

# Copeland

Local Plan 2013-2028

## Site Allocations and Policies Plan

Land for development

Preferred Options

January 2015



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# 1 Introduction; the Plan and your role in it

## 1.1 What is the Site Allocations and Policies Plan for?

- 1.1.1 The purpose of producing this document is to set out Copeland's supply of development land to meet the Borough's needs and growth aspirations for the fifteen year horizon of the Local Plan. The Core Strategy sets out the strategy for growth in the borough and the Site Allocations and Policies Plan will identify the pieces of land that will deliver this growth.
- 1.1.2 The 'headline' figures for how much land is needed are based on documents in the Local Plan evidence base, available on the Borough Council website. They are based on independent data sources and research, and have been verified by the debate that accompanied the production of the Core Strategy, and the public examination which endorsed it.
- 1.1.3 We now, therefore, have to give a firm base to the Local Plan by identifying the land which will make up that supply.

## 1.2 What does this document do?

- 1.2.1 There are several elements to the site allocation process:
- ***It takes forward the strategic policies of the Local Plan Core Strategy.*** The Core Strategy was adopted in December 2013 following wide consultation and a public examination. It gives us the basic principles of how land will be earmarked for development in order to meet the sustainable growth objectives of the strategy;
  - ***It chooses which sites in the identified supply are suitable to be allocated now*** - for development over the next 15 years;
  - ***It evaluates the supply of land available for employment development***, to see if any undeveloped sites would be better put to other uses (this is a Government requirement);
  - ***It checks that there is enough open space and other recreational land*** to support a good quality of life, and that it is protected from development.

**Note that the Site Allocations and Policies Plan is a part of the Local Plan. So the following questions must be asked of any site that has been proposed for development.**

Does it meet the Development Strategy (and, therefore, the Government's national planning policy)?	Is it OK in terms of sustainable development (see the Sustainability Appraisal published with this document)?	Will it help to meet the needs of the Borough and its communities, and provide a sound basis for economic growth?
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### **1.3 How can you have your say?**

- 1.3.1 This document presents a range of possibilities, both in terms of general approach in settlements as well as specific sites, and we want to hear what you think. This is a formal 10 week public consultation on the Preferred Options that runs from **Monday 12th January to Friday 20th March 2015**.
- 1.3.2 You can choose to comment on particular approaches to development in an area that are outlined in the document and/or comment on an individual site, and we have produced different Representation Forms in order to help this process. Representation Forms are available alongside this Site Allocations and Policies Plan in Council offices, libraries and are also available on the Council's website.
- 1.3.3 You can respond by completing the relevant Representation Form(s) and sending it to:  
Planning Policy Unit  
Copeland Borough Council  
The Copeland Centre  
Whitehaven  
Cumbria  
CA28 7SJ
- 1.3.4 Alternatively, you can email the form to [ldf@copeland.gov.uk](mailto:ldf@copeland.gov.uk)
- 1.3.5 We will generally not acknowledge representations made unless specifically requested.

**For 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.**

**The closing date for comments is Friday 20<sup>th</sup> March 2015**

### **1.4 What will happen next?**

- 1.4.1 We will consider all comments made and publish a draft plan for further public comment. We hope to do towards the end of 2015.
- 1.4.2 The Council will then again consider comments made, and a final draft will be submitted to the Secretary of State for public examination. Prior to submission, the plan will be published and advertised so that anyone not happy with it can object to the Secretary of State and have their concerns considered by the Inspector appointed to examine the plan.

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# **Section 2**

# **THE DEVELOPMENT STRATEGY**

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## 2 The Development Strategy for Copeland

- 2.1.1 This document is the final part of the new Local Plan. The two other parts – the Core Strategy and Development Management Policies – were adopted, following examination and publication of a report by an independent inspector, in December 2013.
- 2.1.2 The Core Strategy is the central part of the Local Plan, and presents the Council’s strategy for the development of the Borough over a fifteen year period (2013-2028). The allocation of sites for development must be done in accordance with that strategy.
- 2.1.3 This section seeks to bring together the key elements from the Core Strategy that form the development strategy to inform this site allocations document.

### Vision and Objectives of the Local Plan

- 2.1.4 The Vision for the Local Plan as published in the adopted Core Strategy is as follows:

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

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

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

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

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

- 2.1.5 The Strategic Objectives for the Local Plan, taken from the adopted Core Strategy, are as follows:

***Objectives for Economic Opportunity and Regeneration***

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



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

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

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

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

#### **Objectives for Sustainable Settlements**

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

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

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

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

**Strategic Objective 10** *Support the increased sustainability of communities in rural environments varying from former mining settlements in the north and south, to the villages of mid Copeland.*

#### **Objectives for Accessibility and Transport**

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

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

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

**Objectives for Environmental Protection and Enhancement**

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

**Strategic Objective 15** *Promote recycling and waste minimisation.*

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

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

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

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

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

- 2.1.6 The 28 policies of the Core Strategy should be read together as a whole. But the key policy affecting site allocation is the **Spatial Development Strategy** (Policy ST2) – see next page. The principles of that policy will underlie most, if not all, recommendations about whether a site should be developed or not.

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***Adopted Core Strategy Policy ST2 – Spatial Development Strategy***

Development in the Borough should be distributed in accordance with the following principles:

- A**      **Growth:** providing for and facilitating 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 settlement hierarchy as set out in Figure 3.2:
  - i)    Focussing the largest scale development and regeneration on Whitehaven and the important development opportunities there
  - ii)   Supporting moderate levels of development reflecting the respective scale and functions of the smaller towns (Cleator Moor, Egremont and Millom), and contributing to the regeneration of the town centres
  - iii)   Permitting appropriately scaled 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 Moorside, and a willingness to discuss a potential Geological Disposal Facility for higher level radioactive waste 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
  - iii)   Essential infrastructure to support energy development and other infrastructure that requires locating outside settlement limits
  - iv)   Existing major employment locations, especially Westlakes Science and Technology Park, and the completion of defined allocated or safeguarded employment sites
  - v)    Land uses characteristically located outside settlements, such as agriculture or forestry, farm diversification schemes or tourism activities requiring location in the countryside, or prisons
  - vi)   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 four towns are expected to accommodate approximately 80% of all (non-nuclear) development over the plan period***
- E**      ***Safety: the potential impact of proposals within Safeguarding Zones for hazardous installations should be properly considered***

(Note: this policy was adopted in December 2013 and is reproduced here for reference only)

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- 2.1.7 Following the principles of this policy, the plan is that development should be distributed across the Borough broadly in the following proportions (Core Strategy paragraph 3.5.7, page 25): -
- 2.1.8 Excluding nuclear-related development at or adjacent to Sellafield (and any other appropriate and acceptable locations which may emerge in accordance with the Core Strategy), it is expected that development should be distributed broadly as follows:
- Whitehaven – at least 45%
  - Cleator Moor – at least 10%
  - Egremont – at least 10%
  - Millom – at least 10%
  - Local Centres – not more than 20% (in combination)
- 2.1.9 The spatial development strategy applies particularly to housing development, which will be the main focus for land allocation (Figure 3.3, Core Strategy page 25), which is replicated below: -

**Core Strategy Figure 3.3: Housing Requirements by Settlement**

		Annual housing requirement based on:	
Settlement		230 per year	300 per year
Whitehaven (45%)	At least	105	135
Cleator Moor (10%)		23	30
Egremont (10%)		23	30
Millom (10%)		23	30
Local Centres (20%)	Not more than	45	60
<b>Total</b>		<b>219</b>	<b>285</b>

***Note:** figures do not exactly equal the annual requirement. This reflects the town allowances not being ceilings, and there being no allowance for ‘windfall’ (which would include, for example, rural ‘exception’ sites)..*

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# **Section 3**

# **PROPOSED**

# **SITE ALLOCATION**

# **POLICIES**

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### 3 Site Allocation Policies

- 3.1.1 The Site Allocations and Policies Plan is in legal terms a Development Plan Document forming part of the Local Plan. This means that it is subordinate to the adopted Core Strategy and must therefore follow the strategic policies in that document. It must also be consistent with the adopted Development Management Policies.
- 3.1.2 So the first principles in deciding which land should be developed are:
- the development of the site will be consistent with the objectives and policies of the Core Strategy; and
  - it must be capable of being developed in a way that does not contradict development management policies.
- 3.1.3 This section outlines, in more detail than was possible in the Core Strategy, the principles according to which site allocation and related decisions will be taken. **The overriding concern in this process is that Copeland will have a portfolio of attractive development sites that will provide the land we need to let the local economy grow, whilst also protecting the qualities that make Copeland a special place.**
- 3.1.4 First it covers the types of development which will be the main focus of the allocation of sites. Then it covers a range of other issues which will be illustrated on the Proposals Map.

#### 3.2 Principles for allocating land for development

- 3.2.1 The first requirement is to have a policy that explains what kind of land we need to secure the base for a prosperous future, as looked forward to by the Core Strategy.
- 3.2.2 Decisions as to which land is put into the Plan are governed by the strategic policies already set out in the Core Strategy, along with constraints which might make development of some sites difficult or not feasible at all.

#### What the Core Strategy says

- 3.2.3 Policy ST1 sets out the basic principles governing planning decisions (including the policies of the Core Strategy itself, and whether to grant planning permission for development proposals). These are as follows: -

#### ***Adopted Core Strategy Policy ST1- Strategic Development Principles***

##### **A Economic and Social Sustainability**

- i) Support the development of energy infrastructure, related economic clusters, rural diversification and tourism in appropriate locations**
- ii) Support diversity in jobs, and investment in education and training, especially that 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, services and recreational and sports facilities

## **B Environmental Sustainability**

- i) Encourage development that minimises carbon emissions, maximises energy efficiency and helps us to adapt to the effects of climate change
- ii) Focus development on sites that are at least risk from flooding and where development in areas of flood risk is unavoidable, ensure that the risk is minimised or mitigated through appropriate design
- iii) Protect, enhance and encourage the creation of new areas of green infrastructure, recognising the important role that the natural environment and healthy ecosystems have to play in the future social and economic, as well as environmental sustainability of Copeland
- iv) Reuse existing buildings and previously developed land wherever possible, directing development away from greenfield sites, where this is consistent with wider sustainability objectives
- v) Ensure that new development minimises waste and maximises opportunities for recycling
- vi) Minimise the need to travel, support the provision of sustainable transport infrastructure and measures that encourage its use
- vii) Prioritise development in the main towns where there is previously developed land and infrastructure capacity

## **C Protect, enhance and restore the Borough's valued assets**

- i) Protect and enhance areas, sites, species and features of biodiversity value, landscapes and the undeveloped coast
- ii) Protect and enhance the Borough's cultural and historic features and their settings
- iii) Provide and enhance recreational opportunities for the Borough's residents and its visitors, protecting existing provision and ensuring that future development meets appropriate standards in terms of quantity and quality.
- 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, whilst taking account of landscape, biodiversity and historic environment objectives
- vi) Ensure development minimises air, ground and water pollution

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

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- i) Apply rigorous design standards that retain and enhance locally distinctive places, improve build quality and achieve 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 pedestrians and cyclists to move around**
  - iv) Ensure new development addresses land contamination with appropriate remediation measures**

Note: this policy was adopted in December 2013 and is reproduced here for reference only

3.2.4 The essential principles for allocating land flow from the Core Strategy and are broadly as follows.

- Location within or next to a settlement identified as suitable for development
- Accessibility to jobs, education and services, wherever possible by a choice of modes of transport, and by safe and feasible connection with the highway
- Capability to be viably connected to the foul drainage network and of surface water drainage being sustainably dealt with
- Not subject to flood risk (unless the development can be justified as set out in national policy and the risk can be satisfactorily protected against and mitigated)
- Preferably brownfield land
- No, or minimal, impact on landscape and the natural environment
- Enhancement of, or at least no damage to, the built environment

3.2.5 These are expressed in the preferred policy below.

#### **The Council's preferred approach**

##### ***Proposed Policy SA1 – Principles for allocating land for development***

**The allocation of land for development will be supported where its development is in keeping with strategic policy and where its impacts are acceptable or capable of being mitigated, with particular regard to:**

- A sustainability of location (including accessibility to jobs and services);**
- B the provision of physical infrastructure (water and energy supply, drainage, and highway connection);**
- C flood risk, either within the site or elsewhere as a result of the site being developed;**
- D the need to maximise reuse of previously developed land;**
- E the natural environment;**
- F designated heritage assets.**



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### **Alternative approaches**

- 3.2.6 As this policy is closely based on the adopted Core Strategy, and must conform with that, no alternative approach is suggested.
- 3.2.7 However, the Council will consider alternative suggestions as to:
- what principles should be applied, and
  - how the policy might be worded.

### **Justification – Core Strategy background to site allocation**

- 3.2.8 The purpose of this policy is to express concisely the principles drawn from the Core Strategy which will help to decide on whether sites are suitable to be allocated for development.
- 3.2.9 In terms of sustainable development the guiding principles are those in Core Strategy policy ST1.
- 3.2.10 Sustainability of location is governed by policy ST2 (the spatial development strategy). Also relevant are ST3 and ER6, which relate to strategic development locations where departures from the strategy are permissible.
- 3.2.11 Infrastructure is a technical consideration relating to each individual site; policy ST4 allows for developers to be asked to fund provision of infrastructure where it is deficient.
- 3.2.12 Policy ENV1 lays down the principles according to which flood risk is addressed.
- 3.2.13 The natural environment is covered by policies ENV2 (the coast), ENV3 (biodiversity) and ENV5 (landscape); whilst policy ENV4 covers heritage assets.
- 3.2.14 In terms of accessibility to services, these principles relate also to policies ER7 to 9 (town centres and service centres) and SS4 (protection of community and cultural services and facilities). Those policies are designed to ensure that services remain in places where they can be accessed.

### **3.3 Principles for revoking an existing (2006 Local Plan) allocation**

- 3.3.1 Another side of this process is to look at land allocated in the previous Local Plan, but not developed. If Copeland is to grow, then we need to make sure that the land supply is not clogged up with sites that no-one wants to build on.
- 3.3.2 The National Planning Policy Framework requires that “Planning policies should avoid the long term protection of sites allocated for employment use where there is no reasonable prospect of a site being used for that purpose. Land allocations should be regularly reviewed” (NPPF paragraph 22). Core Strategy policy ER4C is the Borough Council’s commitment to do this.
- 3.3.3 The NPPF also requires that planning authorities should “identify a supply of specific, deliverable sites” (our stress) for housing.
- 3.3.4 The employment land supply has been reviewed in the West Cumbria Employment Land and Premises Study (2008) and The Spatial Implications of Britain’s Energy Coast;

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Employment Land Review Update (2011). These concluded that some allocated employment sites should be considered for alternative uses and this is done below.

- 3.3.5 This policy also relates to land allocated for housing development many years ago, where no development proposals have been forthcoming. As already noted, the Council has to provide a supply of deliverable housing land, and this document considers whether, in the interests of certainty of supply, land with no prospect of being released for development should be replaced by other sites whose owners and prospective developers may be more willing to make progress.

### **The Council's preferred approach**

#### ***Proposed Policy SA1B – Principles for Revoking an Existing (Local Plan 2006) Allocation***

**Allocations of land for development in previous Local Plans may be rescinded where:**

- A evidence is not forthcoming that there is market potential for the currently allocated use; or**
  - B access or service constraints mean that delivery of the site for development is uncertain; or**
  - C the owner has shown no willingness to release the site;**
- and**
- D there is evidence of need or demand for, or other benefit to be gained from, an alternative use which is consistent with the adopted Core Strategy and Development Management Policies;**
  - E its de-allocation will not compromise the ability of the Borough to meet the needs which its adopted allocation was intended to address.**

**Where appropriate a site may be left as 'white land' indicating that it is not allocated for any use in this plan but proposals for its use will be reconsidered in the future if the factors influencing its de-allocation change.**

#### **Justification**

- 3.3.6 This policy is intended to express in greater detail the principles underlying Policy ER4C, under which the Council has undertaken to identify sites previously allocated for employment, which are better suited to alternative uses.
- 3.3.7 National Planning Policy Framework paragraph 22 makes this a duty for Local Planning Authorities, so that there is not a surplus of land lying around which has been allocated for industry but which is not likely to be developed for that purpose, and could be put to use for other types of development, especially housing.
- 3.3.8 Policy ER4, and now this policy, have been informed by evidence base work carried out for the Core Strategy, namely the Employment Land and Premises Study (2009), and the updated Employment Land Review (2012), each carried out by independent consultants with expertise in the field. These have identified those elements of the Borough's employment land portfolio which should be retained, even though they represent a level of supply well above that needed in recent years. Sites recommended by that study as not needing to be retained are now proposed to be allocated for other uses (see Figure 3.2).

- 3.3.9 There are two main reasons for this. Firstly, a large part of the supply is taken up by land of strategic value for a wider area than Copeland – in particular, at Westlakes Science and Technology Park. Secondly, the Council is advised that it would be sensible to retain land that might be valuable for uses associated with the Moorside development. To go against this would undermine key aims of the Core Strategy, especially support for nuclear-related developments (ER1 and ER3) and the first two clauses of Policy ER4, relating to safeguarding an employment land supply suitable to meet forecast needs.
- 3.3.10 Note that this proposed policy can be applied also to land allocated for other uses, notably housing, and Figure 3.2 proposes that some of these be ‘de-allocated’ on the grounds that there is no apparent prospect that they will be developed. (See also the proposal for a new category of land, ‘developable sites’ which are not allocated but whose development is acceptable in principle.)
- NB. One other site was recommended for de-allocation by the Employment Land and Premises Study - Beckermat Industrial Estate. However, the more up-to-date Employment Land Review concluded that this land is well located to provide space for businesses serving Sellafield and (potentially) the Moorside construction project.
- 3.3.11 These sites are considered in more detail in Section 4 and in the Site Appraisal supporting documents.

**Figure 3.1: Sites allocated in 2006 whose retention is proposed**

Local Plan (2006) ref.	Site Allocation ref.	Site identity and location	Comments
E1	SES1	<b>Westlakes Science and Technology Park</b>	Partially developed, a strategic site whose importance was stressed by the Employment Land and Premises Study.
E2	SES2	<b>Whitehaven Commercial Park</b>	This project has struggled to attract investment. But there are few alternative places available to host local business development, a fact recognised by the ELPS which recommended its retention. It may also be well positioned to be useful for businesses associated with the Moorside development.
E3	WA	<b>Haig Enterprise Park</b>	It is logical to support retention of this allocation as a useful resource for Haig in the event of future expansion or ‘enabling development’ to support it.
E4	WB	<b>Sneckyeat Road</b>	As this site is partially developed, it is logical to retain it for small scale local business start-ups and expansion.
E6	CMA	<b>Leconfield Industrial Estate</b>	Most of this site is developed and most of the property on it is in use. Leconfield remains a potentially useful site especially for small local business start-ups or expansion, and may also have a role to play in hosting businesses supporting the Moorside project.
E10	EGA	<b>Bridge End Extension</b>	This is well placed for Sellafield/Moorside as well as being a resource for Egremont-based business development, and was recommended for retention in the ELPS.

Local Plan (2006) ref.	Site Allocation ref.	Site identity and location	Comments
E12	MMA	<b>Mainsgate Road Extension</b>	Millom has a small employment land portfolio (albeit probably sufficient for the town's needs) and these are an important part of it.
E13	MMB	<b>Devonshire Road</b>	
HA5	WW2	<b>Kells School</b>	This site has planning permission and a large proportion of it is now developed.
HA9, HA10	CM1 CM2	<b>Mill Hill, Cleator Moor</b>	These sites are now being actively pursued for housing development.
HA12, HA13	EG10	<b>Egremont north</b>	Site remains under consideration for housing development as other 2006 sites in the town have been taken up.
HA14	EG1	<b>Gillfoot Mansion, Egremont</b>	Site remains under consideration for housing development as other 2006 sites in the town have been taken up.
HA31	MM2	<b>Adjoining Lowther Road estate, Millom</b>	This land remains as logical expansion space for the adjacent estate; additionally it is next to the Moor Farm site which is proposed as the major housing site for Millom in this plan.

3.3.12 These sites are considered in more detail in the Site Appraisal supporting documents.

**Figure 3.2: Sites where rescinding of 2006 allocation is proposed**

2006 ref.	Site identity and location	Comments
HA19	<b>Station Yard, Rowrah</b>	Identified in SHLAA as suitable for housing (already proposed as a housing site in the 2006 Local Plan but no proposals have emerged).
WEOS2	<b>Jackson's Timber Yard</b>	Land in productive use; redevelopment for employment uses would be supported, other applications considered on their merits with regard to policy. No need to continue the allocation.
WEOS3	<b>Preston Street Garage</b>	Land in productive use; redevelopment for employment uses would be supported, other applications considered on their merits with regard to policy. No need to continue the allocation.
WEOS4	<b>BT Depot</b>	Land in productive use; redevelopment for employment uses would be supported, other applications considered on their merits with regard to policy. No need to continue the allocation.
E5	<b>Red Lonning, Whitehaven (Harras Moor)</b>	Close to residential areas, may have potential for housing but see HA2 below.
E8	<b>Cleator Mills</b>	This site was allocated for expansion space for the business then existing at Cleator Mills. There have been no signs that the factory site or this land are attractive for business development. Suitable in principle for housing if flood risk concerns can be satisfied.
E11	<b>Millom Pier</b>	No alternative use suggested. The owner has indicated that he wishes to retain the site in its present use.
E7	<b>Leconfield extension, Cleator Moor</b>	Most of this land is in Flood Zone 3a, therefore no alternative use is suggested.

2006 ref.	Site identity and location	Comments
HA1	<b>Highlands Extension, Whitehaven</b>	Originally allocated in 1978 as part of the larger Highlands area, which has seen no new house building since the 1990s. Requires road access. Potential to contribute to the town's green infrastructure by forming a 'green wedge' within wider development in that area.
HA2	<b>Red Lonning, Whitehaven</b>	Allocated in the 1997 Local Plan. Part in use as a sports pitch, which should be retained in accordance with Core Strategy policy SS5.
HA30	<b>Devonshire Road, Millom</b>	Due to the quality of this land, and to its being in the Special Protection Area, the likelihood of this land being developed looks remote.
HA7	<b>Old Brickworks</b>	Not considered to be suitable for allocation owing to physical constraints (although development for housing would not be ruled out on policy grounds alone).
HA8	<b>Birks Road</b>	Partially developed, remainder not likely to be attractive to developers (although could be developed in principle).

### 3.4 Principles for allocating land for housing development

- 3.4.1 In the next few years, and within the Plan period, Copeland faces the challenge of welcoming developments which could transform the West Cumbrian economy. Getting the housing market right is vital to seize this opportunity and capitalise on the developer interest, and economic growth, which can be expected to arise from the Moorside project and other developments.
- 3.4.2 The Core Strategy, with its focus on welcoming growth while protecting the assets that make Copeland special, provides the framework for planning for housing;
- Setting a target that allows for house building at levels the Borough has rarely seen in modern times;
  - Encouraging a range of housing that meets needs identified in the Strategic Housing Market Assessment, including existing local needs and housing that will be attractive to incomers;
  - Meeting identified levels of need for affordable housing (low cost to buy, and to rent);
  - Providing for demand from specific groups such as agricultural and other key workers, in rural locations.
- (Core Strategy Policies SS2 and SS3.)*
- 3.4.3 This highlights a number of issues relating to housing that need to be addressed in this Site Allocations and Policies Plan.

#### Issues to be dealt with in allocating land for house building

##### Housing issue 1: How should house building be distributed across the Borough?

- 3.4.4 The pattern of development is broadly set by Core Strategy policy ST2 supported by Core Strategy Figure 3.3 (see page 8 above). The Site Allocations and Policies Plan

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therefore does not propose alternatives to this as it would require going through statutory process to amend the Core Strategy, and circumstances do not justify this.

NB. As stated in the Core Strategy and reiterated here, the targets set for each town are not ceilings. However, the Plan does not propose any measures to counteract the risk of any one town 'racing ahead' in attracting development to the detriment of others. This is because there is no indication of that risk being realised, and also because there is enough protection, in policies relating to settlement boundaries (ST2) and landscape protection (ENV5 and DM26), to prevent this happening.

#### **Alternative**

- 3.4.5 The distribution set out in the Core Strategy could be reviewed, which would require amendment of the Core Strategy alongside production of this plan. The Council does not support that, as the Core Strategy is recent enough still to be valid, and there is no evidence that things have changed so much as to warrant changing it.

#### **Issue 2: How much should we focus on the transformational potential of 'executive' housing?**

- 3.4.6 The Strategic Housing Market Assessment (2010) concluded that *"Arguably, if the aspirations of the 'Energy Coast' come to fruition, an expanding economy will result in increased demand, particularly for open market dwellings"* and that households moving into the Borough for work are most likely to seek larger detached and semi-detached homes. However arguable that expectation may be, the Local Plan has to allow for it as a strong possibility, and that principle underlies the relatively ambitious Core Strategy targets.
- 3.4.7 The level of developer interest arising since the adoption of the Core Strategy, informed by greater certainty about the nuclear power station proposal, suggests that providing increased numbers of such homes is likely to be achievable. There remains the question of where such homes should be built, and the role of planning policy is to influence that, so that the Borough as a whole benefits as much as possible.

#### **Alternatives**

- **Option 1: Allow executive-style 'key worker' developments in the countryside, as in the past.** This is an out-of-date approach which is no longer supported. Such developments are unsustainable for a variety of reasons; they encourage too much car traffic on rural roads, causing excessive emissions, they damage rural landscapes, and they make the provision of services more expensive. They also deflect high quality housing developments away from the towns, which has damaged the prosperity of the towns over many years. Recent history has shown that the towns can interest promoters of high quality housing development, and there is plenty of choice in the second-hand market for those seeking homes in the countryside. This option is also incompatible with the Core Strategy, and to adopt it would require review of the strategy.
- **Option 2: Encourage more executive housing development in villages.** The Council does not support allocating more land for 'executive' development in villages than proposed in this Plan already. Evidence across Cumbria has shown

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that building larger houses in small villages tends to inflate local house prices and act against affordability. This is the basis for current policy stressing housing to meet local rural need, which has proved successful in damping down inflation and encouraging more 'affordable' provision, notably in the National Park. There is a range of sites provided by the Plan in larger villages (mostly, Local Centres) and a small amount of 'windfall' development is not ruled out. The Council believes that to be sufficient. This option would be difficult to achieve without departing from the target of not more than 20% of homes in Local Centre villages, and development in the countryside only to meet special needs, and is therefore not supported.

- **Option 3: Stick with the overall targets and distribution in the Core Strategy.**  
The spatial strategy is centred on regeneration, which means that most development should be in the towns (as referred to under policy SA1). The quantity and quality of sites available suggests that enough land of suitable quality can be found in or on the edge of the towns. As well as that, a significant supply of attractive sites is available in villages, especially Local Centres, within the parameters of Policy ST2.

#### **The Council's Preferred Option**

- 3.4.8 The Council believes that the need for urban regeneration remains paramount, and that there is at present no reason to depart from the principles of the Core Strategy. Option 3 is therefore the preferred option.

#### **Issue 3: Should affordable housing be concentrated on homes for rent or low cost to buy (including shared equity)? Can we choose more sites suitable for housing for rent?**

- 3.4.9 The Strategic Housing Market Assessment (2010) concluded that that 200-250 new dwellings per year are needed in order to support growth across the Borough (in the context of an overall supply, including second hand homes, of 1,300 dwellings per year – 950 owner occupied and 350 rented). This is within the targets of the Core Strategy. However, it includes a requirement for 168 new affordable dwellings per year for 5 years, with 153 of those in the Copeland Local Plan area, which almost certainly could not viably be achieved within the likely total house building output. In other words, it would take more than 5 years to meet the shortfall identified in the SHMA.
- 3.4.10 The SHMA assessment of the affordable provision called for is that 62.5% of it should be 1-2 bedroom 'general needs' housing (with 91 units per year in the Copeland Local Plan area), 15.5% 3 bedroom or larger (26 per year in the Copeland Local Plan area), and 21% 1-2 bed dwellings for older people (36 per year).
- 3.4.11 In terms of property type the SHMA suggests that houses would be the priority (64.1%), followed by bungalows (14.2%) and flats (10.2%).
- 3.4.12 In terms of tenure the split is 61% social rented (93 homes) and 39% intermediate (for example shared equity – 60 homes).
- 3.4.13 The Core Strategy commits to including in housing developments "a proportion of affordable housing which makes the maximum contribution (consistent with

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maintaining the viability of the development) to meeting identified needs in that market area” (policy SS3). It goes on (paragraph 5.4.5) to note the SHMA conclusion that 15-25% of development should be in the affordable range, and looks to achieving the higher end of that range in high value areas, and lower levels especially on urban and brownfield sites.

3.4.14 The Core Strategy also indicates that a 64/40 rent/equity share split would be appropriate.

3.4.15 The Site Allocations and Policies Plan is therefore committed to putting these or similar figures into practice. It is supported by the LDF Viability Assessment, which indicated that, even in the market conditions of 2011/12, a 15 year supply would be achievable.

### Alternatives

- **Option 1: Set a standard borough-wide quota of 15-25%.** This would be consistent with the Core Strategy but is somewhat vague and leaves room for confusion and dispute.
- **Option 2: Set targets for each allocated site.** This option would look at each site individually with a view to considering the anticipated viability of development on each site. It also allows us to exclude sites which are not appropriate for affordable quotas (such as small sites), clearly and explicitly.
- **Option 3: Do not set a policy target but use the Core Strategy’s figure when negotiating planning conditions on individual developments.** Doing without a set target allows for the maximum flexibility. It also may lead to more time spent in negotiation with developers who are not clear about the overall need and how the Council intends to try to meet it.

(NB any quota would be subject to negotiation, with regard especially to any evidence a developer might submit relating to the viability of the proposed development. The quota would be aligned with what the Core Strategy says.)

### The Council’s Preferred Option

3.4.16 The Council recommends that Option 2 be adopted. Adopting targets for each appropriate site will give a basis for negotiation which also gives a degree of certainty for developers - always allowing for flexibility to react to viability calculations - and with the least risk of raising unrealistic expectations.

### Issue 4: How can we use planning powers to meet demand for housing for older people?

3.4.17 The Strategic Housing Market Assessment concluded that, while 18% of survey responders were looking for a bungalow (which equates to 36 to 45 bungalows per year), this rose to 62% for older single people and 42% for older couples. This is within the overall target for housing specifically for older people - 36 dwellings per year.

3.4.18 The policy starts from the assumption that, whilst many older people will prefer to live independently and in a variety of locations, for many others the priority will be to find



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compact homes such as bungalows and apartments maybe in a communal and/or sheltered environment, in places convenient for local services.

#### Alternatives

- **Option 1: Identify sites specifically for older people.**
- **Option 2: Let the market decide.** 'Market' in this context includes specialist private sector developers, private sector providers paid for by the public purse, and social agencies such as housing associations.
- **Option 3: Rely on planning obligations on selected sites.**

3.4.19 The Council preference is for Option 3.

#### Issue 5: Site allocation and planning to meet local need - should we define 'local need', and if so, how?

3.4.20 The Strategic Housing Market Assessment noted from its survey results that there is strong support for local occupancy restrictions in the West Lakes and Millom Housing Market Areas – broadly, Mid and South Copeland – while in the northern parts of the Borough (the Whitehaven market area) opinion was split roughly 50/50.

3.4.21 In all the towns there is housing available at prices that are, by national and regional standards, low-priced. So to a large extent those in need of affordable housing in the towns, and in much of the northernmost localities, are looking for homes to rent. There is no evidence of local people being priced out of the market by offcomers and there is, therefore, no apparent need to impose local occupancy conditions.

3.4.22 We do, however, need to consider policy relating to local need borough-wide, for three reasons in particular. Firstly, the Core Strategy refers to it but as a strategic plan does not define it; and secondly, we need to consider the fact that such a definition does exist in the parts of the Borough that are in the National Park. Finally, we should look at the relationship between need and tenure.

3.4.23 The following definition is used by the Lake District National Park Authority in its housing Supplementary Planning Document. This is the planning policy for those parts of Copeland that are in the National Park, including Gosforth, Bootle and much of Ennerdale Bridge. The policy includes the definition as follows: -

*All new local need housing will be restricted to those who can demonstrate they have a need to live in the Locality. The occupant must satisfy one of the following criteria:*

- *The person has been in continuous employment in the Locality defined for at least the last 9 months and for a minimum of 16 hours per week immediately prior to occupation; or*
- *The person needs to live in the Locality defined because they need substantial care from a relative who lives in the Locality defined, or because they need to provide substantial care to a relative who lives in the Locality defined. Substantial care means that identified as required by a medical doctor or relevant statutory support agency; or*

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- *The person has been continuously resident in the locality defined for three years immediately prior to:*
    - *Needing another dwelling resulting from changes to their household (including circumstances such as getting married/divorced, having children or downsizing)*
    - *Undertaking full-time post-secondary education or skills training and is returning to the locality defined within 12 months of its completion, or*
    - *being admitted to hospital, residential care or sentenced to prison, and are returning to the locality defined within 12 months of their discharge/release, or*
  - *The person is a person who –*
    - *Is serving in the regular forces or who has served in the regular forces within five years of the date of their application for an allocation of housing;*
    - *Has recently ceased, or will cease to be entitled, to reside in accommodation provided by the Ministry of Defence following the death of that person's spouse or civil partner where - (i) The spouse or civil partner has served in the regular forces; and (ii) Their death was attributable (wholly or partly) to that service; or*
    - *Is serving or has served in the reserve forces and who is suffering from a serious injury, illness or disability which is attributable (wholly or partly) to that service*

#### Alternatives

- **Option 1: Use the Lake District definition.** This is the definition already used in planning decisions in the part of the Borough that is in the National Park. That is in the context of a policy environment where only affordable housing is permitted, but there is nothing in it to prevent its being used in areas under the Council's jurisdiction where 'local need' housing might encompass more expensive homes as well as the affordable element.
- **Option 2: Use a less prescriptive definition.** The definition proposed is consistent with national policy and compatible with the definition used in parts of the Borough that are in the National Park. Using it makes it easier to align planning policy and decisions with the Council's role as a housing authority, which covers the whole Borough.
- **Option 3: Don't define it in the plan but apply it to developments on their merits.** This is not supported as it might lead to confusion and inconsistency, and make it harder to encourage developers to provide for local need.
- **Option 4: Allow complete freedom of choice and abandon local occupancy conditions.** From the SHMA survey it would appear that 46% of the population would support this. It is, however, contrary to Core Strategy policy and also would be against Government policy. The Council believes that planning policy should be used to make sure (as far as it can) that there will be homes available in the countryside, and other high value areas, to people who need to live there but do not earn enough to be able to compete on the open market. It is also

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sensible, so close to the National Park, to have housing policies that are compatible with the approach used there.

#### **The Council's Preferred Option**

- 3.4.24 The Council favours Option 1, as this ensures a degree of consistency across the Borough as a whole, giving greater clarity for those seeking affordable homes, and because it uses a tried and tested formula with which house builders are familiar.

#### **Issue 6: How do we fulfil the Council's duty to provide for identified demand from Gypsies and Travellers?**

- 3.4.25 The Government requires that local planning authorities should provide for housing needs of all members of the community. National Planning Policy (*Planning Policy for Traveller Sites*, a companion to the National Planning Policy Framework) specifies that local planning authorities should make their own assessment of need and should work collaboratively. In Cumbria this has been achieved through a county-wide assessment. The conclusions of this are based on the needs of traveller households already living in the community along with demand from families passing through. In Copeland there has been little evidence of demand, and the study concluded that the Borough should provide a site or sites containing 3 permanent and 4 transit pitches.
- 3.4.26 *Planning Policy for Traveller Sites* also sets out criteria for selecting sites, and Development Management Policy DM20 broadly conforms to those, as follows.

#### ***Adopted Development Management 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 compromise the objectives of the designation or otherwise have a significantly 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 is not significantly detrimental to the amenity of adjacent occupiers**

*(Note: this policy was adopted in December 2013 and is reproduced here for reference only)*

- 3.4.27 The document also acknowledges that 'Rural Exception' site provision may be appropriate. With the appropriate demonstration of need, a rural site might in

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principle satisfy both Core Strategy policies SS3 (Housing Needs) and ST2 (the Spatial Development Strategy, in particular ST2C).

- 3.4.28 Plots which are considered to be potentially suitable are listed in Figure 3.3 below. Based on experience elsewhere, the Council considers that one site size of around 0.5 ha should be big enough to accommodate the number of pitches called for, with enough space left for landscaping incorporating screen planting. The Borough Council does not propose to provide a site. This Plan merely puts forward pieces of land that may be suitable as a gypsy and traveller site.

#### Alternatives

- **Option 1: Make no policy provision.** This is not permitted by national planning policy and would make the plan unsound.
- **Option 2: Make no allocation but rely on a criteria-based policy to judge proposals when they come forward.** This is not supported on two grounds. Firstly, such a policy already exists in the Core Strategy and Development Management Policies document (Policy DM20) and the Inspector found that section of the Local Plan to be sound on the explicit basis that the policy would be taken forward in the Site Allocations and Policies Plan where there was up-to-date evidence of need and demand. Secondly, there is less prospect of a satisfactory site being found if proposals come forward individually; probably any such proposal would attract significant opposition, and there is a greater risk of an unsuitable site being granted permission on appeal.
- **Option 3: Use the planning process to select a site or sites.** Policy DM20 sets a framework for deciding whether a site is suitable or not for this purpose. Selection of a site in the site allocation process gives us an opportunity to look at a range of possibilities and pick the best one, compared with all the other possibilities.

#### The Council's Preferred Option

- 3.4.29 Option 3 is the preferred option because it provides an opportunity to make sure that possible sites are considered alongside each other, and not in isolation. The Council concludes that it is the most likely way to arrive at the optimum solution.
- 3.4.30 With this in mind the Council is proposing a number of sites which may be appropriate as a Gypsy and Traveller site and welcomes comments on these. We would also welcome alternative proposals if it is considered better opportunities exist.

**Figure 3.3: Sites which may be suitable for gypsy and traveller provision**

Site ref.	Site name	Location	Area (ha.)	Ownership
WS2	Woodhouse Rd	Whitehaven	Up to 2.0	Private
WS4	Woodhouse Rd./St Bees Rd.	Whitehaven	0.4	CBC
n/a	Behind Solway Road*	Moresby Parks	Up to 12.0	CCC
n/a	Moresby Parks Road	Moresby Parks	Up to 4.0	Private
DiB	Rear of Central Garage	Distington	0.8	Private

\*Would be a rural exception site.

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### Issue 7: How do we best encourage and provide for 'self-build'?

- 3.4.31 The Core Strategy does not make specific provision for self-build housing. The Borough Council regards such proposals as contributing to the housing supply just as any other housing development does, and no demand has arisen for specifically allocated sites.
- 3.4.32 The Government encourages local planning authorities to provide for self-build housing, which it sees as having potential to make a major contribution to increasing the housing supply. Whether it can do so in Copeland is open to question; but the Borough Council has no objection in principle to self-build projects and has given consent to several. The Council would also welcome 'Community Right to Build' projects, although in view of the bureaucracy imposed by the Localism Act, it may be easier for communities wishing to promote self-build to meet local need to go down the normal planning application route. Core Strategy Policy SS3 is basically supportive of any development to meet local need using the 'rural exception' provision – the 'Right to Build' process was designed more for areas where house building is obstructed.

#### Alternatives

- **Option 1: Allocate sites for self-build.** This is not supported as there is no reason to suppose that the Council can reliably pick the sites which will be most attractive to self-builders, with the risk that sites may be set aside and not developed. It is best to leave site selection to those who know what they want, with appropriate protection to resist losing sites which may be better reserved for conventional housing development.
- **Option 2: Permit self-build in principle on any site.** In general the Council is supportive of self-build, but there may be sites which are more suitable for conventional development. This is particularly the case on large sites forming an important part of the supply, which would be likely to be developed more quickly; and sites which are prominent, for example, in 'gateway' locations or places sensitive because of the landscape or heritage, where there is a need for a greater degree of control over design.
- **Option 3: Encourage self-build in appropriate locations.** 'Appropriate' locations may include small to medium sites, preferably capable of being arranged so that later phases of construction do not unduly damage the quality of life of those living in earlier phases; individual plots, for example where a farmer or landowner agrees to release land to enable a local person to self-build; sites brought forward by Parish Councils under Community Right to Build; and, possibly, self-build enclaves released by volume builders within large sites.

#### The Council's Preferred Option

- 3.4.33 The Council believes that individuals and groups wishing to take the self-build route should be trusted to know best, subject to policy constraints operating in the interests of the wider community. It therefore supports Option 3 as being the most likely to produce satisfactory outcomes.

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## **The Council's Preferred Approach**

### ***Proposed Policy SA2 – Strategic principles for housing development***

Enough land will be allocated to enable the Borough to meet its housing needs over the whole period of the Plan.

The overall distribution of numbers of dwellings built, and therefore the land which is allocated them, should reflect the proportions in Figure 3.3 of the Core Strategy.

Although the Core Strategy targets for each town are not ceilings, the allocation of land will broadly reflect the balance in the Core Strategy, so that the plan does not encourage excessive growth in one town at the expense of others.

Allocations are not generally made in small settlements (that is, those smaller than Local Centres), and in Local Centres are made only where suitable sites have been identified.

Development proposals coming forward which provide for the meeting of local rural need will be regarded as 'windfall' and planning applications decided on their merits, taking into account Local Plan policy and (especially when the Local Plan is silent or relevant policies out of date) national policy as expressed in the National Planning Policy Framework. The Council will impose local occupancy planning conditions or obligations based on the definition of local need in Paragraph 3.4.23.

In Local Centres where land has been allocated, there will be a presumption against 'windfall' development which is of excessive size or is outside the settlement boundary established in this plan.

The mix of sizes and types of housing preferred on each site will reflect the qualities of the site, but overall should meet the Borough's needs as set out in the Strategic Housing Market Assessment. However, in the interest of developing a viable housing market, site housing mix specifications may be varied when development viability dictates it, and evidence to justify that has been provided. The Council will particularly respond to identified strategic needs by:

- (a) setting targets for affordable housing on sites deemed suitable, and endeavouring in negotiation to ensure those targets are met;
- (b) identifying sites particularly suitable for provision for older people;
- (c) encouraging the provision of executive quality housing, though not to the extent of permitting development of sites in locations contrary to Core Strategy Policy ST2.

Identified need for gypsy and traveller accommodation will be met by identifying or permitting development on a site or sites whose development for that purpose is compatible with the spatial development strategy and Policy DM20.

The Council supports the principle of 'self-build'. Such developments will be supported on appropriately located sites of suitable size. Where proposals are submitted for developments consisting of plots for self-builders, the Council will require a design code to ensure acceptable design quality in accordance with adopted Development Management policies. The Council will work constructively with rural communities promoting self-build developments to meet local need, whether through Community Right to Build or 'rural exception site' provision.

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## **Justification**

- 3.4.34 Core Strategy Policies SS1 ('Improving the Housing Offer') and SS3 ('Housing Needs, Mix and Affordability') are addressed at the individual site level (see Section 4).

### **1. Distribution of development**

- 3.4.35 This policy takes forward the principles expressed in the key strategic policy relating to the way housing is provided across the Borough (Core Strategy Policy SS2, informed by the spatial development strategy Policy ST2 and supporting information in Figures 3.2 and 3.3).
- 3.4.36 It is also designed to give guidance on how house building can be shared across the Borough so that most growth is encouraged in the towns rather than in villages. This is to fulfil the strategic aim of urban regeneration.
- 3.4.37 Note that it would not be appropriate to allocate land in every settlement, as that may be detrimental to the environment, or might lead to overprovision in villages to the detriment of the housing market in the towns.-

### **2. Executive housing**

- 3.4.38 Core Strategy Policy SS2 identifies improving the Borough's housing portfolio as a priority, in line with the Strategic Housing Market Assessment. The Council believes that the range of sites identified offers enough potential to achieve this, without compromising strategic objectives by identifying, as in the past, locations in the countryside which are in conflict with current principles of sustainable development.

### **3. Affordable housing**

- 3.4.39 The Core Strategy (Policy SS3 and paragraph 5.4.5) gives a steer based on the conclusion of the SHMA, and setting site-specific targets gives a clear basis for negotiations with developers.

### **4. Housing for older people**

- 3.4.40 Although the level of data does not enable us to set a specific target for specialist old people's dwellings should be provided, need identified in the SHMA justifies making policy provision, and identifying target sites in suitable locations could make a significant contribution to providing for this, not least by giving developers an indication that this type of accommodation is being encouraged.

### **5. Local need**

- 3.4.41 In the rural areas in Mid and South Copeland, in contrast, there is plenty of evidence of local affordable housing need not being met due to prices being inflated by demand from people coming into the area looking to retire or for weekend homes, as in the nearby Lake District. This is one reason why Core Strategy Policy SS3 continues the practice of the previous Local Plan in providing only for 'rural exception' provision. (The need to support regeneration in the towns by restricting unnecessary development in the countryside is also a factor in the north of the Borough.)
- 3.4.42 The Core Strategy does not, however, define 'local need'. It is useful that this plan does so, to reinforce and add clarity to the policy. It also enables us to align policy in

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the territory of this plan with that already existing in the parts of the Borough covered by the Lake District Local Plan.

- 3.4.43 Local need is now defined as in paragraph 3.4.22. The justification is that it is the same as already used in those parts of the Borough which are in the Lake District, and that the market conditions in settlements in the Borough outwith the National Park are generally similar to those within it. In determining need, the Council will use the existing Localities as defined elsewhere and used in Section 8 of the Core Strategy.

## **6. Gypsies and Travellers**

- 3.4.44 Figure 3.3 shows a list of sites that have been selected as being potentially suitable. Each of them is large enough to provide for the assessed need for permanent (3) and transit (4) pitches. It is proposed that only one site be selected, to cater for both. On balance this is considered to be the best solution because it allows for a degree of management and supervision of the transit pitches by long term residents of the 'permanent' part of the site.

## **7. Self-build**

- 3.4.45 The Council does not propose to 'second guess' where those wishing to custom build their own homes, or promote sites for self-build or custom-built development, might choose to go. The Plan therefore does not allocate land specifically for self-build.
- 3.4.46 There are already several self-build developments in the Borough and the Council supports this as a worthwhile dimension in a vibrant and diverse housing market. The Council also notes the 'Community Right to Build' introduced in the Localism Act and will support communities who want to use this to bring forward self-build developments to meet local needs in rural communities. (The provision for 'rural exception sites' in Core Strategy Policy SS5 also supports this in principle.)
- 3.4.47 Experience in Copeland is that it has proved difficult to maintain architectural and environmental quality on self-build sites. More importantly, there is a higher risk that completion may take a longer time on self-build sites than when a house building company is involved, or the site may indeed not be completed at all. Therefore self-build will not be encouraged on sites which, for reason of size or prominence, are considered to have strategic importance for meeting housing demand in the Borough. (This would not rule out part of a larger site being set aside for self-build.)

## **What about land for other purposes than housing?**

- 3.4.48 Policy SA2 relates to sites proposed for housing development only; there are no new allocations proposed in this plan for business or service (commercial or public sector) use.

## **Land for jobs**

- 3.4.49 The existing supply of land for business (that is, Class B development such as industry, warehousing, general business and research-based employment) is more than enough to take care of likely future demand. This has been confirmed by expert advice in the Employment Land Review. (This excludes the Moorside power station project, for



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which provision will be made when detailed proposals are submitted.) So no major new allocations are proposed.

Note that new development associated with nuclear waste processing or other operations at Sellafield will be judged against strategic (i.e. Core Strategy) policy, in particular Policies ST2 and ER1, as well as Development Management Policy DM5. At this stage no developments have been identified with enough certainty to allocate specific plots of land. Migration of 'back office' and other operations is supported by Core Strategy Policy ER1(F), and relevant developments will likewise be judged on their merits with reference to Policy ST2 and appropriate development management policy.

#### **Land for retail development**

- 3.4.50 The research done for the evidence base has not identified a great need for more land for shops. The Council would be supportive of redevelopment arising from changing patterns of retail provision. Whitehaven in particular has land on the edges of the town centre where there are vacant retail warehouses and where the planning permission for a major superstore extension (by the harbour) has not gone ahead, and under-used premises in King Street which offer scope for reorganisation to make larger units. There is evidence of developer demand for small scale development in Egremont and Cleator Moor, but both towns have edge-of-centre land available. Therefore it remains the case that it would not be sensible to allocate land for retail development.

#### **Land for community developments**

- 3.4.51 There is an acute shortage of finance to build and run community service projects and the main thrust of planning policy is therefore to try to protect those we already have. (If enough housing projects emerge of a size large enough to generate funds using Section 106 as guided by Policy ST4, that may be used to provide new facilities.)

Note, however, that the proposals for 'Opportunity Sites' (see section 3.5) include locations which are suitable for a range of possible developments including business, shopping and leisure.

**New proposals for business, retail or service development will be judged on their merits against the Core Strategy and Development Management Policies.**

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### 3.5 Settlement Development Boundaries

#### 3.5.1 The Core Strategy (paras. 3.5.13 to 3.5.15) says:

**Settlement boundaries:** *These denote the existing and permissible built-up area of each town and local centre village. They thus indicate where development is encouraged (within the framework of Policy ST2 and Figure 3.3).*

*As decisions are taken during the site allocation process, it will become clear whether any settlement boundaries need to be changed. The outcome of any review will thus be subject to public consultation as part of the preparation of the Site Allocation and Policies Plan. The review will take into consideration the following factors:*

- *This spatial strategy and other Core Strategy and Development Management policies*
- *The amount of land required to be allocated for development in order for the towns to be able to meet the targets set out in the Core Strategy*
- *Land next to settlements revealed in the Strategic Housing Land Availability Assessment (SHLAA) as being suitable for development, either now or in the future, to meet the demands of growth*
- *The need to ensure that development in Local Centre villages is at levels which do not damage the environment of those villages or compromise the prospects of the towns*
- *Other constraints such as the landscape, the natural environment, the historic environment, the legacy of former mineral working and the safeguarding of mineral resources*

*Sites identified in the SHLAA as being appropriate to be considered for allocation for house building, suggest that the following areas should be considered for boundary reviews: Whitehaven (north and south), Egremont (to the south and south west), Millom (to the south west) Cleator (north side), Moor Row (west and south), and small changes at Arlecdon, Beckermest, Bigrigg, Ennerdale Bridge and Seascale. The land which may be involved is identified in the SHLAA maps.*

#### 3.5.2 This statement relates to the policy (ST2) requirement that development outside settlement boundaries should be restricted to that which has a proven requirement for its location. Particular reasons for extending boundaries would be

- where there is not enough housing land in the settlement for it to meet its Local Plan target, and/or
- to enable Local Service Centres collectively to make the contribution to the housing supply envisaged by the Core Strategy

#### **Settlement boundary change options**

#### 3.5.3 The housing land supply has been looked at in site-by-site detail. The Council has considered the following possibilities for extending settlement boundaries in order to supply enough housing land.

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NB. 'Site references' refer to the unique reference numbers for each site, shown on the settlement maps included in Section 4, which are also 'insets' from the Plan Proposals Map.

### **The strategic options for growth in Whitehaven**

- 3.5.4 **Option 1: Concentrate development within the existing boundary.** This option goes a long way towards meeting the strategic target for the town. In calculating the likely yield of this option, town centre opportunity sites should be excluded as they are not guaranteed housing sites; on the other hand, South Whitehaven (outside the current boundary) can be included as it is backed up by an adopted SPD and has planning permission in outline. This option is the one most clearly in line with the overall planning strategy as it is the one which keeps the town compact. But alone, it can only be taken as providing 1,466 dwellings.
- 3.5.5 **Option 2: South Whitehaven.** This area has a variety of names but its status is now fixed by virtue of being in the South Whitehaven Supplementary Planning Document, which serves as a development brief. The land now has outline, and partly full, planning permission and represents an important contribution towards meeting the Borough's needs over the next ten to fifteen years. (Site reference WS1.)
- 3.5.6 **Option 3: South East (north of Egremont Road).** Land here represents a logical direction for the town to expand, given that it is on the line of the Eastern Bypass and is next to the western end of the Westlakes Science and Technology Park. Owing to the topography of the surroundings, and the fact that the land lies next to the A595 and between developed areas, the landscape impact would not be great. Development here would, however, present a risk of damage to wildlife by virtue of closing off a 'corridor'. This would need to be taken care of, so that allocation would not conflict with Core Strategy policies SS5 and ENV5. A further constraint is the high pressure gas pipeline formerly serving the Marchon works, but the Council believes this can be capped in the vicinity of the hospital and removed from this area. (Further work is taking place with the relevant statutory undertakers to clarify this matter.)
- 3.5.7 This area contains one proposal for allocation for house building, site reference WE10, which the Council regards as suitable for development. It is proposed that:
- site WE10 be allocated for housing development;
  - the remainder be brought into the settlement boundary but not allocated for development at this stage;
  - further land would be released for development by being granted planning permission after WE10 is developed, and subject to adequate highway access being provided.
- 3.5.8 Development in this area must be compatible with future provision of the Eastern Bypass and the Council may negotiate Section 106 provision for the road, for instance by integrating carriageway of a suitable width into estate access arrangements, and building or leaving space for a suitable junction with the A595.
- 3.5.9 It is also possible that this area could be a focus for development (particularly housing) associated with the Moorside project, which would be expected to be compatible with, or leave legacy provision for, development of this area as a residential neighbourhood.
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- 3.5.10 **Option 4: North East (Harras Moor/Harras Dyke).** There are already large allocations in the Harras Moor/Red Lonning area, arising from the 2006 Local Plan (site references WH1 and WH2). They have shown no signs of attracting housing development and their continuing status is therefore under review. If they were re-allocated, restrictions on dwelling capacity would have to be imposed to allow for sustainable drainage measures to reduce surface water run-off, due to system capacity constraints.
- 3.5.11 Additionally, sites WH11, WH12 and WH13 are acceptable in principle on policy grounds as a small extension to the town with limited landscape impact. However, it has been indicated by drainage authorities that surface and/or foul drainage connections may be problematic owing to a lack of capacity. It is likely therefore that a relatively small part of these sites, taken as a whole, could be developed; layout of the area for housing would be expected to incorporate sustainable drainage measures to minimise run-off, and to be sensitive to the landscape.
- 3.5.12 **Option 5: North (Bay Vista/Brisco Bank).** At present the sites referenced as WN 1 and WN2 have come forward from the SHLAA as being acceptable in principle for housing development.
- 3.5.13 Sites WN 7, WN8, WN9, WN10 and WN11 have been discounted, primarily on amenity or landscape grounds, but parts of them might be developable if it could be shown that such development would fit into the landscape or establish a more attractive edge to the town.
- 3.5.14 There are indications that development in this area may be hindered or made impracticable by drainage (foul and surface) capacity constraints downstream. That being so, it is not feasible to allocate land in this area.

#### **Preferred Option for Whitehaven**

- 3.5.15 The Borough Council considers that Options 1, 2 and 3 represent a package giving the most appropriate ways of providing for the strategic needs of Whitehaven in the plan period and beyond. The main merits of development in these areas are that
- they are reasonably close to the main locations of employment (including the likely provision of facilities to allow sustainable commuting to Sellafield and Moorside),
  - there is less risk of landscape damage than corresponding land releases to the north or north east, and
  - they present the best possibilities for integration with and improvement of the town's infrastructure.
- 3.5.16 This does not rule out proposals for relatively small scale development on the north and north east edges of the town, which will be considered on their merits, including landscape impact and whether they can be satisfactorily drained.
- 3.5.17 These options provide for about 1,800 dwellings, which is within the target range albeit short of the 'aspirational' target. However, if opportunity sites and sites suitable for housing but not allocated are taken into account, it can be assumed that there is enough provision for the target to be exceeded.
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### The strategic options for growth in Egremont

3.5.18 The following options are all consistent with the Core Strategy.

3.5.19 **Option 1: Continue the approach of the 2006 Local Plan.** The previous Local Plan did not have an overall strategic approach for the town but allocated land on its northern and north-western edges, much of which has been developed, for housing, and extensions to the Bridge End estate for employment. There was a stress on supporting the viability of the town centre, including improvements to the 'public realm' (and work has been carried out at the southern end of Main Street to continue earlier work widening pavements and planting trees). To continue this approach would imply taking an opportunistic approach to providing land for building, based on demand from developers, and trying to bring forward infill sites within the built-up area.

This approach would help to maintain Egremont as a town with a future. But it carries the disadvantage that house building land would come forward in a piecemeal fashion, which would run the risk of there not being enough land in the short or medium term.

3.5.20 **Option 2: Concentrate extension in particular directions.** This option includes sites:

- (a) West/north west (How Bank and Gillfoot).
- (b) South/south west (Gulley Flats/Uldale View)

(Note that these choices would not rule out development elsewhere in the town, within the existing boundary.)

3.5.21 The potential disadvantage of this approach is that the designation of areas where the town will expand will lead to pressure from landowners and/or developers to take them further, leading to the town spreading too far into the countryside.

3.5.22 **Option 3: Look for a package of sites distributing development around the town.**

Instead of designating particular areas as town extensions, we could opt for an approach recognising all the identified sites as development possibilities, letting them come forward as landowners wish to release them, keeping the existing development boundary but taking a permissive line to development that is outside the boundary but in the right locations.

In effect this option might end up producing the same results as Option 2. However, it is less likely to eliminate the risk that sites where development is supported by the community might be derailed, when planning applications are made, by opposition from pressure groups. Taking the approach of setting out town extensions provides more certainty.

### Preferred Option for Egremont

3.5.23 The Borough Council's preferred choice is Option 2, retaining sites included in Option 1 where still applicable.

3.5.24 With improving market conditions and the prospect of 'uplift' arising from major infrastructure development, the time is right to set Egremont up for significant growth. This will be best achieved by assembling a package of sites capable of attracting developers and producing development which can meet the Borough's acknowledged need for 'executive' housing on the one hand and a range of affordable provision on

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the other. That means that a suitable level of viability is desirable, which in turn points to the release of land of suitable quality. Given the general shortage of brown field opportunities in the Borough, and especially in and around Egremont, this means that sites on the edge of the town, in relatively sustainable locations, are a good option which will add to the attractiveness of the town.

- 3.5.25 Options 1 and 3 would not be capable of achieving similar strategic results, though it is still desirable that sites in the centre of Egremont are developed and the Council, along with partners such as social housing providers, will continue to seek this.

### **The strategic options for growth in Cleator Moor (with Cleator)**

- 3.5.26 There are increasing signs of a brighter future for Cleator Moor and recent developer interest backs this up. The time is ripe for a look at how the town can accommodate an upturn in housing development in particular.

### **The relationship with Cleator**

- 3.5.27 Cleator is an autonomous village and in the Local Plan, a Local Centre in its own right. However, development in the village could have a bearing on planning for the larger town, and possibilities in Cleator are therefore considered here.

### **Options for Cleator Moor**

- 3.5.28 Alternative options have been identified as follows. Note that they are not mutually incompatible and a package combining one or more could be adopted.
- 3.5.29 ***Option 1: Allocate a package of sites in and next to the existing built-up area.*** There are several small sites suitable for 'infill' – that is, whose development can produce fitting in with the town's character. They would also be suitable for affordable homes. Additionally, there are outstanding allocations from the 2006 Local Plan, one of which (at Mill Hill) is now being developed and will count towards fulfilments of post-2013 targets. Additional capacity can be yielded by the Ehenside School site (though it is not envisaged that the whole site will be built on as it contains valuable open space. There are further sites on the edges of the town – a further phase at Mill Hill, and on Frizington Road. These sites provide a balanced spread along the axis of the town, whose development could be of great benefit to its future prosperity. In theory they would provide enough land to meet the Core Strategy requirement, but there is a question mark as to whether enough developer demand could be concentrated within the town to bring all these sites forward.
- 3.5.30 ***Option 2: Accept allocations of land along Jacktrees Road/Cleator Gate, connecting Cleator Moor to Cleator.*** A number of proposals have been made for release of green field land along this route between the centre of Cleator Moor and the village of Cleator. Their development would to a large extent fill in a green gap between the settlements. Although the joining together of settlements is generally regarded as undesirable, development in this area does have its merits, given that developer interest in other parts of the town appears to be muted. Development of sites along Jacktrees Road would probably require developers to make significant improvements to the road and to the Cleator Gate/A5086 junction. The disadvantage of this

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approach is that it would damage, and probably eventually lead to the obliteration, of the wedge of farmland that separates Cleator Moor from Cleator and helps to define the independence of Cleator. In other words, Cleator Moor and Cleator would be almost joined together.

- 3.5.31 **Option 3: Extend the development boundary towards the River Ehen.** There has been one proposal to develop a substantial area of land on the eastern side of Trumpet Road. This site could make a major contribution to meeting the town's targets, being a good site for detached homes (though a mix of sizes and types of house would be appropriate) and therefore offering potential for an attractive development bringing new people into the town. Its known disadvantage would be that it would represent an incursion into open countryside close to the River Ehen. The consequences in terms of environmental impact have not been formally assessed, but in the Council's opinion this incursion into the countryside separating Cleator Moor from this stretch of the River Ehen is undesirable and contrary to Core Strategy policy on landscape protection (ENV5).
- 3.5.32 **Option 4: Extend westwards towards Galemire.** Several proposals have come forward for housing development in the area south of Keekle and between Cleator Moor and Westlakes. The argument in favour of releasing this land is that it could provide high quality housing close to the Westlakes Science and Technology Park. It might also be argued that tight control on the types of housing permitted, to include elements of affordable housing and other home types meeting the needs of Cleator Moor, would allow development here to help fulfil the strategy to increase the prosperity of the town. On the other hand, it might equally be argued that development here would be meeting the needs of Whitehaven. In the Council's opinion development here is contrary to Core Strategy Policies ST2 and ENV5, and represents an undesirable move towards filling the gap between Whitehaven and Cleator Moor.

#### **Preferred Option for Cleator Moor**

- 3.5.33 In view of uncertainty about whether Option 1 can deliver enough homes to secure growth for Cleator Moor, the Borough Council considers that the approach for the town should combine Options 1 and 2 – both of these being consistent with Core Strategy policy.
- 3.5.34 This is subject to the restriction that development on the south side of Cleator Moor must not lead to any further joining together of Cleator Moor and Cleator. This means that some of the plots being proposed for development will only be allocated in part – and the same should apply to any development on the north side of Cleator. To strengthen this it is proposed that a 'Green Gap' be designated on the Plan Proposals Map.
- 3.5.35 In view of this there is a clear need to look at Cleator Moor and Cleator together. The Borough Council considers that to do so represents an opportunity to secure real growth in the area, which will be to the benefit of the town. But it is important that development does not blur the historic distinction between the two settlements.

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### The strategic options for growth in Millom

- 3.5.36 The following options are all consistent with the Core Strategy.
- 3.5.37 **Option 1: Continue with the previous policy.** The 2006 Local Plan was not very specific about Millom. It allowed for the town continuing to provide for homes to meet 'general needs' and for it to function as the principal settlement for South Copeland, functioning as the main employment centre and a public transport hub. To continue with this approach would in effect be to maintain the 'status quo'.
- 3.5.38 **Option 2: Concentration.** This would imply:
- retaining spare land close to the centre for town centre purposes (that is, shops, pubs, cafes, office uses such as banks, insurance and estate agents), with housing only in mixed use development (usually, flats on upper floors);
  - focusing on land within the existing built up area for housing development and not permitting housing outside the existing settlement boundary;
  - considering release of open space for development (most likely, for housing).
- 3.5.39 **Option 3: Moderate expansion,** in line with the Core Strategy's allowance for a review of the settlement boundary on the west side of the town.
- 3.5.40 The west side of the town has been selected because it is the area least affected by flood risk and the area likely to have least impact on the landscape. No information has come forward to contradict those principles.
- 3.5.41 A further option (**Going for greater growth**), by seeking larger land releases outside the town, would not be acceptable as it would be contrary to the Core Strategy, as well as running greater risks of building into the flood plain and jeopardising the protected natural heritage areas which are one of Millom's greatest assets. There is no evidence in any event that there is developer demand to take up larger scale land releases.

### Preferred Option for Millom

- 3.5.42 The Borough Council's preferred choice is Option 3. This option gives the greatest potential for improving the range of housing choice available to help attract incomers.
- 3.5.43 Land releases should not be so great that they divert developer attention from the sites available within the town.
- 3.5.44 Development Management Policies (DM10, DM25 and DM26) ensure that developers will have to show that their proposals will be designed so that any impact on the landscape will be minimised, and views of the town will be improved or at least not harmed.
- 3.5.45 Development will also be required to demonstrate that it is not vulnerable to flooding and does not increase the risk of flooding elsewhere (Strategic Policy ENV1 and Development Management Policy DM24).
- 3.5.46 On the evidence available, neither Option 1 or Option 2 would supply enough land for Millom to be able to meet the need set out in the Core Strategy – that is, a supply of 345 to 414 homes over 15 years. (Source: Core Strategy and Strategic Housing Land Availability Assessment.) Failure to maintain a proper supply leaves the area



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vulnerable to applications to build in open countryside, which could damage the local environment.

- 3.5.47 Additionally, the Borough Council does not support a continuation of the previous Local Plan approach (Option 1), as this has not secured growth for Millom. A policy of concentration (Option 2) would have some merit, but again, the Council does not consider that it would bring growth.

### **The strategic options for growth in Local Centres**

- 3.5.48 The following considers the potential for each of the Local Centres to accommodate development and the sites that have been proposed for allocation.

#### **Arlecdon/Rowrah**

- 3.5.49 Although not in the best location from the point of view of sustainability, Arlecdon and Rowrah would benefit from house building to boost the population and help to maintain the viability of local services.
- 3.5.50 The sites identified as suitable for allocation, and within the current settlement boundary, (Ar1, Ar5 and Ro1) have a total capacity calculated at 45 dwellings. 35 of these are on the goods yard site, which is an unachieved 2006 commitment. On this basis the Council considers that additional allocations are desirable.
- 3.5.51 Sites adjoining the settlement boundary and considered suitable for allocation (Ar2, Ar3, Ar4, Ar7 and Ro4) have a combined capacity of 143 dwellings. These will be looked at critically in the light of public comments, and the final level of allocation may be lower than that (i.e. with some sites being left out).
- 3.5.52 The options for Arlecdon and Rowrah are therefore:
- **Option 1:** Allocate land only within the 2006 settlement boundary, which is likely to result in very few homes being built in the next 15 years.
  - **Option 2:** Allocate all the land that has been proposed for development and meets the requirements to make it suitable for development, which could lead to a major boost to the villages' population.
  - **Option 3:** Allocate selectively, giving potential for growth which would be less, but still considerable.

- 3.5.53 Any of these options would be compatible with the Core Strategy.

#### **Beckermest**

- 3.5.54 Sites suitable for allocation in Beckermest (Be2, Be3, Be4 and Be5) have a combined capacity of 55 homes. However, drainage considerations may reduce the capacity of the larger sites.
- 3.5.55 Site Be2 was included in the draft 2006 Local Plan but taken out by the Inspector. The site remains suitable for allocation as far as local policy (Core Strategy) is concerned, and is therefore put forward again.
- 3.5.56 A further site, Be6, is well located to the settlement boundary but is subject to uncertainty as regards highway access and potential flooding of parts of the plot. It could, therefore, be brought forward for consideration if those issues were resolved.
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3.5.57 The options for Beckermest are:

- **Option 1:** Allocate sites within the village boundary.
- **Option 2:** Allocate Be2 additionally.
- **Option 3:** Allocate Be 6 (probably in part) if its constraints can be dealt with.

3.5.58 Any of these options would be compatible with the Core Strategy.

#### **Cleator**

3.5.59 There has been considerable interest in developing land on the edges of Cleator. The main issues are as follows:

- Can the Cleator Mills sites be developed satisfactorily, and if so, which of them is developable without making flood problems worse, and which is needed to make sure that the most desirable objective – refurbishment of the original Cleator Mill building – can be achieved?
- Is it desirable to release further land on the north side of the village, and will this compromise its separate character? The proposal to deal with this is the ‘Green Gap’ discussed in more detail in the strategy for Cleator Moor.

3.5.60 The options for Cleator are:

- **Option 1:** Allocate the sites as proposed, with development on the Kangol land (Cl3) – note that this can only go ahead if policies and realities relating to flood risk are met – and part of the sites proposed off Jacktrees Lane, leaving a Green Gap of about 300 metres width. This is the option the Council recommends, subject to clearance from the Environment Agency.
- **Option 2:** Restrict development in the Cleator Mills area to the existing brownfield sites. This might mean that the currently proposed refurbishment of the historic Cleator Mill building would no longer be viable.
- **Option 3:** Retain the existing settlement boundary around Jacktrees Lane (amending it only for sites that already have planning permission).
- **Option 4:** Release more land – up to the full extent of sites Cl2 and Cl12. The effect of this would be to reduce width of the proposed Green Gap from about 300 to less than 200 metres.

3.5.61 The Council’s preference is Option 1, subject to the Environment Agency being satisfied that flooding issues can be addressed and Natural England that development will not harm the River Ehen SAC/SSSI.

#### **Haverigg**

3.5.62 One site in Haverigg, at Poolside, has recently been given planning permission. The village is close enough to Millom to be considered alongside the larger settlement when looking at the housing supply. Recent developer interest in Millom suggests that it may not be necessary to lump the two together for Millom to reach its target; but the fact remains that the two settlements form, in effect, one housing market. Even so, development at Poolside is likely to be to the general benefit of the area, not least

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because it will add a finished air to what has been up to now a rather untidy zone on the edge of the village.

- 3.5.63 Other proposals for Haverigg have not been recommended for allocation due to their being in the floodplain. (The Poolside site, perhaps because it is on 'made ground' is not considered to be a problem in terms of flood risk.)

#### **Lowca**

- 3.5.64 Only one site has come forward in Lowca which is suitable for allocation, at Solway Road (Lo3). No other viable proposals for the village have emerged.
- 3.5.65 So the options for Lowca are
- **Option 1:** Allocate this site (capacity about 25 dwellings).
  - **Option 2:** No allocations, meaning that significant numbers of houses might not come forward in Lowca during the Plan period.
- 3.5.66 Either option is compatible with the Core Strategy.

#### **Moor Row**

- 3.5.67 Only one site is available within the development boundary, Station Yard (Mr1, capacity 45 houses).
- 3.5.68 Three sites (Mr2, Mr3 and Mr5) to the west on either side of Scalegill Road, have been put forward and are considered acceptable in policy terms. However, only small parts of them may be viable owing to restricted foul drainage capacity.
- 3.5.69 Additionally two sites currently ruled out might become acceptable in policy terms; at North Station Yard (Mr6) which might become acceptable as an extension to the village if Station Yard itself were developed, and Mr8 behind Penzance Street, whose development in part might be acceptable if the allotments were retained.
- 3.5.70 Thus the options for Moor Row are as follows.
- **Option 1:** Small scale growth - allocate Mr1, Station Yard only (45 homes).
  - **Option 2:** Medium growth - Mr6 (on condition Mr1 is developed first – 74 homes) and possibly Mr8 (excluding the allotments – up to 50 homes).
  - **Option 3:** Major growth – also allocate Mr2, Mr3 and/or Mr5 (up to 200 homes in total).
- 3.5.71 These options are not mutually incompatible but together would represent a transformation of the village.
- 3.5.72 The Council does not support Option 3.

#### **Options for the remaining Local Centres**

- 3.5.73 **Distington, Frizington, Kirkland, Moresby Parks and Thornhill.** Enough land has been identified to be able to provide for these villages' needs, and some growth, over the Plan period, without significantly extending their boundaries and without excessive development.

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- 3.5.74 The Council considers that each of these settlements can accommodate development on any of the sites proposed, within the terms of strategic planning policy. The choices for these places, therefore, amount to decisions as to which sites are, in local terms, suitable or unsuitable.
- 3.5.75 **Bigrigg, Ennerdale Bridge, St. Bees, Seascale.** These villages were identified as meriting a review, based on site proposals in the SHLAA and elsewhere. However, none of the sites proposed has been found to be suitable for development, so no boundary extensions are proposed. Proposals for ‘windfall’ housing development will be looked at on their merits.

#### **Other approaches – can we avoid extending development boundaries?**

- 3.5.76 A number of proposals have been made, mostly during the SHLAA process, for housing land to be released in locations not connected to settlements. In principle this automatically conflicts with policy ST2 C, which states that such allocations should only be made where there is a proven need for that development in that location. However, if this plan process should prove to be unable to allocate enough land in or next to settlements, especially Whitehaven, that could be argued as constituting a ‘need’ to look elsewhere.
- 3.5.77 The following locations would serve to meet that need if it arises, and are therefore put forward as possible alternatives.

#### **Option 1: Look for land away from the settlement boundaries**

- 3.5.78 Groups of sites have been proposed in the following locations

##### **Option 1a: Summergrove/Galemire**

- 3.5.79 The justification for allocation here would be that it would be needed to enable Whitehaven to meet its strategic target.
- 3.5.80 Sites in this vicinity could be configured to be similar to an urban extension. (Those put forward, and discounted, in the SHLAA are referenced as OC5 and OC6.) Construction of the Eastern Bypass would allow their relationship to Whitehaven to be improved. They are also close to Westlakes Science and Technology Park. Thus Option 1a might arguably not be greatly in conflict with Core Strategy Policy ST2 in the long term.
- 3.5.81 But further development at Galemire would increase the risk of Whitehaven and Cleator Moor being joined together, and severing the band of countryside that currently separates them, with undesirable impacts on the landscape and the movement of wildlife. Thus development here would conflict with Policies SS5C (green infrastructure), ENV3 (biodiversity) and ENV5 (protecting the Borough’s landscapes).

##### **Option 1b: West of Moor Row**

- 3.5.82 As well as a substantial area of land adjoining the settlement of Moor Row, the sites referenced as Mr12, OC2 and OC3 have been proposed. The justification for allocating them would again be that they were needed to help the Borough meet its target, and in particular to compensate for under-allocation in Whitehaven.

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- 3.5.83 These are set apart from the village of Moor Row (though Mr12 does adjoin the boundary of the Westlakes Science and Technology Park allocation). In the fullness of time these sites might come together with other proposed sites on the west side of the village, but most of those sites are not recommended for drainage and other reasons, and the release of housing sites on this scale would be over-development in a form that would create sprawl rather than an extension compatible with the character of the present village.
- 3.5.84 Option 1b definitely appears to the Borough Council to conflict with the spatial development strategy, and would require amendment to the strategic policy (ST2) concentrating development in the larger settlements.

**Option 2: Allocate less land for development**

- 3.5.85 There are two ways of doing this.

**Option 2a – ‘de-allocate’ employment land, and allocate it for housing.**

- 3.5.86 Some land is already proposed for ‘de-allocation’, and that land could be used for house building. The other main candidates for this approach would be the Whitehaven Commercial Park (12 ha, suitable for up to 500 homes), and the rural workshop sites at Frizington (1.0 ha, 30 homes) and Seascale (0.7 ha. 20 homes).
- 3.5.87 The Council opposes this because the approach endorsed in the Core Strategy is to allow for flexibility in the employment land supply, so that Copeland can take fullest advantage of growth arising from the Moorside project and Sellafield, and the loss of these sites for industry would leave very little other land available within the Borough.

**Option 2b – reduce the housing requirement.**

- 3.5.88 Copeland has to find land to meet its share of the national need for more homes, which in turn is based on forecasts of household growth (NB this is not the same as population growth, as there is rising demand for homes from smaller households, leading to demand for more homes even if the population is static).
- 3.5.89 The County Council has produced a range of household demand forecasts, which can be seen in the December 2011 Projections Paper (part of the evidence base). The Core Strategy is based on the highest of those; the Council’s case for adopting that was firstly, that the lower forecasts are unduly pessimistic and/or based on an unrealistic assumption that Copeland residents getting jobs in Workington or Lillyhall would move house; and secondly, that it was sensible to plan for the growth that developments in the nuclear industry and supply chain might bring.
- 3.5.90 The other forecasts would require minimal levels of house building. To adopt an approach based on that would have to be tested by a review of the Core Strategy, which would mean that this Site Allocations and Policies Plan would have to be withdrawn. In practice, to adopt this approach might mean greater demand for housing in Allerdale, leading to a migration of investment and construction jobs out of Copeland.

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### **Other approaches – Conclusion**

- 3.5.91 The Council has looked at these possibilities but is persuaded that none conforms with the Core Strategy.
- 3.5.92 The alternatives and preferred options set out in the previous section for settlement expansion are all broadly compatible with the Core Strategy and the Council considers that the recommended preferred options are the best way to pursue the aims of the strategy.

### **The Council's preferred approach**

#### ***Proposed Policy SA3 – Settlement boundary review***

**The settlement boundaries of the towns and Local Centres will reflect the need to provide enough development land to meet the Borough's development needs to 2028, in accordance with Core Strategy Policy ST2.**

**Settlement boundaries are revised to accommodate the need for development outside previous boundaries, as follows, and as shown in detail on the Proposals Map:**

- A On the south eastern side of Whitehaven to the north of Egremont Road (A595) between the town and Westlakes Science and Technology Park. Development here should be laid out and landscaped to allow a north-south wildlife corridor. It should also include a reservation for, and the developer may be expected to contribute to, the Whitehaven Eastern Bypass.**
- B On the southern side of Whitehaven at 'Whitehaven South' as defined in the South Whitehaven Supplementary Planning Document.**
- C To the west, south and north east of Cleator Moor and on the northern side of Cleator (incorporating a designated 'Green Gap' to maintain separation between the settlements).**
- D To the west and south west of Egremont.**
- E On the west side of Millom between Lowther Road and Haverigg Road, behind Grammerscroft, and on the south side of Devonshire Road.**
- F To accommodate small or medium sites at Arlecdon and Rowrah, Distington, Kirkland, Lowca, Moor Row, Moresby Parks and Thornhill.**

**In settlements where there are no proposals suitable for allocation within the terms of the plan, development boundaries will be maintained, though applications to develop 'windfall' sites will be considered on their merits.**

### **Justification**

- 3.5.93 This recommended policy is in conformity with Core Strategy policy ST2 and paragraphs 3.5.13 to 3.5.15. Not all the boundaries identified in paragraph 3.5.15 have been recommended to be changed; this is because sites considered in those areas are not considered suitable for development. Conversely, some areas on the edges of Whitehaven and Cleator Moor are now recommended for change, because sites have been suggested since the Core Strategy was produced, which are in principle suitable for development.

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- 3.5.94 In the case of Local Centres, the extensions named are where sites have been suggested whose selection will be generally in conformity with the Core Strategy. (Again, some settlements mentioned in Para. 3.5.15 have not been recommended for change while others – Distington, Kirkland, Lowca, Moresby Parks and Thornhill - have emerged as suitable.) Other sites may have been suggested on the edges of those and other settlements but not recommended for development; and in some settlements, no sites have been suggested. Where no sites have been suggested, future proposals will be regarded as potential ‘windfall’ development and treated on their merits, which will include whether they are within the settlement boundary whether or not that boundary has been reviewed.
- 3.5.95 In all cases, the policy recommendation is based on consideration of proposals against Core Strategy Policy ST2 and the Sustainability Appraisal Framework, and the Council considers that the recommended approach offers the best fit with both.

### **3.6 Ensuring a steady supply of housing land**

- 3.6.1 The situation of Copeland is such that we are seeking to bring forward development at rates higher than has been the case in recent years. There is no identifiable risk that development of allocated sites will happen at such a rate that the continuation of supply over the plan period will be jeopardised.
- 3.6.2 It should also be noted that the Plan does not attempt to impose a ceiling on house building, except in smaller settlements in the interest of maintaining the focus on urban regeneration and sustainable growth. Thus, development coming forward in excess of the Core Strategy targets will be welcomed as long as it conforms with the spatial development strategy and does not pose a threat to the infrastructure, natural environment, landscape or built heritage of the Borough.
- 3.6.3 The backbone of development in the towns is a relatively small number of large sites. It is not likely that these will be brought forward in a rush, so a large proportion of the supply will naturally be regulated by developers’ build rates, and it is neither necessary nor desirable for the Council to attempt to second guess this.
- 3.6.4 Analysis of the supply identified in the sites put forward for development shows that (subject to market conditions) the supply should naturally emerge at a balanced rate over the plan period. (See Housing Trajectory in Appendix 2).
- 3.6.5 Consequently, the Council does not consider that there is a need to express in policy a phasing schedule for the delivery of the overall housing supply.
- 3.6.6 However, some degree of oversight may be necessary for specific reasons, and this proposed policy focuses on these. Core Strategy Policy ST2 and supporting development ‘*as appropriate*’: restriction might be applied geographically, e.g. in different localities. Recognising that some rural settlements in the north of the Borough have comparable regeneration needs to the towns.
- Restriction might exclude housing to meet affordable local needs and rural exception development.

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## Alternatives

- 3.6.7 **Option 1: Overall phasing by year or plan phase.** The effect of doing this would be to give the Plan a detailed vision of how many homes would be built per year, through the Plan period. The advantage of this would be that it would be able easily to see which sites were falling behind or forging ahead. However, the ability of the Council to take action in accordance with this is minimal. Firstly, it is unable to influence market conditions, which are the main factor likely to affect housing delivery; secondly, it has no power to force a lagging development to speed up; and thirdly, it is not likely that the Council would be willing to ask a developer to slow down building homes that people wanted to buy. Therefore, the Council does not consider this approach to be appropriate.
- 3.6.8 **Option 2: No phasing- allow developers to develop sites as they please.** Overall, the Council believes that it is best to leave house builders to manage the build rate on their developments on site as they see fit, because they are most likely to understand their business needs. However, there are instances where a degree of policy intervention is appropriate. For instance, it would be risky to allow a developer to leave the affordable element of a development until last, as market conditions at the time might intervene to stop those houses being built. The Council therefore considers it sensible to allow for appropriate intervention in order to make sure that certain policy objectives are given a better chance of being met.

## The Council's preferred approach

### ***Proposed Policy SA4 – Phasing of land release for housing delivery***

**The Council will not attempt unnecessarily to regulate the construction of homes in the towns.**

**House building outside the towns will be monitored. If construction proceeds at a rate likely to detract from growth in the towns, the Council may intervene to regulate the flow of release by restricting the granting of planning permission in Local Centres, smaller villages and the countryside as appropriate. This may be done by the production of a Supplementary Planning Document.**

**Where development incorporates an element of affordable housing, this should be provided either in an early phase of the development, or built and released at a rate comparable to that of the development as a whole.**

**Where 'rural exception' development is permitted with an element of market housing to make the development viable, dwellings provided to meet the rural need justifying the development must be completed first.**

## Justification

- 3.6.9 The underlying principle for this policy is that the best people to build homes are house builders, and that the planning authority should not intervene unnecessarily in the market. The history of house building in Copeland is that, while building will slow down from time to time, there will be other periods when demand and supply boom; and the Council has no ability to affect this other than by making sure suitable land is available, and having positive planning policies.



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- 3.6.10 This is in keeping with national planning policy which implies that the main duty of the Council is to make sure that there is an adequate supply of housing land. In Copeland this has been established in the evidence base of the Core Strategy and the Site Allocations and Policies Plan takes that forward in more detail.
- 3.6.11 National planning policy also refers to circumstances where planning policy can regulate housing provision. These include planning for a mix of housing to reflect local needs (size, type and tenure of homes – NPPF paragraph 50) and planning for rural housing to reflect local needs, particularly affordable housing and using ‘rural exception’ policies (NPPF paragraphs 54 and 55).
- 3.6.12 The preferred approach reflects Core Strategy Policies SS1 (Improving the Housing Offer), SS2 (Sustainable Housing Growth) and SS3 (Housing Needs, Mix and Affordability). Housing policy and site selection is also governed by the spatial development strategy, especially Policy ST2, which sets out the balance of development that should be achieved between towns, Local Centres and smaller villages. Policy ST2 also sets out the limited circumstances in which development in the countryside is permissible (and is consistent with NPF paragraph 55 on this subject).

### **3.7 Flexibility – land suitable for a variety of uses**

- 3.7.1 A growth-oriented plan has to be flexible, so that development is not held back by unnecessary restrictions. This plan aims to carry forward the approach in the 2006 Local Plan and, especially in town centres, be open to alternative approaches to bringing sites forward.
- 3.7.2 It is expected that sites capable of delivering high quality housing, or otherwise meeting stated strategic housing needs identified in the Core Strategy, will be retained as housing sites, though the Council may consider favourably proposals which include an element of mixed use (for example ‘live/work’ units) in schemes which remain predominantly residential.
- 3.7.3 In the case of land allocated for employment, the Council considers it to be essential to make sure that these sites are reserved to provide enough land for ‘class B’ uses over the Plan period, and especially to enable the Borough to react adequately to the demands for businesses serving the Moorside project. Other forms of development on employment land will only be permitted when ancillary to the main employment use (for example, small catering businesses serving the other users of the site).
- 3.7.4 However, in a number of locations mixed use development may be beneficial. This particularly applies in town centres, where (especially if there is housing involved) it is likely to increase the vitality of the centre.

#### **Alternative approaches**

- 3.7.5 ***Option 1: Allocate all sites for a specific use.*** As these sites are, by definition, suitable for development, the obvious alternative is to designate them for one particular (i.e. the most suitable) use. This could be said to give the following advantages:

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- 3.7.6 Certainty for anyone interested in developing them; in the Council's opinion nothing is gained by this as the suitability of any site for development will be determined by market conditions, and the converse risk is that developers might be put off enquiring about alternative uses for a site.
- 3.7.7 It might be desirable for a site, which could viably be developed for a range of uses, to be reserved for a use which is particularly needed. For example, a site near the harbour which is suitable for apartments might be reserved for a hotel in case interest for that arose. The Council's view on this is that, again, the market ultimately decides whether any particular use is viable, and there are dangers in stopping development on a site in the hope that something better might come along. If there were a development for which there was a vital need, and only one site which could accommodate it, there might be a case for doing this, but no such site has yet been identified.
- 3.7.8 The Council does not see any point in doing this, for the following reasons:
- Mixed use development is desirable in town centres as it is likely to increase the viability of development and adds to the vitality of centres by bringing people into the centre over longer periods of the day. (This does not of course rule out single use of any given site – mixed use is merely stated as a preference, to encourage developers to consider it.)
  - The sites proposed for Opportunity Site designation are, by their nature, suitable for a range of uses and there is no obvious reason for preferring any one use for any individual site. It thus makes sense for the market to decide what is the most likely use to succeed.
- 3.7.9 **Option 2: Allow mixed use anywhere.** There are clear benefits in flexibility in areas where there are competing possibilities and the property market is evolving. But the plan also has to provide with a degree of certainty for the needs of the community as a whole. This particularly applies to house building. To make sure we can provide for enough homes to be built, we need a lot of sites that are reserved for that purpose (and to guard against forms of development that might undermine people's quiet enjoyment of their homes). The same applies to precious employment land, where if key sites are not protected they may be lost to more lucrative forms of development. Too many mixed use sites would undermine that.

### **The Council's preferred approach**

#### ***Proposed Policy SA5 – Mixed Use development***

**Proposals for mixed use development will be considered favourably:**

- A in town centres where the vitality and viability of the centre is not compromised**
- B in other locations in towns where they contribute to the achievement of Local Plan policies and do not compromise the ability of the settlement to fulfil its contribution to maintaining the local housing supply, or the ability of the Borough to fulfil its strategic objectives**
- C in villages where they contribute to the viability and sustainability of that settlement, and do not conflict with the objectives of sustainable development.**

## **D in Opportunity Sites as designated in this plan**

### **Justification**

- 3.7.10 Generally speaking the kinds of development most conducive to a mixed use approach happen in town centres. They include apartment development with commercial uses on the ground floor, and retail development incorporating housing (which is often a good source of social and other affordable units).
- 3.7.11 Mixed use has in many instances been found to be useful in increasing town centre vitality, especially when it encourages more people to live in town centres. This helps to keep convenience stores going and can also discourage crime. This supports Core Strategy Policies ER7 and ER8, as well as (in smaller settlements) ER9, where mixed use (including residential development on upper floors of shops) might provide opportunities for affordable homes. Policy clauses ER7A and ER8J specifically encourage mixed use development.
- 3.7.12 Appropriate circumstances outside town centres might include 'live/work' development, or employment development including commercial components intended to 'enable' the development by increasing site value. Retail development in these circumstances would only be acceptable if consistent with other policies of the Plan; it should also pass the 'sequential test' (see Core Strategy Policy ER7, paragraph 4.8.4 and National Planning Policy Framework paragraphs 24-27) and not undermine town centre viability.

### **3.8 Opportunity Sites**

- 3.8.1 There are some sites, mostly in or near the centre of towns, where a number of possible uses would be consistent with strategic planning policy and where there is no particular reason for preferring a particular use.
- 3.8.2 Designation as an 'Opportunity Site' means that:
- any development proposal for a use or range of uses will be supported in principle, as long as it does not conflict with any Plan policy, or
  - development will be acceptable if it is within a range of uses specified for that site. (This applies where there are potentially feasible uses which would not be acceptable.)

**Figure 3.4: Proposed Opportunity Sites**

Ref.	Site name or address	Preferred uses	Comments
OS1	<b>Ginns</b>	B1/B2/B8 or could be mixed use 'urban village'.	Town Centre and Harbourside SPD sets out design guidelines.
OS2	<b>Pow Beck</b>	B1*/ recreation/leisure	A design brief exists in the Pow Beck SPD.
OS3	<b>Hensingham Common</b>	B1/B2/B8*	May be useful for uses associated with Moorside development.
WT31	<b>Quay Street East Car Park</b>	Especially suitable for hotel development; or mixed use leisure, housing.	Town Centre and Harbourside SPD sets out design guidelines.

Ref.	Site name or address	Preferred uses	Comments
WT32	<b>Quay Street West Car Park</b>	Leisure, housing, mixed use.	
WT51	<b>Bus Depot</b>	Residential, commercial, leisure, hotel/pub or restaurant	Suitable for mixed use. Town Centre and Harbourside SPD sets out design guidelines.
WT52	<b>Bus Works</b>	Residential (planning permission); also leisure, restaurant/pub, offices.	Preferably developed together as a single project. Town Centre and Harbourside SPD sets out design guidelines.
WT53	<b>Bus Station</b>		
CMC	<b>Market Street Cleator Moor</b>	Housing or mixed use (commercial with housing above)	
EGB	<b>Chapel Street Egremont</b>	Mixed use; town centre uses possibly with housing above.	

\* B1 = business (offices/'hi-tech'), B2 = manufacturing, B8 = warehousing/distribution.

### Alternatives

- 3.8.3 It should be noted that each opportunity site has been assessed as to its suitability for allocation (see site assessment documents)
- 3.8.4 **Option 1: No Opportunity Sites.** This means that the Plan should, for each of these sites, state the allocated use. The Council does not support this. In particular, it would undermine Core Strategy Policies ER7 to 10, governing town centres, where most of these sites are located. It would also reduce the Plan's flexibility, which is part of the test of soundness.
- 3.8.5 **Option 2: No use- specific allocations – make all sites 'Opportunity Sites'.** This is, in effect, the same as Option 2 in paragraph 3.7.9 above ("allow mixed use anywhere" and the same arguments against it apply.

### The Council's preferred approach

#### **Proposed Policy SA6 – Opportunity Sites**

**Sites listed in Figure 3.4 are designated as Opportunity Sites**

**Appropriate uses are indicated for each site. Proposals for mixed uses are especially likely to be suitable.**

**Alternatively, any land use in keeping with the policies of the Local Plan, or relevant Supplementary Planning Documents, will be supported in principle.**

### Justification

- 3.8.6 The position is that the Plan will make enough provision for key needs – in particular housing supply, and an adequate portfolio of employment land. These are sites which are not needed to meet those targets, so that there is space within the Plan for creativity to be encouraged. For the Plan to be able to say of these sites to potential developers – "on these sites you can develop any town centre use, as long as the town benefits and the aims of the Plan are not undermined" – is likely to add vitality to places, and thus add to the economic and social sustainability of the Borough.

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- 3.8.7 The 'Opportunity Site' concept is also applicable to sites outside town centres, which have been proposed for a particular form of development which is not suitable, but where development for other purposes may be acceptable, as long as it is consistent with the Plan's general policies.

### 3.9 Tourism

- 3.9.1 The 2006 Local Plan contained four Tourism Opportunity Sites (TOS). They have attracted little or no development to take forward the intentions of the policy, partly perhaps because of the recession in development over much of the plan period. However, it remains the policy of the Council and its partners to promote forms of tourism which are suited to the environment of West Cumbria, and these areas are potentially a valuable part of that. The Council therefore proposes to keep these in the new plan.
- 3.9.2 Within the new plan it is proposed to give more clarity as to what the TOSs are for. This may help to encourage businesses and other operators to look at them afresh.
- 3.9.3 The Council does not propose any further TOSs. We consider that the existing ones provide a good basis for developing tourism in Copeland, and other areas either lack that potential or do not offer benefits from encouraging tourism compared to the advantages of leaving some areas of countryside to the smaller numbers of people who may discover and enjoy them.

#### Alternative approaches

- 3.9.4 **Option 1: Increase the range of uses that could be encouraged in the TOSs.** Note that other forms of built development in these areas would not be in keeping with the Core Strategy for the following reasons – it would detract from the landscape or environment, it would change the surroundings in ways which would positively discourage the kind of recreational use we are trying to promote, and/or it would simply represent development in unsuitable locations (Policy (ST2)).
- 3.9.5 **Option 2: Do without TOSs.** Overall, to do this would be in keeping with the spatial development strategy as it would lead to these areas either being preserved as they are (Ehen/Keekle valleys and Whitehaven Coastal Fringe) or being developed in accordance with other policies or planning consents (Hodbarrow, Lowca if developed with holiday lodges for which there is planning permission).

However, the Core Strategy policy also contains in Policy ER10 a commitment to retain Tourism Opportunity Sites. The Borough Council remains convinced that these designations are useful in guiding development in these potentially attractive areas, especially in a growing economy. It therefore does not support this option.

#### The Council's preferred approach

##### ***Proposed Policy SA7 – Tourism Opportunity Sites***

**In furtherance of Core Strategy Policy ER10, the following Tourism Opportunity Sites are delineated on the Proposals Map:**

**A Hodbarrow**

<b>B</b>	<b>Ehen/Keekle Valleys</b>
<b>C</b>	<b>Whitehaven Coastal Fringe</b>
<b>D</b>	<b>Lowca Coastal Area</b>

**The special character of these areas will be respected and maintained. The following forms of development are considered to be appropriate and will be supported in Tourism Opportunity Sites:**

- **Tourism-related development which respects and maintains their special character of the TOS;**
- **Applications for ‘rural exception’ housing development or housing required on site to support a rural business, compatible with Core Strategy Policies ST2, SS3 and DM15A;**
- **Development for business use where it relates to, and will support the viability or sustainable growth of, existing rural businesses.**

**Development for ‘open market’ residential or general business use will not be acceptable.**

## **Maintaining the special character of Tourism Opportunity Sites**

### **TOS1: Hodbarrow**

- 3.9.6 The Hodbarrow facility has a long history of local informal use, added to by the Port Haverigg Holiday Park and use of the lagoon for water sports. The area beyond the shoreline (including the outer barrier) is entirely within the Duddon Estuary protected area, which incorporates all three of the international ‘Natura 2000’ designations and thus enjoys the highest level of protection.
- 3.9.7 The advice of statutory authorities (Natural England and the Environment Agency) will be critical in determining whether any development proposals in this zone (including the shore) can be accommodated; a Habitats Regulations Assessment may be necessary for individual proposals.
- 3.9.8 Subject to this, development which is in keeping with the existing low intensity recreational character of the area will be acceptable in principle. Built development (other than that which is ancillary to existing facilities) might be better accommodated nearby on the fringes of Millom or Haverigg, than in the TOS itself. Sensitively designed interpretative facilities or a visitor centre would be supported. Development should not drain directly into the lagoon or the estuary.

### **TOS2: Ehen/Keekle Valleys**

- 3.9.9 These are tranquil areas. The Keekle valley has a wild character, and the Ehen valley area is very close to the Lake District National Park. Activity within these areas should preserve that character and encourage its appreciation. Built development to serve this area, such as visitor centre, hotel or hostel accommodation, should be sited on the edge of or close to existing settlements. Housing development, other than that specifically needed (as envisaged under Core Strategy policy ST2C), is unlikely to be acceptable, including eastward expansion on the edge of Cleator Moor. Low intensity

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tourist accommodation, such as small cabin-style clusters or camp sites, and self-catering or bed and breakfast provision on farmsteads, would be acceptable in principle within the TOS subject to not impacting unfavourably on the quiet character of the environment. Adopted Policies DM9 (visitor accommodation) DM25 (nature conservation), DM26 (landscape), DM27 (Heritage) and DM28 (trees) would be particularly applicable to development in the countryside.

### **TOS3: Whitehaven Coastal Fringe**

- 3.9.10 The future of this area is mapped out in the draft West Whitehaven Supplementary Planning Document. The main intentions are described in the Whitehaven Locality section of the Core Strategy (pp. 93 and 96). Key to the future of this zone is its preservation as undeveloped (even where previously developed) coast, and leisure and recreational uses which do not compromise that are supported. However, this is an urban fringe area with recently cleared former industrial uses and the following built development may be permissible on the footprint of previous industrial buildings in the Marchon complex;
- Tourism-related development such as hotel or visitor centre;
  - B1 development including offices and craft workshops.
  - Additionally, business (Class B1/B2) development will be supported in the Haig Enterprise Park, including potentially a small scale expansion of that facility, as long as it respects the character of its surroundings.

### **TOS4: Lowca**

- 3.9.11 Planning permission exists for a chalet development within this site and this kind of development is acceptable for the location. Hotel accommodation would also be acceptable in principle, subject to sensitive, high quality architecture and landscaping – standardised designs more suited to an urban setting would not be appropriate.
- 3.9.12 This site is also suitable potentially for a wide range of outdoor recreational activity, subject to not impacting unacceptably on residential amenity. More intensive activity should be focused on the parts of the site most in need of reclamation. Permanent buildings, where permissible, should either be on areas in need of reclamation or close to the road and the village of Lowca.
- 3.9.13 Exceptionally, a large scale development, with high quality design and transformational potential for local tourism provision, could be accommodated here.

## **3.10 Retail and Town Centres**

### **Town centre boundaries**

- 3.10.1 The purpose of defining town centre boundaries is to make it clear to developers as to which areas they are most likely to be granted planning permission for town centre uses – that is, shops, entertainment, bars, restaurants and hotels, and types of offices that attract a lot of visitor ‘footfall’. It also enables the Council to be clearer in making decisions to resist out-of-centre development that might damage the vitality and viability of the centre.

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- 3.10.2 Town centre boundaries should be drawn to allow for reasonable growth and to make sure that development proposals can find suitable sites, otherwise it is harder to resist proposals for (especially) shopping development in places which may draw people away from the centre.
- 3.10.3 Defining town centres in this way also allows planning policy to resist forms of development that might push retailers out of the centre, such as when market conditions encourage developers to promote town centre housing developments, whose yields can push rental levels out of the reach of some retailers.
- 3.10.4 There is the additional measure of the 'primary frontage', where policy can restrict the use of buildings purely to shops and perhaps cafes, so that the vitality of the street is not sapped by the arrival of 'dead' frontages created by excessive numbers of banks or betting shops, or the potential nuisance of concentrations of hot food takeaways. At present only Whitehaven has this (see below).
- 3.10.5 Core Strategy Policy ER8 specifically identifies Whitehaven town centre as needing a review to make sure that the town can adapt to growth. Recent development, in particular the Albion Square office project, and increasing developer interest as the economy recovers from the post 2008 slump, are likely to generate interest.
- 3.10.6 The towns of Cleator Moor, Egremont and Millom also have defined town centres.
- 3.10.7 There are a number of questions to be asked when reviewing town centre boundaries, including:
- What should the plan be trying to protect, and where?
  - What kind of new development should be encouraged, and is this realistic?
  - Are there areas in the town centre where retailing is in decline, and so much so that it make sense to redraw the boundary inwards, to encourage other forms of development such as housing?
  - Is there enough evidence of demand, or any other reason, to justify drawing the boundary more widely?

## Whitehaven

### The issues in Whitehaven

- 3.10.8 ***Retail health of the town centre.*** There has been public concern for some time about vacancy levels and general decline of the quality of shopping available in the central core, particularly King Street. Although this problem is no worse than in many other towns across the country, it is clearly a challenge that needs to be addressed. Planning policy has already been relaxed to permit more cafes in the King Street 'primary frontage', which would add life to the street, and this is confirmed in the Core Strategy (Development Management Policy DM6B). Additionally the Townscape Heritage Initiative, based on the policy impetus provided by the Town Centre and Harbourside Supplementary Planning Document, is promoting an upgrade of the Market Place. This should help property owners and businesses capitalise on the opportunity presented by the hundreds of potential customers now working at Albion Square.



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- 3.10.9 **Retail warehouse clusters on the southern edge of the centre.** These raise a number of questions, including: Are these prospering? Some are vacant. Does the decline in this kind of shopping nationally mean that these areas can be re-evaluated, perhaps as entertainment venues? Is there an opportunity to extend the town centre, giving space for more modern 'high street' type frontage?
- 3.10.10 **Vacant 'Opportunity Sites' around the harbourside area.** A number of plots have been vacant or underused for some years. The 2006 Local Plan identified them as 'Opportunity Sites' and they have been looked at again in the Town Centre and Harbourside SPD. One opportunity has recently been realised – Albion Square, the first modern office development in the town centre for many years, on which we hope the town can capitalise by drawing in more investment. Improving property market conditions, and the potential boost from development associated with Moorside, offer grounds for confidence that more of these sites will attract developer interest.

#### **The options for Whitehaven town centre**

- 3.10.11 **Option 1: Consolidate by drawing in the town centre boundary.** Such an approach would make it easier to refresh the more depressed looking parts of the town centre, such as the northern end of King Street, by replacing shops with other uses (such as housing). The disadvantage would be that it might lead to some degree of fragmentation, for instance reducing the footfall in areas like Duke Street. Whilst ideally retailers would be encouraged to move from peripheral streets to core areas, some might not be able to survive such a move commercially. There would thus be a risk that this course of action would do more harm than good.
- 3.10.12 **Option 2: Leave the boundary as it is.** The logic of doing this would be that the current boundary (as defined in the 2006 Local Plan) includes the traditional town centre with its 'high street' atmosphere, as well as the town centre Opportunity Sites with their potential for leisure, office, hotel or residential development.
- 3.10.13 **Option 3: Extend the boundary to take in North Shore Road** (Tesco and the Opportunity Site). There is logic in tying the superstore site to the town centre, and this designation might encourage retailer interest in the North Shore Road site. This course of action was recommended by the West Cumbria Retail Study (2009). However, the superstore has considerable planning status as an existing edge-of-centre facility, and its current position will not harm any prospect of improvement such as a renewal of the enlarged store which has a current planning consent. The Council believes that the North Shore Road site can be promoted for either office development or tourism-related projects, and encouragement of it as a retail site might distract from that potential. In short, there is nothing to be gained from this course of action.
- 3.10.14 **Option 4: Extend the boundary southwards** (to include the Bridges Retail Park of Flatt Walks, the retail warehouse cluster on the east side of Preston Street, and The Ginns Opportunity Site). The West Cumbria Retail Study recommended that the boundary be extended to the north side of Coach Road.
- 3.10.15 The shops along Preston Street and Flatt Walk are dated and there is clear justification for looking at what can be done to encourage their renewal, perhaps bringing sites together into larger mixed-use commercial development, maybe involving larger

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modern 'high street' units and/or community facilities such as a revamped or new sports centre. The risk would be that such development might pull people away from the King Street core and lead to decline there.

- 3.10.16 **Option 5:** This area could, alternatively, be designated as a **'town centre fringe' zone** but the Council does not see any advantage to be gained in that. Town centre status gives a clear, unambiguous planning justification for retail development whereas calling the area 'fringe' offers little extra compared to the area's current position as 'edge of centre'.

#### **The Council's preferred option**

- 3.10.17 Option 4 is the ambitious choice and the only one that signposts clear development opportunities that could transform Whitehaven town centre as a shopping destination. It would have to be backed up by continuing efforts to bring in investment or other support for consolidating and/or modernising the existing retail core. The Council would work with any developer to secure Section 106 funds which could be used for that purpose.

#### **Cleator Moor**

##### **The issues in Cleator Moor**

- 3.10.18 Cleator Moor has an attractive civic core and some fine buildings around its central core, but overall the shopping centre needs investment. Vacant property and land is an issue, and there is a widespread belief that there are too many marginal uses, particularly hot food takeaways. At present there is significant developer interest in the town and increased house building may help existing businesses to survive and grow, while also encouraging new businesses to set up.

##### **The options for Cleator Moor town centre**

- 3.10.19 **Option 1: Leave the boundary as it is.** The current boundary (from the 2006 Local Plan) delineates reasonably accurately the existing retail core and is, in the Council's opinion, fit for its purpose.
- 3.10.20 **Option 2: Consolidate by drawing in the town centre boundary.** The town centre is already very compact and it is difficult to see what could be achieved by doing this. A particular risk would be that shops on the edge of the centre might be converted to housing, making it difficult for new investment to be drawn in and impossible for the centre to grow if the town became more prosperous.
- 3.10.21 **Option 3: Extend the boundary.** Again, it is difficult to see what this would achieve. There are no substantial groups of shops close to the current boundary and no development sites that could be drawn in. Core Strategy policy can be used to justify any edge-of-centre development that might add to the centre's attractiveness, and the boundary could be reviewed if this happened.

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### The Council's preferred option

- 3.10.22 Option 1 offers the most sensible and realistic way forward. There is surplus space in the form of vacant units and underused buildings, plus the vacant Opportunity Site on Market Street (site reference CMC).

### Egremont

#### The issues in Egremont

- 3.10.23 Egremont has issues of vacancy and needs retail or other commercial investment in the town centre. The Main Street is attractive but lacks vitality. The Opportunity Site on Chapel Street (site reference EGB) is big enough to attract retail or mixed commercial development which could be a considerable gain and help increase footfall. Egremont is particularly well placed to benefit from the influx of investment and people that will result from the Moorside development.

#### The options for Egremont town centre

- 3.10.24 **Option 1: Leave the boundary as it is.** The current boundary (from the 2006 Local Plan) delineates reasonably accurately the existing retail core, though it could arguably be extended to take in the whole of the Chapel Street site. The Council believes that this boundary remains realistic.
- 3.10.25 **Option 2: Consolidate by drawing in the town centre boundary.** The 2006 boundary relates perfectly to the built form of central Egremont, including as it does the whole of the Main Street frontage which is the historic core of the town. It would be difficult if not impossible to find a logical boundary taking in only part of this coherent area.
- 3.10.26 **Option 3: Extend the boundary.** Any extension would force its way out of the historic core and the constraints – the Academy to the west, the A595 to the north and east, and dense residential areas elsewhere – effectively prevent it. The only logical extension is on the Opportunity Site, which is already reserved for town centre uses.

### The Council's preferred option

- 3.10.27 Option 1 is the most appropriate reaction to the situation of Egremont. The challenge is to find ways of increasing footfall, and helping this by attracting development to Chapel Street. The Council will do its utmost to encourage links which will build on the impetus to growth that Moorside will provide, and to leave a legacy from which Egremont will benefit into the future.

### Millom

#### The issues in Millom

- 3.10.28 There is a degree of vacancy in Millom, particularly in Wellington Street where the former Co-op is prominent. The centre is more spread out than in Cleator Moor or Egremont and some important facilities – the railway station and the Beggars' Theatre – are outside it. Again, the challenge is to attract investment into the town.

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### The options for Millom town centre

- 3.10.29 **Option 1: Leave the boundary as it is.** The current boundary (from the 2006 Local Plan) takes in streets – notably parts of Newton Street and Queen Street – which are overwhelmingly residential. It is not apparent that any harm results from this.
- 3.10.30 **Option 2: Consolidate by drawing in the town centre boundary.** The inclusion of Newton Street, Queen Street and stretches of Lapstone Road and Wellington Street with no shops does not benefit the town. It is arguable that drawing in the boundary might help to focus developer interest in possibilities that would benefit the centre, for example alternative uses for the former Co-op which is an architectural asset likely to deteriorate in the long term. Contraction of the boundary was recommended by the West Cumbria Retail Study (2009) as part of the Local Plan background work.
- 3.10.31 **Option 3: Extend the boundary.** There would be some logic in extending the boundary over the railway to include the station and other civic town centre properties. But there is little or no prospect of retail development being attracted here, which reduces the point of doing it.

### The Council's preferred option

- 3.10.32 Option 2 will give Millom a more compact designated centre, which will in turn give a better focus for any investment that can be brought into improving the town's environment (as well as making it easier for non-retail investment in the areas taken out). The areas that it would be appropriate to remove are Newton Street, Queen Street, Lapstone Road east of the Post Office, and Wellington Street to the east of the Boots store.

### The Council's preferred approach

#### ***Proposed Policy SA8 – Town Centres and retail development***

**Town centre boundaries are designated on the Plan Proposals Map in support of Core Strategy Policies ER8 and ER9.**

**Retail development will be supported on designated Opportunity Sites in and adjacent to town centres.**

**Retail development will otherwise be supported, in accordance with Core Strategy Policies ER7, ER8 and ER9:**

**A in and adjoining town centres**

**and, where it will not threaten vitality or viability of those centres:**

**B elsewhere in towns where it can be justified in sequential terms;**

**C where it will provide a neighbourhood resource;**

**D in villages where it will contribute to, and not undermine, the vitality and viability of that or any other shopping centre.**

**Retail development will not be supported in open countryside except where ancillary to a farm or other rural business.**

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### **Justification**

- 3.10.33 The Core Strategy contains a commitment to review the Whitehaven town centre boundary in the production of the Site Allocations and Policies Plan (Policy ER8).
- 3.10.34 An indication of the shape a new boundary would take is given by the Whitehaven Town Centre Supplementary Planning Document, which was adopted after widespread public consultation in 2012. The southern boundary of the area covered by the SPD runs along Coach Road and thus includes clusters of edge-of-centre retail businesses along Preston Street and off Flatt Walk.
- 3.10.35 The logic of adopting this boundary for an extended town centre is thus led by the fact that it would include almost all of the existing edge-of-centre development in the town, as well as the land at The Ginns which has previously been the subject of a withdrawn planning application for a superstore, which the Council was minded to support. Adoption of this boundary thus gives the opportunity to plan coherently for the future of the Town Centre as a retail destination.
- 3.10.36 (There are also areas of residential and commercial use, whose retention would be supported, and the cricket field, which is protected open space in the terms of Core Strategy Policy SS5.)
- 3.10.37 The SPD also covers a northern extension of the existing centre along North Shore Road. The Council does not consider it appropriate to promote retail development here by including the area in the town centre, as retail development here would be relatively remote from the town centre and likely to damage its viability. This area is more suitable for business (B1) use, or development related to the harbour.
- 3.10.38 No case has been made for amending the boundaries of the other three town centres (Cleator Moor, Egremont and Millom).

### **3.11 Green Infrastructure**

- 3.11.1 In order to grow Copeland needs to offer a good quality of life to people who live here already and to incoming residents. Inward investors also seek a high quality environment. So as well as protecting the rural landscape, it is important to protect the green parts of our towns.
- 3.11.2 The 2006 Local Plan designated an extensive network of open spaces ('urban greenscape') with an explanation on the Proposals Map (town and village maps) of their purpose: landscape importance, recreation/amenity or both.

#### **Green gaps**

- 3.11.3 A new type of open space protection is proposed.
- 3.11.4 Green gaps will be designated where necessary to prevent settlements merging together, and as indicated on the Proposals Map. Green Gaps are within the definition of green infrastructure as protected by Core Strategy Policy SS5.
- 3.11.5 In the first instance a Green Gap is only being proposed to maintain the separation and distinctiveness between Cleator Moor and Cleator.

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#### Alternatives- green infrastructure

- 3.11.6 **Option 1: Protect and maintain the existing supply of open spaces and woodland.**
- 3.11.7 **Option 2: More open space could be designated.** The Borough Council does not favour doing this unless there are resources to maintain additional open spaces. If funds do become available (for instance, from parish or town councils), such spaces could be looked after by the body responsible and allocation could be considered when this plan is updated. It is also likely that open space will arise from amenity provision in housing and other developments, though it will be important in those cases to ensure that long term maintenance is provided for.
- 3.11.8 In general, however, whilst there is of course no objection to providing additional amenity and other open space by those means, there is no need to provide for expansion of the Borough's green infrastructure as a matter of policy. In fact, because it would be difficult to prove that such a policy is feasible (due to cost constraints), to adopt it would run the risk of the plan being found unsound.
- 3.11.9 **Option 3: Some open spaces could be released for development.** No such proposals have come forward in the process of preparing this plan. The Council would oppose this as being contrary to Core Strategy Policy (SS5). It would also be contrary to Policy ENV3 as loss of open space would almost certainly harm biodiversity – even, in the short term, if alternative provision were made, as that would take time to mature.

#### Alternatives – Green Gaps

- 3.11.10 **Option 1: The Green Gap suggestion could be abandoned** as unnecessary, or a constraint on development. The purpose of Green Gaps is to prevent areas of land which keep settlements separate, and/or serve a 'green infrastructure' function, for example wildlife corridors. Where they are designated, their purpose is precisely to constrain development, and for good reason. This supports Core Strategy Policies SS5 and ENV3, and the Green Gap concept will only be deployed where there is a strong risk that development will undermine those policies. To abandon it, therefore, would go against its use to implement the Core Strategy.
- 3.11.11 **Option 2: Additional Green Gaps could be set up.** It would be up to representors to make a case for any further 'gaps' to be officially recognised. At present the Council sees no purpose in doing so.

#### The Council's preferred approach

##### **Proposed Policy SA9 – Green Infrastructure**

**The contribution made by the Borough's protected open spaces towards the provision of a coherent pattern of green infrastructure is supported by retaining all open space designated in the 2006 Local Plan. All open space designated on the Proposals Map is covered by Core Strategy Policy SS5.**

**Green Gaps are designated where necessary to prevent unwarranted joining together of settlements, and as indicated on the Proposals Map. Green Gaps are within the definition of green infrastructure as protected by Core Strategy Policy SS5.**

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### Justification – green infrastructure

- 3.11.12 Core Strategy Policy SS5 commits the Council to protecting against the loss of designated open space (including playing fields, play areas and allotments). The policy does not prevent development of open space, insisting that where it is justified, alternative provision must be made. However, the best way to maintain the Borough's resources of valued open space, along with their biodiversity value as 'green infrastructure, must be to keep the ones we already have. This preferred policy is therefore compliant with Core Strategy policies SS5 (Provision and Access to Open Space and Green Infrastructure) and ENV3 (Biodiversity and Geodiversity).
- 3.11.13 Note that the protection of designated open space does not rule out development on some of them, under exceptional circumstance, if there is adequate justification and alternative provision of similar quality is made (as provided for by Core Strategy policy SS5.)

### Justification – Green Gaps

- 3.11.14 The concept of the 'Green Gap' is introduced to eliminate the risk of settlements being joined together when land between them is allocated or released for development. This could damage the local landscape, and damage biodiversity by cutting off 'wildlife corridors'.
- 3.11.15 This possibility has been looked at in three locations:
- 3.11.16 **Cleator/Cleator Moor.** Although these settlements do meet along Trumpet Road, there is a distinct open area between them in the enclave of countryside on the south side of Cleator Moor. This has attracted a lot of developer and landowner interest, and in principle it meets various relevant policy objectives for the upgrading of the town in particular. However, the historic identity of Cleator remains distinct and would be damaged if it became merely an extension of the town. Therefore the Borough Council considers it desirable to indicate an area which will be protected from development, and maintain a degree of land with wildlife accessibility between the two settlements.
- 3.11.17 **The area between Millom and Haverigg.** Development is on site at Poolside, and westwards from Millom has been determined as the only viable direction for the town to grow. If that trend continued there would be a long term possibility that the two settlements would merge. However, there is no immediate risk of that happening and the Haverigg Pool floodplain would anyway act as a barrier. The question of whether westward growth of Millom, assuming it begins, should be halted, is one which should be reconsidered when the Plan is reviewed in the future.
- 3.11.18 **The area to the south west of Whitehaven between it, Summergrove/Keekle, and Cleator Moor.** A number of proposals have been made for the allocation of land on the west side of Cleator Moor and around Keekle and Summergrove. These have not been accepted and the reasons for that are stated in the Site Assessment reports. Another factor is the possibility that the Whitehaven Eastern Bypass may emerge as a connector for Moorside-related development. Development in this area may become a possibility at that stage, and the protection of open areas would be best reviewed then. At present it would be premature, as, unless there is a considerable 'uplift' in

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demand for land resulting from nuclear-related needs, there is no need for extensive development here.

### **3.12 Infrastructure**

- 3.12.1 Provision for infrastructure is covered by Core Strategy Policy ST4. Under present day financial constraints public authorities lack the resources to provide adequately for community infrastructure needs, so planning policy has to promote the seeking of contributions from developers, which is the purpose of ST4.
- 3.12.2 Most infrastructure requirements are site related, are planned for outside the land use planning system, or in the case of social infrastructure such as community facilities or schools, do not in Copeland require the allocation of new land.
- 3.12.3 The key exception to this is the Whitehaven Eastern Bypass, which has been reserved on the Local Plan map for some years.
- 3.12.4 It is proposed that this be continued in the revised Local Plan, and marked on the Plan Map.
- 3.12.5 Another possible exception to this would be land which is required for surface water drainage improvement schemes. At present the Council is not aware of specific pieces of land that may need to be reserved, but we understand that Cumbria County Council is considering how to reduce surface water run-off and that this may require the reservation of land in/around settlements.

#### **Alternative approaches**

- 3.12.6 **Option 1: Redraw the road line.** The Council does not support reviewing the line of the road, as this would lead to potential delay and risk it dropping off the forward planning agenda altogether.
- 3.12.7 **Option 2: Abandon the proposal.** This would remove uncertainty over whether the road will ever be built. It would also remove all prospect of improving the situation on the current A595, at a time when there is a strong likelihood that power station construction will lead to increased traffic on it. Given the clear need for this road it is not sensible to abandon the reservation and risk other unplanned proposals coming forward which would make impossible the future construction of the road.
- 3.12.8 **Option 3: Provide for other infrastructure projects in this policy.** The Eastern Bypass is the only proposal on the table at present. Any infrastructure proposals emerging will be assessed as the Plan moves towards its final draft.

(Note that major infrastructure proposals (such as the National Grid upgrade supporting the Moorside power station) will be dealt with by the Planning Inspectorate as Nationally Significant Infrastructure Projects, and cannot lawfully be debated in the production of this Plan.)



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## The Council's preferred approach

### ***Proposed Policy SA10 – Reservations for infrastructure proposals***

**Reservations for key strategic infrastructure elements are defined on the Plan Map, as follows:**

#### **A Whitehaven Eastern Bypass**

##### **Justification**

- 3.12.9 There is a reservation for the Whitehaven Eastern Bypass in the 2006 Local Plan. Although the County Council is not currently prioritising this project and does not have funding to deliver it, the Borough Council remains convinced that there is a need for it, to relieve congestion on the existing A595 (Loop Road), and that its construction would benefit the local economy by improving the accessibility of sites of potential strategic value, notably the Whitehaven Commercial Park and Hensingham Common.
- 3.12.10 The need for, and usefulness of, this road will be accentuated by the Moorside project and the Council believes that its completion (which may partly be achieved by relatively small scale upgrading of the roads that already run along most of its length) should be sought as part of the provision for, and legacy from, the construction of Moorside.
- 3.12.11 It is therefore legitimate to include this proposal in the new Local Plan, as the need for it has been established and there is a reasonable prospect of it coming forward in the Plan period.

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## **Section 4**

# **SITES PROPOSED FOR ALLOCATION**

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## 4 Sites considered

4.1.1 The sites listed in this chapter have come forward through the following processes.

- Previous allocation in the 2006 Local Plan. (It is, however, possible for a 2006 site to be 'de-allocated' now.)
- The Strategic Housing Land Availability Assessment (SHLAA), which has been prepared in consultation with developers and landowners. (As this has unearthed more potential housing land than the Borough needs, not every site put forward by the SHLAA needs to be allocated now.)
- Separate proposals by developers, landowners and others.
- In Whitehaven, sites referred to in Supplementary Planning Documents (SPDs). The SPDs themselves have not allocated sites for development, but some have already been allocated in the 2006 Local Plan, or have come forward, and been considered, via separate planning applications. Even if a site has not yet been allocated, its ability to fulfil the objectives of an adopted SPD can create a strong presumption in its favour.

4.1.2 All sites that have been considered are referred to in this document. Sites which are proposed as suitable for development have been considered against the criteria of the Sustainability Appraisal Framework, so that their development would not conflict with the objectives of sustainable development. They have also been discussed with statutory bodies to make sure that they are, or can be made, developable. Housing sites have additionally been subjected to a viability assessment by independent consultants.

4.1.3 What we need to do now is consider which of these sites are the best candidates to meet the needs of Copeland's communities over the next 15 years.

4.1.4 PLEASE NOTE:

- Sites put forward here are listed because they are considered capable of being developed. Apart from a few where planning permission has already been given, no decision has been taken as to which will be allocated – this will be the next step. Not all the sites covered in this document will be allocated for development within the next 15 years. Decisions as to which are allocated will take account of representations made by local people, statutory agencies, landowners and others. They will also have to take account of the fact that Copeland has to provide enough land to meet identified demand for homes (up to 4,150 over the period to 2028), industry, retail and other services, and community facilities.
- Where a site has not been put forward (i.e. 'discounted', mainly from the SHLAA process), the Borough Council will still consider representations that it should be reconsidered. Such representations should be factually based and address the reasons that have been stated for the site being discounted. These sites are listed, with the analysis that has led to their being excluded, in the Discounted Site Background Report.

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### **Justification for site selection– the evidence base**

4.1.5 The recommendations for each site are explained in the Site Assessment Reports accompanying this Development Plan Document.

4.1.6 The main evidence reports supporting this process are:

- West Cumbria Employment Land and Premises Study 2008
- The Spatial Implications of Britain's Energy Coast; Employment Land Review Update (2011)
- Projections Paper – Projecting Employment and Housing Change (Spatial Implications of Britain's Energy Coast December 2011)
- West Cumbria Retail Study (2009)
- Retail Assessment Addendum Report (2011)
- Strategic Housing Land Availability Assessment October 2012
- Housing Viability Assessment 2011
- Cumbria Gypsy and Traveller Accommodation Assessment (2008)
- PPG17 Study (April 2011):
  - Part 1a Open Space Assessment
  - Part 2 Playing Pitch Study
  - Part 3 Leisure Needs Assessment
- Supplementary Planning Documents: Pow Beck (2008), Whitehaven Town Centre and Harbourside (2012), South Whitehaven (2013), West Whitehaven (Draft, 2012).

4.1.7 The reports are part of the Local Plan (also known as the Local Development Framework, LDF) evidence base and are available on the Council's web site at <http://www.copeland.gov.uk/content/examination-document-list>

4.1.8 The Supplementary Planning Documents are part of the Local Development Framework, adding detail to the Local Plan, and are on the web site at <http://www.copeland.gov.uk/content/supplementary-planning-documents>

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## **4.2 Meeting the strategic targets; principles for allocation**

- 4.2.1 Note that this section is an overview. These matters are covered in more detail, along with assessments of each site that has been put forward, in the site assessment sections of the Plan.

### **Housing land**

- 4.2.2 The sites put forward in this planning process, which are now under final consideration, have come forward as individual proposals. Many of them (where they are acceptable in terms of planning policy) can be developed without wider ramifications.
- 4.2.3 However, for the towns in particular to meet their development targets, we must take a strategic view of what is coming forward. It is clear that most or all of the towns will need to grow so that there is enough land for the right number of homes and jobs to be provided for. That growth should happen in the most practicable way possible. It should also happen as sustainably as possible, that is, with minimum impact on the environment. This introduction to the settlement strategies takes a broad look at the alternative possibilities, and how planning for the smaller settlements will relate to that.

### **Whitehaven**

- 4.2.4 The target is to provide land for at least 1,553 and up to 1,867 additional homes.
- 4.2.5 It is not likely that Whitehaven will be able to provide enough homes to exceed the target without significant land releases on the edges of the town. The chief candidates for this are:
- South Whitehaven; covered by a Supplementary Planning Document and now with planning permission.
  - The Harras Moor area; including sites already allocated in the 2006 Local Plan and not brought forward for development. These sites might be added to or replaced by land at Harras Dyke Farm. Land release here might be inhibited or prevented by difficulties in providing drainage.
  - The Bay Vista/Brisco Bank area on the northern edge of the town. Again, providing drainage capacity here might be a problem, and careful consideration would have to be given to landscape impact.
  - Land between the south eastern edge of the town and Westlakes Science and Technology Park. The chief known constraints here are the presence of the Eastern Bypass reservation, high pressure gas pipeline and high voltage electricity lines.

### **Cleator Moor**

- 4.2.6 The target is to provide land for at least 345 and up to 415 additional homes.
- 4.2.7 Development is now going ahead at Mill Hill, which represents a good start in the current plan period. Proposals are emerging on its southern edge; there are proposals also on the northern and western sides, but these raise questions of landscape impact,

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especially where development east of the A5086 would come close to the River Ehen and the boundary of the Lake District National Park. Development nearby at Cleator might also be considered as contributing to the Cleator Moor supply.

#### **Egremont**

- 4.2.8 The target is to provide land for at least 345 and up to 415 additional homes.
- 4.2.9 The Strategic Housing Land Availability Assessment brought forward enough sites here to produce a substantial surplus and all these sites remain under consideration. These are to the north of the town, on its western boundary (where careful consideration has to be made of flood risk and possible drainage capacity difficulties), and extending the town to the south west (which will require consideration of the impact of increased traffic).

#### **Millom**

- 4.2.10 The target is to provide land for at least 345 and up to 415 additional homes.
- 4.2.11 Due to its location next to the Duddon estuary, the options for Millom are limited. However, emerging development in Haverigg would realistically help Millom to reach its target.

#### **Local Centres**

- 4.2.12 The total level of housing development in these settlements, and therefore the supply of land allocated, should not exceed 20% of the Borough-wide supply (that is, up to 830 homes or 55 per year). Where sites have come forward and are appropriate, they will be allocated, subject to the allocated supply not exceeding the 830 limit.
- 4.2.13 Note that land is not allocated in all villages. It is anticipated that proposals will come forward as 'windfall' in some villages, and these will be considered on their merits as they emerge.
- 4.2.14 This does not represent under-provision as there is capacity across the Borough to meet the Borough-wide target; notably in Egremont and Whitehaven which are capable of exceeding their targets.
- 4.2.15 Other than restricting the level of allocation in the Plan, the Borough Council does not intend to impose a rigid ceiling on Local Centre development, and 'windfall' applications will be decided on their merits. However, the delivery of housing is monitored, and if there are clear signs, over a three year period or longer, that housing is being built outside the towns at a rate that is detracting from their ability to fulfil strategic objectives, measures will be brought forward to restrict house building in Local Centres. This would be done, with proper consultation, in a Supplementary Planning Document, and might, for example, impose a 'local need' requirement in a Local Service or Centres, individually or by locality.

#### **Land allocation in smaller villages**

- 4.2.16 The policy (in the adopted Core Strategy) requirement, to concentrate development on settlements with services, means that allocating land in small villages is generally to be avoided, though planning applications for housing to meet local need will be treated on their merits. However, there have been a few proposals in the SHLAA for

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development which may be consistent with the Core Strategy, and these have been considered.

### **Employment land**

- 4.2.17 Research into the employment land supply (West Cumbria Employment Land and Premises Study 2008 and The Spatial Implications of Britain's Energy Coast; Employment Land Review Update 2011) has found that there is enough land to meet forecast need, including the flexibility that may be required to provide land associated with off-site uses resulting from nuclear power station development or other nuclear-related proposals.
- 4.2.18 The 2006 Local Plan established this supply, and the supply proposed in this plan is based on land allocated then. The exception to this is the Beckermeth Industrial Estate, which was not designated as an employment site in 2006, but is now being considered for inclusion because its location close to Sellafield has proved to be useful and because there is scope for limited expansion.
- 4.2.19 There are also proposals to 'de-allocate' some employment sites which are not considered essential to Copeland's portfolio. This is in keeping with Government policy, which is that Councils should not allocate sites for employment when there is no prospect of development for that purpose.

### **Land for community facilities**

- 4.2.20 It is unlikely in the foreseeable future that there will be public resources to provide new community facilities. Local Plan evidence base work has not demonstrated pressing deficiencies, although places which lack, for example, multi-use games arenas and other sports facilities, playgrounds, and village halls are known. Core Strategy Policy SS4 clearly commits the Council to seek developer contributions to put right shortfalls, and Policy ST4 provides the framework for this – specifically including social as well as physical infrastructure. Given the uncertainty as to what can be provided, it is not appropriate to allocate land for this purpose. (It might, however, be allocated in Neighbourhood Plans where justified, or possibilities might be identified in Village Plans.)

### **Green infrastructure**

- 4.2.21 As explained under section 3.11 above, the provision of green infrastructure in the Borough is broadly sufficient (though there are specific and localised shortfalls). Core Strategy Policy SS5 commits the Council to promote green infrastructure networks, and again, Policy ST4 gives the basis for the Council to negotiate developer contributions to this where appropriate.
- 4.2.22 Further detail is given in the strategic summaries on the following pages.

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## 4.3 Whitehaven Strategic Summary

### Planning for Whitehaven - the strategy

4.3.1 The Core Strategy lays down the following principles for the future development of Whitehaven.

- The future growth of Whitehaven is an important theme of the Core Strategy. Strategic Objective 6 says that major development should be focused on the town; following from that, Policy ST2B stipulates that the largest scale development and regeneration should be focused there. At least 45% of non-nuclear development in Copeland should be in Whitehaven.
- Backing up Policy ST2, Figure 3.2 lays down the following for Whitehaven:
  - **Housing** will include large, estate-size allocations, and continuing initiatives for large-scale housing renewal. There might be development on the edge of town, beyond the current settlement boundary, to the north and/or south. Larger sites will provide good opportunities to include proportions of affordable homes.
  - **Employment** should be provided in a range of ways including allowing for growth of existing businesses as well as 'start-ups', and clusters of new business types. Expansion of tourism will be supported.
  - **Shopping**; Whitehaven will continue to be the Borough's main shopping centre and a range of provision will be supported, including supermarkets and comparison goods stores.

### Policy for housing

4.3.2 The target to provide enough housing land to meet Whitehaven's needs (at 105-135 dwellings per year) means that capacity for 1,863 homes must be provided.

4.3.3 The Strategic Housing Land Availability Assessment (excluding 'discounted' sites) shows that land can be found for up to 2,725 homes including 1,080 deliverable within 5 years. Thus the targets can be met and it may not be necessary to allocate all the land which has been found to be suitable in principle for development. However, emerging evidence about drainage capacity modifies that picture and is a major input into deciding which sites should be preferred at this stage.

4.3.4 The Strategic Housing Market Assessment indicated (using data from the 2010 household survey) that there is a relative shortage of larger (three bedroom plus) houses, including detached homes and bungalows. It is additionally likely that developers in Whitehaven will be called upon to include as much affordable housing as possible, on sites where it can viably be included. The Strategic Housing Market Assessment found that a split of 40% intermediate (i.e. shared equity) and 60% social rented was appropriate across the Borough. In view of Whitehaven's circumstances it is likely that the Council will prioritise the provision of social housing as part of the mix on sites where an affordable housing component is viable.



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### The strategic options for Whitehaven

- 4.3.5 The following possibilities are all consistent with the Core Strategy.
- 4.3.6 **Option 1: Concentrate development within the existing boundary.** This option goes a long way towards meeting the strategic target for the town. In calculating the likely yield of this option, town centre opportunity sites should be excluded as they are not guaranteed housing sites; on the other hand, South Whitehaven (outside the current boundary) can be included as it is backed up by an adopted SPD and has planning permission in outline. This option is the one most clearly in line with the overall planning strategy as it is the one which keeps the town compact. But alone, it can only be taken as providing 1,466 dwellings.
- 4.3.7 **Option 2: South Whitehaven.** This area has a variety of names but its status is now fixed by virtue of being in the South Whitehaven Supplementary Planning Document, which serves as a development brief. The land now has outline, and partly full, planning permission and represents an important contribution towards meeting the Borough's needs over the next ten to fifteen years. (Site reference WS1.)
- 4.3.8 **Option 3: South East (north of Egremont Road).** Land here represents a logical direction for the town to expand, given that it is on the line of the Eastern Bypass and is next to the western end of the Westlakes Science and Technology Park. Owing to the topography of the surroundings, and the fact that the land lies next to the A595 and between developed areas, the landscape impact would not be great. Development here would, however, present a risk of damage to wildlife by virtue of closing off a 'corridor'. This would need to be taken care of, so that allocation would not conflict with Core Strategy policies SS5 and ENV5. A further constraint is the high pressure gas pipeline formerly serving the Marchon works, but the Council believes this can be capped in the vicinity of the hospital and removed from this area. (Further work is taking place with the relevant statutory undertakers to clarify this matter.)
- 4.3.9 This area contains one proposal for allocation for house building, site reference WE10, which the Council regards as suitable for development. It is proposed that:
- site WE10 be allocated for housing development;
  - the remainder be brought into the settlement boundary but not allocated for development at this stage;
  - further land would be released for development by being granted planning permission after WE10 is developed, and subject to adequate highway access being provided.
- 4.3.10 Development in this area must be compatible with future provision of the Eastern Bypass and the Council may negotiate Section 106 provision for the road, for instance by integrating carriageway of a suitable width into estate access arrangements, and building or leaving space for a suitable junction with the A595.
- 4.3.11 It is also possible that this area could be a focus for development (particularly housing) associated with the Moorside project, which would be expected to be compatible with, or leave legacy provision for, development of this area as a residential neighbourhood.
- 4.3.12 **Option 4: North East (Harras Moor/Harras Dyke).** There are already large allocations in the Harras Moor/Red Lonning area, arising from the 2006 Local Plan (site references
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WH1 and WH2). They have shown no signs of attracting housing development and their continuing status is therefore under review. If they were re-allocated, restrictions on dwelling capacity would have to be imposed to allow for sustainable drainage measures to reduce surface water run-off, due to system capacity constraints.

- 4.3.13 Additionally, sites WH11, WH12 and WH13 are acceptable in principle on policy grounds as a small extension to the town with limited landscape impact. However, it has been indicated by drainage authorities that surface and/or foul drainage connections may be problematic owing to a lack of capacity. It is likely therefore that a relatively small part of these sites, taken as a whole, could be developed; layout of the area for housing would be expected to incorporate sustainable drainage measures to minimise run-off, and to be sensitive to the landscape.
- 4.3.14 **Option 5: North (Bay Vista/Brisco Bank).** At present the sites referenced as WN 1 and WN2 have come forward from the SHLAA as being acceptable in principle for housing development.
- 4.3.15 Sites WN7, WN8, WN9, WN10 and WN11 have been discounted, primarily on amenity or landscape grounds, but parts of them might be developable if it could be shown that such development would fit into the landscape or establish a more attractive edge to the town.
- 4.3.16 There are indications that development in this area may be hindered or made impracticable by drainage (foul and surface) capacity constraints downstream. That being so, it is not feasible to allocate land in this area.

#### **Land for employment**

- 4.3.17 Copeland has a supply of employment land more than adequate to meet its current needs. However, the Core Strategy policy is to retain most of this land, as it may be needed for off-site operations, sub-contractors, and other businesses related to construction and operation of the proposed Moorside power station and/or further development at Sellafield.
- 4.3.18 In the Whitehaven locality the key sites are as follows:
- **Westlakes Science and Technology Park** will be retained and development on it and any development on it must be consistent with Policies ER6C and DM4. Any departure from this, and in particular any allocation of the site for other uses, would conflict with the Core Strategy.
  - **Whitehaven Commercial Park** should be retained for employment (use classes B1/B2/B8) development, and to allocate it otherwise would conflict with the Core Strategy; proposals to vary this would have to satisfy the criteria of Policy DM3.
  - **The Pow Beck corridor** should be developed in line with the relevant Supplementary Planning Document. Again, policies to depart from that will be considered against Policy DM3.
- 4.3.19 Copeland has a supply of employment land more than adequate to meet its current needs. However, the Core Strategy policy is to retain most of this land, as it may be needed for off-site operations, sub-contractors, and other businesses related to

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construction and operation of the proposed Moorside power station and/or further development at Sellafield.

**Alternatives:**

- 4.3.20 **Option 1: Allocate some employment land for other uses.** To do so at Pow Beck or Whitehaven Commercial Park would, arguably, not conflict with the Core Strategy.
- 4.3.21 **Option 2: Designate more employment land.**
- 4.3.22 **Possibilities.** There is one candidate for this, at Hensingham Common. This land presents a potentially major opportunity, with access already available at the roundabout on Moresby Parks Road, which is on the line reserved for the Eastern Bypass. Note that it is likely that the off-site needs of the Moorside power station project will create serviced sites which will be available for re-use in the future, and Hensingham Common might be suitable for that.
- 4.3.23 **Arguments against.** Further allocation might be contrary to Government policy, which is that Councils should not allocate land in excess of identified demand – at this stage, the existing supply is plentiful compared to demand, with longstanding vacant plots at Whitehaven Commercial Park and elsewhere.
- 4.3.24 The Council therefore considers that there is no need for more employment land.

**Green infrastructure (open space)**

- 4.3.25 If the 2006 Local Plan allocations for housing at Harras Moor were revoked, this would enable the designation of a 'green wedge' connecting to Midgley Wood and Harras Park, and retaining a wildlife corridor from countryside to the town centre. This would be a straightforward way of carrying out Core Strategy Policy ENV3 on biodiversity. A similar effect could be achieved by development on a reduced area of that site, as may be required by the need to provide extensive sustainable drainage.
- 4.3.26 Other open spaces should be retained. The town's open and wooded spaces are an important part of its character. The evidence base (Open Space Assessment 2011) concluded that there is enough open space in Whitehaven (although there are localised deficiencies). It did not suggest any grounds for reusing any of it for development.

**Tourism development**

- **Option 1: Tourism Opportunity Site.** It is proposed that the existing (2006 Local Plan) designation be retained.
  - **Option 2: Whitehaven Town Centre and Harbourside.** The Supplementary Planning Document contains a number of suggestions and requirements relating to how sites should be developed and this relates to the development of tourist-related facilities. However, the existing Opportunity Sites, whose continuation is proposed in this Plan, cater for that and no further policy or site proposals are needed.
- 4.3.27 Other than this, no specific allocations are suggested for tourism-related development, but these are not ruled out if suitable candidates come forward.

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## **Preferred Options for Whitehaven**

### **Housing**

- 4.3.28 The Borough Council considers that Options 1, 2 and 3 represent a package giving the most appropriate ways of providing for the strategic needs of Whitehaven in the plan period and beyond. The main merits of development in these areas are that:
- they are reasonably close to the main locations of employment (including the likely provision of facilities to allow sustainable commuting to Sellafield and Moorside),
  - there is less risk of landscape damage than corresponding land releases to the north or north east, and
  - they present the best possibilities for integration with and improvement of the town's infrastructure.
- 4.3.29 This does not rule out proposals for relatively small scale development on the north and north east edges of the town, which will be considered on their merits, including landscape impact and whether they can be satisfactorily drained.
- 4.3.30 These options provide for about 1,800 dwellings, which is within the target range albeit slightly below the 'aspirational' target. However, if opportunity sites and sites suitable for housing but not allocated are taken into account, it can be assumed that there is enough provision for the target to be exceeded.

### **Employment land**

- 4.3.31 The Council considers that allocation of more employment land cannot be justified at this stage. However, the existence of Hensingham Common cannot be ignored. The Council's preferred option is therefore to retain the employment supply as recommended, and designate Hensingham Common as an Opportunity Site.

### **Assessed sites and the Core Strategy**

- 4.3.32 All the sites identified as suitable for allocation are compatible with the Core Strategy as far as their location is concerned (either within the town or in areas identified as boundary extension possibilities).
- 4.3.33 Where sites have not been recommended for allocation this is mostly due to two reasons; either (generally, within the urban area) amenity, often loss of open space (Core Strategy Policy SS5) or (generally, on the edge of town) landscape impact (Core Strategy Policy ENV 5).
- 4.3.34 The preferences for extending the town development boundary on a strategic scale – that is, Options 2 and 3 – are based partly on landscape impact (ENV 5) but also taking into consideration the drainage constraint applicable particularly to the northern areas of Whitehaven (see Core Strategy Policy ST4A)
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**Figure 4.1: Sites suitable for allocation – Whitehaven**

**STRATEGIC EMPLOYMENT SITES**

Place ref.	Site	SHLAA Ref	SHLAA RATING	Yield	Assessment
SES1	Westlakes Science and Technology Park	-	n/a	28 ha.	Retain as strategic employment location
SES2	Whitehaven Commercial Park	-	n/a	12.5 ha.	Retain as strategic employment location

**WHITEHAVEN EMPLOYMENT SITES**

Place ref.	Site	SHLAA Ref	SHLAA RATING	Yield	Assessment
TOS3	West Whitehaven	N/A	N/A	c. 900ha.	Retain as Tourism Opportunity Site
OS2	Pow Beck	N/A	N/A	8.2 ha.	Employment site with preference for B1
OS3	Hensingham Common	N/A	N/A	c. 16 ha.	Employment with preference B1/B2/B8
WA	Haig Enterprise Park	LP E3	n/a	0.2 ha.	Retain employment allocation
WB	Sneckyeat Road	LP E4	n/a	1.72 ha.	Retain employment allocation
WC	Red Lonning (excl. football pitch)	LP E5	6-15	0.6 ha.	Consider allocation for housing or open space

**WHITEHAVEN TOWN CENTRE**

Place ref.	Site	SHLAA Ref	SHLAA RATING	Yield	Assessment
WT12	YMCA/Steve's Paints	S306	6-15	<b>17</b>	Planning permission for housing (as part of 'Foyer')
WT15	Former Foundry	S305	Disc.	See note 2	See note 1
WT16	Timber Yard/TA Centre	S307	Disc.	See note 2	See note 1
WT17	Joinery Works	S295	Disc.	See note 2	See note 1
WT31	Car Park Quay Street East	S002	LP2006	See note 2	(Opportunity site)
WT23	Former sidings, Coach Road	S292	Disc.	<b>60</b>	Planning permission for sheltered housing
WT32	Car Park Quay Street West	S048	LP2006	See note 2	(Opportunity site)
WT41	Mark House	S050	LP2006	<b>43</b>	Planning permission for housing
WT42	Marlborough Street	S049	6-15	See note 2	See note 1
WT43	Duke St/Tangier St	S248	Disc.	See note 2	Employment/mixed use (Living Over Shop possibility)
WT51	Bus Depot	S252	LP2006	See note 2	(Opportunity site)
WT52	Bus Works	S253	LP2006	See note 2	(Opportunity site)
WT53	Bus Station	S254	LP2006	See note 2	(Opportunity site)
WT61	Garage & Workshops	S246	6-15	See note 2	See note 1
WT62	Cumbria Electrical	S244	6-15	See note 2	See note 1

**Notes on town centre sites.**

1. The Strategic Housing Land Availability Assessment was carried out in accordance with the method recommended by the Government. This led to a number of sites being identified as being suitable in principle for housing development, but where businesses are at present operating. These sites are not included in the allocated supply.
2. The SHLAA calculated yields for town centre sites, but if developed these will be considered as 'windfall' and at this stage only sites with planning permission are considered to be part of the housing land supply.

### WHITEHAVEN WEST (KELLS)

Place ref.	Site	SHLAA Ref	SHLAA RATING	Yield	Assessment
WW1	Pondfield Garage	CS68	0-5	13	Planning permission for housing
WW2	Kells School	S065	0-5	74	Planning permission for housing. Largely developed.
WW4	St Mary's School	S006 + SR02	6-15	115	Consider allocation for housing
WW5	Former Rhodia Offices	CS18	6-15	40	Planning permission for housing (and may have possibility to extend)

### WHITEHAVEN SOUTH (WOODHOUSE/MIREHOUSE)

Place ref.	Site	SHLAA Ref	SHLAA RATING	Yield	Assessment
WS1	Land south of Marchon Car Parks	CS06	0-5	570	Planning permission for housing
WS2	Woodhouse Road	S007	6-15	108	Consider for housing allocation.
WS3	Old Welfare Home	S060	6-15	80	Consider for housing allocation.
WS4	Woodhouse Road/St Bees Road	S287	6-15	5	Consider for housing allocation.
WS5	Valley View Rd	S309	6-15	20	Consider for housing allocation.

### WHITEHAVEN EAST

Place ref.	Site	SHLAA Ref	SHLAA RATING	Yield	Assessment
WE7	Sekers Factory site	SR07	6-15	73	Consider for housing allocation.
WE10	Egremont Road	-	n/a	100	Consider for housing allocation.

### WHITEHAVEN HIGHLANDS

Place ref.	Site	SHLAA Ref	SHLAA RATING	Yield	Assessment
WH1	Harras Moor Stage 3	S010	LP2006	200	Consider allocation for housing. (SuDS needed)
WH2	Red Lonning Stage 6	S067	0-5	30	Consider allocation for housing. (SuDS needed)
WH11	Harras Dyke Farm 2	CS04	0-5	38	Consider allocation for housing. (SuDS needed)
WH12	Harras Dyke Farm 3	CS95	0-5	75	Consider allocation for housing. (SuDS needed)
WH13	Harras Dyke Farm 4	CS96	6-15	17	Consider allocation for housing. (SuDS needed)

### WHITEHAVEN NORTH

Place ref.	Site	SHLAA Ref	SHLAA RATING	Yield	Assessment
WN1	Adj Bay Vista Elizabeth Crescent	CS37	0-5	50	Consider allocation for

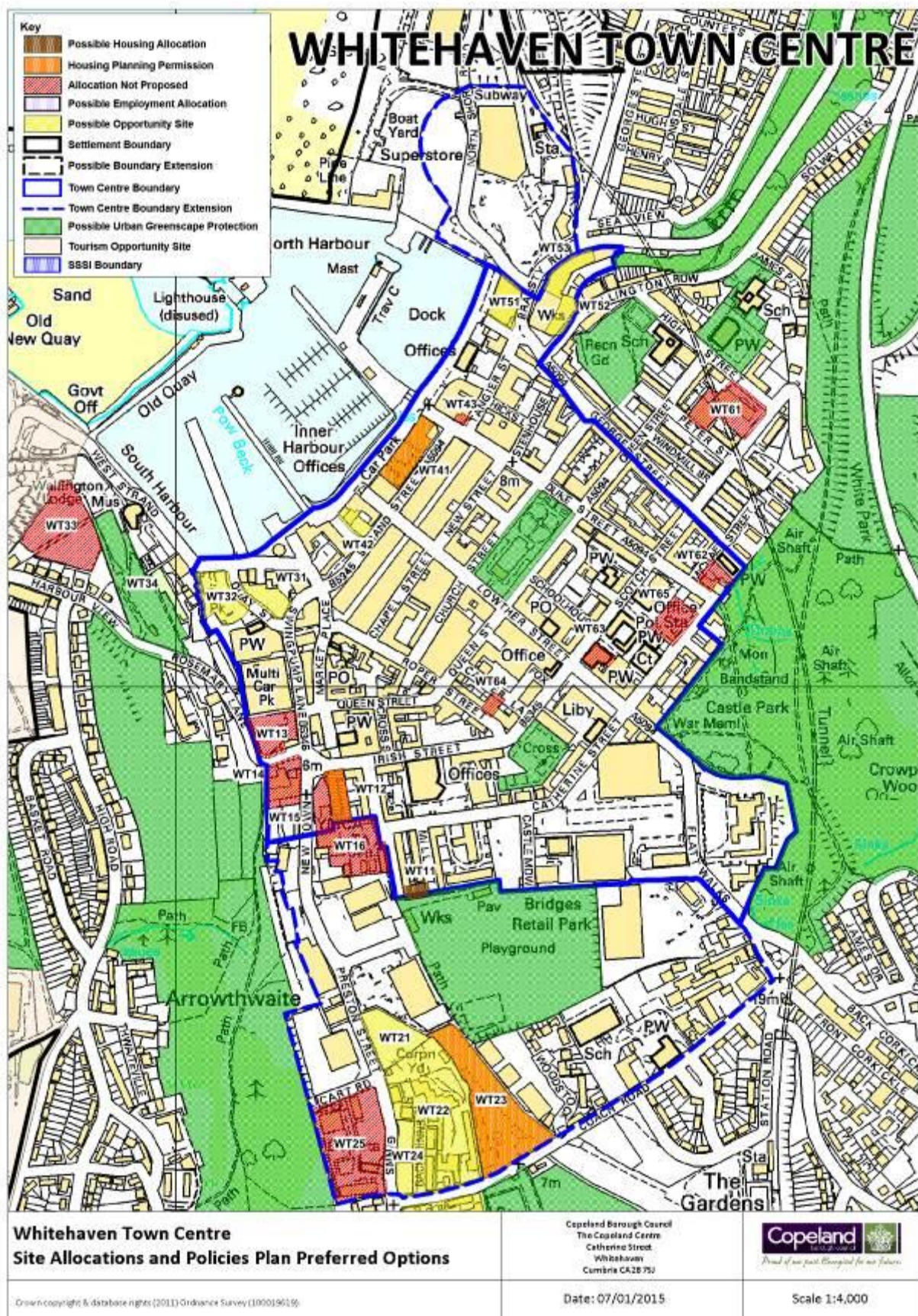
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Place ref.	Site	SHLAA Ref	SHLAA RATING	Yield	Assessment
					housing.
WN2	North East Bay Vista	CS43	0-5	25	Consider allocation for housing.
WN7/WN9	<i>Brisco Bank , Quality Corner (Rannerdale Drive)</i>	CS48	Disc.	35	<i>No (landscape, surface water drainage issues)</i>

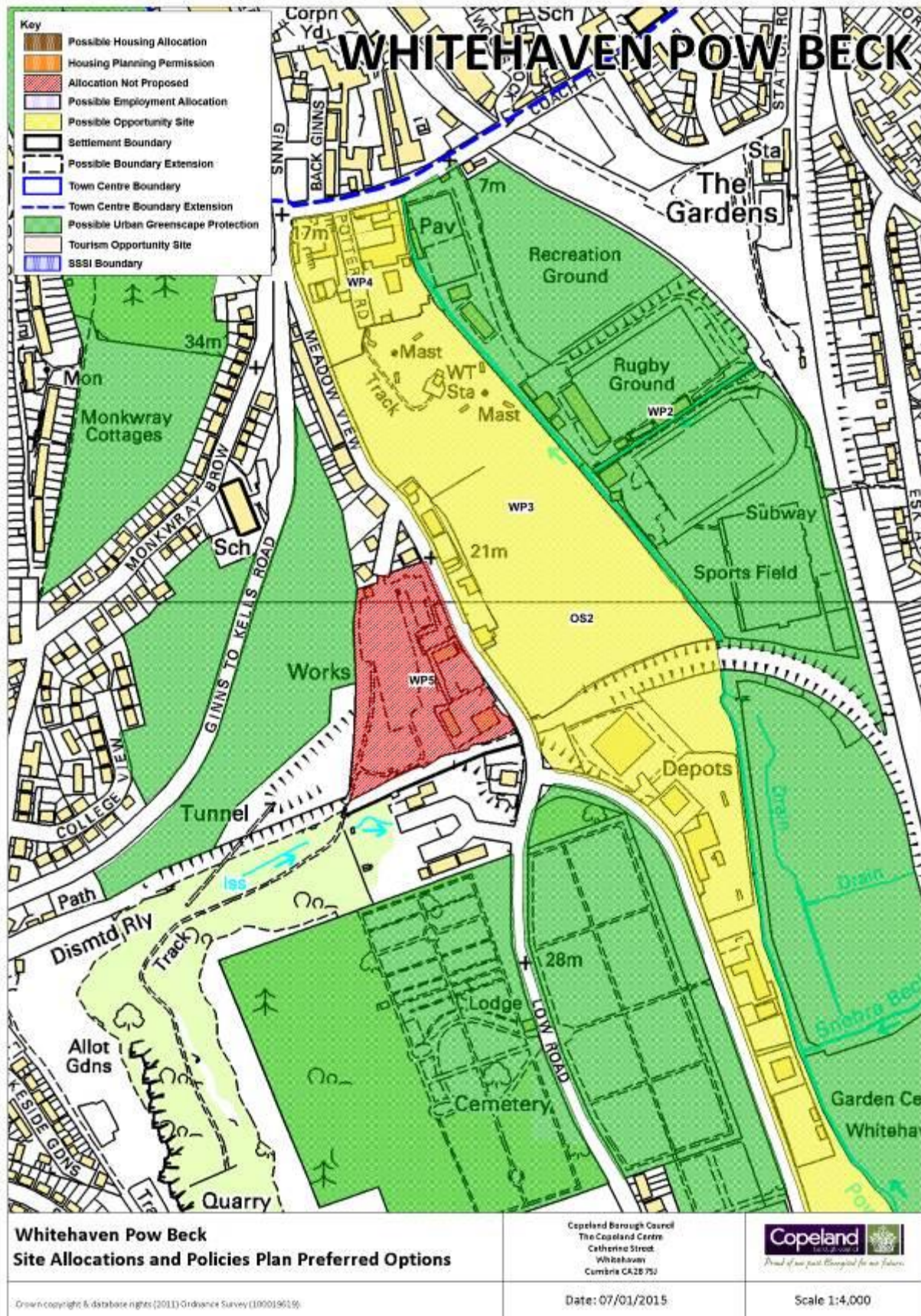
**Whitehaven suitable sites total                      1733**  
**Target 1553 - 1863**



## Local Plan inset maps



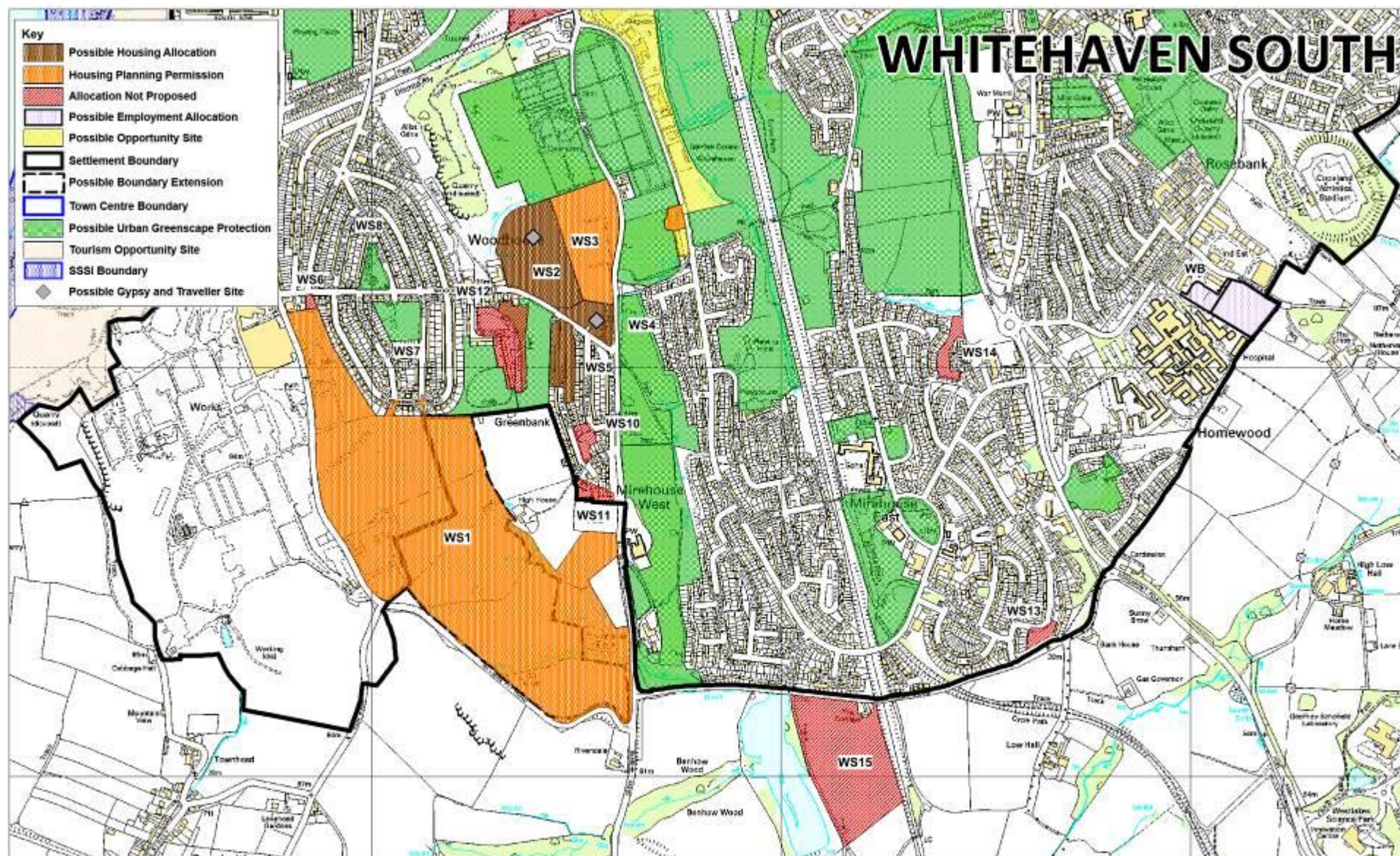












**Whitehaven South**  
**Site Allocations and Policies Plan Preferred Options**

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



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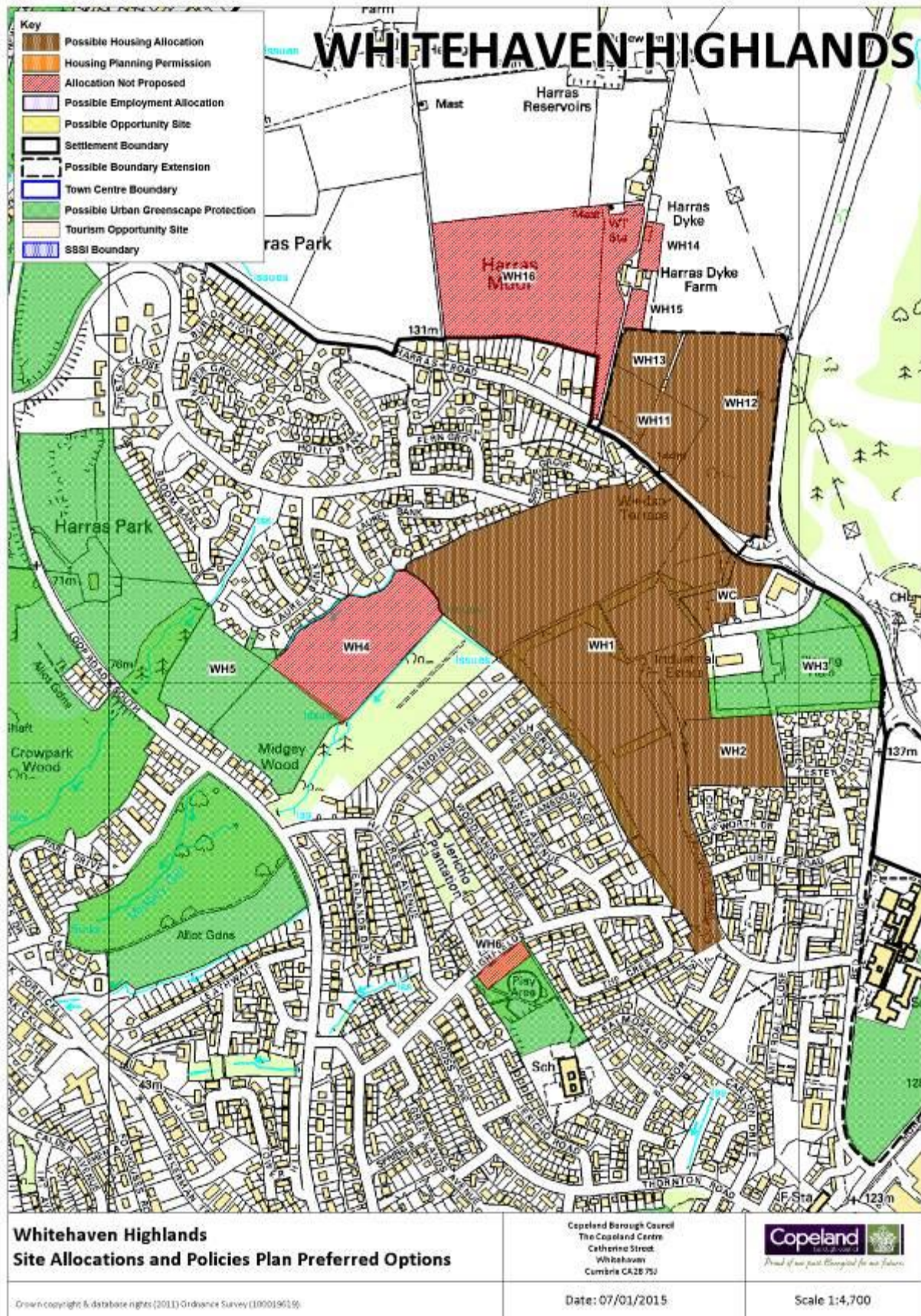
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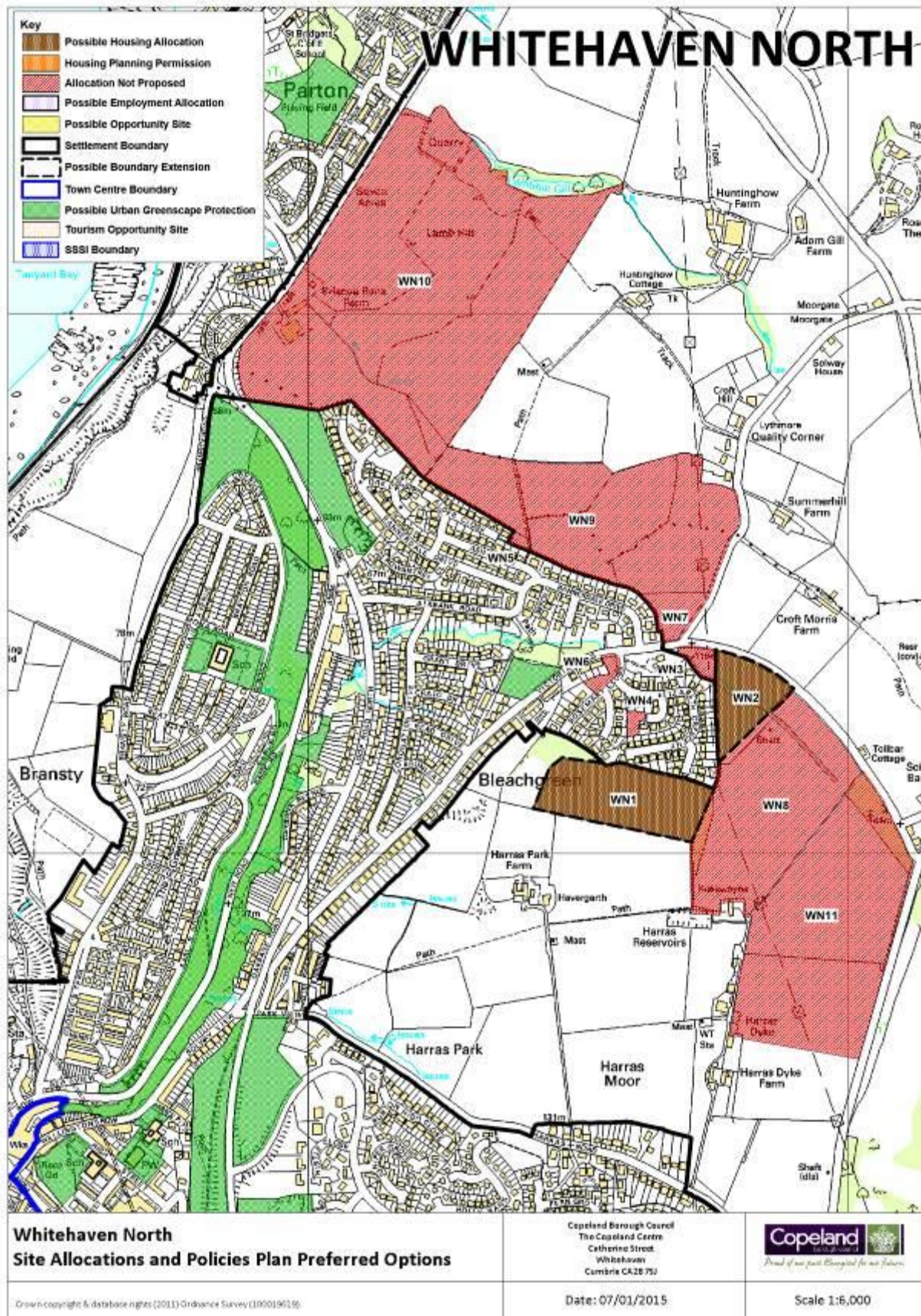












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## **4.4 Cleator Moor Strategic Summary**

### **Planning for Cleator Moor - the strategy**

4.4.1 The Core Strategy lays down the following principles for the future development of Cleator Moor.

- As a Key Service Centre Cleator Moor is expected to accommodate at least 10% of the total development in the Borough.
- The town merits a moderate level of housing land allocation including extensions to the town as necessary, along with any unexpected 'windfall' housing development that may come along on infill sites within the existing built-up area. Larger sites should have a proportion of affordable housing. The strategy anticipates that the existing settlement boundary will need to be reviewed in the Site Allocations and Policies Plan, with the south west of the town being the most likely area for development land being found. (This is because of constraints, mainly protected nature areas and land prone to flooding, in other directions).
- Small and medium business enterprises will be encouraged to set up and grow, with a focus on links to the nuclear and tourism sectors. The evidence suggests that the existing supply of employment land should be retained, and not made available for non-employment purposes such as housing.
- The town should be supported to retain a range of shopping and leisure facilities, and mixed use development will be supported in and on the edges of the town centre.

### **Policy for housing**

4.4.2 The strategic aim is for Cleator Moor to provide land for between 345 and 414 homes to be built by 2028. These figures would be enough to provide for the forecast needs of the town as well as allowing for growth. The Strategic Housing Land Availability Assessment has found land for 615 units, of which sites for 136 are deliverable within 5 years. On the face of it this suggests that enough land can be found to meet the town's targets.

4.4.3 The Strategic Housing Market Assessment, based on 2010 household survey data, suggests that the market supply of different types of home in Cleator Moor is reasonably balanced. However, there is unmet demand for larger detached houses. At present the precise impact of the under-occupancy penalty or 'bedroom tax' on demand for small units is not yet clear.

### **The preferred approach for Cleator Moor**

4.4.4 The Borough Council is recommending that land be allocated to concentrate extension in particular directions. (See paragraph 3.5.30, Settlement Boundaries, Option 2.)

- allocate a package of sites in and next to the existing built-up area (Housing Option 1) with growth southwards along Jacktrees Road (Housing Option 2);
- retain existing employment allocations;

- 
- retain existing green infrastructure including public open spaces and playing fields.

4.4.5 Along with this, the Leconfield Industrial Estate will be retained for employment use and the existing approach to open space provision will be continued. The site on Market Street is retained as an allocation for town centre-related uses, and beyond that no allocations are made to extend the town centre.

#### **Land for employment**

4.4.6 The main source of jobs and business opportunity is the Leconfield Industrial Estate and this will continue. Although the site would benefit from upgrading to make it fully competitive on the market, it continues to attract small scale businesses.

4.4.7 The Council will support the creation of new retail and office space to improve the vitality and viability of the town centre.

4.4.8 **Alternative option:** Leconfield has been put forward in the SHLAA for partial development for housing. The Council does not consider this to be a viable proposition as the site does not seem to be capable of providing an attractive residential environment without removal of at least some of the businesses there, and there is no feasible alternative source of space for businesses in the town.

#### **Community facilities**

4.4.9 Cleator Moor is reasonably well equipped with community facilities at present, and there are no firm proposals for such development, or evidence of significant shortfalls.

4.4.10 However, substantial house building will result in demand for school places to an extent that cannot be met by current provision. Therefore educational provision will be a priority for the Borough Council when negotiating developer contributions.

4.4.11 Contributions may also be sought towards bolstering recreational provision, for example on the retained open space at the Ehenside school site.

#### **The town centre**

4.4.12 Two alternatives have been considered as regards the town centre:

- **Option 1: Expansion.** The Council does not consider that there is scope to plan for an expansion of retail provision. The Retail study (2012) supports that conclusion. Other than the retained town centre site on Market Street, no allocations of land for town centre development are proposed. However, if commercially viable development proposals which would enhance the town centre do come forward, they will be supported.
- **Option 2: Contraction.** It is arguable that the presence of vacant shops and other buildings could justify converting them into other uses such as housing, with the town centre contracting to a more viable core of shops. The Council does not support this as there is potential to attract housing development to the sites available, especially in the context of the large numbers of workers who would come into the district to build the proposed power station, and this would increase demand for shops in the town. (Applications to convert retail premises to other uses will be considered on their merits, but mixed use – that is, retail or



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commercial use on the ground floor with flats or other business use above – is preferred.)

#### **Green infrastructure (open space)**

- 4.4.13 The main concentration of open space available for public use is broadly in the centre of the town, west of the town centre, including reclaimed former mine and railway land focused around the cycle path, along with allotments and the pitches used by Cleator Moor Celtic. Taken as a whole this land represents a wildlife corridor going through the town and almost cutting it in two.
- 4.4.14 Similarly, the 'Big Hill' at the end of Todholes Road is a creative reuse of derelict land, with a tree population providing a good home for wildlife, and should be retained.
- 4.4.15 The Ehenside school playing fields should be retained.
- 4.4.16 The Open Space Study (2011) suggested that there is a shortage of parks and gardens in Cleator Moor. It is unlikely that there will be resources to create more of these in the foreseeable future. However, the shortage of this type of open space can be seen against the closeness of accessible countryside. The Council may seek contributions from developers to create informal open space, or improve existing green areas, where housing development will add to pressure on the existing spaces.
- 4.4.17 **Alternative Option:** No realistic alternative to this has been identified. To release open space for building would be contrary to the Core Strategy (Policy SS5); whilst to increase it significantly is not feasible unless resources can be found to maintain it.

#### **Assessed sites and the Core Strategy**

- 4.4.18 Almost all the sites recommended here will enable Cleator Moor (and Cleator) to grow in a way which will maintain the compactness of the settlements. The exception to this is Mill Hill, where development however is close to the main bus route to Whitehaven and whose development is not big enough to lead to the towns joining together (the Protection afforded to the Keekle valley is an additional safeguard).
- 4.4.19 Growth on the scale which could arise from these sites, given their location mostly within walking or cycling distance of Cleator Moor town centre, will add to the vitality of the town and improve the viability of its centre. The sites recommended as suitable for allocation are all considered to offer less risk of landscape damage, and therefore be more consistent with Core Strategy environmental policy, than those not supported. The potential exception to this is the land by the River Ehen around the former Cleator Mills factories. The factors taken into consideration include the fact that this area contains derelict industrial buildings which require action, but also of course that development here must not be vulnerable to flooding or increase the risk of flooding downstream. Advice from the Environment Agency has been of critical importance here.

#### **Note. Planning contributions associated with new development in Cleator Moor.**

- 4.4.20 Cleator Moor has a number of small 'gap' sites which need to be developed in order to improve the general appearance of the town, but whose development may well be dependent on attracting resources for affordable housing to be built (for owner purchase, shared equity or rent). Core Strategy policy (supported by national planning
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policy) indicates that the Council will expect developers to provide an element of affordable housing as part of any development where that would not make the development unviable. One way of meeting that policy would be to fund the provision of affordable housing off site. This is not normally considered a desirable way of securing affordable homes, but the circumstances of Cleator Moor may justify it. Therefore, in seeking contributions for affordable housing, the Council may be willing to negotiate off-site contributions.

4.4.21 The Council may also seek planning contributions for improvements to undevelopable or otherwise retained 'gap' sites to enable them to act as informal open space. The justification for this would be that

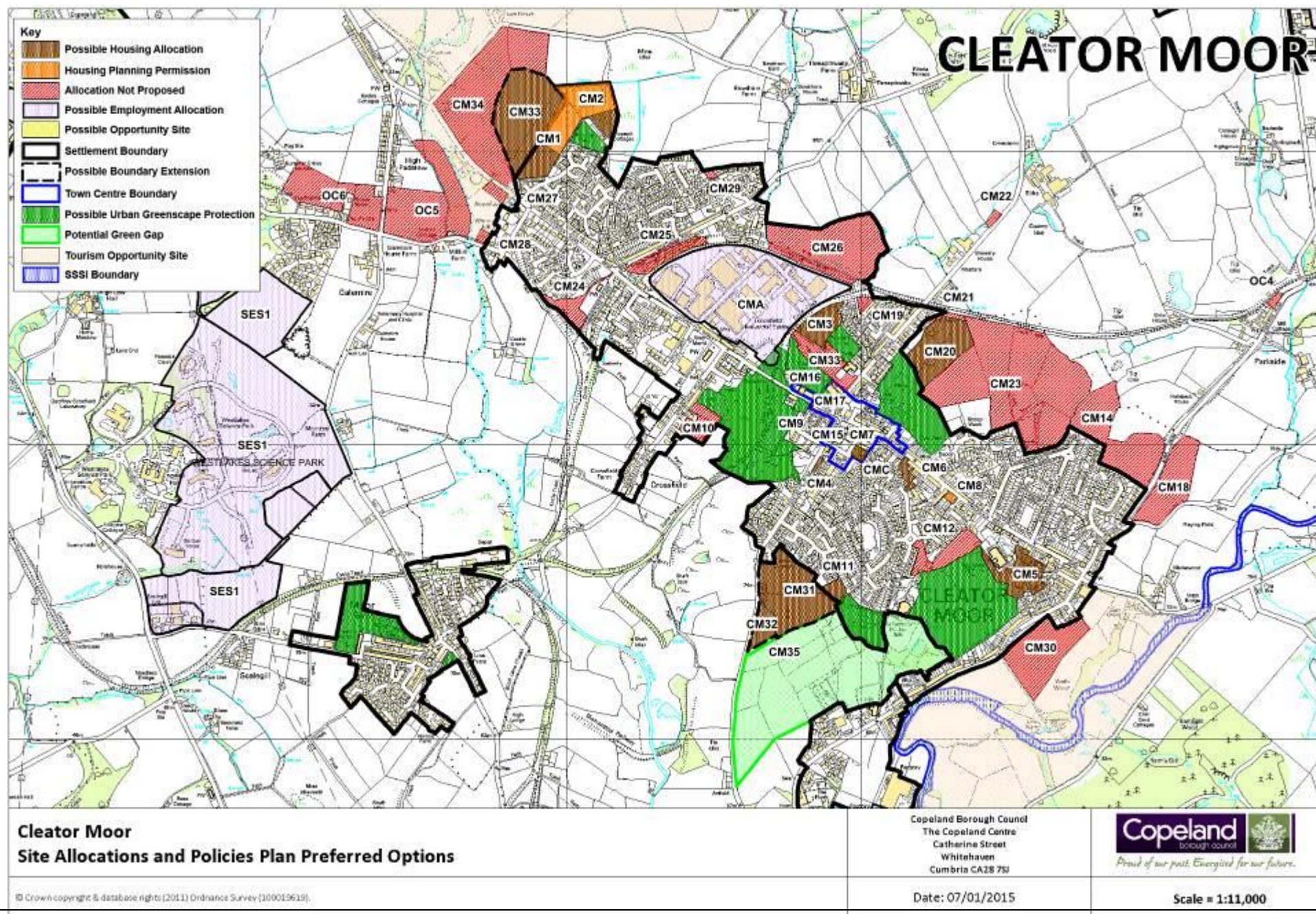
- it may be necessary, if housing development is bringing more 'footfall' into the town, to guard against wear and tear;
- by making the town centre more attractive, it would counteract the potential disbenefit of new residents driving through the town centre, increasing through traffic, without stopping there and spending money or using its facilities to the benefit of its viability.

**Figure 4.2: Sites suitable for allocation – Cleator Moor (with Cleator)**

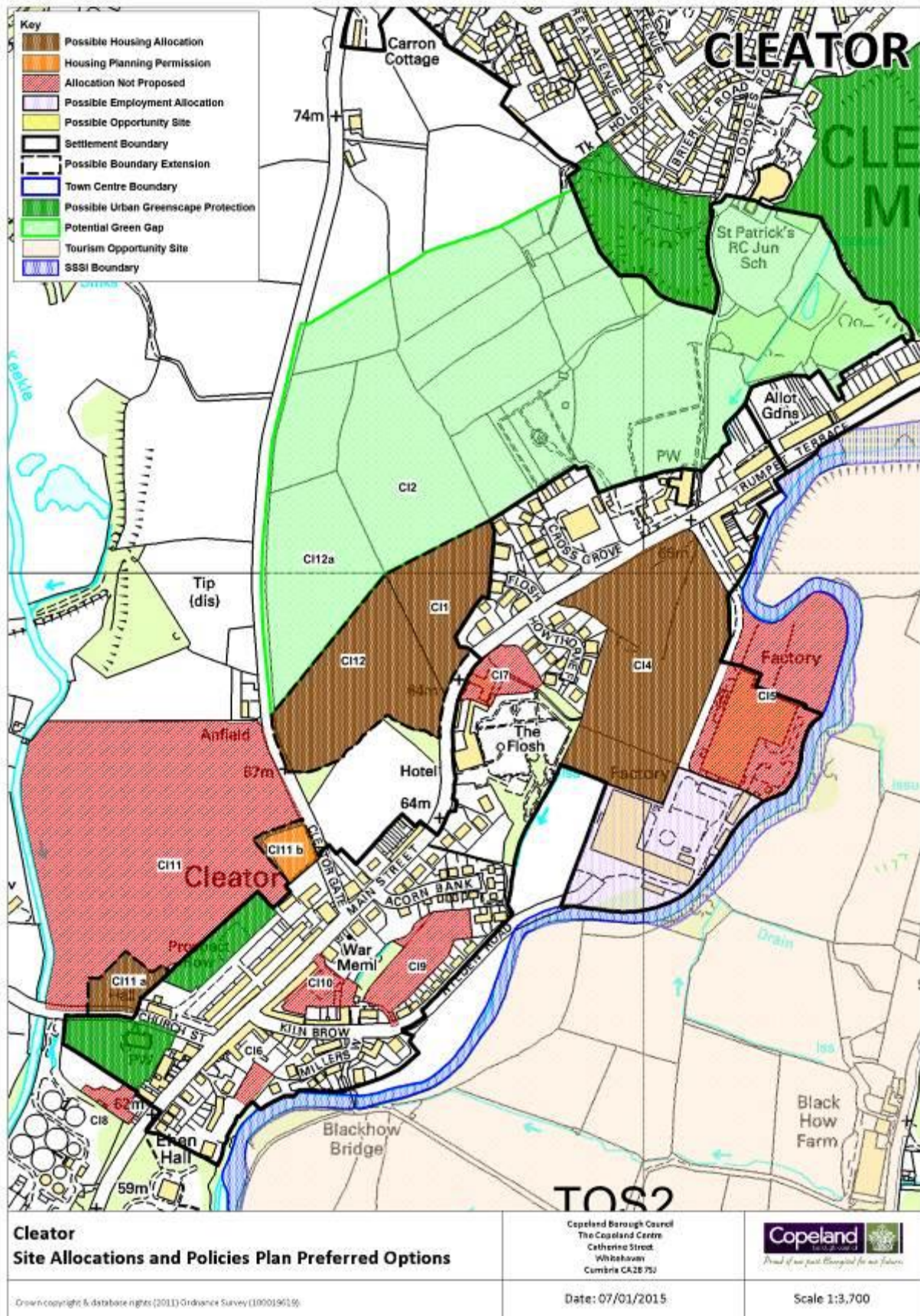
Place ref.	Site	SHLAA Ref	SHLAA RATING	Yield	Assessment
CMA	Leconfield Industrial Estate (also CM13)	CS29 LP E6	6-15	<b>2.5 ha.</b>	Retain for employment.
CMC	Market Street (see also CM7)	S176 LPCTC1	0-5	<b>0.2 ha.</b>	Opportunity site. OK mixed use or housing
CM1	Adj Mill Hill (phase 1)	S342	LP 2006	<b>66</b> Up to 100	Consider allocation for housing
CM2	Adj Mill Hill (phase 2)	S343	LP 2006	<b>70</b>	Planning permission for housing and on site
CM5	Ehenside School site	CS14	0-5	<b>43</b>	Consider allocation for housing.
CM6	Dentholme Road	S163	0-5	<b>10</b>	Consider allocation for housing.
CM7	Market Street	S176	LP 2006	<b>5</b>	Consider allocation for housing. (TC opp. site)
CM8	Methodist Church	S154	0-5	<b>10</b>	Consider allocation for housing.
CM11	Holden Place	S314	0-5	<b>12</b>	Consider allocation for housing.
CM20	Ennerdale View	SR04	Disc.	<b>93</b>	Consider allocation for housing.
CM31	Jacktrees North	-	n/a	<b>150</b>	Consider allocation (on part – green gap)
CM32	Jacktrees South	-	n/a	<b>30</b>	Consider allocation (of part – green gap)
CM33	Mill Hill West	-	n/a	Up to 100	Consider allocating towards the end of the Plan period, if required.
				<b>(499)</b>	
CI1	Flosh Meadows	SR12	0-5	<b>28</b>	Planning permission for housing (subject to S.106 agreement being signed)
CI4	Kangol land	S031	Disc.	<b>79</b>	Planning permission for housing (subject to S.106 agreement being signed)
CI11 a	Church Street	SR15 (part)	Disc.	<b>8</b>	Consider allocation for housing.
CI11 b	Cleator Gate	SR15 (part)	Disc.	<b>6</b>	Planning permission for housing
CI12	Jacktrees South	-	n/a	<b>50</b>	Consider allocating part of the site for housing

**Cleator Moor suitable sites total**                      **499**  
**With Cleator**    **660**  
**Target**                      **345 – 414**









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## **4.5 Egremont Strategic Summary**

### **Planning for Egremont - the strategy**

- 4.5.1 The Core Strategy lays down the following principles for the future development of Egremont.
- 4.5.2 As a Key Service Centre the town should be expected to take at least 10% of all development happening in Copeland.
- It should continue to provide a range of convenience and comparison shopping, with an emphasis on maintaining what the town already offers, especially if this can be supported by mixed use development in the town centre. Retail evidence work has suggested that there is scope for development adding 320 square metres of convenience shopping space (that is, groceries) and 1,575 sq. m. of comparison (non-food shopping) to the town centre's floorspace. Continuing public realm improvement would support this.
  - Small and medium enterprises will be encouraged to set up and grow, so opportunities should be provided for this to happen. Linkages to the nuclear sector and tourism should be fostered. The Bridge End estate is identified as being important for growth.
  - Moderate levels of housing provision should be provided for; this may require the town to outgrow its current boundaries, but infill development should also be encouraged. Larger sites especially should provide for affordable housing.

### **Policy for housing**

- 4.5.3 In line with the requirement that at least 10% of new development in Copeland should be in Egremont, the strategy is for the town to provide land for between 345 and 414 homes to be built by 2028. This should be enough to provide for the forecast needs of the town as well as allowing for growth. The Strategic Housing Land Availability Assessment has found land for 873 homes, of which sites for 339 are deliverable within 5 years. Thus it should be possible to bring forward, over the whole plan period, enough land to meet Egremont's strategic target.
- 4.5.4 There is an issue in the shorter term, which is that there is only just enough 'deliverable' land to provide a five year supply, and most of this land is not within the settlement boundary. This why the Core Strategy (paragraph 3.5.15) specifically identifies the south and south-west of the town as an area where changes to the boundary will be considered. Another area where extension is a possibility is on the north-west side of the town, there being deliverable land near to or alongside land already allocated for development at Gillfoot.
- 4.5.5 The Strategic Housing Market Assessment indicated (using data from the 2010 household survey) that there is unmet demand for larger detached houses, and also for bungalows. There are also indications of unmet need for affordable smaller (one bedroom) properties, both for the elderly and for younger small households.

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### The preferred approach for Egremont

4.5.6 The Borough Council is recommending that land be allocated to concentrate extension in particular directions. (See paragraph 3.5.20, Settlement Boundaries, Option 2.)

- (a) West/north west (How Bank and Gillfoot)
- (b) South/south west (Gulley Flats/Uldale View)

(Note that these choices would not rule out development elsewhere in the town, within the existing boundary.)

4.5.7 The potential disadvantage of this approach is that the designation of areas where the town will expand will lead to pressure from landowners and/or developers to take them further, leading to the town spreading too far into the countryside.

### Land for employment

4.5.8 The land available for business development has already been allocated in the 2006 Local Plan, as follows.

- **Bridge End** and the land available to extend it is considered sufficient to cater for likely demand for general employment uses, and there is no need either to look for more of this kind of land in the town or to consider making any of it available for non-business uses.
- **Alternatives.** The Borough Council does not support alternative uses here as this land has been found in studies of the employment land supply to be a valuable resource both for the economy of Egremont and potentially to support new developments in the nuclear sector.
- **Land at Chapel Street** (including the existing car park) has been allocated as an 'Employment Opportunity Site'.
  - It is suitable for a range of town centre purposes (that is, shops, catering or leisure) or offices.
  - Mixed use development would be appropriate here. That might include a residential element, for example apartments above shops or a small social or sheltered housing development.
  - The Council would support the retention of an element of public car parking to serve the town centre.
  - **Alternatives.**
    - (1) Housing development has been suggested here. The Council does not support the loss of the whole site to housing, as the land is a valuable resource offering potential for the town centre, or businesses within it, to expand.
    - (2) General employment use. This is not supported as it would be of less value to the town than retail or allied use, and there is land available for industrial units at Bridge End.

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### Green infrastructure (open space) and recreation

- 4.5.9 A network of open spaces is already allocated in the 2006 Local Plan. The Council proposes to retain all these spaces. Core Strategy Policy SS5 supports the retention of them as 'green infrastructure'; enhancement of these spaces, in particular by tree planting where this is lacking, will be supported where resources permit.
- 4.5.10 The designated open spaces are shown on the Proposals Map.

#### Alternatives:

- 4.5.11 **Option 1: Designate new open spaces.** No demand has been identified for new open spaces, so no new allocations are proposed.
- (Note that new amenity open spaces will be provided as part of new housing development. Development Management Policy DM12 'Standards for New Residential Development' requires developers to do this on developments of more than 10 homes.)
- 4.5.12 **Option 2: Release selected open spaces for development.** This is not supported. It would be contrary to Core Strategy Policy SS5 (Provisions and Access to Open Space and Green Infrastructure).
- 4.5.13 There is no evidence of need to allocate land for community uses or for retail. Proposals for such developments would be permissible in principle under relevant Core Strategy Policies (ST2, ER9 and SS4) and would be dealt with on their merits.

#### Assessed sites and the Core Strategy

- 4.5.14 Core Strategy Policy ST2B supports "moderate levels of development reflecting the scale and functions of the smaller towns and contributing to the regeneration of the town centres". This would help to achieve the objective stated in Core Strategy Figure 3.2, to retain and improve the range of shopping. To do this, housing development has to be substantial and attractive to incomers.
- 4.5.15 The locations on the west and south west sides of Egremont can do this within the terms of the spatial development strategy, standing in a reasonably good relationship to the main part of the town. Their situation is such that they will not greatly conflict with the environmental policies such as those relating to landscape, biodiversity and flood risk.
- 4.5.16 The level of development in each of these areas may be restricted by drainage in the How Bank area, and by traffic considerations in the south west. Therefore the Plan does not conclude that one or the other should be the sole direction for growth, as it is possible that reduced site capacities will make it necessary to split development between the two zones.

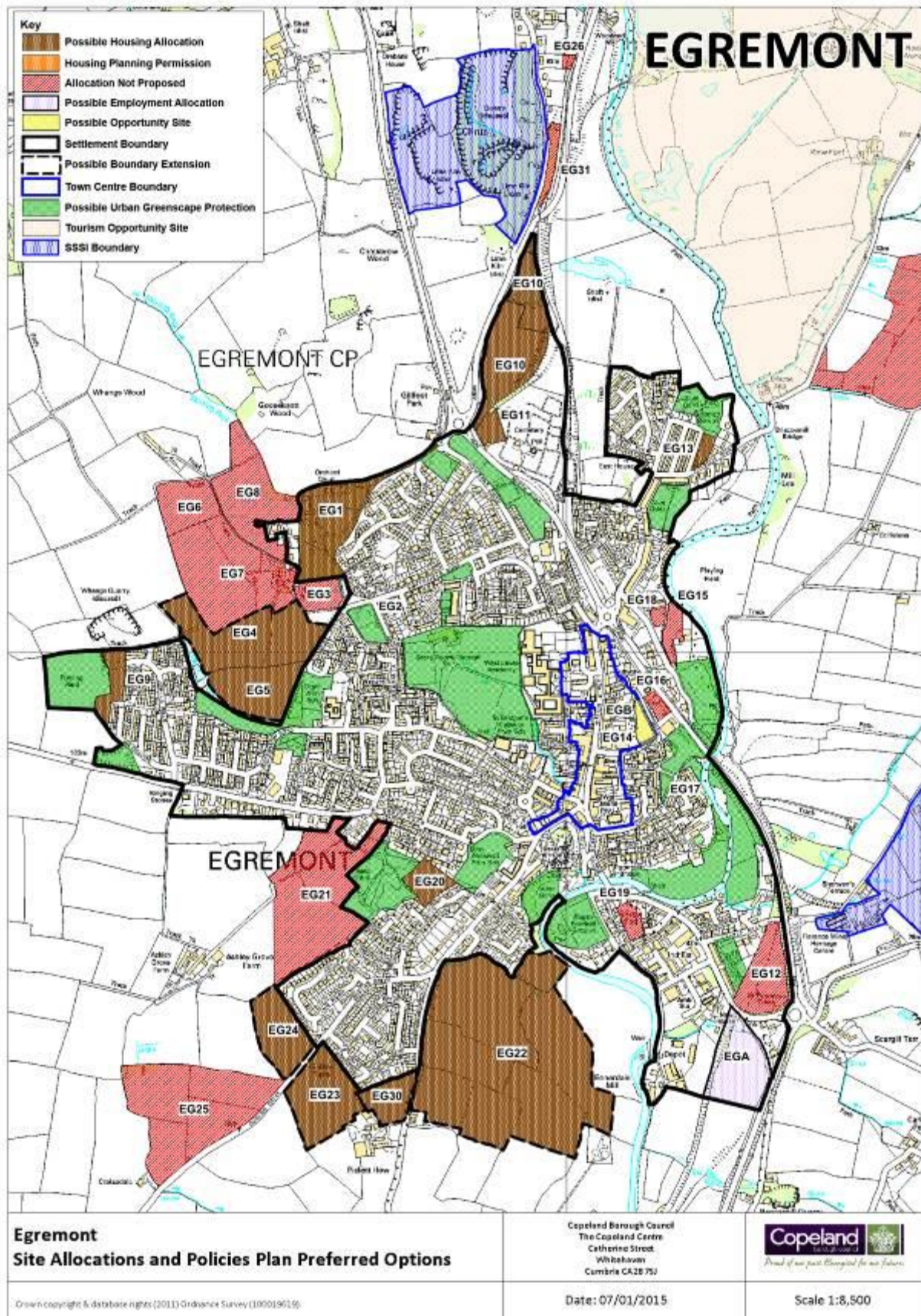


**Figure 4.3: Sites suitable for allocation – Egremont**

Place ref.	Site	SHLAA Ref	SHLAA RATING	Yield	Assessment
EGA	Bridge End extension	- LP E10	n/a	<b>2.9 ha.</b>	Retain as employment
EGB	Chapel Street	LP EEOS1	Disc.	<b>0.9 ha.</b>	Retain as opportunity site (TC/mixed use)
<i>EG1</i>	<i>Gillfoot Mansion</i>	<i>S344</i>	<i>LP 2006</i>		<i>Retain for housing (yield uncertain).</i>
EG3	How Bank Farm A	SR18	0-5	<b>25</b>	Consider allocation for housing.
EG4	How Bank Farm B	SR19	0-5	<b>166</b>	Consider allocation for housing.
EG5	How Bank Farm C	SR20	0-5	<b>78</b>	Consider allocation for housing.
EG9	Ashlea Road	S211	6-15	<b>26</b>	Consider allocation for housing.
<i>EG10</i>	<i>Egremont furthest north</i>	<i>S37/ S345</i>	<i>LP 2006</i>		<i>Consider for housing (yield uncertain).</i>
EG11	Adj. Toll Bar House	S206	6-15	<b>14</b>	Consider allocation for housing.
EG12	St. Thomas's Cross	S193	6-15	<b>64</b>	Consider allocation for housing.
EG13	Brisco Mount	S317	6-15	<b>9</b>	Consider allocation for housing.
<i>EG20</i>	<i>Sandholes East</i>	<i>S214</i>	<i>6-15</i>		<i>Consider for housing (yield uncertain)</i>
EG22	Adj. Daleview Gardens	CS54	6-15	<b>152</b>	Consider allocation for housing.
EG23	Gulley Flatts East	CS55	0-5	<b>98</b>	Consider allocation for housing.
EG24	Gulley Flatts West	CS56	0-5	<b>68</b>	Consider allocation for housing.
EG30	North of Pickett How	-	-	<b>36</b>	Consider allocation for housing.

*Sites in italics are considered acceptable in principle for housing but are not included in supply calculations as physical constraints may make them undevelopable.*

**Egremont suitable sites total                      736**  
**Target 345 – 414**



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## **4.6 Millom Strategic Summary**

### **Planning for Millom - the strategy**

- 4.6.1 The Core Strategy lays down the following principles for the future development of Millom.
- Millom is expected to accommodate at least 10% of the total development in the Borough, and special attention will be given to its function as the centre for South Copeland.
  - As a Key Service Centre Millom merits a moderate level of housing land allocation including extensions to the town as necessary, along with any unexpected 'windfall' housing development that may come along on infill sites within the existing built-up area. Larger sites should have a proportion of affordable housing. The strategy anticipates that the existing settlement boundary will need to be reviewed in the Site Allocations and Policies Plan, with the south west of the town being the most likely area for development land being found. (This is because of constraints, mainly protected nature areas and land prone to flooding, in other directions).
  - Small and medium business enterprises will be encouraged to set up and grow, with a focus on links to the nuclear and tourism sectors. The evidence suggests that the existing supply of employment land should be retained, and not made available for non-employment purposes such as housing.
  - The town should be supported to retain a range of shopping and leisure facilities, and mixed use development will be supported in and on the edges of the town centre.

### **Preferred approach for Millom**

#### **Policy for housing**

- 4.6.2 The strategy is for Millom to provide land for between 345 and 414 homes to be built by 2028. This should be enough to provide for the forecast needs of the town as well as allowing for growth. The Strategic Housing Land Availability Assessment has found land for 226, of which sites for 47 are deliverable within 5 years. This indicates a probable shortfall, meaning that more sites need to be found, and a recently submitted site may help to meet this shortfall. To accommodate this it is likely that the town will have to grow – in other words, that its settlement boundary will have to be extended. The site at Poolside, in nearby Haverigg, may also help contribute to the housing supply for the wider Millom area.
- 4.6.3 The Strategic Housing Market Assessment indicated (using data from the 2010 household survey) that there is a shortage of supply of one and two bedroom properties (which may recently have been made worse by the so-called 'bedroom tax'), but also a shortage of detached and semi-detached houses. Shortages as regards affordable units focus on larger properties - that is, three bedroom or larger family houses, or two bedroom homes for elderly households.

- 
- 4.6.4 The Borough Council is recommending that land be made available to permit moderate expansion (see paragraph 3.5.39, Settlement Boundaries, Option 3). This is based on allowing land release on the western side of the town, while also remaining in favour of development of the various small sites available within it.
- 4.6.5 Development Management Policies (DM10, DM25 and DM26) will ensure that developers will be required to show that their proposals will be designed so that any impact on the landscape will be minimised, and views of the town will be improved or at least not harmed.
- 4.6.6 Development will also be required to demonstrate that it is not vulnerable to flooding and does not increase the risk of flooding elsewhere (Strategic Policy ENV1 and Development Management Policy DM24).

#### **Land for employment**

- 4.6.7 All the options considered retain the existing employment land, as no alternative proposals have come forward.

#### **Green infrastructure (open space)**

- 4.6.8 The preferred housing growth option allows us to retain all the existing open space in Millom. There is no evidence of demand for more, and the Recreation Study carried out for the Core Strategy (in the Local Plan evidence base) did not identify significant shortfalls. It is possible, however, that the Council would seek developer contributions to improving existing provision.
- 4.6.9 There is no evidence of need to allocate land for community uses or for retail. Proposals for such developments would be permissible in principle under relevant Core Strategy Policies (ST2, ER9 and SS4) and would be dealt with on their merits.

#### **Assessed sites and the Core Strategy**

- 4.6.10 All the sites proposed for development in the following pages are compatible with Option 3. They are all compatible with Core Strategy objectives except to the extent that physical constraints (in particular, flood risk) may be an issue.
- 4.6.11 Note that all of these sites taken together do not add up to enough capacity to meet Millom's strategic house building target. Therefore each site not allocated will reduce the town's ability to meet its forecast housing needs.
- 4.6.12 The development options not recommended would have ruled out development outside the 2006 settlement boundary and thus prevented the town from reaching its Core Strategy development target, which is why they are not supported. The preferred approach requires Moor Farm and/or the Grammerscroft site to be brought forward as quickly as possible, so that they can begin to produce homes within five years.
- 4.6.13 Retention of the existing employment land supply (sites MMA, MMB and MMC) provides enough land to meet the town's needs. There is no case for using MMA or MMB (Mainsgate Road and Devonshire Road) for other purposes, but there is potential for a range of tourism-related uses – such as hotel or self-catering accommodation - at Millom Pier (MMC).

- 4.6.14 Open space already existing in the town should be retained. There is no need for allocating any new public open space, except for any space that may be needed (such as play areas) if the Moor Farm and Back of Grammerscroft sites are developed.

**Figure 4.4: Sites suitable for allocation – Millom (with Haverigg)**

Place ref.	Site	SHLAA Ref	SHLAA RATING	Yield	Assessment
MMA	Mainsgate Road extension	S047/ CS51 LP E12	Disc.	<b>2.3 ha.</b>	Retain for employment (B2/B8)
MMB	Devonshire Road	- LP E13	n/a	<b>1.2 ha.</b>	Retain for employment (B2/B8)
MMC	Millom Pier	- LP E11	n/a	<b>3 ha.</b>	Allocate as Opportunity Site
MM2	Adj. Lowther Road estate	S347	LP2006	<b>30</b>	Consider allocation for housing.
MM3	Moor Farm	CS22	-	<b>175</b>	Consider allocation for housing.
MM4	CG Ashburner compound	S072	0-5	<b>9</b>	Consider allocation for housing.
MM9	Former Council depot Millom Rd	S089	0-5	<b>5</b>	Consider allocation for housing.
MM10	Former Highways depot Holborn Hill	S093	0-5	<b>8</b>	Outline planning permission for housing
MM17	Crook Field	SR23	Disc.	<b>40</b>	Suitable for allocation if not in Flood Zone 3
MM23	Back of Grammerscroft	n/a	n/a	<b>130</b>	Consider allocation for housing.
Ha1	Poolside, Haverigg	n/a	LP2006	<b>81</b>	Planning permission for housing

**Millom suitable sites total**

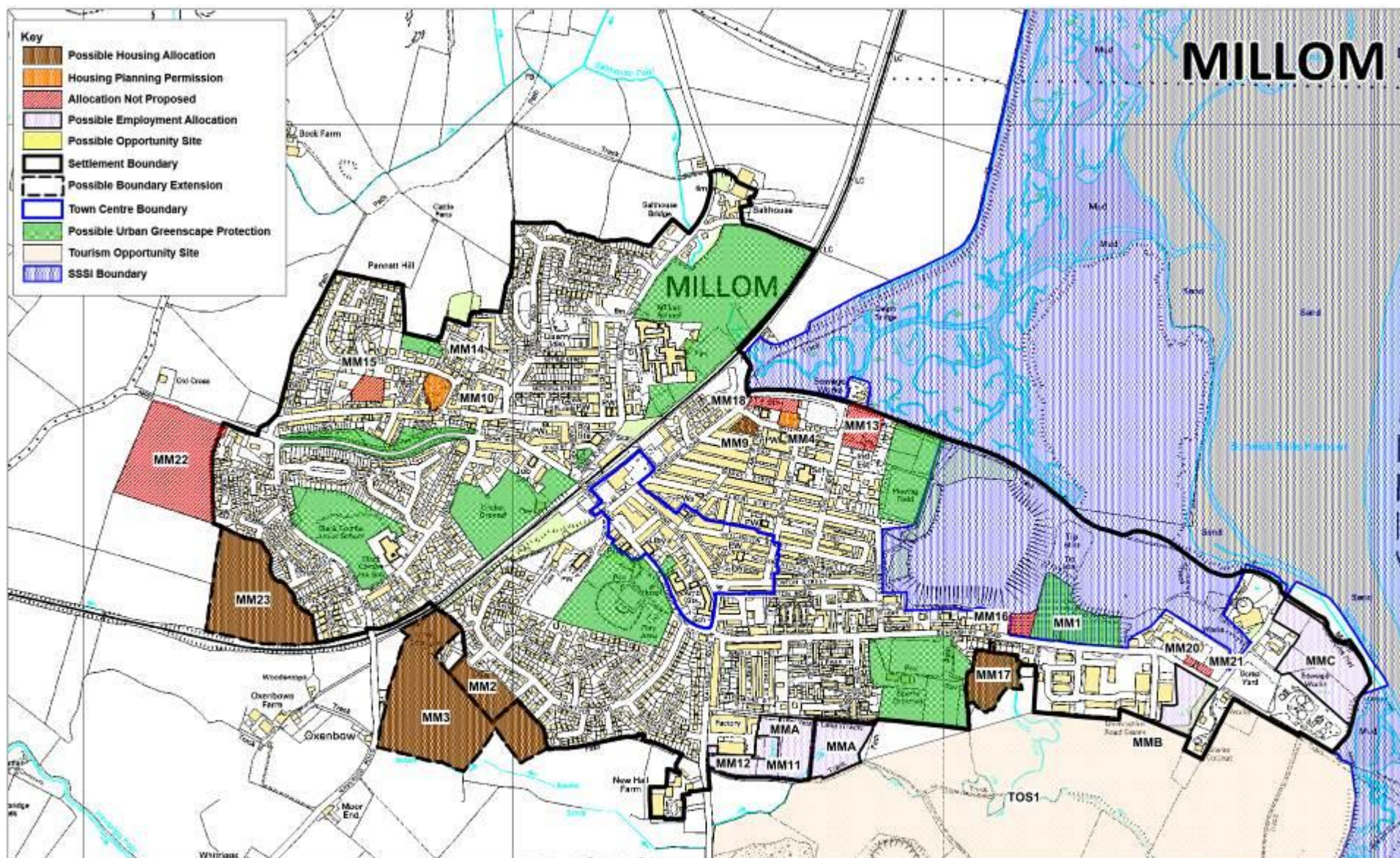
**397**

**With Haverigg**

**478**

**Target 345 – 414**





## Millom Site Allocations and Policies Plan Preferred Options

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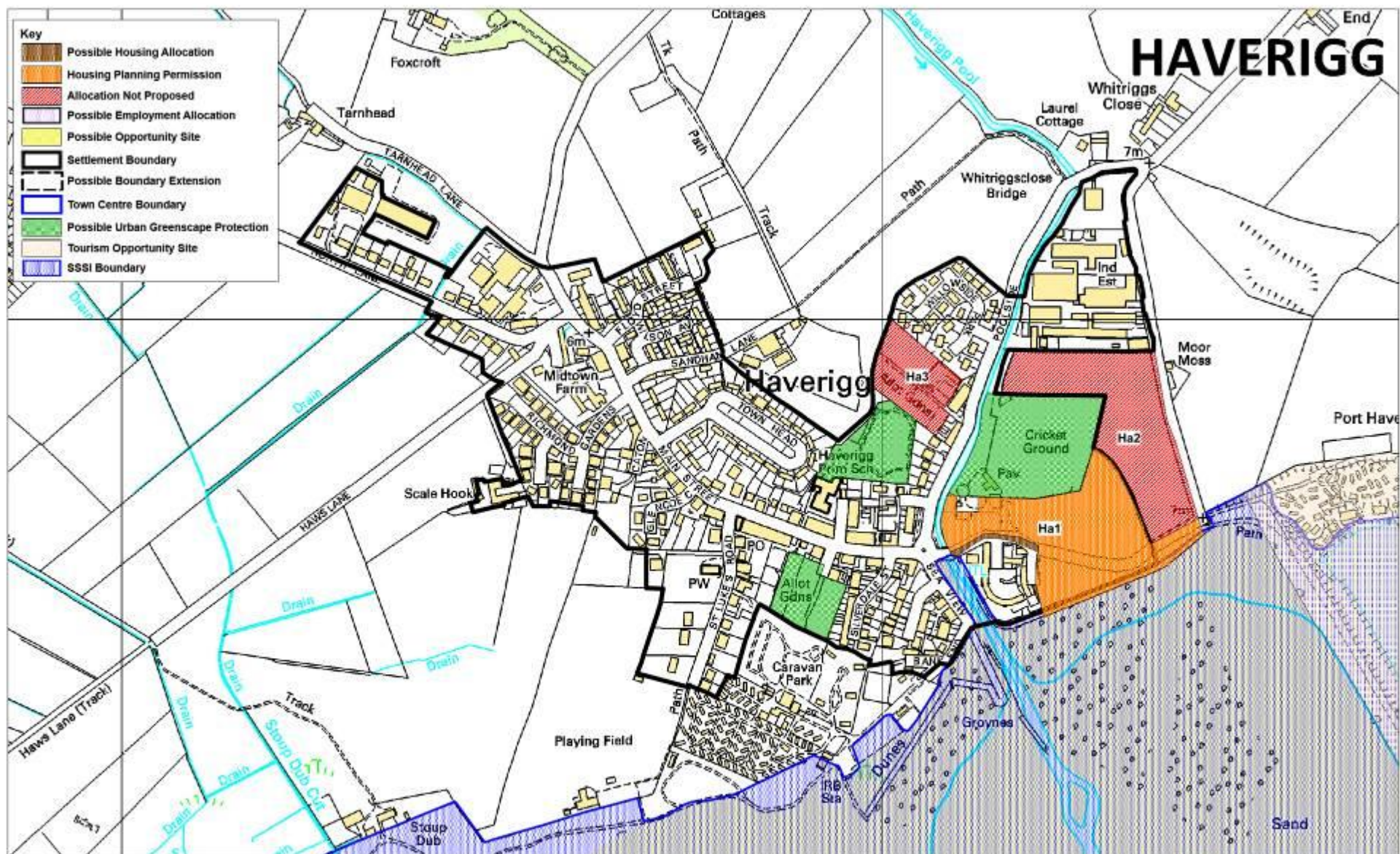
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The Copeland Centre  
Catherine Street  
Whitehaven  
Cumbria CA28 7SJ

Date: 07/01/2015

**Copeland**  
borough council  
*Proud of our past. Energised for our future.*

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## Haverigg Site Allocations and Policies Plan Preferred Options

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Scale = 1:4,500

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## 4.7 Local Centres Strategic Summary

4.7.1 The Core Strategy lays down the following principles for future development in local centres:

- New housing should not be more than 20% of the total provided in the Borough and should be built within the defined physical limits of development of the settlement as appropriate. Where needed, small extension sites on the edges of settlements may be permissible.
- New housing will be provided to meet general and local needs, and may be on 'windfall' rather than allocated sites. The provision of affordable housing is desirable.
- The emphasis in planning for employment will be on retention of existing businesses and premises. Expansion potential may include tourism related development but that should be limited by the need to respect the environment. New provision will most likely arise either in converted or re-used existing buildings, or on sites already allocated in the 2006 Local Plan.
- Retail and service provision should focus on shopping to meet local day-to-day needs (although farm shops may be encouraged where not conflicting with other policies); again, the Council will emphasise retaining existing businesses.

### Strategic options for the Local Centres

4.7.2 As each of these settlements has a different character, the choices for each individual village, including settlement boundary changes where there are potential sites that would require it, are dealt with in the following pages.

Note that the approach for planning for business development (including local services such as shopping) is set by the Core Strategy, and therefore alternative approaches are not put forward.

4.7.3 The Council has considered three possible ways of distributing development land between these centres.

4.7.4 **Option 1: An even distribution allocating land for development in each place.** There is logic in giving every village a share of the quantum of development that is allowed for at this level. The chief advantage is that it would mean that no one settlement would seem to be taking 'more than its share'; it might also be argued that it would result in more certainty of development, particularly for housing, being distributed evenly across the more rural areas. However, the SHLAA exercise has gone through three phases of inviting offers of land for development and there are a number of villages where little or no land has come forward – there is no reason to suppose that this will change. Alternatively, a potentially serious disadvantage would be that it would lead to pressure for land releases in places that do not have the right character, or the environmental capacity, to absorb so much development.

4.7.5 **Option 2: Allocate land for development where sites have been offered.** This approach has the merit of focusing on places where we know that land can be brought forward. The disadvantage is that there may be places where people feel that an



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excessive share of development is being planned for. It might also lead to some villages growing too fast, putting pressure on local infrastructure (such as roads) or services (such as schools) and sucking development away from the towns.

- 4.7.6 ***Option 3: Allocate land with regard to the capacity of villages to take it, as well as the availability of sites.*** This approach also focuses on the places where we know that landowners are willing to see development happen, but balanced against the environmental capacity of those places to accept development. This reduces the risk of large scale development in a small number of villages skewing the overall balance of housing across the district and increasing pressure for villages to grow faster than the Core Strategy permits. As with Option 2, there is a risk that people in some villages might feel that they are being ‘swamped’ by large housing development.
- 4.7.7 Options 2 and 3 would not stop development in villages with no allocated land, as small scale ‘windfall’ sites can still come forward as they have in the past.
- 4.7.8 The Council’s preferred approach is Option 3
- 4.7.9 An approach that takes advantage of land availability where there is land available, rather than going looking for more in places where none has come forward, must be the more practical alternative. Care will need to be taken to make sure that villages where a lot of land has been offered are not ‘swamped’ by development. Option 3 provides a better basis than Option 2 for doing this. However, the number of places where this may be a threat is less than would be the case if Option 1 were adopted, and the plan proposed development in places where there has been no demand for it.

#### **Implementation – Philosophy for Land Release**

- 4.7.10 Development is most desirable in the towns and, where land is suitable for development, it is made available even if that means there is a surplus.
- 4.7.11 The exception to that would be where release of a particular site or sites might prejudice development of other, sequentially preferable sites.
- 4.7.12 In smaller settlements land release will be monitored to make sure that development in these places is not taking place at excessive levels, that is, at a rate which could threaten urban regeneration. In pursuit of this aim, some sites whose development is acceptable will be phased.

**Figure 4.5: Sites suitable for allocation – Local Centres**

Place ref.	Site	SHLAA Ref	SHLAA RATING	Yield	Assessment
FrA	Frizington Road Workshops	CS59 LP E17	LP2006	<b>1 ha.</b>	Retain as employment
SeA	Seascale Rural Workshops	LP E21	LP2006	<b>0.7 ha.</b>	Retain as employment
DiA	Central Garage	n/a	n/a	<b>0.7 ha</b>	Consider allocation for employment.
DiB	Rear of Central Garage	n/a	n/a	<b>1.3 ha</b>	Consider allocation for employment.
DiC	Furnace Row	n/a	n/a	<b>2.2 ha</b>	Consider allocation for employment.
Ar1	Garage site Arlecdon Road	S335	0-5	<b>7</b>	Consider allocation for housing.
Ar3	Arlecdon Parks Road	SR33	6-15	<b>35</b>	Consider allocation for housing.
Ar4	Adjoining Sun Inn	CS38	6-15	<b>13</b>	Consider allocation for housing.
Ar5	Raltri (Barwise Row)	S326	6-15	<b>3</b>	Consider allocation for housing.
Ar7	Parks Road	SR11	0-5	<b>11</b>	Consider allocation for housing.
Ro4	Chapel Row	SR24	6.15	<b>39</b>	Consider allocation for housing.
	<b>Arlecdon/Rowrah suitable housing sites total</b>			<b>108</b>	
Be2	Croftthouse Farm	CS30	6-15	<b>5</b>	<i>Planning permission for housing.</i>
Be3	Hunter Rise	S039	6-15	<b>33</b>	OK in principle if highway access satisfactory.
Be4	Adjoining Croftthouse Farm	S339	6-15	<b>4</b>	Consider allocation for housing.
Be5	Barwickstead	SR32	6-15	<b>13</b>	OK in principle if highway access satisfactory.
	<b>Beckermest suitable housing sites total</b>			<b>55</b>	
Bi2	Bank End View	CS36	6-15		<i>Acceptable in principle if feasible – yield uncertain</i>
	<b>Bigrigg suitable sites total</b>			<b>0</b>	
Di1	Distington Hinnings Farm	- LP H26	LP 2006	(85)	Acceptable in principle but market interest in question
Di2	Distington Ennerdale View	S132	0-5	<b>11</b>	Consider allocation for housing.
Di3	Distington Kilnside	S331	6-15	<b>77</b>	Consider allocation for housing.
Di4	Distington Ennerdale Rd/Barfs Rd	CS78	6-15	<b>39</b>	Consider allocation for housing.
Di7	Distington rear of school		6-15	<b>5</b>	Consider allocation for housing.
Di12	Former concrete depot			<b>75</b>	Consider allocation for housing
	<b>Distington suitable housing sites total</b>			(282) <b>197</b>	

Place ref.	Site	SHLAA Ref	SHLAA RATING	Yield	Assessment
Ki1	Thistlegill Quarry, Kirkland	n/a	n/a	15	Consider allocation for housing
	<b>Ennerdale Bridge/Kirkland suitable sites total</b>			15	
Fr1	Lingley Fields Extension	CS01	0-5	29	Consider allocation for housing.
Fr 2	Adj Lindisfarne residential home	S131	0-5	27	Consider allocation for housing.
Fr 3	Opposite 187 Frizington Road	S149	0-5	21	Consider allocation for housing.
Fr4	Adjoining Avondale	S338	0-5	5	Consider allocation for housing.
Fr5	Mid Town Farm	S029	6-15	12	Consider allocation for housing.
Fr15	Lonsdale farm	n/a	n/a	(30)	OK in principle if highway access satisfactory
	<b>Frizington suitable housing sites total</b>			(124) 94	
Lo3	Solway Road	n/a	n/a	25	Consider allocation for housing
Pa3	Whites Row	S350	Disc.	12	Consider for housing if flood risk no longer an issue
	<b>Lowca/Parton suitable housing sites total</b>			37	
Mp1	High Moor Road	S329	0-5	5	Consider allocation for housing.
Mp2	Former housing Walkmill Close	S330	0-5	12	Consider allocation for housing.
Mp3	Bonny Farm, High Ghyll Bank	SR14	0-5	35	Consider allocation for housing.
Mp4	Walkmill Close	SR30	6-15	10	Consider allocation for housing.
Mp5	Dent Road	SR31	6-15	24	Consider allocation for housing.
Mp6a	Round Close (reduced site)	CS47	Disc.	20	Small development may be acceptable, not whole site
Mp7	School Brow		-		May be acceptable if deliverable
	<b>Moresby Parks suitable housing sites total</b>			(106) 86	
Mr1	Station Yard	S035	0-5	45	Consider allocation for housing.
Mr2	Rear of Clarack House	CS57	6-15	44	Consider allocation for housing.
Mr3	Rear of Social Club	CS63	6-15	46	Consider allocation for housing.
Mr5	Adjoining Scalegill Road	CS66	6-15	(175) 100	Consider allocation of part
Mr6	North Station Yard	CS67	0-5	74	Consider allocation for housing, if Mr1 is developed first.
Mr8	Allotments rear Penzance Street	CS65	Disc.	Up to 50? (120)	No (Open Space, access)

Place ref.	Site	SHLAA Ref	SHLAA RATING	Yield	Assessment
	<b>Moor Row suitable housing sites total</b>			<b>309</b>	
Se1	Links Crescent	S043	0-5	<b>30</b>	Planning permission for housing
Se2	Town End Farm East	S109	0-5	<b>38</b>	Consider allocation for housing.
Se3	Croft Head Road	S348	0-5	<b>20</b>	Consider allocation for housing.
Se4	Swang Farm	S099	6-15	<b>37</b>	Consider allocation for housing.
	<b>Seascale suitable housing sites total</b>			<b>125</b>	
<i>Sb2</i>	<i>Abbey Road 1</i>	<i>S229A</i>	<i>0-5</i>	<b>11</b>	<i>On site</i>
	<b>St Bees suitable housing sites total</b>			<b>11</b>	
Th1	South of Thornhill	CS79	6-15	(230) <b>75</b>	Allocate part; whole site likely to be unacceptable
	<b>Thornhill suitable housing sites total</b>			<b>75</b>	

**Local Centres total**

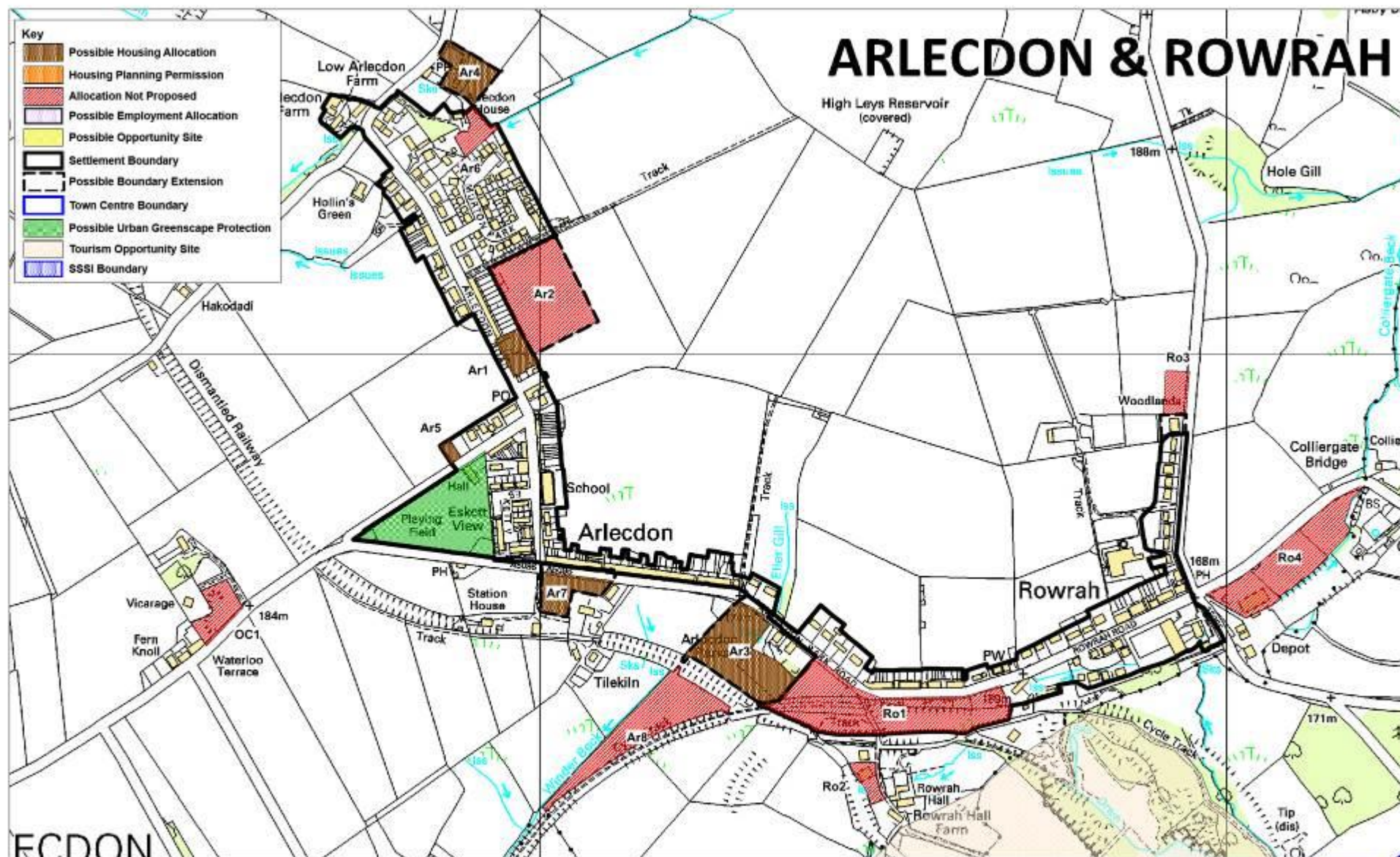
**1,142 (1,377)**

**Target (= 'ceiling')**

**690 - 830**

NB this figure excludes

Cleator (161); Haverigg (81), which are considered alongside Cleator Moor and Millom respectively.



**Arlecdon & Rowrah**  
**Site Allocations and Policies Plan Preferred Options**

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

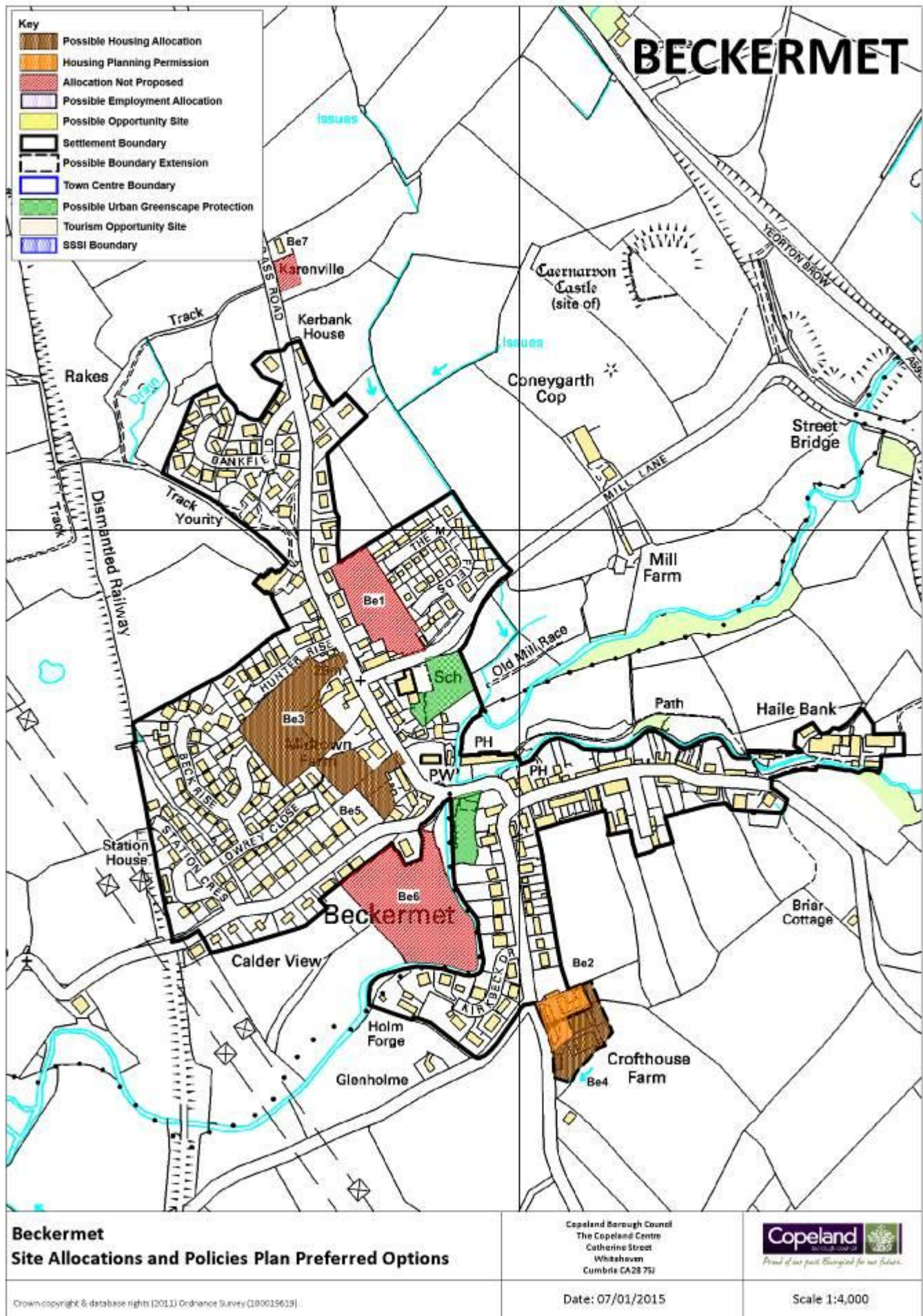


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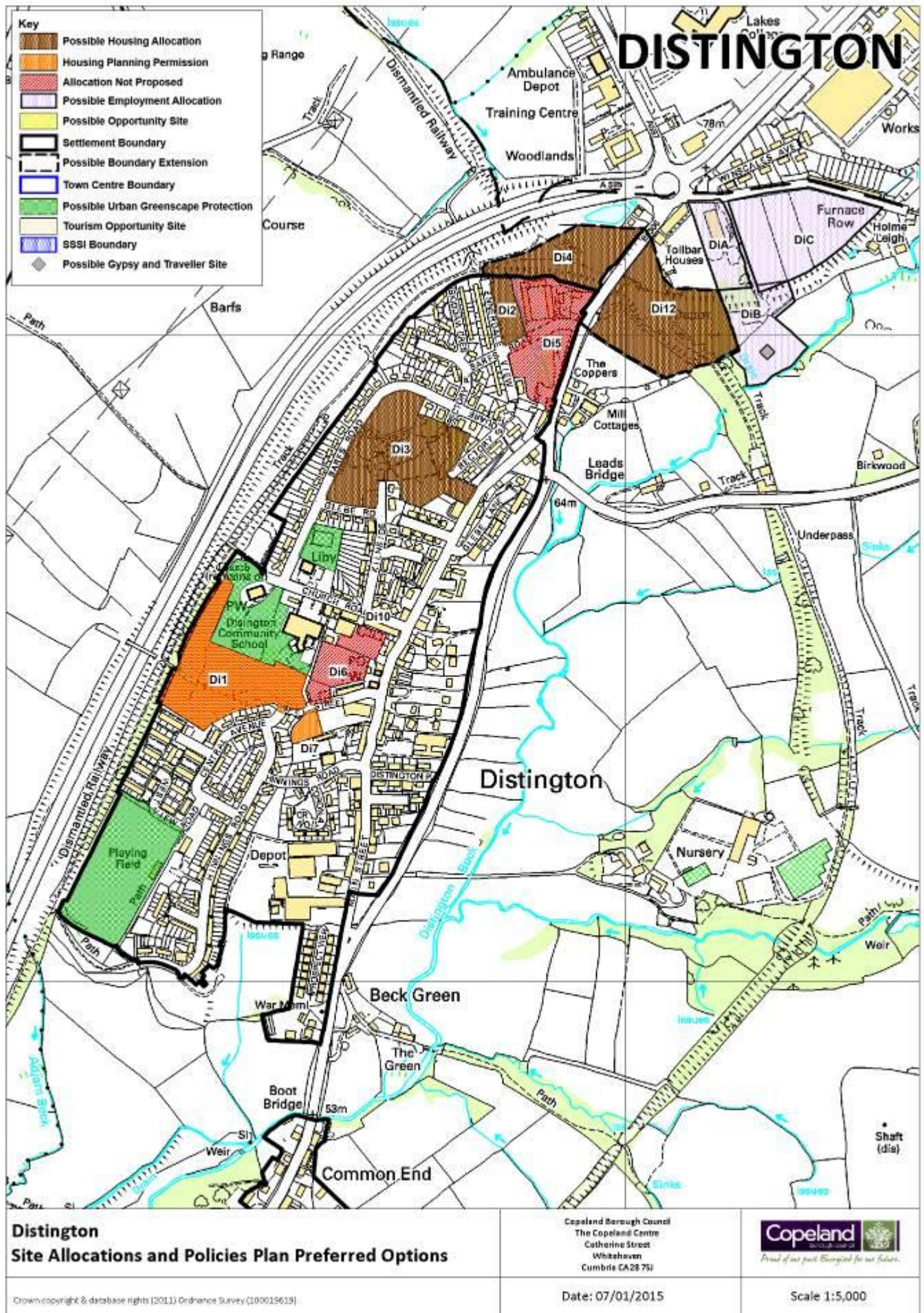




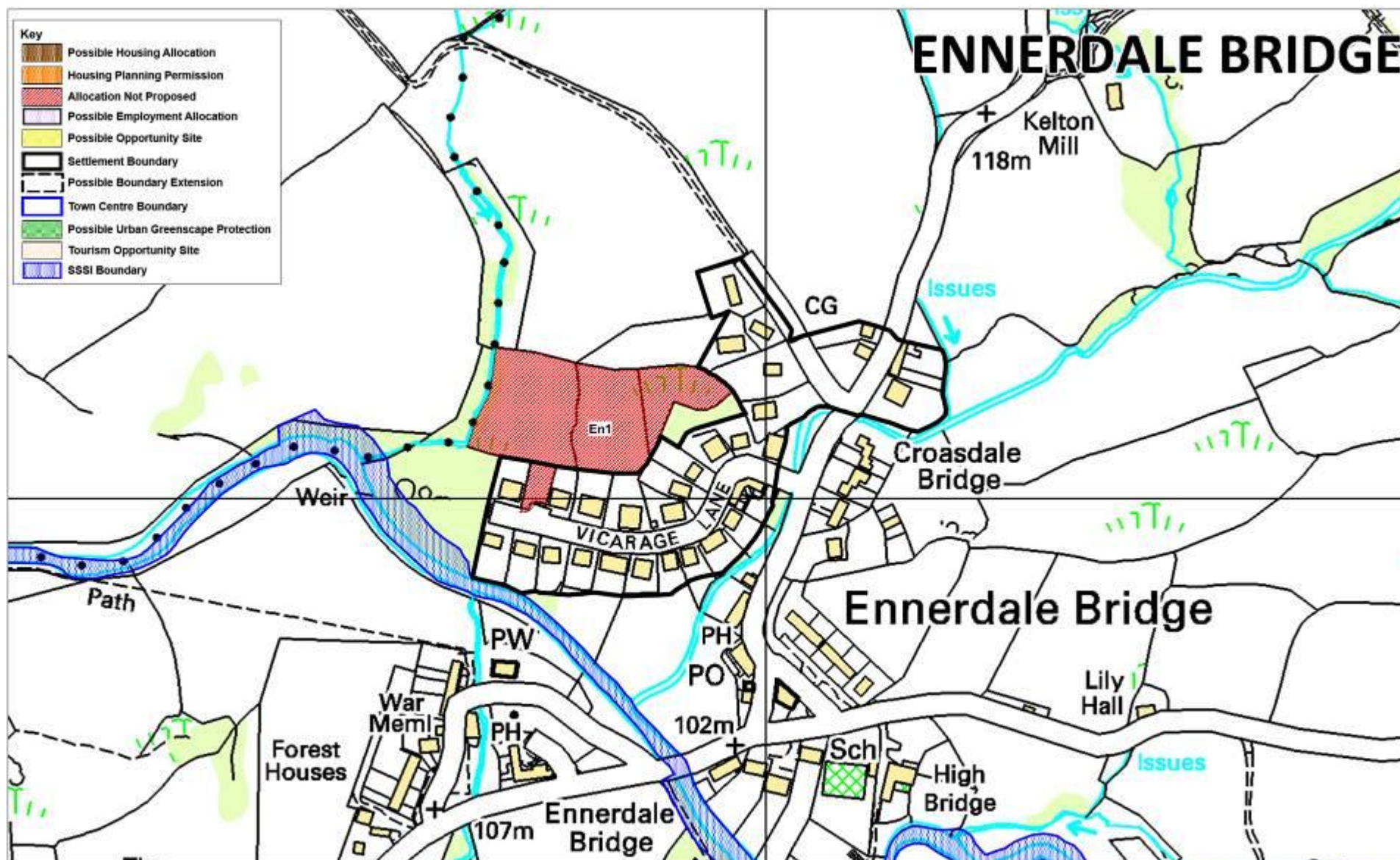












**Ennerdale Bridge**  
**Site Allocations and Policies Plan Preferred Options**

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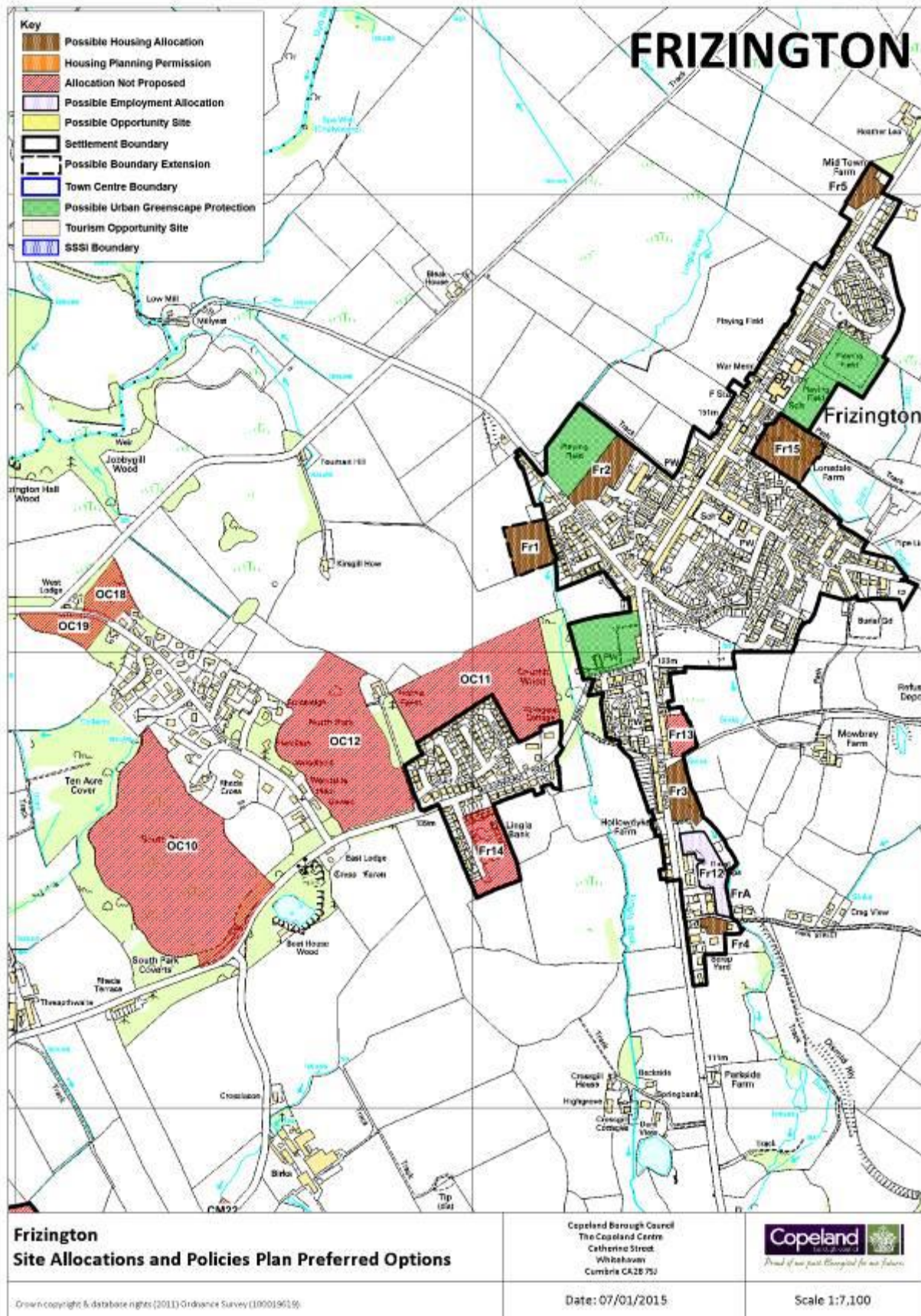


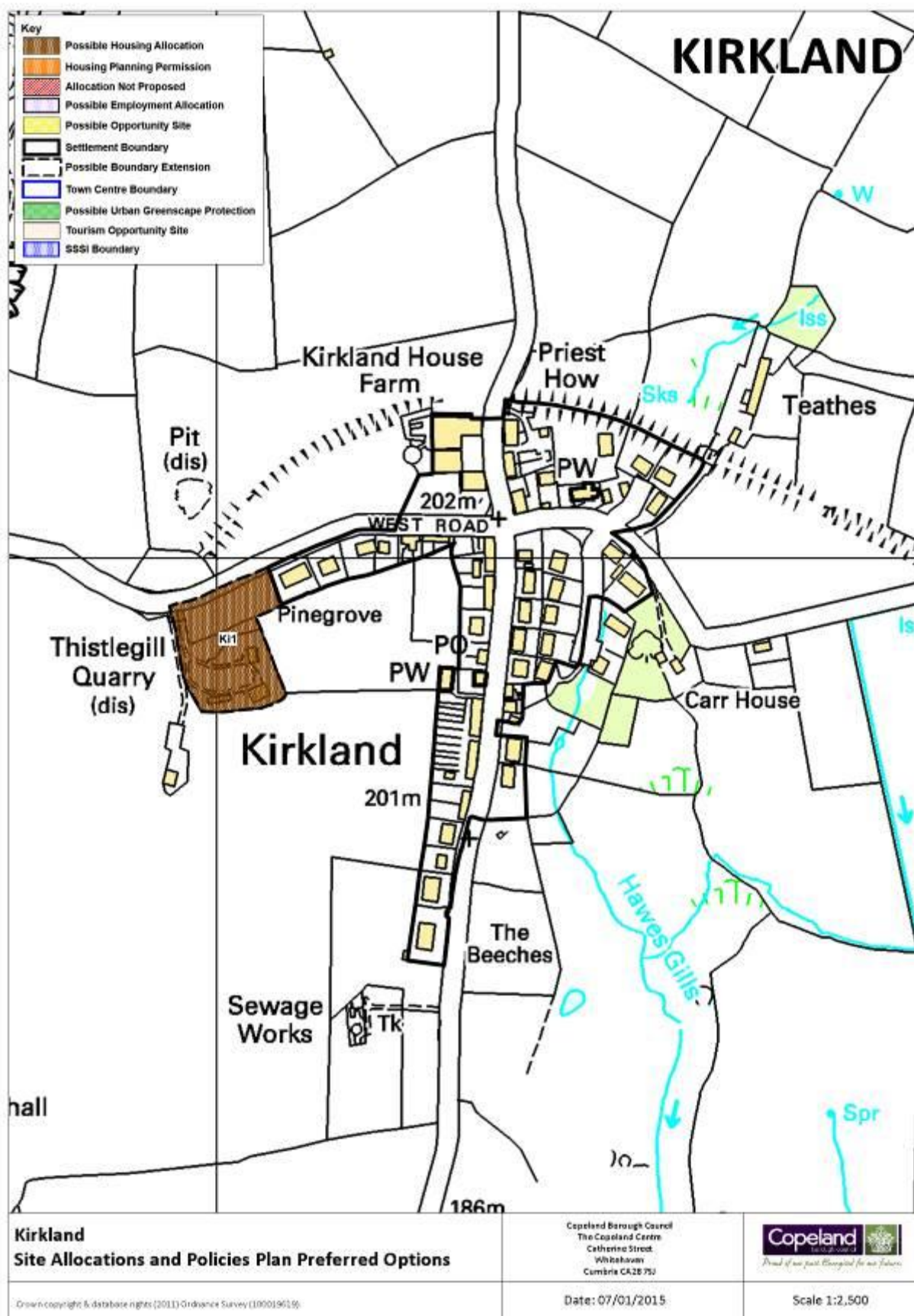
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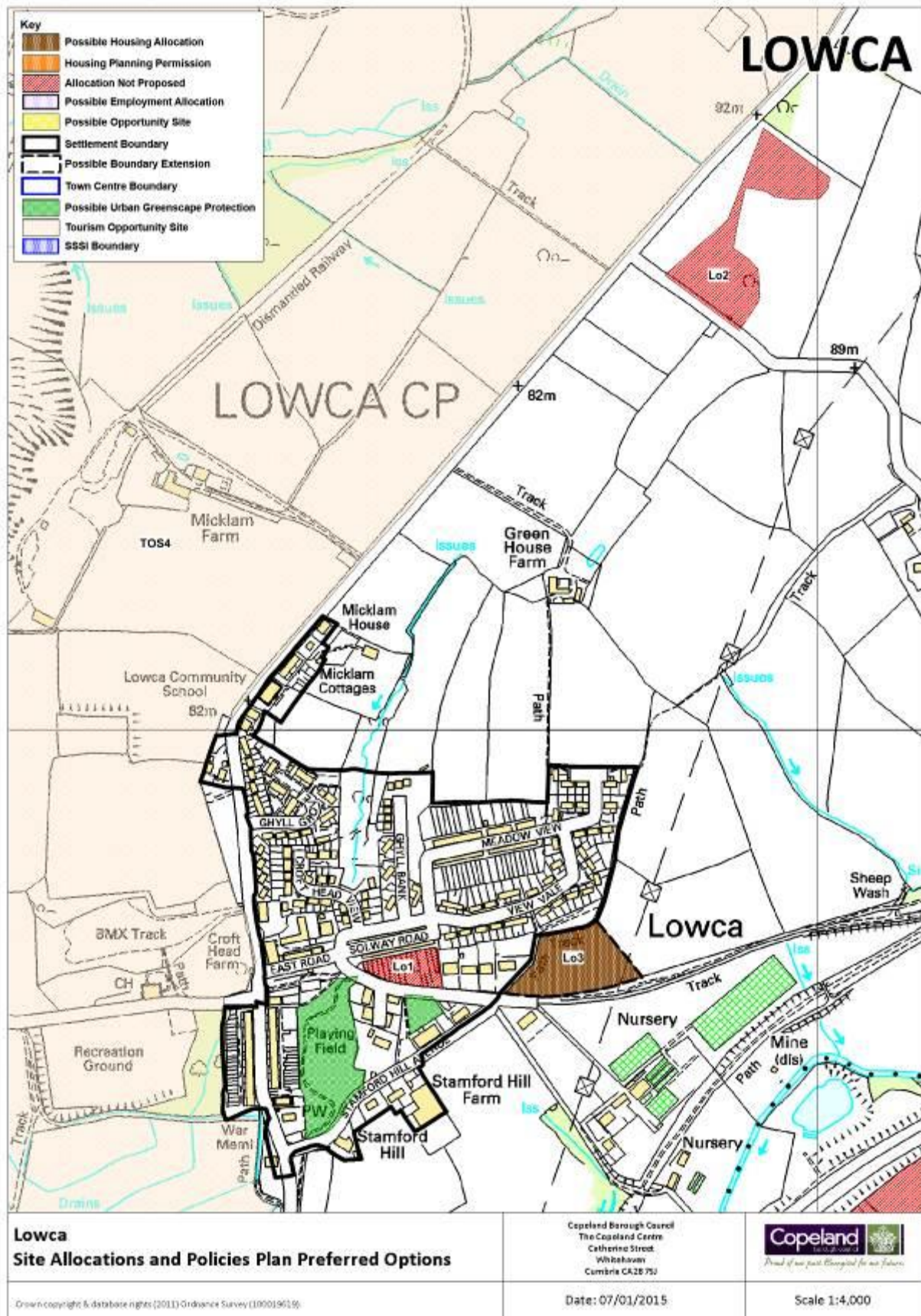
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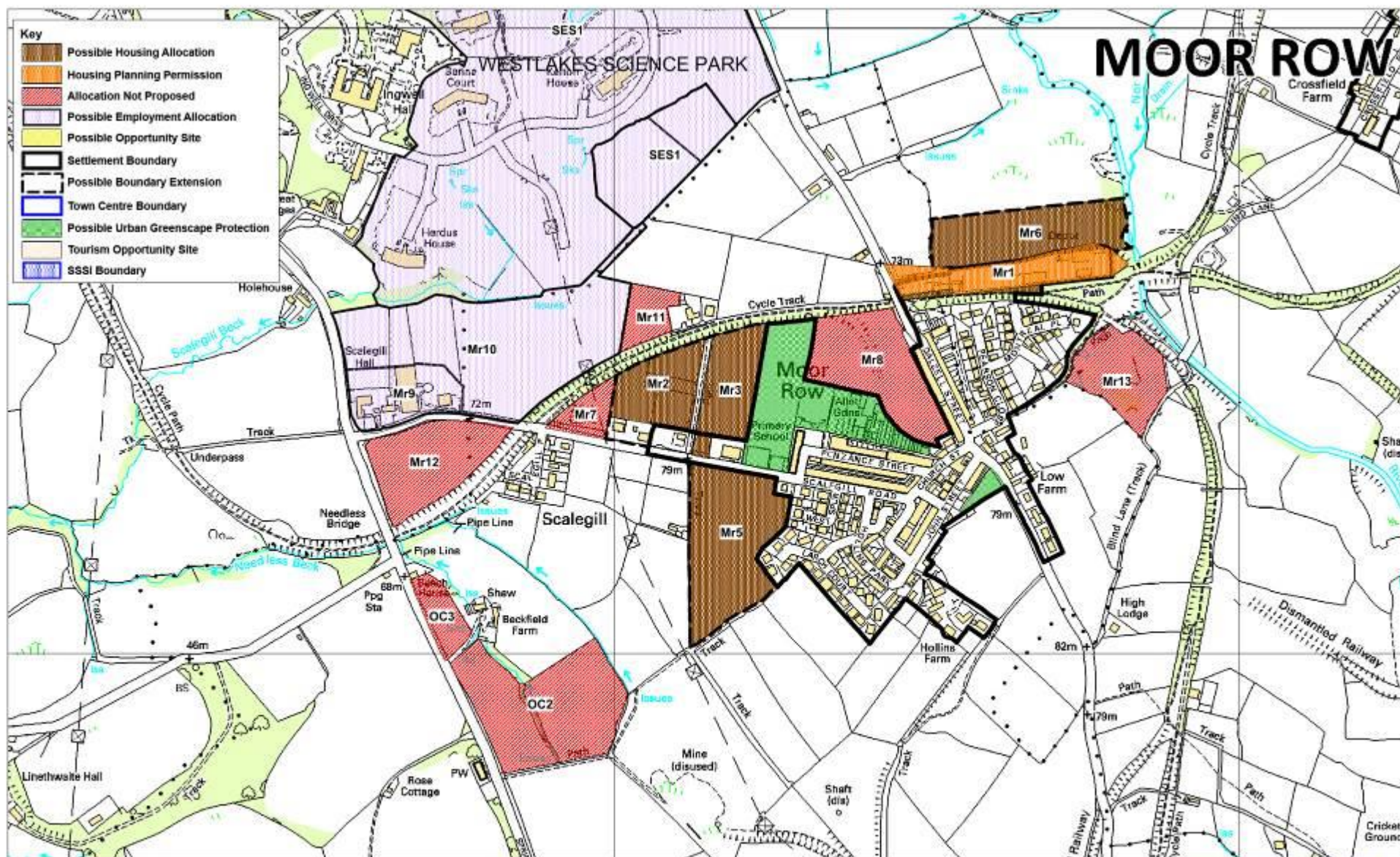




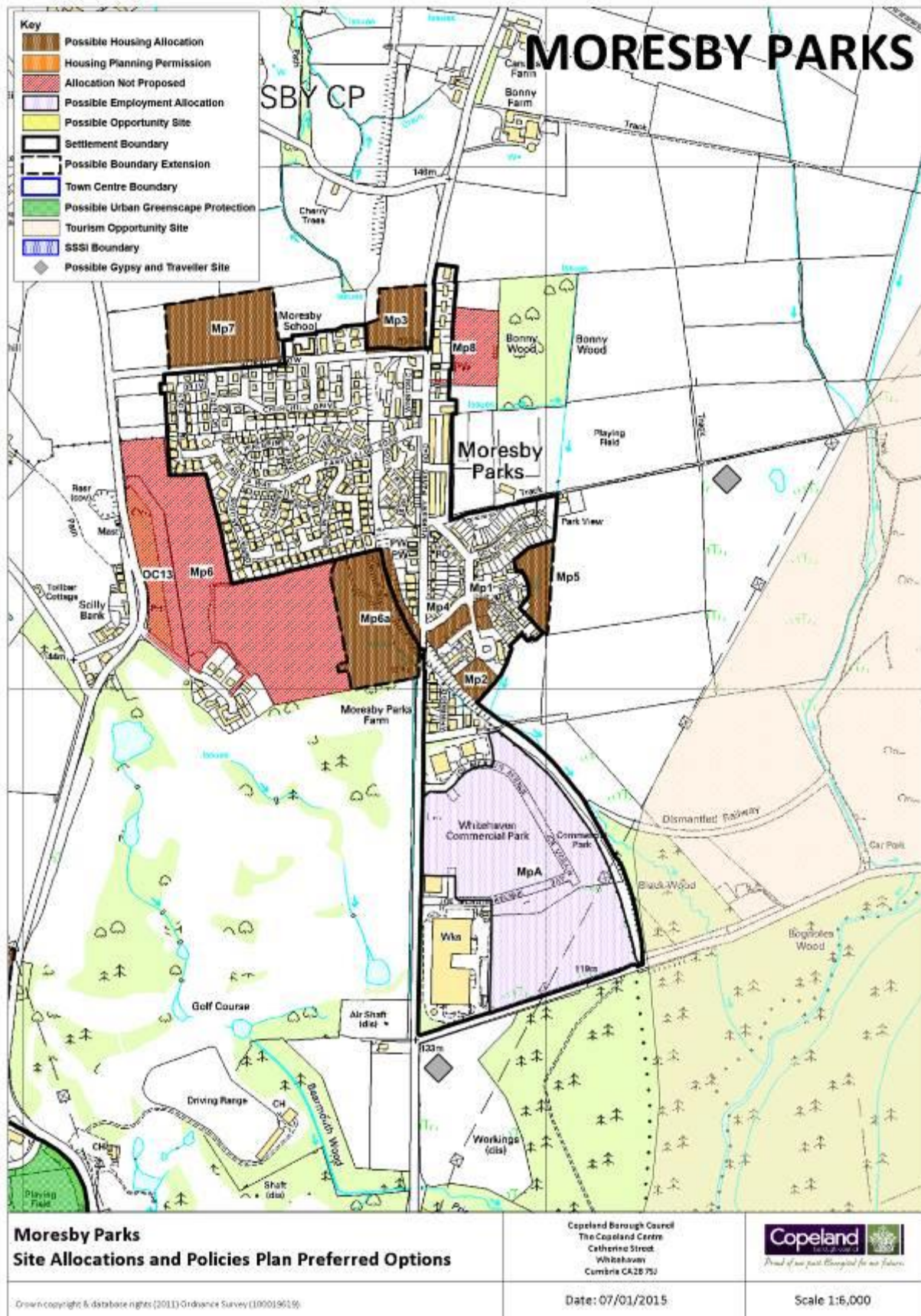




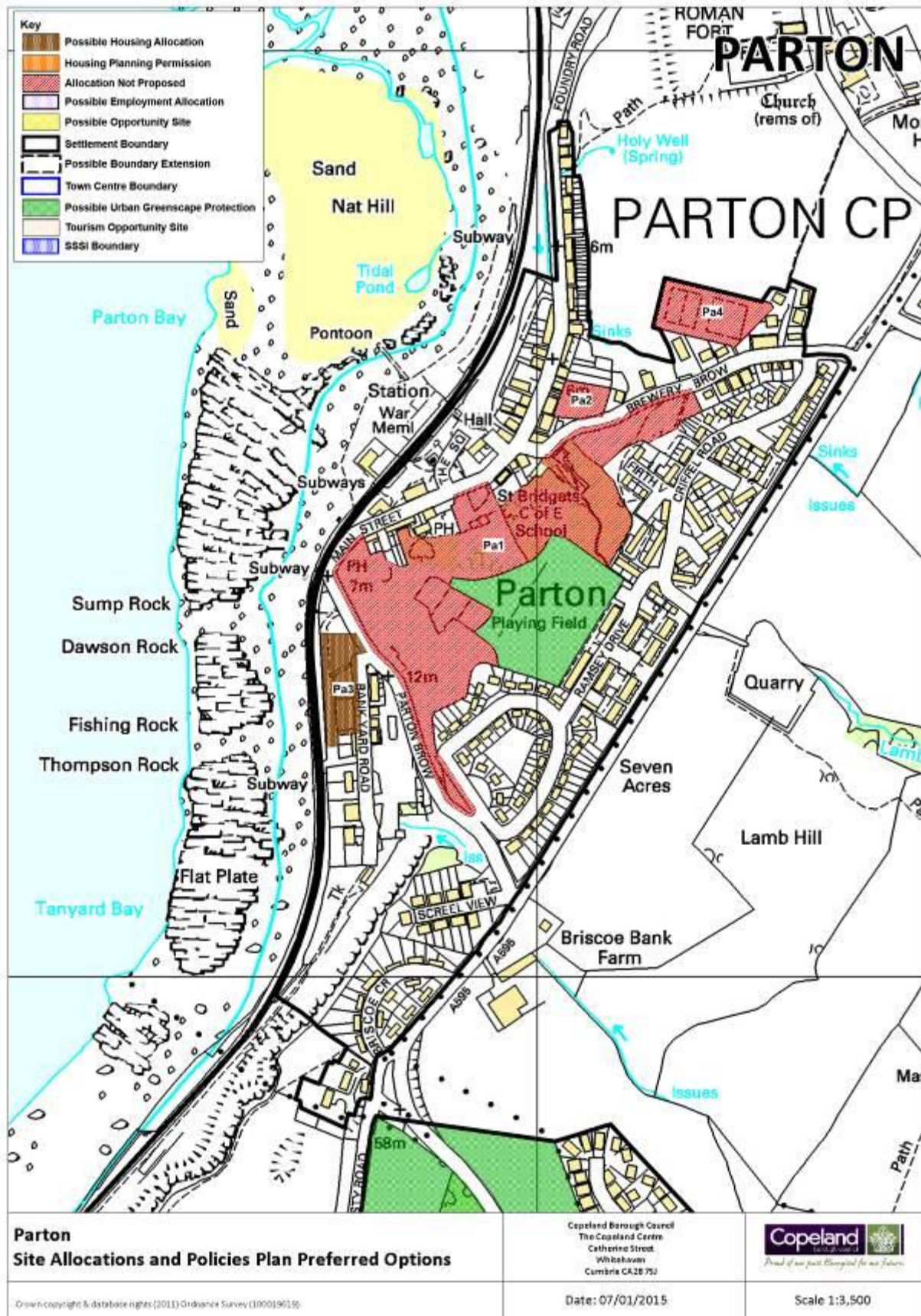




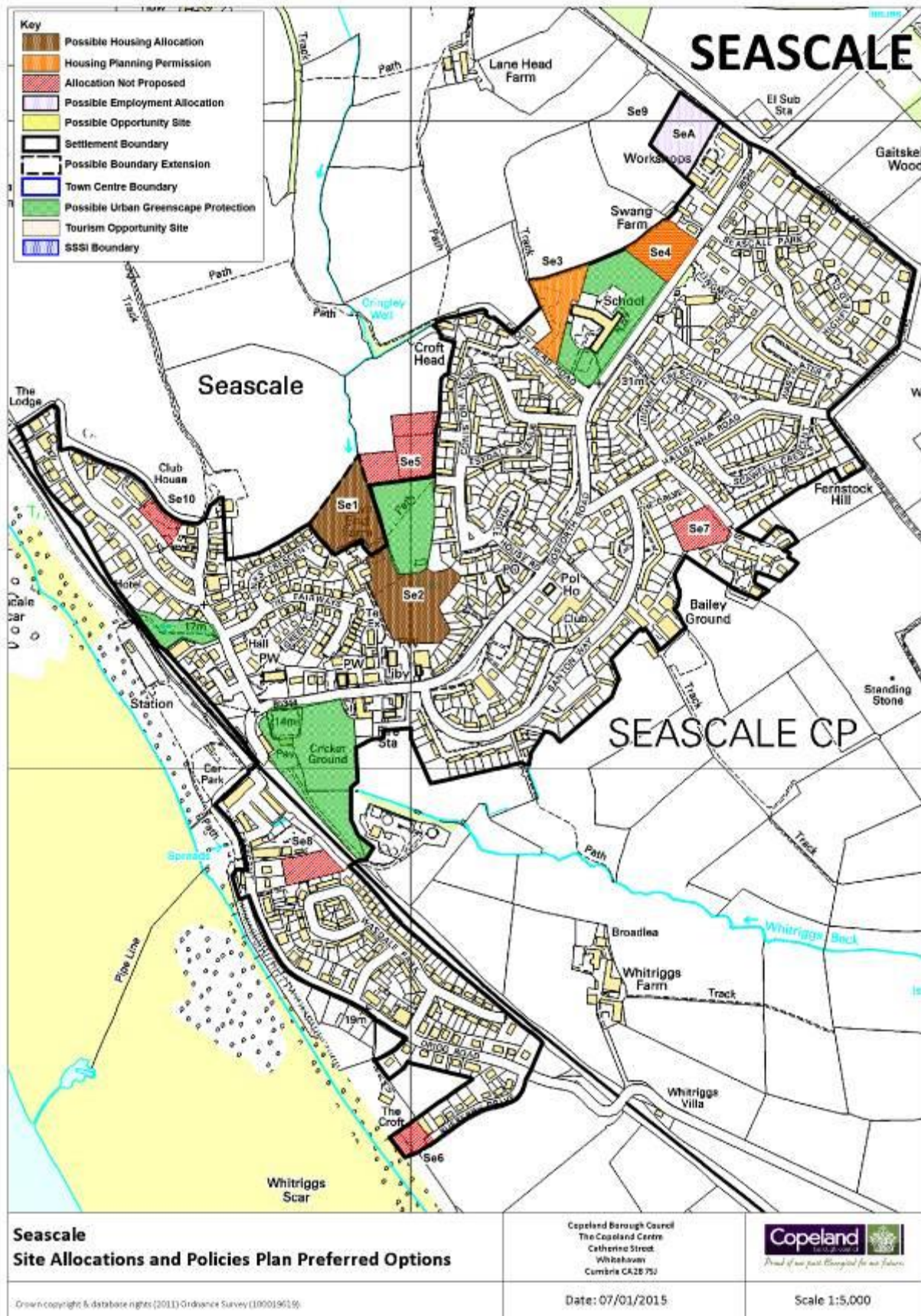








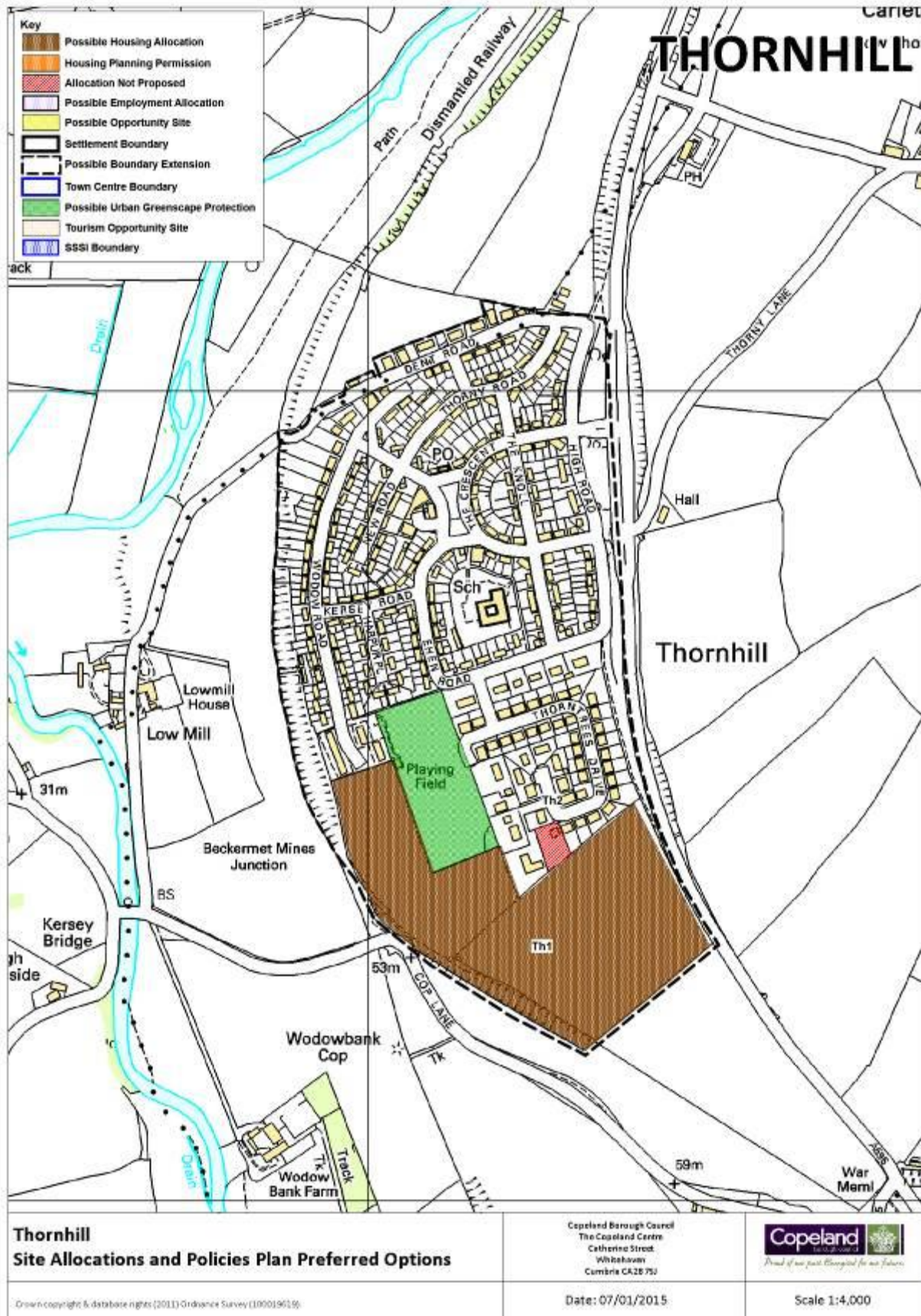












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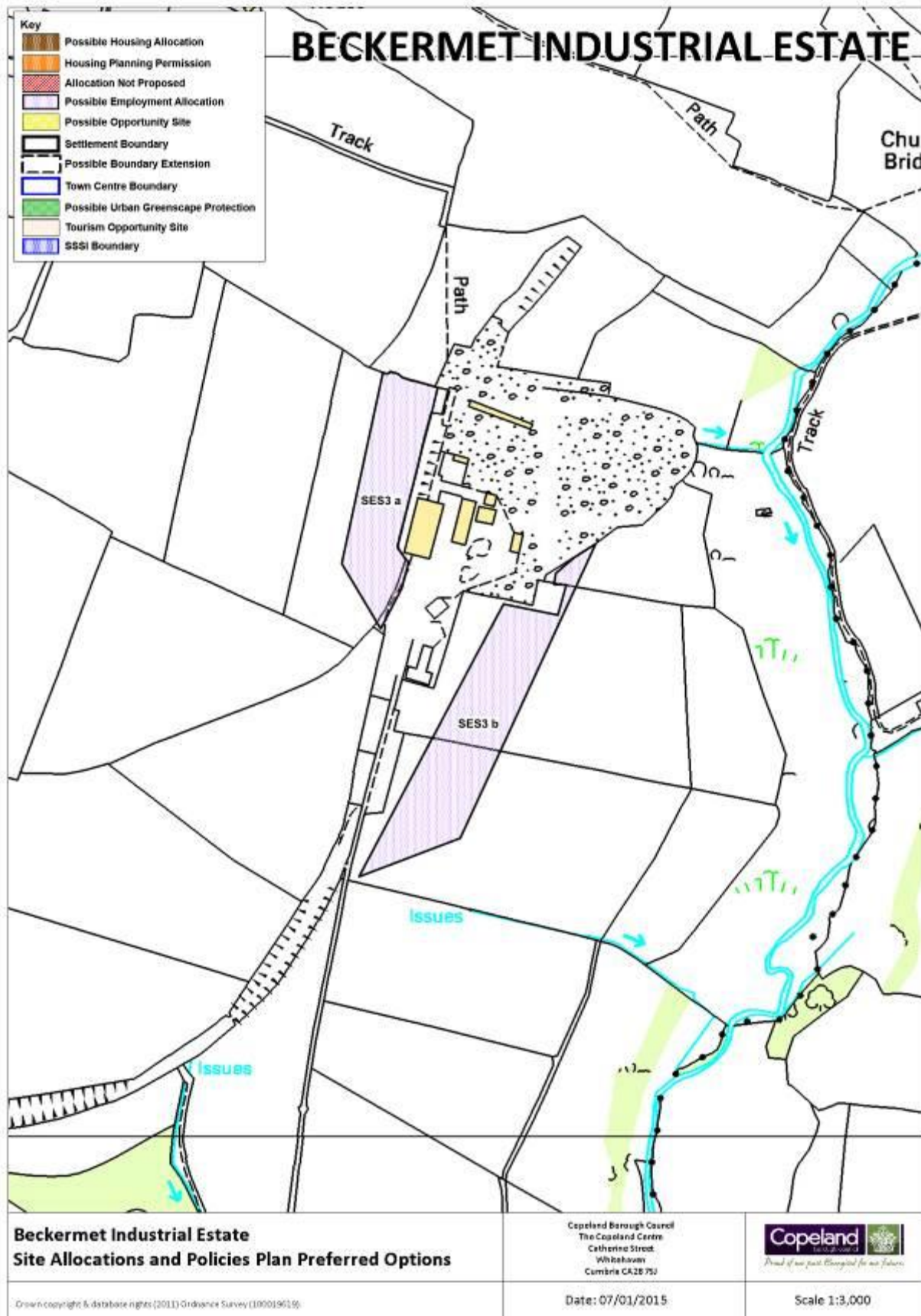
## 4.8 Sites in Small Villages and in the Countryside

- 4.8.1 A number of sites were submitted outside of the Key Service Centres and Local Centres. Whilst the proposed housing sites may be appropriate as locations to provide affordable housing in villages as a Rural Exception it is not felt necessary to allocate them in this Plan.
- 4.8.2 The only site being considered for allocation is a possible extension to Beckermets Industrial Estate (with two small parcels of land submitted). This is because it was suggested in the Employment Land Review Update that the site could be appropriate to support nuclear developments at Sellafield and Moorside, due to its close proximity. The site is not in a sustainable location and does not fit with the development strategy, but may be necessary in exceptional circumstances.

**Figure 4.6: Sites in small villages and in the countryside**

Place ref.	Site	SHLAA Ref	SHLAA RATING	Yield	Assessment
SES3a SES3b	Beckermets Industrial Estate			1.08 ha 1.64 ha	Consider extension to existing site for B2/B8 uses
TOS1	Hodbarrow	n/a	n/a	n/a	Continue Tourism Opportunity Site allocation.
TOS2	Ehen/Keekle Valleys	n/a	n/a	n/a	Continue Tourism Opportunity Site allocation.
TOS4	Lowca	n/a	n/a	n/a	Continue Tourism Opportunity Site allocation.
VS1	Land at Sandwith	CS98	6-15	n/a	May be developable, on 'rural exception' basis only
VS2	Wray Head, Drigg	CS52	0-5	n/a	May be developable, on 'rural exception' basis only
VS4	Land at Holmrook	CS92	0-5	n/a	May be developable, on 'rural exception' basis only
VS9	Nook Meadow, The Hill	SR05	6-15	n/a	May be developable, on 'rural exception' basis only

- 4.8.3 **Note:** The Core Strategy leaves 5% of the overall housing target figure unaccounted for. This does not represent a 'target' or 'ceiling' for dwellings built outside towns and service centres. It equates to roughly 150-200 homes over the plan period, and that can be taken as a guideline to the level of house building that could be expected in these rural areas.



## 4.9 Sites potentially suitable for housing development but not allocated.

- 4.9.1 The following sites are considered suitable in principle, on policy grounds, for housing development. They have not been recommended for allocation because, in the opinion of the Borough Council, they do not offer a sound prospect of coming forward. However, it is entirely possible that any, or all, of these sites could be developed in the plan period.
- 4.9.2 They are listed with the reason(s) for their not being allocated. **Note that any application for planning permission for any of these sites will be treated on its merits – in particular, proposals would have to demonstrate that any constraints on development, especially those relating to drainage or highway access, could be overcome.** Inclusion in this list does not guarantee that a planning application would be approved.

**Figure 4.7: Sites Potentially Suitable for Housing Development but not Allocated**

Site ref.	Site name/address	Settlement	Units*	Reason for not being allocated
WT31	Car park Quay Street east	Whitehaven	20	Opportunity Site suitable for a range of uses.
WT32	Car park Quay Street west	Whitehaven	30	Opportunity Site suitable for a range of uses.
WT33	Harbour View	Whitehaven	15	May be acceptable but may not be developable.
WT42	Marlborough Street	Whitehaven	10	Opportunity Site suitable for a range of uses.
WT51	Bus depot site	Whitehaven	62	Opportunity Site suitable for a range of uses.
WT52	Bus works site	Whitehaven	25	Opportunity Site suitable for a range of uses.
WT53	Bus station site	Whitehaven	31	Opportunity Site suitable for a range of uses.
WT63	Methodist Church Lowther St	Whitehaven	20	Opportunity Site suitable for a range of uses.
WP1	Corkickle Goods Yard	Whitehaven	100	Drainage authorities suggest site is not developable. (Yield estimate reduced from 160 to allow for attenuation.)
WS9	Howgill Quarry	Whitehaven	7	Access questionable, open space may be more suitable.
WE1	Rutland Avenue	Whitehaven	25	In use for residential garages.
WE8	Moresby Parks Road	Whitehaven	15	May become feasible for housing when fish factory redeveloped.
WH4	Standing Stones	Whitehaven	81	Site is suitable for housing in principle but not accessible unless other land developed.
CM3	Birks Road	Cleator Moor	86	Accessibility problematic and viability questionable.
CM4	Garages, Jacktrees Road	Cleator Moor	5	Garages in use on site.
CM7	Market Street	Cleator Moor	5	Opportunity Site suitable for range of uses.
CM8	Methodist Church	Cleator Moor	10	Infill site, viability questionable.
CM10	Crossfield Road	Cleator Moor	33	Highway access not established.
EG1	Gillfoot Mansion	Egremont	20	Uncertainty over drainage capacity.





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#### 4.10 Small Sites considered suitable for housing development

- 4.10.1 The sites in this table have been identified (mostly in the Strategic Housing Land Availability Assessment – the SHLAA) as being suitable for housing. However, they were not proposed for allocation in the SHLAA due to their size. Likewise they are not included in the supply calculations as their size and other characteristics make it more difficult to predict when or whether they might be developed. If developed they will be treated as ‘windfall’.

**Figure 4.8: Small Sites Considered Suitable for Housing Development**

Place ref.	Site	Settlement	SHLAA Ref	Estimated Yield
WT11	Warehouse, Mill Street	Whitehaven	S293	1
WS6	Opposite Lakeland Avenue	Whitehaven	SR27	2
CM15	Columba Club	Cleator Moor	S165	8
CM16	Adj. Job Centre, High Street	Cleator Moor	S168	4
CM17	Conservative Club, High Street	Cleator Moor	S174	1
CM21	Vale View	Cleator Moor	n/a	1
EG27	Adj. Market Hall	Egremont	S197	4
EG28	Masonic Hall	Egremont	S215	1
EG29	Rear of 33 Main Street	Egremont	S200	1
MM5	Ex highways depot Millom Rd	Millom	S076	2
MM6	Adj. St Georges Hall	Millom	S078	2
MM7	1-3 Market Square	Millom	S083	2
MM8	Rear of Crown St Church	Millom	S084	1
Di8	Distington 101 Main street	Distington	S140	1
Di9	Distington Old Hall	Distington	S142	1
Fr6	Off Parks Street	Frizington	CS76	2
Fr 7	Garage site rear Council	Frizington	S114	2
Fr8	Council chambers	Frizington	S115	1
Fr9	Adjoining Glendarvel	Frizington	S337	2

Total estimated potential yield

38 dwellings

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## **Section 5**

### **Looking forward – monitoring**

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## 5 Monitoring

- 5.1.1 The Monitoring Framework for the Local Plan is set out in the Core Strategy (Chapter 9), and is summarised in Figure 9.1 in that document.
- 5.1.2 Figure 9.1 is included below for information, with additions relating to the relevance of the Site Allocations and Policies Plan.
- 5.1.3 The Annual Monitoring Report, which is produced at the end of every calendar year and relates to the previous local government year (i.e. April to March), includes information on how the Borough is progressing towards meeting Local Plan targets. The Annual Monitoring Report can be viewed on the Borough Council web site and at public libraries. Its content, and how it relates to the Local Plan monitoring framework, is also shown in the Core Strategy (Figure 9.2).

**Core Strategy Figure 9.1: Monitoring Framework and Outputs**

Objective	S A Framework objectives	Core Strategy policies	Site allocation policy	Implementation	Resource Implications	Measure of progress (Target where applicable)
<b>Economic Opportunity and Regeneration</b>						
<b>1. Support renewable and low carbon energy</b>	13	ER1 ER2 ER3		Nuclear new build – developer; Renewable energy development – developers; facilitated by Borough Council by various means including development management role, supported by BECWC.	Within existing budgets	Renewable energy developments (where acceptable on environmental grounds) given consent
<b>2. Promote diversification of rural and urban economic base</b>	11,13	ER10 ER11		CBC performing development management role. Pursuance of initiatives in partnership with BECWC, County Council and other appropriate partners.	Within existing budgets	Business start-up data Number of farm diversification developments approved
<b>3. Provide wide range of high quality employment sites and premises</b>	13	ER4 ER5		CBC; allocation of sites. CBC in co-operation with County Council and BECWC; promotion, attraction of inward investment. Potential for input related to nuclear new build ('legacy').	Within existing budgets	Site availability as allocated in Site Allocations and Policies Plan % available area with planning consent Floorspace built per annum
<b>4. Promote vitality and viability of town centres</b>	13,16	ER7 ER8 ER9		CBC co-operating with Chamber of Trade and others to explore means of developing town centre vitality. Potential for input related to nuclear new build.	Within existing budgets	Number/% shop units (and % floorspace when surveyed) vacant
<b>5. Support education/skills development</b>	11,12,13	ER11		CBC, County Council as Education Authority, BECWC, NDA. Potential for input related to nuclear new build.	Within existing budgets	Annual analysis of relevant development approved. Data; people with qualifications
<b>Sustainable Settlements</b>						
<b>6. Focus major development in</b>	2, 10,	ST2 ER6		Implementation of Whitehaven Town Centre and Harbourside SPD – CBC in partnership with Chamber	Within existing budgets	Progress on bringing identified sites into use.

Objective	S A Framework objectives	Core Strategy policies	Site allocation policy	Implementation	Resource Implications	Measure of progress (Target where applicable)
<b>Whitehaven</b> <b>Encourage development in towns</b>	13, 14, 16	ER7 ER8 ER9		of Trade, Harbour Commissioners. Approval of key developments (see ST3 and Whitehaven locality strategy) - CBC Securing projects identified in Strategy for Infrastructure – CBC, County Council, Cumbria PCT or successor, BECWC, United Utilities Potential for input related to nuclear new build.		% of new approved floorspace in each town (target; percentages in paragraph 3.5.7) Provision of new facilities identified in Infrastructure Strategy.
<b>7. Balanced housing market</b>	11,15	SS1 SS2 SS3		House builders, social housing providers, CBC exercising planning powers.	Developer input Continuing external funding needed for social housing.	Number and mix of approved dwellings Number/% of approved homes which are affordable (target 15-25%)
<b>8. Sustainable settlements meeting community needs</b>	11,15	SS2 SS3 ENV6		House builders, social housing providers, CBC exercising planning powers.	Developer input Continuing external funding needed for social housing.	% of approved/ constructed homes in each town and in Local Centres (target percentages in para. 3.5.7)
<b>9. Ensure high standards of development</b>	2,4, 6,11	ST1		CBC through exercise of development management function.	Within existing budgets	Homes approved to 'Building for Life' standard
<b>10. Support sustainability of rural communities</b>	2, 10, 13	SS4		Potential for input related to nuclear new build.	Within existing budgets	Provision of new facilities identified in Infrastructure Strategy.
<b>Accessibility and Transport</b>						
<b>11. Support broadband access</b>	10, 13, 14	T2		'Connecting Cumbria' high speed broadband project managed by County Council, supported by other public sector networks.	External funding and commercial support being sought.	Progress on achieving project aims.

Objective	S A Framework objectives	Core Strategy policies	Site allocation policy	Implementation	Resource Implications	Measure of progress (Target where applicable)
<b>12. Improve access to employment and services by sustainable transport modes</b>	10, 17	T1 SS4 ENV6		CBC in partnership with County Council and transport operators promoting and implementing relevant schemes.  Achievement of relevant projects identified in Strategy for Infrastructure.  Achievement of Policy ST2 is deemed to contribute towards fulfilling this objective by concentrating house building in locations with access to services.  Potential for input related to nuclear new build.	Capital funding and, where appropriate, developer contributions will be sought.	Industrial/commercial developments with travel plans.  Progress on projects identified in Infrastructure Strategy.  Annual analysis of development supporting or undermining achievement of ST2
<b>13. Develop and maintain transport networks linking to key routes</b>	17	T1		Local Transport Plan (LTP3 includes capacity improvements to A595 Sellafield to Egremont); County Council.  CBC and others working with rail operators.  Potential for input related to nuclear new build.	Capital funding and, where appropriate, developer contributions will be sought.	Progress on projects identified in Infrastructure Strategy.
<b>Environmental Protection and Enhancement</b>						
<b>14. Adapt to impacts of climate change; minimise flood risk, improve tree cover, wildlife corridors</b>	1, 4, 5, 8	ENV1 ENV2 ENV3		CBC exercising development management function.  CBC with partners (developers, National Trust and other environmental bodies, support from BECWC) securing improved tree cover/wildlife corridors  Potential for input related to nuclear new build.	Within existing budgets	% inappropriate development in floodplain (target; zero except Whitehaven town centre)  Annual analysis of planning approvals contributing to tree cover/wildlife corridors
<b>15. Promote recycling and waste minimisation</b>	9	ST1A		CBC through development management function and as waste collection authority; County Council; working with waste management contractor.	Within existing budgets	% domestic waste recycled and other waste management indicators as available.
<b>16. Protect and enhance landscapes</b>	1,2,11	ENV5		CBC in co-operation with Natural England, National Trust and other environmental bodies as	Within existing budgets	Annual analysis



Objective	S A Framework objectives	Core Strategy policies	Site allocation policy	Implementation	Resource Implications	Measure of progress (Target where applicable)
				appropriate.		
<b>17. Protect and enhance built environment assets</b>	2,11	ENV4		CBC in co-operation with English Heritage and through encouragement of appropriate development. Developer contributions where appropriate.	Within existing budgets	Number of buildings at risk (target; zero by 2020). Annual analysis of development helping to improve built heritage.
<b>18. Protect and enhance biodiversity</b>	1,3	ENV3		CBC in co-operation with County Council, Environment Agency and Natural England. Developer contributions where appropriate.	Within existing budgets	Local sites in positive management (former NI197 indicator) Performance of Cumbria BAP indicators.
<b>19. Safeguard natural resources, address impacts of mining etc.</b>	3,7	ENV5		CBC in co-operation with landowners and through seeking solutions for problems sites. Potential for input related to nuclear new build.	Within existing budgets	

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# APPENDICES

## Appendix 1: List of all sites considered

5.1.4 The following tables contain all the sites that have been considered for allocation. They comprise:

- undeveloped allocations brought forward from the 2006 Local Plan;
- sites proposed for housing development during the Strategic Housing Land Availability Assessment (SHLAA) process;
- proposals that have come forward since the SHLAA process was finished.

5.1.5 Sites which are not proposed for allocation are in italics.

5.1.6 Full justification for recommendations made in the Plan can be found in the Site Assessment Reports, which are background reports to this document.

### SITES PROPOSED FOR EMPLOYMENT/ECONOMIC DEVELOPMENT

Place ref.	Site	SHLAA/ 2006 Local Plan ref	SHLAA RATING	Site area	Assessment
SES1	Westlakes Science and Technology Park	LP E1	n/a	28 ha.	Retain as strategic employment location
SES2	Whitehaven Commercial Park	LP E2	n/a	12.5 ha.	Retain as strategic employment location
SES3a SES3b	Beckermest Industrial Estate			1.08 ha. 1.64 ha.	Consider extension to existing site for B2/B8 uses.
OS1	Ginns	LP WEOS5/6	n/a	3.6ha	B1/B2/B8 or could be mixed use
OS2	Pow Beck	N/A	n/a	8.2 ha.	Employment site with preference for B1
OS3	Hensingham Common	N/A	n/a	c. 16 ha.	Employment with preference B1/B2/B8
WA	Haig Enterprise Park	LP E3	n/a	0.2 ha.	Retain employment allocation
WB	Sneckyeat Road	LP E4	n/a	1.72 ha.	Retain employment allocation
WC	<i>Red Lonning (excl. football pitch)</i>	LP E5	6-15	0.6 ha.	<i>Consider allocation for housing or open space</i>
CMA	Leconfield Industrial Estate (also CM13)	CS29 LP E6	6-15	<b>2.5 ha.</b>	Retain for employment.
CMC	Market Street (see also CM7)	S176 LPCTC1	0-5	<b>0.2 ha.</b>	Opportunity site. OK mixed use or housing
EGA	Bridge End extension	LP E10	n/a	<b>2.9 ha.</b>	Retain as employment

Place ref.	Site	SHLAA/ 2006 Local Plan ref	SHLAA RATING	Site area	Assessment
EGB	Chapel Street	LP EEOS1	Disc.	<b>0.9 ha.</b>	Retain as opportunity site (TC/mixed use)
MMA	Mainsgate Road extension	S047/ CS51 LP E12	Disc.	<b>2.3 ha.</b>	Retain for employment (B2/B8)
MMB	Devonshire Road	LP E13	n/a	<b>1.2 ha.</b>	Retain for employment (B2/B8)
MMC	Millom Pier	LP E11	n/a	<b>3 ha.</b>	Allocate as Opportunity Site
FrA	Frizington Road Workshops	CS59 LP E17	n/a	<b>1 ha.</b>	Retain as employment
SeA	Seascale Rural Workshops	LP E21	n/a	<b>0.7 ha.</b>	Retain as employment
DiA	Central Garage	n/a	n/a	<b>0.75 ha</b>	Consider employment allocation.
DiB	Rear of Central Garage	n/a	n/a	<b>1.3 ha.</b>	Consider employment allocation.
DiC	Furnace Row	n/a	n/a	<b>2.2 ha</b>	Consider employment allocation.
TOS1	Hodbarrow	n/a	n/a	n/a	Continue TOS allocation.
TOS2	Ehen/Keekle Valleys	n/a	n/a	n/a	Continue TOS allocation.
TOS3	Whitehaven Coastal Fringe	n/a	n/a	n/a	Continue TOS allocation.
TOS4	Lowca	n/a	n/a	n/a	Continue TOS allocation.

## SITES PROPOSED FOR HOUSING

### WHITEHAVEN: TOWN CENTRE

Place ref.	Site	SHLAA Ref	SHLAA RATING	Yield (dwellings)	Assessment
WT11	<i>Warehouse, Mill Street</i>	S293	Small	14	
WT12	YMCA/Steve's Paints	S306	6-15	<b>20</b>	Planning permission for housing ('foyer' bedsits)
WT13	<i>Albion Street</i>	S052	LP2006		<i>Offices (completed)</i>
WT14	<i>Albion Street South</i>	S053	LP2006		<i>Offices (completed)</i>
WT15	<i>Former Foundry</i>	S305	Disc.		<i>No - employment use</i>
WT16	<i>Timber Yard/TA Centre</i>	S307	Disc.		<i>No - employment use</i>
WT17	<i>Joinery Works</i>	S295	Disc.		<i>No - employment use</i>
WT21	<i>Abattoir Site</i>	S289	LP2006		<i>No - employment use</i>
WT22	<i>Ginns Depot</i>	S291	LP2006		<i>Employment allocation</i>
WT23	<i>Former railway sidings</i>	S292	LP2006	<b>60</b>	Planning permission for sheltered housing.
WT24	<i>Cockpit</i>	S302	LP2006		<i>Employment allocation</i>
WT25	<i>BT Depot</i>	S054	Disc.		<i>In employment use</i>

Place ref.	Site	SHLAA Ref	SHLAA RATING	Yield (dwellings)	Assessment
WT31	Car Park Quay Street East	S002	LP2006	20	(Opportunity site)
WT32	Car Park Quay Street West	S048	LP2006	30	(Opportunity site)
WT33	Harbour View	S258	6-15	15	No (scenic impact)
WT34	Rosemary Lane	S260	Disc.		No - POS
WT41	Mark House	S050	LP2006	43	Planning permission for housing
WT42	Marlborough Street	S049	6-15	10	No - employment use
WT43	Duke St/Tangier St	S248	Disc.		Employment use (LOTS possibility)
WT51	Bus Depot	S252	LP2006	62	(Opportunity site)
WT52	Bus Works	S253	LP2006	25	(Opportunity site)
WT53	Bus Station	S254	LP2006	31	(Opportunity site)
WT61	Garage & Workshops	S246	6-15		No - employment use
WT62	Cumbria Electrical	S244	6-15		No - employment use
WT63	Methodist Church Lowther St	S250	Small	20	No - Viability.
WT64	Snooker Club	S255	Small		No – in use.
WT65	Telephone Exchange	S056	Disc.		In employment use

### WHITEHAVEN: POW BECK

Place ref.	Site	SHLAA Ref	SHLAA RATING	Yield (dwellings)	Assessment
WP1	Corkickle Goods Yard	S282	6-15	160	No - drainage
WP2	Recreation Ground	S278	Disc.	275	No - OS (sports ground)
WP3	Meadow View	S285	LP2006	170	Employment allocation
WP4	Pottery Road	S296	LP2006	36	Employment allocation
WP5	Newdale Yard Low Road	S283	Disc.	60	No. (emp. use)

### WHITEHAVEN WEST (KELLS)

Place ref.	Site	SHLAA Ref	SHLAA RATING	Yield (dwellings)	Assessment
WW1	Pondfield Garage	CS68	0-5	5	Consider allocation for housing
WW2	Kells School	S065	0-5	55	Planning permission for housing
WW3	North Row a	CS13 + S059	6-15	88	No. (Coast)
WW4	St Mary's School	S006 + SR02	6-15	115	Consider allocation for housing
WW5	Former Rhodia Offices	CS18	6-15	40 (102)	Planning permission for housing



## WHITEHAVEN SOUTH (WOODHOUSE/MIREHOUSE)

Place ref.	Site	SHLAA Ref	SHLAA RATING	Yield (dwellings)	Assessment
WS1	Marchon Car Parks	CS06	0-5	<b>570</b>	Allocate housing (with p.p.)
WS2	Woodhouse Road	S007	6-15	<b>108</b>	Consider for housing allocation.
WS3	Old Welfare Home	S060	6-15	<b>40?</b> (80)	Consider for housing allocation.
WS4	Woodhouse Road/St Bees Road	S287	6-15	<b>5?</b> (15)	Consider for housing allocation.
WS5	Valley View Rd	S309	6-15	<b>20?</b> (30)	
WS6	<i>Opposite Lakeland Avenue</i>	<i>SR27</i>	<i>Small</i>	<i>2</i>	<i>Small site</i>
WS7	<i>POS Woodhouse</i>	<i>S298</i>	<i>Disc.</i>	<i>26</i>	<i>No - POS</i>
WS8	<i>POS Loweswater Rd</i>	<i>S299</i>	<i>Disc.</i>	<i>20</i>	<i>No - POS</i>
WS9	<i>Howgill Quarry</i>	<i>S308</i>	<i>Disc.</i>	<i>270</i>	<i>No (slope, landscape)</i>
WS10	<i>Playground</i>	<i>S310</i>	<i>Disc.</i>	<i>10</i>	<i>No - POS (playground)</i>
WS11	<i>Greenbank P and M Club</i>	<i>S008</i>	<i>Disc.</i>	<i>12</i>	<i>No. Site in use.</i>
WS12	<i>Wastwater Road Woodhouse</i>	<i>S064</i>	<i>Disc.</i>	<i>45</i>	<i>Development on site</i>
WS13	Land adj Kirkside Road	SR26	6-15	<i>7</i>	
WS14	<i>Pillar Road/Steeple Close</i>	<i>SR25</i>	<i>Disc.</i>	<i>14</i>	<i>No - POS</i>
WS15	<i>Mirehouse Road</i>	<i>CS17</i>	<i>Disc.</i>	<i>160</i>	<i>No – outside settlement boundary, landscape damage</i>

## WHITEHAVEN EAST

Place ref.	Site	SHLAA Ref	SHLAA RATING	Yield (dwellings)	Assessment
WE1	<i>Garage Site Rutland Ave</i>	<i>S311</i>	<i>6-15</i>	<i>25</i>	<i>OK for housing but no allocation.</i>
WE2	<i>Chapel House</i>	<i>S058</i>	<i>Disc.</i>	<i>30</i>	<i>No - POS</i>
WE3	<i>Egremont Road</i>	<i>S068</i>	<i>Disc.</i>	<i>23</i>	<i>No (access)</i>
WE4	<i>Land at Overend Road</i>	<i>SR29</i>	<i>Disc.</i>	<i>12</i>	<i>No - POS</i>
WE5	<i>Industrial Estate Sneckyeat Rd</i>	<i>CS60</i>	<i>LP2006</i>	<i>42</i>	<i>Employment site WB</i>
WE6	<i>Homewood Road</i>	<i>S009</i>	<i>Disc.</i>	<i>115</i>	<i>No – leisure use</i>
WE7	Sekers Factory site	SR07	6-15	<b>73</b>	Allocate
WE8	<i>Moresby Parks Rd</i>	<i>CS10</i>	<i>Disc.</i>	<i>20</i>	<i>Employment use</i>
WE9	<i>New Monkway</i>	<i>CS12</i>	<i>Disc.</i>	<i>275</i>	<i>No (landscape)</i>
WE10	Egremont Road	-	-	<b>100</b>	Consider allocation for housing

## WHITEHAVEN HIGHLANDS

Place ref.	Site	SHLAA Ref	SHLAA RATING	Yield (dwellings)	Assessment
WH1	Harras Moor Stage 3	S010	LP2006	(429) <b>200</b>	Consider allocation for housing.
WH2	Red Lonning Stage 6	S067	0-5	(50) <b>30</b>	Consider allocation for housing.
WH3	Red Lonning	S349	LP2006	66	No – open space.
WH4	Standing Stones	CS16	6-15	81	No – not accessible
WH5	Laurel Bank	CS20	Disc.	48	No – green infra.
WH6	Highfields	CS08	Rejected	6	No - POS
WH11	Harras Dyke Farm 2	CS04	0-5	<b>38</b>	Consider allocation for housing.
WH12	Harras Dyke Farm 3	CS95	0-5	(109) <b>75</b>	Consider allocation for housing.
WH13	Harras Dyke Farm 4	CS96	6-15	<b>17</b>	Consider allocation for housing.
WH14	Harras Dyke Farm 5	CS94	Disc.	6	No (access)
WH15	Harras Dyke Farm 6	CS97	Disc.	5	No (access)
WH16	Harras Dyke Farm 7		-		No (landscape)

## WHITEHAVEN NORTH

Place ref.	Site	SHLAA Ref	SHLAA RATING	Yield (dwellings)	Assessment
WN1	Adj Bay Vista Elizabeth Crescent	CS37	0-5	(98) <b>50</b>	Consider allocation for housing.
WN2	North East Bay Vista	CS43	0-5	(50) <b>25</b>	Consider allocation for housing.
WN3	Adj Bay Vista Victoria Rd	CS40	Disc.	9	No (landscape, access)
WN4	Play Area	CS44	Disc.	4	No – amenity OS
WN5	Alder Close Rannerdale Drive	CS45	Disc.	3	No (access)
WN6	Rosemary Close	CS46	Disc.	6	No (loss of OS)
WN7	Adj Rannerdale Dr. Victoria Rd	CS41	Disc.	20	No (landscape)
WN8	East of Bay Vista	CS42	Disc.	220	No (landscape)
WN9	Brisco Bank , Quality Corner	CS48	Disc.	(750) 35	No (landscape) Small site might be acceptable including WN7
WN10	Brisco Bank Farm	CS49	Disc.	370	No (landscape)
WN11	Victoria Road/Red Lonning		-	280	No (landscape)

**Whitehaven suitable sites total**

**17331**

Target 1553 - 1863

## CLEATOR MOOR WITH CLEATOR

SITE REF	NAME	SHLAA REF	SHLAA RATING	YIELD	ASSESSMENT
CM1	Adj Mill Hill (phase 1)		LP 2006	<b>66</b>	Consider allocation for housing.
CM2	Adj Mill Hill (phase 2)		LP 2006	<b>70</b>	On site
CM3	<i>Birks Road</i>		<i>LP 2006</i>	<i>30</i>	<i>May not be deliverable (access/viability)</i>
CM4	<i>Garages, Jacktrees Road</i>		<i>0-5</i>	<i>5</i>	<i>Deliverable?</i>
CM5	Ehenside School site		0-5	<b>43</b>	Consider allocation for housing.
CM6	Dentholme Road		0-5	<b>10</b>	Consider allocation for housing.
CM7	Market Street		LP 2006	<b>5</b>	Consider allocation for housing. (TC opp. site)
CM8	Methodist Church		0-5	<b>10</b>	Consider allocation for housing.
CM9	<i>High Street</i>		<i>0-5</i>	<i>5</i>	<i>No (amenity space)</i>
CM10	<i>Ex allotments Crossfield Road</i>		<i>6-15</i>	<i>33</i>	<i>No (access)</i>
CM11	Holden Place		0-5	<b>12</b>	Allocate
CM12	Todholes Farm		6-15	<b>44</b>	No (access)
CM13	Leconfield Industrial Estate		LP2006 (emp)	<b>?</b>	No (employment)
CM14	Frizington Road West		6-15	<b>144</b>	No (countryside)
CM15	Columba Club		Small		No
CM16	Adj. Job Centre, High Street		Small		No
CM17	Conservative Club, High Street		Small		No
CM18	Frizington Road East		Disc.		No (countryside)
CM19	James Street allotments		Disc.		No (allotments)
CM20	Ennerdale View		Disc.	<b>93</b>	? (now disused)
CM21	Vale View		Disc.		? (on part of site?)
CM22	Land by factory, Birks Road		Disc.		No (outside settlement)
CM23	Land at Aldby Place		Disc.		No (landscape)
CM24	Rear of Crossings Close		Disc.		No
CM25	Bowthorn Road		Disc.		No
CM26	Leconfield Extension		Disc.		No (floodplain)
CM27	Whinney Hill north		Disc.		? (on part of site)
CM28	Whinney Hill south		Disc.		No (access)
CM29	Adj 20 Threaplands		Disc.		No (amenity space)
CM30	Land off Trumpet Road		Disc.		No (landscape)
CM31	Jacktrees North		-	(250) <b>150</b>	Consider allocation on part – green gap)
CM32	Jacktrees South		-	(170) <b>30</b>	Consider allocation of part – say 1 ha. Remainder to form Green Gap (CM35).

SITE REF	NAME	SHLAA REF	SHLAA RATING	YIELD	ASSESSMENT
CM33	Mill Hill West	-	n/a	Up to 100	Consider allocating part of the site towards the end of the Plan period, if required, or post 2028. The remainder lies within a TOS (CM34).
				<b>(499)</b>	
CI1	Flosh Meadows		0-5	<b>28</b>	Planning permission for housing subject to S.106 being signed.
CI2	Flosh Meadows 2		6-15	<b>86</b>	No – landscape (green gap)
CI3	Cleator Mills		6-15		Allocate for employment
CI4	Kangol Land		Disc.	<b>79</b>	Planning permission for housing subject to S.106 being signed.
CI5	Former Kangol works		Disc.		Uncertain; suitable for employment?
CI6	Ehen Bank		Disc.		No
CI7	Adj. Ennerdale Hotel		Disc.		No
CI8	Croft House		Disc.		No
CI9	Hilden Road		Disc.		No
CI10	Main Street		Disc.		No
CI11 a	Church Street		Disc.	<b>8</b>	Consider allocation for housing. (OK on small site)
CI11 b	Cleator Gate		Disc.	<b>6</b>	Consider allocation for housing. (OK on small site)
CI12	Jacktrees South	-	n/a	<b>50</b>	Consider allocating part of the site for housing (with CI12a remaining as a Green Gap)
				<b>(191)</b>	
	<b>Cleator Moor suitable sites total</b>			<b>499</b>	<b>Target 345 - 414</b>
	<b>With Cleator</b>			<b>660</b>	

## EGREMONT

SITE REF	NAME	SHLAA REF	SHLAA RATING	YIELD	ASSESSMENT
EG1	Gilfoot Mansion		LP 2006		Retain for housing (yield uncertain)
EG2	Former Orgill School		0-5	<b>18</b>	Leave as POS
EG3	Howbank Farm A		0-5	<b>25</b>	Consider allocation for housing.
EG4	Howbank Farm B		0-5	<b>166</b>	Consider allocation for housing.

SITE REF	NAME	SHLAA REF	SHLAA RATING	YIELD	ASSESSMENT
EG5	Howbank Farm C		0-5	<b>78</b>	Consider allocation for housing.
EG6	Howbank Farm D		Disc.	50	No (landscape/access)
EG7	Howbank Farm E		Disc.	180	No (landscape/access)
EG8	Howbank Farm F		Disc.	110	No (landscape/access)
EG9	Ashlea Road		6-15	<b>26</b>	Consider allocation for housing.
EG10	Egremont furthest north		LP 2006		Consider for housing (yield uncertain)
EG11	Adj. Tollbar House		6-15	<b>14</b>	Consider allocation for housing.
EG12	St. Thomas's Cross		6-15	<b>64</b>	Consider allocation for housing.
EG13	Brisco Mount		6-15	<b>9</b>	Consider allocation for housing.
EG14	Chapel Street Car Park		Disc.	12	No (commercial poss.)
EG15	High Mill		Disc	16	No (flood risk)
EG16	Former Council depot, Chapel St		Disc.	9	No. Employment site
EG17	Beck Green		Disc.	5	No. POS (flood risk)
EG18	Wyndham Terrace		Disc.	5	No (allotments)
EG189	Bridge End		Disc.	12	No (allotments/access)
EG20	Sandholes East		6-15	20	Consider for housing (yield uncertain).
EG21	Sandholes West		Disc.	220	No. (access/sewer capacity)
EG22	Adj. Daleview Gardens			<b>152</b>	
EG23	Gulley Flatts East		0-5	<b>98</b>	Consider allocation for housing.
EG24	Gulley Flatts West		0-5	<b>68</b>	Consider allocation for housing.
EG25	Egremont furthest south		Disc.		No (open countryside)
EG26	Land at Woodend		Disc.		No (open countryside)
EG27	Adj. Market Hall		Small		
EG28	Adj. Council chambers		Small		
EG29	Rear of 33 Main Street		Small		
EG30	North of Pickett Howe		-	<b>36</b>	Consider allocation for housing
EG31	Clintside near Egremont		-		No (not in settlement, access difficulties)
	Egremont suitable sites total			<b>736</b>	<b>Target 345 - 414</b>



## MILLOM

SITE REF	NAME	SHLAA REF	SHLAA RATING	YIELD	ASSESSMENT
MM1	Devonshire Road	S351	LP 2006	60	? in SPA
MM2	Adj. Lowther Road estate	S347	LP2006	30	Consider allocation for housing.
MM3	Moor Farm	CS22	-	175	Consider allocation for housing.
MM4	CG Ashburner compound	S072	0-5	9	Consider allocation for housing.
MM5	Former highways depot Millom Rd	S076	Small	2	Small site
MM6	Adj. St Georges Hall	S078	Small	2	Small site
MM7	1-3 Market Square	S083	Small	2	Small site
MM8	Rear of Crown St Church	S084	Small	1	Small site
MM9	Former Council depot Millom Rd	S089	0-5	5	Consider allocation for housing.
MM10	Former Highways depot Holborn Hill	S093	0-5	8	Allocate (new outline permission)
MM11	Adj. Boundary Lane, Mainsgate Road	CS51	Disc.	110	No. Employment, flood risk
MM12	Mainsgate Road	S047	Disc.	65	Employment, flood risk
MM13	Foundry Road Garage	S069	Disc.	20	Employment use
MM14	Back Bay View	S320	Disc.	10	No (amenity POS)
MM15	Stella Terra	S321	Disc.	11	No (amenity POS)
MM16	Adj Marsh House, Holborn Hill	S332	Disc.	9	? in SPA but next to MM1
MM17	Crook Field	SR23	Disc.	40	Suitable if not in FZ3
MM18	Rear of Fire Station	S044	Disc.	10	No (allotments)
MM19	Queen Street	S086	Disc.	4	No (church + car park)
MM20 MM21	Borwick Rails	-	-		No (unsuitable location and size)
MM22	Back of Mountbatten Way	-	-		No (landscape, access)
MM23	Back of Grammerscroft	-	-	130	Consider allocation for housing.
Ha1	Poolside	n/a	LP2006	81	Allocate (pp)
Ha2	Adj. Cricket Club	CS50	Disc.	70	No (access, FZ3a)
Ha3	Allotments, Willowside	S333	Disc.	30	No (access, FZ3a)
	<b>Millom suitable sites total</b>			<b>397</b>	<b>Target 345 - 414</b>
	<b>With Haverigg</b>			<b>478</b>	

## LOCAL CENTRES

SITE REF	NAME	SHLAA REF	SHLAA RATING	YIELD	ASSESSMENT
Ar1	Garage site Arlecdon Road	S335	0-5	7	Consider allocation for housing.

SITE REF	NAME	SHLAA REF	SHLAA RATING	YIELD	ASSESSMENT
Ar2	Rear of Arlecdon Road	SR03	0-5	<b>45</b>	? (allocate if accessible)
Ar3	Arlecdon Parks Road	SR33	6-15	<b>35</b>	Consider allocation for housing.
Ar4	Adjoining Sun Inn	CS38	6-15	<b>13</b>	Consider allocation for housing.
Ar5	Raltri (Barwise Row)	S326	6-15	<b>3</b>	Consider allocation for housing.
Ar6	Arlecdon House	S334	0-5	<b>6</b>	No (not accessible)
Ar7	Parks Road	SR11	0-5	<b>11</b>	Consider allocation for housing.
Ar8	Off Arlecdon Parks Road	SR34	Disc.	<b>33</b>	No (questionable accessibility)
Ro1	Rowrah goods yard	S030	LP 2006	<b>35</b>	Unimplemented 2006 allocation, may not be attractive to the market.
Ro2	Rowrah Hall garage	CS35	6-15	<b>5</b>	No (Not accessible)
Ro3	Pasture Road	SR01	6-15	<b>6</b>	No (landscape)
Ro4	Chapel Row	SR24	6-15	<b>39</b>	In commercial use but might be suitable for housing.
	<b>Arlecdon/Rowrah suitable sites total</b>			<b>188</b>	
Be1	Mill Lane	S040	0-5	<b>23</b>	No (flood zone 3)
Be2	Croft House Farm	CS30	6-15	<b>5</b>	Consider allocation for housing.
Be3	Hunter Rise	S039	6-15	<b>33</b>	OK in principle if highway access satisfactory.
Be4	Adjoining Croft House Farm	S339	6-15	<b>4</b>	Consider allocation for housing.
Be5	Barwickstead	SR32	6-15	<b>13</b>	OK in principle if highway access satisfactory.
Be6	Off Braystones Road	SR36	Disc.	<b>50</b>	No (access, size)
Be7	Sour Close	CS27	Disc.	<b>4</b>	No (countryside)
	<b>Beckermest suitable sites total</b>			<b>55</b>	
Bi1	Adjoining Smithy Cottages	S340	0-5	<b>6</b>	No (private gardens)
Bi2	Bank End View	CS36	6-15	<b>20</b>	Consider (but may not be feasible)
Bi3	W. extension Jubilee Gardens	CS25	Disc.	<b>75</b>	No (landsc. – smaller?)
	<b>Bigrigg suitable sites total</b>			<b>0</b>	
Di1	Distington Hinnings Farm		LP 2006	<b>(85)</b>	No market interest? Deallocate?
Di2	Distington Ennerdale View		0-5	<b>11</b>	Consider allocation for housing.

SITE REF	NAME	SHLAA REF	SHLAA RATING	YIELD	ASSESSMENT
Di3	Distington Kilnside		6-15	<b>77</b>	Consider allocation for housing.
Di4	Distington Ennerdale Rd/Barfs Rd		6-15	<b>39</b>	Consider allocation for housing.
Di5	<i>Distington Barfs Road</i>		6-15	48	No. (Businesses on site)
Di6	<i>Distington Chapel Street</i>		6-15	16	No (inaccessible)
Di7	<i>Distington rear of school</i>		6-15	<b>5</b>	Small site
Di8	<i>Distington 101 Main street</i>		Disc.	1	Small site
Di9	<i>Distington Old Hall</i>		Disc.	1	Small site
Di10	<i>British Legion Car Park</i>		Disc.	6	No (access, traffic)
Di11	<i>Castle View</i>		6-15	4	Small site
Di12	Former concrete depot		-	<b>75</b>	Consider allocation for housing
	<b>Distington suitable sites total</b>			<b>282</b>	
En1	<i>Ennerdale Bridge</i>	CS23	0-5	33	No (access, drainage)
Ki1	Thistlehill Quarry, Kirkland	n/a	n/a	15	Consider allocation for housing
	<b>Ennerdale Bridge/Kirkland suitable sites total</b>			<b>15</b>	
Fr1	Lingley Fields Extension	CS01	0-5	<b>29</b>	Consider allocation for housing.
Fr 2	Adj Lindisfarne residential home	S131	0-5	<b>27</b>	Consider allocation for housing.
Fr 3	Opposite 187 Frizingron Road	S149	0-5	<b>21</b>	Consider allocation for housing.
Fr4	Adjoining Avondale	S338	0-5	<b>5</b>	Consider allocation for housing.
Fr5	Mid Town Farm	S029	6-15	<b>12</b>	Consider allocation for housing.
Fr6	<i>Off Parks Street</i>	CS76	sms	2	No (small site)
Fr 6	<i>Garage site rear Council</i>	S114	sms	2	No (small site)
Fr8	<i>Council chambers</i>	S115	sms	1	No (small site)
Fr9	<i>Adjoining Glendarvel</i>	S337	sms	2	No (small site)
Fr10	<i>Chapel Autos</i>	S124	Disc.	1	Built
Fr11	<i>Adj. 129 Main Street</i>	S127	Disc.	1	Built
Fr12	<i>Rural workshops site</i>	CS59	Disc.	27	No (employment land)
Fr13	<i>Allotments site, Frizington Road</i>	S028	Disc.	12	No (allotments)
Fr14	<i>Lingla Bank</i>	S346	Disc.	40	Built
Fr14	Lonsdale Farm	-	-	(30)	OK in principle for housing – access issue
	<b>Frizington suitable sites total</b>			<b>124</b>	
Lo1	<i>Allotments Solway Road</i>	S022	Disc.	9	No (allotments)
Lo2	<i>Hodgson Pit</i>	CS24	Disc.	30	No (countryside)

SITE REF	NAME	SHLAA REF	SHLAA RATING	YIELD	ASSESSMENT
Lo3	North of Woodlands Nurseries	n/a	n/a	<b>25</b>	Consider allocation for housing
<i>Pa1</i>	<i>Parton Brow</i>	<i>S013</i>	<i>Disc.</i>	<i>20</i>	<i>No (landscape etc.)</i>
<i>Pa2</i>	<i>Fern Cottage</i>	<i>S323</i>	<i>6-15</i>	<i>6</i>	<i>No (private gardens)</i>
Pa3	Whites Row	S350	Disc.	<b>12</b>	? (allocate if flood risk dispelled)
<i>Pa4</i>	<i>Brewery Row playground</i>	<i>S324</i>	<i>Disc.</i>	<i>24</i>	<i>No (playground)</i>
	<b>Lowca/Parton suitable sites total</b>			<b>37</b>	
Mp1	High Moor Road	S329	0-5	<b>5</b>	Consider allocation for housing.
Mp2	Former housing Walkmill Close	S330	0-5	<b>12</b>	Consider allocation for housing.
Mp3	Bonny Farm, High Ghyll Bank	SR14	0-5	<b>35</b>	Consider allocation for housing.
Mp4	Walkmill Close	SR30	6-15	<b>10</b>	Consider allocation for housing.
Mp5	Dent Road	SR31	6-15	<b>24</b>	Consider allocation for housing.
<i>Mp6</i>	<i>Round Close Farm</i>	<i>CS47</i>	<i>Disc.</i>	<i>20 (300)</i>	<i>No (landscape). Small scheme on East side may be acceptable (Mp6a).</i>
Mp7	School Brow		-		May be acceptable if deliverable
<i>Mp8</i>	<i>Land adjoining Bonny Wood</i>		-		<i>No (access)</i>
	<b>Moresby Parks suitable sites total</b>			<b>106</b>	
Mr1	Station Yard	S035	0-5	<b>45</b>	Consider allocation for housing.
Mr2	Rear of Clarack House	CS57	6-15	<b>44</b>	Consider allocation for housing.
Mr3	Rear of Social Club	CS63	6-15	<b>46</b>	Consider allocation for housing.
<i>Mr4</i>	<i>Hollins Farm</i>	<i>CS64</i>	<i>6-15</i>	<i>3</i>	<i>No (access)</i>
Mr5	Adjoining Scalegill Road	CS66	6-15	<i>(175)</i> <b>100</b>	Consider allocation of part
Mr6	North Station Yard	CS67	0-5	<b>74</b>	Consider allocation for housing, if Mr1 is developed first.
<i>Mr7</i>	<i>Adjoining Scalegill Hall</i>	<i>CS89</i>	<i>6-15</i>	<i>17</i>	<i>No (power line)</i>
<i>Mr8</i>	<i>Allotments rear Penzance Street</i>	<i>CS65</i>	<i>Disc.</i>	<i>120</i>	<i>No (OS/access)</i>
<i>Mr9</i>	<i>Scalegill Hall</i>	<i>CS61</i>	<i>Disc.</i>	<i>45</i>	<i>No (employment land)</i>
<i>Mr10</i>	<i>Adjoinigng Scalegill</i>	<i>CS85</i>	<i>Disc.</i>	<i>290</i>	<i>No (emp land/landsc.)</i>
<i>Mr11</i>	<i>Adj. Moor Row/Westlakes</i>	<i>CS86</i>	<i>Disc.</i>	<i>20</i>	<i>No (countryside)</i>
<i>Mr12</i>	<i>A595/Scalegill Road</i>	<i>CS90</i>	<i>Disc.</i>	<i>65</i>	<i>No (countryside)</i>
<i>Mr13</i>	<i>Land at Moor Row (Blind Lane)</i>	<i>CS93</i>	<i>Disc.</i>	<i>50</i>	<i>No (access)</i>

SITE REF	NAME	SHLAA REF	SHLAA RATING	YIELD	ASSESSMENT
	<b>Moor Row suitable sites total</b>			<b>(Up to 359)</b>	
Se1	Links Crescent	S043	0-5	<b>30</b>	Planning permission for housing, subject to S.106 being signed.
Se2	Town End Farm East	S109	0-5	<b>38</b>	Consider allocation for housing.
Se3	Croft Head Road	S348	0-5	<b>20</b>	Planning permission for housing
Se4	Swang Farm	S099	6-15	<b>37</b>	Planning permission for housing
Se5	<i>Fairways extension</i>	<i>CS19</i>	<i>6-15</i>	<i>26</i>	<i>No (access)</i>
Se6	<i>Rueberry Drive</i>	<i>S042</i>	<i>Disc.</i>	<i>6</i>	<i>No (coast)</i>
Se7	<i>Black How</i>	<i>S102</i>	<i>Disc.</i>	<i>12</i>	<i>No (access)</i>
Se8	<i>Rear Wansfell Hotel</i>	<i>S108</i>	<i>Disc.</i>	<i>10</i>	<i>No (access)</i>
Se9	<i>Cross Lanes</i>	<i>S041</i>	<i>Disc.</i>	<i>20</i>	<i>No (employment land)</i>
Se10	<i>Car park, The Banks</i>	<i>S103</i>	<i>Disc.</i>	<i>6</i>	<i>No (car park)</i>
	<b>Seascale suitable sites total</b>			<b>125</b>	
Sb1	<i>Rear of Manx Horizon</i>	<i>S227</i>	<i>Disc.</i>	<i>10</i>	<i>No (access)</i>
Sb2	Abbey Road 1	S229A	0-5	<b>11</b>	On site
Sb3	Abbey Road 2	S229B	Disc.	<b>10</b>	No (access)
Sb4	Nethertown Road	CS11	Disc.	<b>110</b>	No (access. landscape)
Sb5	Seacote Car Park	S230	Disc.	<b>11</b>	No (car park, coast)
Sb6	Stonehouse Farm	S325	Disc.	<b>5</b>	No (access)
Sb7	Rear of Albert Hotel	S336	Disc.	<b>6</b>	No (access)
Sb8	Abbots Court field		-		No (landscape). Small scheme may be OK
Sb9	Fairladies south		-		No
	<b>St Bees suitable sites total</b>			<b>11</b>	
Th1	South of Thornhill	CS79	6-15	<b>(230) 75</b>	Allocate part; whole site likely to be unacceptable
Th2	37 Thorntree Drive	CS99	Disc.	<b>5</b>	No (overdevelopment)
	<b>Thornhill suitable sites total</b>			<b>75</b>	
	<b>Local Service Centres total</b>			<b>1082</b>	<b>Target (= 'ceiling') 690 - 830</b>
	NB this figure excludes Cleator (185)				
	Haverigg (81)				



## SITES IN SMALL VILLAGES AND COUNTRYSIDE

SITE REF	NAME	SHLAA REF	SHLAA RATING	YIELD	ASSESSMENT
<b>Sites outside settlements</b>					
OC1	Field 5264, Waterloo Terrace nr. Arlecdon	CS28	Disc.	10	No (open land, landscape impact)
OC2	Opposite St John's Church nr. Bigrigg	CS87	Disc.	110	No (open land, landscape impact)
OC3	Land adj. Shaw Farm nr. Bigrigg	CS88	Disc.	20	No (open land, landscape impact)
OC4	Parkside nr. Cleator Moor	CS05	Disc.	3	No (open land, former landfill)
OC5	North Millhill Farm	CS31	Disc.	170	No (open land, landscape impact)
OC6	Land at Galemire	S327	Disc.	110	No (outside settlement)
OC7	Adjacent to Coulderton village	CS91	Disc.	110	No (access, open land, landscape impact)
OC8 OC9	Howgate sites 1 and 2	CS100 CS101	Disc.	35 63	No (open land not related to service centre)
OC10	South Park, Rheda nr. Frizington	CS39	Disc.	325	No (not in settlement, landscape impact)
OC11 OC12	Rheda Home Farm Rheda North park	CS70/7 0a	Disc.	200	No (not in settlement, landscape impact)
OC13	Former opencast access, Round Close	CS62	Disc.	63	No (open land, landscape impact)
OC14	High House/Brackenthwaite, Wilton	CS71	Disc.	2400	No (open land, landscape impact)
OC15	Moss Drift, Wilton	CS72	Disc.	3300	No (open land, landscape impact)
OC16	Cobra Castle, Wilton	CS73	Disc.	1950	No (open land, landscape impact)
<b>Sites in villages</b>					
VS1	Land at Sandwith	CS98	6-15	25	May be developable, on 'rural exception' basis only
VS2	Wray Head, Drigg	CS52	0-5	26	May be developable, on 'rural exception' basis only
VS3	Beck Brow Farm, Haile	CS33	Disc.	61	No (not in settlement, landscape impact)
VS4	Land at Holmrook	CS92	0-5	85	May be developable, on 'rural exception' basis only
VS5	Field 2271, Low Moresby	CS75	Disc.	60	No (access, landscape impact)
VS6, VS7, VS8	Land at Low Moresby	CS82 CS83 CS84	Disc.	31	No (access, landscape impact)
VS9	Nook Meadow, The Hill	SR05	6-15	10	May be developable, on 'rural exception' basis only

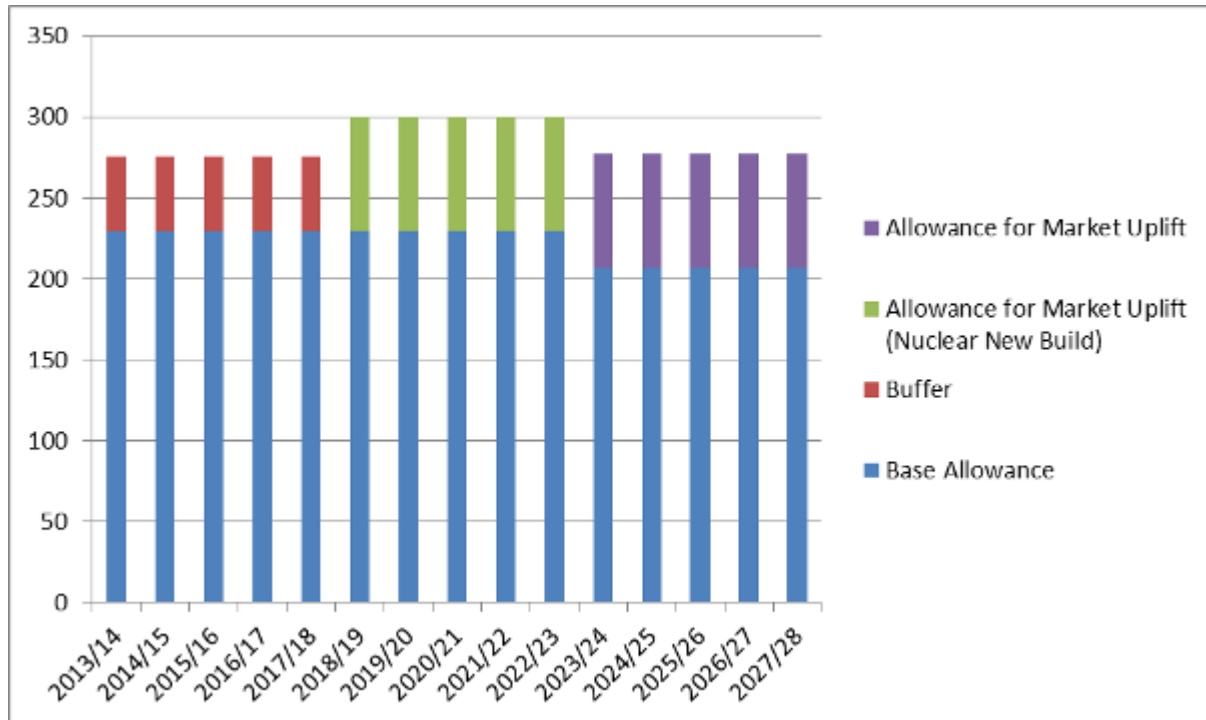
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## Appendix 2: Housing Trajectory

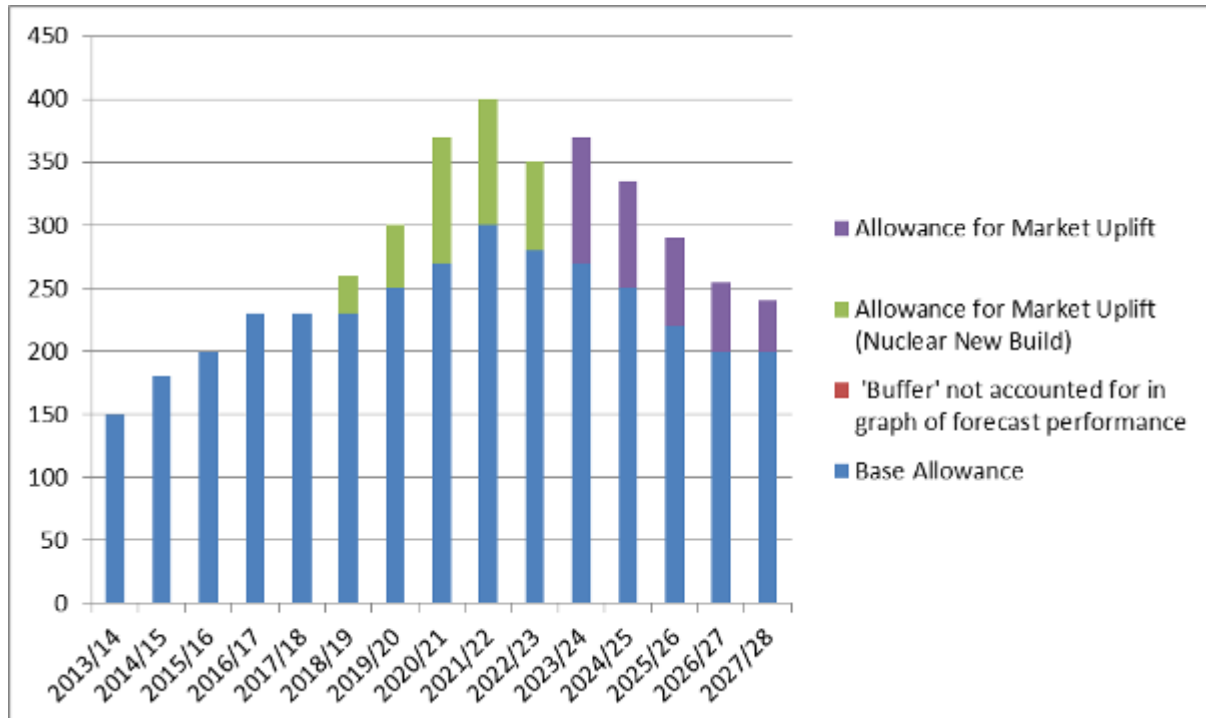
(from the Core Strategy)

- 5.1.7 Construction of a housing trajectory is complicated both by the macroeconomic situation and factors specific to Copeland:
- the housing market generally is depressed;
  - in Copeland there is a further challenge caused by factors making it difficult to attract development (geographical peripherality and an image not encouraging to inward investment);
  - potential future developments which should make a major difference, but which have not yet been confirmed.
- 5.1.8 Trajectory 1 illustrates the need for emerging site allocations over the Plan period.
- 5.1.9 The 'base scenario' is for an average 230 dwellings per year, or 3450 over the plan period.
- 5.1.10 The Government instructs that a 'buffer' of an additional 20% over the basic allowance of 230 homes per annum be brought forward to 'frontload' the supply in the first five years, leading to a reduction of 10% below the allowance for the remaining 10 years.
- 5.1.11 The trajectory also makes allowance for 'market uplift' of seventy dwellings per year in years 6 to 15 of the plan period. Years 6 to 10 coincide with the expected construction of a nuclear power station. The allowance of a total of 350 dwellings is expected to be enough to accommodate the proportion of the workforce (construction and permanent) who will be moving into the area and will seek permanent homes, and within that, the proportion who will seek housing within the Borough. In years 10 to 15 'uplift' will relate to other anticipated developments in the nuclear sector, along with supply chain and potentially other energy-related sectors.
- 5.1.12 The total amount of housebuilding for which land will be made available including 'market uplift' is thus at 230 per year for 5 years, and 300 per year for 10 years – a total of 4150.
- 5.1.13 Trajectory 2 is a forecast of market performance in building homes during the plan period. It is based on the following assumptions.
- Performance will gradually pick up from a relatively low figure in 2013/14 (gross delivery in 2011/12 was 150 dwellings).
  - Starting in the later years of this decade, and peaking in the early 2020s, there will be a Moorside-related boost (green on the graph) as construction gathers pace, with some longer term staff buying homes in the Borough (or renting 'buy-to-let' dwellings) and the power station staff increasing in number as commissioning approaches. 'Base' demand (blue) will also continue to increase as the local economy grows.
  - Post 2023, other new developments, primarily nuclear-related, will come on stream.

### Trajectory 1: Guide for allocations and phasing



### Trajectory 2: Forecast house building performance



## Appendix 3: Policies in the Local Plan 2006 superseded by this document.

5.1.14 The table below lists all the policies of the 2006 Local Plan and shows how they have been superseded by the new Local Plan (Core Strategy, Development Management Policies and Site Allocations). Those to be superseded by the Site Allocations and Policies Plan are highlighted, the others already being defunct since the Core Strategy and Development Management Policies were adopted in 2013.

5.1.15 Following adoption of the Site Allocation plan, the 2006 Local Plan will thus be entirely discontinued and will have no status in planning decision making in Copeland.

Local Plan Policy	Core Strategy Policy(s)	DM Policy(s)
<b>Chapter 3: Development Strategy</b>		
DEV1	Vision, Objectives, ST1	
DEV2	ST2	
DEV3	ST2	
DEV4	ST2 (Para. 3.5.12 – 3.5.14)	
DEV5	ST2 (Para. 3.5.15 – 3.5.18)	
DEV6	ST1, T1 ENV1	DM10
DEV7	ST4	
DEV8	ST2, ST3, ST4, ER1, ER2, ER3	
<b>Chapter 4: Housing</b>		
HSG1	<b>Superseded by Policy SA XX</b>	
HSG2	<b>Superseded by Policy SA YY</b>	
HSG3	SS2	
HSG4	Deleted; direct replacement not necessary	
HSG5	SS3B (Para. 5.4.7)	
HSG6	SS1 A(v)	
HSG7		DM17
HSG8	SS2	DM12
HSG9	SS3	
HSG10	SS3 (Para. 5.4.5)	
HSG11	SS3 (Para. 5.4.5 and 5.4.6)	
HSG12	S2C	
HSG13	Deleted; replacement not necessary	
HSG14		DM16
HSG15		DM13
HSG16		DM14
HSG17		DM15A
HSG18		DM14
HSG19		DM14
HSG20		DM18
HSG21		DM19
HSG22		DM19A
HSG23		DM19B
HSG24		DM19C
HSG25	Deleted; replacement not necessary	
HSG26		DM20
HSG27		DM20
<b>Chapter 5: Economic Regeneration</b>		

Local Plan Policy	Core Strategy Policy(s)	DM Policy(s)
EMP1	Superseded by Policy SA XX	
EMP2	Superseded by Policy SA XX	
EMP3	Superseded by Policy SA XX	
EMP4	Deleted; replacement not necessary	
EMP5	ST2 (Figure 3.2)	
EMP6	Deleted; replacement not necessary	
EMP7		DM3
TCN1	ST2, ER7	
TCN2	ST2 (Figure 3.2), ER7	
TCN3		DM10
TCN4		DM10
TCN5	ER7-9	
TCN6		DM6C
TCN7		DM7
TCN8		DM7
TCN9	ER8	
TCN10	Deleted; replacement not necessary	
TCN11		DM6A (Para. 10.2.21)
TCN12	Superseded by Policy SA XX	
TCN13	ER7D, ER9B	
TCN14	ER7D, ER9B	
TSM1	ER10	
TSM2	ER10C	
TSM3	ER10	DM9
TSM4		DM9
TSM5		DM9, DM10
TSM6		DM9
RUR1	ST2	DM10, DM15B, DM30
<b>Chapter 6: The Environment</b>		
ENV1	ENV3	DM25
ENV2	ENV3	DM25
ENV3	ENV3	DM25
ENV4	ENV3, ENV5	
ENV5	ENV3	DM25
ENV6	ENV5 (Para. 7.6.2)	DM26
ENV7	ENV2	
ENV8	ENV2	
ENV9	ENV5	DM26
ENV10		DM28
ENV12		DM26
ENV13	ENV6	
ENV14	ENV2	
ENV15	ENV2 (Para. 7.3.5)	
ENV16		DM24
ENV17	ST1C(v)	
ENV18	ST1D(iv)	
ENV19	ST1C(vi)	
ENV20	Deleted; replacement not necessary	
ENV21		DM10



Local Plan Policy	Core Strategy Policy(s)	DM Policy(s)
ENV22		DM10
ENV23	ST2E, (Para. 3.5.19 – 3.5.20)	
ENV25		DM27
ENV26		DM27C
ENV27		DM27C
ENV28	Deleted; replacement not necessary	
ENV29		DM27C
ENV31		DM27D
ENV32	Deleted; replacement not necessary	
ENV36		DM27E
ENV37		DM27E
ENV38		DM10
ENV39		DM29
<b>Chapter 7: Transport</b>		
TSP2	Deleted; replacement not necessary (Although some of the schemes in para. 7.2.6 are noted in T1)	
TSP4	T1	DM22
TSP5	T1	DM22
TSP6	T1	DM22
TSP7	T1	DM22
TSP8	<b>Superseded by Policy SA XX</b>	
TSP9	T1	
TSP10	Deleted; replacement not necessary	
<b>Chapter 8: Community Services and Facilities</b>		
SVC6	Deleted; replacement not necessary (Although DM10 is relevant)	
SVC7	ER3	
SVC8		DM23
SVC9	Deleted; replacement not necessary (Although DM10 may be relevant)	
SVC10	Deleted; replacement not necessary	
SVC11	SS4	
SVC12		DM21
SVC13	SS5	
SVC14	Deleted; replacement not necessary	
SVC15	Deleted; replacement not necessary	
<b>Chapter 9: Renewable Energy</b>		
EGY1		DM2
EGY2		DM2
EGY3		DM2
EGY4		DM2
EGY5		DM2
EGY6		DM2
EGY7		DM11
<b>Chapter 10: Sellafield and the Nuclear Industry</b>		
NUC1	ER1	
NUC2	ER1	
NUC3	ER1	
NUC4		DM5
NUC5		

## Appendix 4: Green Infrastructure: Open Spaces Protected by the Local Plan

Ref.	Site Name	Location	Settlement	Justification	Policy
WG01	Rannerdale Drive	Loop Road North	Whitehaven	Landscape Importance	
	Bransty Road	Loop Road North	Whitehaven	Landscape Importance	
	Bleachgreen Paddock	Victoria Road, Bleachgreen	Whitehaven	Both	
	Bransty Primary School	Mona Road	Whitehaven	Both	
	New Road	Southview Road	Whitehaven	Landscape Importance	
	Earl's Road	New Road	Whitehaven	Landscape Importance	
	New Road	New Road	Whitehaven	Landscape Importance	
	Recreation Ground, St James' Infant School	High Street	Whitehaven		
	St James' Church and Junior School	High Street and Wellington Row	Whitehaven		
	Harras Park	Loop Road South	Whitehaven	Landscape Importance	
	White Park and Crowpark Wood	Loop Road South	Whitehaven	Landscape Importance	
	White Park	Loop Road South	Whitehaven	Both	
	Midgey Wood	Park Drive	Whitehaven	Both	
	St Nicholas' Tower	Lowther Street	Whitehaven		
	Whitehaven Playground	Castle Meadows	Whitehaven		
	Arrowthwaite	High Road	Whitehaven	Landscape Importance	
	Playing Field/Area, Jericho School	HighFields	Whitehaven	Both	
	Trinity Gardens	Scotch Street	Whitehaven		
	County Sports Field, Rugby Ground and Bowling Greens	Coach Road	Whitehaven	Both	
	Monkway Junior School	Binns to Kells Road	Whitehaven	Landscape Importance	
	Binns to Kells Road	Binns to Kells Road	Whitehaven	Landscape Importance	
	Council Offices, Crummock Avenue	Loweswater Avenue	Whitehaven	Both	
	Woodhouse	Loweswater Avenue	Whitehaven	Both	
	Wastwater Road	Wastwater Road	Whitehaven	Both	
	Wastwater Road	Wastwater Road	Whitehaven	Both	
	Cemetery	Low Road	Whitehaven	Both	
	Cemetery	Low Road	Whitehaven	Both	
	Playing Fields	Uldale Road	Whitehaven	Both	
	St Gregory and Patrick's Infants School	Snebro Road	Whitehaven	Both	
	Whinlatter Road	A595	Whitehaven	Landscape Importance	
	Greenbank	St Bees Road	Whitehaven	Landscape Importance	

Ref.	Site Name	Location	Settlement	Justification	Policy
	Valley Primary School	Whinlatter Road	Whitehaven	Both	
	Valley Infant School	Whinlatter Road	Whitehaven	Both	
	Herdus Road	Herdus Road	Whitehaven	Both	
	Mirehouse East Play Area	Meadow Road	Whitehaven	Landscape Importance	
		Rutlands Avenue	Whitehaven	Both	
	St Benedict's RC High School	Moresby Road	Whitehaven	Recreation/ Amenity	
	Playing Fields, Whitehaven School	Cleator Moor Road	Whitehaven	Recreation/ Amenity	
	Overend Quarry (disused), Recreation Ground and Allotment Gardens	Richmond Hill Road	Whitehaven	Both	
	Cemetery, Recreational Area	Beck Bottom	Whitehaven	Both	
	Allotment Gardens	Rosebank	Whitehaven	Both	
	Snebra Allotments Gardens	Brook Bank	Whitehaven	Landscape Importance	
	Hensingham Road	Hensingham Road	Whitehaven	Landscape Importance	
	Playing Field	Basket Road	Whitehaven		
	Playing Field	High Road	Whitehaven		
	Allotment Gardens and Cycle Track	High Street	Cleator Moor	Both	
	St Patrick's RC Junior and Montreal Junior and Infants School and Ski Slope	Todholes Road	Cleator Moor	Recreation/ Amenity	
	King George's Field and Indoor Bowling Green	Back Wyndham Street	Cleator	Recreation/ Amenity	
	Football Ground	Thompson Close	Cleator Moor	Recreation/ Amenity	
	Allotment Gardens	High Street	Cleator Moor	Recreation/ Amenity	
	Cycle Track	High Street	Cleator Moor	Both	
	Playing Field Adj Mill Hill	Cleator Moor	Cleator Moor		
	Play Area	Cleator Moor	Cleator Moor		
	Allotment Gardens	Briscoe Mount	Egremont	Recreation/ Amenity	
	Allotment Gardens	East Road	Egremont	Recreation/ Amenity	
	Bowling Green	How Bank Road	Egremont	Both	
	Gillfoot Road	Gillfoot Road	Egremont	Both	
	Smithfield	Smithfield Road	Egremont	Both	
	Falcon Club, Sasra Sports Ground	Croadalla Avenue	Egremont	Both	
	Wyndham Place	Wyndham Place	Egremont	Both	
	Orgill Junior School	Baybarrow Road	Egremont	Both	
	Playing Field	Ashlea Road	Egremont	Recreation/ Amenity	
	The Willows	Baybarrow Road	Egremont	Both	
	Playground	corner of Goldsmith Road	Egremont	Landscape Importance	
	Allotment Gardens	Grove Road	Egremont	Both	

Ref.	Site Name	Location	Settlement	Justification	Policy
	Bookwell Primary School	Bookwell	Egremont	Both	
	Castle Mount Allotment Gardens	off Green Dykes	Egremont		
	Rugby Football Ground	Bridge End	Egremont	Recreation/ Amenity	
	Cross Side	Cross Side	Egremont	Landscape Importance	
	Cross Side	A595	Egremont	Landscape Importance	
	Allotments Gardens	Cringlethwaite Terrace	Egremont	Recreation/ Amenity	
	Beck Green	Beck Green	Egremont	Both	
	Beck Green	Beck Green	Egremont	Landscape Importance	
	Millom School Playing Fields and Allotment Gardens	Salthouse Road	Millom	Recreation/ Amenity	
	Playing Field	Furness Street	Millom	Recreation/ Amenity	
	Sport Grounds and Allotment Gardens	Devonshire Road	Millom	Recreation/ Amenity	
	Bowling Green, Tennis Courts and Play Area	St George's Road	Millom	Both	
	War Memorial	Station Road	Millom	Landscape Importance	
	Queen's Park	Queen's Park	Millom	Landscape Importance	
	Lapstone House	St George's Road	Millom		
	Sea View	Horn Hill	Millom	Landscape Importance	
	Cricket Ground	St George's Road	Millom	Recreation/ Amenity	
	Black Combe Junior School	Palmers Lane	Millom	Both	
	Recreation Ground	Barfs Road	Distington	Recreation/ Amenity	
	Church of the Holy Spirit	Church Road	Distington	Both	
	Playing Field	West View Road	Distington	Recreation/ Amenity	
	Playing Field	East Croft Terrace	Lowca	Both	
	Playground	Stamford Hill Avenue	Lowca	Recreation/ Amenity	
	Playing Field	A5086	Arlecdon	Recreation/ Amenity	
	Frizington Primary School	Main Street	Frizington	Recreation/ Amenity	
	Playing Field	Mill Street	Frizington	Recreation/ Amenity	
	St Paul's Church	Church Street	Frizington	Both	
	Playing Field	Ramsey Drive	Parton	Both	
	Playground, Allotment Gardens	School Street	Moor Row	Recreation/ Amenity	
	Allotment Gardens	John Street	Moor Row	Recreation/ Amenity	
	Bankend View	Bankend View	Bigrigg	Both	

Ref.	Site Name	Location	Settlement	Justification	Policy
	St Leonard's Church	Church Street	Cleator	Both	
	Playground	Prospect Row	Cleator	Recreation/ Amenity	
	Adam's Recreation Ground	Beach Round	St Bees	Recreation/ Amenity	
	Play Area, Picnic Area and RNLI Station	St Bees SeaFront	St Bees	Both	
	St Bees School Playing Fields	Wood Lane	St Bees	Both	
	Graveyard, The Priory Church of St Mary and St Bega and Playing Fields	B5345	St Bees	Both	
	St Bees Village School Field	Main Street	St Bees	Both	
	Fairladies Farm Allotment Gardens	Main Street	St Bees	Recreation/ Amenity	
	Beckermest Church of England School	Mill Lane	Beckermest	Both	
	Playground and Car Park School Green	Beckermest Bridge	Beckermest	Both	
	Cricket, Bowling Green and Sports Hall	Gosforth Road	Seascale	Both	
	Laurel Bank	Gosforth Road	Seascale	Landscape Importance	
	Cricket, Bowling Green and Sports Hall	Gosforth Road	Seascale	Both	
	Playing Field	Wholehouse Road	Seascale	Both	
	Seascale County Primary School	Gosforth Road	Seascale	Both	
	Playing Field and Playground	Mill House	The Green	Recreation/ Amenity	
	Sewage Works	Mill Park	The Green	Both	
	Cricket Ground	Poolside	Haverigg	Recreation/ Amenity	
	Haverigg Primary School Playing Fields	Atkinson Street	Haverigg	Both	
	Allotment Gardens	William Street	Haverigg	Recreation/ Amenity	



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## Appendix 5: Environment and Heritage Designations

### Appendix 5A: Sites of Special Scientific Interest

Black Moss	Haile Great Wood
Clints Quarry	Hallsenna Moor
Drigg Coast	High Leys
Drigg Holme	Low Church Moss
Duddon Estuary	Silver Tarn, Hollas and Harnsey Mosses
Duddon Mosses	St Bees Head
River Ehen (Ennerdale Water to Keekle Confluence)	Yeathouse Quarry
Florence Mine	River Derwent and Tributaries

### Appendix 5B: County Wildlife Sites

Site Name	Grid Reference
Rottington Common	NX958136
Redness Point	NX973196
Mirehouse Reservoir	NX980149
Castle Park Wood	NX978179
Midgey Gill	NX982177
Stanley Pond	NX985143
Hope Mission Pond	NX992189
Bonnywood	NX999197
Woodhouse Quarry	NX972166
Roska Park and Bellhouse Gill	NX975148
Cunning Point and Cat Gill	NX982232
Andrews Gill	NX983227
Howgate Corner	NX994214
Braystones Coast	NY003054
Gibb Tarn	NY003071
Starling Castle	NY012045
Sellafield Tarn	NY022043
Seascale Dunes and Foreshore	NY024027
Carletonmoor Wood	NY029098
Terrace Bank Wood	NY037055
Seascale	NY045000
Ponsonby Tarn	NY047044
Gaitskell Wood	NY049020
Brayshaw Wet Meadow	NY050097
Panope Bog	NY053014
Brownbank Moss	NY054023
Bleawath Bog	NY058023

Site Name	Grid Reference
Silver How Bog	NY056017
Moor Row Mineral Line	NY008144
River Ehen Ponds	NY013122
Longlands Lake	NY013127
Fish Hatcheries	NY017104
Dub Beck	NY020174
Oxenriggs Pond	NY021101
Birkhouse Pond	NY028153
Rheda South Park	NY023166
Parkside Pond	NY032155
Archy Moss	NY037138
Yeathouse Quarry	NY044168
Mousegill Quarry	NY050110
Salter Wood	NY055161
Rowrah Hall Quarry	NY058183
High Leys Meadow	NY060183
Stockhow Hall Quarry	NY066176
Hunterhow Mire	NY086173
Arlecdon Church Field	NY051198
Hayes Castle Meadows	NY000228
Beck Green Meadows	NY008228
Distington Moss	NY008208
High Park	NY045213
Wilson Park Field	NY031221
Sandbeds Meadows	NY031213
Studford Willow Parch	NY037218
Low Leys Meadow	NY067201
Gilgarran Plantation	NY039222
Kirksanton Moss	SD133805
Nicle Wood	SD142817
Hole House Wood	SD152828
Lowescale Bank	SD157827
Beck Wood	SD160810
Butts Wood	SD161814
Blea Moss	SD168841
Brocklebank Wood (Chappels)	SD171849
Rylands Wood	SD182837
High Brow Meadows	SD181833
Fox's Wood	SD185859
High Boghouse Woods	SD190863
Sheephouse Wood	SD147823
Middle Shaw	SD197845
Millom Marsh	SD185825

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## Appendix 5C: Regionally Important Geological and Geomorphological Sites

Site Name	Grid Reference
Snebra Ghyll, Whitehaven	NX983173
Bransty Quarries and Parton Cliffs	NX97-98 18-19
Kelton Fell Top, Lamplugh	NX0818
Stockhowhall Quarry	NY067176
Kelton Head Quarry	NY066184
Mousegill Quarry, Wilton	NY048109
St Bees Beach and Golf Course Cliffs	NX9610
Frizington Park Quarry	NY041156
Yeathouse (East) & Agnes Old Pit	NY0416
Lowca Railway Bank	NX978214
Cunning Point, Nr Lowca	NX978238
Winder Lane, Wilton, Egremont	NY038114
Whinny Bank Quarry	SD16948445
Millyeat, Frizington	NY022175
Peel Place Sand and Gravel Pit, Holmrook	NY070012
Seascale Beach	NY03012
River Calder Banks, Calderbridge	NY0305
Ghyll Scaur Quarry	SD170828
Lamb Hill, Bransty, Whitehaven	NX982203
Countess Pit, Pareton	NY982203
Birkhams Quarry, St Bees Head	NX955154
High Brow Sulphur Mine	SD181834
PO House, Millom	SD151823
Waterblean Hill and Quarry	SD176825
Nethertwon (The Knoll)	NX987074
Newton Sand Pit, Gosforth	NY00SE
Carl Crag, Drigg	SD04475 499353
Windergill Mine, Winder, Lamplugh	NY05020 17412
Arrowthwaite, Whitehaven	NX96543 17665
Orebank House (Quarry), Bigrigg	NX00523 12646
Saw Mill Quarry, Colingate, Distington	NY03859 23096

## Appendix 5D: Tree Preservation Orders

Name of TPO	Parish
Rheda Estate, Frizington	Arlecdon and Frizington
High House, Parkside, Frizington	Arlecdon and Frizington
The Old Vicarage, Lingla Bank, Frizington	Arlecdon and Frizington
Rheda Park, Frizington	Arlecdon and Frizington
Flosh Farm, Cleator	Cleator Moor
The Flosh Hotel , Cleator	Cleator Moor
Rear of War Memorial, Cleator	Cleator Moor
Ehen Hall, Cleator	Cleator Moor
Leconfield Street, Cleator Moor	Cleator Moor
Grove Court Hotel, Cleator	Cleator Moor
Crematorium Bungalow, Distington	Distington
Little Mill Farm, Egremont	Egremont
Woodbank Mansion, Egremont	Egremont
Linethwaite Hall, Moor Row	Egremont
Little Mill, Egremont	Egremont
Springfield Road, Bigrigg	Egremont
Woodlands, Haile	Haile
Beck Brow Farm, Haile	Haile
Bird Dyke Farmhouse, Lamplugh	Lamplugh
Stamford Hill, Lowca	Lowca
Crofthead Farm, Lowca	Lowca
Brockwood Hall, Whicham	Millom
Station Road, Millom	Millom
Halhwaites, The Green, Millom	Millom Without
Race Grove, The Green, Millom	Millom Without
Underwood, The Hill, Millom	Millom Without
Roseneath, Low Moresby	Moresby
Langill House, Low Moresby	Moresby
Beech Grove, Low Moresby	Moresby
Pelham House, Calderbridge	Ponsonby
Woodland at Lingmell, Seascale	Seascale
Lingmell, Seascale	Seascale
Summergrove, Whitehaven	St Bees
High House Wood, Rottington	St Bees
Oaklands, Beckermest	St John Beckermest
Part Field 8686, Oaklands, Beckermest	St John Beckermest
Beck Rise, Beckermest	St John Beckermest
38 Victoria Road, Whitehaven	Whitehaven
Midgey Wood, Whitehaven	Whitehaven
Jericho Plantation, Hillcrest	Whitehaven
Main Street, Sandwith, Whitehaven	Whitehaven

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<b>Name of TPO</b>	<b>Parish</b>
Croftfoot, Sandwith, Whitehaven	Whitehaven
Victoria Road, Whitehaven	Whitehaven
New Monkwear, Hensingham, Whitehaven	Whitehaven
Bleng Avenue, Corkickle, Whitehaven	Whitehaven
Park Drive, Whitehaven	Whitehaven
Garlieston, Front Corkickle, Whitehaven	Whitehaven
Homewood House, Hensingham, Whitehaven	Whitehaven
Victoria Terrace, Corkickle,	Whitehaven
Former Laundry, Low Road, Whitehaven	Whitehaven
The Hollins, Mirehouse, Whitehaven	Whitehaven
Adjoining Old Rectory, Bird Dyke, Lamplugh	Lamplugh
Old Rectory, Bird Dyke, Lamplugh	Lamplugh



## Appendix 5E: List of Scheduled Monuments (in Parish Order)

Title	Parish	Grid Reference
Lacon Cross	Arlecdon and Frizington	NY 024 166
Hayes Castle	Distington	NY 002 226
Large irregular stone circle and a round cairn on Dean Moor	Distington	NY 0399 2234
Drigg Holme Packhorse Bridge	Drigg and Carleton	SD 077 988
Egremont Castle	Egremont	NY 010 105
Settlement 25m SE to Gatra	Lamplugh	NY 070 208
Millom Castle (ruined portions)	Millom	SD 171 813
Hodbarrow Beacon	Millom	SD 180 783
Lacra Old Kirk and Terraces	Millom Without	SD 147 814
Stone circle west of Great Knott, Lacra	Millom Without	SD 1498 8132
Stone circle and funerary cairn 440m south west of Great Knott, Lacra	Millom Without	SD 1492 8097
Stone circle 410m SSW of Great Knott, Lacra	Millom Without	SD 1501 8096
Two stone circles, a stone avenue and a stone alignment at Great Knott, Lacra	Millom Without	SD 1505 8119 SD 1513 8124
Giant's Grave standing stones, Kirksanton	Millom Without	SD 1361 8110
Parton Roman Fort	Parton	NX 982 211
Stone circle NW of Seascale How Farm	Seascale	NY 033 023
Two high cross shafts in St Bridget's churchyard	St Bridget, Beckermest	NY 0150 0604
Enclosure 250m East of Winscales	St Johns, Beckermest	NY 026 091
Old quay and old quay lighthouse	Whitehaven	NX 968 184 NX 971 185
Duke Pit fan house	Whitehaven	NX 9697 1807
Haig Colliery	Whitehaven	NX 9672 1759
Saltom coal pit	Whitehaven	NX 9643 1739
Old Fort	Whitehaven	X96811834
Duddon Bridge Ironworks and Duddon Bridge Mill	Millom Without	SD1964288419
Barrowmouth gypsum and alabaster mine	Whitehaven	NX9586215789

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## Appendix 6: Glossary

<b>The Act</b>	The Planning and Compulsory Purchase Act 2004 (as amended).
<b>Adoption</b>	The final confirmation of a development plan or Local Development Document as having statutory status.
<b>The Planning Act (2008)</b>	The Planning Act 2008 introduces a new system for approving major infrastructure of national importance, such as major energy generation and transmission, 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.
<b>Affordable Housing</b>	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.
<b>Agriculture</b>	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.
<b>Allocated Land</b>	Land identified in a development plan as appropriate for a specific land use.
<b>Annual Monitoring Report (AMR)</b>	Part of the <i>Local Development Framework</i> , the Annual Monitoring Report will assess the implementation of the Local Development Scheme and the extent to which policies in <i>Local Development Documents</i> (including saved Local Plan policies) are being successfully implemented.
<b>Biodiversity</b>	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.
<b>The Blueprint</b>	The Blueprint sets out an agreed vision and a joint approach to economic development in West Cumbria, as well as highlighting a shortlist of transformational projects which will help to accelerate growth of jobs in the local economy. An implementation plan provides the detail of the projects which will help achieve the vision. This updates the ECMP.
<b>The Borough</b>	The Borough refers to the Copeland Borough Council's administrative area. It includes part of the Lake District National Park.

<b>BREEAM</b>	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.
<b>Britain's Energy Coast West Cumbria (BECWC)</b>	Britain's Energy Coast West Cumbria provides support for economic development in West Cumbria. It delivers business support and support for energy innovation; funding for physical and skills-related regeneration projects; and manages a high quality business property service which includes Westlakes Science & Technology Park, together with assets in Allerdale Borough.
<b>Brownfield</b>	Land that has been previously developed and is or was occupied by a permanent structure (excluding agricultural or forestry buildings), and associated fixed surface infrastructure. The definition includes the curtilage of the development. The definition is set out in the NPPF.
<b>Business Clusters</b>	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.
<b>Change of Use</b>	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).
<b>Character</b>	Individual distinctiveness created from a combination of natural and man-made elements with historic, socio-economic and other factors.
<b>Character Areas</b>	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.
<b>Code for Sustainable Homes</b>	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.
<b>Community facility</b>	Any facility providing for the health, well-being, social, educational, spiritual, recreational, leisure and cultural needs of the community.
<b>Community Infrastructure Levy (CIL)</b>	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 to 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.
<b>Conditions</b>	Requirements attached to a planning permission to limit or direct the manner in which a development is carried out.

<b>Conservation Area</b>	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.
<b>Contaminated Land</b>	Land that has been polluted or harmed in some way making it unfit for safe development and usage unless cleaned.
<b>Conversions</b>	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.
<b>Copeland Forest</b>	The notion of a Copeland Forest is envisaged as a set of interrelated woodlands, probably south of Egremont in the West 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.
<b>Core Strategy</b>	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 <i>Development Plan Document</i> .
<b>Density</b>	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.
<b>Design Guidance</b>	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.
<b>Designation</b>	This is a term use to define an area where there are particular features or constraints.
<b>Development</b>	Development is defined under the 1990 Town and Country Planning Act as " <i>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.</i> " Most forms of development require planning permission.

<b>Development Brief</b>	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.
<b>Development Management Policies</b>	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 <i>Core Strategy</i> .
<b>Development Plan</b>	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 Development Plan Documents (DPDs) contained within its Local Development Framework (LDF). These are required to be in conformity with the NPPF.
<b>Development Plan Documents (DPDs)</b>	Spatial planning documents that are subject to <i>Independent Examination</i> will form the <i>Development Plan</i> for a local authority area for the purposes of the Act. They can include a <i>Core Strategy</i> , <i>Site Specific Allocations of land</i> , and <i>Area Action Plans</i> (where needed). Other Development Plan Documents, including Development Management Policies, can be produced. They will all be shown geographically on an <i>Adopted Proposals Map</i> . 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 <i>Local Development Scheme</i> .
<b>Employment Land and Premises Study (ELPS)</b>	Provides an up to date assessment of supply of and demand for employment sites in West Cumbria to feed into the Local Plan and wider economic development planning.
<b>Employment Land Availability</b>	The total amount of land reserved for industrial and business use awaiting development.
<b>Energy Coast Master Plan (ECMP)</b>	An economic development strategy for West Cumbria which also highlights a shortlist of transformational projects which will help to accelerate growth of jobs in the local economy. An implementation plan provides the detail of the projects which will help achieve this. The ECMP is being updated by the Blueprint (see earlier).
<b>Evidence Base</b>	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.
<b>Examination</b>	Independent consideration of the soundness of a draft <i>Development Plan Document</i> chaired by a Planning Inspector appointed by the Secretary of State, whose recommendations are binding.
<b>Flood Plain</b>	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.



<b>Flood Risk Assessment (FRA)</b>	An assessment of the likelihood of flooding in a particular area so that development needs and mitigation measures can be carefully considered.
<b>Frontage</b>	The front part of a building which faces a street.
<b>Functional Flood Plain</b>	The unobstructed or active area where water regularly flows in times of flood.
<b>Green infrastructure</b>	The green spaces in the Borough, new and existing, rural and urban, natural and managed, developed as a network of spaces and linking 'corridors'. The purpose of green infrastructure is to promote biodiversity as well as supporting the health and quality of life of communities.
<b>Greenfield Land</b>	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.
<b>Habitat</b>	The natural home or environment of a plant or animal.
<b>Housing Land Requirement</b>	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.
<b>Housing Market Renewal (HMR)</b>	Process of arranging public sector intervention (in partnership with others) to sustain areas in which housing market failure (or low-demand housing) is evident.
<b>Housing Needs Assessment</b>	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.
<b>Housing Tenure</b>	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.
<b>Independent Examination</b>	The process by which an Independent Planning Inspector may publicly examine a <i>Development Plan Document</i> and any representations before issuing a binding report. (See also <i>Examination</i> ).
<b>Infill Development</b>	Building on a relatively small site between existing buildings.
<b>Infrastructure</b>	A collective term for services such as roads, electricity, sewerage, water, greenspace, education and health facilities.
<b>Infrastructure Planning Commission (IPC)</b>	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. This has been replaced by the National Infrastructure Directorate.

<b>Issues and Options and Preferred Options</b>	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 <i>Independent Examination</i> .
<b>Interchange</b>	Transport Interchanges are places where the change between modes of travel is easy, for example a Bus/Rail station.
<b>Key Diagram</b>	A map of the Local Authority area, showing the key strategic designations and proposals of the <i>Core Strategy</i> on a map, often in a diagrammatic format. Detailed proposals are shown on a Proposals Map (see below).
<b>Landscape Character Assessment</b>	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.
<b>Layout</b>	The way buildings, routes and open spaces are placed in relation to each other.
<b>Lifetime Homes</b>	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.
<b>Listed Buildings</b>	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.
<b>Local Development Documents (LDDs)</b>	These include <i>Development Plan Documents</i> , which will form part of the statutory development plan, and <i>Supplementary Planning Documents</i> , 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.
<b>Local Development Framework (LDF)</b>	<b>Now generally referred to as the Local Plan.</b> In law the term Local Development Framework still describes the portfolio of <i>Local Development Documents</i> . It consists of <i>Development Plan Documents</i> , <i>Supplementary Planning Documents</i> , a <i>Statement of Community Involvement</i> , the <i>Local Development Scheme</i> and <i>Annual Monitoring Reports</i> . The LDF may also include Neighbourhood Plans, Local Development Orders and Simplified Planning Zones.
<b>Local Development Scheme (LDS)</b>	Sets out the programme for the preparing <i>Local Development Documents</i> . All authorities must submit a Scheme to the Secretary of State for approval within six months of commencement of <i>the Act</i> and the LDS must be kept under review.

<b>Localities</b>	These are the five locality areas, first defined in the <i>Sustainable Community Strategy</i> , but with Whitehaven later splitting into two localities – one for the town (Whitehaven) and one for the wider rural area (Howgate and Distington).
<b>Local Strategic Partnership (LSP)</b>	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.
<b>Local Transport Plan (LTP)</b>	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.
<b>Major Development</b>	In the context of this document ‘major development’ will normally relate to sites greater than 0.5 ha or comprising 10 or more dwellings.
<b>National Infrastructure Directorate</b>	The directorate within the Planning Inspectorate which makes recommendations to the Secretary of State on applications for Nationally Significant Infrastructure Projects. This includes proposals for Nuclear Energy in Copeland. The Directorate replaces the Infrastructure Planning Commission.
<b>Market Housing</b>	Private housing for rent or for sale, where the price is set in the open market.
<b>Material Considerations</b>	Matters that should be taken into account in deciding a planning application or an appeal against a planning decision.
<b>Mitigation</b>	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.
<b>Mixed Use</b>	A variety of activities along routes, on single sites or across wider areas such as town centres and redundant industrial land.
<b>National Planning Policy Framework (NPPF)</b>	The National Planning Policy Framework was published in March 2012 and replaces Planning Policy Statements (PPS) and Planning Policy Guidance Notes (PPG).
<b>Natura 2000</b>	SACs and SPAs together make up a European network of sites referred to as Natura 2000. Natura 2000 is the centrepiece of EU nature and biodiversity policy.

<b>Open Space</b>	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.
<b>Permeability</b>	The degree to which an area has a variety of pleasant, convenient and safe routes through it.
<b>Phasing or Phased Development</b>	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.
<b>Place-bound</b>	The description given to a particular use that cannot be located elsewhere because it is firmly linked to a particular feature or activity.
<b>Place-making</b>	The creation of attractive, high quality living environments.
<b>Planning Inspectorate (PINS)</b>	The Planning Inspectorate (PINS) is an executive agency of the Government responsible for a number of functions. Its main role in relation to the <i>Local Plan</i> is to undertake Examinations of <i>Development Plan Documents</i> .
<b>Planning Policy Guidance Notes (PPG) / Planning Policy Statements (PPS)</b>	These set out the Government's land use planning policies for England. Some Planning Policy Guidance Notes have been replaced by Planning Policy Statements.
<b>Planning Out Crime</b>	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.
<b>Planning Obligations and Agreements</b>	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.
<b>Planning Permission</b>	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.
<b>Pre-Submission Draft</b>	The version of the <i>Development Plan Document</i> that has been formally published for public consultation prior to submission to the Secretary of State.

<b>Proposals Map</b>	<p>A map of the Local Authority's area, showing:</p> <ul style="list-style-type: none"> <li>• Areas in which the Council's local planning policies will apply</li> <li>• Sites for particular future land uses or developments</li> </ul> <p>It must be revised as each new <i>Development Plan Document</i> 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 <i>Development Plan Documents</i> in the form of a submission Proposals Map.</p>
<b>Public Realm</b>	Areas that are accessible to everyone (whether publicly or privately owned). In urban areas, this includes most streets, squares and parks.
<b>Public Right of Way</b>	A Public Right of Way is a highway over which the public have a right of access along the route.
<b>Ramsar Sites</b>	Ramsar sites are wetlands of international importance, designated under the Ramsar Convention.
<b>Regeneration</b>	The economic, social and environmental renewal and improvement of rural and urban areas.
<b>Regeneration Proposal/Scheme</b>	A proposal to deliver the economic, social and environmental renewal of a rural or urban area through investment and improvement.
<b>Regional Planning Body (RPB)</b>	Each of the English regions outside London had Regional Planning Bodies who were 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 Assembly was the Regional Planning Body for most of the period during which the <i>Core Strategy</i> was prepared.
<b>Regional Spatial Strategy (RSS)</b>	<p>A strategy to manage development over a fifteen to twenty year period. The Regional Spatial Strategy identified the scale and distribution of new housing in the region, indicated areas for regeneration, expansion or sub-regional planning and specified priorities for the environment, transport, infrastructure, economic development, agriculture, minerals and waste treatment and disposal.</p> <p>The North West Regional Spatial Strategy was revoked on 20<sup>th</sup> May 2013.</p>
<b>Registered Provider</b>	Technical name for a body registered with the Housing Corporation. Most Housing Associations are Registered Providers. They own or manage homes, both social rented and intermediate. (Note: Registered Providers were previously known as Registered Social Landlord or RSL)
<b>Renewable Energy</b>	Energy flows that occur naturally and repeatedly in the environment, for example from the wind, water flow, tides or the sun.
<b>Rural Diversification</b>	The expansion, enlargement or variation of the range of products or fields of operation of a rural business.
<b>Saved Policies</b>	Policies within Local Plans that are saved for a time period during replacement production of <i>Local Development Documents</i> .

<b>Scheduled Ancient Monument (SAM)</b>	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.
<b>Sequential Approach</b>	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.
<b>Settlement Hierarchy</b>	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.
<b>Site Specific Allocations</b>	Allocations of sites for specific or mixed uses or development, to be contained in <i>Development Plan Documents</i> . Policies will identify any specific requirements for individual proposals.
<b>Site of Special Scientific Interest</b>	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).
<b>Soft Landscaping</b>	Elements include planting, shrubs, grass and trees.
<b>Soundness</b>	A <i>Development Plan Document</i> 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 <i>Local Development Scheme</i> and <i>Statement of Community Involvement</i> .
<b>Spatial Planning</b>	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.
<b>Spatial Vision</b>	A Brief description of how the area will be changed at the end of the plan period (10–15 years).
<b>Special Area for Conservation (SAC)</b>	SACs are areas which have been given special protection under the European Union's Habitats Directive. They provide increased protection to a variety of wild animals, plants and habitats and are a vital part of global efforts to conserve the world's biodiversity.
<b>Special Protection Area (SPA)</b>	Sites classified under the European Community Directive on Wild Birds to protect internationally important bird species.



<b>Specific Consultation Bodies / Statutory Bodies</b>	These are bodies that must be consulted on development plans and planning applications.
<b>Statement of Community Involvement (SCI)</b>	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 <i>Local Development Documents</i> and in the consideration of planning applications. The Statement of Community Involvement is an essential part of the <i>Local Development Framework</i> .
<b>Statutory</b>	Required by law (statute) through an act of parliament.
<b>Stepping stones</b>	A series of non-connected habitats which are used to find shelter, food or to rest.
<b>Strategic Employment Site</b>	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.
<b>Strategic Environmental Assessment (SEA)</b>	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 <i>Sustainability Appraisal</i> (SA).
<b>Strategic Flood Risk Assessment (SFRA)</b>	The assessment of flood risk on a catchment-wide basis.
<b>Strategic Housing Land Availability Assessment (SHLAA)</b>	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.
<b>Strategic Housing Market Assessment (SHMA)</b>	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.
<b>Strategic Planning</b>	Wider ranging and longer term planning which establishes broad goals, strategies, principles and objectives. This was established at regional level through the <i>Regional Spatial Strategy</i> and at county level through the Structure Plan. Local Strategy will be set out in Copeland's <i>Core Strategy</i> .
<b>Subdivision</b>	The division of a lot, tract, or parcel of land into two or more lots.
<b>Submission</b>	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.

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<b>Sub-Regional Housing Market Areas</b>	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.
<b>Supplementary Planning Document (SPD)</b>	An SPD is a <i>Local Development Document</i> that may cover a range of issues, thematic or site specific, and provides further detail of policies and proposals in a 'parent' <i>Development Plan Document</i> . SPDs do not form part of the <i>Development Plan</i> and are not subject to <i>Independent Examination</i> , although they must be subject to community consultation before being adopted.
<b>Supplementary Planning Guidance</b>	Supplementary Planning Guidance provides additional guidance on the interpretation or application of policies and proposals in the <i>Local Plan</i> . Under the new system Supplementary Planning Guidance will be phased out and replaced by <i>Supplementary Planning Documents</i> .
<b>Sustainability Appraisal (SA)</b>	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 <i>Local Development Documents</i> .