

 <b>REPORT TO EXECUTIVE</b>			
<b>PORTFOLIO AREA: ENVIRONMENT, INFRASTRUCTURE AND TRANSPORT</b>			
Date of Meeting:		7th July 2003	
Public			
Key Decision:	Yes	Recorded in Forward Plan:	Yes
Inside Policy Framework			

**Title:** CUMBRIA AND LAKE DISTRICT JOINT STRUCTURE PLAN – DEPOSIT CONSULTATION

**Report of:** Head of Planning Services

**Report reference:** P.29/03

### Summary:

This report sets out the City Council's response to the issues raised in the proposed revision to the Structure Plan which forms part of the statutory development plan framework for the district.

### Recommendations:

It is recommended that the comments in Appendix One of this report become the Council's response to the Structure Plan consultation.

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## 1.

## 2. BACKGROUND INFORMATION AND OPTIONS

1.1 Cumbria County Council and the Lake District National Park Authority have joint responsibility for the Structure Plan. The current plan runs up to 2006 and is currently being reviewed. Members of the Executive received report EN.003/02 on the initial Key Issues consultation on the 28<sup>th</sup> January 2002. The second stage of the review is the production of a "Deposit Plan" again entitled "Planning Cumbria".

1.2 Members may recall that in other reports on planning matters there has been reference to the Planning and Compulsory Purchase Bill which is currently going through Parliament. Proposals in this Bill will change the development plan system and effectively remove Structure Plans from the system. Notification was recently issued that the Bill will be delayed and the enactment date of April 2004 will be put back to June/July. Transitional arrangements have recently been published by the ODPM. This clarifies the procedure relating to Structure Plans. It is both the County Council and Lake District National Park Authorities intention to continue with the Structure Plan. The plan will consequently remain an approved Structure Plan for a period of three years following its approval. It is therefore important that the City Council respond to the deposit consultation.

1.3 Appendix One details each of the policies providing a summary and response to be considered as the Council's response on the consultation.

The main issues are:

- the development of the spatial strategy which recognises Carlisle as a regional centre and Brampton and Longtown as Key Service Centres;
- the distribution of a new housing requirement for each of the districts and local targets for development on previously developed land;
- the level of employment allocations to be provided throughout the plan period; and,
- areas of search for renewable energy

## 1. CONSULTATION

### 1. Consultation to Date.

The City Council was consulted on the first stage of the review process that took place from November 2001 to the end of January 2002 and responded on the 28<sup>th</sup> January 2002.

## 2. Consultation proposed.

This is the second stage of the review and the City Council is being consulted on Deposit Plan between the 31<sup>st</sup> May and the 12<sup>th</sup> July 2003.

## 1. RECOMMENDATIONS

It is recommended that the comments in Appendix One of this report become the Council's response to the Structure Plan consultation.

## 2. REASONS FOR RECOMMENDATIONS

The Structure Plan forms part of the development plan for Carlisle District and when approved will be used to determine planning applications affecting future development in the area. It is important that the City Council ensures that the policies guiding future development protect the interests and aspirations of the Council and those who live, work in and visit the district.

Appendix One sets out the response to ensure continued yet sustainable growth of Carlisle and its environs.

## 3. IMPLICATIONS

- Staffing/Resources – This is already covered by existing staff and resources within the Local Plans and Conservation section of Planning Services.
- Financial – None
- Legal – The Structure Plan is part of the statutory Development Plan framework under the Town and Country Planning Act 1990. Whilst there are proposals to alter this in the future these have not been enacted and the current development Plan system is still in force. Transitional arrangements have recently been published giving guidance on transferring to the new development plan system. The guidance states that where a Structure Plan has been put on deposit the plan will have a three-year "saved period" once adopted i.e. it will remain in force for three years post adoption.
- Corporate – Comments have been incorporated in Appendix One.
- Risk Management – There is a risk that policies will not reflect the future development needs of Carlisle district if a response is not made. Furthermore if a response is not sent within the statutory time period for consultation these comments need not be taken into account as set out in the Town and Country Planning (Development Plan) Regulations 1999
- Equality Issues – None

- Environmental – The Deposit Plan promotes a sustainable development approach to future development in Cumbria. Comments on individual policies address environmental issues in Appendix One.
- Crime and Disorder – None

## PLANNING CUMBRIA

### Cumbria and Lake District Joint Structure Plan 2001-2016

#### Deposit Plan May 2003

Deposit SP Policy	Summary of policy	Office
<b>STRATEGY</b>		
Policy ST1: Promoting sustainable development	The first policy in the Structure Plan sets the overarching sustainable development principle taking into account protection of the quality of the environment, prudent use of resources and to maintain social progress and economic growth. There are 11 criteria to consider in assessing any development.	This policy supports sustainable development principles are supported as the overall strategy Plan. The translation of Guidance into this Plan has lost the urban environment referred to by cross should be reinforced the clear urban environment where sustainable within the priorities 1.
Policy ST2: New development and key service centres	This policy sets out the strategic focus for new development to key service centres. This includes directing development towards Carlisle as the regional town and the centres of Brampton and Longtown. For each centre a minimum requirement of provision should be made to include new housing for the whole plan period, an available local employment site, high level of transport accessibility, the ability to connect to high speed communications technology.	The selection of key centres is based on the existing settlements listed in the district. Carlisle is the focus as well as rural Brampton and Longtown. The rural parts of the district do not emphasise the distinction between Carlisle centres, which should be reinforced by this policy, as well as
Policy ST3: Developments to sustain rural communities	Small scale developments will be permitted in relation to local needs, local services and rural business in towns and villages to be defined in Local Plans. It will be an exception to allow new build in the open countryside.	It is agreed that the focus of this policy should be at the local level (Local Plans) with criteria to be defined to the diverse nature of these local services

		considered as op of policy) and to a development prin should be restrict relation to policies referred to the Co of the Local Plan guidance on the t circumstances.
Policy ST4: The City of Carlisle	The policy promotes the development of Carlisle to build on its role as a regional centre. This includes a range of employment opportunities including reference to Kingmoor Park as a Regional Investment Site. The policy also emphasises the opportunity to strengthen links between Kingmoor and all forms of transport. The role of Carlisle airport and its potential to support the economy will be supported. New housing will be needed to sustain the city's economic potential. New development will be phased. Regard should be had to the city's historic character.	The recognition o regional role is su will require signifi this role and attra acknowledged tha require to be phas balanced and sus strategy for the C Carlisle airport is recognition that n required to sustai potential is also s
Policy ST5: North Cumbria	The need to sustain services is supported through key service centres. Other villages defined in Local Plans will be the focus for appropriately scaled development.	This policy is sup the key service ce RPG to sustain th definition of other focus for appropri being defined by
Policy ST6: Furness and West Cumbria	The policy give priority to measures that secure regeneration	No comment
Policy ST7: South and East Cumbria	The policy sets the priority for new development to meet local needs.	No comment
Policy ST8: Lake District National Park	The policy emphasises the highest level of protection to the landscape. Priority will be given to development to secure housing for local people, widen the economic base, maintain viability of farming businesses or reduce the impact of car use and promote	No comment

	transport choice.	
Policy ST9: Major development proposals	Major development will only be permitted where the total benefit outweighs the total detrimental effects, national standards are complied with and alternative locations and methods have been fully considered and rejected. Additional criteria are included to protect the National Park and AONBs. Major development is defined as development that has significant environmental effects and is more national than local in character.	Acknowledge that national character and environmental effects are permitted in exceptional circumstances. The policy should protect AONBs therefore
<b>SUPPORTING THE ECONOMY</b>		
Policy EM10: Employment land provision	This policy sets the supply of employment land for the plan period by Sub County Area, Employment Land Market sector and specific years.	The need to provide employment land for the economy is a key issue for local businesses and the need to attract investment to the region. The emphasis is on providing a minimum level of land supported to ensure that the economy is not stifled relative to other County Areas.  Clarification is required that Business Park allocations are part of the land at  Recognition of the Airport is welcomed
Policy EM11: Development of employment land for other uses	The policy allows development of existing employment sites, premises and land allocations for non-employment or mixed uses under certain criteria to ensure a supply is maintained, each Key Service Centre retains an available local employment site and a number of additional sustainable location criterion.	This policy is consistent with advice to reconsider allocations for the aim of this policy to protect mixed-use sustainable communities.  Criterion 4 refers to a significant increase in the number of journeys without closer examination of travel to work patterns. It is possible to make infrequent that an area is specified to be selected, as

		is also not clear h significant traffic g employment use criterion could on to aid redevelopm
Policy EM12: Rural employment development	Outside the Key Service Centres development for business or employment opportunity will be permitted provided it is of a scale and type sympathetic to the character of the area. New buildings for expansion of existing business or farm diversification need to be well related physically to existing buildings.	This policy aims t economy by perm scaled business c the key service c retain reference t previously develo agricultural buildi minimise the amc open countryside
Policy EM13: Tourism Development	Emphasis in sustaining Cumbria's distinctive scenic, cultural and historic character. Further growth in the Lake District National Park will be restrained. Outside the National Park and AONBs development will be favourable considered where it will assist economic and physical regeneration of an area and benefit the local community. Conversion of farm and other rural buildings for tourism will be permitted subject to scale and affect. There are criteria for tourism development in AONBs.	The policy to pror outside of the Nat ensure that the u area is not spoilt This will also help economy of areas Park.  The ability to con buildings to touris diversification is s
PROVIDING HOUSING		
Policy H14: Scale of housing provision	This policy sets the rate of new housing to be developed. An annual average dwellings permitted rate is set at 250 per year for the City of Carlisle and 65 per year for the remainder of the district.	This policy introdi rates for new hou acknowledged th overall reduction for Cumbria. Ther there will be a rec Structure Plan de policy clearly emp development rate and Barrow. In or policy ST4 the de be reduced lower deposit plan. The approximately 80 development rate

conflict with the re  
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Paragraph 4.10 to  
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been the focus of  
received a mixed  
at this time wheth  
Plan would reinfo



		and the Council c Plan should estat district without a s specified in the S
Policy H15: Targets for the recycling of land and buildings	This policy sets the targets for housing constructed on previously developed land and buildings. The targets apply to permissions granted in the period 2002 to 2016. City of Carlisle 65%, Remainder of Carlisle district 40%	It is recognised th target of at least 4 development on p and building Carli a higher proportio  It is considered th to achieve the rur low amount of pre  In attempting to r to meet brownfiel that it is not possi submission of app an effect on the a over the year.
Policy H16: Affordable housing outside the Lake District National Park	This policy allows for the community's proven local need for affordable housing to be met through ether provision of an element on new housing sites or through exception sites. Arrangements must be made to ensure this remains affordable for local people in perpetuity.	This policy is acc practice for achie however with ove being reduced thr development will allocated sites. It dependent upon c policy to allocatin need for social hc
Policy H17: Housing in the Lake District National Park	This restricts housing development and the conversion of non-residential buildings of an appropriate type and scale to meet identified housing needs of the locality.	No comment
Policy H18: Allocation of sites within the Lake District National Park for social housing	This contributes to meeting local needs by specifically identifying sites that will be developed for social housing in perpetuity, usually developed by a RSL.	As house prices a areas of Cumbria National Park it is sort of policy coul dependent upon l specified in Local
Policy H19: Exception sites within the Lake District National Park	Restricts exception schemes to local need, occupancy in perpetuity usually developed by a RSL.	No comment

Policy H20: Housing renewal	Measures to improve the existing housing stock through renewal, clearance and refurbishment will be supported in Carlisle. This includes housing that is unfit, beyond economic repair, life expired, unsuitable for modern living, areas of extremely low demand, for a better functioning housing market or to assist regeneration.	This policy is well regeneration work in Carlisle for the supports the redevelopment of other areas need appropriate policy
IMPROVING TRANSPORT AND COMMUNICATIONS		
Policy T21: The Strategic Transport Networks	Development should not adversely affect the strategic transport network and should improve and implement networks including cycling and walking networks.	Noted
Policy T22: New road building	New road building or significant upgrading only permitted where there is a compelling need, necessary to serve new development or justified in future network. National Park and AONBs traffic congestion will be reduced by appropriate measures, improvements to public transport and provision for cyclists and pedestrians.	This policy needs requirements of the economic aspirations the inability to upgrade highway network. environmental considerations into account.  Acknowledge the congestion does not AONBs and the transport development must
Policy T23: Ports and airports facilities	Role of Carlisle airport will be sustained through safeguarding land required to develop the operational role or related activities, improvements to access or enhance their viability.	This policy ensure airport in the Cumbria supported and land related functions supported.
Policy T24: Public passenger transport	Long distance and commuter passenger flows should be handled by rail and road public transport to minimise growth in road traffic. Transfer to and between these modes will be encouraged e.g. by suitably located interchange arrangements.	The opportunity to by train is only as and whilst this policy on promoting willingness for transport a long term policy that improved transport help the situation must consider in the
Policy T25: Rail freight	Large flows of bulk commodities and all dangerous materials should be transported by rail wherever possible. This should be facilitated by location of new development	Noted

	on sites where traffic can be handled by rail freight and a possible interchange for rail freight	
Policy T26: Safeguarding future transport schemes	<p>Transport schemes including lines of routes will be safeguarded from development. Railway lines should be protected from development where there is potential for reuse as a viable transport route. Routes include:</p> <p>Carlisle Freight Avoidance Line</p> <p>Carlisle Northern Development Route</p> <p>M6 Extension</p> <p>Warwick Bridge Bypass</p> <p>Waverley Line</p>	This policy is sup the long-term trar require large scal
Policy T27: Transport Assessments	<p>Transport Assessments will be required in accordance with national guidance. The policy sets minimum level of development that will require an assessment.</p> <p>Housing &gt; 100 dwellings</p> <p>Employment &gt; 5,000 sq m gross</p> <p>Other developments &gt; 1,000 sq m gross</p> <p>Mineral and Waste transfer &gt; 100 heavy goods vehicle movements</p> <p>Hotel developments &gt;100 bedrooms</p> <p>Caravans or similar sites &gt; 100 units</p> <p>Any development &gt; 100 vehicle movements per hour or materially adds to local congestion.</p>	<p>The policy refers development and proposals which g proposals above policy. Whilst the levels set, the abi assessments for requires further cl</p> <p>Further clarificati area over which t occur (especially development), an which this may oc to planning applic determined within</p> <p>In addition the po the cumulative im of developments case the impleme would be difficult TA would be a lat differing applicant some mechanism those generating</p>
Policy T28: Travel	Travel Plans will be required for	Noted. This accor

Plans	<p>Retail &amp; Leisure facilities &gt; 1000 sq m gross</p> <p>Office, employment, education and service development &gt; 2,500 sq m gross</p> <p>New and expanded school facilities</p>	
Policy T29: Car parking standards	Maximum levels for car parking are set out in the policy.	Noted. This acco
Policy T30: Telecommunications	Proposals only permitted where a proven need demonstrably outweighs its visual or other adverse impacts including cumulative impact of facilities and where carefully sited and designed to reduce impact to a minimum.	Agree that a proli telecommunicatio significant cumul landscape. The lc on need and mini
CARING FOR THE ENVIRONMENT		
Policy E31: Areas and features of national and international conservation importance	<p>Development in areas or features of national or international importance or their settings that are detrimental to their characteristics will not be permitted.</p> <p>Exceptions would be an over-riding need or public interest. Sites include World Heritage Sites, AONBs, Special Protection Areas, Ramsar Sites. Special Areas of Conservation, National Nature Reserves, SSSIs, Listed Buildings of Grade I or II*, Parks and Gardens Grade I or II*, scheduled ancient monuments and Battlefields</p>	Agree that statutc buildings and thei protected from de
Policy E32: Sub-regional nature conservation interests	Development detrimental to these interests not permitted unless the harm is outweighed by the need for development. Loss should be minimised and mitigation provided. Includes County Wildlife Sites, RIGGS, UK Biodiversity Action Plan Key Habitats, Species of Conservation Importance, Landscape features of major importance.	It is recognised th tiers of protection and sub-regional with PPG9. This a achieved between As National Natu in Policy E31, Pol to Local Nature R
Policy E33: Landscape character	Development and landscape change should be compatible with distinctive characteristics and features as identified by the Landscape Map and the Cumbria	The landscape m policy shows revis boundaries as ide The review applie

	Historic Landscape Classification Programme. Eight criteria are identified to assess proposals. Development detrimental to the distinctive character will not be permitted except where required to meet local infrastructure needs which cannot be located elsewhere.	boundaries within changes are accepted of the areas. The shown as reference could be more clearly better indication of character.
Policy E34: Historic environment	This policy aims to protect sites, areas or buildings of archaeological, historic or architectural importance, conservation areas and listed buildings and their settings. Development that acts to their detriment will not be permitted unless the harm caused to their intrinsic interest and importance is clearly outweighed by the need for the development.	This policy covers and therefore protects Buildings which are There is no reference that may be locally listings which may contribution to the historic environment received listed status should be amended to them.
Policy E35: Environmental enhancement	Development that includes measures to regenerate and upgrade rural, urban and urban fringe environments will be supported. Particularly to protect, restore or enhance biodiversity, landscape and amenity. Priority will be given to economic and physical regeneration, key approaches, re-use of previously developed land or restoration and remediation of derelict or contaminated land.	Noted.
Policy E36: Woodlands	Planting of new woodlands will be encouraged where they are compatible with landscape character and avoid loss of important habitats or other features.	Noted
MANAGING CUMBRIA'S COAST		
Policy C37: Development on the coast	Development in the undeveloped coast (which includes part of Carlisle district) will be permitted where it requires a coastal location and cannot reasonably be located on the developed coast, providing it is not detrimental to landscape character.	No comment
Policy C38: Coastal	Proposals should take into account	No comment

defence	sustainable planning and management of coastal defences. Development should consider four criteria concerning flood risk, coastal defences and relocation.	
UTILISING RESOURCES		
Policy R39: Areas of search for grid connected renewable energy	Proposals will be favoured in the relevant areas of search shown in the relevant figures in the plan. Proposals will be required to meet all relevant criteria identified in the Areas of Search unless they no longer apply for technical reasons and conform with other relevant policies of the Structure Plan.	Officers have been required to prepare these proposals within the parameters used in the structure plan. If an objection is raised, the council will establish an area of search in the structure plan.
Policy R40: Wind energy proposals	Proposals will be permitted where there is no significant adverse effect on landscape character, no detrimental impact on designated areas, no significant adverse effect on local amenity, all practical measures are taken to reduce the adverse impact, and measures are included to secure removal and remediation following cessation of operation.	The areas of search for wind energy are restricted mainly to the Lake District. The policy sets out the criteria which have to be met, including local amenity and operations as well as landscape areas.
Policy R41: Biomass and energy from waste	<p>Proposals for development of plant for the generation of biomass and waste will be permitted where it is sited on existing industrial/employment sites or previously developed land, where practical to transport fuel by rail, no significant adverse impact on local amenity, no detrimental impact on designated areas, all practical measures are taken to reduce adverse impact on the landscape.</p> <p>Proposals for the recovery of energy from agricultural waste within existing farm units or sewage sludge should be well related to the activity, scale and character of the enterprise and setting.</p>	It is recognised that biomass are a renewable resource to reduce carbon emissions. Carlisle is therefore particularly to the Carlisle Northern area. This is a completed. This is the Eden valley which is suitable for growing willow coppice.
Policy R42: Renewable Energy in the Lake District	Within AONBs wind farms will not be permitted. Proposals for renewable energy development will be considered favourably	The policy to restrict locating within AONBs

National Park and AONBs	if their form can be assimilated into the landscape and would not harm the appearance of those areas, and not adversely impact on the local community, nature conservation or historical interests.	
Policy R43: Safeguarding mineral resources	Development will not be permitted that will sterilise mineral resources that may be needed to be worked in the future.	Noted
Policy R44: Mineral extraction outside the Lake District National Park and AONBs	Land will be made available for mineral extraction outside National Park and AONBs to maintain adequate supply. Permission will not be granted where there would be significant adverse effect on the community, local environment or road network unless outweighed by the need for the mineral or the socio-economic needs of the population. Mineral waste should be minimised and ensure acceptable restoration of land.	The protection of community in this significant adverse the recognition the needs of the area mineral outweighs strategic interest.
Policy R45: Mineral extraction in the Lake District National Park and AONBs	Proposals will not be permitted unless to provide dimension or building stone limited to small scale extensions to existing or re-opening quarries, small scale re-opening of previously worked slate quarries or extension of existing where there is no alternative. Harm should not be caused to interests of acknowledged importance or is outweighed by the need to maintain a supply of local building materials or other local economic considerations. Proposals must include waste minimisation and acceptable restoration of land.	This policy is sup high quality lands are not unnecessary mineral resource building materials
Policy R46: Waste management facilities	New facilities will be required to meet Government and European targets. This includes:  Materials recovery and waste treatment facilities – large scale facilities to be located on existing industrial/employment sites or previously developed land close to areas of major waste arisings subject to not being designated for other uses. Includes the vicinity of Carlisle. For small scale	Noted.

	<p>facilities priorities will be given to new facilities serving Key Service Centres.</p> <p>Waste collection points – new civic amenity sites, mini recycling centres</p> <p>Energy from waste plants – if targets for recovery of value from waste cannot be met from other means</p> <p>Residual waste sites – for the final disposal of residual waste.</p>	
Policy R47: Residual waste and landfill	<p>Proposals for disposal of landfill will not be allowed in AONBs. Outside these areas only permitted where there is a demonstrable need, no significant adverse effect on local community or environment, infill and restoration would not be seriously prejudiced, all measures taken to allow landfill gas to be utilised as an energy source.</p> <p>Where there is a lack of available mineral voids and transferring to distant sites is not the Best Practicable Environmental Option landraise may be permitted. Priority will be given to proposals that contribute to meeting landfill restoration requirements.</p>	This policy is sup quality landscape
CONTRIBUTING TO THE QUALITY OF LIFE		
Policy L48: Town centres	<p>Measures to secure or promote vitality and viability of town centres for a safer and more attractive environment will be supported. Proposals should support the role of the town centre and meet the needs of its catchment, provide an appropriate scale of mixed use and enable consolidation or regeneration of those with a declining role. Proposals that have a significant adverse effect will not be permitted.</p>	This policy aims t viability of the tow allow developmer the town centre a structure plan the has been recogni



Policy L49: Access and town centres	<p>Access will be encouraged by supporting appropriate levels of public transport, walking, cycling, arrival facilities and appropriate levels of managed car parking. Opportunities to enhance travel and meet the needs of disabled people will be secured. Highest priority will be given to pedestrian, cyclist and disabled people and priority to public transport.</p> <p>Developments to improve traffic management will be encouraged.</p>	The policy aims to provide alternative forms of transport. Reference is also made in the text to the provision of facilities. Whilst this is not the policy such developments will be appropriate.
Policy L50: Retail, leisure and office development	Proposals for retail, leisure and office development will be assessed against the sequential approach. Proposals for retail and leisure in edge of centre or out of centre must be able to demonstrate a need for the development. Out of centre will only be permitted where they maximise opportunity for linked trips and relate well to catchment population.	It is recognised that the sequential approach to development is not sufficient to achieve the objectives of the Council's policy. The Council has considered the sequential approach to development and has concluded that it is not sufficiently comprehensive to achieve the objectives of the Council's policy in arriving at the sequential approach.
Policy L51: Local services and facilities	Proposals for new or extensions to existing facilities will be supported where their detrimental impact including traffic generation is minimised. Development proposals that would result in a loss of an important local service or facility will not be permitted unless it is no longer viable or not needed by the community.	This policy aims to provide facilities and is supported by the Council's policy. It is an important local facility in Local Plans and is supported by paragraph 9.9 as a spatial strategy.
Policy L52: Health, education and training facilities	Proposals will be supported in key service centres and other towns and villages defined in Local Plans in locations that relate well to intended catchment and can be served by a range of transport modes.	Improved health facilities in Carlisle district are a key objective to achieve this core centre policy. The Council will consider proposals for health facilities in the intended catchment area made to the relevant authorities.
Policy L53: Leisure and recreation spaces	Formal and informal recreation space will be met through appropriate standards in new residential development, protection from development where a shortfall exists or it contributes to the quality of the built environment, enhancing the quality of existing open spaces or bring forward new	Noted

	sites to meet community needs.	
Policy L54: Regional Parks	Favourable consideration will be given to development of regional parks in Whitehaven/Workington and vicinity of Barrow in Furness.	No comment