



# **PENRITH – HEART OF EDEN**

## **2019-2032**

*A great place to live, work and visit*

# **NEIGHBOURHOOD DEVELOPMENT PLAN**

## **POLICIES ONLY**

**Penrith Town Council,**  
**September 2023**



# Table of Contents

## SECTION

Penrith NDP Vision and Objectives  
Neighbourhood Development Plan Policies  
Objective 1 – Sustainable Development  
Objective 2 – Housing  
Objective 3 – Greenspaces  
Objective 4 – Culture and Leisure  
Objective 5 – Wellbeing  
Objective 6 – Town Centre Car Parking  
Objective 7 – Penrith Town Centre

## MAPS

A Policies Maps  
A1 Close up of Bowscar Sites  
A2 Close up of Anchor Farm/Voreda Park  
A3 Close up of Penrith North Sites  
A3a Close up of PN36  
A3b Close up of PN18  
A4 Close up of Penrith East Sites  
A5 Close up of Scaws Sites  
A6 Close up of Penrith West Sites  
A7 Close up of Penrith South Site  
A7a Close up of PP67  
A8 Close up of Wetheriggs Sites

## **PENRITH NDP VISION AND OBJECTIVES**

### **PENRITH NEIGHBOURHOOD DEVELOPMENT PLAN 2032 VISION STATEMENT**

**Penrith, Heart of Eden -**

**A great place to live, work and visit.**

**By 2032, Penrith will be a successful, vibrant market town providing a sustainable environment for quality of life, attracting investment and tourism whilst enhancing the best of its built and natural character.**

In order to address the key issues and achieve the Vision, the following objectives have been identified for the PNDP:

#### **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.

#### **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.

#### **OBJECTIVE 3: Greenspaces**

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

#### **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.

#### **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.

#### **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.

#### **OBJECTIVE 7: Traffic Management**

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

#### **OBJECTIVE 8: Penrith Town Centre**

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

# NEIGHBOURHOOD DEVELOPMENT PLAN POLICIES

## 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 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 will be encouraged to set out how the proposal meets zero or low carbon targets and includes climate change resilience measures. For commercial building schemes which meet Building Research Establishment Environmental Assessment Method (BREEAM – Good or Excellent Standard) will be supported.
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.

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## **Policy 2 Energy Use and Reducing Carbon Emissions**

Developers of major commercial proposals above a threshold of 1,000 square metres 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

## **Policy 3 Accessibility and Social Inclusion**

To ensure that all development proposals meet the needs of all groups and sections of the community, those that are within or adjacent to the urban area 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 (eg. 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 that 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.

## **Policy 4 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 the view of Beacon Hill from Penrith Castle.
8. Hard and soft landscaping in local materials with native species planting.

## Policy 4 Conservation Areas in Penrith

### B. Penrith New Streets

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

1. Retain the layout of the 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.
5. Key views and vistas within and of the Conservation Area including the view of the Lakeland Fells and the green above Scaws Drive and from Beacon Edge.

## 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.**

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 75**).

### Policy 5 High Quality New Homes.

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. The extent to which the proposal conserves and enhances the visual and landscape character of the immediate vicinity of the site.
3. Whether the location of the development allows access to local facilities and services by means other than the private car.
4. Impact on existing communities in terms of residential amenity and impact on local infrastructure.
5. Whether the traffic generation resulting from the development will have an unacceptable impact on highway safety or will have a severe residual cumulative impact on the road network.

6. Provision of appropriate social and green 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

## **Policy 6 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 the case of Penrith, the specific components of local housing needs are as follows.

1. 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.
2. 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.

## **OBJECTIVE 3: GREENSPACES**

To protect greenspaces that have been identified as important to health, wellbeing and the local community.

### **Policy 7 Identifying and Protecting Local Green Spaces**

The following areas (Map A – Policies Maps, pages 127 - 130) 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
- PE17 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 Vordeda 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 Nicol Hill Nature Reserve and adjacent private garden
- PW46 Thacka Beck Nature Reserve
- PW48 Brunswick Square Gardens
- PW49 James Street Allotments
- PW50 Castletown/Musgrave St/Brckenber Allotments
- PW52 Recreation area between Musgrave St Allotments and Newton Road
- PS53 Wetheriggs Country Park
- PP66 Thacka Beck Field
- 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 the former Greengarth site

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

### **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.

### **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 health, wellbeing and meeting the needs of young people.

### **Policy 8 Protecting and Enhancing Sport, Leisure and Recreation Facilities**

The following sport and recreation facilities, also identified on the Policies Maps, Map A, pages 127 - 135, 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 (the remaining part not already covered by COM2)
- C2 Part of C2 Penrith RUFC not covered under COM2
- C4 Hunter Hall School Playing Field
- C5 Frenchfield Sports Centre including Penrith Football Club
- PE7 Scaws Play Area
- PE10 Friars Bowling Club
- PE11 Beaconside School Playing Field
- PN16 Milton Street Play Area
- PN19 Penrith Golf Course (the early holes not covered in COM2)
- PN21 Fairhill Playing Field
- PN22 St Catherine's School Field
- PN41 Bowscar Play Area
- PW51 Castletown Recreation Area (some already designated under COM2)
- PS54 The Crescent Playing Fields
- PS55 In part – Ullswater CC Playing Fields (the area to the south is already designated in COM2, 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 at Leisure Centre
- PS62 QEGS Playing Field (some already designated under COM2)
- PS64 Castle Park
- PP68 Pategill Play Area and recreation ground
- LC Penrith Leisure Centre car park.

Policy 9 seeks to protect Penrith Leisure Centre car park in accordance with Policy COM2. Penrith Leisure Centre is designated as Public Open Space in the Eden Local Plan and already protected under COM2

## **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 9 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.

### **Policy 10 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 136).

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 as to be as safe as practicable, appropriately lit and to minimise opportunities for crime.
7. Include native trees and plant landscaping that is easily maintained and suitable for the route and its context.

### **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:**

6.45 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 (eg £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.

### **OBJECTIVE 7: PENRITH TOWN CENTRE**

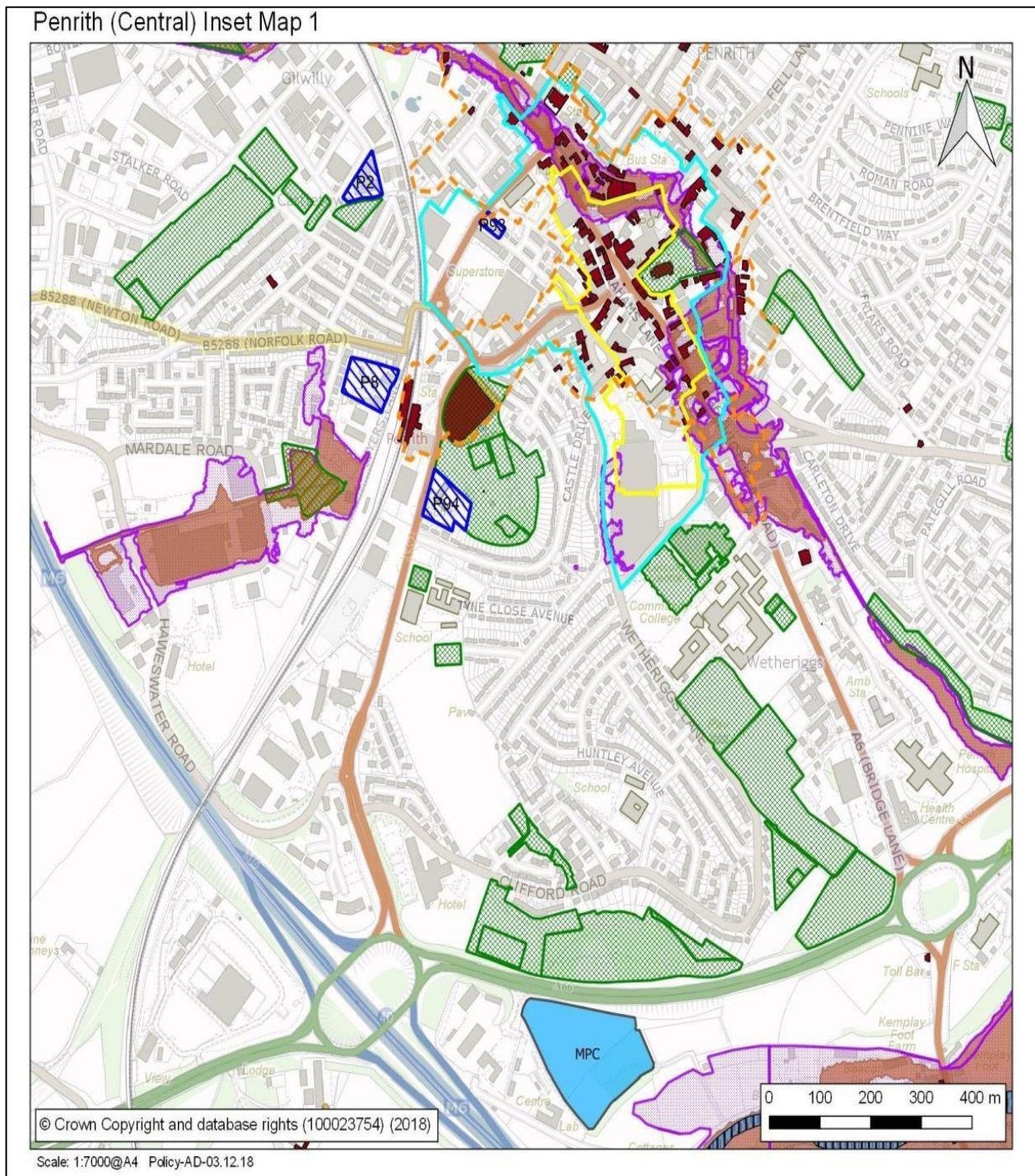
**To conserve the historic and notable buildings and improve the appearance of Penrith town centre to increase its attractiveness as a place to visit for both the local community and visitors.**

## **Policy 11 Penrith Town Centre Improvements**

Development to improve the appearance of the town centre will be supported. Where the following three tests are met, namely that the contribution is necessary to make the development acceptable in planning terms, is directly related to the development and is fairly reasonable related in scale and kind to that development, 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.

**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  
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#### Thriving Communities

- Public Open Space

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

## **Policy 12 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.