006) to 59.900 (2026) a fall of **6,600.** jobs.

D. Scenario 2 'Nuclear Energy Cluster' tests the effect of co-locating related activities in West Cumbria (a National Nuclear Laboratory + Nuclear Skills Academy + Waste / reprocessing + one new Power Station + a technical centre). This shows a change from 66,800 (2006) to 64,000 (2026): a much smaller fall, of **2,800.**

E. Scenario 3 'Tourism & Leisure' shows change from 65,800 (2006) to 59,400 (2026): again, a larger fall at **6,400.**

F. Scenario 4 'Skills & Enterprise' is rather different from the others, which are characterised by varying the assumptions about sectoral make-up of the local economy in future. It is somewhat indistinct, sectorally unspecific, and unclear about what is involved apart from a set of what are essentially input assumptions. It shows a change from 65,800 (2006) to 63,200 (2026), i.e. a fall of **3,600.**

G. A 'Golden Scenario' then puts all of them together: it shows a change from 67,200 (2006) to 71,300 (2026): a gain of **4,100** jobs.

Note: Several of the scenarios have different 'starting-point' (2006) figures, which is possibly because the assumptions in the models affect slightly the estimate of change since the 2001 Census.

11.2.3 The range between the most pessimistic (the 'baseline') and this latter, most optimistic, scenario is therefore 11,900 jobs, over the 20 years. This is clearly a very wide range of possibilities (from 12% fewer jobs than at present to 6% more), and indicates how complex the issues for planning are likely to be.

11.3 Other economic scenarios

11.3.1 A number of other economic forecasts and scenarios lie in behind planning work at the level of County, sub-region and District. Their inter-relationships and base assumptions are not always very clear.

11.3.2 **Cumbria Vision/Draft Strategic Housing Market Assessment SHMA**: these are again sourced to Experian, but cover a shorter period, and have a different range of scenarios: three in section 4.2 (Whitehaven SHMA p.53 *passim*):

- Baseline: 61,900 (2006) to 59,100 (2016) = **- 2,800**

- Aspirational: 62,100 (2006) to 67,400 (2016) = **+ 5,300**

- Worst case: 61,900 (2006) to 58,900 (2016) = **-3,000**

11.3.3   For Copeland, the equivalent figures (p.57) are:

- Baseline: minus 3,600

- Aspirational: plus 2,200

- Worst case: minus 2,600.

11.3.4   The Draft SHMA study (pp. 61-63) then adds two more variants, using these economic scenarios as the basis for a total of 5 scenarios. 4 of them are "Labour Force Led (varied as +No Change, +Experian Baseline, +Aspirational Growth, and +Worst Case) and one Migration-led (+Labour Force Impact).

11.3.5   The extent to which the impact of the recession has been factored in is not clearly explained in the Draft SHMA. Page 62 says "the forecasts ….do not yet take into account the downturn…"; whereas p.61 says "the third scenario attempts to estimate the potential effects of the national and global downturn on the Cumbrian economy".

11.3.6   **DTZ's Employment Land & Premises Study (ELPS)** then adds a scenario of its own, as well as summarising (and projecting pro-rata to 2027) the Experian & Cumbria Vision forecasts.

- DTZ/Experian: (2007-2027): 60,000 down to 58,000; compared with 'transformational' of 60,000 to 72,000 (i.e. a 14,000 difference)

- DTZ/Cumbria Vision: (2008-2023): baseline 47,000, down to 40,000: mainly job losses at Sellafield. But it is not explained in the ELPS why the start and end numbers are so different from the comparable scenarios; it may exclude specific economic sectors not covered by the Study.

- DTZ 'baseline' (2008-2026): 16,500 down to 15,200; mainly losses in manufacturing. Again, it is unclear exactly what sectors the figures relate to; it may be that they exclude change at Sellafield.

- DTZ 'optimistic' (2008-2026): 16,200 up to 18,000 (mainly growth in office sector).

11.3.7   An important general point arising from this brief review is that it will be preferable to agree a core set of forecasts, scenarios and projection periods that the agencies and authorities can work from, to provide a coherent evidence base for planning work across the sub-region.

11.3.8   **Cumbria Economic Strategy 2009-19**: this includes no scenarios or forecasts. However the associated Housing Strategy Action Plan #8, which supports it, contains - at Table 6 - an assumption of 14,880 jobs created in West Cumbria 2008-16, and a consequent new housing requirement of

8,123. This appears (p.20) to draw on NW Regional work done by Regeneris. But this may be a 'new job creation', not a 'net job change', figure; it is not explained. If the latter, it is an extreme 'outlier' in the range reviewed.

11.4 Summary on economic scenarios

11.4.1 In summary, the range - apart from the Cumbria Economic Strategy 'outlier' above - is from a simple 'switch-off' (-7,000) to a hyper-optimistic growth picture of +4,000.

11.4.2 The economic scenarios cover approximately 20 years and all of West Cumbria (except for the Copeland sub-set at 3.2 above); some of the housing forecasting is for shorter periods.

11.4.3 It is crucial to note that no credible scenario involves major net job gain.

11.4.4 The most credible 'upside' scenario (Nuclear Energy Cluster) gives a net loss of (-2,800) in West Cumbria. If one were to assume that it could be combined with, say, some success in Tourism & Leisure, and some response on Skills & Enterprise, one might envisage a neutral result (in Copeland at least) for job change over the 15-20 year period..

11.5 Housing

11.5.1 Taking as a starting-point the scenario noted above as the most credible 'upside' one (Nuclear Energy Cluster), and assuming as discussed at 4.4 that one might assume that job creation balances job loss over the period to leave the employment total broadly as at present, we can try and compare that with the housing requirements forecast.

11.5.2 On the Housing side, the nearest to this is "Labour Force led, No Change" (Whitehaven SHMA p.62). It suggests an annualised dwelling requirement 2006-16 for Copeland of +598 new dwellings per annum (dpa) (SHMA p.71). Comparison of the figures in the table on p.71 suggests that about half of that figure is accounted for by the population / household growth which is expected to occur almost irrespective of the economic / employment scenario chosen.

11.5.3 So this could be taken as an indication of what one might allow for, to cope with the housing implications of a 'full-on' growth scenario – but, as noted, one which actually just replaces jobs expected to be lost.

11.5.4 It compares with the Regional Spatial Strategy (RSS) requirement of 230-241* dpa) and recent build (192 dpa). So the 'headroom' over RSS would be about 360 x 15 years = at least 5400 more dwellings than RSS, up to 2025/6.

11.5.5 The annualised housebuilding rates associated with the various forecasts (from the same SHMA source) are, in summary:

- 'Aspirational growth': **735** dwellings per annum (dpa) 2006-16

- 'Baseline': **280** dpa

- 'Labour Force No Change': **598** dpa

- 'RSS': **241*** dpa

- Last 5 years' build rate: **192** dpa

11.5.6 **Note on RSS figures***: the RSS annual figure (arrived at by dividing the total planning allocation for Copeland by the number of years of application) is 230 new dwellings per year between 2003 and 2021. The SHMA gives an RSS figure of 241 dpa; presumably because it is compensating for the fact that the numbers built recently have been below 230; so it is averaging the remainder of the requirement over the rest of the RSS Plan period to give a slightly higher annual average.

11.6 Using the Scenarios

11.6.1 The basis for the use, explanation and discussion of the economic scenarios at "Preferred Options" stage is to treat the energy sector and its potential as one of the key "Drivers of Change"; and then to explain that in the Council's view (ref. Chapter 2), policies should be based on a reasonably optimistic scenario, so that the economic growth potential is not constrained by factors which the Council can influence (other employment land, housing allocations, access, etc.).

11.6.2 That then leads on to policy choices (topic by topic and/or area by area) based on the preferred scenario. The two principal ones are Employment Land and Housing Land. They then follow this "planning for growth" logic.

11.6.3 On Employment Land, the preferred option, as sketched out in the Employment Land & Premises Study, is to make a 'mid-range' allocation: above the allocation that would be required on the basis of recent take-up rates, but below the total previously allocated, so allowing some release or cancellation of allocations.

11.6.4 Housing Land allocation, following a similar logic, would be well above the recent build rate, and could make spatial provision for the additional dwelling numbers implied by a policy to cope with the housing implications of a 'full-on' growth scenario (5.3 above). The Preferred Option policy in Chapter 5 suggests an 'RSS+10%' strategy with an RSS+30% possibility in the event of faster growth materialising.

11.6.5 There will remain issues of (a) status of allocations, and (b) triggers for review:

(a) status: one option would be to allocate all the land needed for the full scenario; alternatively, it could be to identify two categories of land: 'committed', and a strategic reserve or 'white land';

(b) review: given how dependent the requirement is on external factors, the intention would be a strategy for review: probably review after 5 years; but it could be review in light of nuclear decisions; or some other trigger.

12 APPENDIX 2: Glossary

The Act	The Planning and Compulsory Purchase Act 2004.
Adoption	The final confirmation of a development plan or Local Development Document as having statutory status.
The Planning Act (2008)	The Planning Act 2008 introduces a new system for approving major infrastructure of national importance, such as harbours and waste facilities, and replaces current regimes under several pieces of legislation. The objective is to streamline these decisions and avoid long public inquiries.
Affordable Housing	Affordable housing should meet the needs of eligible households including availability at a cost low enough for them to afford, determined with regard to local incomes and local house prices. Affordable housing includes social rented and intermediate housing, provided to specified eligible households whose needs are not met by the market. It should also include a provision to ensure that the housing remains affordable for future eligible households.
Agriculture	Defined by Section 336(1) of the Town and Country Planning Act 1990 as including: horticulture, fruit growing, seed growing, dairy farming, the breeding and keeping of livestock (including any creature kept for the production of food, wool, skins or furs, or the purpose of its use in the farming of land), the use of land as grazing land, meadow land, osier land, market gardens and nursery grounds, and the use of land for woodlands where that use is ancillary to the farming of land for other agricultural purposes.
Allocated Land	Land identified in a development plan as appropriate for a specific land use.
Annual Monitoring Report (AMR)	Part of the *Local Development Framework*, the Annual Monitoring Report will assess the implementation of the Local Development Scheme and the extent to which policies in *Local Development Documents* (including saved Local Plan policies) are being successfully implemented.
Biodiversity	The whole variety of life on earth. It includes all species of plants and animals, their genetic variations and the ecosystems of which they are a part.
The Borough	The Borough refers to the Copeland Borough Council's administrative area. It includes part of the Lake District National Park.
BREEAM	A set of assessment methods and tools that are designed to help construction professionals understand and mitigate the environmental impacts of the developments they design and build.
Brownfield	Land that has been previously developed and is or was occupied by a permanent structure (excluding agricultural or forestry buildings), and associated fixed surface infrastructure. The definition includes the curtilage of the development so garden land is considered as being brownfield. The definition is set out in Planning Policy Statement 3 'Housing'.

Business Clusters	Groups of companies and related organisations that collaborate to grow their business. Using this collaborative team approach allows businesses, regions and interest groups to develop greater speed, quality, innovation and critical mass. This assists in resolving practical issues like training, infrastructure and procurement.
Change of Use	A change in the way that land or buildings are used. Planning permission is usually necessary in order to change a use class (see Use Classes).
Character	Individual distinctiveness created from a combination of natural and man-made elements with historic, socio-economic and other factors.
Character Areas	Character areas can reinforce local identity and serve as a marketing tool to raise the profile of a particular place. These may relate to predominant uses, focal buildings, or historic associations.
Code for Sustainable Homes	The Code for Sustainable Homes is a single national standard to guide industry in the design and construction of sustainable homes. The Code measures the sustainability of a home against design categories, rating the 'whole home' as a complete package.
Community Forest	The notion of a Copeland Forest is envisaged as a set of interrelated woodlands, probably south of Egremont in the Egremont and Mid Copeland localities although no specific locations have been identified at this stage. It would be a community resource and provide leisure and tourism opportunities, wood crops for renewable energy and could be used to screen any large scale nuclear development. It could form part of any offset package from nuclear new build.
Community Infrastructure Levy (CIL)	The Community Infrastructure Levy (CIL), the provisions for which are currently going through Parliament, will be a new charge which local authorities in England and Wales will be empowered, but not required, to charge on most types of new development in their area. CIL charges will be based on simple formulae which relate the size of the charge to the size and character of the development paying it. The proceeds of the levy will be spent on local and sub-regional infrastructure to support the development of the area.
Conditions	Requirements attached to a planning permission to limit or direct the manner in which a development is carried out.
Conservation Area	A Conservation Area is a designated area of special architectural and/or historical interest, the character or appearance of which it is desirable to preserve or enhance. It is a recognition of the value of a group of buildings and their surroundings and the need to protect not just individual buildings but the character of the area as a whole. Conservation Areas vary in both size and character, ranging from small groups of buildings to town squares or even open spaces, and often include groups of Listed Buildings.
Contaminated Land	Land that has been polluted or harmed in some way making it unfit for safe development and usage unless cleaned.
Conversions	Generally involves the change of use of a building from a particular use, classified in the use classes order, to another use. Can also mean the sub division of residential properties into self-contained flats.

Core Strategy	Sets out the long-term spatial vision for the local planning authority area, the spatial objectives and strategic policies to deliver that vision. It can include strategic site allocations. The Core Strategy will have the status of a *Development Plan Document*.
Density	The floorspace of a building or buildings or some other unit measure in relation to a given area of land. Built density can be expressed in terms of plot ratio (for commercial development); number of units or habitable rooms per hectare (for residential development); site coverage plus the number of floors or a maximum building height; or a combination of these.
Design Guidance	A planning document which will provide guidance on how development can be carried out in accordance with good design practice produced with a view to retaining local distinctiveness.
Designation	This is a term use to define area where there are particular features or constraints.
Development	Development is defined under the 1990 Town and Country Planning Act as "the carrying out of building, engineering, mining or other operation in, on, over or under land, or the making of any material change in the use of any building or other land." Most forms of development require planning permission.
Development Brief	A document, prepared by a local planning authority, a developer, or jointly, providing guidance on how a site of significant size or sensitivity should be developed. Site-specific briefs are sometimes known as planning briefs, design briefs and development frameworks.
Development Management Policies	Will be a suite of criteria-based policies which are required to ensure that all development within the area meets the spatial vision and spatial objectives set out in the *Core Strategy*.
Development Plan	As set out in Section 38(6) of the Act, a document which sets out a Local Authority's policies and proposals for the development and other use of land and buildings within its area. A Local Authority's development plan consists of the relevant Regional Spatial Strategy (RSS) and the Development Plan Documents (DPDs) contained within its Local Development Framework (LDF).
Development Plan Documents (DPDs)	Spatial planning documents that are subject to independent examination, and together with the relevant *Regional Spatial Strategy*, will form the *Development Plan* for a local authority area for the purposes of the Act. They can include a *Core Strategy, Site Specific Allocations of land,* and *Area Action Plans* (where needed). Other Development Plan Documents, including Development Management Policies, can be produced. They will all be shown geographically on an *adopted Proposals Map*. Individual Development Plan Documents or parts of a document can be reviewed independently from other Development Plan Documents. Each authority must set out the programme for preparing its Development Plan Documents in the *Local Development Scheme*.
Employment Land Availability	The total amount of land reserved for industrial and business use awaiting development.

Evidence Base	The information and data gathered by local authorities to justify the "soundness" of the policy approach set out in planning documents, including the physical, economic, and social characteristics of an area.
Examination	Independent consideration of the soundness of a draft *Development Plan Document* chaired by a Planning Inspector appointed by the Secretary of State, whose recommendations are binding.
Flood Plain	Generally flat lying areas adjacent to a watercourse, tidal lengths or a river or the sea where water flows in times of flood or would flow but for the presence of flood defences.
Flood Risk Assessment (FRA)	An assessment of the likelihood of flooding in a particular area so that development needs and mitigation measures can be carefully considered.
Frontage	The front part of a building which faces a street.
Functional Flood Plain	The unobstructed or active area where water regularly flows in times of flood.
Greenfield Land	Land which has never been built on before or where the remains of any structure or activity have blended into the landscape over time. It applies to most sites outside built-up area boundaries.
Habitat	The natural home or environment of a plant or animal
Housing Land Requirement	The number of new housing units for which it is estimated, for planning purposes, that provision will be needed to be made in a defined area over a particular time period.
Housing Market Renewal (HMR)	Process of arranging public sector intervention (in partnership with others) to sustain areas in which housing market failure (or low-demand housing) is evident.
Housing Needs Assessment	An assessment of housing needs in the local area. This assessment plays a crucial role in underpinning the planning policies relating to affordable housing. In addition, the information on local needs is required to determine the location of such housing and guide new investment.
Housing Tenure	This refers to the financial arrangements under which someone has the right to live in a house. The most frequent forms are tenancy, in which rent is paid to a landlord, and owner occupancy. Mixed forms of tenure are also possible; this is referred to as mixed tenure housing.
Independent Examination	The process by which an Independent Planning Inspector may publicly examine a "Development Plan Document" and any representations before issuing a binding report.
Infill Development	Building on a relatively small site between existing buildings.
Infrastructure	A collective term for services such as roads, electricity, sewerage, water, education and health facilities.
Infrastructure Planning Commission (IPC)	The Infrastructure Planning Commission is an independent body which makes decisions on applications for nationally significant infrastructure projects. This includes proposals for Nuclear Energy in Copeland.

Issues & Options and Preferred Options	The preparation consultation stages of Development Plan Documents with the objective of gaining public agreement over proposals before they are formally published prior to submission to Government for Independent Examination.
Interchange	Transport Interchanges are places where the change between modes of travel is easy, for example a Bus/Rail station.
Key Diagram	A map of the Local Authority area, showing the key strategic designations and proposals of the Core Strategy on a map, often in a diagrammatic format. Detailed proposals are shown on a Proposals Map (see below).
Landscape Character Assessment	An assessment to identify different landscape areas which have a distinct character based on a recognisable pattern of elements, including combinations of geology, landform, soils, vegetation, land use and human settlement.
Layout	The way buildings, routes and open spaces are placed in relation to each other.
Lifetime Homes	Homes designed to meet the changing needs of the population from young children to the elderly, meeting the varying needs of numerous changes of occupiers in the same home.
Listed Buildings	When buildings are listed they are placed on statutory lists of buildings of 'special architectural or historic interest'. Listing ensures that the architectural and historic interest of the building is carefully considered before any alterations, either outside or inside, are agreed.
Local Development Documents (LDDs)	These include Development Plan Documents, which will form part of the statutory development plan, and Supplementary Planning Documents, which do not form part of the statutory development plan. Local Development Documents collectively deliver the spatial planning strategy for the local planning authority's area and they may be prepared jointly between local planning authorities.
Local Development Framework (LDF)	The name for the portfolio of *Local Development Documents*. It consists of *Development Plan Documents*, *Supplementary Planning Documents*, a *Statement of Community Involvement*, the *Local Development Scheme* and *Annual Monitoring Reports*. Together with the Regional Spatial Strategy, these documents will provide the framework for delivering the spatial planning strategy for a local authority area and may also include local development orders and simplified planning zones.
Local Development Scheme (LDS)	Sets out the programme for the preparing Local Development Documents. All authorities must submit a Scheme to the Secretary of State for approval within six months of commencement of *the Act* and the LDS must be kept under review.
Localities	These are locality areas, first defined in the Sustainable Community Strategy with an additional area defined to cover the Sellafield complex.
Local Strategic Partnership (LSP)	A partnership of stakeholders who develop ways of involving local people in shaping the future of their neighbourhood and deciding how local services are provided. They are often single non-statutory, multi-agency bodies which aim to bring together locally the public, private, community and voluntary sectors.

Local Transport Plan (LTP)	A five year integrated transport strategy, prepared by local authorities in partnership with the community, seeking funding to help provide local transport projects. The plan sets out the resources predicted for delivery of the targets identified in the strategy. Local Transport Plans should be consistent with the policies and priorities set out in the Regional Transport Strategy. It is produced at a county wide level in Cumbria.
Market Housing	Private housing for rent or for sale, where the price is set in the open market.
Material Considerations	Matters that should be taken into account in deciding a planning application or an appeal against a planning decision.
Mitigation	These are measures requested/carried out in order to limit the damage by a particular development/activity. They can be measures to avoid, reduce or offset significant adverse effects.
Mixed Use	A variety of activities along routes, on single sites or across wider areas such as town centres and redundant industrial land.
Open Space	Areas free of development which can offer opportunities for sport and recreation or can also act as a visual amenity and a haven for wildlife. Open space within settlements includes parks, village greens, play areas, sports pitches, undeveloped plots, semi-natural areas and substantial private gardens. Outside built-up areas it includes parks, sports pitches and allotments. It is not just land, but also includes areas of water such as rivers, canals, lakes and reservoirs.
Permeability	The degree to which an area has a variety of pleasant, convenient and safe routes through it.
Phasing or Phased Development	The phasing of development into manageable parts. For example, the annual rate of housing release for a large development that may need to be controlled so as to avoid destabilising housing markets and causing low demand.
Place-bound	The description given to a particular use than cannot be located elsewhere because it is firmly to a particular feature or activity.
Place-making	The creation of attractive, high quality living environments.
Planning Inspectorate (PINS)	The Planning Inspectorate (PINS) is an executive agency of the Government responsible for a number of functions. Its main role in relation to the Local Development Framework is to undertake Examinations of Development Plan Documents.
Planning Policy Guidance Notes (PPG) / Planning Policy Statements (PPS)	These set out the Government's land use planning policies for England. Planning Policy Guidance Notes are slowly being replaced by Planning Policy Statements.
Planning Out Crime	The planning and design of street layouts, open space and buildings so as to reduce the actual likelihood or fear of crime, for example by creating natural surveillance.

Planning Obligations and Agreements	A legal agreement between a planning authority and a developer, or offered unilaterally by a developer, ensuring that certain extra works related to a development are undertaken. For example the provision of highways. Sometimes called a "Section 106" agreement.
Planning Permission	Formal approval sought from a Council, often granted with conditions, allowing a proposed development to proceed. Permission may be sought in principle through outline plans, or be sought in detail through full plans.
Previously Developed Land (PDL)	Land that has been previously developed and is or was occupied by a permanent structure. Unlike brownfield land, PDL does not exclude agricultural or forestry buildings. See also *Brownfield*.
Proposals Map	A map of the Local Authority's area, showing: • Areas in which the Council's local planning policies will apply • Sites for particular future land uses or developments It must be revised as each new *Development Plan Document* is adopted, and it should always reflect the up-to-date planning strategy for the area. Proposals for changes to the adopted Proposals Map accompany submitted *Development Plan Documents* in the form of a submission Proposals Map.
Public Realm	Areas that are accessible to everyone (whether publicly or privately owned). In urban areas, this includes most streets, squares and parks.
Public Right of Way	A Public Right of Way is a highway over which the public have a right of access along the route.
Publication Draft	The version of the Development Plan Document that has been formally published for public consultation prior to submission to the Secretary of State.
Regeneration	The economic, social and environmental renewal and improvement of rural and urban areas.
Regeneration Proposal/Scheme	A proposal to deliver the economic, social and environmental renewal of a rural or urban area through investment and improvement.
Regional Planning Body (RPB)	Each of the English regions outside London has Regional Planning Bodies who are responsible for developing and co-ordinating a strategic vision for improving the quality of life in a region. In this case the North West Regional Development Agency is the Regional Planning Body.
Regional Spatial Strategy (RSS)	A strategy to manage development over a fifteen to twenty year period. The Regional Spatial Strategy identifies the scale and distribution of new housing in the region, indicates areas for regeneration, expansion or sub-regional planning and specifies priorities for the environment, transport, infrastructure, economic development, agriculture, minerals and waste treatment and disposal.
Registered Social Landlord (RSL)	Technical name for a body registered with the Housing Corporation. Most Housing Associations are RSLs. They own or manage homes, both social rented and intermediate.
Renewable Energy	Energy flows that occur naturally and repeatedly in the environment, for example from the wind, water flow, tides or the sun.

Rural Diversification	The expansion, enlargement or variation of the range of products or fields of operation of a rural business.
Saved Policies	Policies within Local Plans that are saved for a time period during replacement production of Local Development Documents.
Scheduled Ancient Monument (SAM)	A structure regarded by the Secretary of State for Culture, Media, and Sport as being of national importance by virtue of its historic, architectural, traditional or archaeological interest. Scheduled Ancient Monuments are listed in a schedule compiled under the requirements of Section 1 of the Ancient Monuments and Archaeological Areas Act, 1979.
Sequential Approach	A planning principle that seeks to identify, allocate or develop certain types or locations of land before the consideration of others. For example, brownfield sites before greenfield sites, or town centre retail sites before out-of-centre sites. In terms of employment a sequential approach would favour an employment use over mixed use and mixed use over non-employment uses.
Settlement Hierarchy	Settlements are categorised in a hierarchy based on the range of services, facilities and employment opportunities in the settlement, access to education and non-car access to higher-order centres.
Site specific allocations	Allocations of sites for specific or mixed uses or development, to be contained in *Development Plan Documents*. Policies will identify any specific requirements for individual proposals.
Site of Special Scientific Interest	A site identified under the Wildlife and Countryside Act 1981 as an area of special interest by reason of any of its flora, fauna, geological or physiographical features (basically plants, animals and natural features relating to the Earth's structure)
Soft Landscaping	Elements include planting, shrubs, grass and trees.
Soundness	A Development Plan Document (DPD) is considered sound if it is based upon good evidence and has been prepared in accordance with the Test of Soundness and the Authority's Statement of Community Involvement.
Spatial Planning	Spatial planning goes beyond the traditional land use planning to bring together and integrate policies for the development and use of land with other policies and programmes which influence the nature of places and how they function. That will include policies which can impact on land use, for example by influencing the demands on or needs for development, but which are not capable of being delivered solely or mainly through the granting or refusal of planning permission and which may be implemented by other means.
Spatial Vision	A Brief description of how the area will be changed at the end of the plan period (10–15 years)
Special Protection Area	Sites classified under the European Community Directive on Wild Birds to protect internationally important bird species.
Specific Consultation Bodies / Statutory Bodies	These are bodies that must be consulted on development plans and planning applications.

Statement of Community Involvement (SCI)	The Statement of Community Involvement sets out the processes to be used by the local authority in involving the community in the preparation, alteration and continuing review of all local development documents and in the consideration of planning applications. The Statement of Community Involvement is an essential part of the Local Development Framework.
Statutory	Required by law (statute) through an act of parliament.
Strategic Employment Site	Key employment sites in strategic locations capable of accommodating major investment often of national or regional significance. In Copeland this includes the Westlakes Science and Technology Park.
Strategic Environmental Assessment (SEA)	An environmental assessment of plans and programmes, including those in the field of planning and land use, which complies with the EU Directive 2001/42/EC (the SEA Directive) in order to make sure that the plan is sustainable. In Copeland it forms part of a wider Sustainability Appraisal (SA).
Strategic Flood Risk Assessment (SFRA)	The assessment of flood risk on a catchment-wide basis.
Strategic Housing Land Availability Assessment (SHLAA)	An assessment of the potential availability of housing land within a defined area, based on a realistic assessment of current housing supply and future opportunities for housing development.
Strategic Housing Market Assessment	A study intended to review the existing housing market in an area, consider the nature of future need for market and affordable housing and to inform policy development.
Strategic Planning	Wider ranging and longer term planning which establishes broad goals, strategies, principles and objectives. This is established at regional level through the Regional Spatial Strategy and at county level through the Structure Plan. Local Strategy will be set out in Copeland's Core Strategy.
Subdivision	The division of a lot, tract, or parcel of land into two or more lots.
Submission	After the Publication Draft has been published and subject to formal consultation, it is submitted alongside any objections and suggested minor changes to the Secretary of State for independent examination to a Government appointed Planning Inspector.
Sub-Regional Housing Market Areas	Geographical areas within which there are clear links between where people live and work. These areas can be defined by the patterns of household movement. These patterns are influenced by factors such as proximity to family, friends, employment, education and other facilities, and are likely to operate across Local Planning Authority boundaries.
Supplementary Planning Document (SPD)	An SPD is a Local Development Document that may cover a range of issues, thematic or site specific, and provides further detail of policies and proposals in a 'parent' Development Plan Document. SPDs do not form part of the *Development Plan* and are not subject to independent examination, although they must be subject to community consultation before being adopted.

Supplementary Planning Guidance	Supplementary Planning Guidance provides additional guidance on the interpretation or application of policies and proposals in the *Local Plan* or *Structure Plan.* Under the new system Supplementary Planning Guidance will be phased out and replaced by *Supplementary Planning Documents.*
Sustainability Appraisal (SA)	This is a tool for appraising policies to ensure they reflect sustainable development objectives (i.e. social, environmental and economic factors) and required in the Act to be undertaken for all *Local Development Documents*.
Sustainable Communities	The requirements of sustainable communities are set out in the Government's "Sustainable Communities: Building for the Future".
Sustainable Community Strategy (SCS)	Local authorities are required by the Local Government Act 2000 to prepare these, with aim of improving the social, environmental and economic well being of their areas. Through the Community Strategy, authorities are expected to co-ordinate the actions of local public, private, voluntary and community sectors. Responsibility for producing Community Strategies may be passed to *Local Strategic Partnerships*, which include local authority representatives.
Sustainable Development	Sustainable development is the core principle underpinning contemporary town planning in the UK. At the heart of sustainable development is the ideal of ensuring a better quality of life through development that meets the needs of the present without compromising the ability of future generations to meet their own needs.
Sustainable Drainage Systems (SuDS)	The term Sustainable Drainage Systems (SuDS) covers the whole range of sustainable approaches to surface water drainage management. SuDS aim to mimic natural drainage processes and remove pollutants from urban run-off at source. SuDS comprise a wide range of techniques, including green roofs, permeable paving, rainwater harvesting, swales, detention basins, ponds and wetlands.
Tenure	Refers to the way in which a property is owned and/or occupied e.g. freehold, leasehold, shared equity or rented.
Transport Assessment (TA)	An assessment of the availability of and levels of access to all forms of transportation. Indicative thresholds for transport assessments are contained in appendix B of the Department for Transport's Guidance for Transport Assessments (February 2007).
Travel Plan	A travel plan aims to promote sustainable travel choices as an alternative to single occupancy car journeys that may impact negatively on the environment, congestion and road safety. Travel Plans can be required when granting planning permission for new developments.
Urban Form	Urban form refers to the physical layout (structure and urban grain), density, scale (height and massing), appearance (materials and details) and landscape of development.
Urban Regeneration	Making an area develop or grow strong again through means such as job creation and environmental renewal.

Use Classes	These are uses which are specifically defined by the planning system (Use Classes Order) as falling into categories including:
	A1 Shops
	A2 Financial and Professional Services
	A3 Restaurants and Cafes
	A4 Drinking Establishments
	A5 Hot Food Takeaway
	B1 Business
	B2 General Industrial
	B8 Storage and Distribution
	C1 Hotels
	C2 Residential Institutions
	C3 Dwelling houses
	D1 Non-Residential Institutions
	D2 Assembly and Leisure
	Sui Generis Other miscellaneous uses
West Cumbria	This is term used to identify Copeland and Allerdale together as a sub-region in the North West of England.
Windfall site	A site not specifically allocated for development in a development plan, but which unexpectedly becomes available for development during the lifetime of a plan.

13 APPENDIX 3: List of Reference Documents

13.1.1 This appendix provides a list and links to documents referred to within the Core Strategy and Development Management Documents.

13.1.2 In preparing the LDF we must ensure that the decisions it makes are supported by up to date evidence of the social, economic and environmental characteristics of Copeland. Some of these are produced by the Council, while many are produced by other organisations. The LDF Evidence Base can be viewed on the Council's website: http://www.copeland.gov.uk/Default.aspx?page=1476. Please note the evidence base is constantly evolving and new documents will be added to the website as they are made available.

National

Planning Policy Statements PPS), Planning Policy Guidance (PPG) and Circulars– www.communities.gov.uk/planningandbuilding/planning/planningpolicyguidance

Consultation Paper in New Planning Policy 4: Planning for Sustainable Economic Development (2007) http://www.communities.gov.uk/documents/planningandbuilding/pdf/consultationecon omicpps.pdf

Planning for a Sustainable Future: White Paper (2007) www.communities.gov.uk/publications/planningandbuilding/planningsustainablefuture

Draft Nuclear National Policy Statement (2009) https://www.energynpsconsultation.decc.gov.uk/home/

National Policy Statement Renewables (2009) https://www.energynpsconsultation.decc.gov.uk/home/

National Policy Statement for Electricity Networks Infrastructure (2009) https://www.energynpsconsultation.decc.gov.uk/home/

White Paper 'Managing Radioactive Waste Safely – A Framework for Implementing Geological Disposal' (2008) http://www.official-documents.gov.uk/document/cm73/7386/7386.pdf

Sizewell Scoping Report, Royal Haskoning for British Energy (2008) – p.13 http://www.british-energy.com/documents/Sizewell_Environmental_Scoping_Report.pdf

Good Practice in Managing the Evening and Late Economy: A Literature Review from an Environmental Perspective (ODPM 2006) http://www.communities.gov.uk/publications/communities/goodpractice

UK Biodiversity Action Plan (2007)
http://www.ukbap.org.uk/

Planning for Biodiversity and Geological Conservation: A Guide to Good Practice (2006)
http://www.communities.gov.uk/publications/planningandbuilding/planningbiodiversity

Regional

North West Regional Spatial Strategy (RSS) (2008)
http://www.4nw.org.uk/whatwedo/?page_id=625

RSS Partial Review Consultation (2009)
http://www.northwestplanpartialreview.org.uk/

North West Science Strategy 2007-2010 (NWDA 2006) – focus on Energy & Environmental Technology
http://www.northwestscience.co.uk/

Sub Regional

Cumbria and the Lake District Joint Structure Plan (2006)
http://www.planningcumbria.org/

Cumbria Climate Change Strategy 2008-2012 (2008)
http://www.cumbria.gov.uk/planning-environment/sustainability/climatechange/default.asp

Cumbria Economic Strategy 2009-2019
http://www.cumbriavision.co.uk/template.asp?l1=800

Cumbria Biodiversity Action Plan (2001)
http://www.wildlifeincumbria.org.uk/cbap/index.asp

Cumbria Biodiversity Evidence Base for Cumbria Authorities (2008)
www.lakelandwildlife.co.uk

Cumbria Local Transport Plan (LTP2) 2006-2011 (2006) and emerging LTP3 (ongoing)
http://www.cumbria.gov.uk/roads-transport/public-transport-road-safety/transport/transportplan/default.asp

Cumbria Rights of Way Improvement Plan (2007)
http://www.cumbria.gov.uk/roads-transport/public-transport-road-safety/countryside-access/ROWIP/rowip.asp

Cumbria Wind Energy Supplementary Planning Document (SPD) (2007)
http://www.copelandbc.gov.uk/default.aspx?page=1460

Cumbria Landscape Strategy (1998) (http://www.cumbria.gov.uk/planning-environment/countryside/countryside-landscape/land/LS.asp

Cumbria Sustainability Appraisal Framework
http://www.cumbria.gov.uk/planning-environment/sustainability/sustainabilityapp/default.asp

West Cumbria and Copeland Guidance/Reports

Copeland Local Plan 2011-2016 (2006)
http://www.copeland.gov.uk/Default.aspx?page=1446

Britain's Energy Coast: A Masterplan for West Cumbria (2007)
http://www.britainsenergycoast.com/

Future Generation: A Strategy for Sustainable Communities in West Cumbria 2007-2027 (2007)
http://www.copeland.gov.uk/westcumbrialive/Default.aspx?page=0

Economic Research Studies

West Cumbria Employment Land & Premises Study (2008)
http://www.copeland.gov.uk/default.aspx?page=1476

West Cumbria Retail Study (2009)
http://www.copeland.gov.uk/default.aspx?page=1476

A Sea Change: Whitehaven Town Centre Development Framework (2006)

Cumbria West Coast Tourism Study Draft Final Report (2009)

Housing Guidance/Research Studies

Interim Strategic Housing Market Assessments (SHMAs) for Copeland (2009)
http://www.copelandbc.gov.uk/default.aspx?page=1581&theme=default

CABE: Building for Life Statements: How to write, read and use them
http://www.cabe.org.uk/publications

CABE: Building for Life: www.buildingforlife.org

DCLG: Code for Sustainable Homes (2006)

http://www.communities.gov.uk/planningandbuilding/buildingregulations/legislation/codesustainable/

DfT & DCLG: Manual for Streets (2007)
http://www.dft.gov.uk/pgr/sustainable/manforstreets/ or
http://www.communities.gov.uk/publications/planningandbuilding/manualforstreets

Building for Life: www.buildingforlife.org

BREEAM: www.breeam.org.uk

Environmental Research Studies

Whitehaven Town Centre and High Street Conservation Areas Character Appraisal (2009)
http://www.copeland.gov.uk/default.aspx?page=1476

Copeland Level 1 Strategic Flood Risk Assessment (2007)
http://www.copeland.gov.uk/default.aspx?page=1476

Shoreline Management Plan 1 & 2 (Ongoing)
http://www.copelandbc.gov.uk/Default.aspx?page=1128

Other Useful Links

Infrastructure Planning Commission -
http://infrastructure.independent.gov.uk/?page_id=354