MILLOM

Spatial Framework: A Vision for Millom





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Please note, this report is intended to be viewed and printed as an A3 double-sided document with cover page.

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	PREFACE

PREFACE

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

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

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

The Spatial Framework is intended to:

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

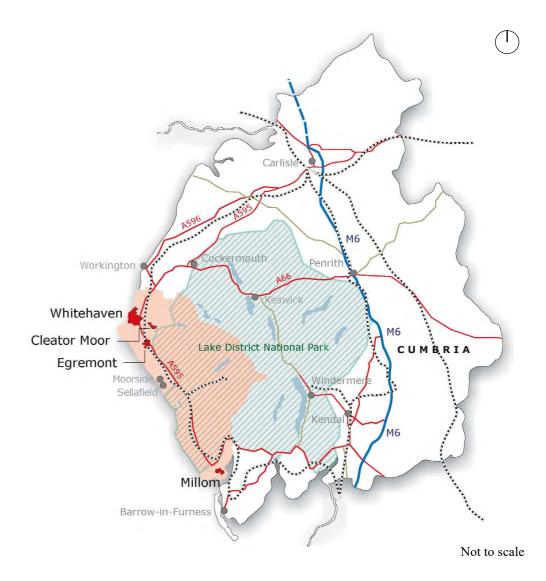


Fig. 1. Location Plan

Borough of Copeland

Lake District National Park



INTRODUCTION

Project brief

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

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

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

The Spatial Framework process was undertaken by Arup in Spring 2017. The process involved extensive baseline evidence gathering based on a broad range of information and site visits. This information is collated in the Millom Baseline Report. Stakeholder engagement was undertaken with the South Copeland Locality Partnership and Millom Town Council' as part of the process of generating framework themes and objectives.

Document Status

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









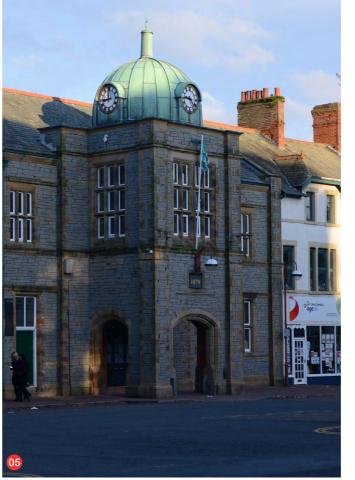




Fig. 2. Local Character

- **101** Millom viewed from surrounding countryside
- 02 Distinctive natural landscapes at Hodbarrow Nature Reserve
- 03 Terred houses in the Newtown area of Millom
- 04 St George's Church as a landmark on the skyline
- 05 The clock tower in Market Square
- 06 Dilapidated and vacant buildings in the town



Fig. 3. Study area with aerial photo

Project boundary

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

Please note, the study area boundary (shown left) is not intended to be a new settlement boundary and should not be referenced as a reason for promoting sites around Millom.

The report study boundary is based on baseline information contained within the Millom Baseline Report.

For current settlement boundary, please refer to Copeland Local Plan Proposals Map for Millom.

Growth Context

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

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

Housing requirement

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

Key employment areas

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

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

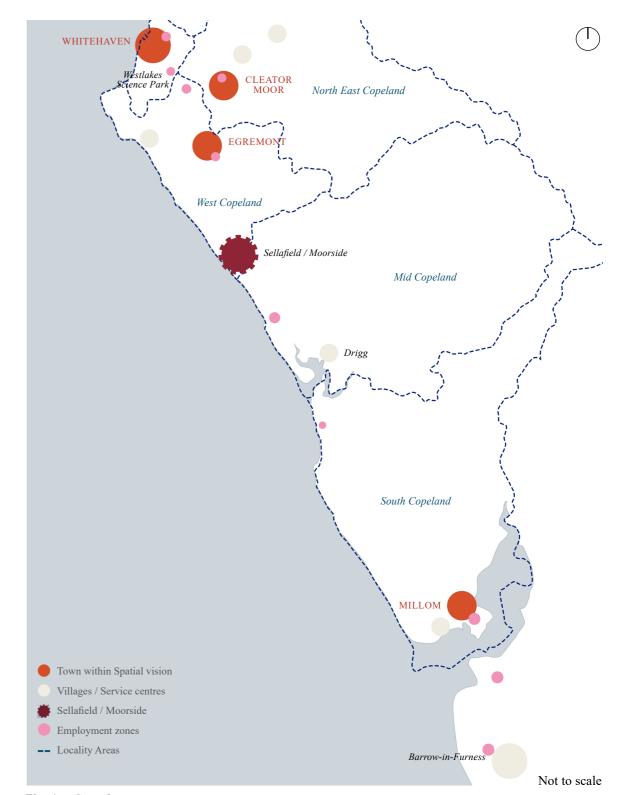


Fig. 4. Growth context

Millom: Spatial Framework

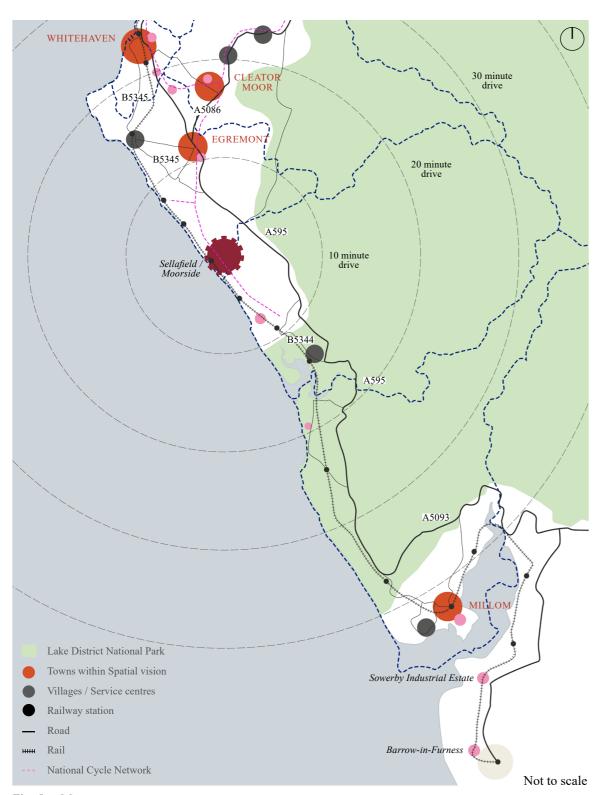


Fig. 5. Movement context

Movement context

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

Millom is located in the far south of Copeland, some 40 minutes drive from Sellafield and 1 hour from Whitehaven. It is connected to the A595 by the A5093. It shares a close relationship with towns in neighbouring local authority areas including Barrowin-Furness.

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

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

Millom is not connected to the national cycle network, and does not have access to long distance cycling routes. However the England Coastal Path passes through Millom and links to with the Coast to Coast route at St Bees and Hadrian's Wall Path National Trail at Bowness-on-Solway.



EMERGING VISION OBJECTIVES



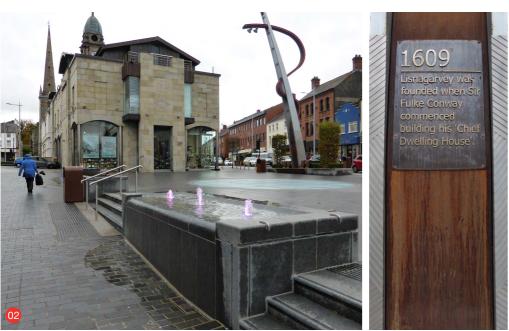








Fig. 6. Aspirational images

- 01 Distinctive healthcare architecture at Welwyn Garden City
- 02 High quality, contemporary public realm design
- OB Greening of streets to create a more attractive environment and provide sustainable drainage, Cardiff
- 04 Utilising the coast as a tourist attraction
- Welcome Centre at Mottisfont Abbey, in a Site of Special Scientific Interest (SSSI)
- Obstinctive sculptures creating landmarks within the countryside to aid wayfinding



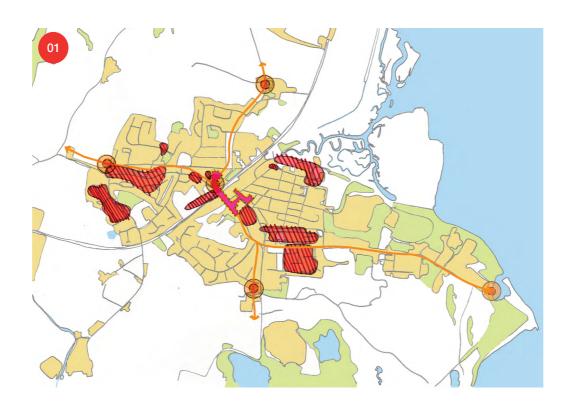
EMERGING VISION OBJECTIVES

For Millom to become Copeland's beacon town for sustainable living, we will:

- Support a diversified range of employers within the town and improve residents access to employment, training and career opportunities.
- Create new and maximise existing spaces for industry to grow through the provision of a range of employment sites and tenancies, for example at Devonshire Road.
- Provide a range of high-quality housing for all ages and budgets, including the regeneration of social housing stock and new sustainable developments.
- Support community health and wellbeing through design of open space and the built environment, provision of recreational and health facilities, and influencing how people move around.
- 5 Enhance the quality of the public realm and promote the use of outdoor spaces including the enhancement of heritage and literary links.
- 6 Create a high-quality visitor experience and a vibrant tourist economy, which realises the potential of the town's proximity to the Lake District National Park and the coast.
- Encourage an attractive and vibrant town centre with a range of retail, service and leisure uses, which reinforces the town's role as a key service centre.
- Expand footpath and cycle networks and promote sustainable and active travel, countryside access and leisure tourism.
- 9 Ensure that a high standard of urban and landscape design are met in all new development.
- Improve infrastructure and electricity supply to support sustainable growth.
- Protect and enhance the local nature reserves and SSSI sites and capitalise on the key asset of Duddon Estuary.
- Retain the prison and other key employers for the town.

SPATIAL CONCEPTS

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



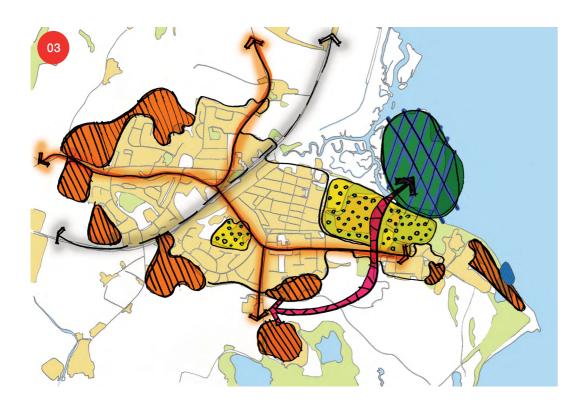
Consolidating the Town

- Creating a stronger focus on the quality of the town centre and the Conservation Area as part of Milloms's identify.
- Repairing and replacing dilapidated land and buildings adjacent to the town centre.
- Regenerating and renewing poor quality housing areas.
- Infilling existing sites and creating robust edges and gateways around the town.
- Strengthening the relationship between the western and eastern areas of the town.



Unlocking the landscape

- Incorporating the surrounding landscape as a community asset, by better connecting the town to these areas.
- Improving relationship with wider natural environment including the England Coast Path, Hodbarrow and Black Combe.
- Improved pedestrian and cycle links to Estuary Fringe and Ironworks Nature Reserve.
- Greening the town through the introduction of tree-lined streets which also act as connecting corridors between green spaces.
- Introduction of green infrastructure within new residential development, which supports the creation of a strategic circular walk around the town.



Expanding the Town

- Growth of the peripheral residential areas to the south and west of the town, creating sustainable new high quality living environments and adding to Millom's eco-credentials.
- Expansion of land available for employment uses within the eastern part of Millom, creating opportunities for growth of existing businesses or new business activity.

CROSS-CUTTING INITIATIVES

The Spatial Framework and proposals for change in key areas are supported via four cross cutting initiatives. The four initiatives will deliver benefits to Millom community, its economy and local environment.

MILLOM WELCOME

- Creating new gateway areas at key intersections to the town.
- Improving environmental quality of approach routes to the town centre.
- Improving wayfinding and local information availability.
- Establishing a visual identity that reinforces the character and identity of Millom.
- Promoting walking, cycling and public transport use for commuting.
- Integrating Green Infrastructure strategy with gateway design.

EXPERIENCE MILLOM

- Promoting the accessibility of the natural environment as a resource for residents and visitors.
- Enhancing the experience of the England Coast Path surrounding Millom through small scale environmental initiatives.
- Promotion of the coastal environment for water sports and related activities, including investment in facilities and events.
- Facilitating retail and leisure business innovation to encourage an attractive and distinctive retail offer in the town.
- Developing programmes to facilitate re-use and renovation of vacant and dilapidated buildings for community use and local enterprise.
- Creating a new outdoor market and series of related events focussing on locally produced food and goods.

CONNECTING MILLOM

- Improving vehicle access into the town in both directions along the A5093, and undertake wider transport study on the future access requirements of the town.
- Reducing traffic speed and enhancing pedestrian safety though use of town wide traffic management and creation of a pedestrian oriented town centre public realm.
- Enhancing public transport facilities, management and information including bus and rail.
- Improving access to the surrounding countryside footpath network, including the England Coast Path.
- Investing in telecommunications infrastructure and improved connectivity to the national grid to support businesses.

MILLOM GREEN LINKS

- Enhanced mapping and wayfinding for natural landscape assets in the surrounding area including the England Coast Path, Silecroft beach and Black Combe.
- Programme of improvements to open spaces within an identified green network.
- Investment in existing public space assets and promotion of community management and stewardship of existing facilities.
- Exploration of opportunities to create new long distance cycle paths, and connect with the National Cycle Network in the north of Copeland.
- Creation of new green links through and around the town.

SPATIAL FRAMEWORK

SPATIAL FRAMEWORK

Emerging Areas of Change

Five emerging 'Areas of Change' have been identified in Millom where opportunities exist for significant change within the town.

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

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

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

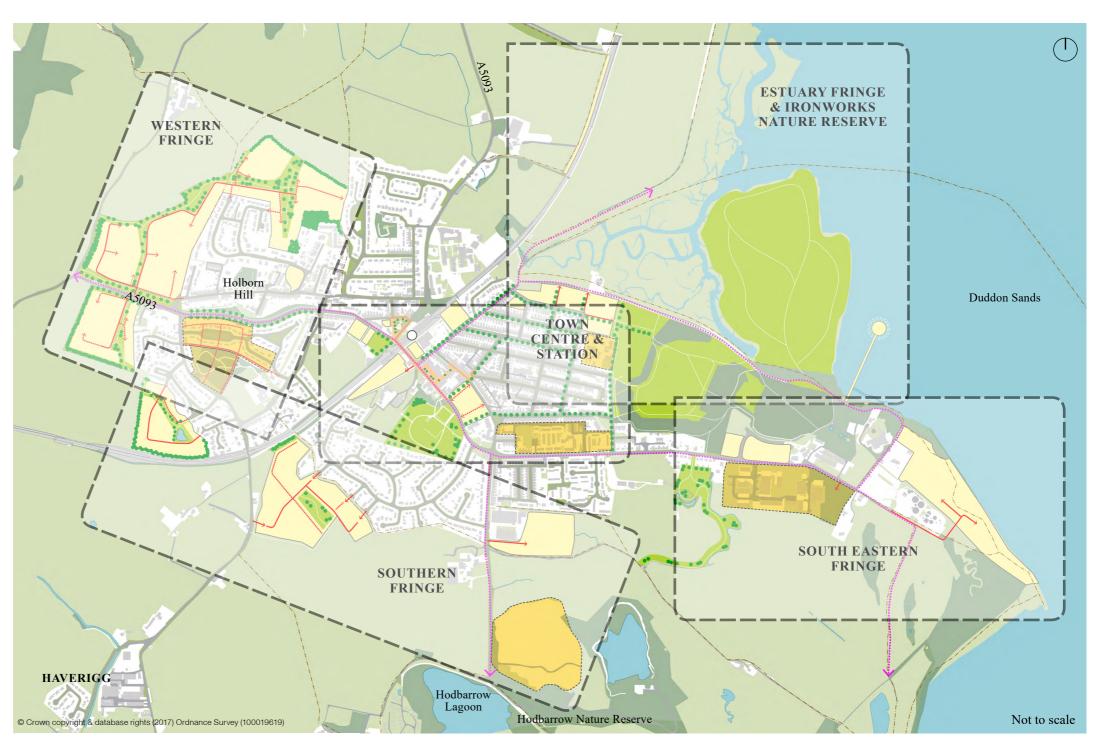
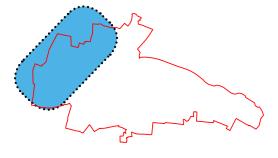
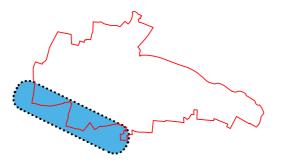
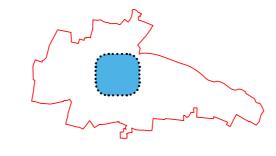
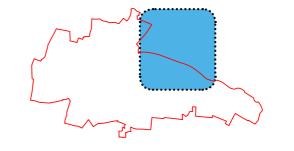


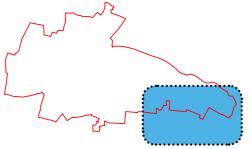
Fig. 7. Areas of Change











1. Western Fringe



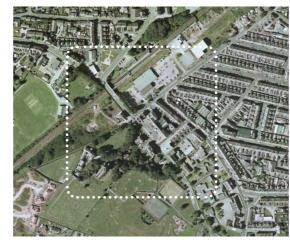
The western fringe of Millom offers an opportunity for strategic long term residential expansion, creating new residential areas, open spaces and improving the western approach to the town.

2. Southern Fringe



The southern fringe offers an opportunity for short-medium term residential expansion of the adjacent residential areas and redevlopment of the existing quarry site.

3. Town Centre & Station

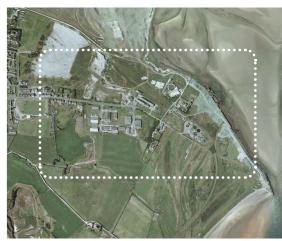


This area offers opportunities to create a stronger and more cohesive retail and services offer, to create town centre destinations, enhance the public realm and improve the quality of the urban environment in the adjacent residential streets.

4. Estuary Fringe & Ironworks 5. South Eastern Fringe Nature Reserve



This area offers opportunities to exploit Millom's relationship with the outstanding natural assets which surround the town, in particular Duddon Sands, the Ironworks Nature Reserve and the National Park backdrop.



The south eastern fringe offers opportunities to consolidate, expand and diversify the existing industrial estates and the employment offer. Further expansion may be dependent on improved transport links.

WESTERN FRINGE

Framework and Land Use

The western residential areas have a distinctive character and are separated from the town centre by the railway line.

Housing on Holborn Hill predates the development of the town of Millom and this street retains a distinctive, tight-knit historic form.

The areas to the north and south of Holborn Hill have a lower density suburban character, including interwar social housing estates around Queens Park which is of poor environmental quality.

The A5093 forms the main approach into the town. The junction with Holborn Hill currently presents a poor quality gateway into the town, with visually exposed backs of buildings and dilapidated garages.

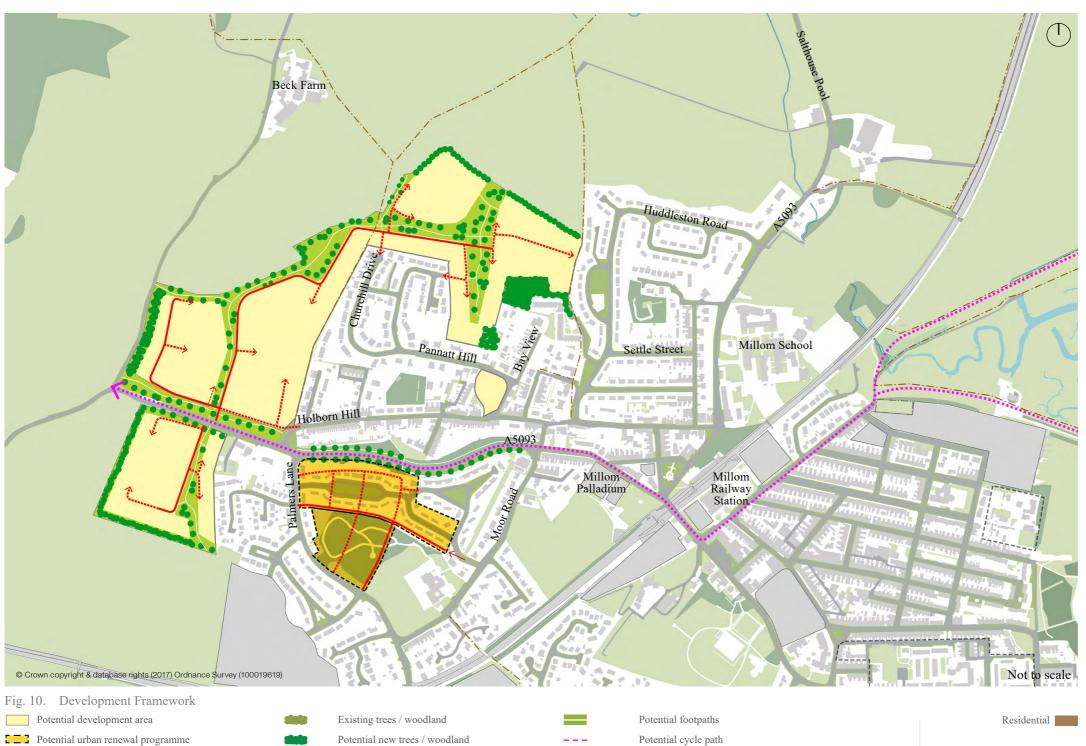
Land to the west of the town is largely unconstrained, offering opportunities for development.

Topography is steep in some areas, creating challenges but affording dramatic views to the southern edges of the Lake District National Park.

Public Rights of Way allow access to the countryside to the north, including a route linking to Millom Castle.



Fig. 8. Existing context



Potential main route / access

Potential secondary route / access

Existing public footpath

Existing cycle path

Potential new / enhanced green space

Potential new / enhanced public realm

Framework and Land Use

The framework proposes strategic long term expansion of Millom around its western fringes, creating large sites for high quality residential development and identifying land for around 350 new houses. Pedestrian access points should be provided from surrounding streets where possible to create a more connected and walkable layout and create connections to surrounding PRoWs.

A network of open spaces within these developments helps to strengthen connections with surrounding areas, creating links with rural footpaths and forming the west part of a circular walk.

The A5093 environment will be improved and integrated within the wider landscape on this key approach to town. The corridor could incorporate a traffic free cycle route.

Housing renewal around the Queens Park estate is being undertaken by the Home Group and offers opportunities to further enhance this gateway into town and to improve the residential urban environment on Palmers Lane.

Fig. 9. Land Use



SOUTHERN FRINGE

Introduction

This area forms the south western and southern edge of Millom and is severed by the railway line, with Grammerscroft to the north and Moor Cottages to the south.

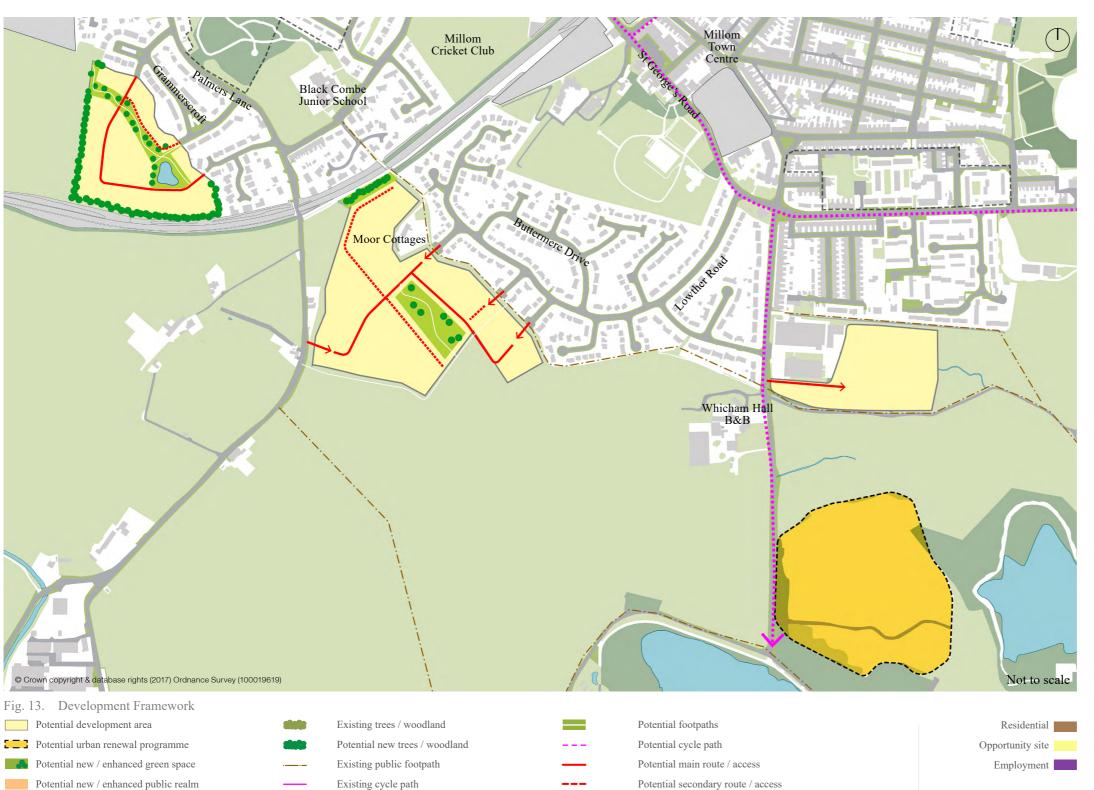
The Grammerscroft area has an inter-war housing estate character, and has recently undergone renewal with improvements to houses and public realm.

Moor Cottages is connected to the modern residential development around Lowther Road, which has a lower density suburban character consisting of multiple disconnected cul-de-sacs.

Further to the east, this area also includes the small industrial estate adjacent to Mainsgate Road, which is the main link between Millom and the Hodbarrow Nature Reserve and lagoon.



Fig. 11. Existing context



Framework and Land Use

The framework reveals opportunity sites to expand Millom around its southern fringe, in the short-medium term, creating medium sized sites for high quality residential development and identifying land for around 200 new houses.

Developments are well connected to the existing residential areas with multiple access points, and help to connect surrounding walking routes and PRoWs with the town.

Extension of the industrial area on Mainsgate Road would create space for new employment uses.

The former quarry site on Mainsgate Road offers an opportunity to create a distinctive leisure, recreation or tourism development facilitating adventure sports, potentially incorporating eco-tourism concepts.

Proximity to the nature reserve and lagoon, also provides the opportunity to secure more environmentally sensitive development.

Fig. 12. Land Use



ESTUARY FRINGE AND IRONWORKS NATURE RESERVE

Introduction

The Estuary Fringe area and Ironworks Nature Reserve form the northern edge of Millom, and create an interface with the distinctive estuarine landscape.

Post industrial landscape features include spoil and slag tips which are part of the local character, including the large bank which forms the Ironworks Nature Reserve. These have important ecological value and can be further explored in terms of leisure opportunities and improved visitor facilities.

The Newtown residential area around Market Street and Lonsdale Road has a distinctive Victorian character with terraced streets laid out in a regular form. The streets in this area are broad and exposed, contrasting with the small scale of the terraced houses. They also lack greenery and there is limited distinction between each street.

The edges of the urban area accomodate small scale, ad-hoc land uses with a dilapidated character, and act as a barrier between the town and surrounding landscape and footpaths.

This area of Millom, including existing housing, is identified as being at risk of flood. Current flood defences have been identified by the Environment Agency as requiring improvements.



Fig. 14. Existing Context



Potential main route / access

Potential secondary route / access

Existing public footpath

Existing cycle path

Potential new / enhanced green space

Potential new / enhanced public realm

Framework and Land Use

The framework proposes a comprehensive redevelopment of the northern edge of the town to create a more attractive edge, with multiple routes connecting through to the England Coast Path. The type of development along this edge would be subject to flood risk.

Enhancing the coastal path to provide a long-distance coastal cycle route from Millom as a significant recreational attraction should be explored, subject to flood risk.

Provision of access to the slagbank would allow visitors to experience the estuary landscape and close-to-nature adventure activities. A distinctive pier structure extending into the estuary could form a landmark for the town, forming a visitor attraction and destination, adding to the identity of the town and contributing to the local economy. Any development in this area would need to be sensitive to the environmental protection designations.

Improvements to streets could include rain gardens, tree planting, carriageway narrowing and footpath widening, helping to create a more attractive environment and contributing to flood attenuation.

Fig. 15. Land Use

Public Car Park



SOUTH EASTERN FRINGE

Introduction

The south eastern area of Millom has an industrial character, with the Devonshire Road industrial estate and other industrial buildings on Devonshire Road.

Borwick Rails entails former railway land which now consists of a range of disconnected land uses including a small sewage works.

Land to the south of Borwick Rails consists of open space which bears post industrial scars, associated with the railway sidings, and provides poorly marked pedestrian routes linking southward to the Hodbarrow Nature Reserve.

Port Millom is used for storage and small scale shipping.

The eastern area is largely disconnected from the main body of the town, and there is no through road or onward connections to the east. The quality of the roads connected to sites east of Devonshire Road Industrial Estate is poor, and improvements to access may need to be explored before large-scale development can take place.



Fig. 17. Existing Context



Potential cycle path

Potential main route / access

Potential secondary route / access

Potential new trees / woodland

Existing public footpath

Existing cycle path

Potential urban renewal programme

Potential new / enhanced green space

Potential new / enhanced public realm

Framework and Land Use

The framework proposes expansion of employment land on the eastern area of Millom, with potential large scale sites available for expansion adjacent to the existing industrial estate.

Devonshire Road Industrial Estate should be improved to create an attractive business environment with potential to expand to the east. Expansion of industrial uses may require improved vehicle access through the town.

Sites around Port Millom offer an opportunity to expand access to small scale shipping or leisure boating, or other coastal recreation, subject to feasibility.

The open land to the south of the industrial estate offers opportunities to expand access to the natural environment, creating leisure footpath and cycle connections between the Ironworks and Hodbarrow nature reserves, and supporting the creation of a circular route around the town.

Fig. 18. Land Use

Opportunity Sites



TOWN CENTRE AND STATION

Introduction

The town centre comprises the area around Market Square and Lapstone Road with retail extending onto surrounding streets. This area lacks a clear core, with many streets containing a mixture of retail and residential dwellings, and have a poor pedestrian environment.

The centre has a strong Victorian character, with a distinctive clock tower building on Market Square, commercial and public buildings on St George's Road, and prominent corner buildings on Lapstone Road.

St George's church forms a dramatic landmark in the town which is visible from the surrounding countryside. The adjacent churchyard, cemetery and neighbouring Millom Park create a significant green area in the heart of the town.

The railway station, Station Square and Palladium centre to the north of the railway line feel disconnected from the rest of the town centre. Poor quality and dilapidated buildings in this area, including the Palladium, detract from the sense of arrival into the town centre.

The area around Millom Hospital is formed by a disjointed series of buildings which lacks in pedestrian permeability and acts as a barrier between the residential areas to the northeast and St George's Road.



Fig. 20. Existing context



Potential main route / access

Potential secondary route / access

Existing public footpath

Existing cycle path

Potential new / enhanced green space

Potential new / enhanced public realm

Framework and Land Use

The framework proposes limiting traffic of Town Square and St Georges Terrace and revitalising the town market.

The Millom Hospital site offers an opportunity for regeneration by consolidating and improving the existing health care facilities, freeing up land for mixed-use development and creating more permeability.

The war memorial square near Duke Street lacks enclosure and it would be desirable to re-stitch the urban fabric of the conservation area and introduce a landmark development in this location.

Other proposals include the opportunity to provide environmental improvements to the existing housing estate on Devonshire Road and the mix use development of brownfield land adjacent to the railway line which could provide a new public car park.

Fig. 21. Land Use

Public Car Park



URBAN DESIGN PRINCIPLES

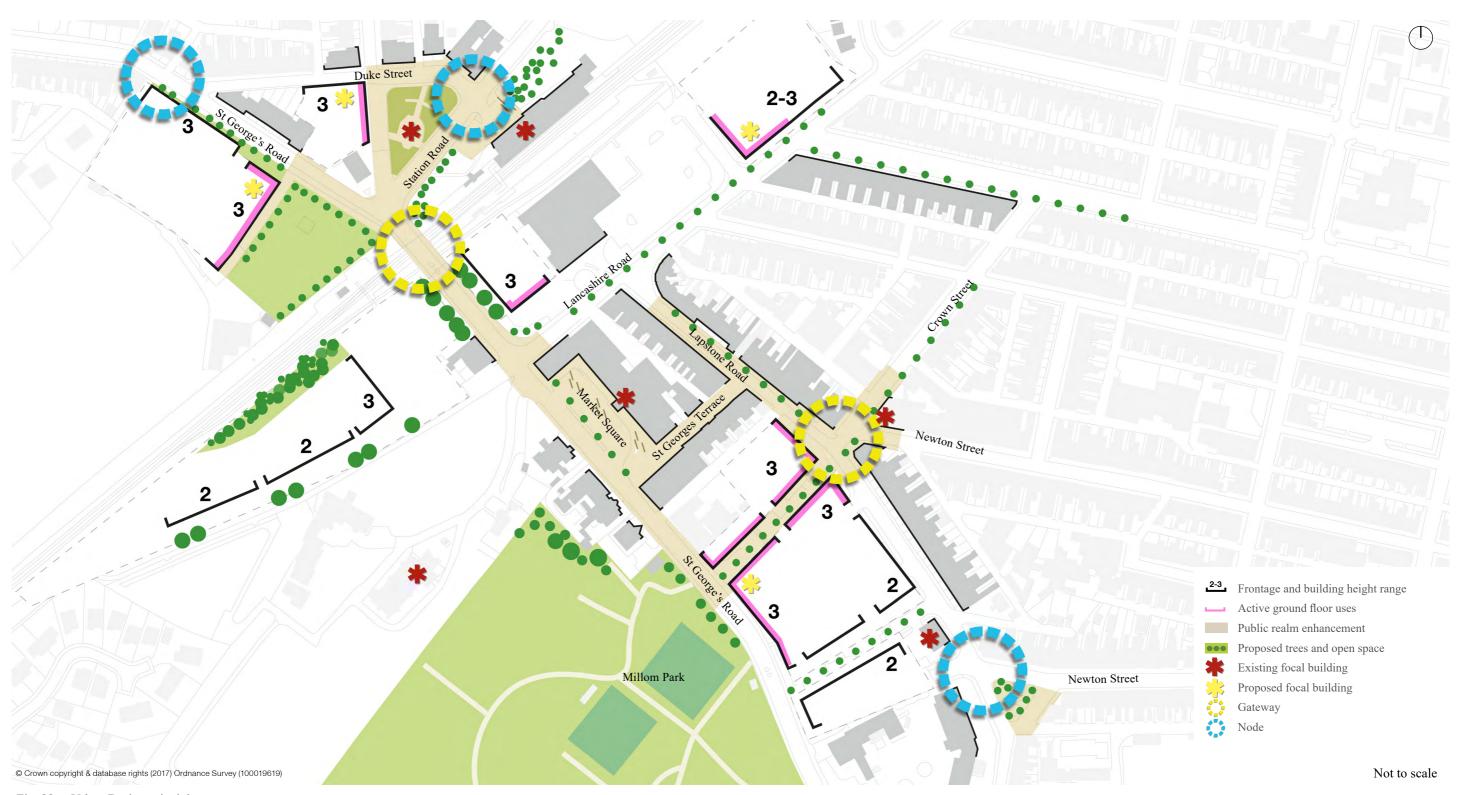


Fig. 23. Urban Design principles

Town Centre Public Realm

Public realm improvements include creation of pedestrian spaces in Market Square and St George's terrace, providing a more attractive environment for visitors. High quality paving, street furniture and public art will create a distinctive setting for activity, events and markets.

Surrounding streets including Lapstone Road will benefit from footpath widening, traffic calming / management and street tree planting to improve the character of approaches the town centre and create a less car-dominated place.

New off-street car parking adjacent to the railway line would facilitate the rationalisation of on-street car parking in the town centre.

War Memorial Square

Enhancement to existing gardens with new tree planting, and potential to remove vehicles from the northern side, reduce road widths, and create a more distinctive gateway feature.

Potential development on the northern edge of the gardens to create a stronger urban edge with active ground floor uses, helping to enliven the gardens.

Palladium & School sites

Redevelopment of existing dilapidated sites to create new urban form, a distinctive new building for the Palladium cultural facilities, and a strong edge to the adjacent public open space and St George's Rd.

Active ground floor uses including a lobby, cafe and bar help to animate the adjacent space, spilling out into new public realm. Potential to use the public open space for cultural events such as outdoor theatre.

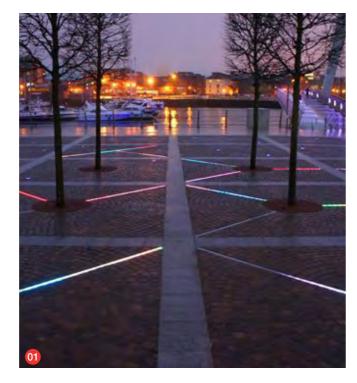






Fig. 24. Aspirational images

- Oi Distinctive public realm and lighting of outdoor urban spaces
- Architectural internal spaces to help to activate public buildings in increase visibility of community facilities
- Simple, high quality pedestrianised environment

Millom Hospital

Redevelopment of the Millom Hospital site to provide modern health care facilities integrated with mixed use development. This offers an opportunity to revitalise the building environment, creating a strong urban block overlooking Millom Park.

New streets through the development site contribute to improved permeability within the town, creating direct routes from Millom Park to Crown Street and Newton Street.

Infill developments

Potential additional infill including land between St George's Rd and Tesco and land adjacent to the railway line will help to create a sense of continuity within the urban environment and repair dilapidated sites.

Greener Streets

An expansive scheme of street tree planting could help to improve the environment of residential areas surrounding the town centre.

Potential to incorporate a sustainable urban drainage scheme (SUDS) with in-built flood resilience to help reduce flood risk in the future.



Fig. 25. Aspirational images



01 Healthcare and community buildings contributing to a strong urban form



Consultation summary

A stakeholder engagement event was held with the South Copeland Locality Partnership and the Town Council in February 2017.

The findings from these meetings have helped to shape the emerging Spatial Framework.

A number of themes emerged from the discussions including:

- Importance placed on Millom's legacy as an historic industrial town which is represented in its art work, green spaces and buildings within the town.
- An existing successful business community with a strong appetite for growth.
- The role played by sports clubs including Millom Rugby League Club in local identity and community.
- A high degree of pride in community action, including raising of funds locally to build and improve local facilities.

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

- Potential to promote the town as a location for sports and leisure tourism, particularly coastal activities and as a southern gateway to the Lake District.
- Opportunity to exploit rail and port access as a means improving town's connectivity.
- Creating a location of choice for high quality residential development, housing higher paid workers from BAE Systems and GlaxoSmithKlein.

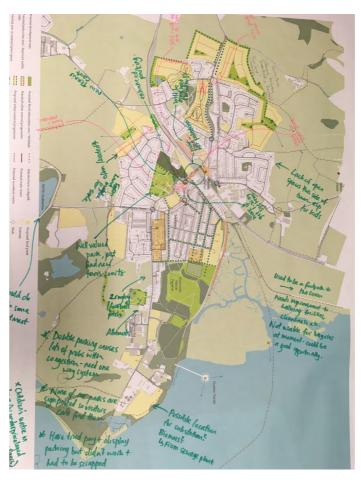
Challenges to potential growth and regeneration were identified, including:

- The lack of local employment and education opportunities and a need for young people to travel long distances to access opportunities, including to reach a Job Centre.
- Constraints created by poor infrastructure including the road network, telecommunications services and power supply.
- Challenging viability for retail businesses in the town due to competition from Barrow-in-Furness and high business rates.

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

- Expansion of the town through new residential development was broadly supported.
- Enhancement of town centre public realm was well supported, with a desire to create a regular outdoor market in the town.
- Development of the hospital site already has permission, and may be under way in advance of the Spatial Framework.
- The principle of transforming existing public buildings including the town library already has public support.
- A desire already exists to improve public open space at Millom Park through community funding and management.





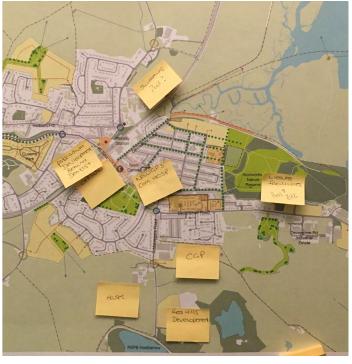




Fig. 26. Images from consultation



