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1 Introduction

The 'duty to co-operate' is a legal requirement of the plan preparation process. This 'duty' was introduced by the Localism Act which came into effect in November 2011. Further advice on the 'duty' is given in the National Planning Policy Framework (NPPF) which was published on 27 March 2012 and the Town and Country Planning (Local Planning) (England) Regulations 2012 which came into effect on 6 April 2012.

In simple terms the duty to co-operate requires local planning authorities and other bodies to co-operate with each other to address 'strategic issues' relevant to their area. The priority given to any 'strategic' issues will depend on the local circumstance and in some instances there may be few or genuinely no such issues.

This statement is intended to demonstrate how Allerdale Borough Council, in its capacity as the Local Planning Authority, has complied with the 'duty to co-operate' in the preparation of its Local Plan (Core Strategy and Development Management policies). The policy outcomes of such co-operation will however be tested at examination in the same way that other issues and policies will be.

The Local Plan has been prepared by working together with neighbouring local planning authorities and partners to ensure effective strategic planning and coordination of issues that have implications across administrative boundaries. Although much of the plan preparation process preceded the Localism Act and NPPF, the Council has a strong history of collaboration in strategic planning, with adjoining districts, at county and regional level through strategies and plans.

2 Co-operation in Context

Allerdale is located in a two-tier area, with Cumbria County Council providing many public services including education, highways, social services and minerals and waste services. Allerdale Borough Council provides planning, housing, environmental health, waste collection and other services. Allerdale shares borders with Carlisle City to the north, Eden District Council and the Lake District National Park to the east and Copeland Borough Council to the south.

The Duty to Co-operate (the Duty) is set out in Section 110 of the Localism Act 2011, which adds a new section (33A) into the Planning and Compulsory Purchase Act 2004 relating to the Duty. This states that the local planning authority must engage 'constructively, actively and on an on-going basis' during the preparation of local plans when they relate to 'strategic matters'. Strategic matters are defined as development, including infrastructure, with significant impact on at least two planning areas. The Duty applies to all local planning authorities and county councils together with other "prescribed" bodies". The prescribed bodies are listed in Regulation 4 of the Town and Country Planning (Local Planning) (England) Regulations 2012.

The National Planning Policy Framework paragraph 156 sets out the strategic issues where co-operation might be appropriate. These include;

- The homes and jobs needed in the area
- The provision of retail, leisure and other commercial development
- The provision of infrastructure for transport, telecommunications, waste management, water supply, wastewater, flood risk and coastal change management, and the provision of minerals and energy (including heat)
- The provision of health, security, community and cultural infrastructure and other local facilities
- Climate change mitigation and adaptation, conservation and enhancement of the natural and historic environment including landscape

Paragraphs 178 to 181 of the NPPF give guidance on planning 'strategically across local boundaries' and highlights the importance of joint working to meet development requirements that cannot be wholly met within a single planning area through either joint planning policies or informal strategies such as infrastructure and investment plans

Part 2 of the Town and Country Planning (Local Planning)(England) Regulations 2012 clarifies the public bodies which are covered by the Duty;

- Environment Agency
- English Heritage
- Natural England
- Civil Aviation Authority

- Homes and Communities Agency
- Primary Care Trusts
- Office of the Rail Regulator
- Highways Agency
- Transport for London
- Integrated Transport Authorities
- Highway Authorities
- Marine Management Organisation
- Local enterprise partnership

The regulations stress that these bodies are required to co-operate with Councils on issues of common concern to ensure sound Local Plans are developed.

3 Cross Boundary Issues

The following section highlights key areas of cooperation with neighbouring authorities and other prescribed bodies. An overview of the activities that demonstrate the Council's are shown in Appendix 1.

3.1 Carlisle City

There are two areas which are considered to be strategic cross boundary issues which have implications for spatial planning and a collaborative and consistent approach is required:

Solway Coast Area of Outstanding Natural Beauty (AONB)

The AONB crosses the Allerdale and Carlisle administrative boundaries and as such there are well established joint working arrangements. This consists of quarterly steering group meetings with the AONB unit. The steering group has representatives from both Allerdale and Carlisle Councils as well as Natural England and Cumbria County Council. Outcomes of this joint working has led to the AONB management plan 2010-15, Landscape and Seascape Character Assessment November 2010 and the development of a joint strategic policy in the emerging Carlisle and Allerdale Local Plans. The AONB unit was also involved in the formulation of policy in the Allerdale Local Plan.

Hadrian's Wall World Heritage

Hadrian's Wall runs from Wallsend on the River Tyne to Bowness on Solway in Allerdale and therefore goes through a number of local authorities. The Hadrian's Wall Management Plan 2008-2014 was the result of collaboration between partner organisations which have an interest in this World Heritage Site. In addition a joint policy approach strategic policy on Hadrian's Wall has been adopted in both the emerging Allerdale and Carlisle Local Plans.

Other issues

Carlisle is the sub-regional centre providing a focus for retail, employment and housing. However, there is a clear hierarchy between Carlisle and the settlements in north Allerdale which often provide a complementary role to Carlisle in terms of serving local housing, retail and employment markets particularly in relation to their rural hinterland.

3.2 Copeland

Allerdale's main cross boundary issues for are with Copeland and therefore this is reflected in a greater level of joint working. Co-operation has centred on joint evidence studies in terms of retail, employment land and premises, housing and employment projections, a nuclear topic paper and a joint

viability assessment. Both authorities have similar social and economic characteristics and challenges as well as a shared relationship with Sellafield and associated supply chain businesses that provide local employment for both Boroughs.

Britain's Energy Coast and Nuclear Industry

Britain's Energy Coast is a sub-regional initiative which aims to diversify and strengthen the local economy by taking advantage of West Cumbria's nuclear expertise. The West Cumbria Economic Blueprint is a shared strategy of the Britain's Energy Coast partnership which includes the Borough Councils, Cumbria County Council, Nuclear Partners and the private sector.

Nuclear New Build

The nuclear topic paper looks at the potential requirements and opportunities which nuclear new build could bring to West Cumbria. To support potential delivery a multi agency Officers Transport Group, comprising representatives from both Borough Councils, Cumbria County Council, Highway Agency, rail industry and port authority meet on a monthly basis to plan for the required transport and accommodation infrastructure.

Transport Network

Copeland's links to the strategic highway network, in particular the M6, are via Allerdale. Furthermore, main rail links are through Allerdale via the Cumbrian coastal railway that provides links to the west coast main line at Carlisle. Although there are no critical cross boundary transport issues which would impact on the delivery of either local plan, the improvement of the transport infrastructure to support Nuclear New Build and deliver the aims of the West Cumbria Economic Blueprint is a key area of work for all partners co-ordinated through the Officers Transport Group.

3.3 The Lake District National Park

Allerdale is a member of the Lake District National Park Partnership. Established in 2006 its partners have agreed a shared Vision for the National Park, and have created a Partnership Plan with agreed actions for the plan's delivery. The Partnership is made up of twenty four bodies from public, private, community and voluntary sectors. The Partnership meets four times a year and provides strategic advice and recommendations to the National Park Authority in the creation, monitoring and review of policy.

Although there is no significant cross boundary issues, Allerdale and the National Park Local Plans have adopted a common policy approach to the role of Caldbeck (located close to the Park boundary) Caldbeck is classified as a Rural Service Centre in the National Park Core Strategy. It has an important role serving its rural hinterland, part of which is in the Allerdale Plan

Area, and as such is also recognised and included in the Allerdale spatial strategy.

Furthermore, Cockermouth, which is a Key Service Centre in the Allerdale Local Plan, is located close to the National Park boundary. Although there is no strategic cross boundary issues it is acknowledged that visual impact on the Park will be a consideration during site allocations work.

3.4 Cumbria County Council

Being in a two tier area Cumbria County Council are responsible for key infrastructure that will support the delivery of Allerdale's Spatial Strategy. In particular transport, education, drainage, and adult social care.

Co-operation has taken place in a number of ways. Cumbria County Council has contributed to policy wording especially around their areas of responsibility. In particular Allerdale has worked with the County to ensure the Local Plan carries forward and reflects the provisions of the Local Transport Plan.

Cumbria County Council has provided significant input into the baseline assessment of infrastructure and the subsequent infrastructure strategy and the Strategic Housing Land Availability Assessment.

3.5 Eden District Council

Allerdale's boundary with Eden is largely in the National Park and is characterised by small rural communities. Co-operation between the two authorities has been mainly through the county wide Development Plan Officers Group, evidence base work and formal consultation.

3.6 South Lakeland District Council

Although Allerdale has a boundary with South Lakeland, however, this is wholly within the National Park. Co-operation is largely through statutory consultation and the Development Plan Officers Group.

3.7 Joint evidence base work

With Copeland Borough Council

As discussed above due to the common interests between the two Boroughs a number of joint studies have been undertaken these include Employment Land and Premises Study, West Cumbria Retail study, Projections Paper - Projecting Employment and Housing Change, Viability Assessment Update, Employment study update and a Retail Assessment Addendum Report.

With Cumbria County Council

- Traffic modelling for the key centres
- Infrastructure planning/evidence base
- Population projections (POPGROUP)

3.8 County wide working

Cumbria Renewable Energy Capacity Study

Joint evidence base to assess potential from all renewable energy sources in the county.

Cumbria Wind Energy SPD (did not include Barrow)

Strategic Housing Market Assessments

A joint approach was followed using POPGROUP modelling and establishing the housing market areas across the county. The POPGROUP modelling was also used as a baseline in the Allerdale/Copeland Projections Paper mentioned above.

County-wide Gypsy and Traveller Accommodation needs Assessment

A county-wide assessment was carried out in 2008 and an update has now been jointly commissioned by all Cumbrian Local Authorities and the National Park

Vertical structures (cumulative landscape impact study)

It is planned to jointly commission a county wide study by all Cumbrian Local Authorities and the National Park to provide an evidence base connected to the assessment of the proposed National Grid upgrade in Cumbria

Cumbria Biodiversity Data Network

This is a partnership that compiles and uses biodiversity data. The partnership comprises Tullie House Museum, Development Plan Officers Group, Development Management Officers Group, Natural England, the Environment Agency, Cumbria Naturalists Union, Cumbria Wildlife Trust and Cumbria Bird Group. The Network has assisted in the establishment of the Cumbria Biodiversity Data Centre which acts as the Local Records Office.

Nationally Significant Infrastructure Projects

Associated with the potential Nuclear New Build adjacent to Sellafield is the proposal to upgrade the National Grid connection in Cumbria. A working group has been set up to co-ordinate the work programmes, vet National

Grid's consultation strategy and agree a common approach as far as possible. The group consists of all Cumbrian Local Authorities, Cumbria County Council and Lancashire Local Authorities as well as the Lake District National Park

3.9 Cumbria wide groups

Cumbria Planning Group

This is a three monthly meeting of Members and Officers with representatives from all the Borough and District Councils in Cumbria, Cumbria County Council and the National Park Authority. The Local Plan and the Local Enterprise Partnership are standing items on the agenda. It provides an effective forum to discuss cross boundary issues and establish a common approach or consensus on matters that affect the county as a whole.

Cumbria Housing Executive

The Cumbria Housing Executive is a forum comprising of Member and Officer representatives from Cumbria County Council, the six Borough and District Authorities, National Park and local housing providers. A key function of the group is the preparation and review of the Cumbria Housing Strategy which forms a co-ordinated and strategic basis for affordable and specialised housing provision across the county.

Development Plan Officer's Group, Cumbria Monitoring Officer's Group and Development Management Officer's Group

All these groups have officer representatives for the six Borough and District Councils, Cumbria County Council and National Park. These groups share good practice and seek to achieve a jointed up approach across the county on policy, development management and monitoring.

3.10 Co-operation with other prescribed bodies

Environment Agency

The Environment Agency has been involved in the development of the Strategic Flood Risk Assessment, the preparation of the Infrastructure Deficit Plan and Strategy for Infrastructure. It has also had detailed input into the development of policy in the local plan both on a formal and informal basis.

English Heritage

English Heritage has been involved as a statutory consultee both on a formal and informal basis to provide input into the development of policy.

Natural England

Natural England has been involved as a statutory consultee and its advice has been sought throughout the production of the Habitats Regulation Assessment.

The Primary Care Trust

The Primary Care Trust has been involved in the infrastructure work to gain knowledge of its capital programmes. Allerdale is represented on the stakeholder group for the West Cumberland Hospital redevelopment.

United Utilities

Allerdale and United Utilities have worked closely in recent years in response to infrastructure capacity issues in some parts of the Borough. Regular liaison meetings take place outside the more formal consultation process which has allowed the emerging local plan strategy to influence the development of United Utilities next Asset Management Plan.

In addition Allerdale has contributed to the discussion on water resource planning in West Cumbria by attending workshops and submitting comments to United Utilities.

Cumbria Local Enterprise Partnership (LEP)

The Cumbria LEP provides the strategic lead in all activities leading to the growth and vibrancy of the county's economy and, where appropriate, takes positive action using the skills, capability and networks of its partners. There are two sub-groups which link into spatial planning. The first is the Housing and Planning sub-group which has representatives from both the private and public sector. This group looks to break down the barriers to delivery, by fostering an informed dialogue between the construction industry and local planning authorities. The second sub- group is the technical officers group which brings together officers from all the local authorities and the national park which have a planning and economic development remit. This group's work focuses on the co-ordination of the LEP's growth strategy, individual local plans and the delivery and funding of programmes. It ensures that all the necessary elements of strategy, infrastructure and funding are aligned.

Appendix 1 - Allerdale Borough Council's Overview of Duty to Co-operate Activity

Topic	Strategic Issue	Evidence of Co-operation	Nature of co-operation	Key partners	Dates	Outcome
Housing	Identifying housing need	<p>Cumbria wide use of the POPGROUP modelling.</p> <p>Cumbria-wide Gypsy and Traveller Accommodation Needs Assessment</p> <p>Common approach to Housing Market Areas</p>	<p>Joint studies</p> <p>Consistent methodology</p>	<p>All Local Authorities in Cumbria including the National Park</p> <p>Cumbria Housing Executive (including Registered Providers)</p>	<p>POPGROUP is kept up to date and is available as a continuing resource for the Local Planning Authorities</p> <p>GTAA- 2008 and update 2013</p> <p>SHMA 2011</p>	Common county –wide approach to evidence and methodology

Topic	Strategic Issue	Evidence of Co-operation	Nature of co-operation	Key partners	Dates	Outcome
Economy	Britain's Energy Coast	West Cumbria Employment Land and Premises study Production of the West Cumbria Economic Blueprint Agreed implementation plan	Joint studies Britain's Energy Coast partnership	Nuclear industry, Nuclear Decommissioning Agency, Private business, and Local Authorities	On-going	Joint economic strategy for West Cumbria involving both the public and private sector. Common evidence base to support delivery.
Economy	Renewable Energy	Cumbria Wind Energy SPD County-wide Renewable energy capacity study	Joint policy approach Joint study	All Local Authorities in Cumbria with the exception of Barrow	Cumbria Wind Energy SPD 2007 Renewable energy capacity study 2011	Consistent policy approach Common evidence base to support decision making and policy development

Topic	Strategic Issue	Evidence of Co-operation	Nature of co-operation	Key partners	Dates	Outcome
Retail	Identifying retail capacity and demand	West Cumbria Retail Study	Joint Study	Allerdale and Copeland Borough Council and Cumbria County Council	2009 2012 (update)	Comprehensive review of the West Cumbria sub-region in terms of retail. This has translated in to policies in both local plans that provide a joined up retail strategy and retail hierarchy across West Cumbria.

Topic	Strategic Issue	Evidence of Co-operation	Nature of co-operation	Key partners	Dates	Outcome
Nationally Significant Infrastructure Projects	<p>Cross boundary issue relating to supporting infrastructure for Nuclear New Build.</p> <p>Assessment of cross boundary impacts of upgrading the National Grid network</p>	<p>West Cumbria transport modelling</p> <p>Joint Nuclear topic paper (2011)</p> <p>Rail capacity study</p> <p>Joint working arrangements and agreed assessment methodology</p>	Nuclear Transport group	<p>Copeland Council Cumbria County Council National Park Network Rail Train operators Port Authority Highway Agency</p> <p>Local Authorities in Cumbria and Lancashire</p>	On going	Comprehensive evidence base help plan for the requirements of Nationally Significant Infrastructure projects and to support assessment of impacts

Topic	Strategic Issue	Evidence of Co-operation	Nature of co-operation	Key partners	Dates	Outcome
Infrastructure	Infrastructure Strategy	Collection of evidence from the main infrastructure providers (baseline and growth options)	Provision of data	Cumbria County Council Highway Agency Primary Health Care Trust Environment Agency United Utilities Gas and electricity providers	Infrastructure Deficit Plan 2010 Strategy for Infrastructure 2013	Aligning the Local Plan strategy with the strategies and investment decisions of infrastructure providers

Topic	Strategic Issue	Evidence of Co-operation	Nature of co-operation	Key partners	Dates	Outcome
Transport		Local Transport Plan Traffic modelling Infrastructure deficit plan Port of Workington access study Rail capacity study Nuclear Transport Group	Joint evidence base Partnership working across rail, road and sea Aligning the local plan strategy to other transport sectors plans and programmes	Cumbria County Council Highway Agency Port of Workington Network Rail and rail operators	On going (monthly meetings of nuclear transport group)	Ensuring integration of planning strategy and transport infrastructure

Topic	Strategic Issue	Evidence of Co-operation	Nature of co-operation	Key partners	Dates	Outcome
Heritage	Hadrian's Wall	Hadrian's Wall Management Plan	Joint strategy	Partners from the public and Private sector	2008	Common strategy all the Wall agreed by all interested parties
		Joint Local Plan policy with Carlisle City	Joint policy	Carlisle City Council	2012	Consistent policy approach from adjoining authorities to development affecting the World Heritage Site.

Topic	Strategic Issue	Evidence of Co-operation	Nature of co-operation	Key partners	Dates	Outcome
Environment	AONB	AONB Management Plan	Joint studies/strategy	Carlisle City Council, Cumbria County Council, Natural England AONB unit	2009	Evidence Base specific to the AONB and a consistent policy approach from adjoining authorities to the AONB
		Landscape and Seascape Character Assessment			2010	
		Joint steering group	Partnership working		On-going	
	Flooding	Joint Local Plan Policy with Carlisle City	Joint policy		2012	
		Strategic Flood Risk Assessment	Evidence base	The Environment Agency and United Utilities	2007 Update 2011	
Biodiversity	Habitats Regulation Assessment	Support and input from Natural England	Natural England	2012/13		