INTRODUCTION

1.1 PURPOSE AND STATUS OF THE LOCAL PLAN

1.1.1 The Allerdale Local Plan has been prepared as a Statutory Local Plan in accordance with the procedures contained in the Town and Country Planning Act 1990 as amended by the Planning and Compensation Act 1991 and the Town and Country Planning (Development Plan) Regulations 1991.

1.1.2 The Local Plan contains the Borough Council's planning policies and proposals for the use and development of land for the period 1996-2006, and covers all of the Borough outside the Lake District National Park.

**Figure 1. Borough of Allerdale Local Plan Area**
The Adopted Allerdale Local Plan constitutes part of the Development Plan for the area together with:


(ii) The Cumbria Coal Local Plan, to be replaced by the Cumbria Minerals and Waste Local Plan (in preparation) in due course.

The Allerdale Local Plan replaces two existing statutory Local Plans:

(i) The Northern Allerdale Local Plan adopted in January 1993, covering the towns of Wigton, Silloth, Aspatria and their surrounding rural areas.

(ii) The Southern Allerdale Local Plan also adopted in January 1993, covering the towns of Workington and Seaton, Maryport and Cockermouth and their surrounding rural areas.

These two Local Plans have an end-date of 1996 and so it is right that the Borough Council as the Local Planning Authority should be replacing them. Furthermore, the Town and Country Planning Act 1990 makes the preparation of district-wide local plans mandatory for all areas.

The Local Plan sets out detailed policies and specific proposals for the development and use of land and will guide most day to day planning decisions. The status of Local Plans has been enhanced by the introduction, through the Planning and Compensation Act 1991, of Section 54A of the Town and Country Planning Act 1990. This Section requires that decisions on the control of development should accord with the Development Plan unless material considerations indicate otherwise. Therefore, the Allerdale Local Plan, together with the County Structure Plan and any other relevant Local Plan, is an important document, which provides an essential framework for decision making.

The Local Plan plays an essential role in ensuring that the planning system provides:

(i) Guidance, to help people plan the use of their land with confidence, and to help Local Planning Authorities to make decisions in the public interest;

(ii) Incentive, in that by allocating land for particular types of development Local Planning Authorities may stimulate that development; and

(iii) Control, which ensures that developers cannot ultimately impose change, which would be against the public interest and that the community can have their views considered. It also ensures that all infrastructure development, which takes place, is in the public interest and is based upon the views of the community.

THE LOCAL PLAN PROCESS

This Local Plan has been prepared according to the requirements of the 1990 Act (as amended) and the 1991 Regulations, and has followed the guidance contained in Planning Policy Guidance Note 12 "Development Plans and Regional Planning Guidance".

At the outset the Borough Council took the decision not to prepare and publish a full "Consultation Draft" of the Local Plan, as the two existing adopted Local Plans had only comparatively recently been on formal Deposit and a one-off consultation of that sort was not considered appropriate. Instead, the Borough Council decided to prepare a series of Topic and Settlement Papers for consultation purposes. These were prepared in 1994/5/6 and circulated to consultees as required by the regulations but also to a wide range of other local bodies and organisations. This approach is in accordance with the new legislation and regulations and, indeed is encouraged by a recent Department of the Environment Consultation Paper and the 1992 "Development Plans: A Good Practice Guide".

These consultation papers included a number of objectives and principles which fed directly into the "Deposit" version of the Local Plan, taking into account any comments received from consultees. The contents of the consultation papers and this Deposit Version of the Local Plan were overseen and approved by a Panel of Allerdale Councillors, the same Councillors who were Members of the Borough Council's Planning Committee at that time.
1.2.4 The Local Plan was placed on formal deposit for six weeks in July/August 1997. Unresolved objections were heard at a public local inquiry in June/August 1998. The Inquiry Inspector’s report was received in January 1999 and in response to the Inspector’s recommendations, modifications were published in May/July 1999 and Further Modifications in August/October 1999. The Local Plan as modified, was adopted by the Council in November 1999.

1.3 THE POLICY CONTEXT OF THE LOCAL PLAN

1.3.1 A Local Plan is not prepared in a policy "vacuum". There are established National, Regional, County and local policies with which the Local Plan must conform.

**National Planning Guidance**

1.3.2 The government controls the planning system by statute and regulation. The preparation and implementation of any Local Plan must follow the procedures laid down by this legislative framework. In addition, the government guides the content of Development Plans by setting out broad national planning policy in Planning Policy Guidance Notes, Circulars and Ministerial Statements. These give an indication of how the planning system is expected to deal with a wide range of land use planning issues and of how the Secretary of State for the Environment will reach decisions on planning issues coming before him/her. This Local Plan should conform to this guidance and reference is made throughout this document to the relevant guidance. Much recent national guidance has evolved from global concern for the environment. The findings of the "Earth Summit" in Rio de Janeiro have resulted in the publication of "The UK Strategy for Sustainable Development" and have directly influenced Directives from the European Community and the guidance contained in P.P.G's. Also of relevance in the national context are White Papers such as “The Rural White Paper for England” published in 1996.

**Regional Planning Guidance**

1.3.3 Cumbria is part of the North West Region. The Government Office for the North West has published broadly based Regional Planning Guidance (RPG), which this Local Plan is in line with. At the time of writing RPG is being reviewed under the auspices of the new North West Regional Assembly.

**Cumbria and Lake District Joint Structure Plan**

1.3.4 The County Structure Plan provides the main strategic planning context for the Local Plan. The main principles of the Structure Plan are embodied in its first 10 policies, which seek to ensure that the social and economic needs of Cumbria's people are met but only in a way that does not damage the County’s environment. It is therefore the County Councils ultimate aim that all future development should be sustainable in the long term. The Allerdale Local Plan endorses and carries forward this aim. All the relevant Structure Plan policies are listed in Appendix 1.

1.3.5 A local plan is required to be in general conformity with the relevant Structure Plan. This Local Plan has been referred to Cumbria County Council for their perusal and they have issued a statement that the Local Plan is in general conformity with the Joint Structure Plan.

**Strategic Transport Policies**

1.3.6 Cumbria County Council is the Local Highway Authority and until recently has prepared the Cumbria Transport Policies and Programme (TPP) annually.

1.3.7 The TPP System has been replaced recently by the Local Transport Plan System. With the new system the County Council is expected to draw up 5 year integrated transport strategies which cover all modes of urban and rural transport and link them together. Government funds will no longer be allocated for specific individual projects but on the basis of 5 year integrated transport strategies, backed up by a wide range of objectives and targets on which they will be monitored.

**Strategic Economic Policies**

1.3.8 The serious economic problems of the region and West Cumbria have resulted in a number of documents and initiatives, which will have a bearing upon policies in the Local Plan. The European Community has produced documents such as "Europe 2000" which concentrates on the relatively
disadvantaged economic condition of the peripheral regions of Europe. It aims to ensure that such regions share fully in any increased prosperity generated within Europe. It is Europe's aim to use its regional development funds in a more considered and focused way.

1.3.9 A Regional Economic Strategy for North West England has been adopted by the North West Regional Association. This Strategy focuses on the period 1993-2000, which encompasses the current programme for European Community Structural Funds. These Structural Funds offer the potential for a major source of flexible public spending which can attract further private sector investment. The Strategy has a vision for the North West as:

- a world class centre for production of high quality goods and services
- a green and pleasant region
- a region of first class links to Europe and the World.

At the time of writing the NWRA has been replaced by the North West Development Agency. This new agency is part of the government’s enhancement of the regional dimension in planning and economic regeneration. The Development Agency is charged with preparing a Regional Economic Strategy which must coordinate with Regional Planning Guidance.

1.3.10 A West Cumbria Economic Development Strategy has been drawn up by Allerdale and Copeland Borough Councils together with the West Cumbria Development Agency, the West Cumbria Development Fund and the Cumbria Training and Enterprise Council (TEC). This is prepared as a framework for the annual Local Action Plans (see below) which are prepared by the two Local Authorities in accordance with the provisions of the Local Government and Housing Act 1989.

This Strategy's main aim is to:

“Create in West Cumbria a stable and diverse economy providing a variety of investment opportunities, thus creating employment for the residents of Allerdale”.

1.3.11 The West Cumbria and Furness Objective 2 Area Single Programming Document is presented for approval to the European Commission by the relevant local authorities and the Government Office for the North West. The Travel to Work Areas of Workington and Whitehaven are designated as a so-called "Objective 2 Area" by the Commission, which means that the area can draw upon potentially substantial European Funds for economic development.

1.3.12 Other economic development documents relevant to the Local Plan are the Regional Tourism Strategy for Cumbria, the Cumbria Rural Development Strategy produced by the Rural Development Commission (now the Countryside Agency) and the Joint Strategy for Derelict Land Reclamation produced by the County Council and the Borough and District Councils.

**Local Policy Guidance**

1.3.13 Annually, Allerdale prepares an Economic Development Action Plan providing a detailed framework for implementation of the West Cumbria Economic Development Strategy. The Plan aims to effect change through financial contributions, direct action or by enabling third parties, in certain policy areas.

1.3.14 Allerdale also prepares a Housing Strategy, which sets out the ultimate aims and objectives of the Council regarding the housing needs of the Borough. It also sets out the actions the Council is taking or is proposing to take to work towards its aims, and what is achievable with the available funding. The Strategy reviews how it is proposed to apply the available funds in line with the aims and objectives.

1.3.15 Finally, the Council has adopted a Mission Statement which impacts upon all the strategies and programmes with which the Council is involved including this Local Plan. The Statement includes certain Key Principles and Actions which will be outlined in the next chapter.

1.3.16 All the above Plans, Strategies and Programmes impact upon the Local Plan to a greater or lesser degree. Many will have only a minor influence on this Plan but some, and in particular the Structure Plan, contain crucial guidance affecting every aspect of the Plan.
1.4 THE SCOPE AND CONTENT OF THE PLAN

1.4.1 The Secretary of State for the Environment Transport and Regions emphasises that plans must make realistic provision for the development needs of an area. The various Planning Policy Guidance notes recommend the inclusion of policies on a wide range of topics. There are three issues, which must be included in a Local Plan according to the 1990 Act:

(i) the conservation of the natural beauty and amenity of the land;
(ii) the improvement of the physical environment and;
(iii) the management of traffic.

1.4.2 Notwithstanding this, this Local Plan is a wide ranging document, covering every aspect of the control of land use and development. The Plan refers, by way of background, to the overall strategy of the Borough Council and to other relevant policies and proposals (see above) of the Council and other authorities and bodies, such as Government Departments and Health Authorities, where they are relevant to the Local Plan.

1.4.3 Policies for non land use matters should not be included in the Local Plan (PPG 12). However, in order to justify and explain certain policies in the Plan it is necessary to refer to economic, social and other relevant considerations in the text.

1.4.4 The Plan will not have a proposal or policy for every area of land. In such areas it is assumed that existing uses will remain in place and generally unchanged. This does not preclude new development, but proposals for development of such locations will be expected to be compatible with the surrounding area and should be in line with other relevant policies and proposals in the Local Plan.

Environmental/Sustainability Appraisal

1.4.5 Planning Policy Guidance Note 12 “Development Plans and Regional Planning Guidance” advises that environmental concerns should be integrated into policy appraisal in all development plan preparation. In 1993 the Department of the Environment published "Environmental Appraisal of Development Plans: A good practice guide" which advises Local Planning Authorities on how best to ensure that environmental considerations are integrated into every stage of the plan preparation process. Since 1993 plan appraisal techniques have moved forward to place more emphasis on sustainability, and all the policies and proposals have accordingly been subjected to a sustainability appraisal with full policy impact matrices included in Appendix II.

1.5 THE FORMAT OF THE LOCAL PLAN

1.5.1 In accordance with legislation and guidance, the Local Plan consists of two parts:

(i) The Written Statement: This includes the Council’s policies for the use and development of land in the Local Plan Area. It includes a full text with a reasoned justification for each policy. These policies are printed in bold type to distinguish them from the accompanying text, and each is given a reference, which identifies the subject topic and reference number.

The layout of the written statement has been changed since the Deposit version was produced. All the Plan’s proposals are now included under topic based chapters such as environment, housing etc. Each chapter begins with Plan-wide policies and then goes on to list the policies relevant to particular areas as follows: Workington/Seaton, Maryport, Cockermouth, Wigton, Silloth, Aspatria and the Rural Areas. A full contents section lists all the Plan’s policies.

(ii) The Proposals Map: This shows the areas of land to which the policies and proposals in the Written Statement apply. It comprises various symbols shown on a series of Ordnance Survey Maps. The main map at 1:50,000 scale shows the Plan Area as a whole and a series of larger scale maps called "Insets", for each town and for most of the rural villages.

1.6 USING THE LOCAL PLAN

1.6.1 If you wish to reference the policy for a particular type of development it is advisable to refer to the contents pages and the policies therein. There is also a subject based index at the end of the document.
2. GENERAL PRINCIPLES, AIMS AND STRATEGY

2.1 GENERAL PRINCIPLES

2.1.1 The Local Plan attempts to give a clear picture of the kind of place that Allerdale Borough should become over the next decade to the year 2006. It is a vision which tries to encompass the desires, hopes and concerns of local people: the desires for jobs and houses, the hopes for a high quality of life including leisure, and concerns for the quality of both the natural and the built environment.

2.1.2 However, the Local Plan can be no panacea for the problems of Allerdale. It must concern itself with land-use planning matters and it must be realistic in approach. As stated above in paragraph 1.1.5, the Local Plan is an important document which provides an essential framework for the decisions which will help to frame the future of Allerdale. The general principles adopted by the Local Plan are therefore crucial to the quality of decisions that the Council makes as Local Planning Authority.

2.1.3 The principles approved as part of the Environment Topic Paper put the protection of the environment at the heart of the Council's policy. It is Government policy to seek to ensure that development and growth are broadly sustainable, i.e. that development which meets the needs of the present generation does not prejudice the ability of future generations to meet their own needs. This Local Plan therefore seeks to ensure that the sum of land use planning decisions is broadly sustainable and the following overarching principle is, therefore, adopted:

**GENERAL PRINCIPLE 1**

The Council seeks to ensure that new development is broadly sustainable in terms of global impact, natural resources and local environmental quality.

2.1.4 The Local Plan's emphasis on the environment is reinforced by placing the Environment Chapter before those dealing with development policies. The "environment" is the setting for all development that the Plan seeks to guide and it is therefore considered that such precedence is justified.

2.1.5 The Local Plan also seeks to ensure that the legitimate development needs of Allerdale residents are met. The people of Allerdale need jobs, houses, shops and leisure facilities. The above General Principle seeks to ensure that such development is broadly sustainable. Where conflict does arise between development and the environment, development is likely to be resisted. However, there may be occasions, hopefully rare, where the economic or social benefits of a particular development may outweigh the environmental harm, and may justify planning approval. The following General Principle is therefore also adopted.

**GENERAL PRINCIPLE 2:**

The Local Plan seeks to cater for the legitimate development needs of the people of Allerdale. Development likely to cause unacceptable harm will be resisted; exceptionally, where significant social and economic considerations outweigh environmental harm, approval may be justified.

2.1.6 The Local Plan's emphasis on protecting the environment has been tested by a Sustainability Appraisal in accordance with the advice given in PPG12 "Development Plans and Regional Planning Guidance". The Appraisal reproduced in Appendix II, shows that the majority of the Plan's policies have a beneficial or neutral impact, and that the Local Plan Policies are therefore broadly sustainable.

2.2 AIMS AND OBJECTIVES

2.2.1 As part of its Corporate Strategy the Council has approved a number of Key Principles, two of which have land-use planning implications. They are:

1. Promoting and encouraging the local economy

   Employment and employment opportunities are critical to achieving a high quality of life for the people of Allerdale and the Council will seek to promote, influence and encourage the building of a healthy and sustainable economy.
2. **Improving the quality of the local environment**

The Council will raise awareness of environmental issues and encourage environmentally friendly solutions to create a safer and healthier Allerdale in which to live and work.

2.2.2 Within each of these Key Principles a number of Key Actions have been approved. Under the local economy these include:

- Enhance the image of Allerdale.
- Support existing local businesses.
- Recognising the diversity of different communities.

Under the local environment they include:

- Promote and encourage sustainable development.
- Improve environmental awareness.
- Manage and enhance the built and natural environment.
- Promote and enhance safe and secure communities.

2.2.3 Therefore, all the above Principles begin to suggest a Development Strategy for the Local Plan. The Strategy will be, in essence, a "twin track strategy" of catering for the development needs of Allerdale, to promote the local economy in a sustainable way whilst at the same time protecting and enhancing the natural and built environment.

2.3 **THE DEVELOPMENT STRATEGY**

2.3.1 The following section outlines a broad Development Strategy for Allerdale, which is essentially a set of broad principles with which the policies in the Local Plan will conform. Under the two "tracks" referred to in para 2.2.3 above, the following key principles will be followed:

(i) **To Promote the Local Economy in a Sustainable Way**

- To encourage a steady growth in employment.
- To achieve a sustainable pattern of development and reduce the need to travel.
- To allocate a Strategic Employment Site, Business Parks and Local Employment Sites in appropriate locations.
- To encourage both inward investment and diversification of the local economy.
- To encourage the provision of new road links where appropriate.
- To encourage the development of "brown field" or derelict/neglected sites in preference to "greenfield" sites.
- To seek to co-ordinate the provision of new housing and job opportunities.
- To encourage the provision of training and education facilities.
- To encourage rural businesses and farm diversification.
- To provide for town centre development/redevelopment opportunities to safeguard the vitality and viability of Allerdale’s shopping centres.
To maintain Workington’s position as West Cumbria’s main shopping venue whilst encouraging and allowing the other retail centres of Allerdale to meet their full potential.

(ii) To Protect and Enhance the Natural and Built Environment

- To seek high design standards for all new developments.
- To encourage access throughout the Plan Area for everyone, including wheelchair users and people with physical or sensory disabilities, elderly people and those with infants, and to ensure that appropriate provision is made for their needs in all new developments.
- To concentrate new development within existing settlements, to minimise greenfield development.
- To resist development which would adversely affect sites designated as of nature conservation importance.
- To make new designations of natural features where appropriate.
- To encourage the control of environmental pollution.
- To promote energy efficiency in all development.
- To make provision for housing and industrial development in appropriate locations to reduce vehicle movements and sustain rural communities.
- To concentrate rural development (including affordable housing) in settlements with most facilities.
- To promote a sustainable settlement pattern.
- To encourage the reclamation/enhancement of derelict/neglected land.
- To promote land management beneficial to wildlife.
- To protect the best and most versatile agricultural land.
- To promote the renewal/enhancement of older areas of housing.
- To protect Allerdale's Conservation Areas from inappropriate development.
- To consider the designation of more Conservation Areas where appropriate.
- To protect Allerdale's "Listed" buildings from inappropriate alterations or development.
- To seek high design standards for all new developments including provision for the disabled where appropriate.
- To protect areas, designated of landscape value from inappropriate development.
- To encourage the improvement of the urban and rural environment.
- To protect open space (both formal and amenity) and encourage the provision of new leisure/recreation facilities where appropriate.
- To promote traffic calming measures where appropriate.
- To promote traffic management measures where appropriate, especially in town centres.
To encourage the use of bus and rail transport, cycling and walking.

To encourage the sustainable use of water, making best use of current resources.

To reduce the risks to people and property from flooding.

To protect the landscape setting of the Lake District National Park.

2.3.2 The above key principles constitute a broad development strategy for Allerdale. The next section goes on to discuss the implications of the Strategy for the various parts of Allerdale.

**Southern Allerdale**

2.3.3 The southern part of Allerdale comprises the major population centres of the Borough; Workington/Seaton, Maryport and Cockermouth together with their rural hinterland accommodate two-thirds of the population of the Borough. The settlement pattern is, of course, more concentrated, and even though there are a good many rural villages, some of these are large and the settlement pattern is generally more nucleated than elsewhere in Allerdale.

2.3.4 The economic and social history of this area is dominated by the bulk of it being a former coalfield. The demise of deep-mining and its associated heavy industry, such as iron and steel making has left the area with a legacy of economic and social problems. Although the great majority of the dereliction associated with these traditional industries has been erased, the legacy of unemployment and a weak economic base is still with us. The Workington Travel to Work Area has the highest unemployment rate in Cumbria, well above the national and regional average, and there are similar rates in parts of Maryport and in parishes such as Great Clifton.

2.3.5 Yet the area is also one of considerable contrast. In the area close to the boundary of the Lake District National Park, including the town of Cockermouth, there is no such legacy of past heavy industry, there is a thriving agricultural industry, there are rural villages subject to development pressures, there is a growing tourist industry and there is attractive landscape. Here the unemployment rate is at or below the national average.

2.3.6 Cockermouth is subject to considerable pressure for development, both commercial and residential. It is the only town in West Cumbria which is experiencing substantial population growth. Yet its very attractiveness in terms of both its built environment and its landscape setting could be damaged by further substantial growth.

2.3.7 Therefore, if we apply the list of Key Principles in Paragraph 2.3.1 above, a strategy for southern Allerdale begins to emerge:

- To maintain the position of Workington as the pre-eminent residential and commercial centre of Allerdale.

- To maintain and enhance the position of Maryport as a commercial, residential and tourist centre, based upon its historic core.

- To maintain the position of Cockermouth as a residential and commercial centre in a way which does not damage its attractive/historic environment.

- To concentrate future development in the towns of Workington, Maryport and Cockermouth in order to create a more sustainable pattern of settlement.

- In rural areas, to concentrate development in the larger villages with a good range of facilities in order to create a more sustainable pattern of settlement.

- To promote appropriate rural business & farm diversification, sustaining rural communities.

- To protect distinctive landscapes and areas of nature conservation importance from inappropriate development and uses.
• To encourage new retail development in the town centres of Workington, Maryport and Cockermouth.

• To promote the enhancement of urban areas, including the reclamation of derelict land and the renewal of older housing areas.

• To seek a high standard of design in all development, particularly in areas of architectural or historic importance.

• To protect areas and buildings of historic and architectural importance from inappropriate development.

• To protect the Conservation Areas of Workington, Maryport, Cockermouth, Greysouthen and Papcastle and to seek to make new designations where appropriate.

Northern Allerdale

2.3.8 In contrast to the southern area of Allerdale, the northern area is predominantly rural with only a handful of substantial settlements. The most important town is Wigton which is a significant employment and residential centre as well as an important market town. In addition there are two other smaller towns Silloth and Aspatria which also have significant employers and perform the function of local residential and market centres. Silloth and other villages on the coast, such as Aspatria, have also long performed the function of holiday/visitor resorts.

2.3.9 The area is predominantly agricultural with a settlement pattern of dispersed small villages, largely dependent upon the agricultural economy. There are a number of larger villages which act as local centres for the more remote areas eg Kirkbride, but there are also areas where there are no real villages or hamlets, such as Westward Parish to the south east of Wigton. Here, the settlement pattern is one of scattered farmsteads and small clusters of dwellings, none of which could be accorded village status.

2.3.10 Also, in contrast to the southern area, there is very little history of industrial decline. The West Cumberland coalfield does reach as far as Aspatria, but mining and associated development was not significant and its demise many years ago has not left the legacy of problems that are found in southern Allerdale. As stated above there are significant industrial employers in Wigton, Silloth and Aspatria and it is important that these are sustained.

2.3.11 Many of the towns and villages of northern Allerdale are attractive and are designated Conservation Areas. In addition there are a large number of Listed Buildings which give character to the area. Archaeologically, the area is of great importance for it contains part of Hadrian's Wall World Heritage Site and the Roman coastal defences to Maryport and beyond to the south.

2.3.12 The landscape of northern Allerdale is generally a pleasant but unexceptional agricultural landscape. The exceptions to this are the coastal areas along the Solway and certain upland areas adjacent to the Lake District National Park. The Solway Coast is a designated Area of Outstanding Natural Beauty being an extremely attractive 'open' coastal landscape. The area adjacent to the National Park around Ireby is a high quality landscape.

2.3.13 Perhaps the most important natural features of northern Allerdale are certain wildlife habitats. These are the intertidal flats and saltmarshes of the coast and the raised bogs and mires of the coastal plain. The Solway estuary is a bird habitat of international importance whilst the raised bogs such as Glasson Moss, are important nationally as increasingly rare unspoiled specialised habitats.

2.3.14 Therefore, if we apply the list of Key Principles in paragraph 2.3.1 above, a strategy for northern Allerdale begins to emerge:

• To maintain the position of Wigton as the main residential and commercial centre of northern Allerdale.

• To maintain and enhance the position of Silloth and Aspatria as important local residential and commercial centres.
• To concentrate future development in the towns of Wigton, Silloth and Aspatria in order to create a more sustainable pattern of settlement.

• In rural areas, to concentrate development in the larger villages with a good range of facilities in order to create a more sustainable pattern of settlement.

• In remote rural areas where there are no villages, to allow for appropriate small scale development in smaller settlements.

• To promote appropriate rural businesses and farm diversification in order to sustain rural communities.

• To protect the Solway Coast AONB, other distinctive landscapes and areas of nature conservation importance from inappropriate development and uses.

• To promote the enhancement of the urban areas of Wigton, Silloth and Aspatria.

• To seek a high standard of design in all development, particularly in areas of architectural or historic importance.

• To protect Hadrian's Wall World Heritage Site from inappropriate development.

• To protect areas and buildings of historic and architectural importance from inappropriate development.

• To protect the Conservation Areas of Wigton, Silloth, Allonby, Blennerhasset, Bowness on Solway, Gamelsby, Hayton, Kirkbampton, Mawbray, Port Carlisle, Torpenhow, West Curthwaite and Westnewton from inappropriate development and to seek to make new designations where appropriate.

2.3.15 It can be seen that the strategies for the northern and southern areas are broadly similar, the differences being based upon the need for regeneration in the south and to sustain smaller rural communities in the north.
IMPLEMENTATION, RESOURCES AND MONITORING

3. IMPLEMENTATION

3.1 The policies and proposals in this Local Plan are designed to create the kind of place that Allerdale Borough should become over the next decade. However, the Local Plan will have no effect in bringing about this vision if it is not implemented. Implementation will therefore depend largely upon the committed and consistent application of the policies by the Council itself and by other agencies throughout the Plan Period. The Council has various powers to put policies into effect but the success of the plan depends heavily upon the co-operation of other organisations and individuals in both the public and private sectors.

3.1.1 The retention of such consensus throughout the Plan Period will require a limited degree of flexibility to be written into Local Plan policy. It is also implicit in the legislation and policy guidance that all material considerations must be taken into account when planning applications are decided.

3.1.2 Consensus, and therefore the effectiveness of the Local Plan, will also depend upon the Local Plan Policies being appropriate and up-to-date. The context within which the Local Plan is implemented is ever changing. Policy guidance, economic/social circumstances and the needs of the Borough are liable to change over time. It is important that the effectiveness and the appropriateness of the Local Plan be continually monitored in order to establish the need for any reviews. More is said about the review requirements below.

3.1.3 The Council's powers as Local Planning Authority are perhaps the most important means of implementing the Local Plan. The Council can grant or refuse planning permission, it can attach appropriate conditions to planning approvals, it can require developers to enter into legally binding agreements, and it can take enforcement action against unauthorised development.

3.1.4 The Council can also influence the quality of development through Supplementary Planning Guidance, including design guides. Site specific guidance can also be used in the form of Development Briefs, and the Local Plan identifies those sites where such briefs will be produced. The Council may link some requirements to legal agreements under Section 106 of the Town and Country Planning Act 1990 (as amended).

3.1.5 The Council's other powers as a local authority have generally been weakened in recent years both through direct curtailment of powers and through a lack of resources. For instance, the Council has less power than it used to in its role as a Local Housing Authority. The days when a Council could directly address the housing problems of its district are gone. Local Housing Authorities must now rely mainly upon other organisations for the implementation of housing policies, notably the housing associations and on resources controlled by the Housing Corporation.

3.1.6 Cumbria County Council will also have a role in the implementation of some proposals. As the Local Highway Authority the County will be responsible for most of the road improvements in the area. Where environmental improvements or traffic calming are involved, eg in town centres, the Borough Council will also have a significant role. The County Council also has responsibilities in a number of other spheres; for example the County takes initiatives on economic, social and environmental issues. It has specific responsibilities on derelict land reclamation, countryside strategies, education and social services. In addition, the County is the Minerals and Waste Disposal Authority and controls the location and operation of such development.

3.1.7 To varying degrees, other public sector bodies are involved in the implementation process. English Partnerships (formerly English Estates) will play a significant role in providing industrial premises and in promoting them. The West Cumbria Development Agency will often play an "enabling" role for economic development. Organisations such as Groundwork West Cumbria and the British Trust for Conservation Volunteers will play a significant role in carrying out environmental improvement projects.
3.1.9 Providers of infrastructure, though no longer public sector utilities, will play a part. Of particular importance will be North West Water providing water, sewers and sewage disposal facilities. Other providers will be NORGAS, NORWEB and British Telecom.

3.1.10 Notwithstanding the role of public or former public organisations it is inevitable that most of the new development resulting from proposals in the Local Plan will be carried out by the private sector. The development of any allocated or committed site will depend upon market forces, the capacity of local developers and the removal of any constraints on the development of particular sites. Landowners must also play their part in releasing allocated sites and in exceptional circumstances where a landowner is reluctant to do so the Council may be prepared to use its compulsory purchase powers to bring about a particular proposal of the Local Plan.

3.2 RESOURCES

3.2.1 The Council will make financial provision in its Capital and Revenue Budgets to implement appropriate proposals in the Local Plan. Often the appropriate proposals will relate to environmental enhancement but rarely will the Council be able to directly fund the provision of housing, industry or even community facilities. The Council's resources being strictly limited, it will be necessary to seek finance from other public sector sources in order to implement many of the policies and proposals in the Plan. Lottery funding may be sought where appropriate.

(i) Resources for housing and housing renewal will be sought from central government through the Housing Investment Programme.

(ii) Resources for economic development will be sought from central government, European Commission Structural Funds, the Countryside Agency and provision will be made in the Council's Capital Programme as resources allow.

(iii) Resources for environmental improvement will also be sought from European Funds, Derelict Land Grant, Countryside Agency, Forestry Authority and other appropriate agencies.

(iv) Resources for conservation will be sought from the Council's Capital Programme, from English Heritage and from nature conservation organisations such as English Nature. Opportunities for sponsorship from the private sector will also be sought.

(v) Resources for community facilities will be sought from any available source including the Sports Council, Countryside Agency and Millennium Funding. With regard to the provision of open space housing developers will be expected to provide children’s playspace as part of appropriate new housing development.

(vi) Resources for town centre car parking or public transport infrastructure serving town centres will be sought through a system of commuted payments received from appropriate proposals.

3.2.2 All new development has social, environmental, and infrastructure costs which must be met. Where such costs must be overcome in order to allow development to proceed, the Council will expect developers to enter into an agreement, usually under Section 106 of The Town and Country Planning Act 1990, to address any significant costs which new development creates. The Council will look to Circular 1/97 “Planning Obligations” and subsequent relevant guidance for advice on this issue. Where development proposals have possible impacts over a wide area, the Council will expect applications to be accompanied by appropriate impact studies which analyse the effects and describe any measures proposed to ameliorate any detrimental impact. This requirement is in addition to those statutory requirements imposed on certain categories of development by the Environmental Assessment Regulations 1999.

3.3 MONITORING AND REVIEW

3.3.1 As stated above, the effectiveness of the Local Plan will depend very much upon the Plan's policies being appropriate and up-to-date. In addition Local Planning Authorities are required by legislation to
keep under review those matters which may be expected to affect the development of their area. Monitoring of the Local Plan's policies and the effectiveness of their implementation is an essential element of the Local Plan process. Policies should be continually evaluated for their appropriateness and effectiveness. Monitoring and evaluation are a linked process by which information is gathered in order to assess the effectiveness of the Plan. Furthermore, monitoring and evaluation are a continuing process and should not be treated as ad hoc or "one-off" events.

3.3.2 The 1990 Act identifies three important components which local authorities are required to keep under review:

(i) The principal physical and economic characteristics of the area.
(ii) The size, composition, and distribution of the population of the area.
(iii) The communications, transport system and traffic of the area.

Allerdale already collects a considerable amount of relevant data, on housing and economic trends, employment, planning application types and population trends. The County Council maintains data on traffic and transportation issues.

3.3.3 Therefore, using these and other sources of information, the Borough Council's Planning Services Department, in association with the Development Services Department, will carry out the following monitoring work:

- Permissions and completions of new housing, to include review of population estimates and trends, on an annual basis.
- Permissions and completions of major industrial commercial and retail developments, to include employment trends, on an annual basis.
- Land Availability for housing and commercial development on an annual basis.
- Appeals decisions, success rate and effectiveness of Local Plan policies, on an annual basis.
- Provision of new open space provided with housing developments, on an annual basis.
- Surveys of retail frontages to monitor changes in occupancy and the vitality of town centre retail areas, on an annual basis.
- Periodic surveys of householders in new dwellings, to monitor occupation, places of work, car ownerships.
- Periodic surveys of local employers to ascertain details of firms, number of employees.
- Periodic Surveys of vacant commercial and industrial premises and liaison with property market on trends and prices.
- To produce, in collaboration with the English Sports Council, a Playing Pitch Strategy, and to make provision for the periodic review of such.

3.3.4 Policies which are quantified can be easily evaluated against the implementation of new planning permissions. However, many local Plan policies are difficult to quantify and performance measures for such policies will be devised. The essence of monitoring obviously remains the assessment of policies in achieving stated objectives and so every effort has been made to formulate policies with clearly defined objectives.

3.3.5 Perhaps the main aim of the Plan is to promote environmental sustainability and the effectiveness of the Local Plan in this aim must also be evaluated. This will cover such aspects as urban concentration, environmental quality, energy conservation, landscape impact and nature conservation.
3.3.6 Many Local Plan Policies have purely qualitative aims, eg design quality of new buildings. Evaluation of such policies inevitably entails subjective judgements but much help and guidance will be available/implicit in planning decisions, appeal decisions and concerns raised by interest groups.

3.3.7 Evaluation forms the basis of Plan review. Monitoring may reveal that, for example, the numeric guidelines for housing provision are likely to be exceeded, and a change of strategy may need to be considered. Where it is revealed that policies are not providing sufficiently clear guidance, revised forms of wording may be considered. Feeding monitoring into policy review on a regular basis is essential to maintain the effectiveness of the Local Plan.

3.3.8 Planning Policy Guidance Note 12 "Development Plans and Regional Planning Guidance", states at para 4.4 (inter alia):

".... the Secretary of State would .... expect plans to be reviewed at least once every 5 years".

Such quinquennial reviews are formal and fundamental and concern all the Plan's policies and proposals. However, the continual monitoring process may highlight issues which should not await until the next formal review. It may be appropriate to make small individual alterations and the possibility of relatively frequent small alterations is not precluded.

3.3.9 Therefore, the Council is committed to carrying out a continual process of monitoring which will inform the periodic review of the plan.
4. ENVIRONMENT

4.1 INTRODUCTION AND BACKGROUND

4.1.1 This chapter of the Local Plan is concerned with the quality of the natural environment. In Chapter 2 above, General Principle 1 seeks to ensure that all new development is broadly sustainable. Therefore, in order to provide a context for all development it is considered appropriate that the Environment Chapter of the Local Plan should precede all the others. The quality of the built environment is dealt with in Chapter 9, "Conservation", and by other relevant policies.

4.1.2 Reference has already been made to the quality of Allerdale's natural environment. There are areas of extremely high quality in the Local Plan Area both in terms of landscape and wildlife habitats. The Local Plan Area excludes of course, the Lake District National Park but nonetheless a substantial proportion of the Plan Area is designated as of landscape or nature conservation importance.

4.1.3 Considerable areas of Allerdale have been recognised for their landscape quality:

Area of National Importance: the Solway Coast from Maryport north and eastwards to the Borough boundary with Carlisle (excluding Silloth) is a designated Area of Outstanding Natural Beauty. This is a very attractive coastal landscape the essential element of which is its openness giving views of the Firth, the Scottish hills and the bays and beaches of the coast.

Landscapes of County Importance: the Cumbria and Lake District Joint Structure Plan defines other landscapes which have a distinctive or individual character. In Allerdale these are mainly certain areas adjoining the Lake District National Park and smaller areas adjoining the Solway Coast AONB. These designations replace the Areas of Great Landscape Value as designated in the previous adopted Local Plans.

Locally Important Landscapes: the Joint Structure Plan allows landscape features of local significance to be identified in Local Plans. The Southern Allerdale Local Plan identified the Derwent Valley, the Marron Valley and the environs of Cockermouth as such areas. This Local Plan identifies further areas, mainly near the National Park boundary, over the 200 metre contour.

Historic Landscapes: there are certain landscapes containing settlement remains, field patterns, hedgerows, etc, which are of historic interest. Such landscapes are identified at Bridekirk, Gilcrux, Moota and Tallentire. In addition, English Heritage keeps a Register of Historic Parks and Gardens which includes only Curwen Park in Allerdale. In addition the County Council has compiled a list of historic parks and gardens which includes:

Wood Hall, Cockermouth,
Dovenby Hall, Dovenby,
Fitz Park, Cockermouth,
Netherhall Park, Maryport,
Crofton, Thursby
and Quarry Hill, Mealsgate.

4.1.4 Within the Local Plan Area are many sites of Wildlife or geological interest and their protection must be a prime concern. As with designated landscapes these sites are also graded in importance.

Site of International Importance: the Upperflats and Marshes of the Solway Coast are an extensive wildlife area of international importance, largely because of their birdlife. Other sites of equivalent importance are the Solway Mosses and Peatlands and the Derwent/Cocker River System. All these areas have been or are likely to be recognised by international wildlife conventions and by European Directives.

Sites of National Importance: Sites of Special Scientific Interest identified by English Nature, are, by definition, wildlife sites of national importance. There are seventeen such sites in the Local Plan Area. The most extensive, and perhaps the most important are the raised bogs, mires and mosses of the Solway Plain, which are very good examples of increasingly rare English habitats. Some SSSI's are also designated as National or Local Nature Reserves.
**County Wildlife Sites:** these sites are important in a regional context and are designated by the Cumbria Wildlife Trust. They were formerly called Sites of Wildlife Interest and there are scores of them in the Local Plan Area. One at Ellerbeck Reservoir is a Local Nature Reserve. Most areas of semi-natural ancient woodland are so designated.

**Regionally Important Geological Sites:** these are the geological equivalent of County Wildlife Sites. They are designated for their geological or geomorphological interest by the Cumbria RIGs Group, a voluntary organisation which works through the County Council.

4.1.5 In addition to the above designated sites and landscapes, there are features and sites in the rest of the countryside and in towns and villages which are of very local significance and which deserve protection. Such sites, especially in towns can be very valuable resources to local communities.

4.2 **ALLERDALE'S SETTLEMENTS AND RURAL AREAS**

**WORKINGTON/SEATON**

4.2.1 Workington, together with Seaton forms by far the largest urban area in the Plan Area. The 1991 Census gives the combined population as 31,722 which is a marginal decrease on the 1981 population of 31,887. This is almost half the population of the Plan Area. Workington was historically and remains the most important centre of economic activity in the area.

4.2.2 Workington owes its origins to its coastal situation at the mouth of the River Derwent. The original development of the town took place in a linear fashion, at right angles to the coast, from the South Quay area, through Brow Top to Portland Square. The presence of water power, coal and iron ore meant that industrialisation began early. This early development, along with the arrival of the railways and the introduction of the Bessemer process into iron and steel making, ensured a sustained and accelerated rate of development in Workington throughout the 19th Century.

4.2.3 The main legacy from this period is the continuing use of Derwent Howe and Clays Flatts as major industrial areas, and the large areas of uniform terraced housing immediately to the south and south west of the town centre.

4.2.4 Since this early industrial boom there has been a period of consolidation during the first half of the 20th Century. More recently Workington has struggled to deal with its declining industry, and to overcome its peripheral location. Throughout the 20th Century there have been two major foci of development. Firstly the industrial development at Derwent Howe, Clay Flatts and Lillyhall. Secondly, at the same time, large estates of social housing, now known as Moorclose, Salterbeck and Frostoms, gradually extended in a southerly direction. More recently, by the eighties and nineties, ever extending housing development, now almost exclusively private in terms of tenure and development, has been concentrated in Harrington, Stainburn, Moorclose and Seaton.

4.2.5 Seaton originated as a small hamlet at a crossroads on the crest of a coastal ridge some 1.5km from the coast to the north-east of Workington. The settlement was subject to modest growth in the 19th and early 20th Centuries but its main period of expansion has been more recent, since the 1950's when its role as a suburban "dormitory" of Workington became firmly established.

**Objectives for Workington/Seaton**

4.2.6 As the major settlement within the Plan Area Workington/Seaton must have a major and continuing role as the focus for new development providing key services and facilities for the Plan Area. If anything, the increased emphasis on sustainability in this Local plan must enhance this role as the major focus for new development.

**MARYPORT**

4.2.7 Maryport is the second largest urban area in the Plan Area. The 1991 Census gives the resident population of the Parish, which includes Flimby, as 11,572.

4.2.8 The town's origins can be traced back to Roman times. An important fort, part of the Roman coastal defences, was built on the prominent hill on the northern edge of the present town, and excavations
have shown that a sizeable civilian settlement grew up to the north of the fort. It is believed that a Roman fleet was harboured at the mouth of the Ellen to protect the coast.

4.2.9 The decline following the departure of the Romans lasted a long time. The settlement of Maryport did not originate until the mid 18th Century when the local Lord of the Manor, Humphrey Senhouse, planned and developed much of the present day town. It was from these times that Maryport grew from a settlement with about 54 houses to one with 100 by 1774 and 355 by 1781.

4.2.10 The original grid iron pattern of Georgian buildings survives largely intact. This has been added to over time as the town grew and prospered, with a large area of Victorian development along Curzon Street and to the east. More recently large areas of social and private housing have been developed at Ellenborough, Ewanrigg and Netherton.

4.2.11 Maryport’s boom years were the late eighteenth and early nineteenth centuries when iron works developed, 3 ship yards were built, quarries and coal mines were active and a manufacturing base developed. The railway’s arrival in 1840 gave the town a boost, and the population was 9287 by 1881.

4.2.12 However, the economy of the town was soon to be dealt the first of several heavy blows from which it has never fully recovered. The opening of Workington Docks and the closure of some industries prior to the First World War began to undermine the economic base. The severest blows came in the Depression of the 1930’s when male unemployment reached almost 70%. Efforts were made to stem the decline such as the opening of the Solway Trading Estate in 1938. Similar efforts continue to the present day concentrated on reviving the harbour as a tourist/leisure based facility.

4.2.13 Over the years and in relatively modern times the spatial development pattern has continued, encouraged by Local Plan policies, and the town has retained its original central Georgian character with Victorian areas added on and more modern development occurring on the periphery. It is still an important residential and service centre, which the Local Plan tries to encourage, and it is still an important centre for employment which the Local Plan recognises and encourages and for which efforts are still being made to foster growth to compensate for its decline.

Objectives for Maryport

4.2.14 As a major settlement within the Plan Area, Maryport must have a major and continuing role as a focus for new development providing services and facilities for a significant portion of the Plan Area. Such a role would be in line with the overall sustainable principles of this Local Plan.

COCKERMOUTH

4.2.15 Cockermouth was, in historic times, the most important town of north-west Cumberland. The Roman camp at Papcastle was superseded by a Norman castle, which itself was succeeded by Cockermouth castle. Subsequently a medieval town grew upon the present site, to become one of the most prominent political and commercial centres of Old Cumberland.

4.2.16 The historic importance of the town is emphasised by it being listed as a "Gem Town" by the Council for British Archaeology, being a town worthy of special care in preservation and development.

4.2.17 The pattern of development in the town centre to a large extent reflects that of the medieval period, containing the essential elements of castle, market place and main street. The growth of the town up to the early nineteenth century was modest but by mid-century 40 mills were established in the town. A major factor in this development was the abundance of water power along the banks of the rivers Cocker and Derwent.

4.2.18 Throughout this period the town’s role as a market centre steadily developed, and the rural character of its hinterland gave its industry a bias towards the animal products of wool and leather, with cotton and linen being important later. Since the nineteenth century these old staple industries have steadily declined and the last of such, Millers shoemakers, closed in 1991.

4.2.19 Whilst Cockermouth retains these centuries old function as a market town and supply centre for an agricultural area it has developed the added function of a dormitory town serving the industrial towns of West Cumbria. Its employment base is now concentrated in the service sector and in an emerging tourist function. The resident population at the 1991 Census was 7,702.
Objectives for Cockermouth

4.2.20 As a major settlement within the Plan Area Cockermouth must continue to be a focus for new development, providing services and facilities for a significant part of the Plan Area.

WIGTON

4.2.21 Wigton can trace its origins to Roman times. To the south of the present town are the remains of a Roman fort (Old Carlisle). However, the present town is largely medieval in origin and developed as a market town on the drier land above the flat meandering valleys of the Black and Wiza Becks and the Speet Gill. It remains the most important town of northern Allerdale, with a population of 5,306 at the 1991 Census.

4.2.22 The centre of Wigton still displays its medieval street pattern and this has been added to slowly over the centuries. Much of the present building styles were established during the Georgian period and the early Victorian years which were, comparatively, boom years for the growth of Wigton.

4.2.23 It was the growth of the textile and printing industries in the town which led to this growth. From a population of 1650 in 1791, it grew to 3000 in 1826 and 6500 in 1841, which is higher than the present population. As the town grew in size, development occurred on the periphery, but still relatively close to the town centre, retaining its character as a small market town, keeping it compact in form, with most parts close to the open countryside.

4.2.24 More recently, growth has continued, but more in the form of satellite housing estates served by the main roads to the north, south, east and west, such as at Station Hill, Highmoor Park, East End and Western Bank. One particularly important landmark in the economy of the town was the coming of British Rayonphone in 1930 to factory premises close to the town centre. This enterprise has steadily expanded over the years to become the town's dominant present employer, UCB Films.

4.2.25 Wigton has in this way become the largest town in northern Allerdale and still fulfills the role of an important employment and residential centre for the surrounding rural hinterland. Its role as a market town and service centre continues, and although UCB Films is now the major employer, the employment base has expanded in recent years through the establishment of new industries, in areas such as Station Road and at Western Bank.

Objectives for Wigton

4.2.26 As a major settlement and the largest town in the northern part of the Plan Area, Wigton must continue to be a focus for new development, providing services and facilities for a significant part of the Plan Area.

SILLOTH

4.2.27 Silloth is situated on the southern shores of the Solway. There is a long history of settlement in the area, it being part of the coastal defence system of Roman times. There is evidence of Viking and Bronze Age settlements, but the dominant legacy in today’s urban fabric is Victorian. The 1991 Census population was 2942.

4.2.28 Prior to Victorian times there was very little building development in the Silloth area. A small seaside holiday role developed which was boosted by the construction of the railway to Silloth. This facilitated dock related activity and the increasingly popular seaside holiday of late Victorian times.

4.2.29 These influences have had an enduring effect which can still be seen in Silloth’s active port, a well preserved Victorian grid iron street pattern, setted roads, the promenade and landscaped Green.

4.2.30 More recently, significant influences on the town have been the proliferation of tourist accommodation in the form of caravans and chalets plus two holiday "villages", and the re-use of the nearby former military airfield for storage and light industry. Private residential development has often been in the form of ribbon development along the approach roads to the town and this has detracted from its compact form.
Silloth remains relatively remote and its relative inaccessibility means that it serves as a service centre for only its immediate hinterland. Its main source of employment is Carrs Mill at the docks, with firms like Johnson Controls and Isola Werke occupying industrial/warehouse units at the airfield. The tourism related facilities also make a significant contribution.

**Objectives for Silloth**

As a major settlement in northern Allerdale, Silloth must continue to be a focus for new development providing services for a local hinterland and serving as a significant tourist destination.

**ASPATRIA**

Aspatria is an ancient settlement with evidence of Viking and probably Norse-Irish settlement. It is located on a ridge to the north of the River Ellen on the main West Cumbria to Carlisle Trunk Road (A596).

The town originated as a small village at a crossroads on the main road. The expansion of the local coal mining industry and the arrival of the railway gave the town a major boost in the 19th Century. This was Aspatria's most prosperous period when its role as a small local market town was enhanced, and it gained the reputation as a centre for progressive agriculture.

Since the decline of mining, the economy has diversified to include new industries with important firms such as bedmakers Sealy UK and Dairy Crest being established. However, it is true to say that Aspatria has not fulfilled its early promise and the population has declined in the 20th Century to be 2740 at the 1991 Census.

**Objectives for Aspatria**

As a major settlement in northern Allerdale Aspatria must continue to fulfill its present role as a local service centre and will be the focus for a modest amount of commercial and residential development during the Plan Period.

**RURAL AREAS**

The great bulk of the Local Plan Area is rural in character. The population of the rural parishes is almost 24,000 (1991 Census) which is more than a quarter of the population of the Plan Area. Not surprisingly, such a large area is one of great contrasts. These contrasts have been magnified in certain areas by past industrial activity. In particular, the area of the old West Cumberland coalfield has been subject to mining and heavy industrial activity. This has left a legacy of industrial dereliction, economic and social difficulties, not only in the coastal towns but also in a number of larger, formerly mining villages.

There is, therefore, a significant difference between the settlement pattern of the old coalfield and the rest of the rural areas. The coalfield outside the coastal towns, is characterised by larger villages, some with populations over 1,000 with a fairly wide range of facilities, sometimes with a significant amount of social housing, but which have gone through a period of economic change leaving a legacy of unemployment and environmental problems. In the rest of the rural areas, on the periphery of the Lake District National Park and in the northern parts of Allerdale, villages are smaller and more more scattered, with fewer facilities, but which have been subject to incremental housing development, which might threaten their character as primarily agricultural settlements.

Some of the larger villages have lost much of their original character, only remnants of their original cores remain with older buildings much altered. By contrast many of the smaller villages have retained their character as primarily agricultural settlements. Many have attractive "Listed" buildings and some are designated Conservation Areas. However, the character of some smaller villages has been damaged by incremental housing development, often of a design which is unsympathetic to the local traditional or "vernacular" architecture.

The landscape of the Plan Area is as varied as its built form, and is described in more detail in para 4.6.3 below. The whole of the coastal strip north of Maryport as far as the boundary with Carlisle (except at Silloth) is a designated Area of Outstanding Natural Beauty, as it is considered to be a landscape of national importance. Inland are low lying coastal margins which contain important
wildlife habitats, then a broad area of low ridges and hills of pleasant agricultural character. Finally in the southern part of the Plan Area and on the periphery of the National Park, there is a more varied landscape of moorland, incised river valleys, limestone crags and upland fringes. Parts of these are designated as County Landscape Areas (formerly AGLV) in the Joint Structure Plan, or Locally Important Landscape Areas in the former Southern Allerdale Local Plan.

Objectives for the Rural Areas

4.2.41 The rural areas of Allerdale make a substantial contribution to the economy of the Borough and contain substantial communities which must be sustained. However, the principles of sustainability mean that development policy will be different for different communities.

4.3 GUIDING PRINCIPLES

4.3.1 We have seen in Chapter 2 that the Council puts the protection of the environment at the heart of its policy. General Principle 1 (Para 2.1.3) seeks to ensure that new development in Allerdale is broadly sustainable. The best known definition of sustainable development is:-

"Development which meets the needs of the present generation without compromising the ability of future generations to meet their own needs".

This is an apparently simple definition but what are its implications for planning policy?

4.3.2 General Principle 1 mentions three issues which are useful in assessing sustainability:

(i) **Global Sustainability**

This is primarily concerned with atmospheric and climatic stability, and with the conservation of wildlife (biodiversity). An important element is the control of carbon dioxide emissions, much of which comes from transport.

(ii) **Natural Resources**

The husbanding of natural resources is concerned with the appropriate use and where necessary, appropriate protection of resources such as air, water, land and minerals.

(iii) **Local Environmental Quality**

This is concerned with the protection and enhancement of local environmental features and systems ranging from landscape and wildlife features to open land and cultural resources.

4.3.3 Policies and land allocations in this Local Plan seek to address these issues. Global sustainability is influenced by a wide range of activities such as industry, transport and housing and there are policies in the relevant chapters of this Local Plan. Policies relating to landscape, nature conservation/biodiversity, and natural resources follow in this chapter.

4.3.4 The Development Strategy outlined in Chapter 2 includes the following Key Principles:

(i) **Those relevant to Global Sustainability**

- To achieve a sustainable pattern of development.
- To seek to co-ordinate the provision of new housing and job opportunities.
- To concentrate new development within existing settlements, to minimise greenfield development.
- To encourage the control of environmental pollution.
- To make provision of housing and industrial development in appropriate locations to reduce vehicle movements and sustain rural communities.
- To promote traffic calming measures where appropriate.
- To encourage the use of rail transport, cycling and walking.
(ii) Those relevant to Natural Resources

- To encourage the development of "brownfield" or derelict/neglected sites in preference to "greenfield" sites.
- To encourage the control of environmental pollution.
- To promote energy efficiency in all development.
- To encourage the reclamation/enhancement of derelict/neglected land.
- To protect the best and most versatile agricultural land.
- To encourage the sustainable use of water resources.
- To reduce the risks to people and property from flooding.

(iii) Those relevant to Local Environmental Quality

- To resist development which would adversely affect sites designated as of nature conservation importance.
- To make new designations of natural features where appropriate.
- To encourage the control of environmental pollution.
- To promote land management beneficial to wildlife.
- To protect areas of designated landscape value from inappropriate development.
- To protect open space (both formal and amenity).

Environmental Impact of Development

4.3.5 All development has some impact on the environment, obviously the larger the scale of development the greater the environmental impact. Also, certain types of development have potentially significant environmental impacts, eg nuclear related development, hazardous uses or waste disposal. For proposals such as these to be given full consideration it is vital that decision makers have comprehensive information on their environmental impact.

4.3.6 Following the lead of the European Community (Directive 97/11/EC), the Government introduced the Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 1988. These include Schedules of types of development proposal for which submission of an Environmental Statement is mandatory. They further require that decisions on such proposals cannot be taken before such statements have been considered by decision makers. The Council will require an Environmental Statement where proposals concur with the Regulations. There may be occasions where proposals not mentioned in the Regulations have such potential impact that the Council will require the submission of appropriate information, but not a full Environmental Statement. Such proposals would include developments in sensitive areas, eg the AONB, County Landscapes, designated wildlife sites etc. The Council will assess such proposals on their individual merits.

4.3.7 The regulations also prescribe, in Schedule 4, the form and content of any Statement. The Council will expect developers to adhere to these requirements when preparing any Statement required by the Regulations. The Council may reasonably request further information in their evaluation of a planning application and ask for elaboration of any submitted Environmental Statement considered inadequate.

4.3.8 The Council will support the Precautionary Principle where there are significant risks of damage to the environment but scientific knowledge does not conclusively prove this. In such cases the principle dictates that such development should not go ahead unless measures are taken as part of the development to contain the risk to public health and safety and the natural environment.

4.3.9 The concept of environmental capital should be applied in decision making, in order to minimise development which has an irreversible impact on the quality of the natural environment.

4.4 POLICIES FOR GLOBAL SUSTAINABILITY

4.4.1 As stated above, an important element in atmospheric and climatic stability is the emission of carbon dioxide and other so-called "greenhouse gases". Recent Government studies have highlighted the potential contribution that the planning system can make to global sustainability by encouraging development which reduces the need to travel or which encourages the use of alternative means of travel to the car, eg rail, buses, cycling and walking.
Policy EN1: Subject to other relevant policies in the Local Plan the Council will look favourably upon development which minimises the need to travel or which encourages alternative means of travel to the car.

4.4.2 Travel patterns influence the level of greenhouse gas emissions (principally CO2). The location of development is crucial to the type and extent of travel patterns created. When assessing development proposals the Council will consider the following points:

(i) Development should preferably make full and effective use of land within or well related to existing urban areas.

(ii) Development should be closely related to public transport networks.

(iii) Development which generates significant levels of traffic, such as retail development should be located in transport nodes such as town centres which are accessible to public transport and a variety of means of travel.

(iv) Development should not prejudice the need to manage town centre car parking.

Policy EN2: When assessing proposals for medium to large scale development, the Council will consider the siting, form, density, layout and orientation of the development and, where appropriate, will require a pattern of development which is as energy efficient as possible.

4.4.3 Buildings account for 40% of UK energy consumption and 50% of CO2 emissions. The Building Regulations with their increased insulation requirements are crucial to energy efficiency but the planning system can also have a major cumulative influence. There are various ways in which the pattern of development can influence energy efficiency:

(i) Heat Loss

The form of buildings can influence heat loss by up to 50%, eg type of windows. Other significant influences are the siting of the building, relation to wind exposure, frost and heat island effects. Shelter belts and screens can also reduce exposure.

(ii) Capital Energy

The energy input into the manufacture of building materials plus the energy used in construction, can amount to 50% of operational energy requirements. In principle the use of natural materials is more energy efficient but manufactured materials of high insulation value will have an influence.

(iii) Solar Gain

The orientation and layout of development can significantly influence the amount of heat a building gains from the sun, affecting the energy consumption required to heat the building.

(iv) Combined Heat and Power

Combined Heat and Power Stations (CHP) offer high efficiency and major potential energy savings over conventional power stations and heating systems. The use of CHP is more likely to be applicable to large scale industrial/commercial activity but there is no reason why it could not also be applied to residential development.

4.4.4 Development can also contribute to a reduction in atmospheric CO2:

Policy EN3: Where appropriate, the Council will require landscaping schemes to be carried out in association with new development. In appropriate circumstances the Council will require the planting of trees, particularly native species.
4.4.5 Trees "lock-up" carbon dioxide as they grow, releasing it when they rot or burn. A progressive increase in tree cover, particularly of native species is desirable. The planning system can support this, and projects such as the Community Woodland Scheme run by the Forestry Authority can play their part.

4.4.6 With regard to determining what appropriate circumstances for planting are, the Council will consider the size and type of development, loss of environmental quality caused, and the visual impact of the development, before determining the extent of planting schemes.

4.4.7 The planning system can help to protect the existing stock of trees in the Borough. With regard to hedgerow protection, under the Hedgerow Regulations 1997 the Council is empowered to protect “important” hedgerows. A hedgerow is “important” if it meets certain criteria listed in the Regulations. Where a hedgerow is considered to be “important” the Council will decide whether the circumstances justify the serving of a Hedgerow Retention Notice. There is a strong presumption that “important” hedgerows will be protected. Anyone considering removing a hedgerow is strongly advised to contact the Council for advice.

Policy EN4: The Council will, where appropriate, use its powers under the planning legislation and regulations, particularly Tree and Hedgerow Preservation Orders, to protect appropriate trees and hedgerows in the Plan Area.

4.4.8 All trees in Conservation Areas have some degree of protection. Elsewhere trees must be protected by Tree Preservation Orders or conditions attached to planning permissions. Tree Preservation Orders may be imposed, however, on trees which are rare or contribute to amenity. Non-protected trees are subject to some control under the Forestry Authority's Felling Licence Process.

4.5 POLICIES FOR NATURAL RESOURCES

4.5.1 The husbanding and protection of natural resources [ie air, water, land and minerals], has implications for recycling, pollution control, contaminated land, waste/minerals management and renewable energy. Only in the realm of renewable energy does Allerdale Borough Council have the major responsibility of controlling development as the Local Planning Authority. The whole of Chapter 8 of this Local Plan is therefore concerned with Renewable Energy.

Pollution Control

4.5.2 With regard to pollution control the main responsible agency is now the Environment Agency, formerly the National Rivers Authority and H.M Inspectorate of Pollution. The Environment Agency has certain powers to regulate emissions from certain operation processes and substances which can impact on the quality of air, land and water. Many potential sources of pollution lie outside the Agency’s regulatory controls, and it is in these instances that Allerdale’s responsibilities as Local Planning Authority can complement the powers of the pollution control agency. However, there will be times when Allerdale's responsibilities as Local Planning Authority will overlap those of the pollution control agency. Planning Policy Guidance Note 23 "Planning and Pollution Control" recommends that local plans should include appropriate policies for controlling potentially polluting development. The principle legislation is provided by the Environmental Protection Act 1990 (EPA) which introduced a system of integrated pollution control in which responsibilities for control are shared between the Environment Agency and local authorities. EU Directives have also been important in setting mandatory limits for certain pollutants. Where environmental damage is threatened or caused, then the Council will support any moves to enforce the 'Polluter Pays Principle', where the costs of any necessary environmental protection measures are borne by those responsible.

4.5.3 It would be inappropriate to virtually repeat these policies in this Local Plan, however, the Local Planning Authority will assess proposed development in the interests of:

- maintaining or improving groundwater, surface or coastal waters;
- ensuring that adequate foul and surface water provision is available and that ultimate discharges do not cause an environmental problem;
- ensuring adequate pollution control measures are incorporated, to reduce risk of water pollution;
- resisting unacceptably adverse impacts upon air quality;
- ensuring contaminated land is remediated prior to redevelopment.
Policy EN5: The Council, when assessing development proposals which are potentially polluting, will require such proposals to minimise potential environmental pollution, in consultation with the Environment Agency, where appropriate. Where, through conditions or other legal agreement, it is not possible to ensure acceptable standards, permission will be refused.

4.5.4 The Council, in its role as Local Planning Authority can attach conditions to planning approvals and require legal agreements under S.106 of the Town and Country Planning Act 1990 which can seek to control polluting activities. The E.P.A makes District Councils responsible for Local Authority Air Pollution Control (LAAPC) and they are also responsible for the smoke, dust and grit controls of the Clean Air Act 1993. Allerdale will use these powers to the full to control potential pollution. For the purposes of the above policy noise is treated as a pollutant. It is emphasised that Policy EN5 is also concerned with the control of foul and surface water and that adequate provision must be made for their disposal in all development proposals. Development proposals which do not include direct connections to the adopted sewerage/drainage system must include adequate evidence that the proposed alternative means of disposal will not cause pollution. (See also Policy HS9)

4.5.5 Water pollution is an obvious cause for concern for the Local Authority. There are a number of potential sources of water pollution, including:

- uncontrolled contaminated surface water run-off from industrial, housing or road development;
- inadequately treated effluent from waste water treatment works, industrial processes, mineral extraction, etc;
- inadequate foul or surface water drainage;
- inappropriate storage of materials, particularly oils and chemicals;
- agricultural activities;
- inappropriate and/or uncontrolled redevelopment of contaminated land.

Policy EN6: Proposals for potentially polluting development in locations which would unacceptably adversely affect pollution sensitive development will not be approved.

Policy EN7: Proposals for pollution sensitive development in locations which are unacceptably adversely affected by existing potentially polluting development will not be approved.

4.5.6 PPG23 recommends that local plans should contain policies which seek to separate potentially polluting and other land uses, in order to reduce conflict. Whilst it is important to ensure that proposals for potentially polluting development should not be located close to some other land uses, it is equally important to ensure that proposals for some other land uses in close proximity to existing potential polluters are resisted.

4.5.7 For the purposes of the above policies, pollution sensitive development is defined as housing, hospitals and schools but can also include some commercial/business development which requires a high quality environment. In rural areas some farming activities must be regarded as potentially polluting and proposals for other development in close proximity to such may be resisted.

4.5.8 As stated above noise is considered to be a pollutant and although noise does not have a permanent effect on any natural resource the above policies will apply to potentially noisy developments. PPG24 "Planning and Noise" gives guidance to local authorities on the use of their planning powers to minimise the adverse impact of noise. However, unlike other actual polluters, noisy activity can be located in certain locations, away from noise sensitive development. So there may be occasions when activities which produce noise can be acceptable. However, this is not to say that noise should not be minimised.

Recycling

4.5.9 Recycling is considered to be an integral part of waste management and so is generally the responsibility of Cumbria County Council as the Waste Planning Authority and Waste Disposal Authority. This Council is the Waste Collection Authority. The Environmental Protection Act 1990
gives districts the duty of preparing a recycling plan setting out proposals and targets for recycling household waste. Promoting recycling is the duty of both Allerdale and the County Council. Normally proposals for waste management will be dealt with by the County Council but it will be the responsibility of Allerdale to determine some proposals such as domestic recycling. The County Council’s current policies are included in the emerging Cumbria Minerals and Waste Local Plan. Emerging policy is to support recycling proposals. Special mention is made of scrapyards and waste recycling facilities. Scrapyards will normally be expected to be located in appropriate industrial areas or premises, whilst Tendley and Moota quarries are identified as preferred sites for recycling, construction and demolition waste. There are policies for civic amenity sites, for landspreading, for composting and for wastewater treatment. Particular mention is made of incineration where the impact of emissions is usually the main concern and a policy with strict criteria to control such proposals is included.

4.5.10 Government guidance is that district local plans should not include waste management policies. However, it is considered appropriate for the Local Plan to contain a policy to guide the Council in its role as a consultee on such proposals, and there may be occasions when the Council will be responsible for making the decisions on small scale proposals for development which include recycling facilities.

**Policy EN8:** Development proposals which include recycling and which are the responsibility of the District Council to assess, will be approved provided that:

(i) the proposal is not located in a visually prominent position on a highway or industrial estate frontage;

(ii) the proposal incorporates effective and appropriate landscaping and screening;

(iii) there is no adverse impact on neighbouring uses by way of emissions or noise or visual intrusion; and

(iv) arrangements for access, storage, hours of working, site layout and design are satisfactory.

4.5.11 It is considered that, as part of the Council's policy promoting sustainable development, recycling proposals should generally be supported. The Council will also encourage steps to move waste up the Waste Hierarchy, including the provision of waste transfer stations or recycling facilities in close proximity to or as part of industrial and commercial developments and promoting the use of recovered materials in built development. However, it is important that such proposals should not in themselves cause pollution or amenity problems.

**Waste/Minerals Development**

4.5.12 As stated above, Cumbria County Council is the Waste Disposal Authority for the County, as well as the Minerals and Waste Planning Authority. Therefore, most proposals for waste management and minerals exploitation are generally the responsibility of the County Council. Thus, it is inappropriate for Local Plans to include policies concerning waste or minerals proposals.

4.5.13 However, Allerdale Borough Council is a consultee on such proposals and in commenting on planning applications for waste management or mineral workings the Council will object to proposals where:

- The proposal would result in a permanent degradation of the landscape;
- The proposal would result in the loss of significant landscape features or wildlife habitats. The term significant is taken to mean, landscape features, wildlife habitats or geological features of particular importance to the locality. They need not necessarily be within designated landscapes or wildlife sites.
- The proposal would cause unacceptable disturbance to adjacent users, in particular occupied residential properties by way of emissions or noise or visual intrusion.
- It does not accord with the requirements of Policy TR14.
- The proposal would result in significant economic blight to local communities.
4.5.14 It is imperative that the national or regional need for minerals or waste disposal sites does not override significant local environmental/economic impact. Some of Allerdale's communities have been subjected to mineral exploitation, (particularly coal opencasting) for a generation. Such long term exploitation negates the usual site-specific objective of minimising impact by coaling and restoring as quickly as possible. Broughton Moor has been subjected to a long succession of opencast sites which have blighted the local economy and depressed the local housing market. It is considered that such long term blight should not continue or be repeated elsewhere. The very presence of waste disposal sites or mineral workings can have such a blighting effect on a locality even if an operation meets the usual environmental and operational standards.

4.5.15 The husbanding of scarce energy and mineral resources is a key sustainability goal. Policy 20 of the Structure Plan seeks to safeguard those deposits which are of economic importance against other types of development which would sterilise the deposits or be a serious hindrance to their extraction.

4.5.16 The Council will recommend to the Minerals Planning Authority that any temporary use or exploitation of land be conditioned on the restoration of the site in a way which reflects or enhances the local landscape character and distinctiveness, taking opportunities for creating wildlife habitats and recreational sites where appropriate. It can be the case that when temporary uses cease the land is left in an untidy condition or inadequately restored such that it can become an eyesore. The Council will encourage positive steps to restore such sites once they are vacated, whether this means a simple removal of buildings or plant or more comprehensive restoration of minerals workings or waste disposal sites. Where appropriate, the Borough Council will recommend a full landscape appraisal of any proposal and restoration, prior to a decision on proposals of significant landscape impact.

**Contaminated/Derelict Land**

4.5.17 Policy EN1 above, seeks to influence travel patterns by encouraging the development of land within urban areas rather than ‘greenfield’ sites. However, some urban land is derelict/contaminated and development on or near such land can cause the release of contaminants which may result in significant harm to the local environment. It is obviously desirable to bring this land forward for development in preference to other land, but effective remediation is essential prior to development.

**Policy EN9:** The Council will approve proposals to redevelop or restore derelict or contaminated land in appropriate urban or rural areas provided that:

(i) a satisfactory site investigation and risk assessment is submitted;

(ii) a satisfactory scheme of restoration and risk assessment is submitted;

(iii) the proposed development is acceptable in terms of access and design and potential pollution; and

(iv) the local infrastructure is adequate to serve the development.

4.5.18 Land may be derelict due to past mine workings, natural underground cavities, landslips or poor loadbearing capacity. Contamination is normally caused by previous uses such as gas works, sewage works, metal processing or waste disposal. Derelict land is not, of course, limited to urban areas, there are many such sites in rural areas. In rural areas the range of appropriate uses is more restricted, dictating that soft end uses such as Community Forests, landscaping and creation of wildlife habitats may be more acceptable than redevelopment. Nevertheless, proposals for redevelopment of brownfield sites in rural areas will be considered on their individual merits, subject to other policies in the Plan. However, sustainable principles dictate that priority should be given to the restoration and redevelopment of urban sites and such sites are likely to be given priority in the Council's Derelict Land Reclamation Programme and by the Government when it decides which sites should receive priority in Derelict Land Grant allocations. Where dereliction is suspected to exist, developers will be expected to carry out site investigation and submit details of any necessary remedial works. Policy 23 of the Structure Plan gives guidance on this issue.
Policy EN10: Where development which is potentially contaminating or which could cause dereliction is considered acceptable, the Council will impose condition(s) on any approval to secure the restoration of the site to an acceptable standard should the approved use cease.

4.5.19 It is equally important to ensure that whilst we secure the restoration of derelict land we do not at the same time create more by not securing the proper restoration of sites which might become contaminated/derelict. By attaching appropriate conditions to planning approvals the Council can ensure that land remains developable and, so to speak, recyclable.

Water Resources

4.5.20 The development of water resources for water supply is becoming increasingly difficult. The Council and Environment Agency are concerned that the provision of water for development does not have a detrimental impact on the natural environment and existing users.

4.5.21 Within the Local Plan area the balance between resource availability and demand is tight. The Agency is working with North West Water Ltd (United Utilities), to develop a strategy to encourage more efficient use of water throughout the Borough, particularly in the Wigton, Silloth and Aspatria areas.

4.5.22 The Council in consultation with the Environment Agency will be encouraging ‘wise water use’, particularly through new commercial and domestic developments. For example opportunities for recycling and water efficient devices, eg low flow taps, waterless urinals and low flow shower heads.

Policy EN11: Development will not be permitted where it increases the requirement for water unless adequate water resources either already exist or will be provided in time to serve the development, without causing unacceptable detriment to existing users or unacceptable environmental harm.

Flood Plains and Flood Risk

4.5.23 Flood plains are an important resource in that they perform the function of providing storage capacity for floodwaters. Policy 24 of the Structure Plan seeks to protect such flood plains and also to resist any development that might create flooding elsewhere. Policies concerning coastal flooding are included in the Coastal Zone Chapter.

Policy EN12: The Council will, in consultation with the Environment Agency, resist development or the raising of ground levels on land likely to flood, where such development would be at direct unacceptable risk from flooding or would be likely to increase the risk of flooding elsewhere.

4.5.24 New development, including redevelopment or the extension or intensification of existing uses can have significant implications for flood risk. Within river floodplains (coastal plains are covered by the Coastal Zone Chapter) there is the potential loss of floodwater storage capacity which inevitably has knock on effects and may impede flood flows.

Policy EN13: Where it is decided that development on land liable to flood may be acceptable, the Council will, in consultation with the Environment Agency, require suitable flood protection and mitigation measures to be carried out.

4.5.25 Guidance for planning authorities on the protection of floodplains is contained in DoE Circular 30/92 “Development and Flood Risk”. At sites suspected of being at unacceptable risk from flooding developers will be required to carry out detailed technical investigations to evaluate the extent of the risk. In all cases, developers will be required to identify, implement and cover the costs of any necessary measures. In some cases it may be appropriate for any necessary measures to be undertaken by the Environment Agency itself but in these cases the costs would also be covered by the developer.
Policy EN14: Development proposals which would result in an unacceptably adverse impact on the water environment, due to additional surface water run-off will be refused permission.

4.5.26 New developments may cause substantial increases in surface water run-off as permeable surfaces are replaced by impermeable surfaces such as roofs, roads and paving. This may result in the increase of flood risk downstream in watercourses to which the surface water is discharged. It may also affect groundwater levels and the recharge of aquifers. Other consequential effects include increased pollution, silt deposition, damage to wildlife habitats and river channel instability. These effects can sometimes be at some considerable distance from the new development. The Council, in consultation with the Environment Agency, will assess the implications of proposals for run-off, and new developments will only be approved where the Council is satisfied that proposals include acceptable treatment of surface water and any suitable measures designed to mitigate any adverse impact. Costs of such measures must be met by the developer. Where appropriate, provision must be made for the long term monitoring and management of these measures. This may necessitate developers entering into agreements under Section 106 of The Town and Country Planning Act 1990.

Policy EN15: Development which would adversely affect the integrity and continuity of fluvial defences will not be approved. Where development relating to fluvial defences may be acceptable the Council will, in consultation with the Environment Agency, require appropriate measures to be included in the proposals to ensure that the stability and continuity of the defences are maintained.

4.5.27 In order to prevent flooding it is essential that local authorities, in consultation with appropriate bodies, ensure that the integrity and continuity of river flood defences are maintained. In many cases access to such defences for maintenance and emergencies is required as well as access to future defence improvements. The Council will protect and, where appropriate, improve such access. Careful design and siting of defences can create opportunities for public access or secure other environmental improvements.

Policy EN16: Proposals for fluvial flood defences will be approved provided that:

(i) they are acceptable to the Environment Agency;

(ii) they do not have a significant adverse impact on visual amenity, residential amenity, wildlife habitats, landscape quality, highway safety, or sites and buildings of archaeological, historic or architectural importance; and

(iii) where any adverse impact is not significant, the proposals include appropriate measures to mitigate any such adverse impact.

4.5.28 From time to time the Council will be faced with proposals for flood defences from developers and from the Environment Agency itself. Normally, those schemes considered to be in the wider public interest will be approved subject to appropriate mitigation measures. Proposals where there is no wider public interest will be assessed on their individual merits against the above criteria. Where appropriate, public access on fluvial embankments will be sought.

Agricultural Land

4.5.29 Agricultural land is a valuable resource and it has been a longstanding government policy to protect “the best and most versatile agricultural land” (PPG7). The loss of such land to development is normally irreversible and threatens the viability of an efficient and flexible agricultural industry.

4.5.30 The Ministry of Agriculture, Fisheries and Food grades agricultural land according to its Agricultural Land Classification and defines the best quality land as Grades 1, 2 and 3a. There is unlikely to be Grade 1 land registered in the Local Plan Area, and only a limited amount of Grade 2 land to the west of Wigton. Over 70% of the agricultural land in the Plan Area is Grade 3, which is officially described as of ‘good to moderate quality’. Unfortunately, the Council rarely has information specifying whether
Grade 3 land is 3a of good quality and therefore worthy of protection or 3b, of moderate quality. Local planning authorities are required to consult MAFF about any development that does not accord with the development plan and which involves, or is likely to lead to, the loss of more than 20 hectares of land in Grades 1, 2 and 3a. The Council has worked closely with MAFF and their advisors and has made every effort to avoid allocating good quality agricultural land for development in this Local Plan.

Policy 19 of the Structure Plan seeks to protect the best and most versatile agricultural land from development. The following policies seek to clarify this general principle.

**Policy EN17:** Development of the best and most versatile agricultural land (ALC grades 1, 2 and 3a) will not be permitted unless the following criteria are met:

(i) there is an overriding need for the development;

(ii) there is a lack of development opportunities on previously developed sites or in already developed areas;

(iii) there is little land in grades below 3a, or little lower-grade land which does not have an environmental value recognised by a statutory landscape, wildlife, historic, or archaeological designation; and

(iv) the development is proposed on land of the lowest practicable grade.

The best and most versatile agricultural land is afforded protection under the Agricultural Land Classification system. Exceptions are outlined in Policy EN17, but consideration will also be given where there are local or wider economic or social reasons to approve development. Examples of such reasons for exceptions may include employment related development or affordable housing.

**Light Pollution**

Artificial light has done much to safeguard and enhance the night time environment. However, if not properly controlled, obtrusive light can create serious physiological and ecological problems. Light, if it is an unwanted intrusion into the domestic environment, or impedes your view of the night sky is a form of pollution. However, with a little care and thought, light pollution can be substantially reduced without detriment to the lighting task in both urban and rural areas.

There are 3 main types of light pollution:

(i) **Sky Glow** is where the cumulative effects of urban lights, mainly highway illumination, create a large scale glow over urban areas largely obliterating any view of the night sky.

(ii) **Glare** is the uncomfortable brightness of a light source, viewed against a dark background.

(iii) **Light Trespass** is the spilling of light beyond the boundary of the property on which the source is located into property nearby which should not be illuminated and the occupiers of which may not welcome such intrusion.

Such pollution is not only unnecessary, it is wasteful; any reduction in energy consumption, however small, is in line with sustainable principles.

**Policy EN18:** Proposals for development including or likely to require, external lighting, shall include details of lighting schemes, such schemes will be expected to:

(i) be the minimum required to perform the relevant lighting task;

(ii) minimise light spillage and pollution;
(iii) include landscaping/screening measures in edge of town, village and rural locations to screen illuminated areas from view from nearby rural areas; and

(iv) avoid dazzle or distraction of drivers on nearby highways.

4.5.35 Where development proposals require external lighting, the Council must be satisfied from the details submitted that light pollution will be minimised. Therefore, it may be necessary for the Council to see detailed specifications of lighting installations. The Council will consult Environmental Health Officers in assessing proposals. Schemes which conform to the Guidance Notes For The Reduction of Light Pollution published by the Institution of Lighting Engineers will generally be acceptable.

4.6 POLICIES FOR LOCAL ENVIRONMENTAL QUALITY

4.6.1 The quality of the local environment is crucial to the attainment of sustainability. Indeed for local people, the quality of their own environment will be the only obvious criterion against which to measure whether change is sustainable. It is also true to say that if change at a local level is sustainable then the total global picture should also be sustainable.

4.6.2 Paragraph 3.2 (iii) above lists a number of Key Principles which give guidance on the policy to be followed in a number of issues as follows:-

(i) Landscape Quality
(ii) Nature Conservation and Biodiversity
(iii) Open Space, both urban and rural
(iv) Pollution

Pollution has already been dealt with above, and so this section deals with the remaining issues. Of course, there are other issues which have an impact upon the quality of the local environment, eg housing, conservation of the historic built environment, leisure facilities, etc, but this chapter is principally concerned with the natural environment and so such issues are addressed elsewhere.

Landscape Quality

4.6.3 Landscape is an important and highly valued part of the environmental resource of every district. It contributes greatly to the identity of an area, provides the "stage" for everyday life, is a source of enjoyment and inspiration and can contribute to the local economy through its role in attracting tourism and business. Landscape protection and enhancement therefore contribute to what might be called "aesthetic sustainability", the preservation and maintenance of areas of natural and cultural heritage for the appreciation and well-being of future generations. When assessing proposals for development which may affect areas of landscape value, the Council will have regard to landscape character assessments, prepared by the Countryside Commission (Countryside Agency) and English Nature. The agencies have identified broad areas of cohesive character which can be described in terms of their landscape character, sense of place, local distinctiveness, characteristic wildlife and natural features, and nature of change. This approach helps accommodate necessary change without sacrificing local character, by ensuring development respects or enhances the distinctive character of the land and the built environment.

4.6.4 The Council gives high priority to protecting Allerdale's countryside and is committed to preparing a Countryside and Nature Conservation Strategy. The Local Plan area comprises of varied and high quality landscapes, located as it is between mountain and sea. Cumbria County Council has prepared a Landscape Strategy for the County and as part of that process they have conducted a landscape survey, identifying various landscape types. The Plan Area includes the following broad landscape types.

(i) Estuary and Marsh

This type comprises mainly of expanses of tidal sandflats and salt marshes around the Solway Firth and beach and dune systems further south. The scenery of the Solway is large scale, flat and very open. Further south is more typical beach and dune scenery forming a narrower coastal margin. The area contains extremely important wildlife habitats.
(ii) Coastal Margins

These comprise extensive coastal plains, again wider in the north around the Solway than towards the south west. In the north there are low lying, wide areas of drained and intensively farmed land. However, there are still substantial areas of undrained mosses which are rich wildlife habitats, mostly designated SSSI's. To the south west the coastal margin is much narrower and in places is bounded inland by a raised beach which sometimes is very close to the existing beach. Here the use of the land is more mixed with farming, leisure and urban fringe activities.

(iii) General Lowland

The most extensive landscape type in Allerdale, stretching in a broad band from the boundary with Carlisle and Eden in a south westerly direction, almost uninterrupted to the border with Copeland. It might be described as ordinary though pleasant countryside, typified by green fields of improved pasture enclosed by hedges and walls with some arable farming in the north. The relief is generally undulating and the main features of interest are the numerous small valleys and gills which dissect it, and the small areas of woodland, copses, tree belts, etc. Integral to this landscape are the many farms and villages of traditional design and form.

(iv) River Valley

Whilst much of the Plan Area is dissected by numerous streams and small rivers the only valley which can be said to be a landscape type in itself is the valley of the River Derwent/Cocker, part of which is a Site of Special Scientific Interest and forms an important local feature in the southern part of Allerdale. It is a broad valley, largely unspoilt, but roads and villages are significant intrusions. Hedgerow trees, copses and woodland on steeper slopes add interest and the river itself offers its own interest. By definition the valley is an important wildlife corridor.

(v) Intermediate Moorland

These are generally ridges which occur as outliers to the Lakeland Fells. Dean Moor is the only such in Allerdale being a smooth rounded hill with a boggy top of degraded heather which gives way to improved pasture lower on its slopes. It forms a widely visible important feature along the Allerdale/Copeland border.

(vi) Upland Fringe

These are the foothills and low fells which fringe the Lakeland Fells. There are only small areas of this type in Allerdale near Cockermouth and around Mockerkin. They are typified by undramatic but elevated rolling or hilly terrain, which forms a backdrop to much of the landscape of southern Allerdale.

(vii) Higher Limestone

This forms an extensive belt of countryside which 'wraps round' virtually the whole of the north-west and northern boundaries of the National Park. The only substantial gap in the belt between Pardshaw and the boundary with Eden beyond Sebergham is around Cockermouth. Typically the topography is undulating and angular but with only isolated outcrops and few scars or limestone pavements. However, this belt does include several features of considerable prominence in the Allerdale landscapes, including Pardshaw and Eaglesfield Crags, Moota and Tallentire Hills, and Sandale, Brocklebank and Warnell Fell.

Policy Context

4.6.5 National Policy on landscape is included in PPG7 The Countryside – Environmental Quality and Economic and Social Development’ and PPG15 "Planning and the Historic Environment". Briefly, the guidance seeks to protect landscapes designated as of some importance, with the greatest protection being given to landscapes of national importance ie National Parks and Areas of Outstanding Natural Beauty, with other landscapes of more local significance also subject to protection.
4.6.6 The Joint Structure Plan gives guidance on the various grades of landscape and their protection. Policy 11 concerns landscapes of national importance, Policy 12 concerns landscapes of County importance (in previous Development Plans these were called Areas of Great Landscape Value), whilst Policy 13 gives guidance on landscapes of local significance and the rest of the countryside. Policy 15 supports and encourages the enhancement of all landscapes.

**Figure 2. Landscape designations within the Borough of Allerdale**
4.6.7 In addition, recent integrated planning guidance "Conservation Issues in Local Plans" produced by England's three statutory conservation agencies: English Heritage, English Nature and the Countryside Agency, gives detailed and wide ranging guidance on the conservation of natural and built features.

4.6.8 The importance in conserving and enhancing the landscape in Allerdale is emphasised by the following overarching policy.

**Policy EN19:** Proposals for development will be expected to give particular regard to the conservation and enhancement of the landscape of the Plan Area and retention of local distinctiveness in that landscape. Whenever possible, woodlands, grasslands, hedgerows, trees, copses, ponds, wetlands, watercourses, estate features, enclosure features, stone walls, and other built features of landscape importance should be protected and enhanced.

4.6.9 The Council is concerned to protect the local distinctiveness of Allerdale's landscapes, what makes one landscape different from another. The above policy therefore states the basic principle that the Council will seek to follow. Whenever there are features of importance to the character and distinctiveness of a locality, the Council may also refer to the Countryside Character Map of England and the Cumbria Landscape Strategy, in seeking to protect them.

**Landscapes of National Importance**

4.6.10 Within the Plan Area, the only landscape defined as being of national importance is the Solway Coast Area of Outstanding Natural Beauty (AONB). This was designated in 1964 and the main objectives of such designation are the protection of the landscape and its enhancement through the removal of eyesores and the promotion of appropriate land management. The AONB comprises mainly of landscape types (i) and (ii) as described in para 4.6.4 above, Estuary and Marsh, and Coastal Margins. These are large scale, wide, flat and very open landscapes where development can be prominent, individual features can be dominant and where views out of the area are important. The area includes extremely important wildlife habitats.

4.6.11 The Government's planning policy for AONB's is set out in PPG7. This states that the conservation of natural beauty should be given great weight in planning policies. There should be special consideration given to the environmental effects of proposals, whilst at the same time having due regard to the social and economic well-being of the area. However, in AONB's, in contrast to national parks, there is no requirement to promote the enjoyment of the area.

4.6.12 Notwithstanding this, there are important settlements within the AONB, whose social and economic well-being must be considered. There are agricultural and tourism based settlements where sensitive small scale development may be acceptable.

**Policy EN20:** When considering proposals for development within or adjoining the Solway Coast Area of Outstanding Natural Beauty, the Council will require the protection of its natural beauty. This will be given priority over all other planning considerations.

(i) Any development which would have an unacceptable adverse effect on the natural beauty of the landscape will be refused permission, unless there is an overriding need for the development, and the development accords with the standards laid down in criterion (v).

(ii) Major developments will be refused permission unless they are proven to be in the national interest, there is a lack of alternative sites and they meet the requirements of criterion (v).

(iii) The conversions/change of use of existing buildings and small scale development required to meet the social and economic needs of the communities of Allonby, Anthorn,
Blitterlees, Kirkbride, Mawbray, Newton Arlosh and Skinburness may be acceptable within their development limits as defined on the proposals map, as long as such development is consistent with the other relevant criteria of this policy.  

(iv) Tourism and recreational developments of an appropriate scale may be permitted where they meet the requirements of criterion (v).

(v) All development within or adjoining the AONB must preserve or enhance the distinctive landscape character and heritage of the area through appropriate siting, design, materials and landscape measures, which minimise environmental harm caused by the development.

(vi) All proposals will be subject to rigorous examination of their environmental impact. Proposals for major developments likely to have a significant impact on the AONB should be accompanied by relevant information such as landscape impact assessments.

(vii) Proposals for non-essential development outside the development limits identified in criterion (iii) will be refused. Exceptionally, proposals for development for which there is a locational need, including those required for local infrastructure needs, may be acceptable, subject to their being sensitively sited and meeting the requirements of criterion (v).

4.6.13 The open nature of the AONB means that any new development is likely to be prominent to a certain degree. Therefore, development essential to meet the needs of agriculture, local infrastructure, or proposals contained in any management plan for the area may be acceptable. However such proposals must be sensitively sited and well designed.

4.6.14 Sensitive siting will normally mean being within or adjacent to existing settlements or hamlets or farmsteads as appropriate. Well designed will mean of a local vernacular design for dwellings, sympathetic to the area in terms of scale, form, architectural detailing and materials. Where substantial new farm buildings are proposed, for which there is a proven need, these must be sited so as to minimise their visual impact and where possible be grouped within existing buildings, avoid open or prominent sites and take advantage of any natural screening. Large blank walls should be avoided and the colour and finish of walls and roofs must complement the setting of the building. Landscaping/screening schemes will be required for all proposals to mitigate their impact in local and distant views. Landscaping schemes must also, in themselves be compatible with the character of the AONB in terms of their design and choice of plant species.

4.6.15 A Management Plan for the AONB was adopted in 1998, which highlights certain proposals for highways, car parking, coastal engineering and land management. These issues are considered further in the Coastal Zone Chapter.

**Policy EN21:** Development proposals within the Solway Coast AONB which are required as a result of an approved management plan will be approved where they accord with the relevant sub-sections of Policy EN20.

4.6.16 The Council will generally support proposals which are part of any approved management plan for the AONB. However, such proposals should also be subject to the rigorous scrutiny implied in Policy EN20 to ensure that their impact is benign, or where there may be some adverse environmental impact there are social and economic reasons which warrant approval and there are acceptable proposals to mitigate such impact.
The Solway Coast AONB includes Hadrian's Wall World Heritage Site and other archaeological sites of great importance. The policies on these are included in the Conservation Chapter of this Local Plan.

**Landscapes of County Importance**

Policy 12 of the Structure Plan gives guidance on the protection of so-called "County Landscapes". These are landscapes in Cumbria which have a distinctive or individual character. They are of County importance for their particular topographical visual, cultural or historical characteristics. They often include important wildlife habitats. County Landscapes replace Areas of Great Landscape Value defined in previous development plans. In Allerdale the County Landscapes are not extensive and remain almost exactly the same as the former AGLV's. There are 3 separate areas:

(i) **Four small areas adjacent to the Solway Coast AONB**

   Prior to the designation of the AONB the Solway Coast was shown as an Area of Great Landscape Value in the old County Development Plan. After designation these four small areas were omitted for some reason. They were retained as AGLV in the Development Plan and in NALP. They are very similar in character to the AONB and some include important Sites of Special Scientific Interest. It is therefore intended to retain them as County Landscapes.

(ii) **The Caldbeck Fells**

   These limestone hills fringe the Lake District National Park. These are high, rolling hills mainly open grazing with few distinctive features. However, they offer fine views of the Lakeland Hills and Solway Plain and in themselves form an important backdrop to many viewpoints in northern Allerdale.

(iii) **Moorland Ridge/Rolling Fringe of National Park**

   This area, in the southernmost part of the Plan Area, is relatively complex. It includes the bleak moorland of Dean Moor straddling the Copeland boundary, and the limestone fringe of the National Park which contains wooded knolls, small valleys and limestone outcrops. The whole area has impressive views of the lakeland fells. There are several attractive villages within this area.

**Policy EN22:** When considering proposals for development within areas designated as Landscapes of County Importance, the Council will require the protection of the distinctive character of the landscape. These designations will be given high priority, unless an overriding need for development can be demonstrated. Within Landscapes of County Importance:

(i) Development which would have an unacceptable adverse effect on the distinctive character of the area or on the character or setting of the Lake District National Park will be refused permission.

(ii) Conversion/change of use of appropriate buildings and small scale development required to meet the social and economic needs of the communities of Deanscales, Ireby, Pardshaw and Ullock, within their development limits, will be acceptable providing they meet the requirements of criterion (iv).

(iii) Major proposals which will have an unacceptable adverse impact on the area will be refused permission unless there are overriding economic or social benefits which justify approval.
(iv) All development within Landscapes of County Importance will be required to have due regard to their distinctive character through appropriate siting, design, materials and landscaping measures which minimise environmental impact.

(v) Tourism and recreational developments of appropriate scale may be permitted, provided such developments meet the requirements of criterion (iv).

(vi) Proposals for which there is a locational need or which are essential, including those required for local infrastructure needs outside development limits may be acceptable provided they meet the requirements of criterion (iv).

4.6.19 As the Structure Plan intends, a wider variety of developments is likely to be permitted in County Landscape Areas than in the AONB. Nevertheless such development must not threaten or damage the quality of the landscape or its distinctiveness. Important landscape features will be protected under Policy EN19. All development proposals in Landscapes of County Importance must not only be clearly justified but must, in terms of location, scale, design and materials demonstrate a particular regard for the qualities and distinctiveness of the area concerned.

Landscapes of Local Importance

4.6.20 The County Structure Plan requires Local Plans to identify landscape features of purely local significance. Policy 13 of the Structure Plan gives guidance on development in the non-designated open countryside. Distinctive features of local landscape significance should be protected from harmful development.

4.6.21 The Local Plan identifies Locally Important Landscape Areas as follows:

(i) The Derwent Valley is the flood plain of one of the most attractive rivers in the Country. The quality of the water is beyond question in the highest category. This is despite longstanding problems with some sewage effluent in the main river and farm and sewage effluent in tributaries. Steps are being taken now to improve the situation at Cockermouth and the Plan should help to produce a situation where this improvement can be sustained.

The landscape quality of the river corridor is varied but for the most part good and in several areas very high indeed. The expansion of the string of villages in the valley and the construction of the A66 have, however, had a significant adverse effect in places. Latterly, residential development has been more strictly controlled although the Papcastle Link Road has an inevitable effect on the landscape setting of Papcastle.

The landscape features of particular importance in this area include the broad valley bottom, hedgerow trees, copses and woodland on steeper slopes, the rivers themselves add their own interest. Part of the valley of the River Marron is also included.

(ii) The Cockermouth Fringes can be described as part of the wider Derwent Valley but they also include other attractive areas. The town is surrounded by attractive countryside. To the West is the River Derwent floodplain and valley sides together with Fitz Park which is a Historic Park. To the north are the steep often wooded slopes of the valley which provide an attractive backdrop to the town and which include another Historic Park at Wood Hall. To the east is attractive rolling country on the edge of the Lake District National Park. To the south is land prominent from the A66 and also close to the National Park boundary.

(iii) Land over the 200 metre contour There are a number of high points within the Plan Area close to the boundary with the Lake District National Park above the 200 metre contour. These high points are inevitably important and prominent features in the local landscape and are generally unspoilt. The areas concerned are: Tallentire Hill, Moota Hill, Wharrels Hill, Caer Mote, Catlands Hill, Brocklebank and Warnell Fell. The 200 metre
The distinctive character of an area designated as a Locally Important Landscape Area, as shown on the Proposals Map will be protected. The status of such areas will be given priority when considering proposals for development. Within Locally Important Landscape Areas:

(i) Development which would have an unacceptable adverse effect upon the distinctive character of the area, or on the character and setting of the Lake District National Park, or would be unduly prominent in local or distant views will be refused permission, unless an overriding need for the development can be demonstrated.

(ii) A high standard of design and sensitive siting will be required of all new development, reflecting the traditional character of buildings in the area and the landscape, and using materials sympathetic to the locality where possible.

(iii) Proposals for essential development or for which there is a locational need, including those required for local infrastructure needs may be acceptable subject to them meeting the requirements of criterion (ii) above.

(iv) Tourism, recreation and leisure developments of an appropriate scale may be acceptable provided they meet the requirements of criteria (i) and (ii) above and all other relevant Local Plan policies.

4.6.22 A wider range of development may be appropriate within a Locally Important Landscape Area (LILA) than in the AONB or County Landscapes, for example, the Council has acknowledged that Mitchell’s Auction Mart of Cockermouth needs to relocate and that the relocation site may be within LILA. However, there may be occasions when it is necessary to control or refuse permission for development, even essential development, in order to protect distinctive landscape features from unacceptable harm. Essential development refers to that for which there is a locational and functional need (e.g. agriculture, horticulture, forestry). Locational need refers to development for which there can be no alternative site. Conversely, non essential development relates to that for which there is no locational and functional need. In particular, in prominent locations such as the high-points around the edge of the National Park, there may be occasions when no development is acceptable. The unspoilt or very distinctive nature of parts of the LILA’s is worthy of protection and whilst some of the high points have been subject to telecommunications development it is considered appropriate that further such development should be in the form of the consolidation and sharing of existing facilities. It is also appropriate to subject development proposals on the edge of the National Park to a more rigorous impact assessment.

4.6.23 The protection of particular features within these landscapes is covered by Policy EN19. However, the ability of the Council to protect features such as field enclosures is very limited. However, it is possible for local authorities to make directions under Article 4 of the Town and Country Planning (General Permitted Development) Order 1995 to bring certain types of permitted development under planning control and it may be appropriate for the Council to consider such action. With regard to hedges, Section 97 of the Environment Act 1995 enables local authorities to protect "important" hedgerows. The requisite Regulations are now in place, there may be occasions when it would be appropriate to invoke such powers. PPG15 supports the protection of such features.
Historic Parks and Gardens

4.6.24 English Heritage keeps a Register of Historic Parks and Gardens which includes only Curwen Park in Allerdale. In addition the County Council has compiled a list of historic parks and gardens which includes:

Wood Hall, Cockermouth,
Dovenby Hall, Dovenby,
Fitz Park, Cockermouth,
Netherhall Park, Maryport,
Crofton, Thursby
and Quarry Hill, Mealsgate.

Inclusion in the Register brings no additional statutory protection but PPG15 "Planning and the Historic Environment" confirms that inclusion in the Register is a material consideration for development control. It is therefore appropriate for this Local Plan to include a policy to protect them.

Policy EN24: The character and features of parks and gardens of historic or landscape interest will be protected and enhanced, particularly of those included in the National Register of Parks and Gardens. Within or adjacent to parks and gardens of historic or landscape interest:

(i) Development which would adversely affect their special character and appearance will not be permitted.

(ii) The conservation, enhancement or restoration of their landscape and architectural elements will be encouraged.

(iii) Development which would detract from their settings will not be permitted.

4.6.25 The above policy applies particularly to parks and gardens on the English Heritage National Register but not exclusively so. There are local examples not on the Register which are worthy of protection. Inappropriate development will be resisted but there may be circumstances where appropriate and carefully planned development may assist conservation. Opportunities may be sought, through conditions or planning agreements, to achieve the enhancement, restoration and management of such special landscapes.

4.6.26 With regard to Dovenby Hall, special circumstances apply in that the park has been subject to substantial development as a hospital, much of it being significantly detrimental to the character of the landscape. Here, a site specific policy (Policy REM10) is included in the Local Plan to control future development. Dovenby Hall Hospital is now closed.

The Rest of the Countryside

4.6.27 The fact that the bulk of Allerdale's landscape is not included in any special landscape designation does not mean that it is not worth protecting. Non-designated areas of the countryside are still worth protecting for their own sake. Policy 13 of the Structure Plan gives guidance on this issue. Policy EN19 above applies to the whole Plan Area.

Policy EN25: In the open countryside not within any special landscape designations, outside development limits defined on the proposals map, development will be strictly controlled. Proposals for essential development, or for which there is a locational need, including those required for local infrastructure needs, may be acceptable subject to appropriate siting and design. Proposals which would cause unacceptable harm to the character of the landscape or landscape features will not be permitted unless an overriding need for the development can be demonstrated.
4.6.28 Virtually all landscape, however unassuming, means something special to someone. Landscape distinctiveness and "sense of place" are at the heart of peoples' sense of belonging to an area. Therefore, it is appropriate to assess all development proposals for their landscape impact, particularly large scale proposals and those on the edge of settlements. Policy 13 of the Structure Plan allows for development proposals which are well related to existing development as long as distinctive features of the local landscape are not harmed. Away from existing development only essential development including that required for local infrastructure purposes may be acceptable. For the meaning of essential development and that for which there is a locational need please refer to paragraph 4.6.22 above.

**Nature Conservation, Biodiversity, Geology & Geomorphology**

4.6.29 PPG9 "Nature Conservation" states that the Government's objectives for nature conservation are to ensure that policies contribute to the conservation of the abundance and diversity of British wildlife and its habitats, or which at least, minimise the adverse effects on wildlife where conflict between development and conservation is unavoidable. The guidance recognises that the protection of habitat is the key to successful nature conservation on a range of sites. The measurement of the abundance and diversity of wildlife (ie biodiversity) is a crucial indicator in the attainment of sustainable development.

4.6.30 The Plan Area includes a wide range of areas and features which have been identified as being of outstanding nature conservation importance, either because of their wildlife value or because they have special geological or geomorphological importance (see Figure 3 below). Sites of Special Scientific Interest (SSSI's) are identified by English Nature as samples of semi-natural habitats forming a nationally important set of sites. Some of these are also of international importance.

4.6.31 In addition to these, County-wide wildlife trusts can identify non-statutory sites of local importance and local authorities can designate Local Nature Reserves. Both statutory and non-statutory sites need to be protected from damaging development. There is also the question of protecting specific wildlife species; the Wildlife and Countryside Act 1981 lists certain animal and plant species which are protected and there are additional species which are named in Directives from the European Community.

4.6.32 Finally, there are also important earth science sites that are important for their geological exposures or features of physiographic importance. The most important of these may be designated as SSSI's and more locally important ones are usually identified as Regionally Important Geological Sites (RIGS). These should be given protection commensurate with their importance.

**Sites of International Importance**

4.6.33 Some SSSI's are of international importance, though the national legislation still provides the main mechanism for protecting them. Two significant international designations arise from Britain's obligations under European Community Council Directives:

- Special Protection Areas (SPA) classified under Article 4 of the EC Directive of 1979 on the Conservation of Wild Birds,

- Special Areas of Conservation (SAC) which are proposed to be designated under Article 3 of the 1992 EC Directive on the conservation of natural habitats and of wild flora and fauna, and will become part of the European Natura 2000 network of sites.

In addition, there are sites listed under the Ramsar Convention on wetlands of international importance, which are given equal importance to SPA's and SAC's.

4.6.34 In the Plan Area there are sites of international importance, the Upper Solway Flats and Marshes is a designated SSSI, SPA, Ramsar Site, and a Candidate SAC. The Solway Mosses are a SSSI and Candidate SAC and the Derwent/Cocker River system is a recently designated SSSI and Candidate SAC. Development proposals affecting such sites will be assessed in light of the site's particular importance.
Figure 3. Wildlife, geological or geomorphological designations within the Plan Area
Policy 18 of the Structure Plan gives guidance on the protection of sites of international importance and the following policy expands on and clarifies this general guidance:

Policy EN26: Proposals for development or land use which may affect a European site, a proposed European site or a Ramsar site will be rigorously assessed. Development or land use change not directly connected with or necessary to management of the site, which is likely to have significant effects on the site (either individually or in combination with other proposals) and which would affect the integrity of the site, will not be permitted unless the Council is satisfied that:

(i) the need for the development or land use change cannot be met elsewhere, where they would be less damaging or by reasonable alternative means;

(ii) there are imperative reasons of overriding public interest for the development or land use change; and

(iii) the development can be subject to conditions which will prevent damaging impacts on wildlife habitats or that will enhance the nature conservation interest of the site.

Development proposals likely to have a significant impact on an existing or Candidate SPA or SAC will be assessed as to whether they will have an adverse impact on the integrity of the site and whether there are alternative solutions available. If there is an adverse impact on interests of international importance then approval may be justified only if there are imperative reasons of public interest and there is no better alternative means of providing the development. In addition where the site hosts a priority species the only reasons which may justify harmful development are those which relate to human health, public safety or overall benefits of primary importance to the environment.

PPG9 sets out in Annex C the procedures to be followed in development control in areas covered by EC Directives. They also require planning authorities to review existing permissions which may affect SPA's or SAC's. The Council will follow the procedures set out in PPG9 and will give particular emphasis to compliance with international obligations and protection of internationally important sites.

Sites of National Importance

Sites of Special Scientific Interest (SSSI's) are, by definition the most important sites in England for wildlife and earth science conservation. All SSSI's need to be protected from development that would have an adverse effect on their special interest. Such effects may be direct or indirect and it must be recognised that development beyond the boundary of an SSSI can have serious repercussions within the site. The Council will consult English Nature where there is a possibility of such indirect effects.

There are 17 designated SSSI’s in the Plan Area as follows:

- Upper Solway Flats and Marshes
- Oulton Moss
- Finglandrigg Woods
- Bowness Common
- Salta Moss
- Wedholme Flow
- Bothel Craggs Quarry
- Thornhill Moss
- Rivers Derwent/Cocker
- Glasson Moss (NNR)
- Broad Dales
- Siddick Ponds (LNR)
- Gribbs Meadow
- Biglands Bogg
- Maryport Harbour
- Drumburgh Moss
- Silloth Dunes and Mawbray Bank

Glasson Moss is also a National Nature Reserve and Siddick Ponds a Local Nature Reserve.

Although the habitats represented in the above list are varied, the majority of the sites are raised bogs and mires. These specialised wetland habitats are particularly important for their flora and insect life and the cluster of such sites in the northern part of the Plan Area is one of the most important nationally.

PPG9 and Structure Plan Policy 17 seek to protect all categories of nature conservation sites and the following policy is based on this guidance:
Policy EN27: Proposals for development or changes in use in or likely to affect Sites of Special Scientific Interest will be specially assessed. Where such development may have an unacceptable adverse effect, directly or indirectly on interests of nature conservation importance it will not be permitted unless the reasons for the development clearly outweigh the value of those interests.

Where the site concerned is a National Nature Reserve (NNR) or is identified under the Nature Conservation Review or Geological Conservation Review, particular regard will be paid to the individual site’s national importance.

Where development is permitted, the Council will consider the use of conditions or legal agreements to ensure the protection and enhancement of the site’s nature conservation interest.

4.6.42 Development proposals likely to affect SSSI’s must be subject to special scrutiny. For development to take place which would have an adverse effect upon a SSSI there must be other material considerations which are sufficient to outweigh the nature conservation interests. Even then the Council will seek to ameliorate any harm by the use of conditions and/or legal agreements.

4.6.43 Nature Conservation Review and Geological Conservation Review sites are SSSI’s identified by English Nature as having sufficient national importance to warrant a management regime of National Nature Reserve standard. Development proposals affecting such sites will be assessed in the light of the site's particular national importance.

County Wildlife Sites

4.6.44 Protection of wildlife is not restricted to SSSI’s. English Nature has endorsed other sites of wildlife, geological or geomorphological value which are not worthy of SSSI designation but are still considered important from a regional perspective. In Cumbria such sites are called County Wildlife Sites, designated by the Cumbria Wildlife Trust and can be highly valued by local communities. Some may even be designated Local Nature Reserves in that they are owned, leased or managed by agreement, by the Council under Section 2 of the National Parks and Access to the Countryside Act 1949.

4.6.45 Policy 17 of the Structure Plan applies to these sites also, and therefore Local Plan policy should seek to protect them and to minimise any harm caused by potentially damaging development. In Allerdale there are numerous such sites. Most semi-natural ancient woodlands are so designated but many more varied habitats are also included.

Policy EN28: Proposals for development and or change in use likely to have an unacceptable adverse effect on a County Wildlife Site will not be permitted unless it can be clearly demonstrated that there are reasons for the proposal which outweigh the need to safeguard the nature conservation value of the site. Where potentially damaging development is justified, such damage must be minimised and where appropriate the Council will use conditions and/or legal agreements to minimise damage and to provide compensatory measures.

4.6.46 Whilst the level of protection for County Wildlife Sites is not as strong as for SSSI's there will be times when the potential damage to such sites from proposed development is not justified. The Council will consult the Cumbria Wildlife Trust on the assessment of potential damage and on whether compensatory measures are justified, i.e. the creation of new habitats elsewhere or the enhancement of existing sites. The Council will, where appropriate, make use of conditions and/or legal agreements to minimise damage and/or provide compensatory measures.

Local Nature Reserves (LNR)

4.6.47 The Council has powers under the National Parks and Access to the Countryside Act 1949 to declare and manage Local Nature Reserves. Invariably these are also designated as SSSI's or County Wildlife Sites and so will have protection from the above policies. The possibility of LNR's being threatened by
potentially damaging development within their boundaries is remote because they are owned or leased, and managed by the Council. All LNR's are subject to management plans agreed between the Council and the relevant nature conservation organisations, and from time to time these will require works to be carried out within reserves. Occasionally such works will require planning permission.

**Policy EN29:** Proposals for works within Local Nature Reserves in accordance with relevant approved management plans will be permitted.

4.6.48 However, there will be times when proposals for development outside the nature reserves may cause damage especially where drainage proposals or potential discharges are possible. Both of Allerdale's LNR's at Siddick Ponds and Ellerbeck are adjacent to large scale industrial concerns and are therefore vulnerable to potential damage. Policies EN27 and 28 above will protect LNR's from such damaging development when a planning application is involved, where development is not involved the Environment Agency has powers to control discharges, etc. and has sanctions where unauthorised discharges are made.

4.6.49 In future, it may be that some designated sites are considered to be of a quality worthy of further designation as Local Nature Reserves. The Council is responsible for such designations and must have a legal interest in the site, and so opportunities will be restricted by this requirement and by the availability of resources. However, the principle of designating more LNR's by the Council is accepted, and the Council is committed to declaring a site at The Yearl on the River Derwent as a LNR.

**Policy EN30:** The Council will declare a Local Nature Reserve at the Yearl on the River Derwent. The Council will seek to make further declarations on appropriate sites where the opportunity arises and the necessary resources exist.

4.6.50 The Derwent/Cocker river system has been declared a SSSI and is a Candidate SAC. This will give the river habitat, including the Yearl, enhanced status and enhanced protection. The Yearl is considered well worthy of LNR status and a management plan for the site will be prepared in consultation with the relevant nature conservation organisations and the Environment Agency.

**Regionally Important Geological Sites**

4.6.51 It is part of English Nature's remit to identify earth science sites which are important for their geological exposures or features of physiographic importance. The most important of these will be designated as SSSI's but there will be also more locally important sites identified as Regionally Important Geological/Geomorphological Sites (RIGS) by local conservation groups. PPG9 "Nature Conservation" expects Local Plans to include policies to protect such sites.

**Policy EN31:** Proposals for development and land use change likely to have an adverse effect on a Regionally Important Geological/Geomorphological Site will not be approved unless it can be clearly demonstrated that there are reasons for the proposal which outweigh the need to safeguard the conservation value of the site. In all cases where approval is justified the Council will consider the use of conditions and/or legal agreements to minimise potential damage and where appropriate to provide compensatory measures.

4.6.52 By their very nature RIGS have very specialised educational/scientific value, for example their interest may be in the stratigraphy of a quarry face, or in certain glacial landforms or in limestone landforms. Damage to such sites can easily be permanent and irrevocable and it will also be impractical to provide compensatory measures. Therefore, it is possible that proposals which damage RIGS will often be refused permission if the damage is irrevocable and compensatory/replacement measures are impractical.

4.6.53 In Allerdale the list of designated RIG's is incomplete. This is because survey work relies on volunteers working for Cumbria RIGS Group who report to the County Council. It is probable that the list of designated sites will slowly grow over the Plan Period. The Council will consult Cumbria
RIGS Group on any development proposals affecting a designated RIG.

**Wildlife Species**

4.6.54 The role of local authorities in protecting wildlife species is described in The Wildlife and Countryside Act 1981 (as amended in 1985) and in the consolidated Protection of Badgers Act 1992. PPG9 gives guidance in paragraphs 44 to 48 on the role of the planning system in protecting certain wildlife species.

**Policy EN32:** Proposals for development or changes of use which would have an unacceptable adverse effect, either directly or indirectly, on animal and plant species protected by law, will not be permitted unless the need for the development on the relevant site clearly outweighs the presumption in favour of conservation. Where development is permitted, the Council will use conditions and/or legal agreements requiring developers to take steps to secure the protection of such animals and plants.


**Sites of Local Importance**

4.6.56 In addition to SSSI's and County Wildlife Sites there are innumerable sites of very local importance, particularly in urban areas and in villages. These sites, which might be small, are important to local communities often affording people the only opportunity of direct contact with nature. PPG9 at paragraph 18 advises Councils to have regard to informal designations and to give some weight to their protection.

**Policy EN33:** Proposals for development or land use change on sites which in the opinion of the Council, are of nature conservation importance to local communities will not be permitted unless:-

(i) the nature conservation interest on the site will not be materially damaged; or

(ii) appropriate and satisfactory compensatory measures are included in the proposals.

4.6.57 PPG9 advises that such sites should have some substantive nature conservation value and unnecessary constraints on development should be avoided. Consequently, the Council will liaise with local communities (principally Parish/Town Councils) and the Cumbria Wildlife Trust to establish the nature conservation value of relevant sites. The Council will consider the use of conditions and/or legal agreements to ensure that compensatory measures are carried out where appropriate.

4.6.58 Certain undesignated sites may also include certain important habitat types. It is inevitable that from time to time such sites will be subject to development proposals.

**Policy EN34:** Proposals for development or change of use that lead to loss or significant alteration of important wildlife habitats such as heathland, peatland, saltmarsh and other types of semi-natural vegetation on the coast, agriculturally unimproved pasture or meadow, semi-natural woodlands (particularly where ancient), important hedgerows, and significant trees will not be permitted unless:

(i) the need for the development clearly outweighs the damage caused to the habitat and;

(ii) the proposal includes appropriate and satisfactory measures...
minimise potential damage and provide compensatory habitat.

4.6.59 Where damage to the habitat is inevitable, the social and economic benefits of development must clearly outweigh the potential harm. The Council will liaise closely with the relevant nature conservation organisations on the value of the habitat(s) and on any proposed amelioration measures. Where permission is considered to be justified the Council will consider the use of conditions and/or legal agreements to secure the proper implementation of ameliorative measures.

Wildlife Corridors and Links

4.6.60 It is generally accepted that isolated habitats tend to support a smaller number of species than those habitats linked or attached together. The so-called "island effect" is most readily evident in urban areas where there are isolated green spaces. It is believed that by linking urban green areas with the surrounding countryside, creating wildlife corridors, it is possible to reduce the island effect and to increase the range of wildlife present.

4.6.61 The principle of isolated sites also applies to the open countryside, where the creation of new links and enhancement of existing corridors can increase biodiversity and create more robust wildlife populations.

4.6.62 The Council intends to adopt a Countryside and Nature Conservation Strategy which will identify wildlife corridors and links, and which will include policies for their protection and enhancement. However, it is appropriate for this Local Plan to address this issue also, although it is not intended to identify such features on the Proposals Map. It is possible to identify three types of wildlife corridor:

(a) Strategic Wildlife Corridor
(b) Local Wildlife Corridor
(c) Wildlife Links

Though varying in size and length these nevertheless perform the same function of providing food and shelter for wildlife, enabling both plants and animals to move along them.

(a) Strategic Wildlife Corridors

These are almost exclusively undeveloped, open corridors of particular significance from a Borough-wide or even County-wide perspective.

They are the longest of the wildlife corridors and cross areas of mainly agricultural land containing continuous wildlife sites or a chain of such sites. They can also enter urban areas providing large scale greenspace and breaks in the urban fabric.

Examples of strategic corridors in Allerdale are:-

(i) The Coastal Strip:-- the intertidal areas, beaches, dunes and coastal grasslands along the whole coast from Harrington to Easton. This is, of course, part of a much larger coastal corridor along the west coast of Britain and is thereby of international importance. It links with other strategic river valley corridors, which link the coast with the interior.

(ii) The Derwent Valley:-- the River Derwent and its valley between Cockermouth and the coast is a freshwater system of national importance. The system includes important tributaries such as Lostrigg Beck, and the Rivers Marron and Cocker. This system provides various corridors linking the Lake District with the coast.

(iii) The Ellen Valley:-- this is a long and important corridor linking the coast at Maryport with a large rural area to the north east, and eventually linking with the northern Lake District Fells near Ireby.

(iv) The Waver/Wampool System:-- in reality there are two separate corridors but the links between them create, in effect, one system. Both rivers link the coast at Moricambe Bay with a large rural area to the south-east and eventually link with the northern Lake District Fells. There are several local corridors between the two rivers eg Colmire Sough and Wiza Beck.
(b) Local Wildlife Corridors

These are more localised corridors restricted in extent often linking urban and rural areas but also wholly within rural areas often acting as "tributary" corridors to and between Strategic Corridor. Examples would include the coastal gills between Workington and Maryport, the tributaries of the River Ellen and the links between the Wampool and Waver.

(c) Wildlife Links

These are narrower than true corridors but are often longer for they include man-made linear features such as roads and the tracks of former railways. Examples include disused railways throughout the Borough, the coastal strip, the A595, Cockermouth Greenway, etc.

4.6.63 The above corridors and links are the essential elements of a network of interlinked wildlife sites. In addition to these there are also potential corridors and links. These latter could be created if currently isolated wildlife sites could be linked together. In many instances development or reclamation work leading to the creation of open space will be necessary before a sustainable corridor could be created. The practical constraints on this happening will mean that potential new corridors will be few. However, the Council will encourage development adjacent to a watercourse to incorporate a buffer strip or public or private open space to provide or enhance a wildlife link and protect the open water habitat. Widths of buffer strips will depend on the area of land visually and physically linked to the corridor. Culverting of watercourses will not normally be acceptable except for access purposes.

4.6.64 Where it appears to the Council that a proposal for development might affect a wildlife corridor or link, we shall liaise closely with the relevant nature conservation organisations to seek their advice on (i) whether a corridor or potential corridor exists (ii) whether the potential damage caused by the development is significant and (iii) whether adequate and appropriate compensatory measures to ameliorate the damage are practicable. Where damage to a corridor or potential corridor is significant and appropriate compensatory measures are not possible planning permission will be refused by reason of Policy EN33, EN34 or Policy EN38 as appropriate.

4.6.65 The Council will use its Development Control and land management powers to enhance wildlife corridors and create new corridors where appropriate opportunities arise. Most of the above policies are protective of existing sites and designations, but to leave policy at that would be to accept the status quo. This would do nothing to create new habitats and improve biodiversity. Therefore, it is also essential that in appropriate circumstances, the Council should seek to create new habitats through planning conditions, legal agreements and management agreements where applicable.

Wildlife Site Creation, Enhancement and Management

4.6.66 As previously stated, most of the policies above are protective; whilst the protection of existing wildlife sites is crucial to the well-being of wildlife populations, to leave it at that would be to accept the present situation even in places which are deficient in natural areas and wildlife habitats. It would do little to enhance the bio-diversity of Allerdale. Therefore, it is equally important to enhance existing sites and, indeed, to create new ones wherever appropriate.

Policy EN35: The Council will, in its role as Local Planning Authority, use its development control powers and land management responsibilities to take every appropriate opportunity to create new wildlife habitats and to enhance existing ones. The Council will use planning conditions and/or legal agreements, as appropriate, to implement this policy.

4.6.67 The Council has considerable powers as a landowner/manager and as Local Planning Authority to bring about habitat creation. Policy EN3 requires landscaping schemes to be carried out where appropriate. Such landscaping should be designed for the benefit of wildlife by creating a range of habitats and enhancing existing ones.
Policy EN36: The Council will manage all the designated sites it owns or controls for the benefit of wildlife. The Council will also, where appropriate, enter into management agreements with landowners and managers to protect and enhance important nature conservation sites.

The Countryside and Nature Conservation Strategy will address the issue of land management more thoroughly. It will also consider the issue of the management of all the "greenspace" that Allerdale manages. With regard to management agreements, these are bound to be restricted to those for which the necessary resources are available.

Urban Environment

The quality of the urban environment is determined by a wide range of issues. Every chapter of this Local Plan will make a contribution to the quality of the urban environment. Therefore, this section of the Local Plan is concerned solely with what might be called the "natural" element in the urban environment. In reality this means principally open space/undeveloped land and the urban fringes, and the contribution it makes to the urban environment through either its amenity value or its formal use.

People in towns have as much a need for contact with nature as people from the countryside, and urban greenspace is recognised as contributing significantly to the quality of urban life, and indeed to the urban economy. Towns should be places where people enjoy living and where the environment encourages involvement, understanding and education. A high quality urban environment is essential to the well-being of urban dwellers.

Therefore, it is considered important to maintain and enhance the character and quality of urban greenspace, to protect and manage open space, to conserve green corridors, to allow urban wildlife to thrive and to maintain a high quality urban fringe.

Policy EN37: The Council, when assessing proposals for development and/or changes of use on all open spaces and undeveloped land in urban areas, will have regard to the amenity or townscape value of the site. Any proposal which would unacceptably harm open space or undeveloped land of significant townscape or amenity value will not be permitted unless

(i) the economic or social benefits of the proposal clearly outweigh the identified value of the undeveloped site, and

(ii) the proposal includes appropriate compensatory measures to minimise its impact.

Where approval is justified the Council will consider use of conditions and/or legal agreements to minimise potential impacts.

Policy 27 of the Structure Plan recognises that urban open spaces often form a valuable local amenity and seeks to protect them from development. The value of a particular site will be assessed in terms of:

(a) whether it provides the setting for listed or important historical buildings, archaeological monuments, or other important amenity features,

(b) whether it provides an important visual element in the street scene,

(c) whether it frames or allows an important view to exist,

(d) whether it provides a buffer between conflicting uses,

(e) whether it is part of a well defined demarcation between the edge of a settlement and the countryside, or
whether it provides well defined visual-relief in an otherwise built-up frontage.

4.6.73 The Local Plan does not attempt to identify all the open sites worthy of protection, there would be too many of them. However, some such sites are identified. The identification of a site within a settlement does not mean that other unidentified sites in the same settlement are not worthy of protection. This policy therefore applies to all open land within urban areas.

Policy EN38: Within the green wedges/corridors shown on the Inset Maps and other similar areas, proposals for development and/or change of use of land which would have an unacceptably adverse effect upon their open character, visual amenity, recreation and wildlife value, or compromise the gap between settlements or communities will not be permitted unless:

(i) the economic and social benefits of the proposal clearly and significantly outweigh the value of the site and the contribution it makes to the green wedge/corridor; or

(ii) the proposal makes such a positive contribution to the character of the green wedge/corridor that any detrimental impact is outweighed.

In all cases where permission may be justified the Council will require ameliorative measures to offset any detrimental impact and will use planning conditions and/or legal agreements as appropriate.

4.6.74 In addition to the individual sites addressed in Policy EN37, there are larger areas of open land which separate settlements, provide important gaps of open countryside or penetrate into towns. These warrant some protection from development because of their landscape and amenity value, their use for informal or formal recreation or perhaps their historic and cultural significance. One such area is identified on the Inset Maps but there may well be other similar areas which deserve protection, which have not been identified.

4.6.75 The identified area is the land which separates Workington from Seaton. Policy 14 of the Structure Plan seeks to protect vulnerable areas of countryside which occur between towns and peripheral smaller settlements. These help to maintain their distinct and separate characters and although a policy as restrictive as for Green Belts is not justified, careful control is required over the location of urban expansion and overdevelopment within certain key gaps. The gap between Seaton and Workington is considered to be particularly important and particularly vulnerable, and at its narrowest point along Workington Road it is highly unlikely that any development other than that of an "open" nature will be permitted.

Accessibility

Policy EN39: Proposals for the development of, the change of use to, or alterations to buildings open to the public for employment, educational, leisure or tourism use, should provide suitable access and facilities for people with disabilities, as customers, visitors and employees, where practicable and appropriate.

4.6.76 The Council is determined that people with disabilities are not prevented from playing a full role in the community, due to the design of the environment. The above policy is therefore designed to ensure that disabled people can contribute to all community activities as residents, employees or visitors. More specific policies on access for the disabled are included in the Housing, Transport and Leisure Chapters.

4.6.77 For guidance the Council will look to the “Code of Practice for access for the Disabled to Buildings” (BS5810; 1979) and to the Building Regulations 1992 Part M and their successors, as appropriate. Where deficiencies in accessibility are identified in a submitted proposal the onus will be placed on the applicant to demonstrate that access provision is neither practicable nor reasonable.
4.6.78 The emphasis on sustainable development and the need to concentrate future development within or close to existing settlements inevitably focuses attention on the edges of settlements. The need to allocate land whilst at the same time protecting our natural assets means that a comprehensive policy should be pursued for the urban fringe.

4.6.79 The urban fringe is the most accessible countryside to the majority of the population. It offers wide ranging opportunities for formal and informal recreation, for development and for environmental enhancement, yet it often suffers from a run down appearance. Allerdale Borough Council has already agreed a Community Woodland Plan with the Forestry Authority to increase the coverage of publicly accessible woodland on the fringes of Workington and Maryport. This Local Plan supports the objectives of the Community Woodland Plan.

4.6.80 The Council’s concerns in the urban fringe are:

- the conservation and enhancement of these areas some of which are neglected or even derelict
- the promotion of the urban fringe for the quiet enjoyment of the countryside, and to ensure appropriate management
- the control of new development to ensure that it makes a positive contribution to the character of the urban fringe
- to recognise that development may offer opportunities to enhance degraded landscapes provided that any intrinsic asset of the site is safeguarded

Policy 29 of the Structure Plan gives guidance on this issue and seeks to upgrade such areas especially in West Cumbria.

Policy EN40: Proposals for development and/or land use change on the edge of Workington, Maryport, Cockermouth, Wigton, Silloth and Aspatria will, subject to other policies in the Local Plan, be expected to include proposals for protecting existing features and for the positive enhancement of the landscape.

Policy EN41: Proposals for appropriate woodland planting on the urban fringes of Workington, Maryport, Cockermouth, Wigton, Silloth and Aspatria in appropriate locations will be permitted.

4.6.81 Development on the urban fringe often has an intrusive impact on the local landscape. To minimise the impact of such proposals, developments must incorporate appropriate landscaping to ameliorate any detrimental impact. It must be emphasised, however, that planning permission for inappropriate developments will not be granted, simply because applicants are prepared to implement good quality landscaping or tree planting.

Policy EN42: When considering proposals for development, the Council will, subject to the other policies in the Local Plan, approve proposals in the urban fringes of Workington and Maryport which improve public access to the countryside for the purpose of enjoying its special qualities.

4.6.82 Workington and Maryport are the most populous towns in the Plan Area where access to the countryside is most difficult and where the urban fringes are subject to the most pressure for use and abuse. It is right that the countryside closest to our largest towns should be accessible but it is equally right that such access and use should be for quiet enjoyment which enhances rather than damages the character of the urban fringe. There are many opportunities to improve access via the old disused railway lines of West Cumbria and the existing public rights of way network. The Council will work in conjunction with the Countryside Agency, Groundwork West Cumbria, the Forestry Authority and other organisations such as the British Trust for Conservation Volunteers and the
Cumbria Wildlife Trust to bring about such improvements.

4.6.83 Elsewhere in the Plan Area the fringes of other settlements are not generally subject to such pressures, though accessibility is generally better in such locations better. The fringes of Cockermouth are subject to considerable development pressure but this is addressed elsewhere in this Local Plan.

The A596 Corridor

4.6.84 Along the A596 Trunk Road between Workington and Maryport there has been a considerable amount of development, much of it industrial in recent years. It is true to say that the image of West Cumbria projected by this corridor is not good.

Policy EN43: When considering applications for development along the A596(T) Corridor between the Cloffocks in Workington and Netherhall, Maryport, the Council will approve proposals which enhance the landscape character and visual quality of the area, subject to the other policies in the Local Plan.

4.6.85 The visual quality of this corridor is considered to be of importance to the image of West Cumbria. Insufficient attention has been paid in the past to protecting the extensive tracts of agricultural land in order that their visual amenity be maintained and enhanced. Various schemes have already been implemented as part of a long term programme of improvements. However, much more needs to be done particularly where the road passes through Flimby and Maryport. Further schemes will be implemented as resources allow. In addition, the Council will, when considering planning applications, negotiate with developers the implementation of landscaping schemes to enhance the visual quality of the area.

4.7 WORKINGTON/SEATON ENVIRONMENT

4.7.1 Previously this Chapter has included comprehensive policies for the protection of the environment of the Plan Area, with policies concerning global sustainability, pollution control, derelict land, flood plains, landscape quality, historic parks, nature conservation, wildlife corridors, urban open space and the urban fringe. All these are of relevance to Workington/Seaton which are the settlements subject to the greatest development pressures in the Plan Area and where the local environment is most vulnerable to change.

4.7.2 These towns are the most populous in the Plan Area and so the quality of the local environment is crucial to the quality of life of a substantial proportion of the population of the Plan Area. It is undeniable that the quality of Workington's environment has improved significantly in recent years with significant reductions in pollution and dereliction. Yet the town is still subject to potentially damaging development pressure and suffers particular problems associated with old industrial towns, such as residual dereliction, potentially polluting industry, and poor quality open spaces. It is still true to say that Workington does not often display a very attractive visual image although there have been obvious improvements in recent years.

Landscape Quality

4.7.3 The outstanding landscape feature in Workington/Seaton, which penetrates to the heart of the town, is the lower Derwent Valley. To the east of Workington Bridge the valley of the River Derwent is a landscape of high quality; it includes Curwen Park, the river floodplain and the steeply sloping sides of the valley, often wooded. Workington is indeed fortunate to have such a feature of high quality which penetrates almost into the town centre.

4.7.4 This area is therefore designated as a Locally Important Landscape Area, protected by Policy EN23. Curwen Park is subject to additional protection as a Historic Park under Policy EN24.

4.7.5 To the west of Workington Bridge the lower Derwent Valley is subject to more significant intrusions from development and is more intensively used for leisure purposes. Nevertheless it still makes a significant contribution to the landscape of Workington. It is inevitable that this area will be subject to considerable development pressure, but there is considerable opportunity for landscape enhancement within the area.
Policy WKEN1: Development in the Lower Derwent Valley, west of Workington Bridge (The Cloffocks), will be required to be related to the existing recreational land-uses and to achieve a high standard of development.

4.7.6 The Cloffocks has been subject to past improvement schemes which have transformed its appearance and value to the townspeople. It is considered important that this improvement be sustained and that the area's prime function for leisure use not be compromised. The Local Plan includes a retail allocation adjacent to Brow Top Car Park (Policy WKRG3) this site has been treated in the past, as part of the Cloffocks, but with the exception of this allocation, the above policy will continue to apply.

4.7.7 Considerable scope remains for further improvement of the area. Small landscaping schemes have recently been carried out adjacent to Brow Top Car Park and along the Northside footpath/cycleway. This approach will continue with the implementation of an enhancement scheme to achieve a high standard of landscaping and visual amenity for the area, subject to the availability of resources. The improvement of existing buildings and sites will also be pursued.

4.7.8 The coastal strip also makes a significant contribution to the landscape of Workington. Significant elements in the Coastal strip are Harrington Harbour and The Howe.

Harrington Marina

Policy WKEN2: The Harrington Marina and adjacent area will be the subject of an enhancement scheme to maintain its important attributes. Development will not be permitted which would unacceptably harm the recreational use and visual amenity and landscape quality of the area.

4.7.9 Harrington Harbour and adjacent land provide one of the few opportunities for residents to actually enjoy Workington's location on the coast, given that so much land is taken up with industry and does not allow access to the shore. It is thus important to preserve and enhance both its function and visual appeal. The Council is pursuing various options for resourcing such proposals, and will use the development control process wherever appropriate to require environmental enhancement. The new foul water treatment works at Parton and Siddick will make a significant improvement to the water quality along the coast further enhancing the recreational potential of the coast. Policy WKTM1 also refers to the harbour and its tourism potential.

The Howe

4.7.10 The Howe, since its reclamation, has become an important recreational and landscape feature in Workington well worthy of protection. It will be protected for its amenity value (Policy EN37), its recreational value and its wildlife value (Policy EN33).

Policy WKEN3: Proposals to enhance the value of The Howe as a landscape, recreational and wildlife feature, will be approved, subject to the relevant policies in the Plan.

4.7.11 Since restoration of the former slag banks, The Howe has become a valued amenity. However there is still scope to enhance its role and appearance as long as schemes enhance the Howe’s landscape, recreational and wildlife value.

Historic Parks

4.7.12 Curwen Park, as well as forming part of the Derwent Valley Locally Important Landscape Area, is listed as an Historic Park by English Heritage. The Park was created in the early nineteenth century by Thomas White for the Curwen family and is substantially intact compared to its original design. The Park is defined as Grade II, and whilst inclusion in the Register brings no additional statutory protection, PPG15, "Planning and the Historic Environment" confirms that it is a material consideration for development control. Curwen Park is therefore subject to Policy EN24.
Policy WKEN4: Subject to the requirements of Policies EN23 and EN24 and other relevant policies, proposals to retain and enhance Curwen Park as an important recreational and amenity site will be approved.

4.7.13 Workington Hall and its Park is a public amenity and as such is a resource of inestimable value to the town. It is unspoilt from its days as the demesne of the Hall but is under exploited and will be the subject of management proposals to maximise its potential benefit to the residents of the town. However, any schemes or proposals must be compatible with the Park's historic status.

Nature Conservation

4.7.14 The measurement of the abundance and diversity of wildlife (i.e., biodiversity) is a crucial indicator in the attainment of sustainable development. Government guidance recognises that the protection of habitats is the key to successful nature conservation and therefore the protection and proper management of local sites of nature conservation importance is of fundamental importance to the pursuance of sustainability.

4.7.15 There are three sites of particular importance in the Workington/Seaton area:

(i) Siddick Ponds

This is an important wetland habitat on the fringe of Northside/Siddick which attracts a wide range of birdlife. Despite its situation in close proximity to potentially polluting industry the ponds appear to be flourishing. This is a Site of Special Scientific Interest and a designated Local Nature Reserve in the ownership of the Borough Council. It is subject to Policies EN27 and EN29 and will continue to be managed by the Council for the benefit of wildlife.

(ii) The River Derwent

The River Derwent is a nationally important River for its cleanliness and fish stock, notably salmon. English Nature have designated the river (and the River Cocker) as a Site of Special Scientific Interest and it will therefore be subject to Policy EN27. It is also a Candidate Special Area of Conservation subject to Policy EN26. It is proposed to designate The Yearl on the River Derwent as a Local Nature Reserve in due course, (Policy EN30), and this will be managed by the Council entirely for the benefit of wildlife.

(iii) Harrington Reservoir and Ellerbeck

This area exhibits a good selection of different habitats in a small linear area: open water, reedbed, marshy grassland, neutral grassland with dense stands of willow. A wide range of flora and birdlife has been recorded. The area is a County Wildlife Site and a designated Local Nature Reserve where Policies EN28 and EN29 apply. The site will be managed by the Council entirely for the benefit of wildlife. The area is vulnerable because of its close proximity to industrial premises, but regular monitoring of discharges to Ellerbeck is carried out by the Environment Agency.

4.7.16 Other local sites which are designated County Wildlife Sites and therefore subject to Policy EN28 are:

(i) The coastal cliffs of the Howe
(ii) Salterbeck Pond
(iii) Mossbay Pond
(iv) Areas of coastal grassland
(v) Harrington Railway Line
(vi) Foreshore north of Siddick
(vii) Wooded valley slopes of River Derwent

Wildlife Corridors

4.7.17 This Chapter has previously emphasised the importance of wildlife corridors and links for the protection
and enhancement of biodiversity. In Workington/Seaton a number of corridors and links have been
identified by the Council in consultation with the nature conservation organisations, as follows:

**Strategic Corridors**
- The Derwent Valley
- The Coastal Strip (including Siddick Ponds)

**Local Corridors**
- The urban fringe from Curwen Park to Harrington Reservoir
- From coast at Harrington, through Harrington Reservoir towards Winscales
- Strip of open land south of Annie Pit Lane to coast at Harrington

**Wildlife Links**
- Disused railway lines, some now used as footpaths/cycleways

4.7.18 These corridors/links will be protected through Policies EN34 to EN38 as appropriate.

**Urban Open Space**

4.7.19 People in towns have a special need for contact with nature and urban greenspace contributes
significantly to the quality of urban life. A high quality built environment is essential to the well being
of urban dwellers and accessibility to open space is a crucial element of the urban environment.

4.7.20 Policy EN37 seeks to protect all open spaces in urban areas which are important for their amenity or
townscape value. Amenity includes formal or informal use and nature conservation value, whilst
townscape includes its visual impact and importance, even if the site is not accessible to the public.

4.7.21 In addition to these individual urban sites there are larger areas of open/undeveloped land which provide
important gaps between settlements and which penetrate into towns from the open countryside. In
Workington/Seaton there are 3 such areas:

(i) **The Derwent Valley and Curwen Park**: this is the most important “Green Wedge” in
Workington and is adequately protected by Policies EN23, EN24 and EN34.

(ii) **Between Ellerbeck and High Harrington**: this “Green Wedge” brings open countryside into
close proximity with residential areas in Salterbeck and Harrington. Its apex is the Local Nature
Reserve at Harrington Reservoir and this open land also has importance as a wildlife corridor. It
will therefore be protected by Policies EN34 and EN38.

(iii) **Gap separating Seaton from Calva/Northside/Siddick**: this land performs the important function
of separating distinct settlements. Policy 14 of the Joint Structure Plan seeks to protect
vulnerable gaps between towns and their peripheral settlements. The gap between Seaton and
Workington has been progressively reduced and is now narrow indeed along Workington Road.
This land is also very visible from the west and any further intrusion into it would be very
prominent. Therefore, this area should be protected under Policy EN38.

4.7.22 These are the most obvious and important such areas but there may well be other similar smaller areas
which also deserve protection under Policy EN38.

**The Urban Fringe**

4.7.23 The emphasis on the need to concentrate future development within or close to existing settlements
inevitably focuses attention on settlement edges for future development. Yet the urban fringe is the most
accessible countryside to the majority of the population offering wide ranging opportunities for
recreation, but often suffering from a run down appearance resulting from abuse and poor maintenance.

4.7.24 Workington/Seaton has by far the most concentrated population in the Plan Area and exhibits the most
extensive urban fringe problems. The most intense problem areas are Northside, Salterbeck, Moorclose
and Harrington. Paragraph 4.6.80 outlines the Council’s main concerns in the urban fringe.

4.7.25 Policies EN40, EN41 and EN42 apply to the urban fringes of Workington. Policy EN40 expects
proposals on the fringe to protect existing features and enhance the landscape. Policy EN41 encourages
the planting of woodland in appropriate locations. Policy EN42 encourages proposals that improve
public access to the countryside for the purposes of quiet enjoyment.

4.7.26 There are many opportunities to improve access via the old disused railway lines of West Cumbria and the existing public rights of way network. The Council will work closely with organisations such as the Countryside Agency, Groundwork West Cumbria, the Forestry Authority, and others like the British Trust for Conservation Volunteers and the Cumbria Wildlife Trust to bring about such improvements.

4.8 MARYPORT ENVIRONMENT

4.8.1 This Chapter has previously outlined general policies concerning global sustainability, pollution control, derelict land, flood plains, landscape quality, historic parks, nature conservation, wildlife corridors, urban open space and the urban fringe. All of which are of relevance to Maryport.

4.8.2 The environment of Maryport has undoubtedly improved in recent years with the removal of eyesores and potentially polluting uses such as the Coal Disposal Point. Nevertheless, it is undeniable that the environmental quality of parts of Maryport still leaves much to be desired. The town is still subject to potentially damaging development pressure and suffers particular problems associated with old industrial towns, residual dereliction/disrepair, potentially polluting industry and poor quality open spaces. The A596 corridor remains a problem despite obvious improvements in recent years.

Landscape Quality

4.8.3 Maryport includes several features and areas of landscape importance:

(i) The Coastal Strip

The coastal strip is the most obvious feature. The most important elements of which are the coast south of the harbour and the promenade and Sea Brows north of the harbour. South of the harbour, the closure and restoration of the Coal Disposal Point creates a good opportunity for improved access to the coast and for landscape enhancement. Proposals for this area are included in the Leisure section below.

The Sea Brows and Promenade area is an important area for informal recreation and is a prominent landscape feature. The feature is a raised beach and steep bluff which separates the town from the shore and forms a backdrop to the harbour area. Some repeated attempts have been made to enhance the landscape character of that part owned by the Council, but the harsh climatic conditions have rendered these attempts unsuccessful.

Policy MEN1: The Council will approve proposals which enhance the Sea Brows area as public open space, subject to other relevant policies in the Local Plan.

The process of enhancement will continue within the limitations of the site and its microclimate and an overall planting and management regime will be instituted where appropriate.

(ii) River Ellen/Mote Hill

Maryport originated as a Roman settlement which probably included a harbour at the mouth of the River Ellen. Its position at the river mouth has had a fundamental influence on the growth of the town. Within the river corridor there are several features of importance. There are the undeveloped banks of the river itself, there is Mote Hill and further upstream is Netherhall Park.

Where the river flows between Irish Street and Curzon Street, the banks are largely undeveloped and much is open to public access. This area is a great asset to the town and is protected by Policy EN37. Mote Hill is a feature of particular importance for its landscape and archaeological value. It is particularly prominent from the southern approaches to the harbour or the town centre. In the Southern Allerdale Local Plan Mote Hill and adjacent land (together with land across the river at Irish Street) was protected as a proposed Heritage Park and this protection is carried forward in this Local Plan under Policy MCO3. Any proposals for enhancing the landscape on Mote Hill must be compatible with its importance as an archaeological site.
Netherhall Park, further upstream on the river, is the largest area of open space in Maryport and offers considerable potential for landscape enhancement leisure and recreation.

**Policy MEN2:** The Council will approve any proposals which result in the enhancement of the landscape character of Netherhall Park, subject to other relevant policies of the Local Plan.

Netherhall Park, privately owned, has considerable potential for beneficial use. The substantial woodland on site is covered by a Tree Preservation Order, but is in poor condition and positive management is urgently required for the whole of the Park and its natural and architectural features. Whatever the long term future of the Park, its landscape character must be retained and enhanced.

(iii) The Northern Fringes

The landscape quality of the northern and north-eastern fringes of Maryport is high and creates an attractive approach to the town from the north. The quality of the area should be protected. Part of the area is designated AONB and is thus sufficiently protected. The rest of the area, on either side of the A596 as it enters the town, is best protected by Policy EN38 as a "Green Wedge".

4.8.4 Elsewhere in Maryport smaller areas of landscape importance will be protected by Policy EN37.

**Historic Parks**

4.8.5 Netherhall Park has significant landscape importance and forms part of a “green wedge”. It is also on a list of historic parks compiled by the County Council. The Park is therefore protected by Policy EN24.

**Policy MEN3:** Proposals for the landscape enhancement and management of Netherhall Park will be compatible with its status as a Historic Park.

4.8.6 Whilst the improvement of Netherhall Park will be encouraged any enhancement/management proposals will be expected to conserve its character as a Historic Park.

**Nature Conservation**

4.8.7 The abundance and diversity of wildlife (ie biodiversity) is a crucial indicator in the attainment of sustainable development. Government guidance recognises that the protection of habitats is the key to successful nature conservation, and therefore the protection and proper management of local sites of nature conservation importance is of fundamental importance to the pursuance of sustainability.

4.8.8 There is one site of particular importance in Maryport:

Maryport Harbour Wall: Part of the outer harbour wall and adjacent areas is a designated SSSI. Its importance lies in its flora and fauna notably the pyramidal orchid, purple broomrape and the small blue butterfly. The site has been subject to development pressure in the past, which was resisted following a Public Inquiry. The Council puts a high priority on protecting this site, through positive management, as part of the promotion and enjoyment of Maryport and the harbour scheme. Protected by Policy EN27.

4.8.9 Other local sites, designated as County Wildlife Sites and therefore subject to Policy EN28 include:

(i) Marshy grassland/scrub south of the Solway Industrial Estate
(ii) Marshy area close to The Arches
(iii) Area north of Ellenborough Place
(iv) Dog Gravy
(v) Sea Brows north of the Promenade

**Wildlife Corridors**

4.8.10 The importance of wildlife corridors and links for the protection and enhancement of biodiversity has been emphasised. In Maryport two important Strategic Corridors have been identified.

(i) **The Coastal Strip:** includes the areas south of the harbour and the Sea Brows
(ii) **The Ellen Valley:** from the coast, through the town and including Netherhall Park
These corridors will be protected through Policies EN34 and EN38.

Urban Open Space

4.8.11 People in towns have a special need for contact with nature and urban greenspace contributes significantly to such opportunities. A high quality urban environment is essential to the well-being of urban dwellers and accessibility to open space is a crucial element of a quality urban environment.

4.8.12 Policy EN37 seeks to protect all open spaces in urban areas which are important for their amenity or townscape value. Amenity will include formal or informal use and nature conservation value, whilst townscape will include its visual impact and importance even though the site may not be accessible to the public. There are numerous such areas in the residential districts of Ewanrigg and Ellenborough, and elsewhere throughout Maryport.

4.8.13 In addition to these individual sites there are larger areas of open/undeveloped land which act as "green wedges" and penetrate into the town from the open countryside. We have already referred above, in para 4.8.3 (iii), to the northern approaches to Maryport and it is considered that this area is worthy of designation for protection under Policy EN38. The area includes the grounds of Netherhall School, Netherhall Rugby Football Ground, Camp Road School, St Mary's Church and Netherhall Park, and penetrates very close to the town centre.

4.8.14 This is the most obvious and important "green wedge" in Maryport but there may well be other similar smaller areas which also deserve protection under Policy EN38.

The Urban Fringe

4.8.15 The emphasis on the need to concentrate future development within or close to existing settlements inevitably focuses attention on the edges of settlements for some future development. Yet the urban fringe is the most accessible countryside to the majority of the population. It offers wide ranging opportunities for recreation yet often, it also suffers from a run-down appearance resulting from abuse and poor maintenance.

4.8.16 Paragraph 4.6.80 above, highlights the Council's main concerns in the urban fringe.

4.8.17 Policies EN40, EN41 and EN42 apply to the urban fringes of Maryport. Whilst there do not appear to be any serious problems near Maryport the area to the south and south-east of the town does exhibit some symptoms of neglect and poor maintenance. Policy EN40 expects proposals on the fringe to protect existing features and enhance the landscape. Policy EN41 encourages the planting of woodland in appropriate locations. Policy EN42 encourages proposals that improve access to the countryside for the purposes of quiet enjoyment. The Council will work closely with such organisations as the Countryside Agency, Groundwork West Cumbria, the Forestry Authority and other organisations such as the British Trust for Conservation Volunteers and the Cumbria Wildlife Trust to bring about such improvements.

4.9 COCKERMOUTH ENVIRONMENT

4.9.1 This Chapter has previously outlined general policies concerning global sustainability, pollution control, derelict land, flood plains, landscape quality, historic parks, nature conservation, wildlife corridors, urban open space and the urban fringe. All these are of relevance to Cockermouth particularly as the town is perceived as having a high quality environment which is vulnerable to change.

4.9.2 The perceived attractiveness of the town and its environment is reflected by the fact that Cockermouth is the fastest growing town in West Cumbria. However, this growth threatens to damage the local environment. Hence this Plan takes a restrictive stance on development in the town.

Landscape Quality

4.9.3 Cockermouth sits within a high quality landscape on the edge of the Lake District National Park. Para
The outstanding landscape features within and outside Cockermouth are the valleys of the Rivers Derwent and Cocker, which meet at Cockermouth. These are enhanced by extensive and prominent stands of mature trees, particularly along the river bluffs and valley sides and by the disposition of open space both public and private. The protection of particular features within the landscape is covered by Policy EN19. The recognition of the value of this landscape requires policies for control and enhancement in order to retain it as a valued amenity.

**Policy CEN1:** The beds and banks of the Rivers Derwent and Cocker in the built-up area of Cockermouth will be protected from inappropriate developments likely to damage their character or nature conservation interests.

The river banks within the town are of obvious potential giving access to two fine rivers and to high quality views. But too often that potential is not achieved either through default or because of localised access difficulties. The control of development can help protect and enhance the banks and may by agreement with landowners, improve public access (See Policy CTR4). It is crucial that these river corridors be protected from any development which is non-essential and that strict control is exercised where water company operations and buildings and other similar developments are proposed.

The river valleys will also be protected as Wildlife Corridors (see below).

Within the built-up area of Cockermouth the only other features of landscape significance are Deer Orchard south of Castlegate Drive, and Harris Park. These will be protected by Policies EN37 and CL1. Elsewhere in Cockermouth, smaller areas of landscape importance will also be protected by Policy EN37.

Outside the built-up area, the fringes of Cockermouth are all high quality landscapes. In the former Southern Allerdale Local Plan, these have been designated as Locally Important Landscape Areas and protected as such. This Plan carries forward this designation and the relevant policy is now EN23.

**Historic Parks**

Immediately to the west of the built-up area of Cockermouth and forming an important feature in the wider Derwent Valley is Fitz Park. This is the attractive parkland landscape of the small mansion "The Fitz", which forms a very attractive western approach to the town.

Fitz Park is included as an historic park in the Council’s local list. The views across the Park towards Fitz Woods from Workington Road are very attractive, and the character of the area as open parkland is an essential element in the landscape value of the fringes of Cockermouth. The Park will therefore be subject to Policies EN23 and EN24.

**Nature Conservation**

The measurement of the abundance and diversity of wildlife (ie biodiversity) is a crucial indicator in the pursuance of sustainable development. Government Guidance recognises that the protection of habitats is the key to successful nature conservation, and therefore, the protection and proper management of local sites of nature conservation importance is of fundamental importance to the pursuance of sustainability.

The Derwent/Cocker river system is a designated SSSI and Candidate SAC. There are numerous sites of very local importance. These sites, which might be small, are important to local communities, often affording residents their only opportunity of direct contact with nature. It is not possible to identify such sites but where proposals are submitted which affect them, they will be protected by Policies EN32, EN33 or EN37 as appropriate.

English Nature have designated the whole lengths of the Rivers Derwent and Cocker as Sites of Special Scientific Interest for their water quality and fish populations (notably salmon). The extent of the designation includes the river bed itself and the banks to the first break of slope. The implications of designation will be for the careful management of the river and its banks, and more careful assessment of the implications and effects of development nearby, especially if surface water
4.9.14 The importance of wildlife corridors and links for the protection and enhancement of biodiversity has been emphasised previously. In Cockermouth, two important strategic corridors have been identified, the Rivers Derwent and Cocker. The Derwent/Cocker system is a freshwater system of international importance linking the coast with the lakes and mountains of the north west Lake District.

4.9.15 In addition to the above strategic corridors, the former railway through the town, now the Cockermouth Greenway, is a wildlife link joining the open countryside to the town. This will be protected by Policies EN33, EN34 and EN38 as appropriate.

4.9.16 People in towns have a special need for contact with nature and urban greenspace contributes to the quality of urban life. Policy EN33 seeks to protect small sites of local nature conservation importance but it is also important to ensure that urban dwellers have access to good quality open space.

4.9.17 Policy EN37 therefore seeks to protect all open spaces in urban areas which are important for their amenity or townscape value. Amenity will include formal or informal use and nature conservation value, whilst townscape will include its visual impact and importance even though the site may not be accessible to the public.

4.9.18 In addition to these individual sites there are larger areas of open/undeveloped land which act as "green wedges" which penetrate into the town from the open countryside. In Cockermouth there is one modest sized "green wedge" which comprises the cemetery at Lorton Road (B5292) and some open space south of Bellbrigg Lonning. This area is worthy of protection under Policy EN38.

4.9.19 The emphasis on the need to concentrate future development within or close to existing settlements inevitably focuses attention on the edges of settlements for some future development. Yet the urban fringe is the most accessible countryside to the majority of the population. It offers wide ranging opportunities for recreation, yet often, it also suffers from a run down appearance resulting from abuse and poor maintenance. Paragraph 4.6.80 above highlights the Council’s 4 main areas of concern for the urban fringe.

4.9.20 The urban fringes of Cockermouth do not exhibit any serious problems of neglect, abuse or dereliction. Generally, there is quite an abrupt transition from the built-up area to well maintained agricultural or recreational land. The most serious problem affecting Cockermouth's urban fringe is the pressure for development particularly to the south and west of the town. The challenge is to resist such development in inappropriate areas or to ensure that development, where appropriate, is assimilated into the landscape without serious damage to the environment.

4.9.21 Policies EN40, EN41 and EN42 apply to the urban fringe of Cockermouth. Policy EN40 expects proposals on the fringe to protect existing features and enhance the landscape. Policy EN41 encourages the planting of woodland in appropriate locations. Policy EN42 encourages proposals which improve access to the countryside for the purposes of quiet enjoyment. The Housing Chapter includes site specific proposals on the fringe of Cockermouth.

4.10 WIGTON ENVIRONMENT

4.10.1 This Chapter has already outlined general policies concerning global sustainability, pollution control, derelict land, flood plains, landscape quality, historic parks, nature conservation, wildlife corridors, urban open space and the urban fringe. All these are of relevance to Wigton.

4.10.2 Wigton is an attractive town set in an attractive, if unexceptional landscape. Its essential character is one of a small market town where all areas of development are close to open spaces or open countryside. Outside the small historic core of the town, development is somewhat dispersed leaving many areas undeveloped yet closely related to the town. A good network of footpaths, many along the town’s gills and becks running through such spaces connects them to the town. This
character will be protected in the Local Plan.

**Landscape Quality**

4.10.3 Wigton is situated in a low-lying, gently rolling agricultural landscape. It is an unexceptional though attractive landscape characterised by small fields, low hills, hedgerows, small woodlands, and streams. The principal landscape features within and around Wigton are Station Hill at the northern end of the town and the low lying valleys of the Black and Wiza Becks and Speet Gill which flow through the town towards the north east. As most of the town is close to these watercourses it is relatively low-lying. The local distinctiveness of the landscape and any important local features will be protected by Policy EN19.

4.10.4 Although most of the town is close to the various watercourses flowing through the area, the obvious potential for flooding means that there are extensive undeveloped areas in close proximity to the town. Some of these eg Wiza Beck to the south west of the town and Speet Gill to the east are important to the setting of the town and will be protected as such. Any proposals on the periphery of the town will be assessed under Policy EN25. Wiza Beck is also a Local Wildlife Corridor (See 4.10.9 below).

4.10.5 Within the built up area of Wigton there are few significant features of landscape value. (Highmoor Park is considered below). Small sites considered to be of local importance will be protected under Policy EN37. Existing areas of open space are mainly recreational facilities such as playing fields which are subject to policies in the Leisure Chapter.

**Historic Parks**

4.10.6 In the south eastern sector of the town to the south of Lowmoor Road (B5305) is Highmoor Park. This is the parkland attached to the Victorian Mansion Highmoor House, now converted to flats. This Park is not registered as a historic park by English Heritage but it is an extensive and attractive parkland landscape worthy of protection under Policy EN24. It also performs the function of a "green wedge" penetrating the built-up area from the open countryside and is subject to Policy EN38.

**Nature Conservation**

4.10.7 The measurement of the abundance and diversity of wildlife (biodiversity) is a crucial indicator in attaining sustainable development. Government guidance recognises that the key to successful nature conservation is the protection of habitats, and therefore, the protection and proper management of local sites of nature conservation importance is fundamental to the pursuance of sustainability.

4.10.8 Wigton does not, at present, have any designated sites of nature conservation importance. However, there are sites of very local importance, including the Highmoor Pond and Speet Gill Valley Woods. These sites which might be small are important to local communities, often affording residents their only opportunity of direct contact with nature. It is not possible to identify such sites but where proposals are submitted on sites considered to accommodate habitats/species of local importance, they will be protected by Policies EN33, EN34 or EN37, as appropriate.

**Wildlife Corridors**

4.10.9 Wildlife corridors and links are important for the protection and enhancement of biodiversity. In Wigton, one local wildlife corridor has been identified along the course of Wiza Beck. This watercourse is an important link between the corridors of the Rivers Wampool and Waver, and eventually links with the Lake District Fells. Whilst this corridor is somewhat tenuous through the built-up area of Wigton, especially in the Station Road area, it is considered worthy of protection and enhancement under Policy EN33.

**Urban Open Space**

4.10.10 People in towns have a special need for contact with nature and urban greenspace contributes significantly to the quality of urban life. Policy EN33 seeks to protect small sites of nature conservation importance but it is also important that urban dwellers have access to good quality urban space.

4.10.11 Policy EN37 therefore seeks to protect all open spaces in urban areas which are important for their amenity of townscape value. Amenity will include all formal or informal use, whilst townscape
4.10.12 In addition to these individual sites there are larger areas of open/undeveloped land which are "green wedges" penetrating into the town from the open countryside. Wigton is particularly characterised by such features and three are identified.

(i) **Area between West Road and Longthwaite Road**

This extensive area to the south-west of the town centre includes formal playing fields, grazing land and derelict land, (Longthwaite Tip). It is crossed by a number of public footpaths and the course of Wiza Beck. It is considered to be of considerable amenity and townscape value to Wigton residents and worthy of protection by Policy EN38. In the past the possibility of developing a golf course on this land has been raised. Such a proposal may be in accordance with Policy EN38 depending upon its landscape impact and normal development control criteria. Part of this area is therefore allocated for recreational purposes. (See Policies WEN2 and WL2 below).

(ii) **Area between Carlisle Road and Lowmoor Road**

This extensive area to the east of the town centre includes grazing land, school and school playing fields and is crossed by Speet Gill. It is crossed by a number of public footpaths and considered to be of considerable amenity and townscape value to Wigton residents and worthy of protection by Policy EN38.

(iii) **Highmoor Park and adjacent land**

As stated above (para 4.10.6) Highmoor Park is a landscape of considerable value, to the south of Lowmoor Road. It is a historic park subject to Policy EN24 but it also acts as a "green wedge" bringing open countryside as far as the rears of properties in Mount Pleasant Road. It has considerable townscape value and is therefore worthy of protection under Policies EN37 and EN38.

4.10.13 The above areas are not the only green wedges in Wigton, but they have the greatest amenity/townscape value. There are other areas, perhaps smaller and of lesser value which nevertheless should be protected under Policy EN38. One area which should be mentioned is that east of Park Road which separates the residential area of Western Bank from UCB Films. The importance of this area as a buffer between these incompatible uses has recently been enhanced by the major extension of UCB Films which has reduced the extent of the former gap bringing this major industrial user closer to dwellings.

**Policy WEN1:** The public park and landscaped strip to the east of Park Road shall be retained and maintained as a buffer separating UCB Films from houses in Park Road. Proposals for the development of this area which would weaken its function as a buffer will not be approved.

4.10.14 This buffer between UCB and the dwellings to the west is now considered to be the minimum required to maintain the residential amenity of dwellings in Park Road and nearby. Therefore, any proposal for development which might reduce the buffer or damage its integrity as a buffer will be resisted.

**The Urban Fringe**

4.10.15 the emphasis on the need to concentrate future development within or close to existing settlements inevitably focuses attention on the edges of settlements for some future development. Yet the urban fringe is the most accessible countryside to the majority of the population. It offers wide ranging opportunities for recreation, yet often, it also suffers from a run down appearance resulting from abuse and/or poor maintenance.

4.10.16 Paragraph 4.6.80 highlights the Council’s 4 main concerns for the urban fringe.

4.10.17 The fringes of Wigton do not exhibit any serious problems of neglect, abuse or dereliction with one exception. This is the former Longthwaite Tip to the south west of the town centre, a former local authority tip in the ownership of Allerdale Borough Council, this (along with adjacent land) is
allocated for recreational use below.

Policy WEN2: The Council will approve proposals for the restoration of Longthwaite Tip, for a use compatible with Policy WL2, subject to other relevant policies in the Local Plan.

4.10.18 Longthwaite Tip has been subject to a landfill gas survey which has shown that emissions are not serious and are declining. English Partnerships is more likely to fund reclamation if it is part of a wider scheme. Restoration is therefore most likely to come as part of the wider recreation proposals for this area. The Council will work with the Town Council and relevant developers to bring the allocation to fruition. (See paras 10.10.5 to 10.10.7 below).

4.10.19 Otherwise, as with Cockermouth, there is generally an abrupt transition between the built-up area and well maintained agricultural or recreational land. One issue is that all new housing allocations in Wigton are on the edge of the town and so it will be a challenge to ensure that this development is assimilated into the landscape without serious damage to the environment or character of the urban fringe.

4.10.20 Policies EN40, EN41 and EN42 apply to the urban fringes of Wigton. Policy EN40 expects proposals for development on the fringe to protect existing features and enhance the landscape. Policy EN41 encourages the planting of woodland in appropriate locations. Policy EN42 encourages proposals which improve access to the countryside for the purposes of quiet enjoyment. The Housing Chapter includes site specific proposals on the edge of Wigton.

4.11 SILLOTH ENVIRONMENT

4.11.1 This Chapter has already outlined policies concerning global sustainability, pollution control, derelict land, flood plains, landscape quality, historic parks, nature conservation, wildlife corridors, urban open space and the urban fringe. All these are of relevance to Silloth.

4.11.2 Silloth is an attractive town set in an attractive and sensitive landscape. Its essential character is one of a small Victorian seaside resort, the core of which remains intact and attractive despite some maintenance problems. More recent development has, if anything, detracted from the attractiveness of the town, the docks, the airfield and ribbon development to the north and south cannot be said to have enhanced its character. Yet the town and its surroundings retain considerable environmental assets. The Local Plan seeks to retain these assets and enhance them where appropriate.

Landscape Quality

4.11.3 Silloth is located on the southern shores of the Solway Firth, a very distinctive, attractive, open landscape, which is sensitive to change. Silloth is almost surrounded, but not actually covered, by landscape designations. Most importantly, the whole of the southern side of the Solway, with the exception of the gap at Silloth itself, is designated as an Area of Outstanding Natural Beauty. There are also smaller areas designated as of County Landscape value (formerly AGLV) even closer to Silloth.

4.11.4 The outstanding features of the local landscape are the shoreline, its open nature and the views out of the area, particularly towards the Scottish coast. The openness of the area makes it sensitive to intrusive development. Even development within Silloth itself can have an impact on the character and quality of the surrounding landscape. Policies in the Local Plan seek to prevent intrusive development and to protect the distinctiveness of the landscape.

4.11.5 Within Silloth itself the outstanding landscape feature is The Green and the foreshore, extending from Lawn Terrace northwards for a considerable distance. This area is an essential element in the character of the town and includes some particularly attractive features, eg stands of Scots Pine Trees. However, it also includes buildings and structures which detract from its attractiveness due to their poor design or lack of maintenance.

4.11.6 Because Silloth is located adjacent to the AONB development proposals within and close to the town will be assessed according to their impact on the AONB.

Policy SEN1: Proposals for development within or close to Silloth will be assessed according to their impact on the Solway Coast AONB. Any proposals which would have an unacceptable adverse effect on the natural
beauty of the landscape of the AONB will be refused permission.

4.11.7 The above assessment will be in addition to the normal development control requirements under the other relevant policies of the Local Plan. The area to which this policy will apply will include Silloth itself and nearby areas including the holiday parks and the airfield. Depending upon the impact of the proposal, more distant areas may also be considered to be subject to the policy. Areas actually adjacent to the AONB will be subject to Policy EN20.

4.11.8 Several management plans have been prepared for the area including an AONB Management Plan and management proposals resulting from the Solway Firth Partnership.

**Policy SEN2:** Development proposals within or close to Silloth which result from an approved management plan will be approved where they accord with the relevant sub-sections of Policy EN20.

4.11.9 As stated in para 4.6.16 the Council will generally support proposals which are part of any approved management plan, either for the AONB or the coast. However, such proposals should also be subject to the rigorous scrutiny implied by Policy EN20, to ensure their impact is beneficial or benign.

**Policy SEN3:** The Council will approve any proposals for environmental improvements on The Green which are of an appropriate scale and design, and have no adverse impact on trees.

4.11.10 The Green is of inestimable value to Silloth both in townscape and tourism terms. It is the outstanding landscape feature in the town and is included in the town centre Conservation Area. Yet it is true to say that more could be made of this asset. However, any proposals for enhancement or for tourism based activity/development must conform to conservation policies and positively enhance the character of the landscape. The type of enhancement which may be acceptable includes hard and soft landscaping and appropriate proposals in line with the use of The Green as an “open” leisure and tourist facility.

4.11.11 Elsewhere in Silloth there will be few other features of landscape significance. However, any features or sites of townscape importance will be protected by Policies EN19 and EN37. Proposals on the edge of the town will be subject to Policy EN25.

**Nature Conservation**

4.11.12 The measurement of the abundance and diversity of wildlife (ie Biodiversity) is a crucial indicator in the attainment of sustainable development. Government guidance recognises that the protection of habitats is the key to successful nature conservation, and therefore, the protection and proper management of local sites of nature conservation importance is of fundamental importance to the pursuance of sustainability.

4.11.13 Within Silloth there are no designated sites of nature conservation importance. However, the town is adjacent to the most important wildlife habitats in Allerdale, the Upper Solway Flats and Marshes which is a Site of Special Scientific Interest, a Ramsar Site, a Special Protection Area and Candidate Special Area of Conservation. These designations reflect the site's international importance and justify strict protection of the area under Policy EN26. The implementation of this policy will impinge upon proposals along the foreshore or sea-wall at Silloth. Occasionally, depending upon the circumstances, proposals elsewhere may also be subject to assessment under this Policy.

4.11.14 Also adjacent to the town is another important habitat, Silloth Dunes and Mawbray Bank. This extensive area of sand dunes and coastal habitats is close to the southern edge of Silloth and is a designated Site of Special Scientific Interest. The site will be protected by Policy EN27. This will be a significant constraint on development to the south of the docks.

4.11.15 Whilst there are no other designated sites in Silloth there will be some sites of purely local significance. Such sites, which might be small are important to local communities often affording residents their only opportunity of direct contact with nature. It is not possible to identify such sites but where proposals are submitted on sites which may be considered to be of local importance, they will be protected by Policies EN33, EN34 or EN37 as appropriate.
### Wildlife Corridors

4.11.16 Wildlife corridors and links are important for the protection and enhancement of biodiversity. In Silloth an important Strategic Corridor has been identified along the Coastal Strip. This is part of a much larger coastal corridor along the west coast which links various important estuaries and marshes, of which the Solway Firth is one. This corridor will include some areas and habitats adjacent to the coast such as Silloth Dunes. This corridor will be protected through Policies EN33, EN34 and EN38. Policies for the management of the coastal strip will also be included in the AONB Management Plan and in management proposals which result from the Solway Partnership.

4.11.17 In addition to the above Strategic Corridor there is considered to be a Wildlife Link along the disused railway line from the docks in an easterly direction. Such narrow links have a more restricted range of habitats and are vulnerable to agricultural use but will be protected where possible and appropriate by Policies EN33, EN34 and EN38 as appropriate.

### Urban Open Space

4.11.18 People in towns have a special need for contact with nature and urban greenspace contributes significantly to the quality of urban life. A high quality urban environment is essential to the well-being of urban dwellers and accessibility to open space is a crucial element of a quality urban environment.

4.11.19 Policy EN37 seeks to protect all open spaces in urban areas which are important for their amenity or townscape value. Amenity will include formal or informal use and nature conservation value, whilst townscape will include its visual impact and importance even though the site may not be accessible to the public. There will be such sites in Silloth although it is not proposed to identify them. Proposals for the development of such sites will be treated on their merits.

4.11.20 Of course, the most important open space in Silloth is The Green which is accessible to most residents and is dealt with above. Silloth Dunes, although not within the town is in close proximity to residential areas and is another important open space. Access to parts of the Dunes may be restricted however, in order to manage and protect this important habitat.

### The Urban Fringe

4.11.21 Emphasis on the need to concentrate future development within or close to existing settlements, inevitably focuses attention on the edges of settlements for some future development. Yet the urban fringe is the most accessible countryside to the majority of the population. It offers wide ranging opportunities for recreation, yet often, it also suffers from a run-down appearance resulting from abuse and/or poor maintenance. Para 4.6.80 highlights the Council's main concerns in the urban fringe.

4.11.22 The fringes of Silloth do exhibit some characteristic problems of an urban fringe area. An extensive area to the south and east of the town at The Crofts, Harvest Industrial Estate and adjacent allotments, has a neglected appearance and is often poorly maintained such that, where the area is visible, it significantly detracts from the attractiveness of the town. Policy 29 of the Joint Structure Plan supports the enhancement of such areas.

4.11.23 Another problem with the fringes of Silloth is the dispersed nature of much twentieth century development, specifically the airfield and the ribbon development along the roads out of the town centre. It is difficult to conceive how this unfortunate impact can be ameliorated, except by locating future development more sensitively and resisting development which would aggravate this problem, which the policies of this Local Plan seek to do.

4.11.24 Policy EN40 expects proposals for development on the fringe to protect existing features and enhance the landscape. Policy EN41 encourages the planting of woodland although there will probably be few appropriate opportunities for such planting on the fringes of Silloth. Policy EN42 encourages proposals which improve access to the countryside for the purposes of quiet enjoyment.
4.12 **ASPATRIA ENVIRONMENT**

4.12.1 This Chapter has already highlighted policies concerning global sustainability, pollution control, derelict land, flood plains, landscape quality, historic parks, nature conservation, wildlife corridors, urban open space and the urban fringe. All these are of relevance to Aspatria.

4.12.2 Aspatria is an attractive town set in pleasant agricultural landscape midway between Maryport and Wigton. It is situated in a locally elevated position and parts of the town have fine views either towards the Lakeland Fells to the south or towards the Solway Firth to the north. Aspatria is a small but remarkably linear town, such that all parts of the town are close to open countryside. Away from the main artery through the town, the A596, there is only a modest amount of development along the roads to the north and south.

**Landscape Quality**

4.12.3 Aspatria is situated atop a low ridge to the north of the valley of the River Ellen. The surrounding landscape is characterised by small fields, low hills, hedgerows, small woodlands and shallow valleys, although unexceptional it is an attractive landscape. There are no outstanding landscape features in the area, most local features being relatively small scale. Yet being, as it is, located on a low ridge, the town and its fringes are visible from a quite extensive area. This makes any proposals for development on the fringes of the town sensitive. The local distinctiveness of the landscape and any important local features will be protected by Policy EN19. Proposals for development on the periphery of the town will be assessed under Policy EN25.

4.12.4 Within the built up area of Aspatria there are few landscape features of significance. There are however, numerous open/undeveloped areas which contribute to the town’s open character. Small sites considered to be of local importance will be protected under Policy EN37. Some of the areas of open space are recreational facilities such as playing fields, such areas will also be subject to policies in the Leisure Chapter.

**Nature Conservation**

4.12.5 The measurement of the abundance and diversity of wildlife (ie biodiversity) is a crucial indicator in the attainment of sustainable development. Government guidance recognises that the key to successful nature conservation is the protection of habitats, and therefore, the protection and proper management of local sites of nature conservation importance is fundamental to the pursuance of sustainability.

4.12.6 Aspatria does not, at present, have any designated sites of nature conservation importance. However, there will be sites of very local importance. These sites, which may be small, are important to local communities, often affording residents their only opportunity of direct contact with nature. It is not possible to identify such sites, but where proposals are submitted on sites considered to accommodate habitats/species of local importance, they will be protected by Policies EN33, EN34 or EN37 as appropriate.

**Wildlife Corridors**

4.12.7 Wildlife corridors and links are important for the protection and enhancement of biodiversity. In Aspatria there is one identified Wildlife Link along the disused railway from the old goods yard near the station towards the east. This narrow corridor links with the more important Strategic Corridor of the River Ellen further south and east. The River Ellen is an important corridor linking the coast with the interior of northern Allerdale and eventually via tributaries with the northern Lake District Fells.

**Urban Open Space**

4.12.8 People in towns have a special need for contact with nature and urban greenspace contributes significantly to the quality of urban life. Policy EN33 seeks to protect small sites of nature conservation importance but in addition it is important to ensure that urban dwellers have access to
4.12.9 Policy EN37 therefore seeks to protect all open spaces in urban areas which are important for their amenity or townscape value. Amenity will include all formal or informal use, whilst townscape will include its visual impact and importance even though the site may not be accessible to the public.

4.12.10 The residents of Aspatria are fortunate to have easy access to open countryside. There are also open areas within the town which make a significant contribution to the character and amenity of the town and these will be worthy of protection. St Mungo's Park is attractive and well kept and also includes recreational facilities. Other areas of open space which may be worthy of protection include the fields off Outgang Road, to the rear of St Kentigern's Church, Beacon Hill, the area around the Junior School and various sports pitches.

4.12.11 In addition to such individual sites there are larger areas of open/undeveloped land which are "green wedges" penetrating into the town from the open countryside. Aspatria is a small town where all residential areas are close to open country but there are two large areas between the railway line and the bulk of the town which perform the functions of green wedges. These 2 areas on either side of Station Road are on rising land and form an important visual foreground to the town when viewed from the south. They also bring open countryside right up to the rear of properties fronting the A596. These areas are mainly in agricultural use but also include important sports/community facilities. They are considered worthy of protection under Policy EN38.

**The Urban Fringe**

4.12.12 As stated above, the emphasis on the need to concentrate future development within or close to existing settlements inevitably focuses attention on the edges of settlements for possible future development. Yet the urban fringe is the most accessible countryside to the majority of the population. It offers wide ranging opportunities for recreation, yet often, it also suffers from a run-down appearance resulting from abuse and/or poor maintenance.

4.12.13 Para 4.6.80 highlights the Council's 4 main concerns for the urban fringe.

4.12.14 The fringes of Aspatria do not exhibit any serious problems of neglect, abuse or dereliction apart from Brayton Domain. (See Policy AEM1). There is generally an abrupt transition between the built-up area and well maintained agricultural or recreational land. One issue is that the housing allocation in Aspatria is on the edge of the town and so it will be necessary to ensure that such housing development is assimilated into the landscape without serious damage to the environment or the character of Aspatria's urban fringe.

4.12.15 Policies EN40, EN41 and EN47 apply to the urban fringes of Aspatria. Policy EN40 expects proposals for development on the fringe to protect existing features and enhance the landscape. Policy EN41 encourages the planting of woodland in appropriate locations. Policy EN42 encourages proposals which improve access to the countryside for the purposes of quiet enjoyment.

4.13 **RURAL AREAS ENVIRONMENT**

4.13.1 This Chapter has already discussed policies concerning global sustainability, pollution control, derelict land, flood plains, landscape quality, historic parks, nature conservation, wildlife corridors, open space and the urban fringe. All these are of relevance to the rural areas of the Local Plan Area.

4.13.2 This Chapter also describes the quality of the environment in Allerdale’s rural areas. The quality of this local environment, inherent in its landscape and wildlife, is crucial to the attainment of sustainability. Therefore, the protection and enhancement of the rural environment is at the heart of this Council's sustainable policy. The health of any environment both urban and rural is a crucial indicator as to whether change and development are sustainable. The quality of the rural environment in Allerdale is generally high, occasionally very high, only seldom could it be described as poor, where there are pockets of neglect or dereliction. Some of the larger villages in the southern part of the Plan Area have a poorer quality environment because of current opencasting, former mining/quarrying activity or poor building maintenance.
**Landscape Quality**

4.13.3 The landscape of the rural areas includes seven basic landscape types:

- (i) Estuary and Marsh
- (ii) Coastal Margins
- (iii) General Lowland
- (iv) River Derwent Valley
- (v) Intermediate Moorland
- (vi) Upland Fringe
- (vii) Higher Limestone

Each of these has its own character and distinctiveness. Policy EN19 seeks to protect such local distinctiveness and important features in the landscape.

4.13.4 However, the policy to be applied to each area will vary with the perceived distinctiveness and importance of the area. Over the years a system of evaluating landscapes has evolved and a hierarchy of designations created. With this has come Government guidance on the policy to be applied to the most important designations and guidance in the Joint Structure Plan from the County Council on policy concerning locally important designations.

4.13.5 The only landscape of national importance in the Plan Area is the Solway Coast Area of Outstanding Natural Beauty. This comprises mainly of landscapes (i) and (ii) above. Such an important landscape justifies a high level of protection and will therefore be subject to Policy EN20.

4.13.6 The Solway Coast AONB Management Plan has adopted in October 1998 and certain proposals will inevitably spring from the Plan. Such proposals will be expected to be in the best interests of the AONB and will therefore be subject to Policy EN21.

4.13.7 The second most important landscape in the hierarchy are County Landscapes. They are of County importance for their particular topographical, visual, cultural or historical characteristics. They are defined by the Joint Structure Plan and 3 separate areas are identified in the Plan Area.

- (i) Four small areas adjacent to the Solway Coast AONB.
- (ii) The Caldbeck Fells.
- (iii) Moorland Ridge/Rolling Fringe of the National Park.

These distinctive and attractive landscapes will be subject to Policy EN22 which, although allowing for a wider variety of developments than in the AONB, affords a high level of protection.

4.13.8 Next in the hierarchy comes landscape features of purely local significance. The Joint Structure Plan encourages Local Planning Authorities to identify such features in Local Plans, and Structure Plan Policy 13 gives guidance on the policy to be applied. This Local Plan identifies the following Locally Important Landscape Areas, these are described more fully in paragraph 4.6.21:

- (i) The Derwent Valley
- (ii) The Cockermouth Fringes
- (iii) Land over 200 metres elevation, and
- (iv) Historic Landscapes

Whilst it would be appropriate for policy to allow for a wider range of developments than in the AONB or County Landscapes, these areas will sometimes deserve strict protection and will be subject to Policy EN23. Protection of particular features within these landscapes is covered by Policy EN19.

4.13.9 The rest of the countryside will not have any specific landscape designation. However, this does not mean that it is not worth preserving and protecting. Policy EN19 seeks to maintain local distinctiveness in the landscape and to protect features of landscape importance. Policy EN25 ensures that all development proposals outside settlement limits will be assessed for their landscape impact.
Historic Parks

4.13.10 In the rural areas of Allerdale are the following Historic Parks and Gardens:

- Wood Hall, Cockermouth
- Dovenby Hall, Dovenby
- Crofton Park, Thursby
- Quarry Hill, Mealsgate

None of these is in the Register of Historic Parks and Gardens compiled by English Heritage, which means that they do not rank as highly as parks such as Curwen Park in Workington. Nevertheless they are important parks and gardens which should be protected from inappropriate change. As stated in paragraph 4.6.24, inclusion in the Register brings no additional statutory protection but PPG15 "Planning and the Historic Environment" confirms that inclusion in the Register is a material consideration for development control. Therefore, such parks and their immediate environs will be subject to protection through Policy EN24. Whilst this policy is aimed primarily at parks and gardens on English Heritage's Register, there may also be unregistered local parks which are worthy of protection from inappropriate change. Opportunities may be sought, through conditions or planning agreements to achieve the enhancement, restoration and management of such special landscapes.

4.13.11 With regard to Dovenby Hall adjacent to Dovenby Village, special circumstances apply. The Hall and its park have long been used as Dovenby Hall Hospital. The hospital stands within a very attractive wooded parkland setting extending to some 46 hectares (115 acres). The Hall itself is an attractive Grade II Listed Building and there are a number of detached institutional buildings of various styles and sizes within the grounds, some rather unattractive. The government's "Care in the Community" programme has meant a gradual reduction in the number of patients at the hospital leading to its recent closure.

4.13.12 The Southern Allerdale Local Plan included a comprehensive policy to guide the development of Dovenby Hall and its grounds. Circumstances have not materially changed since the adoption of that policy and so it is proposed to transfer the policy intact to this Local Plan; (see Policy REM10 below).

4.13.13 Another historic landscape of particular importance is Hadrian's Wall and its associated military zone along the northern and north western coasts of the Plan Area. However, it is considered more appropriate to deal with Hadrian's Wall in the Conservation Chapter below.

Agricultural Land

4.13.14 Agricultural land is a valuable resource in itself, and there has been long standing government policy to protect "the best and most versatile agricultural land" (PPG7). The loss of the best and most versatile agricultural land to development is usually irreversible and weakens this country's ability to maintain an efficient and flexible agricultural economy.

4.13.15 The bulk of the rural area of Allerdale is, of course, made up of agricultural land. The Ministry of Agriculture Fisheries and Food (MAFF) grades agricultural land and defines the best and most versatile land as Grades 1, 2 or 3a. There may be small areas of Grade I land in Allerdale although the Agricultural Land Class maps are at such a scale as not to be able to show it. There is some Grade 2 land to the south and west of Wigton in the vicinity of Blencogo and Bromfield. 70% of the agricultural land in the Plan Area is Grade 3 which is officially "good to moderate quality". Information is rarely available specifying whether Grade 3 land is 3a of "good" quality and therefore worthy of protection or 3b, of moderate quality. In assessing proposals for development on agricultural land the Council will liaise with MAFF and their advisers concerning land quality and invoke Policy 19 of the Joint Structure Plan, and Policy EN17 above as appropriate.

4.13.16 The Local Plan attempts to strike a sustainable balance between agricultural activity, rural development and the natural resources of the environment. Farming activity is often blamed for changes in the landscape which may be considered as damaging. This criticism is often unfair but there is no doubt that recent farming methods have had an impact in the Plan Area, eg loss of hedgerows, traditional meadows and wildlife habitats. There are signs that this trend is lessening and there are now initiatives encouraging landscape restoration and traditional management, for example:
Some of these cover only a small part of the Plan Area, but together they could have a considerable impact. The Council will encourage farmers and land managers to take full advantage of such schemes to bring about landscape enhancement where appropriate.

**Nature Conservation**

4.13.17 The measurement of the abundance and diversity of wildlife (ie biodiversity) is a crucial indicator in the attainment of sustainable development. Government guidance recognises that the protection of habitats is the key to successful nature conservation and therefore, the protection and proper management of local sites of nature conservation importance is of fundamental importance to the pursuance of sustainability.

4.13.18 The rural areas of Allerdale contain the bulk of the Plan Area's sites of nature conservation importance. The whole hierarchy of sites is represented, from sites of international importance to sites of purely very local significance. For the definitions of the designations refer to paras 4.6.29 to 4.6.75.

(i) **International Importance**

The Solway Flats and Marshes are of international importance, largely for their bird life.

(ii) **National Importance**

Sites of Special Scientific Interest are, by definition sites of national importance. There are 17 SSSI's in the rural areas, representing a variety of habitats but the majority are raised bogs and mires, (see paragraph 4.6.39).

(iii) **County Importance**

These are sites of regional importance for wildlife and augment the list of SSSI's. English Nature recognises their importance as does the Joint Structure Plan in Policy 17. There are over 150 such sites in the Plan Area, currently under review, and so they form an extremely important range of habitats underpinning the biodiversity of the Plan Area.

4.13.19 These three categories of site will be subject to Policies EN26, EN27 and EN28 respectively. Wildlife species will be protected by Policy EN32.

**Regionally Important Geological Sites**

4.13.20 These are earth science sites of importance. PPG9 "Nature Conservation" expects Local Plans to protect such sites. All those so far designated are in the rural areas and are usually quarry sites, glacial features, coastal features or limestone (karst) landforms.

4.13.21 The list of designated RIG's in Allerdale is not complete. Cumbria RIGS Group will continue to designate sites through the County Council and so the list of sites in Allerdale will continue to grow throughout the Plan Period. RIG's will be protected from development likely to damage them, by Policy EN31.

**Sites of Local Importance**

4.13.22 In addition to the above formal designations there are sites of very local importance. These sites, which are likely to be small, are important to local communities and as such tend to be most important in urban areas. However, there will be such sites in many rural villages. PPG9, "Nature Conservation" advises Councils to have regard to such informal designations and to protect them where appropriate. Proposals for development affecting such sites will therefore be subject to Policy EN33. Policy 17 of the Joint Structure Plan also applies.
4.13.23 In the rural areas it is not possible to identify all such sites. Some open spaces which are important to the character of villages have been identified on inset maps (see below). However, such sites do not necessarily have any nature conservation interest. The Council will be particularly concerned to protect sites which are used by schools or are on circular walks or closely associated with village greens. Where it appears to the Council that a site affected by proposed development may be of nature conservation interest, the Council will liaise with local communities and the Cumbria Wildlife Trust to establish the value of relevant sites. Occasionally, it may be appropriate to refuse permission where the use of conditions/legal agreements to ensure any compensatory measures would be inappropriate.

4.13.24 Important wildlife species will be protected by Policy EN32 and particular specialised habitats will be protected, where appropriate, by Policy EN34.

Wildlife Corridors

4.13.25 Wildlife corridors and links are important for the protection and enhancement of biodiversity. The rural areas contain the most extensive and most important network of wildlife corridors:

(i) **Strategic**: these are large scale, continuous linear features or systems and there are four such in the Plan Area, the Coastal Strip, the Derwent Valley and tributaries, the Ellen Valley and the Waver/Wampool system.

(ii) **Local**: these are less extensive, linear features often acting as tributaries to Strategic Corridors or linking such corridors. They may also be less continuous, more tenuous than Strategic Corridors, for instance where they link a chain of separate wildlife sites.

(iii) **Wildlife Links**: these are narrower but possibly as long as the above corridors. They generally have a narrow range of habitats. Examples may be roads or disused railway lines, hedges, woods or streams.

4.13.26 All these corridors are essential elements of a network of interlinked sites. They will therefore be subject to protection by Policies EN33 and EN34 respectively. The Council will also take every appropriate opportunity to enhance corridors or create new ones by invoking Policy EN38. Paragraphs 4.6.60 to 4.6.65 elaborate on how proposals affecting corridors or links will be assessed.

Village Environment

4.13.27 This Chapter has already discussed policies which are relevant to the quality of village environments, concerning pollution, derelict land, flood prevention, etc. There is a general perception that the environment of rural areas is of higher quality than of urban areas. In some ways this is often so but there are occasions when rural dwellers, for instance in some of the larger villages, experience similar environmental problems to urban dwellers, and rural areas are not immune from dereliction and pollution. The general policies will deal with these localised problems.

4.13.28 Residents of rural areas will normally have easier access to open green space than urban dwellers. Yet this is true only for informal use; rural residents often have poor accessibility to sports fields and other formal open space. Open space in villages can also have an important visual impact and make a crucial contribution to the character of a settlement. Village greens in particular should be protected as important open spaces.

**Policy REN1**: The Council, when assessing proposals for development and/or land use change on all open spaces and undeveloped land within the village development limits defined on the Proposals Map Insets, will have regard to the amenity and/or streetscape value of the site. Any proposal which would destroy or significantly damage such value will not be permitted unless:

(i) the economic or social benefits of the proposal clearly outweigh the value of the undeveloped site, and
(ii) the proposal includes appropriate compensatory measures to minimise its impact.

(iii) where such sites are identified on the Proposals Map, the proposal is considered to enhance the amenity/visual importance of the site.

Where permission is justified the Council will consider the use of conditions and/or legal agreements to minimise the impact of the proposal.

4.13.29 As in urban areas under Policy EN37, it is right that development proposals on any piece of open land in villages should be assessed against the amenity/visual importance of the site. In the majority of cases it is envisaged that the value of the site will not be such that would justify refusing planning permission.

4.13.30 There are also some sites within villages which are of particular importance to the character and amenity of the settlement. Such sites should only be developed or changed in the most exceptional circumstances. These sites are identified on the Proposals Map Insets and have been designated for a number of reasons. Many are village greens which should be protected as features essential to the character and amenity of the relevant village, some are play areas or sports pitches which are valued amenities and may also have some visual importance whilst some are merely undeveloped sites or areas without formal public access, which are important visually. More specifically, the visual importance of a site has been assessed in terms of:

(a) Whether it provides the setting for listed or important historical buildings, archaeological monuments, or other important features.

(b) Whether it provides an important visual element in the village scene, especially in Conservation Areas.

(c) Whether it frames or allows an important view to exist.

(d) Whether it provides a buffer between conflicting uses.

(e) Whether it provides well defined visual relief in an otherwise built up frontage.

Where a proposal would materially and adversely affect any of the above visual functions it will be refused permission. If a site is identified purely for its importance as a local facility permission for development may be appropriate where the proposal includes satisfactory compensatory provision. The Council will consider the use of agreements under Section 106 of the 1990 Act to ensure the provision of such compensatory facilities. It must be emphasised that the identification of a site within a village does not mean that other unidentified sites in the same village are not worthy of protection.

Derelict Land

4.13.31 The rural areas do not suffer from past or present dereliction to the extent of the urban areas. Nevertheless there is dereliction in the rural areas principally from past mining activities on the former coalfield. Some of the former mining villages of southern Allerdale still have derelict sites, usually former spoil/waste tips. There is also occasional contamination from past tipping or industrial activity. It is unfortunate that the restoration of derelict land in rural areas tends not to be given as high a priority as urban dereliction. This is not surprising given the priority attached to the redevelopment of "brownfield" sites in urban areas. The dereliction occasionally found in rural areas is therefore usually longstanding with little real prospect of restoration. Urban sites will continue to be given priority in the Council's Derelict Land Reclamation Programme. The restoration of rural sites is likely to be feasible only through a private sector initiative which is linked to development.

4.13.32 Nevertheless, the largest derelict site in Allerdale at the time of writing is in the rural area, it is the former Nato Armaments Depot at Broughton Moor. This large site of 400 hectares (1000 acres) is now vacant and surplus to the requirements of the Ministry of Defence who are due to market it. The question of its restoration and after use is therefore an issue for this Local Plan to address.
The site of the Depot was subject to coalmining in the distant past and there are derelict mine buildings and a spoil tip on the site. The armaments depot was developed just before the Second World War and after the war was retained as a NATO depot. The dereliction comprises primarily the former mineworkings, numerous magazine buildings and their surrounding embankments. In 1994 the MoD appointed consultants to prepare a strategy for the site and they reported early in 1995 envisaging a broadly sustainable mixed use development incorporating mainly "open" commercial/leisure/tourism and "teleworking" employment uses, whilst protecting the environmental assets of the site. The Council supports such after use.

Policy REN2: In assessing any proposals for the re-use and/or redevelopment of the former Royal Naval Armaments Depot at Broughton Moor, the Council will approve the following uses either individually or in combination if it can be demonstrated that they are necessary to achieve restoration of the site, subject to the criteria below:

- institution(s) standing in their own grounds, to include education but exclude prison uses
- large scale leisure development of a predominantly "open" nature
- teleworking community with ancillary facilities
- hotel/restaurant and conference centre
- tourist related development of a predominantly "open" nature
- sports development of a predominantly "open" nature, eg golf course, ski slope, cycle track, nature trails, equestrian activities

All proposals will be expected to conform to the following criteria:

(i) Development proposals on the whole or part of the depot site will be expected to conform to sustainable principles concerning natural resources, pollution, wildlife and the need to travel. All proposals will be expected to comply with the published development brief.

(ii) Development proposals for the depot site as a whole will be expected to contribute to the regeneration of the local economy and bring substantial benefits to local people in economic, social and environmental terms.

(iii) Proposals for the piecemeal development of the depot site will be resisted. Proposals for individual parts of the site must conform to the published development brief and form part of an agreed phasing of individual parts. Developers will be expected to enter into a Section 106 Agreement with the Local Planning Authority covering the phasing of the development of the whole site.

(iv) No development or land use approved by the Local Planning Authority shall be implemented until the Authority is satisfied that the relevant site area is entirely free from contamination and/or dereliction of any kind.

(v) The aggregate amount of building, including new building, in terms of floorspace, should not substantially exceed the total floorspace of the existing buildings (including the former magazines), except where the overall scheme, or part thereof, would result in a more beneficial impact upon the
landscape than the existing situation or includes some other overriding environmental, economic or social benefit. There shall be minimal building in that part of the depot site designated as Locally Important Landscape Area, except where any proposed building would not have a significant adverse impact on the landscape character of the area.

(vi) Any package of proposals for the whole site should include elements of public access, wildlife habitat enhancement, an increase in overall tree cover particularly of indigenous species and the continuation of the Northside to Broughton Moor Cycleway.

(vii) Any package of proposals for the whole site or individual proposals for parts of the site must satisfy the Local Planning Authority that on and off-site infrastructure is adequate to accommodate the proposal concerned. In particular the Local Planning Authority will require the submission of a full Environmental Impact Assessment where appropriate, and, in all cases will require the submission of a traffic impact study.

Proposals for other uses not listed above will be resisted, as will any proposal which does not conform to the above criteria, or to any other relevant policies in the Local Plan.

4.13.34 The former Nato Armaments Depot is perhaps the most important potential development site in Allerdale at present. Its sheer size justifies special attention but other factors also warrant the careful control of development proposals. The site is in the open countryside outside any settlement boundary and isolated from major roads. It has significant landscape importance, part being included in the Derwent Valley Locally Important Landscape Area. It contains sites of nature conservation value and it has been subject to several contaminative uses such as mining, tipping of spoil/waste, manufacture and testing of explosives and the storage of chemicals. (The principal possible contaminants are: explosives, ammunition components, heavy metals, organics, asbestos and landfill gas/leachate). Principal sources of dereliction include mine shafts, mine buildings and the infrastructure of the former ammunition depot.

4.13.35 Any potential developer(s) will be expected to put together a collective package of proposals and to come to an agreement with the Local Planning Authority on the phasing and implementation of those proposals. With regard to the elements listed in criterion (vi), the developer(s) will be expected to provide these, as part of the phased development of the site.

4.13.36 The Local Planning Authority is particularly anxious to avoid the situation where only a limited part (and possibly the easiest part) of any package of proposals is implemented, leaving the remainder of the site in a derelict state. Therefore criterion (iii) requires developers to enter into formal agreement with the Council to achieve restoration of the whole site as part of any development proposal.

4.13.37 With regard to alternative proposals, these will be assessed against the above criteria and other relevant policies in the Local Plan. However, proposals for straightforward industrial, commercial, retail or residential development will not be acceptable. The possibility of mineral extraction, ie. coal opencasting has been suggested. Any such proposal will be considered by the County Council as Minerals Planning Authority.

4.13.38 Paragraph 4.5.14 has already stated that the Broughton Moor area has been subject to a long succession of opencast sites which have degraded the local environment and local economy for a generation. The Council believes this should not continue; the only current opencasting site in the area, Broughton Lodge, should be the last. In the event of minerals extraction being proposed, the Council will seek, as part of the restoration of the site, the following elements:

- Public access.
- Wildlife habitat enhancement.
- An increase in overall tree cover, particularly of indigenous species.
The continuation of the Northside to Broughton Moor cycleway across the site.

In the event of the Minerals Planning Authority granting permission for minerals extraction, Policy REN2 will be of no effect and proposals for the after use of the site will be subject to the normal Local Plan policies concerning development in the open countryside.

4.13.39 The sole reason why this Council is willing to consider major mixed-use development as the after-use of the site, is that the site is derelict and if such development facilitates restoration of the whole site it may be acceptable. In the event of mineral extraction being approved for the site such reasoning no longer applies, and the Council will invoke the normal Local Plan policies relevant to development in the open countryside for any proposals for the after use of this site.

Settlement Fringes

4.13.40 The fringes of settlements in the rural areas do not generally exhibit the problems found on the fringes of the larger urban areas. Only occasionally, adjacent to some of the larger villages, are there problems of dereliction, neglect or poor maintenance. The Council will seek the enhancement and proper maintenance of such areas by invoking Policy EN19 where appropriate. Proposals for development will be subject to Policy EN25.

4.13.41 Even on sites within development limits, proposals will be expected to conform to local landscape character. Important landscape features such as hedges, trees, ditches, walls, etc, should be retained. Where a proposal entails the inevitable loss of or damage to landscape features, appropriate compensatory measures will be required. Where compensatory measures cannot adequately make up for any significant losses permission will be refused. Proposals for the development of degraded, neglected, derelict or featureless sites will be expected to enhance the local landscape.
5.0 **HOUSING AND SETTLEMENT PATTERN**

5.1 **INTRODUCTION AND BACKGROUND**

5.1.1 This chapter addresses the broader housing issues in the Plan Area, summarising present population and housing trends, discussing future housing land requirements and considering other housing issues.

5.1.2 A primary function of the Plan is to ensure availability of an adequate and continuing supply of housing land, to meet population projections. The questions of how much land and where to allocate it are crucial issues for this Plan to address, as well as the manner in which the dwellings themselves are provided. The existing dwelling stock must also be considered and policies forwarded for their future.

5.2 **POPULATION TRENDS**

5.2.1 The 1991 Census has shown that the population of Allerdale has grown only slightly since 1981.

### TABLE NO. 1: Population Present

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Allerdale</td>
<td>94,943</td>
<td>95,700</td>
<td>96,715</td>
</tr>
</tbody>
</table>

*Source: O.N.S.*

Without taking migration figures into account, there was a slight decline in the resident population, but this was counteracted by in-migration to create this slight increase.

5.2.2 This overall figure masks more significant local changes of both increasing and declining population:

### TABLE NO. 2: Ward Population Change 1981 - 91 (Persons Present)

<table>
<thead>
<tr>
<th>Greatest Decline</th>
<th>No.</th>
<th>%</th>
<th>Greatest Growth</th>
<th>No.</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ewanrigg [M/Port]</td>
<td>-436</td>
<td>-13.0</td>
<td>Binsey</td>
<td>156</td>
<td>+ 8.2</td>
</tr>
<tr>
<td>Salterbeck [W/ton]</td>
<td>-407</td>
<td>-11.4</td>
<td>Wigton</td>
<td>396</td>
<td>+ 8.2</td>
</tr>
<tr>
<td>Clifton</td>
<td>-125</td>
<td>- 6.9</td>
<td>Castle [C/mouth]</td>
<td>208</td>
<td>+ 6.3</td>
</tr>
<tr>
<td>Moorclose [W/ton]</td>
<td>-284</td>
<td>- 6.3</td>
<td>Dalton</td>
<td>92</td>
<td>+ 5.5</td>
</tr>
</tbody>
</table>

*Source: O.N.S.*

These figures reflect strong growth in some suburban areas, in Cockermouth and in certain accessible rural areas. The figures for Wampool and Wigton are largely explained by boundary changes. The greatest decline is in certain urban wards of Workington and Maryport where there are significant areas of social housing experiencing considerable deprivation.
5.2.3 Whilst the population of Allerdale has grown only slightly in recent years, the number of households has grown more markedly. The number of households in Allerdale has grown from 34,068 in 1981 to 37,867 in 1991. Average household size has fallen and all forecasts are that it is likely to continue to fall with a commensurate rise in the number of households. This is a national as well as a local trend.

5.2.4 The growth of households has been greatest, of course, where there has been the most housebuilding, and such trends inevitably reflect housing demand. Statistics for house completions in recent years show the majority of dwellings being built in suburban Workington (Stainburn Seaton and Harrington) and in Cockermouth with lesser rates of growth in Maryport, Wigton, Silloth and Aspatria. The lowest rates were in Aspatria and the highest in Cockermouth (see Table 3 below).

**TABLE NO. 3 : House Building Rates 1981-92 per 1000 Households**

<table>
<thead>
<tr>
<th>Town</th>
<th>Aspatria</th>
<th>Cockermouth</th>
<th>Maryport</th>
<th>Seaton</th>
<th>Silloth</th>
<th>Wigton</th>
<th>Workington</th>
</tr>
</thead>
<tbody>
<tr>
<td>No.</td>
<td>76</td>
<td>183</td>
<td>96</td>
<td>152</td>
<td>90</td>
<td>102</td>
<td>118</td>
</tr>
</tbody>
</table>

*Source: Cumbria County Council*

5.2.5 Population and housing trends have varied markedly between different areas in Allerdale. In some areas, notwithstanding the recent housing market recession, demand has been high in relation to supply of housing and this inevitably forces house prices up; this is happening in Cockermouth and nearby villages. Conversely, in areas of population decline and low housing demand, house prices are low and very few new houses are built, as in some urban wards of Workington and Maryport.

**Recent Population Trends**

5.2.6 The Office for National Statistics (formerly OPCS) has recently published mid-year population estimates for 1994. These are based on birth rates, the electoral register and an estimate for migration. The estimate for Allerdale is 96,100, a fall of 600 since the 1991 census. This fall is explained by an estimate that there will be net out-migration from the Borough. Such an estimate for migration is contrary to the experience of migration up to 1991 which showed a small net in-migration into Allerdale. There is therefore some reason to treat this 1994 estimate with caution.

5.2.7 The County Council has published (Briefing Note BRF 99/09) estimates for the 1997 populations of the main urban centres of Cumbria. The estimates for the towns in the Plan Area are:-


<table>
<thead>
<tr>
<th>Town</th>
<th>Aspatria</th>
<th>Cockermouth</th>
<th>Maryport</th>
<th>Silloth</th>
<th>Wigton</th>
<th>Workington</th>
</tr>
</thead>
<tbody>
<tr>
<td>1991</td>
<td>2763</td>
<td>7788</td>
<td>11774</td>
<td>2990</td>
<td>5360</td>
<td>27347</td>
</tr>
<tr>
<td>1997 est</td>
<td>2666</td>
<td>8277</td>
<td>11592</td>
<td>2955</td>
<td>5308</td>
<td>26027</td>
</tr>
<tr>
<td>% change</td>
<td>-3.5%</td>
<td>+6.3%</td>
<td>-1.7%</td>
<td>-1.2%</td>
<td>-1.0%</td>
<td>-4.8%</td>
</tr>
</tbody>
</table>

*Source: Cumbria County Council*

Whilst the numbers in the above table should be treated with caution, the trends are probably accurate; although figures for Seaton would probably go some way to off-setting Workington's loss.
The estimates confirm the trends experienced up to 1991.

5.2.8 The implications are that housing demand will continue to be concentrated in a few areas: suburban Workington, Seaton and Cockermouth with modest demand in Wigton, Maryport and certain rural villages. Demand will be lowest in parts of urban Workington and Maryport and certain rural villages.

5.2.9 The "demand" referred to above is normal market demand for housing, and does not include the "need" for affordable social housing. The need for such housing will continue both in areas of social deprivation and paradoxically, in areas of high market demand where high house prices mean that those on lower incomes are priced out of the housing market.

5.2.10 The age structure of the population is also relevant to how much, what type and where new housing should be provided. Allerdale is subject to the national trend of an ageing population. The proportion of the population above pensionable age is growing and is likely to carry on growing significantly throughout the Plan Period. Housing developers and providers will have to address this trend.

5.3 POLICY CONTEXT

5.3.1 The thread that runs through all policy guidance from European down to county level is the need to move towards "sustainable development". The Environment Chapter has already committed the Council to taking a broadly sustainable policy stance and this will be reflected in housing policy.

5.3.2 Within the context of a broadly sustainable European policy the most important guidance is contained in the Government's Planning Policy Guidance Notes. The most relevant Note is PPG3 "Housing" but the following are also of relevance:

PPG7: “The Countryside – Environmental Quality and Economic and Social Development”
PPG12: “Development Plans and Regional Planning Guidance” and
PPG13: “Transport”

5.3.3 The Joint Structure Plan interprets this policy at a County level:

- Policy 30 sets the scale of future housing development
- Policy 31 seeks to ensure a continuous supply of housing land
- Policy 32 requires provision for affordable housing
- Policies 40, 41 and 44 give guidance on housing in the countryside and on the provision of affordable housing in rural settlements

5.3.4 The Development Strategy in section 2.3 above is in line with the above guidance and includes the following Key Principles relevant to housing policy:

- To achieve a sustainable pattern of development
- To encourage the development of "brownfield" or derelict/neglected sites in preference to "greenfield" sites
- To seek to co-ordinate the provision of new housing and job opportunities
- To concentrate new development within existing settlements, to minimise greenfield development
- To make provision for housing .... in appropriate locations to reduce vehicle movements and to sustain rural communities
- To concentrate rural development (including affordable housing) in settlements with most facilities
- To protect the best and most versatile agricultural land
- To promote the renewal/enhancement of older areas of housing
HOUSING POLICIES

The consistent, clear and unequivocal references to the need to pursue sustainable development, suggest that an overriding commitment to follow a sustainable housing policy should be adopted. The Council has therefore agreed the following overriding Housing Principle:

"That housing demand and need in Allerdale shall be met without making excessive demands on natural resources or being incompatible with the environment as a whole"

In addition to this the Council has a fundamental aim to provide adequate housing for all the people of Allerdale. The Council's Housing Strategy has adopted the following aim which is endorsed by this Local Plan.

"The Council has a long term aim of ensuring that all residents of Allerdale are provided with a dwelling which is of a reasonable standard, at a price they can afford and in the area of their choice"

This aim is very much an ideal. In reality the planning system will sometimes put constraints on where people want to live, especially if where they wish to live would be contrary to sustainable principles. Nevertheless, the general thrust of this aim is endorsed by this Local Plan.

Housing Land Availability and Housing Requirements

Government guidance in PPG3 expects Local Plans to ensure that, within identified environmental constraints, adequate land is available to meet demand for new housing. In identifying such land, the need to conserve the natural and built environment must be fully recognised. In assessing the need to identify new housing land allocations we must first assess the capacity of land which is already allocated or which has an outstanding planning permission for housing. We must make a further assessment of such capacity as to how many dwellings can realistically be expected to be built during the Plan Period. i.e. by 2006. Finally, this assessment of housing land which is actually available must be compared to the housing target in the Structure Plan to calculate the requirement for new housing land allocations, after making an allowance for house building on small sites.

The target in the Structure Plan for housing provision for the period 1999-2006, will be met by:-

(i) Houses built since 1991

(ii) Housing development which already has planning approval and is likely to be built during the Plan Period

(iii) Housing development expected on land which has been allocated in the Northern and Southern Allerdale Local Plans.

(iv) New housing land allocations in this Local Plan, and

(v) An allowance for development elsewhere on small sites

The base date upon which the housing calculations are made is 31st March 1996, which is the beginning of the Plan Period, ending on the 31st March 2006. As a basis for the calculation of real housing land availability the Council has used the Joint Housing Land Availability Study, carried out in 1995 by Cumbria County Council, the District Councils and the House Builders Federation. It is inevitable that a proportion of housing sites with planning permission or previously allocated in Local Plans will not be developed during the Plan Period, because they suffer from constraints of one form or another. Such constraints could be physical (e.g. ground conditions) or concern ownership and marketability. The contribution of such sites to meeting housing demand is doubtful and
should be discounted in the assessment of land availability.

Table 5 below lists all sites with planning permission or previously allocated for housing, of 0.4 Ha (1 acre) or larger as at 31.3.96. It gives the status of the site, the number of dwellings completed on the site, the number not completed and the expected house completions during the Plan Period.

**TABLE NO. 5: Housing Land at 31.3.96**

<table>
<thead>
<tr>
<th>Site</th>
<th>Status</th>
<th>Dwellings complete</th>
<th>Dwellings not complete</th>
<th>Expected completions during Plan Period</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bolton Low Houses</td>
<td>P.P.</td>
<td>5</td>
<td>21</td>
<td>4</td>
</tr>
<tr>
<td>Moricome Park, Skinburness</td>
<td>P.P.</td>
<td>31</td>
<td>52</td>
<td>24</td>
</tr>
<tr>
<td>Cross Lane, Wigton</td>
<td>P.P.</td>
<td>19</td>
<td>15</td>
<td>15</td>
</tr>
<tr>
<td>Dale View, Cockermouth</td>
<td>P.P.</td>
<td>2</td>
<td>30</td>
<td>30</td>
</tr>
<tr>
<td>Lonsdale View, Dearham</td>
<td>P.P.</td>
<td>48</td>
<td>21</td>
<td>21</td>
</tr>
<tr>
<td>Adjacent Rondale, Maryport</td>
<td>P.P.</td>
<td>2</td>
<td>11</td>
<td>11</td>
</tr>
<tr>
<td>Netherton, Maryport</td>
<td>P.P.</td>
<td>43</td>
<td>20</td>
<td>20</td>
</tr>
<tr>
<td>The Arches, Maryport</td>
<td>P.P.</td>
<td>0</td>
<td>22</td>
<td>10</td>
</tr>
<tr>
<td>Ryehill Road, Flimby</td>
<td>Alloc.</td>
<td>0</td>
<td>33</td>
<td>12</td>
</tr>
<tr>
<td>Ryehill Farm, Flimby</td>
<td>P.P.</td>
<td>0</td>
<td>36</td>
<td>0</td>
</tr>
<tr>
<td>Calva Brow, Workington</td>
<td>P.P.</td>
<td>36</td>
<td>25</td>
<td>25</td>
</tr>
<tr>
<td>Sovereign Gate, Stainburn</td>
<td>P.P.</td>
<td>54</td>
<td>11</td>
<td>11</td>
</tr>
<tr>
<td>Row Brow, Dearham</td>
<td>P.P.</td>
<td>67</td>
<td>14</td>
<td>14</td>
</tr>
<tr>
<td>Wadsworth Park, Branthwaite</td>
<td>P.P.</td>
<td>16</td>
<td>14</td>
<td>14</td>
</tr>
<tr>
<td>Standington, Wigton</td>
<td>P.P.</td>
<td>0</td>
<td>30</td>
<td>0</td>
</tr>
<tr>
<td>Walker Brow, Harrington</td>
<td>Alloc.</td>
<td>0</td>
<td>41</td>
<td>0</td>
</tr>
<tr>
<td>Stanley Street, Workington</td>
<td>P.P.</td>
<td>0</td>
<td>22</td>
<td>22</td>
</tr>
<tr>
<td>Oaks Lane, Kirkhampton</td>
<td>P.P.</td>
<td>8</td>
<td>4</td>
<td>4</td>
</tr>
<tr>
<td>Highfield Park, Wigton</td>
<td>P.P.</td>
<td>6</td>
<td>7</td>
<td>7</td>
</tr>
<tr>
<td>Highfield Court, Wigton</td>
<td>P.P.</td>
<td>0</td>
<td>11</td>
<td>11</td>
</tr>
<tr>
<td>Brookfield School, Wigton</td>
<td>P.P.</td>
<td>0</td>
<td>29</td>
<td>29</td>
</tr>
<tr>
<td>Church Meadows, Gt. Broughton</td>
<td>P.P.</td>
<td>51</td>
<td>20</td>
<td>20</td>
</tr>
<tr>
<td>Maryport Harbour</td>
<td>P.P.</td>
<td>16</td>
<td>367</td>
<td>24</td>
</tr>
<tr>
<td>Pear Tree Gardens, Little Broughton</td>
<td>P.P.</td>
<td>9</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Address</td>
<td>Type</td>
<td>Rooms</td>
<td>P.P.</td>
<td></td>
</tr>
<tr>
<td>--------------------------------------------------</td>
<td>-------</td>
<td>-------</td>
<td>------</td>
<td></td>
</tr>
<tr>
<td>Harvest Estate, Silloth</td>
<td>P.P.</td>
<td>0</td>
<td>19</td>
<td></td>
</tr>
<tr>
<td>Spittal Farm, Wigton</td>
<td>P.P.</td>
<td>13</td>
<td>3</td>
<td></td>
</tr>
<tr>
<td>Scaw Road, High Harrington</td>
<td>P.P.</td>
<td>50</td>
<td>8</td>
<td></td>
</tr>
<tr>
<td>Noble Croft, Aspatria</td>
<td>Alloc.</td>
<td>0</td>
<td>25</td>
<td></td>
</tr>
<tr>
<td>Derwent Park, Great Broughton</td>
<td>Alloc.</td>
<td>0</td>
<td>20</td>
<td></td>
</tr>
<tr>
<td>Adj. Miners Arms, Broughton Moor</td>
<td>Alloc.</td>
<td>0</td>
<td>35</td>
<td></td>
</tr>
<tr>
<td>Heatherfields, Broughton Moor</td>
<td>Alloc.</td>
<td>0</td>
<td>56</td>
<td></td>
</tr>
<tr>
<td>Oxford Street/South Watt Street, Workington</td>
<td>Alloc.</td>
<td>0</td>
<td>20</td>
<td></td>
</tr>
<tr>
<td>William Street, Great Clifton</td>
<td>Alloc.</td>
<td>0</td>
<td>15</td>
<td></td>
</tr>
<tr>
<td>Forelands, Gilcrux</td>
<td>Alloc.</td>
<td>0</td>
<td>20</td>
<td></td>
</tr>
<tr>
<td>Towncroft, Dearham</td>
<td>Alloc.</td>
<td>0</td>
<td>41</td>
<td></td>
</tr>
<tr>
<td>Oughterby Farm</td>
<td>Alloc.</td>
<td>0</td>
<td>10</td>
<td></td>
</tr>
<tr>
<td>Derwent Road, Workington</td>
<td>Alloc.</td>
<td>0</td>
<td>30</td>
<td></td>
</tr>
<tr>
<td>Tiffenthwaite Farm, Wigton</td>
<td>P.P.</td>
<td>7</td>
<td>7</td>
<td></td>
</tr>
<tr>
<td>Solway Village, Silloth</td>
<td>P.P.</td>
<td>0</td>
<td>67</td>
<td></td>
</tr>
<tr>
<td>Derwent Mill, Cockermouth</td>
<td>P.P.</td>
<td>0</td>
<td>49</td>
<td></td>
</tr>
<tr>
<td>Wakefield Road, Cockermouth</td>
<td>P.P.</td>
<td>0</td>
<td>18</td>
<td></td>
</tr>
<tr>
<td>Little Croft, High Harrington</td>
<td>P.P.</td>
<td>8</td>
<td>3</td>
<td></td>
</tr>
<tr>
<td>Croft House, Wigton</td>
<td>P.P.</td>
<td>10</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>Station Road, Wigton</td>
<td>P.P.</td>
<td>0</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>Elbra Farm, Maryport</td>
<td>P.P.</td>
<td>14</td>
<td>10</td>
<td></td>
</tr>
<tr>
<td>Abbey Garage, Abbeytown</td>
<td>P.P.</td>
<td>7</td>
<td>22</td>
<td></td>
</tr>
<tr>
<td>Workington Brewery</td>
<td>P.P.</td>
<td>0</td>
<td>4</td>
<td></td>
</tr>
<tr>
<td>Newlands School, Workington</td>
<td>P.P.</td>
<td>14</td>
<td>26</td>
<td></td>
</tr>
<tr>
<td>Barncroft Close, Seaton</td>
<td>P.P.</td>
<td>17</td>
<td>87</td>
<td></td>
</tr>
<tr>
<td>Ellerbeck Lane, Workington</td>
<td>P.P.</td>
<td>14</td>
<td>52</td>
<td></td>
</tr>
<tr>
<td>Lawson Garth, Brigham</td>
<td>P.P.</td>
<td>0</td>
<td>10</td>
<td></td>
</tr>
<tr>
<td>Scotts Croft, Little Clifton</td>
<td>P.P.</td>
<td>0</td>
<td>12</td>
<td></td>
</tr>
<tr>
<td>New Street, Cockermouth</td>
<td>P.P.</td>
<td>6</td>
<td>6</td>
<td></td>
</tr>
</tbody>
</table>
This assessment shows that the total outstanding capacity of these sites is 1552 dwellings. However, of these it is estimated that only 731 will be built in the Plan Period to 2006. For instance, on certain urban sites eg Workington Quayside, development will probably depend upon a housing association gaining finance for a scheme. It is considered that some sites will not be developed at all during the Plan Period. Some of these are sites allocated in the Northern and Southern Allerdale Local Plans. It is Government guidance that allocations should not be made unless there is a reasonable chance of the development being carried out during the Plan Period. The allocation of such sites should therefore be reviewed.

Policy 30 of the County Structure Plan proposes the scale of housing development for Allerdale. Land must be made available for "about 5000" dwellings between 1991-2006. This is a broad guide which reflects expected rates of household formation and long-term migration and dwelling construction rates. Using this as a broad target together with the figures in Table 5 above, the requirement for new housing land allocations in the Local Plan can be calculated (see Table 6 below).

<table>
<thead>
<tr>
<th>TABLE NO. 6 : Housing Land Requirement : Base Date 31.3.96</th>
</tr>
</thead>
<tbody>
<tr>
<td>Dwellings</td>
</tr>
<tr>
<td>STRUCTURE PLAN REQUIREMENT MID 1991 TO MID 2006</td>
</tr>
<tr>
<td>COMPLETIONS MID 1991 TO MID 1996</td>
</tr>
<tr>
<td>RESIDUAL REQUIREMENT</td>
</tr>
<tr>
<td>(i) EXPECTED COMPLETIONS OUTSIDE NATIONAL PARK</td>
</tr>
<tr>
<td>(ii) EXPECTED COMPLETIONS INSIDE NATIONAL PARK</td>
</tr>
<tr>
<td>(iii) ALLOWANCE FOR SMALL SITES/WINDFALL SITES</td>
</tr>
<tr>
<td>(40% of Residual Requirement)</td>
</tr>
</tbody>
</table>

LOCAL PLAN ALLOCATION REQUIREMENT 1170

NOTES:
(i) As per Table 5 above.
(ii) The County Council expects all the Structure Plan requirement of 5000 dwellings for Allerdale to be provided outside the Lake District National Park. However, the County does require Districts to take into account expected completions on sites either allocated or with p.p. within the National Park. At 31.03.96 there was capacity for 162 dwellings on such sites, made up of 139 with p.p. and 23 on allocated sites. It is assumed that 100% of these will be built during the Plan Period.
(iii) In the past about 36% of new dwellings have been completed on small sites (below 0.4ha or 1 acre) and up to 25% on large unforeseen unallocated sites. Thus only about 40% of completions have been on sites allocated in previous Local Plans. The status of Local Plans has been enhanced by Section 54A of the 1990 Town and Country Planning Act and therefore it is considered that a larger percentage of dwellings should be built on sites allocated in the new Local Plan. To allow for expected completions on small sites and on a limited number of large unallocated sites, an allowance of 40% of the Structure Plan Requirement is now considered appropriate. To check the accuracy of this assumption, completions on windfall sites will be regularly monitored.

In order to cater for this requirement and to give a small amount of “leeway” Policy HS1 is adopted:

Policy HS1: In order to meet the Structure Plan requirement for 5000 dwellings to be built in the Plan Area between 1991 and 2006, the Council will make new housing land allocations totalling a minimum of 50
As stated in Paragraph 5.4.4 the housing requirement in the Structure Plan will be met by the above new allocations together with dwellings built on sites with a current planning permission or allocated in the previous Local Plans. The following Policies HS2 and HS3 will apply to such sites:

Policy HS2: Proposals for the renewal of planning permissions on the sites listed in Table 5 will be approved except where the relevant policies of this Local Plan would justify refusal.

Policy HS3: The following sites, allocated for housing development in previous Local Plans, are carried forward as housing allocations in this Local Plan. Proposals for the residential development of these sites will be approved subject to the relevant policies of this Local Plan:

1. Ryehill Road, Flimby
2. Standingstone, Wigton
3. East of Highfield House, Wigton
4. Derwent Park, Great Broughton
5. adj. Miners Arms, Broughton Moor
6. South Watt Street, Workington
7. William Street, Great Clifton
8. Forelands, Gilcrux
9. Towncroft, Dearham
10. Derwent Road, Workington
11. Ashfield Road South, Workington

It will be seen that all the allocated sites listed in Table 5, except one, are to be carried forward. The one exception is at Heatherfields, Broughton Moor; this site is affected by significant constraints, past mining activity, high voltage overhead lines and marketability, such that it is unlikely to be developed in the Plan Period. It is also an overlarge site in relation to the size and facilities of Broughton Moor, and its development would therefore be contrary to the sustainable principles of this Local Plan.

Settlement Pattern and Housing Distribution

The pursuit of sustainability has significant implications for the future pattern of settlement. The creation of a more sustainable settlement pattern means that the bulk of future housing development should be located in the larger towns of the Plan Area and in those settlements which offer a good range of public services. In the past it has been adopted policy to direct the bulk of new housing to the larger towns and this has been reflected in past housing completions with a high proportion being located in the larger settlements.

Even so, a significant proportion of new housing has been built in smaller settlements which have few services. This is especially true of the northern part of the Plan Area. In the area of the Northern Allerdale Local Plan over half of all recent house completions have been in rural villages outside the towns of Wigton, Silloth and Aspatria. Sustainable principles suggest that such trends should not continue and that a greater proportion of new housing in rural areas should be directed towards those villages with good services. On the other hand, PPG7 seeks to sustain rural communities and policies 3 and 13 of the Joint Structure Plan support development in rural areas which is sensitive or meets local infrastructure needs. Policy 40 of the JSP gives guidance on housing in rural areas and seeks to direct housing development to rural settlements. However, it is the role of the Local Plan to determine the scale of housing development in each settlement.

Therefore, a distinction is drawn between housing and other development in rural areas, with a more restrictive line being taken on housing. Therefore, this Local Plan defines those settlements in which...
housing will be acceptable, and in order to determine the scale of such housing development the following settlement hierarchy and broad policy framework is proposed:

1. MAIN SETTLEMENT

A “Main Settlement” must be the largest town of the Borough and must have the widest range of services in terms of public transport, employment, retail, education and leisure facilities. A significant proportion of new housing development will be expected to take place in the Main Settlement, within defined settlement limits.

Settlements in this category: Workington/Seaton.

2. SECONDARY SETTLEMENT

A “Secondary Settlement” must be a settlement with a wide range of services including public transport, employment, retail, community and education facilities. Such settlements will often function as service centres for a large rural area. A considerable proportion of new housing development will be expected to take place in such settlements (within defined limits), although there may be environmental or infrastructure constraints which justify a more restrictive policy in certain settlements.

Settlements in this category: Maryport, Cockermouth, Wigton, Silloth and Aspatria.

3. LOCAL CENTRE

A “Local Centre” will be a larger village with a good range of local services. Local Centres will be expected to have public transport, school(s) and a shop(s), plus one of a public house, a church or community hall/sports facility. Some growth will be acceptable in such settlements, within defined limits. However, there may be environmental or infrastructure constraints which justify a more restrictive policy in some settlements which would otherwise meet the above criteria. Settlements in this category are defined in Section 5.11 below.

4. LIMITED GROWTH VILLAGE

A “Limited Growth” village must be a village with some services which can accommodate a restricted amount of housing development within defined limits. Such villages will be expected to have at least one of the following: public transport, a school or a shop, plus one or more of these: a public house, church or community hall. Again there are certain villages which meet these criteria but may experience environmental or infrastructure constraints which justify a more restrictive policy and the placing of the village in a different category. Settlements in this category are also defined in Section 5.11 below.

5. INFILL VILLAGE

An “Infill Village” will normally be a small village preferably with one of the above mentioned facilities, which because of environmental or infrastructure constraints can assimilate only small scale infill housing proposals within carefully defined limits. Section 5.11 defines these.

6. RESTRICTED DEVELOPMENT VILLAGE

Some villages and hamlets are too small to support any public services or facilities. To allow normal housing development (ie non-essential) would be contrary to sustainable principles. Also, some larger villages which are severely constrained by environmental or infrastructure problems will come into this category. In such settlements only housing development essential to the needs of agriculture, forestry or horticulture may be acceptable. Conversions of appropriate buildings to dwellings, even if for non-essential purposes may also be acceptable but on a limited scale. Accordingly, such villages do not have defined development limits in the Local Plan. These villages are named in Section 5.11 below.
7. OTHER HAMLETS AND OPEN COUNTRYSIDE

All other hamlets and groups of dwellings not named in the above categories will be treated as open countryside, where non-essential housing development will not be acceptable either by way of new-build or conversion. There are many such settlements scattered throughout Allerdale, especially in the north, and to allow housing growth in such settlements would be to encourage the creation of an unsustainable settlement pattern. However, in areas where there are few, if any, named villages special policy considerations will apply, see below.

5.4.16 As indicated above, the criteria for assessing individual villages have not been rigidly applied. There are examples of villages with good facilities which are so constrained by environment or infrastructure that a very restrictive housing policy should be applied and hence they should be placed in a category lower down the hierarchy. Conversely, there are areas of Allerdale, which are remote and have few, if any, villages where non-essential housing would be acceptable if the above criteria were to be rigidly applied. Therefore, in order to sustain such communities and to cater for their housing needs, especially for affordable housing, non-essential development may be acceptable in settlements not named in the above categories. PPG7 “The Countryside - Environmental Quality and Economic and Social Development” allows for such exceptions in groups of dwellings in the open countryside. In such areas where there are only small villages with few facilities it may also be appropriate to place a village in a category "higher up" the hierarchy in order to cater for the housing needs of the area. Section 5.11 addresses these issues in more detail.

Policy HS4: In the open countryside outside the development limits defined on the Proposals Map Insets, proposals for new housing development will not be permitted except where such development is required to meet a proven need for agricultural, horticultural or forestry workers to reside at their place of work, or where the proposal is justified under Policies HS15, HS16, RHS1 or RHS2.

5.4.17 The protection of the countryside from sporadic non-essential residential development has been national and local policy for many years and the present emphasis on sustainability can only reinforce this policy. Exceptions to this policy may only be acceptable concerning affordable/local needs housing (Policy HS15), in the more remote areas (Policy HS16) and where conversions are proposed adjacent to Infill Villages and in Restricted Development Villages (Policies RHS1 and RHS2). PPG7: “The Countryside – Environmental Quality and Economic and Social Development” also advises that sustainable development includes the need to meet the economic and social needs of people who live and work in rural areas. Therefore, the housing policies are aimed at catering for housing need even in very small settlements. Development Limits are so-called because they define a policy area rather than defining a settlement. They are particularly relevant to housing policies but also have relevance to other proposed development that should be well related to settlements.

5.4.18 With regard to agricultural need, there is a continuing trend of decline in agricultural employment. Between 1983-93 there was a reduction of 3.7% in agricultural employment in agriculture in Allerdale. Within this figure are some significant trends. An examination of farm size shows that there is a polarisation of sizes nationally and locally. There is an increase in larger units employing 4 workers or more and in part time holdings. Part time holdings now represent 38% of farms in Allerdale. Conversely, the number of medium sized farms of 1 to 4 workers has declined. Consequently, the pressure for new farm dwellings in future is likely to be created by the splitting of holdings often into smaller units which may not justify a full time worker on site. The Council will expect existing farm complexes to accommodate key workers and additional accommodation requirements can often be met in nearby villages. Where proposals for new agricultural dwellings are received the Council will follow the advice in PPG7, Annex 1. Where appropriate the Council may require applicants to submit technical appraisals from agricultural consultants giving independent advice on their proposals. The Council will impose agricultural occupancy conditions where a need for essential dwellings is proven and will expect such dwellings to remain available in the long term for such occupants. Where, due to changing circumstances, applications are submitted for the removal of such conditions, the Council will look to advice from Annex 1 of PPG7.

Policy HS5: Within the development limits defined on the Proposals Map Insets, proposals for new housing development, including conversions, will be acceptable provided that:
(i) the development is of a scale and design which will not detract from the character of the settlement;

(ii) the development includes arrangements for car parking and access which are acceptable having regard to Policy TR6 and other relevant policies;

(iii) the development will not put undue strain on existing local infrastructure; and

(iv) the site of the proposed development is not one that is considered to have significant amenity value or to make a significant contribution to the character of the settlement in its undeveloped state.

5.4.19 Development limits have been drawn to make adequate provision for new housing development, and to include new housing allocations where appropriate. The limits of villages have been drawn to reflect their positions in the settlement hierarchy and to allow for appropriate growth, whilst taking into account environmental and infrastructure constraints. It cannot be emphasised too strongly that simply because a particular site may be located within a development limit, this does not automatically imply that planning permission will be granted for development. Criterion (iv) above seeks to protect certain sites from development. Policy 27 of the Joint Structure Plan seeks to protect public and private open space or other "amenity land" which contributes to the quality of the built environment. The value of a site may be in its formal (ie sports) or informal (ie leisure) use, or in the site's intrinsic value visually or as a wildlife habitat. The Council has identified only the most obvious and important of such sites on the Proposals Map but there will undoubtedly be other unidentified sites worthy of protection.

Policy HS6: Subject to Policies HS4, RHS1 and RHS2, proposals for the conversion of buildings to residential use, outside the development limits defined on the Proposals Map Insets may be acceptable provided that:

(i) the applicant has made every reasonable attempt to secure suitable business re-use of the building(s), and the application is supported by a statement of the efforts which have been made. Or the proposed residential conversion is a subordinate part of a scheme for business re-use;

(ii) the proposal complies with other relevant Local Plan policies;

(iii) the building(s) is located within or is well related to, an existing group of buildings or farmstead;

(iv) the proposal does not result in the need for a replacement building;

(v) the building(s) is of permanent and substantial construction, and substantially structurally stable or capable of being rendered structurally stable without significant rebuilding, and to this end the Council will require a full structural survey to be submitted with each planning application. The demolition and rebuilding of substantial parts of the building(s) will not be permitted;

(vi) the proposal achieves reasonable standards of amenity space, access and off-street parking, without the need for alterations to its appearance which would adversely affect its character or architectural integrity, or the character of its surroundings; and
The number of dwellings proposed is appropriate to the surroundings. The creation of a significant or disproportionate number of dwellings in open countryside will be unacceptable.

5.4.20 The policy resisting sporadic or isolated development in open countryside must apply to conversions as much as to new build dwellings. Therefore, proposals for conversions will only be acceptable in non-isolated situations, well related to other groups of buildings. Occasionally, conversions of free-standing or isolated buildings may be acceptable in areas remote from villages or hamlets, where a dispersed settlement pattern prevails. Furthermore, PPG7 now requires that there be a preference in favour of business re-use of rural buildings and applicants for residential re-use will be expected to show that they have made every reasonable effort to secure business re-use. Also, some modern farm buildings would be inappropriate for residential conversions and it is therefore important that the building is of substantial and permanent construction. Another, important consideration is that conversions should not have the appearance of new build dwellings, and so the need to substantially re-build unstable buildings for dwellings should be avoided. Proposals which would adversely affect the character of traditional former farm buildings will not be acceptable, and conversions should substantially retain the appearance of the former building. The Council has published supplementary planning guidance on the conversion of farm buildings to dwellings and proposals in the open countryside will be expected to conform to this. Where conversions are considered acceptable the Council will normally withdraw the usual permitted development rights for certain alterations, extensions and buildings within the new domestic curtilage, in order to prevent the building and its curtilage from attaining an appearance which might be considered intrusive in the landscape and detrimental to the appearance of the open countryside. Conversions may be acceptable in remote areas where a dispersed settlement pattern prevails, but the presumption in favour of commercial re-use will still apply as will the requirement that proposals be well related to existing groups of buildings. Finally, there is the issue of wildlife protection, many rural buildings are habitats for protected species such as bats and barn owls. The Council will expect proposals for conversions to make provision for such species where appropriate.

5.4.21 Occasionally, proposals will be submitted to re-use former dwellings in the open countryside which require planning permission if their lawful use as dwellings lapses. Such proposals should be treated as proposed new conversions and will be subject to the requirements of Policy HS6 except insofar as the presumption in favour of commercial re-use of the building may not be appropriate.

The Distribution of New Housing Allocations

5.4.22 In paragraph 5.4.9 and Policy HS1 above the Council state the objective of allocating approximately 50 hectares of land for housing, to accommodate about 1250 dwellings. In order to comply with the principles already adopted by the Local Plan and with the settlement hierarchy described above, the following criteria have been used in defining the location and scale of new housing allocations:

(i) The promotion of sustainable patterns of development through:

- allocating land in settlements well served by public transport and particularly by rail,
- avoiding allocations in settlements poorly served by services and facilities,
- coordinating the provision of new housing with job opportunities.

(ii) Environmental constraints:

- landscape impact,
- conservation; heritage; archaeology,
- flood plains.

(iii) Infrastructure constraints:

- access
• drainage
• gas mains, overhead lines, water mains, sewers, etc
• other services

(iv) The recent rate of house completions locally.

5.4.23 The application of the above criteria to the overall target of 50 hectares of land to accommodate 1250 dwellings suggests the following broad allocation strategy:

• most allocations should be in the Main and Secondary Settlements.
• a high proportion of allocations should be in the Main Settlement.
• allocations in rural areas should be restricted to a few appropriate Local Centres.
• allocations in Cockermouth should be restricted because of environmental constraints.
• allocations in Wigton should be generous compared to past house building rates to balance the increased job opportunities at UCB Films.
• allocations in other Secondary Settlements should be broadly in line with past house building trends.

5.4.24 The implications of this strategy for each settlement are as follows:

(i) Workington/Seaton

If, in order to define what proportion of the overall Structure Plan housing target Workington and Seaton should provide, we look purely at past building rates and the amount of housing land currently available, we would need to allocate land for over 600 dwellings in the Local Plan. This would be approximately half the overall target. Such a proportion is significant and is considered to be in line with sustainable principles and with the above allocation strategy. Sustainable principles suggest we should seek a relatively high average density. A density of 30 dwellings per hectare gives us a land requirement of in Workington/Seaton of 20 Ha.

(ii) Maryport

Again basing the calculation on past housebuilding rates as per the above strategy, compared with existing commitments, we would need to allocate land for about 125 houses in Maryport to meet the Structure Plan target, this would be 5 hectares of land at an average density of 25 per hectare. Bearing in mind the economic problems of Maryport it is considered unrealistic to assume any significant change of building rates over the Plan Period and so this becomes the Local Plan target for Maryport.

(iii) Cockermouth

If, as above, we calculate Cockermouth's target based on past building rates, we would need to allocate land for over 300 houses in the town. This is considered unrealistic and contrary to the above allocation strategy. Cockermouth is the fastest growing town in West Cumbria and to allow for a continuation of past rates would put the character of the town as an attractive modest-sized market town in jeopardy. Any sizeable allocations must be made on the edge of the town and will be seen as intrusions into open countryside. In order to keep such intrusions to a minimum it is considered that the target in Cockermouth should be about 200 houses. Demand in Cockermouth is likely to be for larger family houses at a lower density than elsewhere and so it is considered realistic to assume a density of 20 dwellings per hectare overall in Cockermouth which gives us a target of 10 hectares of land.

(iv) Wigton
Demand for new housing in Wigton has been modest recently and based on these and existing commitments the target for new allocations would be for only about 40 dwellings. However, the main employer in Wigton, UCB Films, has recently undergone a significant expansion creating new job opportunities. Wigton is served by rail and has potentially good public transport connections, and therefore to seek further growth of the town, (ie in excess of the continuation of present rates) would be in line with sustainable principles. Accordingly, in order to allow for an increase in annual completions in Wigton from about 20 to 30, it is considered appropriate to raise the target for new allocations to 150 dwellings or 6 hectares of land at 25 dwellings per hectare.

(v) Silloth

Silloth has experienced only very modest local demand for housing with completions averaging about 10 per year. To allow this trend to continue we need to allocate land for about 35 houses or about 1.5 hectares of land. Bearing in mind the relative remoteness of Silloth it is considered unrealistic and unsustainable to allow for an increase in this rate. 1.5 hectares therefore becomes the target for Silloth.

(vi) Aspatria

Demand for new housing in Aspatria is low with new house completions averaging only 8 per year. The rate of housebuilding per 1000 population is the lowest of any of Allerdale's main towns. To allow for current housebuilding rates to continue we would need to allocate land for approx 35 houses in the Plan Period. The town is well served by rail and bus services and local facilities could do with support and so, in principle, considerable growth could be sustainable. However, it is considered unrealistic to assume that a higher building rate could be attained and so a continuation of current trends is to be catered for. The target for Aspatria therefore becomes 35 houses or 1.5 hectares of land.

(vii) Rural Areas

There continues to be considerable demand for new housing in rural areas. Most houses are built on small unallocated sites but even so a significant number have been built on large sites and in order to cater for a continuation of this rate we need to allocate land for about 40 houses, (approx 2 Ha) in the rural areas. As long as these are allocated in designated Local Centres such a target is reasonable and sustainable. However, we have seen that on smaller sites development has been more sporadic, less well related to services and facilities and in order to pursue a more sustainable policy, such small sites should be concentrated in the larger villages with better infrastructure. Nevertheless, it is anticipated that the majority of new houses in rural areas will be provided on small sites.

5.4.25 The above figures are based upon the principle that 60% of new houses will be built on allocated sites, about 30% on small sites with perhaps up to 10% on large unallocated "windfall" sites. In order to keep to these figures the number of planning approvals on large unallocated sites will be restricted.

Policy HS7: Within the development limits of Wigton, Silloth and Aspatria as defined on the Proposals Map Insets, proposals for the residential development of unallocated sites up to 0.25 ha in size may be acceptable, subject to the other relevant policies of the Local Plan. Within the defined development limits of Workington, Maryport and Cockermouth proposals for the residential development of unallocated sites up to 0.5 ha in size, may be acceptable subject to the other relevant Local Plan policies. Residential development on larger sites than these will be refused permission except where other material considerations clearly indicate otherwise.

5.4.26 If the residential development of large unallocated sites is unfettered the development of allocated sites may be prejudiced. In a "Plan Led" system operating under the requirements of Section 54A of the 1990 Act, this would be unacceptable. Therefore, there should be a limit to the size of unallocated site that should be developed. In the smaller towns an appropriate limit is considered to be 0.25 Ha
(up to perhaps 6 dwellings) and in the larger towns 0.5 Ha (up to perhaps 12 dwellings). The development of larger sites will not be acceptable unless it can be proven that there is a shortage of housing land in the Plan Area.

**Housing Quality and Design**

5.4.27 A high standard of design and build quality will be expected in all housing development, both new-build and conversions. Planning Policy Guidance Note 3 "Housing" states that developers should "aim for a high quality of design and landscaping in all new housing developments". It goes on to say that a good scheme "will produce buildings which are well designed for their purpose and for their surroundings". Policy 25 of the Joint Structure Plan seeks development that enhances the quality of the environment and is in keeping with local character.

5.4.28 It is considered that, in the past, much housing development, especially by the volume builders, has paid scant regard to local character. Designs of some standard house-types bear little resemblance to local architectural style. There are times when the design and materials can be so at variance with local character as to have a detrimental impact on the locality, especially where prominent or sensitive sites are involved. Although the policies in former Local Plans were quite strong on this issue, it is probably true to say that they were not strictly or consistently applied. Policy in this Plan seeks to be more specific and to clarify the circumstances where policy will be strictly applied.

5.4.29 The most recent draft guidance from the government on design appears to be taking a more restrictive stance. The Draft Revised PPG1 "General Policy and Principles" seeks to implement the policy implicit in the government's Quality in Town and Country Initiative. It seeks to promote and reinforce local distinctiveness based on a proper assessment of the character of the locality and to take account of the defining characteristics of each area, for example local or regional building traditions and materials. The Council supports the initiative of the Countryside Agency which promotes the production of Village Design Statements in consultation with local communities. The Council is also committed to producing further design guidance on a range of issues such as housing estate development.

5.4.30 Design must also take account of the advice contained in Circular 5/94 "Planning Out Crime". This gives guidance about how the planning system can contribute towards crime prevention. The approach of the Local Plan will be sufficiently flexible to allow solutions to remain sensitive to local circumstances.

**Policy HS8:** In considering planning applications for new residential development, the Council will require that proposals are well related to existing development, and have particular regard to the following criteria:

(i) Building lines  **Whilst building lines will not be rigidly enforced, development will be expected to generally conform to the existing building line.**

(ii) Materials  **Facing and roofing materials should reflect local vernacular architecture, particularly in sensitive locations.**

(iii) Form and Massing  **New development should not be intrusive and should relate well to both existing development and natural features. Detailed elements of the design should reflect local tradition where appropriate.**

(iv) Roof pitches  **Flat roofs will not be acceptable. Roof pitches should relate to roofs in the locality.**

(v) Fenestration  **The positioning, proportions and**
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<tr>
<th>Detail</th>
<th>Description</th>
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<tr>
<td>(vi) Spaces between buildings</td>
<td>An appropriate provision of space(s) between existing and proposed buildings should be achieved, to ensure the privacy of residents and to ensure that buildings are not mutually oppressive or intrusive.</td>
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<tr>
<td>(vii) Childrens play space</td>
<td>Where appropriate, an adequate provision for, and maintenance of, childrens play space must be made by way of either, on-site provision, appropriate off-site provision or appropriate commuted payment as part of housing proposals for 15 or more family dwellings in line with the guidelines in Policy L1 and Appendix V.</td>
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5.4.31 We have already stated that too much recent housing development has paid inadequate attention to local character, even on sensitive sites. In order to promote and enhance local distinctiveness the Council will apply the above policy more strictly and consistently. Only in suburban areas where existing development exhibits such a variety of architectural styles that there is no predominant style, may a non-local design be acceptable. However, there may still be areas where styles are mixed, yet where, because of a site's prominence, the Council would seek to promote local distinctiveness by requiring a design solution based on local traditional style.

5.4.32 In order to ensure that local distinctiveness is fully considered in appropriate housing proposals, the Council will require all proposals for 5 dwellings or more to be accompanied by a statement and, where appropriate, drawings and plans, showing how the development takes local distinctiveness into account. Such statements must include a landscape appraisal. Occasionally, on particularly sensitive sites, and particularly in rural areas, such statements may be required on proposals of less than 5 dwellings. Such a requirement is in line with new guidance in the Revised PPG1.

5.4.33 With regard to materials, the ideal solution will always be to use natural materials, slate (either Welsh or Buttermere) to the roofs and stone and/or appropriate render to wall facings. Brick, traditionally, has not been used often in Allerdale except occasionally in the north. Where appropriate, flat profile concrete tiles or artificial slates will be acceptable, of a colour reflecting natural slates, eg blue, through blue/grey, and grey to grey/green. Traditionally, cement render in this area is either rough-cast (wetdash) or smooth, the use of drydash (eg pebble dashing) will not be acceptable generally.

5.4.34 Local fenestration is traditionally of overall vertical proportions, or occasionally square shaped. Horizontally proportioned windows are rare but occasionally they may be suitable where sub-divided by stone or precast mullions. Wide, so-called picture windows will not be encouraged.

5.4.35 The Council has published a design guide, "The Siting and Design of New Rural Housing", and all new rural housing will be expected to adhere to this advice. Much of the advice will also be relevant to non-rural housing. Further design guidance will be prepared.

5.4.36 The provision of childrens play space is an essential element for larger housing development. Developments making no provision for play space, either on site or appropriate nearby sites or by way of commuted payments will be refused permission. The Leisure Chapter gives full details of the adopted standards and the basis for the calculation of commuted payments, which will be expected to cover provision and future maintenance of facilities.
Policy HS9: New housing development will be expected to be connected to mains water supply and the sewerage system, to have a satisfactory means of surface water drainage, and to have direct vehicular access to an adopted highway. Exceptions to this policy may be made for dwellings required in the open countryside where there is no practicable alternative and where evidence is submitted that percolation tests have shown satisfactory results.

5.4.37 Most housing development in Allerdale is expected to take place in towns and villages where these services are available. To permit further development connected to septic tanks may prove undesirable. Development with access to unadopted roads can create problems for visitors and service deliveries.

Policy HS10: The conversion of suitable buildings into flats will be permitted except where acceptable internal space standards, external amenity space, and exclusive use of kitchen and bathroom facilities, cannot be achieved or where the lack of adequate off-street car parking would result in congestion or road safety problems.

5.4.38 The subdivision of large houses into smaller units can make a useful contribution to the housing stock but will not be encouraged where neighbouring properties will be adversely affected. There may be particular reasons why buildings in Conservation Areas or the quieter residential areas are not suitable for conversion.

Policy HS11: The conversion of suitable buildings to Houses in Multiple Occupation will be permitted except where acceptable internal space standards, communal facilities and external amenity space cannot be achieved or where lack of adequate off-street parking would result in congestion or road safety problems.

5.4.39 Experience has shown that a separate policy concerning Houses in Multiple Occupation is required to deal with the standards to be applied to non-self contained dwellings. “Acceptable internal space standards” will be assessed in consultation with the Housing and Environmental Health Officers of the Council.

Policy HS12: Extensions to dwellings will be allowed providing:

(i) there is no harmful effect on the visual amenities of the immediate locality and on the character and appearance of the dwelling itself;

(ii) they would not significantly reduce the daylight or private open space available to the dwelling;

(iii) they would not significantly reduce the daylight available to adjacent dwellings, or the privacy and visual amenity of adjacent residents;

(iv) the proposal does not result in the loss of 50% or more of the undeveloped curtilage area; and

(v) the proposal accords with the relevant policies for Conservation Areas and Listed Buildings.

5.4.40 While house extensions can add to the comfort and value of a home, the Council is anxious to protect and enhance the amenities of existing residential areas. Planning legislation already allows generous extension to existing dwellings without the need for planning permission. Larger extensions should only be tolerated where they can clearly be shown not to cause undue harm to the residential environment. Further guidance will be included in a Design Guide for residential development to be published in due course.
Policy HS13: Proposals for the extension of existing 1 and 2 bedroomed dwellings, located outside the development limits defined on the Proposals Map Insets will only be permitted where:

(i) they satisfy all the criteria in Policy HS12 and,

(ii) the proposal does not result in the floorspace of the original dwelling being increased by more than 50%.

5.4.41 When assessing proposals to extend houses in the open countryside, the Council will address two issues:

(a) Because of the policy of resisting non-essential new-build dwellings in the open countryside, it is essential that a good range of existing housing is retained. The demand for houses in the open countryside is high and there is a trend for small houses to be bought and then for proposals for substantial extensions to be received. Sometimes these can result in the original floorspace of the dwellings being more than doubled. The result is the replacement of a small dwelling with a large, attractive, expensive dwelling in the open countryside. It is essential that rural areas retain a stock of small dwellings, they are more affordable and provide accommodation for smaller households.

(b) Occasionally, proposals for the extension and refurbishment of dwellings in the open countryside would result in what is, in effect, a new dwelling. Such a proposal would be contrary to the aim of national policy to resist new non-essential dwellings in the open countryside.

5.4.42 Accordingly, it is considered appropriate to restrict the size of extensions to small dwellings in the countryside. The figure of 50% of the original dwelling will not be rigidly imposed and will be used as a guide. There may be personal circumstances, e.g., disability, which may justify exceptions to the policy. For the purposes of the policy "the original dwelling" is defined as the dwelling as existing at the time the Council approved the Deposit Version of this Local Plan (July 1997). The floorspace of garages built since the original dwellings will not be taken into account.

5.4.43 An effect of the policy will be that houses already extended by more than 50%, will not be able to be further extended. Proposals for the minor alteration or minimal extension of such properties may be acceptable, each such proposal being treated on its merits.

Affordable/Local Need Housing

5.4.44 The government continues to expect the planning system to bring forward low cost/local need housing in both urban and rural areas (PPG3). The provision of affordable housing is one of great concern to the Council. The Council’s own ability to provide low cost homes has been virtually completely curtailed by new financial regimes, by "right to buy" legislation and by transfer of remaining housing stock housing associations. Yet there is still considerable demand for low cost housing in Allerdale as evidenced by the Housing Strategy. Unfortunately, the Council is unable to respond to such demand by building houses itself. The Council must now act as an "enabler" by supporting Housing Associations or Trusts in their enlarged role as the sole providers of new "social housing".

5.4.45 There appear to be two aspects to the problem of providing affordable housing.

(i) The numbers of smaller and more elderly households are growing. At the same time the provision of new private housing is almost exclusively limited to family sized accommodation, taking no account of the needs of such households on low incomes. In some urban areas there is now a shortage of such accommodation. In some towns e.g. Workington there is no absolute shortage of dwellings but there is an imbalance in the type of dwelling available, with too few smaller units. In other towns e.g. Cockermouth, there is an absolute shortage though the need is coming predominantly from small households.

(ii) In rural areas, rising relative house prices, caused by second home purchase and the rise in numbers of commuting residents, makes it increasingly difficult for local people on low incomes to find accommodation in their local community. The problem is most serious
Government Guidance in PPG3 and a recent Circular 6/98 "Planning and Affordable Housing" allows local planning authorities to address both these aspects of the problem. The former can be addressed by requiring an element of affordable housing within approved or allocated sites and Policy 32 of the Joint Structure Plan also allows for this. The latter is more problematical, but can be addressed by allowing for local need/affordable housing on land which would not otherwise be approved, i.e. through so called "exceptional sites", outside development limits, not allocated for housing. The Joint Structure Plan caters for this at Policy 44.

**Policy HS14:** Within defined development limits, on appropriate sites, either allocated or unallocated, the Council will seek, by negotiation with developers, the inclusion of an element of affordable housing for local need subject to there being evidence showing that need for affordable housing of the type and quantity suggested exists in the locality.

This policy offers an opportunity to provide affordable housing where there is a demonstrable lack of such housing to meet local needs. The onus will be on the Council to provide the evidence for such need on "quota" sites. Planning Policy Guidance Note 3 states that the willingness of a developer to include an element of affordable housing in accordance with a policy will be a material consideration when planning applications are assessed. Therefore, the Council would expect that such provision on appropriate sites will be by negotiation. The Council will look to Circular 6/98 on this issue. In the rural areas many housing surveys have been carried out and the Council will support further surveys. Some of these surveys are out of date and will be replaced. Furthermore, the Council, has undertaken a borough wide housing needs survey which indicates that, if trends continue, there will be a need for 546 social dwellings in the period 1997 to 2010. This Plan states that the Council will negotiate a quota of affordable dwellings on two sites in Thursby and Cockermouth, (see Rural Areas Housing and Cockermouth Housing sections below). Further guidance on possible quotas of affordable housing will be given in site specific development briefs for each housing site allocated in the Local Plan. With regard to thresholds, the Council will look to Circular 6/98 for advice; in settlements of 3000 plus population the Council may only seek quotas on sites of more than 25 dwellings or 1 hectare in size. The Council is unlikely to ask for a quota of more than 20% of the total dwellings on such sites. In rural areas thresholds will be lower and will be variable depending upon local circumstances e.g. the level of need. Percentage quotas in rural areas will also depend upon local circumstances.

**Policy HS15:** Proposals for small scale housing outside development limits of Local Centres and Limited Growth Villages for which there is a proven local need will be considered favourably only if:

(i) clear evidence is produced to accompany any planning application, showing that need for the type and quantity of housing proposed exists within the locality;

(ii) the proposed site is well related to the relevant settlement;

(iii) the design of the housing, materials, site layout and landscaping meet the normal policy requirements;

(iv) the development will not give rise to unacceptable traffic generation or prejudice road safety; and

(v) a legally binding agreement is entered into by the developer or a condition is applied which ensures that, in perpetuity, the occupants of all proposed dwelling(s) are inhabitants of the locality and that the benefits of affordability remain available to the subsequent as well as the initial occupier(s).

This policy relates to the provision of local needs housing through the rural exceptions sites policy. By allowing for such proposals as an exception to normal policy it means that housing can be provided outside the normal play of market forces. In particular the land for the development should be made available at a greatly reduced cost, and the cost of providing the dwellings is thereby greatly reduced,
making them affordable. Evidence of need may be provided either by the applicant or via any up to
date local housing needs survey that may exist. The Rural Areas Housing section below, lists those
villages designated as Local Centres or Limited Growth Villages and also lists those villages where
surveys have indicated that a need for affordable housing exists.

5.4.49 PPG3 advises that "exceptional" sites should relate well to local services and infrastructure.
Indeed, it is logical that those on low incomes should have easy access to facilities, such as schools
and public transport. Accordingly, it is considered appropriate to restrict such proposals to the
larger villages with the widest range of services, ie the Local Centres and Limited Growth Villages as
defined by the settlement hierarchy. It is expected that compliance with the above policy will in
practice only be achieved by Housing Associations or Housing Trusts.

5.4.50 For the purposes of the above policy the following definitions are adopted.

(i) Locality: because we are restricting the type of village where such development is
appropriate the normal "locality" will be the relevant Parish. However, where single parishes
do not include a Local Centre or Limited Growth Village the "locality" may be defined as
an appropriate group of parishes.

(ii) Inhabitant: those people who are in need of affordable accommodation and who:

(a) Are resident in the “locality” in inadequate accommodation incapable of being made
adequate, or

(b) Have strong local connections with the “locality” through previous residency and family
association, or

(c) Have permanent employment in the “locality”.

It will be expected that the initial and subsequent occupants of the dwellings will be
inhabitants of the locality. However, if the managing authority of the dwellings has difficulty
in filling a vacancy after say, 3 months, then inhabitants of parishes adjoining the
"locality" become eligible. If after another 3 months a vacancy is not filled inhabitants of
Allerdale would become eligible. In the unlikely event that after 9 months the vacancy is
still not filled then inhabitants of Cumbria will become eligible. It would not be
appropriate to widen eligibility beyond Cumbria.

(iii) Small Scale: no rigid limit to the number of dwellings would be appropriate. Proposals will
be expected to be related to the identified need and to relate well to the relevant settlement
in terms of scale and siting. It is considered unlikely that proposals for more than 12
dwellings will be appropriate.

(iv) Affordable Housing: refers to housing which is normally affordable to people on low incomes
including, in certain areas, open market housing, and in all areas, housing the cost of which
includes an element of subsidy. Affordable housing for local needs normally refers to
housing, the occupancy of which is restricted to people who qualify for local needs housing
and which are available for purchase, part purchase or rent at a cost below normal market
cost.

Policy HS16: Proposals for small scale exceptional affordable/local needs housing
developments on sites other than those adjacent to Local Centres
and Limited Growth Villages will not be permitted except where:

(i) any Local Centre or Limited Growth Village is remote, the site
is well related to a village or group of dwellings, which
preferably has some public service(s)/facility and,

(ii) the proposal meets criteria (i), (iii), (iv) and (v) of Policy HS15.

5.4.51 As with Policy HS15 this Policy relates to the provision of local needs housing through the rural
exceptions policy. As noted in paragraphs 5.4.16 and 17 above, there are areas of Allerdale remote
from any villages designated in the settlement hierarchy. In such areas it may be appropriate to relax the requirements of Policy HS15 as long as the proposal meets the other relevant criteria of Policy HS15, and meets the design requirements of the Local Plan. Whilst it is not proposed to define remote areas, the main areas to which this policy may relate are Westward and Sebergham Parishes and parts of the Parishes of Holme St Cuthbert, Holme Abbey, Bromfield, Aikton and Bowness. For the purposes of Policy HS16 definitions of terms are the same as for Policy HS15.

5.4.52 Occasionally there will be people in rural communities who can afford to build themselves a home but who have genuine difficulty in finding an affordable site or house within villages. In such circumstances it may be appropriate to allow exceptional permissions for single dwellings adjacent to the smaller villages or, in remote areas, adjacent to appropriate groups of dwellings where a need for affordable housing is proven (appropriate groups are defined as closely related groups of 3 or more dwellings, dispersed groups of dwellings may not be considered appropriate). Proposals for local needs dwellings in isolated situations will not be permitted. Policy HS15 defines local need terms.

5.4.53 Additionally, it is important that any dwelling built under the above policy should remain available to local people at an affordable price. Accordingly, proposals for particularly large dwellings which, even with restricted occupancy, would not be affordable to local people not normally able to compete in the housing market, will not be approved. In order to test the affordability of each proposal the Council will make a valuation of the proposed dwelling with the appropriate restricted occupancy constraint and compare this valuation with average income in the relevant locality. This will mean that all proposals for individual dwellings must include sufficient details for such a valuation to be made.

**Housing Renewal**

5.4.54 Allerdale's Housing Strategy has the following objectives among others:

- To ensure the replacement of obsolete housing with well designed new property in appropriate urban, village and rural locations;
- To encourage investment in the existing housing stock so that it continues to provide a reasonable standard of accommodation for the remainder of its expected useful life.

In addition, the Development Strategy in Chapter 2 includes the Key Principle:

- To promote the renewal/enhancement of older areas of housing.

5.4.55 Surveys carried out by the Council have shown a considerable level of unfitness in both the private and the public sector housing stock. Significant resources over a long period will be required to remedy this situation. At present there is a significant shortfall in resources and the consequences for the future are of major concern.

5.4.56 Priorities in the Housing Strategy for the social housing sector are (i) Completion of Frostoms Estate Action Area, (ii) Completion of Moorclose Estate Action Area and (iii) Salterbeck Estate Scheme. All these are in Workington where the most severe problems of disrepair/unfitness occur, especially in the older areas of social housing. The Housing Strategy accepts that there is a valid argument for scaling down the size of the public stock in Workington, to replace it with a more appropriate range of dwelling type and tenure. Outside Workington generally this does not apply as there is often a shortage of social housing of all types.

**Cockermouth:** social housing stock is in decline and there is a significant shortage of social housing. Recent developments have addressed some of this deficiency but a need for family housing remains.

**Maryport:** as in Workington there is no real shortage but there is an issue of housing range and quality.

**Wigton:** accommodation for the elderly required.

**Silloth:** there is a waiting list with a low turnover, some modest provision required.
Aspatria: as with Silloth there is a low turnover. Though there was recent evidence of need, this appears to have evaporated.

In the rural areas some of the larger villages have areas of social and private sector housing which require attention, eg Flimby and Great Clifton. There are also numerous unfit individual dwellings. As we have seen there is a serious shortage of social housing in some rural areas.

The Council will, in conjunction with appropriate social housing landlords, seek to improve the residential environment of social housing estates in accordance with the priorities set down in the Borough Council’s approved Housing Strategy. As stated above there are several significant estate improvement schemes in Workington and there may be others identified in future by the Housing Strategy. The Council will support appropriate improvement proposals to such estates. Public Sector Estates are defined as those managed by the Borough Council, or properly constituted Housing Associations and Housing Trusts.

Occasionally, proposals for such estates may entail significant demolition. In Salterbeck this is the case and it is anticipated that over 100 dwellings may be demolished. It is proposed to replace these with a different mix of dwellings and although the end result may be a slight reduction in the number of dwellings, this will not be of a magnitude to affect the Housing Target in the Local Plan. The Joint Structure Plan has made a small allowance for demolitions in the calculation of Allerdale's housing target.

In the private sector, previous legislation allowed the Council to target improvement grants to groups of properties and applicants in order to use its resources effectively. This is no longer the case under the Local Government and Housing Act 1989 where mandatory grants to any eligible applicant are given priority. This means that opportunities to declare Renewal Areas and Group Repair Schemes under the 1989 Act are restricted by lack of resources. Nevertheless two Renewal Areas have been declared at Grasslot in Maryport and Mossbay in Workington and the Housing Strategy gives these priority for future investment. More recently the decision has been made to pursue a Renewal Area in Central Maryport.

The Council will seek to improve the residential environment of designated Housing Renewal Areas in accordance with any priorities set down in the Borough Council’s approved Housing Strategy. The priority will be to complete the schemes at Grasslot and Mossbay. It may be that the Council will seek to use Group Repair Schemes more often in future, where resources allow, using whatever resources may be available for environmental improvements. Areas which are likely to be considered in future, include Netherton, Maryport, a part of Flimby and Bowflatts in Great Clifton. (See Policies MHS4 and RHS7 and RHS8). It may also prove necessary to revisit parts of Workington which have been improvement areas under previous legislation.

Housing and Energy Conservation

The Environment Chapter includes policies which seek the efficient use of energy resources and the reduction of carbon dioxide and other greenhouse gas emissions. Policy EN2 has implications for the siting, form, density, layout and orientation of medium to large developments but small housing developments should also address this issue.

Policy HS17: The Council will, when assessing proposals for residential development, require proposals to be energy efficient in terms of their siting, form, density, layout, orientation and design. Proposals which are considered to be energy inefficient to an unacceptable degree will be refused permission.

All new housing proposals must, of course, conform with the building regulations which contain strict insulation requirements. However, as explained in para 4.4.3 above, much more than this can be done. Sensitive siting, screening and orientation of dwellings can influence heat loss and solar gain. The siting of dwellings in exposed positions should be avoided. There may be occasions when the requirements of energy efficiency are in conflict with the design policies of the Local Plan, especially where Listed Buildings and Conservation Areas are concerned. In such cases precedence will be given to Listed Building, Conservation Area, and "local distinctiveness" policies. For example, there may be occasions where proposals including sealed-unit double glazed fenestration would be contrary
to conservation policies, in such cases alternative energy saving measures should be explored eg secondary double glazing.

Gypsy Sites

5.4.63 The Council recognises the need for the gypsy and itinerant population of Allerdale to have sites for their caravans. To this end Policy HS18 has been drafted in order to promote provision of appropriate facilities for gypsies.

Policy HS18: In considering planning applications for residential or transit gypsy sites, the Council will take into account the following criteria:

(i) the location of the site in relation to adjoining land uses; in particular residential uses; and

(ii) the access to the site; and

(iii) the cost of providing the necessary utility services; and

(iv) the degree of natural screening available on the site.

5.4.64 It is no longer the duty of Local Authorities to provide caravan sites for the gypsy population. However, the need for sites still exists, although the demand in Allerdale is modest. The maximum anticipated number of caravans in the Borough is about 20. Any proposal for sites will be assessed against the above criteria but will be expected to cater for both residential pitches to meet the needs of gypsies living in the Borough and transit pitches to cater for those visiting the Borough.

5.5 WORKINGTON/SEATON HOUSING

5.5.1 Workington is the largest town in the Plan Area and together with Seaton has a population of 31,722 (1991 Census), that is almost a third of the population of the Borough. This is a slight decline from the 1981 combined population of 31,887. However this slight decline hides more significant local trends with large declines in the Wards of Northside, Salterbeck, Westfield and Moorclose with significant growth in Stainburn, Seaton and Harrington. Workington and Seaton have experienced the national trend of increasing numbers of households such that in recent years new house building has averaged over 100 dwellings per year. In 1981 Workington/Seaton had a total of 11,632 households but by 1991 this had risen to 12,804, an increase of 10%. Workington/Seaton has provided almost half of all new houses on large sites (10 plus houses) in Allerdale in recent years.

5.5.2 Paragraph 5.4.23 above sets down a broad strategy for Workington/Seaton. It is designated as the Main Settlement in the settlement hierarchy where a significant proportion of new housing development should take place, in line with the Joint Structure Plan and the sustainable principles of this Local Plan. The target for new housing allocations in Workington/Seaton is set at 600 dwellings which at a density of 30 dwellings to the hectare leads to a land requirement of 20 hectares.

5.5.3 In addition, in Workington, if not in Seaton there are significant problems of the unfitness and poor condition of existing houses, particularly in some of the larger social housing estates. Allerdale’s Housing Strategy addresses this issue and the Local Plan supports this Strategy.

Housing Distribution

5.5.4 Paragraph 5.4.22 above sets down the criteria taken into account in allocating sites for residential development. The criteria incorporate environmental and infrastructure elements but also past building rates. In other words allocations must take into account where people wish to live, such an approach is recommended in Planning Policy Guidance Note 3.

5.5.5 In Workington and Seaton, past building rates indicate that demand for new housing is greatest in Stainburn, Harrington, Moorclose and Seaton itself. By applying these criteria to potential sites it is considered that the following areas can assimilate more residential development.
Such a strategy is compatible with the principles agreed in the Workington/Seaton Settlement Paper published in April 1996.

**Housing Allocations**

5.5.6 In addition to the previously allocated sites retained under Policy HS3 above, the following allocations are proposed:

**Policy WKHS1:** 10.25 Ha are allocated for residential development at Ashfield Road South, Moorclose.

5.5.7 This is a large site, adjacent to a housing site currently being developed by a local developer. Because of its size the site will be best developed in phases. There are substantial, recently planted tree belts on site, the retention of which will reduce the developable area. As a substantial extension of the built-up area into open countryside, sensitive design and advanced landscaping will be required. An important issue will be the provision of open space and whether on-site provision is required. The Council will prepare a development brief for the site which will address all such issues, which proposals shall be in accordance with. Indeed, the Council will prepare development briefs for all the new allocations in the Local Plan. It is emphasised that this allocation is in addition to the site at Ashfield Road South which is listed in Table 5 and which, at the time of writing, has a valid planning permission.

**Policy WKHS2:** 1.2 Ha is allocated for residential development at Workington Infirmary

5.5.8 West Cumbria Health Care Trust intend to rebuild Workington Infirmary. The latest information that the Council has is that the Trust propose to rebuild on that part of their present site to the north west of the former railway now a cycleway/footpath. This would release that part of their present site south east of the former railway for re-development and housing is considered to be the most appropriate use for the site which fronts Mason Street and Honister Drive. Again the Council will prepare a development brief for the site, which proposals should be in accordance with.

**Policy WKHS3:** 2 Ha is allocated for residential development at Moor Road, Stainburn.

5.5.9 This site, on the north east side of Moor Road is considered the most appropriate site for a residential allocation in Stainburn. Stainburn is the fastest growing ward of Workington and it is considered appropriate to allocate a site here in order to have a full range of housing sites available in Workington. The site will be close to the Gt Clifton/Stainburn By Pass when built, but should not be prominent from the new road which should be in cutting at this point. The site is crossed by a 33 KV overhead line which will need diverting at the developer’s expense. A water main also passes close to the eastern boundary of the site. Development shall be in accordance with an approved development brief.

**Policy WKHS4:** 3.2 Ha is allocated for residential development at Croftfield Road, Seaton.

5.5.10 Seaton has been the location of a significant amount of housebuilding in recent years and it is anticipated that a similar demand will continue for the foreseeable future. A large site off Barncroft Close with planning permission will cater for demand for the first half of the Plan Period. In order to cater for the later part of the Period and to offer a range of sites, it is considered that further allocations are justified. The above site is a logical extension of Seaton into a non-prominent area and it is readily accessed and serviced. Development shall be in accordance with an approved development brief.

**Policy WKHS5:** 3.5 Ha is allocated for residential development at Lowca Lane, Seaton.
5.5.11 This site is considered to be a rounding-off of Seaton between Lowca Lane and the Barncroft Close development. The site does not include the whole of field O.S 0006 because the western portion of the field begins to slope down towards the coast road and the field is on the skyline when viewed from the west. It is imperative that this skyline is not broken and so the western boundary of the site has been located so as to avoid this. The site also includes part of Hazel Gill which is a designated County Wildlife Site being a semi-natural ancient woodland. The development brief, which proposals shall be in accordance with, will address all these issues. It is estimated that the developable area of the site is about 3 Ha.

5.5.12 The land requirement for Workington/Seaton is about 20 hectares:

<table>
<thead>
<tr>
<th>Site</th>
<th>Size</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ashfield Road South</td>
<td>10.25 Ha</td>
</tr>
<tr>
<td>Workington Infirmary</td>
<td>1.2 Ha</td>
</tr>
<tr>
<td>Moor Road, Stainburn</td>
<td>2.0 Ha</td>
</tr>
<tr>
<td>Croftfield Road, Seaton</td>
<td>3.2 Ha</td>
</tr>
<tr>
<td>Lowca Lane, Seaton</td>
<td>3.0 Ha</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>19.65 Ha</strong></td>
</tr>
</tbody>
</table>

The above allocation total satisfies the housing requirement for Workington/Seaton.

**Housing Renewal**

5.5.13 The strategy and priorities for the improvement of the existing housing stock in Workington has already been set out above. Paragraph 5.4.57 supports the improvement of public sector housing areas and paragraph 5.4.59 supports the improvement of appropriate areas of private housing.

5.5.14 In the social sector in Workington the priorities in the approved Housing Strategy are:

(i) Final completion of Frostom's Estate Action Area  
(ii) Completion of Moorclose Estate Action Area, and  
(iii) Salterbeck Estate Scheme

**Policy WKHS6:** Subject to other relevant policies of the Local Plan, the Council will approve proposals to improve the residential environment of Frostom's, Moorclose and Salterbeck Estates.

5.5.15 On the completion of the above schemes the major problems of social sector disrepair and unfitness will have been addressed. The term "Residential Environment" encompasses improvements to both the natural and the built environment.

5.5.16 With regard to the private housing sector we have seen above that the main obstacle to the improvement of private sector housing is a lack of resources and the priority given to mandatory grants. This means that the opportunities for the Council to declare Renewal Areas and Group Repair Schemes is restricted. There is also the problem that few, if any, of Allerdale's older housing areas meet the criteria for Renewal Area Status, eg a minimum of 300 houses with a high percentage being officially unfit. Nevertheless, one Renewal Area at Mossbay has been declared in Workington and completion of this scheme has priority in the Council's Housing Strategy.

5.5.17 Paragraph 5.4.60 supports proposals to improve the residential environment of Renewal Areas, residential environment being defined as above.

**Policy WKHS7:** Subject to other relevant policies of the Local Plan, the Council will approve proposals to improve the residential environment of the Mossbay Renewal Area.

5.5.18 There are no present proposals to designate further Renewal Areas in Workington (or Seaton). The emphasis will probably be on Group Repair Schemes in future. There are certain areas of older
housing in Workington which may be surveyed in future with a view to such designation. It may even become appropriate to "revisit" areas which have been subject to improvement schemes in the past. For instance, it is now 20 years since work was carried out in early General Improvement Areas. The Local Plan will support the priorities set down in the Council's approved Housing Strategy.

Affordable Housing

5.5.19 The Housing Strategy has stated that there is a case for the reduction of the social housing stock in Workington and that there is no absolute shortage of social housing. However, there is a shortage of certain types of accommodation. The larger estates in Workington are predominantly of family housing whereas the current demand is mainly from single people and the elderly. Thus, there is a need to change the dwelling mix and the estate refurbishment schemes at Frostoms, Moorclose and Salterbeck are addressing this issue. There is also a need to diversify tenure.

5.5.20 There being no absolute shortage of social housing in Workington, it would be inappropriate to require developers to provide quotas of such housing on development sites. However, there may be times when it would be appropriate for the Council to seek the provision of a certain type of dwelling on appropriate sites to ensure that the dwelling mix is in line with demand. In such cases Policy HS14 will be invoked and the Council will negotiate with developers in order to secure the provision of the appropriate dwelling type.

Housing in the Town Centre

5.5.21 It is government guidance to promote mixed uses where appropriate and to inject "life" into town centres. One way of doing this is to ensure the retention of a significant residential presence in town centres. Workington Town Centre retains houses in close proximity, eg Warwick Place, but there are other areas which would benefit from a greater residential presence. Unused floors above shops in particular could be brought into beneficial use.

Policy WKHS8: Within and adjacent to the defined central area of Workington, permission will not be granted for the changes of use to retailing or commercial use in the following areas:

(i) The Peter Street/John Street area
(ii) Brow Top
(iii) Warwick Place/Lismore Place

5.5.22 It is important to safeguard the residential amenities of those areas close to the town centre where pressures for non-residential use may be expected. Other areas, not mentioned, are subject to normal development control criteria and other relevant planning policies. The issue of the use of upper floors is addressed in Chapter 12.

Station Road Community Improvement Area

5.5.23 The Station Road, Falcon Place, and Fisher Street area of Workington was, at one time, the centre of the local community and a thriving commercial area. Hagg Hill was the location of the popular street market. However, the area is going through a period of significant change and there is a need to identify a framework to guide and accommodate this process. It is appropriate therefore, to take a comprehensive approach in the Local Plan and although this chapter is concerned with housing, it is proposed to include policies on all the relevant issues in the area at this stage.

5.5.24 The redevelopment of the town centre in the early 1970's and more recent development such as the pedestrianisation of Pow Street and out of town shopping developments, has resulted in a significant decline in the area's commercial economy. The commercial "centre of gravity" of Workington has shifted eastwards leaving many businesses in a fringe area and in a marginal economic condition.

5.5.25 Station Road is still a main artery into and through the town and provides a convenient link with the railway station. Unfortunately, this road exhibits a poor image. There are a number of large empty buildings, existing buildings and businesses appear poorly maintained and the standard of design in conversions has not been high. The overall impression is not encouraging. Nevertheless, the area still has a substantial number of attractive Victorian buildings which are worthy of retention and whose
beneficial use is crucial to the character and appearance of the area. The following framework is therefore put forward to guide future development and a crucial part of this is to ensure that attractive buildings and features are retained and new development is to a high quality of design.

Role of Shopping

5.5.26 The area still provides an important location for low cost and specialist shopping. There is a danger with such uses that because business turnovers are often low the ability of owners/occupiers to adequately maintain or alter premises is weakened. Nevertheless, it is seen as important to the local community that this shopping function is retained wherever possible.

Policy WKSR1: Proosals for new retail uses in Fisher Street, part of South William Street, and on Station Road between New South Watt Street and Milburn Street will be approved, subject to the other relevant policies in the Local Plan in the following areas:-

(i) no 38 South William Street to no 40 Fisher Street; and

(ii) nos 53-59 (incl) Oxford Street.

Conversely, proposals for the change of use of existing shops in these streets to non-retail uses will not be approved unless it can be shown that the proposed use, with any requisite alterations, would be of significant benefit to the community in environmental, social or economic terms.

5.5.27 Whilst there are shop premises scattered throughout the area the above streets accommodate a limited but important retail function, and it is considered realistic to concentrate the effort to retain retail users in these streets.

Falcon Place

5.5.28 This is an important, large, urban space, dominated by car parking, which provides little positive benefit for the local community and adds little to the setting of St Michael's Church Yard. Yet this space, with imaginative treatment, could make a significant contribution to the character of the area.

Policy WKSR2: The Council will, subject to the availability of resources, approve appropriate environmental improvement of Falcon Place. Any scheme of improvement must include a review of car parking provision.

5.5.29 The level of provision of car parking in Falcon Place seems generous, but such provision detracts from the visual appearance of the space. It is right that this level of provision be reviewed as part of any scheme.

Gordon Street/South Watt Street

5.5.30 This vacant site located between the above streets is a significant gap which detracts from the appearance of the area. The site is in two ownerships, has a number of lock-up garages and is on different levels. The site has been allocated for residential development in the previous Local Plan and has been re-allocated in this Local Plan by Policy HS3. Adjacent to the site, fronting Oxford Street is a shelter and toilet block, the future of which is under review. It may be appropriate to include this within the allocation.

Dean Street/Bishop Street

5.5.31 Dean Street/Bishop Street is a narrow residential cul-de-sac, which has seen some new housing development and an increase in on-street parking. There is a vacant warehouse to the rear of Dean Street for which a viable use is required. However, it is important that any development/change of use in this area should assist in improving the on-street car parking situation and the physical environment.

Policy WKSR3: In the Dean Street/Bishop Street area, proposals for development or
changes of use should contribute to improving the physical environment. Proposals which exacerbate any on-street parking problem will not be approved.

5.5.32 In contrast to Falcon Place, the Dean Street/Bishop Street area suffers from a shortage of on-street parking and it is important that this problem is not exacerbated by development or changes of use.

The Former Station Hotel Site

5.5.33 Situated adjacent to the station this site could provide improved interchange facilities and/or park and ride for the railway, especially if it is included as part of the large former goods yard site to the south. (See Policy EM2).

Policy WKSR4: The Council will, subject to other relevant policies of the Local Plan, approve commercial or residential development of the former Station Hotel site, which provides an attractive street frontage and transport interchange and/or park and ride facilities.

5.5.34 The improvement of interchange facilities at the station would be in accordance with sustainable principles. It is unfortunate that the station is now poorly related to the town centre and other local facilities and any improvement in the links between the station and the town will be encouraged.

The Former Goods Yard

5.5.35 To the south of the former Station Hotel site (but separated from it by buildings in use as a repair garage) is the former goods yard. This is a long site of 2.5 Ha with a short frontage to the A597. In the Southern Allerdale Local Plan the site was allocated for employment related uses. The site is re-allocated in this Local Plan under Policy EM2. As explained under that policy, to encourage the beneficial use of the site, a wide range of uses would be acceptable, within certain limits. The opportunity exists to link it with the sites of the adjacent garage and the former Station Hotel site.

Pirt's Engineering Workshop

5.5.36 These workshop premises on the A597 north of the station are vacant and in danger of serious deterioration if a viable use is not found in the near future. Part of the workshop is a Listed Building which must be retained and maintained, other less attractive buildings on the site may be suitable for re-use but many would benefit from demolition and redevelopment.

Policy WKSR5: Proposals for the re-use/redevelopment of Pirt's Workshop for appropriate industrial or business use will be approved subject to the retention of the Listed Building and to the other relevant policies of the Local Plan.

5.5.37 These premises are close to residential properties and the range of appropriate industrial uses will be restricted by the need to protect residential amenity. Nevertheless, the Council will be prepared to take a flexible stance on these premises in order to secure a viable use and the retention of the Listed Building.

Rugby League Club

5.5.38 Workington Town Rugby League Club is adjacent to the area, and its presence has an impact on certain sites and properties. The success of the Club is of significant benefit to the town. However, the sport of rugby league is in a state of some uncertainty at present and the retention of the Club on its present site is by no means certain. However, there are no concrete proposals for any relocation and for the purposes of the Local Plan it is assumed that the Club will remain on their present site.

5.5.39 Perhaps the most obvious issue which concerns the Club and the area is car parking. The parking of
cars on certain areas of land is degrading the local landscape character and is a constraint on possible environmental improvement. More formal arrangements are needed which are better related to the stadium and which allow for some landscape enhancement around the ground. The Council will liaise with Workington Town Rugby League Club to agree more formal arrangements for car and cycle parking facilities near Derwent Park stadium, together with appropriate landscape enhancement.

5.5.40 On match days there is much on and off street parking close the stadium much of it unauthorised. In particular, "The Green" north of Church Street is regularly used by a large number of cars for informal parking. It is considered that this use should be formalised and controlled for the benefit of both the area and Club supporters.

**Conversion of Properties to Flats**

5.5.41 The changing and declining commercial character of the area means that there have been a number of conversions of large properties into flats and there remain a good number of properties which could be converted. Whilst securing viable uses for properties is to be welcomed, the impact of a large number of additional households on the area could be significant in terms of car parking and residential amenity. Policies HS10 and HS11 seek to control such conversions through the application of criteria such as on-street parking and residential amenity. In an area such as this where the cumulative impact of conversions can be significant the application of these criteria must be particularly careful. If the proposal entails the loss of a shop in the areas covered by Policy WKSR1 it will be refused permission.

**Design Standards**

5.5.42 It is unfortunate that the quality of design of new buildings and especially of conversions has not been high in the area. Often many fine details on buildings have been lost and the replacement detailing has been poor with unimaginative and inappropriate use of non-matching materials. The quality of design must be improved even in areas where it may be argued that poorly designed proposals have been approved in the past. This issue is important enough to justify a special policy to supplement the other design policies in the Local Plan.

**Policy WKSR6:** Within the Community Improvement Area, proposals for development and particularly for conversions should respect the character of existing buildings in scale, siting, massing, proportion and materials. Proposals for conversions should retain any existing traditional architectural features, and make a positive contribution to the character and appearance of the area.

5.5.43 Some conversions of shops, particularly in Station Road, to flats and dwellings have been poorly designed. Shop fronts have been removed, often with fine architectural details, to be replaced by bland elevations poorly related to the rest of the building often in non-matching materials. In retrospect such proposals should have been resisted and similarly designed proposals in the future will be refused.

**St Michael's Church and Churchyard**

**Policy WKSR7:** Subject to other relevant policies in the Local Plan, the Council will approve proposals for the development of St Michael's Church and Churchyard, which meet the wider needs of the community.

5.5.44 St Michael's, a Grade II* Listed Building and Scheduled Ancient Monument, and its yard are at the heart of this area. The site is perhaps the most important spiritually, architecturally and archaeologically in Workington. The renovation and restoration of the church offers a rare opportunity to incorporate other facilities of value to the community, and to secure improved pedestrian access and landscape enhancement. The churchyard must be one of the most important spaces in the town yet it is probably true to say that its potential as a facility is not fulfilled. There is scope to manage the area more for the benefit of the community and for wildlife.

**Environmental Enhancement**

5.5.45 There are important open spaces in the northern part of the area which are part of the wider Derwent Valley. In the Southern Allerdale Local Plan these were safeguarded from development and subject to enhancement. There are other smaller areas which should also be upgraded.
Policy WKSR8: The Council will, subject to the availability of resources, approve the appropriate environmental improvement of key areas of open space, for the benefit of the community as a whole.

5.5.46 Appropriate schemes will be those which cater for the wider needs of the community and which make a positive contribution to the environment and character of the area.

5.6 MARYPORT HOUSING

5.6.1 Maryport is the second largest town in the Plan Area with a population of 11,572 according to the 1991 census. This is a slight increase from the 1981 population of 11,547. As with Workington/Seaton this relatively static population total hides greater local variations with a significant decline in the population of Ewanrigg Ward and a large increase in Netherhall. The increasing number of households in Maryport has generated demand for 45-50 new dwellings per year in recent years and there is no reason to believe that this trend will not continue.

5.6.2 A broad strategy for Maryport has been set down above. It is designated as a Secondary Settlement where considerable housing growth is acceptable in principle, in line with the Joint Structure Plan and the sustainable principles of this Local Plan. The target for new housing allocations in Maryport is set at 125 dwellings which at an average density of 25 dwellings per hectare translates into 5 hectares of land.

5.6.3 There is also the issue of housing renewal in Maryport. In certain areas, notably Grasslot, and the town centre there have been and remain considerable problems of unfitness. Some social housing has been subject to improvement in recent years. The Housing Strategy addresses this issue and this Local Plan supports the Strategy.

Housing Distribution

5.6.4 Paragraph 5.4.22 above sets down the criteria to be taken into account in allocating sites for residential development. The criteria incorporate environmental, infrastructure and market elements. In Maryport, past building rates indicate that demand for new housing is greatest in Netherton with smaller infill developments elsewhere in most parts of the town. There has been considerable housing development at the harbour but it seems that demand at the harbour is low, because the most significant housing development there has taken some years to be sold.

5.6.5 The question of future housing at the harbour is an important issue. Table 5 above shows that as of 31.3.96 there was planning permission for 367 dwellings outstanding at the harbour. This is a very large figure which would require virtually all the remaining land at the harbour to be developed for housing at a very high density. This is now considered to be unacceptable and unrealistic. Even if all new housing in Maryport were to be built at the harbour, at an average of 45 units per year, it would be 8½ years before it were complete. In addition, the role of the harbour area in promoting Maryport’s economic regeneration would be prejudiced by such a level of housing development. Accordingly, as Table 5 shows, it is estimated that the harbour might accommodate a maximum of 24 dwellings during the Plan Period. This is considered to be a realistic figure, which will allow for a range of uses at the harbour. More is said about the harbour in the next chapter “Employment and Regeneration”.

5.6.6 It is therefore considered that the required new housing allocations for Maryport should be in the Netherton area, where the demand for new housing is greatest.

Housing Allocations

5.6.7 In addition to the previously allocated sites retained under Policy HS3 above, the following allocations are proposed:

Policy MHS1: 6 Ha is allocated for residential development at Netherton (o.s. field nos 6261 and 7245) subject to the provision of an informal childrens play area on site, the retention of the wooded area in the
northern part of the site and appropriate landscape treatment on the periphery of the site.

5.6.8 This site is adjacent to an existing development site and is a logical extension to this new housing estate. However, it is considered that this allocation should be the last extension to this particular estate. Any further extensions would be obvious intrusions into open countryside. Therefore, it is considered important that the edge of this development be treated so as to not have an abrupt transition between town and country. A group of mature trees on site should also be retained. The above requirements will reduce the developable area of this site to perhaps 5 ha. As usual a development brief for the site will be prepared, which proposals shall be in accordance with.

**Policy MHS2**: 1.05 Ha is allocated for residential development at the former Dobies Garage, Ellenborough.

5.6.9 This site has had planning permission for residential development in the past. Its allocation will mean the target for Maryport will be exceeded. However, the site is prominent and includes buildings which are unsightly and deteriorating. To encourage development which will constitute a significant improvement to the local environment an allocation is considered justified. A development brief will be prepared for the site, which proposals shall be in accordance with. Any potential developer must be prepared to remove the existing buildings and hardstandings and to deal with a watercourse which crosses the site in culvert.

5.6.10 The above allocations for Maryport total about 6 hectares of developable land. This is 1 Ha more than the stated target. However, the need to encourage the development of an unattractive site, and to offer a range of sites justifies this small over-allocation, in order to discourage the development of other large sites, not included in Table 5 or unallocated, Policy HS7 resists the development of such sites over 0.5 Ha.

**Housing Renewal**

5.6.11 The strategy and priorities for the improvement of the housing stock in Maryport have been outlined above. Paragraph 5.4.57 supports the improvement of public sector housing areas and paragraph 5.4.59 supports the improvement of appropriate areas of private housing.

5.6.12 In the public sector in Maryport comprehensive improvement works have been carried out in Ewanrigg in recent years. Following this there are no major problems of unfitness/disrepair in the public sector and there are no further commitments for estate based renewal. However, the Council will continue to monitor the situation in this housing sector in Maryport.

5.6.13 In the private sector, we have seen above that the main obstacle to comprehensive improvement is a lack of resources and the priority given to mandatory grants. This means that the opportunities for the Council to declare Renewal Areas or Group Repair Schemes is restricted. Nevertheless, Maryport has the first Housing Renewal Area declared in Allerdale, at Grasslot and the Council give top priority to the completion of this scheme.

**Policy MHS3**: Subject to other relevant policies in the Local Plan, the Council will approve proposals to improve the residential environment of the Grasslot Housing Renewal Area.

5.6.14 Subsequent to the completion of Grasslot Renewal Area, there are no further commitments for area-based housing renewal in Maryport. In the Southern Allerdale Local Plan an area of older housing at Netherton was identified for environmental enhancement but no scheme has come to fruition. This area still warrants attention and should be surveyed with a view to it being designated as a Housing Renewal Area, although there is no evidence at present to show that it meets the criteria for designation.

**Policy MHS4**: Subject to other relevant policies of the Plan, the Council will approve proposals to improve the residential environment of the older area of housing at Netherton, as identified on the Proposals Map.

5.6.15 Pending any survey and decision on Renewal Area status at Netherton, it is appropriate to support any proposals for environmental improvement in the area.
Affordable Housing

5.6.16 There is no evidence of a shortage of affordable housing in Maryport. However, should the situation change any shortage should be addressed via the allocated housing sites.

Housing in the Town Centre

5.6.17 Government guidance promotes mixed uses where appropriate and to inject "life" into town centres. One way of doing this is to ensure the retention of a significant residential presence in town centres. Maryport Town Centre retains dwellings within and in close proximity to the town centre but there are still properties vacant, e.g. upper floors above shops, which would benefit from a viable use. Policy MCO1 allows the Council to take a pragmatic flexible approach in response to proposals for changes of use in Maryport Conservation Area which includes the town centre.

Policy MHS5: Subject to other relevant policies the Council will approve changes of use to dwellings of appropriate properties within and adjacent to the defined town centre of Maryport.

5.6.18 Recent experience has shown that the boundary between the town centre and adjacent residential areas is difficult to define in Maryport. Shops on the periphery of the town centre tend to be economically marginal, retail and commercial uses come and go relatively often and a flexible approach is needed. However, notwithstanding this, the residential amenity of existing and proposed dwellings must be protected and although a flexible attitude will be taken on issues such as car parking and amenity space in order to encourage beneficial uses, where existing residential amenity is adversely affected or proposed residential amenity would be inadequate, permissions will be refused.

5.7 COCKERMOUTH HOUSING

5.7.1 Cockermouth is the third largest town in the Plan Area and is also the fastest growing town in West Cumbria. The resident population has grown from 7074 (1981 Census) to 7702 (1991 Census) and the number of households from 2604 to 3185, an increase of 22%. More recent estimates put the mid-1997 population at more than 8000.

5.7.2 These figures are partly explained by the national trend of falling household size but are mostly explained by in-migration. Cockermouth is a popular town and is subject to a high demand for new housing. The attractiveness of the town is likely to maintain housing demand at a high level. However, the environmental constraints on growth are such that a continuation of such a rapid rate of growth is not considered sustainable. Paragraph 5.4.24(iii) has already stated that based upon past building rates we would need to allocate land for about 300 houses in the town to cater for demand to 2006. Such a requirement could only be met by making some substantial allocations on the periphery of the town. As the town is surrounded by high quality landscape any such allocation must have some detrimental impact. This would put the character of the town as an attractive modest-sized market town in jeopardy.

5.7.3 The broad strategy for housing in Cockermouth designates the town as a Secondary Settlement, where some growth will be acceptable. In order to keep allocations in the open countryside to a minimum it is proposed to reduce the allocation "target" in Cockermouth to about 200 houses. Such a figure will still allow for some growth but will reduce the need to allocate greenfield sites. There remains the question of how much land this represents. The market demand in Cockermouth is likely to be for larger family dwellings at a lower density than average but, as we shall see, there is also a need for affordable housing including some smaller dwellings. It is therefore intended to assume an average density in Cockermouth below the normal figure of 25 per hectare; it is considered that a figure of 20 per hectare is a reasonable estimate which translates into a land requirement of about 10 hectares.

5.7.4 In Cockermouth, there are no real problems of housing renewal in either the public or private sectors. There is a continuing need to ensure the adequate maintenance of properties in the Conservation Area and this issue is addressed in the Conservation Chapter below.

5.7.5 Perhaps the most serious housing problem in Cockermouth concerns the issue of affordable housing. The popularity of Cockermouth as a place to live forces house prices up such that people on lower incomes are unable to buy or rent dwellings. The Housing Strategy attempts to define affordability at
£35-40,000 for house purchase and £35 per week for rent. It is clear that very little, if any, accommodation is available in Cockermouth at such cost. There is, therefore, considerable current demand for low cost housing in Cockermouth. The Housing Strategy seeks to address this issue and this Local Plan supports the Strategy.

**Housing Distribution**

5.7.6 Paragraph 5.4.22 above, sets down the criteria to be taken into account in allocating sites for residential development. The criteria incorporate environmental, infrastructure and market elements. Applying these criteria to Cockermouth suggests that allocations should be avoided on the river valley floors, on the slopes to the north of the town, in the area south of the town but north of the A66 which is visually prominent and locally important, and in open country to the south of the A66.

5.7.7 Attention is, therefore, focused on land to the east and west of the town. To the east there has been considerable residential development in recent years. However, the area relies on one road for access; Windmill Lane, and until an alternative access is available it is not considered appropriate to allocate any land in this sector of the town. It may be that a very large housing allocation could fund the provision of such an alternative access but it is considered that the scale of the required allocation would be excessive in relation to the above targets.

5.7.8 To the west there are similar highway problems. Fitz Road and Brigham Road are considered inadequate to serve significant further housing development without the creation of an extra access to Low Road. However, the scale of the allocation necessary to fund such an access is less than the eastern option and well within the above targets. Therefore, the western option is preferred.

5.7.9 However, it is not considered appropriate to have only one large allocation in Cockermouth. The preferred option is to seek to ease the access problems in the Brigham Road area and to provide for a range of smaller sites throughout the town, preferably on "brownfield sites".

**Housing Allocations**

5.7.10 Housing demand in Cockermouth will be met by sites listed in Table 5 plus the following allocations:

**Policy CHS1:** 10 Ha is allocated for residential development adjacent to Mayo Park and at Laithwaite rugby football ground subject to:- the provision of a vehicular access between the site and Low Road; the provision of adequate public open space on site or nearby; the provision of an adequate buffer between the proposed housing and the A66; the retention of mature trees on the site.

5.7.11 The requirements of this policy will reduce the developable area of the site to about 7.5 hectares. This site is perhaps the last substantial development site on the west of the town, being situated as it is, between the town, the A66 and The Fitz. Any further development in this sector would have to intrude onto the river plain, Fitz Park, or leap-frog the A66. A development brief has been prepared for the site, which development proposals shall be expected to be in accordance with. Important issues it will address include: screening from the A66, on-site trees, public open space and local distinctiveness.

5.7.12 The most important requirement in the development of this land is the provision of a new vehicular access from the site to Low Road. Fitz Road and Brigham Road which abut the site could provide access but both are considered inadequate, particularly at their junctions with Lamplugh Road (A5086), to serve such substantial additional traffic. The provision of the new access to link, through the site, is essential prior to the occupation of any of the proposed houses. A developer will be expected to enter into an agreement under Section 106 of the Town and Country Planning Act 1990 covering the construction and phasing of the new link.

5.7.13 Cockermouth Rugby Club are in the process of vacating their land at Laithwaite and moving to the playing fields at the former grammar school. The most appropriate alternative use for the Laithwaite site is residential. However, the southern portion of the site slopes steeply and should be a landscaped buffer separating the site from housing to the south. This buffer reduces the developable area to about 1 Ha. Access to this site should be via the new road constructed to serve site
5.7.14 Another important issue is public open space. Any developer of this site will be expected to conform to the policies in the Leisure Chapter concerning the provision of open space either through the direct provision of facilities or commuted payments or a combination of both. Land nearby, to the south of Brigham Road, was allocated as public open space in the Southern Allerdale Local Plan, this allocation has been carried forward in this Local Plan and the developer of the above site may wish to implement these open space requirements through this allocation.

5.7.15 This sector of Cockermouth has a shortfall of public open space, particularly in the provision of children's facilities both equipped and in the form of informal "kick-about area".

Policy CHS2: 2.5 Ha is allocated for residential development at the rear of Derwent Mills.

5.7.16 This is a "brownfield site" with a long, attractive frontage to the north bank of the River Derwent. There is here, the opportunity to create a very attractive riverside development which will enhance the Conservation Area. The site is within the Cockermouth Conservation Area, hence the development brief, which proposals shall be in accordance with, will require a high standard of design enhancing local distinctiveness, incorporating use of traditional materials. The developer will be required to submit a statement, with any planning application, showing how the proposal takes local distinctiveness into consideration. This site is close to the town centre and is on a level with it which makes the site particularly suitable for accommodation for the elderly and retired.

5.7.17 There is a site at Sullart Street currently occupied by the County Council’s Highways Depot. Although the County Council have informed us that they intend to relocate the Depot and vacate the site, such a move is subject to feasibility studies and consultation. Therefore, because the site remains in beneficial use it would not be appropriate to allocate it for housing now.

5.7.18 However, the most appropriate alternative use for the site is considered to be housing. If the site does become available during the Plan Period it would be treated as an acceptable “windfall” housing site. Because the site would be considered to be “brownfield” its development for housing would not be of concern even if it meant that the target of 200 dwellings for Cockermouth would be breached during the Plan Period.

5.7.19 Bearing in mind the past and present use of the Depot site there may be areas of contamination on site. The Council will need to be satisfied that any development proposals include an acceptable scheme for dealing with any contamination. The site is also adjacent to Cockermouth Conservation Area, thus any development must be of sensitive design taking local distinctiveness into account.

5.7.20 By totalling up the above sites and ascribing them notional capacities we can see if our target for the town has been met. Using figures for the developable area of the sites the figures are as follows:

<table>
<thead>
<tr>
<th>Area</th>
<th>Capacity</th>
</tr>
</thead>
<tbody>
<tr>
<td>Site CHS1</td>
<td>10 Ha</td>
</tr>
<tr>
<td>Site CHS2</td>
<td>2.5 Ha</td>
</tr>
<tr>
<td>-------</td>
<td>---------</td>
</tr>
<tr>
<td>12.5 Ha</td>
<td>200 dwellings</td>
</tr>
</tbody>
</table>

In terms of land we have a slight over allocation which means that if we are to meet the target of 200 dwellings, lower densities will be required. However, the above capacities are considered merely as guides and will not be rigidly imposed. Some flexibility in capacity will be acceptable but the Council would not wish to see the target of 200 houses significantly exceeded.

5.7.21 In order to encourage the development of allocated sites and those sites included in Table 5 before any other large sites, Policy HS7 seeks to resist the development of unallocated sites of over 0.5 ha.

Housing Renewal
The strategy and priorities for the improvement of the existing housing stock are set out above.

We have already stated that there are no real problems of housing renewal in Cockermouth in either the public or private sectors. Individual cases of unfitness/disrepair will be dealt with by the mandatory grant system where eligible.

The Derwent Street area of older housing has been a General Improvement Area in the past, which has resulted in a significant revitalisation of the area. There has been a policy in the Southern Allerdale Local Plan which sought to improve the residential environment of this area by the relocation of non-conforming, non-residential uses, and by the development of infill sites for housing or other appropriate uses. Whilst the worst of these offending uses have been moved and replaced by housing there are still problem sites.

Policy CHS3: The Council will, subject to other relevant policies in the Local Plan, approve proposals to improve the residential environment in the Derwent Street area, by the relocation of offending non-residential uses and by the development of infill sites for appropriate uses.

Whilst there are no apparent serious problems of housing renewal in Cockermouth the situation will continue to be monitored and any emerging problems will be highlighted in the Housing Strategy.

Affordable Housing

We have stated above that perhaps the most serious housing problem in Cockermouth is the lack of affordable housing both for sale and for rent. Waiting list information indicates that the shortage of vacancies in relation to waiting lists is acute in Cockermouth and that the need is most acute for single person households and the elderly although there is also a continuing need for family accommodation. At the time of writing, new development at Derwent Mills will address the single person and elderly needs, leaving the need for some family accommodation.

Accordingly, the Council will use Policy HS14 to provide affordable housing by means of "quotas" of such houses on appropriate sites. Bearing in mind the type of household that is in need, it is considered that the most appropriate sites for such housing are those to the rear of Derwent Mills (Policy CHS2) and part of the former rugby ground site (CHS1). Both these sites are close to the town centre with all its shops and services. There may be a case for negotiating a quota of family type housing on the site adjacent to Mayo Park, but before doing so the Council would need to be confident that an appropriate need exists, and in this would liaise closely with the Housing Department and Housing Associations.

Policy CHS4: Subject to other relevant policies, the Council will approve changes of use to dwellings of appropriate properties in Cockermouth Town Centre.

This policy will not relate to Primary Shopping Frontages where policy will remain that retail uses should be retained.

WIGTON HOUSING
5.8.1 Wigton is historically the largest and most important town of northern Allerdale. The resident population was 5,306 according to the 1991 Census. Unfortunately, because of boundary changes it is difficult to make a direct comparison between the 1981 and 1991 censuses but best recent estimates are that the population is static or subject to very slight decline. Recent estimates put the mid-1997 population at 5308, virtually static since 1991.

5.8.2 Despite this apparent decline Wigton has experienced an increase in households which has led to a demand for new housing at the rate of about 20 per year. Paragraph 5.4.24 (iv) has already stated that to maintain past building rates to the end of the Plan Period it would be necessary to make new allocations for 40 dwellings. However, it is considered that some growth over and above this figure could be regarded as sustainable given Wigton's role as an employment centre with good rail and bus connections. This is reinforced by the fact that the main employer in Wigton, UCB Films, has recently undertaken a large scale expansion creating significant job opportunities.

5.8.3 The broad strategy for Wigton designates the town as a Secondary Settlement where considerable growth is acceptable in principle. It is therefore intended to allow for a modest increase in annual completions from 20 to about 30. The target for new allocations is therefore raised to 150 dwellings or 6 hectares of land at 25 dwellings to the hectare.

5.8.4 In Wigton, there are no real problems of housing renewal in either the public or the private sectors. There is a continuing need to ensure the adequate maintenance of properties in the Conservation Area and this issue is addressed in the Conservation Chapter below.

5.8.5 With regard to social housing, waiting lists indicate a shortage of accommodation for the elderly in Wigton. The Housing Strategy seeks to address this and this Local Plan supports the Strategy.

### Housing Distribution

5.8.6 Paragraph 5.4.22 sets down the criteria to be taken into account in allocating sites for residential development. The criteria incorporate environmental, infrastructure, and market elements.

5.8.7 Although historically Wigton grew as a compact town more recent development has created a diffuse town, with significant areas of open space left undeveloped. Every part of Wigton has easy access to open countryside. Most of the town is low lying but to the north and north-west in the Station Hill area the land rises steeply making development more prominent. The new Wigton bypass, adjacent to the railway, now severs this area from thebulk of the town. Any further significant development to the west of the town would also be prominent given the open nature of the land on the western approaches to the town. Accordingly, it is considered that there should be no further medium to large scale development north of the by-pass or on the western approaches to the town. Attention is therefore focused upon the south and east of the town. The approved Wigton Settlement Paper included a principle to this effect.

5.8.8 The proximity of most parts of the town to open countryside and the presence of open space and "green fingers" within the town are assets worth protecting and the Environment Chapter above includes policies to protect them. It is intended therefore to meet the above housing targets by allocating a range of sites to the south and east of the town, close to existing areas of residential development but avoiding important undeveloped areas and areas where, due to topography, development would be locally prominent. Some low-lying areas close to the watercourses in the town (Wiza Beck, Black Beck and Speet Gill) are subject to flooding and should also be avoided.

### Housing Allocations

5.8.9 Housing demand in Wigton will be met by sites previously allocated and retained under Policy HS3, by sites listed in Table 5, and by the following new allocations:

**Policy WHS1**: 0.8 Ha is allocated for residential development adjacent to Howriggbank.

5.8.10 This is a small site on the north-eastern edge of Wigton and development here will be a logical "rounding-off" of the town in this sector. Being on the edge of the town, sensitive treatment of the northern and eastern boundaries of the site will be essential. Development shall be in accordance with
an approved development brief.

**Policy WHS2:** 1.6 Ha is allocated for residential development at Kirkland Road.

5.8.11 This site is obvious infill, on paddocks surrounded by residential development. Although not a particularly sensitive site, development will still be expected to conform to a development brief, and to respect the residential amenity of nearby residents. One issue here will be the provision of open space, particularly children’s playspace, which will be addressed either by on-site provision or appropriate commuted payments. Also, because the site is adjacent to Wigton Conservation Area, the developer will be required to submit a statement as to how they have taken “local distinctiveness” into account.

**Policy WHS3:** 3.4 Ha is allocated for residential development at the former Wigton Nelson Thomlinson Middle School, subject to satisfactory provision for appropriate open space by way of on-site facilities or commuted payments.

5.8.12 The County Council consolidated Wigton’s Secondary Schools into the former Grammar School premises leaving Nelson Thomlinson Middle School vacant. This large site, on the north side of Lowmoor Road (B5305) has become available for redevelopment and as a so-called “brownfield site” priority should be given to bringing it forward for appropriate development. Residential is considered to be the most appropriate use bearing in mind the need to allow for considerable housing growth in Wigton and indeed much of the site has now been redeveloped for residential use. The County Council have made available a site larger than the above allocation, including playing fields to the rear of the main buildings, a total of 5.5 hectares of land. However, bearing in mind the housing target for Wigton and the policy of making a range of sites available, it is considered inappropriate to allocate the whole site for residential use. The potential loss of the playing fields is also an issue.

5.8.13 In addition, the Northern Regional Office of the Sports Council and local organisations have expressed concern at the possible loss of the playing fields. Any proposal to develop the playing fields would be outside the defined development limits of Wigton and would be subject to Policies L2 to L4 which seek to protect such facilities.

5.8.14 The site is located on the eastern extremity of Wigton on one of the main approaches into the town. Accordingly it is a site of some sensitivity and the development brief will address issues including:

(i) Local distinctiveness

(ii) The treatment of the eastern and northern boundaries of the site

(iii) Links to the footpath system

(iv) Satisfactory clearance and restoration of the site, prior to appropriate, phased redevelopment

(v) Open space provision.

This site is a substantial one in an important location and provides the ideal opportunity to enhance local distinctiveness in the design and materials of the development.

**Policy WHS4:** 2.5 Ha is allocated for residential development at Syke Road, subject to satisfactory landscape treatment of the southern and eastern boundaries of the site.

5.8.15 This substantial site to the south of Syke Road is on the southern edge of Wigton and completes the range of sites in Wigton to be allocated in the Local Plan. It is a site of some sensitivity and will require careful treatment, especially of the southern boundary which is open to view from the south. A statement concerning local distinctiveness will also be required from any prospective developer. Development shall be in accordance with an approved development brief.

5.8.16 The above allocations total 8.3 hectares which is above the stated target of 6 hectares. However, this over-allocation is not considered excessive given the need to offer a range of sites in Wigton and
the possibility of an allocated site not coming forward for development during the Plan Period.

5.8.17 Policy HS7 seeks to resist the development of unallocated sites of over 0.25 hectares, in order to encourage development of allocated sites and those sites included in Table 5 and to discourage development of any other large unallocated sites.

**Housing Renewal**

5.8.18 The strategy and priorities for the improvement of the existing housing stock have been set down previously. The Local Plan supports the improvement of public sector housing areas and the improvement of appropriate areas of private housing.

5.8.19 We have already stated that there are no real problems of housing renewal in Wigton. There is a continuing need to ensure the adequate maintenance of properties in the Conservation Area and this issue is addressed in the Conservation Chapter below. Individual problems of unfitness and disrepair will be dealt with by the mandatory improvement grant system.

5.8.20 Whilst there are no apparent serious problems of housing renewal in Wigton, the situation will be monitored and any emerging problems will be highlighted in the Housing Strategy.

**Affordable Housing**

5.8.21 Waiting lists indicate a shortage of accommodation for the elderly in Wigton. There has been some new provision for families in the town and there are no serious problems of provision in this sector.

5.8.22 It is considered advisable that provision for the elderly should be within or close to Wigton Town Centre for obvious reasons of accessibility to services and facilities. It would not be appropriate to require a quota of such dwellings on any of the allocated sites in Wigton all of which are on the periphery of the town at some distance from the town centre.

**Policy WHS5:** Subject to the other relevant policies in the Local Plan, the Council will approve proposals for residential accommodation for the elderly on appropriate sites within or close to Wigton Town Centre.

5.8.23 This policy does not mean that normal standards of accommodation or amenity will be set aside when assessing such proposals. The Council will have regard to the evidence of need in assessing proposals for such accommodation.

**Housing in the Town Centre**

5.8.24 It is government policy to encourage mixed uses where appropriate and to inject "life" into town centres. One way of doing this is to retain a significant residential presence in and close to town centres, and to encourage appropriate changes of use to residential. Whilst it would not be appropriate to allow residential use of retail frontages, it can be directed to upper floors which fulfils the dual function of protecting the vitality of the retail core and also that of keeping upper floors occupied and ensuring that the building is well maintained, an important consideration in the Conservation Area.

5.8.25 Therefore, it will be appropriate to take a pragmatic flexible approach to proposed changes of use to residential, and in order to secure the beneficial use of properties, it may occasionally be appropriate to relax normal development control requirements. However, such flexibility will not go so far as to materially prejudice the residential amenity of existing or the proposed dwellings.

**Policy WHS6:** Subject to other relevant policies, the Council will approve changes of use to dwellings of appropriate properties in Wigton Town Centre.

5.9 **SILLOTH HOUSING**

5.9.1 Silloth is the largest town on the Solway Coast between Maryport and Carlisle and is an important residential and commercial centre for a large, somewhat isolated, rural hinterland in north-west Allerdale. The population of the town is slowly growing:
This slow growth masks other more significant population changes. In particular the number of households in the Parish has increased markedly from 1060 in 1981 to 1222 in 1991 an increase of 15%. Also, the population of the town is ageing. In 1981 the 0-14 age group represented 23% of the population, by 1991 this had fallen to 15.7%. Conversely the group aged over 60 has risen from 18% to 30.6% in the same period, which is a substantial increase. This suggests that the falling birth rate and out migration of young people has been counter-balanced by an influx of older retired people. If this trend continues, as it probably will, it will have important implications for the type of housing that should be provided during the Plan Period.

5.9.2 We have seen in para 5.4.24 (v) that to maintain recent building rates in Silloth we need to allocate land for 35 more houses during the Plan Period, which translates into 1.5 hectares of land.

5.9.3 The broad strategy for Silloth designates the town as a Secondary Settlement where considerable growth is acceptable in principle. The above target is considered to be in line with such a principle.

5.9.4 In Silloth there are no significant problems of housing renewal in either the public or private sectors. There is a continuing need to ensure the adequate maintenance of properties in the Conservation Area and this issue is addressed in the Conservation Chapter below.

5.9.5 With regard to social housing, the low turnover of tenants has resulted in a waiting list for accommodation. Further modest provision of an appropriate range of affordable dwellings is therefore justified in Silloth.

**Housing Distribution**

5.9.6 Paragraph 5.4.22 above sets down the criteria to be taken into account in allocating sites for residential development. The criteria incorporate environmental, infrastructure and market elements.

5.9.7 The Victorian core of Silloth is compact but development since then has been more diffuse and sometimes poorly related to the town centre, eg the ribbon development along the coast to Skinburness. Holiday village development and caravan/chalet sites have exacerbated this trend.

5.9.8 It is therefore considered inappropriate to perpetuate such a diffuse development pattern and that sites allocated in the Local Plan should be well related to the town centre.

5.9.9 Silloth is, of course, a low lying settlement, most of it is situated between 7 and 11 metres above Ordnance Datum. Because of drainage problems and the implications of global warming, the Environment Agency (formerly the NRA and others) does not wish to see development below 7m A.O.D and so such areas should be avoided.

**Housing Allocations**

5.9.10 Housing demand in Silloth will be met by sites listed in Table 5, and by the following new allocations:

**Policy SHS1:** 1.1 Ha is allocated for residential development at Wigton Road (O.S field no 4683).

5.9.11 This site is adjacent to recent development at Fell View and opposite dwellings on the northern side of Wigton Road. It is therefore considered to be a logical and natural extension of the town, well related to the core of Silloth. The site is quite low lying at 7.6m above O.D and so careful consideration will need to be given to surface drainage in consultation with North West Water and the Environment Agency. The site is not particularly sensitive but being on the edge of the town a high standard of design and landscaping will be required in accordance with an approved development brief.

**Policy SHS2:** 0.7 ha is allocated for residential development at Fell View.
5.9.12 This site is adjacent on two sides to recent housing development and is considered to be a logical extension to the town which relates well to the town centre. Adjacent housing has been developed by a housing association and so this site may be appropriate for affordable social housing. Development shall be in accordance with an approved development brief.

5.9.13 Although not particularly sensitive, this site is also on the edge of Silloth and will require sensitive treatment and landscaping, in accordance with an approved development brief. There are archaeological remains on this site associated with the Roman coastal defences but it is not a Scheduled Ancient Monument. The remains are not of a type that can be exposed or retained in-situ but there should be an opportunity to investigate them prior to any development taking place.

5.9.14 The above allocations total 1.8 hectares, slightly more than the target of 1.5 hectares. This slight over-allocation is not considered significant and will give a small amount of "leeway" in the figures.

5.9.15 In order to encourage the development of allocated sites and those sites included in Table 5 and to discourage the development of any other large unallocated sites. Policy HS7 seeks to resist the development of unallocated sites of over 0.25 hectares.

**Housing Renewal**

5.9.16 The strategy and priorities for the improvement of the existing housing stock have been set down previously.

5.9.17 The Housing Strategy does not identify any real problems of housing renewal in Silloth. There is a continuing need to ensure the adequate maintenance of properties in the Conservation Area and this issue is addressed in the Conservation Chapter below. Individual problems of unfitness and disrepair will continue to be dealt with by the mandatory improvement grant system. Whilst there are no apparent serious problems in Silloth at present, the situation will be monitored and any emerging problems will be highlighted in the Housing Strategy.

**Affordable Housing**

5.9.18 It has been stated that low turnover of existing housing stock has led to a lengthening waiting list for properties. Further modest provision of appropriate dwelling types is therefore justified in Silloth.

5.9.19 Such provision could be made on either of the above allocated sites but bearing in mind the character and surroundings of the site at Fell View (Site SHS2) the provision of social housing would be more appropriate here. The site has had outline approval in the past and adjacent sites have been developed with "social housing" by Home Housing Association.

5.9.20 The type of housing to be provided will be determined by reference to waiting lists.

**Housing in the Town Centre**

5.9.21 Silloth retains a significant residential presence within the town centre, both at ground level and on the upper floors of shops. The retention of these will be encouraged. It will also be appropriate to encourage appropriate changes of use to residential. Whilst it would not be appropriate to allow residential use of retail frontages, they can be directed to upper floors, fulfilling the dual function of protecting the vitality of the retail core and also that of keeping upper floors occupied and ensuring that the building is well maintained, an important consideration in the Conservation Area.

5.9.22 Therefore, it will be appropriate to take a pragmatic, flexible approach to proposed changes of use to residential, and in order to secure the beneficial use of properties it may occasionally be appropriate to relax normal development control requirements. However, such flexibility will not go so far as to materially prejudice the residential amenity of existing or proposed dwellings.

**Policy SHS3:** Subject to other relevant policies, the Council will approve changes of use to dwellings of appropriate properties in Silloth Town Centre.

5.10 **ASPATRIA HOUSING**
5.10.1 Aspatria has, historically, experienced some decline in population:

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<tr>
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</thead>
<tbody>
<tr>
<td>Aspatria Parish</td>
<td>3087</td>
<td>2750</td>
<td>2740</td>
</tr>
</tbody>
</table>

*Source: OPCS/ONS*

Significant decline in the 1970's has ceased but the population now remains static. A modest increase in household numbers has led to a house building rate of 8 to 10 per year and this is in the lowest rate of building of any of the Plan Area's major settlements.

5.10.2 Aspatria is experiencing similar trends to Silloth in its age-structure. The falling birth rate and out-migration of younger age groups leaves an ageing population. If this trend continues, which is likely, it will have implications for the type of housing that should be provided during the Plan Period.

5.10.3 Paragraph 5.4.24 (vi) sets down the target for new housing allocations in Aspatria. Demand for new housing is particularly low in the town with a very modest rate of new housebuilding. To maintain such rates we need to allocate land for 35 houses and this translates into 1.5 hectares of land.

5.10.4 Allowing growth in Aspatria would be broadly sustainable but it is unrealistic to expect a higher building rate than has been evident recently. The housing target is therefore as stated above and the town is designated as a Secondary Settlement.

5.10.5 In Aspatria there are no apparent significant problems of housing renewal in either the public or private sectors. However, there are individual cases of unfitness/disrepair and of small groups of properties which need to be addressed.

5.10.6 With regard to social housing the situation in Aspatria is similar to that in Silloth. The low turnover of occupancy of such properties has resulted in a waiting list for accommodation. Accordingly, further modest provision of an appropriate range of affordable dwellings is justified in the town.

**Housing Distribution**

5.10.7 Paragraph 5.4.22 sets down the criteria to be taken into account in allocating sites for residential development. The criteria incorporate environmental, infrastructure and market elements.

5.10.8 Aspatria is essentially a linear settlement which has grown along the A596, with some diffuse development to the north and south of the main road. There is no identifiable core of the town, the shopping facilities are not concentrated in an identifiable town centre but are scattered along the main road for a considerable distance. The station is situated some distance to the south of the bulk of the built-up area. Along the main A596 there are no infill sites which would make obvious new housing allocations. Therefore, the locational options for allocating land are:

(i) To allocate sites fronting the A596 at either extremity of the town.

(ii) To allocate sites on the minor roads to the north and south of the A596, ie Station Road, Outgang Road, Noble Croft and Brayton Road.

5.10.9 It is considered that it would not be appropriate to perpetuate the ribbon development along the A596 by merely extending the town to the east or west. When we look at the secondary roads, any development on Outgang Road would be an obvious intrusion into open countryside, there is already an approval at Noble Croft which is carried forward in this Local Plan and Station Road is constrained by access arrangements. Locational options are therefore reduced to Brayton Road.

**Housing Allocations**

5.10.10 Housing demand in Aspatria will be met by sites listed in Table 5 and by the following new allocation:

**Policy AHS1**: 0.5 Ha is allocated for residential development at Brayton Road subject to acceptable provision for and treatment of the gas
5.10.11 This site on the northern side of Brayton Road is adjacent to recently built housing and is owned by a local developer. However it is crossed by high pressure gas mains which will require easements and appropriate treatment subject to the width of the easement. Being on the edge of the town the site requires a good standard of design taking local distinctiveness into account. Development shall be in accordance with an approved development brief.

5.10.12 The Brayton Road allocation and Noble Croft committed site are probably not sufficient to cater for demand during the Plan Period. However, it is considered that there is no need to allocate further land for housing because, at the time of writing, outline planning approval has been given for the residential development of land north of Main Street (application ref. 2/97/0898). This extra commitment should mean that there is sufficient housing land in Aspatria to cater for demand during the Plan Period.

5.10.13 To encourage development of these allocated and committed sites, and to discourage development of other large unallocated sites, Policy HS7 seeks to resist the development of unallocated sites of over 0.25 Ha in Aspatria.

**Housing Renewal**

5.10.14 The strategy and priorities for the improvement of the existing housing stock have been set out above. The Council supports the improvement of public sector housing areas and supports the improvement of appropriate areas of private housing.

5.10.15 The Housing Strategy does not identify any real problems of housing renewal in Aspatria. There is a continuing need to ensure the adequate maintenance of individual properties throughout the town and such problems will continue to be dealt with by the mandatory improvement grant system. Whilst there are no apparent serious problems in Aspatria at present, the situation will be monitored and any emerging problems will be highlighted in the Council's Housing Strategy.

**Affordable Housing**

5.10.16 We have already stated above that the recent evidence of need appears to have evaporated.

5.10.17 The social housing situation in Aspatria will be monitored and if the need is proven it may be appropriate to invoke policy HS14 on appropriate sites.

**Housing in the Town Centre**

5.10.18 As stated above the shopping centre of Aspatria is somewhat diffuse and is therefore an area of mixed uses, retail, commercial and residential. Such a juxtaposition of uses is expected to continue and each proposal for development or change of use will be treated on its merits and assessed according to the relevant policies in the Local Plan.

5.11 **RURAL AREAS HOUSING AND SETTLEMENT PATTERN**

5.11.1 The rural parts of the Plan Area have experienced some increase in population:

<table>
<thead>
<tr>
<th></th>
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</thead>
<tbody>
<tr>
<td>Rural Areas:</td>
<td>22458</td>
<td>23476</td>
<td>23952</td>
</tr>
</tbody>
</table>

**Source: OPCS/ONS**

This growth is not a natural growth but is the result of migration from towns within and outside the Plan Area. In line with trends elsewhere, the rural areas have also experienced a reduction in household size. These trends have led to a strong demand for new housing in most parts of the rural areas but particularly in those settlements close to the boundary with the National Park.

5.11.2 Most new housing in the rural areas has been built on small sites of less than 10 dwellings. Nevertheless in some of the larger villages, particularly in south west Allerdale some housing has been
built on large sites, eg Great Broughton and Dearham. We have seen in para 5.4.24 (vii) that in order to cater for a continuation of this rate we need to allocate land for about 40 houses in the rural areas. In para 5.4.23 the principle of restricting allocations to Local Centres only is adopted as part of the overall sustainable strategy of the Local Plan.

5.11.3 However, it is intended that the bulk of new housing in the rural areas will be provided on small sites of less than 10 dwellings. The development limits of villages have therefore been drawn to allow for such small sites in appropriate villages guided by the hierarchy and broad strategy set down in para 5.4.15.

5.11.4 In the rural areas there are problems of housing renewal. There are areas of private housing (eg Flimby) and of social housing (eg Gt Clifton) which exhibit unfitness/disrepair and a poor environment. Also there will be numerous examples of individual houses which are unfit or in disrepair.

5.11.5 With regard to the provision of affordable/local needs housing there is a serious problem in many parts of the rural areas especially on the periphery of the National Park and in the north of the Plan Area. The "right to buy" has ensured that the stock of affordable/local needs housing has been drastically reduced with many rural areas now having no such accommodation available. The need for such accommodation may or may not be reflected in waiting lists. Where people seeking accommodation in their locality know that there is none available they tend not to register that need. Therefore, this hidden demand is often revealed only when a local housing needs survey has been done. Several of these have been done for certain villages but the coverage is by no means complete. The Housing Strategy refers to the scale of need in certain villages, but in order to address such need the Council is reliant upon initiatives from other housing organisations such as housing associations and housing trusts.

**Housing Distribution and Settlement Pattern**

5.11.6 The strategy for the distribution of future housing development has been set down previously. The pursuit of a more sustainable pattern of settlement requires an emphasis on development in larger villages which have the best range of services. Conversely, it also means limiting development in the smaller villages or those villages subject to environmental or infrastructure constraints. The Local Plan goes on to define a settlement hierarchy which is intended to govern policy on the distribution of future housing. This section must now define which villages/settlements should be placed in each level of the hierarchy.

5.11.7 The placement of each village in the hierarchy has been defined using the following criteria:

(a) Provision of Services
- Public Transport
- School(s)
- Shop(s)
- Public House(s)
- Church(es)
- Community Hall

(b) Infrastructure
- Foul/Surface water drainage
- Highways
- Water Supply
- Health and Safety
- Ground Condition

(c) Environment
- Landscape Quality
- Conservation/Archaeology
- Nature Conservation
- Flood plains

5.11.8 The importance of promoting sustainability means that in the first instance the provision of services should be assessed, especially those services which have greatest impact in reducing the need to travel. Then, any infrastructure or environmental constraints should be assessed which may require a more restrictive policy such that a village should be placed in a "lower" position in the hierarchy than may be justified on the assessment of its available services.
Conversely, it may also be appropriate to place a village in a higher position in the hierarchy than might be indicated by its available services. There are areas of Allerdale where the settlement pattern is one of scattered small villages. The inflexible use of the above criteria could mean that in some parts of the Plan Area there would not be any villages defined as Local Centres or Limited Growth Villages. This would have unacceptable implications for policy in those areas and so some limited flexibility in the application of the criteria is proposed.

**Local Centres**

5.11.10 Paragraph 5.4.15 (3) sets down the criteria which a village must meet in order to be defined as a Local Centre. A Local Centre will be expected to have public transport, a school(s) and shop(s), plus one of a public house, church(es) or a community hall/sports facility.

5.11.11 For the purposes of relevant policies of the Plan, the following villages will be treated as Local Centres:

<table>
<thead>
<tr>
<th>Village</th>
</tr>
</thead>
<tbody>
<tr>
<td>Abbeytown</td>
</tr>
<tr>
<td>Allonby</td>
</tr>
<tr>
<td>Bothel</td>
</tr>
<tr>
<td>Broughton Moor</td>
</tr>
<tr>
<td>Crosby</td>
</tr>
<tr>
<td>Dearham</td>
</tr>
<tr>
<td>Flimby</td>
</tr>
<tr>
<td>Gilcrux</td>
</tr>
<tr>
<td>Great Clifton</td>
</tr>
<tr>
<td>Kirkbampton</td>
</tr>
<tr>
<td>Kirkbride</td>
</tr>
<tr>
<td>Prospect</td>
</tr>
<tr>
<td>Thursby</td>
</tr>
</tbody>
</table>

All these villages meet the criteria for designation as a Local Centre. There are other villages which meet the criteria, but for environmental or infrastructure reasons the level of growth associated with Local Centres would not be appropriate, such that it would be inappropriate to designate them as Local Centres. The individual villages concerned are identified in the village statements in the Proposals Map Document.

5.11.12 The development limits of Local Centres have been drawn to allow for an appropriate scale of housing development. The definition of what is appropriate will depend upon the past rate of housebuilding and the need to encourage the concentration of residential development in Local Centres.

5.11.13 Housing development in Local Centres will be guided by Policy HS5 and the other general housing policies of the Local Plan. With regard to the provision of affordable/local needs housing this will be guided by policies HS14 and HS15. It is government guidance that affordable housing development should be well related to infrastructure and available rural services, hence policies HS14 and HS15 encourage the provision of such accommodation in Local Centres.

**Limited Growth Villages**

5.11.14 Paragraph 5.4.15(4) sets down the criteria which a village must meet in order to be defined as a Limited Growth Village. Such villages will be expected to have at least one of public transport, school(s) or shop(s) plus one or more of a public house, church(es) or community hall/sports facility.

5.11.15 For the purposes of the relevant policies in the Local Plan, the following settlements will be treated as Limited Growth Villages:

<table>
<thead>
<tr>
<th>Village</th>
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</thead>
<tbody>
<tr>
<td>Blencogo</td>
</tr>
<tr>
<td>Branthwaite</td>
</tr>
<tr>
<td>Bolton Low Houses</td>
</tr>
<tr>
<td>Dean</td>
</tr>
<tr>
<td>Fletchertown</td>
</tr>
<tr>
<td>Glasson</td>
</tr>
<tr>
<td>Little Clifton/Bridgefoot</td>
</tr>
<tr>
<td>Newton</td>
</tr>
<tr>
<td>Arlosh</td>
</tr>
<tr>
<td>Plumbland</td>
</tr>
<tr>
<td>Skinburness</td>
</tr>
</tbody>
</table>

Most of the above villages meet the stated criteria but there are cases where villages have been “promoted” or to be excluded from this category. The relevant settlements are identified in the individual village statements in the Proposals Map Document.

5.11.16 The development limits of Limited Growth Villages have been drawn to allow for an appropriate scale of development, including past commitments and taking into consideration the need to allow for some growth.
Housing development in Limited Growth Villages is controlled by Policy HS5 and the other general housing policies of the Local Plan. Affordable/Local needs housing is controlled by Policies HS14 and HS15. As villages with good facilities it will be appropriate to allow "exceptions" proposals in Limited Growth Villages.

Infill Villages

Paragraph 5.4.15(5) sets down the criteria for Infill Villages. These should have at least one of the facilities mentioned above. However, they will normally be small villages which because of environmental or infrastructure constraints can assimilate only small scale infill housing development.

For the purposes of the relevant policies in the Local Plan, the following settlements will be treated as Infill Villages:

- Anthorn
- Blitterlees
- Bridekirk
- Brigham
- Broughton Cross
- Camerton
- Crosby Villa
- Deanscales
- Dovenby
- Eaglesfield
- Greysouthen
- Hayton
- Ireby
- Langrigg
- Little Bampton
- Mawbray
- Oughterside
- Oulton
- Papcastle
- Pardshaw
- Parsonby
- Tallentire
- Torpenhow
- Waverton
- Westnewton
- Ullock

Most of the above villages meet the stated criteria but there are cases where villages have been "promoted" to or excluded from this category. The relevant settlements are identified again in the individual village statements.

The limits of Infill Villages have been drawn tightly around the existing built up areas of the settlements, in order to limit development to infill plots. Occasionally, it has been considered appropriate to exclude certain large farmsteads which in theory could be converted into significant numbers of new dwellings. It is considered that such a scale of conversion would not be appropriate in Infill Villages.

Housing development in Infill Villages is controlled by Policy HS5 and the other general housing policies of the Local Plan. Affordable/Local needs housing is controlled by Policies HS14, HS15, and HS16. As villages with few facilities it will not be appropriate to allow "exceptions" proposals for affordable housing in Infill Villages. Proposals for single local needs dwellings may be acceptable under policy HS16. Housing renewal will be limited to individual properties through the mandatory improvement grant system.

Policy RHS1: Proposals for the conversion to residential of individual buildings within farmsteads adjacent to the development limits of Infill Villages may be acceptable, even for non-essential purposes, provided that:

(i) the proposal complies with criteria (i), (ii) and (iii) of Policy HS5;

(ii) the proposal complies with criteria (ii), (iv), (v), (vi) and (vii) of Policy HS6;

(iii) where the proposal concerns a building of architectural importance which makes a positive contribution to the character of the settlement, the proposal can be achieved without the need for alterations to its appearance which would adversely affect its character or architectural integrity, or the character of its surroundings; and

(iv) the proposal is acceptable under Policy EN7.

Whilst the conversion of large farmsteads to a relatively significant number of new dwellings would not be appropriate, there may be cases where the conversion of individual buildings within such farmsteads may be acceptable even for non-essential purposes, subject to the normal requirements for satisfactory conversion.
standards of development. The proposal must also be acceptable when assessed under Policy EN7, in that the proximity of farm buildings and the normal activities associated with such buildings may have an unacceptable impact upon the proposed dwelling(s). If the proposed conversion is for more than one dwelling the proposal will be carefully assessed under criterion (vii) of Policy HS6.

**Restricted Development Villages**

5.11.23 Paragraph 5.4.15(6) sets down the criteria for such settlements. Normally such villages and hamlets are too small to support any public services or facilities. However this category of settlement can also include larger villages which are severely constrained by environmental or infrastructure problems. To allow residential development in such settlements would be contrary to sustainable principles unless the development is required for essential purposes.

5.11.24 For the purposes of the relevant policies in the Local Plan, the following settlements will be treated as Restricted Development Villages:

<table>
<thead>
<tr>
<th>Aikton</th>
<th>Allerby</th>
<th>Anthorn (old village)</th>
<th>Baggrow</th>
</tr>
</thead>
<tbody>
<tr>
<td>Biglands</td>
<td>Birkby</td>
<td>Bullgill</td>
<td>Boltongate</td>
</tr>
<tr>
<td>Bowness on Solway</td>
<td>Bromfield</td>
<td>Dundraw</td>
<td>Calbeck</td>
</tr>
<tr>
<td>Crosscanonby</td>
<td>Drumburgh</td>
<td>Lessonhall</td>
<td>Easton</td>
</tr>
<tr>
<td>Gamelsby</td>
<td>Kelsick</td>
<td>Port Carlisle</td>
<td>Mockerkin</td>
</tr>
<tr>
<td>Oughterby</td>
<td>Pardshaw Hall</td>
<td>Welton</td>
<td>Sebergham</td>
</tr>
<tr>
<td>Threapland</td>
<td>Waverbridge</td>
<td>West Curthwaite</td>
<td></td>
</tr>
<tr>
<td>Wiggonby</td>
<td>Winscales</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Most of the above settlements are so small as to not support any facilities or services. However the list contains some larger villages and the reasons for their inclusion in this category are as follows:

**Blennerhasset** The bulk of Blennerhasset is included in a Conservation Area. There are few, if any legitimate infill sites in the village and recent planning history demonstrates that development of such sites in an acceptable way would be very difficult. It is therefore considered that Blennerhasset could not perform the function of an "Infill Village" and that non-essential housing should be resisted.

**Bowness on Solway** is a sizeable village with a good range of facilities. However, the village is subject to a range of significant environmental constraints: it is a Conservation Area, within the Solway Coast AONB and Hadrian's Wall World Heritage Site, containing important Scheduled Ancient Monuments and is adjacent to an internationally important wildlife site. In addition there are few (if any) acceptable infill sites within the village. Therefore, it is considered that housing policy should be very restrictive with only essential housing and limited conversions being acceptable.

**Mockerkin** is a sizeable village which has been subject to considerable housing development in recent years. Yet the settlement lies within a County Landscape (formerly AGLV) and is sited in a prominent position on rising ground on the periphery of the National Park. It is considered that any further extension of the village would be seen as detrimental to the County Landscape. Furthermore, there are no obvious further infill plots within the village. Therefore, it is considered that housing policy should be restrictive with only essential housing and limited conversions being acceptable.

**Port Carlisle** is in a similar situation to Bowness. It is a sizeable settlement but is subject to severe environmental constraints: it is a Conservation Area, it is within the Solway Coast AONB, it is within Hadrian's Wall World Heritage Site, containing important Scheduled Ancient Monuments and is adjacent to a wildlife site of international importance. Therefore, it is considered that neither infill nor extensions to the village could be achieved without detriment to one or more of these designations. Housing policy should therefore be restrictive with only essential housing and limited conversions being acceptable.

5.11.25 Housing development in Restricted Development Villages is controlled by Policies HS4, HS6 and the other general housing policies of the Local Plan. Affordable/Local needs housing is controlled by Policy HS16. As settlements with few if any services and facilities it will not be appropriate to allow "exceptions" proposals for affordable housing in Restricted Development Villages with the exception of remote areas under Policy HS16. Housing Renewal will be limited to individual properties through the mandatory improvement grant system.

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Policy RHS2: Proposals for the conversion to residential of buildings within or well related to Restricted Development Villages, even for non-essential purposes, may be acceptable provided that the proposal complies with criteria (i), (iv), (v), (vi) and (vii) of Policy HS6.

5.11.26 Occasionally it will be appropriate to approve non-essential conversions in Restricted Development Villages. This would be in line with advice contained in PPG7, "The Countryside and the Rural Economy" concerning farm diversification and the need to sustain smaller rural communities. However, such an exception to Policy HS6 is only justified where the building is of substantial construction and does not require substantial rebuilding.

Housing Allocations

5.11.27 Housing demand in the Rural Areas will be met by sites listed in Table 5, by small sites and by the following new allocations.

Policy RHS3: 0.5 Ha is allocated for residential development at Silloth Road, Abbeytown

5.11.28 Abbeytown is one of the largest villages of northern Allerdale and provides a local service function between Wigton and Silloth. It is appropriate, therefore, to ensure that there is some modest opportunity for residential development in the village during the Plan Period. Development of the site should accord with a development brief which will require the development to be in line with the Council’s published design guidance for rural housing. The Council’s Housing Strategy identifies Holme Abbey Parish as being in need of new affordable housing. Abbeytown is the most appropriate location for such provision.

Policy RHS4: 2.0 Ha is allocated for residential development off Browside Road, Dearham.

5.11.29 Dearham is designated as a Local Centre where some growth is appropriate. There has been quite buoyant demand for new housing in Dearham in recent years, and to cater for a continuation of this trend it is estimated that there is a need to allocate land for approximately 40 dwellings for the Plan Period. The above site is considered the most appropriate for such provision. There is a small colliery spoil tip on the site, the removal of which would be a significant improvement to the environment of Dearham. Development shall be in accordance with an approved development brief.

Policy RHS5: 2.0 Ha is allocated for residential development at Moor Road, Great Clifton, subject to satisfactory access to Moor Road and retention of the adjacent trees subject to a T.P.O..

5.11.30 Great Clifton has a good range of facilities which justifies its designation as a Local Centre where growth is acceptable. However, demand for new housing has been low in the recent past. There is a case for changing the balance of housing tenure in Great Clifton and reducing its dependence upon social housing; this allocation is therefore made in an attempt to stimulate new development. Presently the site has only a sub-standard access to the A66, and it would not be acceptable to use this access. Access must therefore be from Moor Road to the east and must be shared with the access to an adjacent site which is allocated for industrial use. A belt of trees subject to a Tree Preservation Order separating the industrial allocation from dwellings to the north must be retained. Development shall be in accordance with an approved development brief.

Policy RHS6: 2 Ha is allocated for residential development at the former egg-packing station, Thursby, subject to the provision of an appropriate quota of affordable housing for local people on the site.

5.11.31 Thursby is designated as a Local Centre where some growth is acceptable. The former egg-packing station is a "brownfield" site, which in principle ought to be developed before any "greenfield" site. However, the above site is prominent from the Thursby by-pass and access must be improved to serve this site. Any proposed development must include sensitive treatment of the northern boundary of the site and will have to satisfy the requirements of the Highway Authority. The Council will require the development to have regard to local distinctiveness and be in accordance with an approved development brief.
In addition, there has been a local needs housing survey in the Thursby area which has identified a need for the provision of new affordable housing for local people. The Housing Strategy supports these findings. The scale and type of provision will be decided in consultation with the Council’s housing department. The above site is larger than the threshold stated in Circular 6/98 and it is therefore legitimate to require such provision as a condition of this allocation.

The above allocations total 6.5 hectares. This is considerably more than the target of 2 hectares suggested in paragraph 5.4.24 (vii). However, such allocations can be justified by the need to have a scattering of allocations in the Plan Area and to reduce the demand for more scattered small sites.

There are very few opportunities for similar allocations elsewhere. Often they would be seen as unacceptable intrusions into open countryside. As stated above development limits have been drawn generally to exclude large potential development sites but to allow for an appropriate amount of development on small sites.

**Housing Renewal**

The strategy and priorities for the improvement of the existing housing stock are outlined above.

Opportunities for area based renewal will be few in the rural areas by their very nature. However there will be numerous individual examples of unfitness/disrepair which will be dealt with by the mandatory grant system. The exceptions are as follows:

**Policy RHS7:** Subject to the other relevant policies in the Local Plan, the Council will approve proposals to improve the residential environment of the older area of housing at Flimby as shown on the Proposals Map Inset.

This area was identified in the Southern Allerdale Local Plan as requiring improvement. Although no firm proposals have been formulated, it is appropriate to carry this policy forward in this Local Plan. Detailed proposals for this area can only be formulated when financial resources can be committed and consultation with residents has taken place.

**Policy RHS8:** Subject to the other relevant policies in the Local Plan, the Council will approve proposals to improve the residential environment of Bowflatts Estate, Great Clifton.

Bowflatts Estate is owned by Home Housing Association and they are having difficulties in letting some properties. At the time of writing Home Housing has demolished 28 of the dwellings on the estate. At present it is not clear what the future intentions of the Association are for the estate. Policy RHS8 is therefore, a statement of support for the principle of improving the estate as a whole.

**Affordable Housing**

Certain site specific requirements have been mentioned above, but as large housing allocations are few in the rural areas, provision of affordable housing will depend largely upon so-called "exceptions" sites.

The pursuit of sustainable principles means that such provision should relate well to settlements with a good range of facilities and adequate infrastructure. This is reflected in government advice in PPG3 and Circular 6/98. Accordingly, Policy HS15 seeks to encourage exception proposals which relate well to Local Centres and Limited Growth Villages and to resist them elsewhere. Problems associated with the remoteness of parts of Allerdale from such villages are outlined above. The settlement pattern of such areas is of a scattering of hamlets and small groups of dwellings and farms, yet the results of housing surveys show that these areas also exhibit a lack of affordable/local needs housing (eg Rosley). In order to sustain such communities it is considered acceptable for this need to be met locally and not at the nearest Local Centre or Limited Growth Village. Therefore, Policy HS16 allows for such proposals in appropriate cases.

It is expected that the bulk of the need for affordable/local housing will be met by the development of small groups of dwellings by Housing Associations or local housing trusts. However, experience has shown that from time to time there will be proposals for single dwellings under Policy HS16. Paragraph 5.4.52 gives guidance on such proposals. However, it is important that the dwelling is not
isolated, is affordable to local people and remains in local occupancy in perpetuity.

5.11.42 Local housing surveys carried out to date indicate that the following villages are in need of affordable housing provision:

- Bowness on Solway/Glasson
- Holme St Cuthbert
- Kirkbampton
- Caldbeck
- Sebergham
- Fletchertown
- Thursby
- Rosley
- Westward
- Abbeytown
- Kirkbride
- Seaton
- Brigham

The Council's Housing Strategy quantifies these requirements but the picture is by no means complete, there being many rural parishes which have not been surveyed. Also, some of the above surveys may now be out of date and need replacing. Accordingly, the Council does not intend to specify villages or sites where exceptional permissions may be given, nor give any indicative targets for affordable housing in the rural areas. It must be remembered that surveys are after all, only 'snapshots' and it is not considered appropriate to quote targets for the whole Plan Period based on such information.

5.11.43 The Council will, with appropriate rural housing organisations, encourage and support the survey of all rural parishes in the Plan Area to ascertain the need for the provision of affordable local needs housing. There is a continuing programme of household surveys which will be carried out by Parish Councils under the supervision of Cumbria Village Homes Ltd (formerly the Cumbria Rural Housing Group) and officers of the Council's Housing Department. The findings of these surveys will be reflected in the Housing Strategy.
6. REGENERATION AND EMPLOYMENT

6.1 INTRODUCTION AND BACKGROUND

6.1.1 Large parts of the Plan Area owe their rapid early development and prosperity to the growth of the coal and steel industries. Not surprisingly, the demise and contraction of these industries has led to a loss of that prosperity and a legacy of other problems. Despite considerable diversification of the local employment base, the symptoms of the decline of these traditional industries are still with us, especially in West Cumbria in the southern part of the Plan Area.

6.1.2 Elsewhere in the Plan Area the employment structure is more akin to a predominantly rural area with a significant proportion of employment in the agricultural sector and the majority of the remaining jobs being in the manufacturing and service sectors centring on Wigton, Silloth and Aspatria where employment is heavily dependent upon 1 or 2 major employers in each town. Employment problems in the northern parts of the Plan Area are twofold and can be summed up as:-

(i) Continuing decline in agricultural employment and incomes, leading to a need to diversify the rural economy.

(ii) An over-reliance in each of Wigton, Silloth and Aspatria upon one or two major employers, leading to a need to diversify the urban economy in the north.

Recent Trends

6.1.3 Statistics on employment and unemployment underline the instability of Allerdale's economic base as modern economic trends seem to affect the local economy disproportionately.

6.1.4 Employment trends generally, though not always, reflect the national movement away from manufacturing towards service and tourism industries. Table 7 below illustrates the fundamental and relatively rapid transformation that is taking place in the local economy.

TABLE NO. 7

SECTORAL EMPLOYMENT CHANGE 1989-91

<table>
<thead>
<tr>
<th>Sector</th>
<th>1989</th>
<th>1991</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agriculture, Forestry &amp; Fishing</td>
<td>3.6% (1168)</td>
<td>3.9% (1136)</td>
</tr>
<tr>
<td>Energy and water supply industries</td>
<td>2.5% (881)</td>
<td>1.9% (571)</td>
</tr>
<tr>
<td>Extraction of minerals and ores other than</td>
<td>5.1% (1651)</td>
<td>7.0% (2055)</td>
</tr>
<tr>
<td>Fuels/manufacture of metals, mineral</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Products and chemicals</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Metal goods, engineering and vehicle</td>
<td>8.9% (2841)</td>
<td>7.2% (2124)</td>
</tr>
<tr>
<td>Industries</td>
<td>28.3%</td>
<td>25%</td>
</tr>
<tr>
<td>Other manufacturing industries</td>
<td>19.4% (6270)</td>
<td>17.8% (5243)</td>
</tr>
</tbody>
</table>
Construction 6.6% (2135) 6.6% (1931)
Distribution, hotels, catering, repairs 22.8% (7397) 24.4% (7189)
Transport and communication 4.5% (1460) 32.4% (54) 3.9% (1151) 35.5% (55.7)
Banking, finance, insurance, business 5.1% (1653) 6.2% (1839)
Services and leasing
Other services 21.6% (6991) 21.2% (6241)

These figures show trends covering only 2 years which underlines the fundamental changes taking place. The manufacturing sector has lost 12.4% of its jobs from 1989 to 1991 whilst the service sector represents 55.7% of total employment as opposed to 54% in 1989, despite suffering a net loss of jobs in a time of recession. These trends have undoubtedly continued since 1991 further reducing the manufacturing sector. Trends in the agricultural sector are variable but the long term decline is likely to continue. The agricultural sector is already small in absolute terms and so the reduction of this sector will not entail the loss of a great number of jobs. The implications of this trend are addressed in Section 6.12.

6.1.5 Recent trends in unemployment, not surprisingly, reflect the health of the national economy. Table 8 below shows the statistics for each of Allerdale's towns compared to regional and national statistics since 1990.

**TABLE NO. 8**

**UNEMPLOYMENT** (% Broad Workforce based)

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Workington</td>
<td>9.0</td>
<td>14.0</td>
<td>13.3</td>
<td>11.5</td>
</tr>
<tr>
<td>Maryport</td>
<td>9.8</td>
<td>15.6</td>
<td>14.5</td>
<td>14.0</td>
</tr>
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<td>Cockermouth</td>
<td>5.5</td>
<td>8.3</td>
<td>8.2</td>
<td>7.2</td>
</tr>
<tr>
<td>Wigton</td>
<td>-</td>
<td>8.3</td>
<td>8.5</td>
<td>7.5</td>
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<td>Aspatria</td>
<td>-</td>
<td>9.6</td>
<td>6.9</td>
<td>8.0</td>
</tr>
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<td>Silloth</td>
<td>-</td>
<td>7.7</td>
<td>8.2</td>
<td>7.4</td>
</tr>
<tr>
<td>Workington TTWA</td>
<td>-</td>
<td>15.1</td>
<td>14.3</td>
<td>11.3</td>
</tr>
<tr>
<td>Cumbria</td>
<td>8</td>
<td>9.5</td>
<td>9.1</td>
<td>6.9</td>
</tr>
<tr>
<td>N.W</td>
<td>8.6</td>
<td>12.1</td>
<td>10.9</td>
<td>8.4</td>
</tr>
<tr>
<td>G.B</td>
<td>6.4</td>
<td>11.6</td>
<td>10.5</td>
<td>7.6</td>
</tr>
</tbody>
</table>

**Source:** ONS/CCC

6.1.6 The figures for 1990 reflect the healthy national economy of the late 1980's. Since then as the recession deepened unemployment rose to a peak in 1992/93 with the highest figure being 15.7% in Maryport in 1992. (Narrow workforce based figures would be even higher). Since that peak the figures throughout the Plan Area have improved as the economy has recovered and July 1999 showed generally better unemployment figures than July 1990. However, the figures for the Workington Travel to Work Area are still the highest in Cumbria and are significantly higher than the regional and national figures, so there is still scope for improvement.

6.1.7 The town-wide and TTWA figures mask very wide variations in unemployment figures between Wards in the Plan Area. The three Wards which have consistently the highest figures are Northside, Workington (11.7% - Jul 1999), Salterbeck, Workington (9.7% - Jul 1999) and Ewanrigg, Maryport (13.2% - Jul 1999). The three Wards in the Plan Area with consistently the lowest figures are all rural areas, Warnell (1.5% - Jul 1999), Binsey (1.8% - Jul 1999), Wampool (1.5% - Jul 1999).

6.1.8 The trends in job vacancies mirror the unemployment statistics. Table 9 below illustrates the vacancy rate (ie number of unemployed per job vacancy at job-centres) for Workington Travel to Work Area and Cumbria.
TABLE NO. 9

VACANCY RATES

<table>
<thead>
<tr>
<th></th>
<th>Oct 91</th>
<th>Oct 92</th>
<th>June 93</th>
<th>June 94</th>
<th>July 96</th>
</tr>
</thead>
<tbody>
<tr>
<td>Workington TTWA</td>
<td>14.0</td>
<td>18.1</td>
<td>20.2</td>
<td>16.1</td>
<td>8.9</td>
</tr>
<tr>
<td>Cumbria</td>
<td>12.0</td>
<td>16.5</td>
<td>12.4</td>
<td>12.4</td>
<td>7.3</td>
</tr>
</tbody>
</table>

After reaching a peak in 1993 the Vacancy Rate in Workington TTWA has fallen significantly, and is now comparable to the Cumbria rate after being almost twice as high in 1993. This is a heartening trend, which will hopefully be sustained. This Local Plan sets out to enable such trends to continue. Most recent estimates suggest that the vacancies notified to Job Centres represent only about one third of the vacancies actually available in the local economy. Therefore, there is evidence to suggest that the prospects for new jobs in the local economy are the best for some years.

6.1.9 Workforce trends are difficult to predict. The age structure of Allerdale's population is generally well-balanced though variations in birth-rates do cause the number of people entering the workforce to vary. At present the low birth-rates of the late 1970's mean that the number of people entering the workforce is declining. At the same time the high birth-rate just after the 2nd World War means that the number of people leaving the workforce is likely to increase throughout the Plan Period. The higher birth-rates of the 1980's mean that the number entering the workforce will increase towards the end of the Plan Period, but overall it is likely that the size of the workforce will decline during the Plan Period. This may have a beneficial effect upon the unemployment rate, depending upon the health of the economy.

6.1.10 However, certain imponderables will also affect the size of the future workforce, for instance migration and the number of people becoming economically active, particularly women. There was slight in-migration between 1981-91 but since then the Office for National Statistics estimates that there has been net out-migration from Allerdale. From 1981-91 there was also an overall increase in the proportion of people economically active. A slight decrease in the proportion of males economically active was more than compensated for by an increase in the proportion of females economically active. Either of these imponderables could reinforce or cancel out the likely natural decrease in the workforce.

6.1.11 Other recent trends are likely to continue. The national and local trend towards part-time jobs is likely to continue particularly among women. However, the rate of increase is likely to be less because of natural demographic factors. There has been an increasing demand for skills from the existing labour force and if the workforce does decline this can only reinforce demand and the need for higher and wider levels of training to meet them.

Regeneration Theory

6.1.12 In recent years, attempts to create new jobs in areas of significant and persistent unemployment have focussed on the renewal of the urban fabric. This has often been associated with grant aid from the "Urban Programme" and has relied heavily on an assumed "trickle down" effect. That is to say, that the economic activity directly attracted by urban renewal will filter through the wider social and economic framework of the area.

6.1.13 More recent reports have suggested that the supposed "trickle down" has been very limited, and, in many cases, the wealth creation that has occurred in limited sectors of a population, has increased the marginalisation of other residents. In the agricultural sector, past attempts to support artificially high levels of employment are now recognised as mainly futile.

6.1.14 The response to these problems has been a move towards a more holistic approach to regeneration and employment creation, attempting to sustain an environment in which a diverse and dynamic labour force can live, work and flourish. The result is a policy framework, not just in planning but also in social and economic development, which seeks to regenerate complete economic units, by encompassing the requirements of labour training, employment land, the environment and business and workforce sustainability.
6.1.15 Considerable research is being undertaken on behalf of the European Community as part of the process of preparing a Europe-Wide Regional Plan which is soon to be published. The Plan will have significant implications both for structural funding and regional policy in Britain. The Plan will become a critical element in the relationship between the regions and Brussels. The Plan will recognise the relative economically disadvantaged condition of peripheral regions of the Community and that it is imperative to ensure those regions share fully in any increased prosperity generated within Europe as a whole.

6.1.16 Whilst it is recognised that economic growth will continue to be focussed on the traditional major population centres, certain forces do exist which offer the potential for a more even distribution of economic activity and opportunity. Some of these forces are:-

- **Land market decentralisation**
  
  Market forces have encouraged firms to locate away from high cost locations in central areas.

- **Economies of scope rather than scale**
  
  Recent production styles have moved towards just in time production, shorter production runs, more flexible production techniques, and sub-contracting to smaller business units.

- **Congestion**
  
  Many centrally located firms are suffering ever increasing costs as a result of congestion, which is much more severe than in peripheral areas and reduces the supposed advantage of central accessibility.

- **New time geography**
  
  In terms of time, the distance between regions of Europe is shrinking as a result of new high speed transportation links, and the increasing use of Information Technology.

- **Quality of life locational factors**
  
  Factors such as climate, social and leisure amenities and the natural environment, have become more important than resource and market locations for companies which are increasingly dependent on a highly skilled labour force with stringent locational requirements.

- **Tourism**
  
  Ever increasing leisure time will increase the demands for tourism related business which is already prevalent in many peripheral areas.

6.1.17 Despite these decentralisation forces, the problems of peripherality are still strong. Often these problems seem to be the result merely of the perception of investors and industrialists. For example, the extra transport costs associated with peripheral areas are in reality very small, out of all proportion to the importance attached to them by potential investors and industrialists. The result is a real problem for peripheral areas such as West Cumbria. "Europe 2000", a document prepared as part of the process of formulating the Regional Plan, highlighted several areas in which action can be taken by peripheral areas to capitalise on the emerging decentralisation forces.

- **Research and development**
  
  There is a strong relationship between an area's economic growth and high levels of investment in research and development which are necessary for today’s flexible manufacturing. Investment in such, is a pre-requisite for sustained economic development.
Education and training

In weaker regions of the community, skills shortages often accompany rates of unemployment higher than 15%. This is compounded by the increasing demand for skilled labour and the demographic stagnation of population which is resulting in fewer numbers of school leavers.

It is imperative that there is investment in training and education. Moreover, it must also be directed at re-training of the adult workforce and matching the skills gap which is reported by relevant companies and agencies within an area.

Infrastructure and I.T.

The development of high speed transport links especially when sub-regionally connected to local feeder links can help to connect the peripheries to centres of production. In coastal regions the development of port facilities can be an important addition to accessibility.

The recent advances in I.T will allow the location of 'back room' staff in low cost peripheral areas. The development of teleworking from home or community workshops may hold the key to employment problems in rural districts. Investment in the infrastructure which will allow this type of development must be made.

Environmental protection/enhancement

In peripheral areas with relatively clean and attractive environments, compared with more central areas, conservation and enhancement of the environment can have significant long term sustainable economic advantages in terms of attracting new business, tourism and a highly skilled workforce.

Promotion

Promoting an area's locational advantages, and establishing contacts through promotion, is just as important for attracting investment as ensuring that an area actually has locational advantages.

6.1.18 This Local Plan should seek to support and encourage all the above actions, but its role will be more important in some than in others. The Local Plan will play a crucial role in securing the protection and enhancement of the environment but can only play a supporting role in research and development, education and training, the provision of infrastructure and telecommunications, and in promotion. Nevertheless, this Local Plan will, in its policies and proposals, ensure that when the above needs are translated into specific proposals, they can be satisfactorily met.

6.2 POLICY CONTEXT

6.2.1 We have seen above the direction which European guidance is taking. At the national level, guidance is contained in a series of Planning Policy Guidance Notes which have varying degrees of relevance to industry and regeneration. These are:

(i) PPG4: "Industrial and Commercial Development and Small Firms"

The main points are:

- A Local Planning Authority must ensure an adequate supply and choice of suitable development sites for industrial and commercial uses, in line with the Structure Plan.
- The re-use of vacant and derelict urban land should be given priority.
- Allocations for developments which may be detrimental to amenity, should be carefully chosen and clearly justified.

(ii) PPG5: "Simplified Planning Zones"
Local Authorities must periodically consider the need for SPZ's which are useful in urban areas to ease regeneration efforts.

(iii) PPG7: “The Countryside – Environmental Quality and Economic and Social Development”

- The aim should be to diversify the rural economy and employment whilst preserving the quality of the environment.
- Re-use of existing buildings has an important role. There should be a presumption in favour of business re-use before residential use is considered in open countryside.
- Provision may be made for both new-build and conversions in Local Plans.
- The best and most versatile agricultural land should be protected.
- Provision should be made for expansion of existing businesses where appropriate.

(iv) PPG8: "Telecommunications"

- Local Plans should set out policies and proposals for the location of telecommunications equipment.

(v) PPG13: "Transport"

- Location of development should be generally sustainable.
- Focus travel intensive uses in urban areas.
- Provide for the juxtaposition of employment and residential areas.

6.2.2 At the regional level the North West Regional Association has prepared Regional Planning Guidance for the North West, approved by the Secretary of State for the Environment in 1996, and published as Regional Planning Guidance (RPG) Note 13. The guidance is in line with national policy in the PPG's and is based upon urban regeneration and sustainability principles. In rural areas, diversification of the economy and environmental protection are the key principles. There are few specific references to Allerdale. RPG is being reviewed by the newly created North West Regional Assembly.

6.2.3 Also at the regional level is the Regional Economic Strategy for North West England. This focuses on the period 1993-2000, which encompasses the current programme for European Community Structural Funds. The guidance emphasises the need to regenerate the Mersey Belt and the development of east-west links. European Structural funds offer the potential for a major source of flexible public spending which can enable further private sector investment. The Strategy’s vision for the north-west is as a:-

- World class centre for production of high quality goods and services
- A green and pleasant region
- Region with first class links to the rest of Europe and the World

The Strategy sets targets for employment growth, manufacturing employment, unemployment and for Gross Domestic Product. The Regional Development Agency is reviewing the Strategy.

6.2.4 At the sub-regional level there is guidance which has significant implications for policy in this Local Plan. Principal among this guidance is the Structure Plan which sets down the strategic context for all Local Plans in Cumbria. The Structure Plan introduces (Policy 33) a three-fold classification of employment sites and requires each District to ensure a 5 year supply of each classification, which are:

(i) **Business Park**: defined as sites (up to 3 Ha) for high quality employment, close to the primary road network, with a high quality environment primarily for high
technology/service industries.

(ii) **Strategic Employment Sites**: defined as large sites (over 8 hectares) close to the primary road network aimed at large scale business/industry/storage or distribution. Small scale activities would not be appropriate.

(iii) **Local Employment Sites**: these are smaller sites (greater than 1 hectare) for a range of employment and warehousing uses. These should be located in or adjacent to Workington and Maryport. Smaller sites should be allocated in all rural towns in line with Policy 37.

A 5 year supply is to be calculated on the basis of development rates over the previous 5 years.

### 6.2.5 Structure Plan Policy also seeks to:

- Address the economic problems of West Cumbria (Policy 8).
- Encourage the development of derelict land and run-down land (Policy 28).
- Protect existing employment land from other development. (Policy 34).
- Allow for the expansion of existing industry where appropriate. (Policy 35).
- Provide for employment development in rural towns. (Policy 37).
- Provide for small scale development where appropriate in rural areas. (Policy 38).

The Structure Plan also envisages the bulk of development taking place in the 3 main towns of Workington, Maryport and Cockermouth. Also that Lillyhall will continue to be the focus for new industrial development.

### 6.2.6 Other Sub-Regional Strategies of some importance are:–

(i) **The West Cumbria Economic Development Strategy**

This has been drawn up by Allerdale and Copeland Borough Councils in association with others, including the West Cumbria Development Agency, the West Cumbria Development Fund and the Cumbria Training and Enterprise Council. The Strategy is prepared as a framework for the annual local Action Plans (see below) which are prepared by Allerdale and Copeland in accordance with the provisions of the Local Government and Housing Act 1989. The Strategy aims, "to create in West Cumbria a stable and diverse economy providing a variety of investment opportunities, thus creating employment for the residents of West Cumbria".

(ii) **West Cumbria and Furness, Objective 2, Single Programming Document**

This document is presented to the European Commission for approval, by the Boroughs of Allerdale, Barrow in Furness and Copeland, South Lakeland District Council, Cumbria County Council and the Government Office for the North-West. The document is presented as a Single Programming Document, comprising the 'development plan' and the application for assistance relating to it. The document adopts the main aims and targets of the North West Regional Economic Strategy, but at the same time recognises the need to assess projects arising from economic development measures in terms of their impact on the environment. The travel to work areas of Workington and Whitehaven have been designated under "Objective 2" of the European Regional Funding system since March 1989. Since then West Cumbria has attracted significant sums from European Structural and Regional Development Funds. These have been focussed into 6 areas:

(a) Facilities Development
(b) Communications
(c) Business Development
(d) Area Image
6.2.7 At the local level is the Allerdale Economic Development Action Plan which provides the detailed framework for the implementation of the West Cumbria Economic Development Strategy (see above). The Council will attempt to effect change through financial contributions, direct action, or by enabling third parties. There are eleven main policy areas, though not all are very relevant to land use and planning policy.

1. The Council will continue to maintain a range of land and premises to both meet local demands and to provide sites for incoming industry. The Council owns and manages land and premises for industrial use, mainly in:

- Clay Flatts, Workington
- St Helens, Siddick
- Risehow, Flimby
- Glasson, Maryport
- Carnegie Design Centre, Workington and
- Enterprise Yards, Workington

Because of continuing financial restrictions the Council is rarely able to directly provide further industrial workspace. It can, however, through policy and land allocation, provide good quality sites in the right places for others to develop. The Council has steadily disposed of land in its ownership which is developable, to such an extent that it now owns few developable or saleable sites.

2. Training and Education Policy Area.


4. Inward Investment Policy Area: the Council will continue to work jointly with other agencies to promote West Cumbria as a location for industry.

5. The Council will continue to pursue and encourage new tourist facilities throughout the District as a means of improving the local economy and providing job opportunities.


7. The Council will bring as many resources as possible to bear upon the specific problems faced by rural communities. The Council is involved with and supports the Solway Rural Initiative, the Solway Rural Resource Centre and the Rural Development Programme in conjunction with the Countryside Agency.

8. The Council will work towards achieving significant improvements to and safeguarding of the local and inter-regional transportation network, to assist the long term economic development of Allerdale. The Transportation Chapter sets down the Council's priorities.

9. The Council will ensure that infrastructure on Allerdale's Industrial Estates is capable of meeting the needs of existing and incoming industry. Also the Council is committed to the removal of dereliction and enhancement of the environment to improve the image of Allerdale. The Council has approved a Derelict Land Strategy with key areas for reclamation being Maryport Harbour, Risehow, St Helens Industrial Estate and the continuation of work on the West Cumbria Cycleway Network.


11. Maximisation of Grant and European Assistance. In this regard in addition to Objective 2 funds mentioned above there are also the following sources of funding:

INTERMEDIATE AREA: Covers the Workington Travel to Work Area and is a 1993
down-grade from previous Development Area Status. No direct financial implications but Allerdale will support third party applications for grant aid.

SINGLE REGENERATION BUDGET: Took effect in 1994, amalgamating 20 separate programmes for use in a way which promotes complimentarity with Structural Funds. Match funding from SRB and ERDF may be used for projects such as Maryport Harbour.

ENGLISH PARTNERSHIPS: Part of the Regional Development Agency responsible for site reclamation and development, and administration of Derelict Land Grant in partnership with private enterprise. DLG will be 100% DETR funded but subsequent funding levels are unknown. Cycleway Development is expected to be the priority scheme in Allerdale.

WORKINGTON ENTERPRISE ZONE: Now expired, but will enjoy tax benefits for a further 10 years, thereby producing incentives for development.

RURAL DEVELOPMENT AREA: Most of rural Allerdale is designated and a Rural Development Programme is in place to utilise Countryside Agency monies in rural regeneration.

6.3 **AIMS AND OBJECTIVES**

6.3.1 The above context gives a strong lead to the Local Plan. The Plan must seek to set up a framework of policies and proposals which will lead to the development and expansion of the local economy, encourage a greater number and variety of local job opportunities to meet local employment needs and to further reduce the level of unemployment. The following more specific aims are included in the Development Strategy in Chapter 2:

- To encourage a steady growth in employment
- To achieve a sustainable pattern of development
- To allocate a Strategic Employment Site, Business Parks and Local Employment Sites in appropriate locations
- To encourage both inward investment and diversification of the local economy
- To encourage the provision of new road links where appropriate
- To encourage the development of "brownfield" sites in preference to "greenfield" sites
- To seek to co-ordinate the provision of new housing and new job opportunities
- To encourage the provision of training and education facilities
- To encourage rural businesses and farm diversification

6.3.2 The Local Plan will address these aims by identifying existing industrial land and shortfalls, and providing for future needs where appropriate, by providing a policy framework for development control decisions and industrial location policy for the Plan Area as a whole.

6.4 **EMPLOYMENT AND REGENERATION POLICIES**

6.4.1 We have seen that the policies and proposals in the Cumbria and Lake District Joint Structure Plan provide a broad guide for the Plan Area and it is a major function of the Local Plan to develop these in greater detail, relating them to the area and to specific sites.

6.4.2 First of all, the Local Plan will assess the existing industrial land availability of the Plan Area. By comparing availability with Structure Plan requirements a figure for new allocations can be obtained. The Plan will then go on to consider the location of new allocations and policy for the control of new proposals and alterations/extensions to existing enterprises. This Chapter goes on to specify actual land allocations and considers the rural economy and proposals for farm diversification in Section 6.12.
Table 10 below lists those sites either in the former Enterprise Zones or allocated for industrial/commercial development in previous Local Plans. In addition to these, there are other sites with valid permissions for industrial/commercial development. These are not listed for the reason that it is considered that most such sites are not generally available for development but are usually held by a particular landowner for their own development purposes. It also defines the market sector of each site according to the sectors described in Policy 33 of the Joint Structure Plan, ie Business Parks, Strategic Employment Site or Local Employment Site.

**TABLE NO. 10: EXISTING EMPLOYMENT LAND ALLOCATIONS AND COMMITMENTS**

<table>
<thead>
<tr>
<th>SITE</th>
<th>MARKET SECTOR</th>
<th>LAND REMAINING @ 31.3.94 (HA)</th>
</tr>
</thead>
</table>
### 6.4.4

As we have seen the Structure Plan requires a five year supply of land to be maintained at any one time in each of the three market sectors introduced by Policy 33: Business Park, Strategic Employment Sites and Local Employment Sites. In addition, of course we need to ensure that there is sufficient land in each sector to cater for demand during the Plan Period, ie to 2006. The above figures break down as follows into the various market sectors:

<table>
<thead>
<tr>
<th>Location</th>
<th>Category</th>
<th>Land Area (HA)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lillyhall Estate</td>
<td>Strategic</td>
<td>50.41</td>
</tr>
<tr>
<td>Oldside, Workington</td>
<td>Local</td>
<td>8.0</td>
</tr>
<tr>
<td>Port of Workington</td>
<td>Local</td>
<td>7.0</td>
</tr>
<tr>
<td>Former Goods Yard Workington</td>
<td>Local</td>
<td>1.36</td>
</tr>
<tr>
<td>Plot 14 Derwent Drive, Workington</td>
<td>Local</td>
<td>2.6</td>
</tr>
<tr>
<td>Plot 17 Isabella Road, Workington</td>
<td>Local</td>
<td>2.6</td>
</tr>
<tr>
<td>Plot D Reeland Road, Workington</td>
<td>Other</td>
<td>0.1</td>
</tr>
<tr>
<td>Flimby St Helens</td>
<td>Local</td>
<td>6.8</td>
</tr>
<tr>
<td>Flimby St Helens</td>
<td>Local</td>
<td>3.0</td>
</tr>
<tr>
<td>St Helens, Siddick</td>
<td>Other</td>
<td>0.4</td>
</tr>
<tr>
<td>Flimby, Risehow</td>
<td>Local</td>
<td>1.0</td>
</tr>
<tr>
<td>Glasson, Maryport</td>
<td>Local</td>
<td>3.9</td>
</tr>
<tr>
<td>Moor Road, GT Clifton</td>
<td>Other</td>
<td>0.85</td>
</tr>
<tr>
<td>Central Road, Dearham</td>
<td>Other</td>
<td>0.2</td>
</tr>
<tr>
<td>Low Road, Cockermouth</td>
<td>Local</td>
<td>2.32</td>
</tr>
<tr>
<td>Wakefield Road, Cockermouth</td>
<td>Local</td>
<td>1.25</td>
</tr>
<tr>
<td>Lamlugh Road, Cockermouth</td>
<td>Business</td>
<td>1.0</td>
</tr>
<tr>
<td>Annie Pit Lane, Workington</td>
<td>Other</td>
<td>0.38</td>
</tr>
<tr>
<td>Dock Road, Workington</td>
<td>Business</td>
<td>1.0</td>
</tr>
<tr>
<td>Park Road, Aspatria</td>
<td>Local</td>
<td>3.33</td>
</tr>
<tr>
<td>Airfield, Silloth</td>
<td>Local</td>
<td>1.8</td>
</tr>
<tr>
<td>South of UCB, Wigton</td>
<td>Local</td>
<td>1.76</td>
</tr>
<tr>
<td>Syke Road, Wigton</td>
<td>Local</td>
<td>1.96</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td></td>
<td><strong>103.02 HA</strong></td>
</tr>
</tbody>
</table>
TABLE NO. 11: LAND AVAILABILITY BY MARKET SECTOR AND TOWN (HECTARES)

<table>
<thead>
<tr>
<th>TOWN</th>
<th>BUSINESS</th>
<th>STRATEGIC</th>
<th>LOCAL</th>
<th>TOTAL</th>
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</thead>
<tbody>
<tr>
<td>WORKINGTON</td>
<td>1.0</td>
<td>50.41</td>
<td>21.46</td>
<td>72.87</td>
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<tr>
<td>MARYPORT</td>
<td>-</td>
<td>-</td>
<td>14.70</td>
<td>14.70</td>
</tr>
<tr>
<td>COCKERMOUTH</td>
<td>1.0</td>
<td>-</td>
<td>3.57</td>
<td>4.57</td>
</tr>
<tr>
<td>WIGTON</td>
<td>-</td>
<td>-</td>
<td>3.72</td>
<td>3.72</td>
</tr>
<tr>
<td>SILLOTH</td>
<td>-</td>
<td>-</td>
<td>1.80</td>
<td>1.80</td>
</tr>
<tr>
<td>ASPATRIA</td>
<td>-</td>
<td>-</td>
<td>3.33</td>
<td>3.33</td>
</tr>
<tr>
<td>OTHER SMALL SITES</td>
<td>-</td>
<td>-</td>
<td>2.03</td>
<td>2.03</td>
</tr>
</tbody>
</table>

103.02 HA

6.4.5 The figure for Strategic sites is high because all the land at Lillyhall has been included in that sector. It is true to say however, that land at Lillyhall could actually be developed for any of the 3 market sectors. As regards the adequacy of the above land availability it is always difficult to be categoric because of the variability of demand for employment land. If we use development trends over a long period, research done by the County Council suggests that demand is greatest in the Local Employment Sector at about 2 hectares per year District-wide, closely followed by Strategic Land at about 1.5 hectares per year. Development of Business Parks has been much less, at an average of less than 0.25 hectares per year. Such trends suggest that there is a five year supply District-wide in all sectors, although there may be shortages in certain towns, eg Local Employment Sites in Cockermouth and Business Parks in Workington and Maryport.

6.4.6 Beyond 5 years, to the end of the Plan Period the evidence suggests:

- There is a need to redefine land at Lillyhall into the 3 market sectors.
- In Workington there is a need to allocate more Business Parks and Local Employment Sites.
- In Maryport, despite the non-availability of some land at Flimby, there are sufficient Local Employment Sites but a shortage of Business Parks.
- In Cockermouth there are insufficient Local Employment Sites to cater for demand during the Plan Period. It may also be necessary to increase the supply and choice of sites for business use.
- In Wigton, Silloth and Aspatria there are considered to be sufficient Local Employment Sites to cater for demand. Business uses may be accommodated on such sites.
- In the Rural Areas there is a need to better co-ordinate job opportunities and new housing, therefore it may be appropriate to allocate Local Employment Sites in some of the larger villages, ie those designated as Local Centres.

6.4.7 Therefore, the demand for employment land during the Plan Period will be met by:

(i) Development of sites with current planning permission.
(ii) Development of sites previously allocated in the Northern and Southern Allerdale Local Plans, and
(iii) New allocations in this Local Plan.

6.4.8 To ensure this supply the following policies apply:

Policy EM1: Proposals for the renewal of planning permissions for industrial and business uses will be approved except where the relevant policies of this Local Plan would justify refusal.

6.4.9 It is normal practice to renew current planning permissions unless there has been a material change.
of circumstances which justifies refusal. This new Local Plan is such a material change of circumstances and where there has been a change of policy between this and previous Local Plans, permission for renewal may be refused. There may also be a material change of circumstances where relevant legislation changes the standards by which proposals are assessed, eg concerning pollution, etc.

**Policy EM2:** The following sites, allocated for industrial/employment related development in previous Local Plans are carried forward as such allocations in this Local Plan. Proposals for the appropriate development of these sites will be approved subject to the relevant policies of this Local Plan:

**TABLE NO. 12: ALP EMPLOYMENT LAND ALLOCATIONS**

<table>
<thead>
<tr>
<th>SITE</th>
<th>MARKET SECTOR</th>
<th>APPROPRIATE USES</th>
</tr>
</thead>
<tbody>
<tr>
<td>LILLYHALL *</td>
<td>STRATEGIC</td>
<td>SEE WORKINGTON SECTION</td>
</tr>
<tr>
<td></td>
<td>BUSINESS *</td>
<td></td>
</tr>
<tr>
<td></td>
<td>LOCAL</td>
<td></td>
</tr>
<tr>
<td>OLDSIDE, WORKINGTON</td>
<td>LOCAL</td>
<td>LIGHT INDUSTRIAL (B1) STORAGE (B8) GENERAL INDUSTRIAL (B2)</td>
</tr>
<tr>
<td>PORT OF WORKINGTON</td>
<td>LOCAL</td>
<td>PORT RELATED SERVICES (B1) PORT RELATED STORAGE (B8)</td>
</tr>
<tr>
<td>FORMER GOODS YARD, WORKINGTON *</td>
<td>LOCAL</td>
<td>BUSINESS/LIGHT INDUSTRIAL (B1), LIMITED GENERAL INDUSTRIAL (B2) STORAGE (B8)</td>
</tr>
<tr>
<td>PLOT D, REEDLANDS ROAD, WORKINGTON</td>
<td>OTHER</td>
<td>LIGHT INDUSTRIAL (B1), GENERAL INDUSTRIAL (B2), STORAGE (B8)</td>
</tr>
<tr>
<td>FLIMBY, ST HELENS</td>
<td>LOCAL</td>
<td>LIGHT INDUSTRIAL (B1) GENERAL INDUSTRIAL (B2), STORAGE (B8)</td>
</tr>
<tr>
<td>ST HELENS, SIDDIICK</td>
<td>OTHER</td>
<td>LIGHT INDUSTRIAL (B1) GENERAL INDUSTRIAL (B2), STORAGE (B8)</td>
</tr>
<tr>
<td>FLIMBY, RISEHOW *</td>
<td>LOCAL</td>
<td>GENERAL INDUSTRIAL (B2)</td>
</tr>
<tr>
<td>GLASSON, MARYPORT * (HUTTON PLACE)</td>
<td>LOCAL</td>
<td>LIGHT INDUSTRIAL (B1) LIMITED GENERAL INDUSTRIAL (B2)</td>
</tr>
<tr>
<td>MOOR ROAD, GT CLIFTON *</td>
<td>OTHER</td>
<td>LIMITED GENERAL INDUSTRIAL (B2)</td>
</tr>
</tbody>
</table>
6.4.10 All but 4 of the sites listed in Table 10 are thus re-allocated. The exceptions are:

(i) 6.8 hectares of land at Flimby St Helens, adjacent to the former Enterprise Zone 3. The bulk of this land is being retained by adjacent industrial users and cannot therefore be considered to be generally available. The extension of these premises will be acceptable in principle and will be subject to the other relevant policies of the Local Plan. (See below). In addition the 3 hectares within the former Enterprise Zone also cannot be regarded as available. The above allocation of 1.3 hectares refers to an infill site between Armstrongs and Witco Chemicals fronting the A596.

(ii) 0.3 hectares of land at Central Road, Dearham is not included. This land was allocated in the Southern Allerdale Local Plan in order to encourage the provision of job opportunities in Dearham. However, the land is derelict and would require restoration prior to development. It is now acknowledged that the chances of restoration are remote and in light of decisions to approve two dwellings on the frontage, allocation for employment use is not appropriate.

(iii) 2.6 hectares at Plot 14 Derwent Drive, Workington have been developed for retailing use.

(iv) 2.6 hectares at Isabella Road, in the former Enterprise Zone 6, now have planning permission which has been partly carried out. The site is therefore, now a committed site.

6.4.11 New allocations, in line with the requirements described in paragraph 6.4.6 are made later in this Chapter. Together with those sites under Policy EM2 this means that employment allocations in
6.5 CONTROL OF INDUSTRIAL DEVELOPMENT

6.5.1 Allocated land in the Plan Area is identified in Policy EM2 and later in this Chapter. Supply of industrial land is therefore considered to be in excess of Structure Plan requirements as a whole.

Policy EM3: Industrial development will not be permitted on sites outside established industrial estates or those sites allocated in the Local Plan. Exceptionally, permission may be given elsewhere subject to Policy EM5.

6.5.2 The policy is designed to prevent sporadic industrial development on greenfield sites. Exceptions to this policy may be acceptable subject to Policy EM5. Also there will be a need to cater for the expansion of existing industrial operations.

Policy EM4: Proposals for the extension of existing industrial operations will be acceptable provided that:

(i) the scale and type of use is appropriate to the locality and,

(ii) the proposal accords with the other relevant Local Plan policies, concerning design, access, amenity and the environment.

6.5.3 Established industrial estates are identified on the Proposals Map Insets. Outside these, which offer sufficient opportunities for meeting the demand for industrial development, it is appropriate to allow only for the extension of existing industrial operations and only then, when proposals are appropriate to their locality in terms of access, amenity and environmental impact.

Policy EM5: Proposals for new industrial development may be acceptable within development limits as defined on the Proposals Map Insets, provided that:

(i) the scale and type of operation is appropriate to the locality, and

(ii) the proposal accords with the other relevant Local Plan policies, concerning design, access, amenity and the environment.

6.5.4 In addition to development within established estates, on allocated sites and by way of extensions, there is a need to create opportunities for the expansion of existing and creation of new small-scale businesses and industrial enterprises within the towns and villages of the Plan Area. Such enterprises often provide a valuable means of creating additional employment opportunities and should also help to maintain the viability of such settlements whilst broadening and strengthening the economic base of the Plan Area. There will also be opportunities for conversions to employment related uses.

Policy EM6: Proposals to change the use of suitable buildings to commercial or industrial use may be acceptable within development limits as defined on the Proposals Map Insets or on sites well related to defined settlements, provided that:

(i) the scale and type of operation is appropriate to the locality and,

(ii) the proposal accords with the other relevant Local Plan policies concerning design, access, amenity and the environment.

6.5.5 It is important to consider the need for small scale light industrial and service activities within towns...
and villages. By their very nature, craft activities, light industry and certain types of service industries can operate without detriment to residential amenity. By encouraging their location within existing settlements this policy seeks to ensure that such enterprises have the advantage of utilising the existing infrastructure of such locations, that the re-use of appropriate vacant buildings is encouraged, that the open countryside is protected and that "mixed uses" are also encouraged in line with recent government guidance (PPG1). Proposals will be expected to respect the character of existing buildings, especially those which make a positive contribution to the character of their locality. For policy on the conversion of buildings outside development limits see Policy REM5.

The Quality of Industrial Development

6.5.6 It is considered that, in order to achieve a satisfactory standard of industrial and commercial development within the Plan Area generally, there is a need for specific quality guidance.

Policy EM7: In considering planning applications for new industrial/commercial development, including conversions, the Council will require that proposals are well related to existing development and have particular regard to the following criteria:

(i) Building lines Whilst building lines will not be rigidly enforced, development will be expected to generally conform to the existing building line.

(ii) Materials Facing and roofing materials should generally be compatible with those of the locality, in more sensitive locations they should be compatible with local traditional materials.

(iii) Form and massing New development should not be intrusive or over-prominent and should relate satisfactorily to both existing development and natural features.

(iv) Fenestration The positioning, proportions and detailing of doors and windows should relate satisfactorily to the development as a whole. Where conversions of traditional farm buildings are concerned, new fenestration should be kept to a minimum.

(v) Roof pitches Flat roofs should be avoided. Pitches should generally conform with those prevailing in the locality.

(vi) Open space/landscaping Where appropriate, new development should include acceptable landscaping proposals, such proposals will be expected to include the planting of indigenous species of trees and shrubs where appropriate.

(vii) Type of operation The proposed operation is compatible with nearby uses.

6.5.7 The above policy is required to ensure a satisfactory standard of development is achieved. Within Conservation Areas and areas of designated landscape value other policies will apply.

Policy EM8: In considering planning applications for industrial development on existing industrial estates, the Planning Authority will require high standards of design and layout, particularly in visually prominent areas of such estates.

6.5.8 The poor perceived image of West Cumbria is a contributory factor in the low levels of investment in the area. The promotion of environmental improvements will enhance the quality of a locality
which in turn may have a beneficial impact on investment decisions. In recent years considerable improvements have been made to West Cumbria's industrial estates but problem areas still remain. Areas still requiring attention include:

(i) A596 improvements between Maryport and Workington
(ii) Clay Flatts, Workington
(iii) Risehow Estate Flimby
(iv) Glasson Estate Maryport
(v) Lillyhall Industrial Estate

In improvement schemes and development proposals particular attention should be paid to entrances and highway frontages of industrial estates. The above list is not exhaustive, there are smaller industrial areas throughout the Borough which require attention. To ensure that future industrial development does not have a detrimental impact on the environment, the Council will pursue Policies EM7 and EM8 through negotiation and imposition of conditions when determining planning applications for industrial development.

Control of Noise

Policy EM9: Proposals for new development which involve noise generating processes will be expected to satisfy current British Standards. Proposals for uses generating excessive noise which would be of detriment to the amenities of adjacent users will not be acceptable.

6.5.9 The current standard for controlling noise from fixed industrial sources is BS4142 and that for controlling noise from construction and open sites is BS5228.

6.5.10 Planning Policy Guidance Note 24 "Planning and Noise", gives guidance to local authorities on the use of their planning powers to minimise the adverse impact of noise, without placing unreasonable restrictions on development, or adding unduly to the costs and administrative burdens of business. It advises that policies should seek to:

(i) Ensure that noise sensitive developments are located away from existing sources of significant noise

(ii) Ensure that potentially noisy developments are located where noise will not be such an important consideration

6.5.11 Noise is considered to be a pollutant (see Policies EN6 and EN7). It is generally perceived that noise is a growing problem in the human environment and it is right that the Local Plan should seek to minimise potential problems. The Council will use Policies EN6 and EN7 to ensure the separation of potentially noisy development and noise sensitive development. Noise sensitive development will be similar to pollution sensitive development, ie housing, hospitals, schools but may also include other development requiring a high quality environment, eg some business/high technology users.

6.5.12 Where it is difficult to separate noise sensitive development from noisy activities, proposals should contain measures to mitigate any detrimental impact. The Council will use planning conditions and obligations to ensure such mitigation is carried out where practicable. Where such mitigatory measures are unable to overcome potentially unacceptable noise problems planning permission will be refused.

6.5.13 There are other statutory controls which can deal with specific noise nuisance. The Building Regulations impose standards for sound insulation in dwellings, and there are times when the Council as Local Planning Authority may ask for enhanced sound insulation measures, eg in the conversion of buildings to flats and multiple occupation.

Bad Neighbour Uses

6.5.14 There are existing industrial and commercial premises, often situated in predominantly residential areas, where they are a nuisance to adjacent residents and users, and where substantial redevelopment or expansion would result in unacceptable environmental or traffic problems. Proposals for the extension or intensification of such uses will not normally be acceptable but there may be circumstances when permission may be given.
Policy EM10: Planning permission to extend or intensify existing bad neighbour industrial or commercial uses in predominantly residential areas will not be given unless special circumstances can be identified, the following criteria will be applied in assessing such circumstances.

(i) The impact such proposals will have on the surrounding area by reason of traffic generation, noise, emissions and the impact on the environment

(ii) The practicality of relocation or alternative solutions

(iii) The effects on employment and economic viability if the application were refused

6.5.15 The removal of so-called bad-neighbours will be of immense benefit for residents of surrounding properties, but where it can be demonstrated that extensions or alterations will not have any intrusive or detrimental effect on its neighbours, it is proposed that individual applications will be determined taking into account the above criteria. Any planning consent will be carefully conditioned and the Council may also require any developer to enter an agreement under Section 106 of the Town and Country Planning Act 1990, to prevent any potential nuisance and to reduce any adverse environmental impact to a minimum.

Scrapyards

Policy EM11: Proposals for scrapyards or other salvage operations determined by the Borough Council, will not be permitted to locate in prestige areas of established or proposed industrial estates unless exceptional circumstances are proven. In all cases, the following criteria will apply:

(i) The proposal should not be located in a visually prominent position on an industrial estate frontage, main estate road or public highway.

(ii) The proposal should incorporate effective landscaping and screening.

(iii) There should be no significant detrimental impact on neighbouring uses.

(iv) Any planning permission will be subject to strict planning conditions and/or legal agreement, relating to access arrangements, stacking heights and hours of working as well as the normal planning criteria of noise, emissions, smell, design and site layout.

6.5.16 Scrapyards and others forms of metal salvage operation are by their very nature unsightly undertakings which are liable to detract from the environment and image of any area. The Council recognises that such uses are traditional in areas with a metal working and manufacturing history, but is reluctant to encourage such operations to locate in prestige areas of the Borough's industrial estates or indeed in a prominent position on any public highway. In such cases where determination is to be made by the County Planning Authority, the Borough Council will make comments based on the criteria of Policy EM11.

6.5.17 This policy is aimed at preventing the deterioration of the environment of industrial estates and important highway frontages in the Plan Area, which could potentially have a detrimental impact on the regeneration prospects for West Cumbria. It does not prevent scrapyards from locating in the less prominent parts of industrial estates. Planning permission may be granted but will be subject to
stringent conditions and/or legal agreement to prevent unacceptable environmental impacts. Applications for such uses in rural areas will be determined on their merits when assessed against the relevant policies of the Local Plan.

**Hazardous Uses**

**Policy EM12:** Planning permission will not be given, except in the most exceptional circumstances, for the use of land or buildings which:

(i) requires licensing under the Nuclear Installations Act, 1965

(ii) requires licensing under the Explosives Act 1975, or

(iii) comes under the Notification of Installations Handling Hazardous Substances Regulations 1982.

6.5.18 The use of land or buildings for any uses which are relevant to the above legislation presents inherent dangers to adjacent occupiers and sometimes to a wider area. The Council will only grant planning permission for such uses if and when it can be shown that exceptional circumstances have arisen to justify such consent and any proposal fully satisfies the appropriate Regulations under the above and other relevant legislation (or subsequent legislation).

6.5.19 Within the Plan Area there are several hazardous installations notifiable under the 1982 Regulations. These are:

1. UCB Films, Wigton (Carbon Disulphide)
2. Shellgas, Workington (LPG)
3. Solway Heaters, Workington (LPG)
4. British Gas, Workington (Flammable Gas)
5. Eastman Chemicals, Siddick (LPG)
6. Carrs Fertilisers, Silloth (Ammonium Nitrate)
7. Johnson Controls, Silloth (LPG)

There is also a high pressure gas main which crosses the whole Borough from the Copeland border through Workington, Seaton and north-eastwards towards Aspatria, Wigton and Carlisle. All these have consultation zones within which proposed development will be subject to consultations with the Health and Safety Executive.

**Policy EM13:** Proposals for development within the consultation zones of hazardous installations and high pressure gas pipelines will be carefully considered. Proposals will be subject to consultations with the appropriate authorities and any proposals which would add substantially to the risk of danger to the public will be resisted.

6.5.20 Not all proposals involving the introduction or increase in the use of hazardous substances on a site will require planning permission. Where they do, the Council will, in consultation with the Health and Safety Executive and other appropriate bodies, seek to ensure that any risk to the safety of the public is minimal. Similar considerations are also relevant when development is proposed in close proximity to hazardous installations, where such proposals would entail a significant increase in the risk to public safety they will be resisted.

6.5.21 Where planning permission is not required the Town and Country Planning (Hazardous Substances) Act 1990 introduced a system whereby, the introduction of hazardous substances onto a site or the significant increase in the storage of such substances on a site, requires Hazardous Substances Consent. When this Council is considering applications for Hazardous Substances Consent, it will seek to ensure that hazardous substances are not introduced into sites where there would be a significant risk of danger to any nearby residents.
The Service Sector

6.5.22 Policy 33 of the Joint Structure Plan seeks to ensure that there is ample land available for business development throughout the Plan Period. We have also seen that within what might be termed the service sector, research and development, information technology, and education/training are of paramount importance for the economic health of an area. It is right, therefore, that the Local Plan should positively encourage development in these sectors.

6.5.23 Land allocated as Business Parks could accommodate such uses. However, it is considered that policy should go further in promoting such uses.

Policy EM14: Notwithstanding Policy EM3, proposals for research and development, information technology and education/training development may be acceptable provided that:

(i) the proposal is on a site well related to a Main or Secondary Settlement, or to an existing industrial estate as identified on the Proposals Map Insets;

(ii) the proposal is not located in a visually prominent position;

(iii) the proposal would have no significant detrimental impact on adjacent uses; and

(iv) the proposal accords with the other relevant policies of the Local Plan concerning access, layout, design, infrastructure and environmental impact.

6.5.24 In order to discriminate in favour of such specialised development it is considered appropriate to look favourably on such proposals in situations where other industrial development would be resisted. Yet this does not mean that such proposals will be acceptable anywhere. In order to avoid sporadic development of greenfield sites throughout the Borough such proposals should relate well to the larger settlements of Workington, Maryport, Cockermouth, Wigton, Silloth and Aspatria, or to the industrial estates identified on the Inset Maps. They should also accord with other relevant policies concerning the quality of development and its environmental impact.

6.5.25 The service sector in the Plan Area has never been more than the minimum required to meet the needs of the local population and industries. In a period of declining numbers of manufacturing jobs, service sector employment opportunities are even more important and will be encouraged.

6.5.26 One other important sector which the Local Plan should address is the agricultural sector. This has experienced many changes over recent years such that agricultural employment opportunities have declined and agricultural incomes have fluctuated widely. There is a growing need for the rural economy to diversify. Policies EM5 and EM6 are relevant to this issue but Section 6.12 addresses the issue in more detail.

Telecommunications

6.5.27 We have seen at paragraph 6.1.17 the importance of information technology and telecommunications to the economy. New communications technology is spreading rapidly to meet demand for better communications. Fast, reliable and cost-effective communications can attract business to an area and so it is essential for the competitiveness of the local economy for the latest means of communications to be available. Telecommunication advances in tele-working and particularly home-working, can reduce the need to travel, limiting traffic congestion, pollution and accident levels. The issue, therefore is relevant to achieving more sustainable patterns of development and the Council will support such initiatives, subject to the other policies in the Plan.

6.5.28 The importance of this issue is reflected in Planning Policy Guidance Note 8, "Telecommunications" which sets down the government's general policy. The government wishes to facilitate the growth of new and existing systems. At paragraph 5 the PPG states:
"... Local Planning Authorities should respond positively to telecommunications development proposals especially where the proposed location is constrained by technical considerations, while taking account of the advice on the protection of urban and rural areas in other planning policy guidance notes ..."

It goes on to say at paragraph 6:

"Authorities should not question the need for the service which a proposed development is to provide, nor seek to prevent competition between different operators".

6.5.29 The importance the government attaches to telecommunications is further emphasised by its giving telecommunications operators extensive rights to install equipment without planning permission. These permitted development rights are set down in the Town and Country Planning (General Permitted Development) Order 1995. The main requirement, among others, is that any mast higher than 15 metres requires planning permission. Masts of less than 15 metres are merely subject to a consultation procedure. These permitted development rights do not apply in Conservation Areas, Areas of Outstanding Natural Beauty and SSSI's where all new masts and antennas will therefore require planning approval.

6.5.30 There are three main types of telecommunications system with implications for the planning system:

(i) **Fixed Link**

The "normal" telephone system operates through cable connections but also uses radio signals through fixed, "line of sight", antennas. Therefore, trunk networks require both cable links and relay stations. The latter consist of a small building and a tower up to 60 metres high. Normally, the number of masts in an area is not great. Other forms of fixed link are radio links via satellite used by terrestrial and cable television networks.

(ii) **Cellular (PCN) Systems**

These systems consist of networks of base stations, each with a limited coverage area or cell. The earliest systems catered for mainly car-borne mobile phones. More recent Personal Communication Networks (PCN's) cater for personal communications by way of small light handsets. The more recent PCN's rely on different technology and radio wavelength and therefore need a greater number of masts than the earlier system. These systems are demand led; operators are bound by their licences to expand their networks to cater for demand. Therefore, the greatest need for mast sites is likely to be in built-up areas and close to main roads. The location of masts and antennas is important as signals from one cell should not spill over into another cell. To avoid blind spots antennas must usually be placed in an elevated position. Technological constraints often conspire, therefore, to require masts in prominent positions, with few viable alternatives. The sharing of masts by different operators is possible although technological constraints can preclude sharing.

(iii) **Satellite Television**

In broadcasting there has been significant growth in the use of satellite television. Signals are beamed directly to the home from satellites, via individual receiving antennas. These latter must have direct line of sight to the satellite and must almost always be mounted outdoors. The location of an antenna on a building therefore depends on the direction of the satellite. The size of antenna depends on technology, signal strength, interference and geographical location. These types of satellite antennas have their own permitted development rights conferred by the GPDO.

6.5.31 Where telecommunications development is proposed, it is therefore often constrained by technological considerations. Yet PPG8 also places considerable importance on environmental and amenity issues especially in sensitive locations such as Conservation Areas, Areas of Outstanding Natural Beauty and Sites of Special Scientific Interest. Local Planning Authorities are therefore encouraged to adopt policies concerning the location of telecommunications development, the siting and external appearance of apparatus, mast sharing, landscaping and amenity. Authorities are encouraged to ensure that they have all the relevant planning information before them, including
Policy EM15: Planning permission for telecommunications masts or antennas and associated equipment will be granted provided that:

(i) the proposal forms an essential part of a telecommunications network, full details of which must be submitted with the first application that an operator submits in an area;

(ii) there is no reasonable possibility of combining the proposal with any existing installation;

(iii) in the case of proposals for freestanding masts, there is no reasonable possibility of erecting the apparatus on an existing building or other structure;

(iv) where new installations are required, they are located where there will be no significant environmental damage;

(v) where a proposal will have a significant damaging environmental impact, there are no suitable alternative sites where the impact would be acceptable;

(vi) any mast and associated equipment or buildings are appropriately designed, coloured and landscaped, taking account of their setting;

(vii) in the case of proposals that would adversely affect a sensitive area or its setting and there are no acceptable alternative sites, permission may be granted only where the adverse effect is not significant and maximum appropriate screening in line with technical considerations is proposed.

Where approval is justified, it will normally be subject to a condition requiring reinstatement of the site to its original condition, if it becomes non-operational.

6.5.32 The above policy is designed to control telecommunications development in non-sensitive areas. It seeks to allow telecommunications networks to be created in a way that is sensitive to the environment. Where there is some detriment to the environment the policy allows for reasonable alternatives to be pursued or for suitable ameliorative measures to be proposed. For guidance on “Sensitive Areas” please see paragraph 6.5.34 below.

6.5.33 Telecommunications technology is changing rapidly. It may be that in the not too distant future, present systems eg cellular, will be superseded and whole networks of apparatus may be rendered redundant. Therefore, the Council will normally make planning approvals for telecommunications apparatus conditional upon their removal, at the operators expense, in the event of that apparatus being rendered redundant. It may also be appropriate for the Council to grant temporary approvals for apparatus.

6.5.34 For the purposes of the above policy the following will be treated as sensitive areas:

- The setting of the Lake District National Park
- The Solway Coast Area of Outstanding Natural Beauty and its setting
- A Conservation Area
- A Listed Building and its setting
- A Scheduled Ancient Monument and its setting
- Hadrian’s Wall World Heritage Site and its setting

In sensitive areas the protection of the environment will be given priority. Where a proposal cannot meet all the above relevant criteria refusal may be justified.
Antennas for reception of satellite television symbolise the growth of the current telecommunications revolution. Although these are largely associated with domestic situations it is considered appropriate to consider these here. The government has given householders extensive rights to install satellite dishes without planning permission. Where permission is required Policy EM16 will apply:

**Policy EM16:** Proposals for satellite dishes will be permitted provided that:

1. there would be no adverse visual impact on the street scene;
2. there would be no significant detriment to the amenities of nearby residents;
3. there would be no adverse visual impact on the character of a Conservation Area;
4. there would be no adverse visual impact on the setting or appearance of a Listed Building.

Technical considerations often constrain the positions in which a satellite dish can be placed on a dwelling. Most importantly they must face the relevant satellite, normally in the southerly sky. The Council will expect satellite dishes to be positioned to have the minimum visual impact, commensurate with technical considerations. Each case will be treated on its merits. In cases where it is impossible to gain a reasonable signal without creating some unacceptable adverse visual impact the Council will seek a "least objectionable" solution, with appropriate ameliorative measures such as requiring mesh dishes or a specific colour. However, where a Conservation Area or Listed Building is involved, the protection of the character of the area/building will be given priority and refusal may be justified.

The government has made it clear that the extensive permitted rights attached to satellite dishes is conditional upon them being appropriately sited on a building, so as to minimise their effect on the external appearance of the buildings on which they are installed. (Paragraph 20, PPG8). It is possible for a Local Planning Authority to take the view that a dish installed as permitted development has not been so sited (taking into account technical and safety issues). In which case it is possible for the Council to serve a breach of condition notice requiring the resiting of the antenna. The grounds for such a notice would be that the permitted development right has not been complied with and that therefore the development itself did not enjoy permitted development rights. This Council will consider taking such action where antennas are considered to be particularly prominent. Where the Council does intervene an acceptable alternative siting will be suggested.

**Protection of Employment Sites**

In areas where there is a high demand for housing and retail land, it is often difficult to find new areas which are suitable for employment development. Existing employment sites (ie. committed sites) and those allocated in the Local Plan should therefore, be retained in order to provide a range of opportunities for developers and local people and should not normally be used or developed for other purposes. Policy 34 of the Joint Structure Plan seeks to protect employment sites and the Council will invoke this policy to protect such sites when appropriate.

**Overhead Lines**

**Policy EM17:** In considering proposals for the replacement of existing and/or the installation of new overhead lines, the Local Planning Authority will not object to those where care has been taken to minimise impact on local communities, landscape, townscape and upon nature conservation interests. Proposals to underground lines will be supported except where damage to interests of acknowledged importance would result.

The Council is consulted by statutory undertakers such as Norweb when they are replacing or installing overhead lines. The Council is not empowered to refuse permission for such proposals but may make formal objections which result in the proposal being referred to the relevant Secretary of State for determination. The Council will object to proposals which have not taken care to minimise their
impact. The Council will support the undergrounding of all overhead lines where practicable and where there would be no damage to other interests.

6.6 WORKINGTON EMPLOYMENT AND REGENERATION

6.6.1 As the biggest population centre in the Borough, Workington is also the most important centre of economic activity and employment. However, Workington continues to suffer some of the problems of an area once dependent upon a narrow range of heavy industry which has largely disappeared. The Workington Travel to Work Area regularly has the highest unemployment figures in Cumbria and one of the highest in the North-West Region. Some Workington Wards have particularly high and persistent unemployment figures. The economic base of the town continues to be somewhat weak and susceptible to job losses in key industrial sectors. The local economy remains sensitive to the economic cycle as has been shown by the recession of the early 1990’s. Nevertheless, recent economic trends are positive and the prospects seem good. The Local Plan must play its part in ensuring that Workington can take advantage of any opportunities that may arise.

6.6.2 Preceding sections have set down a broad policy framework which seeks to tackle the economic problems of the Borough, which are of relevance to Workington. They also included a number of aims for Workington as follows:-

- The bulk of new economic development should be directed towards the Workington/Maryport/Cockermouth triangle
- New job opportunities and new housing should be coordinated
- There is a need to allocate more land for business use and for local employment
- Land at Lillyhall should be redefined and re-allocated into the 3 market sectors ie Strategic Sites, Business Sites and Local Employment Sites
- "Brownfield" or derelict/neglected sites should be developed in preference to "greenfield"

6.6.3 The Joint Structure Plan identified the need to focus industrial development in Workington/Maryport/Cockermouth, and sustainable principles suggest that this will be best located within the towns themselves. Workington has previously provided the bulk of employment and employment land and will continue to do so. Lillyhall is considered as part of Workington.

Employment Land Availability

6.6.4 Recent rates of industrial development have been low, such that most of the land allocated in the former Southern Allerdale Local Plan is still available. Taking into account these rates there is an adequate five year supply of land overall. However, the Structure Plan requires each District to have an adequate supply of land for Business Parks, Strategic Sites and Local Employment Sites. It is also important that within each market sector a range of sites exists both in terms of location and size to meet varying demands. In other words, although it is not necessary for each town to be self-sufficient in each market sector, the larger towns must offer a range of sites in each market sector, and Workington is included in the list. Lillyhall has been categorised as a Strategic Site until now and so, as Table 11 above shows, available land in Workington is biased heavily towards Strategic Sites with a dearth of land for business and local market sectors.

6.6.5 Strategic Sites are defined as being a minimum of 8 hectares in extent, close to the primary road network and principally aimed at large scale business, general industry and storage/distribution. Workington is considered to be the only town in the Plan Area where the designation of such large sites is appropriate, for the Structure Plan advises they be at least 8 hectares in extent.

6.6.6 Therefore, Workington will be expected to provide a full and wide range of employment sites beyond those which may be required simply to serve the population of Workington itself. To a certain extent, it must provide employment opportunities for a wide area of the Borough. This may be considered to a certain degree, unsustainable, but is inevitable where such strategic and large scale allocations are to be made.

Lillyhall
6.6.7 Lillyhall has, for a long time, formed one of the County Council's strategic industrial estates, indeed, much of it is owned by the County. Until now, land at Lillyhall has all been included, at least nominally, in the Strategic Market Sector. Development in recent years has been slow, with almost all the land allocated in the Southern Allerdale Local Plan still being undeveloped. The apparent unattractiveness to developers may be the result of the relative attractiveness of the former Workington Enterprise Zone which offered substantial financial benefits to developers until its expiry in October 1993. The demise of the Enterprise Zone should, in theory, lead to increased demand for land at Lillyhall. In anticipation of such demand, the West Cumbria Development Agency has produced a "Vision" for Lillyhall in consultation with the County Council, English Partnerships and this Council.

6.6.8 The essential theme of this vision is that Lillyhall should be able to cater for all types of businesses and, in order to do so, should comprise of six main elements:

(i) **Large Manufacturing Facility**

The large, former Leyland/Daf factory was vacant for some time. Despite being extensively marketed with a view to attracting a large scale manufacturing user, the purchase of the buildings by Eddie Stobart, has resulted in the site’s use solely for storage and distribution.

(ii) **Industrial/Commercial Park**

This comprises the established core of the industrial estate which accommodates a number of large firms, eg Alcan, BNFL. A range of employment users would be appropriate on the remaining development sites. The area is in need of improved landscaping and maintenance.

(iii) **West Cumbria College**

West Cumbria College is at present dispersed on several sites in Allerdale and Copeland. It is proposed to centralise these sites onto a new campus at the corner of the A595 and A597. The College is seen as an asset to Lillyhall which could have spin-off benefits. Planning permission has recently been granted for the provision of a new college campus on this site.

(iv) **Strategic Site**

It is considered essential that Lillyhall should be able to cater for possible large scale future inward investment. Land should therefore be available, preferably up to an area of 250 acres (100 hectares) on a high profile frontage to the A595. 10.3 hectares of land opposite the former Leyland/Daf factory were allocated in the former Southern Allerdale Local Plan (formerly referred to as Block 5). This site could form the basis of a larger allocation.

(v) **Business Park**

Lillyhall must be able to offer sites for high quality business use. This would be in line with the requirement of the Structure Plan to allocate specific sites. In the former Southern Allerdale Local Plan 22 hectares of land at Blackwood Road (formerly Block 3) was allocated for "high quality" industrial and business uses and it would be appropriate for this to be now allocated as a Business Park.

(vi) **Service Industries**

It is recognised that Lillyhall plays a useful and important role in accommodating local service industries, which might be difficult to accommodate elsewhere. Such uses are often 'non-conforming' such as salvage operations, etc, and as such are low added value operations which cannot afford high quality sites. Nevertheless, it is important that such uses are accommodated. An area at Joseph Noble Road/Pitwood Road now accommodates several such uses and there is logic in allocating an appropriate area here, for such uses.

6.6.9 These elements translate fairly easily into the three market categories required by the Joint Structure Plan as follows:-
Policy WKEM1: 17.4 Ha of land at the former Volvo factory at Lillyhall is allocated as a Strategic Employment Site.

6.6.10 The Joint Structure Plan advises that Strategic Employment Sites are principally aimed at large scale General Industry, Business, Storage or Distribution although other industrial uses may be acceptable from special industrial groups. Small scale activities will not be appropriate on such sites. At the time of writing these premises are being used for storage and distribution.

Policy WKEM2: 18 Ha of land at the junction of the A595 and Branthwaite Road, Lillyhall is allocated as a Strategic Employment Site, subject to the retention of existing woodland, structure planting belts and good quality landscaping schemes being incorporated in development proposals.

6.6.11 In the Southern Allerdale Local Plan, 10 hectares of this site was allocated for general industrial and business uses. It is now considered appropriate to enlarge this allocation significantly in order to be able to offer a wider range of serviced sites to large scale users. The north-eastern and south-eastern boundaries of the site are considered flexible. The "Vision" for Lillyhall envisaged the possibility of offering a very large site (up to 100 hectares) for a very large "one-off" inward investor and this site is considered the most appropriate for such a purpose. However, the enlargement of the site to such a degree is only justified where the proposed user is on such a scale and quality as to justify the development of open countryside well beyond the boundaries of the existing Lillyhall estate. In order to fully assess the traffic effect of development proposals on the above allocation, further detailed work (including, where appropriate, analysis of a Traffic Impact Assessment) will need to be undertaken by the Highways Agency, to ensure that traffic generated by the development can be safely accommodated on the A595 and A596 Trunk Roads. Where this is not possible, but could become so by remedial highway improvements, the Highways Agency will seek the attachment of planning conditions relating to the phasing of development and the carrying out of such improvements. Developers are advised to consult the Highways Agency prior to formulating detailed proposals.

Policy WKEM3: 22 Ha of land at Blackwood Road, Lillyhall is allocated as a Business Park subject to the retention of any structure planting belts and good quality landscaping schemes being incorporated in development proposals.

6.6.12 This site was allocated in the Southern Allerdale Local Plan for a wider range of uses. However, in line with the "Vision", and the need to increase the amount of land available for business use, it is now considered more appropriate for the land to be allocated for business use only. It is likely that the site will be serviced. Schemes will be expected to be of a high quality, in terms of both building design and landscaping.

Policy WKEM4: 9.24 Ha of land at Joseph Noble Road, Lillyhall is allocated as a Local Employment Site subject to the retention of existing structure planting and good quality landscaping schemes being incorporated in development proposals.

6.6.13 This site has been serviced and accessed and is available for development immediately. The site is suitable for a range of types and sizes of employment and warehousing uses. Other commercial activities may be appropriate on these sites although retailing, including the sale of cars will not be acceptable.

Policy WKEM5: 6 Ha of land at Joseph Noble Road/Pitwood Road, Lillyhall is allocated as a Local Employment Site subject to good quality screening/landscaping being incorporated in development proposals.

6.6.14 This area of Lillyhall has become the preferred location of what might be called bad neighbour or dirty users eg salvage operations, pallet makers, etc. The area is appropriate for such use, being secluded
and not visible from any main road frontage. However, parts of the area display a degraded appearance due to poor or unsuccessful screening/landscaping. Occasionally, operators have failed to comply with conditions attached to their original planning permissions; the Council will continue to monitor such contraventions and take enforcement action when appropriate. In future, development proposals for similar users in this area will normally be approved provided that they meet normal development control criteria on access, amenity, and environmental impact. Because of some difficulties in securing adequate screening/landscaping schemes in the past the Council will put particular emphasis on this issue and will use enforcement powers rigorously where appropriate. In order to fully assess the traffic effect of development proposals on the above allocation, further detailed work (including, where appropriate, analysis of a Traffic Impact Assessment) will need to be undertaken by the Highways Agency, to ensure that traffic generated by the development can be safely accommodated on the A595 and A596 Trunk Roads. Where this is not possible, but could become so by remedial highway improvements, the Highways Agency will seek the attachment of planning conditions relating to the phasing of development and the carrying out of such improvements. Developers are advised to consult the Highways Agency prior to formulating detailed proposals.

It is not envisaged that proposals for employment development in other market sectors will be received in this area. If any such proposals are made it is likely that they will be resisted in order to safeguard the supply of land for such local service industries which cannot easily be accommodated elsewhere without significant detriment to the environment.

**Policy WKEM6:** 12.75 Ha of remaining infill sites in the bulk of the developed Lillyhall Industrial Estate are allocated for Local Employment purposes subject to the retention of existing woodland, structure planting belts and good quality landscaping schemes being incorporated in development proposals.

Within the developed area of Lillyhall, there remain a number of potential infill sites. There are few in the core of the estate along the A595 frontage but there remains a considerable amount of land west of the A596(T). These sites will be suitable for a range of types and sizes of user, including business use, general industry and storage/distribution. Special industrial groups will be unlikely to be acceptable. In order to fully assess the traffic effect of development proposals on the above allocation, further detailed work (including, where appropriate, analysis of a Traffic Impact Assessment) will need to be undertaken by the Highways Agency, to ensure that traffic generated by the development can be safely accommodated on the A595 and A596 Trunk Roads. Where this is not possible, but could become so by remedial highway improvements, the Highways Agency will seek the attachment of planning conditions relating to the phasing of development and the carrying out of such improvements. Developers are advised to consult the Highways Agency prior to formulating detailed proposals.

Within this area, and indeed, along the main roads through the estate, there has been considerable development of car showrooms. Policy 34 of the Joint Structure Plan seeks to discourage the development of employment sites for other purposes. Normally, the Council will implement this policy in order to ensure that Allerdale can offer a wide range of employment sites. However, where, as at Lillyhall, such uses have become established in an area, each such proposal will be treated on its merits according to the relevant policies of the Local Plan. Yet even in such places if there is a danger of the area or estate becoming dominated by such uses to the detriment of industrial land availability they will be resisted.

The above allocations will ensure that Lillyhall remains the prime area for employment development in Allerdale throughout the Plan Period and beyond. They will ensure that Allerdale is able to offer a wider and better range of employment sites than any other district of Cumbria.

The Rest of Workington

Policy EM2 above allocates the following sites within Workington itself for employment uses:

(i) Oldside

8 Hectares of land at Oldside is allocated as a Local Employment Site. The land has been
allocated for a long time without development taking place. Its proximity to the port means that it is well placed to accommodate port-related general industry and storage operations.

(ii) Port of Workington

7 Hectares of land north of the docks is allocated as a Local Employment Site. This allocation is primarily aimed at taking advantage of the potential expansion of port-based activities.

The site is suitable for service and storage/distribution activities.

Workington Docks are a primary deep-water facility between the Rivers Mersey and Clyde and are capable of handling vessels of up to 10,000 tons. As such the docks are of inestimable value to Workington giving the town a crucial advantage over other coastal towns of the region. Current industrial users at the docks include bulk chemical and fuel storage and a coal and scrap metal export terminal. There is potential for increasing this range of activities.

(iii) Workington’s Goods Yard

Only a small area of the Workington Station Goods Yard remains in use, ie that part to the west of the through railway lines. The main part of the yard east of the through lines is disused and available for development. 2.5 hectares of this is allocated as a Local Employment Site where Business/Light Industrial (B1), limited General Industrial (B2), Storage (B8) other commercial and leisure uses will generally be acceptable. No development has taken place to date and the site continues to be something of an eyesore in this prominent location. It is recognised as a potentially important site to the town and consequently a high standard of development will be required.

(iv) Reedlands Road

This small site, part of the former Enterprise Zone 1 is suitable for Light Industrial (B1), General Industrial (B2) and Storage (B8) uses.

(v) St Helen's Siddick

A 0.4 Ha site within former Enterprise Zone 2, remains available for development. Appropriate uses will be Light Industrial (B1), General Industrial (B2), Storage/Distribution (B8).

(vi) Annie Pit Lane

This 0.4 hectare site, which is Council owned is suitable for Light Industrial (B1) and Bulk Durable Retail use.

(vii) Dock Road

At the junction of the A596(T) and Dock Road is 1 hectare allocated as a Business Site. It is proposed that this junction be improved in the future but this should not preclude development of the site. Appropriate uses will be Business/Light Industrial (B1). A high quality scheme will be required for the site because of its prominence, including good quality landscaping.

6.6.20 The above sites were all allocated in the Southern Allerdale Local Plan. We have seen however, that there is a need to allocate further land for business and local employment use in Workington. Some further allocations have been made at Lillyhall, but it is considered important that there should be a good range of Local Employment Sites available within Workington’s urban area itself. The following allocations are therefore made.

Policy WKEM7: 4.5 Ha of land at Princes Way, Workington is allocated as a Local Employment Site, subject to a high quality landscaping scheme being incorporated in development proposals.

6.6.21 This area of flat land is sandwiched between the public open space of The Howe and British Steel. The site has existing access and although it "intrudes" into The Howe, it is low lying and development
should have limited visual impact. The allocation of the site will be a valuable addition to land availability in Workington. In order to minimise any visual impact upon the adjacent open space, a high quality landscaping scheme is a pre-requisite for any development proposal on this site.

**Policy WKEM8:** 2 Ha of land at Dock Road, Workington is allocated as a Local Employment Site, subject to a high quality landscaping scheme being incorporated in development proposals.

6.6.22 This site, to the north of the River Derwent has remained unallocated. Its allocation for employment use is a logical addition to the allocations in this area. The site accommodates an existing kennels which may wish to remain on the site but otherwise the site would be suitable for a range of uses. The location of the site, in close proximity to the River Derwent which is an important landscape feature and wildlife corridor, justifies high quality landscaping in any proposed development.

6.6.23 The above allocations mean that land availability in Workington/Lillyhall, in the 3 market sectors is now as follows:-

<table>
<thead>
<tr>
<th>Category</th>
<th>Land Available (ha)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strategic Sites</td>
<td>35.4</td>
</tr>
<tr>
<td>Business Sites</td>
<td>23.0</td>
</tr>
<tr>
<td>Local Employment</td>
<td>51.99</td>
</tr>
<tr>
<td>Other small</td>
<td>0.9</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>111.29</strong></td>
</tr>
</tbody>
</table>

6.6.24 This is a substantial total and a considerable increase over the Southern Allerdale Local Plan allocations. It must be remembered however, that much of the land, particularly the Strategic Sites, has a Borough-wide function. It is a land supply which will more than ensure a sufficient supply for the Plan Period.

6.6.25 These allocations should help ensure that Workington, (and Allerdale), is able to retain and improve its economic base and look to the future with confidence.

**Workington College**

6.6.26 There is a proposal to consolidate tertiary education in West Cumbria onto one site at Lillyhall. Such a move will release several sites in West Cumbria for alternative use, including the site of Workington College at Park Lane which extends to some 1.27 hectares.

**Policy WKEM9:** The site of Workington College, Park Lane, Workington is allocated for mixed uses viz, commercial, institutional, leisure, recreation with limited residential, subject to:-

(i) adequate parking being provided on site, appropriate for the uses proposed;

(ii) the proposed uses being of no substantial detriment to the residential amenities of nearby residents;

(iii) the proposed uses according with the other relevant policies of the Local Plan;

(iv) the design of the proposal being such as enhances the character of the area.

6.6.27 It is likely that the move to Lillyhall will take place during the Plan Period and so alternative uses for the present college site must be considered. The site is in a sensitive location being adjacent to housing and Vulcan Park and so acceptable uses will be limited to those which will not be detrimental to the residential amenities of people living nearby or to the character of the Park. A range of uses is likely to be acceptable but proposals for retail use will be resisted. The retail development of this site is considered contrary to the sequential test implicit in PPG6, there being in Workington sites allocated
for retail use within and on the edge of the defined town centre.

**Police Headquarters**

6.6.28 Cumbria Constabulary wish to relocate Workington Police Station and the Brigham Western Divisional HQ to a new purpose built police station within a 1 kilometre radius of Workington Town Centre. At the time of writing a site on the Cloffocks, east of the Council Offices has been identified as the most likely location for development, subject to planning approval. The site will require easy access to the trunk road network of West Cumbria, with good accessibility by car, public transport, bicycle and foot.

6.6.29 The Council supports the principle of relocation and will work in close consultation with Cumbria Constabulary and Cumbria County Council Construction Services in the identification of an appropriate site and the design of the proposed building.

6.7 **MARYPORT EMPLOYMENT AND REGENERATION**

6.7.1 Maryport, like Workington, suffers many of the problems associated with an area once dependent upon a narrow range of industry which has largely disappeared. Indeed, Maryport has suffered such problems for a great deal longer than any other town in West Cumbria. Ever since the turn of the 20th Century Maryport's basic industries have been in decline, mining, iron and steel, ship-building and the harbour. None of these industries remain in the town. There have been long-term efforts to stem this decline like the Solway Trading Estate of 1938 which have helped to a certain degree.

6.7.2 Nevertheless, significant problems remain. Maryport has never fully recovered from these economic blows. It regularly has the highest unemployment figures of any town in the Plan Area, as shown in Table 8, with even higher figures in Ewanrigg Ward. The economic base of the town continues to be weak and susceptible to job losses in key industrial sectors, often where branch factories are closed. The local economy remains disproportionately susceptible to the national economic cycle as is shown, again, by the figures in Table 8.

6.7.3 More recent economic trends (excepting the closure of Homepride) have been positive. Although the reduction in unemployment has not been dramatic, leaving the town still with the highest local unemployment figures.

6.7.4 A broad policy framework for the Borough which seeks to tackle its economic problems has been outlined previously. Much of this is of relevance to Maryport as follows:-

- The bulk of new economic development should be directed towards the Workington/Maryport/Cockermouth triangle.
- New job opportunities and new housing should be coordinated.
- Sites for business use and local employment should be allocated in Maryport.
- Encourage both inward investment and diversification of the local economy.
- Encourage the provision of training and education facilities.
- "Brownfield" or derelict/neglected sites should be developed in preference to "greenfield" sites.

6.7.5 Maryport has seen many efforts to tackle the long term economic problems of the town, some more successful than others. An Enterprise Zone was set up in 1983 and Maryport Developments Limited (formerly Maryport Development Agency) was set up to help regenerate the harbour area in particular and reverse the economic fortunes of the town. The Enterprise Zone has had some success but has now expired. Maryport Developments Ltd's (MDL) work continues. Jointly run by English Partnerships, the Borough Council and the County Council, MDL has been able to assemble land, remove dereliction and provide infrastructure in the harbour area which has enabled the disposal of development sites for residential, leisure and commercial uses. A 200 berth marina, boat repair yard, housing, a nursing home and an aquarium have been developed to date. These have made a considerable contribution to the local economy and to the improvement of the harbour environment.
Employment Land Availability

6.7.6 Recent rates of industrial development have been low, such that most of the land allocated in the former Southern Allerdale Local Plan is undeveloped and still available. Based on development rates, and even allowing for the non availability of land at Flimby, there is an ample 5 year supply of Local Employment Sites in Maryport. However, there are no sites for business use and it is doubtful whether there is sufficient land for local employment purposes for the Plan Period to 2006. Therefore, the Local Plan must allocate more sites for business and local employment purposes.

6.7.7 It will be the general thrust of the Local Plan to support proposals which seek to regenerate Maryport. The Council envisages that the future employment prospects for the town depend on continuing development of light industrial/business and service sector employment, particularly tourism, and will give every support to such development where appropriate.

6.7.8 Policy EM2 allocates the following sites within Maryport for employment purposes:-

Glasson

3.9 hectares of land in 2 sites adjacent to Hutton Place has been allocated for "high quality commercial or industrial uses" in the Southern Allerdale Local Plan. The southernmost of the two sites, of about 1 hectare, is owned by the Coal Authority and is due for restoration. The northernmost of 2.9 hectares is owned by the County Council. Both these sites should come forward for development during the Plan Period and should be re-allocated as part of a larger regeneration/enhancement scheme for the area to the south of the harbour. The improvement of the highway access to the harbour from the south, as supported in the Transportation Chapter below, will affect these sites.

6.7.9 The above sites total 3.9 hectares and bearing in mind the low rates of development in recent years, this is considered to be an ample 5 year supply of Local Employment Sites. However, it is considered that there is a case for improving the range of sites available, particularly for business purposes. The following site is therefore allocated as an additional site for employment regeneration.

Policy MEM1: 1.0 Ha of land off Hutton Place south of the Glasson Industrial Estate is allocated for Prestige Commercial Development subject to high quality design and landscaping being incorporated in development proposals.

6.7.10 The above site is conceived as a "gateway" site on the southern approach to the harbour area. As such, proposals to develop the site must be for high quality commercial use incorporating a high standard of design and landscaping. Given the need to improve the southern approaches to the harbour area this site has enhanced importance in that it will be seen as "setting the tone" for development of the area.

Glasson Estate

6.7.11 The Glasson Industrial Estate lies between Hutton Place and the A596(T). It has developed at a low density and, although there are few infill plots left, some of the units are vacant and the estate is not visually attractive.

Policy MEM2: The Council will approve development proposals and changes of use for general and light industry, warehousing or service industries on Glasson Industrial Estate, subject to the normal relevant policies concerning car parking, design, materials, and effect on neighbouring properties.

6.7.12 The Glasson Estate is a suitable location for a wide range of uses. However, the estate lies on the edge of a residential area and a future recreational area and uses likely to cause nuisance by way of noise, fumes, dirt, vibration or dust will not be acceptable.

6.7.13 As stated above the Glasson Estate does not present an attractive visual appearance. Policy EM8 seeks to promote the environmental improvement of existing industrial estates and the Council will
invoke this policy through the development control process in order to secure an environmental improvement of the Glasson Estate.

The Harbour Area

6.7.14 Maryport Harbour was, until the early part of the 20th Century, a source of great prosperity for Maryport. Since then the story has been one of continual decline until the port was closed to commercial traffic in the 1960’s. Since then, there have been continual efforts to revive the harbour (and thereby, the town), but it was not until the 1980’s, when funds for large scale restoration became available that any progress was made. Since then, some significant development has taken place, including a marina, housing, an aquarium, a fish handling plant, a nursing home and other tourist attractions. There are also plans for a heritage centre.

6.7.15 However, despite these positive trends there are still some concerns about the future role of the harbour in the regeneration of Maryport. The harbour will make only a minimal impact upon the economic well-being of Maryport if it is largely developed for residential purposes. For development to have a beneficial economic impact it must bring resources and jobs to an area. Therefore, in future the emphasis should be on other developments particularly those based on employment generation through tourism which should also help boost the economy of the whole town through visitor spending.

6.7.16 Tourism is considered to provide the best opportunity for improving the economic well-being of Maryport. The town’s position on the coast and its Roman heritage are a firm basis on which to build a tourism role. A start has been made with the Maritime Museum, the Senhouse Museum and the aquarium. There is the proposed Heritage Centre which has a Roman theme and there are opportunities for similar attractions and ancillary development elsewhere in the harbour area. The Tourism Section below elaborates on this issue and specific land allocations are made.

Policy MEM3: Within the harbour area the Council will approve development for:-

i) tourism related uses
ii) small scale light industrial or craft workshops
iii) small scale business uses
iv) limited residential
v) uses to service the fishing industry

Subject to normal development control policies.

6.7.17 All the above uses would be subject to the usual development control assessment concerning access, layout, design and environmental impact. Proposals for uses ancillary to tourism development, eg catering/retailing, may be acceptable subject to the scale of the proposal being ancillary to existing tourist based uses. With regard to residential development it is stated above that the harbour should not become merely a local housing site. Housing land availability figures assume that from a base date of 31.3.96, 24 dwellings will be built in the harbour area during the Plan Period. Such a scale of provision is considered realistic in relation to housing demand and will allow for an appropriate scheme which is well related to the marina and for a small number of individual dwellings. Proposals for large scale residential development which significantly exceed the above figures or which might prejudice the role of the harbour as an employment generator will be resisted.

6.7.18 The harbour area was, at one time, included within Maryport Conservation Area. Although this is no longer the case, a good quality architectural style has become established and the Council will continue to seek good quality design in new development with the use of good quality materials compatible with those used nearby.

6.7.19 There are a number of fishing vessels which still use the harbour. Such activity brings not only valuable income to the community, but also activity and interest to the harbour itself. In order to ensure that this industry has every chance of surviving and flourishing it is accepted that there will occasionally be a need for development which is ancillary to or services the fishing vessels, eg fish handling plant, boat repairs, chandlers, etc. Such development will be acceptable, subject to the normal development control criteria.
6.7.20 There was a planning permission for a small supermarket to the east of Elizabeth Dock, which expired in January 1998. Alternative proposals will be assessed against Policy MEM3. The Town Centre and Retail Section below has more to say about the issue of retailing in Maryport as a whole.

6.7.21 The Local Plan allocations and the policy in the harbour mean that land availability in Maryport in the relevant market sectors is now as follows:

<table>
<thead>
<tr>
<th>Category</th>
<th>Available Land (Ha)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strategic Sites</td>
<td>N/A</td>
</tr>
<tr>
<td>Business Sites</td>
<td>1.0</td>
</tr>
<tr>
<td>Local Employment</td>
<td>3.9</td>
</tr>
<tr>
<td>Harbour</td>
<td>2.5 (estimate)</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>7.4</strong></td>
</tr>
</tbody>
</table>

6.7.22 Recent development rates have been low and so, even allowing for some increase in development activity, the above figure is considered ample to cater for demand for employment land during the Plan Period.

6.7.23 Of course, making land available does not in itself guarantee that development will take place and that new jobs will be provided. However, these allocations, together with other policies in this Chapter encouraging education/training, information technology and employment regeneration, should create the context within which the economic well-being of Maryport can be improved.

6.8 COCKERMOUTH EMPLOYMENT AND REGENERATION

6.8.1 Cockermouth has, for centuries, played the role of an important market town and local service centre. It has a long history of local craft industries and during the 19th Century became an important centre for the clothing industry. This role continued, albeit on a declining scale, until very recently when in 1991 the last shoe manufacturer, Millers at Derwent Mills closed. The main employer in Cockermouth now is the service industry, with the main manufacturing employer being James Walker & Co at Gote Brow who manufacture industrial seals and gaskets.

6.8.2 After the closure of Millers in 1991 the unemployment rate rose to over 8% in Cockermouth as shown in Table 8. However, even this rate remained well below the unemployment figures for the coastal towns of Workington and Maryport and generally below the regional and national levels. Since then unemployment has remained largely stable with a slight decline more recently.

6.8.3 The role of Cockermouth in the local economy has been changing. Rather than being a self-sufficient local employment centre the town has become a local service and business centre and also something of a "dormitory" town for other centres of employment, principally the West Cumbria towns and Sellafield. Policies in the former adopted Southern Allerdale Local Plan sought to address certain issues in the town:

(i) The need for land to cater for the relocation of non-conforming uses from cramped town centre locations.

(ii) The need to retain a variety of development sites and locations to ensure that the town's employment base is enhanced and to minimise the town's dormitory role.

(iii) The need to cater for Cockermouth's role as a desirable location for footloose business uses.

These issues are still valid and must be addressed in this Local Plan.

6.8.4 The following broad aims and objectives are relevant to Cockermouth:

- The bulk of new economic development should be directed towards the Workington/Maryport/Cockermouth triangle.

- New job opportunities and new housing should be coordinated.
• To encourage the development of "brownfield" sites in preference to "greenfield" sites.
• To allocate more Local Employment Sites in Cockermouth to cater for demand.
• To improve the supply and choice of sites for business use.

6.8.5 Therefore, broadly speaking, policy in the former Local Plan is carried forward. However, the greater emphasis in the Joint Structure Plan and in national guidance on sustainable principles can only emphasise the need to create self-sufficient well balanced settlements which minimise the need to travel.

**Employment Land Availability**

6.8.6 We have seen that recent rates of industrial development have been generally low such that the land availability situation Plan-wide is not critical. The situation in Cockermouth is somewhat different. In the 5 years up to March 1995, 3.8 hectares of employment land was developed in the town. If this demand is carried forward it is considered that the present supply of land should be increased to ensure both a 5 year availability and availability throughout the Plan Period.

6.8.7 Table 10 shows that 3 sites for employment use were considered available in March 1994:

(i) 2.32 Ha of land a Low Road
(ii) 1.25 Ha of land at Wakefield Road; and
(iii) 1.00 Ha of land at Lamplugh Road

The retail situation in Cockermouth is not yet resolved and more is said on this issue in the Town Centre and Retail section below. Until this situation is resolved the availability of the Low Road site will remain in doubt and the Local Plan must ensure that sufficient genuinely available land is allocated for the Plan Period.

6.8.8 Policy EM2 re-allocates the above three sites for employment development. The Low Road and Wakefield Road sites are designated as Local Employment Sites where the range of uses specified would be acceptable. The Lamplugh Road site is designated for business use, specifically as an extension of the Lakeland Business Park. This total of 4.57 Ha of land is not considered sufficient to cater for demand in Cockermouth for the Plan Period. It is considered appropriate to allocate further sites for both Local Employment and Business uses.

**Policy CEM1:** 0.25 Ha of land at Low Road is allocated for business use. The Council will expect development proposals on this site to be of high quality design.

6.8.9 This small site is the residue of a larger site which has been partly developed by Lloyds Motors. It is a prominent site on the western approaches to Cockermouth and therefore, of some importance in setting the "tone" for the town. The Council will therefore expect a high quality of design for any proposals on this site.

**Policy CEM2:** 0.35 Ha of land adjacent to the Lakeland Business Park is allocated for business use subject to the design of proposals being compatible with the existing business park design, and there being no vehicular access to Holmewood Avenue.

6.8.10 This site, to the south of Holmewood Avenue, has had outline planning approval for business use in the past. It is logical that it be developed as an extension to the adjoining Lakeland Business Park subject to the safeguarding of the residential amenities of nearby properties. The Lakeland Business Park has been successful, on a modest scale, in attracting high quality service industries to Cockermouth. Cockermouth is increasingly seen as a very desirable location for certain "footloose" service industries which would not consider locating elsewhere in West Cumbria. It is important for the economy of West Cumbria that Cockermouth should be able to cater for such demand.

**Policy CEM3:** 0.35 Ha of land south of Strawberry How Road is allocated for
business use subject to:-

i) high quality design and,

ii) the provision, on site, for requisite access to adjacent sports facilities.

6.8.11 The above site has been subject to development proposals for business use which the Council has been minded to approve. Therefore, the site can be carried forward as a site for business use in the Local Plan. The location of the site on the very edge of the built-up area is very sensitive but it relates well to the adjoining Strawberry How Business Centre. A high quality design will be required for any development proposals. In addition, adjacent to the south are sports grounds which have been subject to proposals for a clubhouse and parking facilities. In order to facilitate the provision of such, access must be provided through this site.

6.8.12 The above new allocations together with the allocations in Policy EM2 bring the total land availability within the market sectors in Cockermouth to:-

<table>
<thead>
<tr>
<th>Local Employment Sites:</th>
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<tbody>
<tr>
<td>Low Road</td>
<td>2.32 Ha</td>
<td></td>
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<tr>
<td>Wakefield Road</td>
<td>1.25 Ha</td>
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<table>
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<tr>
<th>Business Sites:</th>
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<tbody>
<tr>
<td>Lamplugh Road</td>
<td>0.80 Ha</td>
<td></td>
</tr>
<tr>
<td>Low Road</td>
<td>0.25 Ha</td>
<td></td>
</tr>
<tr>
<td>Business Park</td>
<td>0.35 Ha</td>
<td></td>
</tr>
<tr>
<td>Strawberry How Road</td>
<td>0.35 Ha</td>
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</table>

Total 5.32 Ha

In addition to the allocations on the previous page there are two other sites that can be considered in this employment section:

(i) "Prestige" Tourism Site - (Marvejols Park):

To the rear of Oakhurst Garage, off Lamplugh Road (A5086) is a 1.1 Ha site which has been allocated in the former Southern Allerdale Local Plan for "Prestige Tourism Related Development". The site occupies a prominent position close to the junction with the A66, on a main entrance into the town. It is therefore, well placed to take advantage of the tourism potential of the town and to attract visitors from the Lake District National Park.

However, since its original allocation there has been very little interest in the site for tourism related development. It is therefore considered appropriate to widen the allocation of the site to include other employment uses.

Policy CEM4: 1.1 Ha of land at Marvejols Park is allocated for employment related use, proposals for development on this site will only be acceptable for uses which will not cause nuisance to nearby residential properties by reason of noise, vibration, smell, dirt or dust. The Council will particularly encourage the development of the site for high quality commercial/business uses.

Because of the prominence of the site all development proposals will be expected to be of high quality design, in keeping with traditional local style.

The site is in close proximity to residential properties and so it is essential that its development is for uses acceptable in a residential area, which include:

- Hotel/Conference Centre/Motel
- Appropriate Tourism/Leisure attraction
- Business/High Technology development, including Research and Development
Company Headquarters building

The site is on the edge of the town in a prominent position, close to the boundary of the Conservation Area. Development here will, to a considerable degree, "set the tone" for the style of design in Cockermouth and therefore a design in keeping with local architectural tradition will be required.

(ii) James Walker & Co

As stated earlier, James Walker are the largest employers in Cockermouth. In order to cater for any future expansion needs of the firm, a site of 0.9 Ha to the east of their existing premises has been included within Cockermouth’s development limit and can be considered to be available to Walkers for expansion purposes. It is not considered appropriate to allocate the site as a Local Employment Site because it could not be considered to be available to any developer.

6.8.13 If we include Walker's land, the above allocations total 7.32 Ha, which is considered ample to cater for a continuation of the rate of development experienced in the 5 years up to March 1995 (see paragraph 6.8.6) until the end of the Plan Period. The variety and quality of sites should encourage a diverse range of employment opportunities in Cockermouth and enable the town to maintain a strong economic base and to retain its role as an important local service and employment centre.

Non-Conforming Uses

6.8.14 In Cockermouth there have been longstanding problems of non-conforming uses within predominantly residential areas. Considerable progress has been made in relocating such users from certain areas, notably from the New Street/Derwent Street area. However, certain problem users still remain and the Council will encourage the relocation of such uses to more appropriate locations as opportunities arise.

6.8.15 Also, from time to time there are proposals for the creation of new non-conforming uses or the intensified use of existing ones. Areas particularly prone to such proposals have been Challoner Street, St Helens Street and Kirkgate. In assessing such proposals the Council will use Policy EM10 and so will normally resist them except in compelling exceptional circumstances. Most problems arise in narrow, congested streets where intensification of existing commercial users or the creation of new ones would inevitably produce a reduction in residential amenity. Applications for very limited commercial use will be considered on other merits.

Cockermouth Auction Mart

6.8.16 There has been a mart in Cockermouth for centuries and it has been a significant influence on the character of Cockermouth as a market town.

6.8.17 Mitchell’s Auction Mart is located in 19th Century buildings on the southern edge of the town centre at South Street/Station Road. It has been clear for a number of years that the present buildings and associated servicing were becoming less and less suitable for a modern livestock mart. Consequently the company approached the Council concerning possible sites for relocation on the town’s periphery.

6.8.18 In examining this issue the Council took the view that it was essential to the nature of the town that the connection between it, the farming community and the mart should be retained. In accepting this principle it was recognised that any site on the periphery would have environmental drawbacks. The choice of site being determined by its accessibility to the principal road network (A66 and A595) and by the degree of environmental impact.

Policy CEM5: A proposal for the relocation of the livestock mart will be approved where:-

(i) the proposed development will not have an unacceptably detrimental impact on landscape quality;

(ii) the site is well-related and accessible to the town and retains
the spin-off activity for businesses and services in the town centre;

(iii) the site is easily accessible to the principal road network, especially the A66 and the A595;

(iv) the site is not seen as an obvious intrusion into open countryside;

(v) the site is of a size and topography which meets the present and foreseeable needs of a modern livestock mart and its ancillary businesses; and

Where the proposal meets other relevant policies of this Local Plan.

6.8.19 Cockermouth is a very attractive market town where local businesses benefit significantly from the operation of the livestock mart. The Council recognises that it is important to the future of the company to relocate. However, a new site must:

a) recognise that the whole of the landscape surrounding the town is of high quality lying within a Locally Important Landscape Area. A site having least impact on the landscape will be preferred;

b) be well-related to the town and offer the best option for retaining the economic spin-offs to businesses in the town centre;

c) be accessible, especially by the farming community; from the north, west and south and therefore well-related to the A66 and A595;

d) not be seen as intruding into truly open countryside. A new site should, therefore, be close to other "urban" type development;

e) be capable of accommodating the present requirements of a modern livestock mart, its ancillary businesses and their foreseeable needs;

f) meet normal development control criteria especially safe access, drainage, public amenity and any risk of pollution.

6.9 WIGTON EMPLOYMENT AND REGENERATION

6.9.1 Wigton is an important employment centre in northern Allerdale and contains one of the most important employers in the whole Borough, UCB Films, with approximately 800 employees. Other employers are much smaller in scale and are mainly in the service sector eg retail and Hope's Auction Mart.

6.9.2 Wigton is an attractive historic market town which has been a local service and employment centre for centuries. The building of the railway in the 1840's gave the town a boost as did the coming of the forerunner of UCB Films in 1930. UCB is by far the most important employer in the town but the employment base has expanded in recent years through the establishment of new industries in areas such as Station Road and the new industrial estate at Western Bank.

6.9.3 The economic decline experienced by most sectors of the economy in the 1980's and again in the early 1990's has now stabilised. Unemployment rose between 1991 and 1993 but Table 8 shows there has been a slight fall more recently. UCB Films have recently completed a major expansion and so the prospects for employment in Wigton at the time of writing are generally good. However, the vagaries of international business require that the employment base of the town should continue to be broadened.

6.9.4 The following broad aims and objectives are relevant to Wigton:

- To encourage both inward investment and diversification of the local economy.
To seek to coordinate the provision of new housing and new job opportunities.

To encourage the development of "brownfield" or derelict/neglected sites in preference to "greenfield" sites.

Allow for the expansion of existing industry where appropriate.

Provide for employment development in rural towns.

The above aims are broadly similar to the policy in the former Northern Allerdale Local Plan. However, the greater emphasis in national guidance and in the Joint Structure Plan on sustainable principles can only emphasise the need to create self-sufficient, well balanced settlements which minimise the need to travel. Wigton has the advantage of good rail and road links and an increase in development rates in Wigton is considered broadly sustainable.

**Employment Land Availability**

6.9.5 Recent rates of industrial development have been generally low, such that much of the industrial land allocated in the Northern Allerdale Local Plan is still available for development. Table 10 shows that 2 sites for industrial use were considered available in March 1994:

(i) 1.76 Ha of land south of UCB Films

(ii) 1.96 Ha of land at Syke Road

These sites are re-allocated by Policy EM2.

In addition to this there is a small area of land at Western Bank (0.35 Ha) which has not been mentioned in the figures.

6.9.6 Bearing in mind local development rates, this supply of land was considered to be adequate to cater for demand during the Plan Period. Since 1994 UCB Films have carried out a major expansion on the 1.76 Ha site above and so, at the time of writing, the supply of allocated land has been significantly reduced. Nevertheless, bearing in mind the normal development rate in Wigton it is not considered appropriate to allocate more land at this stage. There are ample opportunities for small scale commercial/industrial development within the town limit as defined on the Proposals Map, and together with the land available at Western Bank and Syke Road there should still be sufficient land to cater for demand during the Plan Period.

6.9.7 However, if the rate of industrial development in Wigton rises there could be a land availability problem towards the end of the Plan Period. The Council will monitor the situation and amend the Local Plan if necessary.

6.9.8 In these circumstances it is important that the allocated land at Syke Road should not be developed for non-industrial purposes. In Wigton, therefore, the Council will have particular regard to Policy 34 of the Joint Structure Plan which seeks to protect Employment Sites from alternative development.

6.9.9 The site at Syke Road consists of land and buildings of a former nursery. The allocation of the site for employment development helps to create a good range of sites within Wigton in terms of locational opportunities and is further justified by its status as a "brownfield" site which should be developed before any greenfield site is allocated. Since March 1994, the date upon which Policy EM2 is based, an Outline Planning Permission has been granted for industrial development.

**UCB Films**

6.9.10 The presence of UCB Films is of inestimable value to the economy of Wigton. Therefore, the continued prosperity of the town depends to a considerable degree upon the prosperity of UCB Films. Fortunately, the firm appears to be prosperous and has undertaken considerable expansion in recent years. However, it is now probably true to say that, within their present site, there is no further opportunity for major expansion. There may be scope for small scale new building/extensions...
within the existing complex. Future proposals will be assessed on their merits.

6.9.11 The recent substantial extensions to the south-west of the main plant have reduced the gap between UCB Films and dwellings in Park Road. The residual gap is now considered to be the minimum required to safeguard the amenities of nearby residents, and this area is now protected by Policy WEN1.

Employment Diversification

6.9.12 The reliance of Wigton upon UCB Films for employment makes it important to broaden the economic base of the town. The Council, in its role as Local Planning Authority, cannot have a significant impact on diversification. The Council's main role will be as an "enabler" through its planning policies and Economic Development Action Plans, in encouraging such diversification. The general policies in this Chapter are relevant to Wigton and should encourage appropriate economic diversification.

6.9.13 Wigton is fortunate in that the town is within a Rural Development Area where grants are available for rural economic development from the Regional Development Agency.

6.10 SILLOTH EMPLOYMENT AND REGENERATION

6.10.1 Silloth’s role as an employment centre in the north of the Borough is secondary to Wigton’s, nevertheless it is an important employment location for the surrounding area. Silloth has a number of important, established employers, particularly Carrs Mill which employs a substantial proportion of the local population. Other important employers include Isola Werke and Johnson Controls in industrial units at the former airfield, and the tourism industry.

6.10.2 Silloth is, essentially, a small Victorian seaside resort which, although past its heyday, still has a substantial tourist industry. The issue of tourism in Silloth is addressed in the Tourism Chapter below.

6.10.3 The economic fortunes of Silloth, do not necessarily mirror the health of the national economy. Unemployment is relatively low in relation to the main west coast towns and has fluctuated less than in those towns as Table 8 shows. This could be because local firms have been relatively healthy and less susceptible to the national economic cycle. On the other hand, local firms may be more susceptible to other pressures, for example, peripherality and transport costs.

6.10.4 The majority of workers in Silloth rely upon a small number of employers for employment. At present there is no reason to suspect that these employers are vulnerable but there is a case for encouraging a broader economic base for the town.

6.10.5 The following broad aims and objectives are relevant to Silloth:

- To encourage both inward investment and the diversification of the local economy.
- To seek to coordinate the provision of new housing and new job opportunities.
- To encourage the development of "brownfield" or derelict/neglected land sites in preference to "greenfield" sites.
- Allow for the expansion of existing industry where appropriate.
- Provide for employment development in rural towns.

The above aims are broadly similar to the policy in the former Northern Allerdale Local Plan. However national guidance and sustainable principles of the Joint Structure Plan place greater emphasis on the need to create self-sufficient, balanced settlements which minimise the need to travel.

6.10.6 From the economic development point of view, the main problem with Silloth is its relative isolation and peripheral location in the local highway system. To encourage large scale development would not be sustainable nor would it be realistic and practicable. The local labour force is likely to decline slightly during the Plan Period as the local population structure tends to age; therefore the town would be unable to assimilate a major inward investment. The most prudent and logical economic strategy for Silloth therefore must be:
To make the most of Silloth's assets as a tourist destination.

To allow the appropriate expansion of existing local employers.

To ensure sufficient land availability for new local employment development.

Encourage expansion of businesses on the airfield.

**Employment Land Availability**

6.10.7 Recent rates of industrial development have been low generally, and this situation is also apparent in Silloth. The employment land availability situation is therefore little changed over recent years. In the former Northern Allerdale Local Plan, 1.8 Ha of land within the former airfield at East Causewayhead was allocated for industrial development and this land remains available for development. The site is re-allocated as a Local Employment Site under Policy EM2.

6.10.8 This allocation recognises the long term need for industrial land in Silloth. The site, at the south eastern corner of the airfield, is serviced, it is adjacent to existing industrial premises and there is scope for further expansion. There is little prospect for any industrial development to adversely affect residential amenity.

6.10.9 Silloth Airfield Industrial Estate is well established but little development has taken place recently. A small amount of land is still available for new or expanded development and it is important that existing enterprises here should be supported and allowed to expand where appropriate. Policy EM4 allows for the appropriate expansion of existing industrial premises.

6.10.10 At the docks, Port Authority land holdings have not seen any development in recent years. A small amount of neglected land exists to the south of Marshall Dock. Although this is tightly constrained by an adjacent SSSI it remains an important potential site for dock related development. The nearby Station Yard estate is an English Partnerships development where a small area of land remains undeveloped.

**Policy SEM1:** Proposals for dock-related development will be acceptable adjacent to Silloth Docks subject to normal development control criteria.

6.10.11 Associated British Ports own the port area and have the usual rights to carry out certain port-related developments without planning permission, although the presence of a substantial SSSI to the south of the docks may be a constraint on the type of development that will be acceptable. The amount of land available at the docks is limited but the most appropriate form of development will be dock-related. The docks are an asset to Silloth and present an opportunity for the town to take advantage of its seaside situation. It must be said, however, that the present appearance of the docks and its surroundings leaves a lot to be desired. The Council will therefore expect development proposals to be of good design quality and to include environmental enhancement proposals where appropriate. Certainly, if the docks are ever to attract leisure/tourist related development considerable environmental improvement will be necessary.

6.10.12 Carrs Mill, a major employer in the area, is located adjacent to the docks. Presently they have fully utilised their land holdings and it is difficult to conceive of any further significant expansion within the confines of their own site. Should Carrs wish to make significant expansion in the future the Council will take a flexible policy stance.

6.10.13 With the land allocated at East Causewayhead, the small sites at the airfield industrial estate and at the docks, it is considered that there is sufficient employment land to cater for demand during the Plan Period. There is also a good range of sites available for small scale local enterprises.

**Harvest Industrial Estate**

6.10.14 Harvest Industrial Estate is located to the east of the B5302 on the southern approaches to the town centre. Although the front part of the site has an outstanding permission for residential development, the site is largely derelict, contains derelict buildings and is a considerable eyesore to the town. Nevertheless, it remains suitable for a variety of uses including employment related and leisure/tourist based uses. Residential development may also be acceptable as an element of an
However, the allocation of the whole of the site for local employment purposes would result in a considerable oversupply of employment land in Silloth. In order to give some encouragement to the restoration and re-development of the site, it is included within the town limit of Silloth and any proposals on the site will be treated on their merits according to the above guidelines.

**Employment Diversification**

6.10.16 It is stated above that Silloth is dependent upon a small number of employers and that there is a case for broadening the economic base of the town. The Council, in its role as Local Planning Authority cannot have a significant impact on diversification. The Council’s main role will be as an "enabler" through its planning policies and its Economic Development Action Plans, in encouraging such diversification. The general policies in this Chapter are relevant to Silloth and should encourage appropriate economic diversification.

6.10.17 Silloth is within a number of designated areas making it eligible for economic development grant aid:

- It has Intermediate Area Status and can therefore draw on grant aid from the Department of Trade and Industry.
- It is eligible for aid under Objective 2 of the European Regional Development Fund.
- It is within a Rural Development Area where small scale rural economic development can be eligible for grant aid from the Regional Development Agency.

**ASPATRIA EMPLOYMENT AND REGENERATION**

6.11.1 Aspatria is an important local employment centre for the rural area between Maryport and Wigton. It performs the role of a local service centre for a large rural hinterland and contains important employers such as Sealy, Dairy Crest and Larma. These firms are well established and provide a relatively wide range of employment opportunities. However, should any one of these employers falter, it could have a significant impact upon job opportunities in the town.

6.11.2 In addition to the above three major employers, there are a number of smaller firms, mainly service industries, eg Aspatria Farmers, which are valuable employers. The agricultural sector still plays an important role in the local economy.

6.11.3 Unemployment figures for Aspatria are somewhat eccentric and susceptible to local conditions. However, recent figures are less than the recession high point in 1992/3, as Table 8 shows. Aspatria is a small employment area and local conditions do not necessarily mirror regional or national trends.

6.11.4 The following broad aims and objectives are relevant to Aspatria:

- To encourage both inward investment and diversification of the local economy.
- To seek to coordinate the provision of new housing and new job opportunities.
- To encourage the development of "brownfield" or derelict/neglected sites in preference to "greenfield" sites.
- To allow for the expansion of existing industry where appropriate.
- Provide for employment development in rural towns.

The above aims are broadly similar to policy in the former Northern Allerdale Local Plan. However, greater emphasis, in national guidance and in the Structure Plan, on sustainable principles highlights the need to create self sufficient, well balanced settlements which minimise the need to travel.

6.11.5 When seeking sustainable development, Aspatria has some advantages over other settlements, in that it is on the coastal railway and is relatively well served by bus services between West Cumbria and
Carlisle. Yet development pressures in recent years in Aspatria have been very low and it is difficult to foresee a situation in which the demand for development (both for employment and residential) could increase significantly. The population of Aspatria is static and if the proportion of elderly people in the population continues to grow, the working population is likely to decline slowly. Therefore, the town will be unable to assimilate a major inward investment without having to draw workers from a wide area, a situation which should be viewed as unsustainable. A strategy for Aspatria is as follows:

- To allow for the appropriate expansion of existing local employers.
- To ensure sufficient land availability for new local employment development.
- To encourage and underpin Aspatria's role as a local service centre.

**Employment Land Availability**

6.11.6 Recent rates of industrial development have been low generally, and this is true of Aspatria. The employment land situation is therefore little changed since the former Northern Allerdale Local Plan was adopted in 1993.

6.11.7 At the Aspatria Business Park on Park Road, English Partnerships have developed some new factory units. The take up of these units and other available plots has been low such that 3.3 hectares remains undeveloped and available. This land has been re-allocated as a Local Employment Site under Policy EM2. It is considered that, even allowing for an increase in development rates, this allocation should be sufficient to cater for demand in the Plan Period to 2006.

**Arkleby Road**

6.11.8 Off Arkleby Road is the largest industrial site in Aspatria housing the two biggest employers in the town, Dairy Crest (dairy produce) and Sealy (bed manufacturers). Both of these have modern plants which have been extended and modernised in recent years. It is understood that neither of them have significant expansion plans in the foreseeable future.

6.11.9 As there are no firm plans for expansion it is not considered necessary to allocate further land here. However, it is considered important to cater for any expansion proposals which existing firms may have in the future and Policy EM4 allows for such eventualities. Proposals for extensions/intensification which include land outside a designated development limit may be acceptable subject to the same criteria as in Policy EM4.

**Station Road**

6.11.10 On either side of Station Road there are small to medium sized businesses which are important to the local economy. The Council recognises that such businesses may also need to expand and proposals for such will also be subject to Policy EM4. The Council will pay particular attention to residential amenity when assessing proposals in these areas.

**Brayton Domain**

6.11.11 Brayton Domain lies to the south west of the main built up area of Aspatria off the Arkleby Road. It is the site of a long closed colliery. The rear part of the site contains a redundant furniture store which is in a derelict condition, some regraded spoil heaps and Roland Hill Steel Works. Potentially, the rest of the site might be considered for industrial allocation. However, access to the site is poor and due to the low rate of demand for industrial land, such an allocation is not considered to be justified.

**Policy AEM1:** Proposals for development and/or changes of use at Brayton Domain will be approved, subject to satisfactory access and normal development control criteria concerning design, amenity and environmental impact.

6.11.12 Development proposals at Brayton Domain will be carefully considered. Obviously, as a "brownfield site" reclamation and redevelopment would normally be acceptable. However, there are some
significant constraints on development, notably the poor quality vehicular access to Arkleby Road and the environmental impact of development on this somewhat isolated site in the open countryside.

**Employment Diversification**

6.11.13 Although Aspatria has a relatively good range of employers, the impact of the closure of one of the town's major employers on the local economy would be significant. Therefore, there is a case for broadening the economic base of the town. The Council in its role as Local Planning Authority cannot have a significant impact on diversification. The Council's main role is as an "enabler" through its planning policies and Economic Development Action Plans in encouraging such diversification. This Chapter’s general policies are relevant to Aspatria and encourage appropriate economic diversification.

6.11.14 Aspatria is within various designated areas making it eligible for economic development grant aid:

- Intermediate Area status with eligibility for grant aid from the Department of Trade and Industry.
- It is eligible for aid under Objective 2 of the European Regional Development Fund.
- It is within a Rural Development Area where small scale rural economic development can be eligible for grant from the Regional Development Agency.

**RURAL AREAS EMPLOYMENT & REGENERATION**

6.12.1 The rural areas of Allerdale vary considerably in their economic structure and health. In the bulk of the Plan Area outside the West Cumbria Coalfield the economic structure is typical of most rural areas with a significant reliance on agricultural activity and its allied trades. Within the old coalfield, mainly in the southern part of the Plan Area, agricultural activity is less important, the villages are larger and the workforce dependant upon employment in the larger West Cumbrian towns.

6.12.2 The areas with the lowest unemployment in Allerdale are consistently the rural areas to the north and east of the Borough. This, despite the obvious decline of agricultural employment in such areas. The population of these areas has not declined and so those displaced from agriculture have either been re-employed in other industries or have moved away to be replaced by in-migrants employed elsewhere.

6.12.3 In contrast, there are rural areas in the southern and western parts of the Plan Area which display similar characteristics to deprived urban areas. High unemployment, poor housing, limited job opportunities and poor environment are characteristic of areas such as Great Clifton and Flimby. Some such areas have experienced significant population loss.

6.12.4 The economic fortunes of Allerdale's rural areas generally reflect the health of the national economy. With declining agricultural employment the rural economy is less susceptible to the peaks and troughs of the agricultural sector. Nevertheless, the agricultural sector still plays a significant role in the rural economy especially in the more remote parts of the Plan Area.

6.12.5 The general policy context for the rural areas is set down above. Planning Policy Guidance Note 7, “The Countryside – Environmental Quality and Economic and Social Development” is particularly important in strategic guidance and includes the following general principles:

- The demand for agricultural land and labour will probably continue to diminish. The aim should be to diversify rural land use and employment. Whilst preserving the best of rural land uses and the quality of the environment.
- Re-use of existing buildings has an important role and the priority should be to secure a commercial re-use before residential.
- Provision should be made for small scale commercial activity and future expansion of existing businesses where appropriate.
- When considering development in the countryside local planning authorities should first consider environmental issues and then the need to encourage rural enterprise.
• The best and most versatile agricultural land should be protected.

In addition, the Joint Structure Plan includes Policy 38:

• Policy should provide for small scale development where appropriate in rural areas.

6.12.6 Important strands of guidance are sustainability and diversification. The former Local Plans generally sought to concentrate development into villages but the more recent emphasis on sustainable development dictates a shift in policy emphasis. Attaining more sustainable patterns of development requires the concentration of development into those settlements with most facilities and a closer coordination of housing and employment development. Therefore, where housing is acceptable, associated appropriate employment uses should also be acceptable. Therefore, the settlement hierarchy outlined in Chapter 5 will also have relevance to employment policy.

6.12.7 In rural areas, the demand for employment developments has been very low in recent years. The allocation of land or supportive policies cannot guarantee that employment development will take place. It is not possible therefore to give the rural areas a "target" of new employment land to be brought forward during the Plan Period. All that the Local Plan can hope to achieve is to encourage development in the larger villages where the principle of relatively significant residential development is accepted and to implement a positive policy response to initiatives, subject to certain criteria.

6.12.8 The demand for jobs in rural areas ought to increase in the future. New technologies and so-called "teleworking" make it easier for work of all kinds to be carried out at or close to "home". Demand for such development is consistent with overall objectives to promote sustainable patterns of development.

Employment Land Allocations

6.12.9 It is stated above that employment development should generally be acceptable where housing development is acceptable. The Council should therefore seek to provide opportunities for such development, of an appropriate scale, in settlements with defined development limits. However, opportunities for allocating land for employment related uses will be limited. It would not be appropriate to allocate small sites and so it is considered that allocations should only be made in Local Centres. Even so, opportunities for allocating appropriate sites in Local Centres are few.

Policy REM1: 0.38 Ha of land at Abbey Road, Abbeytown is allocated for employment uses, proposals for development on this site should be of high quality design and will only be acceptable for uses which will not cause nuisance to nearby residential properties by reason of noise, vibration, smell, dirt or dust.

6.12.10 This site is situated on the northern side of Abbey Road east of the Wheatsheaf Inn. Its proximity to the Solway Firth Area of Outstanding Natural Beauty justifies high quality design for any development.

Policy REM2: 0.27 Ha of land to the south east of Abbeytown, at OS Field no. 6650, is allocated for employment uses.

6.12.11 The proprietor of The Forge, Abbeytown wishes to relocate to purpose built premises in the village. However, the site under REM1 has not been made available for The Forge’s relocation. The Forge can be relocated under the terms of Policy REM2, where the Council will expect the design and siting of development to be sensitive to its surroundings. Site REM1 should remain allocated but if it is not forthcoming in the near future its allocation may be reviewed and deleted.

6.12.12 Policy EM2 allocates 1 Ha of land at Risehow Industrial Estate, Flimby for industrial use. This is a longstanding allocation which will be subject to the relevant policies above. This allocation will complete the estate at Risehow and will enable an increase in job opportunities in Flimby which is a Village with high unemployment.

6.12.13 The former Enterprise Zone 3, and adjacent industrial premises are mostly in Flimby (Maryport Parish). Paragraph 6.4.10 (i) explains that it is no longer considered appropriate to allocate the 6.8
hectares of land formerly allocated in the Southern Allerdale Local Plan. Nor is it possible to regard the 3 hectares in the former Enterprise Zone as available for development. It is now considered that only 1.3 Ha of infill land between Thomas Armstrongs and Goldschmidt UK Ltd should be allocated. Appropriate uses would be extensions to adjoining businesses, Light Industrial (B1), General Industrial (B2) and Storage (B8). Policy EM2 accordingly allocates this land. Although the "loss" of such large allocations may appear serious, in reality the land availability situation will be largely unchanged. The bulk of this land, both inside and outside the former Enterprise Zone is retained by adjacent businesses for their own purposes. Extensions to such businesses may be approved subject to Policy EM4.

6.12.14 A similar situation exists in Great Clifton where Policy EM2 allocates 1.0 Ha at Moor Road for employment use. This is a site which was allocated in the Southern Allerdale Local Plan. Great Clifton has consistently high levels of unemployment and has been identified by the Rural Development Commission (now the Regional Development Agency) as an area needing economic development. This allocation therefore provides an opportunity to develop small advance factory or workshop units. The site is partially located on restored opencast mine workings and careful attention must be paid to the siting of any buildings due to differing soil stability across the site. High quality landscaping will be expected on the site due to its edge of village location. The development should conform to a development brief which will focus upon:

- The retention of the substantial tree belt along the northern boundary of the site.
- Landscaping.
- Access through the site must be capable of serving some potential residential land to the north west.
- The range of uses likely to be acceptable bearing in mind the proximity of residential properties.

Policy REM3: 0.2 Ha of land south of Carlisle Road (B5307) Kirkbride is allocated for employment use.

6.12.15 Kirkbride is one of the largest villages in the northern part of the Plan Area and acts as something of a service centre for its rural hinterland. It is therefore right that there should be an opportunity for employment development to enhance that role and to adhere to the principle of sustainability. The above site is located between other commercial uses and is considered suitable for employment related development. The range of uses acceptable will depend upon the impact of proposals in terms of traffic generation, access, amenity, design and environmental impact.

Policy REM4: 0.58 Ha of land to the south of the A596 at Prospect is allocated for employment use. Proposals for development/changes of use will only be acceptable for uses which will not cause nuisance to nearby residential properties by reason of noise, vibration, smell, dirt or dust.

6.12.16 This site accommodates vacant buildings last used as a garage/showroom, which are becoming progressively more unsightly. Prospect enjoys good communications, being sited on the A596 Trunk Road and the vacancy of this site offers a good opportunity to secure employment opportunities for the village and local area. The proximity of residential properties restricts acceptable uses to those which can be carried on in a residential area without detriment to residential amenity.

6.12.17 The above allocations are all that are considered possible at present. The absence of any allocation in a village does not mean, however, that industrial development in that village is unacceptable in principle. Policies EM5 and EM6 allow for industrial development within development limits. Policy REM5 below relates to conversions elsewhere.:

Policy REM5: Proposals for either the conversion of buildings or development of sites, outside development limits, for employment use may be acceptable provided that:

i) The site or building(s) is located within or adjacent to an existing group of buildings or farmstead.
The building(s) is of substantial and permanent construction.

The conversion of the building does not lead to the need for the erection of a replacement building elsewhere.

The building(s) is of sufficient size and sound a structure to allow satisfactory conversion without the need for the demolition and rebuilding of substantial parts of the building or extension to it. Where extension is deemed appropriate any enlargement must be subordinate in size and form, retaining rooflines without alteration.

The proposed use is of a scale and type appropriate to the surroundings and does not require significant alteration to the appearance of the site to the detriment of the character of the area.

The proposed use does not give rise to environmental, amenity, highway or parking problems or generate additional traffic which the local highway network cannot satisfactorily accommodate.

The proposed use is capable of being accommodated within the building(s) without the need for alterations to its appearance which would adversely affect its character and architectural integrity.

Outside development limits policy is more restrictive. Proposals for completely new industrial premises in the open countryside cannot be generally supported because of infrastructure and sustainability reasons. According to normal planning practice all material considerations will be taken into account. Where proposals are justified by farm diversification they will be subject to Policy REM8.

As regards conversions, these can be justified but only where the proposal involves a building which makes a positive contribution to the character of an area or by farm diversification. Policy 38 of the Joint Structure Plan differentiates between the developed and undeveloped open countryside with small scale new-build and conversions generally acceptable in the "developed areas of the countryside". The latter are defined as towns, villages, hamlets as well as smaller clusters of buildings. Farmsteads could be regarded as developed areas of the countryside. Policy REM5 is designed to allow for such circumstances. The design of conversion schemes is crucial to their acceptability and it is imperative that any alterations to buildings and their surroundings do not have an adverse impact on their character. Where conversions of traditional farm buildings are proposed they will be expected to conform with the Council’s design guidance in the leaflet “The Conversion of Traditional Farm Buildings”.

The importance of such details means that the Council will require the submission of fully detailed plans with any conversion proposals. Only at a detailed stage may it become clear whether or not a proposal is acceptable and whether a building is capable of conversion in an acceptable manner.

In addition, the Council may seek to limit the impact of conversion and subsequent alterations and extensions which would normally not require planning consent but which might detract from the character of the building and its surroundings, by:

(i) imposing appropriate conditions on planning consents;

(ii) withdrawing development rights permitted by the Town and Country Planning General Permitted Development Order 1995 or the Town and Country Planning Advertisement Regulations 1992;

(iii) requiring the applicant to enter into an agreement under Section 106 of the 1990 Planning Act to control certain other aspects of the proposed development.

Agricultural Development
6.12.22 The open character of the countryside is essentially a product of topography and agricultural practices over the centuries. Development in the countryside almost invariably has an adverse impact on its appearance and would be contrary to national policy guidance and the strategy of the Structure Plan which seek to concentrate development into towns and villages. Yet at the same time the well being of the agricultural industry is crucial to the viability of some rural communities.

6.12.23 The agricultural industry has long had a favoured position in national policy. This has been reflected by planning regulations which give the agricultural industry extensive rights to carry out development without planning permission, and which protect the best agricultural land from development. However, in recent years some agricultural development has come under planning control and the trend is towards greater regulation. The Local Plan therefore seeks to help agriculture by adopting a sympathetic attitude towards development proposals associated with agricultural operations, subject to environmental criteria.

Policy REM6: Outside the Solway Coast AONB, designated County Landscapes and Locally Important Landscapes, proposals for agricultural development will be approved provided that:-

i) the proposal will not have a detrimental impact upon the local environment;

ii) the proposal will not create highway or traffic related problems;

iii) the proposal will not be materially detrimental to the amenities of nearby residents;

iv) the proposal meets the requirements of other relevant policies concerning design and siting, and

v) the need for the development on the proposed site can be justified.

6.12.24 In the open countryside not designated as of landscape importance there will normally be a presumption in favour of agricultural development, subject to the above environmental criteria. Within designated landscapes agricultural development, being regarded as essential development will be subject to Policies EN20, EN22 and EN23.

Policy REM7: Subject to Policies EN20, EN22 and EN23, all new farm buildings in the open countryside will be expected to:

i) be sited close to existing buildings or on a site which minimises their visual impact;

ii) be of a design which, as far as possible, is sensitive to their surroundings in terms of scale, materials, and detailing; and

iii) be adequately screened or landscaped.

6.12.25 There is a need to ensure that larger buildings now required by the agricultural industry in the interests of efficiency do not detract from the attractive rural character of the countryside. Within the AONB, County Landscapes and LILAs, higher standards will be required by Policies EN20, EN22 and EN23.

Farm Diversification

6.12.26 Agriculture has experienced many changes over the years which have been reflected in new farming practices and techniques. There has been a long term historical reduction in agricultural employment. In more recent times, the reduction in levels and changes of support for farm incomes have also had consequences for the industry. It is likely therefore that the need for farm diversification to supplement incomes and broaden the economic base of the rural areas will be felt more strongly in the Plan Area during the Plan Period. The need to be responsive to farm diversification trends is
emphasised by government guidance in PPG7 "The Countryside – Environmental Quality and Economic and Social Development" and by Policy 38 of the Joint Structure Plan.

6.12.27 Local Plans should look favourably upon appropriate diversification proposals. Appropriate uses are those least likely to damage the environment and which can effectively enhance agricultural incomes.

**Policy REM8:** Proposals for farm diversification by way of new-build or conversion for employment use, tourism accommodation, or retail, of an appropriate scale, may be acceptable provided that:

i) the proposal will not overload local infrastructure;

ii) any proposed retail use is strictly ancillary to the farming use of the land holding or any other use proposed and the retailing proposed is not of a type that would be likely to jeopardise the viability of any nearby village shop; and

iii) the proposal conforms to the relevant criteria within Policy REM5.

6.12.28 The above policy goes further than Policy REM5 in that it allows small scale tourism related development and retail if it is justified by the need for farm diversification. However, it is important that any proposed use is in keeping with the character of the area, and particular attention will be paid to the criteria of Policy REM5 which control the type of user introduced into farmsteads. It is essential that proposed uses are not such that they require significant alterations to buildings and their curtilages which might be of detriment to the character of the buildings or area. Each proposed use will be treated on its merits when assessed against the various criteria.

6.12.29 Proposals for farm diversification, either conversion or new-build, in isolated situations away from main farmsteads or other substantial groups of buildings will be considered contrary to criterion (i) of Policy REM5 and will therefore be resisted. There are however, a small number of potentially re-usable buildings in the open countryside, of permanent, traditional construction, which, by virtue of their location and character, could be used for small business activities or camping barns (see Policy TM7) which would not require structural alterations or cause highway, parking, storage or access problems. Such proposals will be subject to criteria (ii) to (vii) inclusive of Policy REM5.

6.12.30 It is important that such developments do not result in the need to construct replacement buildings to rehouse existing uses and this will be an important consideration in assessing the suitability of schemes. Furthermore, it is not intended that conversion of whole groups of farm buildings be permitted by this policy either initially or piecemeal over time. The policy is specifically intended to apply to one or two buildings only and because it is justified by the need to diversify existing farms the conversion of whole farm complexes is not justified unless they are of particular architectural or historic interest.

6.12.31 In the case of proposals for extensive non agricultural uses of farmland, particularly those relating to sport and recreational or other types of land use appropriate for diversification, the Council will need to ensure that development would not result in the construction of new buildings or cause harm to nature conservation or landscape interests. Such proposals will be assessed against Policy RL2.

6.12.32 Even where it is argued that such proposals are required for farm diversification they will be rigorously assessed. Such uses, even when intermittent can have a serious and damaging impact upon the character and amenities of an area. The Town and Country Planning (General Permitted Development) Order 1995 gives landowners generous rights to use land for up to 28 days per calendar year without planning permission (14 days in the case of motor sports) and even this level of use can cause serious problems. Where serious problems are being created by uses which are permitted development the Council will consider making a Direction under Article 4 of the Town and Country Planning General Permitted Development Order 1995 removing the relevant permitted development rights and bringing the use within the control of the Council as Local Planning Authority. More is said about leisure related uses in the countryside in the Leisure Section below.

**Special Policy Areas**
Within the open countryside of the Plan Area several large sites require special policy treatment.

Kirkbride and Silloth Airfields

The former wartime airfields at Kirkbride and Silloth extend over large areas of open countryside. Kirkbride in particular occupies a relatively remote location. Much of the land within the boundaries of the airfields has remained undeveloped and in agricultural use, but existing hangars and airport buildings have been re-used for a variety of uses generally based on storage warehousing and distributive trades. The nature of the existing buildings and the airfield are such that they have provided sufficiently large premises for such storage uses and surrounded by sufficient undeveloped land for heavy goods vehicles to manoeuvre. To date, such activities have generally been carried out within and adjacent to existing hangars or buildings. Any further intensification of use of the airfields by the construction of new buildings would result in dispersed development which would be contrary to sustainable principles and be seen as an unacceptable intrusion into open countryside. Furthermore, the roads leading to the airfields from the main road network are considered inadequate to accommodate any significant growth in heavy traffic. Vehicles would have to pass through a number of settlements which are incapable of absorbing such traffic without serious detriment to their character and amenity of residents.

Policy REM9: Proposals for large scale warehousing and storage developments may be acceptable in existing buildings on the former airfields at Silloth and Kirkbride as indicated on Proposals Map Insets, or on land immediately adjacent to such buildings where extensions to such buildings are required for the expansion of existing businesses. Where replacement buildings are proposed, these will only be permitted when the existing premises are beyond repair in which case the demolition of that building will be a condition of any planning permission. All new proposals will be expected to be of a design, size and of materials and colour which are in keeping with surrounding buildings and which minimise their visual impact, and be adequately landscaped. In considering such proposals the Council will take into account the impact of the proposals on the local road network and settlements likely to be affected by extra traffic.

Dovenby Hall Hospital

Dovenby Hall Hospital has recently closed as part of the Health Authority's care in the community programme. The future use of the Hospital and its grounds is therefore an important issue for the village of Dovenby and its environment. Dovenby Hall Hospital stands within a very attractive wooded parkland setting extending to some 115 acres on the edge of Dovenby Village. The Hall itself is an attractive Grade II Listed Building and there are a number of detached institutional buildings of various styles, sizes and designs within the grounds, some rather unattractive. The site lies adjacent to the A594 in the triangle between Cockermouth, Maryport and Workington, yet is near the boundaries of the National Park and the AONB. The parkland is included as an Historic Park in English Heritage's list, although it is not given on grading. The Hall and Park are therefore of considerable environmental and historic merit, which deserve special consideration. Policies in the Conservation Chapter are therefore relevant as is Policy EN24. Yet at the same time, the past use of the site and the number of buildings on it mean that it does have some potential for employment generation. To give some guidance on the future of the hospital, and to safeguard the significant amenity value of the hospital site as a whole, the following policy will apply:

Policy REM10: In assessing any proposals for the re-use and/or redevelopment of...
Dovenby Hall Hospital and its grounds, there will be a presumption in favour of proposals which conform to the following criteria.

i) Any conversions and/or redevelopment should preserve or enhance the amenity value of the hospital grounds as a whole, and the character of the Listed Building and sites of archaeological interest.

ii) Proposals should not have an unacceptably detrimental impact on the amenities of the residents of Dovenby Village.

iii) Proposals should normally comply with the Borough and County Council’s highway and parking standards and should not overload the local highway network.

iv) The aggregate amount of building, including new building, in terms of floorspace should not exceed the total floorspace of the existing development, except where the overall scheme would result in a more beneficial impact upon the landscape than the existing situation or would include some other overriding environmental, economic or social benefit.

Subject to the above criteria, the following uses are acceptable in principle, either individually or in combination.

- institution(s) standing in their own grounds;
- nursing homes or residential care home;
- education, management or training centre;
- corporate office headquarters or business accommodation;
- class B1, hi-tech development or science park;
- hotel/restaurant and conference centre;
- leisure development;
- health farm;
- tourist related development;
- high quality residential development (limited by the above criteria).

Proposals for other uses will be treated on their merits in accordance with the above criteria and any other relevant policies in the Plan.

Broughton Moor Armaments Depot

6.12.36 The former NATO Ammunition Depot at Broughton Moor has closed. This large site of 400 hectares (1000 acres) is derelict land and the question of its restoration and afteruse must be considered. Its past use and the need for restoration justifies an acceptance that the site has some development potential despite its location in the open countryside. Yet at the same time, there are considerable environmental constraints affecting the site. Therefore, the site is considered in the Environment Section above and is subject to Policy REN2. In essence, these seek the restoration of the site for sustainable major development, incorporating mainly "open” commercial/leisure/tourism and "teleworking” employment uses whilst protecting the environmental assets of the site.
7. TRANSPORT

7.1 INTRODUCTION AND BACKGROUND

7.1.1 The Topic Paper on Transport looked at the guidance arising from the European, the national and local levels with particular reference to the relationship between land use and transportation. The government's Planning Policy Guidance Note No 13: “Transport” promotes patterns of development which will reduce vehicle movements and lead to increased use of public transport, cycling and
walking within an approach to sustainable development.

7.1.2 This section of the Local Plan recognises the importance and implications of transport matters and puts forward a series of policies to meet the following objectives:-

**Transport Objectives**

- To improve the efficiency and safety of the transport network
- To assist the economic recovery of West Cumbria
- To encourage alternative modes of transport and reduce the number of car trips
- To improve the quality of life in urban areas through enhancing town centres and improving the environment in residential areas
- To promote the enjoyment of the rural area in a sustainable way
- To provide a policy framework to guide the development of new facilities

7.1.3 In a rural area such as Allerdale the settlement pattern is well established and dispersed in a few larger centres and many smaller ones. The opportunities to influence the number of trips and the mode of travel is, therefore, limited. Nevertheless, the Borough Council, although not the Local Highway Authority, is empowered to formulate proposals for the improvement of the physical environment and the management of traffic, including car parking. The Council is also able to make recommendations to the County Council and the Department of the Environment, Transport and the Regions (DETR) on highway and trunk road matters respectively. The Council will make recommendations to the County Council on highway matters and to the Highways Agency and DETR on trunk road matters. The Highways Agency is an executive agency of the DETR and the Secretary of State is the highway authority for the network of all purpose trunk roads and most motorways in England. The Highways Agency is responsible for the management and maintenance of this network and the delivery of the Secretary of State’s programme of trunk road improvements.

**Traffic Impact of Development**

7.1.4 Many forms of development generate additional traffic the impact of which may be significant. Whilst the connection to the immediate highway may be satisfactory the impact on the local and even wider network can be considerable. Furthermore, the cumulative impact of a number of separate proposals can have additional environmental and road safety effects.

7.1.5 Recognising this the highway authorities and Local Planning Authorities in the county have examined the need for Traffic Impact Assessments (T.I.A). The Institution of Highways and Transportation's guidelines have been agreed as forming the basis upon which any T.I.A will be carried out.

7.1.6 It is expected that a T.I.A. will be commissioned by the developer or applicant and should include a safety audit of any highway development proposals. The T.I.A. will then be vetted by the highway authority which will advise the Local Planning Authority of any highway or wider network requirements. The form of any T.I.A. will depend on the scale of development proposed. Medium sized proposals will require the submission of a standard Supplementary Form of Traffic Impact, whilst large scale proposals will need a full T.I.A. The Highways Agency must be consulted by the Local Planning Authority whenever a development is likely to create or attract traffic which will result in a material increase in the volume or material change in the character of traffic entering or leaving a trunk road. The Agency should be consulted as to what constitutes a material change. Where it is considered that development affecting a trunk road should be subject to a T.I.A. the T.I.A. should be carried out for the opening year and at 15 years after the development first opens.

7.1.7 The allocation of any site in this Local Plan does not remove the need for either a Supplementary Form of Traffic Impact or a Traffic Impact Assessment. The thresholds for submitting either of these are set out in the document "Highway Authority Input to Development Control" (May 1996 or as subsequently amended).
7.1.8 In those cases where an Environmental Impact Assessment is required under the Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 1999 the Traffic Impact Assessment should be incorporated within it.

7.2 **TRANSPORT POLICIES**

Trunk Road Network - Safeguarded Lines

**Policy TR1:** The Local Planning Authority will seek to protect the approved route of the A66(T) Stainburn and Great Clifton bypass from development.

7.2.1 As part of the upgrading of the A66 from Workington to the M6 the line of the bypass has now been approved by the Secretary of State for Transport. The line should be protected from development. This route is not a proposal of the Local Plan but is identified for information purposes.

**Policy TR2:** The Local Planning Authority will seek to protect the route of that part of the A595(T) Parton to Lillyhall improvement scheme lying within the Local Plan Area from development.

7.2.2 The Department of Transport has identified a favoured corridor for this route following public consultation and has requested that it be protected from development. This route is not a proposal of the Local Plan but is identified for information purposes.

7.2.3 Where development is likely to affect an existing trunk road, ie the A595(T), the A596(T) or the A66 (T), developers should consult the Highways Agency as well as the County Highway Authority. Potential developers need to be aware that trunk road development control policy has recently changed. Apart from direct access to trunk roads, which will continue to be vigorously controlled, developers will be expected to pay for road improvements necessary to ensure that conditions are no worse than they would have been if the development had not taken place. The formation of new accesses onto trunk roads, particularly on fast, rural stretches, will be restricted to facilitate their primary function as routes for safe and expeditious movement of long distance through traffic.

**Design and Layout of Roads in Residential Areas**

**Policy TR3:** The Local Planning Authority will adopt an approach to the design and layout of residential roads when considering proposals for housing development in accordance with Department of the Environment Design Bulletin No. 32 and the adopted standards of Cumbria County Council.

7.2.4 The roads and footpaths in housing estates make an important contribution to the visual image of the area. Adopting a rigid approach to highway design stifles flair and reduces the range of options available. The approach to be followed is set out in “Cumbria Design Guide, Volume One, Layout of New Residential Developments”, which takes into account Design Bulletin 32, published in 1992 by the then Departments of the Environment and Transport.

7.2.5 Planning Policy Guidance Note No 3: “Housing”, encourages Local Planning Authorities to assess new development proposals in the light of the Design Bulletin. In including the policy the Council is seeking to ensure a balance between housing, planning and highway objectives and to support the Secretary of State's "Quality in Design" initiative through integrating new development into its setting.

**Design and Layout of Roads in Sensitive Areas**

**Policy TR4:** The Local Planning Authority, in consultation with the highway authority, will consider the relaxation of normal standards where compatible with safety, to secure the retention of the character and appearance of Conservation Areas and other environmentally sensitive areas.
This policy seeks to ensure that development proposals do not adversely affect the historic street pattern, character or appearance of Conservation Areas or other environmentally sensitive areas through the loss of buildings, walls and other features in the pursuance of stringent highway standards. The relaxation of standards may occasionally result in the Local Highway Authority not being able to adopt the new highway. In such cases the Council will need to be satisfied that arrangements are in place to ensure the maintenance in perpetuity of the highway. Planning Obligations under Section 106 of the Planning Act may be necessary to secure this.

Traffic Management Schemes

Policy TR5: The Local Planning Authority will approve proposals resulting in the implementation of traffic management measures which promote public transport in favour of car use and which also make town centres attractive and accessible to shoppers and other users, particularly those people with disabilities, pedestrians and cyclists.

The government's Planning Policy Guidance Note No 6: “Town Centres and Retail Developments” recognises the importance of healthy town centres. The reduction of trips by car, the encouragement to use other modes of transportation and the improvement of the environment are seen as measures which will support the town centres and the approach to sustainable development. Any traffic management scheme will need to take into account the needs of people with a disability, pedestrians and cyclists and form part of an overall strategy for access and car parking.

Parking Guidelines

Policy TR6: All new development proposals will be expected to have regard to the Council’s approved car parking guidelines, which include guidelines for cycle parking. Appropriate reduced requirements may be applied in the following circumstances:

(i) in Conservation Areas or other sensitive environments where rigid application of the guidelines may be visually harmful or physically impractical; or

(ii) in town centre locations within convenient walking distance of existing public car parks; or

(iii) in any other case where reduced requirements would assist in discouraging car use, leading to a more sustainable pattern of development.

Where any of the above circumstances apply and the non-operational car parking guideline exceeds three spaces, the Local Planning Authority may require either:

A. the provision of appropriate off-site car parking spaces; or

B. a contribution from the developer towards the cost of providing these additional spaces in public car parks; or

C. a contribution from the developer toward the cost of providing additional public transport services or facilities and/or facilities for cyclists and pedestrians.

The Council (along with all the other Districts in Cumbria) has recently adopted “Parking Guidelines in Cumbria” as Supplementary Planning Guidance, these guidelines will be given due weight in assessing development proposals in line with the guidance on SPG in PPG12. The motor car is an essential element of modern living but increasingly the negative impacts of pollution, congestion, safety and amenity are being recognised. As Local Planning Authorities seek to incorporate the principle of sustainable development into their policy framework, the level and location of car parking provision is a relevant factor. In appropriate circumstances, commuted sums may be used to improve the accessibility to public transport or to secure improvements to car parks through Planning Obligations under Section
Where it is considered appropriate to discourage car use, the Council will be more likely to require contributions under Criterion C above.

7.2.9 The competitiveness of town centres is heavily reliant upon good accessibility by car, public transport and other modes of travel. With regard to car access, PPG6 prioritises short stay car parking and discourages long stay commuter parking in town centres. It is important that a balance is struck between car parking, cycle and pedestrian facilities and public transport provision, ensuring that town centres remain attractive to people arriving by all modes of transport.

Traffic Calming

Policy TR7: The Local Planning Authority will require the provision of traffic calming measures within town centres and in existing residential areas where appropriate.

Policy TR8: The Local Planning Authority will require the design and layout on housing estates to incorporate appropriate traffic calming measures in consultation with the Local Highway Authority.

7.2.10 The car has come to dominate our town centres and many residential areas suffer from significant vehicle movements often at speeds inappropriate for the routes involved. Traffic calming measures will be encouraged which seek to overcome these problems.

7.2.11 The Local Planning Authority considers it essential that all new housing estates are designed with the principles of traffic calming in mind and will work with the Local Highway Authority to achieve it.

Access for People with a Disability

Policy TR9: In considering planning applications for all forms of development the Local Planning Authority will require the adequate provision of access for people with a disability in terms of dedicated parking areas, gradients of paved areas, dropped kerbs and textured surfaces and access to and within appropriate buildings.

7.2.12 It is important that those with a disability have access to buildings and facilities within the Plan Area. Notes have been produced by the Access Committee for England to take into account the requirements of current legislation. The Building Regulations contain specific requirements for access and a leaflet entitled "Designing for Everyone" is available from the Borough Council offices.

Public Transport Services

Policy TR10: The Local Planning Authority will expect all proposals for major development to show how they integrate with or provide for the needs of public transport.

7.2.13 There can be no rigid definition of what constitutes major development. For the purposes of this policy the Council will assess the potential impact of individual developments, in order to determine whether they are major. Such an assessment will include the number of people it attracts, travel movements generated, existing and potential public transport links and localised car parking facilities.

7.2.14 If sustainable development is to be achieved it is important that public transport facilities are improved. In accordance with Structure Plan Policies 47 and 69 new developments in town centres, at existing transport interchanges and on other allocated sites will be expected to promote the availability and encourage the use of public transport services.

7.2.15 In allocating land for industry and housing and in promoting rural development, the Local Planning Authority seeks to strengthen the case for retention and improvement of existing public transport services. Specific policies are included in other sections of this Local Plan, eg Policies EN1, RG1, WKTR1, MTR3, CTR1, WTR2 and ATR1.

Provision for Cyclists
Policy TR11: When considering applications for development, the Local Planning Authority will ensure that the needs of cyclists are taken into account.

7.2.16 Cycling is an important form of transport especially in urban areas. Many organisations are involved in promoting cycling for work and leisure. The West Cumbria Cycleway Network project, a partnership with Groundwork West Cumbria and Sustrans has provided the Cockermouth Greenway and Siddick to Broughton Moor cycleway as part of the C2C long-distance route and the cycleway alongside the A596. The Council supports the National Cycling Strategy and will encourage provision of appropriately located and secure cycle parking facilities, segregated cycle routes and cycle priority measures. This will promote a more comprehensive cycle network and support sustainability principles.

Pedestrianised Areas and Footpaths

Policy TR12: When considering applications for development, the Local Planning Authority will, where appropriate, require further pedestrianisation or pedestrian priority areas in support of town centres and to enhance the character of Conservation Areas.

7.2.17 The impact of traffic on the attractiveness of the area's town centres is significant. At the same time out-of-centre retail developments have attracted shoppers away from the town centres. It is recognised that improving the environment by making town centres look attractive, feel safe and be accessible are essential to their viability and vitality. Further opportunities will be examined in consultation with traders, Chambers of Trade, Town Councils and the highway authority within a town centre strategy for each of the principal towns in the Plan Area.

7.2.18 The Council will also therefore, seek to enhance pedestrian networks and the character of Conservation Areas. Proposals which make areas safer and more attractive to pedestrians, including traffic calming, environmental improvements, improved lighting, improved pavements and pedestrian friendly crossings, will be encouraged.

Policy TR13: When considering applications for development the Local Planning Authority will ensure that the needs of pedestrians are taken into account.

7.2.19 Walking is an important activity for work, shopping and recreation and represents a significant proportion of trips made in town centres or built up areas. The opportunity should be taken to maintain and improve pedestrian access to relevant facilities, particularly town centres and public transport facilities. It is important that the needs of pedestrians are not overlooked in the interests of motor vehicles. In rural areas Policy RL3 is relevant but it is emphasised that the above policy is Plan-wide and refers to all proposals which might impact upon the rights of way network. For instance where development directly affects a public right of way, permission may be refused unless an acceptable alternative route can be created.

Access by Heavy Lorries to Major Sites

Policy TR14: Development involving the regular movement of large numbers of heavy vehicles will only be granted planning permission or favourably recommended to the County Planning Authority following agreement with the applicant to provide acceptable measures to protect local communities, through routeing the vehicles, or highway improvement or both.

7.2.20 Certain large developments, in both rural and urban locations, generate significant flows of heavy vehicles. Such proposals may only be acceptable if a route which safeguards local communities can be agreed with the operator or if necessary highway improvements, such as road widening or junction realignment, are carried out. In some cases both may be needed and consent would be subject to a Planning Obligation under Section 106 for local roads, in consultation with the County Highways Authority. The Highways Agency must be consulted concerning trunk roads.

7.2.21 Where this Council is not the determining Authority, for instance with mineral planning applications, the use of Planning Obligations under Section 106, will be recommended to the County Council.
7.2.22 The Council will encourage the uptake of alternative modes of transport to road vehicles and particularly the issue of freight transfer. By allocating sites for employment use which can accommodate the transfer of freight to other modes, the Planning Authority can encourage the transfer of freight from road to rail or water. In such locations the Planning Authority will give preference to proposals from industrial or commercial users who would benefit from efficient rail or port facilities.

7.2.23 Allerdale has a number of opportunities to accommodate the transfer of freight to transport modes other than road. The ports of Workington and Silloth offer scope for the transport of freight by sea and are allocated under employment policies facilitating the type of industrial development which can utilise the ports. Similarly, former railway sidings or areas capable of accommodating new sidings are allocated under various employment policies in Workington, Maryport and Wigton which may encourage the transfer of freight from road to rail.

Protection of Disused Railway Lines

**Policy TR15:** Development proposals along the line of a disused railway line will not be permitted if the use of the route for recreation or transport purposes are prejudiced.

7.2.24 There are a number of disused railway lines within the Plan. Some of these lines can play an important role in offering recreational and transport opportunities, including the potential of being developed into footpaths, cycleways or bridleways and providing easy access to the countryside. They can also act as wildlife corridors and support valuable habitats including herb rich grassland.

7.3 WORKINGTON/SEATON TRANSPORTATION

7.3.1 As the largest town in the Borough, Workington displays a range of transport issues. The Southern Allerdale Local Plan addressed some of these issues, but the Transportation Topic Paper identifies A596 junction and environmental improvements, a Southern Link Road, traffic calming, a public transport interchange, pedestrianisation and enhancement of the Portland Square area as further issues.

7.3.2 The Western Industrial (A597) has been completed. The line of the Great Clifton-Stainburn by-pass has been approved and is safeguarded. A scheme for widening Washington Street and improving the Jane Street and Ramsay Brow junctions was subject to public consultation and has now been implemented.

7.3.3 PPG13 encourages the development of policies which seek to discourage trips by car and promote use of public transport, walking and cycling. Where proposed policies relate to the town centre they appear in the Town Centre and Retailing Section for Workington.

7.3.4 Proposals for the town centre intend to promote access routes to the principal car parks. The aim of this is to remove some of the present traffic, reduce congestion and improve accessibility for public transport and visitors to the town centre. To achieve this new road links will be required.

7.3.5 The construction of a new link from Stainburn Road to Hall Brow, Workington passing along the foot of the bank adjacent to Millfield would lead traffic away from Ramsay Brow and Washington Street thereby reducing traffic congestion in the town centre and directing visitors towards Brow Top car park. The Council considers that a well-designed route could be introduced at the edge of Millfield in an acceptable way in landscape terms and in a way which improves accessibility to Curwen Park.

7.3.6 The construction of a new link road from Hall Brow to the roundabout at New Bridge Road, Workington would enable ready access to be gained to Brow Top car park as well as serving new retail development at Laundry Field (Policy WKRG3) and re-use and redevelopment of the brewery. It is expected that much of the route will be provided as part of the redevelopment proposals.

7.3.7 Subject to the programming of the Highways Agency, traffic management measures will be necessary to improve the A596(T) junctions at Workington Bridge/Calva Brow and at Northside, Workington, these junctions are considered to be poorly aligned, result in poor traffic circulation and cause highway safety problems. Further development in and around the port and its access and new housing in Seaton will mean increased traffic using these junctions over the Plan Period. The DETR will be encouraged to bring these improvements forward through the Highways Agency.
Policy WKTR1: The Local Planning Authority will require the integration of bus and railway services and the provision of car parking for passengers around Workington Railway Station, when assessing development proposals adjacent to the Station.

7.3.8 The railway station offers the opportunity to ensure that bus and train services are integrated and that people have the opportunity to transfer from the car to the train. The success of such a transport interchange is dependant upon improved infrastructure and service provision including car parking, bus access and priority measures.

7.3.9 The Workington Dock access road between the A596 junction and the harbour entrance junction should be upgraded to take account of the development potential in the harbour area. The Industry and Employment Section allocates 18 ha of land for industrial and port related uses. The existing road alignment and associated bridge across the railway is considered by the Highway Authority (Cumbria County Council) to be inadequate to cope with expected future vehicle flows. The junction with the A596(T) also requires improvement, see paragraph 7.3.7 above.

Policy WKTR2: The Local Planning Authority will protect the approved route of the Workington Southern Link Road (A597) from Mossbay Road to Moorclose Road, Workington.

7.3.10 The County Highway Authority has identified a corridor for this route and has requested that it be protected from development. Completion of this link will provide a more acceptable route for industrial traffic to and from the Salterbeck Trading Estate. It could also form part of a wider network improvement extending southwards from Workington.

7.4 MARYPORT TRANSPORTATION

7.4.1 Maryport occupies an important position on the Cumbrian coastal railway with links north to the national network at Carlisle and southwards to Workington and Barrow-in-Furness. The A596 Trunk Road passes through the town linking to the M6 at Carlisle. The A594 links the town to the A66 at Cockermouth and on to the M6 at Penrith and then to the east coast at Teeside.

7.4.2 The former bus station has recently been redeveloped though a lay-by and passenger shelter has been provided on the frontage. Bus services link south westwards to Workington and Whitehaven and north eastwards to Wigton and Carlisle. Local links are available within the town as well as to Cockermouth and to Silloth.

7.4.3 Maximising the use of these transport links is important to the economic future of the town. The flow of heavy traffic along Curzon Street detracts from the character of the Conservation Area and restricts the opportunities for enhancing the environment. There are, however, no proposals by the Highways Authority to provide an alternative route for this traffic, and the Maryport Traffic Study concluded that no changes to the town’s traffic circulation are required.

7.4.4 Curzon Street forms the eastern limit of the town centre whilst the grid iron street pattern around it forms the historic core, a designated Conservation Area. Enhancing the town centre and improving its economic performance are vital to the future of the town. It is important that only traffic which supports this should gain access to the town centre. The traffic management scheme will make provision for a more efficient use of the existing street pattern.

Policy MTR1: 0.02 Ha of land is allocated as a pedestrian link between Mill Street car park and Senhouse Street, Maryport.

7.4.5 Mill Street car park is centrally located in Maryport but the historical grid iron street pattern means pedestrian links to the main shopping streets are inconvenient. The Planning Authority considers that a direct and attractive pedestrian link to Senhouse Street is important to its economy. The recent West Cumbria Retail Study emphasises the importance of this type of scheme to the town's future.

Policy MTR2: 1.0 Ha of land south of Maryport Harbour is allocated for the construction of an access road to the proposed caravan site, to improve the access to the industrial estate and provide an
alternative route into the harbour.

7.4.6 The development of Maryport Harbour as a major tourist attraction and residential area has highlighted the need to examine the access arrangements to the site. Following closure of the Coal Disposal Point, the proposal is to make use of a section of existing British Coal road and a new section of road linking Hutton Place to the proposed caravan site and on to the harbour. It is envisaged that this route will form a major entrance to the harbour for all goods traffic and vehicles with trailers in order to reduce traffic negotiating Senhouse Street to cross the new Harbour Bridge or cause undue disturbance to residents of Ellenborough Place.

7.4.7 It is anticipated the proposal will be implemented through restoration conditions and funding from a variety of public and private agencies.

Policy MTR3: The Council will approve the development of facilities at and around Maryport Railway Station which encourage greater passenger and freight use, subject to other relevant policies of the Local Plan.

7.4.8 The railway station is an important facility for encouraging people to use public transport rather than their cars as set out in PPG13. The site of former railway sidings could be developed in a way which further promotes passenger or freight use.

7.5 COCKERMOUTH TRANSPORTATION

7.5.1 Cockermouth occupies a strategic location within the area in close proximity to the A66(T) and A595 principal roads. Without a railway connection the town must rely upon the highway infrastructure.

7.5.2 Surveys undertaken by the County Highway Authority have estimated that the traffic levels on Main Street have returned to those which existed before the A66 by-pass was completed. This factor, together with an unsuitable road layout, results in traffic congestion and the problem of heavy vehicles penetrating the town centre area.

7.5.3 The Transportation Section of the Cockermouth Settlement Paper looked to traffic management in the town centre, improved public transport, cycling facilities, public footpaths and parking facilities. In doing so it sought to follow government guidance in PPG13 to reduce traffic movements and encourage alternative modes of transport.

7.5.4 The forthcoming Cockermouth Traffic Management Plan will provide the framework and the means of implementing a range of management and enhancement measures.

7.5.5 A traffic management scheme will be implemented in the centre of Cockermouth. This scheme will seek to resolve the existing and potential conflicts which occur between pedestrians and vehicles throughout the centre of the town by improving the environment for non-car users. Main Street, Station Street and Gallowbarrow are particularly important in this respect. It is essential that any measures safeguard and enhance the strong architectural and historic character of the town and help to support the vitality and viability of the town centre itself.

7.5.6 A traffic management scheme will be implemented in the Kirkgate area of Cockermouth. Kirkgate is an attractive part of the historic core of the town. As a residential street, Kirkgate suffers from significant through traffic which has an unacceptable impact on the amenities of residents.

Policy CTR1: The Local Planning Authority will approve appropriate proposals for the development of facilities and other measures which encourage greater use of public transport in Cockermouth.

7.5.7 The town has public transport links to other major towns in the Borough together with internal town services. In looking at traffic management and environmental enhancement it is important that the needs of public transport are recognised. Improvement of facilities for pedestrians could include provision of bus shelters though these would need to be of a design appropriate to the character of the area.

Policy CTR2: 0.1 Ha of land is allocated for use as a public footpath and cycleway from the Cocker Bridge on The Greenway to Dale View, Cockermouth.
7.5.8 The Cockermouth Greenway is a well-established and successful pedestrian and cycle route to which a poor quality, informal but well-used link from Dale View is connected. It is important that a proper link is established as part of the new housing development.

**Policy CTR3:** 0.1 Ha of land is allocated for use as a public footpath and cycleway from the western end of The Greenway to Low Road, Cockermouth.

7.5.9 At present only pedestrian access up some steps is available at the western end next to the access to the rugby ground at Laithwaite. To gain the maximum benefit a proper ramped access needs to be provided. This would be achieved through the employment (Policy CEM1) and housing (Policy CHS1) allocations of this Local Plan. The new developments would also be expected to be integrated with the Greenway.

**Policy CTR4:** In cases where redevelopment takes place on the banks of the Rivers Derwent and Cocker within the area covered by Policy CEN1 of this Local Plan the Local Planning Authority will require a footpath open to the public to be provided.

7.5.10 Significant parts of the river banks of the Derwent and the Cocker are accessible by public footpath. There are, however, several crucial gaps which prevent the assets being realised fully for the benefit of residents and visitors. Co-operation with riparian owners will be needed, possibly over a prolonged period whilst the development control process will be used to secure new sections of footpath.

**Policy CTR5:** The Council will only provide additional off-street managed public parking spaces in convenient locations where:

(i) new car parking spaces are within appropriate new development and are subject to acceptable management agreements;

(ii) appropriate pricing policies for short and long-stay parking are in place; and,

(iii) proposals comply with the provisions of Policy TR6.

7.5.11 The Council will prepare and implement a strategy for car parking which manages the car parks in a way which best supports the vitality and viability of the town centre. In particular a systematic signing of short-stay and long-stay car parks should help to reduce the amount and speed of cross-town traffic.

**Policy CTR6:** The Council will approve appropriate proposals to enhance the environment of the Sullart Street, Fairfield and Wakefield Road car parks.

7.5.12 Despite the measures proposed to reduce the use of the car it is important that the car parks which do exist are well laid out and visually attractive. It is recognised with Sullart Street and Wakefield Road that much needs to be done if people are to be encouraged to use the car parks confidently and safely.

7.6 **WIGTON TRANSPORTATION**

7.6.1 Much of Wigton's growth and development has been linked to its relatively good locational position and availability of good transport links. The main north-south routes in the area have run through (the A596T) and close to (A595) the town helping to link the town to the national motorway system on the M6. Wigton also benefits from access to the Cumbrian coastal railway, which links into the main west coast route and the north via Carlisle and to the south via Barrow in Furness.

7.6.2 Until recently the town benefited from a bus station but still retains services which link the town to villages to the north, south, east and west and also to the other main towns in the area, as well as to other towns and cities nationally via special bus and coach services.

7.6.3 In recent years Wigton has benefited from the construction of a new by-pass to the north-west which
has helped alleviate the town centre from some of the heaviest traffic flows and largest trucks and lorries which previously caused severe problems in the narrow older street pattern of the town centre. The by-pass has created an opportunity for new traffic management schemes in the town centre which the Local Plan could support. However, the present movement of heavy goods vehicles between Silloth, Wigton and the M6 using the B5302 and B5305 remains a significant problem.

**Policy WTR1:** The Council will approve appropriate proposals to implement traffic management measures in the town centre.

7.6.4 The completion of the by-pass provides the opportunity to resolve any remaining or potential conflicts which occur in the town centre by improving the environment for non-car users. It is essential that any measures safeguard and enhance the strong architectural and historic character of the town and help to support the vitality and viability of the town centre itself.

**Policy WTR2:** The Council will approve appropriate proposals for the development of facilities and other measures which encourage greater use of bus services in Wigton, including the provision of a bus lay by on the King Street frontage of the former bus station site, subject to other relevant policies of the Local Plan.

7.6.5 Wigton benefits from a number of local and through bus services. Closure of the bus station has resulted in buses standing on the street and restricts the ability to develop bus services in the future. Redevelopment of the bus station site is proposed under Policy WRG1 of this Local Plan. It is essential that a lay-by to accommodate buses and shelter facilities is provided as part of any redevelopment.

**Policy WTR3:** The Council will approve appropriate proposals for the development of facilities at and around Wigton Railway Station, which encourage greater passenger and rail freight usage, subject to other relevant policies in the Local Plan.

7.6.6 The railway station is an important facility for encouraging people to use public transport rather than their cars as set out in PPG13. In addition, some scope exists for development which promotes increased freight transport by rail.

**Policy WTR4:** The Council will approve appropriate proposals which enhance the Water Street and Market Hall car parks.

7.6.7 Despite the measures proposed to reduce the use of the car it is important that the car parks which exist are well laid out and visually attractive to enhance the character of the Conservation Area and support the vitality and viability of the town.

7.7 **ASPATRIA TRANSPORTATION**

7.7.1 Aspatria is a small town generally lying astride the A596(T) which links West Cumbria and Carlisle and on to the national network through the M6. Traffic flows along the A596 are significant and include a comparatively high proportion of heavy goods vehicles (HGV).

7.7.2 The principal bus routes follow the trunk road connecting with Wigton and Carlisle to the north east and Maryport and Workington to the south west.

7.7.3 Aspatria also benefits from access to the railway system through the Cumbrian coastal railway. This links in to the main West Coast route and the north via Carlisle and to the south via Barrow in Furness. Unfortunately the main station buildings are no longer available for railway use.

7.7.4 Traffic management measures will be implemented in the town. In the absence of any proposals for a by-pass it is important that existing traffic flows are managed to the benefit of safety and amenity. The Department of Transport (now the DETR) has provided a "gateway" on Park Road the impact of which is, no doubt, being monitored. An integrated series of measures is required to gain maximum benefit.

**Policy ATR1:** The Council will approve appropriate proposals to develop facilities encouraging greater usage of public transport or rail freight haulage in Aspatria, subject to other relevant policies of this Local Plan.
Although the bus and train services are not extensive it is important to encourage people to use public transport rather than their cars as set out in PPG13.

RURAL AREAS TRANSPORTATION

The major part of the Plan Area is rural with small villages and narrow country lanes through which pass the Cumbrian Coastal Railway, the A66 and A596 trunk roads and the A595, A594, B5302 and B5305 principal routes. Public transport is centred largely on the principal centres and along the primary route network.

Other chapters of this Local Plan promote the principle of sustainable development not least by concentrating new development in the largest settlements to maintain and strengthen the settlement hierarchy and their viability. This in turn will strengthen the case for the retention and improvement of local facilities, including public transport services.

The dispersed settlement pattern and limited public transport services create particular problems for the rural areas. The local authority supports the aim of the Cumbria Rural Development Strategy and of the County Council in seeking to maintain and improve public transport services and to develop less orthodox means of meeting the travelling needs of the community.

The principal transportation issues facing the rural areas are:-

(i) the impact of heavy goods vehicles travelling through the area or to local quarries opencasting or industrial estates on the minor rural roads (Policy TR14);

(ii) the impact of HGV’s on village communities;

(iii) the provision of roadside services for local people and visitors to the area;

(iv) the need to encourage further provision of safe facilities for pedestrians and cyclists; and

(v) traffic calming in villages.

The Council will support traffic calming in villages which are subject to the impact of heavy goods vehicles or significant traffic flows. A number of villages on minor roads such as Abbeytown, Kirkbampton and Kirkbride are affected by the movement of HGV’s bringing noise and dust detrimental to the amenity and safety of local residents. Priority should be given to those villages where there are significant road safety and amenity problems. The Borough Council is not the Local Highway Authority, although it can formulate proposals for traffic management. The Council must consult the County Council and the Highways Agency with regard to trunk road proposals.

Policy RTR1: Proposals for roadside vehicular services will only be granted permission in the open countryside where it is considered that a particular need for such services outweighs any detrimental environmental impact. Where an exception to this principle is considered acceptable each proposal will be assessed according to the following criteria:-

(i) whether the proposal adequately addresses the identified need in terms of the type of facilities proposed and their location;

(ii) the quality of landscaping already on site or proposed to ameliorate the landscape impact of the proposal;

(iii) the impact of the proposal on the safety and free flow of traffic; and

(iv) whether the proposal satisfies all other normal planning policies relating to noise, smell, access, parking, drainage and
7.8.6 It is recognised that the A66(T) is deficient in roadside services between West Cumbria and its junction with the M6 at Penrith. Planning permission has been granted recently for a facility at the junction of the A66(T) and A595 at Chapel Brow, Bridgefoot. Elsewhere in the Plan Area such facilities are only likely to be approved where a particular need is established. In assessing need, the presence of existing facilities, especially those in existing communities, will be taken into account. Where proposals affect trunk roads the Council will liaise with the Highways Agency.

Policy RTR2: The following disused railway lines will be developed as safe and convenient public rights of way:

a) Moorclose to Charity Lane, High Harrington.

b) High Harrington to Harrington Parks Branch.

7.8.7 The use of redundant railway lines as safe, segregated and scenic routes for cyclists and pedestrians has been nationally recognised, not least through the national cycle network promoted by the charity Sustrans. Parts of this railway line through the urban areas of Workington from Siddick to Moorclose have been implemented. This proposal supports the provision of additional links as part of the West Cumbria cycleway network.

Policy RTR3: The Council will approve appropriate proposals which facilitate the implementation of a continuous and attractive right of way between Cockermouth and Workington.

7.8.8 A basic footpath network already exists but needs to be developed to meet the above criteria. A wholly riverside location is unlikely to be achieved for a variety of reasons, including, not least, fishery protection. Positive action, control of development and management agreements will be used to pursue this policy. It is anticipated however that the route will be through the Derwent Valley in the area of search shown on the Proposals Map.

7.8.9 Implementation of this scheme could utilise the Groundwork Trust, Local Volunteer Groups and the Employment Training Agencies.

8. **RENEWABLE ENERGY**

8.1 **INTRODUCTION AND BACKGROUND**

8.1.1 Increasing popular concern with environmental issues has developed in recent years with greater media attention being given to the "greenhouse effect" and the interdependence of resources, technologies and the demands of modern society.
8.1.2 One of the most important aspects of modern society is the continuing growth in demand for energy. The government's response has been to promote the development of renewable energy sources where they have the prospect of being economically attractive and environmentally acceptable.

8.1.3 The government has produced a range of measures to encourage renewable energy and in PPG22: “Renewable Energy” requires the Planning Authority to include appropriate policies in its Local Plan.

8.1.4 Renewable energy is the collective term for; ‘those sources that occur naturally and repeatedly in the environment from the sun, wind, oceans, plants, the fall of water, the earth itself together with energy derived from waste’.

8.1.5 The regional guidance echoes the national picture whilst Structure Plan Policy 56 encourages a presumption in favour where there is no significant impact on the environment, landscape or local communities. Major projects will also be examined in the light of Structure Plan Policy 54.

8.1.6 Renewable energy resources include solar power, off-shore wind, on-shore wind, tidal, wave, hydro electricity, geothermal, fuel wood, farm crops, farm slurry, poultry wastes, sewage sludge, industrial, commercial and municipal wastes and landfill gas.

8.1.7 In response to the increasing emphasis on securing sustainable development and the need to reduce the emission of "greenhouse" gases the Council is adopting a positive approach to the exploitation of renewable energy sources in line with government policy.

8.1.8 Allerdale is a largely rural area with a long length of coastline and extensive open, exposed landscapes. Not surprisingly proposals for exploiting renewable energy have been primarily for wind turbines though Iggesund Paperboard Ltd has recently installed a combined heat and power plant.

8.1.9 Wind farm sites are now established at Great Orton Airfield (10), Siddick (7) and Oldside (9). A further planning consent exists for a windfarm at Winscales to the east of Workington (24). Experience has shown, however, that the technological and locational requirements can be controversial with local communities.

8.1.10 Structure Plan policies refer to two distinct definitions regarding the size and scale of renewable energy developments, and these provide the context for the Local Plan. Whether or not a development is “large scale” is to be determined and assessed in relation to the landscape in which it is proposed. It is not, therefore, definable by numerical size threshold but depends upon the relationship of each scheme to its individual site and setting. However, some renewable energy proposals may be “major projects”. The Structure Plan gives some examples. Major projects can usually also be expected to be “large scale” in terms of the previous definition, but not all “large scale” proposals will also be “major projects”.

8.2 RENEWABLE ENERGY DEVELOPMENTS

Policy RE1: Proposals for renewable energy generation projects, other than those regarded as large scale and those for wind energy, will be approved where:

(i) any adverse impact is considered to be acceptable taking into consideration the energy generation and other benefits of the project;

(ii) appropriate mitigating measures are proposed; and

(iii) the proposal accords with established best practice.

8.2.1 All proposals for renewable energy which are not large-scale will be assessed against these criteria. Any proposal which would take place within or would adversely affect areas designated as having special status will be expected to show that minimum harm will arise. Large-scale proposals will be considered under Joint Structure Plan Policy 56. With regard to best practice, proposals will be expected to have regard to PPG22.

8.2.2 Proposals which contribute to farm diversification will be considered on their individual merits and approved subject to other Policies in this Plan.
8.3 WIND ENERGY DEVELOPMENTS

Policy RE2: Proposals for wind energy developments, other than those regarded as large scale, will be approved where the number, siting, scale and design of the turbines satisfy the following criteria:

(i) the character and appearance of the landscape, the character and setting of designated landscapes, nature conservation, archaeological or other environmental interests do not suffer unacceptable adverse effects;

(ii) the amenity of residential properties by reason of visual impact, noise, shadow flicker or reflected light is not adversely affected to an unacceptable degree;

(iii) effective measures are available to overcome any unacceptable electromagnetic interference to transmitting or receiving equipment;

(iv) all power lines not having an unacceptable adverse effect on the character and appearance of landscape;

(v) adequate access for construction traffic is available or could be provided without prejudicing highway safety or affecting visual amenity or nature conservation interests to an unacceptable degree;

(vi) the proposal, when assessed in the context of existing or permitted wind energy schemes, would not result in cumulative visual effect which would have an unacceptable adverse impact on the character and appearance of the area; and

(vii) realistic proposals are in place for the removal of redundant wind turbines and the restoration of the site.

In assessing proposals against this policy the Local Planning Authority will consider whether the benefits of the scheme outweigh any adverse impacts. Full account will be taken of proposed mitigating measures.

8.3.1 Wind energy represents one of the largest potential renewable energy sources in the Borough. It is also likely to have the greatest impact on the locality because of the size of the turbines and their need for a prominent or elevated location.

8.3.2 In considering proposals for wind energy developments the Local Planning Authority will have regard to the content of paragraph 8.1.10 above in defining the scale of the proposal, and will consider carefully the nature and sensitivity of the landscape and its ability to absorb turbines. The Council’s stance toward wind energy developments in designated landscape areas will be determined having regard also to policies in the Environment Chapter of the Local Plan. Supplementary Planning Guidance has been prepared by the County, Borough and District Planning Authorities under the title “Wind Energy Development in Cumbria”. The guidance identifies landscape types, and indicates the level of turbine development which may be appropriate within them, subject to local conditions.

8.3.3 The Council will also ensure that other interests such as residential amenity and nationally designated locations such as the Solway Coast AONB and its setting, SSSIs and the setting of the National Park will be safeguarded from the impacts of harmful development.

8.3.4 Approval of a proposal would be subject to a requirement to remove the turbines at an appropriate time and the site restored. This and other measures which can't be dealt with by condition will be included in a Planning Obligation.
Policy RE3: In addition to Policy EN2 all small-scale proposals (conversion and new build) will be expected to show how passive solar design is incorporated into the scheme and will be approved subject to:-

i) complying with general design policies of this Local Plan; and

ii) not resulting in harm to the character, appearance or setting of Listed Buildings or buildings within a Conservation Area.

8.3.5 In seeking to meet the demands of society energy conservation in the design process can complement renewable energy in reducing that derived from non-renewable sources. This, in turn, will help to reduce the production of greenhouse gases. Policy EN2 sets the policy framework for medium and large-scale developments with particular reference to heat loss, capital energy, solar gain and combined heat and power.

8.3.6 The Building Regulations contain specific requirements for insulation of buildings. This policy is included to highlight the need to integrate energy conservation into the development process.

8.4 WORKINGTON/SEATON RENEWABLE ENERGY

8.4.1 The Workington and Seaton area has a sizeable length of coastline some of which has been developed for wind-turbines at Siddick and Oldside. To the east of the town a site at Winscales has planning consent for wind-turbines.

8.4.2 In determining the application for the wind-turbines at Oldside outline consent was also granted for the erection of a visitor centre.

Policy WKRE1: Proposals for other forms of renewable energy at Oldside will be approved where they:-

(i) assist in securing development of a visitor centre;

(ii) would not have an adverse impact on the amenity of local residents; and

(iii) would not have an adverse impact on the nature conservation interest of the site.

Subject to other relevant policies of this Local Plan.

Renewable energy is a developing field and offers both direct employment and indirect employment through visitors. The principle of a visitor centre is supported and other appropriate forms of renewable energy which encourage the attraction of visitors is likely to be acceptable.
9. CONSERVATION

9.1 INTRODUCTION AND BACKGROUND

9.1.1 This section provides policies which will help conserve the historic legacy of the Plan Area. The aim of conservation is to maintain the stock of historic buildings and spaces and archaeological sites by both incentive and control but in a way which allows it to adapt wherever possible to modern-day conditions and demands.

9.1.2 The government's policies for historic buildings and spaces are set out in Planning Policy Guidance Note 15 "Planning and the Historic Environment" (PPG15), para 1.1 of which includes the following:

"... The physical survivals of our past are to be valued and protected for their own sake, as a central part of our cultural heritage and our sense of national identity."

"... Their presence adds to the quality of our lives, by enhancing the familiar and cherished local scene and sustaining the sense of local distinctiveness ..."

9.1.3 The remaining historic fabric of the area is a valuable asset, it is intrinsically important. It provides decent housing, attractive shops and, ever more important these days, it attracts and delights visitors who provide income and in turn, employment in the local economy. So, conservation can accommodate change and it can become a vehicle for progress and the generation of wealth. Achieving this is not an easy task, demanding flexibility and consistency, sensitivity and realism. Where successful, however, such policies can perform a vital role in the broadening and strengthening of the economic base and the well-being of the community as a whole.

9.2 CONSERVATION OBJECTIVES

9.2.1 Given the rich legacy of historic buildings, archaeological sites and spaces in the Plan Area and the need for its conservation, the principal objectives of conservation policies are seen to be:-

- The safeguarding and enhancement of the stock of historic buildings.
- The safeguarding of the historic street pattern and spaces.
- The safeguarding and management of historic landscapes.
- The sympathetic design of new buildings and alterations to existing buildings.
- The safeguarding or recording of archaeological remains.
- The enhancement of urban spaces both public and private.
- The reconciliation of the historic fabric with the need for an efficient traffic circulation pattern to provide a safe and pleasant environment.
- The encouragement of the best use of buildings.
- The encouragement of planned maintenance and repair of historic buildings.

9.2.2 In pursuing these objectives this Plan relies on the context provided by the Joint Structure Plan (see Appendix I). Consequently the policies set out below deal either with issues not dealt with in the Structure Plan policies or elaborate the relevance of such policies to the Plan Area.

9.3 CONSERVATION POLICIES

Policy CO1: The Local Planning Authority will require, wherever practicable, the retention, restoration, maintenance and continued use of Listed Buildings, other buildings of architectural or historic interest and important buildings in designated Conservation Areas.
9.3.1 The Local Planning Authority places high priority on the conservation of the historic built environment and will thus attempt to control unsympathetic changes and to encourage the enhancement of Listed Buildings and Conservation Areas. This will be achieved through financial assistance, whether in partnership with English Heritage and other bodies through the Conservation Area Partnership Schemes or unilaterally and by seeking the commitment of other private and public agencies to a high standard of design and enhancement. A list of Conservation Areas is set out in Appendix IV to this Local Plan and highlighted in Figure 4 below.

Figure 4. Borough of Allerdale Conservation Areas and Potential Conservation Areas
9.4 DEVELOPMENT CONTROL IN CONSERVATION AREAS

Policy CO2: Proposals to alter or extend existing buildings within the Conservation Areas and Article 4 Directions will be required to preserve or enhance the character of the building and make use of architectural detailing and materials compatible with its character and setting. Any features of historic or architectural interest will be expected to be retained.

9.4.1 The use of non-traditional materials and building styles or architectural features will only be permitted in less sensitive locations or where the result would be consistent with the general overall appearance of the building or group of buildings.

9.4.2 Many interesting features are often lost through unsympathetic design and treatment during alteration. This policy will ensure consideration is given to this aspect.

Policy CO3: The design of new buildings within Conservation Areas will be required to respect the historic pattern of development and preserve or enhance the character of the Conservation Area in terms of scale and proportions, building line, form and massing, architectural detailing and by the use of materials compatible with the character of the area.

9.4.3 It is important that the more detailed aspects of proposed new development on vacant sites or the redevelopment of land within a Conservation Area are considered. An outline application consequently does not usually provide the necessary information on which to base a decision. Consent is unlikely to be granted in the absence of clear proposals at a level of detail suitable to the importance of the site.

Policy CO4: Proposals to redevelop frontages within the existing street pattern which do not maintain the existing building line and visual appearance of the street scene will not be approved.

Policy CO5: The Planning Authority gives high priority to retaining historic development patterns which add interest to settlements in the district. Applications involving redevelopment or extension of existing buildings which do not conform to the established historic pattern of development will only be permitted where:

(i) the historic development pattern does not exist; or

(ii) a modern development pattern exists; or

(iii) the proposed development will enhance the historic pattern.

9.4.4 The appearance and character of historic areas of towns and villages is the result of an amalgam of historical styles and materials. These policies recognise the need for change but attempt to ensure that change whether by alteration, change of use or new build is in sympathy with the existing character of the Conservation Areas and that premature demolition is not allowed to create unsightly gaps within the built-up frontages. The historic pattern of development is felt to be in need of particular protection. By this is meant the scale or 'grain' of plot development, the street pattern or building line and the particular arrangement of spaces, courts and other passageways which go to make up the rich spatial character of the Conservation Areas.

Policy CO6: Applications involving commercial frontages including proposals for new shop-fronts and the alteration of existing shop-fronts within Conservation Areas will be expected to:

(i) reflect the scale and proportions of the existing building and of the traditional shop-fronts in the street scene;
(ii) incorporate elements of traditional shop-front design and retain any existing traditional features;

(iii) relate to individual property units and display a unity with the building of which they are part; and

(iv) avoid the use of inappropriate non-traditional materials and nation-wide house styles.

9.4.5 The Local Planning Authority will exercise appropriate control over the design of new shop fronts and proposals for the alteration of existing commercial frontages to try to ensure that they respect the character and scale of the existing building and any remaining traditional features and provide a positive contribution to the street scene. The use of national house-styles, except where these can be satisfactorily adapted to the vernacular scale of the building, should be avoided.

Policy CO7: Consent to display illuminated or other prominent signs of an unsympathetic nature will not be permitted in Conservation Areas. Flat painted or fixed hanging signs of appropriate design which may be illuminated externally where appropriate will be encouraged.

9.4.6 Internally illuminated advertisements tend to be obtrusive and out of character with the Conservation Areas. The Local Planning Authority will prefer more traditional flat or fixed painted hanging board signs. Where illumination is required, external illumination of projecting signs may be acceptable, provided that the light source is unobtrusive. Proposals for new signs will be expected to respect the scale and proportions of the buildings on which they are to be displayed and not obscure any important architectural details or clutter the building or street scene.

Policy CO8: Applications for the alteration or change of use of commercial buildings will be expected to achieve the continued use or availability of upper floors.

9.4.7 There is a great deal of neglect of buildings in the Conservation Areas and often one aspect of this is that the upper floors are unused or indeed physically cut off from the ground floor.

Policy CO9: In Conservation Areas, development generating excessive traffic, parking, noise or other environmental objection will not be permitted.

9.4.8 The ambience of parts of the Conservation Area would be seriously damaged by intensive activity of whatever type.

Policy CO10: The Local Planning Authority, in consultation with the highway authority, will consider the relaxation of normal highway standards, where compatible with safety, to secure the retention of the character and appearance of Conservation Areas and other environmentally sensitive areas.

9.4.9 This policy seeks to ensure that development proposals do not adversely affect the historic street pattern, character or appearance of Conservation Areas or other environmentally sensitive areas through the loss of buildings, walls and other features in the pursuance of stringent highway standards.

Works to Trees in Conservation Areas

Policy CO11: Consent to fell trees in the Conservation Areas will only be given where it can be shown that public safety is involved or where it would result in a material improvement in the overall appearance of the area. Lopping will only be approved where it is done in a manner which will maintain the shape and vitality of the tree.

9.4.10 Trees can have an important sometimes even dominant role in the street scene. It is vital that appropriate control is exercised over work to them and a Tree Preservation Order will be used to protect any tree or to secure replanting.
Control of Demolition in Conservation Areas

Policy CO12: The Local Planning Authority will only consent to the demolition of existing buildings in Conservation Areas and redevelopment of the site where it can be shown that:-

(i) there is no acceptable use of the building to ensure its repair, maintenance and continued survival and clear evidence is provided to show that steps have been taken to attempt to secure such a use or to dispose of the property at a rate which reflects its condition; or

(ii) the building is wholly beyond economic repair; or

(iii) demolition of the building would not be harmful to the character of the Conservation Area and proposals for its replacement would enhance the character and appearance of the area.

Consent will be conditioned to ensure demolition does not occur until detailed proposals for the re-use of the site have been approved and redevelopment is about to take place.

9.4.11 Applications for consent to demolish will need to be accompanied by a structural survey prepared by a suitably qualified individual or company. In exceptional circumstances where demolition is accepted, consent will only be granted once the Local Planning Authority have received acceptable detailed proposals for the re-use of the site and any replacement building, and conditioned to ensure that demolition does not occur until the redevelopment is about to take place. The Local Planning Authority will further to Policy CO1, be prepared to serve a Building Preservation Notice where it is felt that an unlisted building of significant architectural or historic interest is at risk.

9.5 DEVELOPMENT AFFECTING THE SETTING OF A CONSERVATION AREA

Policy CO13: Development proposals which affect the setting of a Conservation Area will only be permitted where:-

(i) the proposal is sympathetic in scale, character and materials; or

(ii) the proposal does not detract from the essential character of the Conservation Area; or

(iii) that part of the Conservation Area does not have a strong traditional character.

9.5.1 The Local Planning Authority will give careful consideration to development proposals which affect the setting of a Conservation Area. Inappropriate development can have a seriously adverse effect on the character of a Conservation Area. Where any new development is permitted, the Local Planning Authority will seek to ensure that it is sympathetic in scale, character and materials.

9.6 LISTED BUILDINGS

9.6.1 There are some 1500 buildings in the Plan Area which are listed as being of special architectural or historic interest. This represents a major element of the Borough’s built heritage. A great threat to their character and even survival is lack of use. The Council will seek to encourage maintenance and reuse of such buildings in a way which is appropriate to the building. Policy CO1 seeks the retention of Listed Buildings wherever practicable. Policy CO17, will be invoked wherever demolition is proposed.

Policy CO14: The Council will, subject to appropriate standards of health and safety, adopt a flexible attitude to applications for changes of use in a Listed Building if these would secure its retention. Applications for change of use will, however, be expected to show clearly the effect of the change on the structure and layout of the property.
Applications in principle for the change of use of Listed Buildings do not usually provide sufficient detail on the likely effects of the alternative use upon the building itself in terms of its physical structure and appearance, and on its setting. Therefore it is considered appropriate to request detailed plans to accompany change of use applications to enable the Local Planning Authority to assess the full implications of proposals when determining such applications.

The Planning Authority may be prepared to relax policies included elsewhere in the Plan and detailed controls with regards to Building Regulations in respect of work to Listed Buildings to enable their essential character to be retained, where the works envisaged will not impair the safety of the buildings, its occupants or adjoining buildings.

**Policy CO15:** Extensions to a Listed Building or alterations to its interior or exterior, or development within its curtilage, will not be permitted unless the design is in keeping with the existing building, existing features of architectural or historic interest are safeguarded and maintained, and where practicable the materials and detailing used match the original as closely as possible. Applications will not be considered in the absence of detailed plans.

The alteration of a Listed Building requires great skill and care in order to avoid damaging features of architectural interest and its historic character. To ensure any additions are in keeping, new internal or external work must harmonise with its surroundings. Applications for Listed Building Consent will be expected to include plans as existing as well as proposed at a scale appropriate to the details involved.

**Policy CO16:** The display of any advertisement on a Listed Building or within its curtilage will only be permitted where:-

(i) the design and materials are appropriate to the character of the building;

(ii) the advertisement will not detract from the setting of the Listed Building.

(iii) in the case of illuminated advertisements, the illumination is external and will enhance the character of the Listed Building.

Listed buildings have a strong traditional character which it is important to protect. Proposals for new signs will be expected to respect the scale and proportions of the Listed Building on which it is to be displayed or within its curtilage. Important architectural details are not to be obscured.

Illumination of an advertisement should be provided externally with the light source located unobtrusively. Illumination may also offer the opportunity to highlight the character of the building.

**Policy CO17:** The Local Planning Authority will only grant consent for the demolition of a Listed Building in exceptional circumstances where:-

(i) the applicant has supplied clear and convincing evidence that all reasonable efforts have been made to sustain existing uses or find viable new uses for the building, and these efforts have failed; and

(ii) the condition of the building(s) makes it impossible to repair or adapt it economically to any reasonable use for which planning permission would be given. Applicants will be expected to produce evidence through a structural survey prepared by a suitably qualified professional in order to justify demolition; and

(iii) detailed plans have been approved for the after use of the site and redevelopment is about to take place; and
(iv) the building has been recorded to an appropriate standard and provision is made for archaeological investigation where appropriate.

9.6.7 Demolition of a Listed Building will only be considered favourably in the exceptional circumstances when it is proved that the building is structurally unstable, in a dangerous condition and is wholly beyond repair. In some circumstances, the Local Authority would be prepared to exercise its powers to serve a Repairs Notice, under Section 48 of the Listed Buildings and Conservation Areas Act 1990, to protect Listed Buildings in urgent need of repair and subsequently to exercise its powers under Section 47 of the Act to acquire such buildings by compulsory means. The Council will look to PPG15 for advice when assessing proposals for demolition.

9.7 DEVELOPMENT AFFECTING THE SETTING OF A LISTED BUILDING

Policy CO18: Development proposals which affect the setting of a Listed Building will only be permitted where:-

(i) it does not have a seriously adverse effect on the character of the setting of the Listed Building; and

(ii) the development is sympathetic in scale, character, materials and detailing.

Subject to other policies of this Local Plan.

9.7.1 The setting of a Listed Building is often an important part of its character. The setting may comprise any gardens or grounds, walls or associated buildings within the curtilage. It may also include land outside the curtilage but which is an essential part of the building's overall character.

9.7.2 The Local Planning Authority will give careful consideration to development proposals which affect the setting of a Listed Building. Inappropriate development can have a seriously adverse effect on the character of a Listed Building's setting. Therefore where any new development is permitted, the Local Planning Authority will seek to ensure this is sympathetic in scale, character and materials.

9.8 ARCHAEOLOGY

9.8.1 The Plan Area contains a great number and diversity of archaeological features, notably Hadrian's Wall and its coastal defences and in Kirkbride, Papcastle, Cockermouth, Maryport and at Old Carlisle near Wigton. As well as Roman remains there exist a wide chronological range of sites including pre-Roman, Mediaeval and Industrial. It is the responsibility of the Local Planning Authority through the application of Structure Plan policies 2 and 26, the guidance of Planning Policy Guidance Note No 16 "Archaeology and Planning" (PPG16) and the policies of the Local Plan to seek the protection of the area's archaeological resources and to encourage appropriate management of important sites.

9.8.2 Archaeological resources are very vulnerable and easily destroyed by change. The most important sites are scheduled as Ancient Monuments as set out in Appendix IV. The remains should be seen as a finite and non-renewable resource providing irreplaceable information about our past. In some situations they can have tourism and educational potential.

9.8.3 Legislation requires the Secretary of State's consent prior to the commencement of any works likely to affect Scheduled Ancient Monuments. It is important, therefore, that the Planning Authority uses discretionary powers to promote the protection and management of other sites which are not scheduled. In particular where a threat arises as a result of the exercise of permitted development rights (as set out in the relevant General Development Order in force for the time being) the use of Article 4 Directions withdrawing those rights may be considered.

9.8.4 Specific policies are proposed for Hadrian's Wall, Papcastle, Cockermouth and Maryport, but it is also considered appropriate to have Plan-wide policies to deal with unexpected and lesser known archaeological sites.
Policy CO19: Development will not be permitted if it fails to preserve the archaeological value and interest of a Scheduled Ancient Monument or nationally important archaeological remains, or their settings.

Policy CO20: The Local Planning Authority may, on receipt of a planning application which would affect a site known or suspected of being of archaeological interest and before a decision is made, require the applicant to carry out such surveys on site as will establish the presence and/or extent of archaeological remains.

9.8.5 The Government has issued Planning Policy Guidance Note No 16 "Archaeology and Planning" and the Local Planning Authority will follow its guidance when dealing with development proposals on sites of archaeological importance, whether or not the site is a Scheduled Ancient Monument.

9.8.6 The Plan Area contains a large number of sites, both Scheduled Ancient Monuments and those of potential archaeological importance. The Sites and Monuments Record will contain the majority of these but more are being discovered all the time. The nature of the survey, which will normally be the minimum required will be determined in each case in consultation with the County Archaeologist or English Heritage. The purpose of the survey would be to confirm the presence of remains suspected, say, from aerial photographs, and if possible, to ascertain how they would be affected by the proposed development.

Policy CO21: Where development is proposed which affects a site of archaeological interest the Local Planning Authority will require precise details of site levels and of any proposed excavation depths eg of foundations, drainage, service trenches, to be submitted prior to the consideration of the application.

9.8.7 It is important to collect all relevant information about a proposed development so as to make the best judgement of the effect of the proposal before any permission is given. The appreciation of likely damage to the site late in the development process may cause delay or even avoidable damage and is in no one's interest. It follows that outline applications will normally be inappropriate for such sites.

Policy CO22: Where development which affects a site of archaeological interest, whether scheduled or not, is permitted it will be subject to conditions requiring supervision, recording or consolidation and/or preservation in situ, whether before or during actual development according to an agreed scheme of investigation. Such conditions may be augmented or replaced by a legally binding agreement with the applicant entered into before permission is granted.

9.8.8 Development control consultation procedures must ensure that specialist consideration is given to development proposals likely to affect sites of archaeological interest. Where the Local Planning Authority becomes aware of a specific threat to a known archaeological site as a result of the potential exercise of permitted development rights (as set out in Schedule 2 of the Town and Country Planning General Permitted Development Order 1995) the use of Article 4 Directions withdrawing those rights may be considered.

9.9 HADRIAN'S WALL MILITARY ZONE WORLD HERITAGE SITE

9.9.1 Hadrian's Wall was designated by UNESCO as a World Heritage Site in 1987. The nomination includes the wall from Wallsend to Bowness-on-Solway and the coastal defences. The designation implies both legal protection and a management mechanism for the conservation of the monument. In seeking to implement the designation English Heritage has produced, in conjunction with a range of other bodies, the Hadrian's Wall Military Zone Management Plan. This identifies the boundary of the archaeological core and the setting of the wall as far as Maryport. The existence of the World Heritage Site is a material consideration in determining any planning application and has considerable significance for the Council.

9.9.2 The central section of the wall and the various forts are a major attraction for tourists and an important educational resource. The Management Plan will seek to distribute the benefits
throughout the World Heritage Site. The planning policies will be vital to the success of the Management Plan and will be set in the context of PPG16 and the County Structure Plan. The boundaries of the archaeological core and the setting of the monument are shown on the Proposals Map. A hierarchy of policies to protect the World Heritage Site is proposed which includes the possible use of Article 4 Directions where the exercise of permitted development rights threatens the monument.

Archaeological Core

Policy CO23: There is a presumption in favour of the physical preservation of archaeological sites, whether scheduled or not, which comprise the Hadrian's Wall Military Zone World Heritage Site (as defined on the Proposals Map). Development will not be permitted if it fails to preserve the archaeological value and interest of the archaeological remains.

9.9.3 The quality of the remains and their archaeological integrity and historic importance are recognised internationally. Protection and subsequent management of these resources is in line with Government and County Structure Plan guidance and would bring economic and cultural benefit to the Borough. The archaeological core is identified on the Proposals Map.

9.9.4 The integrity of the remains of the wall and the coastal defences is important to its history, to further archaeological research and to its tourism and educational value. The carrying out of works which are permitted development could result in permanent loss of or damage to further parts of the World Heritage Site. Where there is a real and specific threat that development, which is permitted development, would fail to preserve the archaeological value and interest of the sites, whether scheduled or not, which comprise the Hadrian's Wall Military Zone World Heritage Site or their setting, the Council will seek an Article 4 Direction. The importance given to protecting the World Heritage Site and its setting justifies this approach.

The Setting

Policy CO24: Development which fails to preserve the setting of the Hadrian's Wall Military Zone World Heritage Site will not be permitted. Proposals will be judged against the following criteria:

a) the scale, siting or design of proposed developments being appropriate to the landscape setting;

b) existing landscape features should be incorporated in a way which preserves or enhances the character of the area and mitigates the effects of development; and

c) the development complies with the other general development and built environment policies of the Local Plan.

9.9.5 The Management Plan stresses that it is not possible to separate Hadrian's Wall and the coastal defences from their landscape setting. The setting is the area, largely defined in relation to landscape features, which is visually and historically linked to the archaeological core as shown on the Proposals Map. Whilst the setting will normally mean the area defined on the Proposals Map, it also refers to the wider visual envelope of the World Heritage Site. Therefore, Policy CO24 also relates to large scale proposals outside the defined setting. The defined area is quite substantial, affecting a wide area of agricultural land. It is considered unlikely that normal development required for agricultural operations would be likely to adversely affect the setting of Hadrian’s Wall. However, in more sensitive areas the Council will have particular regard to the scale, siting and design of proposals.

9.10 WORKINGTON/SEATON CONSERVATION

9.10.1 The two Conservation Areas in Workington, at Portland Square and Brow Top, contain a large proportion of the remaining buildings from the Georgian or earlier periods. Portland Square also includes terraces and groups of a later, Victorian or Edwardian date which contribute to the overall character of the area and form a logical boundary.
Portland Square Conservation Area contains several new buildings, the design of which varies from the basically sympathetic to the profoundly unsympathetic. This was, of course inevitable, and the objective of the conservation policies of this Local Plan is to avoid such an approach in the future. An Article 4 Direction covers the area, making it necessary to apply for planning permission for minor alterations to unlisted dwellings. The area is one of mixed use and the objective of the policies is to enhance the vitality of the commercial area while protecting the character and residential amenities of the residential part. There continues to be considerable scope for repair and enhancement of buildings and open space.

The Brow Top Conservation Area is also mixed use in nature and this is expected to continue. The main issue here is to maintain the existing dwellings on Brow Top in good repair and to raise the standard of design throughout the area.

**Policy WKCO1:** Applications for the change of use of dwellings in the Portland Square Conservation Area to non-residential purposes will be judged for their effect on the character or appearance of the area. Proposals for commercial uses of existing dwellings which would increase traffic generation to an unacceptable degree or result in an unacceptable impact on the character of the area or the living conditions of residents will be refused.

Commercial uses of existing dwellings in Portland Square which increase traffic generation and result in an overall deterioration of amenities will be resisted.

**MARYPORT CONSERVATION**

The Conservation Area in Maryport is very extensive and heterogeneous in both building type and use. The 'core' of the area is the Georgian town laid out from 1749 by the Senhouse family. The original grid iron pattern is essentially intact but many of the resulting blocks have become congested behind the facades. The Victorian part of the area, in Senhouse Street and east of Curzon Street is different in character but nevertheless worthy of protection. The Conservation Area boundary includes South Quay and the Roman Fort. The Council will expect that any new development around the harbour will continue to reflect the quality of existing development especially at South Quay. To the east Netherhall Park constitutes both a problem and an opportunity. Proposals for this area are essentially dealt with elsewhere (Policy MEN2 and Policy MTM3).

Despite substantial investment in Housing Act expenditure, Urban Aid and partnership schemes with English Heritage, the Conservation Area as a whole continues to exhibit widespread disrepair, under-use and to a lesser extent, dereliction. English Heritage indicated some time ago its intention to revise its grant assistance schemes by concentrating its resources in areas of greatest need where a commitment to conservation as part of the regeneration strategy is demonstrated by the Local Authority. The Council has been successful in securing a Conservation Area Partnership (CAP) Scheme for Maryport with English Heritage subject to matching funding.

Conservation Area Partnerships are approved for a period of five years during which time it is expected that the principal structural problems will have been tackled and that the wider regeneration measures are also pursued.

One crucial element in the regeneration of Maryport is stimulating economic activity on a wider front. The Council, together with Maryport Developments Ltd and other bodies, is committed to a wide range of policies and programmes, primarily the harbour redevelopment, which have this objective. Conservation and economic development are mutually supportive and dependent if regeneration is to be successful. The aim is to reinstate the town’s vitality and simply help make it a better place to live.

**Policy MCO1:** Applications for redevelopment or change of use in the Conservation Area where increased traffic generation is implied and adopted standards cannot be achieved will be viewed sympathetically provided:

(i) Maximum use is made of available backland within the site.

(ii) The resultant development does not exacerbate existing...
9.11.5 The imposition of one-for-one parking or more generous standards may preclude redevelopment in Maryport or imply a layout which is destructive of the street scene. Hence some relaxation is felt to be justified over and above normal provisions. Nevertheless a balance will need to be struck in each case between an appropriate density and the existing situation within the locality.

**Policy MCO2:** Applications for the redevelopment or demolition of important public or community buildings in the Conservation Area will not be approved unless it can be shown that:

(i) The building is structurally unsound.

(ii) Substantive efforts have been made to find an alternative community or commercial use.

(iii) The proposed after-use is of substantial public benefit.

9.11.6 Maryport has lost several notable buildings in recent years, primarily through neglect. This process results in a lessening of the variety of character in the street scene and will be resisted. More efforts than in the past in finding alternative uses or securing repair will be expected before loss of such buildings will be accepted. The CAP is intended to provide a major encouragement in this process.

**Policy MCO3:** Within an area of land on either side of the River Ellen the Local Planning Authority will only grant planning permission for development which retains, and allows for the enhancement of, archaeological and other features, buildings and artefacts, which reflect the historical development of the area.

The River Ellen, south of the roadbridge, and in its loop south of Mote Hill was the focus of much activity in the 18th and 19th centuries which was central to the development of Maryport's industrial character. It still contains vital evidence of this evolution which has been destroyed elsewhere. Whilst these features may not, at present, be worthy of statutory protection, the Local Planning Authority wishes to see them retained and, where possible, enhanced as a contribution to the conservation of the town as a whole and to the success of tourism and related policies. (See Policy MTM5).

9.12 **COCKERMOUTH CONSERVATION**

9.12.1 The Conservation Area in Cockermouth is very extensive reflecting not only the quality of the historic built environment but also the very high quality of the landscape context, in particular the Derwent and Cocker Valleys. The pattern of development in the centre of Cockermouth to a large extent reflects that of the mediaeval period and is both historically and visually valuable. Virtually the whole of the centre is archaeologically sensitive and Structure Plan Policy 26 is of particular relevance. This core contains a great number of Listed Buildings but also a larger number of unlisted buildings and, perhaps as important, spaces formed by such buildings which are an integral part of the town's character. The conservation and enhancement of these spaces, and their enjoyment is a major objective of the Plan. One primary example is Main Street itself, where there is potential for a programme of tree planting and maintenance, improvement of street furniture and seating and facelift of commercial premises. The buildings themselves are generally of high standard both of design and maintenance although there are notable exceptions. The maintenance of this high standard is also a prime objective.

9.12.2 Another related element in the improvement of the quality of the environment in Cockermouth which has conservation implications, is the resolution of the growing conflict between pedestrian and vehicles. This is addressed elsewhere in the Plan. The town centre is not, of course, some sort of living museum but is a thriving commercial community and change must be accommodated within the policies. However, there are limits to the ability of the centre to accept development and it is suggested that the two vital criteria in this respect are scale and traffic generation.

9.12.3 Surrounding the town centre are a number of areas containing buildings of the Victorian era or a little later which are protected by the Article 4 Direction which covers the Conservation Area or are Listed in their own right (Fern Bank). The objective here is to maintain the essential character, particularly of the facades, by trying to ensure that traditional features are maintained or
reproduced in any alterations.

**Policy CCO1:** Applications for the re-use of buildings in the courts, yards and former gardens in Cockermouth town centre will only be permitted where satisfactory spatial standards are achieved which safeguard the special character of these areas.

9.12.4 There are now a number of examples of courts and yards which have been restored and are providing valuable residential and commercial space. The aim of the policy is to encourage this but within the framework established by the historic buildings. Normal spatial standards will be relaxed but proposals to insert uses which substantially intensify activity and will be likely to produce overdevelopment will be resisted.

**Policy CCO2:** Within the area outlined on the Proposals Map, any planning permission involving engineering operations will be conditioned to allow survey, inspection and recording of the excavations if it is considered necessary.

9.12.5 This Policy elaborates Structure Plan Policy 26, minimising accidental loss of archaeological remains where development does, in the event, take place. Permissions will indicate the steps to be taken and the time allowed for recording, in line with the provisions of Policies CO19, 20, 21 and 22.

9.13 **WIGTON CONSERVATION**

9.13.1 The Conservation Area in Wigton covers the whole of the town centre based principally on King Street, West Street, Station Road and High Street.

9.13.2 There is evidence of settlement in Wigton extending back over many centuries. However, the Industrial Revolution brought an increasing array of manufacturing businesses, many associated with textiles.

9.13.3 As businesses developed the population grew rapidly. It was during this period of prosperity in the early 19th Century that much of the town centre was rebuilt in the Georgian architectural style.

9.13.4 The older part of the town retains this recognisable and distinctive character, and benefits from being designated a Conservation Area. The architectural quality and detailing of the dwellings in the area warranted the introduction of an Article 4 Direction, providing control over minor alterations.

9.13.5 The completion of the trunk road (A596) by-pass in recent years has removed much traffic through the town though no doubt, local traffic levels will be increasing. The opportunity now exists to look at measures to enhance the character and appearance of the town centre. The small surface treatment scheme completed for Westmoreland Lane is a start.

9.13.6 The present policies will be continued.

9.14 **SILLOTH CONSERVATION**

9.14.1 The Conservation Area in Silloth covers much of the grid iron street pattern based upon Criffel Street and Eden Street and the attractive setting provided by The Green and the promenade.

9.14.2 This part of Silloth was constructed to the original Plan prepared by W J and J Hay and is unique in Cumbria. The Victorian buildings do not have the range of detailing found elsewhere in the Borough but collectively they form an architectural unity. This unity depends largely on certain design details such as painted render, similar window proportions and moulded elements.

9.14.3 Complementing the buildings are the wide tree-lined streets which originally were almost certainly surfaced with granite setts. It is only in Criffel Street and Eden Street where the granite setts are revealed and form the top surface adding significantly to the character of these streets.

9.14.4 The Green fronts the architectural set piece of Criffel Street. Although largely an open grassed area it also has fairly extensive tree cover in the form of groups of Scots Pine together with several areas of shrubs. The trees are an important feature, particularly in view of their closeness to the sea.
As mentioned previously a number of the streets are lined with trees. It is important that both these and those on The Green are managed and replanted when necessary to maintain and enhance the character of the Conservation Area.

The present policies are to be continued and opportunities to enhance the character and appearance of the Conservation Area will be examined.

**RURAL AREAS CONSERVATION**

The rural parts of the Plan Area are rich in architectural heritage and local policies provide the necessary controls to development to protect this.

There are twelve villages within which Conservation Areas have been designated recognising the quality of the buildings and the contribution made by open spaces, watercourses and trees. The list of villages is set out in Appendix IV, highlighted in Figure 4 and the Conservation Area boundaries are shown on the individual Inset Maps.

In preparing the village appraisals as part of this Local Plan it was considered that parts of a further four villages, Dean, Dovenby, Eaglesfield and Ireby warranted designation as Conservation Areas. It is proposed to promote Conservation Areas in those four villages within this Local Plan. Prior to any formal designation there will be full local consultations concerning the implications of designation and draft boundaries. The Council will give full consideration to the views of the local communities before making any formal designations.

**DEAN**

Dean is a medium-sized linear village which has seen some new development at either end. The central part of the village either side of the minor road to Ullock extending from the Royal Yew (PH) to Orchard House contains a nucleus of Listed Buildings and many other traditional buildings in an informal and varied layout. The area proposed reflects the agricultural origins of the village and includes the frontages to some of the remaining fields. The layout of this part of the village has considerable character worthy of protecting.

**DOVENBY**

Dovenby is a small village located primarily between two accommodation lanes, one of which now provides the metalled access into the village. Towards the south west end of the cul-de-sac traditional buildings predominate in an informal and attractive layout. There are a small number of modern dwellings set within the traditional buildings. The overall character of the village is enhanced by the open stream (Dovenby Beck) which runs along the south eastern edge and by the wall and trees which delineate the Hall grounds.

Dovenby Hall and its grounds provide a strong historic, archaeological and landscape context for Dovenby which would justify its inclusion within the Conservation Area. It is considered that designation will support high quality development, as proposed within Policy REM10 of this Local Plan.

**EAGLESFIELD**

Eaglesfield is an attractive clustered village with a very varied building line and informal layout. The western section of the village is dominated by traditional buildings, both dwellings and agricultural, many sited adjacent or close to the village street. This part of the village contains a number of Listed Buildings, including Dalton House and Cottage, at one time the home of John Dalton the eminent scientist.

In addition there are a number of small green areas and two watercourses including a village trough which serve to provide a context for the buildings and an essential part of the village's character. Collectively these would justify their designation as a Conservation Area.
**IREBY**

9.15.9 Ireby is essentially linear in shape. There is a cluster of buildings at the southern end which, unusually, is the actual centre and visual focus of the village. The village is attractive and is dominated by terraces and groups of traditional buildings with a number of notable Listed Buildings.

9.15.10 One notable open space in the village is part of the large garden to Ellenside House, a Listed Building. Ireby itself shows a strong vernacular character set within a landscape of high quality on the fringe of the National Park. Collectively these would justify their designation as a Conservation Area.

**PAPCASTLE**

Policy RCO1: Within the area outlined on the Proposals Map any planning permission involving engineering operations will be conditioned to allow survey, inspection and recording of the excavations if it is considered necessary.

9.15.11 Papcastle is one of the most densely developed villages with a very high proportion of Listed Buildings. The resulting interplay of architecture and spaces, given the sloping site is a feature of the village. Added to this is the importance of the site from the point of view of archaeology. High standards of design are required.

9.15.12 Careful monitoring over the impact of any proposed development on potentially important archaeological sites is also required. This policy, therefore, elaborates Structure Plan Policy 26 so as to minimise accidental loss of archaeological remains in Papcastle where development does, in the event, take place. Permissions will indicate the steps to be taken and the time allowed for recording in each individual case in line with Policies CO19, 20, 21 and 22. In cases where the exercise of permitted development rights may put archaeological remains at risk the Local Planning Authority will seek an Article 4 Direction.
LEISURE

INTRODUCTION AND BACKGROUND

10.1.1 This chapter looks at the broader issues concerning the provision of leisure and recreation facilities in the Plan Area. Traditionally, local authorities have been major providers and operators of sports and recreational facilities. The last 20 years have seen a major expansion in the number of facilities and activities on offer to the public. However, more recently, financial controls on local authorities' capital spending have seriously affected the Council's ability to provide and run new facilities. Even if facilities provided by the private sector are offered to a local authority, the revenue implications of long-term maintenance have often meant that authorities have felt unable to take them on.

10.1.2 The value of sport and recreation to the well-being of people and the quality of people's lives is well recognised. The range of leisure opportunities available in an area is often seen as an important indicator of the quality of life. Investment in sports and leisure provision can attract commercial investment and tourism. The Government expects local authorities to play a central role in the provision of recreation facilities. The Council recognises the value of leisure activities in creating a high quality of life and will seek to play a central role in the maintenance of existing facilities and the provision and maintenance of new facilities. This aim is in line with the key principle in Chapter Two which seeks to improve the quality of the local environment.

POLICY CONTEXT

10.2.1 At the national level, guidance is included in Planning Policy Guidance Note 3 "Housing" and PPG17, "Sport and Recreation". Further, more specialist advice is given by the National Playing Fields Association and the English Sports Council. Guidance is comprehensive covering a wide range of issues. Of particular importance is paragraph 15 of PPG17, which states that local plans can be locationally specific and should cover:

- specific needs for mainstream and specialist sports facilities, including large sites where relevant;
- the particular needs of the elderly and disabled;
- the protection of public and private open space and other land of recreational, conservation, wildlife, historical or amenity value;
- the availability of public rights of way;
- playing fields.

10.2.2 Regional Planning Guidance for the North West (RPG13) conforms to this guidance. The Cumbria and Lake District Joint Structure Plan includes policies relevant to leisure:

- new appropriate development providing for social needs will be favourably considered (Policy 1).
- land with nature conservation value will be protected (Policies 17 & 18).
- public and private open space and other amenity land will normally be protected (Policy 27).
- re-use or improvement of derelict land will be encouraged (Policy 28).
- the urban fringe should be improved with appropriate public access (Policy 29).
- recreation land should be provided in new housing development and in deficient areas (Policy 53).
- recreation land should be protected in areas of deficiency (Policy 53).

10.2.3 Bearing in mind the above context the policies in the former Local Plans were inadequate to secure the provision and maintenance of new leisure facilities. This Local Plan aims to remedy this inadequacy, hence the following aim is adopted and included in the Development Strategy outlined in Chapter 2.
"To protect open space (both formal and amenity) and encourage the provision of new leisure/recreation facilities where appropriate."

**The Current Situation**

10.2.4 It is now more than 12 years since a comprehensive survey of recreation facilities in Allerdale was carried out. This was the Cumbria Recreation Survey published in 1984. The conclusions of this survey were that there were shortfalls in West Cumbria in all-weather athletics facilities, motor sport facilities, a swimming pool at Maryport and dry ski slope facilities. In sports pitch provision only very local shortfalls were identified. However, the survey did highlight the poor quality of many pitches and overuse in winter often results in pitches being in poor condition. There has since been a significant increase in the number of sports teams in Allerdale, and therefore an appreciation of local demand suggests that there could now be inadequate provision in terms of both quantity and quality.

10.2.5 Since the survey an athletics track has been provided at Whitehaven, but other identified deficiencies remain to be addressed, although a school swimming pool at Maryport is available for public use.

10.2.6 A draft Open Land Strategy has been drawn up for Workington based upon a comprehensive survey of open space in the town. This has identified certain localised areas of deficiency in various types of facility. The main areas of shortfall are Seaton, High Harrington and Stainburn with more specific shortfalls at Calva Brow, Northside and Ashfield. The Council is committed to the completion of a Sport and Recreation Audit.

10.2.7 The Allerdale Playing Pitch Strategy (1999), indicates that the Borough generally has an adequate supply of sports pitches to meet current and foreseeable demand for all pitch sports, although there are a few pockets of unmet demand. The issue of playing pitch quality is also still a significant problem, with many Local Authority pitches receiving a rating of Below Basic Quality in the Performance Quality Assessment.

10.2.8 It is clear therefore that there are deficiencies in the Plan Area which should be addressed. However, addressing such deficiencies has become very difficult for local authorities in recent years. This is because recent financial constraints in the form of Grant Penalties, rate capping and Council Tax capping have all resulted in severe pressure on public spending. Sport and recreation is a discretionary service and has therefore been an easy option for cost cutting. Consequently, some alternative means of funding new leisure facilities is needed if these deficiencies are to be addressed.

10.3 **OPEN SPACE STANDARDS**

10.3.1 Planning Policy Guidance Note 17 "Sport and Recreation" does not prescribe national standards of recreational provision. It acknowledges that local circumstances differ greatly and that it is for local authorities to identify deficiencies and to justify their own standards and the location of any provision. The PPG does however, put forward the National Playing Fields Association (NPFA) standards as a basis upon which to start. This is the so-called "6 acre standard" which recommends a minimum of 2.43 hectares (6 acres!) of open space per 1000 population.

10.3.2 The NPFA standard is made up of about 1.6 hectares for youth and adult use, ie formal playing pitches and 0.8 hectares for children's play in close proximity to homes, ie equipped play areas plus small casual play/kickabout areas. However, this standard does not include any allowance for general informal open space needs eg parks, wildlife sites, etc. Bearing in mind the name and purpose of the NPFA, this is not surprising.

10.3.3 Bearing in mind the findings of the Playing Pitch Strategy, the Council will not normally seek provision of sports pitches as part of housing developments. This means that children’s play space, both equipped and casual, is the only open space that will normally be required in large housing developments.

10.3.4 The NPFA standards should not be seen as rigid, some flexibility will be necessary. They are measures by which we can establish shortfalls or over-provision in an area but must be able to be varied according to local circumstance. For instance, in some areas where there may be a large number of sports clubs it may be appropriate to have greater youth and adult formal provision. The NPFA
standards will be used to measure the requirements for new recreation facilities generated by new housing development. NPFA standards for childrens play space will be imposed on appropriate housing developments, as detailed in Policy L1 below.

Policy L1:

Where appropriate, new family housing developments* of 15 or more dwellings will be expected to include the following standards of play provision:

15-60 Dwellings: The provision of a “Local area for play” with a minimum equipped activity zone of 100 square metres, plus appropriate buffer zone.

60-150 Dwellings: The provision of a “Local equipped area for play” with a minimum equipped activity zone of 400 square metres, plus appropriate buffer zone.

150+ Dwellings: The provision of a “Neighbourhood equipped area for play” with a minimum equipped activity zone of 500 square metres, plus appropriate buffer zone.

In most large developments, play provision will be able to be provided in an appropriate position within the housing site. However, if no appropriate location can be provided, the requirement may be met by the provision of a new off-site facility on an appropriate site, or by the provision of additional play facilities on a nearby, existing play area. Such improved play provision being secured by a legal agreement between the developers and the Council.

Where a large housing development is partially developed by different developers or as separate phases by the same developer, provision will be required for each constituent part of the site. In addition it may be appropriate for a central, larger facility to be provided: In the case where a number of developers are involved, such provision may be secured by commuted payments from each, or where one developer is concerned by means of planning condition or legal agreement.

In all instances where the provision of playspace is considered necessary the developer will be required to secure the long term maintenance of the land and any appropriate equipment or facility to a standard agreeable to the Local Planning Authority.

*In the definition of “family housing” a flexible and pragmatic approach will be taken. Normally family housing will be taken to mean dwellings of two or more bedrooms. However, where a development of one or two bedroomed units is proposed mainly for the occupancy of young adults, it may be appropriate not to require any playspace. Also, units proposed for occupation by elderly people will not require playspace provision.

10.3.5 Government guidance states that all housing estates require the provision of play areas and informal open space. Accordingly, it is the Council’s aim that all housing developments of over 15 dwellings should have on-site facilities to a standard based on best practice and National Playing Fields Association guidance. Where on-site provision is not appropriate, it may be suitable to provide the required facilities on an appropriate site nearby. Where nearby existing playspace facilities are considered adequate to serve both the new development and existing nearby housing areas, it will not be appropriate for the development to make any playspace provision. It may also be appropriate to provide the required facilities by improving those on an existing site. If it is not appropriate to provide facilities on-site and there is no suitable site nearby, then the Council will need to consider if there are any other material considerations which justify approving the development. Further guidance is given in Appendix V.
10.3.6 On large sites developed by several developers or in phases, provision will be required for each part or phase of the development. However, it may be appropriate instead or in addition to provide a centrally located single facility of an appropriate size, the provision of which may have to be secured by financial contributions and legal agreement between several parties. The total provision will be assessed with reference to the size and character of the whole development. On allocated housing sites, the development brief will give further guidance on the provision of playspace.

10.3.7 When considering appropriate residential developments, the Council will consider the design, maintenance and safety aspects of play areas. Sites will need to be suitably landscaped to provide a safe and pleasant environment. The amenities of nearby residents must also be protected. Because all the above requirements are directly related to the development they serve, the Council will expect developers to contribute to their maintenance, either by way of commuted payments where the facility is to be dedicated to the Local Authority, or by planning condition/legal agreement where the developer intends to retain the facility. In the latter case maintenance of the facility must be to an agreed standard.

10.3.8 Although the above requirements relate to large sites, there may be occasion where smaller sites also require provision. The circumstances where this may occur are largely confined to rural areas in smaller communities where there is a shortage of play space facilities. In such circumstances the likely requirement will be for a Local Area for Play of an appropriate size.

10.3.9 As stated above, the Council’s Playing Pitch Strategy has identified no significant shortage of such facilities in Allerdale. Therefore, the Council will not normally seek the provision of such as part of housing developments. Nevertheless, there may be occasion when it would be appropriate to require such provision as part of appropriate developments. The Council’s Playing Pitch Strategy, supported by the English Sports Council, includes a detailed analysis of supply and demand for pitches, which impact upon the location and type of open space required in association with housing development.

Policy L2: As part of appropriate large scale development, the Council will require the provision of formal sports pitches to an appropriate standard in areas where a shortfall of such provision is identified.

10.3.10 Bearing in mind the adequacy of the current supply of sports pitches, this policy is not likely to be implemented often. With regard to the definition of “appropriate large scale development” this could be housing development of over 150 dwellings or when leisure/commercial development on a site which is large enough to accommodate the development and a playing pitch. The provision will be based upon NPFA standards and the nature of the shortfall. Having said this, it is not considered appropriate for sports pitches to be provided as part of any of the housing allocations in this Local Plan. Even at Moorclose (allocation WKHS1) the site is adjacent to Moorclose Sports Centre where such facilities are adequate.

Policy L3: Proposals for the development or enhancement of new or existing leisure or other community facilities will be approved provided that the proposal accords with the relevant policies in the Local Plan.

10.3.11 The Council considers that any expansion of existing or development of new facilities, should generally be encouraged for the good of the community. However, any such proposals should take account of other relevant policies relating to car parking, neighbourliness, and design. Proposals which address shortfalls in provision will be particularly welcome.

Policy L4: Proposals for development which would lead to the loss of existing community facilities will not be permitted unless it can be demonstrated that there is no shortfall in such facilities existing in the locality or satisfactory alternative provision will be forthcoming in the locality.

10.3.12 Existing sport and community facilities and land for informal recreation often form an integral and valuable part of local communities and should normally be protected from loss. Exceptionally, where the Council is satisfied that acceptable alternative facilities will be provided, permission for the development may be given. In order to ensure the provision of the replacement facilities, the Council will normally apply an appropriate condition or require an appropriate planning obligation under Section 106 of the Planning Act.
COMMUNITY FACILITIES

10.4.1 Community facilities in this context are defined as leisure/sports centres, swimming pools, arts/community centres, indoor sports facilities and village halls. Major facilities are located in the larger towns of the Plan Area; Workington, Maryport, Cockermouth, Wigton, Silloth and Aspatria. These facilities serve both the towns and villages of Allerdale.

10.4.2 The Cumbria Recreation Survey identified few shortfalls in such facilities in the Plan Area as a whole. With few exceptions it is not envisaged that more large scale facilities will be needed in the near future, though exceptions are identified below. Unlike the provision of open space, the future provision of community facilities cannot be the responsibility of housing developers. Provision must depend upon the Council's capital programme, appropriate grant regimes and possible private funding. Proposals to provide major new community facilities or upgrade existing ones will be subject to Policy L3 and will generally be supported especially where there is an identified deficiency in the type of facility proposed.

INFORMAL OPEN SPACE

10.5.1 The standards set down above do not include provision for informal open space as part of new housing development. Informal open space refers to all open space which is not laid out for sports use but which has some amenity value or other role such as:

(i) A structural role which relates to the contribution open space makes to the image and structure of an area, usually in an urban setting. For example, a site may assist in defining separate districts and neighbourhoods of an urban area.

(ii) An amenity role which concerns the visual impact of the space upon the surrounding area and its contribution to the quality of the street scene.

(iii) An ecological role which relates to its importance for nature conservation and the range of habitats it provides. Many informal open spaces have ecological value and act as wildlife corridors.

(iv) An educational role where a particular site may be used by schools and others for physical and environmental education.

(v) A social role where a site may be used for social interaction and relaxation.

(vi) A cultural role which relates to the extent to which a site is used for events or contains facilities such as bandstands, fairs or circuses. It also relates to areas of historic importance such as historic parks or gardens.

10.5.2 Such open spaces are often of greater value to a greater number of people than formal sports pitches, their true value is in their very existence. In this respect many informal open spaces have great environmental value and Chapter 4 above is relevant to this issue. Policies EN37 and EN38 seek to protect such areas and informal open space will also be subject to protection by Policy L4 above.

10.5.3 The Council recognises the value of such open space to the quality of life of Allerdale residents and that all urban residents should have easy access to such facilities.

10.5.4 The draft Workington Open Space Strategy applied a standard of 400 metres to ascertain areas of deficiency and it is considered appropriate to apply this standard to the whole Plan Area. Such a standard cannot be rigidly applied but must take into account indirect walking distances and physical barriers such as main roads. Any Open Space Strategy will address this issue in more detail. The Strategy will also seek to ensure that informal open space is of a high quality in terms of the functions it performs, its visual impact, nature conservation value and safety factors.

10.5.5 In rural areas, the open countryside itself performs the function of informal open space. However there are many small areas of land in villages which are valuable to communities because of their amenity or cultural role. Such areas will be protected by Policy REN1.
ART IN THE COMMUNITY

10.6.1 The quality of Allerdale's public spaces could be enhanced by appropriate artwork. In particular, proposals to enhance town centres and informal open space could include quality artistic commissions. Recent works in Workington Town Centre and Cockermouth Greenway illustrate what can be achieved.

Policy L5: The Council will approve the provision of artistic works in appropriate public and private development schemes.

10.6.2 Appropriate schemes subject to this policy would include town centre development, improvements to public open space and the creation and enhancement of footpaths and cycleways. Provision of art works will be by negotiation, and may be by means of direct inclusion of works within particular developments or by a "percent for art" contribution from developers.

10.6.3 The Council has approved the "Allerdale Arts Plan" prepared in 1992 which generally seeks to promote artistic activity, in its widest sense, throughout Allerdale. This included an Action Plan which assists incorporation of a "cultural dimension" into major estate refurbishment schemes.

Policy L6: The Council will approve artistic and cultural development proposals which are in accordance with the approved Allerdale Arts Plan, provided that the proposals also accord with other relevant policies of this Local Plan.

10.6.4 In order to encourage artistic/cultural development in a wider area than those appropriate to Policy L5 the Council will support such proposals subject to the normal policies controlling design, access and environmental impact.

WORKINGTON LEISURE

10.7.1 Workington provides the bulk of the large scale leisure/recreational facilities in the Plan Area, and is the only town in the Plan Area of a size which justifies the provision of large-scale facilities. The town is also the focus for the provision of health and education facilities, and cultural/entertainment facilities such as cinema, museum, and theatre.

10.7.2 The general Leisure policies above are relevant to Workington and the Town Centre and Retailing Section addresses the issue of entertainment and cultural facilities.

Open Space

10.7.3 Workington, not surprisingly, has the widest range of open space both formal and informal, in the Plan Area. However, the Cumbria Recreation Survey of 1984 identified shortfalls in indoor bowling and all-weather play areas in Workington. At that time also, it was considered that many of the sports pitches in Workington were not of an adequate quality to endure intensive use. Since then there has been little improvement in the situation. If anything, the increase in the number of local sports teams may have exacerbated the situation.

10.7.4 More recently the Playing Pitch Strategy has identified no general shortfall of playing pitches in Workington.

Policy WKL1: The Council will approve proposals for the provision of open space in Workington/Seaton to address deficiencies as identified by any appropriate survey, subject to the other relevant policies in the Local Plan.

10.7.5 The Council will look favourably upon provision that addresses known shortfalls. However, new facilities must also be in accordance with other relevant policies in the Local Plan concerning, access, parking, design, residential amenity and environmental impact.

10.7.6 The landscape section of the Environment Chapter is of relevance to open space in Workington/Seaton. The Derwent Valley is of inestimable value for formal and informal leisure activities and is subject to Policies EN23 and EN24 (Curwen Park). Siddick Ponds and Ellerbeck
Reservoirs are subject to nature conservation policies. All open space, including undeveloped land, is subject to Policy EN37. Green Wedges and Corridors are subject to Policy EN38. The urban fringe is subject to Policies EN40, EN41 and EN42.

10.7.7 In addition there are site specific policies seeking the protection and enhancement of the Lower Derwent Valley, (Policy WKEN1), Harrington Marina (Policy WKEN2), The Howe (Policy WKEN3) and Curwen Park (WKEN4).

Oldside

Policy WKL2: The Council will approve appropriate leisure and recreational uses in the area between Oldside and Siddick, subject to protection of any wildlife habitats on site.

10.7.8 The area to the north of the Oldside employment site allocations (Policy EM2), sandwiched between the coast and the railway line, has seen increasing leisure use in recent years. This has taken the form of golf, caravan site (now closed), horse-riding and stabling and motorsport. The area is ideal for such uses but there are sites still under utilised which could be used for similar leisure uses. However, much of this area is a designated County Wildlife Site and proposals will also be assessed for their impact on wildlife habitats.

Salterbeck Cemetery

Policy WKL3: 3.4 Ha of land is allocated for the long term development of an extension to Salterbeck Cemetery, Mossbay Road, Workington.

10.7.9 This site was originally acquired for cemetery purposes in 1924 and forms part of the original design for Salterbeck Cemetery. Drainage difficulties preclude any other development such as housing. Current demand for burials in the cemetery suggests that this land would be adequate for cemetery capacity well beyond the Plan Period. However, this does not preclude some temporary uses taking place on the land as long as the long term future of the site is safeguarded.

Community Forest

10.7.10 In January 1993, a Community Woodland Plan for Allerdale was produced in association with the Forestry Authority. Its purpose was to facilitate the development of new woodlands close to urban areas for public recreational use. Survey work revealed that Workington and Maryport have a deficit of 47 hectares of Community Woodland according to the standards of the Forestry Authority.

Policy WKL4: The Council will protect existing appropriate Community Woodland from development, and approve further planting of woodland for public access, particularly to the south and east of Workington.

10.7.11 Community Woodland is defined as woodland with some means of public access. Survey work has shown that deficiency was greatest to the south and east of Workington.

Workington Town Rugby Ground

10.7.12 Workington Town Rugby League Club is a very important component in the leisure activities of the town, and this is recognised by the Council. The sport of Rugby League is changing at present such that the Club may be seeking to redevelop their present stadium at Derwent Park or even to relocate elsewhere. There are no firm proposals or commitment at the moment but should any major redevelopment proposals be put forward, they could have major consequences for Workington, particularly in terms of parking, public transport and traffic.

10.7.13 The Council will support the principle of improving the main sports stadium in the Plan Area, but this cannot be allowed to supersede any significant planning objections to any proposals. Proposals will be assessed against normal development control criteria, paying particular regard to parking requirements, public transport and traffic impact.
MARYPORT LEISURE

Maryport is a sizeable population centre and provides social and leisure facilities commensurate with the town size, with its hinterland which includes Flimby to the south and Dearham to the east. The town also provides cultural facilities such as the Maritime and Senhouse Museums. Maryport has a growing tourism role and significant potential for growth in this sector.

The general Leisure policies above are relevant to Maryport and the Town Centres and Retailing Section below addresses the issue of entertainment and cultural facilities.

Open Space

Maryport has a good range of open space facilities but there are specific deficiencies. The Cumbria Recreation Survey identified shortfalls in all weather play areas (indoor facility deficiencies were for a squash court and for a swimming pool although it is recognised that a pool at Netherhall school is used by the public). More recently, preliminary work on a Maryport Open Land Strategy has identified other deficiencies.

(i) There is a lack of a town-wide park in Maryport and the only town-wide facility, Sea Brows, is not a high quality open space.

(ii) A lack of open space of all types in Ellenborough caused by the role of this area as a location for major new residential developments in recent years.

(iii) A lack of open space of all types in the old core of Maryport where the high density grid-iron development made no provision for open space.

The projected Plan-wide Open Space Strategy will set down the Council's priorities for the provision of new facilities.

Policy ML1: The Council will approve appropriate proposals for the provision of open space in Maryport, to address any identified deficiencies, subject to the other relevant policies of the Local Plan.

The Council will look favourably upon provision that addresses known shortfalls. However, at the same time, new facilities must also accord with the other relevant policies in the Local Plan concerning access, parking, design, residential amenity and environmental impact.

The landscape section of the Environment Chapter is of relevance to open space in Maryport. The Solway Coast AONB is immediately to the north of the town and is subject to Policies EN20 and EN21. The AONB is important as an area for informal recreation. Netherhall Park is a Historic Park subject to Policy EN24. The Ellen Valley is a Strategic Wildlife Corridor subject to Policies EN33 and EN34. All undeveloped land in the urban area is subject to Policy EN37. Green Wedges/Corridors are subject to Policy EN38. The urban fringe is subject to Policies EN40, EN41 and EN42.

In addition, the Environment Section above includes site specific policies on Sea Brows, (MEN1), Netherhall Park (MEN2), Mote Hill is allocated as a heritage park by Policy MTM5.

Town Park

Policy ML2: 5.8 Ha of land at Hall Close Wood, Maryport is allocated for use as a town park.

Hall Close Wood forms an important area of woodland and open space near the centre of Maryport. The area formed a part of the grounds of the now demolished Nether Hall and in need of sensitive reclamation and maintenance work. The proposal will result in a valuable facility for the benefit of the residents of Maryport. Development of a formalised footpath network, the provision of a footbridge across the River Ellen and the creation of a car parking area adjacent to the main access off the A594 are amongst the basic amenities considered necessary. If this allocation comes forward during the Plan Period it will address the specific deficiency identified above.
10.8.9 The deficiencies in Ellenborough and the old town core can only be partly alleviated by opportunities as they arise. Opportunities for local provision will be taken as they arise. However, to fully address deficiencies in Maryport we must look elsewhere.

**Policy ML3:** 10 ha of land at Risehow, formerly occupied by British Coal, are allocated for leisure/recreational use.

10.8.10 Until recently this site was occupied by an Opencast Coal Disposal Point. This was a very intrusive feature along the foreshore, and although some restoration work has taken place, further work is required to bring the land forward for development. The land will be capable of being used for a range of recreational uses and the type of uses most appropriate would be those which might also have some tourism appeal. The type of facility envisaged could include an events arena, tennis courts, playing field (perhaps all-weather) which could complement the caravan site to the north and form a recreational corridor to the south of the harbour. In the Southern Allerdale Local Plan there was a policy to locate a leisure centre at the harbour. Such a facility would be attractive to residents and visitors alike and could form a part of this recreational corridor, though no site is allocated.

10.8.11 As well as the above more formal open space, there are a number of open spaces within the town which are an asset to residents. The Groundwork Trust are currently assessing the open spaces in the Ewanrigg housing estates and may be putting forward proposals for their improvement. These will be assessed on their merits against the policies in the Local Plan.

10.9 **COCKERMOUTH LEISURE**

10.9.1 Cockermouth is a significant provider of local recreational facilities. It has a large hinterland taking in the villages north to Tallentire and south to Dean/Ullock. The town also has significant cultural facilities such as a number of small museums and the Kirkgate Centre.

10.9.2 The general Leisure policies above are relevant to Cockermouth.

**Open Space**

10.9.3 The Cumbria Recreation Survey of 1984 did not identify significant shortfalls of provision in Cockermouth. The only shortfall mentioned was an all-weather sports pitch. At the time of writing, there is a proposal to provide an all-weather facility at Cockermouth School. If this could also be available for community use it would go some way to meeting this shortfall. It will also alleviate a severe problem of the over-use of school pitches.

10.9.4 However, Cockermouth is the fastest growing town in West Cumbria and the growing population will make ever greater demands of local facilities. Policy L1 will ensure that matching provision of open space is made when housing development takes place. More work needs to be done in Cockermouth on the adequacy of facilities especially in informal open space and children's play areas. The projected Open Space Strategy will address this issue and identify any shortfalls.

**Policy CL1:** The Council will approve appropriate proposals for provision of open space in Cockermouth to address any identified deficiencies subject to other relevant policies in the Local Plan.

10.9.5 The Council will look favourably upon provision that addresses known shortfalls. However, proposals must still accord with other relevant policies in the Plan.

10.9.6 The landscape section of the Environment Chapter is of relevance to open space in Cockermouth. The Derwent Valley and the fringes of Cockermouth are designated Locally Important Landscape Areas and subject to Policy EN23. The Derwent and Cocker Valleys are also important Wildlife Corridors subject to Policies EN27, EN33 and EN34. Green "Wedges" are subject to Policy EN38 and the urban fringe is subject to Policies EN40, EN41 and EN42.
Protection of Open Space

10.9.7 Within the town there are a number of open spaces for both formal or informal use or with amenity value which are worthy of protection:

- Former Grammar School playing fields
- Deer Orchard
- The Level
- Wakefield Road
- Highfield
- Part of Laithwaite Rugby Ground
- The Towers
- Strawberry How Business Centre

All these, and indeed other appropriate areas will be protected by Policy L4 or Policy EN37. The Council will also seek to enhance facilities where appropriate. In the former Southern Allerdale Local Plan, Deer Orchard was subject to a policy of protection and enhancement. This specific policy is not repeated here but all appropriate open space is now subject to Policy L3 which seeks enhancement where appropriate. The projected Open Space Strategy will indicate priorities for provision and enhancement.

Brigham Road

Policy CL2: 1.2 Ha of land off Brigham Road is allocated for open space purposes.

10.9.8 The Southern Allerdale Local Plan also allocated 1.2 hectares of land off Brigham Road for Public Open Space purposes. This allocation was intended to address an identified deficiency in all kinds of open space in the housing areas in the south western quarter of Cockermouth. It is intended to carry forward this allocation.

Cockermouth Rugby Club

10.9.9 Cockermouth Rugby Union Club have vacated their ground at Laithwaite and moved to the former Grammar School playing fields at Lorton Road. Permission has been granted for the erection of clubhouse/changing facilities at the Lorton Road site. The vacated ground at Laithwaite is partly allocated for housing (Policy CHS1) but the southern portion of the site must be retained as a buffer to nearby housing which would also function as an informal open space.

Wigton Leisure

10.10 Wigton provides local recreational facilities in line with its size and its role as a service provider for a rural hinterland. The general Leisure policies above are relevant to Wigton.

Open Space

10.10.2 The range of facilities available in Wigton is varied and includes formal and informal play areas and a swimming pool. The 1984 Recreation Survey identified shortfalls of a grass running track and all-weather play area. Neither of these deficiencies has yet been met. Further work is required to identify deficiencies in informal open space provision and this will be carried out as part of the projected Open Land Strategy.

Policy WL1: The Council will approve proposals for the provision of open space in Wigton to address any identified deficiencies, subject to the other relevant policies in the Local Plan.

10.10.3 The Council will look favourably upon provision that addresses known shortfalls. However, proposals must still accord with the other relevant policies in the Local Plan.
The landscape section of the Environment Chapter is of relevance to open space in Wigton. Wiza Beck is a Wildlife Corridor subject to policies EN33 and EN34. Green "Wedges" are subject to Policy EN38 and the urban fringe is subject to Policies EN40, EN41 and EN42.

**Longthwaite Tip and adjacent land**

To the south west of Wigton Town Centre with access off Longthwaite Road is a former gravel working and tip. In the former Northern Allerdale Local Plan the tip was allocated for recreational use but before it can be so used it needs substantial restoration works. The site is registered derelict land and has been on the Council's Derelict Land Reclamation Programme for many years. Unfortunately, reclamation of the site has had low priority. The site has, however, been recently subject to a landfill gas survey which discovered no significant problem.

It is considered that the former allocation should be carried forward in this Local Plan. However, Wigton Town Council have identified a need for a golf course in Wigton and have been looking towards land immediately to the west of Longthwaite Tip for the purpose. It is now considered appropriate to include all this land in an allocation.

**Policy WL2:** 17.8 Ha of land between West Road (B5302) and Longthwaite Road, including Longthwaite Tip, is allocated for recreational use subject to:

(i) the submission of a satisfactory scheme for the restoration of Longthwaite Tip, and

(ii) minimal regrading and landscaping to the site to create any facility.

At the time of writing the above land has received approval for a 9 hole golf course, 5 playing pitches and associated facilities. The Council is satisfied that Longthwaite Tip will be satisfactorily restored and that the landscaping is beneficial to the character of this countryside area. Facilities other than those for a golf course are acceptable provided that they do not prejudice the provision of a golf course subsequently. The design of any golf course will be expected to conform to the guidance in the Advisory Booklet "Golf Courses in the Countryside" published by the Countryside Commission (now part of the Countryside Agency).

**SILLOTHER LEISURE**

It may be assumed that Silloth, being a holiday resort, is well endowed with recreational facilities. However, this is not necessarily the case. Although the facilities within the holiday complexes are available to the public, the 1984 Cumbria Recreation Survey identified shortfalls of a community centre, sports hall, swimming baths, cricket pitch, squash court and all-weather playing area. Since 1984 some of these deficiencies have been met, but some, especially indoor facilities remain outstanding and new shortfalls have been identified, such as the need for ancillary facilities for water sports by the promenade.

As with all the other towns the general Leisure policies above are relevant to Silloth.

**Open Space**

As stated above the 1984 survey identified considerable shortfalls in the provision of open space. Since then the development at Station Yard has met most of these shortfalls. Further work is needed to identify present deficiencies in open space and this will be carried out as part of the projected Open Land Strategy.

**Policy SL1:** The Council will approve appropriate proposals for the provision of open space in Silloth, to address identified deficiencies, subject to other relevant policies of the Local Plan.
The Council will look favourably upon provision that addresses known shortfalls. However, proposals must still accord with the other relevant policies in the Local Plan.

The policies in the Environment Chapter are of relevance to open space in Silloth. The coastal area, including The Green is a Strategic Wildlife Corridor subject to Policies EN33 and EN34. The foreshore and Golf Course are subject to various international designations and are Sites of Special Scientific Interest, subject to Policies EN26 and/or EN27.

Other Facilities

An outstanding deficiency is the need for an indoor wet facility which was identified in a recent tourism study of Silloth undertaken by Pieda. This is seen as a valuable addition to the attractions of Silloth and is mentioned in the Tourism Section below.

The Green

The Green is of inestimable value to Silloth as an informal open space. It undoubtedly has potential to accommodate a wider range of uses within certain limits.

Aspatria Leisure

Aspatria is a small town with a small population catchment and its leisure facilities are in line with its size. The 1984 Cumbria Recreation Survey identified shortfalls of indoor swimming pool, squash court and all weather play area. These deficiencies still exist.

Open Space

The general Leisure Policies above are relevant to Aspatria.

The Council will approve proposals for the provision of open space in Aspatria to address identified deficiencies, subject to the other relevant policies in the Local Plan.

Where new facilities are proposed the Council will look favourably upon provision that addresses known shortfalls, though proposals must still accord with the other relevant policies of the Local Plan.

Some policies of the Environment Chapter are relevant to open space and leisure in Aspatria. The disused railway running from the Old Station Yard towards Harriston is a Wildlife Link subject to Policies EN33 and EN34. Green "wedges" are subject to Policy EN38 and the urban fringe is subject to Policies EN40, EN41 and EN42.

Other Facilities

The 1984 Survey identified shortfalls of an indoor swimming pool and a squash court. Bearing in mind the current population levels of the catchment area it may be doubtful if these deficiencies could be met. However, there is an open air swimming pool at Beacon Hill School which could be roofed over and possibly opened for public use. The situation will be kept under review.

Rural Leisure

The rural areas of Allerdale must rely to a large extent upon towns for their leisure facilities, particularly for the larger indoor facilities such as sports pitches. For informal recreation, rural residents usually have to rely on the countryside itself for walks, etc. However, perhaps the most important facility to rural areas is a multi-use community hall, with children's equipped play areas and kick-about areas making a valuable contribution.
10.13.2 The Cumbria Recreation Survey of 1984 identified certain shortfalls in provision in rural villages. Most of these shortfalls are likely to still exist but more work is required to bring survey work up to date. This will be done as part of the projected Open Space Strategy.

10.13.3 The general Leisure Policies above are relevant to rural areas. In particular it is emphasised that the new funding system for open space provision applies equally to new housing in the rural areas.

**Open Space**

10.13.4 As stated above, there are shortfalls in provision but further work is required which will be carried out as part of the projected Open Space Strategy.

**Policy RL1:** The Council will approve appropriate proposals for the provision of public open space in the rural areas to address identified deficiencies, subject to the other relevant policies in the Local Plan.

10.13.5 The Council will look favourably upon provision which addresses known shortfalls. However, proposals must still accord with the other relevant policies in the Local Plan. In rural areas the Council will be particularly keen to protect valuable existing open space via Policy L4.

**Village Halls**

10.13.6 In villages or clusters of villages of less than 2500 population the most valuable community facility is a multi-use village hall. Such halls are often the focus for village activities, and the wider the range of uses to which they can be put the better. They are extremely valuable to rural communities and any proposal for new facilities or the upgrading of existing ones will generally be supported, subject to Policy L3, especially where there is a deficiency in such facilities. Conversely, proposals which entail the loss of village halls will be subject to Policy L4 and where no satisfactory alternative provision is proposed they will be resisted.

10.13.7 The application of the above policies and principles will require the setting of certain standards of provision. This is a difficult issue and must depend upon local circumstances. However, the standards included in the Cumbria Recreation Survey of 1984 are considered to be a reasonable guide.

**Large Villages** (1250-2500 population)

A hall (26m x 16.4m x 7.6m) for multiple uses preferably with kitchen, stage, changing facilities, toilets, committee room, storage space, and a bar where possible.

**Villages** (500-1250 population)

A hall (20m x 10m x 6.7m) for multiple uses, preferably with kitchen, toilets, stage and changing facilities.

**Small Villages/Cluster** (Under 500 population)

A hall (18m x 9m x 6m) for multiple uses including a small kitchen and toilet.

Wherever possible, such halls should have appropriate outdoor facilities, adjacent or within easy walking distance.

10.13.8 The provision of new village halls, as with other indoor facilities, is problematical. Future provision will probably rely upon Parish Councils and residents initiatives, possibly with the help of various grant regimes. Allerdale Borough Council does have a village hall grant scheme but this includes only limited resources. Therefore, in such circumstances, it is not possible to create a programme for future provision and upgrading of village halls in the Local Plan. It would be inappropriate to allocate land for such a purpose if there was no clear possibility of such allocations being implemented during the Plan Period.
Formal Open Space

10.13.9 The provision of playing fields for formal sporting activity is somewhat haphazard in the rural areas. It is unlikely that such facilities are justified in the smaller villages. It is estimated that a settlement needs a minimum population of 500 to justify the provision of one full sized sports pitch. Notwithstanding this, the recent Playing Pitch Strategy has shown that there is no overall shortage of playing pitches in Allerdale.

Countryside Recreation and Sport

10.13.10 Over 80% of the population visit the countryside for recreational or sporting purposes at least once a year. Informal activity, particularly walking, is the most popular activity. A smaller but growing number take part in organised sports. However, there are certain parts of the countryside where natural resources and landscape are of such a quality that certain sorts of activity would conflict with Local Plan policies on the environment.

10.13.11 Some areas of the countryside are more robust than others and may be able to withstand large numbers of visitors and a wide range of uses. Other areas such as the AONB or SSSI’s are more sensitive and policy on recreational use in such areas will be more restrictive (see Policies EN20 and EN27). It is considered that all recreational or sporting uses in rural areas should be sustainable in the long-term, that is, they should not adversely affect the intrinsic qualities of the areas where they are located.

Policy RL2: Proposals for the development of new, or the extension of existing, recreational, sporting or leisure facilities in the open countryside will not be approved. Exceptionally, permission may be granted provided that:

(i) the proposal would not cause unacceptable harm to the landscape character of the area;

(ii) the proposal would not have any unacceptable adverse impacts upon wildlife or wildlife habitats;

(iii) the proposal would not cause unacceptable harm to the amenities of residents of the area;

(iv) the proposal is not on the best and most versatile agricultural land;

(v) the proposal does not cause problems by reason of traffic generation, requirements for parking or access both on site and in the area; and

(vi) the proposal accords with the other relevant policies of the Plan.

10.13.12 Exceptions to the above policy will be rare and may only be appropriate where the social and economic benefits of the proposal far outweigh any adverse impact. Benefits would have to be even greater on sites which are sensitive. Some guidance on the sensitivity of sites is given below:

(a) Robust Areas: where large numbers of visitors and a relatively wide range of activities can be assimilated without detrimental environmental impact eg conifer woodland, and lowland farmland where landscape and ecological qualities are low.

(b) Resilient Areas: where considerable visitor pressure can be assimilated, eg some woodland and mixed farming areas, where the wider range of wildlife and landscape features are not likely to be threatened.

(c) Stable Areas: where little further development could take place without some environmental detriment. Normally, activity would need some management eg on riversides
and some wildlife sites.

(d) **Sensitive Areas:** where development, if any, must be geared towards the primary aim of conserving the area, and therefore it is difficult to foresee any circumstances where leisure development will be acceptable, e.g. in the AONB, SSSI's, County Wildlife Sites, National Nature Reserves or Local Nature Reserves. The only activity likely to be acceptable might include managed tours and educational activity which would not normally need planning permission.

10.13.13 Therefore, it is likely that only in the Robust or Resilient Areas will leisure proposals accord with Policy RL2. Small scale managed development and uses may be acceptable in Stable Areas, with virtually no development or activity in Sensitive Areas. The comments on permitted development rights in para 6.12.32 will be relevant to all development in the open countryside.

**Dual Use of Facilities**

10.13.14 In rural areas where leisure/community facilities are rare the principle of dual use of facilities will be encouraged. For instance school facilities may be used to make up for deficiencies in sports halls or open space. Village halls can be used for a wide variety of purposes such as use for the arts, dances, education and even for part-time sub-post offices, banks or as a base for a mobile library. Advice on such schemes can be obtained from the Countryside Agency or Voluntary Action Cumbria.

**Access and Rights of Way**

10.13.15 The national system of rights of way, public footpaths and bridleways is the single most important means of access to and enjoyment of the countryside. The Countryside Agency has set itself the task of ensuring that the whole existing network be legally defined, properly maintained and well publicised by the end of the 20th Century. The Council supports this target.

10.13.16 Of particular importance will be to improve access from urban areas into the countryside and the creation of convenient routes to recreation "sites" and circular routes. Existing and potential new routes to link with proposed cycleways in the West Cumbria Cycleway Strategy will also be of importance. In Workington/Seaton and Maryport particular importance will be given to schemes which improve access to potential Community Woodland on the urban fringe.

**Policy RL3:** The Council will, subject to other relevant policies in the Local Plan, approve proposals which lead to improvements to the rights of way network, which improve access to the countryside from urban areas or create circular routes.

10.13.17 There is potential for conflict between visitors, landowners and conservation. The Countryside Agency believes that such potential conflict will be minimised where full information is available to all parties and where visitors have the confidence and understanding to feel at ease in and enjoy the countryside for themselves.

**Policy RL4:** The Council will require all proposals for new footpaths and public rights of way to be designed to be accessible to people with disabilities, the elderly and people with prams/pushchairs.

10.13.18 Access to footpaths, in both rural and urban situations, is an essential component of mobility as well as providing the community as a whole with the facility to enjoy the countryside. Accordingly, new routes and improvements to existing routes should be designed for maximum accessibility, commensurate with discouraging access by motor vehicles. Other facilities provided in the countryside, (e.g. Community Woodland and fishing facilities) should also ensure access and use by less mobile people.

**Noisy Activities**

10.13.19 The comparative tranquillity of the countryside is, for many people, its main attraction. Therefore, noisy activities, such as motor sports and some gun sports can cause particular concern in the countryside, to residents and visitors alike. We have already touched on this issue at para 6.12.32 and Policy RL2 will control such uses. The comments in para 6.12.32 concerning permitted development rights to use land without planning permission are particularly relevant to this issue, and the possibility of declaring
Article 4 Directions on sensitive sites withdrawing permitted development rights will be considered.

10.13.20 The Government's PPG17 "Sports and Recreation" states that where there is clear demand for noisy sports, authorities should seek to identify sites which will minimise conflicts with other uses. It is acknowledged that it would be inappropriate to attempt to impose a blanket ban on noisy activities or divert them elsewhere. The absence of provision can cause uncontrolled uses to appear sporadically. However, proposals for such uses, where planning permission is required, will be rigorously assessed against the criteria in Policy RL2, with particular attention being paid to potential environmental damage and loss of amenity to nearby residents. Where proposals are received on unacceptable sites the Council will seek to identify an acceptable alternative site.

**Broughton Cemetery**

10.13.21 Broughton’s existing cemetery is now short of space. A site has now been allocated in this Local Plan.

**Policy RL5:** 0.2 Ha of land behind Christ Church, Broughton is allocated for cemetery purposes.

10.13.22 This site, currently in agricultural use, adjoins Broughton’s existing cemetery and is a logical extension.

**Flimby Cemetery**

10.13.23 The former Southern Allerdale Local Plan included an allocation of 1 hectare of land for cemetery purposes at Church Road, Flimby. The existing cemetery is now short of space and so the allocation should be carried forward into this Local Plan.

**Policy RL6:** 1 Ha of land at Church Road, Flimby is allocated for cemetery purposes.

10.13.24 This site, currently an agricultural field, is adjacent to the existing cemetery in Flimby and so is a logical extension to the present cemetery which is nearing completion.
11. **TOURISM**

11.1 **INTRODUCTION AND BACKGROUND**

11.1.1 Government policy set out in Planning Policy Guidance No 21: “Tourism” (1992) highlights the need to provide a framework which encourages tourism development in a way which protects and enhances the environment. In particular the PPG includes four guiding principles:

- supporting the development of the industry in ways which contribute to, rather than detract from, the quality of the environment;
- promoting the understanding of environmental quality concerns within the industry and of the need to improve the quality of its service and its products;
- ensuring through the Regional Tourist Board and Training and Enterprise Councils that managers in tourism adopt visitor management techniques that can mitigate the impact on the environment; and
- encouraging those types of tourism which in themselves aim to safeguard the environment.

11.1.2 Tourism plays an important role in Allerdale as part of the expanding leisure industry and is a significant provider of jobs and income. However, as PPG21 recognises some parts of an area are better able to absorb visitors than others and that this needs to be recognised in the land use planning system. Within the Plan Area four distinct areas can be identified as follows:

(i) The National Park fringe area;
(ii) The West Coast with its potential for the development of maritime and heritage themes;
(iii) Silloth and the Solway Coast Area of Outstanding Natural Beauty with its potential for the development of nature conservation and Roman Heritage themes;
(iv) An extensive rural hinterland of a generally high quality landscape value.

11.1.3 The policies and proposals contained in this Local Plan recognise the important distinctions to be made between these various areas, each with its own particular potential for development.

**Tourism Objectives**

11.1.4 The objectives of the Plan in relation to tourism are seen to be:

- Maximise opportunities for the development of appropriate tourism directly related to the special character of the area and heritage resources;
- To secure a controlled and appropriate increase in the significance of tourism in Silloth and other appropriate settlements on the coast;
- To control tourism development in the Solway Coast AONB and the fringe areas of the Lake District National Park in such a way as to protect their landscape character and the character of the National Park.
- Recognise the important potential of Maryport and Cockermouth as centres for tourism;
- Encourage locally-based tourism initiatives from the community;
- Ensure the protection, enhancement and interpretation of the natural and man-made heritage of the area for the benefit of residents and tourists.
Policy TM1: All proposals for tourism development will be considered with regard to their contribution to the local economy and community, and will be approved where they:

(i) enhance the range or quality of tourism provision in the locality; and

(ii) preserve or enhance the visitors’ enjoyment and understanding of the area’s distinctive scenic, cultural and historic character; or

(iii) form an essential element of a farm diversification scheme;

and where they meet the requirements of other relevant policies in the Local Plan.

11.1.5 There is considerable potential for developing the tourism industry, particularly in areas where there is a need to diversify the local economy. The aims of the Structure Plan Policy and local initiatives is to encourage the growth of tourism, in West Cumbria in particular.

11.1.6 All proposals for tourism development will be considered against Policy TM1. Policy TM1 addresses the role fulfilled by the development and provides the criteria against which the impact of the development can be assessed. Developments must also adhere to the provisions of Structure Plan Policies 10 and 52. This framework of policies provides the basis for the sustainable growth of local tourism, balancing the needs of the environment with those of local communities.

11.2 CONTROL OF CARAVAN, CHALET AND CAMPING DEVELOPMENTS

Policy TM2: When considering proposals for caravan, camping and chalet developments, the Council will have regard to its impact upon the environment and its contribution to the local economy and community. Applications will be approved where:

(i)  it does not compromise the best and most versatile agricultural land; and

(ii)  it would not create unacceptable vehicular access, highway, parking, traffic generation problems; and

(iii)  it does not have an unacceptably detrimental effect on the natural history, archaeology, landscape and any other environmental interests in the area. particular regard will be given to protection of designated areas such as the AONB, SSSI’s, County Landscape Areas and LILA’s; and

(iv) it includes appropriate layout, landscaping and provision of on-site amenities.

Any approval for caravan/chalet development will be conditioned to ensure that they remain for holiday purposes and that individual occupation or lettings do not exceed eight consecutive weeks at anytime.

11.2.1 The use of caravans is a significant aspect in the development of tourism. However, in the interests of the area as a whole, it is essential that any further caravan development is properly sited and does not adversely affect the quality of the landscape.

11.2.2 The impact of caravan sites within the AONB on the character and amenity of the area is already significant. Consequently, further sites are unlikely to be granted planning permission. Small scale extensions to existing sites in the AONB may be acceptable in appropriate circumstances.
Elsewhere where proposals do come forward for development, whether it be for new sites, extensions to existing sites or proposals to substitute touring pitches for static pitches it is important that both the location and the nature of the proposals are acceptable. In particular they should not detract from the natural beauty of the area and should create positive employment opportunities of benefit to the local economy. Large scale proposals will be assessed against Policy TM2 having particular regard to local landscape designations, and may be acceptable in appropriate circumstances. New sites or extensions to existing sites of an appropriate scale may be acceptable provided that the above criteria are met.

**Policy TM3:** Planning applications for the substitution of touring pitches for static pitches will be favourably considered provided that:

i) any increase in the number of pitches on the site does not detract from the local environment; and

ii) vehicular access to the site is of a sufficient standard to accommodate any increase in traffic;

iii) substitution of static pitches for touring pitches will only be approved in exceptional circumstances where there will be no material adverse impact on the local environment and local highway network. Any approvals for increased static pitches will be conditioned to ensure that they remain for holiday purposes and that individual occupation or lettings do not exceed eight consecutive weeks at any time.

It is acknowledged that there are significantly more static pitches than touring pitches available within the Plan Area. Therefore, the transfer of static pitches to touring is preferable and more acceptable in environmental terms, subject to the impact on local communities, and will enhance the role of the Borough as a centre for caravan touring.

**Policy TM4:** Proposals to upgrade and improve the amenities available on existing caravan sites will be approved subject to other policies of this Local Plan.

There are distinct advantages both economically and environmentally in securing the viability and upgrading of enterprises already established so long as the impact on local communities and environment is not damaging.

**Policy TM5:** Proposals for the relaxation of the condition restricting the period of occupation of caravans or chalets will be approved where:

i) there is no detriment to natural history or any other relevant environmental considerations;

ii) the proposal would not result in serious amenity problems;

iii) there is no detriment to the local economy;

iv) there is appropriate layout and provision of on-site amenities; and

v) occupation of the caravans or chalets remains for holiday purposes and individual occupation or lettings do not exceed eight consecutive weeks at anytime.

The impact of formal and informal car parking on sites lying within the Solway Coast Area of Outstanding Natural Beauty, County Landscape Areas and Locally Important Landscape Areas, will be carefully considered by the Council.
11.2.6 Analysis of previous seasons shows the Cumbria Coast to be particularly susceptible to seasonality in tourism demand. The general increase in short break holidays offers the opportunity to extend the peak season and improve visitor numbers during the low season in accordance with PPG 21.

11.2.7 Recent interest from some operators to vary the planning conditions has highlighted the need to re-examine the standard conditions. Static holiday caravans are constructed to higher standards with most connected to water, sewerage and electricity. On most sites access roads are surfaced and landscaping has matured, strengthening the case for allowing twelve month opening.

11.2.8 In responding to proposals it will be important to ensure through condition or Planning Obligation that the holiday use will be retained in a way which can be monitored and enforced. It is intended that a maximum of eight consecutive weeks of occupation will be allowed at anytime for any single letting. The balance between the benefit to the local economy and the impact on local communities and environment will be important. In the AONB, County Landscapes and LILA the environment will be particularly sensitive to all year round activity.

11.2.9 It will be important, where all year round consent is granted, that operators upgrade the standards and facilities in line with the Council's current Model Standards.

11.3 EXTENSION OF ESTABLISHED TOURIST ATTRACTIONS

Policy TM6: Planning applications for the improvement or extension of established tourism attractions will be approved subject to other relevant policies in this Local Plan.

11.3.1 The range of visitor attractions is expanding slowly bringing benefits for local communities and tourists. The Local Authority will support proposals to improve or extend these attractions, particularly where an increase in jobs or other economic benefits to the community can be demonstrated.

11.4 CONVERSION OF TRADITIONAL BUILDINGS TO HOLIDAY ACCOMMODATION

11.4.1 The Plan Area contains many traditional buildings in towns, villages and the countryside for which alternative uses are required. The provision of holiday accommodation may be appropriate though preference will be given to light industrial, craft and small workshops (see Policies REM5 and REM8). Conversions to holiday accommodation which would result in extensive alterations to the buildings would not be acceptable.

Policy TM7: Planning applications for the conversion of traditional farm buildings to camping barns will be approved subject to other policies of this Local Plan where:

i) they are located close to footpaths; bridleways or cycle routes;

ii) the building is capable of conversion without extension or material alteration and without harm to its character and appearance; and

iii) there would be no detriment to residential amenity.

11.4.2 The Plan Area contains an extensive network of footpaths and bridleways and the network of cycle routes is being expanded. It is hoped to encourage more active forms of tourism based on the area's historic and natural qualities in a way which supports the rural economy in particular.

11.5 TOURISM SIGNS

Policy TM8: Planning consent for tourism signs, including advance direction signs, will only be given where:
i) the location of the advertisement does not cause any detriment to visual amenity or to highway safety;

ii) the general design, including colour, lighting, size of lettering and form of assembly, is appropriate to the location; and

iii) it is not possible to provide adequate signing using the white on brown signs available through the Highway Authority.

11.5.1 This Policy is considered necessary in the interests of general amenity as much of the Borough is in an Area of Special Control for Advertisements. This Area was last reviewed in 1980 and it is intended to review it in the early years of the Plan.

11.5.2 The Highway Authority approved guidelines for the provision of tourism traffic signs in June 1996. It is hoped that most directional signs, particularly in the rural areas, will be provided in this way.

11.5.3 There will still be applications for advertisements and to ensure a consistent approach to design and siting it is proposed to produce supplementary design guidance.

11.6 WORKINGTON TOURISM

11.6.1 The presence of hotels and other forms of accommodation has established Workington as a centre for business tourism. There is also potential for further exploitation of Workington's industrial past as a visitor attraction. Portland Square, Curwen Park and Hall and the Helena Thompson Museum are among the established visitor attractions.

11.6.2 Elsewhere the wind turbines at Oldside may have some interest as part of a wider project on renewable energy and outline consent has been granted for a visitor centre.

Policy WKTM1: Tourism related proposals will be approved in the vicinity of Harrington Harbour, subject to other relevant policies of the Plan.

11.6.3 The potential of the harbour area as a centre for tourism has been recognised for some years. The harbour and its environs is already an attractive environment and car parking facilities have been provided by the Council.

11.6.4 In this location tourism-related uses would include maritime-based facilities together with ancillary uses such as an hotel or restaurant.

11.6.5 Policy WKTM1 relates to a large area of developable land and since access can only be by way of Church Road a proper assessment of the traffic implications of any proposal will be required.

11.7 MARYPORT TOURISM

11.7.1 The potential of Maryport as a significant tourist destination has been recognised for some time. In addition to the harbour, Maryport's attractions include the Roman Altars displayed at the Senhouse Museum, the Roman Fort and other remains, the historic Conservation Area and Netherhall Park.

11.7.2 Development of the marina, aquarium and surfacing of the sides of the docks has already encouraged some visitors. The proposed Heritage Centre on Irish Street may also boost tourism in the town.

Policy MTM1: Applications for planning permission for tourism and related uses in the town as a whole and in the harbour area will be approved subject to other relevant policies of this Local Plan.

11.7.3 Maryport is specifically identified as a tourism growth point in the Plan Area and in need of further tourism investment. This policy highlights the Council's commitment to the town.

Policy MTM2: The Council will approve provision of interpretive facilities centred on the site of the Roman fort and the Scheduled Ancient Monument at
Hallclose Wood, subject to other relevant policies of the Local Plan.

11.7.4 Maryport’s Roman connections are an important facet of its attraction as a centre for tourism. The provision of interpretative facilities in these locations would be an added attraction for visitors and would complement the major developments in the harbour area.

11.7.5 Hallclose Wood forms an important Historic Area worthy of interpretation. This policy will complement Policy MEN2.

Policy MTM3: 7.22 Ha of land at Netherhall is allocated for prestige tourism or leisure uses subject to:-

i) satisfactory access arrangements to the A596(T);  
ii) the incorporation of the historic buildings on the site, including the Pele Tower, in a positive way;  
iii) the incorporation of the existing trees on the site in a positive way;  
iv) improved access being provided to the banks of the River Ellen;

and to other relevant policies of this Local Plan.

11.7.6 This allocation is seen as a major opportunity to consolidate the role of Maryport as a centre for tourism. The development of this important site would provide an attractive counter-point to the harbour proposals in a parkland setting.

11.7.7 The potential land uses on this site include hotel/conference centre, sports/leisure complex, motel/inn, cultural or entertainment facility. However, this list is not exhaustive and is cast as wide as possible in the interests of flexibility and the need to secure an appropriate development.

11.7.8 The actual form of any development will need to take account of the historic buildings (Pele Tower, gatehouse, stables and wall to the main road) and the trees on the site covered by a Tree Preservation Order, in accordance with Policies EN4 and MEN2. In view of the size and importance of the site a development brief will be prepared to amplify this policy.

11.7.9 Housing or office uses are unlikely to be acceptable since sufficient land for this use is already provided elsewhere in the Plan Area.

Policy MTM4: 5.0 Ha of land at Grasslot is allocated for use as a touring caravan site subject to:-

i) the provision of satisfactory access to an adopted highway; and  
ii) the layout of the site taking account of the nature conservation interest of the site as required by Policy EN33.

11.7.10 This site is located within convenient distance of the proposed facilities at Maryport Harbour. The site will enhance the role of tourism in the town, and generate additional visitor spending in local shops. Static caravans will not be permitted as the site is prominent and the units would appear visually intrusive.

11.7.11 The site has been identified as having nature conservation interest and this needs to be enhanced in any development of the site in line with Policy EN35.

11.7.12 Access to the site needs to be improved and it is intended that in the longer term a new access road will be provided to the site and the harbour through Policy MTR2.
Policy MTM5: 4.76 Ha of land at Mote Hill is allocated as a Heritage Park subject to other relevant policies of this Local Plan.

11.7.13 This proposal recognises the historical and archaeological importance of the Mote Hill site and seeks to enable the establishment of a Heritage Park. Planning permission for a Heritage Centre on Irish Street as the first phase of the Park has been granted.

11.8 COCKERMOUTH TOURISM

11.8.1 Cockermouth is already an established and flourishing centre for tourism enjoying a convenient location on the edge of the Lake District National Park. It forms the "gateway" to West Cumbria and, as such, high quality tourism investment is seen as essential to the future prosperity of the town and this part of the Plan Area. The Sheep and Wool Centre on the A66 has been designed to fulfil that "gateway" role.

11.8.2 Cockermouth as a "Gem Town" has a special character which other policies of the Plan seek to protect from over-commercialism and incongruous development. Small facilities or attractions such as the recent Aspects of Motoring Museum are likely to be welcomed. Major tourism proposals are unlikely to be appropriate to the town's character.

11.8.3 Tourism proposals in and around the town will be assessed against the general policies of this section.

11.9 WIGTON TOURISM

11.9.1 The development of tourist facilities or accommodation in Wigton has been limited. Equally the opportunities for additional facilities seems limited.

11.9.2 There is a swimming pool in the town but without large scale investment it will remain a local facility.

11.9.3 The possibility of a golf course would add a new facility and could attract visitors. Excavation of the Roman Fort at Old Carlisle could become a significant attraction but may bring little benefit to Wigton. There are no proposals from English Heritage to carry out or allow excavation of the remains.

11.9.4 Tourism proposals in and around Wigton will be assessed in light of the general policies of this section.

11.10 SILLOTH TOURISM

11.10.1 Tourism is one of the dominant sectors of Silloth’s economy, although it is highly seasonal. It is, in fact, rooted in the origins of the town. Development of the railway coincided with the Victorian seaside holiday based upon The Green and The Promenade. Today Silloth is dominated by the holiday camps and caravan sites with some hotel and guest house accommodation.

11.10.2 Silloth enjoys several natural attractions by way of its coastal location; views across the Solway; its mild climate; and the natural and historic interest of the local landscape.

11.10.3 In addition the Victorian legacy of grid iron cobbled streets, The Promenade, The Green and fine buildings considerably enhance the visitors' experience of Silloth.

11.10.4 A study carried out by Pieda explored the possibilities for increasing tourism in the town. The most realistic way forward was considered to be the improvement of Silloth’s image and environmental enhancement based upon its Victorian heritage.

11.10.5 In response, the Silloth Tourism Action Group (STAG) has been established to identify and promote appropriate schemes, which may include improving West Beach in terms of access and environment.

11.10.6 One further means of promoting tourism in and around the town is to extend the season for occupation of the holiday camps and caravan sites.

11.10.7 Tourism proposals in and around the town will be assessed in light of the general policies of the
11.11  **ASPATRIA TOURISM**

11.11.1  Aspatria is located in a pleasant rural setting with fine views of the Lakeland Hills to the south and the Solway Coast to the north.

11.11.2  Tourism is not a traditional role associated with Aspatria, however, potential may exist for the development of small-scale tourist activity. Both the Structure Plan and the West Cumbria Tourism Initiative favour tourism developments which help support or diversify the local economy.

11.11.3  This Local Plan supports this approach and any proposals in and around the town will be assessed in the light of the general policies of this section.

11.12  **RURAL TOURISM**

11.12.1  The previous sections have set out the approach to tourism proposals for the towns. However, most of the Plan Area is rural in nature and many proposals can be expected in this area.

11.12.2  The general policies of this section provide the overall framework against which new proposals in the countryside will be assessed. Three sites in the countryside offer significant opportunities for tourism developments providing direct employment and other spin-offs to the local economies at:-

  i)  Dovenby Hall and grounds
  ii)  Former RNAD at Broughton Moor
  iii)  Crofton Country Centre

11.12.3  A Policy for Dovenby Hall and grounds is included under Regeneration and Employment Policy REM10. A similar policy is included for the former RNAD at Broughton Moor under Environment Policy REN2.

**Policy RTM1:** Land at and well-related to Crofton Hall is allocated for Mixed Business (B1), craft workshops informal recreation and tourism uses. Applications for appropriate forms of development will be approved where:-

  i)  there would be no detriment to the landscape, natural history, archaeological or other environmental considerations;

  ii)  the proposal is of a scale and type compatible with the locality and would not result in serious amenity problems;

  iii)  the proposal would not create unacceptable highway, parking or traffic generation problems;

  iv)  the proposal would have a beneficial effect on the local economy; and

  v)  the proposal would not adversely affect the listed stables, ice house and associated buildings or their setting

Subject to other relevant policies of this Local Plan.

11.12.4  The remaining Listed Buildings at Crofton Hall together with the small lake are used to promote rural and leisure activities. Scope exists for conversion of existing buildings and for new buildings to extend the range of activities and attractions appropriate to this rural setting.
12. **TOWN CENTRES AND RETAILING**

12.1 **INTRODUCTION AND BACKGROUND**

12.1.1 Retailing in the United Kingdom has undergone and continues to undergo radical change. The main aspects of this change have been the restructuring of the distributive trades with a few dominant suppliers and the trend towards very much larger stores located out of traditional town centres.

12.1.2 The growth of out-of-town and edge-of-town retailing has presented a threat to the continued vitality and viability of town centres within the Borough.

12.1.3 Further pressure has arisen from the growth of non-retail uses in town centres, with banks, building societies, amusement centres and betting offices competing for floorspace on main shopping frontages and often able to outbid smaller retailers.

12.1.4 Shopping has increasingly been recognised as a leisure activity and the success of shopping centres has been strongly identified with the character and ambience of the area concerned. An enjoyable shopping environment can involve not only the built environment and the range of shopping choice, but also wider matters including pedestrian safety, hard and soft landscaping, accessibility, public art and street entertainment.

12.1.5 The issues of security and crime prevention have brought increasing influence to bear on design in shopping centres. Examples of this have included pressure to install roller shutters on shop windows and doors and security cameras in shopping areas.

12.1.6 Local shops in villages and residential areas have found it increasingly difficult to compete with larger retail outlets, whilst at the same time public transport has tended to decrease and to become more expensive. The importance of local shops and post offices to some villages can hardly be overemphasised.

12.1.7 In response to the changes in retailing the Secretary of State, whilst reaffirming that it is not the role of the planning system to restrict competition, preserve existing commercial interests or to prevent innovation, has issued revised guidance in the form of Planning Policy Guidance Note No 6: “Town Centres and Retail Developments” (June 1996).

12.1.8 The principal objectives of the guidance are as follows:-

i) to sustain and enhance the vitality and viability of town centres;

ii) to focus development, especially retail development in locations where the proximity of businesses facilitates competition, from which all consumers are able to benefit and maximises the opportunity to use means of transport other than the car;

iii) to maintain an efficient, competitive and innovative retail sector; and

iv) to ensure the availability of a wide range of shops, employment, services and facilities to which people have easy access by a choice of means of transport.

12.1.9 The guidance goes on to state that town and district centres should be the preferred locations for developments that attract many trips, and local planning authorities should adopt planning policies to:-

i) locate major generators of travel in existing centres, where access by a choice of means of transport, not only by car, is easy and convenient;

ii) enable town, district and local centres to meet the needs of residents of their area;
iii) safeguard and strengthen existing local centres, in both urban and rural areas, which offer a range of everyday community, shopping and employment opportunities;

iv) maintain and improve choice for people to walk, cycle or catch public transport; and

v) ensure an appropriate supply of attractive, convenient and safe short stay parking for shopping and leisure trips.

12.1.10 The emergence of these pressures in the Plan Area and the submission of four competing schemes in Cockermouth led the Council to undertake the West Cumbria Retail Study (1996) reviewing a study published in 1989.

**Retail Objectives**

12.1.11 In the light of these issues and in the context of the Secretary of State's advice as set out in Planning Policy Guidance Note No 6 and of the Structure Plan policies the objectives of shopping policy are considered to be:

i) To encourage the provision of a wide range of shops within the town centres subject to the sequential test.

ii) To maintain the viability and vitality of the town centres of Workington, Maryport, Cockermouth, Wigton, Silloth and Aspatria.

iii) To maximise the accessibility of shops to as wide as possible a section of the community in an attractive and convenient way.

iv) To promote and encourage the environmental enhancement of the town centres.

v) To protect environmentally sensitive areas from inappropriate retail development.

vi) To protect industrial, housing or other land which is vital to the well being of the local economy and community from retail development.

vii) To safeguard and strengthen rural shops and those in outer urban areas which meet the daily needs of local communities.

12.2 **TOWN CENTRE AND RETAIL DEVELOPMENT POLICIES**

12.2.1 The following policies amplify the policies of the Joint Structure Plan or relate to matters not covered by it including the sequential test.

**Policy RG1:** The Local Planning Authority will maintain and enhance the viability and vitality of the town centres through a presumption in favour of shopping and by:

(i) encouraging the provision of more comparison durable goods floorspace;

(ii) encouraging a wider choice of shop types and traders of an appropriate scale and character;

(iii) ensuring avoidance of loss of housing stock;

(iv) ensuring adequate provision for pedestrians and public transport users, including access for those with a disability;

(v) ensuring satisfactory relationship with the highway network;
(vi) enhancing the attractiveness, safety and convenience of the town centres through a programme of environmental improvements and related policies; and

(vii) maintaining a significant level of convenience shopping floorspace in each town centre by resisting proposals for new development which is likely to displace town centre provision.

12.2.2 Making the town centres attractive in every respect is vital in meeting the challenge of competing retail developments and encouraging new investment and of providing the kind of local environment which is now demanded by shoppers. The continued presence of food shopping in the main towns is vital both to attract sufficient consumers to maintain the viability of the town centres and to maximise accessibility to a reasonable level of facilities for both rural and urban inhabitants and in particular those without access to a car. This will be interpreted as meaning, inter alia, at least a similar proportion to that identified in the Review of the West Cumbria Retail Study (Roger Tym - February 1996). It is also recognised that town centres must remain attractive to car users and that short-stay car parking provision in appropriate locations in town centres, is crucial in this respect.

12.2.3 The review of the West Cumbria Retail Study shows that there will be scope for new retailing floorspace either by change of use or redevelopment over the Plan Period. The above policy supports a widening of choice by this means and provides both guidance and flexibility to meet individual circumstances.

Policy RG2: Proposals for additional convenience and durable retailing should be located within existing town centres. Where they cannot be located within existing centres they should be located on the edge of the town centre.

If it is not possible to identify an appropriate location in or on the edge of centres then consideration will be given to out-of-centre locations. Only if it is not possible to identify an appropriate location as set out above will an out-of-town site be considered.

In considering retail proposals other than those falling under Policy RG11 they will be expected to meet the criteria set out below:-

(i) All retail development proposals outside existing town centres shall be accompanied by acceptable evidence which demonstrates that the proposed development, either individually or cumulatively, would not undermine the vitality and viability of existing town centres.

(ii) All retail developments outside existing centres shall be accompanied by evidence to demonstrate that they will be accessible to the majority of shoppers, including pedestrians, cyclists and those using public transport throughout their catchment area.

(iii) All retail developments shall be accompanied by evidence to demonstrate that the capacity of the existing road network in the vicinity of the proposed development is capable of accepting any new traffic generation associated with the development. Applicants will be required to submit a Traffic Impact Assessment of the scheme on the road network and, where required, identifying and making provision for any necessary improvement works to the road network or other agreed traffic management measures).
12.2.4 The Review of the West Cumbria Retail Study reveals a continuing outflow of expenditure from the area. It is the Council's aim to reduce this outflow of convenience expenditure from Wigton and northern Allerdale and of durable goods from Workington and south west Allerdale. In addition it is the Council's aim to meet the predicted need for additional floorspace within the town centres, particularly in Workington, Cockermouth and Wigton.

12.2.5 It is intended that this approach will increase the attractiveness of the town centres, stimulate further investment and allow for inevitable changes in retail use to take place. This will be achieved through the policies relevant to each town centre to be supported by development briefs incorporated in the Local Plan where appropriate.

12.2.6 Failure to achieve this policy will, it is felt, lead to increased outflow and reducing confidence in the town centres as a whole. It will be important, however, that the performance of the town centres are monitored through regular "health checks" as advised in the government's PPG6.

12.2.7 Increasing the range of comparison durable goods in the town centres is vital to maintaining their vitality, viability and hence competitiveness. Developments outside town centres will inevitably undermine this objective. In the context of this policy the cumulative effects of smaller proposals may be relevant. The policy also applies to components of larger proposals in other retail sectors and may be pursued through relevant conditions and/or agreements, especially relating to subsequent sub-division.

12.2.8 As the policy framework, particularly at national level, has changed, so major retailers have begun to extend the range of goods and services provided. Dry cleaning, post offices, music and video, magazines and books, travel agents and clothing and other comparison durables can be found in the largest superstores. Cafés or restaurants may be available and even cash-points are being installed. Other financial services may follow especially if major retailers link up with financial institutions.

12.2.9 Two other retail forms which have developed recently are the warehouse club and the factory outlet or village. PPG6 confirms that both are retail uses and should be assessed in the same way as others.

12.2.10 The role of electronic retailing over the next ten years is uncertain. Undoubtedly it will develop but will need to be monitored to identify whether a change of policy is required.

**Policy RG3:** Applications for major retail development on land allocated for other uses will only be permitted where:-

1. the terms of Policy RG2 are satisfied; and
2. the benefits of the proposal outweigh the loss of allocated land.

12.2.11 The current and foreseeable balance between the demand for a supply of a range of allocated sites, especially for industry, employment or housing, makes it essential to protect existing land allocations. The economic conditions under which development takes place in Allerdale are relevant to the interpretation of this policy.

12.3 **AMUSEMENT CENTRES**

**Policy RG4:** Proposals for amusement centres will be assessed against the following criteria:-

1. The effect on the amenity of adjacent properties.
2. The proposal is not located in a primary shopping frontage.
3. The proposal is not located close to schools, places of worship, hospitals or hotels.
4. The design of the proposal is acceptable.
12.3.1 Amusement centres frequently attract complaints from neighbouring residents on the grounds of noise emanating from the machines used and of disturbance by patrons of the premises. PPG6 advises that the most appropriate location for such premises is likely to be in secondary shopping locations or areas of mixed commercial development. Even in such locations, it may be necessary to impose conditions on hours of opening and noise limits BS 4142, in order to protect the amenities of the area. Equally amusement centres which adversely affect visual amenity will be unacceptable.

12.4 LICENSED BETTING OFFICES

Policy RG5: Licensed betting offices will be permitted in primary and secondary shopping frontages subject to other relevant policies of this Local Plan.

12.4.1 Recent changes in legislation allow betting offices to have open frontages and as such would be appropriate to the principal shopping streets.

12.5 HOT FOOD SHOPS

Policy RG6: Planning permission for take-away hot food shops will only be granted where the following criteria can be satisfied:

i) The proposal is located within an existing retail frontage.

ii) It can be demonstrated that the effect of noise, smell and disturbance to adjacent property is within acceptable limits.

iii) That when the proposal is located outside defined town centres, satisfactory arrangements are proposed for car-borne users.

12.5.1 Hot food shops, whether traditional fish fryers, fast food outlets or the various ethnic specialities, can give rise to significant problems of noise, disturbance and traffic generation. However, the service they provide often dictates that they may wish to be located in residential areas. The suitability from a planning point of view of any potential trading position must be considered on its merits but experience has shown that late night opening needs to be controlled in the interests of nearby residents.

12.6 NON-RETAIL USES IN TOWN CENTRES

Policy RG7: Within the retail frontages of the defined town centres permission will be given for non retail uses where:

i) the proposed use is one where there is a high element of face to face contact through free access by the public;

ii) the proposal would not result in such a proportion of non-retail frontages as would be likely to jeopardise the retail vitality of any given frontage (defined with reference to existing gaps, streets and corners);

iii) the scale and character of the proposal is in keeping with the visual character and scale of the adjacent frontages.

12.6.1 The role of non retail outlets such as banks and building societies in town centres is recognised and accepted. The policy aims to avoid ‘dead’ frontages arising either through the individual use or the coalescence of uses in the prime shopping area, as this would reduce the attractiveness and hence pedestrian flows to the detriment of the viability and vitality of the centre. For the purposes of this policy it is considered that any proposal which results in the non retail use of any frontage, as defined, exceeding 30% of the measured frontage would not be acceptable. See also Policy CRG2.
Policy RG8: Applications for cultural, leisure and entertainment facilities within the defined town centres will be approved subject to Policy RG7 and to other relevant policies of the Local Plan.

12.6.2 There is felt to be a lack of facilities in town centres which encourage people to use them for activities other than shopping. These may be clubs, restaurants and so on. Whilst care must be taken to avoid conflict with residents a wider range of such facilities would enhance the role of centres.

Policy RG9: Proposals for change of use and alterations to properties within the defined town centres will be required to make provision for the continued use of upper floors.

12.6.3 Upper floors provide a valuable resource of floor space which can be sterilised through removal of access. Self contained flats are desirable but may not always be practical in which case alternative arrangements will be required.

Policy RG10: Change of use of upper floors to residential (C3) or commercial use viz A2, A3, B1 within the defined town centres will be permitted subject to:

i) adequate means of access and escape;

ii) adequate separation in terms of noise and smell from adjoining uses;

iii) adequate provision being made available for refuse storage;

iv) adequate car parking being available or made available in the vicinity.

12.6.4 This policy elaborates Policy RG9 above and the issue of car parking will be determined in the light of policy and the requirement for a commuted sum.

12.7 OUTSIDE DEFINED TOWN CENTRES

Policy RG11: Outside the defined town centre, small scale shopping developments will be approved where they are intended to provide for a local or specialist need.

12.7.1 There are a number of locations in the principal towns (for example Seaton, Harrington, Salterbeck, Westfield and Netherton) where there may be scope for additional small local or specialist shopping. Any applications will be treated on their merits though small scale is regarded as 200 sq.m of gross shopping floorspace or less.

12.8 PROPERTY SECURITY

Policy RG12: The Council will encourage security solutions in particular:-

(i) the use of toughened glass;

(ii) the use of internal link grilles;

(iii) other structural strengthening;

(iv) well-designed traditional gates to recessed doorways; and

(v) raising the height of stall risers.

In cases where there is no practical alternative to external shutters planning permission will only be granted where they:-

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(a) allow some visibility into the shop when they are in place;
(b) are colour-coated to match the shopfront in a durable finish applied immediately after installation;
(c) are designed to be as unobtrusive as possible by concealing the shutter box behind the fascia.

External shutters are unlikely to be acceptable in Conservation Areas or on Listed Buildings.

12.8.1 Town centres are a major focus of social, cultural and economic activity. Recently crime and vandalism have had a significant affect on the appearance of town centres and on people's enjoyment of them.

12.8.2 One result of these activities has been the installation of CCTV in Workington, Maryport, Cockermouth and Wigton town centres.

12.8.3 Other policies of this Local Plan seek to provide a mixture of uses in town centres which will help to ensure that people are moving around the centre when the shops are shut. At the same time environmental improvements are proposed to encourage visitors to remain longer in town centres.

12.8.4 The response of some traders has been to install external shutters and as a result the overall appearance has been damaged discouraging window shopping especially in Workington. This policy encourages a sensitive approach to security measures as part of a wider concern for the health of the town centre. In cases where external shutters are to be allowed they may be of the pin-hole type provided the shop remains illuminated when the shutter is in place. Within Conservation Areas and on Listed Buildings there will be a preference for external grilles of a traditional design.

12.9 WORKINGTON/SEATON TOWN CENTRE AND RETAILING

12.9.1 Workington is the major town in Allerdale and provides an important range of retail and other services. It is also important in the regional context being a secondary centre behind Carlisle and Lancaster.

12.9.2 The following analysis, policies and proposals have been developed in response to PPG's 6 and 13 and the consultant reports from DTZ Debenham Thorpe (1994) and Roger Tym and Partners (1996).

Issues in Workington Town Centre

12.9.3 The main issues in the town centre are judged to be:

(i) Highways, Traffic Management and Pedestrian Safety
(ii) Townscape and Environment including Crime Prevention
(iii) Retail Change and Expansion

Highways and Traffic Management

12.9.4 Workington Town Centre suffers significantly from congestion caused by the mixture of through traffic on the A66 and A596 immediately to the east of the central area and more local traffic. Several attempts have been made to find a route to by-pass the town but the currently adopted proposal would leave the A66 to approach the centre via Ramsay Brow with numerous junction improvements along the A596. These will affect buildings and parking areas in the town centre. The junction of the A66 at Ramsay Brow has recently been upgraded, along with widening of Washington Street and car parking improvements in the area.

12.9.5 In the town centre the problem is more one of conflict between pedestrians and vehicles, on Oxford Street and Murray Road in particular and between the need to deliver stock in heavily parked streets.

12.9.6 Car parking has emerged as an important issue with a consensus that the parking is inadequate and dissatisfaction with the pricing. Two major car parks are located along the route of the former railway line and are not well related to the precinct area because of the difference in level which exists.
12.9.7 It has been expressed previously that parking is inadequate and that pricing is unsatisfactory. The emphasis now in both PPG's 6 and 13 is to reduce car journeys and encourage alternative modes of transport against the principle of safeguarding the vitality and viability of the town centre.

12.9.8 A range of policies including new developments is proposed for the town centre.

12.9.9 The allocation, distribution and accessibility of the car parking is strategically linked to the town centre and its future development.

12.9.10 This section summarises the existing situation compared with that which existed in 1989 regarding car parks in the town centre. Public car parking in Workington is provided essentially on five sites:-

<table>
<thead>
<tr>
<th></th>
<th>1989</th>
<th>1996</th>
</tr>
</thead>
<tbody>
<tr>
<td>St Johns Precinct</td>
<td>159</td>
<td>166*</td>
</tr>
<tr>
<td>Udale Street</td>
<td>83</td>
<td>62</td>
</tr>
<tr>
<td>Brow Top</td>
<td>197</td>
<td>234</td>
</tr>
<tr>
<td>Central Station</td>
<td>312</td>
<td>310</td>
</tr>
<tr>
<td>Horse Close</td>
<td>-</td>
<td>42</td>
</tr>
<tr>
<td>Vulcans Lane</td>
<td>-</td>
<td>73</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>751</td>
<td>887</td>
</tr>
</tbody>
</table>

* A further 41 spaces are reserved for use by staff in connection with the shops in the precinct.

12.9.11 Two other parking areas are accessible to the town centre at Elizabeth Street (15) and Peter Street (20).

12.9.12 The pricing structure of the car parks seeks to encourage short-stay at St John's Precinct, Udale Street, Brow Top and part of Central Station. Long stay car parking is encouraged on the remaining area of Central Station together with Elizabeth Street and Horse Close.

12.9.13 The St Johns Precinct and Udale Street car parks are very well located for the town centre and are heavily used. The use of the Central Station car park for a twice weekly market complicates any comparison of supply and demand. SALP included a policy which sought to increase the number of car parking spaces. This policy is not being carried forward, though the future requirement will be examined in relation to the scale and location of new retail development.

A Strategy for Car Parking

12.9.14 The overall strategy for transportation and car parking matters is set down in the Transportation Chapter. This is based upon sustainable principles and the guidance in PPGs. The following proposals are seen as being in line with this overall strategy and are aimed at solving specific problems in Workington Town Centre, within the context of a balanced policy towards public transport, pedestrians, cyclists and car-borne visitors. The way in which the individual car parks function and the routes which people take to reach them are important to the success of the town centre and to the safety and amenity of shoppers.

The principal aims should be:

(a) to manage the car parks in a way which best supports the town centre, including provision of adequate short stay parking, and which encourages people to use alternative modes of transport.

(b) to manage traffic in a way which recognises the long and short stay requirements and reduces the amount of traffic circulating around the town centre

(c) to seek to improve the safety and amenity of shoppers especially along Jane Street/Oxford Street and Murray Road.

12.9.15 To achieve this it would be necessary to intercept and direct traffic arriving in Workington from different directions to appropriate short and long-stay car parks. A clear system of signage supported by traffic management measures will be necessary to make it effective.
The principal new elements of the strategy would be:-

(a) a new road link between Stainburn Road and Hall Brow along the bank adjacent to Millfield.

(b) extension of the Brow Top car park, possibly as part of a development scheme, on to the Laundry Field together with a new access along the "Black Path".

(c) a road linking Central Station car park to Harrington Road, including traffic control measures.

(d) use of the former bus garage on Vulcans Lane as a car park. Development of the site for this use has recently been completed.

The conflict between pedestrians and vehicles has been partially tackled through the pedestrianisation of Pow Street. However, the issue of pedestrian safety is an important one and much remains to be done. Murray Road and Upton Street are felt to be the focus of this problem but pedestrians crossing in Washington Street, Jane Street and Oxford Street also require enhanced safety.

The Council is unable to affect public transport usage directly though in making new allocations their accessibility to bus routes has been borne in mind. In pursuing the policies set out in this section the Council will seek to achieve a sensible balance between the needs of less mobile people and of the environment and the need to provide for the car.

**Townscape and Environment**

The Cumbria Town Centres Health Check (1998) corroborates the perception that the quality of the environment in the town centre leaves much to be desired, despite improvements on Pow Street and the Oxford Street underpass. Quality in this context derives from both buildings and spaces between them.

There are, in fact, a number of attractive traditional buildings in the town centre which is also bounded on the east by the Portland Square Conservation Area and in the west by the Brow Top Conservation Area. Much could be done to enhance the qualities of these.

Saint Johns Precinct is not perceived as an attractive environment and is seen as detracting from the attractiveness and potential of the town centre as a whole. The comments in the West Cumbria Retail Study (1996) emphasise the need for improved design of buildings and enhancement of the environment. The precinct area is currently subject to a comprehensive redevelopment initiative as part of a strategy for Workington Town Centre.

**Retail change and expansion**

The town centre has seen considerable qualitative change in recent years but not quantitative. There is felt to be a lack of choice in key retail sectors and this is confirmed by survey results showing a loss of trade to Carlisle. There has been welcome redevelopment of a high standard recently but the failure to secure development of the Central Station and Pow Street allocated sites and the constraints associated with any refurbishment of the precinct mean that there is still much to be done.

The Retail Study identified scope for a medium sized convenience store, to be located in the town centre, over the Plan Period provided the allocation and commitments are implemented.

It supported the conclusions of the DTZ Debenham Thorpe study that there is scope for in the region of a further 5000sqm of comparison durable floorspace. Again it needs to be located in the town centre.

The study also identified scope for further bulk durable floorspace but did not specify a figure. It did, however, recommend that conditions should be imposed to prevent use for convenience shopping and to prevent subdivision for comparison durable shopping.

There are now two out of centre retail areas, Dunmail Park to the north, a department store, and to the west Derwent Howe, which includes two foodstores, DIY, motor vehicle service centre and bulk durable outlets. A further food outlet (3252 sq.m) to the west of the town centre is also trading and permission exists for two food stores at Mossbay Road, one of 930 sq.m and one of 1300 sq.m.
The issues which have been identified relating to the town centre are not all susceptible to strict land use policies and proposals. Many come under the heading of management and require co-ordination rather than formal policies or even new resources. Others such as traffic management may imply policies and proposals but more detailed study is required before such a formal step is taken. Accordingly whilst the objectives are defined quite widely the policies and proposals which follow must be seen as a part only of a co-ordinated long term strategy for the town centre.

The principal objectives are seen to be:-

- to secure the provision of off-street or on-street public parking facilities within or serving the town centre as part of a package of measures to maintain its economic vitality and viability without detriment to the safety and convenience of pedestrians and cyclists or to the amenity of surrounding residential areas. (See also paragraph 7.2.8).

- to seek the early implementation of traffic management measures which increase the convenience and safety of pedestrians in the central area and where appropriate on the major surrounding roads.

- to retain traditional buildings of quality and to seek their enhancement.

- to seek to enhance the environment through the implementation of appropriate landscaping schemes including public art.

- to seek co-ordinated maintenance and repair of public spaces, improving quality and appearance.

- to identify sites or buildings where new retail developments can occur within the limits set by the West Cumbria Retail Study.

- to seek to retain a significant element of food shopping in the town centre.

- to prevent the occurrence of continuous frontages of non-retail uses within the central area.

- to encourage appropriate additional uses or facilities, to increase town centre activity and vitality.

- to encourage development of new office and business uses in key frontages near the town centre.

- to encourage the re-use of upper floors for residential, office or business use.

- to create an environment within which people feel secure and that measures to reduce crime add to the attractiveness of the town centre.

The improvement of traffic flows in and around the town centre, of access to the centre and of conditions for pedestrians throughout the central area will require a careful balance of proposals, co-ordinated with the County Highway Authority over a sustained period.

Striking the right balance between the car, public transport and the pedestrian in the town centre will be difficult but success is vital to the overall aim. The policies and proposals which follow are intended to provide the essential policy framework for the achievement of a wide range of measures.

Policy WKTR3: The Council will approve relevant and suitable proposals to improve the safety and convenience of pedestrians and cyclists and those with a disability, throughout the town centre. This will be implemented as part of a coordinated programme of traffic control measures, with highway and footway redesign, in partnership with the County Highway Authority.
12.9.31 The range of measures envisaged may include pedestrian controlled crossings, wider footways and pedestrian priority areas. The Council as landowner will be in a position to implement some measures but will rely to a great extent on the County Council as highway authority for others. Such measures will need to take into account the parking needs in the town centre and be co-ordinated with landscaping proposals. To this end agreement on a management plan will be sought. Measures to encourage the use of alternatives to the private car are seen as contributing to the implementation of this policy in line with PPG13.

12.9.32 The Council will seek the early improvement of the A66/A596 and Jane Street/A596 junctions, so as to reduce congestion within the town centre. The junction improvements are essential to achieve the overall improvement of the trunk road network in the town and relate to a number of other measures including a by-pass of Stainburn. Implementation of these particular proposals need not await other, more complex ones. Design of the improvements will be expected to achieve an improvement in the access to the adjacent car parks. Some loss of parking spaces may be inevitable but this will be minimised and any reduction will be required to be compensated for by appropriate means.

**Policy WKTR4:** All new major developments in the town centre will need to show how they integrate with or provide for the needs of public transport, cyclists and pedestrians.

12.9.33 It is essential that the needs of public transport operators, taxis, cyclists and pedestrians are taken into account when determining planning applications. It is important to ensure that the opportunities for people to travel by these modes are extended in line with PPG13. There is no rigid definition of what constitutes major development but for the purposes of this policy the Council will assess the potential impact of individual proposals in determining whether they are major. The assessment will be based upon the number of people the development may attract, the travel movements it generates, existing and potential public transport links and the impact on car parking.

**Policy WKTR5:** The Local Planning Authority will approve appropriate proposals to incorporate pedestrian priority measures and associated parking and landscaping works in Murray Road, Workington.

12.9.34 The proposal will create a pedestrian-oriented environment by removing all non essential vehicular traffic. The proposed scheme would not prevent access by emergency and public service vehicles at all times, with restricted access for vehicles servicing shops and businesses in Murray Road where no rear servicing is possible. The Borough Council, with the County Council, will prepare a development brief for this project at the appropriate time.

12.9.35 The proposals will result in a pleasant and largely traffic-free environment which will complement the existing pedestrian-only areas in St John's Precinct and Pow Street.

12.9.36 A development brief will be prepared in consultation with the highway authority, local traders, the Chamber of Trade, the emergency services and the shopping public. The highway authority will be requested to promote the necessary traffic regulation orders at the appropriate stages.

**Policy WKTR6:** The Local Planning Authority will approve appropriate proposals to improve access by buses to the bus station at the junction of Oxford Street and Murray Road.

12.9.37 The local bus operator has expressed concern over the difficulty of service buses gaining access to or leaving the bus station resulting in delays to the services.

12.9.38 The Local Planning Authority will work with the bus operator and highway authority to achieve an improved access for buses in a way which enhances this part of the town centre.

**Policy WKTR7:** The Local Planning Authority will approve appropriate proposals to incorporate pedestrian priority measures and associated landscaping works in the Pow Street underpass, Workington.

12.9.39 SALP included a policy to provide a footpath through the underpass. Two pavements together with street lighting have been provided but the general environment requires further improvement.
Furthermore other proposals for Laundry Field and Brow Top car park (Policy WKRG3) would result in a significant increase in vehicle movements through the underpass. Removing non essential traffic and upgrading the environment will help the functioning of the town centre and alleviate the inevitable hazards where pedestrians and motorised vehicles meet.

Policy WKTR8: The Council will only approve the provision of additional off-street managed public parking spaces in convenient locations, where:

(i) provision of additional spaces lies within existing car parks through reorganisation;

(ii) new car parking and cycle spaces are included within appropriate new development, and are subject to acceptable management agreements;

(iii) pricing policy is reviewed.

12.9.40 The existing car park provision is seen to be inadequate in terms of capacity on a few busy shopping days and in terms of location. Scope for physical expansion is limited and that for new car parks in convenient locations is virtually non existent. The policy aims to integrate the provision of new car parking with new development, public transport and enhancement of the town centre. Whenever pricing policy is reviewed, the Council will ensure that there is adequate provision, in appropriate locations throughout the town centre, for short stay off-street parking.

Policy WKTR9: The Council will provide an increased number of designated spaces for people with a disability in public off street car parks.

12.9.41 The Council recognises the need to make adequate provision for people in possession of the 'orange badge' in locations most convenient to the town centre facilities. The scale and location of provision will be determined through discussion with local representative bodies.

Policy WKTR10: The Council will approve private car parks within the defined central area where:

(i) they are small in scale and cater only for essential users; and

(ii) they do not detract from the character and appearance of the surrounding area; and

(iii) they make appropriate provision for cycle parking.

12.9.42 For the purposes of this Policy, small scale is considered to be less than 10 parking spaces. Private car parks are seen to have a role in accommodating essential vehicles, those required for the operation of the business, but operator provision may lead to excessive traffic generation, the 'sterilisation' of areas of central area land and damage to visual amenity. Car parks for use shared with the public may be in line with this policy. The policy does not constrain the need to meet normal highway and vehicular access requirements.

Retailing

Policy WKRG1: Part of the Central Station car park and adjoining land is allocated for predominantly retail use, subject to:

(i) an adequate level of car and cycle parking being provided, available to the public and subject to a management regime either within the site or in the vicinity;

(ii) provision being made for leisure and informal facilities appropriate to the scale of development;
(iii) provision being made within the site or elsewhere on terms to be agreed with the Council, for the accommodation of the market;

(iv) retailing to be predominantly of comparison durable or food sector;

(v) provision being made for an appropriate vehicular access between the site and Harrington Road.

12.9.43 The Central Station site is in mixed ownership and mixed existing uses. It provides an opportunity adjacent to and on a level with the existing town centre to provide significant retail floorspace which will contribute to and enhance the built form of the town centre whilst increasing its retail attractiveness. Implementation is expected to be achieved by the private sector in partnership with the Council which has control over a significant part of the site. The Council will use its compulsory purchase powers to assemble the site if it proves necessary, to ensure early development of the site.

Policy WKRG2: Part of the Washington Street car park and part of Phase Two of St John’s Precinct is allocated for retail use subject to:-

(i) retailing to be predominantly for comparison durable goods;

(ii) the inclusion of other uses (commercial, cultural, leisure or residential) at upper storey level;

(iii) an adequate level of parking being provided, available to the public and subject to a management regime, either within the site or in the vicinity;

(iv) adequate provision being made for servicing; and

(v) the development being of a high quality design with attractive frontages to Washington Street and Jane Street.

12.9.44 The DTZ Debenham Thorpe study identified scope for a further 5000sq.m of comparison durable floorspace in the town centre. The Roger Tym study supported this approach in terms of maintaining retail activity in Workington town centre and also as a means of improving its overall image.

12.9.45 Redevelopment of the site may require relocation of the Co-op Superstore and the overall level of provision of shopping floorspace and other uses will depend on agreement as to the amount of car parking and service access which is required. The Council has prepared a development brief to give developers a lead in preparing schemes for the site.

Policy WKRG3: 2.04 Ha of land at Brow Top car park and Laundry Field is allocated for retail use for development in the period beyond 2001 subject to:-

(i) the retailing to be predominantly for convenience goods;

(ii) a new principal access road being provided along the line of the ‘Black Path’ either to the roundabout with the A597 or to the A596 at the foot of Hall Brow;

(iii) the level of car parking to be provided to take account of the existing public car parking, other developments in the town centre and the contents of a town centre strategy; and

(iv) the incorporation of the watercourse within the development in a way which enhances its visual amenity and nature conservation interest.
The Roger Tym study identifies the need for additional convenience goods in the town centre over the Plan Period up to 2006. The level of provision of one medium-sized unit, is based on the assumption that the Central Station allocation and a consent at Mossbay are implemented early in the Plan Period.

In the light of the sequential test requirement of PPG6 it is important that the Central Station site is developed in the early stages of the Plan Period. Once it is developed there will be no further opportunities within the defined town centre. Following the sequential approach this site on the edge of the town centre has been allocated for beyond 2001 as it is readily developable, is accessible to the primary road network and well-served by pedestrian and cycle routes.

Development of the site will need to be of very high quality, considering its location within the Derwent Valley, and proximity to the Brow Top Conservation Area and Workington Brewery Listed Building. The Council will prepare a development brief giving developers a lead in preparing schemes for the site.

A new access road may be required to serve the development and the revised car park. This could be provided along the 'Black Path'. The direction and specification to be agreed with the highway authority.

Enhancement of the underpass through to St John's Precinct is proposed under Policy WKTR7 to provide an attractive pedestrian link between the development and the town centre.

**Policy WKRG4:** The site of the Brewery is allocated for mixed uses viz commercial, residential, retail (subject to criteria below) and leisure and recreation subject to;

(i) the retention of traditional buildings on the site

(ii) adequate parking, appropriate for the uses approved and enhanced access to the town centre proper for pedestrians

(iii) provision of recreation facilities

(iv) retailing being of a small scale, of food or comparison durables, appropriate to the character of the site.

The Brewery has been redundant for a number of years and following the preparation of a development brief a number of proposals have been considered. A restaurant is in operation from part of the building whilst the most recent proposals relate to a nightclub, cocktail bar, restaurant, disco and fast food outlet. Implementation would leave the Listed Building with the cupolas and the level site at the eastern end for development.

The fact that much of the existing buildings are "listed" and their close relationship to the town centre make mixed use appropriate in terms of both scale and character. It is important that new uses are found for the Listed Buildings.

The adjoining cricket ground should be enhanced as part of the overall development proposal.

**Policy WKRG5:** The Council will exercise its powers so as to protect and enhance the architectural character and appearance of buildings felt to be worthy of special protection within the defined town centre.

The Council has identified a number of buildings with strong and attractive characters but which are unlisted or outside the Conservation Areas. These will receive special protection through the development control process and other measures will be used to encourage their enhancement.

**Policy WKRG6:** In considering applications for new development or alterations to existing buildings in the defined town centre, the Council will require a high standard of design both in the building and, where appropriate its setting. In appropriate cases the Council may require the provision of landscaped open space in the public domain.
12.9.55 There is a need to raise the quality of design in the town centre with particular attention paid to materials and the character of the building and its setting. This does not imply a standard design or a single, for instance, vernacular, character. The Council will seek good design which achieves balance in the components of the facade, uses good quality materials and appropriate levels of lighting and signage. Where alterations involve land adjacent to the building similar standards will apply to the treatment or enclosure to be carried out to that land. Where new development of a relevant scale is involved it may be appropriate in order to achieve the correct setting to seek landscaped open space on land owned by others on land adjacent or close to the development. This would be achieved through legal agreements.

**Policy WKRG7:** The Council will approve proposals which achieve an improvement in the appearance and in the maintenance of public areas within the town centre, directly or in consultation or partnership with others.

12.9.56 The public domain in the town centre leaves a lot to be desired from a visual point of view despite the significant expenditure on maintenance. The variety of agencies involved makes co-ordination difficult. The above policy sets a framework within which a comprehensive management and implementation plan, a town centre strategy, for paving, planting, lighting and other works can be sought. It is important that outside organisations (major retailers, Chamber of Trade, other private sector, police) are directly involved in the preparation and implementation of the strategy.

**Policy WKRG8:** The Council will approve appropriate proposals to maintain or enhance Workington Market through improvements to the site or its incorporation in a new equally convenient and appropriate site.

12.9.57 The market is seen as a valuable asset in attracting and retaining shoppers and recent environmental improvements have been carried out to assist its integration with the town centre. The present site is exposed and not inviting in inclement weather. Removal to the town centre proper could be difficult to achieve due to the space requirements of the existing market. Alternative provision, also achieving enhancement of the environment and the market is not, however, ruled out through for instance Policy WKRG1. Otherwise steps will be taken as resources permit, to enhance the existing site.

**Policy WKRG9:** The Council will approve applications for conversion of premises to A2 or B1 uses, subject to other policies of this Plan, in the following areas:

(i) nos 3 - 51 (inclusive) and no 4 to Park Lane, Oxford Street;
(ii) nos 21 - 45 (inclusive) Jane Street;
(iii) no 4 Wilson Street; and
(iv) nos 1 - 55a (inclusive) Washington Street and the petrol filling station.

12.9.58 Washington Street and Jane Street/Oxford Street are very busy thoroughfares. These discourage pedestrian movement across them and a number of properties are standing empty. It is considered that this policy will provide a specific location for these uses and find a new use for vacant properties.

**Policy WKRG10:** The area shown on the Proposals Map around Wilson Street, Washington Street (east) and Upper Jane Street (north) is allocated for mixed uses appropriate to a Conservation Area subject to other policies of this Local Plan.

12.9.59 Wilson Street and part of Upper Jane Street lay within the defined town centre in SALP. In view of recent proposals to convert shops to residential it is no longer appropriate to keep the area within the town centre. The new policy recognises that a number of uses may be acceptable. Issues such as traffic generation, quality of design and retention of existing features covered by other policies will be important.
MARYPORT RETAILING

12.10.1 Maryport performs the role of a service and retail centre. The shopping centre is focused on Senhouse Street with a secondary shopping area along Crosby Street as far as Kirkby Street including a cluster of shops around the crossroads of Wood Street and Crosby Street. Part of Curzon Street is an important shopping street following the move of the Co-op to the former bus station/ambulance station site.

12.10.2 Whilst the central shopping area of the town still presents a bustling image, there are a significant number of vacant properties at any given time. The retail market is fragile with competition from Workington in particular, making town centre food retailing marginal. The Retail Study (February 1996) confirmed the conclusions of the earlier report (1989) that around 50% of convenience expenditure from the town is spent in Workington.

12.10.3 Although the Retail Study is not positive about retailing in the town it is considered that there is scope for the town centre to retain a greater proportion of the available retail expenditure.

12.10.4 A planning permission for retailing next to Elizabeth Dock has expired. This leaves an opportunity for a food supermarket of a similar size on an appropriate site, preferably well related to the town centre. There may also be scope for bulk durable retailing in the town.

12.10.5 The general retailing policies set out previously are relevant to Maryport seeking to maintain the vitality and viability of the town centre and incorporating the sequential test.

Policy MRG1: 0.59 Ha of land at the junction of Jubilee Terrace (A596) and Ellenborough Place is allocated for a range of commercial uses including:-

(i) bulk durable retailing;

(ii) financial and professional services; and

(iii) business uses (B1)

Subject to other policies of this Local Plan.

12.10.6 This site occupies a prominent location on the trunk road (A596) and offers the opportunity for redevelopment for a range of uses or mixed use development.

Policy MRG2: The Council will approve proposals to maintain and enhance the market through site improvements. If, in future, the market is to be relocated, the Council will accept its incorporation in an equally convenient and practical site.

12.10.7 The market is seen as a valuable asset in attracting and retaining shoppers. Steps will be taken as resources permit to enhance the existing site. However, if, in consultation with the market traders it is decided to relocate it then it should be to a location which will enhance the town’s vitality and viability.

COCKERMOUTH RETAILING

12.11.1 The town is viewed as a prime location by retailers chiefly because per capita retail expenditure is high. This demand for shopping development is borne out by recent planning applications and the major local inquiry for retail use covering five sites in the town.

12.11.2 The Retail Study comments that the proposal for the auction mart site should be supported in line with PPG6. It is considered that this would meet the needs of the town for the Plan Period. The study also recommends that a site for bulk durable goods should be allocated.

12.11.3 The central shopping area is compact and easily defined, the primary streets being Main Street and Station Street which present a prosperous image. Market Place is also intrinsically a part of the central commercial area with its emphasis on specialist shopping, though recent years have seen an expansion of hotel and restaurant uses.
12.11.4 The general retailing policies set out previously are relevant to Cockermouth, seeking to maintain the vitality and viability of the town centre and incorporating the sequential test.

Policy CRG1: 1.18 Ha of land at the auction mart South Street, including Fairfield car park, is allocated for retailing subject to other policies of the Plan, in particular the conservation and traffic management policies.

12.11.5 Ideally the allocation would be available for convenience retailing and would be a prime location for a supermarket. However, if an alternative site for convenience retailing were to be granted permission, consideration could be given for high quality mixed retail use at this site. The existing mart buildings lie within the Conservation Area and will be expected to be retained unless a new scheme can show that it enhances the area's character and that the benefits outweigh any disadvantages.

12.11.6 Provision of retailing on this site will generate additional traffic movements. Any scheme will be expected to include appropriate traffic calming, access, junction improvement and pedestrian measures.

Policy CRG2: Within Market Place applications for appropriate retail, leisure or tourism-related uses will be approved subject to other policies of this Local Plan. Applications for further office use will be resisted.

12.11.7 Market Place is the home of the street market though its role as a shopping centre has been in decline for some years as the centre of gravity of the town centre has moved. Development of a new supermarket at the auction mart can be expected to reinforce this. The regeneration of Market Place is seen to be linked to tourism. The encouragement of a mixture of uses such as specialised shopping, cafes, restaurants and tourist-related facilities will promote this. Further office development in Market Place is not seen as supporting tourism and will be resisted unless vacant units are lying empty for long periods, due to their unsuitability for tourist related facilities. In Market Place therefore, Policy CRG2 will take precedence over Policy RG7.

12.11.8 The Council will maintain the street market and seek to enhance its situation through traffic management and improvements to the Market Place area. The market is seen as a valuable asset in attracting and retaining shoppers and tourists. Proposals for the enhancement of Market Place as part of the Conservation Area have been prepared in the past in conjunction with the highway authority. It is important that the traffic management and environmental improvements benefit the market traders and the shoppers including tourists, as well as the character of the Conservation Area.

12.12 WIGTON RETAILING

12.12.1 Wigton's major role is that of a service and retail centre for much of northern Allerdale. This role has continued to grow with occupation of some new units and Kwiksave in recent years. This does, however, mask the very significant trend in all retail sectors for much of the spending to take place in Carlisle.

12.12.2 The shopping centre is focused on High Street and King Street which present a bustling image, particularly on market days. It is unfortunate that heavy traffic heading for the motorway at Penrith still dominates King Street and High Street as do vehicles servicing the shops.

12.12.3 Wigton's role as a market town continues with the presence of an auction mart on the edge of the town centre. The presence of the mart helps retain one of the town's earliest historic roles and the trade the mart attracts helps to keep the other retail and service premises in the town centre vibrant.

12.12.4 The town also retains an indoor and adjacent outdoor market on High Street. These again give Wigton a good deal of its historic market town character.

12.12.5 The general retailing policies set out previously are relevant to Wigton, seeking to maintain the vitality and viability of the town centre and incorporating the sequential test.

12.12.6 In responding to the major retail allocation in the Carlisle Local Plan an examination of retail expenditure patterns showed a significant outflow to Carlisle. Relevant policies of this Plan aim to encourage provision of a further small to medium-sized foodstore to retain expenditure in the town.
In addition it is considered that the provision of bulk durable floorspace would assist this process.

**Policy WRG1:** 0.11 Ha of land (the former bus station) at King Street is allocated for mixed uses including:

(i) general retailing;

(ii) business uses (B1);

(iii) financial and professional services; and

(iv) residential use

**Subject to other policies of this Local Plan.**

The former bus station site lies within the defined town centre but in its present condition detracts from the attractiveness of the town centre and the character of the Conservation Area. Redevelopment of the site in a way which enhances both the town centre and the Conservation Area is essential.

Any residential units to be provided on the site must be above ground floor level. It is important to the town centre that ground floor uses contribute positively to the town's vitality and viability.

A development brief will be prepared for the site and will include the need to provide a lay-by on the King Street frontage to accommodate the requirements of local bus companies.

**SILLOTH RETAILING**

Silloth does not have any significant role other than as a local service centre because of the small size of the local population. Competition is mainly from Wigton and Carlisle. It has an adequate level of retail provision to fulfil its local service role, though it lacks an obvious specialist retailing sector which might contribute to leisure activity in the town.

The shopping centre is focused on Criffel Street, Eden Street and parts of Station Road and Wampool Street with the principal concentration around the junction of Criffel Street and Eden Street. Elsewhere the shops are quite dispersed.

The general retail policies set out previously are relevant to Silloth seeking to maintain the vitality and viability of the town centre and incorporating the sequential test.

**Policy SRG1:** The Council will approve an application for a street market within or on the edge of the defined town centre subject to:

(i) there being no adverse impact on the amenities of nearby residents;

(ii) there being no adverse impact on highway safety or traffic management; and

(iii) the market clearly supporting the vitality and viability of the town centre.

In recent times a market has operated in various locations in and around Silloth. The Council recognises the value of street markets to the economy of town centres and wishes to secure an appropriate site.

**ASPATRIA RETAILING**

Aspatria does not have a significant role other than as a local service centre because of the small size of the local population. Its position between Workington and Wigton and Carlisle means that its retail function has declined in recent years.
12.14.2 The lack of on-street parking, presence of heavy traffic and strung-out nature of the shops make shopping inconvenient compared with Wigton or Maryport. There is significant off-street car parking in the town though generally it is not conveniently located for the shops.

12.14.3 Certain of the general retail policies set out previously seeking to maintain the vitality and viability of town centres are relevant to Aspatria.

**Policy ARG1:**

0.1 Ha of land at the Queen Street car park is allocated primarily for retail use subject to other policies of this Local Plan and to:-

(i) the maintenance of an appropriate level of parking, available to the public and subject to a management regime, either within the site or in the vicinity;

(ii) provision being made within the site or in the vicinity to accommodate public toilet facilities on terms to be agreed with the Council; and

(iii) retailing to be predominantly of the food or comparison durable sectors.

12.14.4 The car park is a large one and is generally underused. A site on the frontage offers the opportunity within the fragmented shopping area to strengthen its retail function. In addition part of the site would be suitable for craft workshops preferably with retail frontages. A design brief has been prepared which includes a requirement that the existing public toilet block be incorporated or relocated within the scheme or nearby.

12.15 **RURAL AREAS RETAILING**

12.15.1 Village shops, sub-post offices, public houses, halls, churches and schools are particularly important to local residents, especially those without access to a car or those living in villages poorly served by public transport. For such people closure of individual facilities could result in real hardship and inconvenience.

12.15.2 The presence of these facilities in villages is also an important element in promoting a more sustainable settlement pattern and are the essential services for villages designated as Local Centres.

**Policy RRG1:**

Proposals for changes of use to, or new development for, village facilities eg shop, public house, village hall, church and school and their extension will be approved subject to other relevant policies of the Local Plan.

**Policy RRG2:**

Proposals for the change of use of existing village shops to non-retail uses or public houses to other uses will only be approved if it can be shown that appropriate alternative provision is made available in the village.

12.15.3 As with facilities in the towns of the Plan Area, the Local Authority has little direct influence over their retention. However, it is possible to resist changes of use as well as supporting the provision of new village facilities or extension of existing ones.

12.15.4 In addition, the mixed use of properties such as a house, pub or village hall to ensure retention of facilities will be encouraged. Exceptions to Policy RRG2 may be considered acceptable where the relevant village facility has been vacant for a significant length of time and has been extensively marketed as a facility at a realistic price and no reasonable offers have been refused.
13. **COASTAL ZONE**

13.1 **INTRODUCTION AND BACKGROUND**

13.1.1 The issue of global warming and the consequent anticipated rise in sea levels has led to an increased awareness of coastal matters. At the same time the recognition of environmental concerns and the impact of social and economic activities have highlighted the need for a policy framework.

13.1.2 The Government’s response has included publication of Planning Policy Guidance No 20: “Coastal Planning” (PPG20). This recognises the very varied nature of the character of the coast and identifies the various designations at international and national level, which apply.

13.1.3 The PPG refers to the identification of a Coastal Zone. It recognises that the Zone needs to be related to local circumstances and the key coast-related planning issues. As well as including the shore area the Zone should also relate to inland activities which affect it.

13.1.4 In support of this, Structure Plan Policy 11 relates to the Solway Coast AONB whilst Policy 22 refers to the potential for pollution of the coast.

13.1.5 This Plan defines the Coastal Zone as extending from the mean low water mark to include the AONB, the Hadrian’s Wall World Heritage Site and the parishes of Maryport, Seaton and Workington.

13.2 **DESCRIPTION OF THE COASTAL ZONE**

13.2.1 Allerdale’s coastline is some 70km in length extending from Harrington Parks in the south to Easton in the north. It changes from sandstone rock cliffs overlain by slag around Workington through a dune system of varying viability to estuarial mudflat and salt marsh in the north. There is a strong littoral drift and the coastline responds to scouring and deposition with a few places of significant retreat.

13.2.2 The principal settlements on the coast are Workington, Seaton, Maryport and Silloth with the stretch between Siddick and Flimby being partly developed.

13.2.3 A number of villages lie on the coast at Allonby, Mawbray, Beckfoot, Blitterlees, Skinburness, Anthorn, Bowness-on-Solway and Port Carlisle.

13.2.4 The area to the north of Maryport is designated as an Area of Outstanding Natural Beauty (AONB) excluding the town of Silloth. The AONB is less than 1km in depth except where it includes the Bowness peninsular. The inner Solway Firth is designated as a Ramsar site and Special Protection Area and there are a number of Sites of Special Scientific Interest.

13.2.5 Workington has a general port dealing in chemicals, some steel products, scrap metal and oil. Maryport has a small fishing fleet and a marina. Silloth is used to import grain products for local use. All are closed by the tide and require dredging to remain operational.

13.2.6 Between Maryport and Silloth tourism is a significant factor in terms of holiday accommodation and day visitors with visitor pressure being concentrated in a small number of places. North east of Silloth the natural and archaeological heritage dominate the interest.

13.2.7 Much of the Coastal Zone is flat with significant potential for wind energy development. However, much of the Zone lies within the AONB and has high landscape quality and nature conservation interest. The section on Renewable Energy, specifically Policy RE2, deals with wind energy proposals.

13.2.8 Exploration for oil or gas is continuing in the Solway Firth, whilst mining companies are showing interest in opencast coal mining. Much of this activity lies outside the Coastal Zone and any related application would be a County Matter and determined by the County Planning Authority.

13.3 **MANAGEMENT PLANS FOR THE SOLWAY**

13.3.1 The Solway Firth and its fringes, including this Coastal Zone and the AONB, is subject to a complex array of economic, social and environmental factors outside the land use planning system.
The Solway Firth Partnership published the Solway Firth Strategy in July 1998, a management plan for the whole of the Solway, whilst the Solway Rural Initiative published the Solway Coast AONB Management Plan in October 1998. The St Bees Head to River Sark, Scottish Border Shoreline Management Plan recognising the natural processes at work, is also under preparation.

It is essential that the overall strategy of the Local Plan and the management plans is consistent. The emphasis of the Solway Firth and AONB Management Plans is on protecting the landscape and natural environment whilst recognising the economic and social needs of the local communities.

The strategy for the Local Plan is similar and policies for the Coastal Zone generally, will support proposals which result from or are in accordance with approved management plans.

The principal features affecting the coast are the nature conservation and archaeological heritage of the AONB and the Hadrian's Wall World Heritage Site and the built up area extending from Maryport through to Harrington Parks. These, together with the Mean Low Water Mark and enclosed tidal waters, have been used to define the boundary of the Coastal Zone.

13.4 COASTAL ZONE OBJECTIVES

- Balance the range of economic and social activities which require coastal locations against the need to protect and enhance the natural and historic landscapes and habitats.

- New development is to be located in or adjacent to existing settlements where there is no present risk of flooding and it would not lead to flooding elsewhere.

- New development outside the Coastal Zone should not increase the risk of flooding within it.

- Hard sea defence works should only be provided where the implications for other parts of the coastline and its nature conservation interest including its role as a wildlife corridor is understood.

- Development within the Coastal Zone should be located so as to avoid damaging the sensitive environments and links between them and the landscape quality of the different parts.

- Development outside the Zone should not affect adversely the nature or marine conservation interests within it.

- Development on the coast, within the coastal area or outside the Zone which is likely to impact on the coastal area or the marine environment should be strictly controlled.

13.5 DEVELOPMENT AFFECTING THE COASTAL ZONE

Policy CZ1: Development requiring a coastal location will be located in the developed parts of the Zone, that is within the defined development limits subject to other relevant policies of this Local Plan.

Policy CZ2: New development is to be sited in locations where:-

(i) there is no present flooding from the sea or watercourse; and

(ii) it would not lead to flooding elsewhere;

Policy CZ3: New development outside the Coastal Zone should not increase the risk of flooding within the Zone.
13.5.2 The risk of flooding arises along low lying sections of the coast and to a lesser degree adjacent to the principal rivers in the Zone. The government’s Circular 30/92 and report on climate change identify the need to take account of the risk of flooding including the risk of inundation by the sea.

**Policy CZ4:** Coast protection, sea defence, sewage disposal, highway improvement and other works requiring planning permission will only be approved where:

(i) it is compatible with the objectives of the AONB;

(ii) it is compatible with the general landscape and nature conservation interests of the defined Coastal Zone; and

(iii) the carrying out of works will not lead to an increase in the risk of inundation, flooding or erosion elsewhere within the Coastal Zone.

13.5.3 This policy seeks to maintain the environmental quality of the coastal area within and outside the AONB by requiring high standards of design and sensitive treatment of development proposals.

13.5.4 The Coastal Zone supports several special habitats of particular flowers or animals which, whilst not being sufficiently important to warrant formal designation as Sites of Special Scientific Interest, are of local importance. These are in addition to the sections of coastline designated as an SSSI.

13.5.5 In addition to the environmental considerations the carrying out of works at one point will be likely to have an impact on other parts of the coastline. Both factors will be taken into account in determining any planning application in order that damage can be avoided.

**Policy CZ5:** Development of allocated sites and other major schemes within the Coastal Zone will be required to show that:-

(i) there is no risk of pollution to tidal river sections or the sea;

(ii) any effluent will not have an adverse impact on fish or shellfish or any other parts of the marine environment;

13.5.6 The Solway Firth is important to the local economy through the local fishing and shell-fishing industries and as a focus for tourism holidays and day visitors. It is also important as a major focus for nature conservation. It is important that new developments do not lead to any pollution which adversely affects these factors.

13.5.7 There is scope within and outside the Zone for mineral extraction especially for opencast coal and sand and gravel. In addition exploration is underway for oil and gas which may require on-shore facilities.

13.5.8 The implications of these activities for the Coastal Zone could be significant and it is important that these are addressed by the County Planning Authority as minerals planning authority. During the statutory consultation process, this authority will recommend to the minerals planning authority that proposals for mineral exploration or extraction, whether within the Coastal Zone or outside it, shall not result in pollution of or other detriment to the Coastal Zone.
APPENDIX I

LIST OF RELEVANT POLICIES FROM THE CUMBRIA AND LAKE DISTRICT JOINT STRUCTURE PLAN (1991-2006)

Policy 1 – Development and the Environment

New development will be provided, mainly in the towns, to meet the social and economic needs of the County’s population, but in a manner which, through appropriate location, scale, design or use, does not diminish the quality of the environment within the County or beyond, or for future generations.

Policy 2 – Conserving the Natural and Built Environment

The County’s scenic beauty, natural resources and the quality of its built environment will be protected from inappropriate development, especially those areas and features of international or national conservation importance where harmful development will not be permitted.

Policy 3 – Maintaining Rural Communities

The diversification of the rural economy and the maintenance of the vitality of rural life will be assisted through a favourable response to developments which provide local benefits and are sensitive to the local environment.

Policy 4 – Environment in Towns

The quality of the environment within and around towns will be upgraded for the benefit of residents, visitors and the local economy by high standards of design for new development, by improvements to existing buildings, ground surfaces and spaces, and by measures to reduce the impact of traffic.

Policy 8 – Furness and West Cumbria

Furness and West Cumbria’s economic problems will be addressed through an enhanced priority to refurbishment of the town centres, environmental improvements, new industrial site development, tourism projects and improvements in road and rail communications.

Policy 9 – Inter Urban Transport

Inter urban communications will be improved by upgrading the road network to meet economic development needs and to bring environmental benefits to by-passed towns and by encouraging the movement of passengers by bus and rail and bulk commodities by rail to reduce the environmental impact of road traffic. New road building, or significant upgrading of existing roads, affecting areas and features of international and national conservation importance will only be carried out in exceptional circumstances.

Policy 10 – Tourism Development

The future development of tourism should normally be based on visitor’s enjoyment and understanding of the County’s distinctive scenic, cultural and historic character. Development will be encouraged where it would help meet a particular economic need, but will not be allowed to prejudice the County’s environmental quality. To protect the intrinsic qualities of the National Parks, the growth of tourism should be restrained and future development should not conflict with their quiet enjoyment.

Policy 11 – Landscapes of National Importance

Development and other land use changes detrimental to the present characteristics and qualities of the landscape of the National Parks, AONBs and the Heritage Coast will not normally be permitted. Particular regard will be paid to the protection and enhancement of undeveloped open countryside and coast, the lakes and other sensitive locations, and in addition in National Parks the character of land identified on Section 3 Conservation Maps. Development required to meet local infrastructure needs which cannot be located elsewhere, will normally be permitted provided it is sited to minimise environmental impacts and meets high standards of design.
**Policy 12 – Landscapes of County Importance**

Development and other land use changes detrimental to the distinctive character of designated County Landscapes, will not normally be permitted. Development required to meet local infrastructure needs which cannot be located elsewhere, will normally be permitted, provided it is sited to minimise environmental impacts and meets high standards of design.

**Policy 13 – The Rest of the Countryside**

In the areas not covered by Policies 11 and 12, development will normally be permitted which in its use, siting, scale and design is well related to existing developed areas of the countryside and does not harm distinctive features of local landscape significance. In the undeveloped open countryside development will not normally be permitted except when it is required to meet local infrastructure needs which cannot be located elsewhere, and provided it is sited to minimise environmental impacts and meets high standards of design.

**Policy 14 – Coalescence of Settlements**

Development will not normally be permitted which would result in an unacceptable reduction in the separation of towns and their surrounding settlements.

**Policy 15 – Landscape Enhancement**

Measures encouraging enhancement of landscapes, their wildlife and historic features will normally be supported.

**Policy 16 – New Forests and Woodlands**

Within the National Parks and AONBs additional plantations and woodlands will normally be acceptable where they will enhance the characteristic landscape beauty of the area and not prejudice conservation and public access. Wherever appropriate and feasible schemes should be designed to achieve a final hardwood crop. Elsewhere in Cumbria, forests, plantations and woodlands will normally be acceptable where there is no material conflict with agriculture, landscape, historic features, conservation and public access, and should usually provide positive benefits to these interests.

**Policy 17 – Nature Conservation Interests**

Development and other land use changes which are detrimental to important nature conservation interests will not be permitted unless the harm caused to the value of those interests is clearly outweighed by the need for the development. Where development is permitted the loss of conservation interest should, where practicable, be minimised.

**Policy 18 – Nature Conservation Interests of International Importance**

Development and other land use changes which are detrimental to nature conservation interests of international importance will not normally be permitted. Exceptions will be made only:

a. where an overriding public interest can be demonstrated to outweigh the international conservation interest, and
b. where the need for the development or land use change cannot be met in other locations where they would be less damaging or by reasonable alternative means.

**Policy 19 – Agricultural Land**

The best and most versatile agricultural land will normally be protected from development.

**Policy 20 – Mineral Resources**

Development will not be permitted which, through emissions to land, water or the atmosphere or by noise, vibration or risk of accident, exposes workers or the public to undue hazards, nuisance or has an effect on health, or has a significant adverse effect on the natural environment.
Policy 22 – Water Pollution

Development and other land use changes will not be permitted which results in the discharge of inadequately treated sewage or effluents which have a damaging impact on the water quality of water courses, groundwater, lakes or sea.

Policy 23 – Development of Unstable or Contaminated Land

Proposals for the development of potentially unstable or contaminated land will normally not be considered without a satisfactory site investigation and appropriate measures to remedy any identified hazards.

Policy 24 – Flood Risk

The erection of buildings or the raising of land, will not normally be permitted where there would be a direct risk from erosion or flooding, or be likely to increase the risk of flooding elsewhere.

Policy 25 – The Quality of Development

The siting, appearance and landscaping of all new development and alterations should aim to enhance the quality of the existing environment. It should be in keeping with the local character of the townscape or landscape, be well integrated with the existing pattern of surrounding land uses and, where appropriate, be in keeping with the local vernacular tradition. Normally development should make proper provision for access by disabled persons.

Policy 26 – Sites and Buildings of Architectural, Historic or Archaeological Importance

Development and other land use changes which fail to preserve or enhance the character or appearance of Conservation Areas or which damage, obscure or remove important archaeological sites or other historic features, or are detrimental to the character or setting of a Listed Building or Ancient Monument will not normally be permitted.

Policy 27 – Open Spaces

Areas of public and private open space or other amenity land which contribute to the quality of the built environment will normally be protected from development.

Policy 28 – Derelict and Run-Down Land

Proposals for the reuse or improvement of derelict land or other unsightly or contaminated areas will normally be encouraged, and, where appropriate, proposals for development or the use of land for amenity, nature conservation, or other socially beneficial purposes will normally be permitted.

Policy 29 – The Urban Fringe

The urban fringes, particularly in West Cumbria and Furness, will be upgraded through improvements to the landscape, wildlife habitats and public access and where appropriate by proposals for well designed woodlands, plantations and forests.

Policy 30 – The Scale of Housing Development

Land will be made available outside the National Parks for the following scale of housing development between 1991 and 2006.

<table>
<thead>
<tr>
<th>Dwellings</th>
<th>Dwellings</th>
<th>Dwellings</th>
</tr>
</thead>
<tbody>
<tr>
<td>Allerdale</td>
<td>about 5000</td>
<td>Barrow</td>
</tr>
<tr>
<td>Copeland</td>
<td>about 4000</td>
<td>Eden</td>
</tr>
</tbody>
</table>

Policy 31 – Five Year Supply of Housing Land

Sufficient housing land should be provided to ensure that, at any one time, there exists at least a five year supply of readily available land capable of accommodating building at a rate which will keep the supply of dwellings in line with the housing requirement for each district as set out in Policy 30.
Policy 32 – Land for Affordable Housing on Large Sites

On large housing developments some provision should normally be made through negotiation for affordable housing to meet proven local needs.

Policy 33 – Range of Employment Sites

Sufficient employment land will be provided to ensure that in each district, subject to Policies 39 and 41 there exists at any one time a minimum of a five year supply of readily available land in each of the following market sectors:
  i. Business Park
  ii. Strategic Employment Site
  iii. Local Employment Site

Policy 34 – Protection of Employment Sites and Buildings

Permission will not normally be given for the redevelopment or use for other purposes of employment sites or buildings which already exist or are identified in local plans.

Policy 35 – Expansion of Existing Industrial Premises

Expansion of existing industry on to land adjacent to existing industrial premises will normally be permitted subject to appropriate safeguarding of amenity, public safety and the environment.

Policy 36 – Development and Infrastructure

Development will not normally be permitted where there is insufficient capacity in the service or transport infrastructure. Permission may be granted where satisfactory improvements can be made at the developer’s expense.

Policy 37 – Employment Development in Rural Towns

Employment land to meet local employment needs and to encourage the diversification of the rural economy should normally be available within or adjacent to all rural towns and be in sympathy with their scale and character.

Policy 38 – Employment Development in Rural Areas

In rural areas, the development or conversion of premises for small scale employment uses will normally be permitted, except where there is a damaging impact on the local environment or in the case of new development where the proposal is in the undeveloped open countryside.

Policy 40 – Housing in Rural Settlements outside the National Parks and AONBs

In rural settlements outside the National Parks and AONBs, housing development will normally be permitted, especially where it would help to sustain the existing local community, and provided it is in sympathy with the scale and character of the existing settlement. Outside rural settlements, new dwellings will normally only be permitted for those engaged in agriculture where such a dwelling is essential for the working of the farm.

Policy 41 – Housing and Employment Developments in AONBs

Housing and employment development within AONBs will normally be permitted provided it is:
  i. small in scale and compatible with the needs of local communities, and
  ii. within or immediately adjacent to existing settlements, except where essential for the working of a farm or involving a conversion of a traditional building for employment uses,
  iii. in sympathy with the character of the settlement and maintains the natural beauty of the landscape.

Policy 44 – Exceptional Permission for Affordable Housing

The small scale development of affordable housing to meet proven local housing needs may be permitted as an exception to normal planning policies. Adequate arrangements for the management of the development must have been made to ensure that the houses remain available on an affordable basis for local needs in perpetuity.
Policy 45 – Major Town Centres

The long-term viability and vitality of the major town centres of Carlisle, Workington, Whitehaven, Barrow-in-Furness, Kendal and Penrith will be secured through the promotion and favourable consideration of proposals:

i. for new and redeveloped shopping floorspace, especially for comparison durable goods,

ii. for new professional, finance, leisure and tourism services and facilities,

iii. which create a safer and more attractive environment where pedestrians and cyclists have priority,

iv. which improve access by public transport, provide delivery facilities and appropriate car parking, and

v. which enhance the appearance and distinctive character of the centre.

Policy 46 – Other Town Centres

In the centres of smaller towns and secondary shopping centres development will normally be permitted where it is appropriate to the scale and character of the local centre. A safer and more attractive environment will be provided for local residents, shoppers and visitors by the introduction of pedestrian areas, improved traffic management, appropriate car parking and delivery facilities.

Policy 47 – Traffic Management and Public Transport

In towns the adverse impact of traffic on the environment and on amenity will be reduced through the introduction or extension of measures to reduce, restrict and control traffic, including traffic calming, and by giving higher priority to public transport, the pedestrian and the cyclist, while respecting the need for access by disabled persons.

Policy 48 – Road Improvements in Towns

New road building and other road improvements will not normally be undertaken in or around towns except where essential for new development, in the interests of road safety or to secure significant environmental benefits.

Policy 49 – Large Retail Stores

Large stores and retail warehouse proposals with large adjacent customer car parks will only be permitted where:

i. they have an essential requirement to transfer bulky customer loads from store to car, and

ii. they are located within or on the periphery of towns and are widely accessible by public transport, and

iii. they are of a scale which will not seriously affect the viability, vitality or regeneration of any town centre, and

iv. they are situated where additional traffic can be satisfactorily accommodated within the surrounding road network, and

v. they will not harm the visual character of the area or the amenities of adjoining land uses.

Policy 50 – Tourism and National Parks

Tourism development within or affecting the National Parks will only be permitted when it does not conflict with the quiet enjoyment of the area, is of a character and scale which respects the quality of the environment and does not introduce inappropriate activities or significant additional numbers of visitors likely to have an adverse impact on the site or surrounding area. In particular:

i. major new proposals for additional holiday accommodation and for tourist attractions unrelated to the purpose for which the Parks are designated will not normally be permitted;

ii. the quieter areas and particularly sensitive localities of the Parks will be protected from development and increases in use which would be detrimental to their special qualities;

iii. development to cater solely for peak recreational demands, or which has a material adverse effect on quieter periods by virtue of its physical impact or the additional use it generates will not normally be permitted.

Policy 52 – Tourism Outside National Parks

Tourism development will normally be favourably considered outside National Parks, especially where there is a need to diversify the local economy and the development would benefit the local community. Any development should in its nature, siting, scale and design:

i. be sensitive to the character of the surrounding landscape or townscape, and to other important areas or features of conservation value, and

ii. have no significant adverse impact on the amenities and character of nearby communities, and

iii. not create undue nuisance from traffic, especially on quiet, rural roads, and

iv. within AONBs give special consideration to the conservation of their natural beauty.
Policy 53 – Providing Playing Space

Recreation land and facilities will normally be:
i. provided to an appropriate standard in new residential development and in areas where shortfalls exist;
ii. protected from development in areas where a shortfall can be demonstrated.

Policy 54 – Major Projects

Major developments which are more national than local in character and have significant environment effects will only be permitted where:
i. the sum of national, regional and local benefits is shown to clearly outweigh any harm or risks to the local or wider environment, and
ii. the proposed scheme will be carried out in such a manner as to cause the least practicable harm, and
iii. direct and indirect adverse impacts during construction and during operation (including those from the winning and working of construction materials, the disposal of waste and their transportation) are minimised, and
iv. they do not harm areas or features of international or national conservation importance except where it can be demonstrated that the value of the benefits that would arise clearly outweigh the international or national conservation value of the interest affected, and in addition:
   • in National Parks a case can be made in the national interest and all reasonable alternative locations and methods of satisfying the need have been explored and shown to be unacceptable;
   • in AONBs a case can be made in the national interest and all reasonable alternative locations have been explored and shown to be unacceptable.

Policy 55 – Fossil Fuel and Nuclear Power Stations

The development of new fossil fuel or nuclear power generation capacity in or affecting Cumbria will not be supported unless:
i. it is not within or adversely affecting an area or feature of international or national conservation importance, and
ii. consequential impacts from the development, including those from new or reinforced overhead lines are considered alongside the proposal and found to be acceptable, and
iii. any adverse consequences for the local, national and global environment are outweighed by the benefits arising from the contribution to meeting national energy requirements, and
iv. environmental emission standards, safety and security are ensured in consultation with the regulators, and
v. any proposal for a new nuclear power station identifies acceptable principles for decommissioning and site restoration.

Policy 56 – Renewable Energy Proposals

Renewable energy developments which will have no significant adverse impact on the environment, landscape or local communities will normally be permitted.

Renewable energy developments which will have significant adverse impacts will only be permitted if this impact is outweighed by the energy contribution and other benefits including reducing pollution.

Large scale proposals for renewable energy developments within or affecting the National Parks and other areas and features of international or national conservation importance will be considered under Policy 54.

Any proposal for a tidal barrage will only be acceptable if it can be demonstrated that there are such substantial economic or other benefits that they clearly outweigh damage to internationally or nationally designated habitats and to the landscape of the affected estuary.

Policy 57 – Nuclear Waste Reprocessing and Disposal

It is the policy of the County Council that any new development concerned with the reprocessing, storage or final disposal of nuclear waste will not be permitted unless:
i. in the case of applications which must be accompanied by an Environmental Statement, due consideration is given to alternative locations and the site is suitable for the use proposed, and
ii. safety, security and the environmental consequences have been fully examined and shown to be acceptable, and
iii. infrastructure exists or will be provided to meet the requirements of the project having regard to the needs of the site as a whole. Where new or improved communications are required they should be in place for both the construction and operational phases of the project, and
iv. there is no adverse impact on the social and economic well being of West Cumbria and the Lake District National Park, and  
v. it is located on land in the vicinity of the existing Sellafield licensed site or, where related directly to the disposal of low level waste, within the Drigg licensed site, and  
vi. harm to the visual character and amenity of the area is minimised, and  
vii. the proposals identify acceptable principles for decommissioning and site restoration.

**Policy 58 – Extraction of Minerals**

Land will be made available outside National Parks and AONBs for mineral working to maintain an adequate supply of minerals to contribute to local, regional and national needs, taking into account the opportunities for the use of waste materials as a practicable alternative. Planning permission for mineral extraction will not be granted where there would be a significant adverse effect on local communities and the environment. For non-energy minerals the need for the mineral will also normally be considered. For aggregates a landbank of permitted reserves will be maintained for the whole County in accordance with national guidance and the advice of the Northern Region Working Party on Aggregates unless exceptional circumstances prevail.

**Policy 59 – Mining and Quarrying in National Parks and AONBs**

In National Parks and AONBs proposals for the development of new mines or quarries will be considered under Policy 54. Expansion of existing facilities or reworking of spoil will only be permitted where it is clear the development can be achieved without adverse impacts on the landscape or surrounding area and there are demonstrable benefits arising from the continued working. In any developments the production of waste should be minimised, and that produce dealt with in an environmentally acceptable manner.

**Policy 60 – Disposal of Waste**

Adequate sites should be provided for the disposal of wastes arising within the County. Planning permission for waste disposal facilities will not be granted where the proposal has adverse effects on local communities or on the environment, or where the infill and restoration of existing sites would be seriously prejudiced.

**Policy 61 – Recycling of Waste**

Proposals for developments which minimise waste production or which recycle, reuse or otherwise utilise waste materials will be favourably considered in appropriate locations subject to the criteria in Policy 60.

**Policy 62 – Restoration of Minerals and Waste Disposal Sites**

Strict conditions will be imposed on all permissions for mineral extraction and waste disposal to ensure their full restoration to an acceptable use. A progressive scheme to restore land at the earliest opportunity will be required wherever practicable. The creation of diverse and attractive landscapes, including water areas and woodland to enhance nature conservation and recreation interest will be favourably considered.

**Policy 63 – Inter-Urban Roads**

Key routes which provide for long distance inter-urban road transport should be improved by the year 2006. The improvement of each route should be comprehensively planned and rigorously assessed against the environmental and other relevant policies in the Plan. The key routes to be improved are:
- Between the M6 and the West Cumbria and Furness areas  
  (A590, A66, A595/A596/A5092)  
- Between Cumbria and the North East and West Yorkshire  
  (A66, A69, A65)  
- Between Cumbria and Scotland  
  (A74, A7)

**Policy 64 – Major Road Construction Programme**

It is the policy of the Department of Transport and the County Council that during the first part of the Plan period a programme of major road improvement schemes (as detailed in Schedule 2 of this Plan) is expected to be constructed. Where and when known the lines of routes will be safeguarded from development.
Policy 65 – Design of New Roads

New and improved roads will be integrated into their surroundings by means of:
i. a choice of route which minimises the impact on the environment and property, and
ii. a standard of design appropriate to the principal function and environment of the road in question, and
iii. the use of materials and planting appropriate to the character of the surrounding area, and
iv. keeping permanent land take to the minimum consistent with good landscape design.

Policy 66 – Roads in National Parks and AONBs

In the National Parks and AONBs:
i. all roadworks will be undertaken with full regard to the importance of the environment of the National Parks and AONBs and in sympathy with the character of the area through which the road passes;
ii. the character of unimproved roads within the National Parks and AONBs will be retained subject to the need to address significant road safety hazards;
iii. the creation of new roads or the upgrading of existing roads will not be permitted unless it is shown that it is a compelling need which cannot be met by reasonable alternatives.

Policy 67 – Roadside Service Facilities

Roadside service facilities on the Primary Road Network will normally be permitted where:
i. they are outside the National Parks and AONBs and
ii. they are complementary to existing on-route facilities and those in bypassed settlements on the route, and
iii. they are spaced at appropriate intervals along each route, and
iv. they do not harm local amenity or environment or the visual character of the area.

Policy 68 – Port and Airport Facilities

Development proposals which enhance the viability of ports and airports in the County will normally be permitted. Improvements will be made to road access, particularly to the ports of Workington and Barrow-in-Furness and to Carlisle airport.

Policy 69 – Public Passenger Transport

Long distance and commuter passenger flows should be handled by rail and road public transport services wherever possible and appropriate in order to minimise growth in road traffic. The transfer of traffic to and between these modes will be encouraged by supporting proposals for improved services, infrastructure and passenger facilities and for more and better interchange arrangements.

Policy 70 – Rail Freight

Large flows of bulk commodities and all dangerous materials should be transported by rail wherever possible in order to reduce the growth in heavy goods haulage by road and to reduce the possibility of serious damage to the environment. Steps to facilitate this should include:
i. the location of new development generating such movements on sites where this traffic can be handled by rail freight services, and
ii. the favourable consideration of proposals for interchange facilities between road and rail and for the rail freight servicing of existing industry.
1. **SUSTAINABILITY APPRAISAL**

1.0 **INTRODUCTION**

1.0.1 The DETR requires Local Planning Authorities to produce an environmental appraisal of their development plan, as set out by paragraph 6.25 of Planning Policy Guidance Note 12 “Development Plans and Regional Planning Guidance” (1993). The DoE’s “Environmental Appraisal of Development Plans – A Good Practice Guide” elaborates on the methodology of undertaking the appraisal.

1.0.2 Since 1993, plan appraisal techniques have moved forward to place more emphasis on sustainability, hence this ‘Sustainability Appraisal’ differs from the Deposit Local Plan’s ‘Environmental Appraisal’, as it compares Plan policies against a list of stock (sustainability indicators) based on sustainable principles rather than just environmental indicators.

1.1 **METHODOLOGY**

1.1.1 The appraisal helps in the early identification of those policy areas where mitigating measures may be required to reduce any negative aspects associated with the Local Plan and assists in determining priorities for areas where further research and investigation may be required. Policy appraisal should be an ongoing process, conducted as plans, policies and proposals are being drawn up, and it will ultimately form the basis for this Plan’s review.

1.1.1 In carrying out the appraisal, sustainability indicators were derived from the Good Practice Guide and fall into three main categories:

- Global Sustainability
- Natural Resources
- Quality of Life and Local Environment

Sub-criteria falling within these groups were used for the appraisal as outlined in Table 1 and 3 below.

1.1.2 Each major policy area by topic was systematically assessed against the sustainability indicators to determine their relative impact, i.e., whether policies have a positive, negative, neutral or uncertain effect on sustainable development. The results of the Policy Impact Matrix are summarised in Table 2 of this Appendix.

1.1.3 It is important to recognise that Allerdale is a large rural authority within which public transport is limited principally to the urban centres and along the main roads and where the annual land-take is comparatively small. The Local Plan has been produced, therefore, in a way which seeks to concentrate the major developments in the principal centres whilst at the same time supporting the rural communities. In doing so it is possible largely to avoid conflict with sustainability indicators.

1.1.4 In certain policy areas, particularly housing allocations, a general appraisal has been carried out. However, the terms of development briefs, which are intended to be produced could lessen the impact to a significant degree. It is intended that such briefs would operate to secure beneficial impacts so far as is possible.

1.1.5 In undertaking the appraisal it is recognised that almost any form of development is likely to generate traffic and take up additional land and resources. The overall approach adopted, therefore, seeks to meet the needs of the local people in the most sustainable way possible. The appraisal, therefore, takes a very cautious approach to assessing the likely impacts.

1.2 **CHARACTERISING SUSTAINABILITY INDICATORS**

1.2.1 Allerdale’s sustainability indicators can be characterised under three main categories and twenty subcategories as identified in Table 1 overleaf. Table 1 also identifies the range of relevant issues considered in completing the Policy Impact Matrix, i.e., those issues that could be affected through implementation of development plan policies.
### Table 1. Characterising Sustainability Indicators

#### GLOBAL SUSTAINABILITY

<table>
<thead>
<tr>
<th>FACTOR</th>
<th>RANGE OF RELEVANT ISSUES TO CONSIDER ie POLICY IMPACT ON:</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Biodiversity</strong></td>
<td>• Designated sites such as SPA, SSSI’s, NNR, LNR’s and Candidate SAC</td>
</tr>
<tr>
<td></td>
<td>• Other important wildlife habitats</td>
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<td></td>
<td>• Wildlife habitat retention and creation ie corridors, green wedges</td>
</tr>
<tr>
<td></td>
<td>• Diversity of wildlife and eco-systems</td>
</tr>
<tr>
<td><strong>Movement</strong></td>
<td>• The need to travel and ease of movement</td>
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<tr>
<td></td>
<td>• The number and length of trips</td>
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<tr>
<td></td>
<td>• Car speeds and traffic congestion</td>
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<td></td>
<td>• Accident/accident risk</td>
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<td></td>
<td>• Transport related CO2 emissions</td>
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<td></td>
<td>• Freight transfer to rail/water</td>
</tr>
<tr>
<td></td>
<td>• Proportion of road space allocated to cars, public transport, cycles &amp; walkers</td>
</tr>
<tr>
<td><strong>Transport</strong></td>
<td>• The use of the private car</td>
</tr>
<tr>
<td><strong>Mode</strong></td>
<td>• Quality of public transport and extent of network</td>
</tr>
<tr>
<td></td>
<td>• The use of public transport</td>
</tr>
<tr>
<td></td>
<td>• Quality of facilities for cyclists/pedestrians</td>
</tr>
<tr>
<td></td>
<td>• The amount people cycle/walk</td>
</tr>
<tr>
<td><strong>Total Energy</strong></td>
<td>• Efficiency of use</td>
</tr>
<tr>
<td><strong>Use</strong></td>
<td>• Use of fossil fuels</td>
</tr>
<tr>
<td></td>
<td>• Need to use energy</td>
</tr>
<tr>
<td></td>
<td>• Optimum layout and location of development</td>
</tr>
<tr>
<td></td>
<td>• Combined Heat &amp; Power potential</td>
</tr>
<tr>
<td></td>
<td>• Use of renewable energy</td>
</tr>
<tr>
<td><strong>Global Air</strong></td>
<td>• Global pollutants including CO2, SO2, NOx, Pb etc</td>
</tr>
<tr>
<td><strong>Quality</strong></td>
<td>• CO2 fixing</td>
</tr>
</tbody>
</table>

#### NATURAL RESOURCES

<table>
<thead>
<tr>
<th>FACTOR</th>
<th>RANGE OF RELEVANT ISSUES TO CONSIDER</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Landscape</strong></td>
<td>• Designated areas such as AONB’s, County Landscapes &amp; LILAs</td>
</tr>
<tr>
<td></td>
<td>• General landscape quality and character</td>
</tr>
<tr>
<td></td>
<td>• Tree and hedge cover</td>
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<td></td>
<td>• Green wedges/corridors</td>
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<td></td>
<td>• Derelict land</td>
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<td></td>
<td>• Severance by roads and other development</td>
</tr>
<tr>
<td></td>
<td>• Mineral extraction</td>
</tr>
<tr>
<td><strong>Minerals</strong></td>
<td>• Manage extraction of minerals</td>
</tr>
<tr>
<td></td>
<td>• Consumption of fossil fuels and minerals</td>
</tr>
<tr>
<td></td>
<td>• Re-use/recycling of materials</td>
</tr>
<tr>
<td><strong>Waste</strong></td>
<td>• Re-use/recycling of materials</td>
</tr>
<tr>
<td></td>
<td>• Waste arisings</td>
</tr>
<tr>
<td><strong>Water</strong></td>
<td>• Supply and quality of drinking water</td>
</tr>
<tr>
<td></td>
<td>• Re-use/recycling of water</td>
</tr>
<tr>
<td></td>
<td>• Quality of river, ground and/or sea water</td>
</tr>
<tr>
<td></td>
<td>• Flood plains</td>
</tr>
<tr>
<td><strong>Land and Soil</strong></td>
<td>• Quality of land including agricultural land</td>
</tr>
<tr>
<td></td>
<td>• Contamination/waste disposal</td>
</tr>
<tr>
<td></td>
<td>• Need for greenfield sites</td>
</tr>
<tr>
<td></td>
<td>• Quality of mineral extraction restoration</td>
</tr>
<tr>
<td></td>
<td>• Land reclamation</td>
</tr>
<tr>
<td></td>
<td>• Regionally Important Geological Sites</td>
</tr>
</tbody>
</table>
QUALITY OF LIFE AND LOCAL ENVIRONMENT

<table>
<thead>
<tr>
<th>FACTOR</th>
<th>RANGE OF RELEVANT ISSUES TO CONSIDER ie POLICY IMPACT ON:</th>
</tr>
</thead>
<tbody>
<tr>
<td>Open Space</td>
<td>• Amount and quality of open space</td>
</tr>
<tr>
<td></td>
<td>• Green network/linkages</td>
</tr>
<tr>
<td>Health</td>
<td>• Local air quality and fossil fuel emissions</td>
</tr>
<tr>
<td></td>
<td>• Recreational facilities</td>
</tr>
<tr>
<td></td>
<td>• Noise/pollution sensitive development</td>
</tr>
<tr>
<td></td>
<td>• Quality of drinking water</td>
</tr>
<tr>
<td>Safety &amp; Security</td>
<td>• Safety and sense of security</td>
</tr>
<tr>
<td></td>
<td>• Urban design</td>
</tr>
<tr>
<td></td>
<td>• Design of walking/cycling facilities</td>
</tr>
<tr>
<td>Housing</td>
<td>• Affordability and housing for local needs</td>
</tr>
<tr>
<td></td>
<td>• Provision for local workforce/sequential testing</td>
</tr>
<tr>
<td>Accessibility</td>
<td>• To range of places and facilities including shops and public open space</td>
</tr>
<tr>
<td></td>
<td>• To range of job opportunities, training and education</td>
</tr>
<tr>
<td></td>
<td>• To public transport</td>
</tr>
<tr>
<td></td>
<td>• To open countryside and cycle/walking amenities including rights of way</td>
</tr>
<tr>
<td></td>
<td>• Severance by roads and other development</td>
</tr>
<tr>
<td>Equity and Equality of Opportunity</td>
<td>• Promotes use of and accessibility to facilities</td>
</tr>
<tr>
<td></td>
<td>• Takes account of needs of ethnic minorities, disabled, elderly, gender, etc</td>
</tr>
<tr>
<td></td>
<td>• Takes account of local needs</td>
</tr>
<tr>
<td>Local Economy</td>
<td>• Promoting and revitalising economy</td>
</tr>
<tr>
<td></td>
<td>• Diversity of economy and workforce skills</td>
</tr>
<tr>
<td></td>
<td>• Unemployment levels</td>
</tr>
<tr>
<td>Cultural Heritage</td>
<td>• Regionally Important Geological Sites</td>
</tr>
<tr>
<td></td>
<td>• Character of towns and villages</td>
</tr>
<tr>
<td></td>
<td>• Listed Buildings, historic buildings and Conservation Areas</td>
</tr>
<tr>
<td></td>
<td>• Scheduled Ancient Monuments and archaeological sites</td>
</tr>
<tr>
<td></td>
<td>• Historic parks and gardens</td>
</tr>
<tr>
<td>Built Environment</td>
<td>• Vacancy rates and urban renewal</td>
</tr>
<tr>
<td></td>
<td>• Re-use and maintenance of buildings</td>
</tr>
<tr>
<td></td>
<td>• Sustainable design, eg sources of materials</td>
</tr>
<tr>
<td></td>
<td>• Appearance of places</td>
</tr>
<tr>
<td>Vitality of Centres</td>
<td>• Mix and range of uses, eg housing, retailing &amp; leisure</td>
</tr>
<tr>
<td></td>
<td>• Out of centre development</td>
</tr>
<tr>
<td></td>
<td>• Number of vacant retail units and vitality of retailing</td>
</tr>
<tr>
<td></td>
<td>• Attractiveness to users/living town centres</td>
</tr>
<tr>
<td></td>
<td>• Re-use of buildings</td>
</tr>
<tr>
<td></td>
<td>• Community facilities</td>
</tr>
<tr>
<td></td>
<td>• Cycle/walking facilities</td>
</tr>
</tbody>
</table>

1.3 SCOPING THE PLAN

1.3.1 Properly undertaken, scoping can result in substantial changes to plan content. The decision to proceed to the preparation of the Deposit Allerdale Local Plan was based on the then recent adoption of the Northern and Southern Allerdale Local Plans. The environmental scope of the Local Plan was not, therefore, specifically examined being based instead on the issues arising through the previous local plan inquiries.

1.3.2 Eleven issues papers were prepared and sent out for consultation prior to the Deposit Plan being prepared. The issues papers were sent to various organisations and bodies. A full list of these is supplied in the Statement of Public Participation published as a supplement to this Local Plan.

1.3.3 Representations received were taken into account, and as the issues papers covered environmental aspects, the consultations performed a task similar to scoping the Plan. In particular they helped to identify parts of the Plan that were likely to require further explanation.
1.3.4 Policy appraisal should be an ongoing process, conducted as plans, policies and proposals are evolving. The appraisal must, therefore, continually assess the impact of changes to Plan policies resulting from pre-deposit consultations, deposit representations, Inspector’s recommendations and proposed modifications, which can alter the meaning and impact of policies significantly. This appraisal has considered the impact of all Local Plan policies in their adopted form and provides the basis for the Plan’s review.

1.4 POLICY APPRAISAL

1.4.1 A detailed policy appraisal has been undertaken, appraising every policy in the Plan using the Policy Impact Matrix technique. The data collected was compiled for each chapter and a matrix drawn up to indicate the different impacts of the various policies (see Table 3). The ‘Comments’ column in Table 3 highlights the areas where individual policies will have most influence and describes how policy impacts on sustainable indicators were arrived at, in what is an inherently subjective process.

1.4.2 The statistical summary (see Table 2) shows the range of impacts for each topic based upon the approach set out in Section 1.2 of the Appendix. Some 32% of policies are expected to have a beneficial impact, just over 1% may have some kind of negative effect, whilst 3% have an uncertain effect, although the majority are not expected to have any significant impact.

Environment

1.4.3 The environmental policies were designed to protect those aspects of the environment we value most, including landscape, biodiversity, air quality, natural resources and urban areas. It is therefore unsurprising that some 35% of environmental policy impacts were determined to have some beneficial effect. Some 61% of policies are not expected to have any significant impact, whilst only two marginal negative effects were identified in the Chapter, in relation to Policy EN16 and development of new flood defences.

Housing

1.4.4 The primary trend of housing policies is to concentrate new housing within the towns and larger villages (without town cramming), thereby reducing the need to travel. The need to support rural communities is also included in a way which meets their requirements.

1.4.5 It is important to acknowledge that development of any kind, generally has a detrimental effect on the environment, though the aim of the Plan is to limit those undesirable effects. Some 31% of housing policy impacts were found to be beneficial with some 65% not expected to have any significant impact. In the latter case it was because either the effect was negligible or unrelated to the environmental criteria.

1.4.6 The 2% expected to have an uncertain impact relate to allocated sites where the effect of housing development on biodiversity or landscape is difficult to determine, though the preparation of approved development briefs for such sites may go some way to alleviating this situation. Just under 2% of housing policies indicate a negative impact in terms of sustainability. These are invariably greenfield allocations, with particularly negative impacts upon landscape and land and soil. Brownfield sites obviously have a less negative impact upon sustainability indicators. The Policy CHS1 allocation at Fitz Road has a particularly negative impact upon biodiversity and landscape and although it is regrettable to develop this sensitive site, it represents the best practicable environmental option for housing development in Cockermouth. The negative impacts of Policy CHS1 will be minimised under the terms of an approved development brief for the site.

Regeneration and Employment

1.4.7 The County Structure Plan includes the requirement to ensure a continuing supply of Strategic Employment Sites, Local Employment Sites and Business Park Sites. The allocations reflect the existing distribution to a large extent with some emphasis on the provision for small businesses in the rural areas.

1.4.8 Some 27% of regeneration and employment policy impacts are expected to have some beneficial impact, 2% have an uncertain effect, whilst 70% are not expected to have any significant impact, the latter recognising the availability and distribution of existing employment sites. Few significant adverse impacts are expected and the 1% of marginally negative impacts is largely attributed to the adverse effect on land and soil resulting from development of greenfield sites. Marginal adverse impacts on the landscape may occur as a result of developing prominent greenfield sites at Lillyhall.
Transport

1.4.9 Allerdale Borough Council has little influence over aspects of transport such as provision of new roads and public transport, as these issues are controlled by other bodies. However, the Council can formulate proposals for improving the physical environment, the management of traffic, including car parking, and the enhancement of facilities for other modes of transport. The Council must also protect the routes of roads which have been formally declared by the Department of Transport or the local highway authority.

1.4.10 The appraisal suggests that 42% of policy impacts will have a beneficial impact, whilst 53% are expected to have no significant impact. Some 2% of impacts have an uncertain effect and similarly 2% may have a negative effect. Significant adverse impacts accrue largely as a result of Policy TR1 safeguarding the route of the Stainburn by-pass, construction of which could create negative impacts on biodiversity, landscape, land and soil and open space. Other, marginal negative effects are perceived as a result of safeguarding other proposed road routes. These negative effects are perceived following construction of such routes, and subsequent increases in road use, by both motor cars and road freight hauliers. Past evidence suggests that new roads can actually generate extra traffic.

Renewable Energy

1.4.11 This is a new section not contained in the Northern or Southern Allerdale Local Plan. No specific allocations are made but the policy framework seeks to encourage small-scale renewable energy schemes and to ensure that the design process takes account of passive solar gain.

1.4.12 Some 30% of renewable energy impacts are expected to be beneficial, 3% marginally negative, 7.5% uncertain, with the remaining 59% expected to have no significant impact. The negative impacts are associated with visual amenity in landscapes and townscapes, while there are uncertain impacts on biodiversity and on Workington’s urban environment, in light of Policy WKRE1.

Conservation

1.4.13 Building conservation policies aim to protect the character of Conservation Areas, Listed Buildings and their settings; to retain features of architectural or historic interest and secure higher standards of design.

1.4.14 Building conservation policies largely relate to local environmental quality and have little impact on global sustainability issues. Consequently the percentage of “no significant impacts” is very high (72%). Some 22% of impacts are significant or marginally positive, though the majority of these relate only to cultural heritage, built environment and urban vitality. Some 6% of impacts are uncertain and 1% negative, which are related mainly to economic considerations resulting from controls and conditions placed on development affecting Listed Buildings, Conservation Areas, Ancient Monuments etc.

Leisure

1.4.15 The leisure policies largely seek to ensure the provision of open space, the extension or protection of existing facilities and to enhance the environment, and these are the areas where most positive impacts occur. However, many marginally positive impacts accrue for biodiversity and travel patterns as provision of such facilities in appropriate locations could result in habitat creation and reduce the distance to travel to access such amenities.

1.4.16 Some 40% of total impacts are positive, with 59% expected to have no effect at all. There are no adverse effects expected as a result of the Plan’s leisure policies, though 1% have an uncertain impact on biodiversity, landscape and land and soil.

Tourism

1.4.17 The tourism policies seek to encourage types of tourist facilities appropriate to the area and to encourage the upgrading of existing facilities. Though the attraction of visitors could be viewed as unsustainable, the decline of heavy industry and agriculture in the area necessitates the need to broaden its economic base, which includes appropriate tourist development. Some 32% of impacts are expected to be beneficial with most significant beneficial impacts occurring for local economies. 65% of potential impacts are expected to have no effect at all. No adverse impacts are anticipated, though some policies related to new tourist provision create uncertain effects for open space, biodiversity, landscape and other factors which may impinge upon the quality of life and local environment.
Town Centres and Retailing

1.4.18 The retail policies seek to support the vitality and viability of the town centres, to promote the sequential test and to deal with other non-retail uses in the town centre. The appraisal shows some 37% of impacts with beneficial effects, and negligible adverse impacts accruing as a result of the WKRG3 retail allocation on a greenfield site. A number of uncertain impacts on local economies occur as a result of measures the Council will encourage in relation to development incorporating appropriate pedestrianisation, parking, security and design. Some 61% of potential impacts are expected to have no effect.

Coastal Zone

1.4.19 This is a new section not contained in the Northern and Southern Allerdale Local Plan. No specific allocations are made and the policy framework seeks to limit the impact of new developments on the coastal regime particularly in relation to flooding and water quality. The Chapter includes only five policies and 78% of potential impacts are expected to have no significant effect. Some 20% will have a beneficial impact, 1% will have a marginally negative effect and 1% an uncertain impact.

Table 2. Policy Impact Matrix Statistical Summary

<table>
<thead>
<tr>
<th>CHAPTER</th>
<th>Total impacts</th>
<th>++ Significant beneficial</th>
<th>+ Marginal beneficial</th>
<th>-- Significant negative</th>
<th>- Marginal negative</th>
<th>? Uncertain effect</th>
<th>No effect</th>
</tr>
</thead>
<tbody>
<tr>
<td>Environ</td>
<td>1160</td>
<td>151 (13%)</td>
<td>251 (22%)</td>
<td>0 (0%)</td>
<td>2 (&lt;1%)</td>
<td>45 (4%)</td>
<td>711 (61%)</td>
</tr>
<tr>
<td>Housing</td>
<td>1220</td>
<td>136 (11%)</td>
<td>240 (20%)</td>
<td>4 (&lt;1%)</td>
<td>19 (1.5%)</td>
<td>25 (2%)</td>
<td>796 (65%)</td>
</tr>
<tr>
<td>Rgen &amp; Emp</td>
<td>920</td>
<td>64 (7%)</td>
<td>186 (20%)</td>
<td>1 (&lt;1%)</td>
<td>10 (1%)</td>
<td>21 (2%)</td>
<td>638 (70%)</td>
</tr>
<tr>
<td>Transport</td>
<td>680</td>
<td>88 (13%)</td>
<td>199 (29%)</td>
<td>5 (0.5%)</td>
<td>12 (1.5%)</td>
<td>17 (2%)</td>
<td>359 (53%)</td>
</tr>
<tr>
<td>Renew Egy</td>
<td>80</td>
<td>8 (10%)</td>
<td>16 (20%)</td>
<td>0 (0%)</td>
<td>3 (3%)</td>
<td>6 (8%)</td>
<td>47 (59%)</td>
</tr>
<tr>
<td>Conserve</td>
<td>620</td>
<td>64 (11%)</td>
<td>66 (11%)</td>
<td>0 (0%)</td>
<td>8 (1%)</td>
<td>38 (6%)</td>
<td>444 (72%)</td>
</tr>
<tr>
<td>Leisure</td>
<td>500</td>
<td>46 (10%)</td>
<td>154 (30%)</td>
<td>0 (0%)</td>
<td>0 (0%)</td>
<td>6 (1%)</td>
<td>294 (59%)</td>
</tr>
<tr>
<td>Tourism</td>
<td>300</td>
<td>35 (12%)</td>
<td>61 (20%)</td>
<td>0 (0%)</td>
<td>0 (0%)</td>
<td>10 (3%)</td>
<td>194 (65%)</td>
</tr>
<tr>
<td>T C &amp; Retail</td>
<td>780</td>
<td>104 (13%)</td>
<td>184 (24%)</td>
<td>0 (0%)</td>
<td>3 (&lt;1%)</td>
<td>10 (1%)</td>
<td>479 (61%)</td>
</tr>
<tr>
<td>Coast Zone</td>
<td>100</td>
<td>10 (10%)</td>
<td>10 (10%)</td>
<td>0 (0%)</td>
<td>1 (1%)</td>
<td>1 (1%)</td>
<td>78 (78%)</td>
</tr>
<tr>
<td>TOTALS</td>
<td>6360</td>
<td>706 (11%)</td>
<td>1367 (21%)</td>
<td>10 (&lt;1%)</td>
<td>58 (1%)</td>
<td>179(3%)</td>
<td>4040 (64%)</td>
</tr>
</tbody>
</table>

Summary of Whole Plan

++ Significant beneficial/desirable effect  11%
+ Marginal beneficial/desirable effect  21%
-- Significant negative/undesirable effect  <1%
- Marginal negative/undesirable effect  1%
? Uncertainty over effect  3%
No effect  64%
1.5 SUSTAINABILITY IMPACT MATRIX

1.5.1 The cross-impact matrix in Table 3 considers all Plan policies in relation to sustainability indicators. The matrix identifies Plan policies for consideration in the left-hand column, three main categories of sustainability indicator along the top row and twenty sub-groups which fall under the three main categories. The matrix, therefore, highlights whether policies have a positive, negative, neutral or uncertain effect on social, economic and environmental aspects. Formulation of such matrices is a subjective process and for an indication of how the impacts of the policies were derived the ‘range of relevant issues to consider’ included in Table 1, should be referred to.

1.5.2 The column in Table 3, headed ‘Comments’ highlights the areas where individual policies will have most influence, summarising the thinking behind how policy impacts on sustainable indicators were determined.
APPENDIX III

GLOSSARY OF TERMS

NB: The explanations given below are very general and should not be taken to constitute precise definitions.

Affordable Housing:

Affordable housing refers to housing which is normally affordable to people on low incomes and includes, in certain areas, open market housing, and in all areas, housing, the cost of which includes an element of subsidy. Affordable housing for local needs is a term used to describe housing the occupancy of which is restricted to people who qualify for local needs housing (See paras 5.4.44 to 5.4.53) and which are available for shared equity purchase or rent through a housing association or trust, at a cost below normal market cost.

Amenity Open Space:

The Local Plan identifies areas of land within settlements which make a significant contribution to their characters and the amenity of local residents. Such designation does not necessarily indicate that these areas are available for public access, although this is sometimes the case.

Area of Outstanding Natural Beauty (AONB):

Areas of attractive and distinctive landscape which are considered to be of national importance. They are designated by the Countryside Agency under the National Parks and Access to the Countryside Act 1949. They are subject to stricter policies on development and design. The Solway Coast north of Maryport is a designated AONB.

Area of Special Control of Advertisements:

The Town and Country Planning (Control of Advertisements) Regulations 1992 enable a Council to make Areas of Special Control Orders. Within Areas of Special Control, signs and advertisements that would not normally require consent are subject to greater control. Most of the Plan Area is designated as such with the exception of the towns of Workington, Maryport, Cockermouth, Wigton, Silloth and Aspatria.

Article 4 Direction:

The Town and Country Planning (General Permitted Development) Order 1995 gives householders and developers the right to carry out minor development works without planning permission. Article 4 of the Order allows Councils to restrict such rights in specified ways in specified areas. Parts of the Conservation Areas of Workington, Maryport, Cockermouth and Wigton are affected by such Directions which affect the rights of householders to make alterations to their property.

Biodiversity:

A complex concept which, put simply, means the range of wildlife species and plants present in an area. The populations and interdependence of species are also relevant to the concept.

“Brownfield” Site:

A site for re-development, ie sites that are vacant or derelict and other previously developed land and buildings which may be available for re-development.

Bulk Durable Goods:

A term used in retailing to describe bulky goods which require a particular design of outlet with adequate adjacent parking. Bulk Durable Goods include: furniture, floor coverings, household textiles, radio, electrical and other durable goods, hardware and DIY supplies.

Business Park:

The Joint Structure Plan defines a Business Park as a high quality employment site aimed at light industrial and high technology industries.
Comparison Durable Goods:

A term used in retailing to describe durable goods for which it is normal practice for customers to visit a number of outlets in order to compare quality/price, etc. Such goods include books, clothing, footwear, chemist goods, jewellery, silverware, watches, clocks, recreational and other miscellaneous goods.

Conservation Area:

These are “areas of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance”. Such areas may be designated by Local Planning Authorities under the Planning (Listed Buildings and Conservation Areas) Act 1990. Designation gives Planning Authorities limited additional powers to control demolition and the removal of trees, and certain permitted development rights are either reduced or removed.

Convenience Goods:

A term used in retailing to describe goods the purchase of which is largely governed by convenience of access for regular bulk shopping. Convenience goods include food, drink (including alcoholic drink) newspapers, magazines, matches, detergents and other cleaning materials.

County Wildlife Sites:

These are sites which are considered to be of importance for nature conservation purposes from a regional perspective. They are not worthy of designation as SSSI’s (see below) but are considered to complement the national network of nature conservation sites.

“Deposit” Local Plan:

As part of the formal local plan preparation process the Local Planning Authority is statutorily required to place the draft Local Plan on public “Deposit” for a minimum of 6 weeks. During this period interested parties may make formal comments concerning any policy contained in the Local Plan or indeed concerning any omissions. The Council is obliged to consider such comments.

Environmental Impact Assessment (EIA)

A formal assessment of the environmental affects of a particular development. The Town and Country Planning (Assessment of Environmental Effects) Regulations 1988 prescribes the type of development proposal for which such assessments are compulsory or at the discretion of the Local Planning Authority.

Environmental/Sustainability Appraisal:

A process by which the policies and proposals in a Development Plan, ie a Local or Structure Plan, are assessed against a set of criteria as to their overall environmental or sustainability impact.

Environmentally Sensitive Area (ESA):

An ESA may be designated by the Ministry of Agriculture. It is a means of encouraging farmers to help safeguard areas of the countryside where the landscape, wildlife or historic interest is of national importance. Within an ESA farmers may enter a management agreement with the Ministry and thereby receive payments for the continuation of traditional farming practices. Small parts of the Lake District ESA are within the Plan Area. The designation of an ESA has no status in planning policy.

General Permitted Development Order:

The Town and Country Planning (General Permitted Development) Order 1995 gives householders and developers the right to carry out minor development works without planning permission. It also prescribes many of the procedures for the determination of planning permissions. (See also Article 4 Direction and Permitted Development).

“Greenfield” Site:
An area of land which has not been subject to previous development or use, other than use for agriculture, horticulture, forestry, or for an “open” leisure/sports use such as playing fields.

**Health Checks:**

A term used in retailing as a title for the means by which the vitality and viability of shopping areas can be assessed. They include checks on pedestrian flow, rental levels, vacancy rates, etc. PPG6 “Town Centres and Retail Development” gives guidance on relevant criteria.

**Houses in Multiple Occupation (HMO):**

These are dwellings occupied by a number of people who do not live as a family. The property is not sub-divided into self-contained flats and occupiers share certain facilities. The Council is required to keep a register of HMO’s.

**Intermediate Area:**

As part of Government Policy for the regeneration of old industrial areas of high unemployment the Department of Trade and Industry can designate areas where financial assistance is available to new and existing industries. The Workington Travel to Work Area was a so-called Development Area until 1993 when it was down-graded to Intermediate Area Status in which financial assistance is less comprehensive.

**Landscapes of County Importance:**

These are areas with a distinct and valued landscape character, which are defined by the County Council in the Joint Structure Plan. Detailed boundaries are defined in Local Plans. They are landscapes of regional importance designed to complement the national network of National Parks and AONB’s.

**Listed Building:**

These are buildings of “special architectural or historic interest” which are on a list compiled by the Department of National Heritage on the advice of English Heritage. Any material alteration to or demolition of a Listed Building, whether external or internal will require Listed Building Consent. Provisions relating to Listed Buildings are contained in the Planning (Listed Buildings and Conservation Areas) Act 1990.

**Local Employment Site:**

The Structure Plan defines these sites as employment land designed to accommodate a wide range of types and sizes of employment and warehousing sites. Other commercial activities may be appropriate.

**Local Nature Reserve (LNR):**

The National Parks and Access to the Countryside Act 1949 empowers the Council to declare and manage Local Nature Reserves. These are invariably also designated as SSSI’s or County Wildlife Sites in the ownership of or leased to the Council. They are managed entirely for the benefit of wildlife.

**Local Planning Authority (LPA):**

A LPA is the local authority statutorily obliged to carry out the implementation of the Town and Country Planning Acts and Regulations. In normal circumstances this is Allerdale Borough Council but where minerals or waste disposal is concerned it is Cumbria County Council.

**Locally Important Landscape Area (LILA):**

Policy 13 of the Structure Plan allows District Councils to identify distinctive features of local landscape significance which will be protected from harmful development. See Paras 4.6.20-4.6.23 of this Local Plan.

**Local Needs Housing:**

A term used to refer to housing whose tenure is restricted (usually by means of a planning agreement) to people who live or work in the locality or with longstanding links with the locality. See paras 5.4.44 to 5.4.53 of this Plan.

**National Nature Reserve (NNR):**
Wildlife habitats and areas of national and sometimes international importance which are owned or leased by English Nature and managed primarily for the benefit of nature conservation.

**Objective 2:**

The European Regional Funding system has adopted a number of Objectives, Objective 2 relates to old industrial areas in need of regeneration. Workington Travel to Work Area is designated under Objective 2 and is able to draw on significant sums from European Structural and Regional Development Funds. (See Para 6.2.6(ii)).

**Permitted Development:**

The Town and Country Planning (General Permitted Development) Order 1995 gives householders and developers the right to carry out minor alterations and extensions without planning permission. Such works are known as Permitted Development.

**Planning Agreement:**

These are legally binding agreements between developers and a Local Planning Authority, or they may be unilaterally entered into by developers, whereby the developer agrees to carry out development or use a site in a way which could not properly or conveniently be achieved by the imposition of conditions on any planning approval. Such agreements are made under Section 106 of the Town and Country Planning Act 1990.

**Planning Policy Guidance Note (PPG):**

Such notes are issued by the Government, to provide guidance on Government planning policy and the operation of the planning system. PPG’s are regularly reviewed. Local Planning Authorities must have regard to such guidance when determining planning applications and preparing Local Plans.

**Ramsar Site:**

A Convention on wetlands of International Importance was held in the Iranian town of Ramsar in 1973, certain waterfowl habitats were identified under this Convention. The UK Government has ratified the Convention. The Solway Marshes and Flats are a Ramsar Site.

**Regional Planning Guidance (RPG):**

The Government Office for the North West has published very broad planning policy guidance for the region, of which Cumbria is a part (RPG13). Structure Plans, Local Plans and Unitary Development Plans in the region are expected to be broadly in line with this guidance. At the time of writing, the new North West Regional Assembly is reviewing RPG.

**Regionally Important Geological/Geomorphological Sites (RIGS):**

These are sites which are important for the geological exposures or physiographic features. The most important of these are designated as SSSI’s (see below) but more locally important sites can be designated as RIGS by local conservation groups. There are 20 designated in the Plan Area though the survey is not complete (See Appendix IV).

**Rural Development Area:**

The Rural Development Agency can designate Rural Development Areas wherein grants are available for rural economic development. Most of rural Allerdale is so designated.

**Scheduled Ancient Monument (SAM):**

The Secretary of State for National Heritage is responsible for compiling a schedule of ancient archaeological sites which by reason of period, rarity, fragility, potential, etc appear to be of national importance. The statutory provisions relating to Scheduled Ancient Monuments are contained in the Ancient Monuments and Archaeological Areas Act 1979 and the National Heritage Act 1983.

**Section 106 Agreement:**

See Planning Agreement.
Sequential Test:
This is a term used to describe a process which Local Planning Authorities are advised to adopt when assessing proposals for retail development. If a need for further retail facilities is established the first preference in choosing a site should be in the town centre. If there is no suitable site then the next preference is for an edge of centre site, defined as being on the edge or within easy walking distance of the town centre where the car parking can serve both. If there is no suitable edge of centre site, then one should be sought out-of-centre which is defined as being clearly separate from the town centre but within the urban area. Finally, only if no such suitable site exists could an out-of-town site be considered, this is defined as a greenfield site clearly outside the urban boundary.

Site of Special Scientific Interest (SSSI):
These are wildlife habitats or areas which by reason of their flora, fauna, or geological or physiographic features, it is considered in the national interest to conserve. The Wildlife and Countryside Act 1981 enables English Nature to designate such areas within which some forms of permitted development may not be exercised.

Special Area for Conservation (SAC):
These are nature sites of international significance. The European Union has issued a directive on habitats requiring member states to designate such areas, which could contribute to a Community-wide network of habitats called Natura 2000. The Solway Flats and Marshes are a Candidate SAC.

Special Protection Area (SPA):
These are habitats for birds of international significance. The European Union has issued a directive on the conservation of wildbirds in order to maintain habitats and thereby to conserve populations of certain species of birds. The Solway Flats and Marshes are a designated SPA. Such sites are designated by English Nature and are already, invariably, SSSI’s.

Strategic Employment Sites:
Employment sites defined in the Structure Plan as sites allocated specifically to provide land for large scale business, general industry, storage and distribution uses. Small scale uses will not normally be appropriate on such sites.

Structure Plan:
The Town and Country Planning Act 1990 requires County Councils in Shire Counties, in non-metropolitan and non-unitary areas, to prepare Structure Plans which set out the broad planning strategy and policies to guide the development and other use of land in the County. Local Plans are expected to conform to this guidance. The Cumbria and Lake District Joint Structure Plan 1991-2006 is the relevant plan in Cumbria. The Structure Plan, together with the Local Plan and the Minerals and Waste Local Plan, form the development Plan for the Plan Area.

Supplementary Planning Guidance (SPG):
This is planning guidance, which is additional to that included in the Local Plan, which has been subject to consultation and has been approved as SPG, by the Council. Allerdale Borough Council has approved SPG on the conversion of traditional farm buildings, on the siting and design of rural housing and on the care and maintenance of Listed Buildings.

Sustainable Development:
A concept difficult to define precisely but, put simply, it is development which meets the needs of the present population without compromising the ability of future generations to meet their own needs, through pollution, the use of finite resources or energy consumption, or other adverse environmental impacts.

Traffic Impact Assessment (TIA):
This is a method of assessing the impact of traffic generated by new development. The County Council as Local Highway Authority has agreed with the District Council a basis upon which TIA’s may be requested to be submitted.
with planning applications. It is expected that, where necessary, the TIA will be commissioned by the developer or applicant. (See Paras 7.1.4 to 7.1.8).

**Tree Preservation Order (TPO):**

Section 198 of The Town and Country Planning Act 1990 enables Local Planning Authorities to make provision for the preservation of individual trees, groups of trees or woodland, in the interests of amenity. Tree Preservation Orders are made under this Section and they prohibit the felling, topping, lopping, uprooting, pruning, wilful damage or destruction of trees without the prior consent of the Local Planning Authority. Carrying out unauthorised works to a tree subject to a TPO is a criminal offence.

**Use Classes Order:**

The Town and Country Planning (Use Classes) Order 1987 defines a number of classes into which most uses of land fall. The change of use of land or buildings from one class to another normally requires permission. Some changes of use are permitted under the General Permitted Development Order. Changes of use from a use in a particular class to another use in the same class do not require planning approval. Some uses do not fall conveniently into a use class and are regarded as a separate “one-off” use, (so called Sui Generis uses). Changes from or to such uses will normally require planning permission.

**Windfall Site:**

A term used, usually in the housing market, for a site where planning permission is granted despite that site not being allocated for development in the Local Plan. (See Table 6, page 81).

**World Heritage Site:**

The United Nations Educational, Scientific and Cultural Organisation (UNESCO) designates sites and structures which are considered to be of world cultural heritage significance. The designation implies both legal protection and a management mechanism for the conservation of the monument. Designation as a World Heritage Site is a material consideration in determining any planning application. Hadrian’s Wall and the Roman coastal defence south to Maryport are a designated World Heritage Site.
APPENDIX IV

LIST OF CONSERVATION AREAS, SCHEDULED ANCIENT MONUMENTS
AND IMPORTANT NATURE SITES

Conservation Areas

The following Conservation Areas have been designated the year of designation is given:

Allonby (1975)
Blennerhasset (1981)
Bowness on Solway (1981)
Cockermouth (1975)
Gamelsby (1981)
Greysouthen (1983)
Hayton (1981)
Kirkbampton (1981)
Maryport (1978)
Mawbray (1981)
Papcastle (1983)
Port Carlisle (1981)
Silloth (1978)
Torpenhow (1981)
West Curthwaite (1981)
Westnewton (1981)
Wigton (1977)
Workington: Brow Top (1974)
                      Portland Square (1974)

The following villages will be considered for Conservation Area status:

Dean
Dovenby and Dovenby Hall
Eaglesfield
Ireby

Scheduled Ancient Monuments

The following sites/buildings are included in English Heritage’s list of SAM’s as at 31.3.92:

<table>
<thead>
<tr>
<th>Parish</th>
<th>Monument No.</th>
<th>Title</th>
<th>Grid Ref</th>
</tr>
</thead>
<tbody>
<tr>
<td>Aikton</td>
<td>527</td>
<td>Down Hall moated site</td>
<td>NY 2840 5250</td>
</tr>
<tr>
<td>Allhallows</td>
<td>24</td>
<td>Harbybrow Pele Tower</td>
<td>NY 1920 4150</td>
</tr>
<tr>
<td>Allhallows</td>
<td>372</td>
<td>Moated site ¼ mile (400m) NE of Cockbridge</td>
<td>NY 2090 4150</td>
</tr>
<tr>
<td>Blennerhasset &amp; Torpenhow</td>
<td>330</td>
<td>The Battery</td>
<td>NY 1960 3780</td>
</tr>
<tr>
<td>Boltons</td>
<td>150</td>
<td>Settlement 600ft (180m) NNW of Thistlebottom</td>
<td>NY 2870 3940</td>
</tr>
<tr>
<td>Boltons</td>
<td>228</td>
<td>Roman Road, Waverbridge to Pattenfoot</td>
<td>NY 2240 4330</td>
</tr>
<tr>
<td>(Allhallows)</td>
<td>372</td>
<td>Moated site ¼ mile (400m) NE of Cockbridge</td>
<td>NY 2090 4150</td>
</tr>
<tr>
<td>Bowness</td>
<td>28 (28-33)</td>
<td>Hadrian’s Wall, Vallum and associated works</td>
<td></td>
</tr>
<tr>
<td>Location</td>
<td>Number</td>
<td>Description</td>
<td>Grid Reference</td>
</tr>
<tr>
<td>-------------------</td>
<td>--------</td>
<td>------------------------------------------------------------------------------</td>
<td>----------------</td>
</tr>
<tr>
<td>Bowness</td>
<td>229</td>
<td>Biglands House milefortlet</td>
<td>NY 2080 6190</td>
</tr>
<tr>
<td>Bowness</td>
<td>230</td>
<td>Roman coastal system SW of Campfield</td>
<td>NY 1900 6080</td>
</tr>
<tr>
<td>Bowness</td>
<td>231</td>
<td>Cardurnock Marsh turret 4a</td>
<td>NY 1730 5950</td>
</tr>
<tr>
<td>Bowness</td>
<td>232</td>
<td>Cardurnock turret 4b</td>
<td>NY 1720 5890</td>
</tr>
<tr>
<td>Bowness</td>
<td>233</td>
<td>Herd Hill milefortlet</td>
<td>NY 1750 5990</td>
</tr>
<tr>
<td>Bowness</td>
<td>234</td>
<td>Herd Hill turret 3b</td>
<td>NY 1760 6040</td>
</tr>
<tr>
<td>Bowness</td>
<td>235</td>
<td>Knockcross Roman camp near Hadrian’s Wall</td>
<td>NY 2300 6270</td>
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<tr>
<td>Bowness</td>
<td>236</td>
<td>Pasture House milefortlet</td>
<td>NY 1850 6050</td>
</tr>
<tr>
<td>Bowness</td>
<td>237</td>
<td>Pasture House turret 3a</td>
<td>NY 1810 6040</td>
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<tr>
<td>Bowness</td>
<td>497</td>
<td>Romano-British settlement W of Fingland</td>
<td>NY 2510 5720</td>
</tr>
<tr>
<td>Bowness</td>
<td>499</td>
<td>Roman coastal system N of Biglands House</td>
<td>NY 2090 6190</td>
</tr>
<tr>
<td>Bowness</td>
<td>501</td>
<td>Roman coastal system W of Cardurnock village</td>
<td>NY 1710 5880</td>
</tr>
<tr>
<td>Bowness</td>
<td>502</td>
<td>Cardurnock milefortlet (Mf 15)</td>
<td>NY 1700 5840</td>
</tr>
<tr>
<td>Brigham</td>
<td>378</td>
<td>Moated site in Fitz Woods</td>
<td>NY 1090 3080</td>
</tr>
<tr>
<td>Bromfield</td>
<td>333</td>
<td>St Mungo’s Castle</td>
<td>NY 1760 4700</td>
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<tr>
<td>Cockermouth</td>
<td>340</td>
<td>Cockermouth Castle</td>
<td>NY 1230 3090</td>
</tr>
<tr>
<td>Cockermouth</td>
<td>416</td>
<td>Tute Hill</td>
<td>NY 1240 3080</td>
</tr>
<tr>
<td>Crosscanonby</td>
<td>9</td>
<td>Settlement ¼ mile (400m) S of Canonby Hall</td>
<td>NY 0670 3850</td>
</tr>
<tr>
<td>Crosscanonby</td>
<td>22</td>
<td>Allonby Saltpan</td>
<td>NY 0660 4020</td>
</tr>
<tr>
<td>Crosscanonby</td>
<td>173</td>
<td>Enclosure ¼ mile (400m) N of Hill Farm</td>
<td>NY 0720 3950</td>
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<tr>
<td>Crosscanonby</td>
<td>174</td>
<td>Settlement on Swarthy Hill</td>
<td>NY 0690 4020</td>
</tr>
<tr>
<td>Crosscanonby</td>
<td>245</td>
<td>Swarthy Hill milefortlet, Brownrigg milefortlet and towers 20b, 21a, 21b and 22a</td>
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</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>NY 0670 4020</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>NY 0640 3970</td>
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<td></td>
<td></td>
<td></td>
<td>NY 0610 3930</td>
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<td></td>
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</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>NY 0540 3870</td>
</tr>
<tr>
<td>Crosscanonby</td>
<td>531</td>
<td>Settlement W of Birkby</td>
<td>NY 0550 3760</td>
</tr>
<tr>
<td>Dean</td>
<td>1</td>
<td>Calva Hall Bridge</td>
<td>NY 0580 2640</td>
</tr>
<tr>
<td>Dean</td>
<td>72</td>
<td>Dean Moor, stone circle</td>
<td>NY 0400 2230</td>
</tr>
<tr>
<td>Dean</td>
<td>343</td>
<td>Branthwaite Hall</td>
<td>NY 0650 2530</td>
</tr>
<tr>
<td>Hayton &amp; Mealo</td>
<td>181</td>
<td>Settlement SW of Mealo Hill House</td>
<td>NY 0880 4150</td>
</tr>
<tr>
<td>Holme Abbey</td>
<td>302</td>
<td>St Mary’s Abbey, Holmcultram</td>
<td>NY 1780 5070</td>
</tr>
<tr>
<td>Location</td>
<td>Number</td>
<td>Description</td>
<td>Grid Reference</td>
</tr>
<tr>
<td>------------------------</td>
<td>--------</td>
<td>------------------------------------------------------------------------------</td>
<td>----------------</td>
</tr>
<tr>
<td>Holme Low</td>
<td>6</td>
<td>Settlement N of Wolsty Hall</td>
<td>NY 1050 5110</td>
</tr>
<tr>
<td>Holme Low</td>
<td>13</td>
<td>Enclosure ½ mile (800m) S of Wolsty</td>
<td>NY 1030 4980</td>
</tr>
<tr>
<td>Holme Low</td>
<td>254</td>
<td>Wolsty Bank turret 13a</td>
<td>NY 0980 5070</td>
</tr>
<tr>
<td>Holme Low</td>
<td>348</td>
<td>Wolsty Castle</td>
<td>NY 1040 5060</td>
</tr>
<tr>
<td>Holme Low</td>
<td>495</td>
<td>Iron Age enclosure S of Wolsty Hall</td>
<td>NY 1050 5080</td>
</tr>
<tr>
<td>Holme St Cuthbert</td>
<td>12</td>
<td>Enclosure 105m SE of Old Mawray</td>
<td>NY 0970 4640</td>
</tr>
<tr>
<td>Holme St Cuthbert</td>
<td>182</td>
<td>Enclosure 125m SE of Old Mawray</td>
<td>NY 0990 4530</td>
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<tr>
<td>Holme St Cuthbert</td>
<td>185</td>
<td>Oval enclosure 120m N of Brownrigg Hall</td>
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<td>186</td>
<td>Enclosure 130m SSE of Old Mawray</td>
<td>NY 0960 4580</td>
</tr>
<tr>
<td>Holme St Cuthbert</td>
<td>255</td>
<td>Beckfoot Roman Fort</td>
<td>NY 0900 4880</td>
</tr>
<tr>
<td>Holme St Cuthbert</td>
<td>256</td>
<td>Mawbray Bank turret 15a W of Bank House</td>
<td>NY 0840 4790</td>
</tr>
<tr>
<td>Holme St Cuthbert</td>
<td>257</td>
<td>Wolsty Bank turret 13b</td>
<td>NY 0960 5020</td>
</tr>
<tr>
<td>Holme St Cuthbert</td>
<td>258</td>
<td>Roman fortlet 40m SSW of Castle Fields</td>
<td>NY 0870 4850</td>
</tr>
<tr>
<td>Holme St Cuthbert</td>
<td>259</td>
<td>Roman tower number 16b</td>
<td>NY 0780 4610</td>
</tr>
<tr>
<td>Holme St Cuthbert</td>
<td>469</td>
<td>Rectangular enclosure 30m NNE of Bank House</td>
<td>NY 0900 4790</td>
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<tr>
<td>Holme St Cuthbert</td>
<td>505</td>
<td>Dubmill Point milefortlet (Mf 17)</td>
<td>NY 0770 4560</td>
</tr>
<tr>
<td>Ireby &amp; Uldale</td>
<td>303</td>
<td>Chancel of Ireby Old Church and cross bases in churchyard</td>
<td>NY 2240 3930</td>
</tr>
<tr>
<td>Kirkbride</td>
<td>503</td>
<td>Kirkbride Roman site</td>
<td>NY 2290 5740</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>NY 2310 5730</td>
</tr>
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<td></td>
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<td>NY 2310 5740</td>
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<td></td>
<td></td>
<td></td>
<td>NY 2330 5730</td>
</tr>
<tr>
<td>Maryport</td>
<td>266</td>
<td>Maryport Roman Site</td>
<td>NY 0390 3740</td>
</tr>
<tr>
<td>Maryport</td>
<td>358</td>
<td>Mote Hill, Castle Hill mote</td>
<td>NY 0340 3620</td>
</tr>
<tr>
<td>Maryport</td>
<td>389</td>
<td>Medieval site in Netherhall Park, left bank of River Ellen</td>
<td>NY 0410 3650</td>
</tr>
<tr>
<td>Maryport</td>
<td>466</td>
<td>Netherhall</td>
<td>NY 0420 3660</td>
</tr>
<tr>
<td>Maryport</td>
<td>470</td>
<td>Romano-British enclosure 450m N of Whitecroft Bridge</td>
<td>NY 0350 3520</td>
</tr>
<tr>
<td>Maryport</td>
<td>518</td>
<td>Milefortlet at Risehow</td>
<td>NY 0270 3500</td>
</tr>
<tr>
<td>Ougherside &amp; Allerby</td>
<td>201</td>
<td>Settlement one mile (1610m) NE of Crosscanonby</td>
<td>NY 0800 4020</td>
</tr>
<tr>
<td>Papcastle</td>
<td>276</td>
<td>Papcastle Roman fort</td>
<td>NY 1100 3150</td>
</tr>
<tr>
<td>Plumbland</td>
<td>203</td>
<td>Settlement ¼ mile (400m) E of Eweclose</td>
<td>NY 1400 3790</td>
</tr>
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</table>
Seaton 292 Burrow Walls Roman Fort NY 0030 3010
(Workington)
Silloth 282 Skinburness milefortlet NY 1280 5620
Silloth 504 Roman coastal system N of Silloth NY 1120 5410
Westnewton 369 Westnewton Castle NY 1300 4370
Westward 2 Settlement 60m E of Ghyll Head NY 3160 4830
Westward 8 Old Carlisle (Olerica) fort and civil settlement NY 2600 4620
Westward 393 Settlement 100yds (90m) S of Wiza House NY 2590 4540
Westward 394 Settlement S of Gerrard House NY 2550 4630
Westward 395 Settlement 350yds (320m) E of Greenhill NY 2550 4540
Westward 396 Settlement 450yds (410m) S of Greenhill NY 2480 4510
Westward 397 Settlement 100yds (90m) S of The Wreay NY 2460 4560
Westward 498 Sandy Brow Romano-British settlement NY 3070 4740
Workington 403 Jane Pit engine house NX 9950 2770
Workington 533 Defended enclosure at Salterbeck NX 9970 2580
Workington 537 Workington Hall NY 0080 2880

Nature Sites

Sites of International Importance

The Solway Flats and Marshes are a designated Ramsar Site, a Special Protection Area and a Candidate Special Area of Conservation, as well as being a designated SSSI.

Sites of National Importance

Sites of Special Scientific Interest are by definition the most important sites nationally for wildlife and earth science conservation.

There are 17 SSSI’s in the Plan Area, as follows:

Upper Solway Flats and Marshes Oulton Moss
Bowness Common Salta Moss
Bothel Craggs Quarry Glasson Moss
Broad Dales Gribbs Meadow
Thornhill Moss Biglands Bogg
Drumburgh Moss Silloth Dunes and Mawbray Bank
Finglandrigg Woods Siddick Ponds
Wedholme Flow Maryport Harbour
Rivers Derwent/Cocker

Glasson Moss is also a National Nature Reserve and Siddick Ponds a Local Nature Reserve.
Sites of County Importance

These are sites, which are not worthy of designation as SSSI’s but are still considered to be important from a regional perspective. There are 171 such sites in the Plan Area and so it is not proposed to list them individually. Definitive lists are available from the Council or from Cumbria Wildlife Trust who are responsible for designating the sites. One such site, Ellerbeck Reservoir is also a Local Nature Reserve.

Cumbria Wildlife Trust are currently in the process of reviewing and revising their list of County Wildlife Sites. It is expected that the review for West Cumbria, including Allerdale, will be complete in 2001.

Earth Science Sites

These are sites, which are important for their geological exposures or for features of physiographic importance. The most important may be designated as SSSI’s, but more locally important sites may be designated as Regionally Important Geological/Geomorphological Sites (RIGs) by local conservation groups. The survey of the Plan Area is not complete, but those designated so far are as follows:

<table>
<thead>
<tr>
<th>No.</th>
<th>Location</th>
</tr>
</thead>
<tbody>
<tr>
<td>2/01</td>
<td>Mockerkin Tarn</td>
</tr>
<tr>
<td>2/02</td>
<td>Bouch Quarry, Deanscales</td>
</tr>
<tr>
<td>2/03</td>
<td>Submerged Forest, Beckfoot</td>
</tr>
<tr>
<td>2/04</td>
<td>Chalk Beck Quarries, Sebergham</td>
</tr>
<tr>
<td>2/05</td>
<td>Greggains Pit, Aikshaw</td>
</tr>
<tr>
<td>2/06</td>
<td>Moota Quarry</td>
</tr>
<tr>
<td>2/07</td>
<td>Thornby Beck, Thornby</td>
</tr>
<tr>
<td>2/08</td>
<td>Brigham Quarry</td>
</tr>
<tr>
<td>2/09</td>
<td>Branthwaite Edge, Branthwaite</td>
</tr>
<tr>
<td>2/10</td>
<td>Pow Gill, Bolton Low Houses</td>
</tr>
<tr>
<td>2/11</td>
<td>Swarthy Hill, Allonby</td>
</tr>
<tr>
<td>2/12</td>
<td>Birkby Colliery Tip</td>
</tr>
<tr>
<td>2/13</td>
<td>Karst features nr Eaglesfield</td>
</tr>
<tr>
<td>2/14</td>
<td>Singing Well, Deanscales</td>
</tr>
<tr>
<td>2/15</td>
<td>Wardhall Guards East Quarry</td>
</tr>
<tr>
<td>2/16</td>
<td>Glasson Point, Bowness on Solway</td>
</tr>
<tr>
<td>2/17</td>
<td>Broughton Craggs Quarry</td>
</tr>
<tr>
<td>2/18</td>
<td>Dean Moor Mine</td>
</tr>
<tr>
<td>2/19</td>
<td>Mawbray Banks</td>
</tr>
<tr>
<td>2/20</td>
<td>Tallentire Hill (5 sites)</td>
</tr>
</tbody>
</table>
## APPENDIX V
### CATEGORIES OF PLAY PROVISION

<table>
<thead>
<tr>
<th>1. Local Area for Play (LAP)</th>
<th>1. Location</th>
<th>Within 1 minutes walking time of home</th>
</tr>
</thead>
<tbody>
<tr>
<td>2. Target Users</td>
<td>Mainly 4-6 year olds</td>
<td></td>
</tr>
<tr>
<td>3. Content</td>
<td>For toys and low-key games. Seats and visual devices.</td>
<td></td>
</tr>
<tr>
<td>4. Site</td>
<td>Flat, well-drained, with grass or hard surface.</td>
<td></td>
</tr>
<tr>
<td>5. Safety</td>
<td>Measures to be provided to minimise risk of road accidents. Water courses etc could pose hazards.</td>
<td></td>
</tr>
<tr>
<td>6. Activity Zone</td>
<td>100 square metres (120 square yards)</td>
<td></td>
</tr>
<tr>
<td>7. Buffer Zone</td>
<td>5 metres distance between edge of Activity Zone and ground floor windows. Gable ends to be protected by at least 1 metre minimum strip of dense planting.</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>2. Local Equipped Play Areas (LEAP)</th>
<th>1. Location</th>
<th>Within 5 minutes walking time of home.</th>
</tr>
</thead>
<tbody>
<tr>
<td>2. Target Users</td>
<td>Mainly 4-8 year olds.</td>
<td></td>
</tr>
<tr>
<td>3. Content</td>
<td>At least 5 types of equipment plus seating.</td>
<td></td>
</tr>
<tr>
<td>4. Site</td>
<td>Well-drained with grass and/or hard surface.</td>
<td></td>
</tr>
<tr>
<td>5. Safety</td>
<td>Play equipment and surfacing to comply with the latest safety standards. Measures to be provided to minimise risk of road accidents, dangers from water courses, railway lines, electric cables etc. Site should be overlooked by nearby houses or well-used pedestrian routes.</td>
<td></td>
</tr>
<tr>
<td>6. Activity Zone</td>
<td>400 square metres (480 square yards)</td>
<td></td>
</tr>
<tr>
<td>7. Buffer Zone</td>
<td>20 metres between edge of Activity Zone and boundary of nearest dwelling. If housing surrounds LEAP, total area required including Activity Zone, paths and landscaping will be 3600 square metres (0.9 acre)</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>3. Neighbourhood Equipped Play Area (NEAP)</th>
<th>1. Location</th>
<th>Within 15 minutes walking time of home.</th>
</tr>
</thead>
<tbody>
<tr>
<td>2. Target Users</td>
<td>Mainly 8-14 year olds.</td>
<td></td>
</tr>
<tr>
<td>3. Content</td>
<td>At least 8 types of equipment plus seating, kickabout area, rollerblade area and facility for teenagers.</td>
<td></td>
</tr>
<tr>
<td>4. Site</td>
<td>Well landscaped and planted.</td>
<td></td>
</tr>
<tr>
<td>5. Safety</td>
<td>Play equipment and surfacing to comply with latest safety standards. Safety measures, eg pedestrian barriers to reduce risk of road accidents. Consideration to be given to potential dangers such as water courses, railway lines and electricity cables.</td>
<td></td>
</tr>
<tr>
<td>6. Activity Zone</td>
<td>1000 square metres (1200 square yards)</td>
<td></td>
</tr>
<tr>
<td>7. Buffer Zone</td>
<td>30 metres between edge of Activity Zone and boundary of nearest dwelling. If housing surrounds NEAP, total area required will be 8400 square metres (2 acres).</td>
<td></td>
</tr>
</tbody>
</table>