

## 6. NEIGHBOURHOOD DEVELOPMENT PLAN POLICIES

- 6.1 This section sets out the planning policies of the PNDP. These will be used to help determine planning applications in the area and shape the future of Penrith as a place to live, work and visit.

The Policies have been prepared by the Neighbourhood Plan Development Group on behalf of Penrith Town Council.

Each policy is set out under one of the 8 objectives identified for the Regulation 16 Draft PNDP and is accompanied by a Background/Justification section that sets out why the policy is needed the evidence used to develop and justify the policy.

- 6.2 This section also includes 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

**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 and to promote and pursue a transition to a low carbon economy.**

#### Policy 1 Sustainable Development in Penrith

1. Development proposals should be designed to incorporate sustainable development principles and measures. These measures should build in resilience and achieve development that is adaptable to meet the challenges of future climate and socio-economic change. Development proposals should demonstrate, where practicable, that they meet all of the following criteria.
2. The inclusion of design features and measures that encourage active and healthy lifestyles, for example, good links to the walking, cycling and public transport network and incorporation of cycle storage, access to private or shared garden space and public recreation space.
3. Measures to prevent flooding and water course pollution and measures to minimise water consumption, including the incorporation of sustainable urban drainage systems, rainwater harvesting and water efficient fittings.

4. Design that includes measures to minimise energy use and consumption, seeks to include the highest available standards of energy efficiency, and provides, where appropriate, on-site production of energy using renewable sources, such as photovoltaics, ground/air source heat pumps and small wind turbines.
5. Utilising recycled building materials, wherever possible (e.g. masonry, roofing materials, aggregate etc.).
6. Maximise opportunities for active means of transport, (walking, cycling and public transport) and to promote use of low carbon vehicles by providing charging points.
7. Use of sustainable, renewable, healthy products (e.g. by avoiding toxic or carcinogenic materials) that embody low energy output, and are, wherever possible, sourced locally.
8. Protection of greenspaces, creation of new greenspaces and, where applicable, the development achieves net gains in biodiversity.
9. Inclusion of adequate infrastructure to service the development and to ensure the development is sustainable – economically, socially and environmentally.
10. Protection and enhancement of the local identity, character and distinctiveness of the town by way of sympathetic use of building styles, layouts, materials and landscaping.

### **Background/Justification**

- 6.3 The National Planning Policy Framework (NPPF) sets out that the purpose of planning is to contribute to the achievement of sustainable development. One component of this is the creation of high-quality buildings and places.
- 6.4 To help achieve this national objective, Policy 1 of the PNDP sets out how planning proposals in Penrith should seek to be sustainable.

This is an overarching policy of the PNDP, and these 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.

- 6.5 Infrastructure providers, such as Cumbria County Council, have an important role to play in ensuring that new development is adequately serviced and can help to ensure such development is developed in a more sustainable way. The County Council's approach to seeking developer contributions as part of the planning process is set out in *Cumbria County Council's Planning Obligations Policy (September 2013)* <https://www.cumbria.gov.uk/eLibrary/Content/Internet/538/755/1599/41590142248.pdf>.
- 6.6 Sustainable drainage proposals should take in to account the impacts upon adjacent railway infrastructure, so as not to increase the risk of flooding, pollution or soil slippage on to the existing operational railway. Sustainable drainage systems within the neighbourhood plan area should be directed away from the railway and should not use soakaways within 30m of the railway boundary. Attenuation ponds/basins on sites adjacent to or near to the railway boundary should only be included in proposals with the agreement of Network Rail and should not be included in proposals that are adjacent to a railway cutting.
- 6.7 Policy 1 helps the PNDP deliver on its key theme of delivering a more sustainable town. Where Design and Access Statements are required applicants should set out how the proposal meets the criteria in PNDP Policy 1, for example by providing information on the sustainability of the materials used, this could include details on the energy used for their production and an assessment of the health implications of the product, both in terms of its lifetime of use in a building, or in its longterm health implications if and when it has to be replaced and disposed of.

**Relevant District Planning Policies:**

**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.

## **Policy 2 Environmentally Sustainable Design**

Development should be designed in such a way that it promotes high quality, environmentally sustainable design. Proposals should, therefore, be informed by, and respect, the town's wider character and the local site context. High quality, contemporary design will be encouraged, which may promote local distinctiveness or, where appropriate, reflect a different aesthetic which expresses 21st Century responses, including design to reduce the impact of climate change. Planning applications will be assessed against the following:

1. Design and Access Statements, where they are required to accompany a planning application, should set out how the proposal achieves high quality design and sustainable development.
2. For planning applications classed as major development (see the Glossary in the PNDP) the Renewable Energy Statement shall set out how the proposal meets zero or low carbon targets and includes climate change resilience measures. As a minimum, for commercial buildings Building Research Establishment Environmental Assessment Method (BREEAM – Good or Excellent Standard) should be achieved.
3. If the proposals are an innovative sustainable design solution such proposals will be encouraged to ensure that buildings remain at the forefront of contemporary, sustainable building design and will be assessed for the way in which they include measures for:
  - i. Adopting water recycling methods at source;
  - ii. Using sustainable building materials;
  - iii. Recycling of grey and rainwater;
  - iv. Adopting high standards for thermal insulation and using features such as building orientation and natural ventilation to maximise passive solar gain and to aid natural heating and cooling of buildings and
  - v. Inclusion of design features that encourage more sustainable lifestyles e.g. electric vehicle charging points, convenient storage of waste for recycling etc.

## Background/Justification

- 6.8 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.”
- 6.9 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)
- 6.10 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 include standard methods of assessment such as BREEAM or Code for Sustainable Homes (CSH) equivalents. Following amendments to the Planning and Energy Act 2008 then the standards required by the PNDP and other planning policy will change in accordance with national guidance.
- 6.11 Tackling climate change is a long-standing priority in the UK. Section 19 of the Town and Country Planning Act (as amended by the Planning Act 2008) states that “Development plan documents must (taken as a whole) include policies designed to secure that the development and use of land in the local planning authority’s area contribute to the mitigation of, and adaptation to, climate change”.
- The NPPF explains that this provision should be complied with “in line with the objectives and provisions of the Climate Change Act 2008” (footnote 16). The 2008 Climate Change Act commits the UK to reduce carbon emissions by at least 80% by 2050, from a 1990 baseline.

- 6.12 The UK Carbon Plan states that, if this target is to be reached, “by 2050 the emissions footprint of our buildings will need to be almost zero”. The UK Carbon Plan (HM Government, 2011) states that, if this target is to be reached, “The English Housing Survey (2008) identified that nearly 80% of the current housing stock were built more than 34 years ago.
- 6.13 The reality is that homes we build today will still be in use in 2050 when all our housing stock must be almost zero carbon. The homes we build today must be built to run without emitting greenhouse gas emissions. If this does not happen, costly energy retrofits may be required within the next 30 years, with those costs likely to fall to the homeowner or tax payer.
- 6.14 If we are to limit the increase in global temperature rises to a level that will avoid the worst impacts new development must begin to make the transition to zero greenhouse gas emissions now.

**Relevant District Planning Policies:**

**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.

**Policy 3 Energy Use and Reducing Carbon Emissions**

Developers of major proposals above a threshold of 1,000 square metres or 10 dwellings shall provide at least 15% of the development’s total predicted energy requirements from on-site renewable energy generation and storage, unless this can be demonstrated to be neither practicable nor viable.

**Background/Justification**

- 6.15 The planning system should support the transition to a low carbon future (NPPF, para.148).
- 6.16 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. The Government has set a target to deliver 15% of the UK’s energy consumption from renewable sources by 2020.

6.17 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. Such schemes should be practical e.g. small wind turbines in suitable locations, such as where they would not have significant adverse impacts; and, viable, i.e. they can be delivered as part of a wider scheme without affecting the financial viability of the development.



6.18 Policy 3 should be read in conjunction with Eden Local Plan 2014-2032 policies ENV5 Environmentally Sustainable Design and ENV6 Renewable Energy.

**Relevant District Planning Policies:**

**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.

**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, to and from a site are welcoming, overlooked and safe.

To improve social inclusion proposals should also:

1. Provide high quality, well located, accessible, functional, centralised public open spaces, play areas and public spaces that allow people of all ages and backgrounds to meet and lead healthy and active lifestyles, where feasible and appropriate.
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. by incorporating design features such as those in the Lifetime Homes Standard that allow flexibility and adaptability to create better living environments for everyone.

## **Background/Justification**

- 6.19 The ELP2014-2032 seeks to achieve “Thriving Communities” (Local Plan Objectives 15, 16 & 17). Such communities will have “locally accessible, high quality health care”, protected and enhanced community facilities and services where accessibility to them has been maximised, to create a “sense of community and belonging”. “Lifetime Homes” are ordinary homes designed to incorporate design features to support the changing needs of individuals and families at different stages of life.
- 6.20 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 sections of the community and delivers the social role of sustainable development.
- 6.21 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 (Source: 2011 Census).

### **Relevant District Planning Policies:**

#### **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.

## **Policy 5 Conservation Areas in Penrith**

### **A. Penrith Conservation Area**

Development within or affecting the setting of the Penrith Conservation Area should be designed to take account of the conservation or enhancement of the following:

1. Historic street patterns and layouts including former market places, lanes and yards and the Conservation Area's 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 unless of exceptional design and having no other significant adverse impact.
3. Vernacular buildings and styles.
4. Retention, re-use and use of local materials, for example red sandstone, Westmorland/Burlington slate and timber in buildings and red sandstone for boundary walls, or sympathetic alternatives that would encourage high quality, innovative design.
5. Irregular roofscapes and the predominance of vertical fenestration including number and size of window openings, materials, sub-division of windows (e.g. mullions), decoration, shutters, window colour and glazing.
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. Key views and vistas within and of the Conservation Area, including:
  - i. View of Beacon Hill from Penrith Castle;
  - ii. View of the Lakeland Fells from green above Scaws Drive and from Beacon Edge.
8. Hard and soft landscaping in local materials with native species planting.

## **Policy 5 Conservation Areas in Penrith**

### **B. Penrith New Streets**

Development within or affecting the setting of the Penrith New Streets Conservation Area should be designed to take account of the conservation or enhancement of the following:

1. Retain the layout of tightly knit terraces and larger semi-detached and detached villas.
2. Use suitable materials such as red sandstone and Westmorland/Burlington slate roofs or sympathetic alternatives that would introduce and encourage high quality, innovative design.
3. Retention of vernacular architectural detailing such as arched doorways, bay windows, stone mullions, large stone chimney stacks and decorative eaves, and sandstone boundary walls within a high-quality design proposal.
4. Retention of mature gardens and open spaces that are integral to the Conservation Area and its setting.

### **Supporting Town Council Actions**

To work with EDC to investigate the desirability of designating some of the residential properties in Castletown a Conservation Area.



### **Background/Justification**

- 6.22 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. Important in their own right, the town's designated heritage assets, such as the Conservation Areas, help retain the distinctive character of the town and are attractive to visitors and residents alike and have an important role to play in supporting heritage related tourist visits.
- 6.23 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).

6.24 Drovers Lane is sandwiched between the Penrith New Streets and Penrith Conservation Areas; it is one of the main routes into town and is a good illustration of the history and development of the town through various historical periods and different architectural styles. When proposals affect Drovers Lane, given the area's straddling of the two Conservation Areas, applicants' attention is drawn to the need to consider this area as a whole and not simply as part of the Conservation Area within which it may fall.



Innovative design in the New Streets showing the same house before and after being redesigned

**Relevant District Planning Policies:**

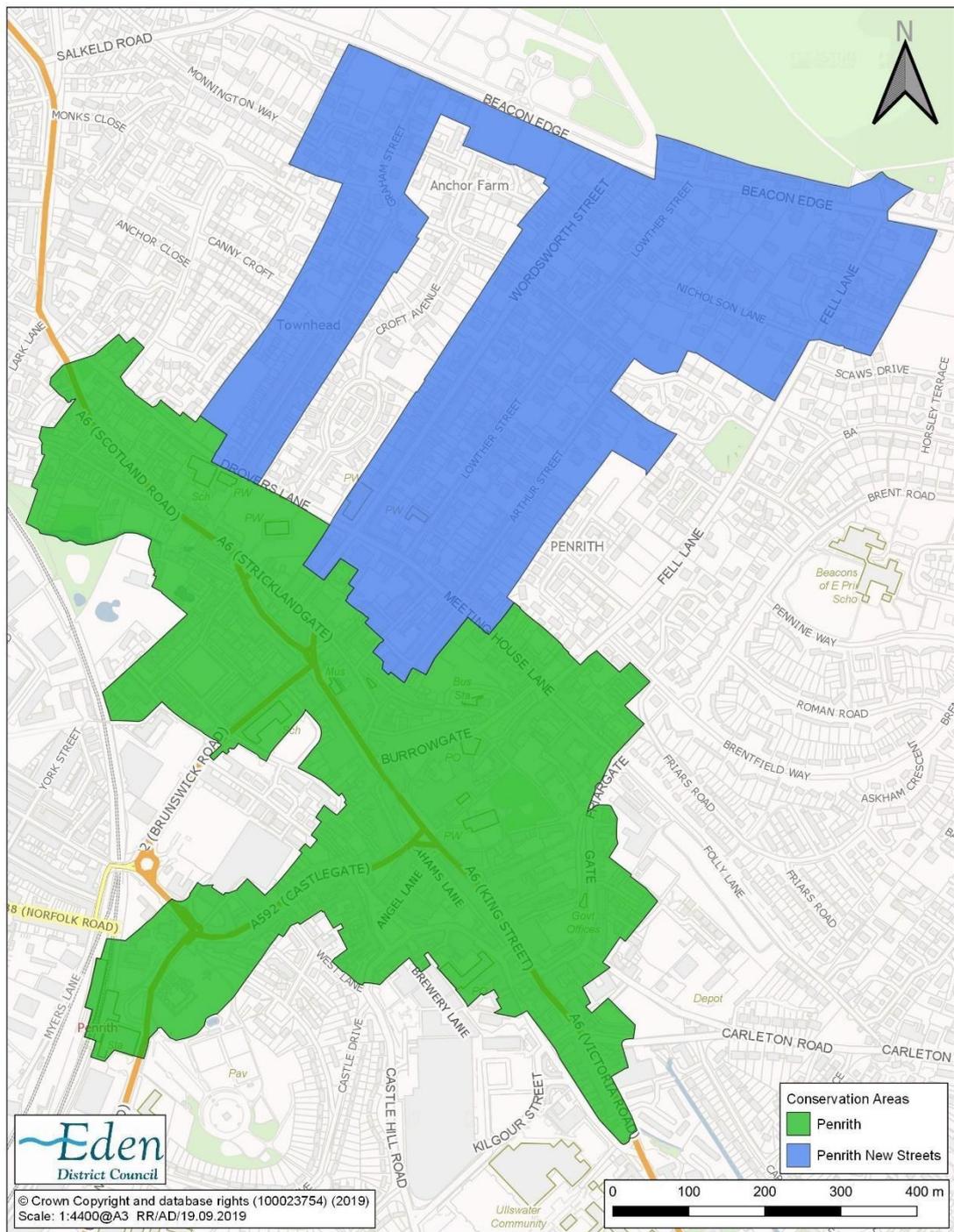
**Eden Local Plan 2014-2032:**

ENV10 The Historic Environment

**Penrith Town Council Strategic Priorities:**

Health and Wellbeing.

**Figure 9. Penrith and Penrith New Streets Conservation Areas**  
 (Source: Eden District Council)



## OBJECTIVE 2: HOUSING

**To support a level of high-quality housing that retains Penrith's identity, meets housing and social needs encouraging younger people to remain in the area and enhance local population growth.**

- 6.25 Delivering an appropriate supply of new homes is fundamental to maintaining the workforce necessary to support the economy. The ELP 2014-2032 indicates that new housing should be concentrated in Penrith with much of this in large-scale new developments to the east and north of the town. An estimated 1,715 new homes are to be built in the town over the 15 years covered by Eden Local Plan (**Appendix II, page 78**).

### **Policy 6 High Quality New Home.**

To ensure new housing development is of high-quality design that reinforces local identity and reflects local distinctiveness it should have regard to and will be assessed against the following:

1. Use of sympathetic layouts and building forms when considered in relation to the surrounding context and use of traditional local materials and non-traditional, innovative materials, where the latter are sympathetic to the character of adjacent buildings and the immediate surrounding area.
2. Visual and landscape character impact.
3. Access to local facilities and services.
4. Impact on existing communities in terms of residential amenity and impact on local infrastructure.
5. Traffic generation and its impact.
6. Provision of appropriate social infrastructure to meet the needs arising from the development, including accessible, usable open greenspace and landscaping of native species, including food plants and fruit trees.
7. Provision of features to encourage wildlife movement, migration, nesting (e.g. bird boxes, bat roosts, hedgehog holes), roosting and foraging.
8. Outside the town centre as defined in the ELP 2014-2032 the provision of off-street car parking provision to meet the standards defined in Part 1 of the Cumbria Design Guide produced by Cumbria County Council as set out below, including garages capable of meeting the needs of contemporary vehicles.

1 bedroom	1 space / garage
2 bedrooms	2 spaces
3 bedrooms	2.5 spaces
4 bedrooms	3 spaces

## **Background/Justification**

- 6.26 The ELP 2014-2032 aims to help meet local housing needs and aspirations by seeking to concentrate the development of new homes within or adjacent to the district's main towns of Penrith, Appleby, Kirkby Stephen and Alston, whilst allowing for some development in rural areas to support rural communities and services. This objective is set within the national planning policy objective of significantly boosting the supply of homes (NPPF, para. 59).
- 6.27 The Regulation 16 Submission Draft PNDP does not seek to allocate further sites for development. However, through Policy 6 seeks to ensure that future housing growth meets the needs of the existing and future community. This will help to deliver part of the social role of sustainable development set out in NPPF para. 8:  
"by ensuring a that a sufficient number and range of homes can be provided to meet the needs of present and future generations".  
Policy 6 is aligned to the ELP 2014-2032 objective of supporting the development and maintenance of a variety of decent, affordable housing which meets the needs of all local people (including the older population) and supports economic and community development.
- 6.28 Locally, there is a concern that conditions and obligations on development sites are not enforced. To ensure that this does not happen in the future, and to help inform people of why things do not happen when they should, the town Council can play an important role in identifying such issues and in helping to disseminate the facts to the local community. This type of work is not a land use planning policy matter and has, therefore, been identified as a Supporting Town Council Action.

## **Supporting Town Council Actions**

- a. To work with Eden District Council to ensure that developers deliver on their commitments identified in planning obligations, agreements and conditions.
- b. As well as new build housing there is a significant problem in terms of energy loss and knock-on effects to the cost of heating existing, older homes. The Town Council will seek to work with and encourage others to develop initiatives and take action to address this significant issue.

## **Relevant District Planning Policies:**

### **Eden Local Plan 2014-2032:**

DEV5 Design of New Development.

### **Penrith Town Council Strategic Priorities:**

Health and Wellbeing; Growth; Community Engagement.

## **Policy 7 Housing Type and Mix**

New housing development should provide a range of types and sizes of dwellings that meet identified local needs in accordance with ELP 20142032 Policy HS4.

In Penrith, as confirmed by the 2018 Housing Need Survey, the priority should be for the provision of homes to meet the needs of young renters with/without children, first time buyers, empty nesters and the ageing population. The provision of serviced plots, either individually or in groups, for custom and self-build affordable housing will also be supported on sites of 10 or more homes, or where the site has an area of 0.5 hectares or more.

Based on the 2018 Housing Need Survey and in consultation with the local community, developers should include bungalows within the mix of homes on individual sites. Extra care housing to meet the needs of the ageing population will also be supported.

### **Background/Justification**

- 6.29 Policy HS4 Housing Type and Mix in the ELP 2014-2032 seeks to secure a suitable mix of homes on development sites this will be informed by using evidence from and set out in ELP 2014-2032 Policy HS4:
- a. Up-to-date local housing need surveys and local housing market assessments.
  - b. Other local housing need information (e. g. relating to elderly people or special needs).
  - c. Location and characteristics of the site.
  - d. The type and mix of housing in the locality, including housing age, condition and occupancy.
  - e. Current housing market conditions and viability.
- 6.30 Since April 2003, 30% of Eden's housing supply has been provided in Penrith. Recent supply has resulted in the largest amount of housing provision falling into the 2-bedroom apartment/flat and 4 bedroomed detached house categories, with few bungalows and smaller houses being delivered.
- With the focus of the ELP 2014-2032 directing housing development to Penrith, with large sites proposed for allocation at both the northern and eastern edges of the town, housing supply in the area will increase.
- 6.31 Housing needs change and applicants should use the latest available evidence to inform the preparation of their proposals.
- 6.32 Penrith has provided the greatest contribution to the affordable housing supply, with 246 completed units since 2003; 40% of all affordable housing units. Across the district 56% of all affordable homes built during this period have been two bedroomed; and 44% of all affordable homes built during this period have been flats/apartments.

Nevertheless, when considered against assessments of need the amount of affordable housing provided is not sufficient to keep pace with demand.

- 6.33 Penrith will continue to be the focus of affordable housing supply, with its high level of services and access to transport links. Eden District's population is growing slowly but ageing rapidly. The ageing population is likely to pose some significant challenges for future housing supply. This age group is likely to influence future market housing supply the most, as younger single/couples/families struggle to afford to buy their first home. Evidence from recent sales of 31 flats at Penrith New Squares indicates demand from older population rather than younger first-time buyers. The ageing population will also see greater demand for extra care housing. Cumbria County Council, through the *Extra Care Housing and Supported Living Strategy 2016-2025*, is committed to the development of such housing throughout the County.
- 6.34 *The Self-build and Custom Housebuilding Act 2015* requires that local planning authorities to publicise and keep a register of people who want to self/custom build in their area and to have regard to the Register when exercising planning, housing, land disposal and regeneration functions. *The Housing and Planning Act 2016* also places a duty on local planning authorities to meet demand on the Register by granting development permissions for enough serviced plots to meet demand on a rolling annual basis. Within Eden District the recent District-wide *Housing Needs Study* (December 2018) indicated that as many as 445 households would like to move to a self-build property. Such housing can contribute to meeting local, affordable housing demand.
- 6.35 The PNDP seeks to meet such need by seeking the provision of serviced plots, either individually or in groups, for custom and self-build affordable housing on major development sites: sites of 10 or more homes, or where the site has an area of 0.5 hectares or more.

**Relevant District Planning Policies:**

**Eden Local Plan: 2014-2032:**

HS4 Housing Type and Mix

**Penrith Town Council Strategic Priorities:**

Health and Wellbeing; Growth.

### **OBJECTIVE 3: GREENSPACES**

To protect greenspaces that have been identified as important to both wellbeing and the local community

#### **Policy 8 Identifying and Protecting Local Green**

**Spaces** The following areas (**Map A – Policies Map, page 134**) will be designated as local green spaces and will be protected from inappropriate development.

C2	Land between rugby pitches and houses on Carleton Road
PE6	Land and wood above Scaws Drive
PE8	Land between Brentfield Way and Meadowcroft
PE9	Folly Lane Allotments
PE12	St Andrew's Churchyard
PN14	Beacon Hill
PN17	Open area at top of Croft Terrace against Beacon Edge
PN18	Field on Beacon Edge
PN24	Fell Lane Pinfold
PN27	Cockell House Gardens / Drovers Lane
PN28	Cockell House Gardens / Macadam Gardens
PN29	Voreda Park Central Space
PN30	Head of Macadam Way
PN31	Pembroke Place
PN32	Land in Voreda Park
PN33	Plimsoll Close
PN34	Cambridge Drive
PN36	St Catherine's Churchyard
PN37	Christchurch Churchyard
PN39	Salkeld Road Allotments
PN40	Coronation Gardens
PN42	Bowscar
PN43	Friends Meeting House Allotment Gardens
PW45	Nichol Hill Nature Reserve
PW46	Thacka Beck Nature Reserve
PW47	Brunswick Square Gardens
PW49	James Street Allotments
PW50	Castletown/Musgrave St/Brackenber Allotments
PP66	Thacka Glen
PW52	Recreation area between Musgrave Street Allotments and Newton Road
PS53	Weatheriggs Country Park
PP67	Pategill Back Field
PP70	Open space to south of Eden Housing Association (EHA)
PP71	Open space to the north of EHA
PP72	Open space to the north of Greengarth

Development of the designated Local Green Spaces must be consistent with national planning policy for Green Belts.

## Background/Justification

- 6.36 NPPF (paragraphs 99 and 100) gives local communities the opportunity to identify, for special protection, the green areas of importance to them. These Local Green Spaces should be:
1. In reasonably close proximity to the community they serve;
  2. Demonstrably special to a local community and hold a particular local significance, for example because of their beauty, historic significance, recreational value (including as a playing field), tranquillity or the richness of their wildlife; and
  3. Local Green Spaces should be local in character and not an extensive tract of land.
- 6.37 Following an assessment of green and open spaces in the neighbourhood area (**Appendix VIII, page 89**), the areas set out in Policy 8 have been identified as meeting the criteria set out in the NPPF. Views were sought on the suitability of these areas for Local Green Space designation during the summer 2018 informal consultation. Overall, the consultation confirmed that the areas and spaces identified were considered to meet the national planning policy designation criteria. Subsequent responses were also received as part of the Regulation 14 consultation.
- 6.38 When planning proposals are put forward for development on the designated local greenspaces these will be assessed for consistency with national Green Belt policy as set out in national planning policy for Local Green Space. para. 101 of the NPPF.



Photographs of wildlife seen on the greenspace above Scaws Drive [PE6]

### Supporting Town Council Action:

To develop management and improvement plans for all parks and protected open spaces, this should include maximising opportunities to make spaces accessible for all users.

### Relevant District Planning Policies:

#### Eden Local Plan 2014-2032:

ENV1 Protection and Enhancement of the Natural Environment, Biodiversity and Geodiversity

ENV4 Green Infrastructure Networks

COM2 Protection of Open Space, Sport, Leisure and Recreation Facilities

### Penrith Town Council Strategic Priorities:

Health and Wellbeing.

## OBJECTIVE 4: CULTURE AND LEISURE

To ensure the town's range of leisure and recreation facilities are enhanced and protected with a particular focus on wellbeing and meeting the needs of young people.

### Policy 9 Protecting and Enhancing Sport, Leisure and Recreation Facilities

The following sport and recreation facilities, also identified on the **Policies Map, Map A, page 134**, will be protected in accordance with Eden Local Plan 2014-2032 Policy COM2 Protection of Open Space, Sport, Leisure and Recreation Facilities:

C1	Carleton Heights play area
C2	Part of C2 Penrith RUFC (the rugby pitches are already designated as public open space in the Local Plan although the field between the pitches and the houses on Carleton Road is not)
C4	Hunter Hall School Playing Field
C5	Frenchfield Sports Centre incorporating Penrith Football Club
PE7	Scaws play area
PE10	Friars Bowling Club
PE11	Beaconside School Playing Fields
PN16	Milton Street Play Area
PN19	Penrith Golf Course
PN21	Fairhill playing field
PN22	St. Catherine's School Field
PN41	Bowscar play area
PP68	Pategill play area and recreation ground
PS54	The Crescent playing fields
PS55	In part PS55 Ullswater CC playing fields (the area to the south of the cricket ground is already designated as public open space in the Local Plan although the field between the cricket ground and Bridge Lane is not)
PS56	Penrith Cricket Ground
PS57	Playing field at southern gateway to town between A66 and Clifford Road
PS58	Clifford Road play area
PS59	North Lakes School Playing Field
PS60	Land between Wetheriggs Lane and Astro Turf
PS62	Queen Elizabeth Grammar School Playing Field
PS64	Castle Park
PW51	Castletown recreation area Penrith Leisure Centre

Proposals for a new youth facility providing indoor and outdoor space will be supported where they would not lead to significant adverse impacts on the amenity of adjacent users and occupiers

## **. Background/Justification**

- 6.39 Policy 9 identifies and seeks to protect the key sport, leisure and recreation facilities in the town. These include, in the main, the town's key outdoor sport and recreation facilities that support football, cricket, golf and other outdoor sports and Penrith Leisure Centre, the town's main indoor sport and recreation facility.
- 6.40 By protecting, enhancing and supporting improvements to sport and recreation facilities, Policy 9 supports ELP 2014-2032 Policy COM2 Protection of Open Space, Sport, Leisure and Recreation Facilities
- 6.41 The approach set out in Policy 9 is in line with NPPF, para.97 which states:
- "Existing open space, sports and recreational buildings and land, including playing fields, should not be built on unless:
- a. an assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements; or
  - b. the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or
  - c. the development is for alternative sports and recreational provision, the benefits of which clearly outweigh the loss of the current or former use."
- 6.42 The policy also seeks to support the provision of better leisure and recreation facilities for young people, specifically by creation of a placebased youth facility, with indoor and outdoor facilities, such as the Youth Zone in Carlisle.

### **Relevant District Planning Policies:**

#### **Eden Local Plan 2014-2032:**

COM2 Protection of Open Space, Sport, Leisure and Recreation Facilities.

#### **Penrith Town Council Strategic Priorities:**

Health and Wellbeing.

## **OBJECTIVE 5: WELLBEING**

**To protect health and community facilities and ensure that these have the capacity to support any needs generated by new development and a changing population.**

### **Policy 10 Protecting and Enhancing Health and Community Facilities**

There will be a presumption in favour of the protection of existing community facilities. The change of use of existing community facilities, will only be supported for other health, education or community uses such as community halls, local clubhouses, health centres, schools, public houses and children's day nurseries.

When a non-community use (e.g. housing) is proposed to replace, either by conversion or redevelopment, one of the facilities, such development will only be supported when it can be demonstrated that:

- a) There is no longer a need for the facility or suitable and accessible alternatives exist.
- b) That it is no longer economically viable to provide the facility.
- c) That the site has been unsuccessfully marketed for sale in its current use.

Proposals for new community facilities and improved access to existing community facilities on the Pategill, Raiselands, Scaws and Wetheriggs estates will be supported.

### **Background/Justification**

- 6.43 Penrith is identified in the ELP 2014-2032 as Eden's "Main Town" (Policy LS1 Locational Strategy). As Eden's Main Town, Penrith will benefit from development appropriate to that of a larger town. This will include improved town centre facilities, development of strategic employment sites, large-scale new housing sites and an improved strategic road transport network and public transport system.
- 6.44 The PNDP will support the aims of the ELP 2014-2032 strategy of supporting development appropriate to Penrith's role as Eden's Main Town by protecting and enhancing existing community and health facilities that serve the town and the wider surrounding area.
- 6.45 Planning policy in the ELP 2014-2032 also aims to support "Thriving Communities" with community services and facilities, such as schools, healthcare, recreation and other community facilities (Local Plan Policy paragraphs 4.34.1 to 4.24.3).
- 6.46 To ensure that quality of life is maintained and, where possible, enhanced the PNDP identifies and seeks to protect key community facilities. Being a land use plan the PNDP can protect buildings and land, but not the services run from those buildings. The running of services is not a land use planning matter, however the loss of the buildings from which such services are run is, and development of these buildings will

only be permitted in line with the criteria identified in PNDP Policy 10. This policy uses the same criteria as set for rural facilities in Policy COM1 Principles for Services and Facilities in the Eden Local Plan 2014-2032.

- 6.47 Alongside the surrounding countryside, greenspaces and recreation, the town's services and facilities are key elements to ensuring the town retains its valued quality of life. They contribute to achieving the social role of sustainable development identified in national planning policy. They provide accessible local services that meet the needs of the community and support health, social and cultural wellbeing. A particular need has been identified to improve community facilities and access to such facilities on the Pategill, Raiselands, Scaws and Wetheriggs estates. The PNDP seeks to support such improvements.

#### **Supporting Town Council Actions**

1. For all major new developments, developers will be encouraged to liaise with the Northwest Ambulance Service to provide Automatic External Defibrillators (AEDs).
2. To work with EDC, CCC and the NHS to encourage the expansion of healthcare facilities at the Old Fire Station site.

#### **Relevant District Planning Policies:**

#### **Eden Local Plan 2014-2032:**

COM1 Principles for Services and Facilities **Penrith**

#### **Town Council Strategic Priorities:**

Health and Wellbeing; Community Engagement.

### **Policy 11 Walking and Cycling**

The provision and enhancement of walking and cycling links within the town especially between existing and new residential areas and key destinations, such as the town centre, employment sites, schools and other community facilities will be supported. Where appropriate, new development should include walking and cycling infrastructure that is of high-quality design and accessible to all.

To ensure new development meets this policy, assessment will be made against the following:

1. Where necessary and feasible, provision of links to existing open spaces, green infrastructure and watercourses (rivers, becks and streams) and water features (e.g. ponds).
2. Connections to the existing network of walking and cycle path routes, where this is feasible, including ease and directness of any new connections created to the existing footpath and cycle path network (**Map B, page 137**).
3. The design of the foot and cycle paths within the development site should be legible and permeable (structured to provide routes to distinctive places and allow easy navigation around the site).

4. Design that ensures access for all users
5. Where necessary, inclusion of signage that is of high-quality design, appropriate to the local context and avoids clutter;
6. Routes of all kinds should be designed in such a way so as to be as safe as practicable, appropriately lit and to minimise opportunities for crime; and
7. Include native tree and plant landscaping that is easily maintained and suitable to the route and its local context.

### **Background/Justification**

- 6.48 Policy 11 outlines a set of principles that will be used to ensure that, where appropriate, new development improves the environment for all so that Penrith becomes a walking and cycle friendly town. Some traffic management and sustainable transport measures have already been identified as part of the Infrastructure Delivery Plan (IDP) to support delivery of the Eden Local Plan 2014-2032.
- 6.49 The approach set out in Policy 11 is in line with that set out in the ELP Policy DEV3 and supports the aim of Cumbria's Local Transport Plan 3 (LTP3) to achieve health and wellbeing throughout life. LTP3 highlights people are eating more and doing less physical exercise than in previous generations. LTP3 encourages more people to walk and cycle to get to school, work, and for other journeys, rather than using their car.

In some cases, e.g. where an existing route is not adjacent or related to existing walking and cycling routes it may not be feasible to create new connections to the existing walking and cycling network.

### **Relevant District Planning Policies:**

#### **Eden Local Plan: 2014-2032**

DEV3 Transport, Accessibility and Rights of Way **Penrith**

### **Town Council Strategic Priorities:**

Health and Wellbeing; Transport.

### **Supporting Town Council Actions:**

To work with the Eden District Council and Cumbria County Council to make footpaths and bridleways accessible for all users.

## **OBJECTIVE 6: TOWN CENTRE CAR PARKING**

**To promote the vibrancy, accessibility and permeability of the Town Centre, including by cars, by providing adequate car parking for local people and visitors.**

### **Vehicle Parking - Supporting Town Council Actions:**

- 6.50 To work with the Eden District Council and Cumbria County Council:
1. To consider utilising an existing car park, in a non-residential area, for overnight parking for camper vans and touring caravans.
  2. To work with Housing Associations, Eden District Council and Cumbria County Council to create more off street private/residential parking.
  3. To support the provision of electric charging points in public car parks.
  4. To explore opportunities to improve car parking for town residents and provide low cost long-stay car parking (£1 a day for vehicles parked before 9.00am) for those commuting into the town in connection with employment.
  5. To support the provision of affordable long-stay car parking for visitors.
  6. To support the provision of additional disabled car parking facilities.
  7. To support measures to improve the environment in and around the railway station car park.

### **Background/Justification**

- 6.51 Car parking is a major problem in Penrith, particularly in the town centre and the older residential areas close to the town centre. Cumbria County Council has commissioned a study into on-street, car parking provision. This study will seek to develop a sustainable approach to car parking that reflects the needs of residents, businesses and other town centre users.

### **Relevant District Planning Policies:**

#### **Eden Local Plan 2014-2032:**

DEV3 Transport, Accessibility and Rights of Way

### **Penrith Town Council Strategic Priorities:**

Transport.

## **OBJECTIVE 7: TRAFFIC MANAGEMENT**

**To address current traffic management issues and ensure that these are not exacerbated by new development.**

### **Policy 12 Traffic Management**

The following measures to improve traffic flows and ease congestion will be supported:

1. A new route to divert through-traffic around the town, introduce traffic calming to improve safety, access for emergency vehicles and maintain traffic flows.
2. Measures to mitigate the impacts of traffic generated from new development.
3. Measures to improve road safety.

### **Background/Justification**

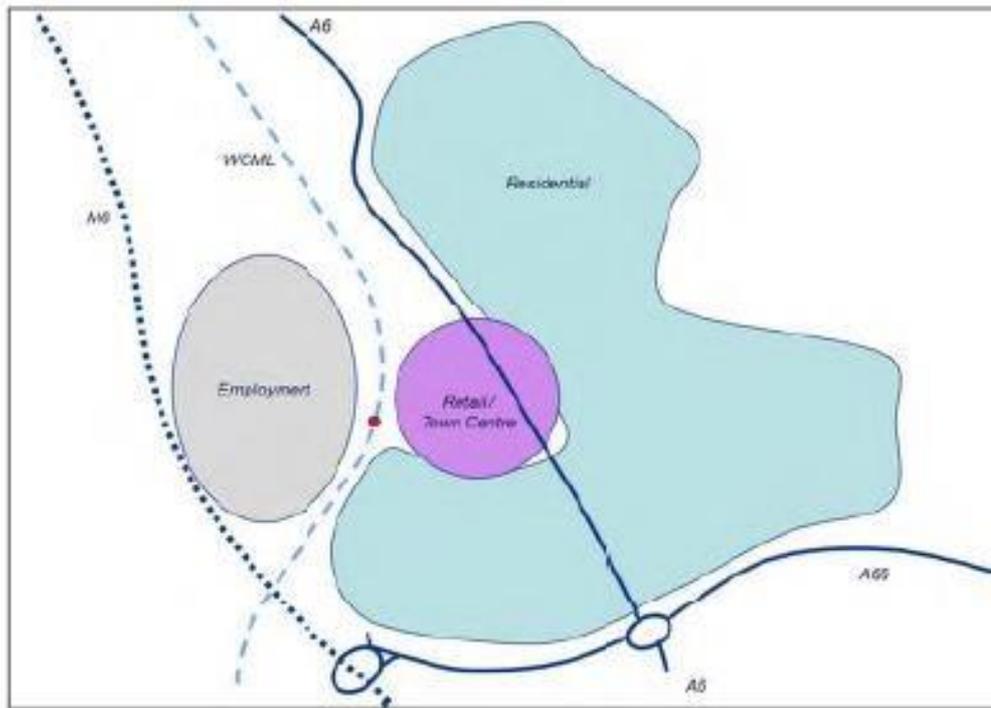
6.52 Penrith's position at the junction of the M6 with the A66 is a major asset that defines the form and function of the town (Figure 10). Efficient, free flowing access to and from the M6 is vital to the local economy supporting:

- a. The promotion of Penrith as a premium business location.
- b. The visitor economy.
- c. The daily travel patterns of residents.

Policy 12 sets out a broad set of measures to improve traffic management in the town. Some traffic management and sustainable transport measures have already been identified as part of the Infrastructure Delivery Plan (IDP) to support delivery of the Eden Local Plan 2014-2032. Any future detailed schemes will be assessed as part of Cumbria County Council's work to update the Penrith Transport Model.

6.53 Although there are national aspirations to reduce reliance on the private car, the M6 and A66 will continue to be a primary interface for visitors to Penrith. Therefore, growth needs to take place in a way that maintains strong connections to and from the M6 via well managed routes. This will include maximising opportunities to channel financial contributions from new development into highway improvement and promoting the use of Junction 41 to take pressure off the overburdened Junction 40.

**Figure 10. Penrith Key Severances**



**Relevant District Planning Policies:**

**Eden Local Plan 2014-2032:**

DEV3 Transport, Accessibility and Rights of Way

**Penrith Town Council Strategic Priorities:**

Transport.

## **OBJECTIVE 8: PENRITH TOWN CENTRE**

To conserve the historic and notable buildings and improve the appearance of Penrith town centre to increase its attractiveness as a place to visit for both the local community and visitors.

### **Policy 13 Penrith Town Centre Improvements**

Development to improve the appearance of the town centre will be supported. Where appropriate, new development should seek to include or make contributions to the following:

1. Improve the key gateways (entry points such as Castlegate, Bridge Lane and Ullswater Road) to the town centre and the main routes through the town.
2. To incorporate native species of street trees and other planting at key gateways and through routes.
3. Measures to improve the environment for walking and cycling, including possible pedestrianisation of areas in the town centre.
4. High quality public realm, including public art, that meets the needs of all town centre users and that includes street furniture that is consistent in design and style with that in the Town Council style guide (see Supporting Town Council Actions), can be easily maintained and avoids clutter by way of over-provision and poor siting of street furniture.
5. Provide suitable signage directing users to key locations and buildings.

### **Supporting Town Council Actions**

- a. To work with Eden District Council to develop a thriving monthly market/farmers' market and explore the potential transfer of the town's Market Charter to the Town Council.
- b. To explore with the owners the impediments to the letting of the empty retail units in New Squares and to explore the option of using open space in this area for events and functions.
- c. To develop a style guide on future street furniture, signage, soft and hard landscaping, lighting and their on-going maintenance.
- d. To identify support packages to encourage a mix of retail premises in Middlegate, Devonshire Street, King Street, Corn Market, Great Dockray and the pedestrianised area centred on Angel Lane.
- e. To work with property owners, EDC and stakeholders to enhance the gateways, in particular Castlegate.
- f. To support the 'Keep Penrith Clean' campaign and Plastic Clever Penrith.

- g. To work with Penrith Business Improvement District (BID) and Chamber of Trade to encourage local retailers and restaurants to use, and publicise their use of, local products in order to encourage a reputation with residents and visitors of Penrith as a 'Food Town'; and
- h. To work with Eden District Council, Penrith BID and the Chamber of Trade to encourage shopfront improvements.

### **Background and Justification**

- 6.54 Strategic planning policy for Penrith town centre is set in the ELP 20142032 (**Figure 11**) including the boundary of the town centre and the defined Primary Shopping Frontages. The PNDP does not seek to amend or duplicate these policies but seeks to provide more detailed supporting planning policy and Town Council actions. This is particularly important given the challenges facing all town centres as shopping habits continue to change.
- 6.55 The PNDP also seeks to support the work of BID which is a partnership between businesses and organisations that are based in the centre of Penrith, including the Town Council, working together to improve trading conditions in the town.
- 6.56 The BID has the mission to:
  - 1. Create a desirable and safe environment for visitors and the community with a clear identity of Penrith.
  - 2. Building relations with the towns businesses to support and develop business practices.
  - 3. Attract, retain and promote quality businesses and retail that support the community.
  - 4. To promote economic development and multi-media marketing services.
  - 5. To ensure accessibility into Penrith for traders and their stakeholders.
- 6.57 The range of measures identified in Policy PNDP13 will help to support the work of the BID and to provide a planning framework within which future decisions can take place.
- 6.58 Where public realm improvements impact on the highway, consultation should take place with Cumbria County Council and such improvements should take into account the Penrith Transport Improvements Study.
- 6.59 With town centres in general facing challenging times a variety of initiatives will be supported such as the community initiative to bring the Two Lions building back in to use. This Grade I listed building in New Squares, owned by EDC has the potential to be used for community use such as exhibition space, a gallery, a tourist information centre or a community hub.

**Relevant District Planning Policies:**

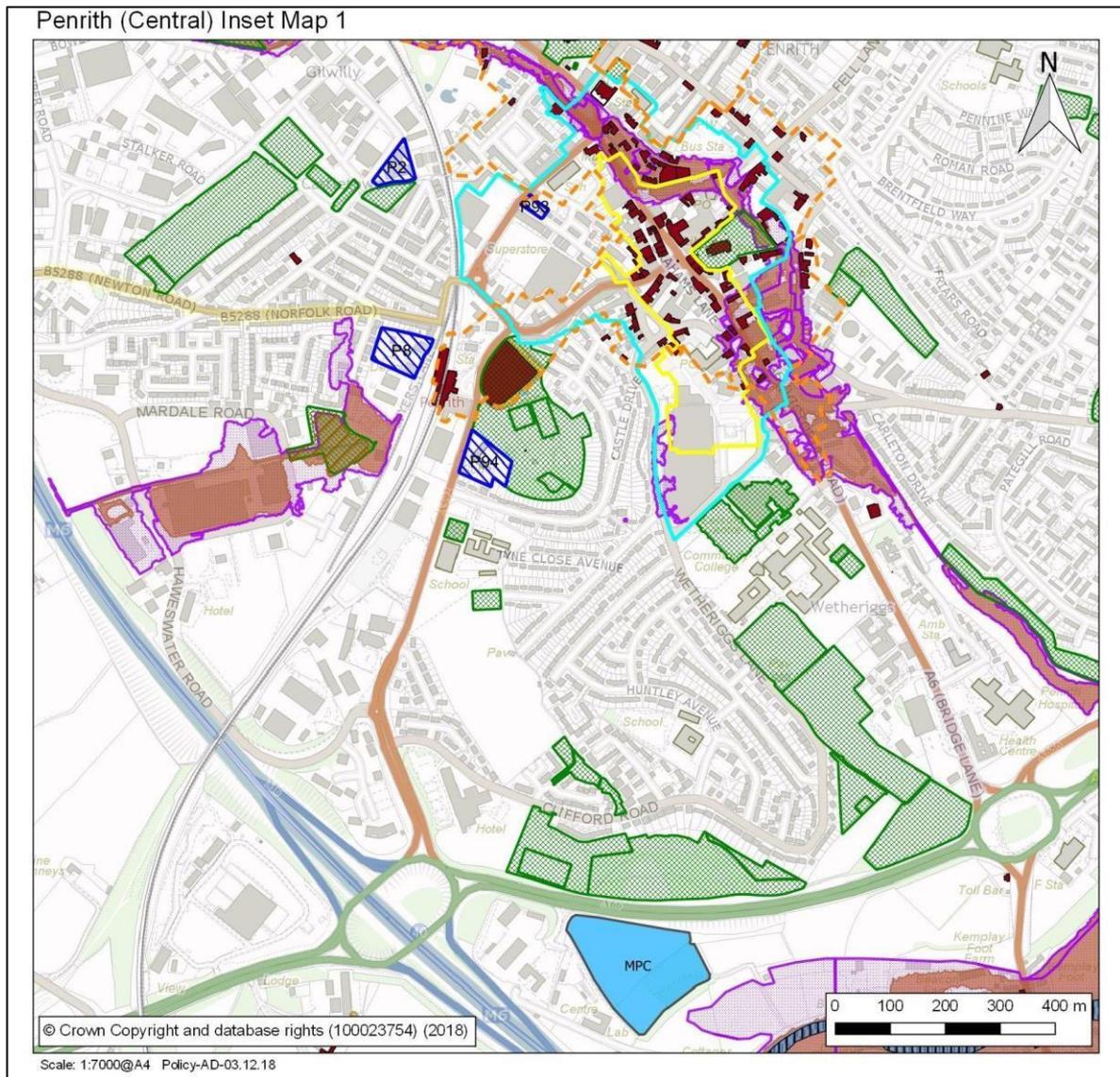
**Eden Local Plan 2014-2032:**

EC7 Town Centres and Retailing

**Penrith Town Council Strategic Priorities:**

Economic Development; Transport; Growth.

**Figure 11. Penrith Town Centre, Eden Local Plan 2014-2032**



## Key to Figure 11



### Planning Policy Team

Eden District Council  
Mansion House  
Penrith  
Cumbria CA11 7YG

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## Eden District Planning Area Local Plan 2014 - 2032

### Policy Map Legend

- Eden District boundary
- Lake District National Park boundary
- Local Plan Area boundary

#### Development in the Right Place

- Flood Risk Zone 2
- Flood Risk Zone 3
- Ethylene Pipeline Hazard Area

Policy DEV2 - Water Management and Flood Risk  
Policy DEV2 - Water Management and Flood Risk

#### Decent Homes for All

- Housing Allocation
- Reserve Housing Site
- Mixed Use Allocation
- Gypsy and Traveller Site

Policies AL1, AP1, KS1, PEN1  
Policy PEN1  
Policies AL1, PEN1  
Policy HS7 - Gypsy and Traveller Sites

#### A Strong Economy

- Employment Allocation
- Primary Shopping Area
- District / Town Centre

Policies AL1, AP1, KS1, PEN1  
Policy EC7 - Town Centres and Retailing  
Policy EC7 - Town Centres and Retailing

#### A Rich Environment

- County Wildlife Site
- Limestone Pavement Order
- Local Nature Reserve
- National Nature Reserve
- Regionally Important Geological and Geomorphological Site
- Site of Special Scientific Interest
- Special Area of Conservation
- Special Protection Area
- Ancient Woodland
- Area of Outstanding Natural Beauty
- Wind Energy Suitable Area
- Proposed Air Quality Management Area
- Groundwater Source Protection Zone 1
- Groundwater Source Protection Zone 2
- Conservation Area
- Historic Parks and Gardens
- Listed Building
- Scheduled Ancient Monument

Policy ENV1 - Protection and Enhancement of the Natural Environment, Biodiversity and Geodiversity  
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Policy ENV1 - Protection and Enhancement of the Natural Environment, Biodiversity and Geodiversity  
Policy ENV2 - Protection and Enhancement of Landscape and Trees  
Policy ENV3 - The North Pennines Area of Outstanding Natural Beauty  
Policy ENV6 - Renewable Energy  
Policy ENV7 - Air Pollution  
Policy ENV9 - Other Forms of Pollution  
Policy ENV9 - Other Forms of Pollution  
Policy ENV10 - The Historic Environment  
Policy ENV10 - The Historic Environment  
Policy ENV10 - The Historic Environment  
Policy ENV10 - The Historic Environment

#### Thriving Communities

- Public Open Space

Policy COM2 - Protection of Open Space, Sport, Leisure and Recreation Facilities

## Policy 14 Shopfront Design

To maintain the quality, character and distinctiveness of Penrith town centre new shopfronts and alterations to existing shopfronts should take account of the following:

1. The scale and architectural style of the existing building and any existing shopfront. The overall aim should be to seek where possible, the retention and repair of existing traditional and historic features that contribute to the interest of the building and the street frontage.
2. The size, detailing and materials of signage should respect the character and the area within which it is located.
3. Security grilles and shutters should be installed on internal aspects only.
4. Where in use, blinds, blind boxes and awnings should respect the scale and character of the building and the area within which it is located.



## **Background/Justification**

- 6.60 The history and character of Penrith, as a market town, are important to residents and visitors alike. Leisure and tourism are important to the local economy and the town's character and appearance are a fundamental part of what makes it attractive. The buildings and spaces and the design of shopfronts are an important part of this character. Penrith has many high-quality shopfronts of differing designs and historical periods.
- 6.61 Policy PNDP14 seeks to set detailed planning policy for the creation of new, and alterations to existing, shopfronts when planning permission is required. This policy should be read in conjunction with EDC's Shopfront and Advertisement Design Supplementary Planning Document.

### **Relevant District Planning Policies:**

#### **Eden Local Plan 2014-2032:**

EC7 Town Centres and Retailing

#### **Penrith Town Council Strategic Priorities:**

Economic Development; Transport; Growth.