

6. Neighbourhood Plan Policies

- 6.1 This section sets out the planning policies of the Draft PNDP. These will be used to help determine planning applications in the area and so shape the future of Penrith as a place to live, work and visit. The Draft Policies have been prepared by the Steering Group on behalf of the Town Council. Each policy is set out under one of the 9 objectives identified for the Draft PNDP. Each policy is also accompanied by a Background/Justification section. This sets out why the policy is needed, the evidence used to develop and justify the policy, and, where necessary explanatory material setting out how the policy will be used when planning applications and proposals are being assessed and prepared.

OBJECTIVE 1: Sustainable Development

- 6.2 **To ensure that all development in the town is sustainable and meets the needs of the present without compromising the ability of future generations to meet their own needs.**

6.3 **Policy 1 Sustainable Development in Penrith**

Development proposals should be designed incorporating sustainable development principles and measures. These measures should build in resilience and achieve development that is adaptable to meet the challenges of future climate change and socio-economic change. Development proposals should demonstrate, where it is practical for them to do so, that they have considered each of the following criteria:

1. The inclusion of design features and measures that encourage active and healthy lifestyles;
2. Capacity of the development to prevent flooding and water course pollution and measures to minimise water consumption;
3. Design that minimises use of energy and seeks to include the highest available standards of energy efficiency in buildings and the provision of on-site production of energy using renewable sources (e.g. photo voltaics, ground/air source heat pumps, small wind turbines);

4. Inclusion of measures to reduce resource consumption and encourage design features that re-use and recycle resources:
 - Using sustainable building materials that are capable of recycling following demolition (eg. Masonry, concrete, glass, timber, roofing materials, pipework and insulation)
 - To utilise recycled building materials wherever possible (eg. Masonry, roofing materials, aggregate).
5. Ability to maximise opportunities for active means of transport, (walking, cycling and public transport) and measures to promote use of low carbon vehicles;
6. Use of sustainable, renewable, healthy products that embody low energy output, and are, wherever possible, sourced locally;
7. Protection of greenspaces, creation of new greenspaces and, where applicable, net gains in biodiversity; and
8. Protection and enhancement of the local identity, character and distinctiveness of the town.

Background/Justification

- 6.4 National planning policy in the NPPF sets out that the purpose of planning is to help achieve sustainable development. One component of this is the promotion of good design.
- 6.5 To help achieve this national objective, Draft Policy 1 of the PNDP sets out how planning proposals should seek to be sustainable within the context of Penrith. This is a general overarching policy and due to Draft Policy 1's wide scope many of the principles are also amplified in more detail in other policies of the PNDP. Where this occurs, the policies should be read and used in conjunction.
- 6.6 Draft Policy 1 provides a means of assessing proposals so that if they meet the criteria in the Policy, they will be better placed to meet the presumption in favour of sustainable development within the context of Penrith.
- 6.7 Draft Policy 1 helps the PNDP deliver on its key theme of delivering a more sustainable town (see para. 3.1.1 of the PNDP).

Relevant District Planning Policies:

Core Strategy:

CS1 Sustainable Development Principles
CS16 Principles for the Natural Environment
CS17 Principles for the Built (Historic) Environment
CS18 Design of New Development
CS19 Energy Conservation, Efficiency and Production in New Developments
CS20 Renewable Energy

Eden Local Plan 2014-2032

DEV1 General Approach to New Development
DEV2 Water Management and Flood Risk
DEV5 Design of New Development
ENV5 Environmentally Sustainable Design
ENV6 Renewable Energy

Penrith Town Council Strategic Priorities: Health and Wellbeing; Economic Development; Transport; Growth; Community Engagement.

6.8 Policy 2 Environmentally Sustainable Design

Development requiring planning permission should be designed in such a way that they promote good environmentally sustainable design. They should be informed by, and respect, the town's wider character and the local site context. Good contemporary design will be encouraged where it reflects these criteria. Planning applications will be assessed against the following:

1. Design and Access Statements accompanying planning applications should set out how the proposal achieves good design and is sustainable development;
2. For planning applications classed as major development, the Design and Access Statement should include an Energy Statement setting out how the proposal meets zero or low carbon targets and how the proposal includes climate change resilience measures. To help applicants, proposals should seek to meet as a minimum: Building Research Establishment Environmental Assessment Method (BREEAM – Good or Excellent Standard) or Code for Sustainable Homes (Level 4 equivalent) and, where relevant, pre-assessment or their subsequent equivalent.

3. Innovative sustainable design solutions will be encouraged to ensure that buildings remain at the forefront of sustainable building design. Measures to be considered include things such as:

- Adopting water recycling methods at source;
- Using sustainable building materials;
- Recycling of grey and rainwater;
- Adopting high standards for thermal insulation; and

4. Once the amendments to the Planning and Energy Act 2008 have been made, then the levels required by this Plan will increase accordingly in compliance with the national guidance.

Background/Justification

6.9 Proposals for new housing will be expected to meet the requirements of the Code for Sustainable Homes (CSH), or for commercial development the Building Research Establishment Environmental Assessment Method (BREEAM). The ministerial statement of 25 March 2015 states that

"For the specific issue of energy performance, local planning authorities will continue to be able to set and apply policies in their Local Plans which require compliance with energy performance standards that exceed the energy requirements of Building Regulations until commencement of amendments to the [Planning and Energy Act 2008](#) in the Deregulation Bill 2015."

6.10 Those amendments have not been enacted to date. Setting standards equivalent to the Code for Sustainable Homes Level 4 (CSH4) is consistent with the stated intent of the ministerial statement: *"The government has stated that, from [the enactment of the amendments], the energy performance requirements in Building Regulations will be set at a level equivalent to the (outgoing) Code for Sustainable Homes Level 4. Until the amendment is commenced, we would expect local planning authorities to take this statement of the government's intention into account in applying existing policies and not set conditions with requirements above a Code level 4 equivalent."* (Ministerial Statement: [The Rt Hon Sir Eric Pickles, Department for Communities and Local Government](#), 25 March 2015)

- 6.11 Applicants will be encouraged to provide Sustainability Statements, or separate sections in submitted Design and Access Statements to provide comprehensive evidence of the sustainability of each development, demonstrating that the design meets the highest feasible and viable standards. Measures that could be included for major development, standard methods of assessment such as BREEAM and Code for Sustainable Homes (CSH) should be used wherever possible.



Relevant District Planning Policies:

Core Strategy:

- CS1 Sustainable Development Principles
- CS16 Principles for the Natural Environment
- CS17 Principles for the Built (Historic) Environment
- CS18 Design of New Development
- CS19 Energy Conservation, Efficiency and Production in New Developments
- CS20 Renewable Energy

Eden Local Plan 2014-2032

- DEV1 General Approach to New Development
- DEV2 Water Management and Flood Risk
- DEV5 Design of New Development
- ENV5 Environmentally Sustainable Design
- ENV6 Renewable Energy

Penrith Town Council Strategic Priorities: Health and Wellbeing; Economic Development; Transport; Growth; Community Engagement.

6.12 **Policy 3 Energy use and reducing carbon emissions**

Developers of major proposals above a threshold of 1,000 square meters or 10 dwellings shall provide at least 10% of the development's total predicted energy requirements on-site, from renewable energy sources unless it can be demonstrated that this is neither practical nor viable.



Background/Justification

- 6.13 Planning policy also plays a key role in securing radical reductions in greenhouse gas emissions and supporting the delivery of renewable and low carbon energy associated infrastructure (NPPF, para. 93).
- 6.14 Policy 3 seeks to set detailed local policy for Penrith so that the national aim of securing radical reductions in greenhouse gas emissions can be met.
- 6.15 For the purposes of this policy renewable energy could also include passive solar design; Wind Turbines; Biomass, Ground and Air Source Heat Pumps and district heating schemes.
- 6.16 Policy 3 should be read in conjunction with Core Strategy Policy CS19 Energy Conservation, Efficiency and Production in New Developments and emerging Local Plan 2032 policies ENV5 Environmentally Sustainable Design and ENV6 Renewable Energy.

Relevant District Planning Policies:

Core Strategy:

CS1 Sustainable Development Principles
CS18 Design of New Development
CS19 Energy Conservation, Efficiency and Production in New Developments
CS20 Renewable Energy

Eden Local Plan 2014-2032

DEV1 General Approach to New Development
ENV5 Environmentally Sustainable Design
ENV6 Renewable Energy

Penrith Town Council Strategic Priorities: Health and Wellbeing; Growth.

6.16 **Policy 4 Accessibility and Social Inclusion**

To ensure that all development proposals meet the needs of all groups and sections of the community they should be in a location that can be reasonably accessed by walking, cycling, those with mobility aids, public transport and motor vehicles. To increase accessibility proposals should incorporate measures and features to ensure that any routes (e.g. footpaths, streets, roads etc.) through and to and from a site are welcoming, overlooked and safe.

To improve social inclusion, where appropriate, proposals should also:

1. Provide good quality, well located and sited, accessible, functional, centralised open spaces, play areas and public spaces that allow people of all ages and backgrounds to meet and lead healthy and active lifestyles; and
2. Incorporate design features that will allow buildings and spaces the flexibility to adapt and change so they can meet the needs of a changing population (e.g. Lifetime Homes) and new technologies.



Background/Justification

- 6.17 The Eden Core Strategy seeks to promote active and inclusive communities. The Core Strategy through policy CS21 Principles for Services, Facilities, Sport and Informal Recreation seeks to ensure there are appropriate community services and facilities and seeks to protect and enhance such facilities.
- 6.18 Draft Policy 4 of the PNDP is a plan-wide, Penrith-wide policy that seeks to ensure that new development in the neighbourhood area promotes social inclusion for all section of the community and delivers the social role of sustainable development.
- 6.19 Planning's main way of contributing to this is in the geographical location of land uses, and their physical accessibility (e.g. through design) of buildings and spaces. Penrith's population is generally a healthy one. In 2011, 79.6% of residents considered themselves to have "very good" or "good" health" and that their day-to-day activities were not limited, but 9.0% of residents considered that day-to-day activities were limited a lot; 10.5% limited a little.

Relevant District Planning Policies:

Core Strategy:

CS1 Sustainable Development Principles
CS21 Principles for Services, Facilities, Sport and Informal Recreation

Eden Local Plan 2014-2032

DEV1 General Approach to New Development
DEV3 Transport, Accessibility and Rights of Way
DEV5 Design of New Development

Penrith Town Council Strategic Priorities: Health and Wellbeing.

6.20 Policy 5 Conservation Areas in Penrith

Penrith Conservation Area

Development within or affecting the setting of the Penrith Conservation Area should be designed to take account of, conserve and protect the following:

1. Historic street patterns and layouts including former market places, lanes and yards and the Conservation Areas high degree of permeability;
2. The fine grain of built development and the well-defined building hierarchy with buildings generally two storeys in height and not exceeding four storeys;
3. Protect vernacular buildings and styles
4. Use of local materials - red sandstone, Westmorland/Burlington slate and timber;
5. Irregular roofscapes and the predominance of vertical fenestration;
6. The retention, renovation and re-introduction of traditional shopfronts in line with the planning policies in this plan and the Eden District Shopfronts Supplementary Planning Document;



7. Protection of key views and vistas: To be identified through this consultation e.g. View from Beacon Hill to the Northeastern Fells and the View of Beacon Hill from Castle Park; and



8. Hard and soft landscaping in local materials with native species planting.

Penrith New Streets

Development Proposals affecting the Penrith New Streets Conservation Area should:

1. Retain and enhance views of and from Beacon Fell;
2. Retain the layout of tightly knit terraces and larger semi-detached and detached villas;
3. Use suitable materials such as red sandstone and Westmorland/Burlington slate roofs or sympathetic alternatives that would introduce and encourage good quality, innovative design;
4. Retain architectural detailing such as arched doorways, bay windows, stone mullions, large stone chimney stacks and decorative eaves, and sandstone boundary walls; and
5. Retain mature gardens and open spaces.

Development proposals in and affecting the setting of both Conservation Areas will be required to describe the significance of any designated and non-designated heritage assets affected.

Supporting Town Council Actions

- To work with Eden District Council to review the Penrith Conservation Area boundary and seek the incorporation of Drovers Lane, Brunswick Road School and Croft Avenue within the Conservation Area boundary.

- To work with Eden District Council to investigate the desirability of designating some of the residential properties in Castletown a Conservation Area.



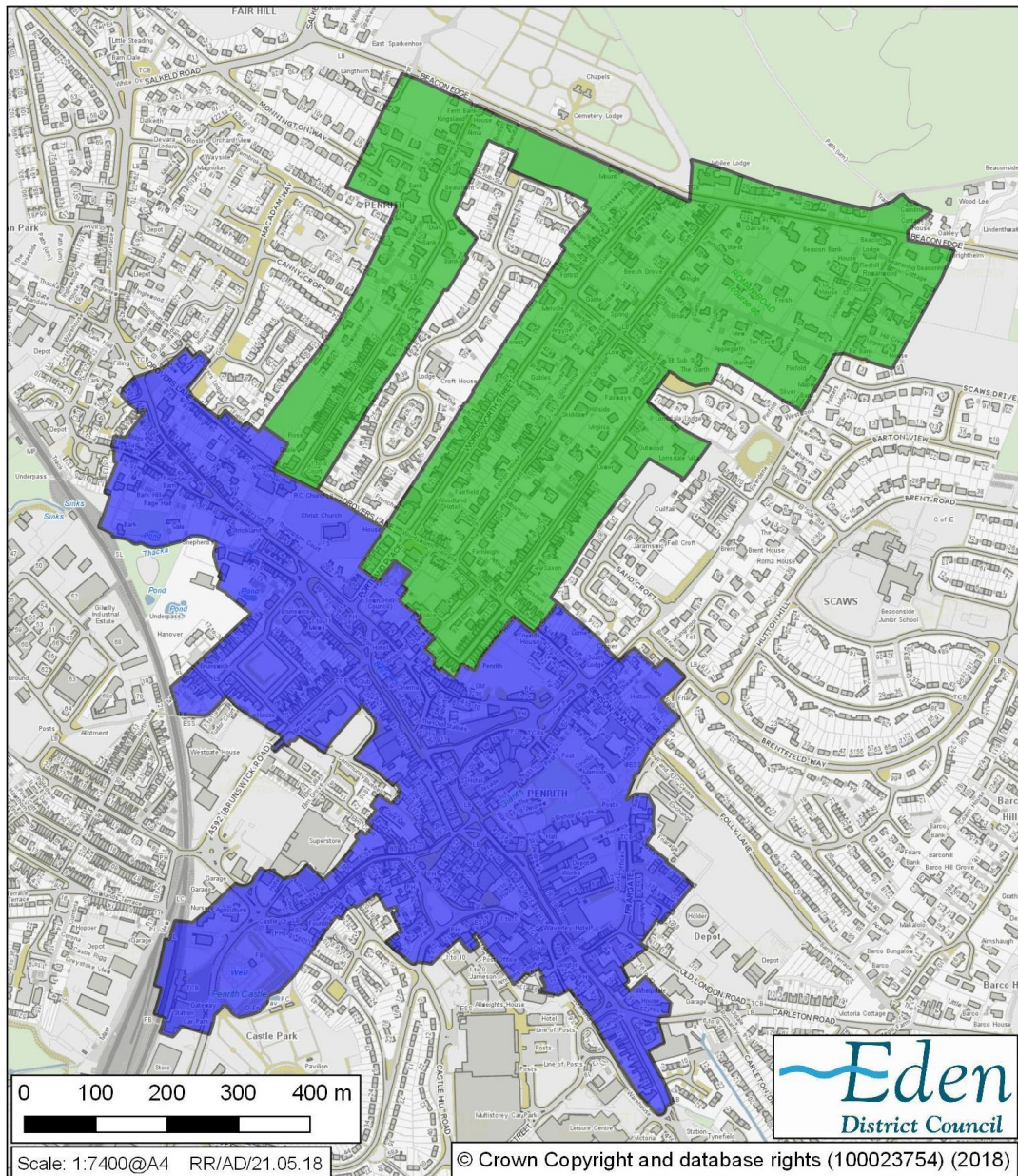
Background/Justification

- 6.21 Penrith retains a strong sense of identity and local distinctiveness. This stems from the historic market town and the atmosphere this creates and from the historic built environment with its distinctive red sandstone buildings, narrow streets and passageways.
- 6.22 Much of the central area of the town was designated as a Conservation Area in 1975 and then revised on 27 May 1976, 16 April 1981 and 4 May 2010. (**Figure 9**).

Figure 9. Penrith and New Streets Conservation Areas

(Source: Eden District Council)

Penrith Conservation Area and Penrith New Streets Conservation Area



- 6.25 Drovers Lane is sandwiched between the New Streets and Town Centre conservation areas, it is one of the main routes into town and is part of the 'Penrith Story'. There are various periods of development along that route and each architectural period is important in terms of built form and should be given regard.



- 6.26 The buildings at the bottom of Croft Avenue have been left out of the Conservation Areas as, at the time, they were not regarded with any value. However, these are also of their time and the architectural style and appearance is important. The lack of designation has resulted in the use of inappropriate fenestration of these properties and each property has chosen their own style of window resulting in an unsatisfactory piecemeal appearance.

Relevant District Planning Policies:

Core Strategy:

CS1 Sustainable Development Principles
CS17 Principles for the Built (Historic) Environment
CS18 Design of New Development

Eden Local Plan 2014-2032

ENV10 The Historic Environment

Penrith Town Council Strategic Priorities: Health and Wellbeing.