

**COPELAND LOCAL DEVELOPMENT FRAMEWORK
CORE STRATEGY AND DEVELOPMENT
MANAGEMENT POLICIES**

**SOUNDNESS
ASSESSMENT**

October 2012



CONTENTS

Introduction	5
Legal compliance	7
General soundness self-assessment	24
Compliance with the National Planning Policy Framework	38
Statement on fulfilment of the Duty to Co-operate	64

INTRODUCTION

This report assesses the Core Strategy and Development Management Policies document (referred to here as 'the plan') submitted to the Secretary of State for examination as to its soundness. It is a 'self-assessment' carried out by the Copeland Planning Policy team.

Such self-assessment is recommended by the Planning Inspectorate as a checking exercise so that the Borough Council is as sure as it can be that the plan has been properly produced, and as an aid to the Inspector who will examine the Plan and report on its soundness – that is, its fitness to be adopted as the statutory plan for the Borough.

It starts from the format produced (and published on the web site of the Planning Advisory Service www.pas.gov.uk) to allow a standardised approach so that Inspectors can easily use it to test the rigour of the plan.

The Borough Council is not obliged to publish the assessment, but it is made available for public access in the interests of openness as the plan is examined in public.

The bulk of following report is divided into three sections, which represent three ways of looking at the soundness of the plan. We have retained these three separate aspects of the exercise, to avoid confusion. There is a certain amount of repetition, as they have been produced at different times for different purposes; again, the retention of this is considered sensible so that each section stands on its own.

Finally, there is a statement demonstrating how the production of the plan has fulfilled the Duty to Co-operate, which is another requirement of the Planning and Compulsory Purchase Act 2004, as amended by the Localism Act 2012.

LEGAL COMPLIANCE

This section relates to the Council's performance in satisfying the requirements of the plan-making process, as specified in planning and environmental law and associated regulations. (These are referred to in the table.)

The plan-making process falls into five broad stages, as follows.

Inception. When the Council begins the production of the plan, it is required to be transparent about its intention to do so, and the projected production timetable. It must also consult key statutory bodies with regard to scoping the sustainability appraisal, so that all issues are covered as the plan is evaluated for its environmental, social and economic impacts, and to meet the law on Strategic Environmental Assessment.

Plan preparation (frontloading phase). It is important at this stage to be able to show that the Council has fulfilled its duty to involve as many people and stakeholder organisations as possible in working out the best strategic approach.

Plan preparation (formulation phase). The main concerns now are to make sure that the emerging plan is based on robust evidence, and that the impacts of the plan's proposals are properly evaluated, whilst again making maximum effort to involve the community and other interested parties.

Publication. The plan is now effectively complete as far as the Council is concerned. It must be shown that comments to date have been properly taken into account and that people have been given adequate opportunity to comment on the finished draft (as specified by regulation and the Council's own Statement of Community Involvement).

Submission. The plan goes to the Secretary of State for public examination by an Inspector. It is necessary now to show that due process has been complied with and to submit the representations made on the published document, as well as any minor drafting changes the Council proposes.

The shaded questions (in the 'submission' section) are considered particularly important for the examining Inspector.

Stage one: Inception

Activity	Legal Requirement	Evidence
Has the development plan document been identified in the adopted local development scheme and its production timetable been recorded?	The Act section 15(2); section 19(1)	<p>The Local Development Scheme (LDS) in force at the time of inception set out the then intended timetable. This has been revised from time to time as the timetable changed to reflect changing resources and demands on them. Changes were properly considered by the Council and published in revisions of the LDS, with supporting commentary in the Annual Monitoring Reports (AMRs). These were cleared with GONW and PINS as long as it was required to do so. Publication and submission have been in accordance with the most recent version of the LDS. LDS 2007 and 2012 and AMRs 2007-2011 are supplied.</p> <p>AMRs are at http://www.copeland.gov.uk/Default.aspx?page=1374</p> <p>The current LDS is at http://www.copeland.gov.uk/Default.aspx?page=1373</p>
Was the programming of community engagement into the preparation of the development plan document considered?	<ol style="list-style-type: none"> 1. The Act section 19(3) 2. Regulation 18 	<p>The Statement of Community Involvement (SCI) was adopted in January 2008 and an addendum adopted in July 2008 to accommodate regulatory changes made as a result of the 2008 Act. Production of the Core Strategy and Development Management Policies DPD has been programmed from the start with public consultation to meet the commitments in the SCI.</p> <p>The SCI is at http://www.copeland.gov.uk/Default.aspx?page=1449</p>
Did the Council consider the appropriate bodies to be consulted?	Regulation 18	<p>These are identified in the SCI and have been consulted as set out in Regulations and PPS12 when in force. The Consultation Statement and its Supplement include relevant correspondence and Council responses.</p>
Was baseline information being collected and evidence gathered to keep the matters which affect the development of the area under review?	The Act, section 13	<p>Baseline information is contained in</p> <ol style="list-style-type: none"> (a) evidence base documents and (b) in the AMR, the current version of which is supplied along with its four annual predecessors. <p>Updating is reflected in the AMR where appropriate, and note that some of the evidence base documents have, as appropriate, been</p>

Activity	Legal Requirement	Evidence
		updated (notably, the employment land and retail studies). The LDF evidence base is at http://www.copeland.gov.uk/Default.aspx?page=1476
Was baseline information being collected and evidence gathered to set the framework for the sustainability appraisal?	The Act section19(5)	The Sustainability Appraisal Scoping Report has an extensive baseline data set, making use of and overlapping with information expressed in the AMR as well as other evidence base documents that were in production at the time.
Consultation of the statutory environment consultation bodies for five weeks on the scope and level of detail of the environmental information to be included in the sustainability appraisal report?	Regulations 9 and 13 of The Environmental Assessment of Plans and Programmes Regulations 2004 No 1633.	A copy of the relevant consultation letters is supplied.

Stage two: Plan preparation - frontloading phase

Activity	Statutory Requirement	Evidence
Notification of specific consultation bodies that have an interest in the subject of the development plan document inviting them to make representations about its contents?	Regulation 18(1) and (2)(a)	The Statement of Consultation is supplied, along with: <ul style="list-style-type: none"> • a Supplement covering ‘preferred Option’ responses in full; • the full list of consultees; • letters sent out at the two formal events of Regulation 25 (now Regulation 18) consultation, which were labelled, for continuity, in 2004 style as ‘issues and options’ and ‘preferred options’. Annex 2 to the Consultation Statement contains a description of the ‘stakeholder launch’ events and a list of those invited and involved. It should be noted that the process has been heavily ‘front loaded’ with key strategic decisions taken following this stage. Annex 3 describes the ‘Preferred Option’ stage, with the Supplement containing the consultees’ comments, and the Council’s response to them.
Notification of general consultation bodies that we consider have an interest in the subject of the development plan document inviting them to make representations about its contents?	Regulation 18(1) and (2)(b)	
Invitation of representations from people resident or carrying out business in the area about the content of the development plan	Regulation 18(2)(c)	

Activity	Statutory Requirement	Evidence
document?		<p>In the spirit of the 'Duty to Co-operate', and engaging in such co-operation before it became a duty, meetings and discussion have been held with the following:</p> <ol style="list-style-type: none"> 1. Allerdale Borough Council and Cumbria County Council regularly; 2. The Lake District National Park Authority and South Lakeland District Council occasionally (we have no common boundary with SLDC outwith the National Park, and the area of the National Park in Copeland is the most remote and sparsely populated); 3. At appropriate stages in production and evidence gathering, with the Environment Agency, Natural England, English Heritage, and United Utilities. 4. There has been occasional contact also with Barrow Borough Council, but given the limited geographical connection with that borough, little ground for discussion has been identified. <p>A draft of the document was shared with the following, prior to publication: Environment Agency, Natural England, English Heritage, Highways Agency, Cumbria County Council and the National Trust. Most were able to respond and a few issues were resolved at this stage, which helps to explain why (with the exception of the Trust, who did not) these bodies have generally felt able to express support for, or refrain from commenting on, the published document.</p>
Engagement with stakeholders responsible for delivery of the strategy?	NPPF	<p>Annex 2 describes the chief events relevant to stakeholder involvement. The process was designed in a front loaded way, to get a clear 'steer' from the start, and the fundamentals of the strategy derive from those discussions.</p> <p>Delivery stakeholders are also very much involved in the development of the vision of the Energy Coast Master Plan and the West Cumbria Economic Blueprint, with which the Core Strategy is closely aligned.</p>

Activity	Statutory Requirement	Evidence
Taking into account of representations made?	Regulations 18(3), 22(1)	The main document demonstrating responsiveness to representations is the Supplement to the Consultation Statement. The Preferred Options document has the Council's response to 'issues and options' input woven through it in commentary on each policy.
Contribution of the consultation to the development and sustainability appraisal of alternatives?	<ol style="list-style-type: none"> 1. The Act section 19(5) 2. Regulations 12 and 13 of The Environmental Assessment of Plans and Programmes Regulations 2004 No 1633. 	Appendix 1 of the Sustainability Appraisal report assesses the alternatives which were dealt with as 'questions' in the 'Issues and Options' discussion process. This was the key stage in the selection of the preferred strategy, which is then assessed in the main body of the report. Not all of the issues evaluated could be described as strategic, but some were critical, such as the overall distribution of development (Question 26).
<p>Did the participation:</p> <p>follow the principles set out in your statement of community involvement</p> <p>integrate involvement with the sustainable community strategy</p> <p>was it proportionate to the scale of issues involved in the development plan document?</p>	<ol style="list-style-type: none"> 1. The Act s.19(3) 2. Regulation 18 	The document is referenced to the Sustainable Community Strategy. It was not possible to integrate the public/stakeholder involvement in the two documents, but the production of each has been informed by the other.
Is there a framework for monitoring the effects of the development plan document?	<ol style="list-style-type: none"> 1. The Act section 35 2. Regulation 39 <p>Reg 17 of The Environmental Assessment of Plans and Programmes Regulations 2004 No 1363</p>	The Monitoring Framework (Chapter 9, Figure 9.1) makes explicit the linkages between plan objectives and those of the Sustainability Appraisal Framework. This is taken forward into Figure 9.2 which sets out the integration of plan monitoring with the content of the Annual Monitoring Report.
<i>Copies of documents used in consultation sent to the Government Office and Planning Inspectorate?</i>		<i>Both GONW and the Inspectorate have been supplied with consultation copies of published documents. It was the practice normally for comment to be made by, or channelled through, the Government Office. The Office was closed in 2011 and had been instructed well before then not to comment; however, comments were made on the 'Preferred Option' and these comments have been taken on board, as described in the Consultation Statement</i>

Activity	Statutory Requirement	Evidence
		<i>Supplement.</i>

Stage three: Plan preparation - formulation phase

Activity	Statutory Requirement	Evidence
Did we prepare reasonable alternatives for evaluation during the preparation of the development plan document?	Regulation 12 of The Environmental Assessment of Plans and Programmes Regulations 2004 No. 1633	Alternatives were evaluated primarily in the ‘frontloading’ phase. Their evaluation is in Appendix 1 of the Sustainability Appraisal Report.
Did we assess alternatives against: consistency with national policy general conformity with the regional spatial strategy?	The Act section19(2), section 24	Alternatives were assessed against the then national policy, and the plan was assessed before publication for compliance with the National Planning Policy Framework (see NPPF section of this assessment). Correspondence from GONW, and our response, is in the Supplement to the Consultation Statement.
Did we have regard to: adjoining regional spatial strategies, the spatial development strategy for London, or Welsh Spatial Plan (as appropriate) the National Planning Framework for Scotland?	1. The Act section19(2) 2. Regulation 10	Not considered to be applicable. We are distant from any other English region and no significant terrestrial planning issues have been identified requiring the National Planning Framework for Scotland to be taken into account.
Did we have regard to: the sustainable community strategy of the authority or other authorities whose area comprises part of the area of the council any other local development documents adopted by the council?	The Act section19(2)	The Sustainable Community Strategies for West Cumbria were superseded during plan production by individual Copeland/Allerdale strategies. The relationship with the SCS is explained in section 3.2. The relevance of the Cumbria Sub-Regional Spatial Strategy, an offshoot of the Cumbria SCS, is additionally explained in Topic Paper 4. At present there are two adopted Local Development Documents (both Supplementary). The Pow Beck Development Brief is for an area of Whitehaven recognised in the Energy Coast Master Plan as

Activity	Statutory Requirement	Evidence
		<p>of strategic significance. It is referred to as a ‘strategic regeneration priority’ in Policy ST3. The other is the jointly adopted Cumbria Wind Energy SPD, which is a tool in the consideration of planning applications and is referred to as such in Policy DM2 and paragraph 10.2.7.</p>
<p>Did we have regard to other matters and strategies relating to:</p> <ul style="list-style-type: none"> resources the regional development agencies’ regional economic strategy the local transport plan and transport facilities and services waste strategies hazardous substances and accidents? 	<ol style="list-style-type: none"> 1. The Act section 19(2) 2. Regulation 10 	<p>The strategies of infrastructure providers have been an input to the Strategy for Infrastructure, which is based on the Deficit Report undertaken in consultation with them, and has been subject to their scrutiny before being finalised.</p> <p>The strategy is based on themes which were integral to the RES (now revoked) and are being taken forward in the West Cumbria Economic Blueprint.</p> <p>Policy T1 and the Strategy for Infrastructure have been prepared in consultation with the County Council and are consistent with the LTP, though there is a disagreement about whether the Borough’s aspiration for an interchange at the station is consistent with the County’s current intention to create a ‘hub’.</p> <p>The Environment Agency is content that the Core Strategy is consistent with any local concerns regarding waste management and hazardous substances. Chief among these is 70% of the nation’s stock of plutonium, which is subject to a stringent inspection regime and the safe storage and processing of which the Borough Council is prepared to support (ER1).</p>
<p>Have we had regard to the need to include policies on mitigating and adapting to climate change?</p>		<p>The basic commitment to climate change mitigation and adaptation is in Development Principle ST1B(i). It is taken forward in</p> <ul style="list-style-type: none"> • ST2 (sustainable distribution of development reducing unnecessary travel); • ER1 and 2 (low carbon energy production); • SS2 (efficient use of land); • T1 (improving accessibility by non-car modes, where feasible in a rural area); • ENV1 (flood risk management); • ENV2 (coastal management); • ENV 3 and 5 (supporting biodiversity and landscape

Activity	Statutory Requirement	Evidence
		<p>enhancement alongside the promotion of green infrastructure under SS5) and</p> <ul style="list-style-type: none"> • supporting Development Management policies, notably DM11.
Have we undertaken the necessary sustainability appraisal of alternatives, including consultation on the sustainability appraisal report?	<ol style="list-style-type: none"> 1. The Act section 19(5) 2. Regulation 12 and 13 of The Environmental Assessment of Plans and Programmes Regulations 2004 No 1633 	Yes, as in 'frontloading' points 5 and 6 above.
Have we set out clear reasons for any preferences between alternatives?	Regulation 9(2)	
<p>Have we taken into account any representations made on the content of the development plan document and the sustainability appraisal?</p> <p>Have we kept a record?</p>	<ol style="list-style-type: none"> 1. Regulations 17, 18(3) and 22(1)(c)(iv) 2. Regulation 13(4) of The Environmental Assessment of Plans and Programmes Regulations 2004 No 1633 	Yes; see the Statement of Consultation and Supplements.
Where sites are to be identified or areas for the application of policy in the development plan document, have we prepared sufficient illustrative material to: enable you to amend the currently adopted proposals map inform the community about the location of proposals?	Regulation 9	No new sites are allocated in the Core Strategy, which is a strategic document. Whilst the Core Strategy does refer to sites previously identified in the Local Plan 2006 as strategically significant (reflected in the Economic Blueprint and its predecessor the Energy Coast Master Plan), allocation of them will be confirmed when the Proposals Map is updated alongside the Site Allocations DPD.
Are the participation arrangements compliant with the statement of community involvement?	<ol style="list-style-type: none"> 1. The Act, section 19(3) 2. Regulation 18 	Yes, see the Statement of Community Involvement and Statement of Consultation.

Stage four: Publication

Activity	Statutory Requirement	Possible evidence
Have we prepared the sustainability appraisal report?	1. The Act section19(5) 2. Regulation 12 of The Environmental Assessment of Plans and Programmes Regulations 2004 No 1633	The Sustainability Appraisal Report was published with the published Document, as well as at 'Preferred Options' stage.
Did we make clear where and within what period representations must be made?	Regulations 19(b), 20(2) and (3)	Yes; see Annex 4 of the Statement of Consultation.
3. Have we made copies of the following available for inspection: the proposed submission documents? the statement of the representations procedure?	Regulation19(a)	Yes, at Council offices and libraries, as publicised (see Annex 4).
Have we given notice by advertisement and published on our website the following: the proposed submission documents? the statement of the representations procedure? statement and details of where and when documents can be inspected?	Regulations 19, 35(a)	Yes (see Annex 4).
Have we sent to each of the specific consultation bodies invited to make representations under Regulation 18(1): A copy of each of the proposed submission documents The statement of the	Regulation 18(1)	i. Copies of correspondence ii. Record of sending

Activity	Statutory Requirement	Possible evidence
representations procedure?		
<p>Have we sent to each of the general consultation bodies invited to make representations under Regulation 18(2):</p> <p>the statement of the representations procedure?</p> <p>where and when the documents can be inspected?</p>	Regulation 18(2)	

Stage five: Submission

Note: the Planning Inspectorate identifies seven key questions that inspectors will use in relation to legal compliance. These are identified by shading in the left-hand 'Question' column.

Question	Statutory Requirement	Possible evidence
<p>Is the Council ready to submit the DPD?</p> <p>Are there any major issues revealed by the representations on publication?</p> <p>Are all the relevant documents in place?</p>	<ol style="list-style-type: none"> 1. The Act section 20(2)(b) 2. The Act section 20(1) 3. Regulation 22(1) 	<p>The DPD is ready and has been submitted with a small number of minor changes, arising from representations made following publication, which do not make alterations sufficiently material to require further consultation. (See report on issues arising from Regulation 20 representations.)</p> <p>It is supported by the required submission documents and a full, sufficiently up to date, evidence base.</p>
<p>Has the development plan document been prepared in accordance with the local development scheme?</p> <p>Does the development plan document's listing and description in the local development scheme match the document?</p> <p>Have the timescales set out in the local development scheme been met?</p>	<p>The Act, section 19(1)</p>	<p>The Local Development Scheme (LDS) in force at the time of inception set out the then intended timetable. There has been substantial variation to the timetable during the production period, due to staff changes and competing demands on staff resources. The general purpose of the document remains the same as originally specified.</p> <p>Changes to the timescale have been properly considered by the Council and published in revisions of the LDS, with supporting commentary in the Annual Monitoring Reports (AMRs). These were cleared with GONW and PINS as long as it was required to do so.</p> <p>This 'slippage' is regrettable, but has not been contrary to the spirit of the timetable originally published and there is no evidence that anyone has been excluded from the process, or otherwise disadvantaged, because of it.</p> <p>Publication and submission have been in accordance with the most recent version of the LDS. LDS 2007 and 2012 and AMRs 2007-2011 are supplied.</p> <p>AMRs are at http://www.copeland.gov.uk/Default.aspx?page=1374</p> <p>The current LDS is at http://www.copeland.gov.uk/Default.aspx?page=1373</p>
<p>Has the development plan document had regard to any</p>	<p>The Act section 19(2)</p>	<p>The Sustainable Community Strategies for West Cumbria were superseded during plan production by individual</p>

Question	Statutory Requirement	Possible evidence
sustainable community strategy for its area (like a county and district)?		Copeland/Allerdale strategies. The relationship with the SCS is explained in section 3.2. The relevance of the Cumbria Sub-Regional Spatial Strategy, an offshoot of the Cumbria SCS, is additionally explained in Topic Paper 4.
Is the development plan document in compliance with the statement of community involvement (where one exists)? Has the council carried out consultation as described in the statement of community involvement?	1. The Act s19(3) 2. Regulation 22(1)(c)	The Statement of Consultation describes the community involvement activity that has been carried out, which is demonstrably in accordance with the commitments contained in the SCI.
Has the development plan document been subject to sustainability appraisal? Has the council provided a final report of the findings of the appraisal?	1. The Act section19(5) 2. Regulation 22(1)(a)	A Sustainability Appraisal report was published with the ‘Preferred Options’ policies in May 2012 and this has been updated to assess the published and submitted policies (May 2012).
Is the development plan document to be submitted consistent with national policy?	The Act section20(2) and Schedule 8	Yes. See ‘NPPF’ section.
Does the development plan document contain any policies or proposals that are not in general conformity with the regional spatial strategy? If yes, is there local justification? Has the council got confirmation from the regional planning body about the general conformity of the plan with the regional spatial strategy?		The Regional Planning Body is no longer in existence and therefore cannot be consulted. We are content that the document has been prepared to be consistent with the RSS and Topic Paper 3 analyses this. (The RSS evidence base and the principles of its strategic direction for Cumbria remain valid, which gives the RSS continuing relevance notwithstanding its imminent revocation.) We are supported in this confidence by the County Council being content that, subject to minor disagreements about textual detail, the Core Strategy is in conformity with the Sub-Regional Spatial Strategy, which carried forward the strategic direction of the Structure Plan, which was itself in conformity with RSS.
Did the development plan document comply with the 2004 regulations (as amended) and	1. The Act section20(2), 20(3) and 20(5)(b)	The Statement of Consultation and its supplements demonstrate how the prescribed steps have been followed, and the prescribed

Question	Statutory Requirement	Possible evidence
<p>does it comply with the 2010 Regulations? Specifically, has the council published the prescribed documents, and made them available at their principal offices and their website? Has the council placed local advertisements? Has the council notified the development plan document bodies? Does the development plan document contain a list of superseded saved policies?</p>	<p>2. Regulations 8(1),(2) and (5) and 22(1)</p>	<p>consultees properly involved in the process. The Document contains a list of superseded policies.</p>
<p>Are there any policies applying to sites or areas by reference to an Ordnance Survey map or to amend an adopted proposals map? If yes, have you prepared a submission proposals map?</p>	<p>Regulations 9 and 22(1)(b)</p>	<p>There are references to specific locations already allocated in the 2006 Local Plan and therefore on the existing Proposals Map. There are no new policies or proposals introducing sites identified in detail, and therefore no map is required at this stage.</p>
<p>If the development plan document is not a core strategy, is it in conformity with the core strategy?</p>	<p>Regulation 8(4)</p>	<p>Although the Development Management Policies are presented as a separate section and, therefore, potentially a separate and subordinate document, they have been developed, published and submitted alongside the Core Strategy. Therefore the Council considers them to be in conformity.</p>
<p>Has a statement been prepared setting out:</p> <ul style="list-style-type: none"> • Which bodies and persons were invited to make representations under Regulation 18 • How they were invited • A summary of the main issues raised 	<p>The Act section 20(3) Regulation 22(1)(c)</p>	<p>The submitted Statement of Consultation includes the requisite information for each stage of the consultation process including that at Regulation 20.</p>

Question	Statutory Requirement	Possible evidence
<ul style="list-style-type: none"> How the representations have been taken into account? 		
<p>Has a statement been prepared giving:</p> <ul style="list-style-type: none"> the number of representations made under Regulation 20(2) a summary of the main issues raised? 	The Act section20(3) Regulation 22(1)(e)(v) and (vi)	
Have all the representations made under Regulation20 been collected together?	The Act section20(3) Regulation 22(1)(c)(v)	The content of the representations is reproduced in the Statement of Consultation and copies of the actual representations have been provided separately, the originals being available for inspection at the Borough Council office.
Have the relevant supporting documents been assembled?	<ol style="list-style-type: none"> The Act section20(3) Regulation 22(1)(e and (3)(iii)) 	Yes. Almost all the evidence base documents, and all key documents, are at http://www.copeland.gov.uk/Default.aspx?page=1476
Has the council approved the development plan document for submission?	The Act section20	The document was approved for submission at the Council meeting on October 11 2012.
<p>Has the Secretary of State (the Planning Inspectorate) been sent a paper copy of, and electronic links to, the following:</p> <ul style="list-style-type: none"> the development plan document? the submission proposals map (unless there are no site allocation policies)? the documents prescribed in Regulation 22(1)? 	<ol style="list-style-type: none"> The Act s20(1) and 20(3) Regulation 22(1) and (2) 	The Planning Inspectorate on behalf of the Secretary of State was sent copies of the submission documents on October 31. All the supplied documents are on the Borough Council web site, with links also having been supplied.
Have the following been made available at the same places where the proposed submission	Regulation 22(3)(a)	The submission documents have been made available as advertised, in accordance with normal Copeland practice (Council offices and public libraries).

Question	Statutory Requirement	Possible evidence
documents were to be seen: The development plan document? The documents prescribed in Regulation 22(1)?		
On your website, have the following been published: <ul style="list-style-type: none"> • development plan document • submission proposals map • sustainability appraisal report • Regulation 22(1)(c)(i-iv) consultation statement • Regulation 22(1)(c)(v-vi) statement • supporting documents (where practicable) • representations made under Regulation 20 (where practicable) • statement as to where and when the development plan document and the documents are available? 	Regulation 35(b)	On the web site from November 1.
Has each specific and general consultation body invited to make representations under Regulation 18(1) been notified that the documents prescribed under s. 20(3) of the Act are available for inspection?	Regulation 22(3)(b)	Yes (specimen copies of correspondence supplied)
Has notice been given by local advertisement setting out: <ul style="list-style-type: none"> • the title of the development plan document? 	Regulation 22(3)(c)	Yes (copy supplied)

Question	Statutory Requirement	Possible evidence
<ul style="list-style-type: none"> the subject and area covered by the development plan document? notification that the documents prescribed in Regulation 22(1) are available for inspection where and when they can be inspected? 		
Has notice been given to persons who have requested to be notified that submission has taken place?	Regulation 22(3)(c)	Yes (specimen copies of correspondence supplied)
<p>If an examination is being held, at least six weeks before its opening has the Programme Officer:</p> <ul style="list-style-type: none"> published the time and place of the examination and the name of the person appointed to carry out the examination on your website notified those who have made representations on the published development plan document which have not been withdrawn of these details advertised these details? 	<ol style="list-style-type: none"> The Act section 20 Regulation 24 	This will be done at the appropriate time.

GENERAL SOUNDNESS SELF-ASSESSMENT

The following extract from the National Planning Policy Framework (paragraph 182, *Examining Local Plans*) explains what makes the plan 'sound'. The self-assessment is recommended by the Planning Inspectorate as a means of making it clear how the plan meets the requirements laid down.

"The Local Plan will be examined by an independent inspector whose role is to assess whether the plan has been prepared in accordance with the Duty to Cooperate, legal and procedural requirements, and whether it is sound. A local planning authority should submit a plan for examination which it considers is "sound" – namely that it is:

- Positively prepared – the plan should be prepared based on a strategy which seeks to meet objectively assessed development and infrastructure requirements, including unmet requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable development;
- Justified – the plan should be the most appropriate strategy, when considered against the reasonable alternatives, based on proportionate evidence;
- Effective – the plan should be deliverable over its period and based on effective joint working on cross-boundary strategic priorities; and
- Consistent with national policy – the plan should enable the delivery of sustainable development in accordance with the policies in the Framework."

The rules have changed since the self-assessment format was formulated, with the passing of the Localism Act 2011, the Local Planning Regulations in 2012, and the National Planning Policy Framework (NPPF) also in 2012. However, as the essential principles of soundness remain the same, the assessment has been carried out in the published format. The main addition is the checklist to assess whether the Plan is consistent with national planning policy in the NPPF, which is added at the end.

Has the plan been prepared positively?

<i>Key question</i>	<i>Evidence</i>
Is the plan based on a strategy which seeks to meet objectively assessed development and infrastructure requirements, including unmet requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable development;	<p>The Plan is focused on the Sustainable Community Strategy themes of raising aspirations, developing Copeland as a quality place, and building prosperity (Core Strategy paragraph 3.2.3). Development requirements are based on evidence published in Evidence Base reports on housing and employment land supply, retail and open space, analysed and updated where appropriate in the 'Blueprint' papers on the Employment Land Review, the Projections Paper, Viability Assessment update and Retail Assessment Addendum. Infrastructure needs have been examined in the Infrastructure Deficit Report, and developed into the Strategy for Infrastructure, which will inform the Council's negotiations on developer contributions (backed by a SPD in preparation) and on the requirements arising from nuclear power station development.</p> <p>The plan is also a spatial implementation mechanism for strategies prepared by the Britain's Energy Coast partnership, which takes a cross-boundary approach involving Allerdale (3.3.5 – 3.3.7). The house building land provision involves allowing for more house building than the somewhat pessimistic assumptions of 'Economic Blueprint' research (3.3.11 – 3.3.12). As explained in Topic Paper 2 'Housing', this in effect means that the Borough steps forward to accommodate housing growth which the research implies could take place in Allerdale. See '<i>Projections Paper – projecting employment and housing change</i>' which predicates (figs. 7.3 and 7.9) house building levels of 109-214 per annum in Copeland and up to 501 per annum in Allerdale, compared to 230-300 proposed in this plan, and the 304 per annum which Allerdale proposes in its Core Strategy 'Preferred Option'.</p> <p>The Sustainability Appraisal Report concludes that the submitted strategy is more sustainable than other alternatives assessed at the 'Issues and Options' stage of production.</p>

Is the plan justified?

<i>Key question</i>	<i>Evidence</i>
Participation	
Has the consultation process allowed for effective engagement of all interested parties?	The consultation statement demonstrates a front-loaded process, beginning with an extensive stakeholder and community focused exercise to set out strategic principles, then a very full exposition of the preferred strategy as 'preferred options', followed by a successful incorporation of almost all representations into the published draft of the plan.

Research/ fact finding	
<p>Is the content of the development plan document justified by the evidence?</p> <p>What is the source of the evidence?</p> <p>How up to date and convincing is it?</p>	<p>Examples are as follows.</p> <ol style="list-style-type: none"> 1. Paragraphs 4.4.2 to 4.4.9 describe the evidence base regarding the employment land supply. The West Cumbria Retail Study is referred to in various parts of sections 4.7, 4.8 and 4.9. 2. The background to the approach to the housing supply and meeting need is summarised in Section 5.3, including reference to the Strategic Housing Market Assessment and the data underlying Strategic Housing Land availability Assessment. 3. Policy SS5 supporting text refers to, and indeed results from, the evidential work carried out in accordance with the then PPG17. 4. The approach to providing for gypsy and traveller accommodation needs, when finalised, is based on accommodation assessments (5.4.8). 5. Policy ENV1 is informed by the Strategic Flood Risk Assessment (7.2.2). Policy Env3 is accompanied by a list of the biodiversity resources covered, and ENV4 refers to the Borough's built heritage (7.5.1). The Cumbria Landscape Character Assessment and Guidance and Toolkit are referred to under ENV5 6. Each policy is referenced by a text box indicating the main policy and evidential inputs. 7. There are topic papers analysing the background to the issues of employment land and housing land supply. <p>The Sustainability Appraisal assessed the preferred approach against other options and concluded that, overall, the approach adopted is the best solution in terms of sustainable development.</p> <p>The key evidence base documents are as follows. (<i>with dates</i>)</p> <ul style="list-style-type: none"> • <i>The West Cumbria Economic Blueprint (June 2012)</i> • <i>West Cumbria Economic Blueprint- related work (updating and deepening the evidence base in areas critical to the 'Blueprint'); Employment Land Review, Projections Paper - Projecting Employment and Housing Change, Viability Assessment Update and Retail Assessment Addendum Report. (2011/2012)</i> • <i>West Cumbria Employment Land and Premises Study (2008)</i> • <i>West Cumbria Retail Study (2009)</i> • <i>Copeland Strategic Flood Risk Assessment (2007)</i> • <i>Copeland PPG17 Study and Leisure Strategy - Open Space Assessment April 2011</i> • <i>A Playing Pitch Strategy for Copeland Borough Council April 2011</i>

	<ul style="list-style-type: none"> • <i>Sport Facilities Strategy for Copeland, Leisure Needs Assessment April 2011</i> • <i>Copeland Strategic Housing Market Assessment (2011)</i> • <i>Copeland Strategic Housing Land Availability Assessment (site data accumulated and analysed 2008-2012)</i> • <i>Copeland Infrastructure Deficit Report (February 2011)</i> • <i>Copeland Strategy for Infrastructure (March 2012)</i> <p>Where updating was desirable, this has been carried out – notably the reports commissioned in association with the production of the ‘Blueprint’, and the additional ‘call for sites’ for the SHLAA in 2011.</p> <p>The evidence base is identified in full on the Council’s web site at http://www.copeland.gov.uk/Default.aspx?page=1476</p>
<p>What assumptions had to be made in preparing the development plan document?</p> <p>Are the assumptions reasonable and justified?</p>	<p>The plan is primarily based on evidence alongside the continuing and developing legacy of the broader (Energy Coast) strategy currently being pursued.</p> <p>The key strategic assumption is that underlying the spatial strategy, from which much else flows; namely, that it would be beneficial to concentrate the majority of development on the four towns, with the remainder mostly in the Local Service Centres, would be beneficial (section 3.5/Policy ST2). The concentration of development in the towns would aid urban regeneration by increasing the population close to (many within walking distance of) the shops and services in those towns. It would also tend towards sustainable development by reducing movement, because more people were living closer to the services they use, and because it would become easier to develop sustainable commuting to Sellafield.</p> <p>SHLAA data indicates that this aim is feasible in terms of housing location, though there are challenges to be met in drainage provision in the medium term. SHLAA data indeed indicates that this is the most feasible location, given that most identified housing sites are in or on the edges of the towns.</p> <p>This fundamental assumption is supported by the analysis of the Sustainability Appraisal and attracted general support (though there was debate as to the distribution of development between the towns) in public consultation participation and responses.</p>

	<p>The West Cumbria Economic Blueprint and associated evidential work are based on assumptions that the nuclear sector will grow. The plan makes allowance for this by its provision for accelerated housing land provision and its stress on retaining employment land for which there has not been any recent demand. Other than that, this assumption does not influence the Core Strategy, since its coming to fruition would simply lead to the realisation of long-standing aspirations which the strategy reflects.</p>
Consideration of alternatives	
<p>Can it be shown that the council's chosen approach is the most appropriate given the reasonable alternatives?</p> <p>Have realistic alternatives been considered and is there a clear audit trail showing how and why the preferred strategy/approach was arrived at?</p> <p>Where a balance had to be struck in taking decisions between competing alternatives is it clear how and why these decisions were made?</p>	<p>As the consultation statement shows, there was considerable consensus around the broad strategy, and the strategy derives from principles which were discussed, and generally supported, from an early stage. It additionally derives from, and develops, the approach already adopted in the 2006 Local Plan, which was generally consistent with the Energy Coast Master Plan – an economic strategy with wide strategic partner and stakeholder support. Explanation of this was built into the 'Preferred Options' report, and the limited number of objections at that stage suggest that this approach has resulted in a strategy which the community and stakeholders support and/or can acquiesce in.</p> <p>The Sustainability Appraisal Report assesses the strategic options that were explored during plan production, and concludes that the preferred approach is, overall, the most appropriate and sustainable. This is the essential document as far as the 'audit trail' is concerned.</p>
<p>Does the sustainability appraisal show how the different options perform and is it clear that sustainability considerations informed the content of the development plan document from the start?</p>	<p>The Sustainability Appraisal Scoping Report was the first document produced in the process and thus informed the production of the plan from the start.</p> <p>The S.A. Report (published at 'preferred option' stage) evaluated the strategic and other options discussed at the previous stage in the involvement process, and selection of the preferred strategy was informed by that. This is demonstrated by the S.A. Report - see sections</p>
<p>Does the development plan document adequately expand upon regional guidance rather than simply duplicate it?</p>	<p>The plan's strategy, and its provision for house building, are derived in the first place from the Regional Spatial Strategy, which was a useful and well-founded strategy for the North West and for Cumbria in particular. Strategy for West Cumbria flows from the approach of RSS, which remains generally valid, and is consistent with the Community Strategy-derived Sub-Regional Spatial Strategy.</p>

Does the strategy take forward the regional context reflecting the local issues and objectives?	Topic Paper 4 <i>Sub-Regional Planning Context</i> describes these relationships in more detail. The strategy has been developed in close consultation with Allerdale Borough Council and with the partners operating sub-regionally in the West Cumbria Economic Blueprint.
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Is the plan effective?

<i>Key question</i>	<i>Evidence</i>
Is it deliverable?	
<p>Has the council clearly identified what the issues are that the development plan document is seeking to address?</p> <p>Have priorities been set so that it is clear what the development plan document is seeking to achieve?</p>	<p>The issues are identified in Chapter 3 and clearly flow from the analysis summarised in the spatial portrait (and developed in more detail in the ‘Localities section, Chapter 8). The vision concisely puts forward a picture of how the plan aims that these challenges will have been responded to in the next fifteen years. It also responds to the responses received in the first stage of the public involvement process.</p> <p>The strategy puts forward an integrated approach which does not require prioritisation of its elements. However, its main thrust can be seen in the stress placed on the spatial strategy (centred on ST2) and the prominence in the document of the Economic Regeneration policies, especially ER1-3) which focus on the critical importance of the energy sector.</p> <p>Priorities regarding infrastructure needs are identified in the Strategy for Infrastructure (see Annex 1 in particular).</p>
<p>Are there any cross-boundary issues that should be addressed and, if so, have they been adequately addressed?</p>	<p>The circumstances of West Cumbria demand a sub-regional response and this has been achieved via a close and long-running partnership with Allerdale Borough Council and other strategic partners under the umbrella of ‘Britain’s Energy Coast’, supported by the County Council and, when operating, by the North West Regional development Agency. This is described in section 3.3.5 onwards, and a number of evidence base documents have resulted from it. (See ‘research/fact-finding’ above)</p> <p>House building; sub-regional analysis has come forward with house building figures which are skewed towards a level in Allerdale which that Council does not regard as achievable within sustainable limits, and in Copeland which would be damagingly low. The housing topic paper analyses the faulty assumptions behind this; Copeland planning for a higher level than this part of the evidence suggests, is supported by Allerdale Borough Council.</p>

	<p>Economic development; the plan is consistent with the West Cumbria Economic Blueprint and its predecessor the Energy Coast Master Plan. Both these documents have had an explicitly sub-regional approach, with both district councils and the County Council being partners in the exercise and its implementation.</p> <p>There have been frequent meetings with Allerdale Borough and Cumbria County Councils during the production of the strategy. Contact has also been maintained less intensively with the Lake District National Park Authority.</p>
Does the development plan document contain clear objectives?	The objectives In Chapter 3 clearly and explicitly flow from the issues identified in the Spatial Strategy and Vision, and are carried forward into the structural arrangement and thematic coverage of the strategic policies.
<p>Are the objectives specific to the place; as opposed to being general and applicable to anywhere?</p> <p>Is there a direct relationship between the identified issues and the objectives?</p>	<p>Some of the objectives are couched in generic terms, where to add locally distinctive elements would make them too verbose. However, thirteen of the eighteen Plan objectives are specific to Copeland and its unique circumstances.</p> <p>The objectives flow directly from the main issues identified in the spatial portrait and vision, under the broad headings (expressed in detail in local terms) of economic sustainability (nurturing the nuclear base while aiming to diversify), social sustainability (dealing with residual issues from our industrial heritage and low value housing markets), accessibility (with reference to Copeland's peripherality) and environmental protection and enhancement (with reference to our unusually rich environment and landscape).</p>
<p>Is it clear how the policies will meet the objectives?</p> <p>Are there any obvious gaps in the policies, with regard to the objectives of the development plan document?</p>	<p>The Core Strategy is structured into sections (regeneration, sustainable settlements, accessibility and environment, Chapters 4 to 7) which derive from the issues identified in the vision and expanded into objectives for the plan (Chapter 2), as well as from the overarching strategic policies in Chapter 3. The development management policies pick up the structure in Chapters 4-7.</p> <p>This flow into groups of, rather than individual, policies, results in the Council's view in a more streamlined and readable document.</p> <p>This structure also encourages a coverage of the objectives in policy which is full and integrated.</p> <p>There is no independent assessment of this in the evidence base. However, it can be said to have been looked at in the sense that, because the strategic approach is broadly along similar lines to that established in previous strategies, reports such as those done under the auspices of the 'Blueprint', reports done under those auspices effectively endorse the overall strategic approach, as well as</p>

	<p>relevant policies.</p> <p>See in particular, <i>The Spatial Implications of Britain's Energy Coast; Employment Land Review Update (2011)</i>, <i>LDF Retail Assessment Addendum Report (January 2012)</i>, <i>Projections Paper - Projecting Employment and Housing Change (January 2012)</i> and <i>Copeland Housing Viability Study (January 2012)</i>.</p>
<p>Are there realistic timescales related to the objectives?</p>	<p>There are no critical developments (such as strategic sites), fundamental to the strategy, which would require close attention to timescales and their achievability. The underlying momentum for development, and the quantum of development which is likely to happen, are such that it is realistic to take an approach which looks to what can realistically be hoped for over 15 years, and provides for that. The Site Allocation document will add detail to that in terms of phasing relative to infrastructure constraints; at a higher level, the Strategy for Infrastructure (Annex 1) identifies what is needed, and programmed, over five years and a longer timescale.</p> <p>The major unprogrammed, but anticipated, change is that which will arise from major infrastructure projects (that is, the Moorside power station and supporting National Grid upgrade). Policies ER1-3 provide for the Council's input, advocating the Core Strategy as a basis for that investment. The Strategy for Infrastructure Annex 1 also allows for the anticipated impact of this development on the urgency of the Borough's infrastructure needs. These timescales will be worked up as the Moorside planning process gathers pace; the Core Strategy (section 5.3, policy SS2) allows for development uplift to accommodate this in house building terms, and we have taken pains to preserve an employment land supply which can cope with demand for associated development.</p>
<p>Are the policies internally consistent?</p>	<p>The policies are internally consistent. The Core Strategy takes its thematic structure from the Vision and Objectives. The key spatial sections (Economic Regeneration – ER - and Sustainable Settlements - SS) are strongly rooted in the spatial strategy (ST1-4) policies, with the accessibility (T1-2) and environmental (ENV1-5) policies applying across the board. The Development Management policies are, wherever applicable and in the majority of cases, explicitly linked to strategic policy.</p>
<p>Does the development plan document contain material which:</p> <ul style="list-style-type: none"> • is already in another plan • should be logically be in a different plan • should not be in a plan at all? 	<p>No. No-one has suggested that it does.</p>

<p>Does the development plan document explain how its key policy objectives will be achieved?</p>	<p>The path to achievement of the plan is laid out in Chapter 9 on monitoring, within parameters suggested by Annex 1 to the Strategy for Infrastructure. Within the policies themselves, the ER and SS policies demonstrate how the spatial strategy will work out in practice, and the Site Allocation process will lay out how that will proceed on the ground.</p>
<p>If there are development management policies, are they supportive of the strategy and objectives?</p>	<p>The overwhelming majority of development management policies are explicitly linked to strategic policies. The exceptions are 16, 18, 19 and 28-30, which cover detailed development management matters not flowing from strategic policy (though relevant to plan objectives supporting development quality), and DM20 (gypsies and travellers) which reflects national policy.</p>
<p>Have the infrastructure implications of the strategy/policies clearly been identified?</p>	<p>The development levels foreseen by the strategy (and indicated by evidential work) are not in themselves so great as to have major infrastructural implications, though there are likely to be some utility (mainly drainage) constraints which will be looked at more closely in the context of development phasing in the Site Allocations document.</p> <p>This would not be the case of major infrastructure projects come forward; but the implications, and mitigatory responses, to those will be dealt with through the Nationally Significant Infrastructure Project planning process. Policies ER1-3 and the statement at paragraph 1.5 refer to that.</p> <p>In general terms, policy ST4 sets out the approach to infrastructure and the Strategy for Infrastructure gives the evidential basis and detailed policy framework for how the Council will approach infrastructure constraints and development finance to mitigate or help overcome them.</p> <p>No responses have been received which cast doubt on this approach. Utility providers have raised some concerns, but it is accepted that these can and will be addressed at the site allocation stage, and the soundness of this aspect of the strategy has not been questioned.</p>
<p>Are the delivery mechanisms and timescales for implementation of the policies clearly identified?</p>	<p>Delivery mechanisms are identified in Figure 9.1 and Annex 1 of the Strategy for Infrastructure. It should be noted that this is a small second tier district, in an area characterised in recent decades by low development demand, and its ability to govern its own destiny is limited by that. Our response to that challenge is to work proactively with partners (County Council and Energy Coast via the 'Blueprint') to maximise the ability of West Cumbria to respond to opportunities that will emerge.</p> <p>See above (21) on timescales.</p>

Is it clear who is going to deliver the required infrastructure and does the timing of the provision complement the timescale of the strategy/policies?	Infrastructure providers have been consulted throughout the work done on the Infrastructure Deficit Report and the Strategy for Infrastructure, which identifies the infrastructure needs which will have to be met if the strategy is to come to full fruition. Responses indicate that there is general satisfaction with the overall approach (which will be completed in detail when the Site Allocation document is produced).
Is it clear who is intended to implement each part of the strategy/ development plan document? Where actions required to implement policy are outside the direct control of the council, is there evidence of commitment from the relevant organisation to implement the policies?	See Figure 9.1 and Annex 1 to the Strategy for Infrastructure. Where there is programme commitment, Annex 1 covers this. Annex 1 also establishes that there are few infrastructure projects critical to successful implementation of the Core Strategy (though nuclear powers station construction would change that, it would be covered via the NSIP process and resultant commitments from the developer). Further work will be done on phasing of development land release to relate to the strategies of utility providers, especially United Utilities, who are content in overall terms with this approach, subject to concerns being addressed at that stage, and willing in principle to accommodate necessary work in their Asset Management Plan.
Does the development plan document reflect the concept of spatial planning? Does it go beyond traditional land use planning by bringing together – and integrating – policies for development, and the use of land, with other policies and programmes from a variety of organisations that influence the nature of places and how they function?	Primarily (in strategic terms) the plan reflects the long agreed strategic framework for Copeland and Cumbria as a whole, derived from the Cumbria Sub-Regional Spatial Strategy, which is an implementation strategy for giving spatial expression to the county Sustainable Community Strategy. Although the terminology is slightly different, the plan's spatial strategy (expressed primarily in policy ST2) is in effect identical; and it should be remembered that the Sub-Regional Spatial Strategy is signed up to by all main stakeholders across the spectrum covered by the concept of spatial planning. In practical terms such integration is expressed by the Strategy for Infrastructure, which is based on the Infrastructure Deficit Report drawn up after extensive consultation with all key players in the provision of physical, social and environmental infrastructure.
Does the development plan document take into account matters which may be imposed by	The most obvious such 'matters' would arise from Nationally Significant Infrastructure Projects. At present we are aware of three impending NSIPs in Copeland; Moorside nuclear power station, upgrading of the National Grid, and (in the longer term, subject to continuing extensive

<p>circumstance, notwithstanding the council's views about the matter?</p>	<p>investigation) the possible depository for higher activity nuclear waste. Policies ER1, ER3, and DM1 particularly refer to them. There is also a general statement about the Council's intended approach in responding to NSIPs. These references, and indeed the whole Plan text, have been discussed in detail with the promoters of the Moorside nuclear power station, which is currently the most advanced prospective NSIP in the Borough, and we are confident that the Plan responds correctly to the legal framework, whilst robustly articulating the local planning framework which should be a material consideration. We would hope that any options for proceeding with these projects would take place within the locally-determined planning framework, especially as regards any associated works and 'legacy' development. The Strategy for Infrastructure gives further background for this.</p> <p>Otherwise the most hoped for change in circumstance would be uplift in development demand in Copeland. The SHLAA demonstrates that the key input to coping with this, the housing land supply, could do so, and the Site Allocation plan will develop the possible programming of this in more detail.</p>
<p>Is it flexible?</p>	
<p>Is the development plan document flexible enough to respond to a variety of, or unexpected changes in, circumstances?</p>	<p>Policies ER1-3 illustrate the Council's intended response to the onset of a nuclear power station, which would place demands on the Borough's infrastructure and lead to issues of housing provision and 'legacy' outcomes. The Strategy for Infrastructure (Annex 1) also provides for this.</p> <p>Otherwise, the main need for flexibility would arise if there were 'market uplift' leading to greater demand for housing. The strategy (section 5.3) allows for an increase in house building land to allow for this (from 230 to 300 dwellings per annum), and the SHLAA demonstrates that there is sufficient supply to accommodate it.</p>
<p>Is the development plan document sufficiently flexible to deal with any changes to, for example, housing figures from an emerging regional special strategy?</p>	<p>No longer applicable. Housing figures are no longer generated in this way and future revisions arising from changes in household projections or other circumstances, will be dealt with as the plan is reviewed and updated.</p>
<p>Does the development plan document include the remedial actions that will be taken if the strategies/policies are failing?</p>	<p>The Borough is dominated by communities reflecting the consequences of long term industrial change, in a situation of geographical isolation from the country's main centres of population and economic activity. Thus, for spatial plan-making purposes, its strategic options are severely limited.</p> <p>The probable result of the strategy failing would be stasis – a continuation of recent past trends reflected in the description of issues in the Spatial Portrait. This would certainly be undesirable, but would not cause major spatial problems.</p>

	<p>The response to such a position would be as in the past – a sub-regional, partnership-focused strategy building on or changing direction from the Energy Coast Master Plan and West Cumbria Economic Blueprint – and a review of the Core Strategy would either be a part of that, or follow it.</p>
Monitoring	
<p>Does the development plan document contain targets and milestones that relate to the delivery of the policies, including housing trajectories where the plan contains housing allocations?</p> <p>38. Is it clear how these are to be measured and are these linked to the production of the annual monitoring report?</p>	<p>The Monitoring Framework is set out in Chapter 9 of the Core Strategy, with the accompanying Figure 9.1. The structure of the Monitoring Framework has two main impulses: (1) to give as full as possible a reflection of what the Plan is trying to achieve, without getting swamped in detail; and (2) to be integrated with the Annual Monitoring Report format. Whilst the Framework is heavily based on the AMR format, the AMR itself, and thus its data collection programme, has been augmented to fill any gaps in relation to the full range of the Plan's objectives and targets.</p> <p>The Council has kept up punctual publication of its Annual Monitoring Report and the current version is on the web site, as well as having been distributed to libraries, with key stakeholders being advised of its availability and supplied with copies on request. This will be continued with the revised, 'Chapter 9 compliant', future versions.</p>
<p>Are suitable targets and indicators present (by when, how and by whom)?</p>	<p>Chapter 9 of the Core Strategy sets out the framework for monitoring, with indicators wherever feasible, and targets as appropriate (some are quantifiable, others will be expressed in terms of progress against a baseline, and in a few cases progress will be explained in narrative terms). Table 9.2 of the framework sets out how it relates to the format of the Annual Monitoring Report; our intention is that the content of the AMR will be closely aligned with the indicators and targets in the LDF monitoring framework.</p> <p>The current AMR, and its predecessors over the plan production period, are in the Evidence Base.</p>

Is the plan consistent with national policy?

<i>Key question</i>	<i>Evidence</i>
Does the development plan document contain any policies or proposals that are not consistent with national planning policy?	We do not consider that any policies are inconsistent with national policy (see NPPF Checklist below).

<p>If yes, is there a local justification?</p>	<p>Policy ST1 (Strategic Development Principles) is a permissive policy, from which the remainder of the Core Strategy flows. Supporting text to that policy makes it clear that the intent underlying the plan is to express, in terms appropriate to Copeland, the Council's support of the 'presumption in favour of sustainable development' which is at the root of national planning policy as expressed in the National Planning Policy Framework.</p>
<p>Does the development plan document contain policies that do not add anything to existing national guidance?</p> <p>If so, why have they been included?</p>	<p>Policy ST1 contains largely generic clauses which, arguably, repeat national policy. We feel this is legitimate in the cause of brevity. ST1 flows very clearly from the Vision issues and the Plan objectives which flow from them, which are expressed in locally distinctive terms; it is then picked up by the policies which flow from it. Read as a whole, therefore, this produces a picture reflecting Copeland's needs and the Plan's response to them; and provides a policy basis essential to the Plan being understandable to the general reader.</p> <p>Most of the development management policies are expressed in generic terms. The justification is (a) notwithstanding this, the way in which they are couched, and the range of issues they cover, responds to local needs and concerns, and (b) it is useful, to developers and others, to have the policies expressed in this way, rather than rely on unvarnished interpretations of national policy. (Where it is appropriate to rely on national policy, we have done so.)</p>

CONSISTENCY WITH NATIONAL POLICY: the National Planning Policy Framework checklist

The checklist below consists of a list of references to the National Planning Policy Framework, with additional questions based on individual paragraphs of the framework. The NPPF is available only on line, at

<http://www.communities.gov.uk/planningandbuilding/planningsystem/planningpolicy/planningpolicyframework/>

A: Achieving Sustainable Development

The presumption in favour of sustainable development and Core Planning principles (paras 6-17)			
What NPPF expects local plans to include to deliver its objectives	Questions to help indicate whether the plan includes what NPPF expects	Does the plan address this issue and meet the NPPF's expectations?	How significant are any differences? Do they affect the overall strategy?
<i>Policies in local plans should follow the approach of the presumption in favour of sustainable development and guide how it should be applied locally (15).</i>	<i>Does the plan positively seek opportunities to meet the development needs of the area?</i>	Yes, though the presumption is not referred to explicitly. Policy ST1 embodies the presumption. Strategic policies are overwhelmingly permissive and growth-focused, within a sustainable framework (ST1 and ST2).	Recent Inspectors' reports indicate that a more explicit commitment is required. We do not think that a policy statement (e.g. the 'model policy') is needed as this would be repetitive of national policy and, as such, inappropriate. Additionally, the other plan policies clearly indicate a pro-development approach.
	<i>Does the plan meet objectively assessed needs, with sufficient flexibility to adapt to rapid change, (subject to the caveats set out in para 14)?</i>	Policies are designed to meet needs based on a full evidence base. Rapid change, if it happens, will almost certainly be the result of developments in the nuclear sector, dealt with under the NSIP procedure. Spatial strategy (ST) and economic regeneration (ER) policies are generally directed towards providing the flexibility needed. Housing numbers include provision for a 30% 'uplift' which the SHLAA suggests can be accommodated.	We propose to include explicit references to explain the consistency of the plan with the presumption (at 3.3.20), and to stress that the NPPF will be used to determine development management decisions where there is no relevant policy within the Plan (beneath ST1).
	<i>Do you have a policy or policies which reflect the principles of the</i>	No policy needed as the plan as a whole fulfils this.	We propose to strengthen references to NPPF in 3.3.18-20

	<i>presumption in favour of sustainable development? A model policy is provided on the Planning Portal in the Local Plans section, as a suggestion (but this isn't prescriptive)</i>		with a commitment embodying the presumption, and to insert a reference to it (in particular, with reference to proposals not covered by policy) at the foot of ST1. This is consistent with the relevant PINS web page which refers to model <i>wording</i>, not 'policy'.
The NPPF sets out a set of 12 core land-use principles which should underpin plan-making (and decision-making) (17)	<p>Does the plan meet up-to-date, objectively assessed development needs based on evidence?</p> <p>Does it make effective use of land and specifically promote mixed use development?</p> <p>Does it take account of wider geographic areas eg cross</p>	<p>Yes; see evidence base on the web site. Key elements were re-assessed, and updated where necessary, by GVA as part of the 'West Cumbria Economic Blueprint' exercise which responds to anticipated demands in the nuclear sector.</p> <p>Mixed use development is promoted specifically in policies ER7A and DM10; it is also implicit in other policies such as ER8 (homes in Whitehaven town centre) and DM15 (rural conversion, which will often be associated with farm diversification). As this is a rural district with small, fine-grained settlements, there is no need to take a vigorous line on mixed uses, because there are no homogeneous 'single use' areas so large as to damage settlement vitality.</p> <p>The Core Strategy makes clear that (1) it is drawn up in the context of a</p>	

	boundary and strategic issues?	sub-regional economic strategy driven by 'Britain's Energy Coast' in which Allerdale, Copeland and Cumbria County Council work closely together (see, e.g. paras 3.3.5 – 3.3.7; and refs. in or under ER1-ER6); and (2) with reference to rural and tourism policy, it complements the Core Strategy of the Lake District National Park (ER10A).	
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B: Delivering sustainable development

1. Building a strong, competitive economy (paras 18-22)			
What NPPF expects local plans to include to deliver its objectives	Questions to help understand whether your local plan includes what NPPF expects	Does your local plan address this issue and meet the NPPF's expectations?	How significant are any differences? Do they affect your overall strategy?
Set out a clear economic vision for the area which positively and proactively encourages sustainable economic growth (21)	<p>How far does the plan articulate a clear economic vision for the area?</p> <p>Are the policies flexible enough to accommodate requirements not anticipated in the plan and allow a rapid response to changes in economic circumstances? (21)</p>	<p>The economic vision for the sub-region comes from the 'Economic Blueprint' and its predecessor the Energy Coast Master Plan. The plan is laced with references to this, and the ST and ER policies complement it wherever relevant.</p> <p>We believe they are. This is partly because, Copeland being a low demand area, there is a reserve of employment land, and there are surplus sites in Whitehaven specifically identified as appropriate</p>	

		for 'blueprint'-related development. Policy SS2, along with the policies (site allocation) which will flow from it, allows for an increase of 30% in house building over the need-based figure, and the SHLAA has identified enough land to achieve that if demand (with resultant market 'uplift') arises. Topic Papers on the subjects cover this in more detail.	
Recognise and seek to address potential barriers to investment, including poor environment or any lack of infrastructure, services or housing (21)	In supporting economic development to what extent does it take into account the matters raised in paragraph 21 of the NPPF? <i>This includes local and inward investment; supporting existing business sectors and new / emerging sectors; clusters and networks of knowledge / creative/high technology industries; economic regeneration, infrastructure provision and environmental enhancement; new working practices.</i>	<p>The Strategy for Infrastructure identifies infrastructure needed to make the Borough more competitive. Realistically, they will only be fulfilled if projected nuclear developments take place.</p> <p>The Economic Blueprint addresses all the issues mentioned here, and the plan is explicitly aligned with that.</p>	As a second tier district, in a sub-region which attracts low priority for national infrastructure investment, and with limited development demand, Copeland has very limited scope for driving infrastructure investment. Our approach relies on investment which might be attracted to fulfill the economic strategy (the 'Blueprint') – i.e. primarily Nationally Significant Infrastructure Projects.
	<i>Is there an up to date assessment of the deliverability of allocated employment sites, to meet local needs, to justify their long-term protection (taking into account that LPAs should avoid the long term protection of sites allocated for employment use where there is no reasonable prospect of an allocated site being used for that</i>	An assessment of employment land has been carried out and is in the evidence base. Policy ER4C commits us to a review of long term undeveloped sites, and the site allocation process will look at this; but it would be unwise at this stage to jeopardise the existing supply when nuclear new build may lead to a sudden surge in demand for	This variance from the national norm (that long-standing employment allocations should be 'de-allocated') is a sensible reflection of locally distinctive circumstances.

	<i>purpose) para (22)</i>	off-site uses.	
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2. Ensuring the vitality of town centres (paras 23-27)

What NPPF expects local plans to include to deliver its objectives	Questions to help understand whether your local plan includes what NPPF expects	Does your local plan address this issue and meet the NPPF's expectations?	How significant are any differences? Do they affect your overall strategy?
Policies should be positive, promote competitive town centre environments, and set out policies for the management and growth of centres over the plan period (23)	To what extent does the plan and its policies have regard to the criteria set out in paragraph 23 of the NPPF for the management and growth of town centres over the plan period? <i>This includes such matters as definition of networks and hierarchies; defining town centres; encouragement of residential development on appropriate sites; allocation of appropriate edge of centre sites where suitable and viable town centre sites are not available; consideration of retail and leisure proposals which cannot be accommodated in or adjacent to town centres.</i>	<p>Hierarchy is defined in ST2.</p> <p>Town centre boundaries will be reviewed in the site allocation process.</p> <p>Residential development is encouraged specifically in ER8 (Whitehaven), which is the only town large enough for it to be an issue.</p> <p>Retail evidence base work has not identified a need for site provision additional to that already existing.</p>	We consider this approach to be a reasonable application of NPPF principles to the characteristics of Copeland.

Allocate a range of suitable sites to meet the scale and type of retail, leisure, commercial, office, tourism, cultural, community services and residential development needed in town centres (23)	<p><i>Have you undertaken an assessment of the need to expand your town centre, considering the needs of town centre uses?</i></p> <p><i>Have you identified primary and secondary shopping frontages?</i></p>	<p>The Whitehaven town centre boundary will be reviewed in the site allocation process. (See commitment at foot of policy ER8)</p> <p>Primary shopping frontages are identified in the four towns (on the proposals – currently Local Plan – map). They are too small for secondary frontages, designation of which would run the risk of being unduly restrictive.</p>	
Assess the impact of retail and leisure and office proposals (26)	<p>Has it assessed the impact of the policy on existing, committed and planned public and private investment in a centre or centres in the catchment area?</p> <p><i>This is an assessment for planning applications</i></p>	<p>There are no current retail, leisure or office proposals which would make this necessary.</p>	<p>A representor has objected that the Plan has no ‘sequential test’ policy and does not state what the threshold will be for seeking Retail Impact Assessment. The intention has always been that, since there is little demand for retail development in the Borough, it is appropriate to rely on national policy. We propose to insert a statement to this effect in the text following policy ER7.</p>

3. Supporting a prosperous rural economy (para 28)

What NPPF expects local plans to include to deliver its objectives	Questions to help understand whether your local plan includes what NPPF expects	Does your local plan address this issue and meet the NPPF’s expectations?	How significant are any differences? Do they affect your overall strategy?
Support sustainable economic growth in rural areas by taking a	<i>Do your policies align with the objectives of para 28? These</i>	ST2 (figure 3.2 and paras. 3.5.16 to 3.5.19) cover rural development.	This is a rural district and, its policies being pro-growth and

positive approach to new development. Planning strategies should maintain a prosperous rural economy by taking a positive approach to new development. (28)	<i>include policies to support sustainable growth of rural businesses; promote the development and diversification of agricultural businesses; support sustainable rural tourism and leisure developments</i>	Other relevant policies are ER2 Renewable energy ER10 Renaissance Through Tourism DM8 tourism development DM15B conversion for commercial use	development, the plan is therefore naturally focused on rural development (as structured by the spatial strategy in ST2).
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4. Promoting sustainable transport (paras 29-41)

What NPPF expects local plans to include to deliver its objectives	Questions to help understand whether your local plan includes what NPPF expects	Does your local plan address this issue and meet the NPPF's expectations?	How significant are any differences? Do they affect your overall strategy?
<p>Facilitate sustainable development whilst contributing to wider sustainability and health objectives. (29)</p> <p>Balance the transport system in favour of sustainable transport modes and give people a real choice about how they travel whilst recognising that different policies will be required in different communities and opportunities to maximise sustainable transport solutions will vary from urban to rural areas. (29)</p> <p>Encourage solutions which support</p>	<p><i>Have you worked with adjoining authorities and transport providers on the provision of viable infrastructure?</i></p> <p>This is necessary to support sustainable economic growth with particular regard to the facilities referred to in paragraph 31 of the NPPF.</p> <p>To what extent do the policies consider the matters set out in paragraph 32 of the NPPF. <i>These include opportunities for sustainable transport modes; safe and suitable access; cost-effective improvements to the transport</i></p>	<p>The Strategy for Infrastructure was developed in consultation with Allerdale and Cumbria Councils.</p> <p>ST2 focuses most development on the most accessible locations. Policy T1 covers the full range of transport modes, but it should be remembered that this is a relatively remote rural district where alternative modes to the car are of</p>	

<p>reductions in greenhouse gas emissions and congestion (29)</p> <p>Encourage solutions which support reductions in greenhouse gas emissions and reduce congestion by supporting a pattern of development which, where reasonable to do so, facilitates the use of sustainable modes of transport.(30)</p>	<p><i>network.</i></p> <p>Does it have any policies which plan for ports, airports or airfields which are not subject to a separate national policy statement in accordance with the considerations set out in paragraph 33 of the NPPF?</p>	<p>limited usefulness and not likely to be significantly improved.</p> <p>There are no airfields in the Borough; Whitehaven is a small port with a small fishing fleet and the harbour mostly used for leisure. The nearest port used for bulk handling is Workington and we support the proposals for that in the 'Blueprint'</p>	
<p>Ensure that developments which generate significant movement are located where the need to travel will be minimised and the use of sustainable transport modes can be maximised (34)</p>	<p>To what extent do policies ensure that developments are located where the need to travel will be minimised and use of sustainable transport modes maximised - taking into account policies set out elsewhere in the NPPF, <i>particularly in rural areas.</i> (34)</p> <p>To what extent does the strategy protect and exploit opportunities for the use of sustainable transport modes for the movement of goods and people? To what extent are developments located taking into account the criteria set out in paragraph 35 of the NPPF? <i>These include the efficient delivery of goods and supplies; priority to pedestrian and cycle movements and access to high quality public transport; safe and secure layouts; facilities for ultra-low emission vehicles; consider the needs of disabled people.</i></p>	<p>ST2 covers this; exceptions are covered primarily in 3.5.19, ER6 and policies relating to tourism development.</p> <p>See above and (at a site level) policies DM10 to 12.</p>	

	<p>To what extent do the policies aim for a balance of land uses so that people can be encouraged to minimize journey lengths for employment, shopping, leisure, education and other activities? (37)</p> <p>In relation to larger scale residential developments in particular, to what extent do the policies promote a mix of uses to provide opportunities to undertake day-to-day activities including work on site? (38)</p> <p><i>If local (car parking) standards have been prepared, are they justified and necessary? (39) (The cancellation of PPG13 removes the maximum standards for major non-residential development set out in Annex D. PPS4 allowed for non-residential standards to be set locally with Annex D being the default position. There is no longer a requirement to set non-residential parking standards as a maximum but that does not preclude lpas from doing so if justified by local circumstances).</i></p>	<p>This is not an issue in a borough of small settlements; even in Whitehaven, most of the town's facilities and amenities are within walking distance for most people. (The SPDs for South and West Whitehaven are addressing the potential for mixed use which will aid accessibility in one of the town's most remote areas).</p> <p>It is not likely that such large developments will take place. See comments above. West Whitehaven does offer some potential for such an approach.</p> <p>N/A</p>	
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	Does the plan identify and protect sites and routes which could be critical in developing infrastructure to widen transport choice? (41)	T1 refers to key projects. This will be addressed at site specific detail in site allocation policy if necessary.	
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5. Supporting high quality communications infrastructure (paras 42-46)

What NPPF expects local plans to include to deliver its objectives	Questions to help understand whether your local plan includes what NPPF expects	Does your local plan address this issue and meet the NPPF's expectations?	How significant are any differences? Do they affect your overall strategy?
Support the expansion of the electronic communications networks, including telecommunications' masts and high speed broadband (43)	To what extent has a ban been imposed on new telecommunications' development in certain areas or restrictions place? (44)	There is no ban. T1 is supportive, and DM23 sets out criteria for safeguards.	
Aim to keep the numbers of radio and telecommunications masts and the sites to a minimum consistent with the efficient operation of the network. Existing masts, buildings and other structures should be used, unless the need for a new site has been justified. Where new sites are required, equipment should be sympathetically designed and camouflaged where possible.(43)	Do policies identify the need for communications infrastructure not to cause significant and irremediable interference with other electrical equipment, air traffic services or instrumentation operated in the national interest? (44) Does it have policies to ensure that the construction of new buildings or other structures do not cause interference with broadcast and telecommunications services? (44)	There is no identified need for policy coverage for this. We would expect to pick up any issues in development management consultations, and do not consider such a policy has value in a borough with no major settlements.	

6. Delivering a wide choice of high quality housing (paras 47-55)

What NPPF expects local plans to include to deliver its objectives	Questions to help understand whether your local plan includes what NPPF expects	Does your local plan address this issue and meet the NPPF's expectations?	How significant are any differences? Do they affect your overall strategy?
Identify and maintain a rolling supply of specific deliverable sites sufficient to provide five years' worth of housing against their housing requirements; this should include an additional buffer of <i>5% or 20% (moved forward from later in the plan period) to ensure choice and competition in the market for land (47).</i>	<p><i>What is your record of housing delivery?</i></p> <p><i>Have you identified:</i> a) five years or more supply of specific deliverable sites; <i>b) an additional buffer of 5% (moved forward from later in the plan period), or</i> c) <i>If there has been a record of persistent under delivery have you identified a buffer of 20% (moved forward from later in the plan period)? [Para 47].</i></p> <p><i>Does this element of housing supply include windfall sites; if so, to what extent is there 'compelling evidence' to justify their inclusion (48)?</i></p>	<p>SHLAA work is approaching publishable completion. Analysis of the data (by us and consultants looking at viability) demonstrates that we can provide a supply of 5 years plus 20%.</p> <p>There is no windfall allowance.</p>	
Identify a supply of developable sites or broad locations for years 6-10 and, where possible, years 11-15 (47).	<p>Does the plan identify a supply of developable sites or broad locations for: a) years 6-10; b) years 11-15 (47)?</p> <p><i>Does supply for years 6-10 include windfall sites; if so, to what extent is there "compelling evidence" to justify their inclusion (48)?</i></p>	<p>The plan does not; the SHLAA process has identified a supply and a report on this will be published shortly, then allocation and phasing dealt with in the site allocation DPD.</p>	
Illustrate the expected rate of	Is there an up-to-date housing	The housing trajectory will be	

housing delivery through a trajectory; and set out a housing implementation strategy describing how a five year supply will be maintained (47).	<p>trajectory that illustrates progress with delivering the strategy in the plan (47)?</p> <p>Is there a housing implementation strategy describing how delivery of a five year supply of housing will be maintained to meet the housing target (47)?</p> <p><i>To what extent does the removal of national and regional brownfield targets have an impact on housing land supply?</i></p>	<p>included in the submitted Core Strategy following completion of the SHLAA analysis.</p> <p>This will be covered in the site allocation DPD. The final SHLAA report will demonstrate that it is achievable.</p> <p>No impact, save that we no longer have to worry about having been set an unattainable target (though policy SS2, explained by para 5.3.8, contains an aspiration to achieve 50% if sufficient brown field land emerges).</p>	
Set out the authority's approach to housing density to reflect local circumstances (47).	<p>Does the plan include policies on density of development To what extent do these reflect local circumstances?</p>	<p>Policy on density is in SS2 and para. 5.3.7 and will be worked up in more detail in the site allocation DPD. 5.3.7 refers specifically to local circumstance justifying low density.</p>	
Plan for a mix of housing based on current and future demographic and market trends, and needs of different groups (50) and caters for housing demand and the scale of housing supply to meet this demand (para 159)	<p>To what extent have you planned for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community (such as families with children, the elderly and people with disabilities?) To what extent have you identified the size, type, tenure and range of housing required in particular locations, reflecting local demand</p>	<p>SS3 and supporting paragraphs give the framework for this, which will be developed in more detail in the site allocation DPD.</p>	

	(50)?		
	<p><i>Does the plan include policies requiring affordable housing?</i></p> <p><i>Do these need to be reviewed in the light of removal of the national minimum threshold?</i></p> <p><i>Is your evidence for housing provision based on up to date, objectively assessed needs (50)?</i></p> <p>Do these require on-site provision or if off-site provision or financial contributions are sought, to what extent can these be robustly justified and to what extent do they contribute to the objective of creating mixed and balanced communities (50)?</p>	<p>SS3 and supporting paragraphs give the framework for this, which will be developed in more detail in the site allocation DPD. It is based on up-to-date assessments with wide stakeholder support.</p> <p>These considerations will be looked at in the site allocation process, with specific reference to viability evidence which will inform it (and, in the meantime, development management negotiations). NB this is a low value area and site viability means that developer-subsidised affordable provision is not likely to be achievable in most of the borough.</p>	
In rural areas be responsive to local circumstances and plan housing development to reflect local needs, particularly for affordable housing, including through rural exception sites where appropriate (54).	<p><i>Have you considered whether your plan needs a policy which allows some market housing to facilitate the provision of significant additional affordable housing to meet local needs?</i></p>	<p>The areas of the Borough where lack of affordability is most acute adjoin the National Park, where only 'local need' housing is permitted, and where such housing can generally attain a price that does not compromise viability. ST2/fig.3.2/para. 3.5.17 have an approach complementary to this, which will be taken forward in the site allocation DPD.</p>	
	<p><i>Have you considered the case for setting out policies to resist</i></p>	<p>Not needed. Any such proposals would be dealt with on their merits;</p>	

	<i>inappropriate development of residential gardens? (This is discretionary)(para 53)</i>	given the nature of our settlements there is no prospect of such development becoming a problem.	
In rural areas housing should be located where it will enhance or maintain the vitality of rural communities.	<i>Examples of special circumstances to allow new isolated homes listed at para 55 (note, previous requirement about requiring economic use first has gone).</i>	See para. 3.5.17. 'Exceptional', 'innovative' buildings would be dealt with on their merits. As there is no precedent for such development in Copeland, we are content to judge it according to NPPF para. 55.	

7. Requiring good design (paras 56-68)

What NPPF expects local plans to include to deliver its objectives	Questions to help understand whether your local plan includes what NPPF expects	Does your local plan address this issue and meet the NPPF's expectations?	How significant are any differences? Do they affect your overall strategy?
Develop robust and comprehensive policies that set out the quality of development that will be expected for the area (58).	Does the plan include a policy or policies that reflect this objective? To what extent do design policies encompass the principles at paragraph 58 of the NPPF?	DM10/11/12 cover this and are similar in scope to NPPF para. 58. A supporting SPD is in production and we hope to adopt it about the same time as the Core Strategy.	

8. Promoting healthy communities (paras 69-77)

What NPPF expects local plans to include to deliver its objectives	Questions to help understand whether your local plan includes what NPPF expects	Does your local plan address this issue and meet the NPPF's expectations?	How significant are any differences? Do they affect your overall strategy?
Policies should aim to design places which: promote community interaction, including through	Does the plan include a policy or policies on inclusive communities? To what extent do these promote	DM10/11/12 relate to this, and the 'Design Quality' SPD will also address it.	

<p>mixed-use development; are safe and accessible environments; and are accessible developments (69).</p>	<p>opportunities for meetings between members of the community who might not otherwise come into contact with each other, including through mixed-use developments which bring together those who work, live and play in the vicinity; safe and accessible environments where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion; and accessible developments, containing clear and legible pedestrian routes, and high quality public space, which encourage the active and continual use of public areas (69)?</p>		
<p><i>Policies should plan positively for the provision and use of shared space, community facilities and other local services (70).</i></p>	<p><i>Does the plan include a policy or policies addressing community facilities and local services?</i></p> <p><i>To what extent do policies plan positively for the provision and integration of community facilities and other local services to enhance the sustainability of communities and residential environments; safeguard against the unnecessary loss of valued facilities and services; ensure that established shops, facilities and services are able to develop and modernize; and ensure that housing is developed in suitable locations</i></p>	<p>Policy SS4 does this. There is also a framework for identifying needs to enhance facilities, in the evidence base and Strategy for Infrastructure.</p> <p>ST2 is the main focus for achieving the bulk of housing in the most accessible locations (the towns).</p>	

	<i>which offer a range of community facilities and good access to key services and infrastructure?</i>		
Identify specific needs and quantitative or qualitative deficits or surpluses of open space, sports and recreational facilities; and set locally derived standards to provide these (73).	<p>To what extent do policies identify specific needs and quantitative or qualitative deficits or surpluses of open space, sports and recreational facilities in the local area (74)?</p> <p>Does the plan include locally derived standards for provision of open space, sports and recreational facilities?</p> <p>To what extent do policies protect and enhance rights of way and access (75)?</p>	Policy SS5, supported by DM12, allows for this, which will be developed in detail in the Site allocation DPD and supported by the SPD in preparation on Developer Contributions for Infrastructure. Standards have been prepared as part of Evidence base work (Open Space Assessment March 2011)	
<i>Enable local communities, through local and neighbourhood plans, to identify special protection green areas of particular importance to them – ‘Local Green Space’ (76-78).</i>	<i>Do you have a policy which would enable the protection of Local Green Spaces and manage any development within it in a manner consistent with policy for Green Belts? (Local Green Spaces should only be designated when a plan is prepared or reviewed, and be capable of enduring beyond the end of the plan period. The designation should only be used when it accords with the criteria in para 77).</i>	There is at present no identified need or demand for such a policy. Policy SS5 relates to green infrastructure. It can be raised as an issue in Site Allocations DPD consultations.	

9. Protecting Green Belt land (paras 79-92)			
What NPPF expects local plans to include to deliver its objectives	Questions to help understand whether your local plan includes what NPPF expects	Does your local plan address this issue and meet the NPPF's expectations?	How significant are any differences? Do they affect your overall strategy?
		Not applicable – no Green Belt in Copeland.	

10. Meeting the challenge of climate change, flooding and coastal change (paras 93-108)			
What NPPF expects local plans to include to deliver its objectives	Questions to help understand whether your local plan includes what NPPF expects	Does your local plan address this issue and meet the NPPF's expectations?	How significant are any differences? Do they affect your overall strategy?
<i>Adopt proactive strategies to mitigate and adapt to climate change taking full account of flood risk, coastal change and water supply and demand considerations (94).</i>	<i>Have you planned new development in locations and ways which reduce greenhouse gas emissions?</i> <i>Does your plan actively support energy efficiency improvements to existing buildings?</i>	<p>As this is a low demand area, there is no call to designate major development areas such as urban extensions. However, the spatial strategy (as set out in ST2) clearly fulfils this criterion by stressing that development should be focused on the towns, where there is most scope for alternatives to car usage, especially Whitehaven and Millom which have accessible rail stations.</p> <p>Strategic policy ST1 and Development Management Policy DM11 fulfil this, within the</p>	

	<p><i>When setting any local requirement for a building's sustainability, have you done so in a way that is consistent with the Government's zero carbon buildings policy and adopt nationally described standards? (95)</i></p>	<p>constraint of development viability, which tends to be marginal.</p> <p>Policy DM11 is couched in terms of national standards, though there is no evidential basis to proceed in advance of them owing to local development economics.</p>	
<p>Help increase the use and supply of renewable and low carbon energy (97)</p>	<p><i>Do you have a positive strategy to promote energy from renewable and low carbon sources?</i></p> <p><i>Have you considered identifying suitable areas for renewable and low carbon energy sources, and supporting infrastructure, where this would help secure the development of such sources (see also NPPF footnote 17)</i></p> <p>Does it identify where development can draw its energy supply from decentralised, renewable or low carbon supply systems and for co-</p>	<p>Policies ER2 and 3 give a positive framework, qualified by the environmental criteria in DM2. This also a theme in the 'Energy Coast' concept, and the West Cumbria Spatial Blueprint, which is part of the sub-regional strategic framework within which this plan sits.</p> <p>The Cumbria Wind Energy SPD, already part of the LDF, does this in part. ER3 relates to supporting infrastructure, which is being taken forward in the National Grid upgrade, which the Borough Council supports.</p> <p>Overall we do not see the need to identify areas where renewable energy can be utilised, as (subject to landscape constraints) the whole</p>	

	locating potential heat customers and suppliers (97)?	Borough is suitable in principle.	
Minimise vulnerability to climate change and manage the risk of flooding (99)	<p>Does the plan allocate, and where necessary re-locate, development away from flood risk areas (100)?</p> <p>Was the location of development informed by flood risk assessment and sequential test?</p>	<p>Apart from areas of central Whitehaven which are susceptible to marine flooding (albeit protected by harbour defences), we anticipate no allocation within flood risk areas. Policies ENV1 and DM24 are designed to enforce this. Other than in Whitehaven, where re-location of the town centre is not practicable, there is very little development in flood plains.</p> <p>Policy has been informed by a Strategic Flood Risk Assessment and the SHLAA, along with existing allocations, indicates that development needs can be met without encroaching upon floodplains.</p>	It would clearly be inappropriate to sterilise key areas of Whitehaven town centre because of flood risk. DM24 insists on measures to mitigate flood danger. The Environment Agency has not objected to the strategy.
Manage risk from coastal change (106)	<p>Does the plan identify where the coast is likely to experience physical changes and identify Coastal Change Management Areas?</p> <p>Is it clear what development will be allowed in such areas?</p> <p>Does it make provision for development and infrastructure that needs to be re-located from such areas? (106)</p>	The plan has been informed by the recent review of the Shoreline Management Plan. There is no identified need for Coastal Change Management Areas. Most of the coast is protected either because developed or because of the railway. Policy ENV2 refers; DM19C (beach bungalows) is also relevant.	Policy is set at an appropriate level to cover local circumstances.

11. Conserving and enhancing the natural environment (paras 109-125)			
What NPPF expects local plans to include to deliver its objectives	Questions to help understand whether your local plan includes what NPPF expects	Does your local plan address this issue and meet the NPPF's expectations?	How significant are any differences? Do they affect your overall strategy?
Protect valued landscapes (109)	<p>Does the plan contain a strategy to create, protect, enhance and manage networks of biodiversity and green infrastructure?</p> <p>Does it minimize the loss of higher quality agricultural land?</p> <p>Does it give great weight to protecting the landscape and scenic beauty of National Parks, the Broads and AONBs?</p>	<p>ENV5 and supporting text refer to the County-wide approach to landscape management, which is continuing. The policy in effect enables the application of this work when complete, relying on existing designations in the mean time.</p> <p>We have no higher quality agricultural land.</p> <p>Current landscape characterisation refers to National Park fringe areas and development management decisions close to the National park are made in consultation with the Lake District National Park Authority. (There is no AONB in Copeland).</p>	
Prevent unacceptable risks from pollution and land instability (109)	Does it ensure development is appropriate for its location having regard to the effects of pollution on health, the natural environment or general amenity, taking account of the potential sensitivity of the area	Development contrary to these principles would fall foul of various clauses in Policy ST1.	

	<p>or proposed development to adverse effects from pollution?</p> <p>Are sites suitable for the proposed use taking account of ground conditions, pollution from previous uses and any proposals for land remediation?</p> <p>Does it identify areas of tranquility and protect them from noise? (109)</p>	<p>No sites are allocated in the Core Strategy; this will be a matter for the site allocation DPD. It is, of course, a factor in assessing sites in the SHLAA production process.</p> <p>The entire district is tranquil by national standards. There are no major noise generators and therefore such a policy would have little point.</p>	
<p>Planning policies should minimise impacts on biodiversity and geodiversity (117)</p> <p>Planning policies should plan for biodiversity at a landscape-scale across local authority boundaries (117).</p>	<p><i>If you have identified Nature Improvement Areas, have you considered specifying the types of development that may be appropriate in these areas (para 117)?</i></p> <p>Does the plan identify and map local ecological networks? Does it include policies to promote</p>	<p>ENV3 and DM25 represent the policy foundation as regards biodiversity and geodiversity. Natural England and the County Council have been consulted at various stages in the preparation of the plan, including advance sight of the publication version, and are content with the approach.</p> <p>At this stage no need has been identified for Nature Improvement Areas. In an area as ecologically and scenically rich as Copeland, the stress will always be on protection and enhancement of what we have,</p> <p>Identification and mapping of ecological resources is being taken forward co-operatively at a county</p>	

	the preservation, restoration and re-creation of priority habitats, ecological networks and the recovery of priority species?	level.	
	Does it prevent harm to geological conservation interests? (117)	Policy DM25B is directed at 'geodiversity'.	

12. Conserving and enhancing the historic environment (paras 126-141)

What NPPF expects local plans to include to deliver its objectives	Questions to help understand whether your local plan includes what NPPF expects	Does your local plan address this issue and meet the NPPF's expectations?	How significant are any differences? Do they affect your overall strategy?
Include a positive strategy the conservation and enjoyment of the historic environment, including heritage assets most at risk (126)	Does the plan identify heritage assets (buildings, monuments, sites, places, areas, landscapes)?	ST1 C (ii) is the strategic reference, and ENV4, backed up by DM27, specifically protects heritage assets, which are identified via the normal channels. Identification of these in the Local Plan will be incorporated in the Site Allocation DPD. The major stress is on Georgian Whitehaven, which has its own strategic policy (ER8) and a SPD at an advanced stage of production.	NPPF does not indicate a duty to incorporate lists of heritage assets in the plan, though we could do so if required.
	Does it identify heritage assets most at risk?	Heritage assets at risk are identified by English Heritage.	
	Does it promote new development in ways that will make a positive contribution to character and distinctiveness? (126)	ST1D(i) and DM10B refer to this and the Design Quality SPD, in preparation, will strongly encourage development that respects and	

		maintains local distinctiveness.	
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13. Facilitating the sustainable use of minerals (paras 142-149)

What NPPF expects local plans to include to deliver its objectives	Questions to help understand whether your local plan includes what NPPF expects	Does your local plan address this issue and meet the NPPF's expectations?	How significant are any differences? Do they affect your overall strategy?
It is important that there is a sufficient supply of material to provide the infrastructure, buildings, energy and goods that the country needs. However, since minerals are a finite natural resource, and can only be worked where they are found, it is important to make best use of them to secure their long-term conservation (142).	<p><i>Does the plan have policies for the selection of sites for future peat extraction? (143) (NPPF removes the requirement to have a criteria based policy as peat extraction is not supported nationally over the longer term).</i></p> <p>To what extent does the plan take into account the matters raised in relation to paragraph 143 and 145 of the NPPF. <i>This includes matters in relation to land in national / international designations; landbanks; the defining of Minerals Safeguarding Areas; wider matters relating to safeguarding; approaches if non-mineral development is necessary within Minerals Safeguarding Areas; the setting of environmental criteria; development of noise limits; reclamation of land; plan for a steady and adequate supply of aggregates.</i></p> <p>To what extent have you co-</p>	This is governed by the already-adopted Cumbria Minerals and Waste LDF. Policy DM11 contains a statement relating to development not sterilizing mineral resources and allowing for remediation.	

Minerals planning authorities should plan for a steady and adequate supply of industrial materials (146)	<p>operated with neighbouring and more distant authorities to co-ordinate the planning of industrial minerals to ensure adequate provision is made to support their likely use in industrial and manufacturing processes? (146)</p> <p>In order to facilitate the sustainable use of energy minerals to what extent do your policies take into account the matters raised in paragraph 147 of the NPPF?</p>		
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Planning Policy for Traveller sites

What NPPF expects local plans to include to deliver its objectives	Questions to help understand whether your local plan includes what NPPF expects	Does your local plan address this issue and meet the NPPF's expectations?	How significant are any differences? Do they affect your overall strategy?
		<p>The evidence base (RPG13 review) identified minimal need for pitches in Copeland. This is being taken forward in a Cumbria-wide exercise.</p> <p>SS3C is the strategic commitment to this, which will be taken forward, if appropriate, in the Site Allocation DPD. DM20 is a criteria-based approach to development management, if proposals for a site emerge.</p>	This does not fulfill the letter of the national approach, but is appropriate in view of local circumstances.

		<p>The consultee response (Friends Families and Travellers) is favourable; suggestions as to amendments have been incorporated, but no objection has been made to the overall approach.</p>	
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STATEMENT ON FULFILMENT OF THE DUTY TO CO-OPERATE

The Localism Act 2012 inserted in the Planning and Compulsory Purchase Act 2004 a new Section 33A which places on local authorities a duty to co-operate, particularly with specified bodies, in the pursuit of sustainable development. This statement indicates how the production of the Core Strategy and Development Management Policies has fulfilled that.

Co-operative working with neighbour local authorities

The level of co-operative working with other authorities has been governed by need. The Borough is adjoined by four local planning authorities: Allerdale, Barrow-in-Furness, South Lakeland and the Lake District National Park. However, due to the topography of Cumbria, the vast majority of social and economic interaction takes place with Allerdale.

Allerdale Borough Council is thus our main partner in co-operative spatial planning work. This stems from three stimuli:

- recognition that, given our shared characteristics and the proximity of our main centres of population, it makes sense to have a platform to respond to challenges and opportunities in concert;
- a shared relationship with Sellafield, given the proportion of both districts' workforce employed there and in supply chain business, leading also to joint participation in sub-regional initiatives such as 'Britain's Energy Coast';
- the efficiencies to be gained from shared or jointly-funded evidence base accumulation and analysis.

Thus, throughout the plan production process, there have been frequent meetings between the forward planning teams of the two districts, sometimes with County Council involvement, and a large proportion of direct and preparatory output has been shared in draft prior to public consultation processes.

There was, at an early stage, discussion of the possibility of producing a joint Core Strategy, but this foundered on the difficulty of synchronising timetables.

The Lake District National Park includes the majority of the Borough. However, most of this area consists of the high fells and the valleys between them, which are sparsely populated. The area contains less than ten per cent of the population of either authority, and the main centres of population in the National park are relatively remote from Copeland.

It has thus not been necessary for there to be continuous engagement, and the main spatial plan-related contact is at the regular county Development Plans Officers Group (DPOG) meetings. Care has been taken to make sure that the Copeland strategy is integrated with that of the National Park (though the terminology differs – see Topic Paper 4). The Authority has been supplied with drafts of the plan at key stages, including statutory consultation.

South Lakeland District Council has a considerable boundary with the Borough along the ridge between Dunnerdale and Eskdale, but this is in the National Park. The only common boundary between our planning jurisdictions is in the Duddon Estuary. There have been occasional meetings and discussions between the authorities' forward planning teams, and no significant issues have emerged.

Barrow-in-Furness Borough Council faces South Copeland across the Duddon estuary. The boroughs have some common characteristics but there is relatively little interchange between us – even Millom, whose people tend to use Barrow as a higher level service centre, is twenty minutes away by rail or half an hour by road. The Borough Council has been kept in touch via statutory consultation and at DPOG meetings and no significant issues have emerged.

Topic Paper 4 *Sub-Regional Spatial Planning Context* describes how the Copeland Core Strategy has paid attention to and is consistent with the spatial strategies of Allerdale, the Lake District and (non-statutory) Cumbria. The text of this was agreed with those authorities who were also supplied with a draft of the emerging strategy at that time.

Joint evidence base work

Various groupings of local authorities in Cumbria, influenced by how each issue is best covered geographically, have pooled resources to carry out LDF evidence base work. This is driven partly by economy and efficiency, of course, but there is also a tradition of generally harmonious joint working, sometimes led by the County Council, and also in West Cumbria as a result of Allerdale and Copeland recognising our common interests.

With Allerdale Borough and Cumbria County Councils

Employment Land Supply

Strategic Housing Land Availability Assessment (initial format)

West Cumbria Retail Study

With Allerdale Borough Council

West Cumbria Economic Blueprint- related work (updating and deepening the evidence base in areas critical to the 'Blueprint'); Employment Land Review, Projections Paper - Projecting Employment and Housing Change, Viability Assessment Update and Retail Assessment Addendum Report.

County-wide

Strategic Flood Risk Assessment (South Lakeland and Barrow not involved)

Renewable Energy Study

Wind Energy Supplementary Planning Document (Barrow not involved)

Co-operation with other prescribed bodies

The prescribed bodies have been consulted, as appropriate, during the statutory process. There are several such bodies whose relationship with Copeland has led us to involve them more frequently and/or in more depth, as follows.

The Environment Agency has been consulted on or involved in the Strategic Flood Risk Assessment and the preparation of the Infrastructure Deficit Report and Strategy for Infrastructure.

Natural England has been involved as a statutory consultee and its advice has been frequently sought on the production of the Habitats Regulations Assessment.

English Heritage has been involved as a statutory consultee. There has also been a channel of communication, used frequently, to do with the production of the SPD for central Whitehaven, and a related Heritage Thingy bid.

The Primary Care Trust was consulted during infrastructure work to gain knowledge of capital programmes and ensure that any capital projects were correctly appreciated. The Hospital Trust is a consultee and has been consulted during the statutory process.

United Utilities have been consulted at appropriate stages in the production of the Strategic Housing Land Availability Assessment. There are issues to be resolved in the supply of water and provision of drainage, and so far three meetings have been held to discuss this, along with related correspondence. This is part of a continuing process which will continue into the site allocation DPD production, as finalisation of the Borough's requirements depends to a large extent on site selection and phasing.

The draft plan was supplied in advance of publication to the following bodies, in order that they might have an opportunity to let us know of any outstanding issues, so that we might have the opportunity to resolve them:

- Environment Agency
- Natural England
- Coal Authority
- United Utilities
- Highways Agency
- Cumbria County Council (strategic planning and as Highway Authority)
- National Trust
- English Heritage

The first four of these have stated themselves to be content with the plan as published, subject to small amendments improving the accuracy of the plan. In the Council's view this demonstrates the usefulness of the exercise in forestalling the more intensive consideration of the minor matters resolved that would otherwise have been needed post-submission.

United Utilities have not indicated that they consider the plan to be unsound, though they do have concerns as to how much investment may be required to ensure that water supply and drainage services can be delivered to housing sites in the medium and longer term. This will be dealt with in the site allocations work and meetings to discuss this will continue, with a

view to making sure that the next Asset Management Plan (and, if necessary, its successor) meets Copeland's needs, and that sites will be selected and phased to fit in with that..

The County Council made a number of comments prior to publication, most of which were accepted. There remain some points of difference, which in the Borough Council's view are mostly terminological and do not compromise the soundness of the plan; in this context it has to be noted that the duty to co-operate does not impose a 'duty to agree'.

The National Trust and English Heritage were not able to take advantage of this; the former has made representations on the published document, whilst the Borough Council has been able to work successfully with English Heritage in heritage matters relating to Whitehaven, so that there has been an open channel of communication enabling us to deal with previously expressed concerns satisfactorily – English Heritage has no objections to the published plan.

