

# **Integrated Assessment of the Copeland Local Plan 2017-2035**

## **Scoping Report**

November 2019



Copeland Borough Council

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### Appendix A

Review of relevant plans, programmes and strategies

### Appendix B

Representations received on Scoping Report August 2019

## Glossary of Terms

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AQMA	Air Quality Management Area
DMC	Decision Making Criteria
DPD	Development Plan Document
EA	Environment Agency
EqIA	Equality Impact Assessment
GHG	Greenhouse gas
GI	Green Infrastructure
GVA	Gross Value Added
HCA	Homes and Communities Agency
HIA	Health Impact Assessment
HRA	Habitats Regulations Assessment
IA	Integrated Assessment
IMD	Indices of Multiple Deprivation
LDD	Local Development Document
LEP	Local Economic Partnership
MHCLG	Ministry of Housing, Communities and Local Government
NAQS	National Air Quality Standard
NPPF	National Planning Policy Framework
OAN	Objectively Assessed Need
ODPM	Office of the Deputy Prime Minister
ONS	Office of National Statistics
Ramsar site	Wetlands of international importance designated under the Ramsar Convention
LGS	Local Geological Sites (formerly Regionally Important Geological and Geomorphological Sites)
SA	Sustainability Appraisal
SAC	Special Area of Conservation
SCI	Statement of Community Involvement
SEA	Strategic Environment Assessment
SFRA	Strategic Flood Risk Assessment

SHLAA	Strategic Housing Land Availability Assessment
SHMA	Strategic Housing Market Assessment
SOA	Super Output Area
SPA	Special Protection Area
pSPA	Proposed Special Protection Area
SPD	Supplementary Planning Document
UU	United Utilities
WFD	Water Framework Directive

# 1 Introduction

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## 1.1 Purpose of this scoping report

1.1.1 This Scoping Report details the scope of the Integrated Assessment (IA) that will be carried out to inform the development of the Copeland Local Plan which is being produced by Copeland Borough Council.

1.1.2 The purpose of the IA is to promote sustainable development and health issues through better integration of social, environmental and economic considerations into the preparation of the Copeland Local Plan.

1.1.3 The IA considers the requirements and scope of:

- Sustainability Appraisal (SA) / Strategic Environmental Assessment (SEA)
- Health Impact Assessment (HIA).

1.1.4 This scoping report comprises the following:

- Identification and review of relevant plans, programmes and strategies
- Description of the baseline, namely the current and likely future social, economic and environmental characteristics (if current trends continue) of Copeland
- Summary of the key issues for the Local Plan
- Presentation of the assessment framework
- Outline of the next steps.

## 1.2 Why undertake an Integrated Assessment?

1.2.1 There are a number of reasons for undertaking an IA during the development of local planning documents. SA is mandatory under section 19 (5) of the Planning and Compulsory Purchase Act 2004. SEA is mandatory under the Environmental Assessment of Plans and Programmes Regulations 2004, which transpose the European Directive 2001/42/EC into English law.

1.2.2 Although there is no statutory requirement to undertake HIA, its requirements have been considered to add value and depth to the assessment process. In addition the Environmental Impact Assessment (EIA) regulations were updated in 2017 and make the HIA a statutory requirement at EIA level.

1.2.3 The IA will aid in development of the Local Plan by:

- Supporting plan preparation by challenging and testing iterations of the Local Plan, so that a more robust final document is produced.

- Identifying the potentially negative and positive effects of the Local Plan policies, and providing an opportunity to mitigate potentially significant effects and enhance positive effects to achieve economic, social and environmental benefits.
- Helping Copeland Borough Council develop plans that can support sustainable development and the creation of sustainable communities.

1.2.4 The Council will carry out a separate Equalities Impact Assessment of the Local Plan.

## 1.3 Structure of the Scoping Report

1.3.1 This Scoping Report is structured as follows:

- Chapter 2 describes the methodology that will be used to undertake the IA
- Chapter 3 identifies plans, programmes and strategies relevant to the Local Plan and IA.
- Chapters 4-13 are topic based and provide a context review, current baseline and likely future baseline and highlights sustainability issues
- Chapter 14 outlines the locality areas within Copeland
- Chapter 15 provides a summary of the overarching sustainability
- Chapter 16 outlines the local planning policy
- Chapter 17 outlines the IA Framework including objectives and assessment criteria
- Chapter 18 provides a brief summary and refers to next steps

## 1.4 Preparation of the IA Scoping Report

1.4.1 A Scoping Report was prepared in 2009 for the current adopted Copeland Local Plan 2013-2028 Core Strategy and Development Management Policies. An updated Scoping Report was then produced in 2018 which used the previous version as a basis and then reviewed and updated the report to bring it in line with current planning policy and emerging reports and data.

1.4.2 This 2019 Scoping Report will inform the new Local Plan 2017-2035. A draft was produced in August 2019 and statutory consultees were consulted.

## 1.5 Consultation on the scope of the Integrated Assessment

1.5.1 The Council consulted statutory bodies and Cumbria County Council on the 2019 IA in August/September 2019 and comments were received from Natural England, Historic England and the county council. Comments received informed this current draft of the IA and are reproduced in Appendix B.

1.5.2 The consultation sought feedback on the following aspects:

- Have we identified all of the key sustainability, health and equality issues?
- Does the range of IA objectives and assessment criteria provide a robust framework from which we can assess the likely significant effects of the Local Plan?
- Are there any new or additional sources of baseline evidence that should be included in the IA?
- Are there any additional relevant plans or programmes that the IA should take into account?

## 2 Integrated Assessment Methodology

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### 2.1 Introduction

2.1.1 This chapter outlines the approach to the IA and how the approach will incorporate the scopes required by different types of assessment.

#### **Sustainability Appraisal (SA) Strategic Environmental Assessment (SEA)**

2.1.2 SEA is a process which ensures environmental impact is considered at the formation of plans stage (i.e. the strategic level). SA does the same, but it takes in a broader scope of impacts, looking at the economy and local communities/wider society as well as the environment (i.e. the assessment headings looked at under the banner of sustainability).

2.1.3 SA in the UK is mandatory under section 19 (5) of the Planning and Compulsory Purchase Act 2004, which requires a local planning authority to carry out a sustainability appraisal of each of the proposals in a Local Plan during its preparation.

2.1.4 SEA is mandatory under the Environmental Assessment of Plans and Programmes Regulations 2004 (“the SEA Regulations”). Regulation 12(3) and Schedule Two of these regulations describes “information for environmental reports”. Schedule Two is set out in full below:

**Figure 1: Schedule 2 of the Environmental Assessment of Plans and Programmes Regulations 2004, information for inclusion in environmental (SEA) reports.**

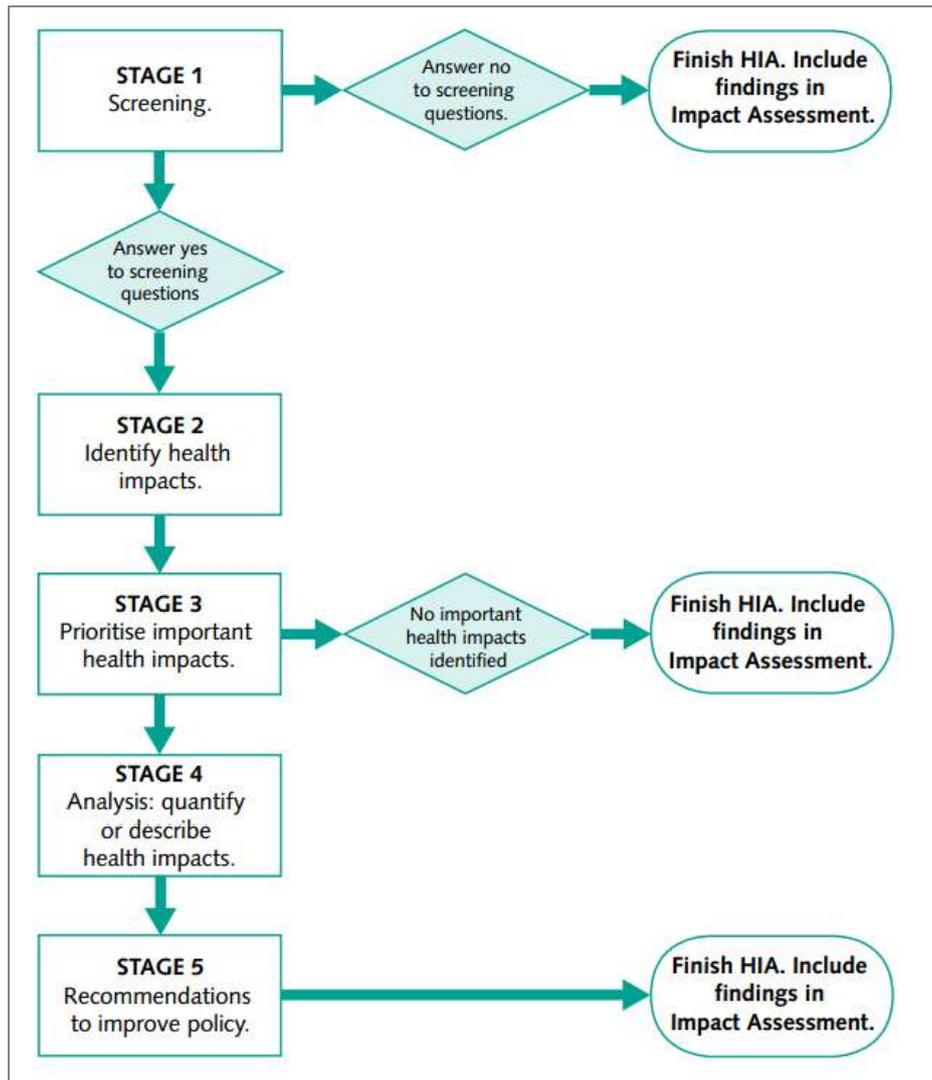
SCHEDULE 2	Regulation 12(3)
<b>INFORMATION FOR ENVIRONMENTAL REPORTS</b>	
<p>1. An outline of the contents and main objectives of the plan or programme, and of its relationship with other relevant plans and programmes.</p>	
<p>2. The relevant aspects of the current state of the environment and the likely evolution thereof without implementation of the plan or programme.</p>	
<p>3. The environmental characteristics of areas likely to be significantly affected.</p>	
<p>4. Any existing environmental problems which are relevant to the plan or programme including, in particular, those relating to any areas of a particular environmental importance, such as areas designated pursuant to Council Directive 79/409/EEC on the conservation of wild birds(a) and the Habitats Directive.</p>	
<p>5. The environmental protection objectives, established at international, Community or Member State level, which are relevant to the plan or programme and the way those objectives and any environmental considerations have been taken into account during its preparation.</p>	
<p>6. The likely significant effects on the environment, including short, medium and long-term effects, permanent and temporary effects, positive and negative effects, and secondary, cumulative and synergistic effects, on issues such as—</p> <ul style="list-style-type: none"><li>(a) biodiversity;</li><li>(b) population;</li><li>(c) human health;</li><li>(d) fauna;</li><li>(e) flora;</li><li>(f) soil;</li><li>(g) water;</li><li>(h) air;</li><li>(i) climatic factors;</li><li>(j) material assets;</li><li>(k) cultural heritage, including architectural and archaeological heritage;</li><li>(l) landscape; and</li><li>(m) the inter-relationship between the issues referred to in sub-paragraphs (a) to (l).</li></ul>	
<p>7. The measures envisaged to prevent, reduce and as fully as possible offset any significant adverse effects on the environment of implementing the plan or programme.</p>	
<p>8. An outline of the reasons for selecting the alternatives dealt with, and a description of how the assessment was undertaken including any difficulties (such as technical deficiencies or lack of know-how) encountered in compiling the required information.</p>	
<p>9. A description of the measures envisaged concerning monitoring in accordance with regulation 17.</p>	
<p>10. A non-technical summary of the information provided under paragraphs 1 to 9.</p>	

2.1.5 The above list of required information will be used throughout the preparation of the IA Report, to ensure, as a minimum, compliance with the SEA Regulations. However, given the incorporation of SA and HIA, the scope of the Copeland Local Plan IA is wider.

## Health Impact Assessment (HIA)

2.1.6 There is no statutory requirement to undertake HIA as part of the plan-making process. It is included to ensure a wider definition of potential impacts is considered. HIA has one overarching aim: to ensure that plans and policies minimise negative and maximise positive health impacts. There is a process, set out by the Department of Health<sup>1</sup>, to follow in carrying out HIA. This is shown below on Figure 2.

Figure 2: The HIA process (Source: Department of Health<sup>1</sup>)



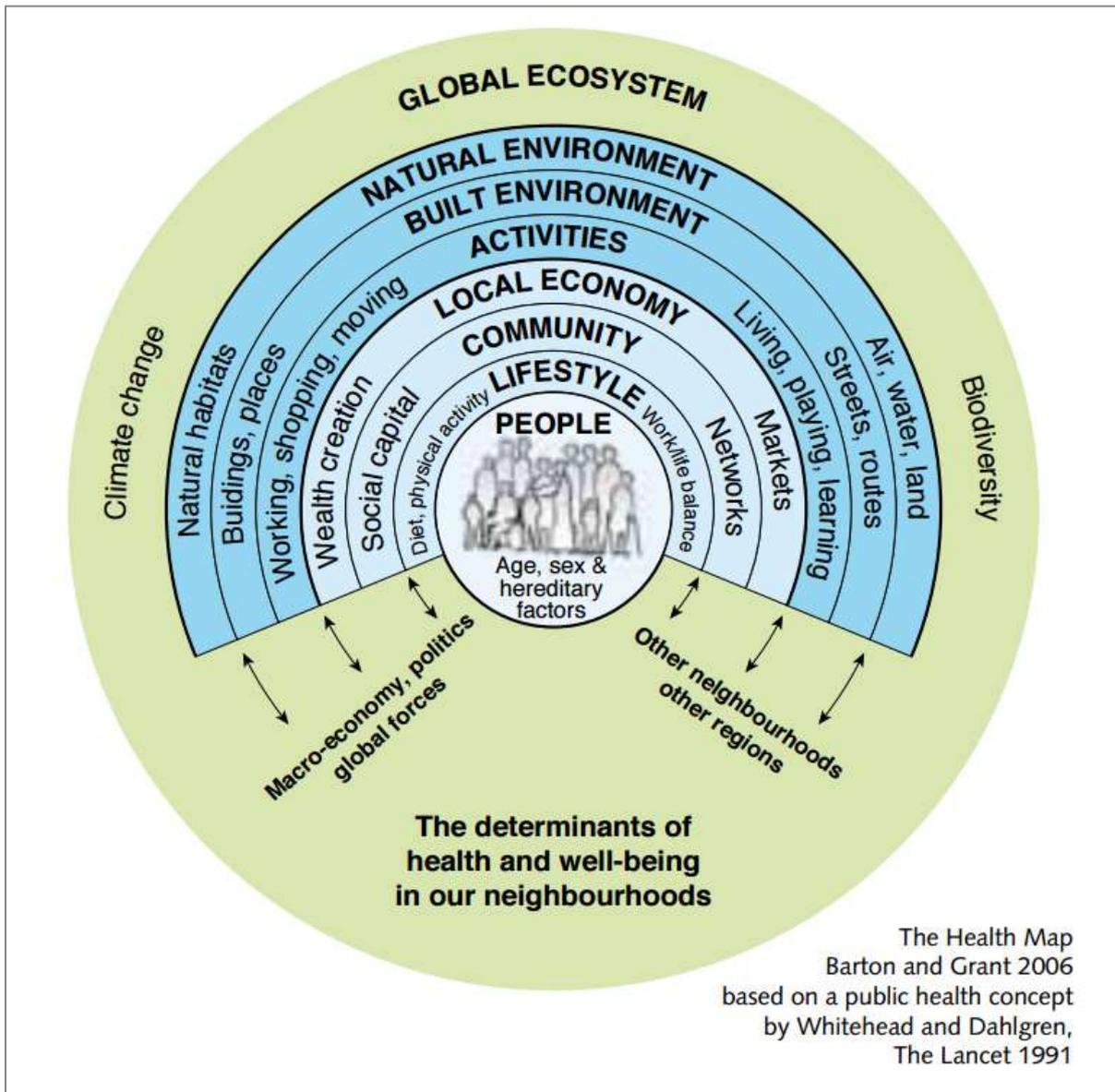
2.1.7 Consideration of the determinants of health and the broad requirements of the Department of Health HIA screening questions<sup>1</sup> have been integrated into the IA Framework (Chapter 17). Subsequent HIA stages align with those of the IA. As such, by including consideration of health, alongside the other environmental and sustainability considerations, the IA will cover the scope of a HIA.

<sup>1</sup> Department of Health (2010), Health Impact Assessment of Government Policy

2.1.8 The Department of Health (DOH) guidance states that “the determinants of health are the focus of HIA. They are the social, economic, environmental and cultural factors that indirectly influence health and wellbeing. They include what we eat and drink; where we live and work; and the social relationships and connections we have with other people and organisations”.

2.1.9 The assessment team used the DoH *determinants of health*, as set out in **Figure 3** below, to help guide the framework for assessing how the Local Plan may affect health (i.e. by affecting the determinants of health). This is reflected in the IA Framework outlined in Chapter 17.

**Figure 3: The determinants of Health (Source: Department of Health<sup>1</sup>)**



## 2.2 Integrated Assessment Stages

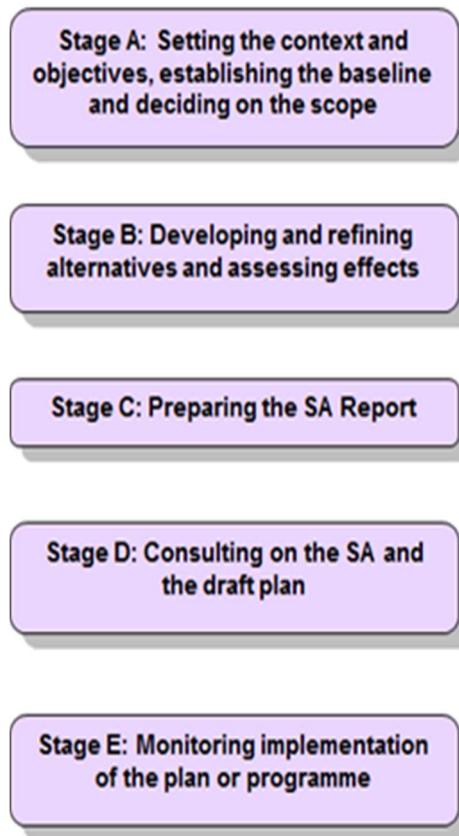
- 2.2.1 The approaches discussed in the previous sections to SA/SEA and HIA use similar assessment steps. Broadly speaking these include: scoping (i.e. deciding if the assessment is needed); setting the baseline context; identifying where there are impacts on defined relevant topics areas (e.g. flora and fauna, the determinants of health etc); understanding impacts of that which is being assessed and making recommendations for mitigation where necessary.
- 2.2.2 This Scoping Report sets the baseline context and identifies where there are impacts on specific topic areas. In the case of the Copeland Local Plan IA, policy options are assessed as well as examining topics across environment, society (including health) and the economy. As described in Section 2.1, the requirements of HIA have been integrated with the SA/SEA process to create the IA.
- 2.2.3 The structure of the IA process is based upon the process contained in the ODPM best practice guidance from 2005 on Strategic Environmental Assessment<sup>2</sup> and Planning Practice Guidance on SEA and SA, updated in 2015 by DCLG<sup>3</sup>. This guidance can be applied to all planning documents including the Local Plan. This process is outlined in Figure 4 and described in more detail below.

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<sup>2</sup> A Practical Guide to the Strategic Environmental Assessment Directive (ODPM September 2005)

<sup>3</sup> HM Government (2015) Planning Practice Guidance: Strategic Environmental Assessment and Sustainability Appraisal. Available at: <http://planningguidance.planningportal.gov.uk/blog/guidance/strategic-environmental-assessment-and-sustainability-appraisal/>

**Figure 4: SA (IA) Process**



2.2.4 In some cases, the specific stages contain individual tasks, which are broken down in the following sections 2.2.1 – 2.2.5.

2.2.5 To ensure the assessment takes in the scope of HIA, health issues/characteristics will be considered at the appropriate points in the assessment, alongside other sustainable development objectives, impacts and considerations.

### **Stage A: Scoping**

2.2.6 This Scoping Report illustrates the approach to, and the outcomes of Stage A. Stage A consists of a number of key tasks:

- Task A1: Identifying and reviewing other relevant plans, policies and programmes
- Task A2: Collecting baseline information and identifying key issues
- Task A3: Identifying objectives
- Task A4: Developing an IA Framework, and
- Task A5: Consulting on the scope of the IA.

**Table 1: Scoping Stage Tasks**

Task	Description
A1. Review of relevant plans, programmes and strategies.	<p>Consideration of international, national, regional and local plans, programmes and strategies, drawing out relevant issues for both the development of Local Plan and the IA.</p> <p>To make this review more streamlined the review only refers to legislation where the Local Plan and/or the IA could be affected, or where there could be a need for the Local Plan to comply. This is to avoid unnecessary repetition of legislation. The relevant plans, programmes and strategies are in Appendix 1 of this Scoping Report.</p>
A2. Collecting, analysing and summarising current and future baseline data.	<p>Creation of a comprehensive description of the current (and future, over the lifetime of the Local Plan) situation for the Copeland area, where available. Sources are given throughout. In HIA, the baseline is referred to as the 'community profile'. This information is presented in Chapters 4-13 of this Scoping Report.</p>
A3. Identifying key sustainability issues for the Local Plan and IA	<p>Draws on the information collated in tasks A1 and A2 and identifies issues that are of relevance to the development of the Local Plan and IA. Key issues are presented in Chapters 4-13 of this Scoping Report.</p>
A4. Refine and finalise IA appraisal objectives	<p>Using the list of key sustainability issues, a suite of IA appraisal objectives have been developed to form an assessment framework. These are presented in Chapter 17 of this Scoping Report.</p>
A5. Prepare the scoping report and consult	<p>The final task is the preparation of the IA Scoping Report. The first Local Plan Scoping Report was produced in 2018 and consultation was carried out in April/May 2018. This 2019 document updates the previous version in light of comments received and the production of the latest NPPF.</p>

## Stage B: Assessment

2.2.7 Stage B of the IA process involves the consideration of the proposed policy options, and the assessment of their effects, using the framework developed during the scoping and consultation process in Stage A. At the assessment stage, the Council will need to take into account the findings of the Habitats Regulations Assessment which is being carried out alongside the IA.

2.2.8 The specific activities are listed in Table 2.

**Table 2: Assessment Stage Tasks**

Task	Description
Assess the Local Plan objectives	<p>The aim of this task is to identify whether any of the Local Plan objectives could potentially conflict with the IA objectives.</p> <p>The output will be an appraisal of where the objectives are complementary, may conflict or where there might be uncertainty.</p> <p>By undertaking this task first, the IA process can highlight early on, where objectives are misaligned. If potential areas of conflict are identified, potential mitigation measures can be implemented so that the potential area of conflict can be avoided during the development of alternatives.</p> <p>Ordinarily, this task would be completed at scoping stage and presented in the Scoping Report. However, at time of writing Local Plan objectives were still to be finalised. This provides good opportunity for the Local Plan objectives to be finalised in line with the IA objectives.</p>
Assess reasonable alternatives	<p>The SEA Directive requires that ‘...the likely significant effects on the environment of implementing the plan or programme, and reasonable alternatives taking into account the objectives and geographic scope of the plan or programme, are identified, described and evaluated’ (Article 5.1).</p> <p>The alternative options will be assessed so that their relative performance can be compared against the IA objectives. This will be set out in an assessment matrix, along with a description of the effects. In addition, a level of significance will be assigned with a reasoning. The effect will be assigned as being direct, indirect, cumulative, permanent or temporary, and whether it would occur in the short, medium or long term.</p> <p>The assessment of alternatives will accompany a public consultation on options, as described in Section 0. Further assessment will take place following the options consultation in response to any changes or additions to options and again following the consultation on the Publication draft Local Plan.</p>
Identify mitigation measures	<p>Where the assessment identifies likely significant effects, a series of measures will be identified that could be implemented to avoid, or reduce their magnitude.</p> <p>The proposed mitigation will be integrated into the Local Plan, where appropriate, so that this information can be taken into account by CBC during their selection of preferred options.</p> <p>Note that in HIA, if potential significant effects are identified, these are termed ‘recommendations’. These are equivalent to ‘mitigation measures’ highlighted in SA/SEA.</p>
Describe reasons for selecting the preferred options and not taking forward the alternatives	<p>Once the preferred options have been selected by CBC, the reasons for taking forward the preferred options and for rejecting the alternatives will be detailed by CBC in the Local Plan Preferred Options Draft (or a separate supplementary document) and the accompanying Draft IA Report.</p>

Task	Description
Propose monitoring measures	Measures will be proposed to enable the monitoring of the effects of the implementation of the Local Plan against the IA Objectives. These will be included within the IA Report.

2.2.9 During the assessment, a number of factors will have to be taken into account to determine whether a predicted effect has the potential to be significant. These factors are listed in the table below.

2.2.10 Where an effect is unknown, further data will be sought and targeted assessments may be considered.

**Table 3: Considerations to be used during the Integrated Assessment**

Issues for consideration	Details
Type of Effect	Positive, negative or unknown
	Direct or indirect
	Cumulative
	Temporary or permanent
Magnitude and Spatial Extent	Where will it impact? Will it be within Copeland Local Plan boundary or outside it?
	Will it cause trans-boundary issues and impact on adjacent areas or regionally, nationally or internationally?
	What is the geographical area and size of population likely to be affected?
Vulnerability of Receptor	Sensitivity of receptors
	Special natural characteristics/areas or cultural heritage
	Protected areas
	Relative importance of the site, whether it is a nationally or internationally important feature or of local significance.
Timing and Duration of the Effect	Short term – 0 – 4 years
	Medium – 5 – 9 years
	Long term -10+ years

## Stage C: Reporting

2.2.11 Stage C of the process involves the preparation of the IA Report. Throughout the Local Plan process, versions of the IA Report will be produced. The IA Report will first be prepared to accompany a consultation on the Copeland Local Plan Issues and Options Draft, which will subsequently be updated as necessary in response to the IA conclusions.

- 2.2.12 The contents of the IA Report will meet the requirements of both the European SEA Directive 2001/42/EC (set out in Figure 1: in Section 0) and the Planning and Compulsory Purchase Act 2004.

### Stage D: Consultation

- 2.2.13 Stage D of the process involves consulting with the public on the draft Local Plan along with accompanying IA Reports. This stage of the IA Process involves the following tasks:
- D1: Public consultation on Local Plan options, including on the accompanying IA Report;
  - D2: Appraising any significant changes to the Local Plan following the consultations; and
  - D3: Updating the IA and Local Plan if necessary and providing information on how the IA and consultation responses were taken into account in preparing the Local Plan.
- 2.2.14 The final IA Report will be made available alongside the Submission draft Local Plan, once it has been completed.

### Stage E: Monitoring

- 2.2.15 The final stage of the IA process involves monitoring the implementation of the plan that has been assessed. In addition to proposing monitoring measures in the IA report, it is proposed that a final IA statement is produced once the Local Plan has been adopted. This statement will identify how significant effects should be monitored and document how the Local Plan has taken the findings from the IA into account. Additionally, it will document how the development of the Local Plan has responded to the comments made by consultees on the draft Local Plan.

## 3 Relevant Plans, Programmes and Strategies

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### 3.1 Requirement and scope

3.1.1 The Local Plan and the IA itself will be influenced by many different plans, programmes and strategies. This is recognised by the SEA Directive which requires a review of relevant plans, programmes and strategies to be completed in the preparation of documents such as the Local Plan.

*‘The plan’s relationship with other relevant plans and programmes’ and ‘the environmental protection objectives, established at international, (European) Community or national level, which are relevant to the plan...and the way those objectives and any environmental considerations have been taken into account during its preparation’.* Directive 2001/42/EC - SEA Annex 1 (a), (e)

3.1.2 The first stage of completing the IA is therefore to review relevant plans, programmes and strategies. This review seeks to:

- Ensure the Local Plan and the IA framework is in line with the requirements of relevant plans, programmes and strategies. Identify inconsistencies or constraints to be dealt with and,
- Identify objectives and key assessment criteria that should be reflected in the IA.

### 3.2 Document Review

3.2.1 A comprehensive review of plans, programmes and strategies has been undertaken for this IA. These documents are provided within each of the topic chapters and an overall document review, broken down by international, national, regional and county-wide and local level documents, is provided in Appendix 1.

3.2.2 The identification of relevant plans, programmes and strategies is an on-going process and will be updated as necessary in subsequent IA Reports.

## 4 Biodiversity, Fauna and Flora

- 4.1.1 The following section provides baseline information on the current state of the environment in regards to Biodiversity, Fauna and Flora. The section summarises the environmental issues and potential future evolution of the environment without the implementation of the plan which is based on identified trends and accepted future trends. This is in line with the Directive 2001/42/EC which states in Annex 1 that the environmental report must include “the relevant aspects of the current state of the environment and the likely evolution thereof without implementation of the plan or programme.”
- 4.1.2 Biodiversity is defined in the Oxford Dictionary as “the variety of plant and animal life in the world or in a particular habitat, a high level of which is usually considered to be important and desirable.” Biodiversity is a key component to support life on the planet and plays an important role in rapidly changing environments as it is essential to maintain clean water, fertile soil and clean air, thereby providing the basis for existence and indirect economic and social benefits.
- 4.1.3 Human activities cause the main threats to biodiversity, including habitat loss and damage, loss of biodiversity, loss of protected species, disturbance of and pollution of ecosystems and the risk of climate change.

### 4.2 Context Review

- 4.2.1 A context review has been completed which looks at key documents at an international, national and local level. The findings are summarised below.

Key Sustainability objectives and messages	Evidence source
This strategy is aimed at reversing biodiversity loss and speeding up the EU's transition towards a resource efficient and green economy.	European Biodiversity Strategy (2011)
The Convention's mission is "the conservation and wise use of all wetlands through local and national actions and international cooperation, as a contribution towards achieving sustainable development throughout the world". The Convention uses a broad definition of the types of wetlands covered in its mission. For the study, this includes lakes and rivers, swamps and marshes, wet grasslands and peatlands and human-made sites such as reservoirs.	The Ramsar Convention (formally, the Convention on Wetlands of International Importance, especially as Waterfowl Habitat) (1971)
The key message is to take measures to maintain or restore at favourable conservation status, natural habitats and species of Community importance. This includes Special Areas of Conservation, Special Protection Areas and Ramsar sites.	The Habitats Directive (92/43/EEC) 1992

Key Sustainability objectives and messages	Evidence source
	Birds Directive (79/409/EEC)
This act sets out a new system for marine management, including the creation of Marine Conservation Zones and Marine Plans	Marine and Coastal Access Act (2009)
Covers: SSSIs, SPAs and RAMSAR sites. Also includes schedules on birds, animals, plants and invasive species. Protection may include prohibition of some or all of: killing, injuring, disturbing, taking, sale/barter or possession of species.	Wildlife and Countryside Act (1981)
<p>Came into force on 1st Oct 2006. Section 41 of the Act requires all public bodies to have regard to biodiversity conservation when carrying out their functions. This is commonly referred to as the 'Biodiversity duty'</p> <p>This duty extends to all public bodies the biodiversity duty of section 74 of the Countryside and Rights of Way Act 2000 (CROW), which placed a duty on Government and Ministers.</p> <p>The aim of the biodiversity duty is to raise the profile of biodiversity in England and Wales, so that the conservation of biodiversity becomes properly embedded in all relevant policies and decisions made by public authorities.</p>	Natural Environment and Rural Communities (NERC) Act (2006)
<p>The Regulations provide for the designation and protection of 'European sites', the protection of 'European protected species', and the adaptation of planning and other controls for the protection of European Sites.</p> <p>Under the Regulations, competent authorities i.e. any Minister, government department, public body, or person holding public office, have a general duty, in the exercise of any of their functions, to have regard to the EC Habitats Directive.</p>	The Conservation of Habitats and Species Regulations (the Habitats Regulations) as amended by the Conservation of Habitats and Species (Amendment) Regulations 2017
This supersedes the UK BAP (1994). The framework shows how the work of the four UK countries joins up with work at a UK level to achieve the 'Aichi Biodiversity Targets' and the aims of the EU biodiversity strategy. It identifies the activities required to complement the country biodiversity strategies, and where work in the country strategies contributes to international obligations.	UK Post-2010 Biodiversity Framework (2012)
The 25 year plan includes an objective to grow and restore a network of land, water and sea that is richer in plants and wildlife. It lists a number of actions and targets in order to achieve this including restoring 75% of protected sites to a favourable condition, creating additional wildlife rich habitats outside protected areas and increasing the amount of woodland cover in the England.	A Green Future: Our 25 Year Plan to Improve the Environment

Key Sustainability objectives and messages	Evidence source
<p>Section 15 of the NPPF is focused on Conserving and Enhancing the Natural Environment. It states that the planning system should minimise impacts on biodiversity and provide net gains in biodiversity, as well as establishing coherent ecological networks more resilient to current and future baselines. It also states that planning policies should encourage the use of brownfield land that is not of high environmental value and they should take into account the economic and other benefits of BAMV agricultural land. Local planning authorities should plan positively for the creation, protection, enhancement and management of networks of biodiversity and green infrastructure and enhance distinctive landscapes.</p>	<p>National Planning Policy Framework (2019)</p>
<p>Key objectives include:</p> <ul style="list-style-type: none"> <li>• Ensure nature conservation and environmental legislation achieves effective protection and management of Cumbria’s biodiversity;</li> <li>• Seek to achieve sustainable uses of Cumbria’s land and waters in ways which conserve and, where possible, restore and enhance biodiversity; and</li> <li>• Maintain and where necessary, seek to improve the quality of Cumbria’s air, water, soils and climate to provide a sustainable medium for a healthy biodiversity.</li> </ul>	<p>Cumbria Biodiversity Action Plan</p>
<p>Key objectives include:</p> <ul style="list-style-type: none"> <li>• Protect and enhance areas, sites, species and features of biodiversity value, landscapes and the undeveloped coast</li> <li>• Improve the condition of internationally, nationally and locally designated sites</li> <li>• Ensure that development incorporates measures to protect and enhance any biodiversity interest</li> <li>• Enhance, extend and restore priority habitats and look for opportunities to create new habitat</li> <li>• Protect and strengthen populations of priority or other protected species</li> <li>• Boost the biodiversity value of existing wildlife corridors and create new corridors, and stepping stones that connect them, to develop a functional Ecological Network</li> <li>• Restrict access and usage where appropriate and necessary in order to conserve an area’s biodiversity value.</li> </ul>	<p>Copeland Local Plan 2013-2028 Core Strategy and Development Management Policies DPD</p>

## 4.3 Current Baseline

4.3.1 Copeland has a rich and diverse pattern of habitats and species that form some of the countries most valued landscapes. The Borough contains several designated areas that contribute to the ‘Natura 2000’ network of habitat of

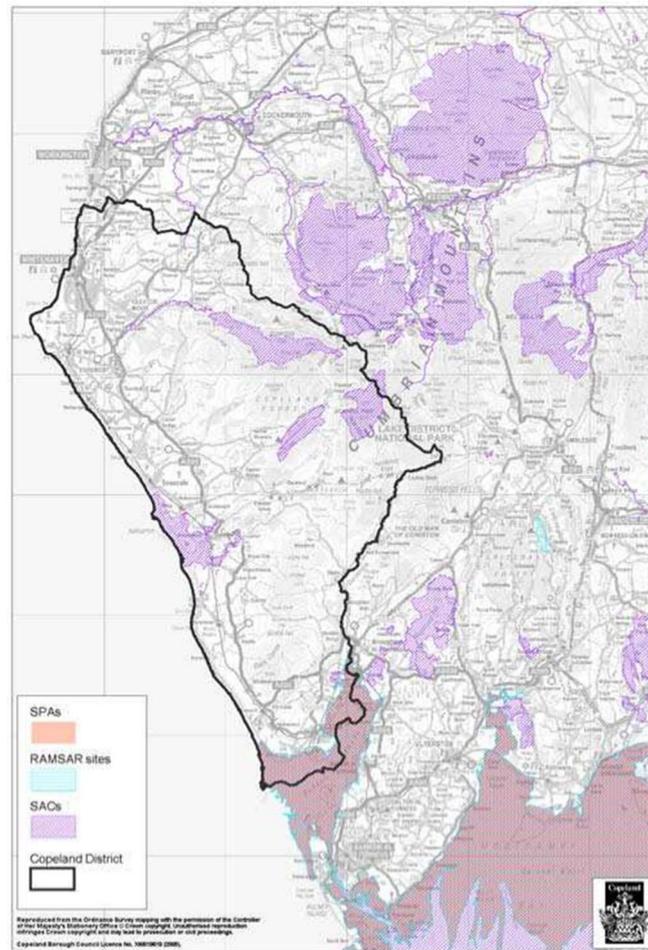
European importance. This includes Special Areas of Conservation (SAC), Special Protection Areas (SPA) and Ramsar sites. Figure 5 illustrates the location of SPA, SAC and Ramsar sites within Copeland and within a 20 kilometre radius of the borough.

4.3.2 Table 4 below provides details of the Natura 2000 sites within the Borough and Figure 5 maps the locations of the SPA, SAC and Ramsar sites within Copeland.

**Table 4: Natura 2000 Network Sites in Copeland**

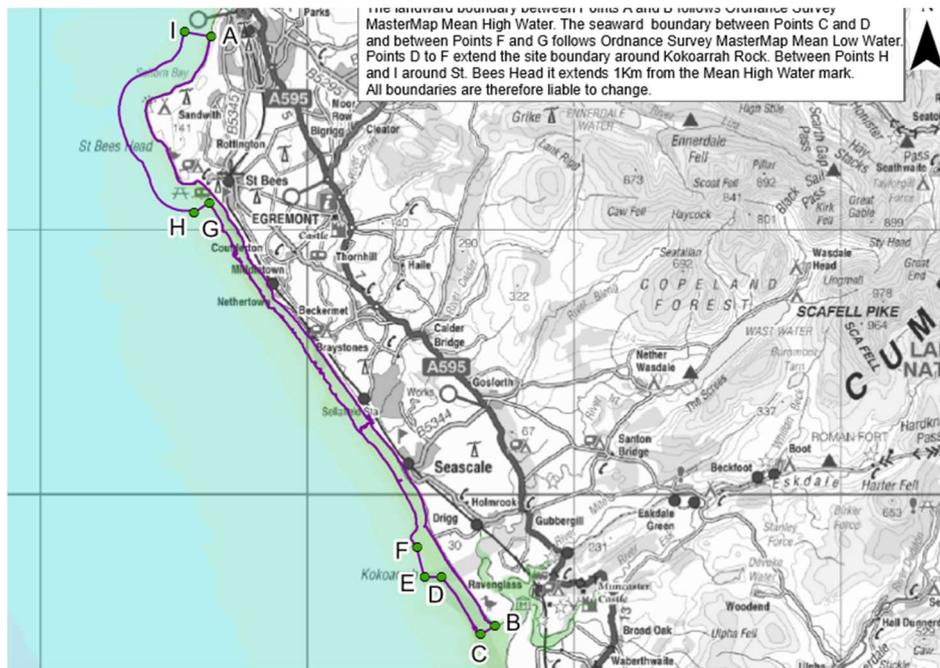
Site	Designation	Habitat and Key species
Duddon Mosses	SAC	Bogs, marshes, water fringer vegetation, fens
Lake District High Fells	SAC	Inland water bodies (standing and running water), bogs, marshes, water fringed vegetation, fens, heath, scrub, maquis and garrigue, phygrana, dry grassland, steppes, humid grassland, mesophile grassland, alpine and sub-alpine grassland, broad-leaved deciduous woodland, inland rocks, scree, sands, permanent snow and ice
Drigg Coast	SAC	Tidal rivers, estuaries, mud flats, sand flats, lagoons (including saltwork basins), salt marshes, salt pastures, salt steppes, coastal sand dunes, sand beaches, machair, shingle, sea cliffs, islets
Wast Water	SAC	Inland water bodies (standing water, running water), dry grassland, steppes
Morecambe Bay and Duddon Estuary	SPA/Ramsar	Estuaries, mudflats and sandflats not covered by seawater at low tide, large shallow inlets and bays, perennial vegetation of stony banks. Salicornia and other annuals colonising mud and sand, Atlantic salt meadows ( <i>Glauco-puccinellietaliamaritimae</i> ), shifting dunes along the shoreline with <i>Ammophila arenaria</i> ('white dunes'), fixed dunes with herbaceous vegetation ('grey dunes'), humid dune slacks, sandbanks which are slightly covered by sea water all the time, coastal lagoons. Reefs. Tidal rivers, estuaries, mudflats, sandflats, lagoons (including saltwork basins), salt marshes, salt pastures, salt steppes, coastal sand dunes, sand beaches, machair. Supports over 31,505 wildfowl.
River Ehen	SAC	Inland water bodies (standing water, running water), broad leaved deciduous woodland, coniferous woodland.
Solway Firth	pSPA	Estuarine/marine site, extensive areas of intertidal mudflats, fringing saltmarshes and grazing marshes. Supports a significant number of important species.

**Figure 5: SPA, SAC and Ramsar sites in Copeland Borough**



- 4.3.3 It is also important to note the significance of the Cumbria Coast Marine Conservation Zone (MCZ), designated in 2013 and updated in May 2019. This is an inshore site that covers approximately 27km of the West Cumbrian coast, stretching from the Ravenglass Estuary to South Whitehaven (Figure 6). Marine Conservation Zones are areas that protect a range of nationally important, rare or threatened habitats and species. The surrounding area is home to 10,000 breeding sea birds, Honeycomb Worm Reefs and under boulder communities. There is potential for damage to the MCZ as a result of development and therefore, there needs to be consideration of this within the Local Plan in compliance with the Marine and Coastal Access Act 2009.
- 4.3.4 Earlier this year the Marine Management Organisation carried out Iteration 3 engagement into a number of draft Marine Plans, including the North West Marine Plan. The North West Marine Plan will cover the north-west inshore area which extends from Solway Firth border to the River Dee border with Wales and the north west offshore area which comprises 2,200 square kilometres of sea.

**Figure 6: Marine Conservation Zone**



Source: Natural England

[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/259324/mcz-map-cumbria-coast-boundary.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/259324/mcz-map-cumbria-coast-boundary.pdf)

4.3.5 Further information on why the site is important can be found at the following link:  
[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/805616/mcz-cumbria-2019.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/805616/mcz-cumbria-2019.pdf)

4.3.6 A large part of Copeland is designated as the Lake District National Park however this is outside the area which is directly covered by the Local Plan albeit there will be a potential for indirect impacts on the Lake District National Park. The National Park contains many designated sites, amongst these are several SSSI including England's deepest lake West Water which is 79m deep and Scafell Pike which is the highest mountain in England at 978m. In July 2017, the Lake District National Park was designated as a World Heritage Site. This provides increased recognition of the National Park, the government has pledged to provide resources to protect World Heritage Sites which could attract funding and investments and it will potentially boost the economy by £20 million per year.

4.3.7 The condition of designated sites has previously been looked at through DEFRA and Environmentally Sensitive Areas having a public service agreement, however this is no longer in force and Natural England now monitors the conditions of sites. The condition of the sites range from favourable to unfavourable, and it also highlights whether the sites are recovering.

4.3.8 The condition of the sites in Copeland is mixed. Whilst some of the sites are high quality and in a favourable condition, there are a small number in an unfavourable condition.

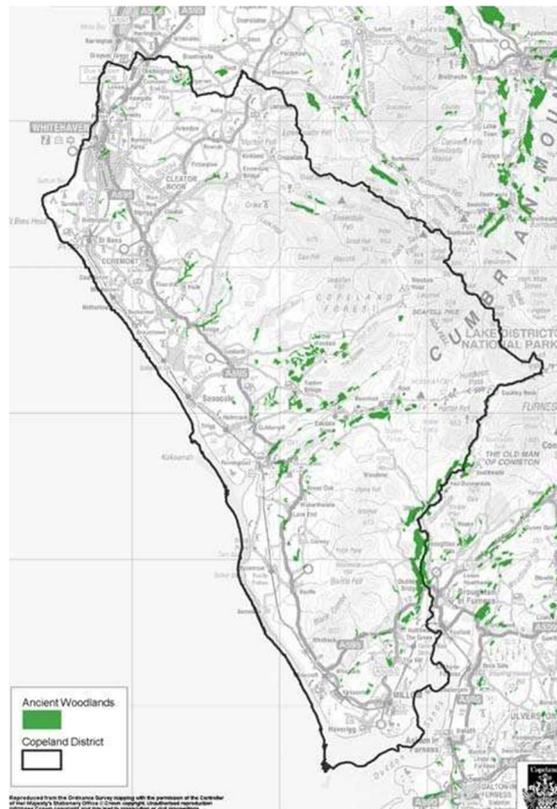
4.3.9 Copeland contains a large number of sites which are locally, nationally and internationally important in terms of their biodiversity. There are also a number of local and national nature reserves in Copeland listed in Table 5 below.

**Table 5: National and Local Nature Reserves in Copeland**

National Natural Reserves	Local Nature Reserves
<ul style="list-style-type: none"> <li>• Hallsenna Moor</li> <li>• High Leys</li> </ul>	<ul style="list-style-type: none"> <li>• Millom Iron Works</li> </ul>

4.3.10 The list of SSSI includes a number of woodland areas of which some are designated as ancient woodland. Copeland contains many ancient woodland sites and these are displayed in Figure 7. Whilst much of this is within the National Park there are still several areas in the north and south of the Borough that will be important considerations for the Local Plan.

**Figure 7: The location of Ancient Woodland within Copeland**



4.3.11 It is clear that the Borough contains a number of important habitats and species. The conservation of these sites and general enhancement of biodiversity within the Borough will be a direct challenge for the Local Plan.

4.3.12 There are also a large number of SSSI within Copeland and their current condition is set out in Table 6. The diversity of these habitats highlights the nature of the biodiversity within Copeland and the varied landscapes and sites which are supported across the borough.

**Table 6 SSSI in Copeland**

Site Name	Habitat	Condition - % favourable or unfavourable recovering
Duddon Valley Woodlands	Broadleaved, mixed and yew woodland – upland, Dwarf shrub heath –upland,	61.85%
Stanley Ghyll	Broadleaved, mixed and yew woodland - upland	0%
Brantrake Moss & Devoke Water	Acid grassland – upland, Standing open water and canals, Dwarf shrub heath – upland, Fen, marsh and swamp -lowland	100%
Milkingstead Wood	Broadleaved, mixed and yew woodland - upland	100%
Duddon Estuary	Littoral sediment, Supralittoral sediment, Neutral grassland – lowland, Broadleaved, mixed and yew woodland – lowland, Coastal lagoon, Earth heritage	97.81%
Shaw Meadow & Sea Pasture	Dwarf shrub heath – lowland, Neutral grassland - lowland	100%
Duddon Mosses	Bogs – lowland, Fen, marsh and swamp – lowland, Broadleaved, mixed and yew woodland	58.51%
Greendale Mires	Fen, marsh and swamp - lowland	100%
Ennerdale	Standing open water and canals, Fen, marsh and swamp – lowland, Broadleaved, mixed and yew woodland – upland, Fen, marsh and swamp – lowland	98.37%
Wasdale Screes	Dwarf shrub heath – upland, Inland rock	100%
Pillar & Ennerdale Fells	Dwarf shrub heath – upland, Broadleaved, mixed and yew woodland – upland,	100%

Site Name	Habitat	Condition - % favourable or unfavourable recovering
Wast Water	Standing open water and canals, Neutral grassland - upland	0%

Source:

<https://designatedsites.naturalengland.org.uk/SiteList.aspx?siteName=&countyCode=9&responsiblePerson=&DesignationType=SSSI>

## 4.4 Likely Future Baseline

4.4.1 Figure 5 illustrates that the spatial distribution of sites within Copeland provides a rich network of biodiversity sites covering many habitat types. Analysis of the condition of the sites reveals that there are a number of sites in declining condition. It is considered fair to say that these sites will continue to be threatened into the future.

4.4.2 Whilst there is diversity within Copeland in terms of habitat type which will help to provide for a wide range of different flora and fauna there are a number of threats beyond human activity. The effects of climate change and in particular coastal erosion and flooding are a particular threat to some of the Copeland's SSSI, SPA and SAC. Section 8 provides more detail on flood risk in Copeland.

4.4.3 Growth in leisure activities, travel patterns and pollution are also a threat to biodiversity. These baseline, trends and issues associated with these are explored in greater depth in the other chapters. The designation of the Lake District National Park as a World Heritage Site is also likely to increase the number of visitors and amount of interest in the area, which was predominantly based on the cultural landscape which the Lake District National Park offers. There is also the potential of future damage as a result of Nationally Significant Infrastructure Projects such as the potential Moorside NSIP and the North West Coastal Connections NSIP. Both of these projects have paused therefore the effects will not be considered through this SA.

## 4.5 Sustainability Issues

4.5.1 Sites of biodiversity interest provide a number of functions beyond the protection of biodiversity. They provide areas of landscape beauty that attract many recreational and leisure users. Many of these sites attract leisure users from outside of Copeland and provide an important part of the local economy. Biodiversity also provides wider benefits for humans, including the provision of natural capital assets such as woodland as well as important ecosystem services such as carbon storage and flood risk reduction. Human use and climate

change provide threats to Copeland's sites of interest and maintenance of a high quality of site condition. Protecting sites of biodiversity interest is therefore of utmost importance to prevent future adverse impacts. This includes the protection and enhancement of priority habitats as outlined by Copeland as a key environmental goal.

4.5.2 The key issues identified in the baseline and context review are as follows:

- Copeland contains sites with European designations which in general are in good condition. Threats to these sites include climatic change, coastal and estuarine flooding and increased leisure use. The assessment under the amended Habitats Regulations (Appropriate Assessment)<sup>4</sup> will help to identify some of the potential effects of the Copeland Local Plan on these sites.
- Many of the SSSI sites are in a good condition, but a number are also currently below favourable conditions and are likely to continue in their decline. The Copeland Local Plan should seek to avoid any further impacts upon SSSI as a result of policy and allocations contained within these, and seek to improve their condition where this is possible through the planning system.
- The patchwork of designated biodiversity sites coupled with the designations identified in the other sections of this report are important constraints on the future development of the Copeland, including the impact on the Lake District National Park World Heritage Site.

## 4.6 Data Limitations

- There is limited localised information on flora and fauna. The Council intends to identify potential habitats when assessing the deliverability of potential allocations through the Local Plan process.

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<sup>4</sup> The Conservation of Habitats and Species Regulations (the Habitats Regulations) as amended by the Conservation of Habitats and Species (Amendment) Regulations 2012

## 5 Land Resources

- 5.1.1 This chapter sets out the baseline and context information relating to Land Resources. In this report, Land Resources cover information relating to soils and contamination, geological features and waste including that associated with the nuclear industry.
- 5.1.2 The use of land resources is a key component of sustainable development, the needs of urban development, agriculture, the protection of valued flora and fauna and the provision of open space must all be balanced with the protection of geodiversity. Geodiversity is the variety of rocks, fossils, minerals, landforms and soils, along with the natural processes that shape the landscape.

### 5.2 Context Review

- 5.2.1 The key messages from the context review are:

Key sustainability objectives and messages	Evidence source
The key objective is to ensure that waste is recovered or disposed of without using processes or methods which could harm human health and the environment.	The Waste Framework Directive (2000), EU Waste Framework Directive (2018), Hazardous Waste Directive (2016), IPPC Directive (2008)
The key relevant objective is to establish a framework for the protection and improvement of inland surface waters, transitional waters, coastal waters and groundwater which increase the protection of soil and mitigate the effects of flooding and drought.	The 'European' Water Framework Directive (2000)
A key objective is to decouple waste growth from economic growth and put more emphasis upon waste prevention and re-use.	Waste Strategy for England (2017)
A key objective is to prepare for re-use, recycling, recovery and disposal of waste and an evaluation of how the plan will support the implementation of the objectives and provisions of the revised WFD.	Waste Management Plan for England (2018)
The Plan contains an objective for minimising waste. It aims to do this through a number of actions including eliminating avoidable plastic waste by 2042 and meeting landfill targets.	A Green Future: Our 25 Year Plan to Improve the Environment (2019)
The key principles of the strategy are: balancing green growth with affordable energy supply, investment in upgrading homes and improving energy performance standards, use of local plans to drive emission reductions through policy management.	Clean Growth Strategy (2018)
The key objectives are to	Cumbria Minerals and

Key sustainability objectives and messages	Evidence source
<p>Ensure the right types of waste management facilities have been built by the end of the plan period to reduce the amount of waste going to landfill</p> <p>Prioritise minimizing waste and take responsibility for regarding it as a resource.</p>	<p>Waste Local Plan 2015 -2030</p>
<p>The strategy reflects the commitment across the local authorities, including Copeland, to protect and sustain the environment, whilst providing residents with a first class waste management service.</p>	<p>Cumbria Joint Municipal Waste Management Strategy 2008-2020</p>
<p>Key objectives include promoting recycling and minimising waste.</p>	<p>Copeland Local Plan 2013-2028</p>
<p>The Brownfield Register provides up to date information on brownfield sites within Copeland that are considered to be appropriate for residential development. Copeland identified 21 sites that were included on Part 1 of the Brownfield Land Register.</p>	<p>Copeland Borough Council Brownfield Land Register (2018)</p>

## 5.3 Current Baseline

- 5.3.1 Copeland has a varied and interesting geology. The bedrock of the Copeland area comprises a variety of sedimentary, igneous and metamorphic rocks, some of which contain resources of national economic importance. The peaks of the Lake District are made up of igneous and metamorphic rocks (including granite and slate) that are the result of the extensive volcanic and tectonic activity era some 450-550 million years ago.
- 5.3.2 Copeland contains areas of carboniferous rocks, and limestone with veins of the iron rich mineral haematite, trace deposits of manganese and copper within it. Copeland has seen mining activities and mining towns such as Egremont and Cleator Moor established at the outcrop of these mineralised limestones. The coal measures in the North of Copeland led to open cast mining in these areas. West Cumbria Mining has proposed a mine on the former Marchon Industrial site near Woodhouse in Whitehaven, the planning application for this was approved in March 2019 (subject to S106 Agreement) by Cumbria County Council. This would result in a new coal mine to extract metallurgical grade coal from under the sea, with the above ground works on the former Marchon Site.
- 5.3.3 Small amounts of lead are also contained within both the coal-bearing rocks and the rock of the Lake District. Furthermore, mudstones and some siltstones from the Coal Measures have been important locally as sources of brick clay.
- 5.3.4 The most prominent feature of the coast, St Bees Head, is a large outcrop of sandstone which provided building materials in the locality. Deposits of gypsum and anhydrite exist within the sandstone. The anhydrite, due to its use in the

production of sulphuric acid was an important commodity for the former Marchon chemical works at Whitehaven.

5.3.5 Glacial activity helped to shape Copeland and Quaternary sediments accumulated during the last glacial-interglacial cycle can be found on the coastal plain. The glacial deposits contain useful sources of sand and gravel for construction, and clay that has been used locally for brick making.

5.3.6 Copeland contains a number of geological features of interest. There are 11 Sites of Special Scientific Interest designated specifically for their geological features. These are listed below.

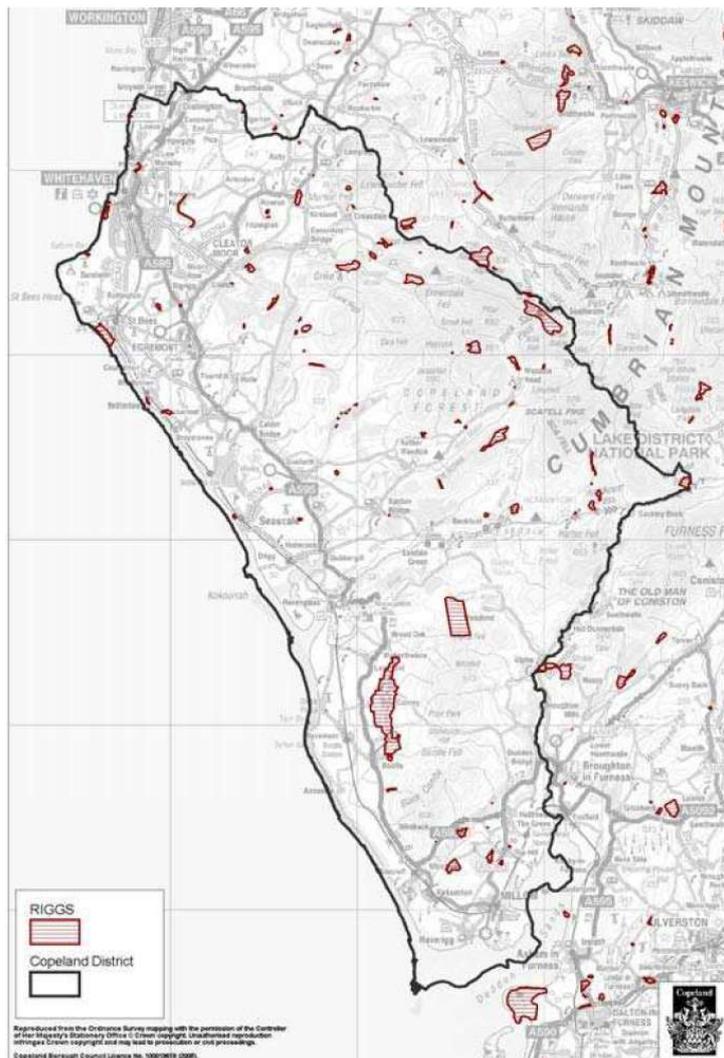
**Table 7: SSSI Sites within Copeland**

Site Name	Type	Condition: % favourable or unfavourable recovering
Water Crag	Earth Heritage	100%
Bowness Knott	Earth Heritage	100%
Buckbarrow Beck	Earth Heritage	100%
Annaside and Gutterby Banks	Earth Heritage	100%
Waberthwaite Quarry	Earth Heritage	100%
Beckfoot Quarry	Earth Heritage	100%
Nab Gill Mine	Earth Heritage	100%
Yeathouse Quarry	Earth Heritage	100%
River Calder Section	Earth Heritage	100%
Florence Mine	Earth Heritage	Destroyed
St Bees Head	Earth Heritage, Supralittoral Rock	100%

Source: <https://designatedsites.naturalengland.org.uk/SiteSearch.aspx>

5.3.7 Copeland and the region in general contain a number of Local Geological Sites (LGS), which were formerly known as Regionally Important Geological and Geomorphological Sites (RIGGS). These are sites designated by locally developed criteria, and are currently the most important places for geology and geomorphology outside statutorily protected land such as Sites of Special Scientific Interest (SSSI). Figure 8 below illustrates the spatial distribution of the 74 LGS in Copeland and those that surround it.

Figure 8: Location of LGS in Copeland



5.3.8 These sites contain a number of features including glacial drainage channels (such as Corney the largest LGS in the Borough), to quarries, slopes, hills and rock formations. The protection of LGS is central to the draft local geodiversity action plan<sup>5</sup> (LGAP). This will set out actions to conserve, protect and enhance the geodiversity of Copeland. The LGAP will help to monitor existing sites and will help to influence how land use planning can limit adverse effects on such features.

5.3.9 The production of waste and the disposal of this have implications for the environmental performance of Copeland's Local Plan. The volume and percentage of waste recycled and composted is shown in Table 8 to have decreased in the last three years. Additionally, the volume of waste created per household (measured in kg) has also been decreasing. This illustrates that Copeland is successfully reducing the volume of waste sent to landfill.

<sup>5</sup> Cumbria RIGS Group (2008) A Draft Local Geodiversity Action Plan

**Table 8: Amount of Household waste recycled in Copeland 2011/12-2015/16**

Year	Total waste (tonnes)	Waste sent for recycling/composting/reuse (tonnes)	Dry recycling/reuse (tonnes)	Green recycling/reuse (tonnes)	Waste not sent for recycling (tonnes)
11/12	29,568	12,446	5,286	7,161	17,122
12/13	29,018	11,837	6,092	5,745	17,181
13/14	28,271	9,468	4,608	4,859	18,803
14/15	27,813	9,509	4,471	5,038	18,304
15/16	27,043	8,736	3,853	4,883	18,306
16/17	26,389	8,608	3,800	4,808	17,781
17/18	25,556	8,398	3,670	4,728	17,158
18/19	25,535	9,402	4,687	4,715	16,133

5.3.10 The percentage of waste that is composted or recycled in Copeland can be compared to the performance in previous years. The figures above show that the amount of waste generated has continued to fall each year and in 2018/19 the amount of waste sent for recycling, composting or reuse was greater than the previous year.

5.3.11 Population growth supported through the Local Plan will impact on the volume of waste produced and how it is dealt with.

5.3.12 The Copeland Contaminated Land Strategy (2006)<sup>6</sup> states that there is a significant amount of contaminated land within Copeland, in particular the Sellafield Site and Drigg Low Level Waste Site (the only waste disposal site for low level radioactive waste in the country), associated with these sites is also the potential for contamination of the Irish Sea. Although there is potential for this contamination, this would be within acceptable tolerances and the Sellafield Annual Review of Performance provides information on the situation each year.

5.3.13 Contamination is considered to significant when impacting upon the following receptors:

- Human beings;
- Any ecological system, or living organism forming part of such a system;  
Controlled waters (ground and surface water)

<sup>6</sup>

[http://www.copeland.gov.uk/sites/default/files/attachments/copeland\\_contaminated\\_land\\_strategy\\_2006.pdf](http://www.copeland.gov.uk/sites/default/files/attachments/copeland_contaminated_land_strategy_2006.pdf)

- Property in the form of crops, including timber; produce grown domestically, or on allotments, for consumption; livestock; other owned or domestic animals; wild animals which are the subject of shooting and fishing rights; and
- Property in the form of buildings.

5.3.14 Whilst waste from Sellafield is subject to the strongest controls, Uranium waste has the potential for the largest impacts on the above receptors. This is unlikely to present an issue due to the regulations present for Sellafield. Copeland however has a range of potential sources of contaminants. There is the potential for contamination and ground stability issues relating to the historical mining activities. Current and former industrial sites (such as the former Marchon chemical works at Whitehaven) also have issues of contamination that would require consideration before use for new land use purposes.

5.3.15 Waste sites also have the potential for contamination, in particular landfill. Leachate produced by landfill poses a significant risk of groundwater and surface water contamination. There are also associated problems due to the generation of methane and other gases from the waste.

5.3.16 Copeland contains Distington landfill site that serves the Borough and takes waste from some of the surrounding authorities. The site was also used for the disposal of carcasses during the 2001 Foot and Mouth disease crisis. In addition to the active site at Distington, redundant landfills, such as that at Redhills near Millom, have the potential to pose a risk to the environment if there is a failure of control and regulation requirement.

5.3.17 Soils are an important resource, providing habitats, storing carbon, filtering water and supporting agriculture. The importance of soils is recognised in Defra's 25 Year Environment Plan which acknowledges that improving soil management will help the country achieve the goal of 'using resources from nature more sustainably and efficiently.'

5.3.18 The NPPF, paragraphs 109 and 112 also highlight the importance of managing soils sustainably.

5.3.19 One means of managing soils sustainably is to protect areas of Best and Most Versatile (BMV) agricultural land (Grades 1, 2 and 3a in the Agricultural Land Classification (ALC)). Natural England have identified that there is a high likelihood of BMV land between the coast and A595 at Millom and between St Bees Head and Ravenglass. There is also moderate likelihood of such land between Ravenglass and Millom and between Millom and Broughton-in-Furness.

## 5.4 Likely Future Baseline

5.4.1 Mining activities in Copeland have reduced however West Cumbria Mining is now proposing mining activities within Whitehaven. This will have an impact on the future of the area.

- 5.4.2 The important Geological sites have been designated and these are generally in good condition. It is expected that this will continue into the future.
- 5.4.3 Whilst waste production has decreased and recycling and composting has increased, the deposit of waste material in landfills will continue to be an important contamination issue. Whilst handling waste for other authorities provides economic income, there is a potential that this could present a risk to human receptors if there is a failure in management and control.
- 5.4.4 The management and disposal of nuclear waste is an issue which will persist over a long time frame, and the storage and disposal facilities within Copeland and within the broader West Cumbria area will remain a very important issue and consideration for the long term. The UK Government Radioactive Waste Management (RWM) has a mission to deliver a geological disposal facility and provide radioactive waste management solutions.
- 5.4.5 In 2008, the UK Government launched a search for a Geological Disposal Facility (GDF) – an engineered, underground site that will be the final home for the UK’s higher activity radioactive waste through the Managing Radioactive Waste Safely (MRWS) process. This process asked for volunteer communities to consider hosting the facility and Copeland Borough Council, Allerdale Borough Council and Cumbria County Council agreed to participate in the early stages of MRWS, however the project ended in 2012 when Cumbria County Council voted to withdraw from the MRWS process.
- 5.4.6 The appropriate siting of a national Geological Disposal Facility is still necessary and the Government consulted on a revised GDF process in early 2018. This will be significant for Copeland in the longer term, regardless of the location of the GDF, and will be of clear relevance to this IA. This is because most of the UK’s High and Intermediate Level Waste is currently stored at Sellafield and would need to be transported from the Sellafield site, wherever a future GDF is located.
- 5.4.7 The Low Level Waste Repository (LLWR) near Drigg has been in operation for over 50 years, and in 2015, the site was granted a revised environmental permit to allow the continued disposal of wastes at the site with an intended future through to 2050, providing long term stability and employment in the area. The Repository plans to accommodate the UK’s forecasted waste arisings well into the next century, potentially constructing more vaults, if required, leaving a closure date of around 2130.

## 5.5 Sustainability Issues

- 5.5.1 The term ‘land resources’ has been used to cover a range of activities in the context of this Scoping Report. The following issues have been identified to be relevant to the assessment of Local Plan:

- Copeland contains a number of important geological sites which will require protection from the adverse effects of development. These can be considered as constraints on development.
- Whilst waste production has decreased and recycling increased, Copeland still sends a lot of material to the Distington landfill site. This site also handles waste from neighbouring authorities. Landfill sites pose a contamination risk and limit land use options for the future.
- The nuclear power industry is synonymous with Copeland and provides economic benefits. However, the handling and disposal of waste will continue to impact upon the potential location of development and will be an important consideration as Sellafield continues its decommissioning phase.
- Soil quality and Best and Most Versatile (BMV) land is also relevant in the context of the Local Plan. It is important that all soil is sustainably managed and that planned changes to productive soils are carefully considered.

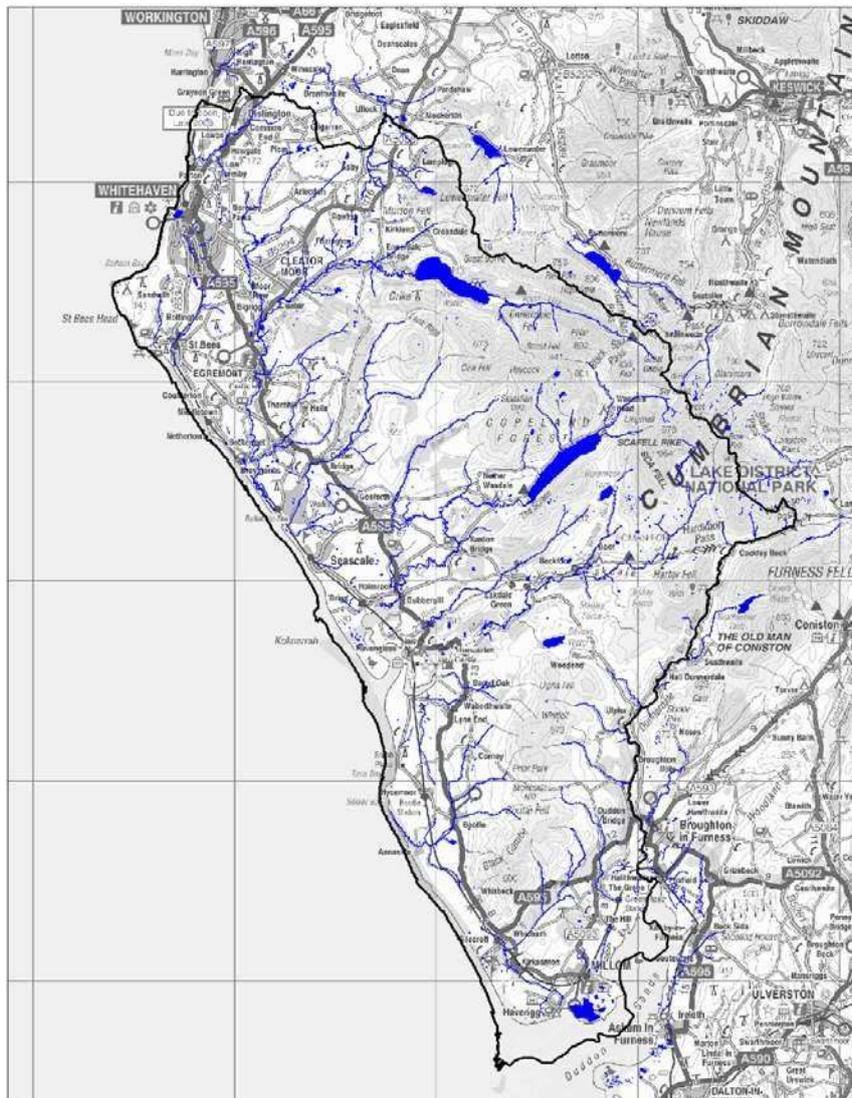
## 5.6 Data Limitations

- 5.6.1 There is limited information on the location of contaminated land at a local level. Where contamination is likely ground investigations will be required through the planning application process.

## 6 Water Quality and Resources

- 6.1.1 Water is an essential resource in supporting biodiversity, recreation and economic opportunities. Effective planning and management of water resources is essential now and in the future if sustainable development is to be ensured.
- 6.1.2 Copeland is characterised by its coastal location and a number of major river systems including the River Keekle, River Ehen, Pow Beck, River Duddon, River Calder and associated tributaries. The Boroughs water courses are illustrated in Figure 9.

**Figure 9: Copeland District Watercourses**



## 6.2 Context Review

Key sustainability objectives and messages	Evidence Source
<p>The Convention's mission is "the conservation and wise use of all wetlands through local and national actions and international cooperation, as a contribution towards achieving sustainable development throughout the world".</p> <p>The Convention uses a broad definition of the types of wetlands covered in its mission.</p>	<p>The Ramsar Convention (formally, the Convention on Wetlands of International Importance, especially as Waterfowl Habitat) (1971)</p>
<p>The Directive seeks to: -</p> <ul style="list-style-type: none"> <li>• Prevent further deterioration and protect and enhance status of aquatic ecosystems and wetlands</li> <li>• Promote sustainable water use (reduce pollutants of waters)</li> <li>• Contribute to mitigating effects of floods and droughts</li> </ul> <p>Prevent further deterioration and risk of pollution in ground waters.</p>	<p>EU Water Framework Directive (2000/60/EC) (made into national law through The Water Environment (Water Framework Directive) (England and Wales) Regulations 2003) (2000)</p>
<p>All surface water bodies to meet "good" ecological status and "good" chemical status by 2015.</p> <p>Water conservation is a priority and water abstraction/impoundment must not be done so in an unsustainable manner or one that contributes to the deterioration of water resources.</p> <p>The sustainable use of water and water conservation are key objectives.</p>	<p>Water Act (2014)</p>
<p>Climate change is likely to lead to water shortages in the summer months in future.</p>	<p>Future Water - The Government's Water Strategy for England (2008)</p>
<p>One of the key aims of the Plan is the achievement of clean and plentiful water by improving at least three quarters of waters to be as close to their natural state as soon as practically possible.</p>	<p>A Green Future: Our 25 Year Plan to Improve the Environment (2019)</p>
<p>The NPPF states that Local Plans should take account of climate change over the longer term, including factors such as flood risk, coastal change, water supply, biodiversity and landscape and the risk of overheating from rising temperatures.</p>	<p>NPPF (2019)</p>
<p>Policy DM11 is focused on sustainable development standards which includes requirements for water saving technology. Policy</p>	<p>Copeland Local Plan 2013-2028 (2013)</p>

Key sustainability objectives and messages	Evidence Source
ST1 outlines the strategic development principles which states that developments should minimise water pollution.	

## 6.3 Current Baseline

- 6.3.1 The land within Copeland is very diverse, ranging from the low-lying and flat estuarine areas around Ravenglass to the peaks and valleys of the Western Lake District. Most of the watercourses within Copeland are fed from the fells and dales located to the east, in particular within the Lake District National Park.
- 6.3.2 The climate of Copeland is temperate and moist, with a rapid increase in rainfall from the coastal strip to the fells inland. This rainfall feeds many rivers and streams, which in turn feed the lakes of Ennerdale Water and Wastwater, England's deepest Lake.
- 6.3.3 The wider County has many lakes which provide a valuable source of freshwater for agricultural, domestic and industrial uses.

### The Water Framework Directive

- 6.3.4 The European Union Water Framework Directive (WFD) seeks to provide for a more integrated approach to the planning and management of water and water-related issues, including flooding, water quality, abstraction, use, shape, and coastal zone management. The Water Framework Directive covers estuaries, coastal waters, groundwater and lakes as well as rivers.
- 6.3.5 The Environment Agency produces water quality data on a catchment area basis. Copeland forms part of the North West River Basin District which includes the South West Lakes and North West TraC management catchments.
- 6.3.6 The North West TraC contains transitional (estuarine) or coastal areas from the Mersey Estuary in the south upto Aspatria in the north. The Cumbrian section of the TraC, which extends from South Whitehaven to Fleetwood, Lancs has improved over recent years as shown in was classified as follows:

**Table 9: Coastal Water Quality 2013-2016**

Classification Item	2013	2014	2015	2016
Overall Water Body	Moderate	Moderate	Good	Good
Ecological	Good	Good	Good	Good

Chemical	Fail	Fail	Good	Good
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Source: <https://environment.data.gov.uk/catchment-planning/WaterBody/GB641211630002>

6.3.7 In terms of river quality, the area covered by South West Lakes surface water catchment is shown below.

**Figure 10: South West Lakes Catchment**



Source: <https://environment.data.gov.uk/catchment-planning/ManagementCatchment/3085>

6.3.8 Within the South West Lakes catchment are three operational catchments which extend across Copeland. The ecological and chemical classification of these catchments in 2016 is shown in the tables below.

**Table 10: River ecological Status or potential South West Lakes Catchment**

	Total number of water bodies	Ecological Status or potential				
		Bad	Poor	Moderate	Good	High
Irt-Mite-Esk-Annas	13	0	0	4	8	1

Duddon	10	0	2	5	3	0
Ehen-Calder	14	0	2	9	3	0

Source: <https://environment.data.gov.uk/catchment-planning/ManagementCatchment/3085>

**Table 11: River chemical Status South West Lakes Catchment**

	Total number of water bodies	Chemical Status	
		Fail	Good
Irt-Mite-Esk-Annas	13	1	12
Duddon	10	0	10
Ehen-Calder	14	0	14

Source: <https://environment.data.gov.uk/catchment-planning/ManagementCatchment/3085>

6.3.9 The Copeland area contains three groundwater bodies. The classification of these in 2016 is shown below. The table shows that all of the groundwater bodies in Copeland are “good” in terms of their quantitative classification. Across the wider North West River Basin District only 89% of groundwater bodies are good. In terms of chemical classification 66% of the groundwater bodies in Copeland are “good”, this compares with only 39% across the wider North West River Basin District<sup>7</sup>.

**Table 12: Groundwater Classification 2016**

Groundwater catchment	Quantitative classification	Chemical classification
Cumbria South Lower Palaeozoic & Carboniferous Aq.	good	poor
Cumbria West Permo-triassic sandstone Aq.	good	good
Derwent & Cumbria West Lower Palaeozoic and Carboniferous Aq.	good	poor

Source: <https://environment.data.gov.uk/catchmentplanning/ManagementCatchment/1009>

**Table 13: Water demand in Copeland**

<sup>7</sup> <https://environment.data.gov.uk/catchment-planning/ManagementCatchment/1009/Summary>

Indicator	Source	Quantified Data / Copeland Borough data	Comparators	Trends
Average domestic water consumption (litres per day per capita)	DEFRA Sustainable Communities Indicators (these indicators are no longer updated)	No local statistics available only regional.  Domestic water consumption in the North West is 142 litres per person (2006).	Households in the UK consumed an average of 148 litres per person each day in 2006.  The minimum standards set out in the Code for Sustainable Homes is 120 litres per person per day.	Domestic water consumption in the North West was 142 litres per person in 2005 and 148 in 2004.

## Nitrates

6.3.10 Nitrate Pollution Prevention (Amendment) Regulations 2016, require areas of land that drain into polluted waters and that contribute to the pollution of those waters to be designated as Nitrate Vulnerable Zones (NVZ). Copeland does not contain any land classified as Nitrate Vulnerable Zones (NVZ) which suggests sustainable agricultural practices. NVZ are classified as such when the waters exceed or are at risk of exceeding the EU limit of 50mg/NO<sub>3</sub>/l.

## Bathing Water

6.3.11 Within Copeland there are four Bathing Waters. The Water Quality at all designated Bathing Water sites in England is assessed by the Environment Agency. The annual ratings of sites are classified as excellent, good, sufficient or poor based on measurements taken over a period of four years. The classifications for Bathing Waters in Copeland are provided below.

**Table 14: Classification of Bathing Waters in Copeland 2018<sup>8</sup>**

Bathing Water	Classification
Haverigg	Sufficient
Seascale	Good
Silecroft	Excellent
St Bees	Excellent

## 6.4 Likely Future Baseline

### Water Quality

- 6.4.1 The biological and chemical quality of the rivers and streams of Copeland has remained good/fair or improved in the past five years, indicating a potential upwards trend in the overall water quality of the rivers.
- 6.4.2 However, recent Water Directive Framework monitoring indicates that the ecological status of estuaries and coasts in Copeland is poor and the chemical status of groundwater is poor/good because of human activities which are causing pollution and/or other harmful effects.

### Water Supply

- 6.4.3 The United Utilities Water Resources Management Plan published in March 2015<sup>9</sup> explains how the company intends to manage water supply and demand across North West England up to 2040.
- 6.4.4 The Water Resources Management Plan highlights that there are some challenging supply issues in West Cumbria. As well as this, the environment in West Cumbria contains rare species which are protected by law, including Atlantic salmon, charr, rare aquatic plants and England's only viable population of the internationally protected freshwater mussel. The plan then identifies a number of ways in which the challenges in West Cumbria can be met.

**Table 15: North West Water Source Yields (MI/d) 2015/16 – 2039/40**

Year	Integrated Resource Zone		Carlisle Resource Zone		North Eden Resource Zone		West Cumbria Resource Zone	
	15/16	39/40	15/16	39/40	15/16	39/40	15/16	39/40

<sup>8</sup> <http://environment.data.gov.uk/bwq/profiles/>

<sup>9</sup> [https://www.unitedutilities.com/globalassets/z\\_corporate-site/about-us-pdfs/water-resources/wrmpmainreport\\_acc17.pdf](https://www.unitedutilities.com/globalassets/z_corporate-site/about-us-pdfs/water-resources/wrmpmainreport_acc17.pdf)

	Integrated Resource Zone		Carlisle Resource Zone		North Eden Resource Zone		West Cumbria Resource Zone	
Baseline deployable output	2127.8	2143.3	34.7	34.7	8.7	8.7	62.1	62.1
Sustainability changes (from 2019/20)	0	-5.0	0	0	0	0	0	-37.5
Climate change	-19.2	-129.8	-0.3	-2.2	0	0	-1.1	-7.1
Forecast deployable output	2108.6	2008.5	34.4	32.5	8.7	8.7	61.0	17.5
Non-potable/raw water supplies	-84.3	-84.3	0	0	0	0	0	0
Raw water and process losses	-64.6	-64.6	-0.26	-0.26	-0.03	-0.03	-1.3	-1.3
Outage	-74.3	-74.3	-1.98	-1.98	-0.06	-0.06	-0.9	-0.9
Imports	0.04	0.04	0	0	1	1	0	0
Exports	-0.41	-1.05	0	0	0	0	0	0
Water available for use	1885.1	1784.3	32.1	30.3	9.7	9.7	58.9	15.4

Source: United Utilities Water Resources Management Plan

6.4.5 United Utilities are developing a project that will link West Cumbria to the rest of the North West regional water network via a major new pipeline which will go from Thirlmere to West Cumbria. A new water treatment works will be constructed as well as pumping stations and underground service reservoirs. This will mean that Ennerdale, its lake and the River Ehen which host a number of protected species will not be used as a water source by 2022 which is when the Environment Agency will withdraw the abstraction licence for Ennerdale. Thirlmere reservoir has spare capacity and there is potential for minimal environmental impact through this project. Work has commenced on the new

pipelines and this will ensure that there are no water supply issues within West Cumbria into the future.

## Water Demand

6.4.6 The Water Resources Management Plan provides detailed demand forecasts for each water resource zone in accordance with national best practice methods. The key messages indicate that leakage is at its lowest ever level, water efficiency will be promoted and by 2040 76% of households will have a water meter. The Plan also states that it is expected that demand for water from businesses and households will continue to decline.

## 6.5 Sustainability Issues

6.5.1 Ensuring that households, business, agriculture and the environment all have enough water available to thrive and prosper is a key sustainability issue.

6.5.2 It is essential that the Local Plan provides protection for both groundwater and surface waters. This should cover the quantity of water resources, ensuring that proposed developments have adequate supply without adversely affecting existing users and ecological features that are supported by watercourses and wetlands. More natural watercourses not only benefit wildlife and provide recreation opportunities, but can also help to reduce flood risk. Wetland features can also be created to play a role in reducing surface runoff as part of sustainable drainage systems. The demand for water needs to be tackled at every stage of development and prioritised, along with putting water supply and wastewater infrastructure in place ahead of planned growth.

6.5.3 Copeland has a significant amount of land that is presently in use or is derelict and potentially contaminated due to historical industrial use. A key sustainability issue relates to planned and accidental discharges of contaminants from these sites to the environment through aqueous routes. In addition, not all areas of contaminated land are readily identifiable as old industrial areas. For example, the spoil heaps left from mining may be disguised by vegetation growth and erosion overtime. Runoff from these heaps poses a risk of contaminating local watercourses and groundwater. The Local Plan should consider interactions between water quality, water flow and flood risk (flood risk is covered in Chapter 8 of this report).

6.5.4 The IA framework objectives should cover those areas dealt with by relevant EU Directives.

6.5.5 The key sustainability issues arising from the baseline assessment for water quality and resources in Copeland are:

- The need to further improve the quality of the Borough's river, estuarine and coastal and groundwater quality particularly the biological quality of rivers and ecological standard of estuaries and coasts in Copeland;

- The need to ensure the quality of still waters is maintained or improved;
- The need to ensure efficient use and management of water: addressing a potential increase in demand;
- Providing a sustainable water supply to all households and businesses within capacity of resources;
- Ensure Water Framework Directive issues and principles are incorporated into the SA Framework and site selection methods; and
- Protecting the environment: action may need to be taken where water use from existing water resources has a detrimental impact on the water environment either due to 'excessive' abstractions or by 'poor quality' effluent returns and diffuse pollution.

## 6.6 Data Limitations

- 6.6.1 There is a shortage of data locally relating to the number of new developments incorporating Sustainable Drainage (SuDs).

## 7 Air Quality

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- 7.1.1 Historically, the main cause of poor air quality has been pollution from factories or coal burned for domestic heating. Smoke and sulphur dioxide from these sources resulted in serious public health problems in the major cities. By and large, thanks to regulation and technological changes, this source of pollution is no longer a challenge in the UK, however poor air quality remains an issue.
- 7.1.2 The main causes of poor air quality today are from traffic: Carbon monoxide (CO), oxides of nitrogen (NOX), volatile organic compounds (VOC) and small particles (PM10) are among the pollutants emitted from vehicle exhausts. These compounds can cause severe cardio-vascular and respiratory harm to people, especially in the long term, and also have adverse effects on the natural and built environment.
- 7.1.3 Air quality and transport are closely linked and without technological and infrastructure improvements, increasing transport use will worsen air pollution causing more premature deaths and hospital admissions in vulnerable groups (such children, older people and those with existing health issues).
- 7.1.4 Local authorities have statutory duties for local air quality management (LAQM) under the Environment Act 1995. The Act requires the UK Government and devolved administrations for Scotland and Wales to produce a National Air Quality Strategy (NAQS) containing standards, objectives, and measures for improving ambient air quality and to keep these policies under review. The first Air Quality Strategy for the UK was adopted in 1997, this was replaced in 2000 and an addendum followed in 2003. A review then led to the most recent strategy: The Air Quality Strategy for England, Scotland, Wales and Northern Ireland 2007-22.
- 7.1.5 Local Authorities are required to carry out regular reviews and assessments of air quality in their area against standards and objectives in the National Air Quality Strategy and which have been prescribed in UK Air Quality Regulations<sup>10</sup> for the purpose of LAQM. Where it is found these are unlikely to be met, authorities must designate air quality management areas (AQMAs) and prepare and implement remedial action plans to tackle the problem.
- 7.1.6 The most recent report of the review and assessment undertaken by Copeland Borough Council is the Copeland Air Quality Review and Assessment Progress Report 2007.

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<sup>10</sup> The Air Quality Standards Regulations 2007 SI 2007 No. 64 (on OPSI website). See <http://www.defra.gov.uk/environment/airquality/regulations.htm>

## 7.2 Context Review

Key sustainability objectives and messages	Evidence Source
<p>The implementation of the Directive requires that Member States develops national programmes in 2002 and, where needed, revise those plans in 2006 that aim at meeting fixed ceilings of national emissions by 2010 and thereafter. Further Member States have to report their emission inventories to the EEA and the European Commission in order to monitor progress and verify compliance.</p>	<p>EU National Emissions Ceilings Directive (2001/81/EC) (made into national law as the National Emission Ceilings Regulations 2002)</p>
<p>The Air Quality Framework Directive sets European-wide limit values for air pollutants. These include: sulphur dioxide, nitrogen dioxide, particulate matter, lead, ozone, benzene, carbon monoxide, poly-aromatic hydrocarbons, cadmium, arsenic, nickel and mercury.</p> <p>The Directive aims to: avoid, prevent or reduce harmful effects on human health and the environment; Make information on ambient air quality available to the public; Maintain air quality where good and improve it in other cases.</p>	<p>Air Quality Framework Directive (96/62/EC) and daughter Directives: 1999/30/EC; 2000/69/EC; 2002/3/EC; 2004/107/EC.</p>
<p>The Air Quality Standards Regulations 2010 transposes the EU Directive into UK law and sets standards (binding limit values) and assessment criteria for air quality.</p>	<p>The Air Quality Standards Regulations (2010)</p>
<p>The National Air Quality Strategy sets objective values for eight key pollutants, as a tool to help local authorities manage local air quality improvements in accordance with the EU Air Quality Directive and associated Regulations. The key pollutants are:</p> <ul style="list-style-type: none"> <li>• Particles - PM10 and PM2.5;</li> <li>• Nitrogen dioxide (*for nitrogen oxides);</li> <li>• Ozone*;</li> <li>• Sulphur dioxide*;</li> <li>• Polycyclic aromatic hydrocarbons;</li> <li>• Benzene;</li> <li>• 1, 3 butadiene;</li> <li>• Carbon monoxide;</li> <li>• Lead.</li> </ul>	<p>National Air Quality Strategy for England, Scotland, Wales and Northern Ireland. (March 2011).</p>
<p>The document aims to achieve clean air through the following means:</p> <ul style="list-style-type: none"> <li>• Meeting legally binding targets to reduce emissions of five damaging air pollutants; this should halve the effects of air pollution on health by 2030</li> </ul>	<p>A Green Future: Our 25 Year Plan to Improve the Environment (2019)</p>

Key sustainability objectives and messages	Evidence Source
<ul style="list-style-type: none"> <li>Ending the sale of new conventional and diesel cars and vans by 2014</li> <li>Maintaining the continuous improvement in industrial emissions by building on existing good practice and successful regulatory framework.</li> </ul>	
<p>This policy paper sets out the government’s ambition to improve air quality by decarbonizing all sectors of the UK economy through the 2020s.</p>	<p>Clean Growth Strategy 2017</p>
<p>This strategy sets out the Government’s plans for dealing with all sources of air pollution, with the aim to make air healthier to breathe, protecting nature and boosting the economy. It sets out the action required by all levels of government and society to improve air quality.</p> <p>This strategy is designed to complement the Industrial Strategy, the Clean Growth Strategy and the 25 year Environment Plan.</p>	<p>Clean Air Strategy 2019</p>
<p>The NPPF in paragraph 181 states that planning policies should sustain and contribute towards compliance with relevant limit values or national objectives for pollutants. This includes taking into account the presence of Air Quality Management Areas and the cumulative impacts on air quality from individual sites.</p>	<p>NPPF 2019</p>
<p>As part of the National Air Quality Strategy (NAQS), local authorities are required to undertake a Progress Report of air quality in their areas in years when they are not carrying out their three yearly Updating and Screening Assessment or carrying out a Detailed Assessment.</p> <p>The 2006 Updating and Screening Assessment and the 2007 Progress Report both concluded that it was unlikely that the air quality objectives for any of the seven pollutants would be exceeded within Copeland Borough.</p>	<p>Cumbria Air Quality Review and Assessment Progress Report (2007)</p>

## 7.3 Current Baseline

- 7.3.1 The Council has recently produced its 2019 Air Quality Annual Status Report. This states that air quality in Copeland is typically very good with N02 levels well below the annual mean objective of 40 µg/m3.
- 7.3.2 The quality of air does however vary across the borough, with the highest levels of N02 found in central Whitehaven of (24.3 µg/m3 annual average), compared to the lowest levels (4.0 µg/m3 annual average) in the heart of Wasdale. The main polluter in the borough is road traffic.

## The UK National Air Quality Archive<sup>11</sup>

- 7.3.3 The UK National Air Quality Archive provides estimations and data for a range of pollutants which affect air quality. This is provided at various levels however no data is provided for Copeland and therefore this is of limited use.
- 7.3.4 As indicated by the Copeland Air Quality Review and Assessment 2007, The UK National Air Quality Archive also indicates that Copeland Borough does not have any Air Quality Management Areas. This is because assessment and monitoring has revealed that Copeland is meeting and is predicted to meet in the future the standards and objectives in the National Air Quality Strategy.

## 7.4 Likely Future Baseline

- 7.4.1 The results of the air quality monitoring programme in Copeland show that, in general, the concentrations of all pollutants being monitored are below objectives set out in the NAQS and below values at which adverse health effects are likely to occur. The general trend for all pollutants, with the exception of ozone, is for a continued decline in ambient concentrations. However, levels of ozone are difficult to control since sources are capable of being transported over long distances. There also needs to be consideration of the potential for impacts on air quality as a result of future large scale development, such as the West Cumbria Mining and the potential Moorside project.
- 7.4.2 Westcroft Consultancy was commissioned by West Lakes Renaissance (WLR) (the Urban Regeneration Company for Furness and West Cumbria) to examine alternative methods of zero carbon energy generation and methods of reducing energy consumption, carbon emissions from the West Cumbrian economy and identify environmental technologies and activities which offer the potential for further business and economic development. This project includes work in the areas of hydrogen, carbon capture and storage, offshore wind, tidal and waste. This should help in further reducing concentrations of air pollutants in Copeland where it displaces other effects from conventional fossil generation.
- 7.4.3 More recently, Copeland Borough Council has also been exploring opportunities to create district heating schemes. Feasibility studies have been produced to look at opportunities around Whitehaven, particularly the town centre, Westlakes Science Park and the eastern corridor. Work is currently underway to develop business cases for deliverable schemes and to identify where gap funding may be required. Opportunities to develop electric vehicle charging infrastructure are also being considered, with the initial focus on Whitehaven.

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<sup>11</sup> <https://uk-air.defra.gov.uk/data/>

## 7.5 Sustainability Issues

- 7.5.1 The key air quality issues identified in the baseline and context review are identified below.
- 7.5.2 The concentrations of all pollutants required to be monitored as part of the NAQS are currently below the objectives set out in the NAQS and below values at which adverse health effects are likely to occur. The general trend for all pollutants, with the exception of ozone, is for a continued decline in ambient concentrations. However, since levels of ozone are difficult to control, and since sources are capable of being transported over long distances, monitoring should be continued.

## 7.6 Data Limitations

- 7.6.1 There are currently a lack of environmental receptors to assess potential impacts on designated sites from any increased traffic and employment uses producing emissions. Such receptors would take into account the designated site's sensitivity to pollutants which can cause eutrophication and decline in designated species and habitats, and compromise conservation status.

## 8 Climatic Factors and Flood Risk

- 8.1.1 Climate change is recognised as one of the most serious and important challenges facing the UK. Climate change issues are to be addressed at national, regional and local levels. This chapter sets out the sustainability context and baseline in regards to climatic factors. This will include emissions, effects and adaptation where data is identified.
- 8.1.2 In recent decades evidence has accumulated to demonstrate that an unprecedented rise in global temperatures has occurred over the last century or so. Scientific consensus attributes this change to emissions of greenhouse gases, primarily carbon dioxide from combustion of fossil fuels for energy generation or transport. The major contributing factor to increased greenhouse gases and climate change is human activity.
- 8.1.3 Other greenhouse gases present in the atmosphere include methane from fossil fuels and landfill waste, nitrous oxide from fertilisers and industrial processes, chlorofluorocarbons and hydro chlorofluorocarbons from coolants and sulphur hexafluoride from dielectric fluid. These are found in far smaller quantities than carbon dioxide but have greater global warming potential.
- 8.1.4 The impacts of a changing climate would include changes in the availability and quality of water resources, damage to native habitats and migration or extinction of native plants and animals. Infrastructure and buildings could be damaged more frequently by storms. It is likely that there will be significant impacts on the economy, particularly in the long term. Agriculture especially could be forced to adapt, with new crops replacing traditional varieties. Unfamiliar diseases might become commonplace in a warmer climate, and patterns of mortality would change with, for instance, fewer premature deaths in winter from cold but probably more deaths from higher temperatures in the summer.
- 8.1.5 This chapter also includes information on flood risk in the district. Coastal and estuarine flooding related to extreme weather events represents a significant threat to the borough and its population.

## 8.2 Context Review

Key sustainability objectives and messages	Evidence Source
<p>The Kyoto Protocol sets legally binding measures to achieve the objectives of the United Nations Framework Convention on Climate Change.</p> <p>Key objectives are to:</p> <ul style="list-style-type: none"> <li>• Reduce greenhouse emissions by 5% of 1990 levels over the period 2008-2012;</li> </ul>	<p>Kyoto Protocol (1997)</p>

Key sustainability objectives and messages	Evidence Source
<ul style="list-style-type: none"> <li>The UK has a Kyoto protocol agreement of 12.5 reductions over the period 2008-2012.</li> </ul>	
<p>The main aim of the Paris Agreement is to strengthen the global response to the threat of climate change to ensure global temperatures do not increase by more than 2 degrees Celsius above pre-industrial levels. The agreement also aims to strengthen the ability of countries to deal with the impacts of climate change.</p>	Paris Agreement (2015)
<p>Requires Local Authorities to feed in to the Preliminary Flood Risk Assessment, as well as the Local Flood Risk Strategy, and ensure that objectives within Local Plans complement the objectives of the Directive.</p>	European Floods Directive 2007 (2007/60/EC)
<p>The Act allows local councils in England and Wales to set reasonable requirements in their development plan documents for:</p> <ul style="list-style-type: none"> <li>A proportion of energy used in development in their area to be energy from renewable sources in the locality of the development;</li> <li>A proportion of energy used in development in their area to be low-carbon energy from sources in the locality of the development;</li> <li>Development in their area to comply with energy-efficiency standards that exceed the energy requirements of building regulations.</li> </ul>	Planning and Energy Act (2008)
<p>Two key aims underpinning the Act:</p> <ul style="list-style-type: none"> <li>To improve carbon management and help the transition towards a low carbon economy in the UK;</li> <li>To demonstrate strong UK leadership internationally, signalling that we are committed to taking our share of responsibility for reducing global emissions in the context of developing negotiations on a post-2012 global agreement at Copenhagen next year.</li> </ul>	Climate Change Act (2008)
<p>Its purpose of these regulations is to transpose the EC Floods Directive (Directive 2007/60/EC on the assessment and management of flood risks) into domestic law and to implement its provisions. In particular, it places duties on the Environment Agency and local authorities to prepare flood risk assessments, flood risk maps and flood risk management plans.</p>	The Flood Risk Regulations (2009)
<p>Seeks to “localise” responsibility for flood risk, particularly from ordinary watercourses. Key policies within the act include: providing the Environment Agency with an overview of all flood and coastal erosion risk management and unitary and county</p>	Flood & Water Management Act (2010)

Key sustainability objectives and messages	Evidence Source
<p>councils to lead in managing the risk of all local floods; encouraging the uptake of sustainable drainage systems and providing for unitary and county councils to adopt SUDS for new developments and redevelopments; introduce an improved risk based approach to reservoir safety.</p>	
<p>Chapter 14 of the NPPF, Meeting the challenge of climate change, flooding and coastal change. The key messages are that planning plays a key part in meeting these challenges and local planning authorities should adopt proactive strategies to mitigate and adapt to climate change, taking account of flood risk, coastal change and water supply and demand considerations.</p>	<p>NPPF (2019)</p>
<p>This report offers a detailed and highly ambitious blueprint for the UK to achieve net zero carbon emissions by 2050. This includes increasing the UK 'net forestry sink' to 22 million tonnes per annum by 2050 by trebling annual rates for woodland creation (another 1.5 billion trees) and a significant uplift in peatland restoration. The Council will keep up-to-date with the government's response to the report as the Local Plan develops.</p>	<p>Committee on Climate Change 'Net Zero' Report</p>
<p>The SMP provides a large-scale assessment of the risk associated with erosion and flooding at the coast. Including policies to help manage risks in a sustainable manner. It aims to:</p> <ul style="list-style-type: none"> <li>• set out the risks from flooding and erosion to people and the developed, historic and natural environment within the SMP2 area;</li> <li>• identify opportunities to maintain and improve the environment by managing the risks from floods and coastal erosion;</li> <li>• identify the preferred policies for managing risks from floods and erosion over the next century;</li> <li>• identify the consequences of putting the preferred policies into practice;</li> <li>• set out procedures for monitoring how effective these policies are;</li> <li>• inform others so that future land use, planning and development of the shoreline takes account of the risks and the preferred policies;</li> </ul>	<p>North West England and North Wales Shoreline Management Plan 2 (2018)</p>

Key sustainability objectives and messages	Evidence Source
<ul style="list-style-type: none"> <li>discourage inappropriate development in areas where the flood and erosion risks are high; and</li> <li>meet international and national nature conservation legislation and aim to achieve the biodiversity objectives; and,</li> <li>highlight areas where there are gaps in knowledge about the coast and produce an action plan to address these gaps.</li> </ul>	
<p>The Cumbrian authorities are working together to produce the Strategy which will evaluate and manage the risks related to coastal flooding and erosion along the Cumbrian coastline on a long-term scale. The document will also identify future interventions required. The estimated timescale for the documents completion is January 2020, therefore it should be considered when developing the Local Plan.</p>	<p>Cumbria Coastal Strategy (ongoing- estimated completion in Jan 2020)</p>
<p>Section 7 is focused on Environmental Protection and Enhancement and states that, in terms of Flood Risk and Risk Management, the Council will ensure development is not prejudice by flood risk and will avoid development in flood risk areas.</p>	<p>Copeland Local Plan 2013-2028 (2013)</p>
<p>Several areas are at risk of flooding at across the Borough. The risk of flooding posed to properties arises from a number of sources including river and coastal flooding, sewer flooding and localised run-off.</p>	<p>Copeland Borough Council Level 1 SFRA (2007)</p>
<p>The CFMP has concluded that an increase in flood risk is expected within the Borough. This is due in part to an increase in the frequency and severity of flooding, due to climate change and increased urbanisation. It is also a result of an increase in the consequence of flooding, due to an increase in the number of properties affected by flood risk.</p>	<p>The South West Lakes Catchment Flood Management Plan (2009)</p>

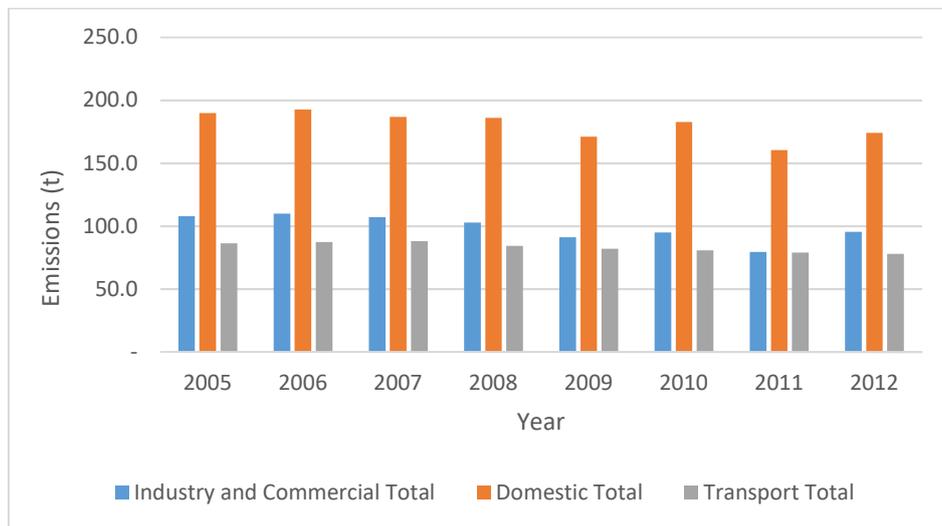
## 8.3 Current Baseline

- 8.3.1 Climate change is a key consideration when developing sustainable plans. Cumbria County Council prepared the Cumbria Climate Changes Strategy 2008-2012 and the Cumbria Climate Change Action Plan 2009-2014 which set out the likely future changes to climate change under different growth scenarios, however also discussed predicted changes based on current emissions that

indicated an increase in temperature of between 1.7°C and 6.4°C above 1990 levels. However, this has not been updated since 2008.

- 8.3.2 The increase in global temperature is likely to continue unless greenhouse gas emissions are reduced. The impacts of climate change are expected to be warmer, wetter winters and hotter, drier summers. Sea levels are expected to rise and, together with an increase in rainfall, lead to more frequent flooding of rivers and the coastline. Extreme weather events such as storms or heat waves are likely to be more frequent.
- 8.3.3 National and European targets have been set for greenhouse gas (GHG) emissions. The UK government has proposed a reduction of 60% by 2050 while the EU has opted for a 20% reduction by 2020. The interim target suggested for the UK is between 26% and 32% reduction by 2020. The current UK domestic target is to reduce carbon emissions by 20% below 1990 levels by 2010 and to reduce all 6 greenhouse gases by 12.5% from 1990 levels by 2012 at the latest.
- 8.3.4 Carbon dioxide is one of the main GHG. Emissions of Carbon dioxide were previously measured and monitored at local authority level by DEFRA. Carbon dioxide emissions are available online however cover the period 2005-2012<sup>12</sup>. It is available for a range of sectors, the totals of which are provided in Figure 11 below. The graph illustrates that emissions in Copeland have been relatively stable over the 7 year period however all totals have decreased.

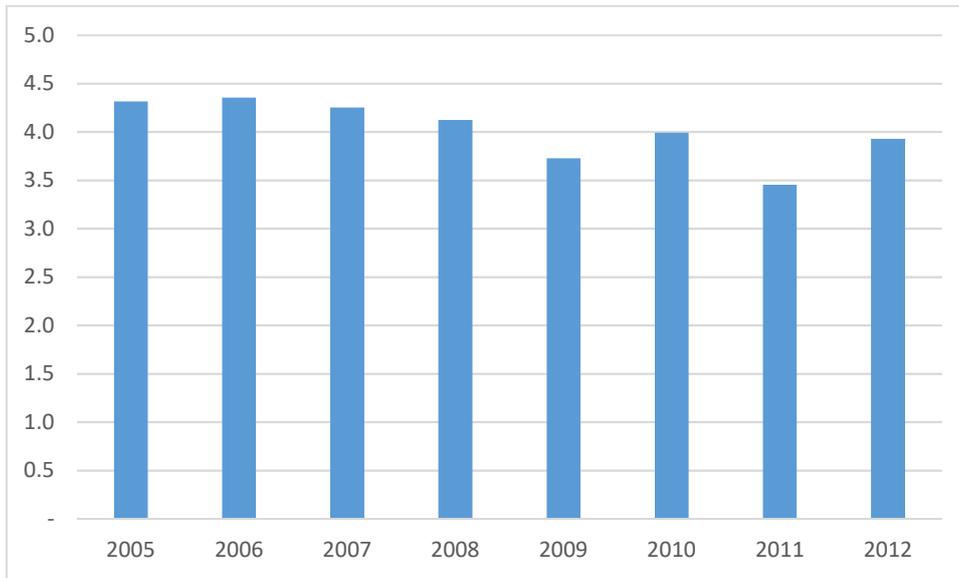
**Figure 11: Emissions in Copeland (t)**



- 8.3.5 Figure 12 below depicts the per capita emissions for Copeland. This graph highlights that the emissions have dropped overall between 2005 and 2012 however there have been small fluctuations within the time frame.

<sup>12</sup> <https://www.gov.uk/government/statistics/local-authority-emissions-estimates>

**Figure 12: Per Capita Emissions (t)**



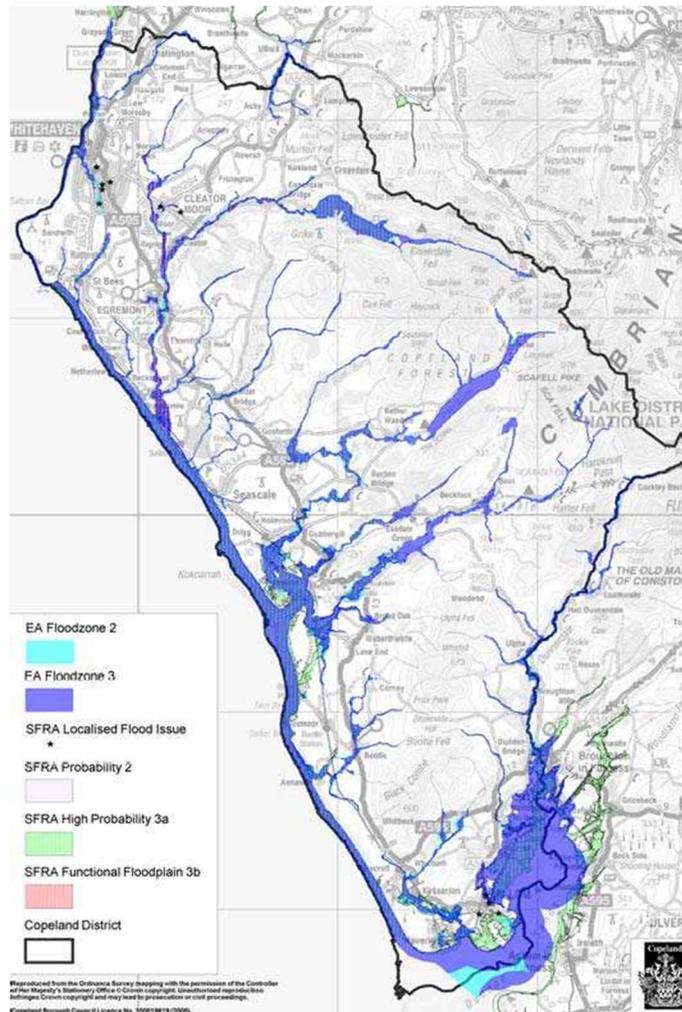
8.3.6 The effects of climatic change are however a concern for Copeland, in particular flood risk. Copeland has several rivers, the Duddon Estuary and a large amount of coastline. These areas are threatened by flooding relating to intense precipitation events and from changes to sea levels. Figure 13 illustrates the flooding issues within Copeland. The map illustrates the flood zones 2 and 3 as designated by the Environment Agency<sup>13</sup> and features designated through the Council's Strategic Flood Risk Assessment (SFRA)<sup>14</sup>.

8.3.7 Most of the population of Copeland live along coastal areas and these inevitably have a significant flood risk. This will have an influence on the likely location and appropriate land use for new developments throughout much of Copeland, which necessitates careful consideration of onsite mitigation.

<sup>13</sup> EA flood map available at <http://apps.environment-agency.gov.uk/wiyby/37837.aspx>

<sup>14</sup> 31 Jacobs, Copeland Borough Council (2007) Copeland Borough Council Strategic Flood Risk Assessment

Figure 13: Areas at risk from flooding in Copeland



8.3.8 The SFRA has identified particular localised issues in the South of Copeland, and in the North at Whitehaven and Cleator Moor. These sites are in addition to the flood zones identified and are areas particularly susceptible to flash flood events.

## 8.4 Likely Future Baseline

8.4.1 The Cumbria Climate Change Strategy uses the modelling from the UK Climate Impacts Programme<sup>15</sup> (UKCIP) to identify potential changes in the weather in Cumbria. The Strategy states that under current emission scenarios Cumbria will experience the following:

- Daily temperatures in Cumbria will rise between 1 and 2 degrees by 2050s;  
Summer rainfall will reduce by as much as 15% in Cumbria by 2020s;

<sup>15</sup> UKCIP 2002 Scenarios Available at:  
[http://www.ukcip.org.uk/index.php?option=com\\_content&task=view&id=156&Itemid=287](http://www.ukcip.org.uk/index.php?option=com_content&task=view&id=156&Itemid=287)

- Winter rainfall in Cumbria shows a consistent increase of up to 15% throughout the first half of the century, rising to somewhere between 15% and 30% increase by 2080s, depending on GHG emission levels;
- Snowfall in Cumbria will decrease by 10% by 2020's falling by a further 35%, possibly 55% from current levels by 2050s. In many parts of Cumbria snow may disappear altogether as we enter the last quarter of the century;
- While predicted changes in sea level are not available for Cumbria, for the North West sea levels are predicted to rise by up to 67cm; and
- Weather patterns could become more extreme e.g. high temperatures recorded occasionally today could become the norm by 2080.

8.4.2 The Strategy specifically mentions that besides reducing emissions from buildings (through promoting zero Carbon development) and transport (through travel planning and promotion of sustainable transport) adaptation measures will also be required. For example, risk assessment relating to coastal erosion, planning for water drainage and water resources, and the replacement of lost habitats. Sustainability Appraisal has been identified as a means to promote sustainable development that can adapt to the consequences of climate change.

8.4.3 Predicted climate change will only exacerbate the coastal, estuarine and river flood risks identified above. It is likely that these issues will magnify with areas of risk expanding and risk increasing in areas already identified.

8.4.4 Copeland Borough Council updated the Strategic Flood Risk Assessment Level 1 document (SFRA) in May 2018. When producing the new Local Plan full consideration will need to be given to the evidence and recommendations within the SFRA.

8.4.5 Cumbria County Council have recently commissioned the preparation of the Cumbria Coastal Strategy, which can also be included once it is available.

## 8.5 Sustainability Issues

8.5.1 The Scoping material has identified a number of issues that will need to be considered in the assessment. These are summarised as the following:

- Look to continue the trend of reducing emissions in order to enable the UK Government to achieve the targets for the reduction of greenhouse gases.
- A changing climate of increased temperatures and precipitation will have a number of effects for land use planning. Increased temperatures may result in increased demands for cooling and air conditioning within buildings and hence increasing energy use in a negative cycle. Increased precipitation will increase the number of properties and people at risk from flooding as coastal and river flood risk is likely to increase.

## 8.6 Data Limitations

- 8.6.1 The data on carbon dioxide emissions covers a seven year period and thus it is possible to see trends, however the most recent data is from 2012 and therefore this is not recent enough to see the current situation in Copeland which would be beneficial.
- 8.6.2 The SFRA involves a degree of forecast and modelling when determining the likely areas that will be under threat of flood risk and to which degree. There will be some margin of error involved in this process, however the results provide the best information for the Council to use to avoid impacts to human health from flood risk resulting from climate change. This is also from 2007 which means there is no recent data to use to inform this baseline section, however as an updated SFRA is being produced future monitoring will be against the latest document.

## 9 Heritage and Landscape

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9.1.1 The following section relates to the features that are present in Copeland that are of heritage and landscape interest. The section focuses on a context review, current and future baseline without the implementation of the plan<sup>34</sup>, sustainability issues and data limitations.

9.1.2 The following extract is from Historic England's 'Conservation Principles'<sup>16</sup> and discusses the range of heritage assets, both designated and non-designated that may be found within the borough:

*People may value a place for many reasons beyond utility or personal association: for its distinctive architecture or landscape, the story it can tell about its past, its connection with notable people or events, its landform, flora and fauna, because they find it beautiful or inspiring, or for its role as a focus of a community. These are examples of cultural and natural heritage values in the historic environment that people want to enjoy and sustain for the benefit of present and future generations, at every level from the 'familiar and cherished local scene' to the nationally or internationally significant place.*

*Many heritage values are recognised by the statutory designation and regulation of significant places, where a particular value, such as 'architectural or historic interest' or 'scientific interest', is judged to be 'special', that is above a defined threshold of importance. Designation necessarily requires the assessment of the importance of specific heritage values of a place; but decisions about its day-to-day management should take account of all the values that contribute to its significance. Moreover, the significance of a place should influence decisions about its future, whether or not it is has statutory designation.*

9.1.3 Landscapes can be areas designated for natural beauty and/or ambience but can also be 'ordinary' places that are not given statutory protection. Urban landscapes also have an important role to play in affecting the quality of people's lives, therefore acknowledging and enhancing 'townscapes' is also important.

9.1.4 Different landscapes have differing landscape characters. The Landscape Character Network define landscape character as 'a distinct, recognisable and consistent pattern of elements in the landscape that makes one landscape different from another, rather than better or worse'<sup>17</sup>. Essentially it is the landscape character of an area that gives it its distinctive and unique feel.

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<sup>16</sup> UNESCO (1972) Convention Concerning the Protection of the World Cultural and Natural Heritage, Article 1 Available at: <http://whc.unesco.org/en/conventiontext/> accessed on the 9<sup>th</sup> October 2017

<sup>17</sup> The Countryside Agency and Scottish Natural Heritage (2002) Landscape Character Assessment: Guidance for England and Scotland (CAX 84), the Countryside Agency and Scottish Natural Heritage. Also, Natural England (2014) An Approach to Landscape Character Assessment, Natural England.

9.1.5 The Lake District National Park has been shaped by nature and people over thousands of years and is therefore considered a 'Protected Landscape' under its designation as a National Park. This helps to preserve natural and cultural heritage.

9.1.6 Further to this, the LDNP has been designated as a World Heritage Site due to its cultural landscape which was defined as representing:

- "the combined works of nature and of man"
- "illustrative of the evolution of human society and settlement over time, under the influence of the physical constraints and/or opportunities presented by their natural environment and of successive social, economic and cultural forces, both external and internal"<sup>18</sup>

9.1.7 A number of benefits are expected from the designation which includes:

- Increased recognition of the cultural role of farming and its integral role with landscape
- The government has pledged to provide resources to protect its World Heritage Sites. Having this status could attract more funding and investment into the Lake District.
- The Lake District National Park Authority calculated that just a one per cent switch to cultural visitors who spend more on accommodation, leisure and food and drink could boost our economy by about £20m per year.
- The profile of the Lake District will be elevated internationally
- Develop as an international brand on the 'A-list' of places to visit

9.1.8 It is therefore vital that the Impact of the Local Plan on the Lake District National Park is assessed, despite it lying outside of the plan area. This will ensure that the natural and cultural assets of the area are protected.

## 9.2 Context Review

9.2.1 A context review has been completed which looks at key documents at an international, national and local level. The findings are summarised below:

Key sustainability objectives and messages	Evidence source
The objectives of the Convention are to promote European landscape protection, management and planning, and to organise European co-operation on landscape issues.	The European Landscape Convention (2000)

<sup>18</sup> Based on the UNSECO criteria for selection - <http://whc.unesco.org/en/criteria/>

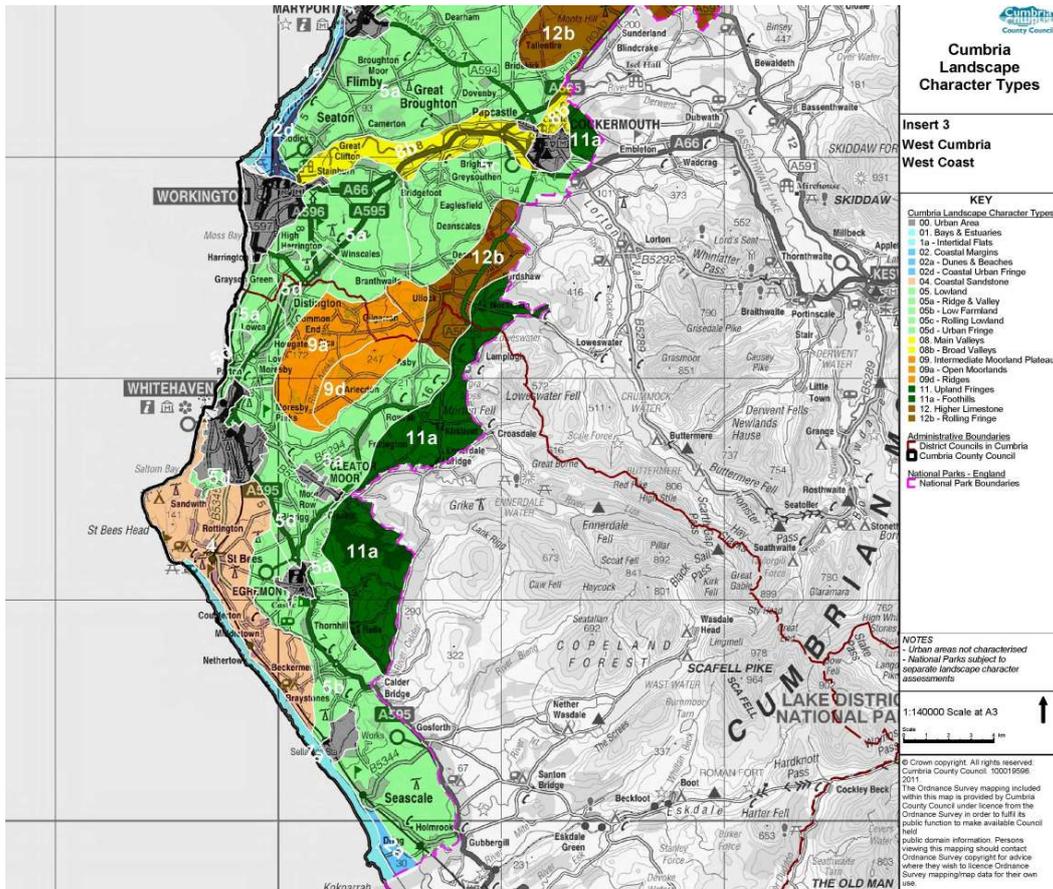
Key sustainability objectives and messages	Evidence source
<p>The proposals in the document are based on three core objectives:</p> <ul style="list-style-type: none"> <li>• The need to develop a unified approach to the historic environment;</li> <li>• Maximising opportunities for inclusion and involvement;</li> </ul> <p>Supporting sustainable communities by putting the historic environment at the heart of an effective planning system.</p>	<p>Heritage Protection Review White Paper (2008)</p>
<p>Chapter 15 focuses on Conserving and Enhancing the Natural Environment and states that the planning system should protect and enhance valued landscapes, sites of biodiversity or geological value and soils. It also states that great weight should be given to conserving landscape and scenic beauty in National Parks as they have the highest status of protection in relation to landscape and scenic beauty. The conservation of wildlife and cultural heritage are important considerations in all these areas, and should be given great weight in National Parks.</p> <p>Chapter 16 is about Conserving and Enhancing the Historic Environment and states that planning authorities should set a positive strategy for the conservation and enjoyment of the historic environment.</p>	<p>NPPF (2019)</p>
<p>NCA's divide the UK into 159 distinct natural areas, each of which is defined by unique landscape, biodiversity, geodiversity and culture. This is useful in monitoring changes across the landscape as well as helping communities to inform decision making surrounding the communities they live in.</p> <p>Copeland falls primarily within the West Cumbria Coastal Plain. The profile sets out the environmental context of the area and four statements of environmental opportunity, which are designed to offer guidance on key critical issues and how sustainable growth in the area can be achieved.</p>	<p>National Character Area Profiles</p>
<p>Key objectives of the Framework:</p> <ul style="list-style-type: none"> <li>• Protect, enhance and manage the Region's rich diversity of cultural and built environmental and archaeological assets;</li> <li>• Protect and enhance the biodiversity, local character and accessibility of the landscape across the region.</li> </ul>	<p>Action for Sustainability – Regional Sustainable Development Framework (2005)</p>
<p>The key objective is to ensure the continued protection of Cumbria's diverse and distinctive landscape.</p>	<p>Cumbria Landscape Strategy (1997)</p>
<p>The three main aims are to:</p> <ul style="list-style-type: none"> <li>• Make Cumbria more prosperous by developing the cultural and creative infrastructure of Cumbria;</li> </ul>	<p>Cultural Strategy for Cumbria (2003)</p>

Key sustainability objectives and messages	Evidence source
<ul style="list-style-type: none"> <li>• Enhance the quality of life for individuals and the community of Cumbria;</li> <li>• Celebrate our local culture and our status as a tourism destination.</li> </ul>	
<p>The toolkit updates a number of older documents. The landscape character assessments seeks to describe and map elements of different features that make up landscapes. The toolkit provides a vision for each landscape, characteristics and physical character, potential changes and guidelines for the management of each landscape.</p>	<p>Cumbria Landscape Character and Toolkit (2011)</p>
<p>The report prepared by Cumbria County Council provides a guide to the historic landscape database which includes a number of areas across Copeland.</p>	<p>Cumbria Historic Landscape Characterisation (2009)</p>

## 9.3 Current Baseline

- 9.3.1 Approximately two thirds of Copeland is within the Lake District National Park, which forms a distinctive landscape character area within Copeland, and for the wider Cumbria region. However, the Lake District National Park area within Copeland is outside of the area which is covered by the Local Plan.
- 9.3.2 Cumbria contains a wide range of character areas including open coastlands, estuaries and salt marshes, lakes and fells and agricultural lowlands. These have all been formed through the influence of the geology, glacial activity geological features, pasture, woodlands, soils and human activity and create a diverse but interwoven landscape.
- 9.3.3 Copeland itself contains a broad variety of the character areas identified within the assessment. These include coastal and estuarine classifications, to lowland and upland features of interest and moorland. Figure 14 below depicts the broad character areas that cover Copeland.

Figure 14: Broad character areas across Copeland



9.3.4 Copeland’s varied landscape characters include upland, estuarine and coastal features. Copeland includes the only area in Cumbria classified as Coastal Sandstone. This is an exposed landscape of a sequence of Permo-Triassic red sandstones near to the coast, but more intimate and enclosed inland. The classification includes the St Bees area which is characterised by remnants of the former monastic landscape created by the twelfth century Priory. The settlements are described in the Landscape Character paper as “nucleated and surrounded by the fossilised strips of former medieval field systems. Many of the buildings are in the local vernacular tradition and built of sandstone.” This is an important part of the reasoning for the classification of the area of heritage coastline in the Borough (Figure 15). St Bees Head is the only defined heritage coastline between Wales and Scotland.

Figure 15: The location of heritage coastline



9.3.5 Copeland also has landscapes designated as having county importance - these are illustrated in Figure 16. This figure illustrates features of interest around the main settlements in the north of the Borough in particular.

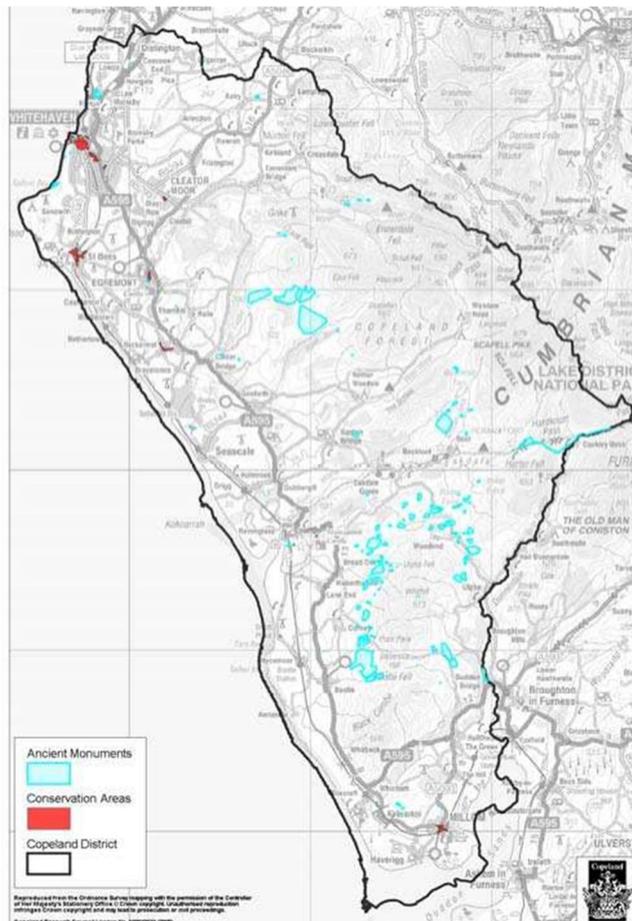


Beckermet, St Bees and Millom. Ravenglass Conservation Area is within the Lake District National Park.

9.3.11 In terms of Scheduled Ancient Monuments, there are 120 located within Copeland, four of which are on the Heritage at Risk register. The borough also contains the outlying portion of the Frontiers of the Roman Empire World Heritage Site at Parton Roman Fort.

9.3.12 Many of the Borough's landscape and heritage designations are within the Lake District National Park planning area; the features of which will provide constraints and opportunities that will require consideration during the production of Local Development Documents. However, the LDNP authority have planning control over this area and Copeland Borough Council do not have any planning powers.

**Figure 17: Scheduled monuments and conservation areas within Copeland**



## 9.4 Likely Future Baseline

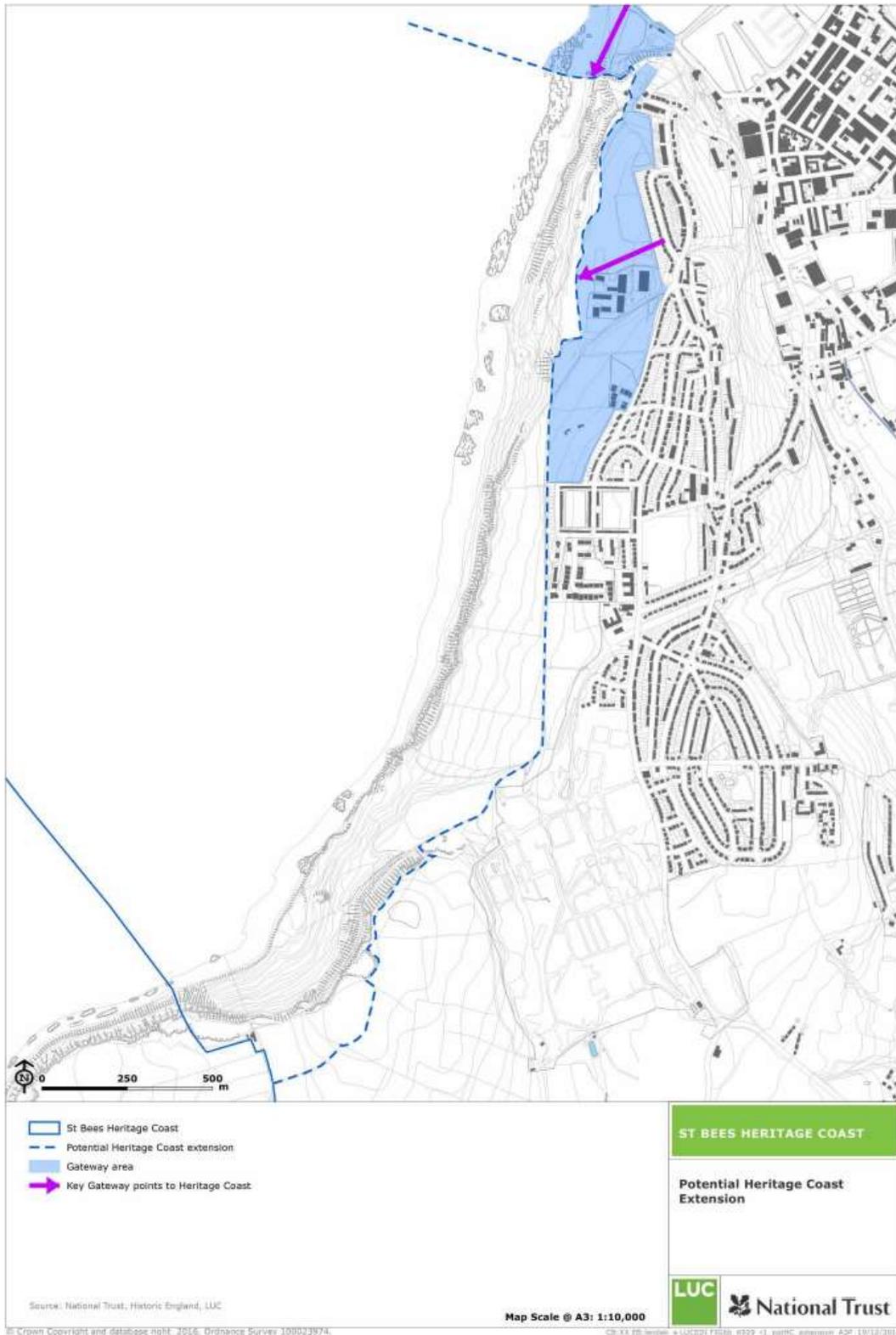
9.4.1 Copeland has a unique location in the Lake District National Park, and therefore additional planning constraints are present which see landscape and environmental issues prioritised.

- 9.4.2 The built heritage and landscape of Copeland do currently face variable pressure from new development and it is as a result of restrictive covenants imposed by heritage designations and planning controls that the area should retain the character which is valued by residents.
- 9.4.3 At present, until the Council sets out its preferred options for development, it is unclear which locations will be under the most pressure. The Council will be producing heritage impact assessments to assess the effects of its emerging allocations on heritage assets.
- 9.4.4 St Bees Heritage Coast is the only Heritage Coast between Wales and Scotland, and the only area of high sea cliffs in the north-west. There has been a proposed extension to the heritage coast boundary, shown in the figures below. This would increase the area defined as heritage coast and therefore this would need to be taken into account in future versions once this is confirmed.
- 9.4.5 In December 2018, LUC on behalf of the National Trust prepared a document, 'Review of the defined area St Bees Heritage Coast and the case to extend it northwards' which set out the areas and case to extend the coast. The Heritage Coast review began in January 2016 and at the time of writing the outcome is not yet known however, the proposed maps prepared in the aforementioned document are provided below to illustrate the area of review.

Figure 18 St Bee's Heritage Coast Study Area



Figure 19 Potential Heritage Coast Extension



## 9.5 Sustainability Issues

9.5.1 The key issues, problems and constraints for Copeland with regard to heritage and landscape are:

- There are many landscape and historical designations that raise the profile of protecting and enhancing existing features of interest. The significance of sites should not be impacted upon through planning decisions.
- There are 8 Conservation Areas, 120 Scheduled Ancient Monuments and 483 Listed Buildings designated for their archaeological and architectural value as well as the Lake District National Park World Heritage Site, albeit this is outside of the plan area
- There is a heritage coastline designation that is threatened by sea level rises attributable to climate change.
- Pressure from new development not in keeping with the character of the area may pose a risk to designated assets.
- Additional planning constraints are imposed by Copeland's location within the Lake District National Park.

9.5.2 There are also a number of key opportunities for the borough which have the potential to create positive improvements for the historic environment. These include:

- The opportunity to capitalise on the heritage tourism opportunities provided by the Lake District National Park
- Opportunities for social engagement with heritage or craft skills
- Training to diversify the employment base in the area.

## 9.6 Data Limitations

9.6.1 Much of the data presented is representative of the region rather than the local area. Local level data on Landscape Character and heritage townscape is currently being updated and future monitoring will be against the most up-to-date documents.

9.6.2 The Council will produce a number of Heritage Impact Assessments to inform the Local Plan and assess the impact of development sites on heritage assets. At present these assessments are not available.

## 10 Community Health and Equality, Leisure and Education

10.1.1 Health and equality, safe communities, access to open space, leisure and education are all fundamental contributors to the quality of life and well-being of people living in Copeland. The purpose of this chapter is to capture information on these issues and describe the trends prevalent within Copeland.

### 10.2 Context Review

10.2.1 There are a wide range of evidence sources that are pertinent to this area. However, some do not contain sustainability objectives or messages that are particularly relevant to spatial land use planning. The key messages and objectives from the context review are set out below:

Key sustainability objectives and messages	Evidence Source
<p>At the community level, ensure that health policy fosters good health, protects citizens from threats and support sustainability. Three objectives are defined to meet these challenges:</p> <p>Fostering good health in an ageing Europe; Protecting citizens from health threats; and</p> <p>Supporting dynamic health systems and new technologies.</p>	<p>European Health Strategy 'Together for Health: A Strategic Approach for the EU 2008-2013' (2007)</p> <p>This has time expired.</p>
<p>This acts as the EU's 10 year Economic Growth Strategy. Promoting good health is a key theme within this and fits with their objectives for smart and inclusive growth. This is with the idea that keeping people healthy results in improved competitiveness and productivity and innovation can improve the sustainability of the healthcare sector. The strategy also recognises that the healthcare sector has an important role to play in improving key skills and creating jobs.</p>	<p>Europe 2020- for a healthier EU</p>
<p>The NPPF is focused on achieving sustainable development, which focuses on the social, economic and environmental aspects coming together to achieve this. This includes a section on housing which aims to deliver a wide choice of high quality homes, creating sustainable, inclusive and mixed communities.</p> <p>Other sections of the NPPF aim to promote healthy communities, delivering social, recreational and cultural facilities.</p>	<p>NPPF (2019)</p>

Key sustainability objectives and messages	Evidence Source
The NPPF in paragraph 15 states that plans should be shaped by early, proportionate and effective engagement between plan-makers and communities.	
Strategy aims to ensure that play spaces are attractive, welcoming, engaging and accessible for all local children and young people, including disabled children, and children from minority groups in the community.	Play Strategy for England (2008)
The plans set out in this White Paper put local communities at the heart of public health. The Government intends to end central control and give local government the freedom, responsibility and funding to innovate and develop their own ways of improving public health in their area.	Healthy Lives, Healthy People: our strategy for public health in England (2010)
The white paper is designed to build on the successes of previous governments whilst addressing some of the key problems experienced by the NHS over the previous years.	Public Health White Paper (2011)
The Act seeks to address the issues facing the NHS and the need for it to change to meet the challenges it faces. The Health and Social Care Act puts clinicians at the centre of commissioning, frees up providers to innovate, empowers patients and gives a new focus to public health.	Health and Social Care Act (2012)
This report is part of a continuing programme of action to improve the mental health and well-being of the whole population.	Confident Communities, Brighter Futures (2010)
Policy SS4 'Community and Cultural Facilities and Services' states services will be protected.	Copeland Local Plan (2013-2028) (2013)

## 10.3 Current Baseline

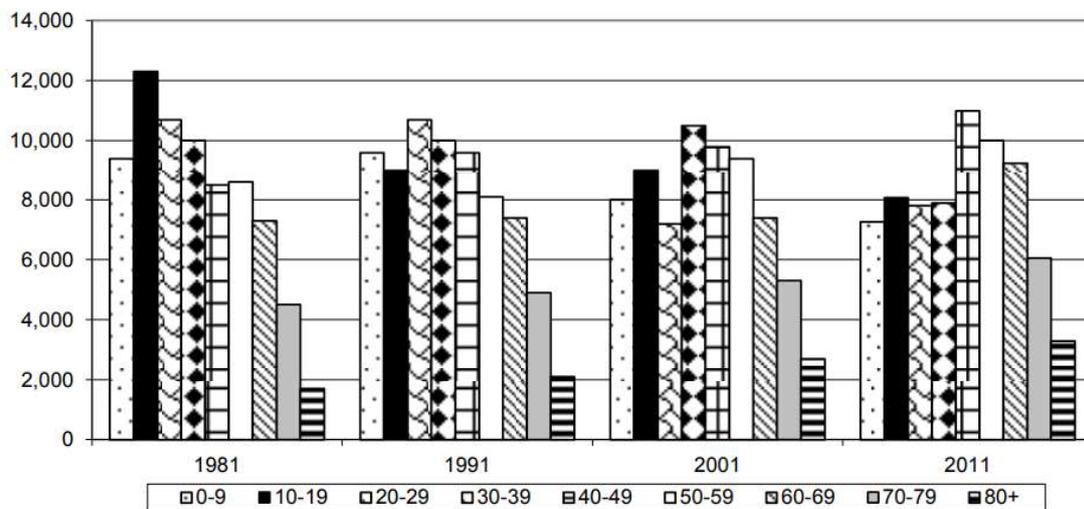
### Population

- 10.3.1 Copeland had a population of 70,603 (2011 census), the majority of which is concentrated in Whitehaven and the smaller settlements of Cleator Moor and Egremont in the north, and Millom, in the south.
- 10.3.2 Since the Mid-Year Estimate (MYE) of 72,900 in 1982 the population of Copeland declined slowly during the 1980s and since the revised Census figure of 72,000 in 1991, continued to decline to a low of 69,090 in 2002. Between 2002 and 2006 however, the population started to recover and reached 70,300, the highest it had been in 8 years. However, the next four years showed a decline down to

69,500 in 2010, caused by only a small natural change increase (births and deaths) and a loss of 600 due to out-migration. However, in 2011 after the Census, there has been an increase to 70,600 which is a gain of 1,103, the highest it has been in 13 years before a decline to 69,647 in the 2015 estimates. The latest population estimates from 2018 show a population of 68,400, a further decrease of 1,247 people since 2015.

- 10.3.3 The population figures have been influenced by migration trends for the area. The borough saw a consistent trend for outward migration between 1991 and 2002, however since 2002 this trend has reversed.
- 10.3.4 The 2011 Census shows the continuing trend of an ageing population, caused by birth and fertility rates continuing to fall, people living longer, and a recent trend of out-migration. There have been large percentage changes in particular age groups between 2001 and 2011 with particularly large increases in the older population and decreases in under 19, the 0-9 and 10-19 groups declined by 9.2% and 10.3% respectively, the 20-29 age group increased by 8.4% but 30-39 age range declined by 24.8%. The 40- 49 age range increased by 12.1%, 50-59 by 6.4%, 60-69 by 24.9%, 70-79 by 14.2% and 80+ by 21.7%.

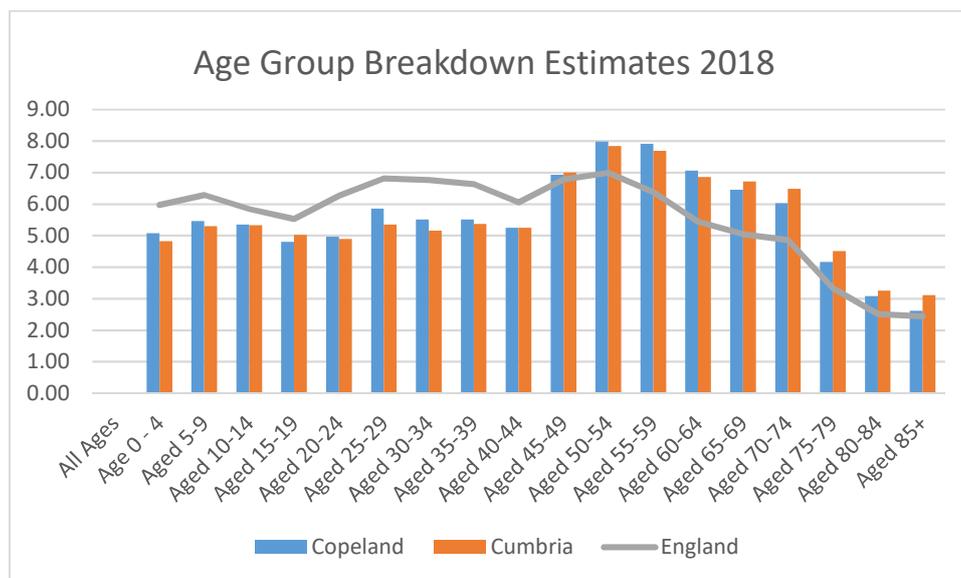
**Figure 20a: Population Structure of Copeland**



Source: Copeland Borough Council Annual Monitoring Report 2011/12

- 10.3.5 Figure 20a above provides the trends over a number of years and highlights the population structure, figure 20b below provides a more recent population structure from the latest 2018 estimates. This does not however provide a comparable graph but does show the Cumbria and England average.

**Figure 20b: Population Structure of Copeland in 2018 (%)**



10.3.6 The 2011/12 AMR demonstrates that 97.3% of Copeland’s population is of White British ethnicity. The largest of the ethnic minorities is ‘Other White’ representing 0.9% followed by ‘White Irish’ and ‘Other Asian’ both representing 0.3% of the Borough’s population.

## Deprivation

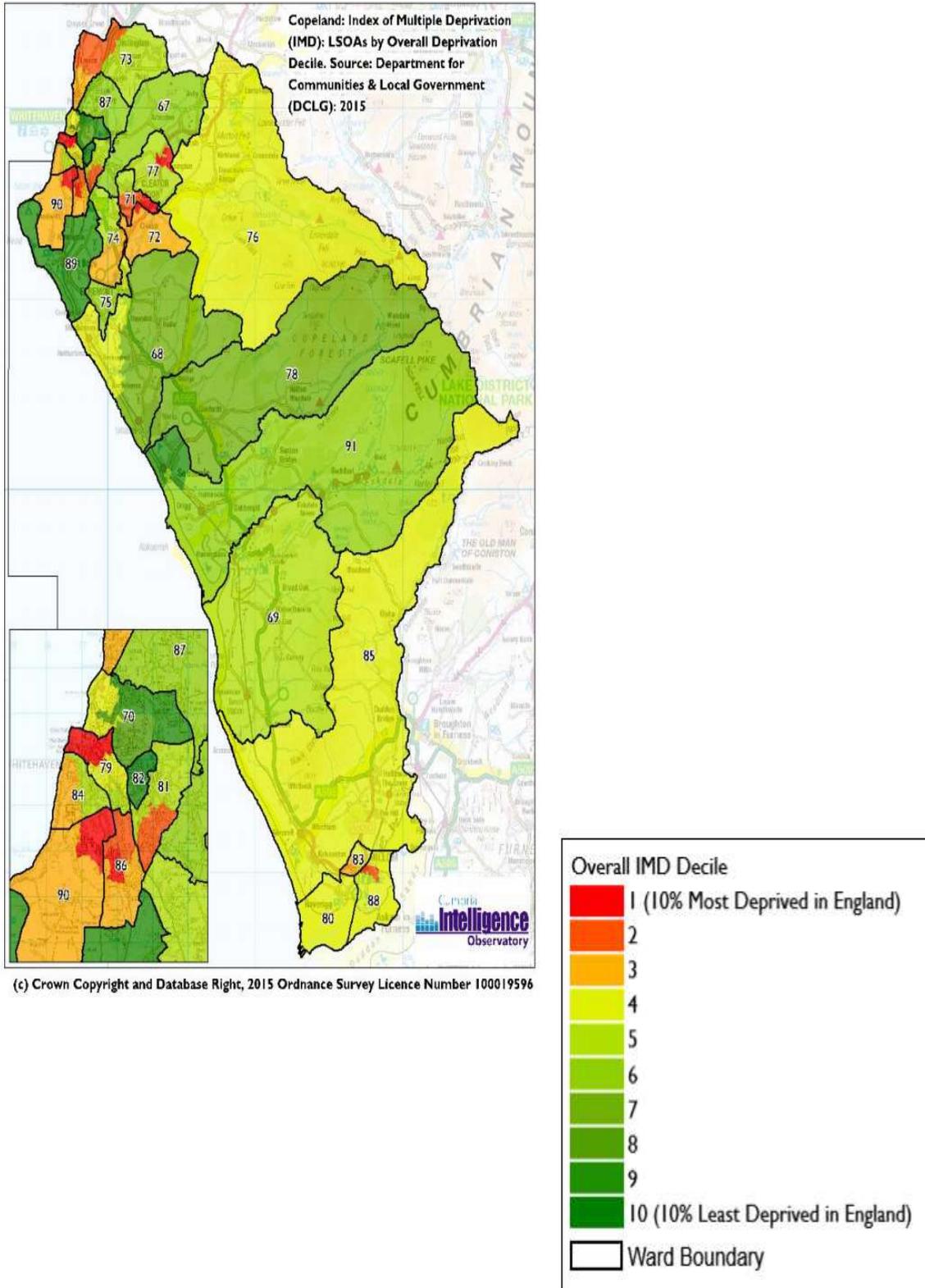
10.3.7 The indices of deprivation (IMD) are the most appropriate statistics available that measure deprivation throughout different areas of Britain. The IMD consider the unmet needs of small areas known as Lower Super Output Areas (LSOAs) caused by a lack of resources across seven domains:

- Income
- Employment
- Education, Skills and Training
- Health and Disability
- Crime
- Barriers to Housing and Services
- Living Environment

10.3.8 In terms of overall deprivation, Copeland is the second most deprived district in Cumbria and falls within the 30% most deprived nationally for overall deprivation. It also falls within the 20% most deprived nationally in terms of employment deprivation and the 10% most deprived nationally in terms of health & disability deprivation.

10.3.9 The overall IMD map in Figure 21 shows where there are particular issues with deprivation.

**Figure 21: Map of IMD deciles shown spatially across Copeland**



## Health

- 10.3.10 The most recent life expectancy figures were produced by ONS<sup>19</sup> in December 2018 (2015-17). They show that, at birth, life expectancy for both men and women in Copeland is lower than the national average. In Copeland life expectancy for men is 78.2 years, compared to a national average of 79.6 years and for women life expectancy in Copeland is 81.5 years compared to a national average of 83.1 years.
- 10.3.11 Figure 22 compares Copeland to the average in England across a number of health indicators. It shows that Copeland has higher rates of obesity and diabetes than the national average and more than double the national rate of alcohol related hospital admissions of under 18 year olds. Mortality rates of under 75 year olds from cardiovascular and cancer are also higher than the national level.

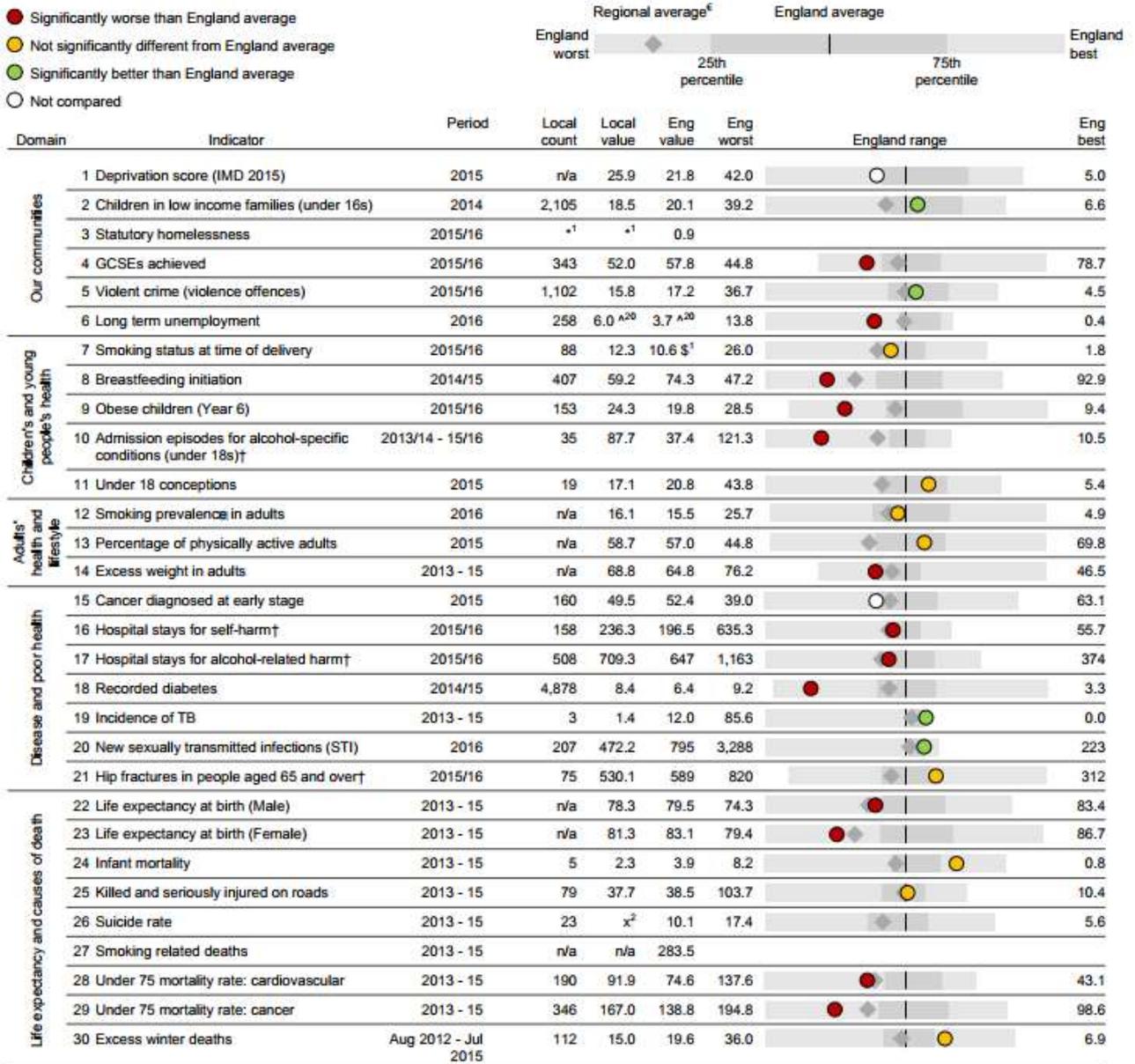
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<https://www.ons.gov.uk/peoplepopulationandcommunity/healthandsocialcare/healthandlifeexpectancies/datasets/lifeexpectancyatbirthandage65bylocalareasuk>

**Figure 22: Health indicators within the Copeland Borough in comparison to the England average (2017)**

The chart below shows how the health of people in this area compares with the rest of England. This area's result for each indicator is shown as a circle. The average rate for England is shown by the black line, which is always at the centre of the chart. The range of results for all local areas in England is shown as a grey bar. A red circle means that this area is significantly worse than England for that indicator; however, a green circle may still indicate an important public health problem.



**Indicator notes**

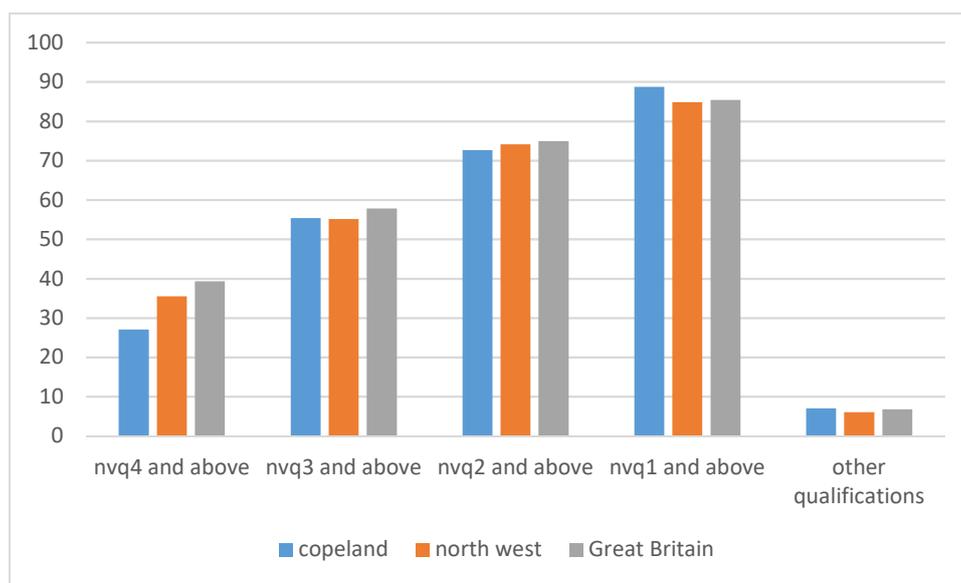
1 Index of Multiple Deprivation (IMD) 2015 2 % children (under 16) in low income families 3 Eligible homeless people not in priority need, crude rate per 1,000 households  
 4 5 A\*-C including English & Maths, % pupils at end of key stage 4 resident in local authority 5 Recorded violence against the person crimes, crude rate per 1,000 population  
 6 Crude rate per 1,000 population aged 16-64 7 % of women who smoke at time of delivery 8 % of all mothers who breastfeed their babies in the first 48hrs after delivery  
 9 % school children in Year 6 (age 10-11) 10 Persons under 18 admitted to hospital due to alcohol-specific conditions, crude rate per 100,000 population 11 Under-18 conception rate per 1,000 females aged 15 to 17 (crude rate) 12 Current smokers (aged 18 and over), Annual Population Survey 13 % adults (aged 16 and over) achieving at least 150 mins physical activity per week, Active People Survey 14 % adults (aged 16 and over) classified as overweight or obese, Active People Survey 15 Experimental statistics - % of cancers diagnosed at stage 1 or 2 16 Directly age sex standardised rate per 100,000 population 17 Admissions involving an alcohol-related primary diagnosis or an alcohol-related external cause (narrow definition), directly age standardised rate per 100,000 population 18 % people (aged 17 and over) on GP registers with a recorded diagnosis of diabetes 19 Crude rate per 100,000 population 20 All new diagnoses (excluding chlamydia under age 25), crude rate per 100,000 population aged 15 to 64 21 Directly age-sex standardised rate of emergency admissions, per 100,000 population aged 65 and over 22, 23 The average number of years a person would expect to live based on contemporary mortality rates 24 Rate of deaths in infants aged under 1 year per 1,000 live births 25 Rate per 100,000 population 26 Directly age standardised mortality rate from suicide and injury of undetermined intent per 100,000 population (aged 10 and over) 27 Directly age standardised rate per 100,000 population aged 35 and over 28 Directly age standardised rate per 100,000 population aged under 75 29 Directly age standardised rate per 100,000 population aged under 75 30 Ratio of excess winter deaths (observed winter deaths minus expected deaths based on non-winter deaths) to average non-winter deaths (three years)

† Indicator has had methodological changes so is not directly comparable with previously released values. € "Regional" refers to the former government regions.  
 \*1 Value suppressed for disclosure control due to small count <sup>Λ20</sup> Value based on an average of monthly counts x<sup>2</sup> Value cannot be calculated as number of cases is too small <sup>§1</sup> There is a data quality issue with this value

## Education

10.3.12 The ONS national population survey<sup>20</sup> shows that in 2018 the percentage of working age (16-64) residents in Copeland with level nvq4 qualifications (27.1) was significantly lower than the regional (35.5) and national average (39.3).

**Figure 23: Qualifications in Copeland compared against the North West and England averages**



10.3.13 In January 2019 a new state of the art education campus opened within Whitehaven, funded by a range of partners including Britain’s Energy Coast, Copeland Community Fund, Cumbria County Council, the Nuclear Decommissioning Authority and Sellafield Ltd. The campus will be shared by St Benedict’s Roman Catholic High School and Mayfield School.

10.3.14 A new Whitehaven Academy is also proposed which will replace the existing academy and is due to be completed by mid-2021.

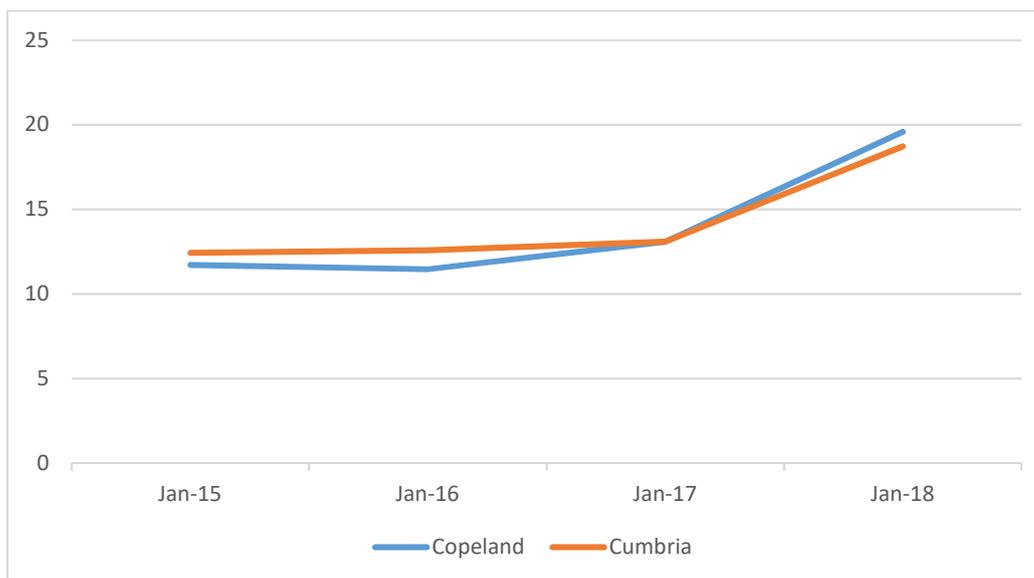
## Crime Rates

10.3.15 Figure 24 shows that crime rates in Copeland increased from 11.46 per 1000 residents in December 2016 to 19.58 in December 2018. In December 2018 the number of crimes per 1000 residents in Copeland exceeded the Cumbrian crime rate for the first time over the four year period.

10.3.16 Figure 25 shows how crime rates in Copeland compare to those within other Cumbrian authorities. In 2018 crime rates in Copeland were higher than those in South Lakeland and Eden but lower than those in Allerdale, Barrow and Carlisle.

<sup>20</sup> [www.nomisweb.co.uk/reports/lmp/la/1946157078/report.pdf?](http://www.nomisweb.co.uk/reports/lmp/la/1946157078/report.pdf?)

**Figure 24: Crimes per 1000 residents in Copeland and Cumbria<sup>21</sup>**



**Figure 25: Number of crimes per 1000 residents 2018<sup>22</sup>**

Area	Crime rate
Carlisle	94.55
Barrow-in-Furness	88.57
Allerdale	71.40
<b>Copeland</b>	<b>69.37</b>
South Lakeland	47.66
Eden	47.63
Force average	66.57

## Provision of Open Space and Outdoor Playing Space

10.3.17 Copeland Borough Council published an Open Space Audit in April 2011 which assessed all the open space falling within settlement boundaries, which has yielded the information for this chapter. An updated Open Space Assessment is currently being produced.

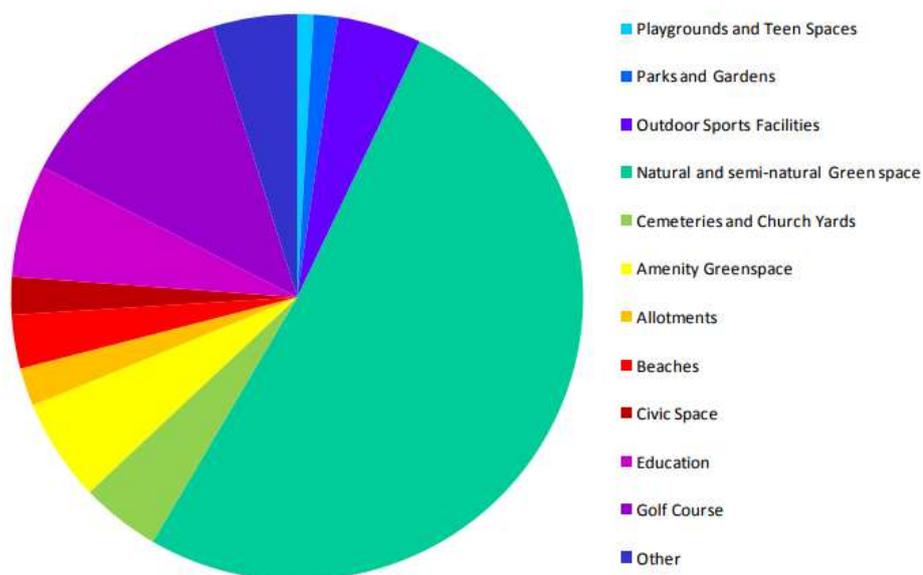
10.3.18 Table 16 provides a breakdown of open space in Copeland by type taken from the Copeland Open Space Assessment (April 2011). Overall the borough has an estimated total of 1,085.36 hectares of open space made up of 395 sites. Of this 32.99% is made up of coastline, including St. Bees and Haverigg foreshores, 5% outdoor sports facilities and 51% natural and semi-natural urban greenspace.

<sup>21</sup> <https://www.police.uk/cumbria/GARW4.WHI/performance/compare-your-area/>

<sup>22</sup> <https://www.police.uk/cumbria/GARW4.WHI/performance/compare-your-area/>

**Table 16: Open Space in Copeland**

Open Space Type	Sites	Area	%
Playgrounds and Teen Spaces	54	9.98	1%
Parks and Gardens	9	14.89	1%
Outdoor Sports Facilities	26	58.09	5%
Natural and Semi-natural Green Space	71	554.06	51%
Cemeteries and Church Yards	24	48.62	5%
Amenity Green Space	94	62.88	6%
Allotments	40	23.46	2%
Beaches	4	32.99	3%
Civic Space	4	23.2	2%
Education	34	69.09	6%
Golf Course	3	136.68	13%
Other	32	51.42	5%
	<b>395</b>	<b>1085.36</b>	



Source: Copeland Borough Council Open Space Assessment April 2011

10.3.19 The assessment has highlighted that there are a total of 54 sites which cover a total of 9.98ha of Playgrounds and Teen Space.

**Table 17: Provision of Open Space in Copeland**

	Provision of Open Space					
	Allotments	Amenity Greenspace	Natural & Semi Natural Green Space	Outdoor Sport	Park & Garden	Play Space
South Copeland	-0.24	-4.5	222.83	9.61	1.82	-0.66
Five Rivers	-1.51	-1.06	128.9	2.03	0.75	0.33
North East Copeland	3.14	-0.58	15.88	9.0	-2.43	0.01
West Copeland	2.33	-2.48	21.04	14.32	-1.25	0.45
Whitehaven & Howgate / Distington	-3.93	10.62	82.56	10.22	2.48	0.59

Sufficient Supply
  Under Supply

10.3.20 The table shows that the South Copeland locality has an under supply of Allotments, Amenity Greenspace and play space. The locality is well provided for overall with Natural & Semi Natural Greenspace, Outdoor Sports space and Parks & Gardens.

10.3.21 The Five Rivers locality has an under supply of Allotments and Amenity Greenspace, but is well provided for with other typologies. The North East Copeland locality has an under supply of Amenity Greenspace and Parks & Gardens. There is a sufficient supply of other typologies, with only 1 or 2 wards having under provision.

10.3.22 In West Copeland there is an under supply of Amenity Greenspace, Parks and Gardens and Play Space, with all wards having under provision of Parks & Gardens. There is sufficient supply of other typologies, with all wards having sufficient provision for Outdoor Sports.

10.3.23 The only typology in Whitehaven & Howgate/Distington with an overall under supply is Allotments. However, a number of wards within the locality have localised under provision, especially with Parks & Gardens, Play Space and

10.3.24 In terms of Outdoor Sports space only 1 ward has an under supply of Natural & Semi Natural Greenspace.

10.3.25 The Council is producing an Open Space and Protected Green Space Assessment to inform the new Local Plan.

## 10.4 Likely Future Baseline

10.4.1 The 2018 Sub-national population projections predict a population loss in Copeland of 10.3% between 2016 and 2041<sup>23</sup>. This reflects projected population

<sup>23</sup> <https://www.cumbria.gov.uk/eLibrary/Content/Internet/536/671/4674/17217/17218/43535162724.pdf>

loss across Cumbria as a whole (3.7%). Projections are however based on past trends which may or may not continue.

- 10.4.2 The current baseline evidence demonstrates a worsening of health in Copeland and this trend is likely to persist, if increases in obesity, binge drinking and smoking persist or worsen. These trends could all lead to a further decrease in the life expectancy of the population which is already below the national and North West average.
- 10.4.3 It is likely that the trend for the ageing population will continue and the older age group will dominate the population profile. This is likely to result in poor health across Copeland as this age group dominates, which will in turn lead to an increase in hospital admissions.
- 10.4.4 The education statistics highlighted that a significant number of the population had no qualifications. This is a trend which will hopefully improve however interventions are required to ensure that this happens.

## 10.5 Sustainability Issues

- 10.5.1 The baseline has identified a number of issues and constraints for Copeland. The borough compares poorly with the England average on a number of health indicators as measured in 2017.
- 10.5.2 Low educational attainment is a further issue. This is particularly prevalent within those achieving five or more GCSEs at A\*-C, as the Copeland statistics are lower than the regional and national average. Additionally, the working age population with no qualifications is higher than regional and national averages.
- 10.5.3 In general, Copeland has a low performance in relation to the overall IMD statistics when compared to other areas.
- 10.5.4 The increase in the number of older people into the Copeland is an issue. An ageing population will have economic implications as fewer members of the population will be economically active.
- 10.5.5 The deprivation indices have illustrated that the Borough contains a few key hotspots with a number of deprivation issues (income, education, crime etc). In particular, there are a range of deprivation issues in Whitehaven and Cleator Moor.
- 10.5.6 The key sustainability issues arising from the baseline assessment for Community, Health, Equality and Education in Copeland are:
- The need to improve the health of people living in Copeland.
  - The need to ensure that everyone has access to educational provisions.
  - The need to reduce the overall deprivation level within Copeland.

- The need to increase the working age population within Copeland.

## 10.6 Data Limitations

- 10.6.1 The Council is currently producing up-to-date evidence on Open Space in the Borough which will assess whether there is surplus/shortage open space within different settlements within the Borough. This information is not available at present.

## 11 Local economy and employment

- 11.1.1 The performance of the economy has a fundamental bearing on the achievement of sustainable development. The economy provides employment and generates wealth but can as a result generate adverse effects such as waste or pollution from industry or traffic. A sustainable economy should be seen as a part of the wider social and natural environment and, as far as possible, not adversely affect these wider elements.
- 11.1.2 Moorside and West Cumbria Mining have the potential to create transformative effects on Copeland, which would be mainly through the local economy and transport. There is also the North West Coast Connections (NWCC) project which will connect and export the electricity from Moorside which will create a number of jobs in the area.

### 11.2 Context Review

Key sustainability objectives and messages	Evidence Source
The Strategy aims to boost productivity in the UK. It includes a number of objectives based upon the themes of ideas, people, infrastructure, business environment and places.	Industrial Strategy: building a Britain fit for the future (2017)
Key principles include securing the UK's diverse energy mix and drive down the costs of nuclear energy and kick starting a new advanced manufacturing programme including with research and development investment to develop world-leading nuclear technologies.	Nuclear Sector Deal (2018)
<p>The NPPF is focused around sustainable development, which has an economic role in building a strong economy.</p> <p>Section 6 is focused on Building a strong, competitive economy, and paragraph 20 states that local planning authorities should help create the conditions in which businesses can invest, expand and adapt. It states that significant weight should be placed on the need to support economic growth and productivity.</p> <p>Section 3 is focused on Supporting a prosperous rural economy. It states that local plans should support the sustainable growth and expansion of businesses</p>	NPPF (2019)

Key sustainability objectives and messages	Evidence Source
<p>The plan aims to unleash Cumbria’s economic potential, with four priority themes:</p> <ul style="list-style-type: none"> <li>• Advance manufacturing growth</li> <li>• Nuclear and energy excellence</li> <li>• Vibrant rural and visitor economy</li> <li>• Strategic connectivity of the M6 corridor</li> </ul>	<p>Cumbria Strategic Economic Plan: The Four Pronged Attach 2014-2024</p>
<p>Strategic Objective 2: Promote the diversification of the Borough’s rural and urban economic base to enable a prosperous mixed economy, including creative and knowledge based industries, specialist engineering and the energy sector building on Copeland’s nuclear skills base, and tourism exploiting heritage, the potential of the unspoiled coast and the quiet of the western lakes.</p>	<p>Copeland Local Plan 2013-2028 (2013)</p>
<p>Copeland Borough Council prepared a growth strategy, and the vision was:</p> <p>“By 2025 Copeland will be a sustainable home to a healthy and diverse economy, to support its growing population. It will be a dynamic and innovative hub for growth, internationally recognised as the Centre of Nuclear Excellence (CoNE) and a key driver in the Northern Powerhouse. The area’s population will be well –educated and offer a balance of professional skills to deliver the opportunities evolving on its doorstep. Copeland’s network of thriving communities will reflect the rich cultural heritage and unique natural environment that reinforce its draw as the ultimate destination to come and invest, do business, relax and call home.”</p> <p>This highlighted areas where there were opportunities for enterprise and innovation, Copeland’s offer and opportunities for workforce, skills and education and other areas where Copeland has a unique offer.</p> <p>Work is ongoing to produce a Copeland Vision and Nuclear Prospectus to update this.</p>	<p>Copeland Growth Strategy (2016)</p>

## 11.3 Current Baseline

### Economy

11.3.1 Copeland has for many years under-fulfilled its economic potential, both for reasons of geography and due to the decline of mining, manufacturing and chemical industries. Dependence on traditional industries is responsible for sectoral weaknesses and the Borough’s peripheral location and poor communications has not aided this. However, Copeland offers unique

employment opportunities within the nuclear and wider energy sector relating to the supply chain which is a positive contribution to the economy and something which could not be easily replicated elsewhere.

11.3.2 Copeland is the UK Centre of Nuclear Excellence and hosts a wide range of nuclear sector sites including:

- Sellafield site and its national decommission and radioactive waste management programmes
- The National Nuclear Laboratory
- The Manchester University Deighton Institute
- The nation's low level nuclear active waste facility and a significant supply chain presence.

11.3.3 Sellafield is located just outside of Seascale and employs around 10,000 people directly and at least another 13,000 jobs in the supply chain.<sup>24</sup> Reprocessing is due to end in 2020 when the focus will shift to decommissioning. Sellafield employs a largely transient workforce which has arisen due to the need for a large skilled workforce, multiple contractors working onsite and the lack of lifestyle offer that attracts individuals and families to relocate. Until recent changes to terms and conditions, remuneration packages at Sellafield have been highly sought after due to their high wage and holiday offer.

11.3.4 Potential investment through the Moorside nuclear power plant is currently on hold but would also create a large number of jobs and as a result attract a large number of people to the area.

11.3.5 The business environment for start-ups in Copeland is fragile, with statistics for Copeland showing the lowest annual number of start-ups per 10,000 working age residents (44.5), compared to 112.6 for England.<sup>25</sup>

## Employment

11.3.6 Copeland suffers from concentrations of deprivation within the borough. The 2015 English Index of Deprivation measures relative levels of deprivation at a Lower Layer Super Output Area (LSOAs) and takes into account income, employment, health and disability, education, skills and training, barriers to housing and other services, crime and living environment. In Copeland, just over 12% of LSOAs fall within the 10% most deprived LSOAs in England and 73% of LSOAs fall within the 50% most deprived LSOAs in England.

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<sup>24</sup> The Right Fit for Growth [http://suppliers.sellafieldsites.com/files/2012/12/SEL10352-Soc-Ec\\_final\\_v2.pdf](http://suppliers.sellafieldsites.com/files/2012/12/SEL10352-Soc-Ec_final_v2.pdf)

<sup>25</sup> <http://www.cumbria.gov.uk/eLibrary/Content/Internet/536/671/4674/17217/17224/4296311160.pdf>

11.3.7 According to ONS data<sup>26</sup>, in 2018 78.3% of the working age population in Copeland are economically active, with 82.9% of working age males and 73.8% of working age females being economically active.

11.3.8 According to 2016 data, 14.8% of households in Copeland had an annual household income of less than £10,000. This is higher than Great Britain at 11.6% of households. This statistic helps to indicate the level of deprivation being experienced in the borough. On the other end of the scale, the mean (Table 19) and median (Figure 26) earnings by residence are high compared to the UK figures. The high wages are attributable to Sellafield and the characteristically high wages offered.

**Table 18: Mean Residence Based Earnings**

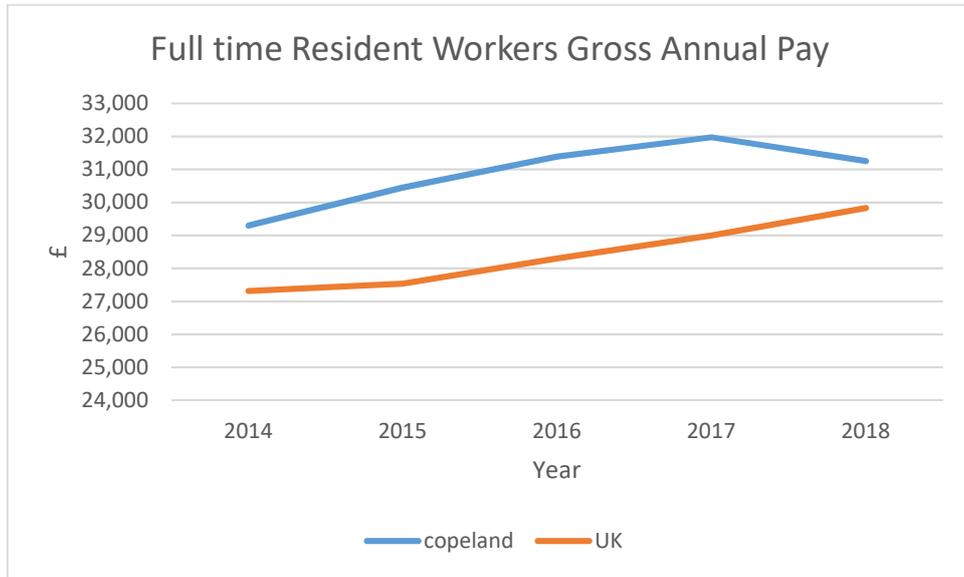
Year	Mean gross annual pay (£) – All Workers residence based	
	Copeland	UK
2014	29,299	27,316
2015	30,455	27,542
2016	31,388	28,306
2017	31,973	29,002
2018	31,256	29,832

Source:

<https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/earningsandworkinghours/datasets/placeofresidencebylocalauthorityashetable8>

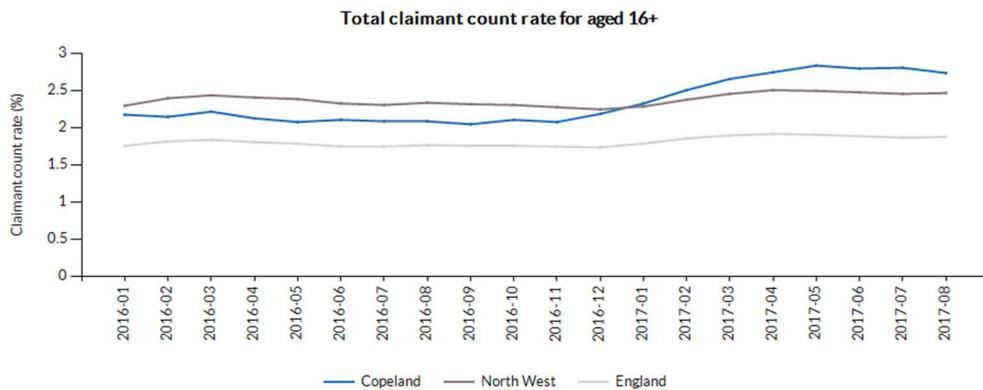
<sup>26</sup> ONS Annual Population Survey

**Figure 26: Annual pay of full time resident workers (£)**



11.3.9 In the year ended March 2017, it is estimated that there were 8,900 people claiming unemployment benefits in Cumbria, giving a rate of 3.6%. This compares to a national rate of 4.7%. The estimated rate in Copeland of 5.7% was above the national and the Cumbria average. In July 2017, there was an estimated claimant count of 1,185 people, with numbers being highest in Harbour (150), Mirehouse (110) and Sandwith (135) wards.<sup>27</sup>

**Figure 27: Total claimant count rate for aged 16+**



Source: ONS Claimant count by sex and age

11.3.10 Young people are described as NEET if they are not in any form of education, employment or training. In a recent change to data recording methodology, those whose status is not known at the time of follow up are now being included as NEET. In Copeland, the number of NEETs (3.1%) was comparatively lower than

<sup>27</sup><http://www.cumbria.gov.uk/eLibrary/Content/Internet/536/671/4674/17217/17224/4296311160.pdf>

the boroughs of Allerdale, Barrow and Carlisle, presenting a rate significantly lower than the England rate of 6.3%.<sup>28</sup>

## Employment Land

- 11.3.11 As a commercial property market, Copeland is perceived as being the following by the substantial majority of property investors, developers and owners that have a national coverage:
- Remote and difficult to access (in both transport and commercial terms);
  - Constrained by lack of required commercial infrastructure such as fast broadband (this view is supported by the Infrastructure Delivery Plan); and
  - Driven by demand from a local origin.
- 11.3.12 Furthermore, the combined impacts of the prevailing levels of commercial property rents and short-term/flexible nature of leases/tenancies available to occupiers conspire to make both the development of new accommodation, and the upkeep of existing accommodation, commercially very challenging.
- 11.3.13 As a consequence of these market characteristics many of the existing sites in Copeland largely comprise of accommodation that was historically developed directly by public sector regeneration bodies (such as Northwest Development Agency and English Estates/Partnerships), or with their financial 'gap' funding support.
- 11.3.14 As part of the abolition of the Regional Development Agencies (March 2012), a number of the North West Development Agencies land and property assets were sold to private sector organisations as part of a substantial regional portfolio of properties. Estates such as Bridge End Industrial Estate, Sneckyeat Industrial Estate, Leconfield Industrial Estate and Devonshire Road were disposed of in such a way. A number of these estates have subsequently been sold again, although many remain as part of a portfolio of property owned and managed by Northern Trust.

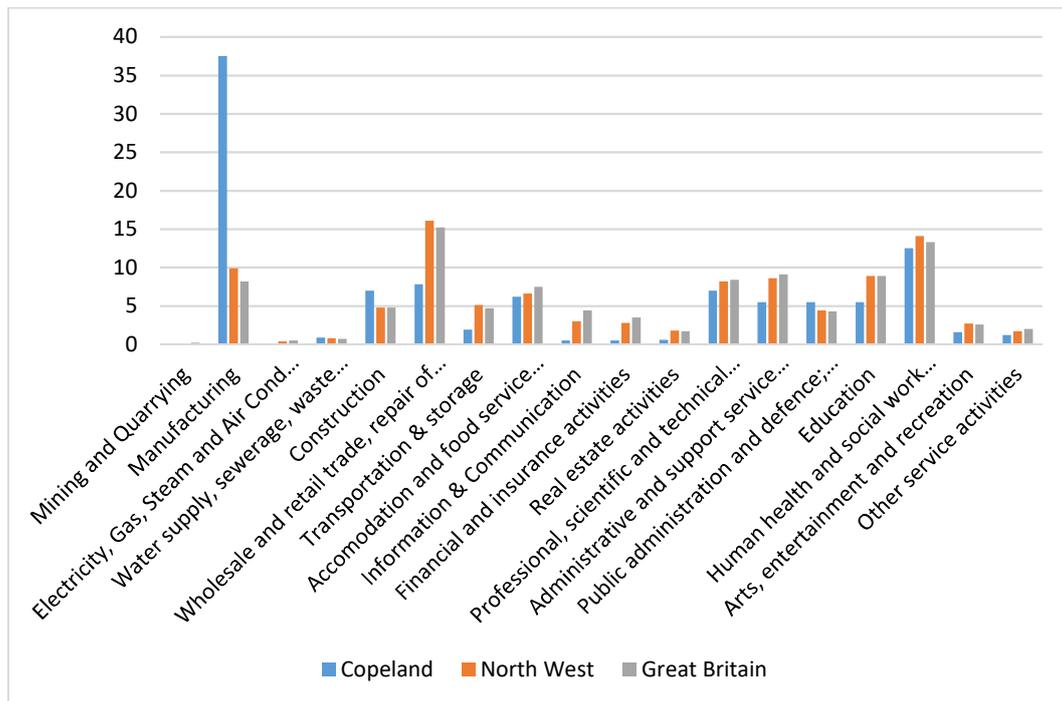
## The Business Base

- 11.3.15 Figure 28 below illustrates the job distribution in Copeland by sector in comparison with the North West and Great Britain. The number of people in skilled trade occupations is significantly higher than the North West and England average and may be attributable to the presence of Sellafield. Over a third (37.5%) of all employment in workplaces in Copeland is in manufacturing (4 times the national average).<sup>29</sup>

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<sup>28</sup> <http://www.cumbria.gov.uk/eLibrary/Content/Internet/536/671/4674/17217/17224/4296311160.pdf>

**Figure 28: Job distribution in Copeland by sector (%)**



Source: ONS Business Register 2017 (Nomis)

## Retail

11.3.16 The West Cumbria Retail Study (2009) recognises that Whitehaven is not seeking to compete with Workington, but rather needs to focus on developing a complementary role building upon its offer of independent and specialist retailers, the historic environment and heritage. This reflects a need for the town to adapt to a new commercial reality. The study also showed a need for additional comparison and convenience retail floor space in Whitehaven, due to the focus for growth and regeneration.

11.3.17 In 2017, an updated retail study was prepared by WYG. The Retail and Leisure Study 2017 has a number of findings, which include:

- An immediate requirement for at least 1,700 sq.m of convenience goods floorspace at 2017
- In terms of comparison goods, there is a very limited requirement which essentially arises at the end of the reporting period. At 2028, it is estimated that there will be a requirement for between 600 sq.m and 1,000 sq.m of comparison goods floorspace throughout the Borough.
- The existing cinema and bingo facilities are likely appropriate to meet needs which arise
- Copeland appears to be well served by a range of public and private leisure facilities which are distributed throughout the area.

- Additional food and drink national multiples may be of benefit in attracting custom to the centre and recommend that the Council work with interested parties to help secure such investment.

11.3.18 Earlier this year the Council submitted a bid for Future High Street funding to help support and improve Whitehaven town centre. The bid was successful and the Council has been invited to progress to business case development stage.

## 11.4 Likely Future Baseline

11.4.1 This section provides the likely future local and national contexts that may have an impact on employment and the economy of Copeland.

### Local Context

11.4.2 The Copeland Growth Strategy (2016 – 2020) identifies opportunities for growth in the nuclear, manufacturing (including engineering), health, education, and tourism sectors as follows:

**Nuclear:** The ambition is for Copeland to offer the full cycle of nuclear services and diversify the nuclear sector with growth in R&D, engineering and technology. This will be supported by private sector investment. Copeland is already recognised as a Centre of Nuclear Excellence (CoNE). The Borough hosts two thirds of the UK's nuclear facilities including Sellafield, and would be the location for Europe's largest nuclear new build development project at Moorside, which is currently on hold. The Moorside project has the potential to transform the area through the creation of a range of jobs, stimulate the growth and expansion of the supply chain and other sectors and attract inward investment from elsewhere in the UK and overseas. However this project is now on hold and is pending review, the decision of which will have a significant effect on Copeland.

**Manufacturing:** The manufacturing sector accounts for 46% of West Cumbria's GVA<sup>30</sup> with businesses operating across a diverse base and scale. According to the Growth Strategy the Copeland location offers the opportunity to diversify the manufacturing base in high value specialisms such as marine, sub-sea, defence, advanced materials and advanced engineering. There are also opportunities through the nuclear supply chain; Copeland has already seen a growth in the inward investment from civil engineering companies in the last few years. There will also be future manufacturing opportunities from Sellafield to support waste storage and management activities.

**Construction:** With major schemes such as the potential Moorside nuclear power station, North West Coast Connection, West Cumbria Mining facilities and Sellafield there is anticipated to be a significant demand for construction related

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<sup>30</sup> Cumbria Strategic Economic Plan 2014 – 2024  
(<http://www.cumbriaobservatory.org.uk/elibrary/Content/Internet/536/675/4356/4265516416.pdf>)

employment. For example, the Moorside Proposed Scheme<sup>31</sup> indicates a peak (from publicly available programme data) of 6,500 estimated employees during the construction phase. There will also be a significant amount of development for the project itself, worker accommodation and the supporting infrastructure will also need improvements to cope with the increase in the number of people that are working and living in the area.

**Health:** The NHS is a significant employer in Copeland and there has been recent investment with the opening of the £90m West Cumberland Hospital in Whitehaven which supports clinical R&D opportunities. There has also been an increase in research studies at North Cumbria University Hospitals NHS Trust. The health sector is seeing continued investment with proposals for the West Cumberland Medical Education Centre, a new campus which seeks to combine academic facilities at UCLan’s Westlakes campus with neighbouring clinical facilities at the West Cumberland Hospital. This activity needs to be considered against wider NHS proposals to consolidate assets across West Cumbria.

**Education:** This sector is already working in partnership with the private sector to capitalise on opportunities offered in Copeland. Westlakes Science and Technology Park is the location for the University of Central Lancashire (UCLan) campus and the Dalton Cumbrian Facility, a centre for nuclear research provided by the University of Manchester and the Nuclear Decommissioning Authority (NDA). There are strong links with the nuclear sector through R&D, skills provision and training. This includes future skills development for decommissioning, construction, operations, supply chain development, ancillary and support services.

**Tourism:** The visitor economy is an important aspect of Copeland’s overall economy, as the BRES (2017) data shows accommodation and food services accounts for 6.2% of the boroughs total employment. The Growth Strategy has identified around 1.8 million visitors per year and seeks to capitalise on Copeland’s natural resources, containing the western and coastal areas of the Lake District National Park with a range of high quality visitor accommodation, outdoor recreation opportunities and developing new tourism markets. As a Centre of Nuclear Excellence, Copeland also remains an important location for business visitors.

11.4.3 The table below illustrates forecast and actual FTE employment for Copeland (considering the new build). However the pause of the Moorside project will affect the figures for the following years that are yet to be reported:

**Table 19: Actual and forecast FTE employment in Copeland**

Scenario	2013 forecast	2013 actual	2014 forecast	2014 actual	2015 forecast	2015 actual	2016 forecast	2016 actual
Baseline	26,739	29,700	26,960	29,940	26,187	32,905	25,285	32,400

<sup>31</sup> Moorside Proposed Scheme Stage 2 Consultation Document (May 2016)

New Build	26,739	29,700	26,960	29,940	26,187	32,905	25,519	32,400
Investment	26,171	29,700	26,491	29,940	25,899	32,905	25,486	32,400

## National Context

11.4.4 The Brexit process and recent changes to UK government has resulted in some recent uncertainty within the UK commercial property markets. However, even before these events, since the 2008 financial crisis, institutional property investment and development decision makers had adopted a pinpoint focus on the absolute quality of potential opportunities, and the long-term certainty of financial performance and return.

11.4.5 The Northern Powerhouse agenda has gained traction over the past 2-3 years, with cities such as Manchester, Leeds and Liverpool receiving significant and increasing investment. Local Councils in these cities have begun to invest in property schemes within these cities, as illustrated by the £43.7m forward purchase by Leeds City Council of the Sovereign Square scheme.

11.4.6 In 2017 the Government published the Industrial Strategy White Paper and Housing White Paper; the former aims to boost productivity and earning power, the second aims to boost housing supply across the country. Both documents provide context for the emerging Local Plan.

## 11.5 Sustainability Issues

11.5.1 As explained in earlier sections of the document, the key sustainability issues for the economy and employment in Copeland are:

- High unemployment rates in particular areas within the borough
- The dependence of the Borough's economy on Sellafield, manufacturing and agriculture creates a need to diversify the economic base
- Copeland is isolated and does not have a high degree of accessibility due to the poor quality of transport infrastructure is an identified constraint to development within the Borough
- The attainment and skill levels within the Borough are lower than average, meaning that local people may not be able to contribute meeting the employment demand of any future investment within the Borough. This includes the skills to serve key industries and any changes within the sectors.

## 11.6 Data Limitations

11.6.1 There is a lack of data in order to establish trends for certain economic indicators such as 'mean annual income' and 'real unemployment rate'.

11.6.2 There is also a lack of more recent GVA % increase figures for the Borough.

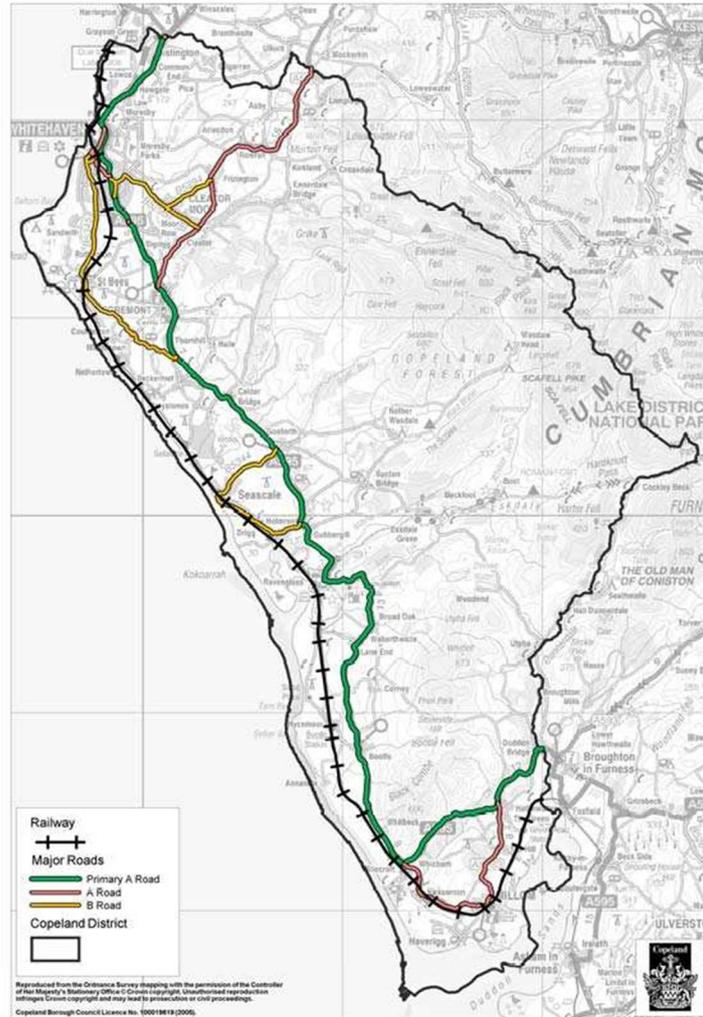
## 12 Transport

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- 12.1.1 Sustainable transport is key to the wider sustainable development agenda. An efficient transport network is a pre-requisite of a successful, modern economy. A safe and accessible transport network helps fulfil societal objectives, while a low-pollution transport network is essential to safeguard the environment and climate. Reconciling these, often conflicting, requirements is at the heart of the planning process.
- 12.1.2 Accessibility, both to services and employment is a particularly difficult issue in a rural district such as Copeland, where the dispersed population makes public transport less viable than in urban areas. In villages not well-served by public transport the car is often the only realistic means of access to the main town and city centres.
- 12.1.3 The existing transport provision in Copeland is limited, necessarily so due to the rural nature and physical constraints of its location. The only primary A-road in the Borough is the A595, which travels the length of the Borough, linking through to Workington and, ultimately, Carlisle in the north and to Barrow-in-Furness and the South Lake District in the south. Early discussions are underway regarding a potential new Eastern Link Road (RIS2) which will run to the east of Whitehaven, reducing congestion around the town, providing greater resilience to the strategic road network and helping unlock growth in the town and borough.
- 12.1.4 To access the motorway network is approximately a 40 mile journey both from Whitehaven to the M6 (via the A66) and from Millom to the M6 (via the A590).
- 12.1.5 The Carlisle to Barrow-in-Furness train service runs the length of Copeland as well, operating approximately once an hour between 6.30am and 6.30pm in terms of serving local stations in Copeland. A journey from Whitehaven to Millom takes approximately 50 minutes by train, from Whitehaven to Carlisle approximately 75 minutes and from Millom to Barrow-in-Furness approximately 35 minutes.
- 12.1.6 Bus services through Copeland are also quite limited, and can be quite lengthy due to the nature of the roads in the area. Services are more frequent in the north between Whitehaven and its surrounds and Workington and Maryport to the north and there are services between Millom and Barrow-in-Furness as well. However, services between Whitehaven and Millom, stopping at the villages in between are limited, with a bus approximately every hour between 6am and 7pm.
- 12.1.7 Transport for the North have produced a Strategic Transport Plan which identifies a number of issues and interventions relating to transport in the northern region. The Investment Programme which accompanies recommends a number of long term multi-modal priorities to the government including the following:

- An A595 Whitehaven relief road: a new road link from the Lillyhall to Parton dual carriageway to the A595 to the south east of Whitehaven.
- Improvements to the Cumbrian coast railway line improving capacity and journey time.

Figure 29: Road and Rail Routes in Copeland



12.1.8 Cycling is well provided for in Cumbria as a whole, and Copeland is no exception, although the provision is possibly more aimed towards recreational cycling than as an alternative mode of transport for everyday life and cycling short distances locally. Copeland has 32 miles of cycleways and Whitehaven is also the western starting point of the cross-country C2C cycle route that crosses the north of England.

## 12.2 Context Review

Key sustainability objectives and messages	Evidence Source
Section 9 of the NPPF is Promoting Sustainable Transport. It states that significant development should be focused in locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes.	NPPF (2019)
Transport vision to maximise the economic potential of the North by: transforming city to city rail through both HS2 and a new TransNorth system; deliver the full HS2 'Y' network; invest in the North's Strategic Road Network (SRN); set out a clearly prioritised multimodal freight strategy; pursue better connections to Manchester Airport (and other airports); develop integrated and smart ticket structures.	The Northern Powerhouse: One Agenda, One Economy, One North (The Northern Transport Strategy) (2015)
The document identifies seven strategic development corridors, two of which extend through Cumbria. These corridors "represent where the largest gaps between demand and performance currently exist, and where there is likely to be the most potential for realising the benefits of connecting the economic assets and clusters of the North."	Transport for the North Strategic Transport Plan and Investment Programme (2019)
The general aim of this is to encourage a low carbon and healthy economy	3rd Cumbria Local Transport Plan 2011-2026 (2011)
Section 6 is focused on Accessibility, Transport and Communications with Policy T1 Improving Accessibility and Transport stating that the council will support improvements to transport that maximise accessibility for all modes but particularly sustainable modes	Copeland Local Plan 2013-2028

## 12.3 Current Baseline

- 12.3.1 Accessibility across the whole of Copeland is low, with limited access to bus services and especially limited evening and weekend services.
- 12.3.2 Vehicle ownership levels in Copeland are broadly similar to those for the North West. However, there are slightly fewer households with no cars or vans and slightly more with one car or van. It would be generally expected that levels of vehicle ownership would be higher than typical, reflecting the rural nature of the Borough. This trend is observed in the central and southern rural areas and in the more affluent areas of Whitehaven and its surrounds but is off-set by a low pattern of vehicle ownership levels in the more urban and deprived areas of Whitehaven and its surrounds and in Millom.

**Table 20: Vehicle Ownership 2011 (Source: 2011 Census)**

Area	All categories: Car or van availability	No cars or vans in household	1 car or van in household	2 cars or vans in household	3 cars or vans in household	4 or more cars or vans in household	Total
Allerdale	42,345	8,805	18,713	11,344	2,639	844	84,690
Barrow-in-Furness	31,224	9,345	14,678	5,765	1,114	322	62,448
Carlisle	48,342	11,932	21,779	11,409	2,402	820	96,684
Copeland	30,536	7,143	13,257	7,852	1,750	534	61,072
Eden	23,043	3,211	9,664	7,536	1,863	769	46,086
South Lakeland	46,552	7,142	21,298	13,892	3,057	1,163	93,104
England	22,063,368	5,691,251	9,301,776	5,441,593	1,203,865	424,883	44,126,736

12.3.3 Over 60% of Copeland’s working population travel to work by car or van, with approximately 50% of those that travel to work by car or van travelling less than 10km and 36% travelling between 10km and 30km. Public transport is poorly used with just 6% of the working population using public transport to travel to work which highlights the public transport offering in Copeland. The number of households with no cars or vans is lower than the North West and national average, however the other figures are broadly similar, as shown in Table 23.

**Table 21: Distances travelled to work and methods used**

Distance travelled to work	All categories: Method of travel to work (2001 specification)	Work mainly at or from home	Train, underground, metro, light rail, tram, bus, minibus or coach	Driving a car or van	All other methods of travel to work
All categories: Distance travelled to work	33,073	2,850	2,082	20,949	7,192
Less than 10km	15,968	0	1,010	10,252	4,706
10km to less than 30km	9,932	0	665	7,690	1,577
30km and over	2,528	0	302	1,677	549
Work mainly at or from home	2,850	2,850	0	0	0
Other	1,795	0	105	1,330	360

**Table 22: Percentage of vehicles per household in Copeland compared to the North West and England and Wales average**

2011 Census	Copeland	North West	England & Wales
No Cars/Vans	23%	28%	26%
1 Cars/Vans	43%	43%	42%
2 Cars/Vans	26%	24%	25%
3 Cars/Vans	6%	5%	5%
4 or more Cars/Vans	2%	1%	2%

12.3.4 In Copeland, from 2007 to 2012 the number of road traffic accidents has decreased each year. Between 2007 and 2012 there has also been an overall decrease in the number of casualties.

**Table 23: Road Accident Data 2012-2019 (Source: Cumbria County Council)**

	Fatal	Serious	Slight	Damage Only	Overall Total
2012/13					
Accidents	2	22	163	281	468
Casualties	3	23	238		264
2013/14					
Accidents	3	21	155	230	409
Casualties	3	23	220		246
2014/15					
Accidents	1	19	183	254	457
Casualties	1	22	255		278
2015/16					
Accident	5	21	151	213	390
Casualties	6	23	217		246
2016/17					
Accidents	1	32	150	169	352
Casualties	1	35	228		264
2017/18					
Accidents	1	32	115	138	286
Casualties	2	35	167		204
2018/19					
Accidents	1	27	77	82	187
Casualties	1	33	119		153

12.3.5 According to the Annual Monitoring Report 2011/12 over 90% of housing completions were accessible by public transport to GPs, Primary Schools, Retail Centres and Employment Areas.

## 12.4 Likely Future Baseline

12.4.1 The census data quoted above represents a snapshot of the situation and conclusions concerning future trends cannot be drawn from them as they are already over 5 years out of date, therefore there may have been changes not picked up through the baseline review. However, car ownership in the UK as a whole is rising and it is likely that this will also be the case in Copeland. Given this and the anticipated growth of population in Copeland it seems likely that the numbers of people using the roads will rise in the future. An increase in the numbers of people using the roads will likely lead to an increase in traffic accidents unless further methods are utilised to reduce traffic accidents.

12.4.2 Without intervention, it is likely that public transport provision will remain as it currently is and the passenger demands on it will remain broadly similar, with only a slight increase in passenger numbers due to the slight growth in population. However, the Northern Rail Franchise commits to increasing the frequency of passenger trains on the Cumbrian Coast Railway, with more trains expected to be running throughout the day, providing a much better match for commuter and visitor requirements, longer times of operation and Sunday services along the route. These improvements have been programmed to take place between May 2018 and December 2019.

12.4.3 The Government has also approved a business case for £7.5 million of funding towards upgrades to the line, which has been supported by a contribution from the Cumbria Local Enterprise Partnership. This will enable Network Rail to further define required improvements to support future development. This will make more space for freight trains on the line alongside passenger services, creating jobs and continued economic development.

12.4.4 Without the development policy guidance of the Local Plan new development is likely to follow existing trends, with development being quite limited in quantity and focused on the existing urban areas, especially Whitehaven. This would mean that new development would be reasonably accessible to key local services and close to the areas best served by public transport.

12.4.5 Ultimately, the future baseline in relation to transport and accessibility is unlikely to change much without intervention in the form of Local Plan and so, to engender improvements in transport and accessibility, a sustainable Local Plan is vital.

## 12.5 Sustainability Issues

12.5.1 The baseline data presented above identifies the following as key sustainability issues:

- Bus and rail services in Copeland need to be improved to encourage people to use these modes of transport in preference to the car, especially to get to work.
- Accessibility in more isolated locations remains an issue however the improvements through the Northern Rail franchise may help to address this
- The numbers of people who own a car is higher than the national average, with 46% of the population travelling 30km or less to work by car
- Car ownership is high in many parts of the Borough is high. This reflects that some parts of Copeland have a lack of public transport accessibility.

## 12.6 Data Limitations

12.6.1 The data relating to vehicle ownership and travel to work methods is relatively old being based on census data.

## 13 Housing

- 13.1.1 In order to ensure the development of sustainable communities in Copeland, the Local Plan must ensure the availability of sufficient housing to meet identified needs, in terms of housing quantity, location, quality, affordability and choice.
- 13.1.2 Within Copeland there is a total of 30,536 households (2011 census figure of which the average size is 2.4 people). This is largely made up of detached, semi-detached and terraced housing and bungalows. The large number of relatively affordable properties in Copeland contributes to a significant proportion of second homes ownership and the relatively high incidence of empty properties in Copeland, as there is often not the return on investment to cover the costs of refurbishment. This is likely due to workers moving to the area however is a wide reaching issue.
- 13.1.3 Copeland is a single housing market area. The local housing market is affected by the other housing markets in Cumbria, particularly those operating in and around the National Park area, and by changes in housing markets as far afield as London, given the high incidence of second home ownership in the Region.
- 13.1.4 The Integrated Assessment of the Local Plan policies will need to have regard to national, regional and sub- regional pressures, demographic changes in Copeland, and climate change, with an increasing need to ensure that development is located, designed and constructed sustainably.
- 13.1.5 The Council adopted the Copeland Local Plan 2013 – 2028 (Core Strategy and Development Management Policies) (hereon Local Plan) in December 2013. The Local Plan provides a spatial strategy for the borough and records an overall housing requirement of 4,150 net additional dwellings to be achieved between 2013 and 2028.
- 13.1.6 The Local Plan was set to be accompanied by a Site Allocations and Policies Development Plan Document (DPD), which was forecast to be adopted in 2018. However, the Council has reflected on the most effective approach to providing a robust policy framework in the borough and is now instead preparing a new Local Plan. The Council’s Strategic Housing Market Assessment 2019 has been produced to inform the new Local Plan and recommends a new housing requirement of 140-200 dwellings per annum over the plan period 2017-2035 to support economic growth in the Borough.

### 13.2 Context Review

Key sustainability objectives and messages	Evidence Source
This document sets out how the government intends to boost the supply of housing.	Fixing our Broken Housing Market: Housing White Paper (2017)

Key sustainability objectives and messages	Evidence Source
Planning policies should promote high quality inclusive design in the layout of new developments and individual buildings in terms of function and impact, not just for the short term but over the lifetime of the development. Design which fails to take the opportunities available for improving the character and quality of an area should not be accepted.	NPPF (2019)
The Strategy sets out the Council’s ambitions for housing across the borough over a 5 year period, recognising housing as a key driver for economic growth.	Copeland Housing Strategy
Key objectives include: increase access to housing; prevent homelessness and tackle the wider causes of homelessness.	Copeland Homelessness Strategy 2013-2028 (2013)
Ensure sustainable development, with good quality housing.	West Cumbria Community Strategy 2008-2027

## 13.3 Current Baseline

### Population and Households

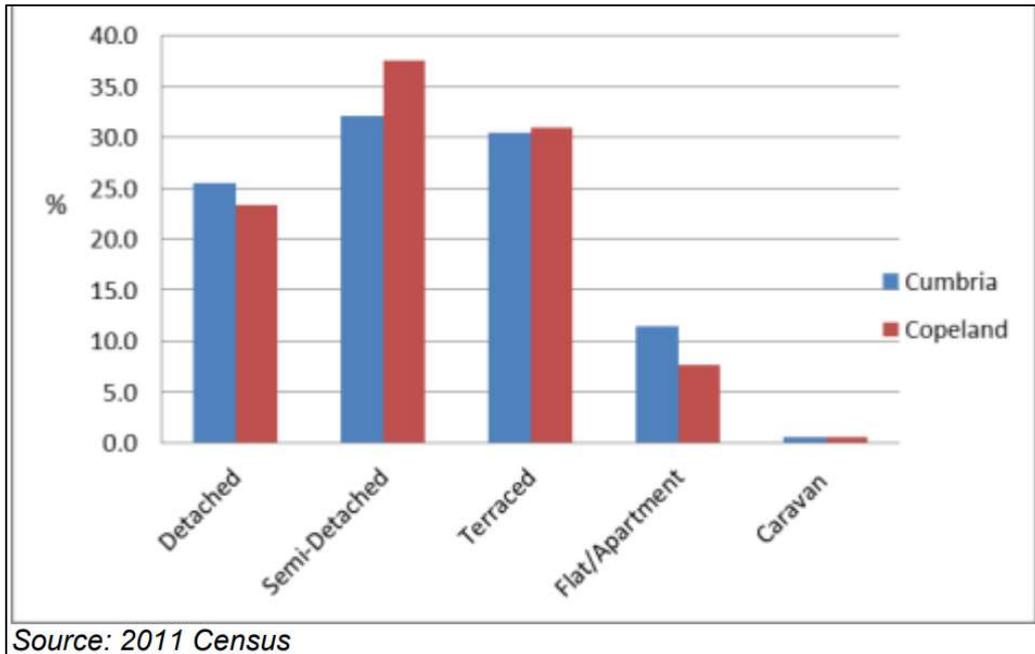
13.3.1 Changes in the population and make up of households provides the context for Copeland’s housing issues. Since the mid-year estimates in 1982 of a population of 72,900 the population of Copeland declined, throughout the 1980’s, with the 1991 census figure indication a population of 72,000. The population continued to decline to a low of 69,090 in 2002 however in 2006 the population began to recover and peaked at 70,300. The 2011/12 AMR highlights that between 2007 and 2011, there has been a decline down to 69,500 in 2010, caused by only a small natural change increase (births and deaths) and a loss of 600 due to out-migration. However, in 2011 after the Census, there has been an increase to 70,600 which is a gain of 1103, the highest it has been in 13 years. Mid Year Population Estimates indicate that the borough’s population fell to 69,647 in 2015 and then fell again to 68,400 in 2018.

13.3.2 Copeland has an ageing population structure, which was confirmed through the 2011 census, caused by birth and fertility rates continuing to fall, people living longer and a recent trend of out-migration. There have been large percentage changes in particular age groups between 2001 and 2011 with particularly large increases in the older population and decreases in under 19 age groups as, the 0-9 and 10-19 groups declined by 9.2% and 10.3% respectively, the 20-29 age group increased by 8.4% but 30-39 age range declined by 24.8%. The 40-49 age range increased by 12.1%, 50-59 by 6.4%, 60-69 by 24.9%, 70-79 by 14.2% and 80+ by 21.7%. The latest breakdown of the population by age group (2018) is shown in Table 18b within the Community Health chapter.

## Housing Type

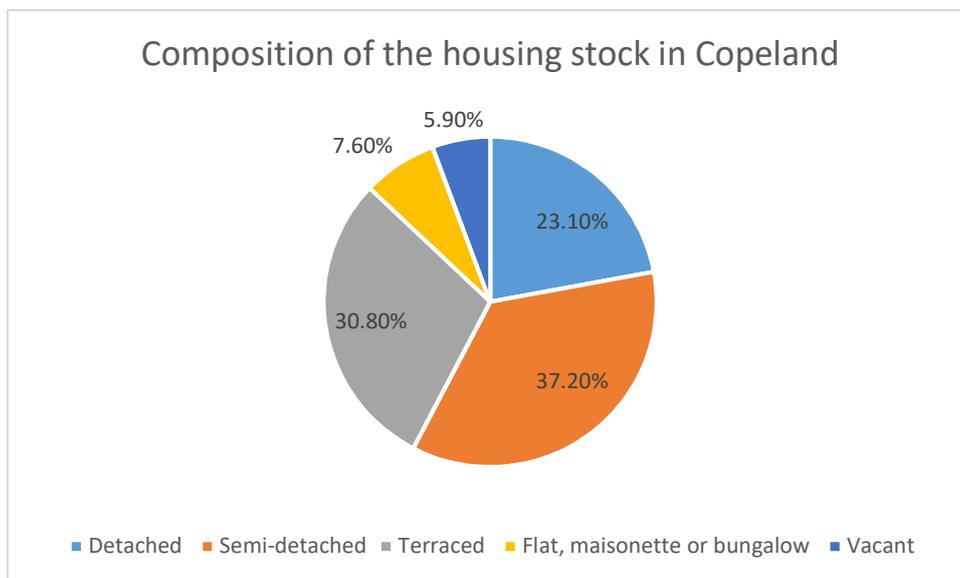
13.3.3 Figure 30 displays comparative information regarding housing type. Copeland has a lower number of detached properties than the Cumbria average however it has a higher number of semi-detached and terraced houses.

**Figure 30: Comparison of house type in Copeland and Cumbria as a percentage of the total housing stock**



13.3.4 Figure 31 shows the breakdown of the housing stock within Copeland. This highlights that a significant number of the houses are semi-detached or terraced.

**Figure 31: Composition of housing stock in Copeland**



## House Prices

13.3.5 The table below shows the breakdown of average house prices across Copeland by housing type between 2015 and 2019.

13.3.6 In January 2019, the average house price in Copeland was £116,723 and overall house prices in Copeland are approximately £8000 higher than they were at the start of 2015. The increase in house prices between 2015 and 2019 was slower in Copeland than across Cumbria as a whole.

13.3.7 House prices in Copeland have fallen below the Cumbrian average each year since 2015. In January 2019 the overall average house price in Copeland was £37,844 less than the Cumbrian average.

**Table 24: Breakdown of average house price in Copeland by house type (£) <sup>32</sup>**

Year	Detached		Semi- detached		Terraced		Flat/ Maisonette		Overall	
	Copeland	Cumbria	Copeland	Cumbria	Copeland	Cumbria	Copeland	Cumbria	Copeland	Cumbria
Jan 15	174,103	227,875	103,975	139,268	87,242	111,194	72,644	102,376	108,324	140,882
Jan 16	196,517	238,935	116,657	145,719	97,168	115,416	80,370	103,747	121,312	146,671
Jan 17	194,388	245,845	114,849	149,146	95,214	117,943	79,903	107,709	119,382	150,392
Jan 18	199,947	252,774	119,223	153,823	98,449	121,019	83,746	110,840	123,527	154,648
Jan 19	189,639	253,043	112,863	154,380	92,865	121,025	77,278	108,505	116,723	154,567

<sup>32</sup> <http://landregistry.data.gov.uk/app/ukhpi/browse?from=2016-06-01&location=http%3A%2F%2Flandregistry.data.gov.uk%2Fid%2Fregion%2Fcopeland&to=2019-06-01>

## Affordability

13.3.8 Table 26 shows that in 2018 the Copeland had an income to price ratio of 2.64 meaning housing in the district was more affordable than in Cumbria as a whole and the North West. Housing in the district has become more affordable since 2016 when the ratio between income and house price was at 3.06.

**Table 25: Affordability<sup>33</sup>**

	Affordability Ratio (median house price to median gross annual residence based earnings)				
	2014	2015	2016	2017	2018
Copeland	2.82	2.85	3.06	2.77	2.64
Cumbria	5.44	5.57	5.56	5.36	5.42
North West	5.29	5.37	5.45	5.63	5.64

13.3.9 There are no recent affordability ratio figures available at key service centre level, however data from the 2011/12 AMR demonstrates how affordability differs across the district. The assessed price ratio should be treated with caution as house prices may have changed significantly in the Borough since 2012.

**Table 26: Affordability ratios for Whitehaven and the Key Service Centres**

Key Service Centre	House Price to Income Ratio 2011	House Price to Income Ratio 2012
Millom	4.3	4.4
Egremont	3.7	3.7
Cleator Moor	3.9	3.3
Whitehaven	3.8	3.4
Copeland	3.9	4.0
Cumbria	5.5	5.6

<sup>33</sup><https://www.ons.gov.uk/peoplepopulationandcommunity/housing/datasets/housepriceexistingdwellingstore sidencebasedearningsratio>

## Completions

13.3.10 Table 28 shows the annual completion figures for Copeland and the projected completions. There were low levels of net completions for a number of years, which was mainly due to the programme of demolitions by Home Group with nearly 300 properties demolished in Whitehaven, Cleator Moor, Frizington, Millom and Egremont resulting in a significant net loss. Delivery has often fallen short of the relevant target.

**Table 27: Copeland Housing Delivery against Target (2009/2010 to 2018/2019)**

Year	Total	Target	Difference	Core Strategy Cumulative	10 Year Cumulative
2009/2010	153	230	-77		-77
2010/2011	143	230	-87		-164
2011/2012	158	230	-72		-236
2012/2013	120	230	-110		-346
2013/2014	133	230	-97	-97	-443
2014/2015	135	230	-95	-192	-538
2015/2016	127	230	-103	-295	-641
2016/2017	154	230	-76	-371	-717
2017/18	132	230	-98	-469	-815
2018/19	110	300	-190	-659	-1,005
Core Strategy Total	791	1450	-659		
Core Strategy Average	132	242	-110		
10-Year Total	1,365	2,370	-1,005		
10-Year Average	137	237	-101		

Source: Copeland Borough Council and PFK / Arup Analysis

\* provisional figure

## Demolitions

13.3.11 A number of demolitions occurred due to the programme by Home Group demolishing nearly 300 properties. In 2011/12, there were a total of 107 demolitions.

## Housing Land Supply

13.3.12 Local Authorities have to identify sufficient land to deliver their housing requirement over a 15 year period and the NPPF requires Authorities to identify a 5 year supply of deliverable sites on a rolling annual basis.

- 13.3.13 In 2017 the Council published a position statement that could identify 2.3 years of deliverable housing sites. The Council is currently in the process of updating its 5 year housing land supply position.

### Decent Homes Standard

- 13.3.14 All Registered Providers (RPs) were required to ensure that 100% of their properties met the Central Government's 'Decent Homes Standard' by 2010. It should be noted however that Copeland Homes has been granted an extension to 2013 by its regulatory body.
- 13.3.15 Tables 28 and 29 provide details of the standard of properties owned by the two largest RPs in Copeland (who account for 89% of RP housing stock) and the private sector. Two smaller RPs in Copeland have achieved 100% or very near this figure. The figure for Copeland Homes has decreased due to right-to-buys, demolitions, ageing properties and changes to the decent homes assessment methodology.
- 13.3.16 Since 2008, there have been extensive demolition and refurbishment programmes on the main estates in Woodhouse, Cleator Moor and Distington, following waivers given by the HCA in 2007/08 to achieve 100% In the 2010/11 AMR we reported that a small number of Home Group properties (134) did not meet the Decent Homes Standard, Home Group have confirmed that as at 31 March 2013 there were no properties owned by Home Group that did not meet the Decent Homes Standard.

**Table 28: Decent Homes Standard**

	2007	2008	2012
Home Group Properties	5,926	5717	5232
% Decent Standard	67.4%	57.7%	100%

Source: RSR records

- 13.3.17 The most recent Private Sector House Condition Survey was conducted in 2016, Table 29 provides data relating to housing condition from this study however an update is currently underway.

**Table 29: Number of properties and the amount of a decent standard**

		% of properties decent standard
Private	26,147 Properties	67%
	17,568 decent standard	

		% of properties decent standard
Private Vulnerable Households	7,752	67%
	5,194 decent standard	

Source: Private Sector House Condition Survey 2007

## Homelessness

13.3.18 The Copeland Homelessness Strategy 2013-2018 highlights that the number of cases where homelessness has been successfully prevented has slightly increased since 2009, with Copeland figures lower than the national average. In the 2012/13 financial year, there was no one reason for the loss of applicants' last homes that was significantly more prevalent than another. Evictions by family and friends and other reasons (such as repossession and applicants who have left local authority care) were the most likely reasons, but there have been significant increases in applicants losing homes due to the non-violent breakdown of relationships or violence.

## Housing Market Renewal

13.3.19 The Furness and West Cumbria Housing Market Renewal programme incorporated Copeland and covered the travel to work areas of Barrow-in-Furness, Whitehaven and Workington. The HMR area incorporated the main and secondary urban settlements where housing market renewal interventions were required, but also importantly included towns such as Cockermouth to reflect the relationship with wider housing markets.

13.3.20 Interventions in the short to medium term have focused in the four main urban settlements of Barrow, Maryport, Whitehaven and Workington. In the medium to longer term the settlements of Cleator Moor, Distington, Egremont, Frizington and Millom were included in the HMR programme. The Furness and West Cumbria Housing Market Renewal programme was allocated £6 million of allocated funding between 2008- 2011.

13.3.21 In the long term the Housing Market Renewal Programme hoped to:

- Reduce the proportion in overall terms of obsolete traditional terraced houses by up to 10%;
- Reduce the proportion of houses originally built for social renting in West Cumbria by up to 20%;
- Reduce the existing number of social rented flats by up to 15%;
- Increase the number of modern apartments and larger town houses within the urban cores of the main towns;

- Explore the ways in which the terraced house can be modernised and adapted to meet 21st Century lifestyles and aspirations and schemes which convert smaller terraces into larger family homes;
- Create genuine mixed tenure suburbs with a range of family homes available; and
- Encourage the building of homes at the very top of the housing market by creating opportunities for self-design and build.

13.3.22 The renewal projects in Copeland were focused in Whitehaven Town Centre and South Whitehaven. Smaller scale regeneration projects by Home Group are currently focussed in Cleator Moor and Millom.

## 13.4 Likely Future Baseline

13.4.1 The success of Copeland's housing market is tied to that of the UK economy as a whole. In 2008, house prices suffered their biggest fall on record, outstripping the annual drop seen in 1990, and even that of 1932 during the global depression.

13.4.2 The consequences of the turbulence in global financial markets is likely to have widespread impacts on the housing market in Copeland - for both those looking to build, buy and sell houses and for existing home owners. It still appears difficult for first time buyers to get on the housing ladder due to the high house prices and requirements for deposits, particularly for existing houses which are not covered under schemes such as the Help to Buy scheme. Uncertainties are also high due to the implications of Brexit and the UK leaving the European Union.

13.4.3 Without the Local Plan the baseline information suggests that the trend in homelessness is likely to decrease as seen in the previous years. The past few years have seen affordable housing completions in the Borough and therefore this should continue. When combined with other important issues, such as the rise in average house prices and the increasing cost of energy and food, it is likely to become increasingly difficult for younger people and other first time buyers to get on the property ladder.

13.4.4 Cumbria County Council prepared an Extra Care Housing and Supported Living Strategy, which is for the period of 2015-2025. The aim of the strategy is develop Extra Care housing and Supported Living accommodation across Cumbria. Developing this housing will allow housing to be suitable for all and this will improve the resilience and provision of housing in Copeland. Within Copeland, it is predicted that there will be demand for 350 extra care homes by 2025, with 61 homes at present located in Whitehaven and Millom only, resulting in a shortfall of 289 homes. These will therefore need to be provided by 2025 and form part of the future housing stock in Copeland.

- 13.4.5 A new nuclear power station was proposed at Moorside with worker accommodation sites proposed at Corkickle, Mirehouse and Egremont. These projects are currently on hold. It is likely the Local Plan may need to provide a framework for enabling works and to ensure a positive legacy from the development.
- 13.4.6 The main changes expected in the future in terms of housing supply and provision will relate to the new Local Plan. This will set out the updated housing policy in terms of supply and also the figures which will be required. The Government has also provided an updated methodology for calculating Objectively Assessed Need (OAN) for housing, which specifies an OAN for Copeland of 32, a decrease of 198 from 230. It is worth noting that this figure is a starting point, rather than a target. The Strategic Housing Market Assessment has recently been updated and recommends a housing target of between 140 and 200 homes per annum to support economic growth.

## 13.5 Sustainability Issues

- 13.5.1 The supply and type of housing across Copeland is a key issue in terms of promoting social, economic and environmental sustainability, and is vital to creating mixed and sustainable communities in the main urban areas, market towns and rural areas of Copeland.
- 13.5.2 The housing market itself has a crucial role to play in encouraging and supporting economic growth. Without the right types of homes in the right places, Copeland will not be able to retain or attract residents and investors.
- 13.5.3 At present, there is a lack of a balanced choice of house types in the Borough. People find it difficult to climb or descend the property ladder and remain in the same community. Egremont, for example, is almost polarised between high quality executive homes and terraced and social housing with little in between.
- 13.5.4 Special needs and supporting housing is likely to be a major issue within the Borough in the future. The population is ageing more rapidly than other parts of the region due to inflows of older people and outflows of younger people. While many of those coming are currently active retired, they will not always be so and we expect demand for supported housing and services for older people to grow dramatically. Demand for sheltered housing options is expected to grow over the next few years.
- 13.5.5 The key sustainability issues arising from the baseline assessment for housing in Copeland are:
- Relatively low levels of private rented accommodation which causes disproportionate problems in other low demand areas.
  - Remoteness of the area - both in terms of road and rail which impacts on demand.

- Housing stock is inextricably linked to historic local economy resulting in oversupply of older housing in locations not necessarily attractive to current employment opportunities.
- There is a shortage of larger quality 'aspirational' housing stock to attract higher income households.
- There is a mismatch between supply and demand - oversupply of social housing on large estates and low value small terraces.
- The local housing markets suffers from a lack of diversity and quality in the housing offer which is deterring entry into the market and limiting the choices of those who need/ want to remain within it.
- There is a growing need for intermediate housing, as access to mortgages is likely to become as important as price in restricting housing options in the Borough.
- Provision for lifetime homes is essential in order to meet the needs of an ageing population.
- The accommodation needs of all members of society need to be met, including young families, the elderly and retired, single people and the gypsy and travelling communities. The type, mix and location of future housing development are crucial to this issue.
- Baseline data on energy efficiency of homes is lacking. Energy efficiency is a crucial element of future homes and as such, improvement to existing homes should be encouraged. Baseline data should be sought in the short term.

13.5.6 The need to increase the supply and quality of housing has not diminished. The long term goal for Copeland should remain the same, which should be to provide a balanced housing offer that supports economic growth, strengthens economic inclusion and ensures new supply is appropriate to the local markets, by ensuring that the location, type, design, size and tenure are right and that existing stock is used effectively. A stable, balanced housing market and a strong, viable economy go hand in hand and both are needed to create communities where people want to live.

13.5.7 Copeland has relatively low house price/income ratio meaning that, generally, housing is more affordable than some parts of Cumbria. The challenge is in creating mixed income communities and more flexibility of tenure. A balanced housing market offering a range of housing to meet the changing social and economic needs of communities, regeneration initiatives and projects designed to improve Copeland is vital to support the wider growth strategy.

13.5.8 The Council's SHMA has recently been published and the new Local Plan is currently being prepared which seeks to address issues related to improving resources and efficiency as well as make progress on wider issues such as climate change, linked to the use and efficiency of energy and fuel poverty.

## 13.6 Data Limitations

- 13.6.1 There is a shortage of information relating to individual local housing markets within Copeland however this is due to how the housing market area is established and how it works.
- 13.6.2 Other more specific information could be useful, such as regarding the housing variations in Copeland, information on the condition of private sector housing and the energy efficiency of dwellings.

## 14 Locality Areas

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14.1.1 Copeland is split into six locality areas which are outlined and described within this section.

14.1.2 The six localities are, from north to south:

- Howgate and Distington - comprising the parish areas of Moresby, Parton, Lowca and Distington
- Whitehaven - solely comprising the town of Whitehaven
- North East Copeland - comprising the parish areas of Cleator Moor, Ennerdale and Kinniside, Arlecdon and Frizington, Weddicar and Lamplugh
- West Copeland - comprising the parish areas of, Haile and Wilton, Beckermeth with Thornhill, Lowside Quarter, Egremont and St Bees
- Mid Copeland - comprising the parish areas of Muncaster, Eskdale, Irton with Santon, Drigg and Carleton, Ponsonby, Gosforth, Seascale and Wasdale, and encompassing Sellafield
- South Copeland - comprising the parish areas of Millom, Millom Without, Whicham, Bootle, Waberthwaite and Ulpha.

14.1.3 The localities are outlined in this section, in order to highlight the diverse nature of Copeland. The approach to the Scoping Report has been topic based, and therefore the sustainability issues have not been assessed spatially at this stage. A significant number of the issues will be relevant across all areas, and weight does not want to be given to some issues in certain areas, or to discount issues in areas. It is also important to note that where available, maps have been provided in the earlier sections which provides a spatial overview that is relevant to the topic.

Figure 32: Map showing the locality areas in Copeland



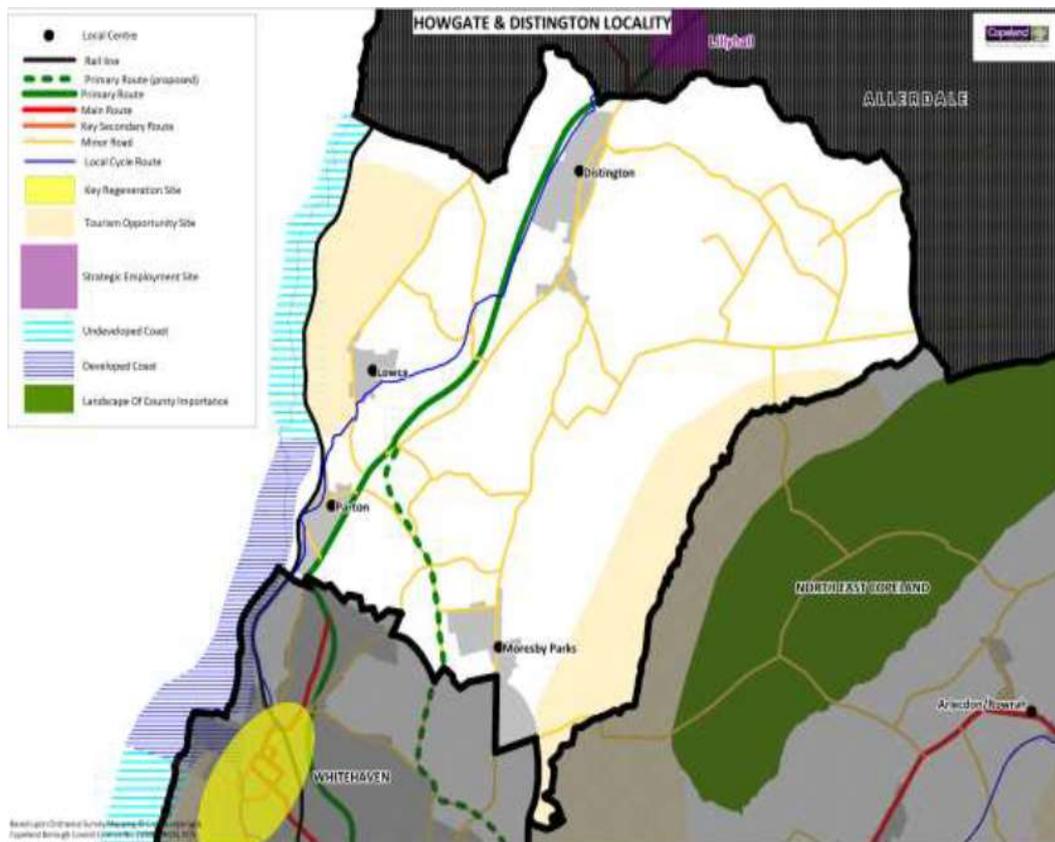
#### Howgate & Distington

14.1.4 The Howgate and Distington Locality is located to the north of the principal town of Whitehaven, extending eastwards from the coast to the River Keekle. Parton Bay was used by the Romans and a fort was established on higher land to the

north of the present village of Parton. The Locality comprises the Wards of Distington and Moresby and has a population of 5,302 (Nomis).

- 14.1.5 The Locality includes several rather urbanised villages including Parton, Lowca, Moresby Parks and Distington, and the more rural appearing though essentially commuter villages of Low Moresby and Gilgarran. Moresby Parks, Lowca, Parton and Pica were mining villages. Moresby Parks now performs as a suburb of Whitehaven, and has a large area of new housing.
- 14.1.6 The locality presents high pockets of deprivation, in particular in Distington, Lowca and Parton. Skills and educational achievement levels are also lower than average, particularly in Distington. Life expectancy in the Locality is significantly lower than the Copeland average and Distington West is within the 10% most deprived areas nationally for health. There is also an ageing population within the locality.
- 14.1.7 The A595 runs through the Locality providing access to Whitehaven and Workington and there is a rail station at Parton. There are regular bus services during the day serving Distington, but services are very limited to Gilgarran and Pica. The locality is considered to have good access to amenity green space across all areas except Lowca.

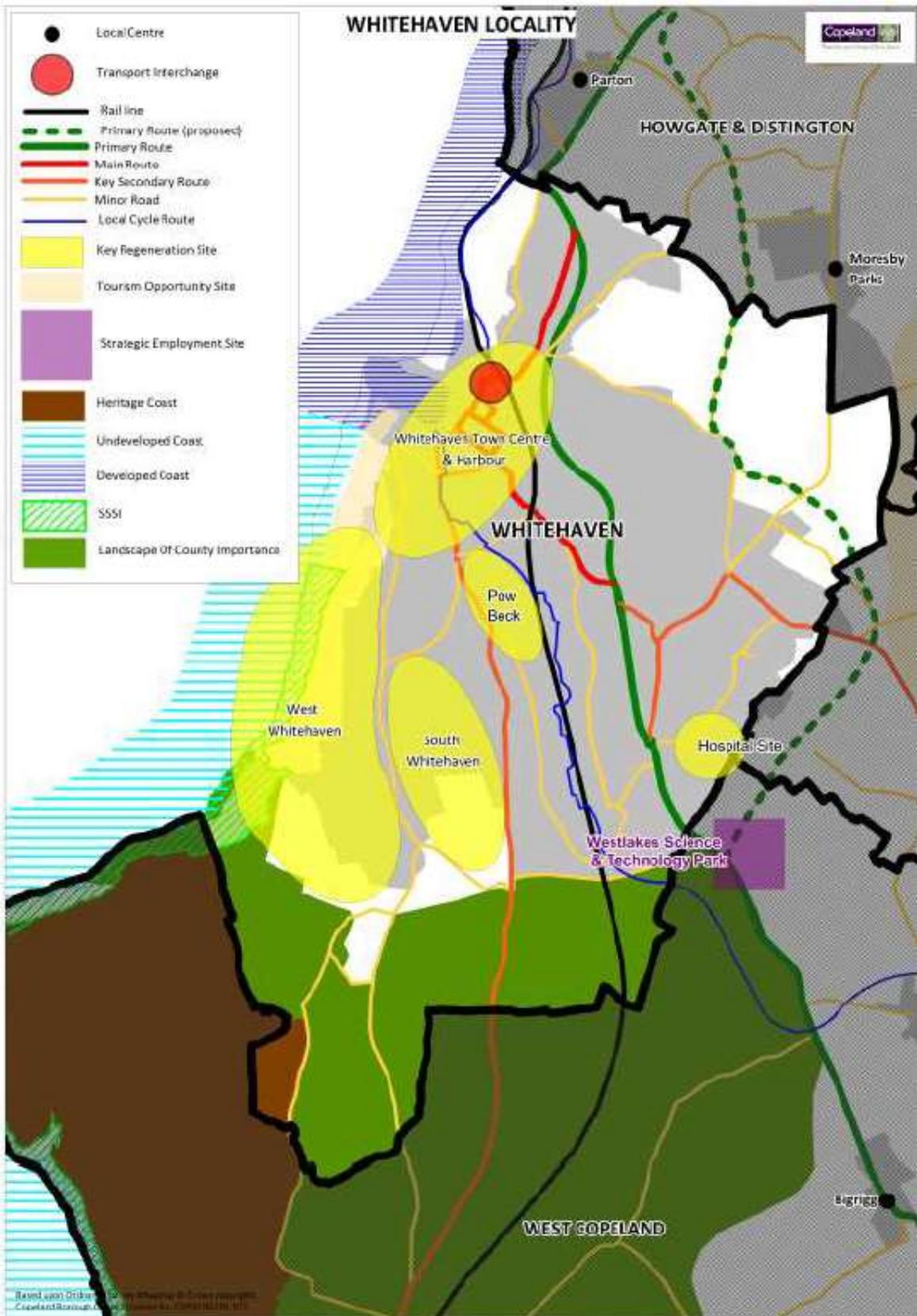
**Figure 33: Map of the Howgate and Distington locality area**



## 14.2 Whitehaven

- 14.2.1 The Whitehaven Locality includes the Principal Town of Whitehaven which is the Borough's second largest employer (after Sellafield) and a focus for services, commercial activity, retailing and tourism. The Locality comprises the wards of Bransty, Harbour, Hensingham, Hillcrest, Kells, Mirehouse and Sandwith and has a population of 25,116 (Nomis). Whitehaven is a town of contrasts, with areas of acute deprivation in close geographical proximity to some of the Borough's most prosperous neighbourhoods.
- 14.2.2 The Locality relies heavily on nearby Sellafield for employment, with around half of the Whitehaven workforce employed there. This overdependence on a single employer means that the area is highly vulnerable to the forecast changes in the energy sector, which include the continued decommissioning programme at Sellafield, the potential construction of a new nuclear power station at Moorside and proposals for a new power line to connect the power station into the National Grid. Whitehaven is the focus for relocating Sellafield staff and if the Moorside proposals continue, Whitehaven will also be the focus of the housing sites associated with Moorside and the number of workers that will move to the area.
- 14.2.3 Another potential employment source in Whitehaven is West Cumbria Mining which is the proposed new coal mine that could result in transformative effects on the economy and would be based in Whitehaven. There are also a number of regeneration sites in Whitehaven e.g. North Shore Whitehaven has socio-economic inequalities within the town, with wards such as Mirehouse, Sandwith and Harbour wards presenting high levels of deprivation and low levels of attainment. In contrast, wards such as Hillcrest North is ranked within the top 25% of areas in the country for educational attainment.

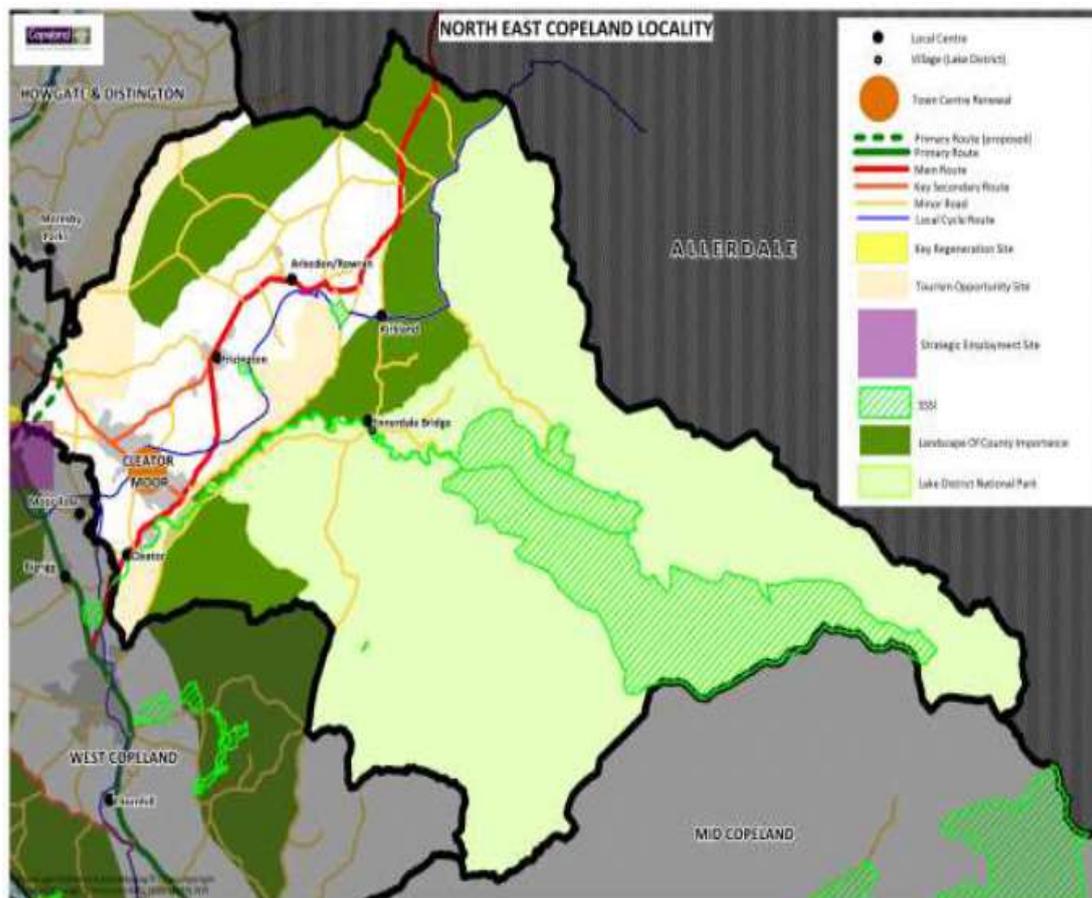
Figure 34: Map of the Whitehaven locality area



## 14.3 North East Copeland

- 14.3.1 The North East Copeland Locality extends from the eastern boundary of Whitehaven, through Ennerdale and into the heart of the Lake District National Park. The Locality has a population of 11,995 (Nomis) and includes the town of Cleator Moor and the wards of Cleator Moor North, Cleator Moor South, Arlecdon, Ennerdale and Frizington. Ennerdale is one of the most sparsely populated wards in Cumbria, whilst Cleator Moor is one of West Cumbria's main industrial towns. Ennerdale Bridge is identified as a Village in the Lake District National Park Core Strategy.
- 14.3.2 Cleator Moor is the main Service Centre for the Locality and was founded on coal and iron ore mining, expanding rapidly during the second half of the 19th century. The decline of mining and associated foundries and engineering has led to long standing economic and social issues in the town and surrounding villages. Recently, employment opportunities have been provided by businesses operating at the key sites including the Phoenix Enterprise Centre and Leconfield Industrial Estate in Cleator Moor. Today more people from the Locality work outside its boundary, with 20% of the working age population employed at Sellafield.

Figure 35: Map of the North East Copeland locality area

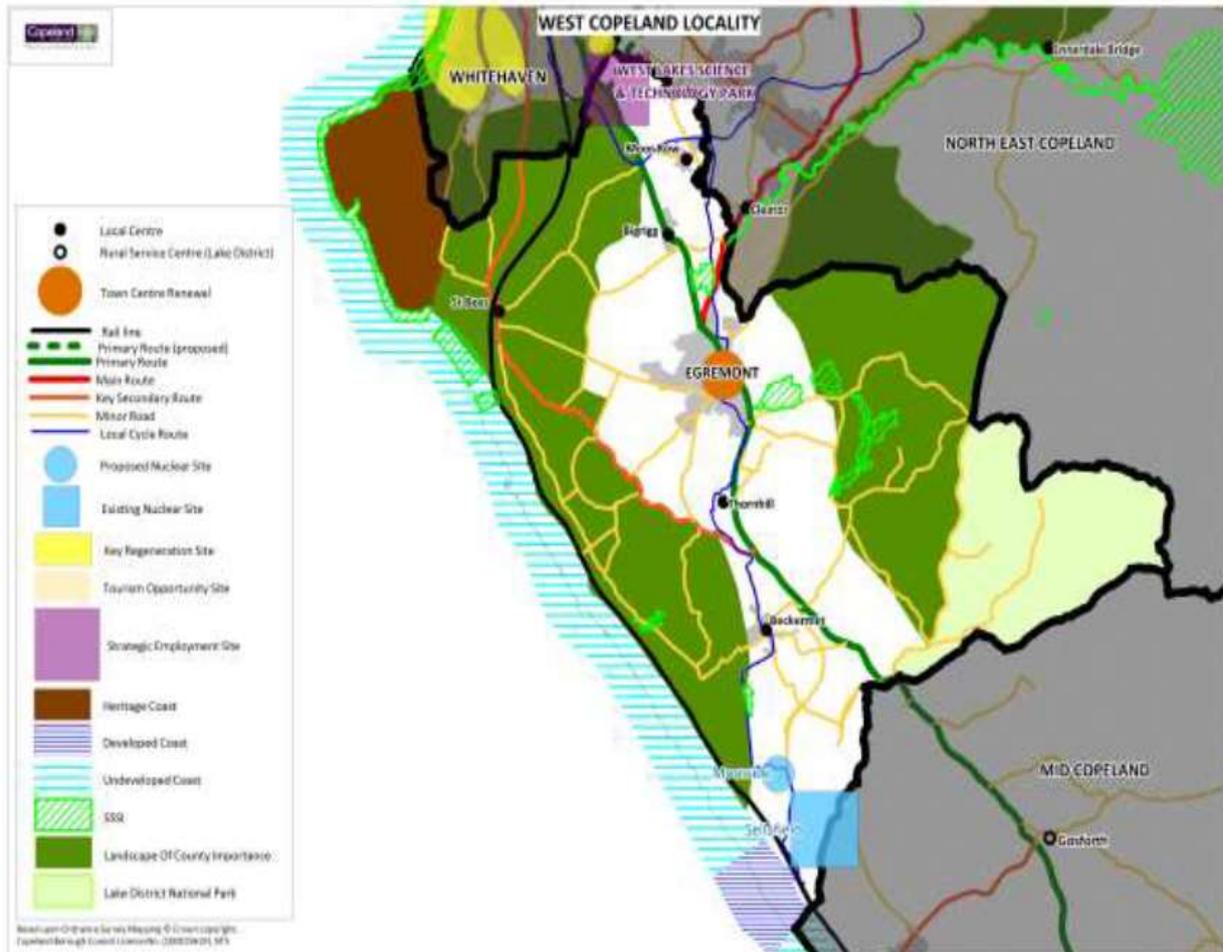


## 14.4 West Copeland

14.4.1 The West Copeland Locality is located in the north west of the Borough and covers the wards of Egremont North, Egremont South, Beckermat and St Bees. It has a population of 12,588 (Nomis) and has a similar age structure to the Cumbrian average. The Locality includes over 12 miles of coastline stretching from the imposing cliffs of St Bees Head in the north to the mudflats, sands, shingle and pebble beaches to the south.

14.4.2 Twenty nine percent of the Locality's workforce are currently employed at Sellafield and the area will continue to face economic challenges as the decommissioning process continues. The Index of Multiple Deprivation indicates that the most deprived parts of the Locality are concentrated around the periphery of Egremont at Orgill, Smithfield and Bigrigg South Lower Super Output Areas, where low incomes, unemployment and poor health are particular issues. Low skills and education attainment levels are an issue in Egremont although median household incomes are significantly higher than in West Copeland (particularly in Beckermat and St Bees) than many other parts of the Borough, mainly due to the relatively high rates of pay in the nuclear industry.

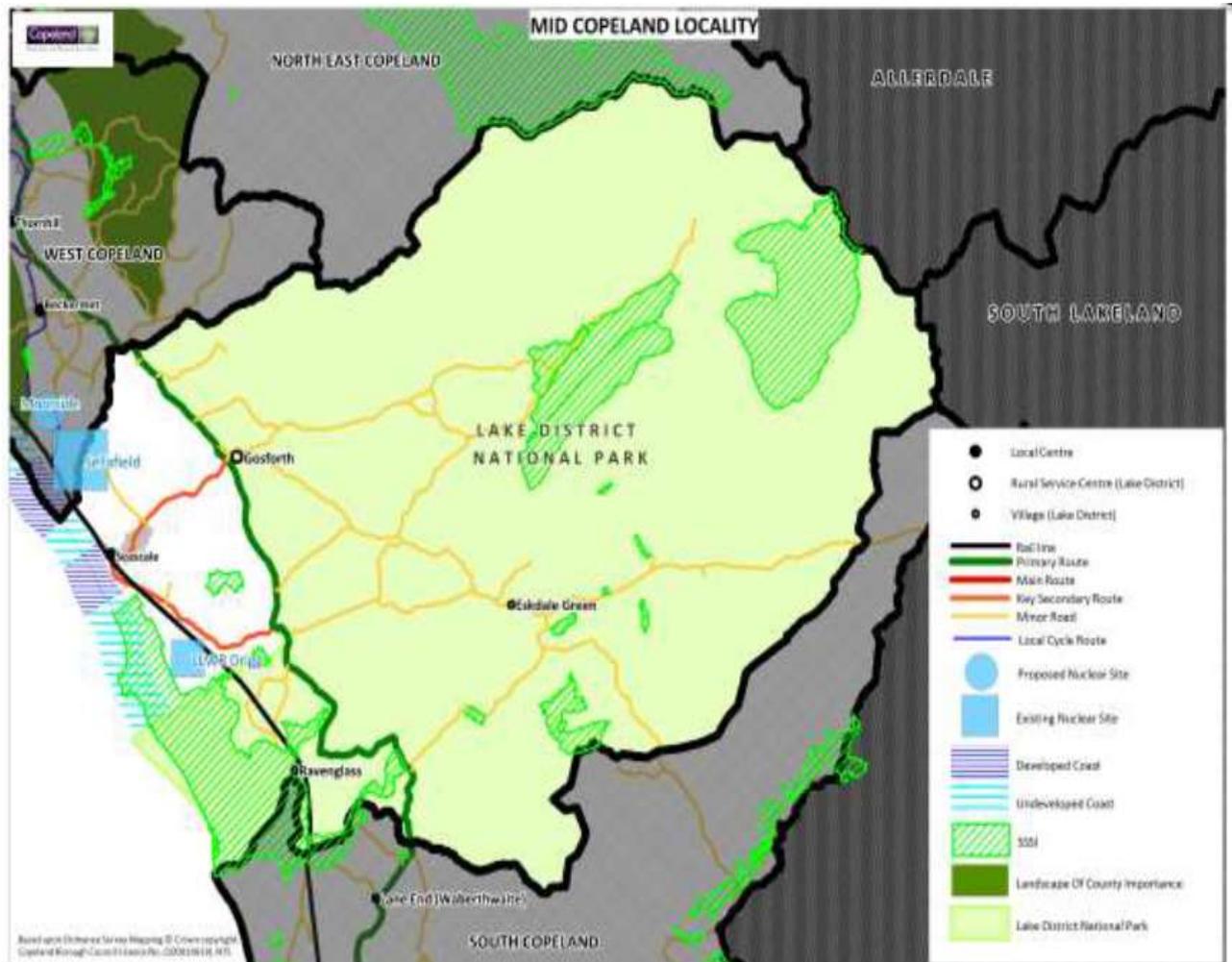
Figure 36: Map of the West Copeland locality area



## 14.5 Mid Copeland

- 14.5.1 The Mid Copeland Locality includes the parishes of Drigg and Carleton, Eskdale, Gosforth, Irton with Santon, Muncaster, Ponsonby, Seascale and Wasdale and the wards of Seascale, Gosforth and Bootle. It is the most rural of all the Localities, combining a variety of coastal landscapes between Sellafield and Ravenglass to the west with the dramatic Wasdale and Eskdale Valleys and the central Lake District mountains to the east. The majority of the Locality lies within the Lake District National Park, which produces its own Local Development Framework, and Eskdale Green and Ravenglass are identified as Villages in the Lake District National Park Core Strategy. The majority of the 4,570 people who live here are concentrated in the two main settlements of Seascale and Gosforth.
- 14.5.2 The Locality's population is reasonably affluent with Seascale, Seascale South/Drigg /Holmrook and Gosforth all ranked in the highest national and county quartiles for income, and the highest quartiles in Cumbria for employment, in the Index for Multiple Deprivation. Residents enjoy comparatively good health, and amongst the lowest crime rates in Cumbria and the UK. The outdoor living environment in all 3 areas is ranked in the highest national quartile and the Locality's population is more highly skilled and qualified than elsewhere in Copeland. However, the Locality has an ageing population and this is particularly notable in Gosforth where there has been a 26.3% increase in the population aged 65 or over from 2001-2010 and a reduction of 6.3% in 15-64 year olds over the same period.

Figure 37: Map of the Mid Copeland locality area

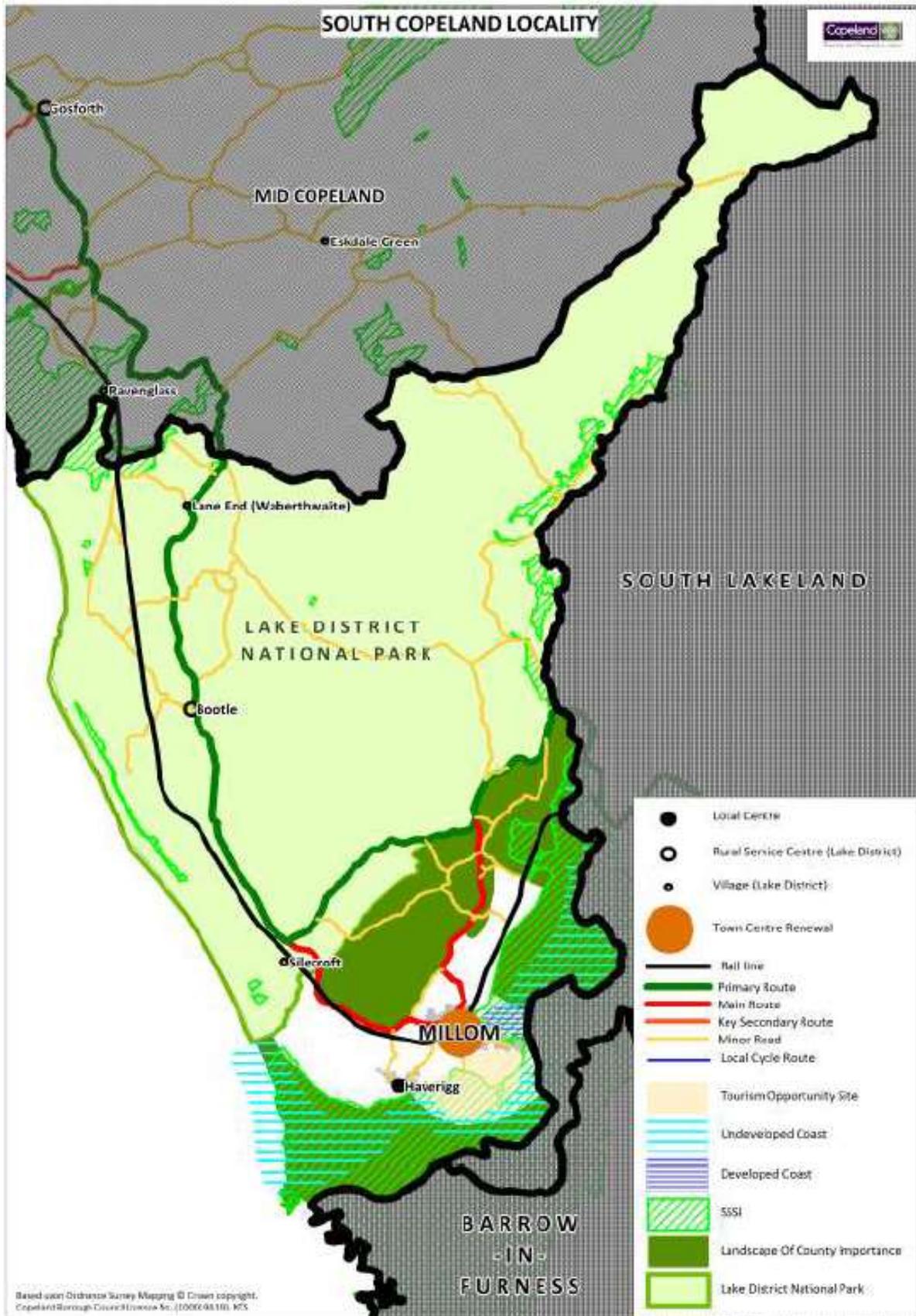


## 14.6 South Copeland

14.6.1 The South Copeland Locality is the most southerly part of West Cumbria, encompassing coastal areas and fell country. It is separated from the Furness Peninsula by the Duddon Estuary, and is bounded to the west by the Irish Sea. The Locality covers the Wards of Millom Without, Newtown, Holborn Hill, Haverigg and Bootle. The vast majority of the area lies within the National Park, where Bootle, Lane End (Waberthwaite) and Silecroft are the significant settlements.

14.6.2 The Millom-Haverigg area provides around 10% of Copeland’s non-Sellafield jobs. Key current issues for the area are economic decline, relative isolation, poor transport infrastructure and in some places a poor quality built environment. Since the ore mines and ironworks closed in the late 1960s the area has struggled to attract inward investment to support new business development.

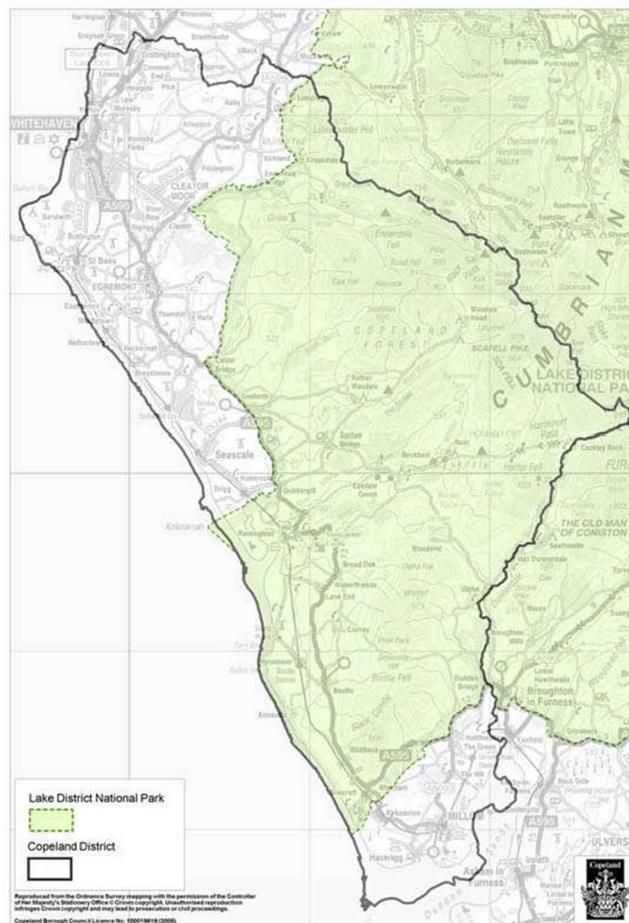
Figure 38: Map of the South Copeland locality area



## 14.7 Lake District National Park

- 14.7.1 The Lake District National Park was established in 1951 and is one of 14 National Parks in Britain and in July 2017 was granted World Heritage status. The Lake District National Park is the largest National Park in the country, covering an area of some 2,292 km<sup>2</sup> and is home to approximately 41,000 people.
- 14.7.2 The National Park is exceptionally rich in wildlife due to its varied landscape, geology, and climate and possesses a unique combination of mountains, lakes, tarns and rugged fells.
- 14.7.3 Two thirds of Copeland lies within the Lake District National Park. While Copeland Borough Council is not the planning authority for the national park, it is the housing authority. Clearly the National Park and the areas surrounding it are inextricably linked. Development proposals outside of the National Park, but within its setting can have a significant impact on the Park. The trans-boundary impact of development proposals and spatial policy within the Borough will have to be considered.

**Figure 39: Map of the Lake District National Park**



## 15 Overarching Sustainability

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- 15.1.1 The identification of overarching sustainability issues facing Copeland Borough Council provides an opportunity to define key issues and to identify how these issues might be addressed through the implementation of spatial policy. The identification of sustainability issues will provide useful information to inform the IA process of the Local Plan and is a requirement of the SEA Directive:
- 15.1.2 The 'Environmental Report' required under the SEA Directive should include:  
*“any existing environmental problems which are relevant to the plan or programme including, in particular, those relating to any areas of a particular environmental importance, such as areas designated pursuant to Directives 79/409/EEC [the 'Birds Directive'] and 92/43/EEC [the 'Habitats Directive']”<sup>34</sup>*
- 15.1.3 It is important not only to identify the key issues under each of the various topics, but also to identify those issues that cut across themes and that act in a synergistic manner to improve or exacerbate issues.
- 15.1.4 There are a number of key sustainability issues and cross-cutting themes facing Copeland that have been identified from the individual topic chapters in this report and locality area profiles. A summary of the key sustainability issues is provided in Table 31, however is within more detail within each of the topic chapters.

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<sup>34</sup> (Annex 1(d) SEA Directive and Schedule 2 (4) of the Environmental Assessment of Plans and Programmes Regulations 2004)

**Table 30: Summary of key sustainability issues**

Topic	Key Sustainability Issues
<p>Biodiversity, Fauna and Flora</p>	<p>Copeland contains sites with European designations which in general are in good condition. Threats to these sites include climatic change, coastal and estuarine flooding and increased leisure use. Threats can also refer to the potential for damage as a result of development within the area. The assessment under the amended Habitats Regulations (Appropriate Assessment) will help to identify some of the potential effects of the Copeland Local Plan on these sites.</p> <p>Many of the SSSI sites are in a good condition, but the Copeland Local Plan should seek to avoid any further impacts upon SSSI as a result of the policy and allocations contained within these, and seek to improve their condition where this is possible through the planning system.</p> <p>The patchwork of designated biodiversity sites coupled with the designations identified in the other sections of this report are important constraints on the future development of the Copeland.</p>
<p>Land Resources</p>	<p>Copeland contains a number of important geological sites which will require protection from the adverse effects of development. These can be considered as constraints on development.</p> <p>Whilst waste production has decreased and recycling increased, Copeland still sends a lot of material to landfill. The handling and disposal of nuclear waste will continue to impact upon the potential location of development and will be an important consideration as Sellafield continues its decommissioning phase.</p>
<p>Water Quality and Resources</p>	<p>The need to further improve the quality of river, estuarine and coastal and groundwater quality particularly the biological quality of rivers and ecological standard of estuaries and coasts in Copeland</p> <p>The need to ensure the quality of still waters is maintained or improved</p> <p>The need to ensure efficient use and management of water: addressing a potential increase in demand</p> <p>Providing a sustainable water supply to all households and businesses within capacity of resources</p>

Topic	Key Sustainability Issues
	<p>Ensure Water Framework Directive issues and principles are incorporated into the SA Framework and site selection methods</p> <p>Protecting the environment: action may need to be taken where water use from existing water resources has a detrimental impact on the water environment either due to 'excessive' abstractions or by 'poor quality' effluent returns and diffuse pollution.</p>
Air Quality	<p>The concentrations of all pollutants required to be monitored as part of the NAQS are currently below the objectives set out in the NAQS in 2007 and below values at which adverse health effects are likely to occur.</p> <p>The general trend for all pollutants, with the exception of ozone, is for a continued decline in ambient concentrations. However, since levels of ozone are difficult to control, and since sources are capable of being transported over long distances, monitoring should be continued.</p> <p>The Clean Air Strategy (2019) sets out the comprehensive actions required across all parts of government to improve air quality. It is important that monitoring fits in with the criteria laid out within this.</p>
Climatic Factors and Flood Risk	<p>Look to continue the trend of reducing emissions in order to enable the UK Government to achieve the targets for the reduction of greenhouse gases.</p> <p>A changing climate of increased temperatures and precipitation will have a number of effects for land use planning. Increased temperatures may result in increased demands for cooling and air conditioning within buildings and hence increasing energy use in a negative cycle. Increased precipitation will increase the number of properties and people at risk from flooding as coastal and river flood risk is likely to increase.</p>
Heritage and Landscape	<p>There are many landscape and historical designations that raise the profile of protecting and enhancing existing features of interest. The integrity of sites should not be impacted upon through planning decisions.</p>

Topic	Key Sustainability Issues
	<p>There are 9 Conservation Areas, 120 Scheduled Ancient Monuments and 483 Listed Buildings designated for their archaeological and architectural value.</p> <p>There is a heritage coastline designation that is threatened by sea level rises attributable to climate change.</p> <p>Pressure from new development not in keeping with the character of the area may pose a risk to designated assets.</p>
<p>Community Health and Equality, Leisure and Education</p>	<p>The need to improve the health of people living in Copeland.</p> <p>The need to ensure that everyone has access to educational provisions.</p> <p>The need to reduce the overall deprivation level within Copeland.</p> <p>The need to increase the working age population within Copeland.</p>
<p>Local economy and employment</p>	<p>High unemployment rates in particular areas within the borough</p> <p>The dependence of the Borough’s economy on Sellafield, manufacturing and agriculture creates a need to diversify the economic base</p> <p>Copeland is isolated and does not have a high degree of accessibility due to the poor quality of transport infrastructure is an identified constraint to development within the Borough</p> <p>The attainment and skill levels within the Borough are lower than average, meaning that local people may not be able to contribute meeting the employment demand of any future investment within the Borough.</p>
<p>Transport</p>	<p>Bus and rail services in Copeland need to be improved to encourage people to use these modes of transport in preference to the car, especially to get to work.</p> <p>Accessibility in more isolated locations remains an issue</p> <p>The numbers of people who own a car is higher than the national average, with 46% of the population travelling 30km or less to work by car</p>

Topic	Key Sustainability Issues
	<p>Car ownership is high in many parts of the Borough is high. This reflects that some parts of Copeland have a lack of public transport accessibility.</p>
<p>Housing</p>	<p>Relatively low levels of private rented accommodation which causes disproportionate problems in other low demand areas.</p> <p>Remoteness of the area - both in terms of road and rail - impacts on demand.</p> <p>Housing stock is inextricably linked to historic local economy resulting in oversupply of older housing in locations not necessarily attractive to current employment opportunities.</p> <p>There is a shortage of larger quality ‘aspirational’ housing stock to attract higher income households.</p> <p>There is a mismatch between supply and demand - oversupply of social housing on large estates and low value small terraces.</p> <p>The local housing markets suffers from a lack of diversity and quality in the housing offer which is deterring entry into the market and limiting the choices of those who need/ want to remain within it.</p> <p>There is a growing need for intermediate housing, as access to mortgages is likely to become as important as price in restricting housing options in the Borough.</p> <p>Provision for lifetime homes is essential in order to meet the needs of an ageing population.</p> <p>The accommodation needs of all members of society need to be met, including young families, the elderly and retired, single people and the gypsy and travelling communities. The type, mix and location of future housing development are crucial to this issue.</p> <p>Baseline data on energy efficiency of homes is lacking. Energy efficiency is a crucial element of future homes and as such, improvement to existing homes should be encouraged. Baseline data should be sought in the short term.</p>

## 16 Local Policy

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### 16.1 Copeland Local Plan 2013-2028

- 16.1.1 The Copeland Local Plan 2013-2028: Core Strategy and Development Management Policies was adopted in 2013 and outlines key strategic objectives and development policies for the borough until 2028.
- 16.1.2 The strategic objectives within the Core Strategy of the Local Plan look to support growth and sustainable development within the borough. A review of the Local Plan is underway, and this will update the objectives as appropriate and identify sites in order to deliver the Plan.

### Objectives for Economic Opportunity and Regeneration

- 16.1.3 These objectives cover growth and diversification of the local economy, generating good employment opportunities, improving education and skill levels in the Borough, increasing revenue from tourism, and responding to the decommissioning of Sellafield.

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

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

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

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

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

## Objectives for Sustainable Settlements

16.1.4 These objectives relate to the quality of life for local people, and to ensuring that settlements meet the needs of all: in terms of access to housing, community services and facilities, leisure, sport and employment.

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

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

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

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

Strategic Objective 10: Support the increased sustainability of communities, including measures to diversify and otherwise improve the viability of farming, in rural environments varying from former mining settlements in the north and south, to the villages of mid Copeland.

## Objectives for Accessibility and Transport

16.1.5 These objectives relate to accessibility to services, reducing the impacts of journeys on the environment and ensuring that transport networks address the geographical constraints in terms of moving around the Borough, and also in terms of accessing the Borough from beyond its boundaries.

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

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

Strategic Objective 13: Develop and maintain safe, efficient, high quality, modern and integrated transport networks with good internal links and connections to

key routes, including the West Coast Main Line via both Carlisle and Barrow, and the M6 via both the A66 and A590.

## Objectives for Environmental Protection and Enhancement

16.1.6 These objectives relate to the natural and historic assets of Copeland; to ensure that they are protected and enhanced and that local development acknowledges global imperatives.

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

Strategic Objective 15: Promote recycling and waste minimisation.

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

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

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

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

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

## 16.2 Local Plan 2017-2035

16.2.1 Copeland Borough Council are currently preparing a new Local Plan which will cover the period from 2017 to 2035.

16.2.2 In November 2016 the Council commissioned a Housing Market Intelligence study to help understand the reasons for these low build rates, the potential to increase this from both existing and potential new developers to Copeland, and gain a better understanding of the sites that were being proposed through the planning system and critically their deliverability. It helped us understand how the industry has changed since the recession and also sought to independently establish the Council's position regarding the five year supply of housing sites. As a result of this study on 9th May 2017 the Council announced that it could no

longer demonstrate a five year supply of deliverable housing sites, although this position is currently under review.

16.2.3 The Local Plan 2017-2035 will therefore ensure that the Local Plan is up to date, fit for purpose and can support the growth aspirations of Copeland.

16.2.4 The objectives outlined above in section 16.1 are the current Local Plan objectives and provide the context for the current planning policy. These are unlikely to change significantly in the new Local Plan however will be reviewed and updated as appropriate, and assessed through the processes in this Integrated Assessment.

## 17 The Integrated Assessment Framework

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### 17.1 Introduction

- 17.1.1 The IA Framework provides a way in which effects of the Local Plan can be described, analysed and compared.
- 17.1.2 The IA Framework is made up of a series of IA objectives and locally distinctive sub criteria. The IA Framework is used as a way of checking whether the objectives and indicators are the best possible for social, economic and environmental outcomes and can be seen as a methodological benchmark against which effects of a plan can be tested.
- 17.1.3 These were originally prepared for the 2009 Sustainability Appraisal Scoping Report, but have been reviewed and updated where appropriate.

### 17.2 Objectives and sub criteria

#### Establishing objectives and sub criteria

- 17.2.1 Under the former ODPM SEA guidance, an objective is defined as “*a statement of what is intended, specifying a desired direction of change*”. Crucially, the IA objectives may differ from any stated objectives of the Local Plan, though it is acknowledged there may be synergies.
- 17.2.2 Locally distinctive sub criteria help guide the assessment team in deciding whether the Local Plan policies meet the objectives. The assessment criteria are a series of considerations which are based on the specific issues, defined under each baseline topic.
- 17.2.3 Using assessment criteria like this helps the assessment team arrive at a conclusion about impacts in a methodical and consistent manner and helps stakeholders understand the reasoning behind the assessment.
- 17.2.4 The IA objectives and sub criteria have been determined through a number of means:
- Reviewing topics required by the SEA Directive:
    - “*the likely significant effects on the environment including on issues such as biodiversity, population, human health, fauna, flora, soil, water, air, climatic factors, material assets, cultural heritage including architectural and archaeological heritage, landscape and the interrelationship between the above factors*” EU Directive 2001/42/EC (Annex 1)
  - Reviewing relevant plans, programmes and strategies identified in this scoping document (These are within each topic in chapters 4-13 and within Appendix 1 of this Scoping Report).

- Review of baseline information which has led to the definition of key sustainability issues for Copeland (These are within each topic in chapters 4-13 and within Chapter 15 of this Scoping Report).

17.2.5 The objectives and Assessment Framework are in Table 32 on the following pages. The objective is set out alongside the locally distinctive sub criteria and relevant indicators of note.

## Integrated Assessment objectives and assessment criteria

**Table 31: Assessment framework**

IA Objective (high level objective)	Locally Distinctive Sub Criteria	Relevant Indicators of note
<p>1. To conserve and enhance biodiversity in Copeland</p>	<p>To ensure that new development does not impact upon the condition of sites of biodiversity interest including SSSI and other local and national designations.</p>	<ul style="list-style-type: none"> <li>• Change in habitats and species rated priority in the BAP.</li> <li>• No. of developments including schemes to protect and/or enhance existing biodiversity</li> <li>• Loss of designated habitat</li> <li>• Amount of biodiversity net gain delivered</li> <li>• Condition of Natura 2000 sites</li> <li>• Inclusion of impact Risk Zones</li> <li>• Functionally Linked Land</li> </ul>
	<p>To protect Natura 2000 sites from the adverse effects of human activity, pollution and coastal erosion.</p>	
	<p>To promote biodiversity provision and enhancement within new development and seek to link these to existing species and habitats.</p>	
<p>2. To protect and enhance the significance of places, landscape and buildings of historic, cultural and archaeological value.</p>	<p>Protect and enhance features of historical and archaeological importance and maximise their contribution to the cultural and tourism offer of the borough. This should include the Lake District National Park, something which the Local Plan pays a key part in protecting.</p>	<ul style="list-style-type: none"> <li>• Number of planning permissions refused on the basis of design</li> <li>• % of Grade 1 and 2* Listed Buildings at risk</li> <li>• Number of parks with green flag status</li> <li>• Number of up to date Conservation Appraisals</li> <li>• Number of refusals due to impact on landscape character/ designation</li> <li>• Number of Tree Preservation Orders made (TPOs)</li> </ul>
	<p>Ensure that all new development meets high standards in terms of quality of design, safety, security and accessibility and relates well to local character and distinctiveness and the public realm.</p>	

IA Objective (high level objective)	Locally Distinctive Sub Criteria	Relevant Indicators of note
	<p>Protect, conserve and enhance the character and quality of all landscapes and townscapes in the borough, especially those that contribute to local distinctiveness, such as the unique maritime history of Copeland.</p>	<ul style="list-style-type: none"> <li>• Loss of TPOs</li> <li>• Number of S106 enhancements resulting from planning applications</li> <li>• Number of Listed Building enforcement actions</li> <li>• Number of Listed Buildings under each grade</li> <li>• Number and % of Listed Buildings at risk</li> <li>• Number of Listed buildings demolished</li> <li>• Number of Scheduled Ancient Monuments</li> <li>• Number and % of archaeological sites at risk</li> <li>• Number of Registered historic parks and Gardens at risk</li> <li>• Number of Conservation Areas</li> <li>• Number and % Conservation areas at risk</li> <li>• Number and % Conservation areas with appraisals</li> </ul>
<p>3. To maintain and enhance the water quality of Copeland’s inland and coastal water and coasts and to sustainably manage water resources</p>	<p>Promote sustainable design and construction measures that reduce water consumption and result in decreased run-off of polluted water (including during construction phase).</p> <p>Encourage the allocation and location of new development where water abstraction can occur sustainably.</p>	<ul style="list-style-type: none"> <li>• Number of water bodies within catchment with good or high ecological status</li> <li>• Number of water bodies within catchment with good chemical status</li> <li>• Quality of coastal water (overall, ecological, chemical)</li> </ul>

IA Objective (high level objective)	Locally Distinctive Sub Criteria	Relevant Indicators of note
	Ensure efficient use and management of water resources throughout the Borough.	
4. To promote adaptation to climate change	Promote new development that minimises the emission of greenhouse gases.	<ul style="list-style-type: none"> <li>• Number of planning applications including on-site renewables</li> <li>• Number of wind turbines within the Borough</li> <li>• Nuclear New Build</li> </ul>
	Seek to provide a built environment and green infrastructure network that will minimise the impacts on humans and the environment, associated with climate change.	
	Ensure that communities, existing and new developments and infrastructure are resilient to the predicted effects of climate change	
5. To reduce flood risk in Copeland from surface water, rivers, estuaries and sea level change.	Ensure new development incorporates SuDs.	<ul style="list-style-type: none"> <li>• Number of approvals contrary to environment agency advice on flooding</li> <li>• Number of approvals incorporating EA advice on flood mitigation guidelines</li> <li>• Ensure adequate measures are in place to manage flood risk</li> <li>• Number of developments that increase run off rates</li> <li>• Approvals contrary to LLFA advice</li> </ul>
	Avoid development in locations at risk from flooding and mitigate any residual flood risk through appropriate measures including through design.	

IA Objective (high level objective)	Locally Distinctive Sub Criteria	Relevant Indicators of note
6. Increase energy efficiency in the built environment, and promote the use of energy from renewable sources	Promote high sustainable design and construction standards for housing and non-housing development, in order to ensure that Copeland meets the Government target of all new residential development being zero carbon by 2016.	<ul style="list-style-type: none"> <li>• Energy efficiency – the average SAP rating of social housing(1 – highly inefficient, 100 – highly efficient)</li> <li>• Number of planning applications including on-site renewables</li> <li>• Number of wind turbines within the Borough</li> </ul>
	Clear guidelines and support for the use of renewable energy sources in new and existing developments.	
7. To protect and improve land quality in Copeland	To protect and enhance soil quality in Copeland.	<ul style="list-style-type: none"> <li>• % of development on greenfield sites</li> <li>• (Ha) Contaminated land reclaimed as a) Open Space/Natural Green Space b) Development</li> <li>• % of contaminated land reclaimed in total</li> <li>• % new development on brownfield sites</li> <li>• % of development on protected open space</li> </ul>
	Develop brownfield sites where these can support wider sustainability objectives (e.g. reduce travel by car, improve the public realm, avoid loss of biodiversity interest, gardens, etc.).	
	Ensure new development will not result in contamination of land and promote the remediation of existing contaminated sites.	
8. To improve air quality in Copeland	Seek to reduce the volume of CO2 emissions attributable to the transport sector.	<ul style="list-style-type: none"> <li>• Estimated traffic flows for all vehicle types (million vehicle kilometres)</li> <li>• CO2 emissions</li> </ul>
	Reduce the number of journeys made by private car in order to reduce the high levels	

IA Objective (high level objective)	Locally Distinctive Sub Criteria	Relevant Indicators of note
	<p>of nitrogen dioxide in areas of traffic congestion in the Borough.</p> <p>Consider and mitigate the impacts on air quality that might result from specific developments, including major infrastructure projects.</p> <p>Seek to promote opportunities for incorporating clean and emission free technologies in new development.</p>	<ul style="list-style-type: none"> <li>• NO2 emissions</li> <li>• Respiratory related health issues</li> <li>• Number of Air Quality Management Areas</li> <li>• Number of electric vehicle charging points in the Borough</li> <li>• Methods of travel to work</li> <li>• Vehicle ownership</li> <li>• Length of cycleways created/maintained (km)</li> </ul>
<p>9. To minimise waste production and increase re-use, recycling and recovery rates.</p>	<p>Reduce the proportion of waste that goes to Landfill in the Borough.</p> <p>Promote the integration of waste management facilities to enable efficient recycling and energy from waste as part of new developments.</p> <p>Ensure that issues of both rural and urban deprivation are considered in development proposals.</p> <p>Support the adaptive re-use of buildings where appropriate.</p>	<ul style="list-style-type: none"> <li>• Volume of Household waste collected per person per year (kg per head)</li> <li>• % Household waste collected which is recycled/composted</li> <li>• % of development on brownfield sites</li> </ul>
<p>10. To improve access to services and facilities in Copeland</p>	<p>Provide improved physical access to services and facilities on foot, cycle and by public transport particularly in rural and deprived areas.</p>	<ul style="list-style-type: none"> <li>• Percentage of rural households within set distances of key services</li> <li>• % of development located in KSC and LSC</li> </ul>

IA Objective (high level objective)	Locally Distinctive Sub Criteria	Relevant Indicators of note
	<p>Secure economic inclusion in the most derived wards in the Borough.</p> <p>Ensure that issues of both rural and urban deprivation are considered in development proposals.</p> <p>Support the adaptive re-use of buildings where appropriate.</p>	<ul style="list-style-type: none"> <li>• Number of planning applications refused on access grounds</li> <li>• The % of the population within 20 minutes travel time of different sports facility types</li> <li>• Number of households (or proportion of population) with access to Broadband (indicator under development)</li> <li>• Number of employment generating sites with access to hyperfast broadband (1Gbps)</li> </ul>
<p>11. To improve physical and mental health and well-being of people and reduce health inequalities in Copeland.</p>	<p>Maintain accessible healthcare facilities throughout Copeland.</p> <p>Promote healthy and active lifestyles through encouraging walking and cycling as well as the provision and improvement of sporting, recreational and community facilities in Copeland.</p> <p>Reduce crime and the fear of crime, by adhering to 'designing out crime' principles in all new development.</p>	<ul style="list-style-type: none"> <li>• Doctor/Patient ratio</li> <li>• Length of cycleways created/maintained (km)</li> <li>• % Adults taking part in sport</li> <li>• Number of developments with restriction of opening hours/ noise reduction measures</li> <li>• No. Visits to leisure centres</li> <li>• % Households with 1 or more person with a limiting long term illness</li> <li>• Childhood obesity figures</li> <li>• No. of visits to the CBC website and facebook page</li> </ul>
<p>12. To improve education, skills and qualifications in the Borough</p>	<p>Improve linkages between higher education providers and local employers.</p>	<ul style="list-style-type: none"> <li>• The percentage of pupils in schools maintained by the local authority achieving</li> </ul>

IA Objective (high level objective)	Locally Distinctive Sub Criteria	Relevant Indicators of note
	Encourage educational and training opportunities for all sectors of the population, particularly amongst deprived communities.	<p>five or more GCSE's at grades A* - C or equivalent</p> <ul style="list-style-type: none"> <li>• % of the population whose highest qualification is a first degree (or equivalent)</li> <li>• % of the population with no or low qualifications</li> <li>• Levels of NVQ attainment</li> </ul>
13. To support a strong, diverse, vibrant and sustainable local economy to foster balanced economic growth	Retain existing jobs and create new employment opportunities.	<ul style="list-style-type: none"> <li>• Amount of Land Supply Available for Employment Use Classes B1, B2 &amp; B8 of the Town &amp; Country Planning Use (Classes Order 1987)</li> <li>• Gross floor space retail/leisure</li> <li>• Gross floor space completed B1, B2, B8</li> <li>• Amount of employment land Use Classes B1, B2 &amp; B8 Town &amp; Country Planning Use Classes Order 1987) hectares lost to residential development per financial year (12 months ending 31st March)</li> <li>• Economic Activity rate % (male and female) based on working age population 16 to 64yrs, expressed as a % of all working age people</li> <li>• ONS Annual Population Survey</li> </ul>
	Promote major employment to Key and Local Service Centres that provide access to available workforce.	
	Provide a positive planning framework for exploiting new opportunities in tourism, creative and knowledge based industries and the energy sector, including renewable energy technologies.	
	Maximise the opportunities that the nuclear sector (decommissioning and potential new build reactor) offers, building on skills and expertise in Copeland.	
	Provide support for economic development that is appropriate for rural locations,	

IA Objective (high level objective)	Locally Distinctive Sub Criteria	Relevant Indicators of note
	including small businesses or home-based working.	<ul style="list-style-type: none"> <li>• Proximity of jobs from residences</li> <li>• % Change in No. of VAT Registered Businesses</li> <li>• Unemployment rate % (male and female)</li> <li>• GVA £ per capita</li> </ul>
	Seek to attract employment and training programmes specifically targeted at maintaining and increasing the proportion of young people in the Borough.	
14. Support the sustainable development of the sustainable leisure and tourism industry	Improve the quality of supporting infrastructure for tourism in the Borough, such as accommodation and leisure and cultural facilities.	<ul style="list-style-type: none"> <li>• Visitor Numbers</li> <li>• Tourism expenditure in the Borough</li> <li>• Tourism expenditure per head/average spend per visitor</li> </ul>
	Encourage the use of the Boroughs natural and cultural features for tourism development, within their environmental limits.	
15. To improve access to a range of good quality housing that meets the needs of the Copeland community	Ensure that all new development meets the lifetime homes standards, in order to meet the needs of an ageing population in the Borough.	<ul style="list-style-type: none"> <li>• Net additional dwellings</li> <li>• % of homes meeting decency standard</li> <li>• Number of affordable homes completed (both by registered social land lords and through planning obligations)</li> <li>• No. of people on housing waiting list</li> </ul>
	Seek to develop mixed income communities and flexibility of tenure and housing type in the Borough.	
	Coordinate housing provision with investment in employment and community	

IA Objective (high level objective)	Locally Distinctive Sub Criteria	Relevant Indicators of note
	services to ensure that settlements meet the needs of their communities.	<ul style="list-style-type: none"> <li>• % of housing development incorporating community green space/ children’s play areas</li> <li>• Average house price</li> <li>• Income to average house price ratio</li> <li>• % of new homes meeting the Lifetime Homes Standard</li> <li>• Number of self-build or custom build developments</li> </ul>
	Provide decent, good quality and affordable housing for all, including intermediate and key worker housing	
16. To maintain, enhance and develop a diversity of retail services in the Borough.	Protect the shopping and community services function of Key and Local Service Centres.	<ul style="list-style-type: none"> <li>• No. of vacant properties</li> <li>• New business start-up / closure rate</li> <li>• No. of new business support initiatives (e.g. events)</li> <li>• No. of street scene improvement schemes</li> </ul>
	Reduce the number of vacant retail properties in Whitehaven and the other smaller service centres in the Borough.	
	Improve the quality of the public realm in order to improve the attractiveness of the service centres to new investment.	
17. To enhance and develop sustainable transport networks in Copeland	Improve the provision and quality of bus and rail services in Copeland, particularly in rural areas.	<ul style="list-style-type: none"> <li>• Methods of travel to work</li> <li>• Vehicle Ownership</li> <li>• Distance travelled to work</li> <li>• No. of road accidents</li> <li>• % of development located in KSC and LSC</li> </ul>
	Develop and maintain safe, efficient and integrated transport networks within Copeland, with good internal and external links.	

IA Objective (high level objective)	Locally Distinctive Sub Criteria	Relevant Indicators of note
	Reduce car dependency by providing services and facilities accessible by a range of modes of transport.	<ul style="list-style-type: none"> <li>Length of cycleways created/maintained (km)</li> </ul>
	Promote a pattern of development which reduces private vehicle dependency in the location of homes, jobs, leisure and community services.	

Please note objective 18: Promote equality of opportunity and the elimination of discrimination, has been removed from the previous IA and emerging policies will be assessed against this criteria through a separate Equalities Impact Assessment document.

## 18 Summary and Next Steps

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- 18.1.1 This Scoping Report defines the work proposed for the IA of the Local Plan. It contains a review of international, national and local level plans, programmes and strategies; a description of the current and, where possible, future baseline for Copeland; an identification of the key issues and sets out the IA Framework consisting of IA objectives and assessment criteria.
- 18.1.2 Consultees were invited to comment on the proposed approach to the IA described within the previous draft of this report (August 2019). Comments received were reviewed and the IA has been updated where necessary. Responses received are shown in Appendix A6.
- 18.1.3 In accordance with the method outlined in Chapter 2, the IA process will now run in tandem with the development of the Local Plan, helping to inform its development and provide third parties with an understanding of how decisions have been made.

## **Appendix A**

Review of relevant plans,  
programmes and strategies

## A1 International plans, programmes and strategies

Plan or programme	Date of publication	Objectives, requirements or targets relevant to the plan and IA	How has the plan/ programme been addressed in the Local Plan	Source
<b>Biodiversity, Fauna and Flora</b>				
European Biodiversity Strategy	2011	This strategy is aimed at reversing biodiversity loss and speeding up the EU's transition towards a resource efficient and green economy.	There is an objective focused on biodiversity. Emerging Local Plan policies will be assessed against this objective through the IA process.	EC
EC Habitats Directive (93/43/EEC) (As amended by 97/62/EC)	1992	Conserve wild flora, fauna and natural habitats of EU importance Encourage management of features of the landscape that are essential for migration of wild species Establish framework of protected areas to maintain biodiversity and promote conservation	The requirements of the Directive are addressed in the IA Framework with an objective on protecting and enhancing biodiversity. Emerging Local Plan policies will be assessed against this objective through the IA process.	EC
Directive on the Conservation of Wild Birds (2009/147/EC)	2009	The Directive is concerned with the conservation of wild birds, their eggs, nests and habitats and covers their protection, management, control and exploitation. It, amongst other things, identifies and classifies Special Protection Areas for rare or vulnerable species listed in Annex 1 of the Directive. The Directive is implemented in the UK in various ways, including through the UK Post2010 Biodiversity Framework.	Special Protection Areas will be identified in the Local Plan. There is an objective focussed on biodiversity. Emerging Local Plan policies will be assessed against this objective through the IA process.	EC

Plan or programme	Date of publication	Objectives, requirements or targets relevant to the plan and IA	How has the plan/ programme been addressed in the Local Plan	Source
<b>Land Resources</b>				
The Waste Framework Directive (2000), EU Waste Framework Directive (2008), Hazardous Waste Directive (2016), IPPC Directive (2008)	2000-2016	<p>The general aim is to ensure that all necessary measures have been taken to ensure that waste is recovered or disposed of without causing harm to human health or the environment.</p> <p>The key objective is to ensure that waste is recovered or disposed of without using processes or methods which could harm human health and the environment, and in particular:</p> <ul style="list-style-type: none"> <li>• Without risk to water, air, soil and plants and animals;</li> <li>• Without causing a nuisance through noise or odours;</li> <li>• Without adversely affecting the countryside or places of special interest.</li> </ul>	There is an IA objective focused on minimising waste. Emerging Local Plan policies will be assessed against this objective through the IA process.	EC
Directive on the Landfill of Waste (99/31/EC)	1999	<p>The Directive aims to ‘prevent or reduce the negative effects of landfill waste on the environment and human health’.</p> <p>It includes technical requirements for waste (including a requirement that most waste is treated before it is landfilled) and landfill sites and sets targets regarding the amounts of waste sent to landfill, including a target for the reduction in biodegradable waste being sent to landfill by 35% from 1995 figures. Most of these targets are carried forward into UK legislation in</p>	There is an IA objective focused on minimising waste. Emerging Local Plan policies will be assessed against this objective through the IA process.	EC

Plan or programme	Date of publication	Objectives, requirements or targets relevant to the plan and IA	How has the plan/ programme been addressed in the Local Plan	Source
		the Landfill (England and Wales) Regulations 2002.		
Directive on the Promotion of the Use of Energy from Renewable Sources (2009/28/EC)	2009	<p>The Directive provides a framework for the production and promotion of energy from renewable sources and sets ambitious national targets for renewable energy production.</p> <p>The Directive sets a target for the UK to achieve 15% of its energy consumption from renewable sources by 2020, to help enable the EU to reach an overall target of 20% of energy from such sources by 2020.</p> <p>The targets given are indicative and are not strictly enforced, however the European Commission monitors the progress of member states and will, if necessary, propose mandatory targets for those who poorly perform.</p>	There is an IA objective focussed on improving energy efficiency and promoting the use of energy from renewable sources. Emerging Local Plan policies will be assessed against this objective through the IA process.	EC
<b>Water Quality</b>				
The Ramsar Convention (formally, the Convention on Wetlands of International Importance, especially as Waterfowl Habitat)	1971	<p>The Convention's mission is "the conservation and wise use of all wetlands through local and national actions and international cooperation, as a contribution towards achieving sustainable development throughout the world".</p> <p>The Convention uses a broad definition of the types of wetlands covered in its mission.</p>	Wetlands are considered as part of the biodiversity IA objective. Emerging Local Plan policies will be assessed against this objective through the IA process.	RAMSAR.ORG

Plan or programme	Date of publication	Objectives, requirements or targets relevant to the plan and IA	How has the plan/ programme been addressed in the Local Plan	Source
		For the study, this includes lakes and rivers, swamps and marshes, wet grasslands and peatlands and human-made sites such as reservoirs.		
EU Water Framework Directive (2000/60/EC) (made into national law through The Water Environment (Water Framework Directive) (England and Wales) Regulations 2003)	2000	<p>The Directive seeks to: -</p> <ul style="list-style-type: none"> <li>• Prevent further deterioration and protect and enhance status of aquatic ecosystems and wetlands</li> <li>• Promote sustainable water use (reduce pollutants of waters)</li> <li>• Contribute to mitigating effects of floods and droughts</li> <li>• Prevent further deterioration and risk of pollution in ground waters</li> </ul>	There is an IA objective related to water quality. Emerging Local Plan policies will be assessed against this objective through the IA process.	EC
Bathing Water Quality Directive (2006/7/EC)	2006	<p>The Directive sets binding standards for bathing waters, upon which bathing water in the UK is monitored. In order for a particular bathing water to comply with the Directive, 95% of the samples taken must meet these standards.</p> <p>Its objective is to reduce and prevent the pollution of bathing water and to inform European citizens of the degree of pollution.</p>	There is an IA objective related to water quality. Emerging Local Plan policies will be assessed against this objective through the IA process.	EC

Plan or programme	Date of publication	Objectives, requirements or targets relevant to the plan and IA	How has the plan/ programme been addressed in the Local Plan	Source
The Water Framework Directive	2000	<p>Promotes an integrated and coordinated approach to water management at the river basin scale.</p> <p>The key relevant objective is to establish a framework for the protection and improvement of inland surface waters, transitional waters, coastal waters and groundwater</p>	There is an IA objective focused on water quality. Emerging Local Plan policies will be assessed against this objective through the IA process.	EC
Marine Strategy Framework Directive (2008/56/EC)	2008	<p>The Directive establishes a framework for member states to take measures to maintain or achieve 'good environmental status' in the marine environment by 2020.</p> <p>The Directive applies an ecosystem based approach to the regulation and management of the marine environment, marine natural resources and marine ecological systems. It was transposed into domestic law through the Marine Strategy Regulations 2010.</p>	There is an IA objective focused on water quality. Emerging Local Plan policies will be assessed against this objective through the IA process.	EC
<b>Air Quality</b>				
EU National Emissions Ceilings Directive (2001/81/EC) (made into national law as the National Emission Ceilings Regulations 2002)	2001	The implementation of the directive requires that Member States develops national programmes in 2002 and, where needed, revise those plans in 2006 that aim at meeting fixed ceilings of national emissions by 2010 and thereafter. Further Member States have to report their emission inventories to the EEA and	There is an IA objective related to air quality. Emerging Local Plan policies will be assessed against this objective through the IA process.	EC

Plan or programme	Date of publication	Objectives, requirements or targets relevant to the plan and IA	How has the plan/ programme been addressed in the Local Plan	Source
		the European Commission in order to monitor progress and verify compliance		
Air Quality Framework Directive (96/62/EC) <sup>1</sup> and daughter Directives: 1999/30/EC; 2000/69/EC; 2002/3/EC; 2004/107/EC and Air Quality Regulations	1999-2004	Sets European-wide limit values for twelve air pollutants in a series of daughter directives. The list of atmospheric pollutants includes sulphur dioxide, nitrogen dioxide, particulate matter, lead, ozone, benzene, carbon monoxide, poly-aromatic hydrocarbons, cadmium, arsenic, nickel and mercury. Key objectives include: <ul style="list-style-type: none"> <li>• Avoid, prevent or reduce harmful effects on human health and the environment;</li> <li>• Make information on ambient air quality available to the public;</li> </ul> Maintain air quality where good and improve it in other cases.	There is an IA objective focused on improving air quality in Copeland. Emerging Local Plan policies will be assessed against this objective through the IA process.	EC
<b>Climate Change and Flood Risk</b>				
The Kyoto Protocol	1997	The Kyoto Protocol sets legally binding measures to achieve the objectives of the United Nations Framework Convention on Climate Change.  Key objectives are to: <ul style="list-style-type: none"> <li>• Reduce greenhouse emissions by 5% of 1990 levels over the period 2008-2012;</li> </ul>	There is an IA objective focused on promoting adaptation to climate change. Emerging Local Plan policies will be assessed against this objective through the IA process.	United Nations

Plan or programme	Date of publication	Objectives, requirements or targets relevant to the plan and IA	How has the plan/ programme been addressed in the Local Plan	Source
		<ul style="list-style-type: none"> <li>The UK has a Kyoto protocol agreement of 12.5 reductions over the period 2008-2012.</li> </ul>		
European Floods Directive 2007 (2007/60/EC)	2007	Requires Local Authorities to feed in to the Preliminary Flood Risk Assessment, as well as the Local Flood Risk Strategy, and ensure that objectives within Local Plans compliment the objectives of the Directive.	There is an IA objective relating to flood risk. Emerging Local Plan policies will be assessed against this objective through the IA process.	EC
<b>Heritage and Landscape</b>				
The Convention for the Protection of the Architectural Heritage of Europe (Granada Convention) ETS No 121	1987	Promote polices for the conservation and enhancement of Europe's heritage	These plans are not directly relevant to the IA however, they are listed here because they provide the wider context for heritage considerations within the IA Framework.	EC
The European Convention on the Protection of Archaeological Heritage (Valetta Convention) ETS No. 66 (Revised)	1995	Conservation and enhancement of archaeological heritage		EC
General Conference of UNESCO	1972	A single text was agreed on by all parties, and the Convention concerning the Protection of the World Cultural and Natural Heritage was adopted		EC
The European Landscape Convention	2000	The objectives of the Convention are to promote European landscape protection, management	There is an IA objective focused on protecting and enhancing places, landscape and buildings of historic,	EC

Plan or programme	Date of publication	Objectives, requirements or targets relevant to the plan and IA	How has the plan/ programme been addressed in the Local Plan	Source
		and planning, and to organise European co-operation on landscape issues.	cultural and archaeological value. Emerging Local Plan policies will be assessed against this objective through the IA process.	
<b>Community Health and Equality, Leisure and Education</b>				
European Health Strategy 'Together for Health: A Strategic Approach for the EU 2008-2013'	2007	At the community level, ensure that health policy fosters good health, protects citizens from threats and support sustainability. Three objectives are defined to meet these challenges: <ul style="list-style-type: none"> <li>• Fostering good health in an ageing Europe; Protecting citizens from health threats; and</li> <li>• Supporting dynamic health systems and new technologies.</li> </ul>	There is an IA objective focused on improving physical and mental health and well-being of people and reducing health inequalities within Copeland. Emerging Local Plan policies will be assessed against this objective through the IA process.	EC
Environmental Noise Directive (2002/49/EC)	2002	The Directive provides a framework for national and local noise policy. It requires the production of strategic noise maps to inform the public about noise exposure and its effects and to highlight actions to address noise issues. Its objective is 'to define a common approach intended to avoid, prevent or reduce on a prioritised basis the harmful effects, including annoyance, due to the exposure to environmental noise.'	There is an IA objective relating to the improvement of the physical and mental health and well-being of Copeland's residents. Emerging Local Plan policies will be assessed against this objective through the IA process.	EC
<b>Local Economy and Employment</b>				
There are no international documents that are directly relevant to the topic of Local Economy and Employment				

Plan or programme	Date of publication	Objectives, requirements or targets relevant to the plan and IA	How has the plan/ programme been addressed in the Local Plan	Source
<b>Transport</b>				
There are no international documents that are directly relevant to the topic of Transport				
<b>Housing</b>				
There are no international documents that are directly relevant to the topic of Housing				

## A2 National plans, programmes and strategies

Plan or programme	Date of publication	Objectives, requirements or targets relevant to the plan and IA	How has the plan/ programme been addressed in the Local Plan	Source
<b>Biodiversity, Fauna and Flora</b>				
Wildlife and Countryside Act	1981	Covers: SSSIs, SPAs and RAMSAR sites. Also includes schedules on birds, animals, plants and invasive species. Protection may include prohibition of some or all of: killing, injuring, disturbing, taking, sale/barter or possession of species.	There is an IA objective relating to biodiversity. Emerging Local Plan policies will be assessed against this objective through the IA process.	Natural England
Natural Environment and Rural Communities (NERC) Act	2006	Came into force on 1st Oct 2006. Section 40 of the Act requires all public bodies to have regard to biodiversity conservation when carrying out their functions. This is commonly referred to as the 'Biodiversity duty'  This duty extends to all public bodies the biodiversity duty of section 74 of the Countryside and Rights of Way Act 2000 (CROW), which placed a duty on Government and Ministers.  The aim of the biodiversity duty is to raise the profile of biodiversity in England and Wales, so that the conservation of biodiversity becomes properly embedded in all relevant policies and decisions made by public authorities.	There is an IA objective relating to biodiversity. Emerging Local Plan policies will be assessed against this objective through the IA process.	Natural England
The Conservation of Habitats and Species	2010	The Regulations provide for the designation and protection of 'European sites', the	There is an IA objective relating to biodiversity. Emerging Local Plan	JNCC

Plan or programme	Date of publication	Objectives, requirements or targets relevant to the plan and IA	How has the plan/ programme been addressed in the Local Plan	Source
Regulations (the Habitats Regulations) as amended by the Conservation of Habitats and Species (Amendment) Regulations 2012		<p>protection of 'European protected species', and the adaptation of planning and other controls for the protection of European Sites.</p> <p>Under the Regulations, competent authorities i.e. any Minister, government department, public body, or person holding public office, have a general duty, in the exercise of any of their functions, to have regard to the EC Habitats Directive.</p>	policies will be assessed against this objective through the IA process.	
UK Post-2010 Biodiversity Framework	2012	This supersedes the UK BAP (1994). The framework shows how the work of the four UK countries joins up with work at a UK level to achieve the 'Aichi Biodiversity Targets' and the aims of the EU biodiversity strategy. It identifies the activities required to complement the country biodiversity strategies, and where work in the country strategies contributes to international obligations.	There is an IA objective relating to biodiversity. Emerging Local Plan policies will be assessed against this objective through the IA process.	JNCC
Biodiversity 2020: A Strategy for England's Wildlife and Ecosystem Services	2010	The Strategy provides a picture of how the Government is implementing its international and EU commitments regarding the natural environment. It sets out the strategic direction for biodiversity policy on land (including rivers and lakes) and at sea. The document supersedes the UK Biodiversity Action Plan.	There is an IA objective relating to biodiversity. Emerging Local Plan policies will be assessed against this objective through the IA process.	DEFRA

Plan or programme	Date of publication	Objectives, requirements or targets relevant to the plan and IA	How has the plan/ programme been addressed in the Local Plan	Source
UK Marine Policy Statement	2011	The statement sets out the policy framework for sustainable development of our seas, however Marine Plans will set out how the MPS will be implemented. Currently there is no Marine Plan for this region. The UK vision for the marine environment is for 'clean, healthy, safe, productive and biologically diverse oceans and seas.	There is an IA objective relating to biodiversity. Emerging Local Plan policies will be assessed against this objective through the IA process.	DEFRA
A Green Future: Our 25 Year Plan to Improve the Environment	2019	The Plan contain a number of relevant targets to improve the UK's air and water quality and protect threatened plants, trees and wildlife species.	There are IA objective linked to air and water quality, biodiversity, use of natural resources, mitigating and adapting to climate change, heritage and minimising waste.	DEFRA
<b>Land Resources</b>				
Waste Strategy for England	2013	Promotes best practicable environmental option (BPEO), the waste hierarchy and the proximity principle. A key objective is to decouple waste growth from economic growth and put more emphasis upon waste prevention and re-use.	There is an IA objective focused on minimising waste. Emerging Local Plan policies will be assessed against this objective through the IA process.	DEFRA
Waste Management Plan for England	2013	The plan provides an analysis on waste management in England, bringing current and	There is an IA objective focused on minimising waste. Emerging Local Plan policies will be assessed	DEFRA

Plan or programme	Date of publication	Objectives, requirements or targets relevant to the plan and IA	How has the plan/ programme been addressed in the Local Plan	Source
		planned waste management policies together in one place. A key objective is to prepare for re-use, recycling, recovery and disposal of waste and an evaluation of how the plan will support the implementation of the objectives and provisions of the revised WFD.	against this objective through the IA process.	
Nuclear Sector Deal	2018	Key principles include securing the UKs diverse energy mix and drive down the costs of nuclear energy and kick starting a new advanced manufacturing programme including with research and development investment to develop world-leading nuclear technologies.	There is an IA objective relating to increasing energy efficiency in the built environment and promoting the use of energy from renewable sources.	HM Government
National Land Use Database of Previously Developed Land	2014	NLUD-PDL is an official statistic and has been published by the Office of National Statistics on its Neighbourhood Statistics website since 2004. It provides details on all previously developed land and buildings in England that may be available for development, whether vacant, derelict or still in productive use.	There is an IA objective on land resources and a locally distinctive sub-criteria focused on developing brownfield land. Emerging Local Plan policies will be assessed against this objective through the IA process.	Homes and Communities Agency published on gov.uk
Clean Growth Strategy	2018	The aim of the document is to support productivity and growth while cutting greenhouse emissions.	There are IA objectives linked to improving air quality in Copeland and supporting a sustainable local economy.	Department for Business, Energy and Industrial Strategy
<b>Water Quality</b>				

Plan or programme	Date of publication	Objectives, requirements or targets relevant to the plan and IA	How has the plan/ programme been addressed in the Local Plan	Source
Water Act	2014	<p>Key objectives:</p> <p>All surface water bodies to meet “good” ecological status and “good” chemical status by 2015.</p> <p>Water conservation is a priority and water abstraction/impoundment must not be done so in an unsustainable manner or one that contributes to the deterioration of water resources.</p> <p>The sustainable use of water and water conservation are key objectives.</p>	<p>There is an IA objective focused on water quality. Emerging Local Plan policies will be assessed against this objective through the IA process.</p>	DEFRA
Future Water – The Government’s Water Strategy for England	2008	<p>The strategy sets out a framework for water management in England. The government has launched its new water strategy for England, Future Water. This includes: sustainable delivery of secure water supplies, an improved and protected water environment, fair, affordable and cost-reflective water charges, reduced water sector greenhouse gas emissions and more sustainable and effective management of surface water.</p> <p>One of the key messages is that climate change is likely to lead to water shortages in the summer months in future.</p>	<p>There is an IA objective focused on water quality. Emerging Local Plan policies will be assessed against this objective through the IA process.</p>	DEFRA
<b>Air Quality</b>				

Plan or programme	Date of publication	Objectives, requirements or targets relevant to the plan and IA	How has the plan/ programme been addressed in the Local Plan	Source
The Air Quality Standards Regulations	2010	The Air Quality Standards Regulations 2010 transposes the EU Directive into UK law and sets standards (binding limit values) and assessment criteria for air quality.	There is an IA objective focused on air quality. Emerging Local Plan policies will be assessed against this objective through the IA process.	UK government
National Air Quality Strategy for England, Scotland, Wales and Northern Ireland.	March 2011	The National Air Quality Strategy sets objective values for eight key pollutants, as a tool to help local authorities manage local air quality improvements in accordance with the EU Air Quality Directive and associated Regulations. The key pollutants are: Particles - PM10 and PM2.5; Nitrogen dioxide (*for nitrogen oxides); Ozone*; Sulphur dioxide*; Polycyclic aromatic hydrocarbons; Benzene; 1, 3 butadiene; Carbon monoxide; Lead.	There is an IA objective focused on air quality. Emerging Local Plan policies will be assessed against this objective through the IA process.	DEFRA
The Air Quality Strategy for England, Scotland, Wales and Northern Ireland	2007	The Strategy sets out air quality objectives and policy options to improve UK air quality.	There is an IA objective focused on air quality. Emerging Local Plan policies will be assessed against this objective through the IA process.	DEFRA

Plan or programme	Date of publication	Objectives, requirements or targets relevant to the plan and IA	How has the plan/ programme been addressed in the Local Plan	Source
<b>Climatic Factors and Flood Risk</b>				
Planning and Energy Act	2008	<p>The Act allows local councils in England and Wales to set reasonable requirements in their development plan documents for:</p> <p>A proportion of energy used in development in their area to be energy from renewable sources in the locality of the development;</p> <p>A proportion of energy used in development in their area to be low-carbon energy from sources in the locality of the development;</p> <p>Development in their area to comply with energy-efficiency standards that exceed the energy requirements of building regulations.</p>	There is an IA objective focused on promoting adaptation to climate change. Emerging Local Plan policies will be assessed against this objective through the IA process.	UK Parliament
Climate Change Act	2008	<p>Two key aims underpinning the Act:</p> <p>To improve carbon management and help the transition towards a low carbon economy in the UK;</p> <p>To demonstrate strong UK leadership internationally, signalling that we are committed to taking our share of responsibility for reducing global emissions in the context of developing negotiations on a post-2012 global agreement at Copenhagen next year.</p>	There is an IA objective focused on promoting adaptation to climate change. Emerging Local Plan policies will be assessed against this objective through the IA process.	UK Parliament

Plan or programme	Date of publication	Objectives, requirements or targets relevant to the plan and IA	How has the plan/ programme been addressed in the Local Plan	Source
The Flood Risk Regulations	2009	Its purpose of these regulations is to transpose the EC Floods Directive (Directive 2007/60/EC on the assessment and management of flood risks) into domestic law and to implement its provisions. In particular, it places duties on the Environment Agency and local authorities to prepare flood risk assessments, flood risk maps and flood risk management plans.	There is an IA objective relating to flood risk. Emerging Local Plan policies will be assessed against this objective through the IA process.	UK Parliament
Flood & Water Management Act	2010	Seeks to “localise” responsibility for flood risk, particularly from ordinary watercourses. Key policies within the act include: providing the Environment Agency with an overview of all flood and coastal erosion risk management and unitary and county councils to lead in managing the risk of all local floods; encouraging the uptake of sustainable drainage systems and providing for unitary and county councils to adopt SUDS for new developments and redevelopments; introduce an improved risk based approach to reservoir safety	There is an IA objective relating to flood risk. Emerging Local Plan policies will be assessed against this objective through the IA process.	DEFRA
The Carbon Plan: Delivering our Low Carbon Future	2011	The Plan sets out the Government’s plan for achieving emission reductions in order to meet the 2050 targets. Its aim is to make the transition to a low carbon economy while maintaining energy security, and minimising	There is an IA objective focused on promoting adaptation to climate change. Emerging Local Plan policies will be assessed	HM Government

Plan or programme	Date of publication	Objectives, requirements or targets relevant to the plan and IA	How has the plan/ programme been addressed in the Local Plan	Source
		costs to consumers, particularly poorer households.	against this objective through the IA process.	
Mainstreaming Sustainable Development	2011	This document sets out the Government's vision for sustainable development and includes measures to support it through the Green Economy, action to tackle climate change, protecting and enhancing the natural environment, fairness and improving wellbeing and building a Big Society.	There is an IA objective focused on promoting adaptation to climate change. Emerging Local Plan policies will be assessed against this objective through the IA process.	DEFRA
Mainstreaming Sustainable Development: Government Progress 2013	2013	This document reviews the progress made since the introduction of the above document and identifies areas that can still be improved	There is an IA objective focused on promoting adaptation to climate change. Emerging Local Plan policies will be assessed against this objective through the IA process.	DEFRA
Safeguarding our Soils: A Strategy for England	2009	This document outlines the Governments approach to safeguarding soils. 'By 2030, all England's soils will be managed sustainably and degradation threats tackled successfully. This will improve the quality of England's soils and safeguard their ability to provide essential services for future generations.'	There are IA objectives to conserve and enhance biodiversity, protect and enhance landscapes, maintain water quality, promote adaption to climate change and reduce flood risk. Emerging Local Plan policies will be assessed against these	DEFRA

Plan or programme	Date of publication	Objectives, requirements or targets relevant to the plan and IA	How has the plan/ programme been addressed in the Local Plan	Source
			objectives through the IA process.	
UK Renewable Energy Roadmap	2013	The Renewable Energy Roadmap provides the framework for the delivery of renewable energy deployment in the UK. This update sets out the progress and changes delivered by the renewable energy sector towards the aims set out in the Roadmap.	There is an IA objective to promote the use of energy from renewable sources. Emerging Local Plan policies will be assessed against this objective through the IA process.	HM Government
Committee on Climate Change Net Zero report	2019	The report recommends a target of net-zero greenhouse gases by 2050 in the UK.	There is an IA objective focused on promoting adaptation to climate change and reducing carbon emissions. The Council will monitor the Government's response to the report as the Local Plan develops.	Committee on Climate Change
<b>Heritage and Landscape</b>				
Heritage Protection Review White Paper	2008	The proposals in the document are based on three core objectives: The need to develop a unified approach to the historic environment; Maximising opportunities for inclusion and involvement; Supporting sustainable communities by putting the historic environment at the heart of an effective planning system.	There is an IA objective focused on protecting and enhancing places, landscape and buildings of historic, cultural and archaeological value. Emerging Local Plan policies will be assessed against this objective through the IA process.	HM Government

Plan or programme	Date of publication	Objectives, requirements or targets relevant to the plan and IA	How has the plan/ programme been addressed in the Local Plan	Source
Ancient Monument and Archaeological Areas Act 1979	1979	The Act is concerned with the protection of archaeological sites and ancient monuments in England. It contains a duty to list the buildings and ancient monuments that are protected by law	There is an IA objective focused on protecting and enhancing places, landscape and buildings of historic, cultural and archaeological value. Emerging Local Plan policies will be assessed against this objective through the IA process.	HM Government
Planning (Listed Building and Conservation Areas) Act 1990	1990	The Act is the primary legislation for the control of development and alterations that affect listed buildings and conservation areas. The Act requires Local Planning Authorities to conserve or enhance the historic environment and protect listed buildings and conservation areas.	There is an IA objective focused on protecting and enhancing places, landscape and buildings of historic, cultural and archaeological value. Emerging Local Plan policies will be assessed against this objective through the IA process.	HM Government
Green Infrastructure Guidance (NE176)	2009	Infrastructure Guidance (Natural England, 2009) The Guide provides an overview of what green infrastructure is, the benefits of providing green infrastructure and the contribution it can make to Natural England's strategic outcomes. It also includes examples of good practice in providing green infrastructure in developments.	There is an IA objective focused on protecting and enhancing places, landscape and buildings of historic, cultural and archaeological value. Emerging Local Plan policies will be assessed against this objective through the IA process.	Natural England

Plan or programme	Date of publication	Objectives, requirements or targets relevant to the plan and IA	How has the plan/ programme been addressed in the Local Plan	Source
National Character Areas	2014	<p>Natural England have produced guidance for the national character areas. The Borough is covered by two NCAs (West Cumbria Coastal Plain and Cumbria High Fells).</p> <p>The NCAs identify opportunities for positive environmental change and provide a basis for assessing the effects of sites and policies on the sustainability objectives.</p>	<p>There is an IA objective focused on protecting and enhancing places, landscape and buildings of historic, cultural and archaeological value. Emerging Local Plan policies will be assessed against this objective through the IA process.</p>	Natural England
National Heritage Protection Plan Framework	2013	<p>The Plan contains a framework for heritage protection built around a set of priorities. The Plan will inform Actions Plans which are being developed by a range of heritage organisations, including English Heritage. The English Heritage Action Plan sets out how the organisation will contribute to the objectives in the Protection Plan.</p> <p>The Plan seeks to ensure that the historic environment is “not needlessly at risk of damage, erosion or loss; is experience, understood and enjoyed by local communities; contributes to sustainable and distinctive places to live and work; helps deliver positive and sustainable economic growth.”</p>	<p>There is an IA objective focused on protecting and enhancing places, landscape and buildings of historic, cultural and archaeological value. Emerging Local Plan policies will be assessed against this objective through the IA process.</p>	Historic England (formerly English Heritage)
<b>Community Health and Equality, Leisure and Education</b>				

Plan or programme	Date of publication	Objectives, requirements or targets relevant to the plan and IA	How has the plan/ programme been addressed in the Local Plan	Source
Play Strategy for England	2008	Strategy aims to ensure that play spaces are attractive, welcoming, engaging and accessible for all local children and young people, including disabled children, and children from minority groups in the community.	There is an IA objective on leisure which includes consideration of play facilities. Emerging Local Plan policies will be assessed against these objective through the IA process.	DCMS
Healthy Lives, Healthy People: our strategy for public health in England	2010	The plans set out in this White Paper put local communities at the heart of public health. The Government intends to end central control and give local government the freedom, responsibility and funding to innovate and develop their own ways of improving public health in their area.	Inclusion of IA objectives that aim to improve human health and reduce health inequalities. Emerging Local Plan policies will be assessed against these objectives through the IA process.	PHE
Public Health White Paper	2011	The white paper is designed to build on the successes of previous governments whilst addressing some of the key problems experienced by the NHS over the previous years.	Inclusion of IA objectives that aim to improve human health and reduce health inequalities. Emerging Local Plan policies will be assessed against these objectives through the IA process.	DoH
Health and Social Care Act	2012	The Act seeks to address the issues facing the NHS and the need for it to change to meet the challenges it f aces. The Health and Social Care Act puts clinicians at the centre of commissioning, frees up providers to	Inclusion of IA objectives that aim to improve human health and reduce health inequalities. Emerging Local Plan policies will be assessed against these	DoH

Plan or programme	Date of publication	Objectives, requirements or targets relevant to the plan and IA	How has the plan/ programme been addressed in the Local Plan	Source
		innovate, empowers patients and gives a new focus to public health.	objectives through the IA process.	
Confident Communities, Brighter Futures	2010	This report is part of a continuing programme of action to improve the mental health and well-being of the whole population.	Inclusion of IA objectives that aim to improve human health and reduce health inequalities. Emerging Local Plan policies will be assessed against these objectives through the IA process.	HM Government
Countryside and Rights of Way Act 2000	2000	The Act was produced to extend the public's ability to enjoy the countryside, whilst safeguarding landowners and occupiers. It gives, amongst other things, a statutory right of access to open countryside and registered common land.	Inclusion of IA objectives that aim to improve human health and reduce health inequalities. There is also an objective to support the sustainable development of the leisure and tourism industry. Emerging Local Plan policies will be assessed against these objectives through the IA process.	HM Government
Localism Act 2011	2011	The Act contains a wide range of measures to devolve more powers to councils and neighbourhoods and give local communities greater control over housing and planning.	Inclusion of IA objectives that aim to improve human health and reduce health inequalities. Emerging Local Plan policies will be assessed against these objectives through the IA process.	HM Government

Plan or programme	Date of publication	Objectives, requirements or targets relevant to the plan and IA	How has the plan/ programme been addressed in the Local Plan	Source
Government Tourism Policy	2011	The paper outlines the UK Government's approach to the tourism economy in England. The Policy lists three main aims: attracting extra visitors to the UK through enhanced marketing, increasing the proportion of UK residents who holiday in the UK, and improving the sector's productivity.	There an IA objective to support the sustainable development of the leisure and tourism industry. Emerging Local Plan policies will be assessed against this objective through the IA process.	DCMS
Public Health Outcomes Framework 2013 to 2016	2013	The document sets out how the Department of Health will measure success in public health, both nationally and locally. Sport and physical activity can make a positive contribution to many of the indicators in the Framework. A key objective is 'To improve and protect the nation's health and to improve the health of the poorest, fastest.'	Inclusion of IA objectives that aim to improve human health and reduce health inequalities. Emerging Local Plan policies will be assessed against these objectives through the IA process.	Dept. of Health
Marine and Coastal Access Act	2009	The Act seeks to improve management and increase protection of the marine environment and improve recreational access to England's coasts	Inclusion of IA objectives that aim to improve human health and reduce health inequalities. There is also an objective to support the sustainable development of the leisure and tourism industry. Emerging Local Plan policies will be assessed against these objectives through the IA process.	HM Government
<b>Local Economy and Employment</b>				

Plan or programme	Date of publication	Objectives, requirements or targets relevant to the plan and IA	How has the plan/ programme been addressed in the Local Plan	Source
Industrial Strategy: Building a Britain fit for the future	2017	The Strategy aims to boost productivity in the UK. It includes a number of objectives based upon the themes of ideas, people, infrastructure, business environment and places.	The IA includes an objective supporting economic growth.	HM Government
<b>Transport</b>				
The Northern Powerhouse: One Agenda, One Economy, One North (The Northern Transport Strategy)	2015	Transport vision to maximise the economic potential of the North by: transforming city to city rail through both HS2 and a new TransNorth system; deliver the full HS2 'Y' network; invest in the North's Strategic Road Network (SRN); set out a clearly prioritised multimodal freight strategy; pursue better connections to Manchester Airport (and other airports); develop integrated and smart ticket structures.	Included for context	Transport for the North
Creating Growth, Cutting Carbon: Making Sustainable Local Transport Happen. Transport White Paper	2011	The white paper provides examples of sustainable travel good practice and sets out the government's approach to journeys of five miles or less.	There are IA objectives to improve access to services and facilities, improve air quality and enhance and develop sustainable transport networks in Copeland. Emerging Local Plan policies will be assessed against these objectives through the IA process.	DFT
National Infrastructure Plan	2014	This is an update to the previous document on the progress made since 2010 and the vision	There are IA objectives to improve access to services and	HM Treasury

Plan or programme	Date of publication	Objectives, requirements or targets relevant to the plan and IA	How has the plan/ programme been addressed in the Local Plan	Source
		<p>for short term and long term projects. Objectives include: ‘-Maximising the potential of existing road and rail networks, -transforming energy and transport systems to deliver a low carbon economy, -transforming the UKs strategic rail infrastructure. -meeting future challenges in providing sustainable access to water for everyone, -protecting the economy from the current and growing risk of floods and coastal erosion, -reducing waste and improving the way it is treated, -providing the best superfast broadband in Europe, -ensuring that the UK remains a world leader in science research and innovation.’</p>	<p>facilities, improve air quality and enhance and develop sustainable transport networks in Copeland. Emerging Local Plan policies will be assessed against these objectives through the IA process.</p>	
<b>Housing</b>				
The Housing White Paper	2017	<p>The white paper “Fixing our broken housing market” sets out a broad range of reforms that government plans to introduce to help reform the housing market and increase the supply of new homes. The key aims are:</p> <ul style="list-style-type: none"> <li>• Planning for the right homes in the right places</li> <li>• Building homes faster</li> <li>• Diversifying the market</li> </ul>	<p>There is an IA objective relating to housing. Emerging Local Plan policies will be assessed against this objective through the IA process.</p>	DCLG

Plan or programme	Date of publication	Objectives, requirements or targets relevant to the plan and IA	How has the plan/ programme been addressed in the Local Plan	Source
		<ul style="list-style-type: none"> <li>• Helping people now</li> </ul>		
Sustainable Communities: Building for the Future	2003	<ul style="list-style-type: none"> <li>• To ensure that all tenants have a decent home by 2010.</li> <li>• To improve conditions for vulnerable people in private accommodation.</li> <li>• To ensure all tenants, social and private, get an excellent service from their landlord.</li> <li>• To ensure all communities have a clean, safe and attractive environment in which people can take pride.</li> <li>• Low demand and abandonment - bring back life to those cities where there is low demand for housing, and where homes have been abandoned.</li> <li>• Land, countryside and rural communities - Ensure that in tackling housing shortages the countryside is protected and enhanced rather than creating urban sprawl.</li> <li>• Address housing needs of rural communities who are often the guardians of the countryside.</li> </ul>	There is an IA objective relating to housing. Emerging Local Plan policies will be assessed against this objective through the IA process.	Former OPDM
Planning Policy for Traveller Sites	2012	The document is the governments planning policy for traveller sites. It replaces Circular 01/06: Planning for Gypsy and Traveller Caravan Sites and Circular 04/07: Planning for Travelling Show people.	There is an IA objective relating to housing. Emerging Local Plan policies will be assessed against this objective through the IA process.	MHCLG (Formerly DCLG)

Plan or programme	Date of publication	Objectives, requirements or targets relevant to the plan and IA	How has the plan/ programme been addressed in the Local Plan	Source
		<p>The main objective of the document is: 'To ensure fair and equal treatment for travellers, in a way that facilitates the traditional and nomadic way of life of travellers while respecting the interest of the settled community.'</p>		

## A3 National Planning Policy Framework

Plan or programme	Date of publication	Objectives, requirements or targets relevant to the plan and IA	How has the plan/ programme been addressed in the Local Plan	Source
<b>Biodiversity, Fauna and Flora</b>				
National Planning Policy Framework (NPPF)	2019	This document includes the overarching national planning policy guidance for England. Section 15 is focused on Conserving and Enhancing the Natural Environment and is relevant for this section.	The Local Plan policies will be developed in line with NPPF policies.	MHCLG
<b>Land Resources</b>				
The NPPF is not directly relevant to the Land Resources section, as it states that the topic is covered under the Waste Strategy for England. As such, the Local Plan policies relevant to this will be developed in line with the Waste Strategy for England (2013).				
<b>Water Quality</b>				
National Planning Policy Framework (NPPF)	2019	This document includes the overarching national planning policy guidance for England. The NPPF states that Local Plans should take account of climate change over the longer term, including factors such as flood risk, coastal change, water supply and changes to biodiversity and landscape.	The Local Plan policies will be developed in line with NPPF policies.	MHCLG
<b>Air Quality</b>				
National Planning Policy Framework (NPPF)	2019	This document includes the overarching national planning policy guidance for England. The NPPF in paragraph 181 states that planning policies should sustain and contribute towards compliance with relevant limit values or national objectives for pollutants. This includes taking into account the presence of	The Local Plan policies will be developed in line with NPPF policies.	MHCLG

Plan or programme	Date of publication	Objectives, requirements or targets relevant to the plan and IA	How has the plan/ programme been addressed in the Local Plan	Source
		Air Quality Management Areas and the cumulative impacts on air quality from individual sites.		
<b>Climate Change and Flood Risk</b>				
National Planning Policy Framework (NPPF)	2019	This document includes the overarching national planning policy guidance for England. Chapter 14 of the NPPF, Meeting the challenge of climate change, flooding and coastal change. The key messages are that planning plays a key part in meeting these challenges and local planning authorities should adopt proactive strategies to mitigate and adapt to climate change, taking account of flood risk, coastal change and water supply and demand considerations.	The Local Plan policies will be developed in line with NPPF policies.	MHCLG
<b>Heritage and Landscape</b>				
National Planning Policy Framework (NPPF)	2019	This document includes the overarching national planning policy guidance for England. Chapter 15 focuses on Conserving and Enhancing the Natural Environment and Chapter 16 is focused on Conserving and Enhancing the Historic Environment, and both are relevant for this section.	The Local Plan policies will be developed in line with NPPF policies.	MHCLG
<b>Community Health and Equality, Leisure and Education</b>				
National Planning Policy Framework (NPPF)	2019	This document includes the overarching national planning policy guidance for England. The NPPF is focused on achieving sustainable development, which focuses on the social, economic and environmental aspects coming together to achieve this. This includes a section on housing which aims to deliver a wide	The Local Plan policies will be developed in line with NPPF policies.	MHCLG

Plan or programme	Date of publication	Objectives, requirements or targets relevant to the plan and IA	How has the plan/ programme been addressed in the Local Plan	Source
		<p>choice of high quality homes, creating sustainable, inclusive and mixed communities.</p> <p>Other sections of the NPPF aim to promote healthy communities, delivering social, recreational and cultural facilities.</p> <p>The NPPF in paragraph 16 also states that plans should be shaped by early, proportionate and effective engagement between policy makers and communities.</p>		
<b>Local Economy and Employment</b>				
National Planning Policy Framework (NPPF)	2019	<p>This document includes the overarching national planning policy guidance for England.</p> <p>The NPPF is focused around sustainable development, which has an economic role in building a strong economy.</p> <p>Section 6 is focused on Building a strong, competitive economy, and paragraph 80 states that local planning authorities should help create the conditions in which businesses can invest, expand and adapt. Significant weight should be placed on the need to support economic growth and productivity.</p> <p>Section 3 is focused on Supporting a prosperous rural economy. It states that local plans should support the sustainable growth and expansion of businesses.</p>	The Local Plan policies will be developed in line with NPPF policies.	MHCLG
<b>Transport</b>				

Plan or programme	Date of publication	Objectives, requirements or targets relevant to the plan and IA	How has the plan/ programme been addressed in the Local Plan	Source
National Planning Policy Framework (NPPF)	2019	<p>This document includes the overarching national planning policy guidance for England.</p> <p>Section 9 of the NPPF is Promoting Sustainable Transport. It states the importance of transport policies in delivering sustainable development. The transport system should be balanced in favour of sustainable transport modes, using smarter choices and giving people choice of how they travel.</p>	The Local Plan policies will be developed in line with NPPF policies.	MHCLG
<b>Housing</b>				
National Planning Policy Framework (NPPF)	2019	<p>This document includes the overarching national planning policy guidance for England. One of its aims is to significantly boost the supply of housing.</p> <p>Planning policies should promote high quality inclusive design in the layout of new developments and individual buildings in terms of function and impact, not just for the short term but over the lifetime of the development. Design which fails to take the opportunities available for improving the character and quality of an area should not be accepted.</p>	The Local Plan policies will be developed in line with NPPF policies.	MHCLG

## A4 Regional and County-wide plans, programmes and strategies

Plan or programme	Date of publication	Objectives, requirements or targets relevant to the plan and IA	How has the plan/ programme been addressed in the Local Plan	Source
<b>Biodiversity, Fauna and Flora</b>				
Cumbria Biodiversity Action Plan	2001	<p>The Action Plan has 39 Species and Habitat Action Plans covering over 700 individual actions designed to conserve and / or enhance a range of threatened species and habitats of both local and national importance.</p> <p>The key objectives include:</p> <p>Seek to achieve sustainable uses of Cumbria’s land and waters in ways which conserve and, where possible, restore and enhance biodiversity;</p> <p>Maintain and where necessary, seek to improve the quality of Cumbria’s air, water, soils and climate to provide a sustainable medium for a healthy biodiversity; Implement the Cumbria Biodiversity Action Plan through the planning and development control process;</p> <p>Ensure nature conservation and environmental legislation achieves effective protection and management of Cumbria’s biodiversity;</p> <p>Seek to realise the potential for all members of society to value and enjoy biodiversity and to contribute to its conservation and enhancement;</p>	There is an IA objective relating to biodiversity. Emerging Local Plan policies will be assessed against this objective through the IA process.	Cumbria County Council

Plan or programme	Date of publication	Objectives, requirements or targets relevant to the plan and IA	How has the plan/ programme been addressed in the Local Plan	Source
		Ensure that biological and geological data is collected, collated and exchanged in order to enable more effective nature conservation and education to be achieved.		
<b>Land Resources</b>				
Cumbria Minerals and Waste Local Plan 2015 -2030	2015	<p>The Plan sets out the Council's vision and strategy for waste management and minerals development within Cumbria outside the two National Parks. It identifies what minerals extraction and waste management development should go where, why they should go there and how, by doing so, it can make other land use and infrastructure systems function better. It provides policies for the assessment of new minerals and waste development proposals that seek to secure good design and mitigate their impacts upon surrounding land uses, environmental assets and the wider community.</p> <p>The key objectives are to:</p> <p>Ensure the right types of waste management facilities have been built by the end of the plan period to reduce the amount of waste going to landfill</p> <p>Prioritise minimizing waste and take responsibility for regarding it as a resource</p>	There is an IA objective focused on minimising waste. Emerging Local Plan policies will be assessed against this objective through the IA process.	Cumbria County Council
Cumbria Joint Municipal Waste Management	2007	This strategy reflects the commitment to protect and sustain our environment and provide Cumbria's residents with a first class waste management service.	There is an IA objective focused on minimising waste. Emerging Local Plan policies will be assessed	Cumbria County Council

Plan or programme	Date of publication	Objectives, requirements or targets relevant to the plan and IA	How has the plan/ programme been addressed in the Local Plan	Source
Strategy 2008-2020			against this objective through the IA process.	
Cumbria Renewable Energy Capacity and Deployment Study	2011	<p>The document is a technical study which looks at the County's potential for renewable energy to 2030 and its impacts upon the environment. Key objectives are:</p> <ul style="list-style-type: none"> <li>-examine current approaches to renewable electricity generation and renewable heat provision including commercial, community and small scale renewable technologies,</li> <li>-explore the full range of options to optimise renewable energy and combined heat and power, trigeneration and district heating production in the context of a rural sub-region, including exploring whether there can be less of a reliance on onshore commercial scale wind energy schemes.</li> <li>-reflect current government approaches and good practice</li> <li>-support sub-regional plan making and target setting.'</li> </ul>	<p>There is an IA objective to promote the use of energy from renewable sources. Emerging Local Plan policies will be assessed against this objective through the IA process.</p>	SQW Ltd for Cumbria County Council
Cumbria Joint Wind Energy Strategy SPD	2007	<p>The SPD supports the implementation of renewable energy policies and provides guidance for wind energy development across Cumbria.</p> <p>The document refers to the targets set in the Government's Energy Strategy.</p>	<p>There is an IA objective to promote the use of energy from renewable sources. Emerging Local Plan policies will be assessed against this objective through the IA process.</p>	Cumbria County Council
<b>Water Quality</b>				

Plan or programme	Date of publication	Objectives, requirements or targets relevant to the plan and IA	How has the plan/ programme been addressed in the Local Plan	Source
<b>Air Quality</b>				
Cumbria Air Quality Review and Assessment Progress Report	2007	<p>As part of the National Air Quality Strategy (NAQS), local authorities are required to undertake a Progress Report of air quality in their areas in years when they are not carrying out their three yearly Updating and Screening Assessment or carrying out a Detailed Assessment.</p> <p>The 2006 Updating and Screening Assessment and the 2007 Progress Report both concluded that it was unlikely that the air quality objectives for any of the seven pollutants would be exceeded within Copeland Borough.</p>	There is an IA objective focused on air quality. Emerging Local Plan policies will be assessed against this objective through the IA process.	Copeland Borough Council
<b>Climate Change and Flood Risk</b>				
The South West Lakes Catchment Flood Management Plan	2009	The CFMP has concluded that an increase in flood risk is expected within the Borough. This is due in part to an increase in the frequency and severity of flooding, due to climate change and increased urbanisation. It is also a result of an increase in the consequence of flooding, due to an increase in the number of properties affected by flood risk.	There is an IA objective focused on promoting adaptation to climate change. Emerging Local Plan policies will be assessed against this objective through the IA process.	EA
North West England and North Wales	2018	The SMP provides a large-scale assessment of the risk associated with erosion and flooding at the coast. Including	There are IA objectives focused on promoting adaptation to climate	North West and North Wales

Plan or programme	Date of publication	Objectives, requirements or targets relevant to the plan and IA	How has the plan/ programme been addressed in the Local Plan	Source
Shoreline Management Plan 2		<p>policies to help manage risks in a sustainable manner. It aims to:</p> <ul style="list-style-type: none"> <li>• set out the risks from flooding and erosion to people and the developed, historic and natural environment within the SMP2 area;</li> <li>• identify opportunities to maintain and improve the environment by managing the risks from floods and coastal erosion;</li> <li>• identify the preferred policies for managing risks from floods and erosion over the next century;</li> <li>• identify the consequences of putting the preferred policies into practice;</li> <li>• set out procedures for monitoring how effective these policies are;</li> <li>• inform others so that future land use, planning and development of the shoreline takes account of the risks and the preferred policies;</li> <li>• discourage inappropriate development in areas where the flood and erosion risks are high; and</li> </ul>	change and flood risk. Emerging Local Plan policies will be assessed against these objectives through the IA process.	Coastal Group

Plan or programme	Date of publication	Objectives, requirements or targets relevant to the plan and IA	How has the plan/ programme been addressed in the Local Plan	Source
		<ul style="list-style-type: none"> <li>• meet international and national nature conservation legislation and aim to achieve the biodiversity objectives; and,</li> <li>• highlight areas where there are gaps in knowledge about the coast and produce an action plan to address these gaps.</li> </ul>		
River Basin Management Plan: North West River Basin District	2015	The Water Framework Directive requires a management plan to be drawn up for each district. The Plan for the NW River Basin identifies the main challenges affecting the water environment in the region and proposes actions to deal with the issues. The Plan will be reviewed and updated in 2015.	There are IA objectives focused on promoting adaptation to climate change and flood risk. Emerging Local Plan policies will be assessed against these objectives through the IA process.	Environment Agency
The North West Sustainable Energy Strategy	2006	The Strategy sets out the energy challenges facing the North West and discussed how different sectors and individuals can act to address the issues, whilst achieving economic, social and environmental objectives.	There are IA objectives focused on promoting adaptation to climate change and flood risk. Emerging Local Plan policies will be assessed against these objectives through the IA process.	Former GONW
<b>Heritage and Landscape</b>				

Plan or programme	Date of publication	Objectives, requirements or targets relevant to the plan and IA	How has the plan/ programme been addressed in the Local Plan	Source
Action for Sustainability – Regional Sustainable Development Framework	2005	<p>Key objectives of the Framework:</p> <ul style="list-style-type: none"> <li>• Protect, enhance and manage the Region’s rich diversity of cultural and built environmental and archaeological assets;</li> <li>• Protect and enhance the biodiversity, local character and accessibility of the landscape across the region.</li> </ul>	There is an IA objective focused on protecting and enhancing places, landscape and buildings of historic, cultural and archaeological value. Emerging Local Plan policies will be assessed against this objective through the IA process.	Cumbria County Council
The Partnership’s Plan: The management plan for the English Lake District 2015-2020	2015	The management plan sets out how partners (including Copeland Borough Council) can work together to manage the Lake District National Park.	There is an IA objective to conserve and enhance all landscapes in the Borough. Emerging Local Plan policies will be assessed against this objective through the IA process.	The Lake District National Park Partnership
Cumbria Landscape Strategy	1997	The key objective is to ensure the continued protection of Cumbria's diverse and distinctive landscape.	There is an IA objective focused on protecting and enhancing places, landscape and buildings of historic, cultural and archaeological value. Emerging Local Plan	Cumbria County Council

Plan or programme	Date of publication	Objectives, requirements or targets relevant to the plan and IA	How has the plan/ programme been addressed in the Local Plan	Source
			policies will be assessed against this objective through the IA process.	
Cultural Strategy for Cumbria	2003	<p>The three main aims are to:</p> <p>Make Cumbria more prosperous by developing the cultural and creative infrastructure of Cumbria;</p> <p>Enhance the quality of life for individuals and the community of Cumbria;</p> <p>Celebrate our local culture and our status as a tourism destination.</p>	<p>There is an IA objective focused on protecting and enhancing places, landscape and buildings of historic, cultural and archaeological value. Emerging Local Plan policies will be assessed against this objective through the IA process.</p>	Cumbria County Council
Cumbria Landscape Character and Toolkit	2011	<p>The toolkit updates a number of older documents. The landscape character assessments seeks to describe and map elements of different features that make up landscapes. The toolkit provides a vision for each landscape, characteristics and physical character, potential changes and guidelines for the management of each landscape.</p>	<p>There is an IA objective focused on protecting and enhancing places, landscape and buildings of historic, cultural and archaeological value. Emerging Local Plan policies will be assessed against this objective through the IA process.</p>	Cumbria County Council

Plan or programme	Date of publication	Objectives, requirements or targets relevant to the plan and IA	How has the plan/ programme been addressed in the Local Plan	Source
Cumbria Historic Landscape Characterisation	2009	<p>This report is a users' guide to the Cumbria County Council historic landscape database, derived as part of the Cumbria and Lake District National Park historic Landscape Characterisation Project. Historic Landscape characterisation (HLC) is an aspect of more general landscape characterisation, providing an additional element of 'time depth'. It allows the historical evolution of the landscape to be perceived and understood.</p> <p>The report prepared by Cumbria County Council provides a guide to the historic landscape database which includes a number of areas across Copeland.</p>	<p>There is an IA objective focused on protecting and enhancing places, landscape and buildings of historic, cultural and archaeological value. Emerging Local Plan policies will be assessed against this objective through the IA process.</p>	Cumbria County Council
<b>Community Health and Equality, Leisure and Education</b>				
Cumbria Community Safety Strategic Assessment 2013-2014		<p>The CSSA gives a picture of Community Safety in Cumbria. It is made up of a County and six Districts Summary reports. These summaries draw on the information contained within the CSSA Technical Report.</p> <p>The aim of the CSSA is to highlight the county's priorities for responsible authorities and partners working together to tackle crime, disorder and substance misuse.</p>	<p>There are IA objectives to improve physical and mental health and well-being of people and promote equal opportunities in Copeland. Emerging Local Plan policies will be assessed against these objectives through the IA process.</p>	Cumbria Intelligence Observatory
Cumbria Community Strategy	2008	<p>The Strategy sets out the county's vision for its future and key priorities. The Strategy allows the Council and its partners to plan and prioritise their activities to meet the requirements of local communities. This involves working together to improve</p>	<p>There are IA objectives to improve physical and mental health and well-being of people and</p>	Cumbria Strategic Partnership

Plan or programme	Date of publication	Objectives, requirements or targets relevant to the plan and IA	How has the plan/ programme been addressed in the Local Plan	Source
		<p>the economic, social and environmental well-being of the county, whilst ensuring that the needs of future generations are considered.</p> <p>‘Cumbria will be a place where we work together to energise: - safe, strong and inclusive communities, -health and well-being throughout life, -a sustainable and prosperous economy, - effective connections between people and places, -world class environmental quality.’</p>	<p>promote equal opportunities in Copeland. Emerging Local Plan policies will be assessed against these objectives through the IA process.</p>	
<b>Local Economy and Employment</b>				
Cumbria Strategic Economic Plan: The Four Pronged Attach 2014-2024	2014	<p>The plan aims to unleash Cumbria’s economic potential, with four priority themes:</p> <ul style="list-style-type: none"> <li>• Advance manufacturing growth</li> <li>• Nuclear and energy excellence</li> <li>• Vibrant rural and visitor economy</li> <li>• Strategic connectivity of the M6 corridor</li> </ul>	<p>There is an IA objective focused on supporting a strong, diverse, vibrant and sustainable local economy to foster balanced economic growth. Emerging Local Plan policies will be assessed against this objective through the IA process.</p>	Cumbria LEP
Cumbria Local Industrial Strategy	2019	<p>The Strategy contains the following vision “The place to live, work, visit and invest sustainably - where exceptional industry and innovation meets a breathtakingly beautiful and productive landscape.”</p>	<p>There is an IA objective focused on supporting a strong, diverse, vibrant and sustainable local economy</p>	Cumbria LEP

Plan or programme	Date of publication	Objectives, requirements or targets relevant to the plan and IA	How has the plan/ programme been addressed in the Local Plan	Source
		<p>The Strategy contains a number of objectives, priorities and actions as well as the following two targets:</p> <ul style="list-style-type: none"> <li>- Improving productivity levels in Cumbria</li> <li>- Maintaining our workforce and attracting more people of working age to live here.</li> </ul>	to foster balanced economic growth. Emerging Local Plan policies will be assessed against this objective through the IA process.	
<b>Transport</b>				
3rd Cumbria Local Transport Plan 2011-2026	2011	The general aim of this is to encourage a low carbon and healthy economy	There is an IA objective relating to transport. Emerging Local Plan policies will be assessed against this objective through the IA process.	Cumbria County Council
Strategic Transport Plan and Investment Programme	2019	<p>The Plan identifies a number of issues and interventions relating to transport in the northern region. The Investment Programme which accompanies recommends a number of long term multi-modal priorities to the government including the following:</p> <ul style="list-style-type: none"> <li>• An A595 Whitehaven relief road: a New road link from the Lillyhall to Parton dual carriageway to the A595 to the south east of Whitehaven.</li> <li>• Improvements to the Cumbrian coast railway line improving capacity and journey time.</li> </ul>	There is an IA objective relating to transport. Emerging Local Plan policies will be assessed against this objective through the IA process.	Transport for the North

Plan or programme	Date of publication	Objectives, requirements or targets relevant to the plan and IA	How has the plan/ programme been addressed in the Local Plan	Source
<b>Housing</b>				
Cumbria Community Strategy 2008-2027	2008	Ensure sustainable development, with good quality housing.	There is an IA objective relating to housing. Emerging Local Plan policies will be assessed against this objective through the IA process.	Cumbria County Council
Cumbria Extra Care Housing and Supported Living Strategy 2016-2025	2011	The Strategy provides a definition of Extra Care Housing and provides demographic information linked to social care for older people. It identifies current and planned provision in the county and outlines areas for future development. The aim of the Strategy is 'to enable people in Cumbria to plan for their future and realise their aspirations to live independently'.	There is an IA objective relating to housing. Emerging Local Plan policies will be assessed against this objective through the IA process.	Cumbria County Council

## A5 District Level Plans, Programmes and Strategies

Plan or programme	Date of publication	Objectives, requirements or targets relevant to the plan and IA	How has the plan/ programme been addressed in the Local Plan	Source
<b>Biodiversity, Fauna and Flora</b>				
Copeland Local Plan 2013-2028 Core Strategy and Development Management Policies DPD	2013	Key objectives include: <ul style="list-style-type: none"> <li>• Protect and enhance areas, sites, species and features of biodiversity value, landscapes and the undeveloped coast</li> <li>• Improve the condition of internationally, nationally and locally designated sites</li> <li>• Ensure that development incorporates measures to protect and enhance any biodiversity interest</li> <li>• Enhance, extend and restore priority habitats and look for opportunities to create new habitat</li> <li>• Protect and strengthen populations of priority or other protected species</li> <li>• Boost the biodiversity value of existing wildlife corridors and create new corridors, and stepping stones that connect them, to develop a functional Ecological Network</li> <li>• Restrict access and usage where appropriate and necessary in order to conserve an area's biodiversity value</li> </ul>	There is an IA objective relating to biodiversity. Emerging Local Plan policies will be assessed against this objective through the IA process.	Copeland Borough Council

Plan or programme	Date of publication	Objectives, requirements or targets relevant to the plan and IA	How has the plan/ programme been addressed in the Local Plan	Source
<b>Land Resources</b>				
Copeland Local Plan 2013-2028 Core Strategy and Development Management Policies DPD	2013	A key objective within the Local Plan is to promote recycling and minimise the waste that is produced and sent to landfill. A key step is generally reducing the amount of waste, then increasing the amount of waste that is recycled with the aim to have a smaller amount that is needed to go to landfill.	There is an IA objective focused on minimising waste. Emerging Local Plan policies will be assessed against this objective through the IA process.	Copeland Borough Council
Copeland Borough Council Brownfield Land Register	2017	<p>The Government has introduced a new requirement which came into force in April 2017 for all Local Authorities to prepare a Brownfield Land Register.</p> <p>The Brownfield Register provides up to date information on brownfield sites within Copeland that are considered to be appropriate for residential development. Copeland identified 21 sites that were included on Part 1 of the Brownfield Land Register. Part 1 is a list of all brownfield sites that are appropriate for residential development, regardless of their status.</p>	There is an IA objective on land resources and a locally distinctive sub-criteria focused on developing brownfield land. Emerging Local Plan policies will be assessed against this objective through the IA process.	Copeland Borough Council
<b>Water Quality</b>				

Plan or programme	Date of publication	Objectives, requirements or targets relevant to the plan and IA	How has the plan/ programme been addressed in the Local Plan	Source
Copeland Local Plan 2013-2028 Core Strategy and Development Management Policies DPD	2013	Policy DM11 is focused on sustainable development standards which includes requirements for water saving technology. Policy ST1 outlines the strategic development principles which starts that developments should minimise water pollution.	There is an IA objective focused on water quality. Emerging Local Plan policies will be assessed against this objective through the IA process.	Copeland Borough Council
<b>Air Quality</b>				
<b>Climate Change and Flood Risk</b>				
Copeland Local Plan 2013-2028 Core Strategy and Development Management Policies DPD	2013	Section 7 of the Local Plan is focused on Environmental Protection and Enhancement and states that, in terms of Flood Risk and Risk Management, the Council will ensure development is not prejudice by flood risk and will avoid development in flood risk areas.	There is an IA objective focused on promoting adaptation to climate change. Emerging Local Plan policies will be assessed against this objective through the IA process.	Copeland Borough Council
Copeland Borough Council Level 1 SFRA	2007	Several areas are at risk of flooding at across the Borough. The risk of flooding posed to properties arises from a number of sources including river and coastal flooding, sewer flooding and localised run-off.	There is an IA objective focused on promoting adaptation to climate change. Emerging Local Plan policies will be	Copeland Borough Council

Plan or programme	Date of publication	Objectives, requirements or targets relevant to the plan and IA	How has the plan/ programme been addressed in the Local Plan	Source
			assessed against this objective through the IA process.	
<b>Heritage and Landscape</b>				
Copeland Local Plan 2013-2028 Core Strategy and Development Management Policies DPD	2013	Section 7.5 of the Local Plan relates to the built environment and heritage. It states that the Council will maximise the value of the Borough's heritage assets and sets out how it intends to do this.	There is an IA objective relating to the protection and enhancement of places, landscapes and buildings of historic, cultural and archaeological value. Emerging Local Plan policies will be assessed against this objective through the IA process.	Copeland Borough Council
<b>Community Health and Equality, Leisure and Education</b>				
Copeland Local Plan 2013-2028 Core Strategy and Development Management Policies DPD	2013	Policy SS4 'Community and Cultural Facilities and Services' states services will be protected	Inclusion of IA objectives that aim to improve human health and reduce health inequalities. Emerging Local Plan policies will be assessed against this objective through the IA process.	Copeland Borough Council
<b>Local Economy and Employment</b>				

Plan or programme	Date of publication	Objectives, requirements or targets relevant to the plan and IA	How has the plan/ programme been addressed in the Local Plan	Source
Copeland Local Plan 2013-2028 Core Strategy and Development Management Policies DPD	2013	Strategic Objective 2: Promote the diversification of the Borough’s rural and urban economic base to enable a prosperous mixed economy, including creative and knowledge based industries, specialist engineering and the energy sector building on Copeland’s nuclear skills base, and tourism exploiting heritage, the potential of the unspoiled coast and the quiet of the western lakes.	There is an IA objective focused on supporting a strong, diverse, vibrant and sustainable local economy to foster balanced economic growth. Emerging Local Plan policies will be assessed against this objective through the IA process.	Copeland Borough Council
Copeland Growth Strategy 2016	2016	<p>Copeland Borough Council prepared a growth strategy, and the vision was:</p> <p>“By 2025 Copeland will be a sustainable home to a healthy and diverse economy, to support its growing population. It will be a dynamic and innovative hub for growth, internationally recognised as the Centre of Nuclear Excellence (CoNE) and a key driver in the Northern Powerhouse. The area’s population will be well –educated and offer a balance of professional skills to deliver the opportunities evolving on its doorstep. Copeland’s network of thriving communities will reflect the rich cultural heritage and unique natural environment that reinforce its draw as the ultimate destination to come and invest, do business, relax and call home.”</p>	There is an IA objective focused on supporting a strong, diverse, vibrant and sustainable local economy to foster balanced economic growth. Emerging Local Plan policies will be assessed against this objective through the IA process.	Copeland Borough Council

Plan or programme	Date of publication	Objectives, requirements or targets relevant to the plan and IA	How has the plan/ programme been addressed in the Local Plan	Source
		This highlighted areas where there were opportunities for enterprise and innovation, Copeland's offer and opportunities for workforce, skills and education and other areas where Copeland has a unique offer.		
<b>Transport</b>				
Copeland Local Plan 2013-2028	2013	Section 6 is focused on Accessibility, Transport and Communications with Policy T1 Improving Accessibility and Transport stating that the council will support improvements to transport that maximise accessibility for all modes but particularly sustainable modes	There is an IA objective relating to transport. Emerging Local Plan policies will be assessed against this objective through the IA process.	Copeland Borough Council
<b>Housing</b>				
Copeland Homelessness Strategy 2013-2028	2013	Key objectives include: increase access to housing; prevent homelessness and tackle the wider causes of homelessness.	There is an IA objective relating to housing. Emerging Local Plan policies will be assessed against this objective through the IA process.	Copeland Borough Council
Copeland Local Plan 2013-2028		The Local Plan includes an objective which requires that all housing is of good quality, affordable, responds to different needs and is provided in places where people want to live. It includes a requirement for 285 dwellings per year.	There is an IA objective relating to housing.	Copeland Borough Council
<b>Cross-boundary issues</b>				

Plan or programme	Date of publication	Objectives, requirements or targets relevant to the plan and IA	How has the plan/ programme been addressed in the Local Plan	Source
Lake District National Park Local Plan (Pt 1 Core Strategy, pt 2 Land Allocations, pt 3 Minerals Safeguarding Areas)	Pt 1 2010 Pt 2 2013 Pt 3 2013	<p>Areas of the Lake District National Park are located within Copeland borough and the LDNP authority is the planning authority for these areas.</p> <p>The Copeland Local Plan policies may have an impact upon the LDNP. Key cross boundary issues include the following:</p> <ul style="list-style-type: none"> <li>• biodiversity given that sites of international importance extend across the two districts,</li> </ul>	Cross boundary issues will be addressed through the Duty to Cooperate. The IA contains objectives which support the objectives within the current and emerging LDNP Local Plans.	Lake District National Park Authority
Lake District Local Plan Review Pre-Submission Draft	2019	<ul style="list-style-type: none"> <li>• economy, employment and housing given that the Travel to work area extends between the two districts,</li> <li>• transport and access to services and facilities given that people living in the Copeland travel into the national park for education, shopping etc and vice versa,</li> <li>• landscape as development within the north of Copeland may have impacts upon landscape character areas which extend into the national park,</li> <li>• water quality and flooding</li> </ul>		
Allerdale Local Plan (Pt 1 Strategic and Development Management Policies)	2014	<p>Copeland shares a boundary with the Allerdale district. Key cross boundary issues include the following:</p> <ul style="list-style-type: none"> <li>• biodiversity given that natural sites of international importance extend across the two districts,</li> </ul>	Cross boundary issues will be addressed through the Duty to Cooperate. The IA contains objectives which support the objectives	Allerdale Borough Council

Plan or programme	Date of publication	Objectives, requirements or targets relevant to the plan and IA	How has the plan/ programme been addressed in the Local Plan	Source
Allerdale Local Plan Submission Draft (pt 2 Site Allocations)	2019	<ul style="list-style-type: none"> <li>• employment and housing given that the Travel to work area extends between the two districts,</li> <li>• transport and access to services and facilities given that people living in the north of Copeland travel into Allerdale for education, shopping etc and vice versa,</li> <li>• landscape as development within the north of Copeland may have impacts upon landscape character areas which extend into Allerdale,</li> <li>• water quality and flooding.</li> </ul>	within the current and emerging Allerdale Local Plans.	
Barrow Borough Council Local Plan	2019	<p>Copeland shares a boundary with Barrow Borough. Key cross boundary issues include the following:</p> <ul style="list-style-type: none"> <li>• biodiversity given that natural sites of international importance extend across the two districts,</li> <li>• employment and housing given that the Barrow Travel to work area extends into Copeland,</li> <li>• Transport and access to services and facilities given that people living in the south of the district travel into Barrow Borough for education, shopping etc,</li> <li>• landscape as development within the south of Copeland may have impacts upon landscape character areas which extend into Barrow Borough,</li> <li>• water quality and flooding.</li> </ul>	Cross boundary issues will be addressed through the Duty to Cooperate. The IA contains objectives which support the objectives within the Barrow Borough Local Plan.	Barrow Borough Council

Plan or programme	Date of publication	Objectives, requirements or targets relevant to the plan and IA	How has the plan/ programme been addressed in the Local Plan	Source
South Lakeland District Council Core Strategy	2010	<p>Copeland shares a boundary with South Lakeland. Key cross boundary issues include the following:</p> <ul style="list-style-type: none"> <li>• biodiversity given that natural sites of international importance extend across the two districts,</li> <li>• employment and housing,</li> <li>• Services and facilities given that people living in the south of the district travel into South Lakeland for education, shopping etc and vice versa.</li> <li>• landscape as development within the south and east of Copeland may have impacts upon landscape character areas which extend into South Lakeland,</li> <li>• water quality and flooding.</li> </ul>	Cross boundary issues will be addressed through the Duty to Cooperate. The IA contains objectives which support the objectives within the Core Strategy.	South Lakeland District Council

## Appendix B Summary of Representations to the IA August/Sept 2019

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### Cumbria County Council Comments

The main issue with the scoping document, acknowledged in 13.5, that there is a shortage of information relating to individual housing markets within Copeland and that more specific information could be useful. Consideration should be given by the Borough Council to update the evidence base to address these information gaps, otherwise there would be insufficient evidence to justify the relevant policies in the Plan.

In Glossary of Terms: HCA: is Homes and Communities Agency (not Homes and Communities Area)

1. Introduction 1.5, 3rd bullet: Are there any new or additional sources of baseline evidence that should be included in the IA?

The Committee on Climate Change 'Net Zero' report

<https://www.theccc.org.uk/publication/net-zero-the-uks-contribution-to-stopping-global-warming/> offers a detailed and highly ambitious blueprint for the UK to achieve net zero carbon emissions by 2050. This includes increasing the UK 'net forestry sink' to 22 million tonnes per annum by 2050 by trebling annual rates for woodland creation (another 1.5 billion trees) and a massive uplift in peatland restoration. The Secretary of State for the Environment appears to be broadly supportive of the conclusions of the report. The Borough Council should consider referencing this report in the IA as a material consideration. It is suggested that text is included in the IA to keep under review any national policy responses to this report and its implications for the Local Plan during plan preparation and through monitoring when the Local Plan has been adopted.

2. Integrated Assessment Methodology

Table 2: Assessment Stage Tasks – Assess the Local Plan Objectives –final paragraph. Good opportunity for the Local Plan objectives to be finalised in line with the IA objectives.

3. Relevant Plans, Programmes and Strategies-

No comments.

4. Biodiversity, Fauna and Flora

No comments.

5. Land Resources

The IA contains reference to superseded / amended directives / strategies: ☐ Waste Directive (EU) 2018/851 amends Directive 2008/98/EC. ☐ Waste Strategy for England 2017 replaces Waste Strategy for England 2013.

☐ Waste Management Plan for England 2018 replaces Waste Management Plan for England 2013. ☐ CBC Brownfield Land Register 2018 replaces CBC Brownfield Land Register 2017.

Table 7 of Natural England's SSSI condition summary for Florence Mine SSSI classes the site as "destroyed".

6. Water Quality and Resources

No comments.

7. Air Quality

The Clean Air Strategy 2019 was published on 14 January 2019 (see <https://www.gov.uk/government/publications/clean-air-strategy-2019> )

#### 8. Climatic Factors and Flood Risk

The estimated completion date for the Cumbria Coastal Strategy is now January 2020 (see <https://www.cumbria.gov.uk/ccs/> ).

#### 9. Heritage and Landscape

No comments.

#### 10. Community Health and Equality, Leisure and Education

The European Health Strategy in the evidence source is time expired. Promoting good health is an integral part of Europe 2020, the EU's 10-year economic-growth strategy. An overview of the strategy can be found at [https://ec.europa.eu/health/europe\\_2020\\_en](https://ec.europa.eu/health/europe_2020_en) .

#### 11. Local Economy and Employment

The Context Review captures the key sustainability objectives and messages.

The Moorside project is now on hold and is pending review. As a contingency it would be prudent for the Scoping Report to bring into scope the development of an alternative option.

#### 12. Transport

The Government announced on 21 August 2019 that there will be a review of HS2. The review will examine whether the HS2 scheme linking London to Birmingham, Manchester and Leeds should be approved, amended or scrapped entirely.

12.3 Second paragraph: The Government has approved a business case, securing up to £7.5m of Government funding for the next stage of development of upgrades to the line.

This is supported by an £835,000 contribution from the Cumbria Local Enterprise Partnership. The funding will be used to enable Network Rail to further define required improvements that would then support the development of a future case to fund improvements. The upgrade will make more space for freight trains on the line so they can run alongside improved passenger services - both essential to meet the needs of businesses and communities in West Cumbria and enhancing connectivity with the south of the county and the wider rail network. The upgrade of the line will also support continued economic growth, the tourism sector and the creation of new jobs.

#### 13. Housing

The third paragraph of 13.2.8 states that the most recent Private Sector House Condition Survey (PSHCS) was conducted in 2007...however an update is underway. Is the PSHCS (2016) the update referred to?

Table 26 includes house price to income ratios dating from 2012, with text in the previous paragraph adding the caveat that "the assessed ratios should be treated with caution". 13.5 acknowledges that there is a shortage of information relating to individual housing markets within Copeland and that more specific information could be useful. As the justification for policies is based on evidence, it is recommended that the Borough Council update the evidence base to address these information gaps. This is considered to be necessary to avoid potential soundness issues arising at the Examination stage.

#### 14. Locality Areas

No comments.

#### 15. Overarching Sustainability

Table 30:

Re: air quality - the Table should reference the National Clean Air Strategy 2019 (see <https://www.gov.uk/government/publications/clean-air-strategy-2019> )

Re: heritage and landscape - the Copeland Local Plan relates to that part of Copeland outside the Lake District National Park. The reference to “Additional planning constraints are imposed by Copeland’s location within the Lake District National Park” should be deleted as it relates to an area covered by a separate Local Plan prepared by a separate planning authority.

16. Local Policy

Strategic Objective 16 could be amended to reflect the proposed extension to St Bee’s Heritage Coast, to reflect the Borough Council’s support for the extension.

17. The Integrated Assessment Framework

Table 31

IA Objective 2: This objective should explicitly state that the Local Plan has a role in protecting the setting of the National Park, a role acknowledged in the Indicators.

IA Objective 4: An additional indicator of note would be Nuclear New Build.

IA Objective 5: Support reference to LLFA in the Indicators.

IA Objective 17: Support objective.

18. Summary and Next Steps

No comments.

**Natural England Comments**

Section	Comment
<b>4. Biodiversity, Fauna and Flora</b>	
4.1 Context Review	<p>Table should include reference to the following:</p> <ul style="list-style-type: none"> <li>• <a href="#">Marine and Coastal Access Act 2009</a>: Creation of Marine Conservation Zones and Marine Plans</li> <li>• Amend Habitats Regulations to <a href="#">2017</a> rather than 2012 Regulations</li> <li>• National Planning Policy Framework currently under consultation which will result in amended wording and organisation. With regard to biodiversity, currently paragraphs 9, 109 and 152 of the NPPF (2012) promote moving from a net-loss of biodiversity to achieving net gains for nature. The draft revised version of the NPPF currently out for consultation seeks to strengthen this approach in paragraphs 168, 172, 173, 118 and 103.</li> <li>• <a href="#">25 Year Environment Plan</a>: SA should include commitments and polices contained in the Government's 25 Year Environment Plan, published January 2018. In particular, the plan aims to restore 75% of SSSI's to favourable condition, create 500,000ha of new priority habitat, improve soil health, restore 75% of Water Framework Directive sites to near natural condition, establish an environmental net gain principle of development, rather than just no net loss.</li> <li>• Additional info for NERC Act and Post-2010 Biodiversity Framework: Biodiversity Action Plans (BAP's) were phased out in 2012 when the <a href="#">UK Post-2010 Biodiversity Framework</a> was published. They have been</li> </ul>

	replaced by priority habitats and species listed under Section 41 of the Natural Environment and Rural Communities Act, 2006. For further information, please see <a href="#">here</a> . Further information on UK BAP priority habitats and species can be found <a href="#">here</a> .
4.2 Current Baseline	<p>No reference to <a href="#">Cumbria Coast Marine Conservation Zone</a>. The Cumbria Coast MCZ is an inshore site that stretches approximately 27km along the coast of Cumbria, from south of Whitehaven, around St Bee's Head and to the mouth of the Ravenglass Estuary. The Local Plan has potential to impact upon the MCZ through activities such as pollution, coastal development and recreation, and should therefore recognise the MCZ within the SA and review of the plan itself. Local Planning Authorities with coastal boundaries need to ensure they comply with obligations outlined in the Marine and Coastal Access Act 2009, and will therefore be required to conduct an MCZ Assessment for the Local Plan to determine possible impacts upon the protected site as a result of the Plan.</p> <p>Following on from this, Natural England consider the Local Plan an opportunity to promote the <a href="#">Coastal Concordat</a> approach to coastal development, which sets out how regulatory bodies can co-ordinate the separate processes for coastal development consents.</p>
	Map should include priority habitats within area.
Figure 5.	Map should include Solway Firth pSPA
4.3 Likely Future Baseline	This section does not include reference to the Moorside NSIP or North West Coastal Connections NSIP having impact upon future biodiversity. Both of these national significant infrastructure projects are likely to have a significant impact upon the natural environment within Copeland and should be recognised here.
4.4 Sustainability Issues	NE welcome the first paragraph here which recognises the range of functions biodiversity can provide, and consider there to be an opportunity here to recognise the wider benefits nature and biodiversity provide to humans as well. This involves recognising 'natural capital' assets (e.g. woodland) and the important ecosystem services (e.g. flood risk reduction, carbon storage) they provide for nature and humans.
	Priority habitats have not been mentioned in this section. Protecting and enhancing priority habitats within Copeland is considered to be a key environmental goal, providing important areas for biodiversity. Consider they should therefore be referenced here.
4.5 Data Limitations	Natural England have provided additional advice on sources of evidence on the natural environment in a separate letter attached to our response email.

5. Land Resources	
5.2. Current Baseline	<p>No mention of soil quality in this section. Soil is a finite resource that fulfils many important functions and services for society. The <a href="#">25 Year Environment Plan</a> sets out Defra's strategy for the natural environment, which includes the goal of 'using resources from nature more sustainably and efficiently. Achieving this goal will involve improving our approach to soil management, and by 2030 we want all of England's soils to be managed sustainably, and will use natural capital thinking to develop appropriate soil metrics and management approaches'.</p> <p>The conservation and sustainable management of soils is also reflected in the <a href="#">National Planning Policy Framework</a> (NPPF), particularly in paragraphs 109 and 112. When planning authorities are considering land use change, the permanency of the impact on soils is an important consideration. Particular care over planned changes to the most potentially productive soil is needed for the ecosystem services it supports, including its role in agriculture and food production. Plan policies should therefore take account of the impact on land and soil resources and the wide range of vital functions (ecosystem services) they provide in line with paragraph 17 of the NPPF;</p>

	<ul style="list-style-type: none"> <li>• Safeguard the long term capability of Best and Most Versatile (BMV) agricultural land (Grades 1, 2 and 3a in the Agricultural Land Classification (ALC)) as a resource for the future.</li> <li>• Avoid development that would disturb or damage other soils of high environmental value (e.g. wetland and other specific soils contributing to ecological connectivity, carbon stores such as peatlands etcetera) and where development is proposed.</li> <li>• Ensure that soil resources are conserved and managed in a sustainable way.</li> </ul> <p>To assist in understanding agricultural land quality within the plan area, Local planning authorities are responsible for ensuring that they have sufficient detailed ALC information to apply the requirements of the NPPF and to safeguard BMV agricultural land in line with paragraph 112.</p> <p>Although Natural England has no record of detailed ALC surveys in the borough of Copeland, our records indicate that between the coast and the A595 there is a high likelihood of BMV land at Millom and between St. Bees Head and Ravenglass, and a moderate likelihood between Ravenglass and Millom, and between Millom and Broughton-in-Furness.</p> <p>Natural England previously gave advice on soils in our response to Copelands Local Plan Issues and Options consultation in November 2018.</p>
5.3 Likely Future Baseline	This section includes no mention of the Moorside New Nuclear project. This is likely have an impact on the future area within the timescale of the Local Plan and should be included here.
5.4 Sustainability Issues	Soil quality and BMV land should also be identified as relevant to the Local Plan, in line with policies in the 25 Year Environment Plan and NPPF.
5.5 Data Limitations	Please see advice contained in Natural England's previous consultation response to Copeland's Local Plan Issues and Options consultation, dated 21/11/2017.
<b>6. Water Quality and Resources</b>	
6.1. Context Review	Relevant to include 25 Year Environment Plan, which sets several goals, including delivering clean and plentiful water, reducing harm from flooding and drought, increasing water supply and incentivising greater water efficiency.
<b>7. Air Quality</b>	
7.1. Context Review	Table should make reference to: <ul style="list-style-type: none"> <li>• <a href="#">Clean Growth Strategy</a> 2017</li> <li>• The Policy paper for Air quality plan for nitrogen dioxide (NO2) in the UK (2017), setting out the Government's ambition to improve air quality.</li> </ul>
7.3. Likely Future Baseline	This section does not discuss impacts upon air quality related to developments within the Borough, such as West Cumbria Mining and Moorside, which have significant potential to increase traffic emission's and dust during construction and operation.
7.4. Data Limitations	Environmental receptors should be identified to assess potential impacts on designated sites from any increased traffic and employment uses producing emissions. This should take into account the designated sites sensitivity to pollutants which can cause eutrophication and decline in designated species and habitats, and compromise conservation status.
<b>9. Heritage and Landscape</b>	
	Introduction section recognises the Lake District National Park as a World Heritage Site, but does not recognise that the Lake District National Park is a 'protected landscape' under its designation as a National Park, shaped by nature and people over thousands of years, and given national park status to help preserve both natural and cultural heritage.

9.1 Context Review	No mention of <a href="#">National Character Areas and their profile documents</a> .
<b>15. Overarching Sustainability</b>	
Table 25 – Biodiversity, Fauna and Flora1	Should recognise that threats to sites also include development as well as naturally occurring events and increased leisure use.
<b>16. Local Policy</b>	
Strategic Objective 18	Natural England welcomes to inclusion of green infrastructure in this section. Green and Blue Infrastructure is crucial for creating a pleasant and green environment that is resilient to climate change, provides healthy places and connects natural habitats together. Natural England supports the ambition to protect and enhance green infrastructure, and its importance in creating a multifunctional network of green spaces and habitats. The 25 Year Environment Plan sets a policy goal of creating more green infrastructure within our towns and cities, and this should be planned through the creation of a Green Infrastructure Strategy, which provides an evidence base to help deliver and enhance green infrastructure. Green infrastructure is also a key method to deliver ‘environmental net gain’, another key policy of the 25 Year Environment Plan.
	Natural England consider Copelands Local Plan review an opportunity to strengthen planning policy on environmental protection and enhancement. To do so, the plan should seek to deliver ‘environmental net gain’ in Copeland. Appendix A provides additional information on net gain.
<b>17. The Integrated Assessment Framework</b>	
Table 26.	In row 1, relevant indicators of note – Inclusion of Impact Risk Zones. Impact Risk Zones (IRZ) are a GIS tool developed by Natural England to make a rapid initial assessment of the potential risks to SSSIs posed by development proposals. Marine Impact Risk Zones (MIRZ) are similar to IRZ’s, but cover marine designated sites and activities. Local Authorities are free to download the IRZ’s here: <a href="https://data.gov.uk/dataset/ssi-impact-risk-zones3">https://data.gov.uk/dataset/ssi-impact-risk-zones3</a>  Functionally Linked Land (FLL) is land or sea beyond the boundary of a protected site which fulfils an ecologically supporting role for wildlife (particularly birds) populations for which the site was designated. Such land is therefore linked to the site in question, providing an important role in maintaining or restoring the population at favourable conservation status. Additional information can be found here: <a href="http://publications.naturalengland.org.uk/publication/6087702630891520">http://publications.naturalengland.org.uk/publication/6087702630891520</a>

## Historic England comments

Page	Section	Comments	Suggested Change
12	Table 3	The type of effect is classified as either positive or negative. The effect of aspects of the plan could be uncertain at the time of assessment.	The Integrated Assessment should set out a mechanism to identify the likely effects of the Local Plan including how any uncertainty can be reduced, for example through further targeted assessments.
55	Second paragraph	The definitions of "Cultural heritage monuments" relate to World Heritage Sites, hence the reference to "outstanding universal value". It would be more appropriate to have a definition which relates to the whole range of heritage assets, both designated and non-designated, which can be found in Copeland.	<p>Replace the definition with this extract from Conservation Principles (Historic England 2006):</p> <p><i>People may value a place for many reasons beyond utility or personal association: for its distinctive architecture or landscape, the story it can tell about its past, its connection with notable people or events, its landform, flora and fauna, because they find it beautiful or inspiring, or for its role as a focus of a community. These are examples of cultural and natural heritage values in the historic environment that people want to enjoy and sustain for the benefit of present and future generations, at every level from the 'familiar and cherished local scene' to the nationally or internationally significant place.</i></p> <p><i>Many heritage values are recognised by the statutory designation and regulation of significant places, where a particular value, such as 'architectural or historic interest' or 'scientific interest', is judged to be 'special', that is above a defined threshold of importance. Designation necessarily requires the assessment of the importance of specific heritage values of a place; but decisions about its day-to-day management should take account of all the values that contribute to its significance. Moreover, the significance of</i></p>

Page	Section	Comments	Suggested Change
			<i>a place should influence decisions about its future, whether or not it is has statutory designation.</i>
55	Last paragraph	The relationship with the Lake District World Heritage Site should be clarified	The Integrated Assessment should make clear that the impact of the Local Plan on the Lake District World Heritage Site should be assessed even though it lies outside the plan area.
57	9.2 Current baseline	Does not set out clearly what the particular heritage context is within the borough, what is special or distinctive about the area?  Page 130 highlights the "unique maritime history of Copeland" but this is the first time it is mentioned and this is not included in the current baseline.	Include a summary within the current baseline of what is distinctive about Copeland's heritage and sense of place so that the impact of the Local Plan on these features can be properly assessed.
60		Reference to features of "built heritage interest"-scheduled monuments may be earthworks or below-ground archaeology.	Change "built heritage interest" to "heritage interest".
		Reference to English Heritage	Change reference to English Heritage to read "Historic England".
		There is no reference to the outlying portion of the Frontiers of the Roman Empire World Heritage Site at Parton Roman Fort.	Include reference to the outlying portion of the Frontiers of the Roman Empire World Heritage Site at Parton Roman Fort within current baseline.
		Reference to Heritage at Risk only includes listed buildings.	For completeness the reference to Heritage at Risk should also include scheduled monuments, conservation areas and registered parks and gardens. This should include figures for each asset type.
61	9.3 Likely future	The second paragraph is generic and does not make clear the likely environmental trajectory within Copeland	The following paragraph should be reworded to be more specific:

Page	Section	Comments	Suggested Change
	baseline	district if the Local Plan was not adopted and how this will be influenced by adoption of the plan.  For example, other chapters indicate the potential impact of economic decline or changes in employment patterns across the district and this could have an impact on heritage and landscape.	"The built heritage and landscape of Copeland do currently face variable pressure from new development and it is as a result of restrictive covenants imposed by heritage designation and planning controls that the area should retain the character which is valued by residents"
64	9.4 Sustainability issues	"Key issues, problems and constraints"- should also include "opportunities" so as to assess the Local Plan's potential to set out a positive strategy for the historic environment.	Include opportunities such as <ul style="list-style-type: none"> <li>capitalising on the heritage tourism within the Lake District NP,</li> <li>opportunities for social engagement with heritage or craft skills and</li> <li>training to diversify employment base in the area.</li> </ul>
		First bullet point-  "The integrity of sites should not be impacted upon through planning decisions".	Reword-  "The <b>significance</b> of sites should not be impacted upon through planning decisions".
		"Pressure from new development"- are there any specific areas where this is a problem? Figure 34 indicates large regeneration sites around Whitehaven.	Expand upon this point to indicate areas of development pressure and how any impacts on heritage assets will be assessed and minimised.
129	17.2.2	Wording of the heritage and landscape objective (objective 2) should refer to "significance" to accord with the wording of National Planning Policy Framework.	Change wording of objective 2 to say:  "To protect and enhance the <b>significance</b> of places, landscapes and buildings of historic, cultural and archaeological value."
		The first locally distinctive sub-criteria appears to suggest that only those features which contribute to the cultural and tourism offer will be protected and enhanced. While that may not be the intention this criteria should be re-worded for clarity.	Change wording of first locally distinctive sub-criteria for objective 2 to say:  "Protect and enhance features of historic, cultural and archaeological importance <b>and maximise their</b>

Page	Section	Comments	Suggested Change
			<b>contribution</b> to the cultural and tourism offer of the borough, including the Lake District National Park."
		The second locally distinctive sub-criteria indicates that new development should relate well to existing development but this depends on the quality and appropriateness of the existing development.	Replace "existing development" with "local character and distinctiveness" as referenced in paragraph 185 of the NPPF.
		Additional indicators to cover the range of heritage assets which might be impacted by the Local Plan.	Include the following indicators: <ul style="list-style-type: none"> <li>Number of Listed Buildings under each grade</li> <li>Number and % of Listed Buildings at risk</li> <li>Number of Listed Buildings demolished</li> <li>Number of Scheduled Ancient Monuments</li> <li>Number and % archaeological sites at risk</li> <li>Number of Registered Historic Parks and Gardens</li> <li>Number and % of Historic Parks and Gardens at risk</li> <li>Number of Conservation Areas</li> <li>Number and % Conservation Areas at Risk</li> <li>Number and % Conservation Areas with <u>appraisals</u></li> </ul>
		Some indicators are too generic and it is unclear how they would be measured/ assessed.	Omit the following indicators or reword to make it clear how they would be measured: <ul style="list-style-type: none"> <li>"Impact of the Lake District National Park World Heritage Site"</li> <li>"Development within area of landscape designation".</li> </ul>
A9	A4	The Lake District National Park Partnership " <i>The Partnership's Plan: The management plan for the English Lake District 2015-2020</i> " is also relevant to Heritage and Landscape.	Include reference to " <i>The Partnership's Plan: The management plan for the English Lake District 2015-2020</i> ".