

Appendices Volume 5: Issues & Options 2009: Spatial Strategy



Allerdale LDF Core Strategy

FROM STRATEGIC OBJECTIVES

TO

SPATIAL OPTIONS

DISCUSSION PAPER 2

Note of meeting

SHLAA and Core Strategy spatial options

Allerdale House

2 November 2009

Present

Andrew Butler- Cumbria County Council Highways
Mark Goodwill- Cumbria County Council Highways
Leanne Beverley- Cumbria County Council Spatial Planning
Richard Evans- Allerdale Borough Council- Planning
Julie Ward- Allerdale Borough Council- Planning

Purpose of meeting

To discuss potential highway constraint and capacity issues relating to individual SHLAA sites and the overall future highway capacity in key settlements.

To discuss Allerdale's first thoughts regarding potential growth options and spatial strategies for the Core Strategy.

SHLAA sites

Workington

Port Derwent has significant implications for the current highway infrastructure. The existing gyratory system is at capacity and could not accommodate further traffic generated from a Port Derwent scheme.

Possible solutions are a new bridge over the railway combined with measures to re-route traffic away from the town centre

There was some discussion around a more comprehensive solution involving the southern and northern links as potential solutions. One possibility was to take a northern route to the north- west of Seaton which could link into Derwent Forest. Port Derwent and Derwent Forest would be a key source of developer contributions.

With regard to the town centre the Ramsey Brow and Washington Street junctions were at capacity and while a level of congestion could be tolerated this was another area for concern.

Seaton

Generally no highway issues
No problem with sites EXRU19 and EXWK31

Harrington

Possible capacity issue with Scaw Road roundabout. Scaw Road itself is substandard and would involve CPO of some front gardens to make improvements.
Church road junction had little capacity to accommodate additional capacity.
Railway bridge will required significant structural work in the near future
SHLAA sites (EXWK27, EXWK30, EXWK20 all have highway problems)

Stainburn

SHLAA site EXWK32- to develop this would require wider traffic calming measures in Stainburn.

Maryport

SHLAA site EXMP05- access to this site from the A596 would not be viable due to the need to undertake significant retaining work. The best solution would be to build a joint access with the camp farm project from the B5300. This would have the advantage of accommodating visitors to the roman site while serving the housing development. Sustainable links to the railway station and town centre would have to be built into this solution. To the south of the town improvements to the Glasson Road junction with a possible roundabout would allow visitors to the town to approach along Glasson road. By taking traffic away from the town centre both the north and south solutions allow for a more comprehensive traffic management of the town centre.

SHLAA site EXMP06- wrong side of the railway, poor links to town.

Cockermouth

All SHLAA sites with the exception of the site at the Fitz are on the wrong side of town. Access through Castlegate and Lorton Street junction are at or close to tipping point and neither are capable of improvement. The ideal solution would be a relief road to manage traffic entering and leaving the town. It could link all the sites to the east. There is the issue of cost and crossing the river. Highway Agency will not allow a new access onto A66. At present no SHLAA site put forward could be developed with out major highway infrastructure.

SHLAA site AACK01- issue of capacity of Brigham road to take further development.

Wigton

Eastern by-pass for the town does appear on the priority transport list, but unlikely to be implemented in the current Core Strategy period.

SHLAA sites to the north of the by-pass are ok in principle but any development would have to contribute to cycleway links across the by-pass. This work forms part of phase 4 of the town's cycleway network plan.

South of the by-pass- site EXWG28 is ok as is the Scholars Green site. However a contribution to the cycleway would be required.

Town Centre- the market square is a problem. In particular the market cross needs to be relocated slightly to enable a T junction to be constructed. This area will become a real issue should/when further housing comes forward. The only long term solution is the eastern relief road. The sites to the east of the town are less of a problem as they look to Carlisle for jobs, retail etc.. However the western sites would have to cross through the town centre which would come up against the capacity issues outlined above.

Silloth

No real issues except that the Fysons site would require regrading to achieve access.

Aspatria

Issues of ribbon development.

SHLAA sites EXA509 and EXA506- issues of using access over the railway bridge and poor visibility. If this land was to be developed an alternative access would be required, which could be feasible

Station Road- junction onto the A596 is ok at present but it may become an issue if more development were to be fed into it.

SHLAA sites EXA503/ AAA511- need to look at these sites with the land beyond if that is likely to be a future option for development.

Growth Options

RE outlined the range of growth options. After a brief discussion the maximum RSS option was generally supported as the most reasonable way forward. However JW did confirm that the options paper would be sent out for formal comments so there was time to consider the proposals in greater depth.

Spatial Options

In principle allocating a proportion of development in the villages surrounding Cockermouth would be ok provided that sustainable transport links between the towns and the villages were supported.

The proposal for a cluster around Paddle School was considered unsustainable in terms of transport and to expand the school or the surrounding villages would only exacerbate this. This also applied to the proposed Dean cluster.

It was suggested that one strategy would be to concentrate on the settlements along the A66 where the bus links exist such as Brigham, Great Clifton and Broughton, although the Broughton junction on to the A66 is an issue.

**Development Panel Workshop
Core Strategy Spatial Strategy Options
The Carnegie Workington
3 November 2009**

Present

**Councillor Ian Francis
Councillor Peter Bales
Councillor Bill Bacon
Councillor Joe Holliday
Councillor Ivor Humes
Councillor Peter Kendall
Councillor Heather McIntosh
Councillor Alan Smith
Councillor Audrey Tinnion
Councillor Alan Tyson
Councillor Martin Wood**

Apologies- Councillor John ‘ Binky’ Armstrong

Officers

**David Martin
Jill Elliott
Richard Evans
Julie Ward
Sara Brook
Wilson Lui**

1. Welcome

David Martin welcomed Members to the workshop. This was followed by Jill Elliott outlining the purpose of the consultation.

2. Growth Scenarios

Richard Evans outlined four potential growth options:

Transformational Growth- this is the ‘Golden Scenario’ from the Energy Coast Masterplan. This entails population growth in West Cumbria from 169,300 in 2003 to 182,900 in 2021. This would entail the completion of 15000 dwellings across West Cumbria.

Substantial Growth- this is a reduced golden scenario and would see only 50% of the growth

Maximum RSS based growth- this entails a level of growth moderately above the Regional Spatial Strategy up to 10%

Strict RSS Based Growth- this would involve sticking to the Regional Spatial Strategy figure of 267 dwellings per year and correlates to a static population.

Decline- this option entails an absolute decline in population and household numbers. It correlates with the “Do Nothing” Scenario of the Energy Coast which predicts a 8000 jobs in the nuclear sector.

3.Option debate

Members then debated the various growth scenarios and made the following comments.

The future role of Cockermouth was a key concern. In particular the town’s ability to take further development especially for people wishing to retire from outside the area which was increasing the demand for care homes. This was putting pressure on local services and not catering for the local population, especially younger people who are in need of affordable housing (social rented). In addition the potential for Cockermouth to have to accommodate unfulfilled housing demand from the Lake District would only exacerbate this as well as the rising numbers of second homes in the town.

The need for the number of houses in the transformational and substantial growth scenarios was questioned given that there is the likelihood of 8,000 jobs lost at Sellafield.

Current economic conditions would have a significant effect on all three growth options. Although West Cumbria has fared reasonably well so far this area tends to take longer to come out of recession compared to the rest of the country. Delivery of such large numbers of houses would be problematic in the current climate.

There was concern that the area should not rely on Nuclear and that the local economy should diversify as much as possible. Support for local builders who only develop a few houses a year should be account for in planning policy in particular on the size of sites likely to come forward.

The discussion closed with Members in general agreement that the maximum RSS based growth scenario was a reasonable option way forward in that to allowed a level of aspiration but it was more realistic in terms of delivery compared to the transformational and substantial growth scenarios.

4. Spatial Options

Richard Evans outline four possible spatial options

Regeneration based Urban Option

This option is the most urban orientated. It designates Workington and Maryport as Principal Service Centres. Cockermouth, Wigton, Silloth and

Aspatria would be Key Service Centres. There would be no Local Service Centres.

Comments on this option

No opportunity for the villages to grow
Too urban focussed
Too much pressure on Workington

Urban Focus/ Rural Concentration

This is still urban biased but introduces a limited number of Local Service Centres. The Local Service Centres were chosen on the basis have a shop, school and public transport.

Comments on this option

This was better than the previous option as it allowed some growth in the villages

Urban Bias/Rural Concentration

This option entails a higher allocation to rural areas and a wider distribution to include all villages with schools but not villages which share a school. Outside designated LSC's an exceptional housing policy would be implement based on locational criteria only.

Comments on this option

Wigton should have a greater role given the scattered settlement pattern in the north of Allerdale and the level of population it has to serve as part of its hinterland. This approach may help to take pressure off Cockermouth
There was general support for an exceptions policy particularly if it could take account of personal circumstance rather than just based on an employment connection.
RE confirmed this would form the basis for discussion when the Core Strategy policy options were considered.

Urban Bias/Rural Concentration/Clusters

This is very similar to the previous option with the exception of widening rural locations to include all schools and certain associated villages by means of a cluster concept in South Allerdale and an exceptional local housing policy in the North Allerdale locality.

Comments on this option

It was considered that this option could scatter development too wide and as such would be less sustainable.

Overall the urban bias/ rural concentration option was considered to be the preferred approach.

General comments on presentation

In terms of document presentation it was agreed that the map should be larger, the locality boundaries should be marked out, Derwent Forest does not need to appear on the map as it is not a settlement and page numbers should be added to the document.

Strategic Housing Land Availability Assessment (SHLAA)

RE gave a brief update on how the SHLAA was progressing. Members felt it would be useful to see the first sieve of sites so that they are kept up to date. It was agreed to circulate the first sieve document with the proviso that it had to be treated in confidence as it was a work in progress and the full assessment of sites had not been completed.

Next steps

RE confirmed that the options document would be circulated to key partners. This would include consultation with Town and Parish Councils.

Carlisle City Council/ Allerdale Borough Council
Cross boundary issues
Spatial Strategy Options
24 November 2009

Growth point is equal to 600 dwellings per year. This figure includes inward migration and to support economic growth. Part of the strategy is to grow the University and generate the jobs that match the graduates so retain them in the city. It is proposed that the 150 above RSS would be for the city area it does not take account of North Allerdale.

Carlisle Renaissance's remit is focussed on the city in particular the M6 corridor, the University and the city centre. It is intended to be complementary to the aims of the Energy Coast.

North Development Route is due for completion by 2011. This will impact on West Cumbria in terms of access especially to the M6. The NDR will provide Carlisle if the opportunity to open land to the west of the city. This could have an impact on North Allerdale. More employment land is required on the west of the city. Importance of the NDR needs to be acknowledged in Allerdale's options.

Morton is a district centre in the Carlisle Local Plan. At present there is a proposal for Tesco which is unlikely to impact on retail proposal in Wigton but if the retailer is different its catchment could include Northern Allerdale.

There was no objection from a Carlisle point of view if the Allerdale Core Strategy intends to increase the role of Wigton.

There is some discussion of a southern relief road to address the short cut via Dalton to junction 42. This is unlikely to get very far at present.

Kirkbampton shares a school with Thurstonfield. There maybe an opportunity to have a cross boundary solution for both settlements in terms of housing policy and supporting the local school and facilities.

Lake District National Park/ Allerdale Borough Council
Cross boundary meeting
Spatial Strategy Options
National Park Offices
Kendal
26 November 2009

Cockermouth

The issue of displaced housing need from the National Park was discussed. In terms of policy both affordable and local need is accounted for. In the past the Structure Plan only covered affordable need but the RSS extended this to local need. The Local need element includes community need and aspiration. This approach should cater more widely for housing need in the National Park. In Rural Service Centres (Keswick and Caldbeck) sites will be allocated. In the villages housing will be for local need and sites can be allocated if there is a strong case for it.

Cluster communities are identified. One approach is where a number of villages when viewed together have a full range of services.

The role of Caldbeck and the surrounding villages in North Allerdale was discussed. At present the National Park's S106 agreement restricts housing to meet the need of that Parish. It does not include extending the eligibility to residents in surrounding Parishes. This limits the opportunity to allow the need of villages in North Allerdale to be met in Caldbeck as a Service Centre. A housing need survey will be required for Caldbeck. This will then inform the housing numbers and mix to go into that settlement.

**Agenda
Allerdale LDF
Core Strategy- Spatial Options
Environment Agency Offices
Penrith
30 November 2009**

1. Strategic Flood Risk Assessment- in the light of recent events.

2. Growth scenarios-

What are the implications of the growth scenarios particularly in terms of infrastructure?

Is the chosen bronze scenario realistic and deliverable?

3. Spatial Strategy Options-

Are there any particular constraints relating to any spatial option

If there is a known constraint, is a solution programmed/ funded

4. Infrastructure Deficit Plan-

Update on work so

5. AOB

Environment Agency/United utilities and Allerdale Borough Council
Core Strategy Spatial Strategy Options consultation meeting
30 November 2009
Environment Agency Offices
Penrith

Flooding

The SFRA may need to be revisited in the light of recent flood events. This could include an assessment of current flood alleviation schemes. EA are working through the data and will keep ABC informed.

Following floods in Doncaster a guidance note was released on how the Council would approach the sequential test when considering applications.

Surface Water Management Plans- funding available for the plan itself and quick wins. If ABC was to bid for funding UU will disclose their information on sewer flooding and help to interpret the data. At present there are 53 sewers that flood in Allerdale, this is a relatively small number. This is based on reported incidents.

1in 25 year floodplain, EA would like to see this represented on Proposals map. However need to be sure of the line. Need to check SHLAA sites against this data.

Growth Scenarios

UU funding is based on what is going to happen in the next 5 years it is not based on aspiration. UU has recently received approval of the next 5 year funding. It is very pessimistic in terms of the likely development rate in the next 5 years and therefore the need to invest in infrastructure.

Water Resource Management Plan

Extractions from the River Derwent, Ennerdale, Crummock will be reduced. West Cumbria Water Supply Zone is in deficit. This is based on dry weather demand. The nuclear industry currently extracts from the Calder and Wastwater. This is a big issue especially given the proposals for nuclear new build.

To address the deficit it is proposed to use a new ground water supply south of Egremont, reduce the present leakage rate and reduce domestic consumption. This only addresses the deficit not any growth in future demand. West Cumbria will be a test case on how to manage water deficit.

Wastewater issues

There are capacity issues at Cockermouth, Dearham and Bridgefoot Little Clifton. EA also have concerns at Blennerhasset. The flow rates from Cockermouth have increased which is a concern to EA. UU would have to demonstrate that Cockermouth would have additional housing in the LDF to justify improvements. Next bidding round for UU is 2015. Cockermouth's capacity issues maybe eased by the Surface Water Management Plan which could help reduce flows into sewers. UU will not adopt private treatment work as never built to their standards. Where UU refuse connection a developer can apply for a private treatment plant as an interim measure and EA will have to consider this.

Need to set up meeting with Steve Howell UU asset manager to discuss individual areas. This meeting to involve EA and development control colleagues.

SUDs

They will be adopted by UU if the Flood and Water Bill goes through.

River Basin Management Plan

This is due to be published in December and would form part of the evidence base.

Parish Council consultation
Spatial Strategy Options
7pm
1 December 2009
The Greenhill Hotel
Wigton

Invitees

All Parish Councils including those adjoining the plan area.

Introduction

A short presentation was given explaining the four spatial options

Discussion

Consideration should be given to work patterns. If it is deciding to put more development into the rural areas it is likely to increase the daily commute.

Schools have a big influence on where people live. Plumbland School in take is only 50% from the village the rest of the children come from other towns/villages. Given that there is freedom of choice for schools it cannot be guaranteed that even if more houses are developed in a village that the local population would use the nearest school. This applies to local facilities as well.

Need to have a degree of flexibility in policy to adapt to changing circumstances. In particular there should be able to cater for individual needs or if small plots of land become available. The Parish Council could have a greater say on individual proposals. If only local occupancy housing was allowed this will restrict future possibilities to sustain growth but at the same time restrictions should be in place to prevent new dwellings being used as second homes.

Aspatria and Silloth probably need more growth to support the secondary schools. Therefore may have to look at the distribution of growth in the options.

Need to aim to have communities that can cater for all ages. The key is access to services especially by public transport.

Clustering of affordable homes near services should be explored.

Parish Council consultation
Spatial Strategy Options
7pm
3 December
Allerdale House
Workington

Invitees

All Parish Councils including those adjoining the plan area.

Attendance

Dean Parish Council
Workington Town Council

Introduction

The meeting started with a brief presentation of the four spatial options

Discussion

The role of the Interim Housing policy was queried in suppressing the housing completion figures especially in the villages where housing demand would be high. Therefore the failure to meet the Regional Spatial Strategy housing figures has to be seen in that context.

Queried the use of bus services as a factor if it only runs twice a day and cannot be used for work. Also bus routes could disappear. Transport links are the key.

Should there be a different location policy for affordable housing than for open market housing such as the need to be near services.

There is an issue of inward migration of older people who wish to retire to the area.

Dean should be considered as it has a bus service, school which has had a lot of investment in the last few years.

Consultation methods- need to make consultation documents with less jargon with a summary. There is an opportunity to use Parish notice boards and Workington town centre notice boards to publicise consultation events. Also consider the Wave and The Oval centre for posters.

**Agenda
Allerdale LDF
Core Strategy- Spatial Options
Allerdale House
9 December 2009**

1. Growth scenarios

What are the implications of the different growth scenarios on services/ infrastructure?

Is the chosen bronze realistic and deliverable?

2. Spatial Strategy Options

Are there any particular constraints in terms of service/ infrastructure capacity in a town or location which may affect how development is distributed?

If there is a known constraint is a solution programmed/funded

3. Key future issues

4. AOB

**Allerdale LDF- Core Strategy
Meeting with Cumbria County council
Education, Adult Care, Highways and Spatial Planning
Allerdale House
9 December 2009**

Present

**Andy Smart- Education
Mike Tuer- Education
Jean McGrath- Adult social care
Andrew Butler- Highways
Mark Goodwill- Highways
Iain Fairlamb- Spatial Planning
Leanne Beverley- Spatial Planning**

Education

If the spatial options result in a re-distribution of the existing population then no implications for schools. There is capacity at both Primary and secondary schools in Allerdale. Birth rates are increasing but there is a marked fall in the secondary school age group.

Building schools for the future- 180m investment but no announcement yet. The proposal is to combine Stainburn and Southfield. St Joseph's will stay but will have investment. The idea is for a 3-19 year school with health, leisure and community centre. However the funding would only be for the school so funding for the other uses has to be required. Also no guarantee of future phases of funding from BSF.

Beacon Hill/ Silloth school- due to falling roles children are opting to go to Wigton secondary school. Wigton roles are rising in both Primary and secondary schools. The Catholic school has capacity. However out of catchment children do not qualify for free school transport.

Cockermouth birth rates are falling. Primary level not growing. Overall drop of 30 pupils therefore there is capacity in the town.

Calculation used to work out number of children likely to need a place from new housing. 175 dwellings would result in 40 children of primary age spread across the 7 year groups.

Very active in seeking developer contributions for education infrastructure.

The Corus development does raise an issue as there is no primary school with easy walking distance. Approximately 900 dwellings justifies a new school. It is likely that they would seek developer contributions. Access point

to school is a key issue. St. Michael's school has little space to expand to accommodate more.

Primary school capital programme is £4m each year over 14 years spread over 150 schools.

Changing the roles of schools in the community by using them after school day, remote learning, flexible school hours to suit the needs of individual pupils.

Rural birth rates are falling, affordable housing is an issue. There is on average one rural school closure in Cumbria each year.

Welton has currently 18 pupils but there is no prospect of this improving based on birth rates. There are 3 to 4 schools in Allerdale in a similar position.

Need 25-30 pupils to make a school viable financially. Both there still issues around have having single children in one year group and the gender mix which does not help social interaction etc.

Adult social care

The most important issue is the rising number of elderly. CCC has a nursing home with a 60 bed capacity. There is capacity in residential homes. The issue is not the buildings but the availability of care staff. It is low paid work and there are better jobs in retail and services. Recruitment and training is key if the policy to support people at homes is to be implemented.

Silloth and rural areas are hot spots for the elderly population. The current population survive with very few facilities, minimal support and little voluntary sector support.

Inward retirement generally means little local family network support for future when health may deteriorate. If people become physically frail then this can be managed at home through adaptation but mental illness and dementia is more difficult and requires residential care.

Current CCC residential homes are not up to standard. Also CCC homes are more expensive than private homes. Issues of private sector catering for inward population not resident elderly which adds to burden of health and social support care. Consider local occupancy condition/ local need as a way of controlling it ?

Provision of specialist care is an issue. Cockermouth hospital will only have 7 beds in new facilities as opposed to current provision of 20. this is on the assumption off Closer to Home strategy.

Out of hours response for Allerdale is based in Carlisle so cannot be as reactive.

Highway

Workington bridges work on the basis that both will be replaced but Government will not fund betterment.

CCC is compiling evidence of highway constraints in Cockermouth.

JW to arrange meeting with Highway Authority to discuss new access on A66.

Healthy Communities Group
Tuesday 12 January

Health and the Built Environment

Good health is determined by a range of factors many of them linked to the quality, accessibility and sustainability of our physical environment. For example there is increasing evidence that suggests that people that have access to quality green space are healthier. Being outside promotes mental well-being, relieves stress, overcomes isolation, improve social interaction and alleviate physical problems. When the immediate environment is unattractive it is difficult to make physical activity part of everyday life. Unsafe, 'unwalkable' urban areas, which lack greenery and are dominated by traffic, will discourage us.

Planning can contribute to a healthier community in a number of ways such as

- Creating cycle and footpath links to local services
- Ensuring the built environment is safe and welcoming
- Provide quality play areas for all ages
- Provide and maintain parks and public open space
- Use traffic calming measures to reduce risk of accidents
- Locate services that are accessible by foot and public transport
- Increase levels of trees planting to reduce effects of carbon emissions.

There are two areas of work that help bring this about

Local Development Framework

This sets out the policies and strategy which form the basis for planning decisions. In particular it will contain policies that cover such principles as reducing the need to travel, locating housing, employment and services together, maximising accessibility to a range of services by public transport, walking and cycling, and ensuring good design in terms of traffic movement, open space, safety and homes for life.

Development Management

This is the process by which individual development proposals are assessed and arrives at a decision as to whether planning permission should be granted. Development Management is a new approach. It has a strong emphasis on partnership working whereby key agencies such as the PCT, police, highway authority, education, housing associations, and the Environment Agency are invited to become involved at an early stage, before a formal planning application is made. This approach allows an opportunity, to raise issues and propose amendments when a proposal is still at the draft stage.

Purpose of the session

To give a brief introduction to the Local Development Framework and the Development Management process. It is also proposed to take a case study and apply the Commission for Architecture and the Built Environment's Building for Life criteria to assess the strengths and weaknesses of the proposal in terms of whether it would enable and encourage a healthy community.