

# 'Have Your Say'

on new sites  
for housing in  
Eden District



## Housing: Preferred Sites and Policies

Consultation Document

22 February - 22 April 2013

[www.eden.gov.uk/preferredhousingallocations](http://www.eden.gov.uk/preferredhousingallocations)



EdenDistrictCouncil



edencouncil

*Eden*  
District Council

**Contents**

**Part 1 - About This Document**

- 1 What is the purpose of this consultation?**
- 2 Why has it been prepared? ..... 1
- 3 How does this document relate to the adopted Core Strategy and any future Local Plan? ..... 2
- 4 Is this document proposing to change anything in the Council’s existing Core Strategy? ..... 3
- 5 How does this document relate to or change any other existing policy, guidance or evidence on housing? ..... 3
- 6 What has happened so far? ..... 3
- 7 Why are you only consulting on housing (and not other) sites and policies? ..... 4
- 8 How many houses are being planned for? And where? ..... 4
- 9 Why do we need this number of houses? ..... 5
- 10 What about empty properties - can’t these be put back into use before new homes are built? ..... 6
- Main and Key Service Centres ..... 7**
- 11 Why is so much housing proposed for Penrith? ..... 7
- 12 When will new housing come forward in Penrith? ..... 7
- 13 Where are the Key Service Centres and why is new housing being concentrated there? ..... 7
- Local Service Centres ..... 8**
- 14 What are ‘Local Service Centres’ and has the list changed? ..... 8
- 15 What is the intention behind proposed Policy HS4 - Additional Housing to Meet Local Need in Rural Areas? ..... 14
- The Preferred Sites ..... 14**
- 16 How have you selected your preferred sites? ..... 14
- 17 What happens if I know of a suitable site that isn’t included? ..... 16
- 18 What happens to any sites not allocated? ..... 16
- 19 When will new housing be built? ..... 16
- Affordable Housing and Infrastructure ..... 16**
- 20 How much of the new housing will be affordable housing, and what does this mean in practice? ..... 16
- 21 How can you make sure affordable houses meet local need and stay affordable? ..... 17

22 How do you know what infrastructure is needed and how will it be paid for?.....	17
<b>Gypsy and Traveller Sites</b> .....	<b>17</b>
23 Does this document cover Gypsy and Traveller sites?.....	17
24 Why are you asking for potential sites to be submitted for Gypsy and Traveller accommodation?.....	18
<b>The Upper Eden Neighbourhood Plan</b> .....	<b>18</b>
25 What is the relationship between this document and the draft Upper Eden Neighbourhood Plan - and any other Neighbourhood plans which may come forward?.....	18
<b>Taking Part in this Process</b> .....	<b>19</b>
26 How have previous views been taken into account?.....	19
27 What are the key points on which we would like your views? .....	19
28 How can I comment?.....	20
29 What happens next?.....	21
<b>Part 2 - The Policies</b> .....	<b>22</b>
<b>Policy SD1 - The Presumption in Favour of Sustainable Development</b> .....	<b>22</b>
Preferred Option.....	22
Explanation.....	22
Reason for the Policy.....	22
Alternative Options.....	22
<b>Policy HS1 - Local Service Centres</b> .....	<b>23</b>
Preferred Option.....	23
Explanation.....	24
Reason for this policy.....	25
Alternative Options.....	25
<b>Policy HS2 - Housing Allocations</b> .....	<b>27</b>
Preferred Option.....	27
Explanation.....	32
Reason for this policy.....	32
Alternative Options.....	32
<b>Policy HS3 - Masterplans</b> .....	<b>34</b>
Preferred Option.....	34
Explanation.....	34
Reason for this policy.....	35

<b>Policy HS4 - Additional Housing to Meet Local Need in Rural Areas .....</b>	<b>35</b>
Preferred Option.....	35
Explanation.....	35
Reason for this policy.....	36
Alternative Options.....	36
<b>Policy HS5 - Housing Mix.....</b>	<b>37</b>
Preferred Option.....	37
Explanation.....	37
Reason for this policy.....	37
Alternative Options.....	38
<b>Policy HS6 - Design.....</b>	<b>38</b>
Preferred Option.....	38
Explanation.....	38
Reason for this policy.....	39
Alternative Options.....	40
<b>Policy HS7 - Housing for Older People and Those in Need of Support.....</b>	<b>40</b>
Preferred Option.....	40
Explanation.....	40
Reason for this policy.....	40
Alternative Options.....	41
<b>Policy HS8 - Essential Dwellings for Workers in the Countryside.....</b>	<b>41</b>
Preferred Option.....	41
Explanation.....	41
Reason for this policy.....	42
Alternative Options.....	42
<b>Policy HS9 - Self Build Housing and Community Land Trusts.....</b>	<b>42</b>
Preferred Option.....	42
Explanation.....	42
Reason for this policy.....	43
Alternative Options.....	43
<b>Policy HS10 - Conversion of Employment Sites to Housing.....</b>	<b>44</b>
Preferred Option.....	44
Explanation.....	44
Reason for this policy.....	44
Alternative Options.....	44

<b>Policy HS11 - Holiday Accommodation</b> .....	<b>45</b>
Preferred Option.....	45
Explanation.....	45
Reason for this policy.....	45
Alternative Options.....	45
<b>Policy HS12 - Live/Work Units</b> .....	<b>46</b>
Preferred Option.....	46
Explanation.....	46
Reason for this policy.....	48
Alternative Options.....	48
<b>The Preferred Sites</b> .....	<b>47</b>
Key to maps.....	47
Penrith .....	48
Penrith North .....	49
Penrith East.....	50
Penrith South.....	51
Penrith West.....	52
Penrith Central.....	53
Penrith - Option 1 .....	54
Penrith - Option 2 .....	55
Penrith - Option 3 .....	56
Penrith - Option 4 .....	57
Penrith - Option 5 .....	58
Alston - Option 1.....	59
Alston - Option 2.....	60
Alston - Option 3.....	60
Alston - Option 4.....	60
Appleby - Option 1 .....	61
Appleby - Option 2.....	62
Appleby - Option 3.....	62
Appleby - Option 4.....	63
Kirkby Stephen - Option 1.....	64
Kirkby Stephen - Option 2.....	65
Kirkby Stephen - Option 3.....	66
Kirkby Stephen - Option 4.....	67
Armathwaite.....	68
Bolton .....	70
Brough.....	71
Calthwaite.....	71
Croglin .....	71

Crosby Ravensworth .....	71
Culgaith .....	71
Greystoke .....	72
Hackthorpe .....	73
High Hesket.....	74
Ivegill .....	74
Kings Meaburn .....	75
Kirkby Thore .....	76
Kirkoswald .....	78
Langwathby .....	79
Lazonby .....	81
Long Marton .....	82
Maulds Meaburn.....	82
Melmerby.....	82
Milburn.....	83
Morland.....	84
Nenthead .....	85
Orton .....	86
Ousby .....	86
Plumpton .....	86
Ravenstonedale.....	86
Renwick .....	86
Shap .....	87
Skelton .....	87
Sockbridge and Tirril.....	87
Tebay .....	88
Temple Sowerby.....	90
Warcop .....	92
Yanwath.....	93
<b>Explanation of Terms Used</b>	<b>94</b>

### **Part 3 - Appendices (issued as separate documents)**

Appendix 1 - Area profiles

Appendix 2 - Technical note on housing numbers, distribution and allocation of sites

Appendix 3 - Revised land supply estimates 2012

Appendix 4 - Assessment of earlier responses to consultation

Appendix 5 - The Sustainability Appraisal - Non-Technical Summary

Appendix 6 - Habitats Regulation Assessment - Screening Report

Appendix 7 - The Evidence Base

# **Part 1 - About This Document**

## **About this consultation**

### **1 What is the purpose of this consultation?**

- 1.1 This document is in two parts. The main part on which we are seeking your views is Part 2. This sets out Eden District Council's preferred sites for new house building, together with some supporting planning policies. We are now asking for your views on whether they are the best available sites, whether our proposed policies are right for the district, and whether anything else needs to be included. A revised list of 'Local Service Centres' is also included, where development in rural areas is likely to be focussed. We are also asking you to submit any alternative sites that we may have missed. Part 1 (this part) explains the process involved in producing the sites and policies, contains more detail on what they are and why they have been produced, as well as explaining how you can get involved.
- 1.2 Separate appendices contain information on how and why sites were selected, along with information on land supply, Sustainability Appraisal and a Screening Report for Habitats Regulations Assessment purposes. We would also like your views on these documents.

### **2 Why has it been prepared?**

- 2.1 In the Council's view, there are four main reasons as to why we have produced this document:
  - It will help meet housing needs in the district and improve the quality of life for its residents. New housing is a foundation for economic growth. The chance of a decent home is important to the next generation. With the population of the district growing and ageing, younger generations are finding it increasingly difficult to get a first foot on the housing ladder. Providing a limited number of new homes improves their chances and helps sustain the services we all use.
  - It provides more certainty to developers and the public on where new housing may be. Producing a clear plan on where new housing should be located allows the District Council to carry out an assessment of where the best sites for new housing may be located. This technical work will also be supported and improved by the views and knowledge of people in the area. The final plan will provide more certainty for developers on which sites may receive eventual planning permission, as well as informing the public on where development may occur.
  - It helps us meet our national policy requirements and allows forward planning of sites. National government planning policy requires the Council to identify sufficient housing sites to meet its planning targets. The District Council is required to show that it can identify a five or six year supply of available and deliverable sites at any time. If the Council refuses any applications for housing development and the applicant lodges an appeal to the Planning Inspectorate one of the main factors an Inspector would look at in making a decision would be whether the District Council can demonstrate this amount of land is available. Our latest land supply

estimates show we have a housing land supply of 5.49 years. This document is therefore critical in helping to maintain this supply. Only by doing so can we make sure that decision making continues to rest with the District Council, and housing does not come forward in an unanticipated, unplanned and piecemeal fashion. To quote the Planning Minister Nick Boles, speaking on 10 January 2013:

“Councils which do not produce credible plans to meet local housing need will find that the presumption in favour of sustainable development will trump local decisions.

And they will have to explain to local residents why their failure to produce a robust local plan exposed their communities to speculative development in places where it is not welcome”.

- Finally, this document has been prepared to allow those living and working in Eden District to have a say in where new development is located. The District Council is keen to stress that the draft allocations set out in this document are not a ‘done deal’. This is a genuine consultation - sites selected are the District Council’s own view on which may be the most suitable sites in light of technical work undertaken and using the best information available at the time. This is however a largely technical exercise into which we’d like to feed in your views in light of your knowledge of the area. Please tell us whether they are the best sites, whether there are better alternatives available, or whether our information is out of date or incorrect.

2.2 When responding please bear in mind that the District Council must allocate housing land if it is to produce a plan which complies with Central Government policy, as illustrated by the Minister’s quote above. It is therefore important to include within your response any evidence or information that might lend weight or support your views. If you do wish to object to the development of a site it would greatly aid us if you could explain why alternative sites elsewhere may have fewer constraints to development or may prove better options.

### **3 How does this document relate to the adopted Core Strategy and any future Local Plan?**

3.1 Up until this point the Council has been working towards the production of a separate ‘Housing Allocations Development Plan Document’ (or DPD). This was because under the local planning system operated by the previous Government the District Council was required to work towards publishing a ‘Local Development Framework’, which was a folder of separate documents. This included our Core Strategy, adopted in March 2010. This was to be followed on by separate policy and land allocations documents.

3.2 Under the new National Planning Framework the District Council is now charged with producing a single Local Plan for its area. The Council will therefore be adding policies and land allocations to its existing Core Strategy and will eventually tie them all together into a single Local Plan. In other words, the policies in this document could be viewed as an additional chapter to the existing Core Strategy.



#### **4 Is this document proposing to change anything in the Council's existing Core Strategy?**

- 4.1 In the main, no. There are however two targeted changes relating to Local Service Centres. The first proposes to revise the list of centres currently shown on page 91 of the Core Strategy. The second aims to remove the two year review period for Local Service Centre selection at paragraph 4.9.

#### **5 How does this document relate to or change any other existing policy, guidance or evidence on housing?**

- 5.1 There are four proposed changes or updates to other documents made by or associated with this document:
- The 1996 Eden District Local Plan. Some policies in the Local Plan were 'saved' in 2007 and remain in force. They will be replaced by new policies as we add them to the local plan. This document proposes replacing two of them - Policy HS1 on Housing Allocations and HS7 on Workers' Dwellings in the Countryside.
  - The Supplementary Planning Guidance (SPG) on Housing Policies, adopted in October 2004. This is no longer used and the sites and policies in this document will supersede any in the SPG. It was therefore withdrawn by the Eden District Council's Executive Committee on 12 February 2013.
  - The existing Supplementary Planning Document on Housing, adopted in 2010. This remains in force, but this document will supersede it on one issue - Community Right to Build/Self Build and the capping of sale price.
  - The document setting out our annualised land supply estimate (known as the five year land supply). A revised estimate is published alongside this document (see Appendix 3).

#### **6 What has happened so far?**

- 6.1 This is not the first time we have consulted on housing sites. There have been two main rounds of previous consultation. These documents, together with an assessment of responses made are available on the Eden District Council website, along with a comprehensive analysis of comments made. They were:
- The August 2007 Housing Development Plan Document - Issues and Options document. This document included questions about possible new housing policies as well as identifying 71 potential sites for housing.
  - In 2008, a large number of Alternative Sites were then proposed to the Council in response to the initial Issues and Options consultation. These sites were the subject of a six week consultation through the Housing Development Plan Document - Alternative Sites Consultation document. No detailed comparative or technical assessment of sites was included at that time.

## **7 Why are you only consulting on housing (and not other) sites and policies?**

- 7.1 At this stage we want your views on the distribution and suitability of proposed housing sites and policies only. We are not consulting on policies or allocations relating to other issues, for example employment land or open space.
- 7.2 This is because it is a priority for the Council to produce a robust allocations strategy, giving certainty to developers and the general public on where new housing should be going. Publication of this document is a key part of this process.
- 7.3 We are publishing this document now because there has been a considerable amount of slippage in the timetable for publishing a preferred strategy for allocating housing land. To undertake further work on other areas would risk this timetable slipping further. The Council has concluded that publishing this document now will open up public debate on where new housing should go, the results of which will be useful in finalising the next stage of the strategy. The Council also wants to let both developers and the public know where new housing is being considered as soon as possible, and is seeking views on this.
- 7.4 Our next priority after finding housing sites is to identify employment land. Work on identifying employment sites will be carried out as consultation on this document is taking place. As part of this consultation we would welcome the submission of possible sites for employment use as well as housing, to feed into this work. We will then take a look at what infrastructure is needed to support new development and then work towards producing a final single Local Plan.

## **8 How many houses are being planned for? And where?**

- 8.1 Eden District Council's overall target for delivering 239 new homes a year is already set out in its Core Strategy (2010), which went through extensive consultation and testing prior to adoption. The time period this strategy runs for is 2003 to 2025, and a target of 5,258 houses was established for this twenty two year period.
- 8.2 This means that at the time of writing we are already nine (monitoring) years into this plan period. Removing the housing already built in the first nine years since 2003, as well as all the housing that we know already has a planning permission or is under construction leaves us with a figure 2,792 new houses for which we need to find sites. These are to be distributed as follows, in line with the housing distribution set out in the Core Strategy:

<b>Location</b>	<b>Target</b>		
	Core Strategy Proportion	Plan target	To allocate
Penrith	60%	3155	2105
Kirkby Stephen	7%	368	226
Alston	4%	210	127
Appleby (AP)	9%	473	166
Local Service Centres	20%	1052	168
Other Areas	0%	0	0
<b>TOTAL</b>	<b>100%</b>	<b>5258</b>	<b>2792</b>

## 9 Why do we need this number of houses?

9.1 We are very much aware that the issue of house building can be contentious, with some for and some against, and we would like your views. The District Council believes that the house building rates set out in this document are right for the district. This is because:

- There remains a huge pent-up demand for new housing. There are a considerable number of people in the district in housing need, in other words who are unable to rent or buy on the open market. This estimated need amounts to the equivalent of 227 new dwellings per year<sup>1</sup>. This means that the overall housing target of 239 new homes built per year<sup>2</sup> is roughly equivalent to the amount of housing needed for just those who can't afford on the open market - the actual demand is likely to be much higher.
- Housing remains unaffordable for many. Average house prices in 2011 for lower quartile houses (ie the most affordable) were 8.57 times the average lower quartile income<sup>3</sup>. It's getting harder for these younger generations to compete, particularly with the effects of the recent recession. Nationally, in 2011 only 36% of First Time Buyers bought a house without financial assistance for the deposit. The average size of the deposit was £26,000 and the average age of the buyer was 33<sup>4</sup>.
- A review of past housing supply reveals that the district council is undershooting its housing targets by a large margin, and there is a need to catch up if we are to lessen the risk of developments being granted permission on appeal. The housing target from 2003/4 to 2011/12 was 2,151 houses, of which only 1,207 were built - or 56%. Significant under supply in the past is the result of numerous factors, including the recession and lack of planning certainty. However the Council has a responsibility to help meet affordable housing needs and one of the primary ways of doing this is to allocate housing land to help meet need when the upturn comes.
- The population of Eden is growing and ageing. There are forecast to be an additional 2,500 people in the district from 2012 to 2025. This is made up of a gain of 4,200 people over the age of 65 and the loss of 1,700 people under the age of 65.<sup>5</sup> The population is rapidly ageing, and there will be a big increase in those retired and not working. This sector is typically wealthier than younger generations and the risk is they will crowd out the working age population when buying housing. Patterns of family life have changed: more people are becoming partners and parents later in life, or not at all, and more are divorcing and separating. Most notably, the recent 2011 census results showed a 17.2% increase in one person households in the district over the previous ten years<sup>6</sup>.

---

<sup>1</sup> Eden District Council, Strategic Housing Market Assessment, 2009

<sup>2</sup> Eden District Council Core Strategy 2010, paragraph 6.5.

<sup>3</sup> Department of Communities and local Government, Live Table 576

<sup>4</sup> Council for Mortgage Lenders Regulated Mortgage Survey

<sup>5</sup> Office for National Statistics 2010 based sub national population projections and POPGROUP dwelling assumptions, (based on CLG 2008 Headship Rates)

<sup>6</sup> Office for National Statistics 2001 and 2011 Census, tables KS20 and KS10.

- The lack of affordable homes has economic consequences. It acts as a barrier to attracting staff by local employers, thereby impacting on the desirability of Eden District as an area to invest in. There is a risk that lack of housing availability forces younger generations to leave the district to find housing and employment elsewhere, causing a further drain on recruitment and skills. House building also provides jobs - the 2011 Census also revealed that the construction sector now forms the biggest employer in the district for men<sup>7</sup>.
- The number of jobs in the District is forecast to grow by 8% between 2009 and 2022<sup>8</sup>. Economic regeneration activity in the area may increase this number. The district is in a highly accessible location and has much to offer employers in terms of a high quality environment and labour force. It's also important to note that the bulk of the demand for new housing is forecast to come from those who won't need to find employment - ie those over 65.
- New housing cross subsidises affordable homes for those already in the district - the Council is currently aiming for 30% of all new homes to be affordable.
- New homes will only increase the overall housing stock by a very small amount in most places. In many places just a handful of well designed affordable homes, kept in perpetuity for local people, will make all the difference to the sustainability of the community and its services.
- New housing brings new revenue or contributions which can be spent on infrastructure and supporting services. As well as new Council tax receipts; the Government's New Homes Bonus will match fund council tax receipts for six years. Planning gain agreements and/or possible new community infrastructure levies can also generate money from developers and land owners to provide new infrastructure. In addition, new housing will mean new spending power coming in to the District.

## **10 What about empty properties - can't these be put back into use before new homes are built?**

- 10.1 Yes. Tackling empty properties is high on our list of priorities. Each dwelling which is standing empty is seen as a wasted resource not only to the community but to the owner. We are working on making sure as many of the District's empty homes are brought back into use, and the Council offers match funded grants towards repairs where a house can be brought back into use and be rented out to those in need. Details are available on our website.
- 10.2 However, the 392 houses registered with our Council Tax Department as having been empty for 6 months or more represent only 1.6% of our housing stock, although this figure may be higher as some people do not register their empty properties with the Council. This is less than most areas, and a stock of empty properties also reflects how the housing market functions. Overall, although putting vacant property back into use can make a valuable contribution

---

<sup>7</sup> Office for National Statistics, 2011 Census, table KS606EW

<sup>8</sup> Oxford Economics projections 2009 and WME projections based on the 2001 ONS Census, contained in Table 9.1 of the Drivers Jonas Eden District Employment Land Study 2009. Projections are labour demand led forecasts.

to improving quality of life, opportunities to do so will only help meet a very small amount of housing need in the area.

## **Main and Key Service Centres**

### **11 Why is so much housing proposed for Penrith?**

- 11.1 There are three reasons for this. Firstly, Penrith is by far the biggest town in the district, it contains the most services, has the best transport links and the most employment opportunities. For this reason the Council has a policy of focussing the majority of new development (60%) into the town.
- 11.2 Secondly, there has been significant under supply of housing in the town over the past ten or so years. Of the 143 houses per year that the district's planning strategy sets out for Penrith only an average of 33 per year have been built - or 24%. With the exception of Penrith New Squares there have been no significant housing developments built in or around the town over the last decade or so. The planned rate of development reflects this.
- 11.3 Thirdly, the Council is keen to see the town prosper, and delivering new houses and jobs into the town is key to this. The Council commissioned a masterplan for the town last year, the contents of which have been the major influence on the development strategy for Penrith set out in this document. This document will be followed shortly by an employment land options consultation which will propose new sites to meet the employment needs of the District.
- 11.4 2,392 new homes are proposed to be allocated to Penrith up to 2025. This is above the figure of 2,105 that represents the minimum needed. This is because, given the scale and timing of possible new development at Penrith there are significant risks that development may not come forward either in sufficient quantity or in time for targets to be met. It was therefore thought prudent to include an element of contingency, to help meet future national planning policy requirements on maintaining a sufficient land supply. Figures may be revised in future versions of this document following consultation and once a clearer picture emerges of the deliverability of sites around the town.

### **12 When will new housing come forward in Penrith?**

- 12.1 The development strategy for Penrith is long term. We would not expect all the housing sites on the periphery of the town to come forward in the short to medium term, because of lead in times, market and infrastructure considerations and the need to secure planning permissions. We would expect that the town would grow gradually over the next 15 to 20 years.

### **13 Where are the Key Service Centres and why is new housing being concentrated there?**

- 13.1 After the main service centre of Penrith the next three biggest towns in the district - Alston, Appleby and Kirkby Stephen - are classed as 'Key Service Centres' in the Core Strategy's development hierarchy. They are allocated 4%, 9% and 7% of development planned for the District respectively. This is because a combination of a need for housing and a range of available services make them the most suitable locations for development after Penrith.

## Local Service Centres

### 14 What are 'Local Service Centres' and has the list changed?

14.1 Local Service Centres (LSCs) are presently forty six villages in the district which have been designated as they contain a range of services and facilities which make them the most suitable places to focus new development in the district, after Penrith, Alston, Appleby and Kirkby Stephen. They have been selected because they contain a public or community transport link to a larger centre and have two out of three of the following - a (non-mobile) shop or post office, a primary school, a village hall or a pub. Under Core Strategy policy, 20% of new development in the District is to be focussed into these centres. The current list can be found on page 91 of the Core Strategy.

14.2 We are proposing to change the list from the forty six centres identified in 2010 to thirty eight centres, following a review which took place as part of work on this document.

14.3 We are also proposing:

- In the future, to review the list as part of a review of policies in this document. The Core Strategy currently proposes that the list is reviewed every two years. Our experience has shown that regular reviews of the list cause uncertainty to communities and developers on the likelihood of development being allowed to come forward. Furthermore, because the list has been used to inform the allocations strategy in this document it has, to a large extent 'served its purpose'.
- Alongside this, include a new policy (HS4) which allows for some small scale housing development on unallocated sites in Local Service Centres where it contains a significant element of affordable housing to meet local needs.

14.4 The proposed changes to the list are:

#### **Proposed new Local Service Centres:**

1. Ivegill - now recorded as having a bus service
2. Renwick - now recorded as having a village hall

#### **Proposed Local Service Centres to be de-allocated:**

1. Ainstable - no longer recorded as having has a shop
2. Crosby Garrett - no longer recorded as having a bus service
3. Dufton and Keisley - no longer recorded as having a shop
4. Garrigill - no longer recorded as having a bus service
5. Great Ormside - no longer recorded as having a shop
6. Knock - no longer recorded as having a shop, post office or village hall
7. Little Salkeld - no longer recorded as having a shop, no longer has a village hall
8. Nateby - no longer recorded as having a bus service

9. Soulby - no longer recorded as having a bus service
  10. Winskill - no longer recorded as having a bus service
- 14.5 It does not mean that only Local Service Centres will see new development. Development that includes a significant proportion of affordable housing would still be found acceptable in non Local Service Centre villages.

The following table shows the previous list of Local Service Centres, the new list, and why changes have been made.

	Current LSCs		Future LSCs?	Must have...	and have 2 out of 3...				Meets LSC criteria in 2012?	
				Bus service	School	either Post office	or Shop	either Village Hall		or Pub
1	Ainstable			Yes			Lost	Yes	Yes	No
2	Armathwaite	1	Armathwaite	Yes	Yes	Yes	Yes	Yes	Yes	Yes
3	Bolton	2	Bolton	Yes	Yes			Yes	Yes	Yes
4	Brough	3	Brough	Yes	Yes	Yes	Yes	Yes	Yes	Yes
5	Calthwaite	4	Calthwaite	Yes	Yes				Yes	Yes
6	Clifton	5	Clifton	Yes	Yes	Yes		Yes	Yes	Yes
7	Croglin	6	Croglin	Yes				Yes	Yes	Yes
8	Crosby Garrett			Lost		Yes		Yes		No
9	Crosby Ravensworth	7	Crosby Ravensworth	Yes	Yes			Yes	Yes	Yes
10	Culgaith	8	Culgaith	Yes	Yes		Yes	Yes	Yes	Yes
11	Duften and Keisley			Yes			Lost	Yes	Yes	No
12	Gamblesby	9	Gamblesby	Yes		Yes		Yes		Yes
13	Garrigill			Lost		Yes	Yes	Yes	Yes	No
14	Great Asby	10	Great Asby	Yes	Yes			Yes	Yes	Yes
15	Great Ormside			Yes			Lost	Yes		No
16	Greystoke	11	Greystoke	Yes	Yes	Yes	Yes	Yes	Yes	Yes
17	Hackthorpe	12	Hackthorpe	Yes	Yes			Yes	Yes	Yes



			Must have...	and have 2 out of 3...						
	Current LSCs		Future LSCs?	Bus service	School	either Post office	or Shop	either Village Hall	or Pub	Meets LSC criteria in 2012?
18	High Hesket	13	High Hesket	Yes	Yes				Yes	Yes
		14	Ivegill	Recorded	Yes			Yes		Yes
19	Kings Meaburn	15	Kings Meaburn	Yes		Yes	Yes	Yes	Yes	Yes
20	Kirkby Thore	16	Kirkby Thore	Yes	Yes	Yes	Yes	Yes	Yes	Yes
21	Kirkoswald	17	Kirkoswald	Yes	Yes	Yes	Yes	Yes	Yes	Yes
22	Knock			Yes		Lost	Lost	Lost		No
23	Langwathby	18	Langwathby	Yes	Yes	Yes	Yes	Yes	Yes	Yes
24	Lazonby	19	Lazonby	Yes	Yes	Yes	Yes	Yes	Yes	Yes
25	Little Salkeld			Yes			Yes	Lost		No
26	Long Marton	20	Long Marton	Yes	Yes			Yes	Yes	Yes
27	Maulds Meaburn	21	Maulds Meaburn	Yes		Yes	Yes	Gained		Yes
28	Melmerby	22	Melmerby	Yes			Yes	Yes	Yes	Yes
29	Milburn	23	Milburn	Yes	Yes			Yes		Yes
30	Morland	24	Morland	Yes	Yes		Yes	Yes	Yes	Yes
31	Nateby			Lost			Yes		Yes	No
32	Nenthead	25	Nenthead	Yes	Yes	Yes	Yes	Yes	Yes	Yes
33	Orton	26	Orton	Yes	Yes	Yes	Yes	Yes	Yes	Yes
34	Ousby	27	Ousby	Yes		Yes		Yes	Yes	Yes
35	Plumpton	28	Plumpton	Yes	Yes	Yes	Yes			Yes

			Must have...	and have 2 out of 3...						
	Current LSCs		Future LSCs?	Bus service	School	either Post office	or Shop	either Village Hall	or Pub	Meets LSC criteria in 2012?
36	Ravenstonedale	29	Ravenstonedale	Yes	Yes		Yes	Yes	Yes	Yes
		30	Renwick	Yes		Recorded		Recorded		Yes
37	Shap	31	Shap	Yes	Yes	Yes	Yes	Yes	Yes	Yes
38	Skelton	32	Skelton	Yes	Yes	Yes	Yes	Yes	Yes	Yes
39	Sockbridge and Tirril	33	Sockbridge and Tirril	Yes		Yes		Yes	Yes	Yes
40	Soulby			Lost				Yes		No
41	Stainton	34	Stainton	Yes	Yes	Yes	Yes	Yes	Yes	Yes
42	Tebay	35	Tebay	Yes	Yes	Yes	Yes	Yes	Yes	Yes
43	Temple Sowerby	36	Temple Sowerby	Yes	Yes			Yes	Yes	Yes
44	Warcop	37	Warcop	Yes	Yes			Yes	Yes	Yes
45	Winskill			Lost		Yes				No
46	Yanworth	38	Yanwath	Yes	Yes	Yes		Yes	Yes	Yes
1	Blencarn		Blencarn	Yes				Yes		No
2	Brampton		Brampton	Yes					Yes	No
3	Brough Sowerby		Brough Sowerby	Yes					Yes	No
4	Brougham		Brougham							No
5	Cliburn		Cliburn	Yes				Yes		No
6	Crackenthorpe		Crackenthorpe	Yes						No
7	Eamont Bridge		Eamont Bridge	Yes				Yes	Yes	No

			Must have...	and have 2 out of 3...					
	Current LSCs	Future LSCs?	Bus service	School	either Post office	or Shop	either Village Hall	or Pub	Meets LSC criteria in 2012?
8	Edenhall	Edenhall	Yes						No
9	Glassonby	Glassonby	Yes						No
10	Great Musgrave	Great Musgrave	Yes				Yes		No
11	Great Salkeld	Great Salkeld	Yes				Yes	Yes	No
12	Hartly	Hartly							No
13	Hunsonby	Hunsonby	Yes				Yes		No
14	Kaber	Kaber					Yes		No
15	Kirkland	Kirkland	Yes						No
16	Newbiggin	Newbiggin	Yes					Yes	No
17	Newbiggin	Newbiggin	Yes				Yes		No
18	Newbiggin on Lune	Newbiggin on Lune	Yes				Yes		No
19	Outhgill	Outhgill							No
20	Skirwith	Skirwith	Yes				Yes		No
21	Stainmore	Stainmore					Yes		No
22	Wharton	Wharton							No
23	Winton	Winton					Yes	Yes	No

We would welcome your views and local knowledge on whether this list is up to date and accurate.

## **15 What is the intention behind proposed Policy HS4 - Additional Housing to Meet Local Need in Rural Areas?**

- 15.1 The policy aims to increase the supply of affordable housing to meet local needs in rural areas, and is intended to translate paragraph 54 of the National Planning Policy Framework into local policy. This states that local planning authorities should consider whether allowing some additional market housing would facilitate the provision of significant additional affordable housing to meet needs in rural areas.
- 15.2 It is also included because a healthy rate of past completions and planning permissions outside the main settlements has also resulted in a very small number of sites needing to be allocated to Local Service Centres through this document. The Council is concerned that this may result in a cap being put on new development, which then prevents well designed new affordable housing coming forward to meet the established needs of local people. Since the adoption of the Core Strategy there have been examples of communities coming together to build affordable homes in their villages - for example twelve new homes delivered through a Community Land Trust at Crosby Ravensworth. The Council does not wish to prevent innovative and locally driven new affordable housing schemes coming forward in Local Service Centres or the larger villages in the district.
- 15.3 The policy seeks to encourage schemes which provide new dwellings in addition to the amount allocated through this plan, where they can provide a significant amount of affordable housing in the larger villages and opportunities exist to allow an element of market housing to help cross subsidise the affordable element. These comprise villages proposed to be allocated or de-allocated as Local Service Centres. Elsewhere, new housing should be restricted to 100% affordable housing only – known as exceptions sites, as permission will be granted on an exceptional basis only.

## **The Preferred Sites**

### **16 How have you selected your preferred sites?**

- 16.1 Firstly, we collected together all the potential sites that we knew about – sites from the 1996 Local Plan, sites identified through previous urban capacity work and sites proposed from the Eden Local Plan review consultation in 2004. These sites were published for consultation as part of the Issues and Options document in 2007. We then asked for any additional sites to be submitted, and these were published for consultation in 2008 (the 'Alternative Sites' document). Some other sites have subsequently come forward as part of work on identifying land supply through the Strategic Housing Land Availability Assessment document and five year land supply updates.
- 16.2 Next, we work out what was already been built by March 31st 2012 and what is due to be built (sites with planning permission or under construction) and remove these numbers from the housing targets. This gives us a figure for how many new houses we need to find land for. An average density of 30 dwellings per hectare is applied to give a number, although this varies if we think the site could be delivered at a higher density (for example it is a town centre site), where we

know there may be constraints that may lower this figure or where a scheme has been put forward with a particular number of houses.

16.3 We then set a site size threshold above which we will be looking to allocate sites. This is because it would be hugely time consuming to try and identify land for every single house or small housing development. We have set this threshold at four dwellings or more, because this is our threshold above which affordable housing is sought from developers. This figure is lower than ones used by other districts because the rural nature of the district means many of the sites that come forward outside the main towns are small in nature.

16.4 Sites outside the Main, Key and Local Service Centres are then excluded. This is because it is current policy that development should be focussed in the main towns and villages.

16.5 The next step is technical work to work out which may be the best sites to allocate. A separate technical document is available detailing how this was done (Appendix 2). Briefly:

- We removed any sites which we consider have a 'showstopper' constraint - for example where in a flood plain, affecting a scheduled ancient monument or in a site protected under European law for its wildlife value.
- We then carried out a comparative assessment of sites against eighteen different planning criteria. These are weighted so that some criteria count more than others - for example where sites had potential access problems or were prone to flooding this would increase the scoring compared to, for example whether a site had topographical constraints or had tree preservation orders on site. This is an ongoing process.
- We are then required to put the sites through a 'sustainability appraisal' to see how they perform against social, economic and environmental criteria. This also helps inform which sites are selected. In the case of Local Service Centres the 38 villages were assessed against each other using this framework, rather than all sites being assessed individually.
- Finally we will take a view on the availability and deliverability of sites and when they may come forward - in other words whether or not the market is likely to bring the site forward. This element of the selection process will be worked up as the document progresses through to adoption, and we are keen to hear any opinions on availability and deliverability as part of this consultation process.

16.6 Whilst the technical assessment allows us to arrive at an allocations strategy there is also an element of judgement involved on occasions, particularly where there are a number of suitable sites that could be selected. Whilst we have tried hard to choose the most suitable sites, our information about and knowledge of the area cannot match that of the people living and working in the district's towns and villages. For this reason, the other important step in this process is taking into account the opinions of residents, workers, organisations and businesses in the District. Again, we would like to stress that allocations may change if there is strength of opinion which favours suitable alternative sites coming forward.

## **17 What happens if I know of a suitable site that isn't included?**

17.1 Please tell us. As part of this consultation we are asking for any additional sites that we may have missed to be sent to us so we can look to see if they are a better option than those in this document. It would help us if you could supply us with any evidence as to why - for example, a willing landowner, and a lack of constraints and so on.

## **18 What happens to any sites not allocated?**

18.1 If a site is not allocated it also does not mean it won't get a planning permission - under Government policy a presumption in favour of sustainable development still applies and any applications for development will be assessed against policies in the development plan. However, anyone putting in a planning application for development on an allocated site has more certainty over whether permission will be granted.

## **19 When will new housing be built?**

19.1 This is partly down to the housing market, but the District Council is required to set out phases when we think new housing will come forward, and to make sure that there is a steady supply over time. Policy HS1 sets out when we think new housing will come forward, and we would welcome any additional information from landowners and developers on this point.

## **Affordable Housing and Infrastructure**

### **20 How much of the new housing will be affordable housing, and what does this mean in practice?**

20.1 The Council has a policy (Core Strategy Policy CS10) which contains an aspirational target of 30% of all new housing to be affordable. Affordable in this case means it will be occupied by people who are unable to buy or rent in the open market and are classed as 'in need' of housing. This 30% is the starting point in any negotiation with developers, who will be expected to provide units in accordance with this figure. This can be reduced if evidence can be shown that providing this much needed affordable housing would render a scheme uneconomic to build.

20.2 If 30% of the total Core Strategy figure of 5,258 houses were provided as affordable homes this would mean 1,577 would be built, or 72 per year. Actual average completion rates of affordable housing are well below this at 21 per year since 2003, although there have been a number of significant developments completed in Penrith that have yet to be recorded in the figures - for example Penrith New Squares. 122 affordable homes are expected to be completed over the next year, although amounts are likely to drop back in subsequent years. The historically low rate is down to a number of factors, most notably a rate of house building well below planned targets overall, difficult market conditions, the lack of a detailed planning strategy and far less funding being made available from central Government.

20.3 The Council is therefore taking steps to ensure this figure is boosted, and production of this document is one of them. It is also looking at delivering

affordable housing on its own land and has allocated significant sums of money for affordable housing through the Government's New Homes Bonus. It is also suggesting a new policy in this document (HS4) aimed at delivering higher levels of affordable housing in rural areas where the numbers delivered are in addition to the amount set out as part of this allocations strategy.

20.4 The type of affordable housing which will be delivered will also vary from scheme to scheme. Some may be made available to rent through a housing association; some may be made available for ownership at a discount by a developer.

## **21 How can you make sure affordable houses meet local need and stay affordable?**

21.1 The Council has an adopted policy (Core Strategy Policy CS7) which states that it may impose a legal agreement on new affordable housing to ensure that it only goes to local people in the first instance, and stays affordable over time. This is known as the local occupancy clause. The definition of 'local' is set out on page 39 of the Core Strategy. This does not apply to market housing.

## **22 How do you know what infrastructure is needed and how will it be paid for?**

22.1 When allocating new land the District Council must work out how much supporting infrastructure will be needed, how much it will cost and who will pay for it. Without providing this information the Council will not be able to move forward to adopt new plans. In practice estimating infrastructure requirements is an ongoing process. Some work has already been done as part of the Penrith masterplan, and we have been liaising with the County Council on school provision and traffic modelling work, which has helped inform our allocations process. We will continue to carry out work and will develop an infrastructure delivery plan to support land allocations.

22.2 Some infrastructure will be paid for by developers and land owners, and some from the public purse. Part of the work on infrastructure will need to look at what can viably be delivered by using development values to fund new infrastructure. The Council also has the option of producing a Community Infrastructure Levy Charging Schedule which would apply a flat rate to be charged from developers for certain types of development above a certain size, which is then used for funding infrastructure.

## **Gypsy and Traveller Sites**

### **23 Does this document cover Gypsy and Traveller sites?**

23.1 No, not at this stage. In planning terms Gypsy and Traveller sites are counted as housing and the District Council is required by the Government to assess the need for such sites and then allocate land accordingly to meet that need. Previous work was carried out on assessing need but this is now out of date, The Council is now planning, with other Cumbrian districts to update the assessment soon. This will work out whether any sites need to be found and future allocations made.

## **24 Why are you asking for potential sites to be submitted for Gypsy and Traveller accommodation?**

- 24.1 Because if there is additional need for Gypsy and Traveller sites the Council would wish to find suitable land as soon as possible. We are therefore offering this consultation as an opportunity for anyone who knows of any suitable land to let us know about it. This does not mean that the Council will definitely be allocating Gypsy and Traveller sites in the future - this will depend on whether there is a need.

## **The Upper Eden Neighbourhood Plan**

### **25 What is the relationship between this document and the draft Upper Eden Neighbourhood Plan - and any other Neighbourhood plans which may come forward?**

- 25.1 Neighbourhood Plans are a new tier of development plans, and allow a local community to develop its own plan and have it adopted as formal development plan policy by the Council. It is then an important factor in deciding planning applications. The draft plan must be seen and endorsed by an independent examiner and has to be subject to a local referendum. If a majority vote is in favour of the plan it is then adopted by the Council.
- 25.2 The Upper Eden Community Planning Group, with the support of the District Council has produced a draft Upper Eden Neighbourhood Plan. It is the first in the country to receive an examiner's report (December 2012) which said it, with some changes, should go forward to referendum. This is now scheduled for Thursday 7 March.
- 25.3 The draft plan includes policies covering seventeen Parishes centred around Kirkby Stephen. It does not allocate housing sites and instead encourages small scale 'windfall' housing developments to come forward over a wider area than just Kirkby Stephen and the Local Service Centres. Both development on allocated and unallocated sites is then controlled through a cap on development rates for each Parish. This is set at a maximum of 545 new houses over the next 14 years.
- 25.4 This document proposes some allocated housing sites within the Upper Eden Area, most notably in Kirkby Stephen (eight sites, for 226 houses) but also for a site for 12 houses in Warcop, identified as part of the five year land supply. There are also some existing planning permissions for sites yet to be built, for example in Brough. Any development additional to these sites will therefore come forward as windfalls. If windfalls do come forward in sufficient quantities to meet the cap of 545 dwellings set out in the Upper Eden Neighbourhood Plan (if adopted) this may mean some of these allocated sites may be delayed or not needed. In addition, it should be noted that because of current wastewater constraints in Kirkby Stephen we have taken the precaution of phasing sites in Kirkby Stephen to the later stages of the plan period.



## **Taking Part in this Process**

### **26 How have previous views been taken into account?**

- 26.1 The Council published an Issues and Options paper in 2007 which asked a series of questions about possible policies and sites, and a further 'Alternative Sites' document in 2008 which presented additional sites submitted as part of the earlier consultation. Comments on sites at these two stages are summarised in individual site profiles, and have been taken into account in producing this document.
- 26.2 Appendix 4 summarises comments made to the series of policy questions posed in the Issues and Options document. In practice, many of the issues outlined in the Issues and Options document have been overtaken by the adoption of the Core Strategy and Housing Supplementary Planning Document. Appendix 4 details which policy questions have been overtaken by subsequent policy documents and those where the responses remain relevant to this document and where comments have been taken into account.

### **27 What are the key points on which we would like your views?**

- 27.1 We are seeking views on Part 2 of this document, which contains the preferred housing sites and policies. However we would welcome comments on any of the documents we have produced, and on how we can improve presentation of future documents. We would also encourage any views on a couple of technical supporting documents - the sustainability appraisal and the Habitats Regulation Assessment screening report.
- 27.2 We are particularly interested in:
- Any issues there may be with sites that may mean they cannot be built upon – for example land ownership constraints, flooding, access etc. Conversely if we have identified any constraints that are no longer applicable please let us know.
  - Whether there are any sites that we have missed and which could provide a better alternative than those selected.
  - If developers or landowners are looking to develop sites, when they may be available, and what housing numbers are envisaged.
  - Whether there is any land in the district that may be suitable for use as a Gypsy and Traveller site.
  - Whether the suite of policies set out is the most suitable for the district, and can be clearly understood and delivered upon.

## 28 How can I comment?

28.1 This document is now being made available for representations from 22 February 2013 to end of 22 April 2013.

### **Please make your comments using:**

#### **The Online Consultation Form:**

<https://eforms.eden.gov.uk/formserver/ldfhousingconsultation.form>

This can be accessed via the Planning Policy pages at [www.eden.gov.uk](http://www.eden.gov.uk). A link is also available from the main page.

This form allows for comments on specific sites and policies to be made, and can also be used to send potential new sites forward for consideration.

It would greatly assist us when analysing comments if this online form could be used. However, we recognise that some may prefer using an alternative method:

In writing:

### **Using the representation forms provided, which should be sent to:**

Planning Policy  
Eden District Council  
Mansion House  
Penrith CA11 7YG

By email: [preferredsites@eden.gov.uk](mailto:preferredsites@eden.gov.uk)

**The closing date for comments is 22 April 2013. Comments received after this date will not be taken into account when further versions are produced.**

The Council will also be running a series of drop in events around the district so you can find out more, talk to Council Officers and submit your views. These are scheduled for:

Area	Wards	Venue	Date
Upper Eden	Kirkby Stephen, Brough, Warcop, Ravenstonedale	Kirkby Stephen Primary School	5 March 2013 4.30pm-7.30pm
Heart of Eden	Appleby, Kirkby Thore, Long Marton, Morland	Eden Community Outdoors	7 March 2013 4-7pm
Lyvennet	Crosby Ravensworth	Maulds Meaburn Village Hall	12 March 2013 4-7pm
Alston Moor	Alston, Nenthead, Garrigill, Hartside	Alston House Hotel, Alston	14 March 2013 4-7pm
Armathwaite	Ainstable, Kirkoswald, Lazonby, Hesket	Old School Village Hall	19 March 2013 4.30pm-7.30pm
Penrith North		Penrith Methodist Chapel	20 March 2013 4-7pm

Area	Wards	Venue	Date
Penrith East		Penrith Rugby Club	22 March 2013 4-7pm
Southern parishes	Eamont, Askham, Orton, Shap	Orton Market Hall	25 March 2013 4-7pm
Western parishes	Greystoke, Skelton, Hesketh, Dacre	Skelton Village Hall	17 April 2013 4-7pm
Northern parishes	Kirkoswald, Lazonby, Langwathby	Langwathby Village Hall	12 April 2013 4-7pm

This document, together with supporting appendices can be found at:  
[www.eden.gov.uk/preferredhousingallocations](http://www.eden.gov.uk/preferredhousingallocations)

## 29 What happens next?

- 29.1 Much will depend on the results of this consultation exercise and the comments submitted. The Council will consider all comments, and if no or only minor changes are necessary they may be incorporated into a "Submission Version" of this part of the Local Plan, prior to being submitted formally to the Secretary of State for independent examination in public. Further work will need to be carried out on viability, infrastructure and deliverability before this occurs.
- 29.2 If major changes are required or new sites submitted and selected we are likely to consult on these changes before moving to this stage. In this event it is likely that the Council will look to combine future versions of this document with policy and allocations covering other issues, such as employment, open space and renewable energy to produce a single Local Plan.
- 29.3 A revised 'Proposals Map' will also be prepared. Maps in this document show how we propose to change the allocations on the current Proposals Map.

## **Part 2 - The Policies**

### **Proposed New Policies**

**Note:** Preferred policies are set out below, with an explanation and any alternatives considered. The text also states whether any policies are intended to replace any Local Plan 'saved' policies or ultimately supersede any parts of the adopted Core Strategy. The final version of this document will contain the policies and accompanying explanations only.

### **Policy SD1 - The Presumption in Favour of Sustainable Development**

#### **Preferred Option**

A presumption in favour of sustainable development will apply. Applications for sustainable development will be approved where they are in accordance with the development plan, unless material considerations indicate otherwise.

Where there are no policies relevant to the application or relevant policies are out of date at the time of making the decision then the Council will grant permission unless material considerations indicate otherwise - taking into account whether:

- Any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the National Planning Policy Framework taken as a whole; or
- Specific policies in that Framework indicate that development should be restricted.

#### **Explanation**

When considering development proposals the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework. It will always work proactively with applicants jointly to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the area.

#### **Reason for the Policy**

A variation of this policy has been put forward by central Government and the Planning Inspectorate to be included in future plans, and is considered necessary for a plan to be found 'sound' at Examination.

#### **Alternative Options**

The following model policy wording has been suggested by the Planning Inspectorate:

When considering development proposals the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework. It will always work proactively with applicants jointly to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the area.

Planning applications that accord with the policies in this Local Plan (and, where relevant, with polices in neighbourhood plans) will be approved without delay, unless material considerations indicate otherwise.

Where there are no policies relevant to the application or relevant policies are out of date at the time of making the decision then the Council will grant permission unless material considerations indicate otherwise - taking into account whether:

- Any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the National Planning Policy Framework taken as a whole; or
- Specific policies in that Framework indicate that development should be restricted.

The preferred option includes the policy aspects of this suggestion but where text is considered to be a statement of intent rather than policy this has been included as supporting text.

**Will this policy replace or supersede any parts of the Core Strategy?**

No.

**Will this policy replace any saved policies in the 1996 Local Plan?**

No.

**Policy HS1 - Local Service Centres**

**Preferred Option**

The following villages are identified as Local Service Centres (LSCs). New small scale development in Local Service Centres will be allowed if it is on a scale in keeping with their character and community need and is designed to be sympathetic to its surroundings.

	<b>Local Service Centres</b>
1	Armathwaite
2	Bolton
3	Brough and Church Brough
4	Calthwaite
5	Clifton
6	Croglin
7	Crosby Ravensworth
8	Culgaith
9	Gamblesby
10	Great Asby

	<b>Local Service Centres</b>
11	Greystoke
12	Hackthorpe
13	High Hesket
14	Ivegill
15	Kings Meaburn
16	Kirkby Thore
17	Kirkoswald
18	Langwathby
19	Lazonby
20	Long Marton
21	Maulds Meaburn
22	Melmerby
23	Milburn
24	Morland
25	Nenthead
26	Orton
27	Ousby
28	Plumpton
29	Ravenstonedale
30	Renwick
31	Shap
32	Skelton
33	Sockbridge and Tirril
34	Stainton
35	Tebay
36	Temple Sowerby
37	Warcop
38	Yanwath

### **Explanation**

Local Service Centres are identified on the basis that they are the most accessible and have a range of services which makes them the most suitable locations for new development outside the main and key services centres. They are classified on the basis of having at least a community or commercial bus service and having two out of

three of the following - a school, a (non-mobile) post office or shop, and a village hall or pub.

The list of Local Service Centres set out in the 2010 Core Strategy was reviewed in 2012. The list will be reviewed as part of any future review of the policies in this plan.

**2012 - New Local Service Centres:**

1. Ivegill - now recorded as having a bus service
2. Renwick - now recorded as having a village hall

**2010 - Local Service Centres to be de-allocated:**

1. Ainstable - no longer has a shop
2. Crosby Garrett - no longer has a bus service
3. Dufton and Kelsey - no longer has a shop
4. Garrigill - no longer has a bus service
5. Great Ormside - no longer has a shop
6. Knock - no longer has a shop, post office or village hall
7. Little Salkeld - no longer has a shop, no longer has a village hall
8. Nateby - no longer has a bus service
9. Soulby - no longer has a bus service
10. Winskill - no longer has a bus service

This information was deemed to be correct at the time of going to press, however comments are invited on whether any information may now be out of date or incorrect.

**Reason for this policy**

This policy forms part of the development strategy of the plan. The Core Strategy states that 20% of new development is due to be delivered in the Local Service Centres. When the Core Strategy was produced in 2010 the intention was to review the Local Service Centres every two years, and this policy achieves that aim.

The two year review timetable for this policy is also proposed for removal for the following reasons:

1. To give certainty to developers that LSCs will retain their status in the longer term.
2. To ensure that a definitive list will be included as part of the development plan.
3. Because a new draft policy (HS4) is proposed which will allow some scope for small scale development in local service centres to meet local needs.

**Alternative Options**

The list of Local Service Centres is based on an assessment of services within each centre, and because of this a consideration of alternative options which would result in a different set of villages is not possible.

We would, however welcome your views on whether the two year review period should be retained.

Alternative options considered, with the reason for rejection are:

Alternative	Reason for Rejection
Change the services used as part of the criteria for designation	<p>The criteria are set out in the adopted Core Strategy and therefore have the benefit of having been consulted upon and agreed by the Council, as well as being part of a strategy that has been found 'sound' by an independent planning Inspector.</p> <p>Changing the criteria can also have a big effect on the number of designated centres which could risk housing development not coming forward to meet local needs.</p>
Remove the criteria and designations	This would remove part of the overall strategy for distributing new development in the district and would mean that the Council would have no mechanism for allocating housing to a large part of the district.
Retain the two year period for review of designations.	<p>Experience has shown that a two year review period can lead to uncertainty over how the Council may approach applications for new development, both on the part of developers and the public. This is because the exact status of centres can be called into question if a review is underway.</p> <p>It is also considered that the allocations strategy set out in this document has now been formulated with an up to date survey of local facilities, and that the LSC designation has therefore achieved its purpose of providing a mechanism focussing new rural development into the most sustainable areas. A new policy proposal (HS4) is also now included to allow identified centres to develop additional small scale housing schemes to help meet identified local need.</p>

**Will this policy replace or supersede any parts of the Core Strategy?**

Yes - This policy will replace the existing list of Local Service Centres at Appendix 2. Paragraph 4.9 (setting out a two year timetable for LSC review) is also proposed to be deleted.

**Will this policy eventually replace any saved policies in the 1996 Local Plan?**

No



## Policy HS2 - Housing Allocations

### Preferred Option

New housing will be developed throughout the district to ensure a rate of housing completions in accordance with the following targets and proportions:

	Target		Completed	Left to allocate	Committed	Left to allocate
	Core Strategy Proportion	Plan target	Housing Completions 2003/04 - 2011/12		Total under construction and with permission	
Penrith (P)	60%	2800	294	2506	401	2105
Kirkby Stephen (KS)	7%	327	33	294	68	226
Alston (AL)	4%	187	22	165	38	127
Appleby (AP)	9%	420	108	312	146	166
Local Service Centres (LSC)	20%	933	369	564	396	168
Other Areas (OA)	0%	0	381	-381	211	0
<b>TOTAL</b>	<b>100%</b>	<b>4666</b>	<b>1207</b>	<b>3459</b>	<b>1259</b>	<b>2792</b>

### Notes

592 dwellings have either been built, had planning permission, or were already under construction in the 'Other Areas' over the period 2003/4 to 2011/12. No allocations will be made to these areas. This figure of 592 has been subtracted from the Core Strategy total of 5,528 to give a remaining plan target figure of 4,666, as shown in the table above.

A 75% discount rate has been applied to small sites of less than 10 dwellings under construction or with permission to allow for possible non-implementation of schemes.

The following sites are allocated for new housing development. The location of the allocated sites is shown on maps at the end of this document. The anticipated rates and phasing of development are set out in the table.

	Town/Village	Site Ref	Address	Total Housing	Phasing		
					2012-17	2017-22	2022-25
1	Penrith	P2	Gilwilly Road	17			17
2	Penrith	P3	Sand Croft	9	9		
3	Penrith	P4	Beacon Square	3	3		
4	Penrith	P8	Myers Lane, Norfolk Road	32			32
5	Penrith	P10-14, 52, 67	Carleton Greenfield	554	156	302	96
6	Penrith	P15	Carleton Hill Farm / Veterinary Centre	34		34	
7	Penrith	P16, P26 P53	Carleton Greenfield between sites	300		200	100
8	Penrith	P18, 27, 28	Salkeld Road / Fairhill Greenfield Extension	159		100	59
9	Penrith	P28 (Rest of)	Salkeld Road / Fairhill Greenfield Extension - Field 4	31			31
10	Penrith	P29	Salkeld Road / Fairhill Greenfield Extension - Field 4	96			96
11	Penrith	P30	Salkeld Road / Fairhill Greenfield Extension - Field 5	208			208
12	Penrith	P19-25	Raiselands	150		75	75
13	Penrith	P66, P99	Raiselands N3 & N4.	150			150
14	Penrith	P34	Stampers Depot, Bridge Lane	46			46
15	Penrith	P35	Land off Robinson Street	35	35		
16	Penrith	P38	Land at Friargate	49	49		
17	Penrith	P55 & 56	Land between White Ox Way and Inglewood Road	35			35

	Town/Village	Site Ref	Address	Total Housing	Phasing		
					2012-17	2017-22	2022-25
18	Penrith	P41, 58, 69-72, 96, 97	White Ox Farm	155		30	125
19	Penrith	P54	Bellevue Farm, Salkeld Road	56			56
20	Penrith	P59	Bakery behind Mostyn Hall, Friargate	11			11
21	Penrith	P60	Gas Works Site, Old London Road	27			27
22	Penrith	P61	Garage at Roper Street	19			19
23	Penrith	P62	Garages to east on Scotland Road	10		10	
24	Penrith	P64	Depot, Lark Lane	10		10	
25	Penrith	P71	Brent Road Garages	6			6
26	Penrith	P77	Fire Station, Bridge Lane	9		9	
27	Penrith	P86	Garages at Dodding House, William Street	4		4	
28	Penrith	P93	Barn and Yard, Brunswick Road	5		5	
29	Penrith	P94	QEGS Annexe, Ullswater Road	29			29
30	Penrith	P95	TFE Depot, Old London Road	29			29
31	Penrith	P98	Land at Carleton Hall Farm	108			108
32	Penrith	P101	Land at Pategill	6			6
	<b>TOTAL PENRITH</b>			<b>2392</b>			
33	Alston	AL1	Jollybeard Lane	40	40		
34	Alston	AL3	The Scrap Yard, Station Road	17		17	
35	Alston	AL4	Bruntley Meadows	22	22		

	Town/Village	Site Ref	Address	Total Housing	Phasing		
					2012-17	2017-22	2022-25
36	Alston	AL7	Raise Bank North	9			9
37	Alston	AL8	Tyne Café and garage buildings	11		11	
38	Alston	AL9	Raise Bank West	7			7
39	Alston	AL10	Station Road Garage	9		9	
40	Alston	AL11	Land South of Primary School	10			10
41	Appleby	AP5	Back Lane, Appleby	142	142		
42	Appleby	AP11	Fields at the Coal Yard, Station Yard	24		24	
43	Kirkby Stephen	KS2 & 5	Land adjacent Mountain Rescue Post, Christian Head	46			46
44	Kirkby Stephen	KS4	Croglam Lane	4			4
45	Kirkby Stephen	KS7	Mark John Motors	5			5
46	Kirkby Stephen	KS9	Field adjacent The Crescent, Nateby Road	20			20
47	Kirkby Stephen	KS13	Land to the West of Faraday Road (part)	52			52
48	Kirkby Stephen	KS15	Land adjacent Croglam Lane (part)	52			52
49	Kirkby Stephen	KS22	Land at Melbecks (part)	24			24
50	Kirkby Stephen	KS17	Land behind Park Terrace	23			23
	<b>TOTAL MSCs</b>			<b>517</b>			
51	Armathwaite	LAR3	Land behind Armathwaite School	20	20		
52	Bolton	LBO2	Land adjacent to the Larches	5	5		
53	Hackthorpe	LHA1	Pattinson Close	6	6		

	Town/Village	Site Ref	Address	Total Housing	Phasing		
					2012-17	2017-22	2022-25
54	Kings Meaburn	LKM2	Land adjacent Prospect House	13	13		
55	Kirkby Thore	LKT1	Land near Primary School	22	22		
56	Kirkoswald	LKO1	Former Butchers Shop and Field	15			15
57	Langwathby	LLG1	Meadow Court	4	4		
58	Langwathby	LLG2	Townhead	13	13		
59	Lazonby	LLZ3	Rosebank Farm	22		22	
60	Morland	LMO2	Land behind Mothercroft	15	15		
61	Tebay	LTE7 (part)	Former Railway Cuttings	16	16		
62	Temple Sowerby	LTS1	Land to the rear of Linden Farm	9	9		
63	Warcop	LWA3	Eden Gate Farm	12	12		
	<b>TOTAL LSCs</b>			<b>172</b>			
	<b>TOTAL</b>			<b>3081</b>	<b>591</b>	<b>862</b>	<b>1628</b>

## **Explanation**

This policy sets out future development rates in the town and villages in light of past development and planning permissions granted since the 2003 base date of the Core Strategy. Development rates are then phased into five year periods to manage development rates and make sure that the strategy is capable of meeting government policy requirements. Individual sites are then allocated. We are proposing to allocate slightly more land than is strictly needed at Penrith. This is because there is a high risk of under delivery given the scale and timing of proposed development, and building in an element of contingency helps guard against this.

Maps showing preferred and rejected sites for each town and village are set out at the end of this document.

## **Reason for this policy**

This policy contains housing numbers and allocations and is essential to providing certainty on where new development will be located.

Our preferred options are shown on the maps at the end of this document. More detail is included in accompanying settlement profiles available on the website. The next section briefly discusses each option:

## **Penrith**

### **Preferred Option - Masterplan derived option, informed by sustainability appraisal work.**

In considering options our preferred option was heavily influenced by the 2011 Penrith Masterplan, which provided a considered assessment of development opportunities around the town. It includes a relatively even split of housing to the north and east. It includes 32 sites capable of accommodating up to 2,392 houses. All of the housing sites in the east are proposed, including a provision for a new school on site P14. Indicative housing numbers for Masterplan sites E1/E2 have been recommended to reflect lower densities to account for potential landscape impacts. Development sites to the north have been adjusted to reflect topographical constraints and curtailed to prevent unnecessary urban sprawl. Part of site P23 has also been provisionally set aside as a potential primary school site after discussions with the County Council.

## **Alternative Options**

Further details on alternative options for Penrith are contained in the housing technical note. In brief, four further options were explored:

**Option 2 - Mixed Use Focus** - A second option was built from an alternative scenario in the Penrith masterplan, utilising the site to the west of the M6 motorway (P57) as a mixed use development site. On this basis an option has been suggested which includes three potential development areas to the north, west and east. It has not been chosen due to uncertainties over whether the site may come forward for development and because it lies on the other side of the M6 motorway and is therefore currently cut off from the town.

**Option 3 - High Density** - A further option attempted to look at whether it was possible to build at higher densities on peripheral sites, to minimise land take. In practice, the topography of land around the town limits this option and, spatially, this option looks very similar to Option 1.

**Option 4 - Northern Expansion** - As an alternative to an eastern focus, this option demonstrates that housing figures could be met through a heavier reliance on sites to the north.

**Option 5 - Sustainability Derived Option** - This option is a composite of previous options which seeks to focus development based upon sustainability considerations. In this option, around half of development would be directed to the east, whilst the north and west would be split to similar levels.

**Alston** - Preferred Option - allocation of 8 sites for up to 125 houses.

**Appleby** - Preferred Option - In addition to the permitted site at Back Lane (142 houses), a further 24 houses on Site AP11 (Fields at the Coal Yard, Station Road)

**Kirkby Stephen** - Preferred Option - allocation of 8 sites for up to 226 houses.

Alternative options for the Key Service centres are set out in the accompanying housing technical paper and are shown on the maps at the end of this document.

### **Local Service Centres**

13 sites for up to 172 houses are proposed in twelve Local Service Centres - Armathwaite, Bolton (site LBO2 is subject existing permission granted November 2012), Hackthorpe, Kings Meaburn, Kirkby Thore, Kirkoswald, Langwathby (two sites), Lazonby, Morland, Tebay, Temple Sowerby and Warcop.

Sites were scored against a matrix of various planning criteria and put through a series of filters to identify the most suitable sites. Where sites had been found unsuitable as part of the Strategic Housing Land Availability Assessment they were discarded, and sites identified as part of the five year housing land supply were included, subject to a check against the housing matrix scorings. The selection method then aimed to distribute only single sites in villages, the exception being Langwathby where there are two sites in the identified five year land supply.

Alternative distributions are set out in the accompanying housing technical paper.

### **Will this policy eventually replace any saved policies in the 1996 Local Plan?**

Yes - Policy HS1 - Allocations for Housing Development

### **Will this policy replace or supersede any parts of the Core Strategy?**

No, although housing targets are updated following monitoring of past housing completions and permissions.

## Policy HS3 - Masterplans

### Preferred Option

Strategic sites adjacent to the north and east of Penrith will not be given permission for development until masterplans for those areas have been agreed with the Council. Masterplans will be expected to be in accord with the objectives and outputs contained in the 2011 Masterplan for Penrith.

In order to address the cumulative impacts of development potential applicants will be expected to demonstrate how the developments will jointly provide and fund the physical and social infrastructure necessary to support this amount of the development into the town. This may take the form of financial contributions or the provision of appropriate serviced land.

Masterplans should be prepared on a collaborative basis including genuine public consultation and include an agreed approach to internal layout, housing type, mix and tenure, landscaping, open space, community facilities, access, and design. They should be used to create attractive, functional and sustainable places which respect the character of the town.

### Explanation

This policy requires masterplans to be agreed with the Council for significant development at Penrith. This is because the Council does not wish to see development coming forward in a piecemeal or uncoordinated fashion. Each area needs to be planned carefully to create neighbourhoods that have a local distinctiveness and a definite sense of place appropriate to Penrith. They should also provide for a range of community facilities and be well integrated into the town and its surroundings.

Given the scale of development around the town masterplans will also be expected to assess the cumulative needs for infrastructure, taking into account demand generated by all masterplan sites in combination. Developers will be expected to help contribute to the provision of essential infrastructure, including highways improvements, schools, and other social infrastructure. The Council, working together with the County Council wishes to take a collaborative approach with developers to the planning of significant new developments, and will wish to enter into Section 106 agreements (or put in place a Community Infrastructure Levy charging schedule) to make sure that supporting infrastructure is delivered in a timely, fair and equal manner. The Council will also seek to enter into a Planning Performance Agreement with developers to manage the process of delivery.

The following sites will be expected to adhere to agreed masterplans:

Carleton Fields - P10-14, P52, P67

Carleton - P16, P26, P53, P98

Raiselands, White Ox Way and Inglewood Road extensions - P19-25, P41, P55 & 56, P58, P69-72 P96 -97, P18, P27-31



## Reason for this policy

To ensure the proper and effective planning of urban extensions around the town.

No alternative options have been considered for this policy.

## Policy HS4 - Additional Housing to Meet Local Need in Rural Areas

### Preferred Option

Within the Local Service Centres listed in Policy HS1 and Ainstable, Crosby Garrett, Duffton, Garrigil, Great Ormside, Knock, Little Salkeld, Nateby, Soulby, and Winskill, additional new housing development will be permitted on unallocated sites where:

- A significant amount of new affordable housing is provided and can be made available to meet identified local needs. The definition of 'significant' to be applied is where the number of affordable homes to be delivered exceeds the number of market units in a single scheme.
- The design of the development takes account of the need to fit in with and enhance the existing pattern, scale and appearance of the surrounding area. Applications should be supported by a design and access statement, explaining how the existing character of the area has influenced the proposed design.

Elsewhere, potential housing development in settlements will be treated as Rural Exceptions Sites and Policy CS9 requiring 100% affordable housing will apply. The definition of settlement for the purposes of this policy is a coherent group of three or more dwellings and does not constitute isolated or sporadic development. Permission for these schemes should include a significant element of affordable housing and will only be granted if:

- There is an established need for affordable housing identified within the village.
- Permission is linked to an agreement that the affordable housing element will remain affordable in perpetuity and occupancy will be restricted to those in the locality.

## Explanation

The existing allocations strategy in the Core Strategy, combined with a healthy rate of past completions and planning permissions outside the main settlements has resulted in a very small quantum of development needing to be allocated to Local Service Centres through this document. The Council is concerned that this may result in a cap being put on new development, which then prevents well designed new affordable housing coming forward to meet the established needs of local people. Since the adoption of the Core Strategy there have been examples of communities coming together to build affordable homes in their villages – for example twelve new homes delivered through a Community Land Trust at Crosby Ravensworth. The Council does not wish to prevent innovative and locally driven new affordable housing schemes coming forward in Local Service Centres or the larger villages in the district.

The policy seeks to encourage schemes which provide new dwellings in addition to the amount allocated through this plan, where they can provide a significant amount of affordable housing in the larger villages where opportunities exist to allow an element of market housing to help cross subsidise the affordable element. These comprise villages proposed to be allocated or de-allocated as Local Service Centres.

This policy effectively adds a middle tier to the Council’s approach for seeking affordable housing. These tiers are:

- Within Penrith, Alston, Appleby, Kirkby Stephen and allocated sites in Local Service Centres the Council will seek 30% affordable housing provision in accordance with Policy CS10 of the Core Strategy. The Council will take a flexible approach to applying this proportion where site based viability assessment shows that variance from it is needed for delivery of a particular site.
- Within proposed and proposed to be de-allocated Local Service Centres, housing schemes coming forward through non-allocated sites will be expected to deliver a significant element of affordable housing, as set out in Policy HS4.
- Elsewhere, outside the Main and Key Service Centres and the settlements listed in Policy HS4 the starting point for negotiation will be that only 100% affordable ‘Rural Exceptions’ sites will be permitted.

**Reason for this policy**

- The policy aims to increase the supply of affordable housing to meet local needs in rural areas.
- The National Planning Policy Framework now instructs at paragraph 54 that local planning authorities should consider whether allowing some market housing would facilitate the provision of significant additional affordable housing to meet needs in rural areas. This policy helps deliver this policy.
- Housing delivered under this policy would be in addition to the amount of housing allocated in this document. There is therefore no risk that the policy would risk undermining the viability of the schemes needed to deliver the main Core Strategy housing targets.

**Alternative Options**

Alternative options considered, with the reason for rejection are:

Alternative	Reason for rejection
Do not include a policy	The policy is intended to help bring forward small scale development to meet local needs and boost the supply of affordable housing, and not including it could prevent this from happening. It also helps put the intentions of paragraph 54 of the National Planning Policy Framework into development plan policy.
Put a limit on the size of site that comes forward, eg 10 houses.	The policy uses the phrase ‘small scale’ and does not set a maximum figure to reflect that the Local Service Centres differ in size and geography

<p>Include 100% affordable housing, as with rural exceptions sites.</p>	<p>The policy is intended to allow an element of market housing to help cross subsidise of affordable housing provision. This is in line with paragraph 54 of the National Planning Policy Framework. Introducing a policy requiring 100% affordable housing in the larger villages is likely to undermine the economics of provision.</p>
---	--

**Will this policy eventually replace any saved policies in the 1996 Local Plan?**

No.

**Will this policy replace or supersede any parts of the Core Strategy?**

No.

**Policy HS5 - Housing Mix**

**Preferred Option**

The mix of dwelling types and sizes provided in new residential schemes will be expected to address the nature of local needs as evidenced in the latest Strategic Housing Market Assessment and any local housing needs surveys.

**Explanation**

The 2009 Strategic Housing Market Assessment<sup>9</sup> identified the following issues as requiring a policy response:

- The high need for affordable housing.
- A requirement mainly for rental but also middle rung affordable housing for starter homes and to enable 'move up'.
- An aspirational housing demand for 3 bed accommodation as opposed to standard bedroom allowance need.
- The above to be in balance with increase in single person households and the need for younger people's accommodation to retain them in the area.
- A rise in the elderly population and likely accommodation required.

**Reason for this policy**

This policy is intended to establish the principle that the local authority will seek a range of housing from developers which evidence suggests will meet the needs and aspirations of the local population. The policy develops the principle of working to help provide for a full range of housing set out in Core Strategy CS7 - Principles for Housing. Paragraph 50 of National Planning Policy Framework also states that local planning authorities should plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community. Previous responses to the Housing DPD Issues and Options document

---

<sup>9</sup> Eden District Council, Eden District Strategic Housing Market Assessment, 2009.

also supported a more flexible use and reference to the Strategic Housing Market Assessment.

## Alternative Options

Alternative options considered, with the reason for rejection are:

Alternative	Reason for rejection
Do not include a policy	This could miss the opportunity to encourage the provision of a range of homes to meet evidenced requirements.
Include a policy which sets out percentages of different house types sought, eg 30% two bedrooms, 40% three bedrooms etc.	This is considered inflexible as requirements may change over the life of the local plan.

### Will this policy eventually replace any saved policies in the 1996 Local Plan?

No.

### Will this policy replace or supersede any parts of the Core Strategy?

No.

## Policy HS6 – Design

### Preferred Option

All development proposals, and in particular proposals of 10 or more homes, will be expected to perform highly when assessed against best practice guidance and standards for design, sustainability, and place making.

Proposals for major development will be assessed by the District Council using a traffic light system (red, amber and green) against the principles set out in twelve 'Building for Life' guidelines. It will be the responsibility of the developer to demonstrate how their proposals meet the principles.

### Explanation

All new developments should aspire to the highest standards of design, including construction methods and materials, and these issues should be integrated into the development process at an early stage, along with consideration of community safety, residential amenity and sustainable access. 'Building for Life' is an established and recognised methodology for assessing the design of new housing and neighbourhoods, and all new housing development will be expected to perform well against it, or any successor standards.

Local evidence will be used to inform and guide decisions, including landscape character studies where appropriate, and further design guidance is included in CS18 and the Housing SPD. This more detailed guidance will assist in the implementation of this policy, especially for large or sensitive sites, and address particular design issues, or provide more detail. Under the traffic light system developers are

encouraged to secure as many 'greens' as possible, minimise the number of 'ambers' and avoid 'reds'.

### **Building for life principles:**

#### **Integrating into the neighbourhood**

- 1. Connections:** Does the scheme integrate into its surroundings by reinforcing existing connections and creating new ones; whilst also respecting existing buildings and land uses along the boundaries of the development site?
- 2. Facilities and services:** Does the development provide (or is it close to) community facilities, such as shops, schools, workplaces, parks, play areas, pubs or cafes?
- 3. Public transport:** Does the scheme have good access to public transport to help reduce car dependency?
- 4. Meeting local housing requirements:** Does the development have a mix of housing types and tenures that suit local requirements?

#### **Creating a place**

- 5. Character:** Does the scheme create a place with a locally inspired or otherwise distinctive character?
- 6. Working with the site and its context:** Does the scheme take advantage of existing topography, landscape features (including water courses), wildlife habitats, existing buildings, site orientation and microclimates?
- 7. Creating well defined streets and spaces:** Are buildings designed and positioned with landscaping to define and enhance streets and spaces and are buildings designed to turn street corners well?
- 8. Easy to find your way around:** Is the scheme designed to make it easy to find your way around?

#### **Street and Home**

- 9. Streets for all:** Are streets designed in a way that encourage low vehicle speeds and allow them to function as social spaces?
- 10. Car parking:** Is resident and visitor parking sufficient and well integrated so that it does not dominate the street?
- 11. Public and private spaces:** Will public and private spaces be clearly defined and designed to be attractive, well managed and safe?
- 12. External storage and amenity space:** Is there adequate external storage space for bins and recycling as well as vehicles and cycles?

#### **Reason for this policy**

To encourage good design and the creation of new development that proves to be an asset to the area in which it is located.

## Alternative Options

Alternative options considered, with the reason for rejection are:

Alternatives	Reason for rejection
Do not include a policy	This policy, together with further explanations of the 'Building for Life initiative is considered to provide useful guidance to developers on the Council's expectations on the design of new development.

**Will this policy eventually replace any saved policies in the 1996 Local Plan?**

No.

**Will this policy replace or supersede any parts of the Core Strategy?**

No.

## Policy HS7 - Housing for Older People and Those in Need of Support

### Preferred Option

In Penrith, Alston, Appleby, Kirkby Stephen and the Local Service Centres applications for development specifically for older people or groups who require supported housing will be permitted, provided the following criteria are met:

- New housing meets Lifetime Homes standards, unless it can be demonstrated that this is not viable.
- An identified local need for such housing can be demonstrated.
- The site is easy to walk around with wheelchair accessible surrounding areas.
- There is ease of access to local transport, community, shopping and leisure facilities.
- The site encourages social inclusion and is attractive to local people.
- The development has been designed to minimise any perceived risks to safety.

### Explanation

This policy aims to encourage the provision of housing for older people and those in need of support. It should be read alongside Policy CS7 of the Core Strategy which encourages the use of the Lifetimes Homes standard, and Section 5 of the Housing Supplementary Planning Document, which provides further guidance. For the purposes of applying this policy the definition of older people's housing applies where the occupier will be above the age of 55, and an element of affordable housing will be sought alongside housing for older people and those in need of supported housing.

### Reason for this policy

The population in Eden District is forecast to grow older over the lifetime of this plan, and most demand for existing or new housing will come from the retired. To illustrate,

of the additional 2,500 population forecast to be in the district by 2025 4,200 will over the age of 65, offset by the loss of 1,700 people under the age of 65.

### Alternative Options

Alternative options considered, with the reason for rejection are:

Alternative	Reason for rejection
Do not include a policy	This would miss the opportunity to encourage the provision of homes for older people and those in need of support
Include a requirement to provide older people's dwellings as a proportion of a particular development eg one house per four dwellings.	For a plan to be considered 'sound' the Council is required to show it is deliverable. There is currently no available evidence to show whether such a policy would mean the economics of development remain viable with this requirement in place.

**Will this policy eventually replace any saved policies in the 1996 Local Plan?**

No.

**Will this policy replace or supersede any parts of the Core Strategy?**

No.

### Policy HS8 - Essential Dwellings for Workers in the Countryside

#### Preferred Option

Permission for the development of a dwelling needed to support an agricultural or rural business will be permitted in exceptional circumstances. The circumstances are:

- Where it is to be occupied by a full time farm or rural worker with a demonstrable need for a dwelling in that particular locality, or for a dwelling required in association with a rural enterprise, and this need can be substantiated.
- Where the agricultural or rural business has been in operation for at least three years.
- Where the scale of the dwelling is commensurate with the function of the enterprise concerned.
- Where the siting and design of the dwelling is well related to existing buildings and the design respects and complements local tradition and setting.
- Where development will not have any significant impacts on local landscape, archaeological or conservation interests.

#### Explanation

This policy aims to allow for the exceptional development of housing to support agricultural and rural businesses. Existing planning policy restricts new development

outside of settlements and this policy aims to anticipate circumstances where a dwelling may be necessary to ensure the proper running of a farm or business. Where existing suitable buildings are available these should be used in preference to any new development.

**Reason for this policy**

This policy is due to replace saved Policy HS7 in the 1996 Eden Local Plan and will put into place policy guidance from paragraph 55 of the National Planning Policy Framework which states that special circumstances may exist which justify isolated new homes in the countryside, such as an essential need for a rural worker to live permanently at or near their workplace. Further guidance on the application of this policy is available in Section 4.7 of the Housing Supplementary Planning Document.

**Alternative Options**

Alternative options considered, with the reason for rejection are:

<b>Alternative</b>	<b>Reason for rejection</b>
Do not include a policy	This would possibly have a deleterious effect of the proper functioning of rural businesses and would fail to implement paragraph 55 of the NPPF.
Do not include a policy and rely upon existing saved policy HS7	The Council aims to eventually have all planning policies in a single document and the opportunity has therefore been taken to propose replacing the one in the 1996 Local plan.

**Will this policy eventually replace any saved policies in the 1996 Local Plan?**

Yes - Policy HS7 - Workers’ Dwellings in the Countryside.

**Will this policy replace or supersede any parts of the Core Strategy?**

No.

**Policy HS9 - Self Build Housing and Community Land Trusts**

**Preferred Option**

The Council will support innovative methods of delivering affordable housing in rural areas. Applications for the development of housing on Self Build and Community Land Trust sites will be permitted provided that:

- For self build housing, the applicant is the prospective owner of the dwelling.
- The future resale of the dwelling is fixed below market value to ensure it remains affordable.

**Explanation**

The self build exceptions scheme is a self-help solution that enables families to use their own resources to provide affordable housing that meets their needs within their community. The construction of affordable housing is funded from householders’ own



resources, which can include the sale of an existing property as well as through a commercial mortgage. The local community then benefits over the long term from an increased stock of local affordable homes.

The application of policy on self build housing is set out the 2010 Supplementary Planning Document on Housing. This states that the Council allows self-build properties of up to 125 square metres to take into account larger families who are unable to meet their needs on the open market, but the model usually works better with more modestly sized dwellings taking into account loan to value ratios permitted by lenders (ie the cost of building the property may be more than the discounted value). Applicants will need to take this into account when planning the size of their affordable self-build home.

To ensure ongoing affordability the maximum sale price is also normally capped at typically 60% open market value. However, in recognition of the fact that property prices are lower in some parts of Eden District than others, the Council may occasionally consider allowing a discount slightly lower than the typical 40% discount, in cases where applicants can robustly demonstrate that they would not qualify for a mortgage, due to the loan to value on the property based on a 40% discount being higher than the build cost of the property. In this instance the lower discount (eg 30%) would apply to future re-sales, and this would be set out in the Section 106 Agreement.

The Council can only consider accepting a discount of less than 40% to take into account variations in property prices across the District, and not where this is intended to allow an applicant to build a property significantly larger than they require.

A Community Land Trust is a corporate body which is established to acquire and manage land and other assets for the benefit to the local community. They are set up to ensure that the assets are not sold or developed except in a manner which the trust's members think benefits the local community, and to ensure that any profits from its activities will be used to benefit the local community. Individuals who live or work in the area have the opportunity to become members of the trust.

**Reason for this policy**

To encourage the innovative methods of providing affordable housing in rural areas.

**Alternative Options**

Alternative options considered, with the reason for rejection are:

Alternative	Reason for rejection
Do not include a policy	This would miss the opportunity to encourage the provision of locally driven solutions to affordable housing in rural areas.

**Will this policy eventually replace any saved policies in the 1996 Local Plan?**

No.

## Will this policy replace or supersede any parts of the Core Strategy?

No.

## Policy HS10 - Conversion of Employment Sites to Housing

### Preferred Option

Planning applications for the change of use of employment sites to residential use will be permitted where there is an identified need for additional housing in the area, where there are no economic reasons preventing the loss of an employment use and where there would be no loss of village services or facilities. Permission will only be granted where a site has been marketed for potential business use for a period of at least twelve months.

### Explanation

The Council will be supportive of applications for a change of use from employment to residential use where there are clear reasons established as to why any site would provide more community benefit if it was in residential use. Eden District Council has and will allocate suitable land for employment purposes to support economic growth, and it is not intended that policy HS9 would apply on sites allocated for employment use. The policy will also not apply to live/work units in residential areas. The Council will continue to protect employment land for its intended purpose by assessing any applications for change of use on employment sites against Policy CS12 of the Core Strategy, and will apply the locational strategy for focussing housing development set out in the plan. It will also assess any proposals for change of use of village services or facilities against Policy CS22.

### Reason for this policy

To encourage the provision of housing on sites which are currently or formerly in employment use but which are no longer attractive to commercial users. The policy aims to take account of paragraph 51 of the National Planning Policy Framework and translates it into development plan policy.

### Alternative Options

Alternative options considered, with the reason for rejection are:

Alternatives	Reason for rejection
Do not include a policy	The policy aims to encourage the conversion of employment sites to housing where such a use would be more suitable. This would help meet housing need.
Include a policy with similar wording to the National Planning Policy Framework paragraph 51.	The Council is supportive of the change of use of employment sites to housing, but wishes to see additional safeguards built in to the policy to protect allocated employment land and village services and facilities.

**Will this policy eventually replace any saved policies in the 1996 Local Plan?**

No.

**Will this policy replace or supersede any parts of the Core Strategy?**

No.

## **Policy HS11 - Holiday Accommodation**

### **Preferred Option**

Permission for units of holiday accommodation will be granted where they comply with the locational strategy for housing set out in the Local Plan, or contribute to the diversification of farm or rural business activity. Approvals for such proposals will be subject to a legal agreement limiting their use to holiday accommodation.

The conversion of holiday accommodation to residential use will not be supported, except where this results in affordable units provided in perpetuity and available to meet local need.

### **Explanation**

The Council wishes to be supportive of applications for the development of holiday accommodation, where they are in an appropriate location and will be kept as holiday accommodation. Applications for the development of holiday accommodation are counted as residential development and will be assessed as such.

### **Reason for this policy**

To encourage the provision of holiday accommodation, which has economic benefits for the area, businesses and farm enterprises. As holiday accommodation is classed as housing for planning purposes, the policy also makes clear that the use of such accommodation will be restricted to holiday uses only.

### **Alternative Options**

Alternative options considered, with the reason for rejection are:

<b>Alternatives</b>	<b>Reason for rejection</b>
Do not include a policy	The policy aims to make it clear that the Council will be supportive of applications to provide holiday accommodation in suitable locations.

**Will this policy eventually replace any saved policies in the 1996 Local Plan?**

No.

**Will this policy replace or supersede any parts of the Core Strategy?**

No.

## Policy HS12 - Live/Work Units

### Preferred Option

Planning permission will be granted for development of small scale employment generating uses with ancillary living accommodation in rural areas, providing

The employment element of the development is not capable of being used independently of the dwelling space.

There is an established business case for the employment element of the development.

The scheme relates well to the existing road network with direct access off a public road.

The scheme is of a high quality design and relates well to the scale, form and visual distinctiveness of existing development and its surroundings.

The Council may impose a condition prohibiting occupation of the living accommodation until after the works necessary for the establishment of an employment generating use have been completed. The housing element of the scheme will be treated as a rural exceptions site and will be subject to restrictions to ensure it remains affordable in perpetuity, and will be expected to be within the site size thresholds contained within the Housing Supplementary Planning Document.

### Explanation

A live/work unit is a small scale development designed primarily for employment purposes but which also includes residential space connected to the employment premises. They allow for people to work from home and they are often therefore considered a sustainable form of development.

### Reason for this policy

To encourage the provision of small businesses in rural areas and to potentially help provide a sustainable solution to those living and working in a village.

### Alternative Options

Alternative options considered, with the reason for rejection are:

Alternatives	Reason for rejection
Do not include a policy	The policy aims to make clear that the Council will be supportive of applications to provide live/work units in suitable locations.

### Will this policy eventually replace any saved policies in the 1996 Local Plan?

No.

### Will this policy replace or supersede any parts of the Core Strategy?


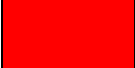

No.

## The Preferred Sites

Sites proposed for allocation are shown as blue on the following maps. Sites shown in red have been assessed but are not proposed for allocation. Sites shown in green are where planning permission has been granted after 31 March 2012.

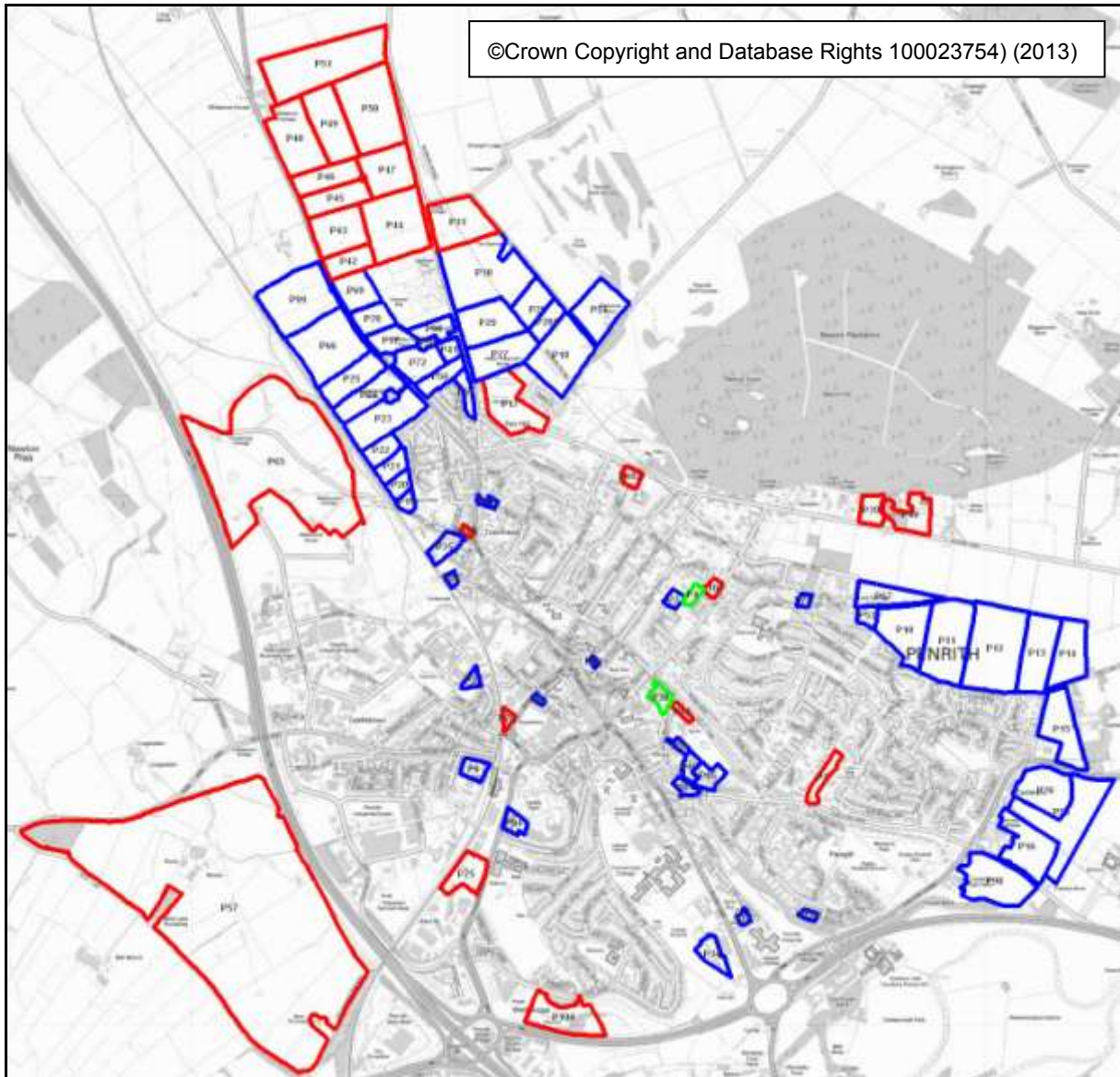
**Note** - Only settlements with one or more proposed allocations (in any of the options put forward) are shown. Maps showing additional settlements with sites not proposed for allocations are available separately.

### Key to Maps

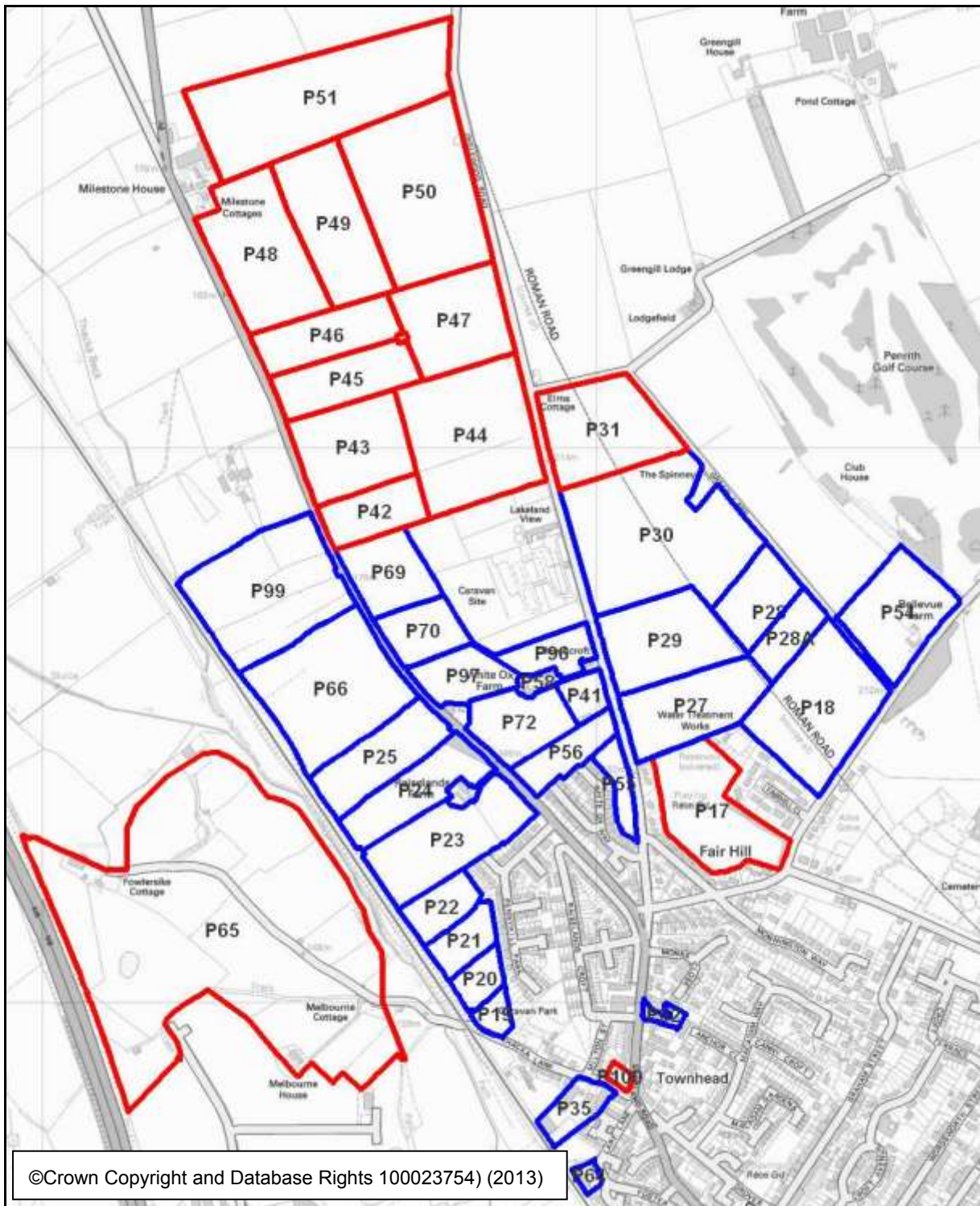
	Blue boundary - Preferred sites proposed for allocation
	Red boundary - Sites assessed and not proposed for allocation
	Green Boundary - Sites granted planning permission since 31 March 2012

## Penrith

	<b>Blue boundary</b> - Preferred sites proposed for allocation
	<b>Red boundary</b> - Sites assessed and not proposed for allocation
	<b>Green Boundary</b> - Sites granted planning permission since 31 March 2012



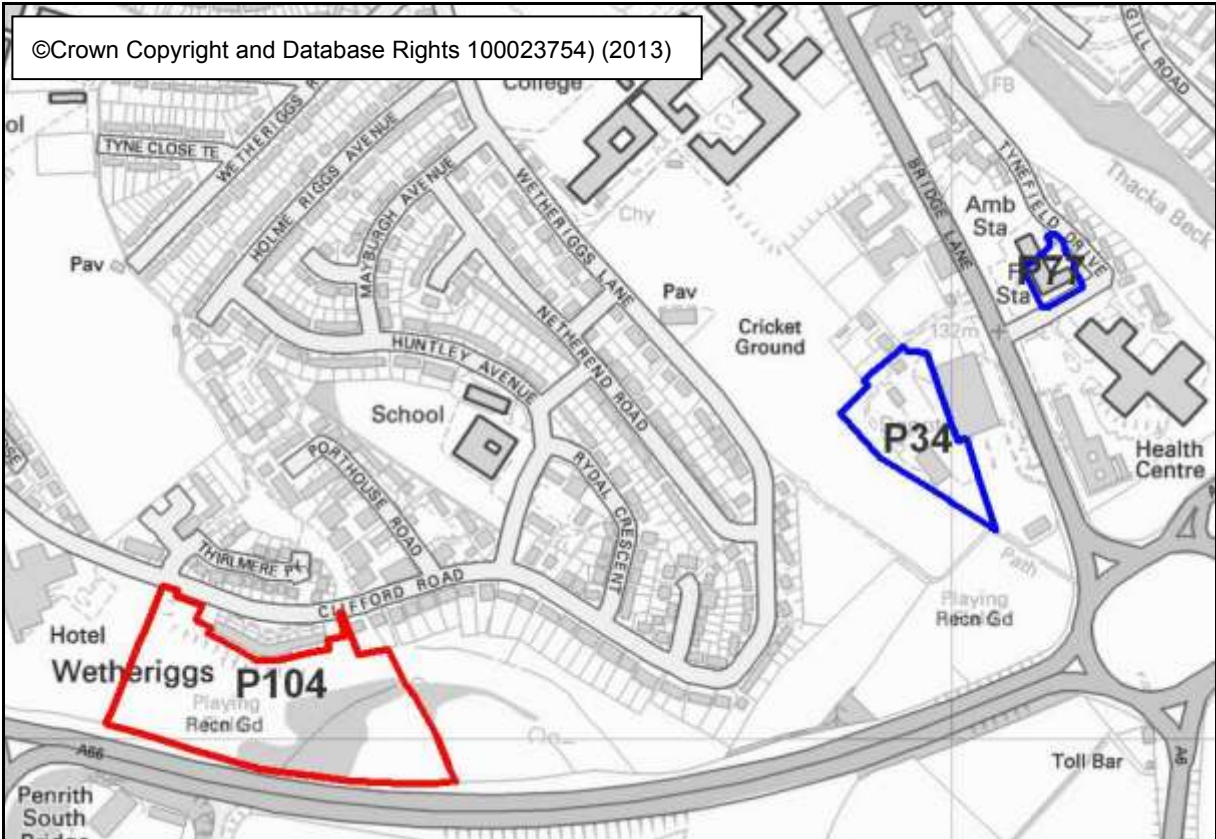
# Penrith North



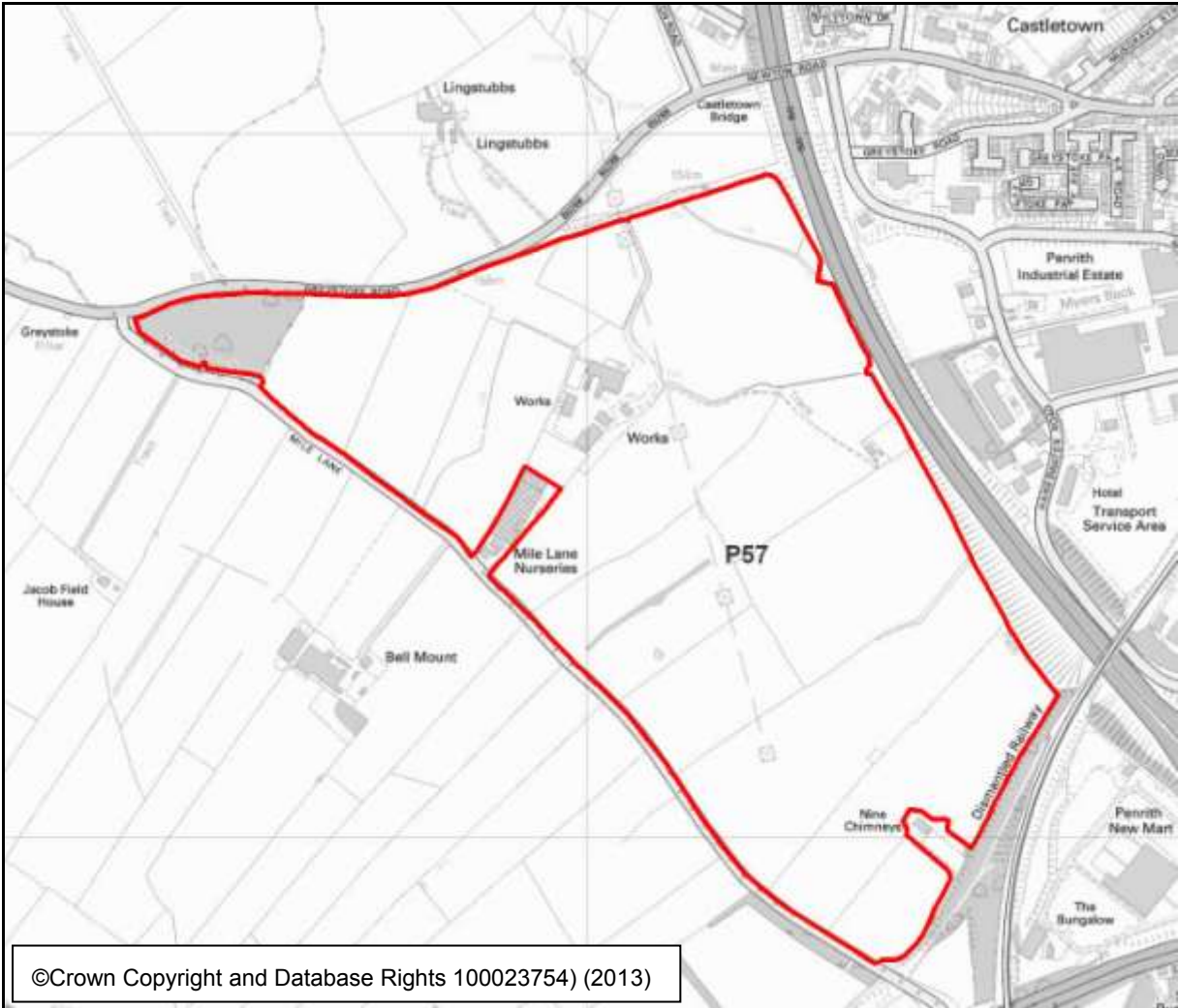




# Penrith South

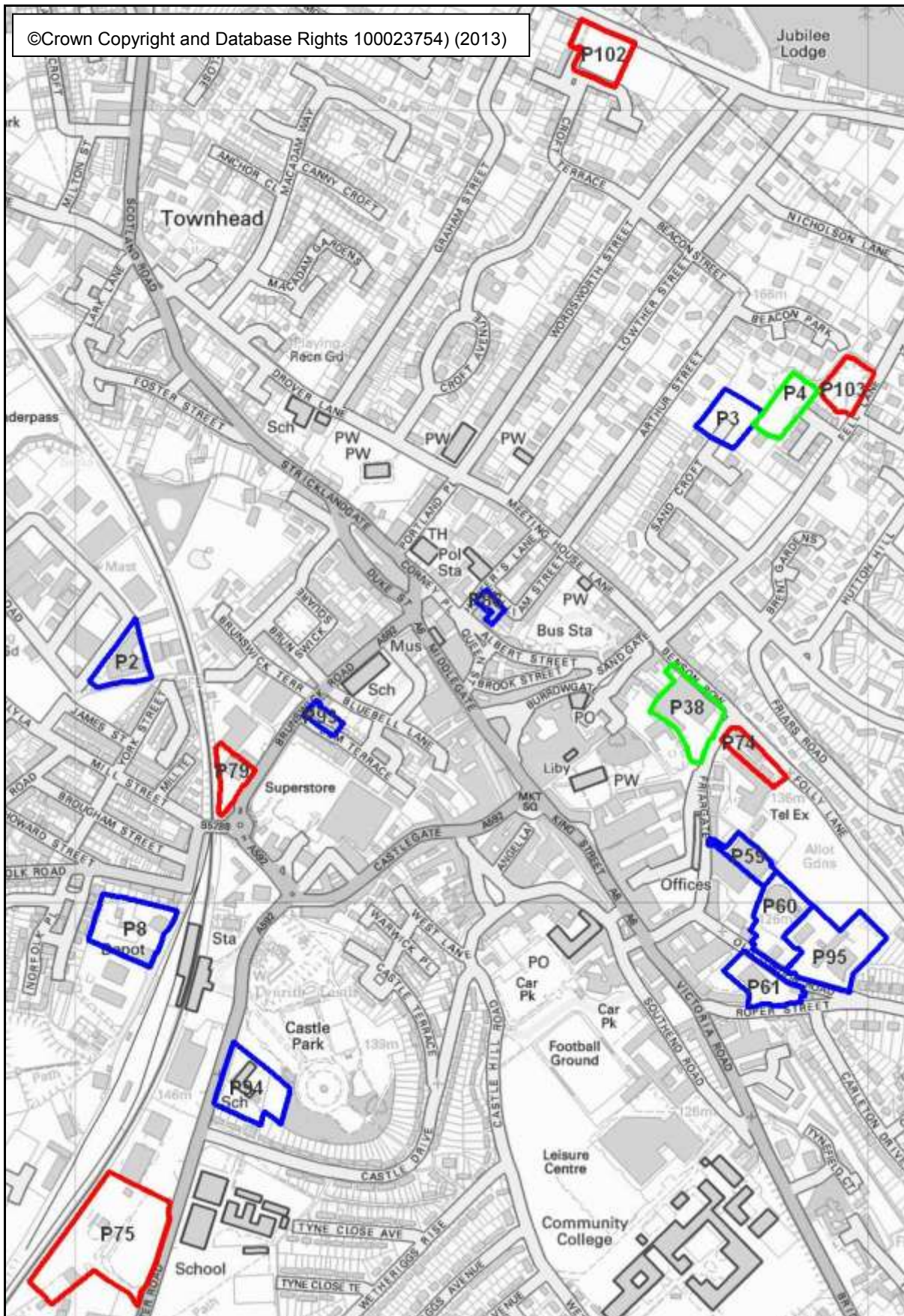


Penrith West

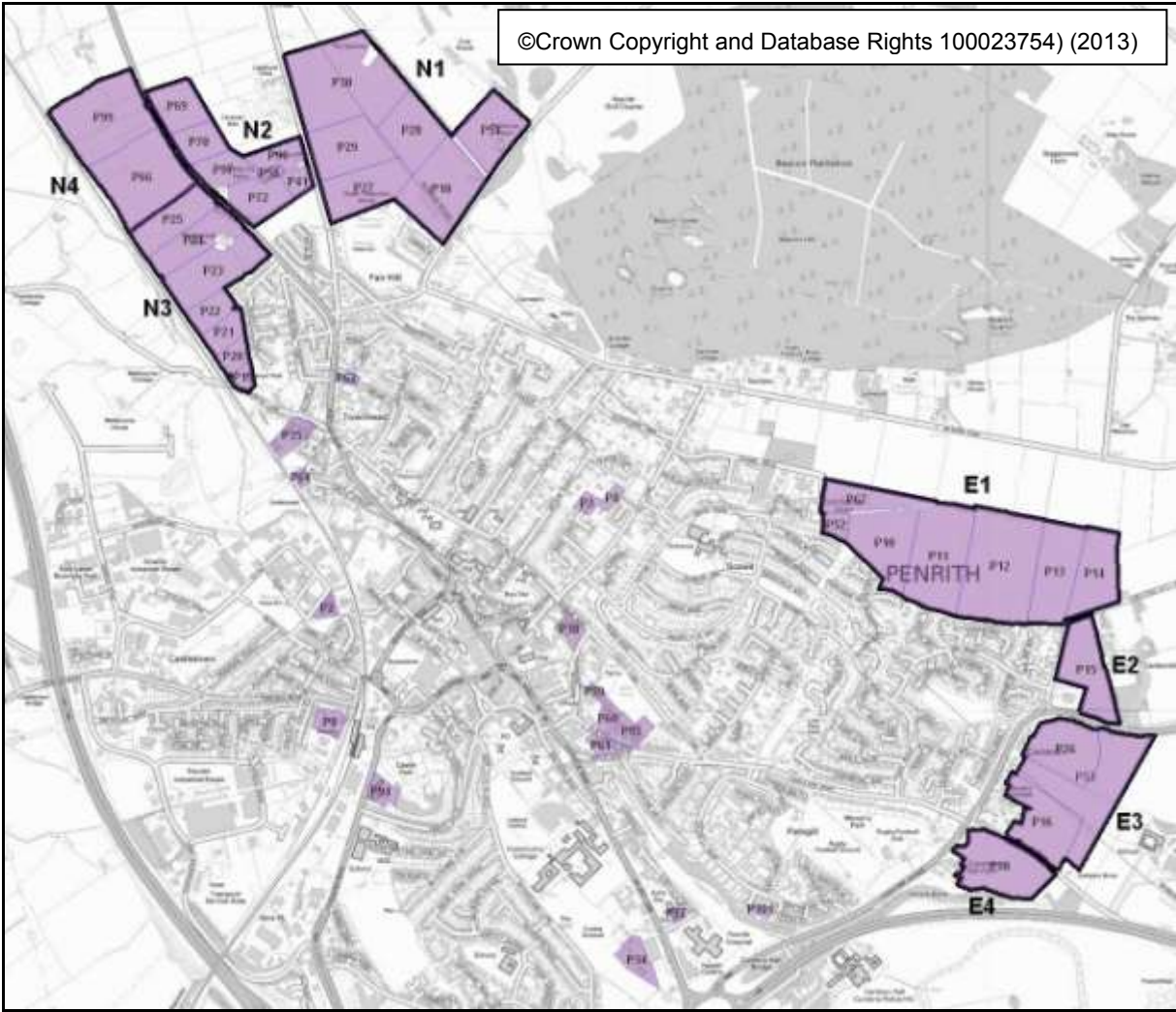


©Crown Copyright and Database Rights 100023754) (2013)

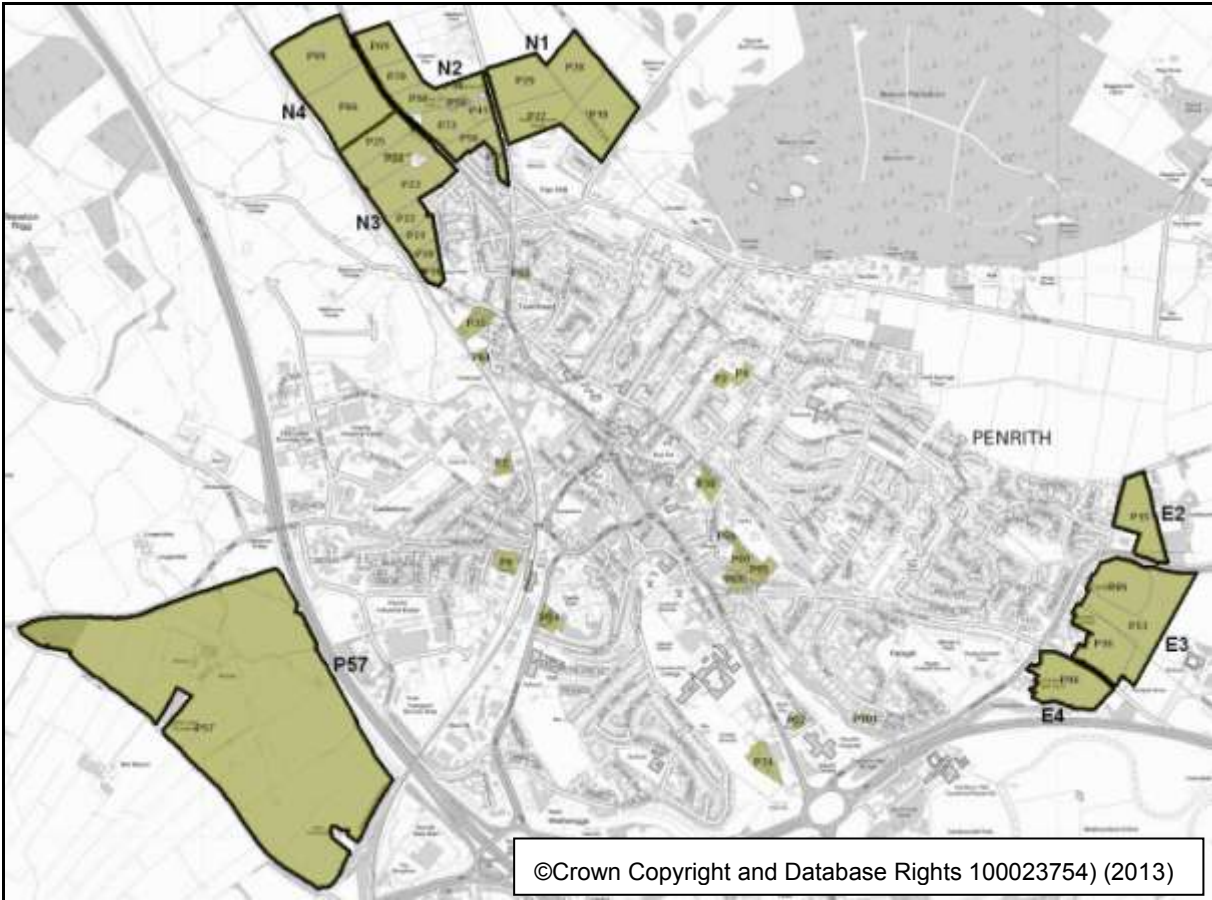
# Penrith Central



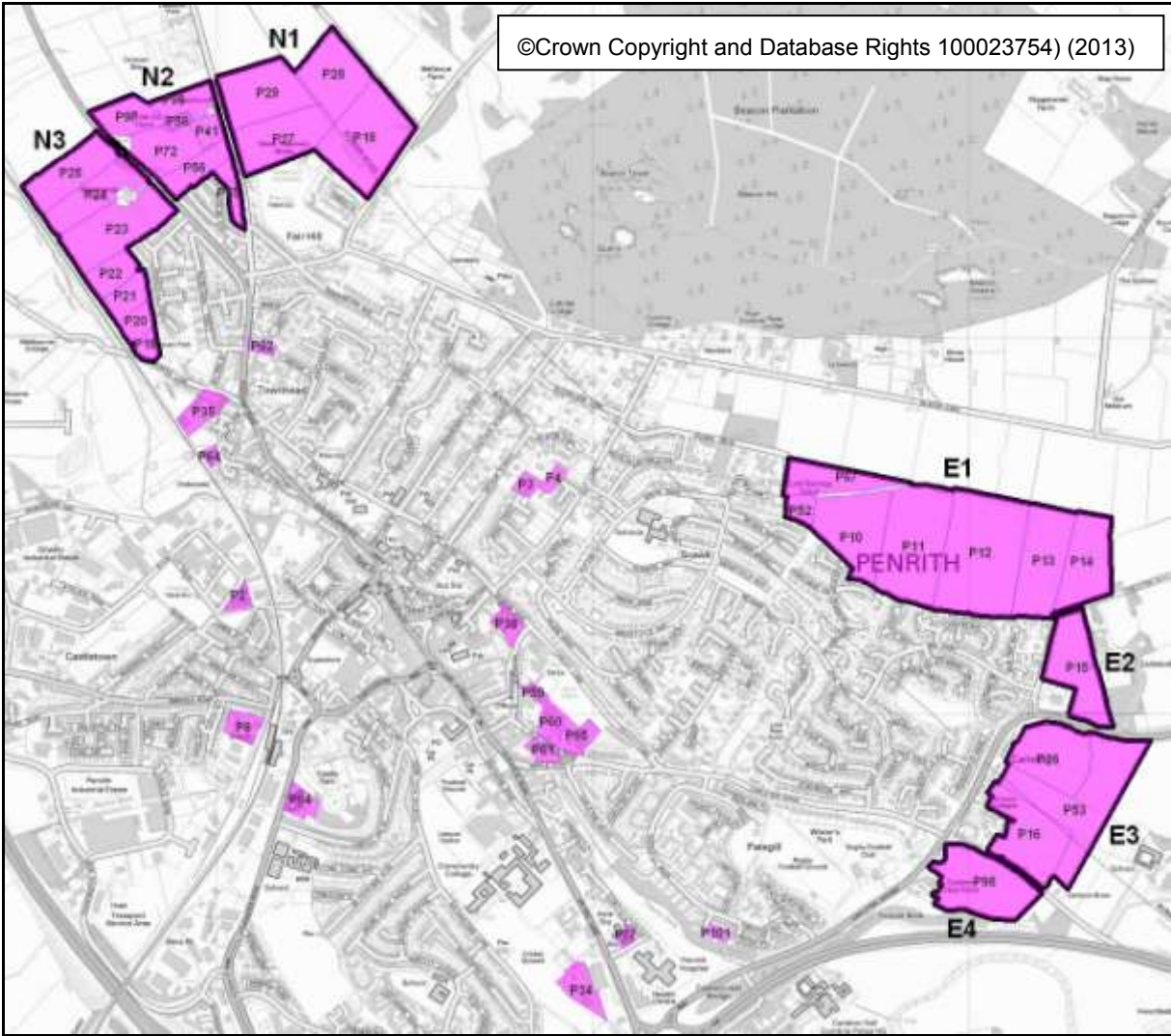
# Penrith - Option 1



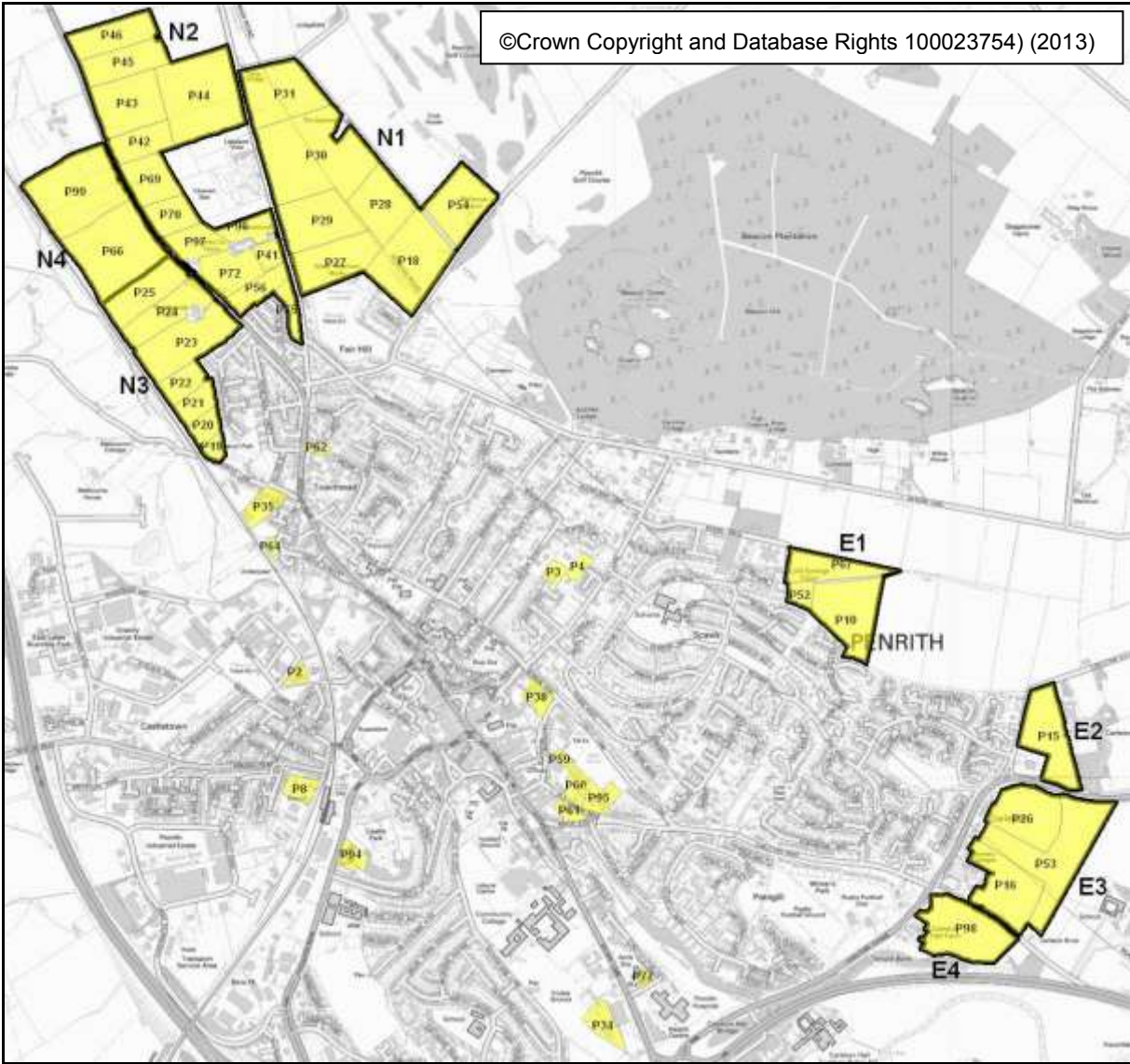
Penrith - Option 2



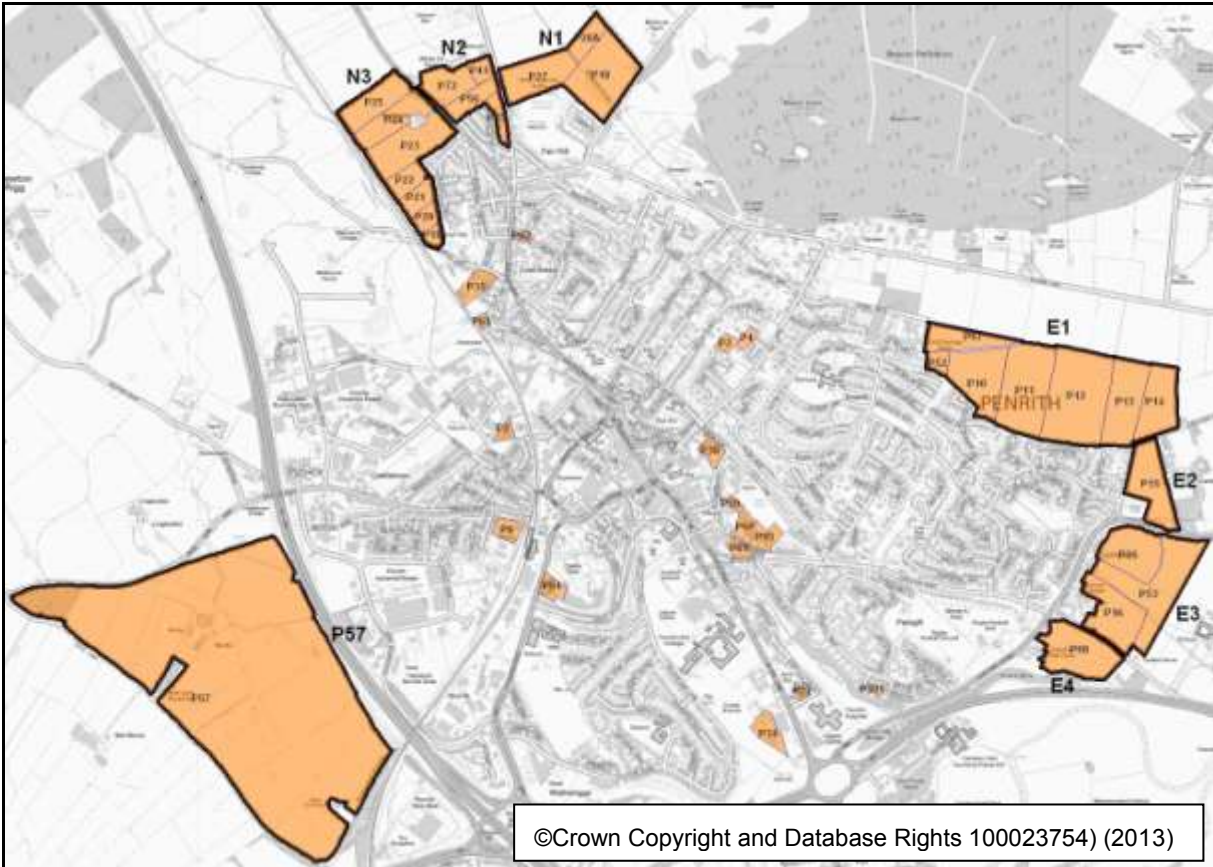
Penrith - Option 3



Penrith - Option 4



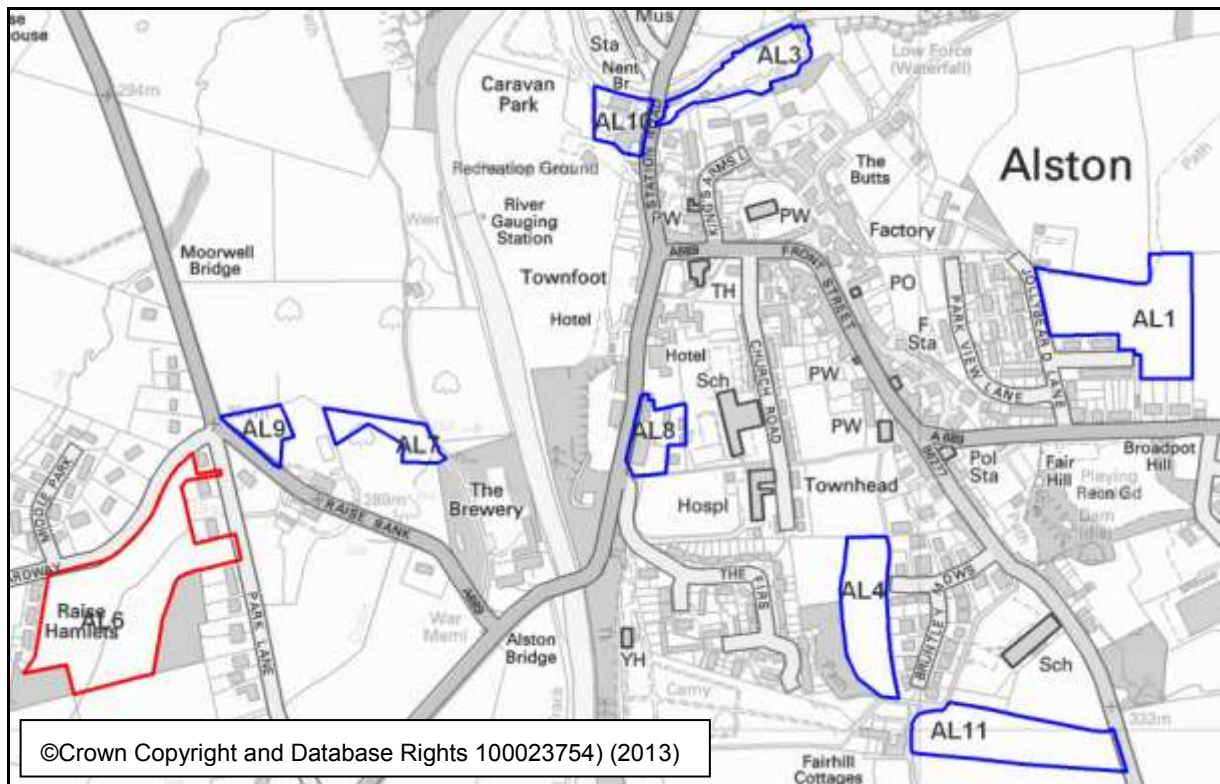
Penrith - Option 5



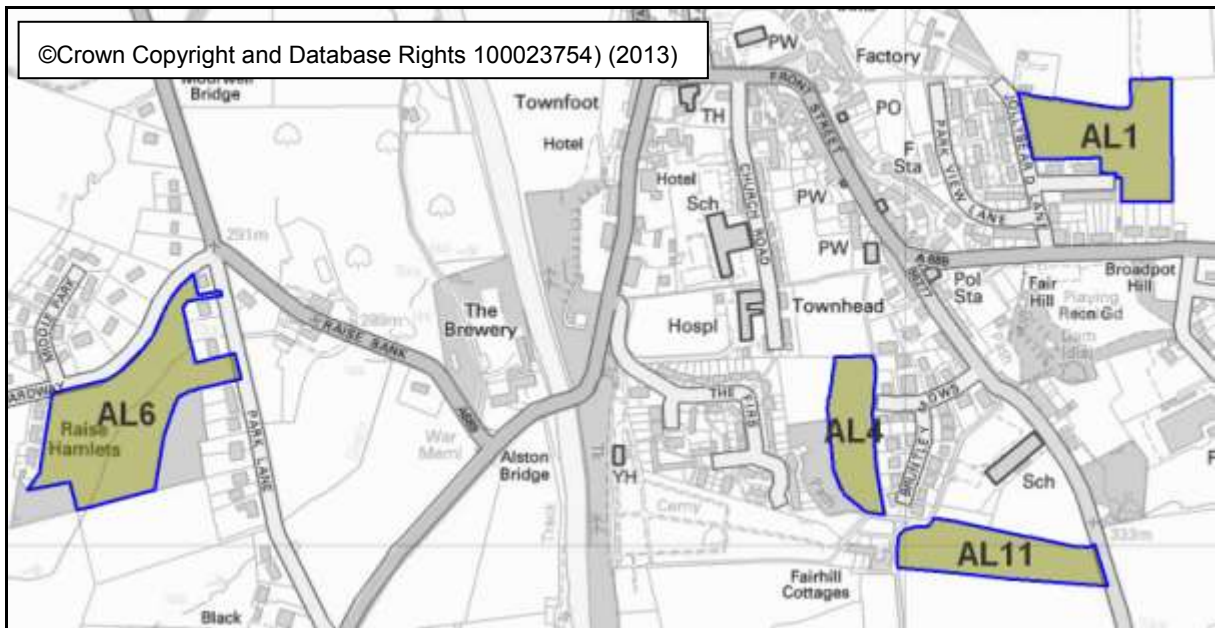


## Alston - Option 1

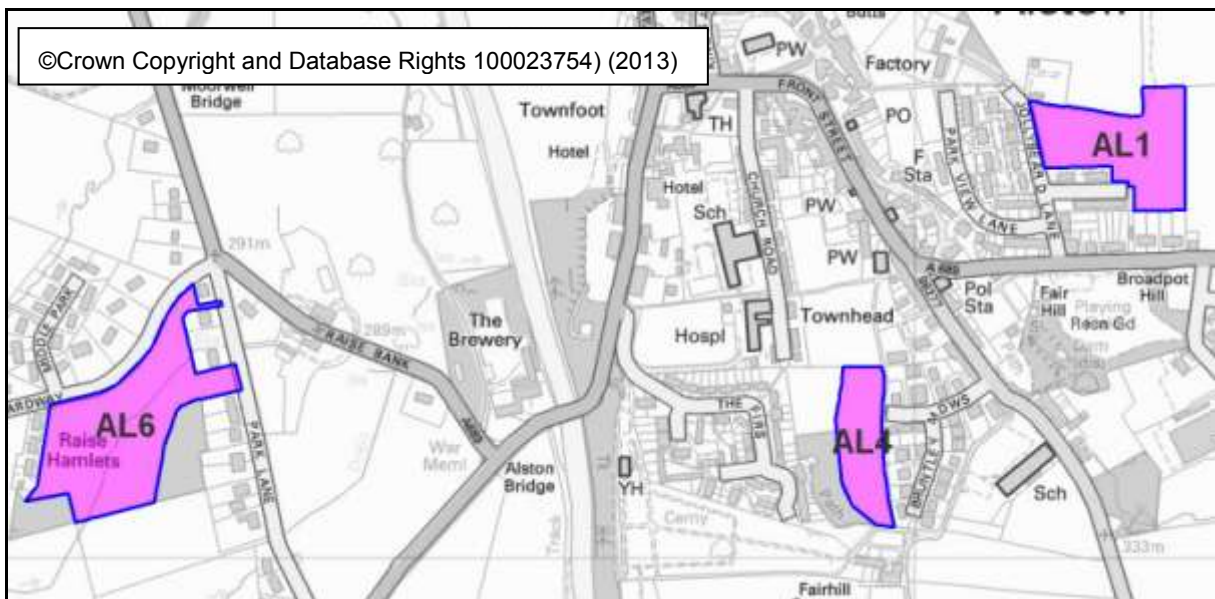
	Blue boundary - Preferred sites proposed for allocation
	Red boundary - Sites assessed and not proposed for allocation
	Green Boundary - Sites granted planning permission since 31 March 2012



## Alston - Option 2



## Alston - Option 3

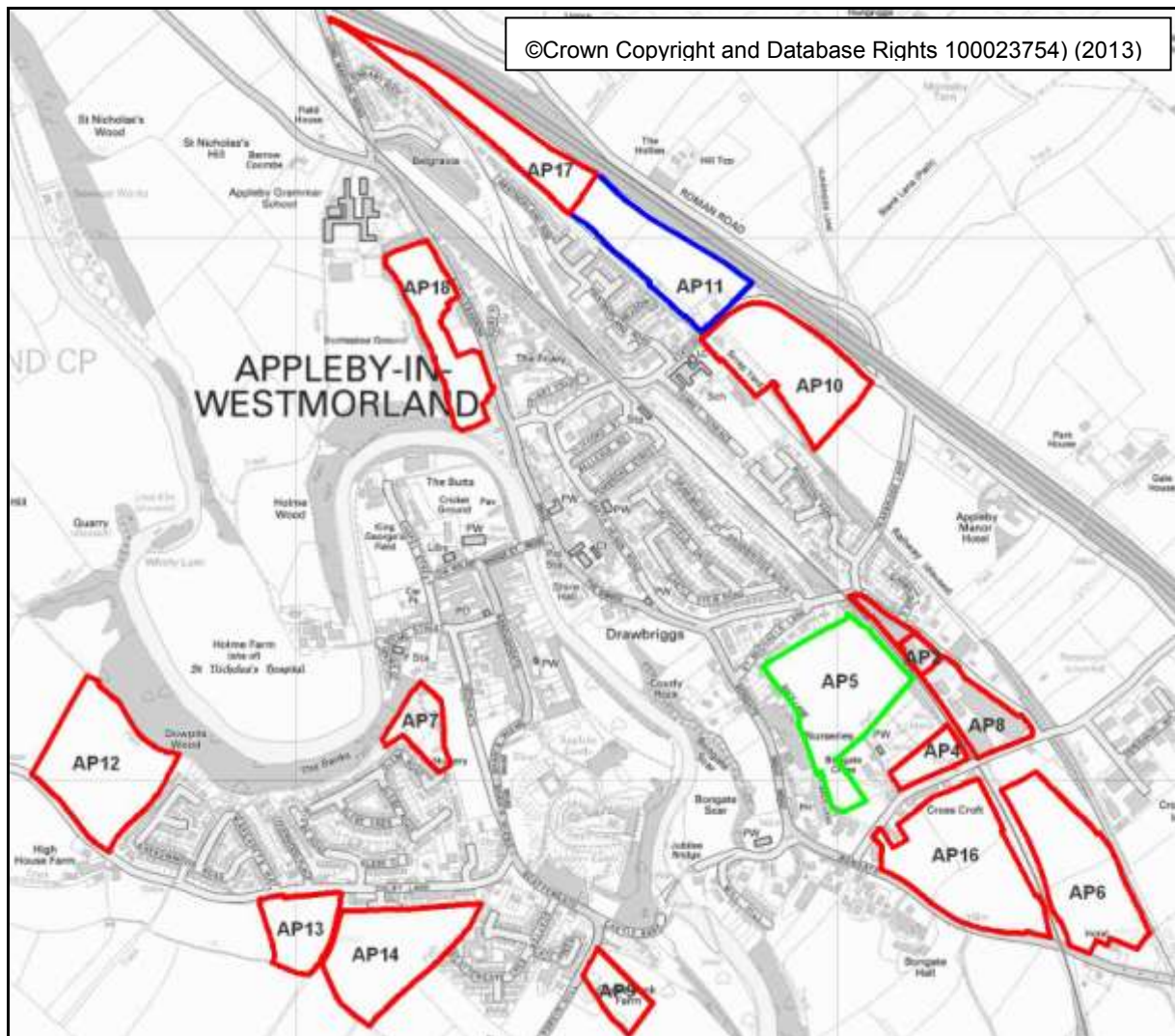


## Alston - Option 4

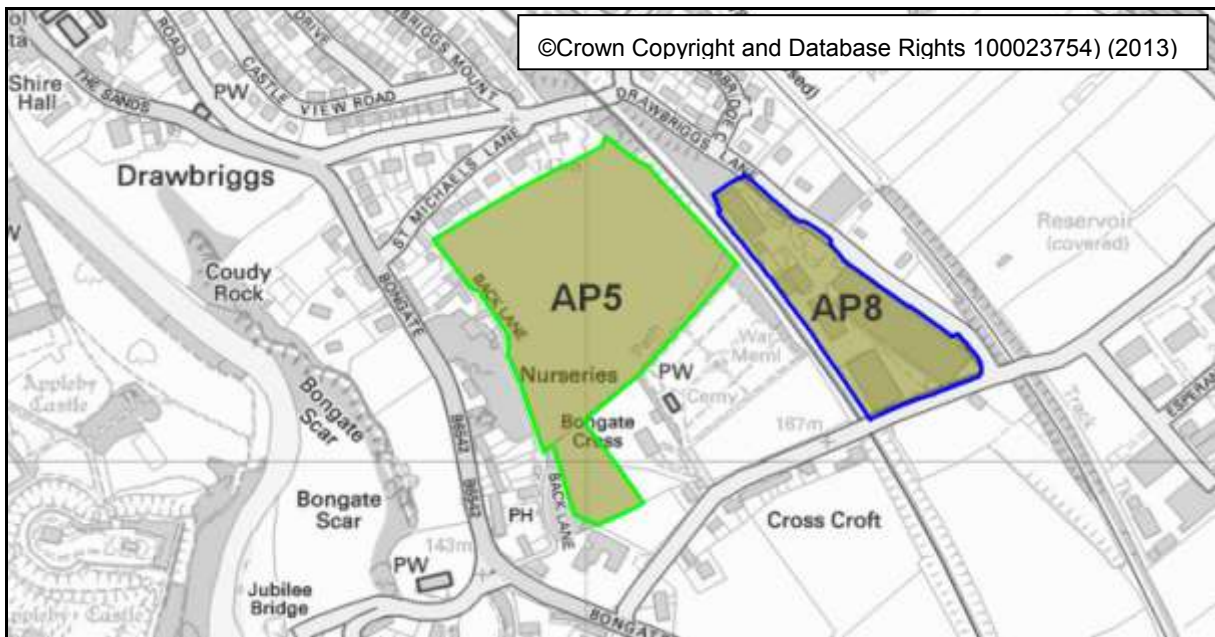
An option allocating the smallest sites possible was also investigated. However, this was found to be the same sites as in the preferred option.

## Appleby - Option 1

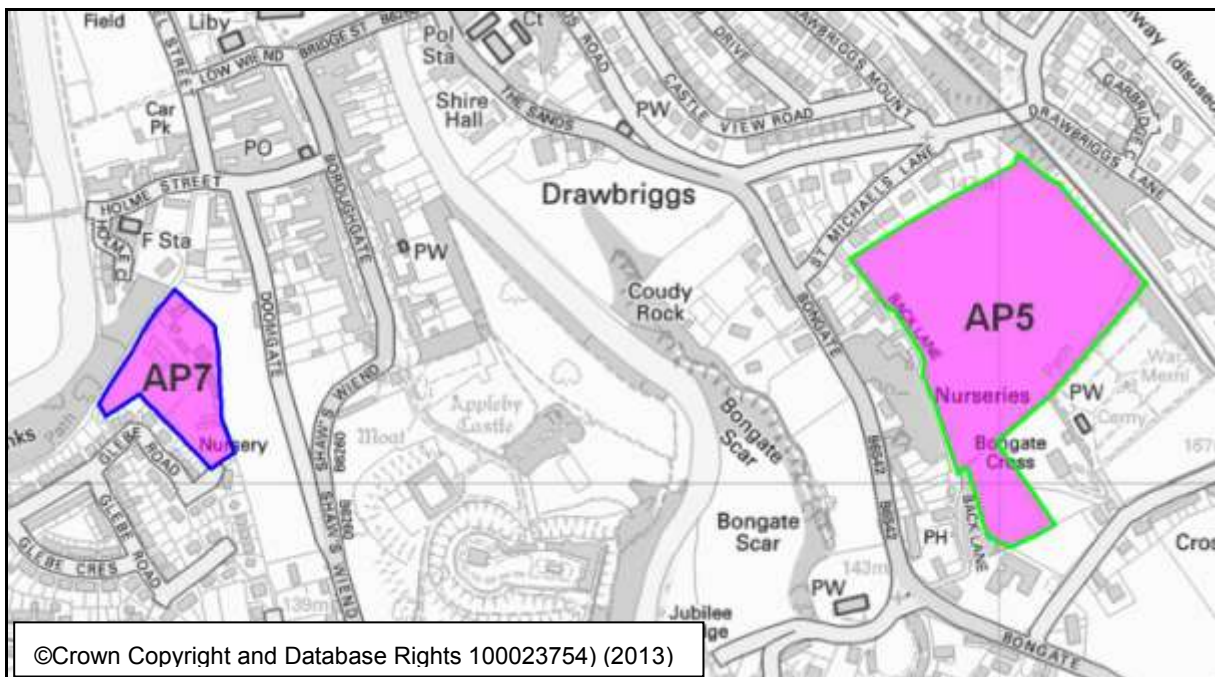
	Blue boundary - Preferred sites proposed for allocation
	Red boundary - Sites assessed and not proposed for allocation
	Green Boundary - Sites granted planning permission since 31 March 2012



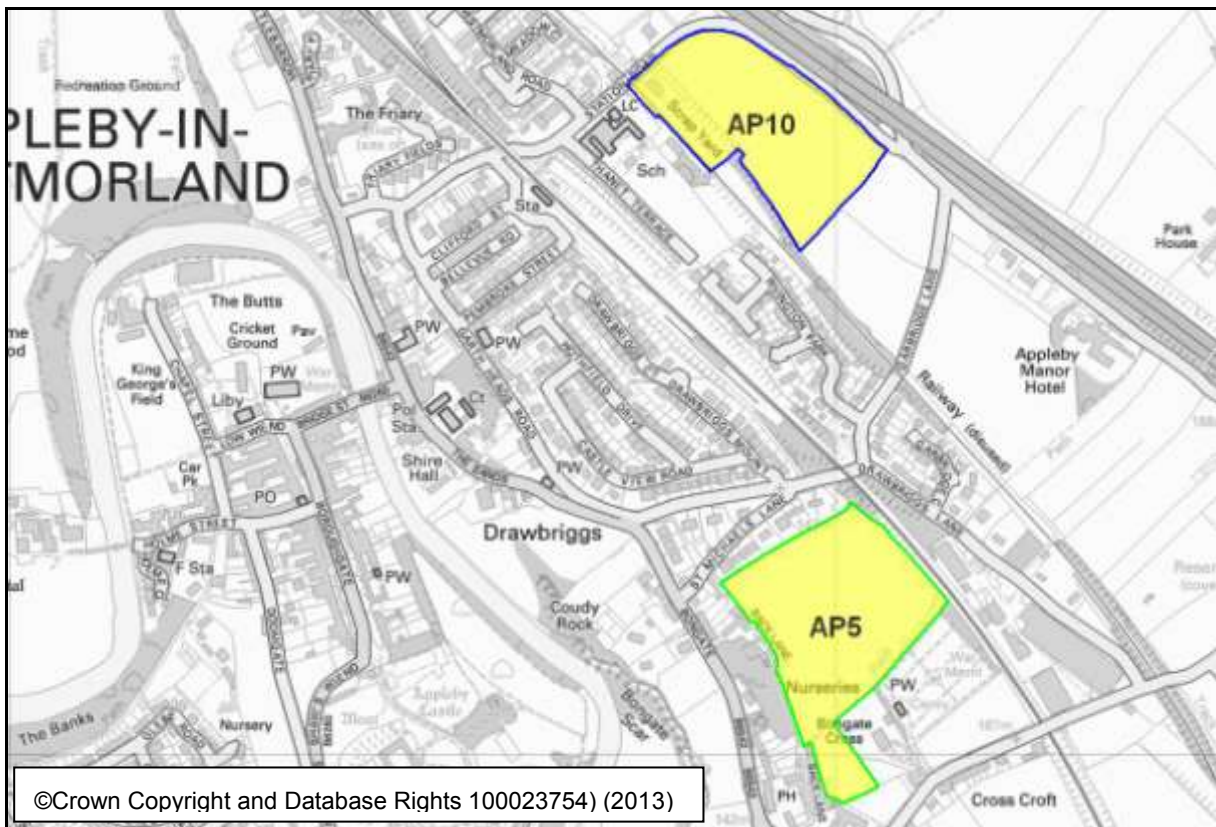
## Appleby - Option 2



## Appleby - Option 3

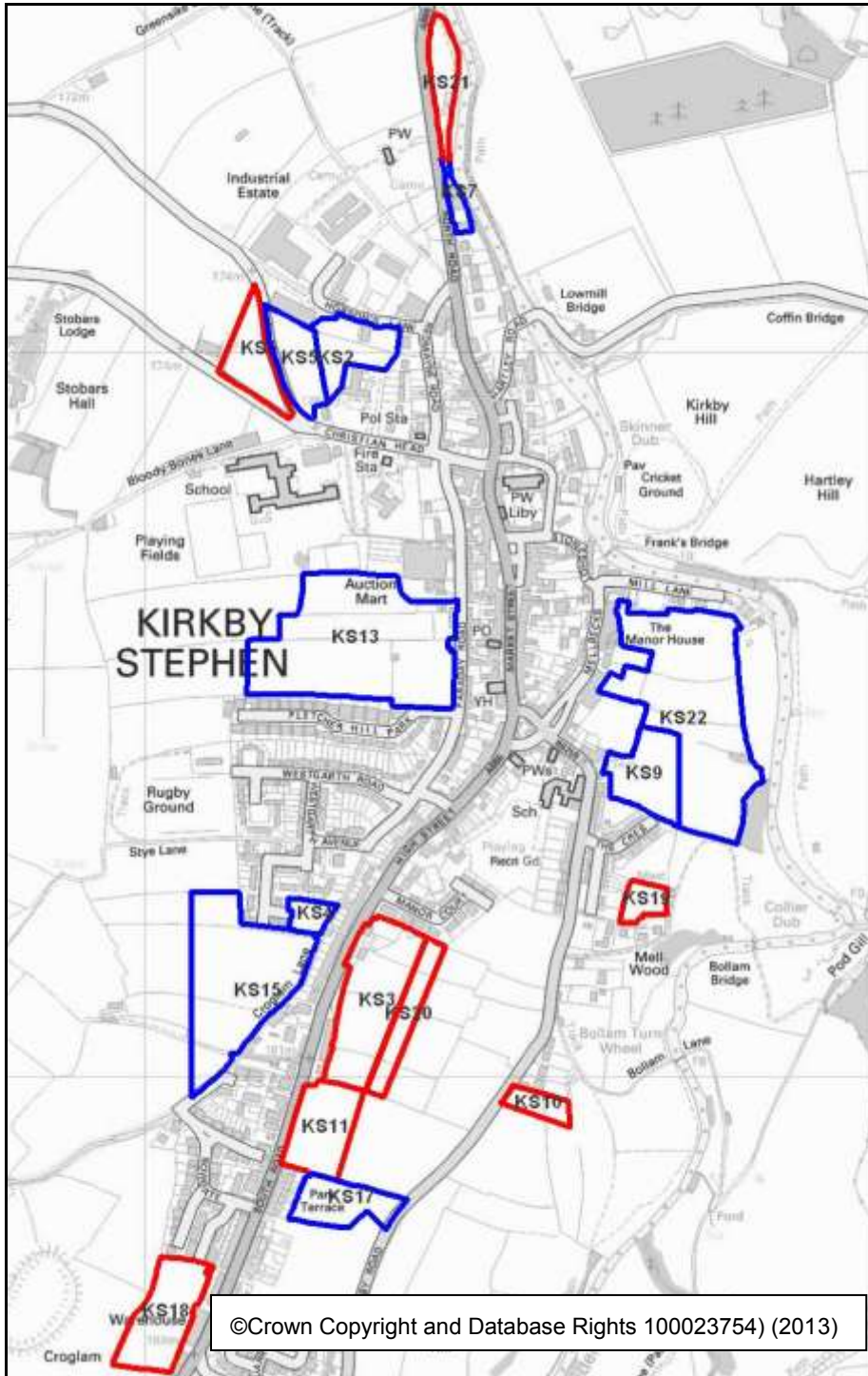


## Appleby - Option 4

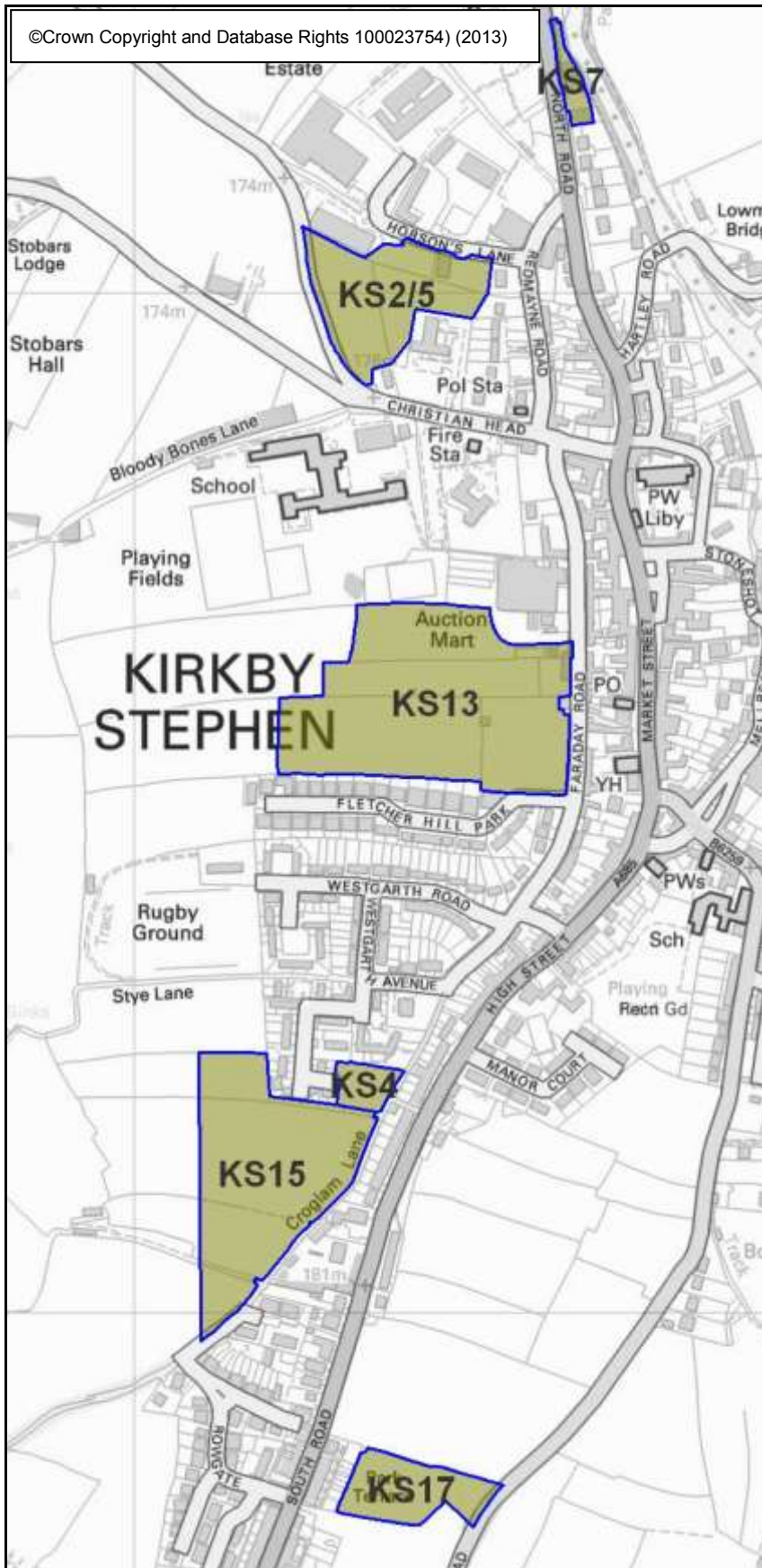


# Kirkby Stephen - Option 1

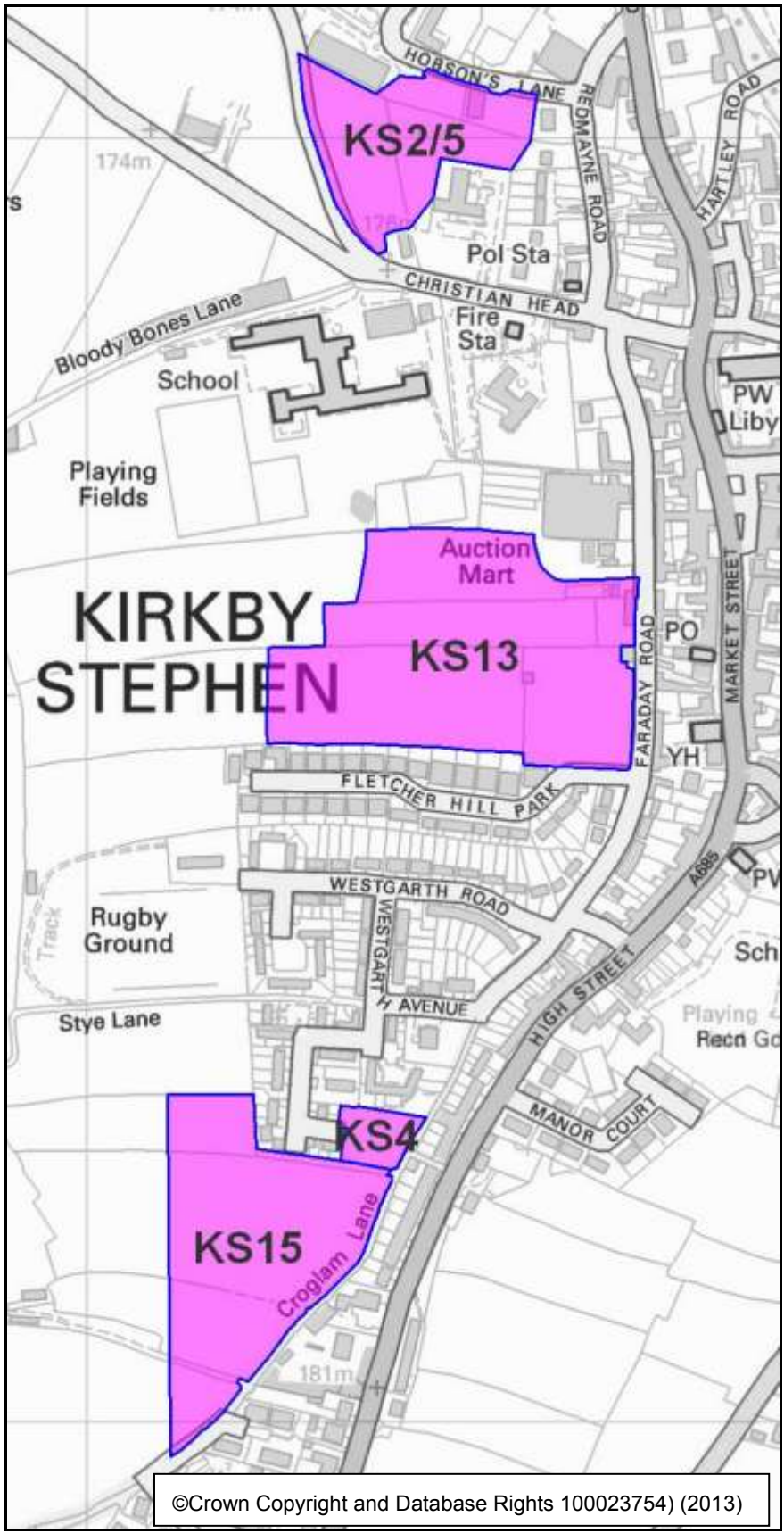
	Blue boundary - Preferred sites proposed for allocation
	Red boundary - Sites assessed and not proposed for allocation
	Green Boundary - Sites granted planning permission since 31 March 2012



## Kirkby Stephen - Option 2

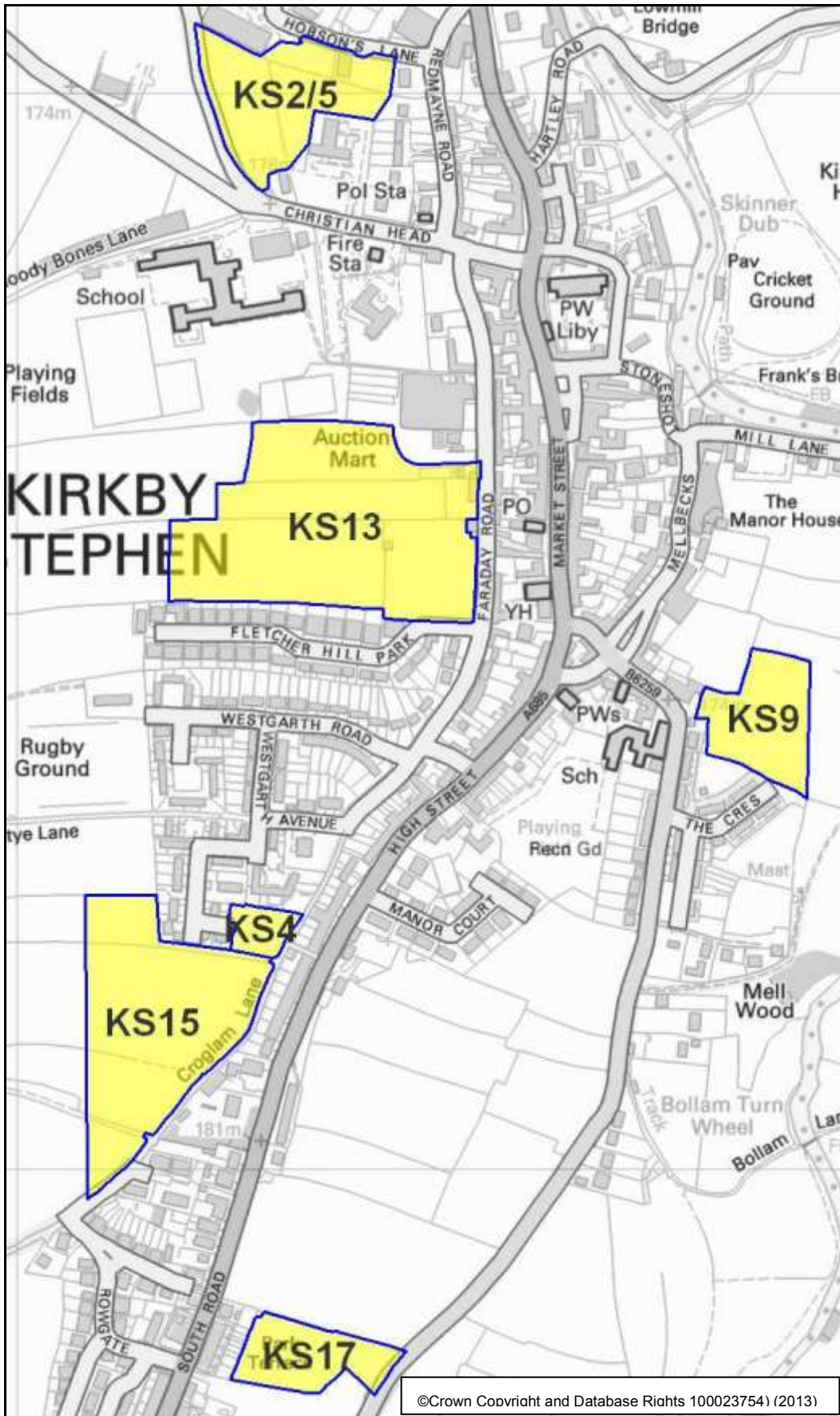


### Kirkby Stephen - Option 3



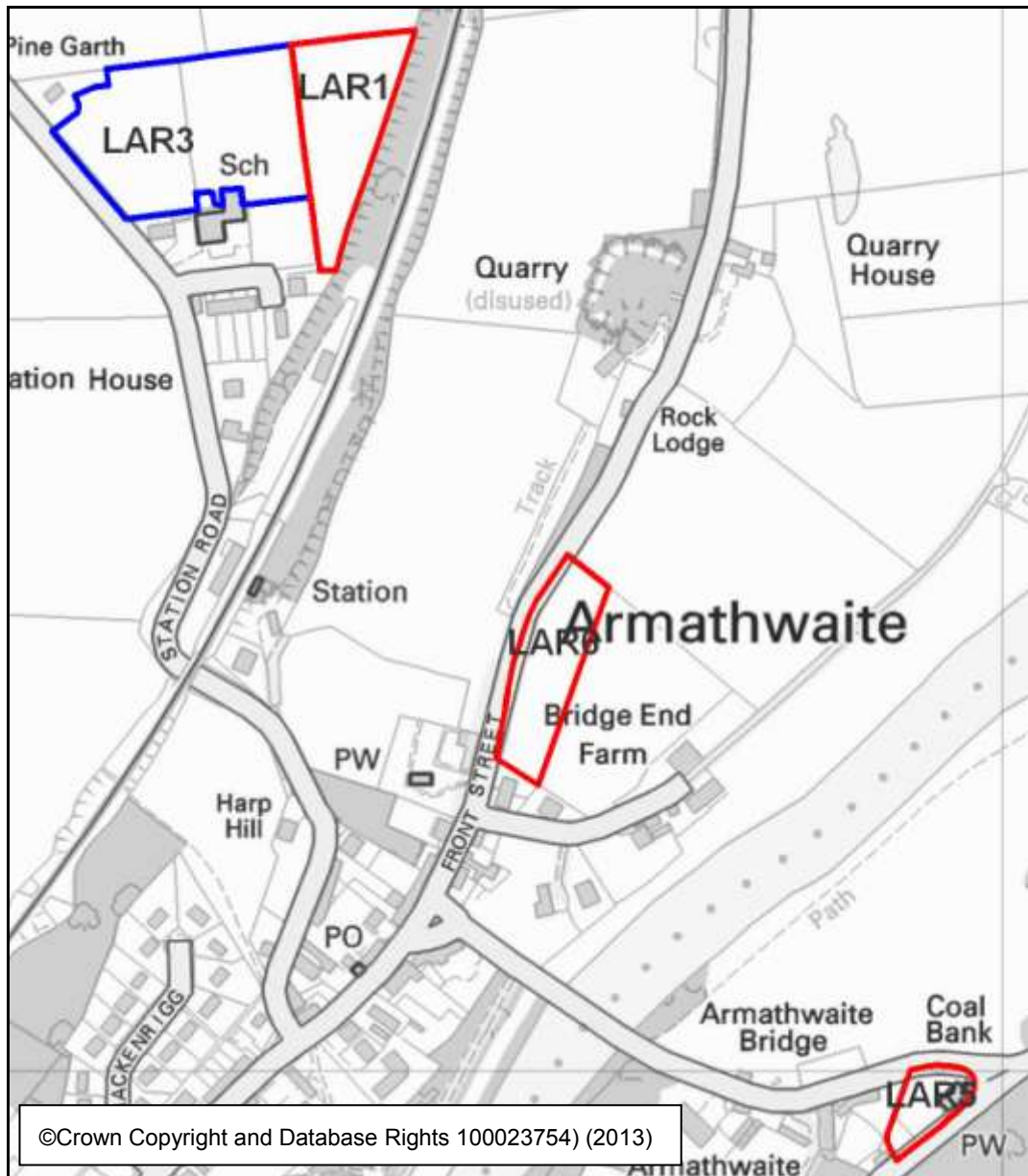


# Kirkby Stephen - Option 4

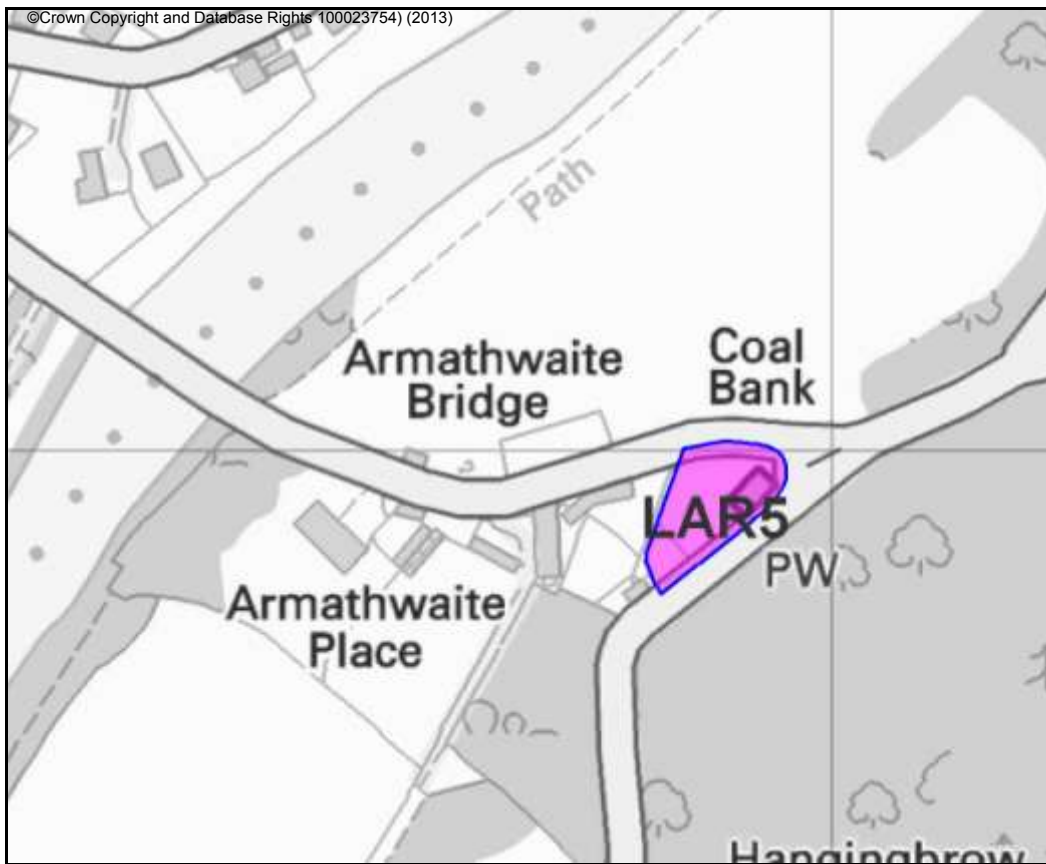


## Armathwaite

	Blue boundary - Preferred sites proposed for allocation
	Red boundary = Sites assessed and not proposed for allocation
	Green Boundary - Sites granted planning permission since 31 March 2012

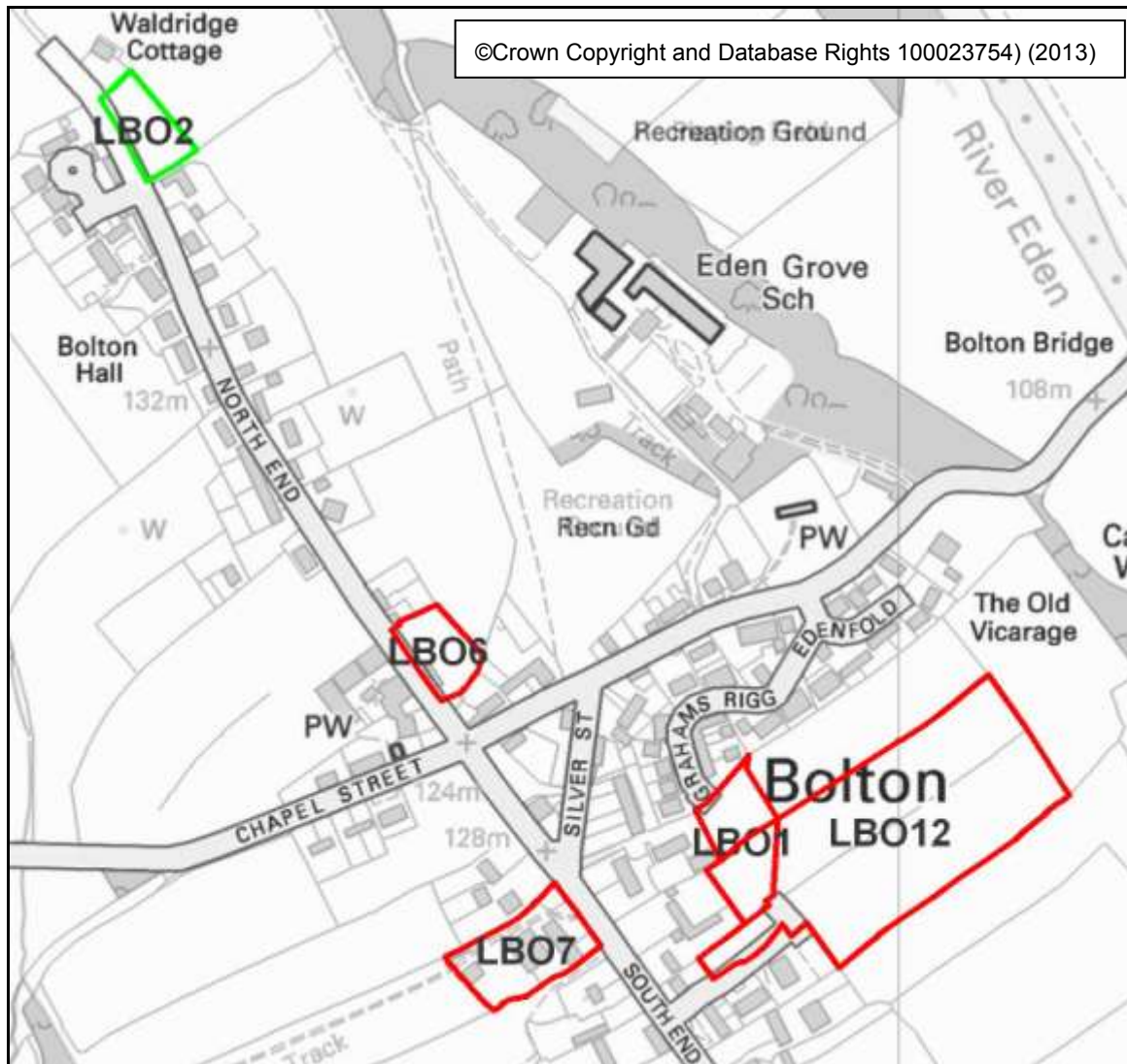


### Armathwaite - Option 3



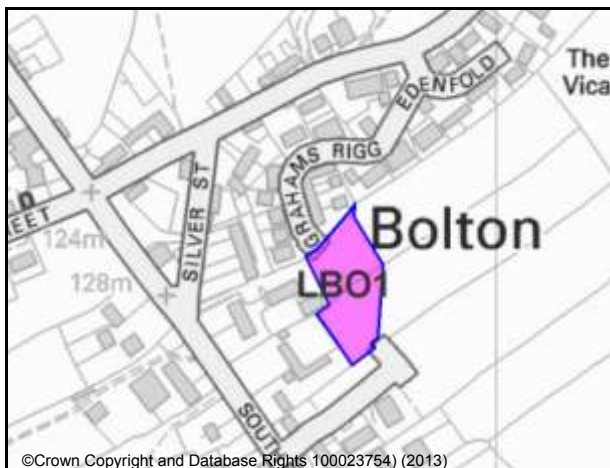
## Bolton

	Blue boundary - Preferred sites proposed for allocation
	Red boundary - Sites assessed and not proposed for allocation
	Green Boundary - Sites granted planning permission since 31 March 2012



**Note:** Small western section of Site LBO12 has an outline planning approval for 5 dwellings (Case Reference 09/0913), with a Reserved Matters application pending (Case Reference 12/0336)

### Bolton - Option 3



### Brough

No sites are proposed in Brough in any of the options put forward.

### Calthwaite

No sites are proposed in Calthwaite in any of the options put forward.

### Croglin

No sites are proposed in Croglin in any of the options put forward.

### Crosby Ravensworth

No sites are proposed in Crosby Ravensworth in any of the options put forward.

### Culgaith

There are no preferred sites in Culgaith.

### Culgaith - Option 3



## Greystoke

There are no preferred sites in Greystoke.

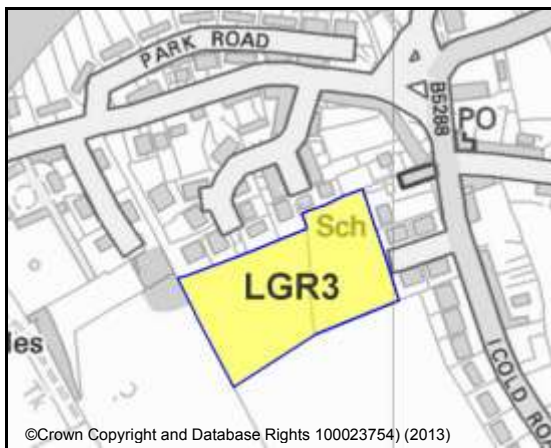
### Greystoke - Option 2



### Greystoke - Option 3

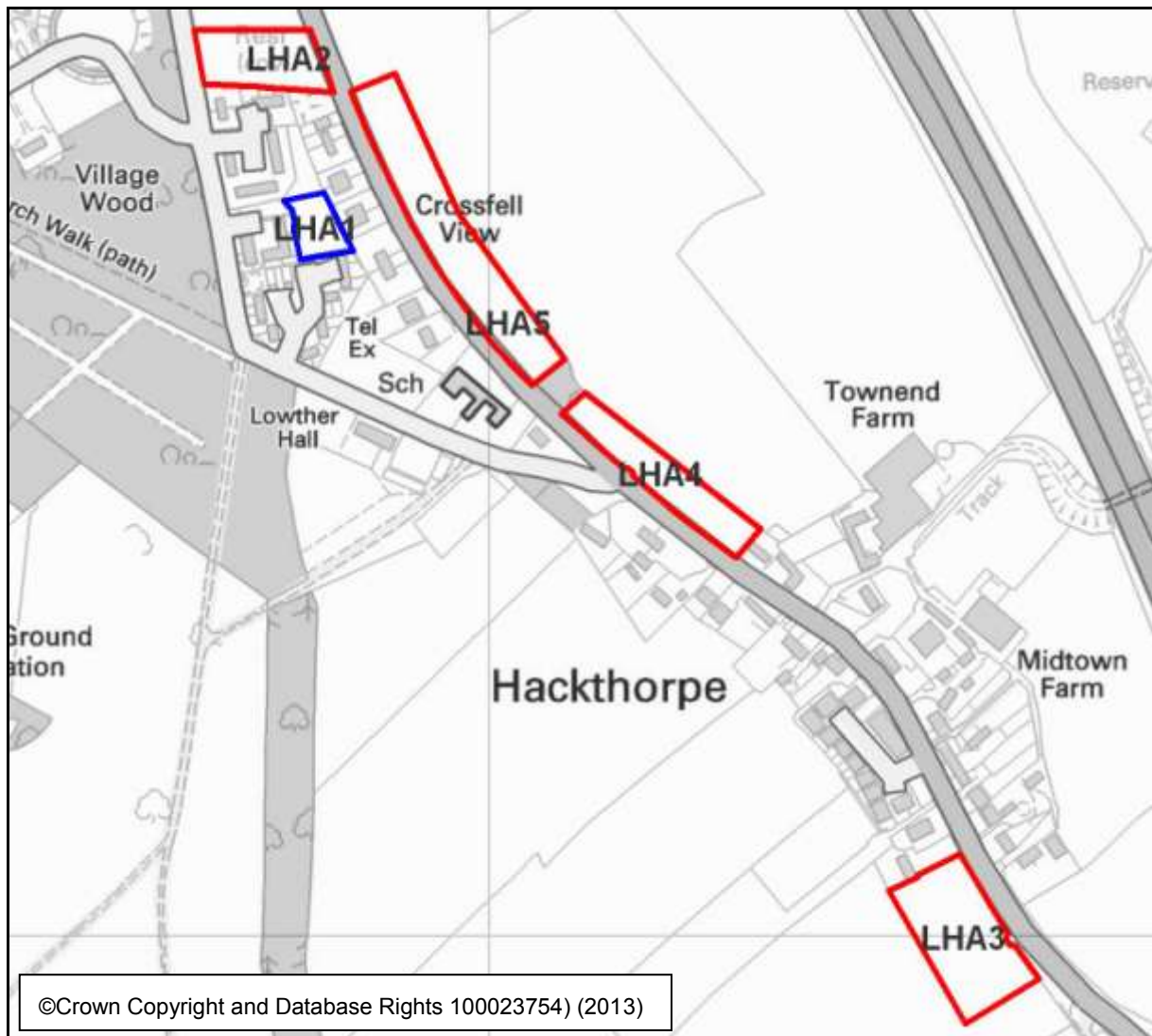


### Greystoke - Option 4



## Hackthorpe

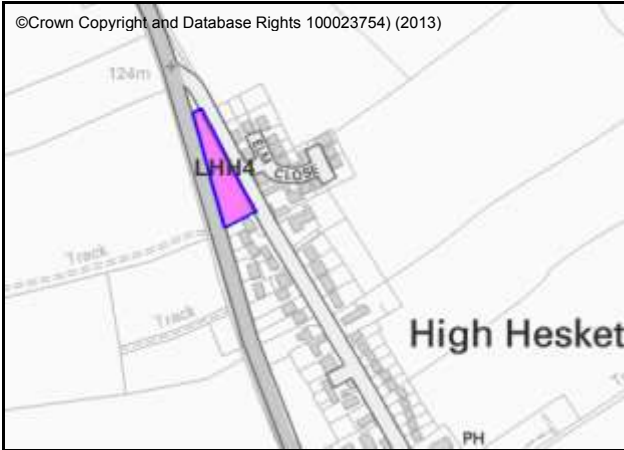
	Blue boundary - Preferred sites proposed for allocation
	Red boundary - Sites assessed and not proposed for allocation
	Green Boundary - Sites granted planning permission since 31 March 2012



### High Heskett

There are no preferred sites in High Heskett.

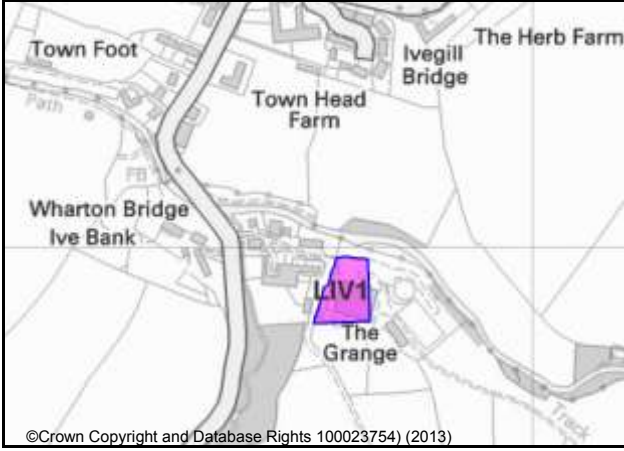
### High Heskett - Option 3



### Ivegill

There are no preferred sites in Ivegill.

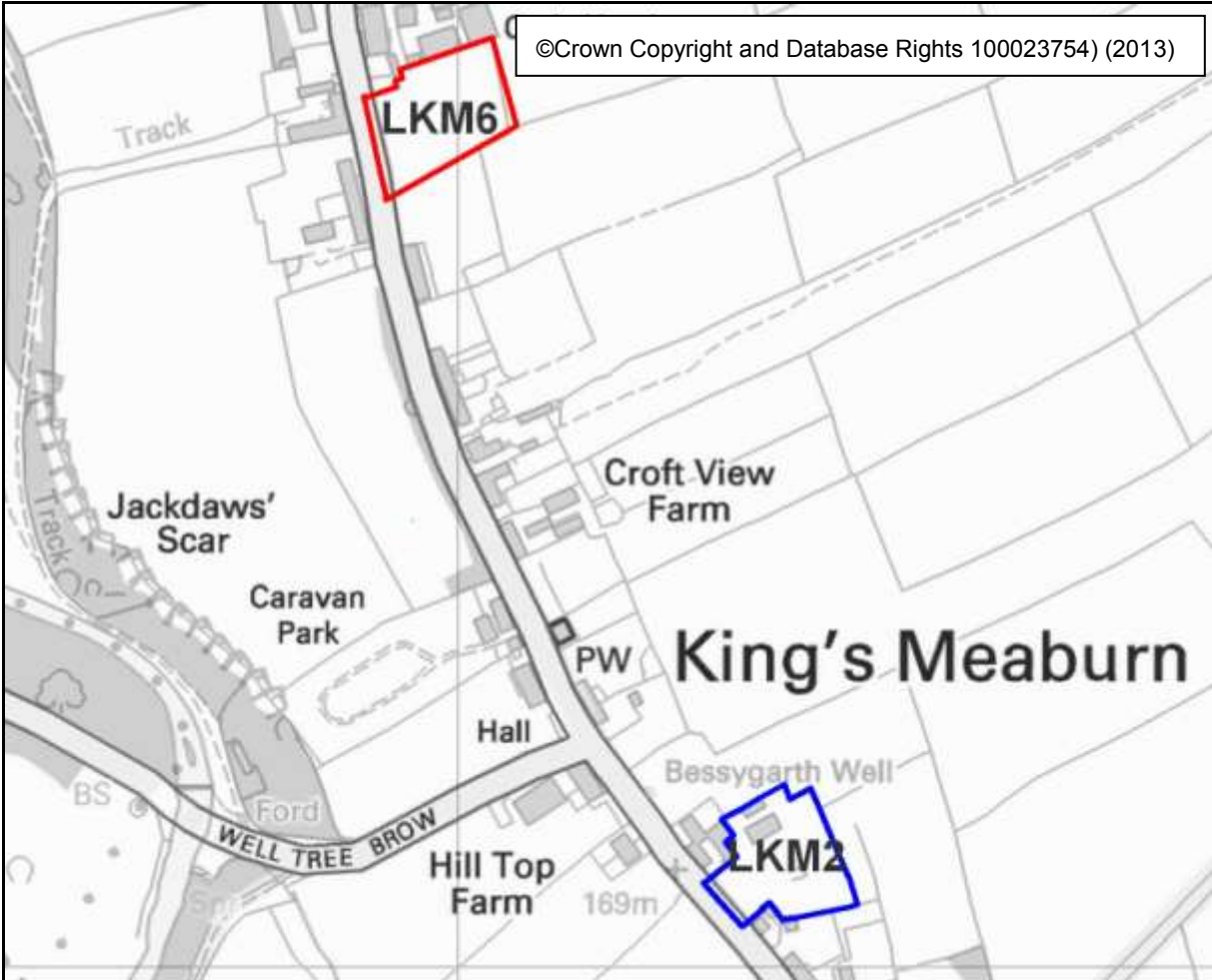
### Ivegill - Option 3





# Kings Meaburn

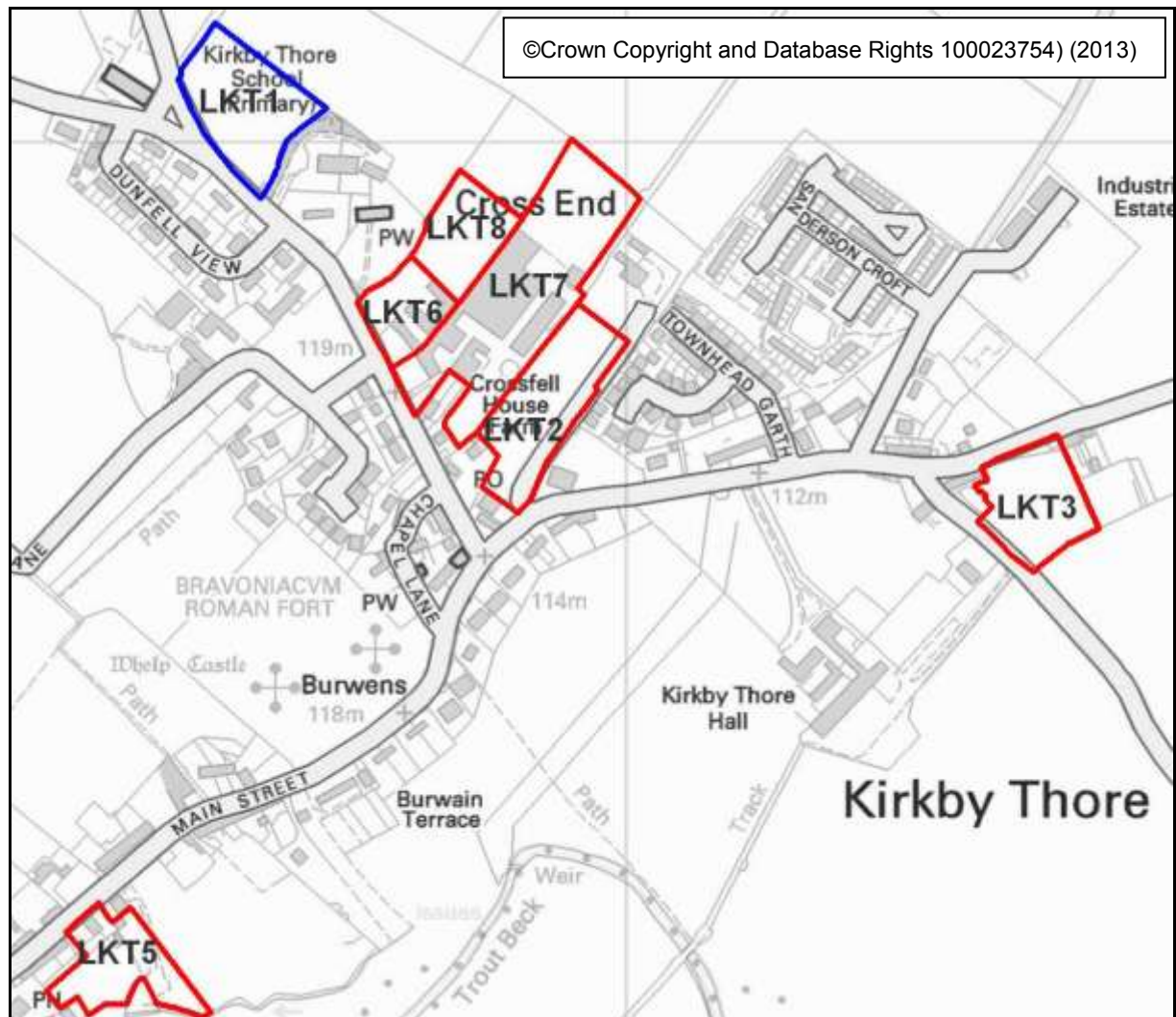
	Blue boundary - Preferred sites proposed for allocation
	Red boundary - Sites assessed and not proposed for allocation
	Green Boundary - Sites granted planning permission since 31 March 2012



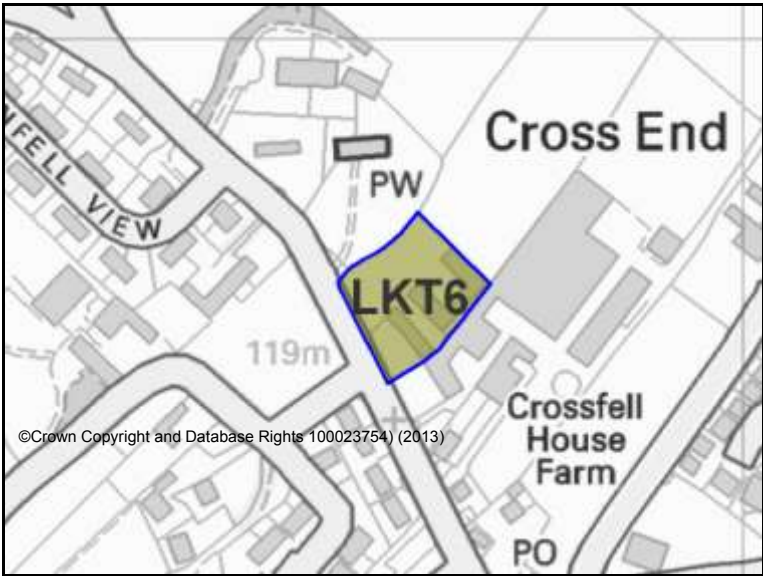
No sites are proposed in Options 2, 3 or 4.

## Kirkby Thore

	Blue boundary - Preferred sites proposed for allocation
	Red boundary - Sites assessed and not proposed for allocation
	Green Boundary - Sites granted planning permission since 31 March 2012

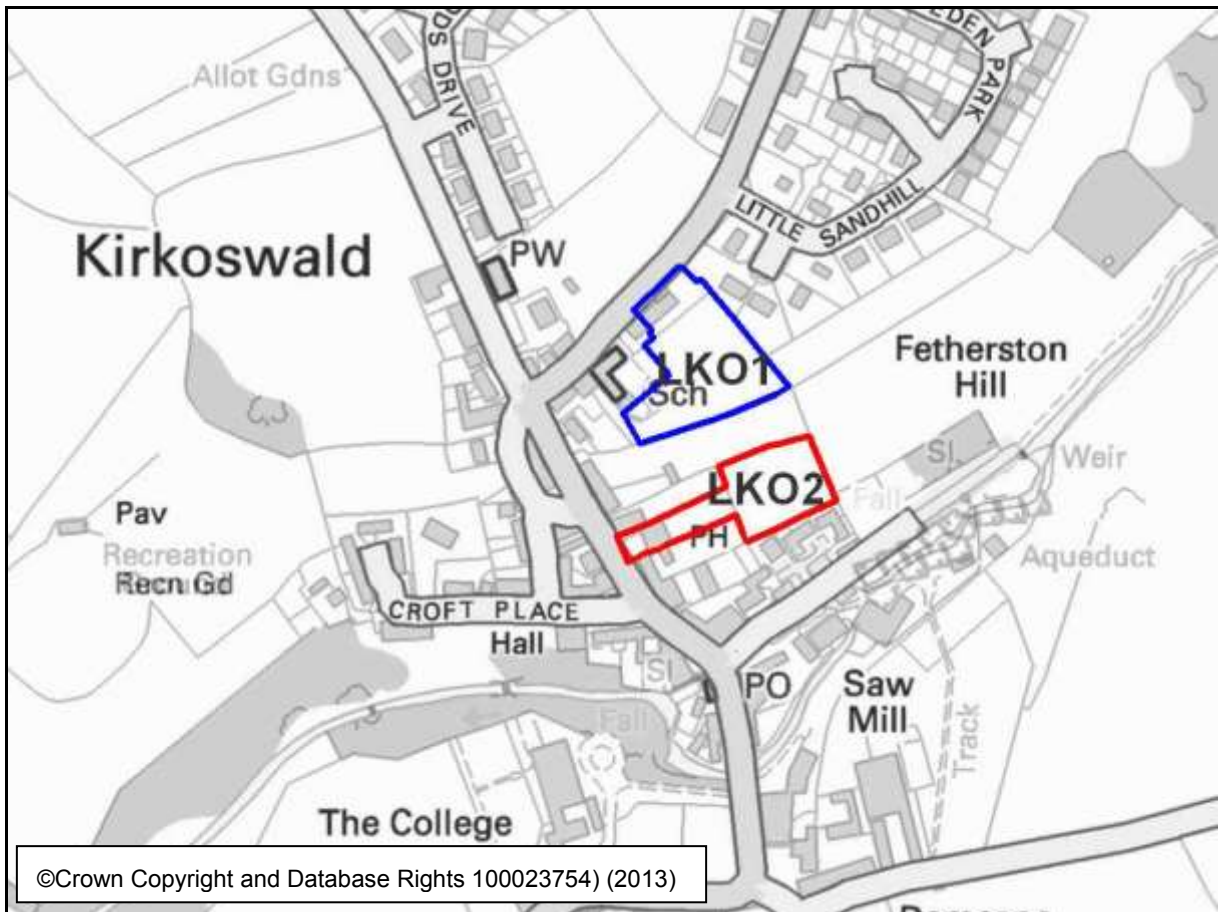


**Kirkby Thore - Option 2**

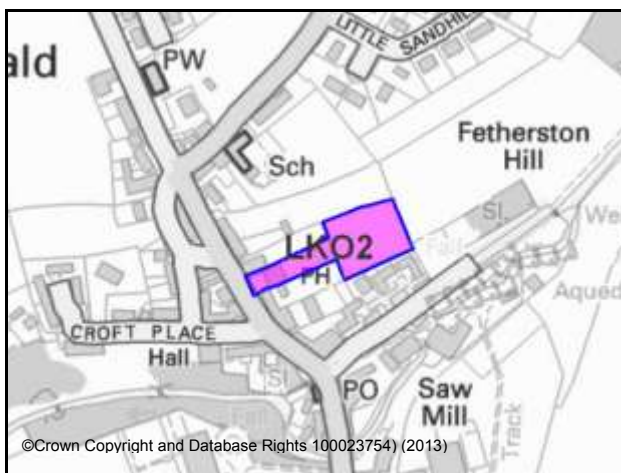


## Kirkoswald

	Blue boundary - Preferred sites proposed for allocation
	Red boundary - Sites assessed and not proposed for allocation
	Green Boundary - Sites granted planning permission since 31 March 2012

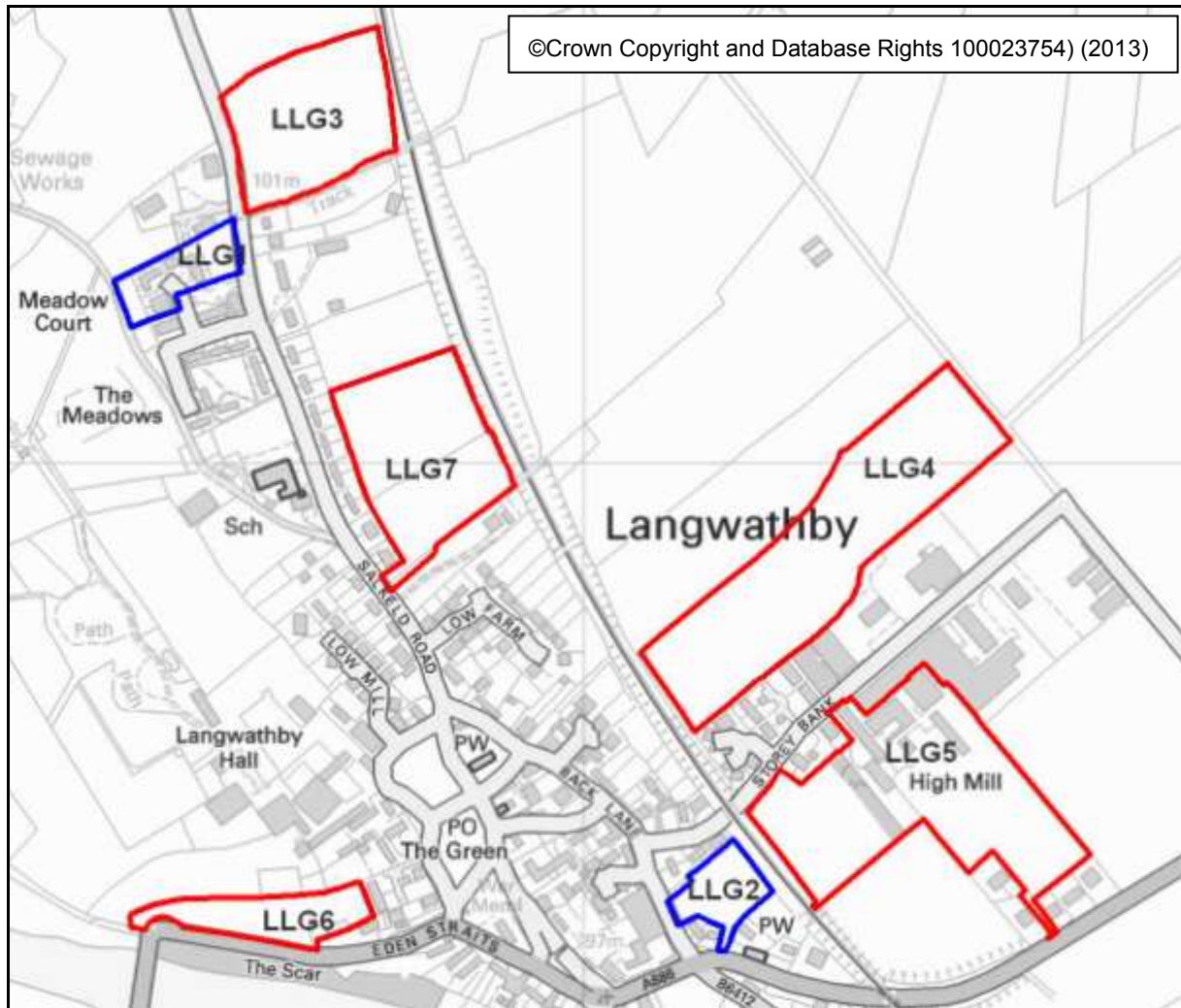


### Kirkoswald - Option 3

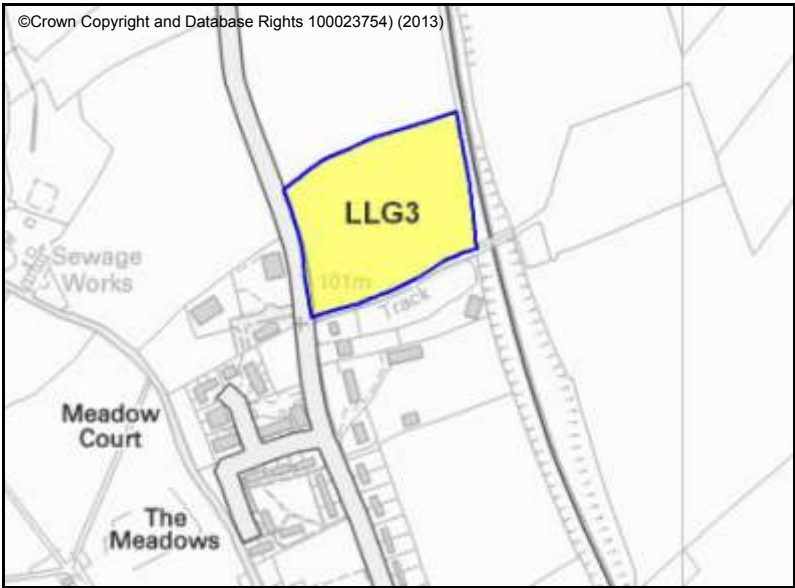


## Langwathby

	Blue boundary - Preferred sites proposed for allocation
	Red boundary - Sites assessed and not proposed for allocation
	Green Boundary - Sites granted planning permission since 31 March 2012



# Langwathby - Option 4





## Long Marton

There are no preferred sites in Long Marton.

### Long Marton - Option 2



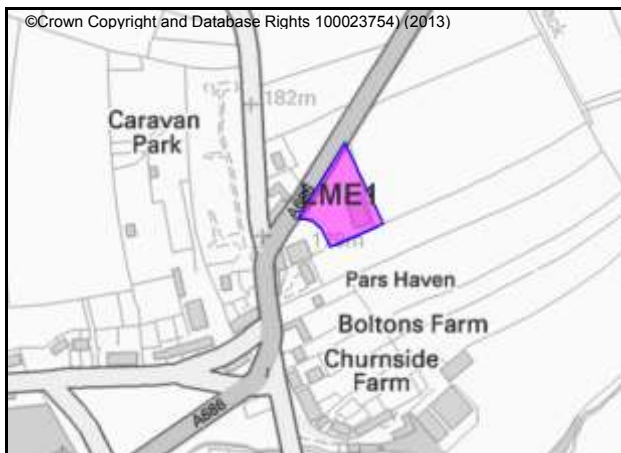
## Maulds Meaburn

No sites are proposed in any of the options in Maulds Meaburn.

## Melmerby

There are no preferred sites in Melmerby.

### Melmerby - Option 3

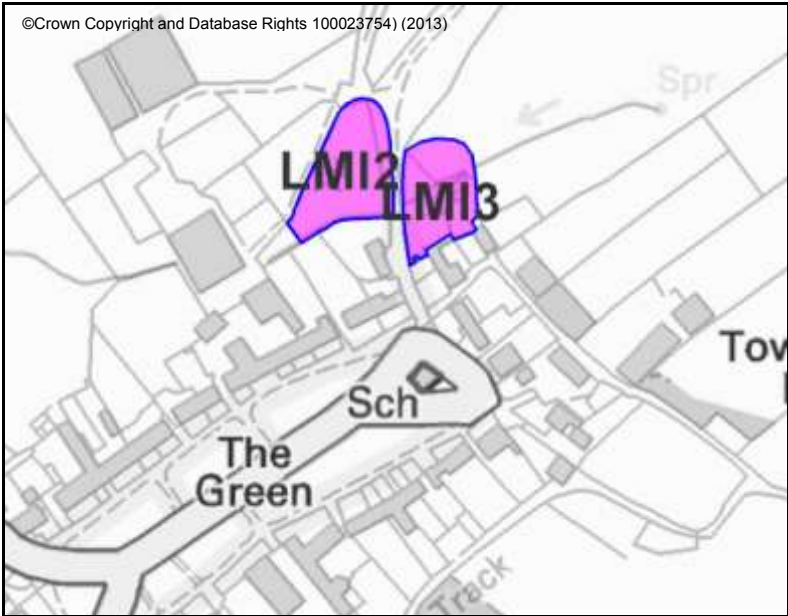




**Milburn**

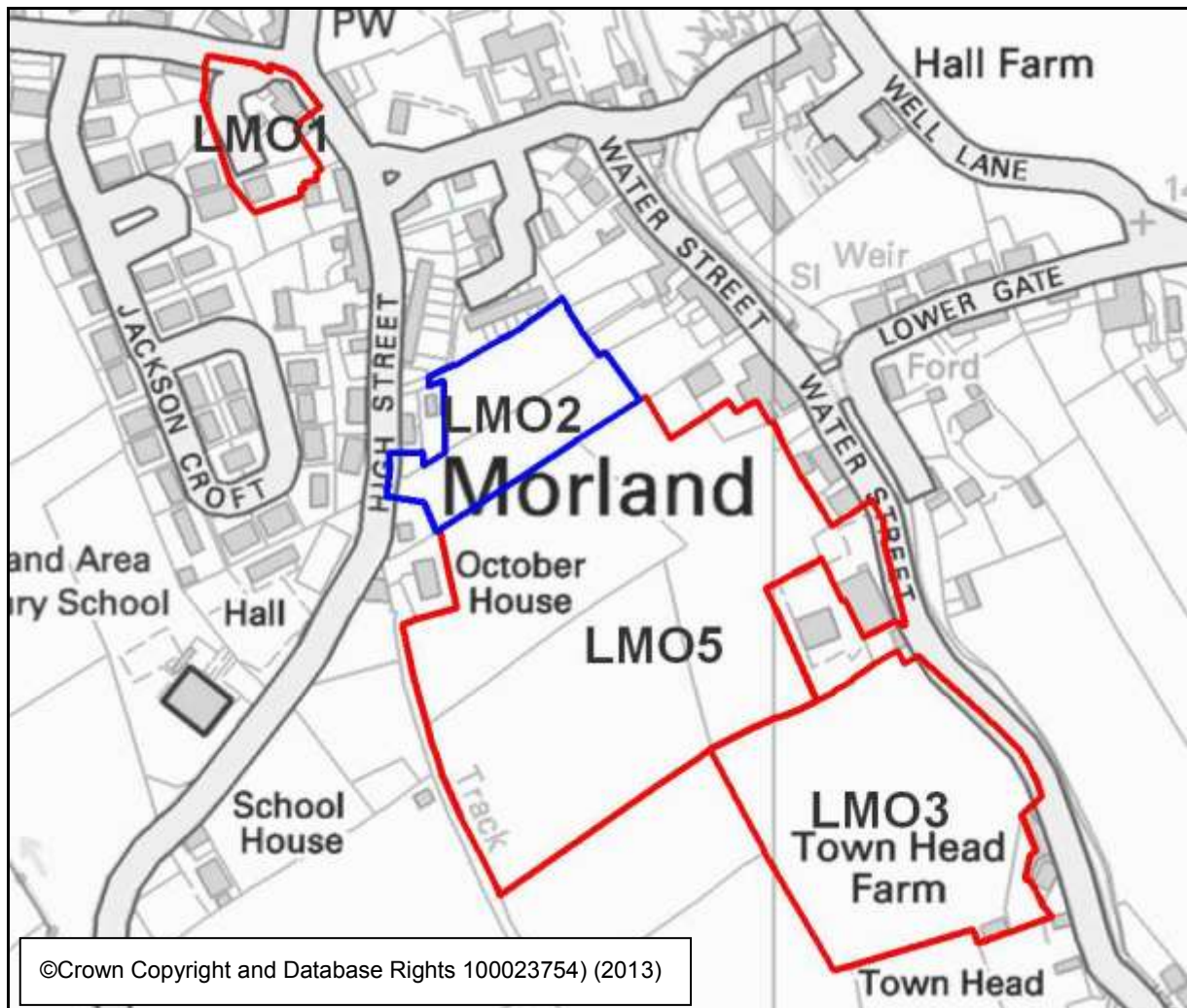
There are no preferred sites in Milburn.

**Milburn - Option 3**

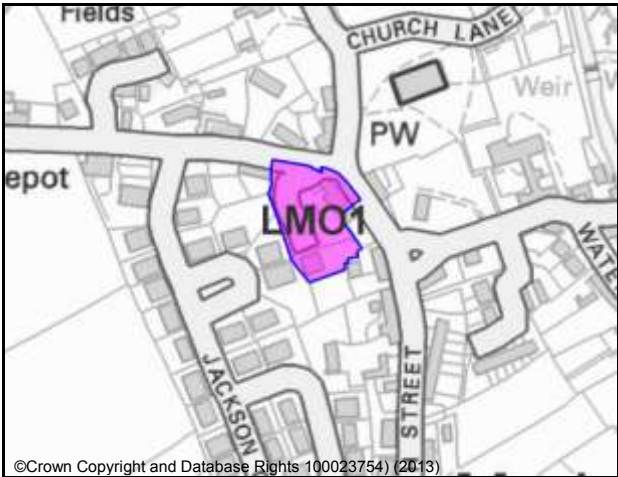


## Morland

	Blue boundary - Preferred sites proposed for allocation
	Red boundary - Sites assessed and not proposed for allocation
	Green Boundary - Sites granted planning permission since 31 March 2012



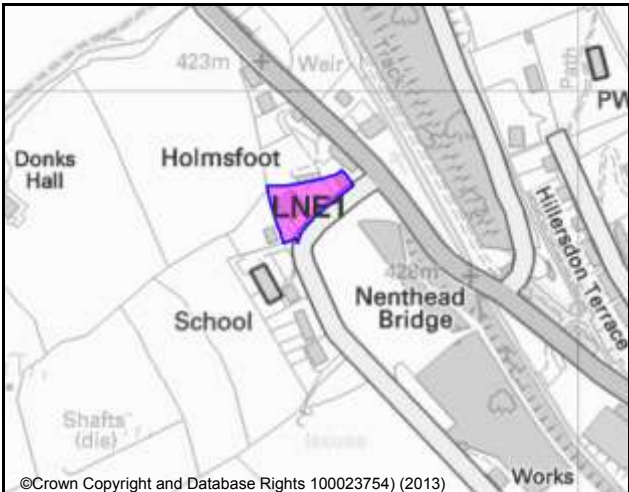
**Morland - Option 3**



**Nenthead**

There are no preferred sites in Nenthead.

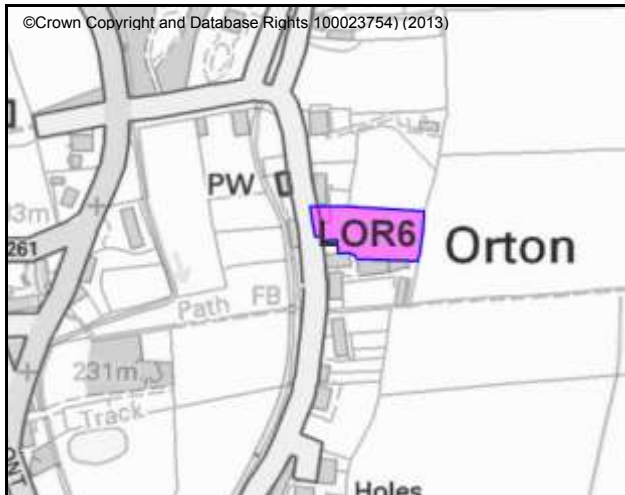
**Nenthead - Option 3**



## Orton

There are no preferred sites in Orton.

### Orton - Option 3



## Ousby

No sites are proposed for allocation in any of the options put forward in Ousby.

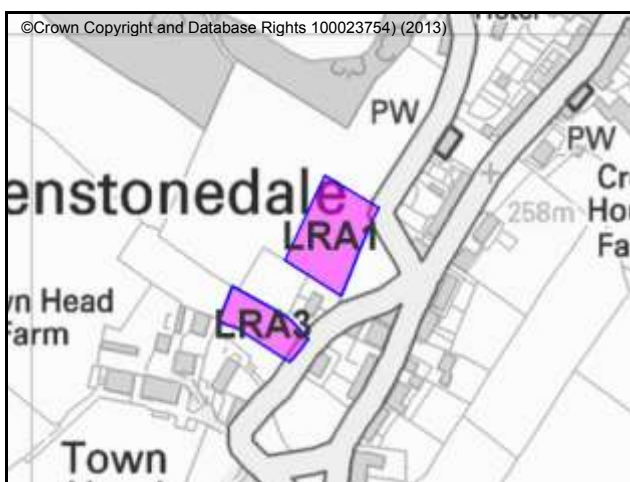
## Plumpton

No sites are proposed for allocation in any of the options put forward in Plumpton.

## Ravenstonedale

There are no preferred sites in Ravenstonedale.

### Ravenstonedale - Option 3



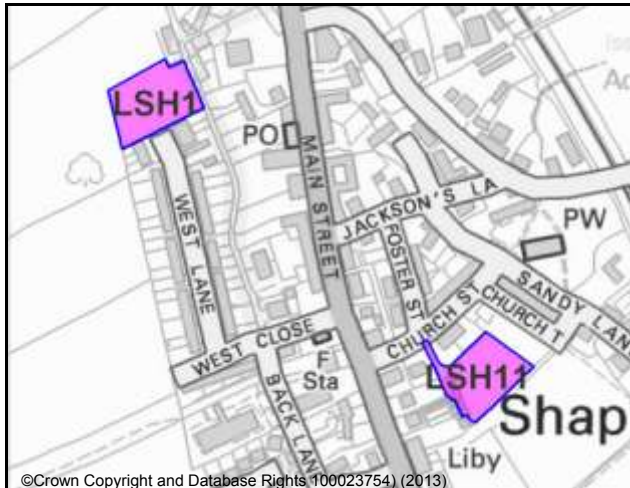
## Renwick

There are no sites proposed for allocation any of the options put forward in Renwick.

## Shap

There are no preferred sites in Shap.

### Shap - Option 3



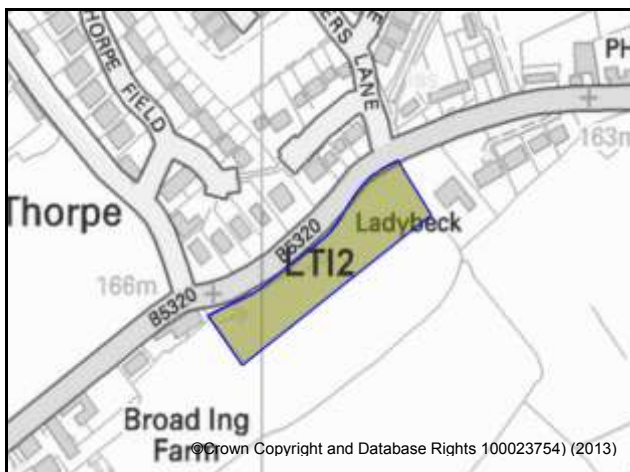
## Skelton

No sites have been put forward for allocation in any of the options at Skelton.

## Sockbridge and Tirril

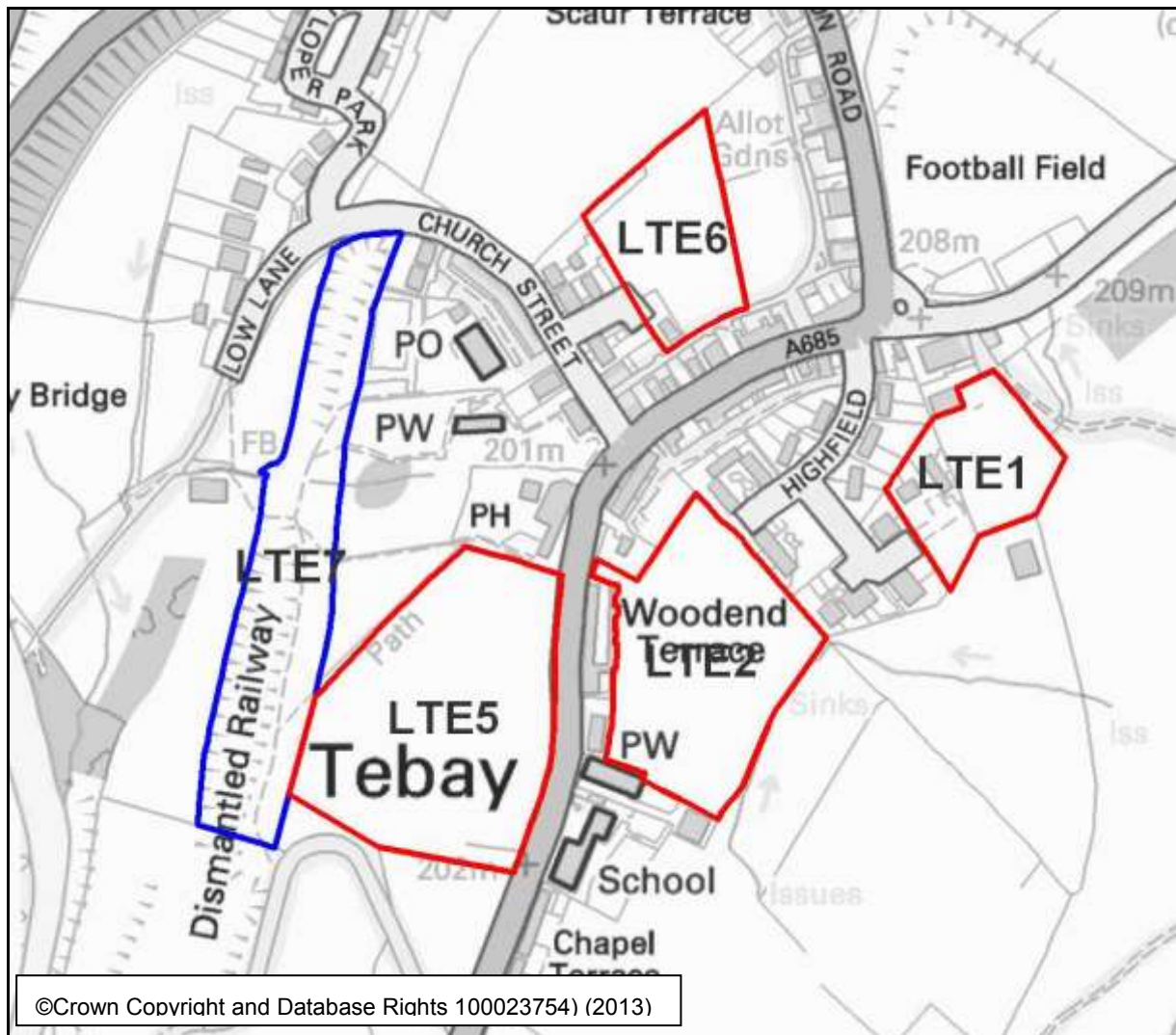
There are no preferred sites in Sockbridge and Tirril.

### Sockbridge and Tirril - Option 2

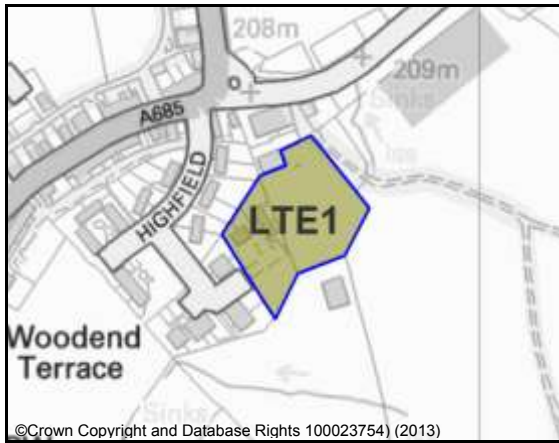


## Tebay

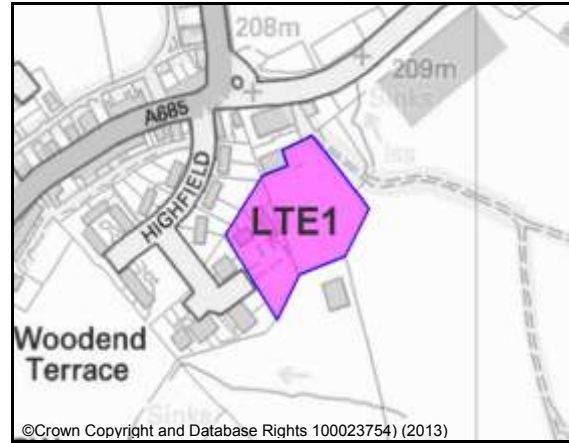
	Blue boundary - Preferred sites proposed for allocation
	Red boundary - Sites assessed and not proposed for allocation
	Green Boundary - Sites granted planning permission since 31 March 2012



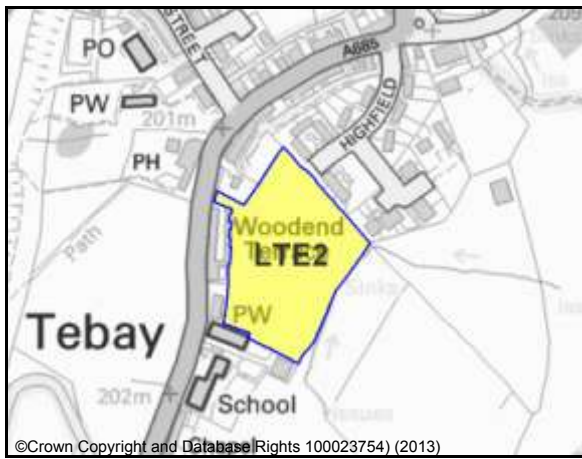
### Tebay - Option 2



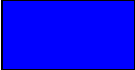


### Tebay - Option 3

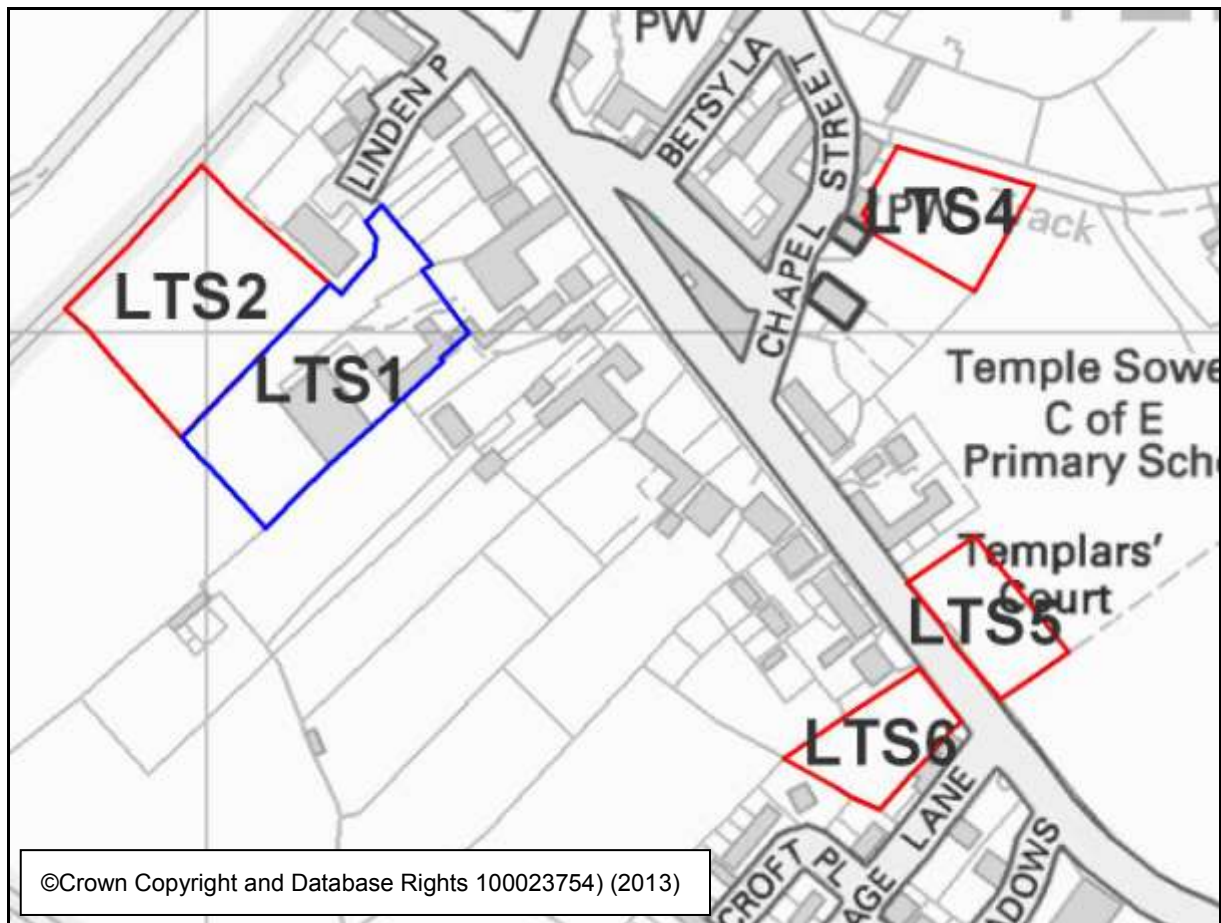


### Tebay - Option 4



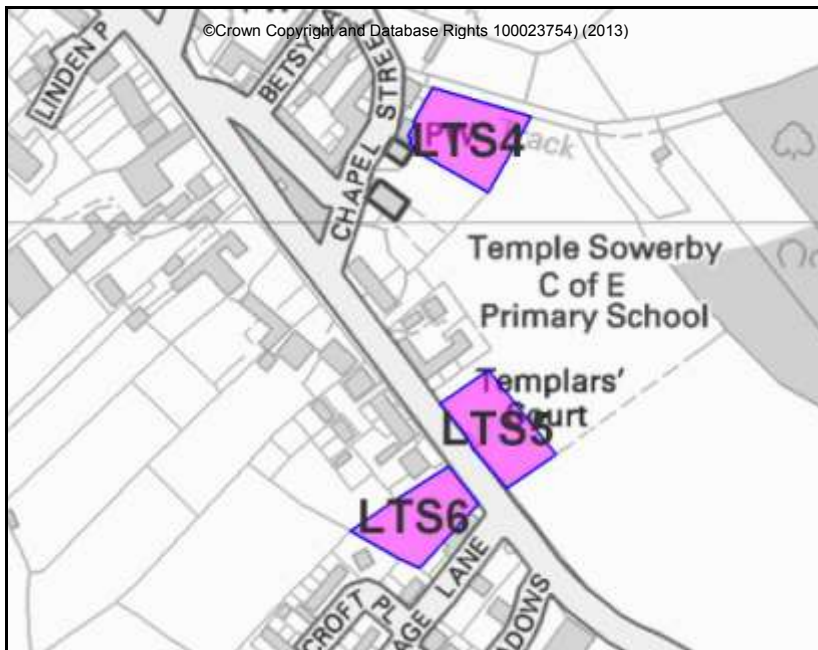
## Temple Sowerby

	Blue boundary - Preferred sites proposed for allocation
	Red boundary - Sites assessed and not proposed for allocation
	Green Boundary - Sites granted planning permission since 31 March 2012



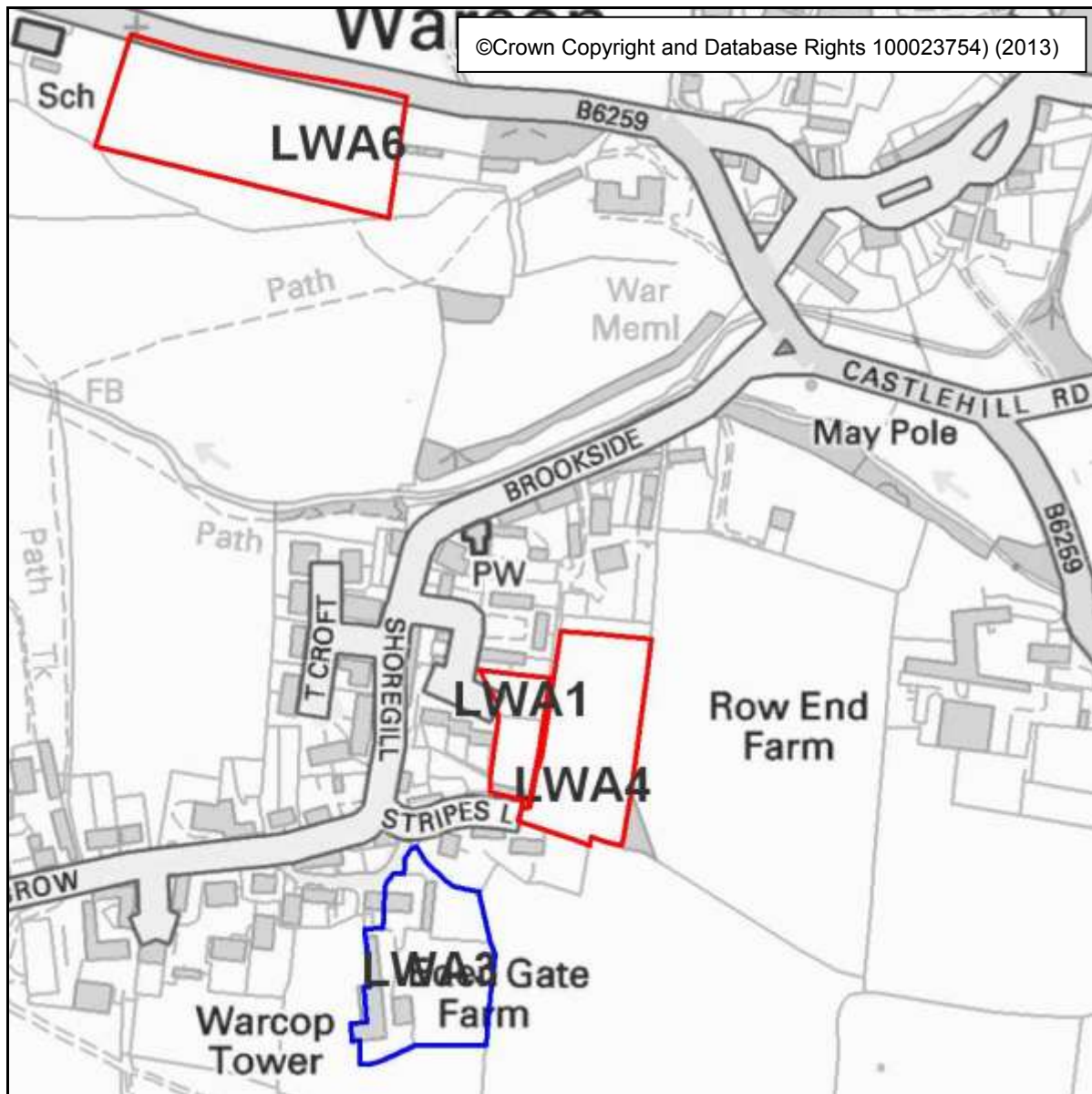


### Temple Sowerby - Option 3

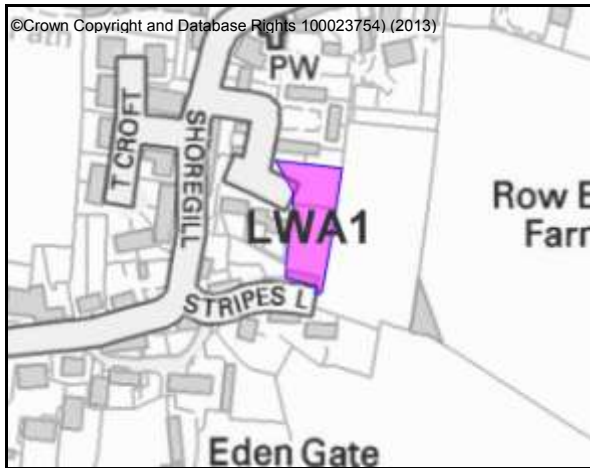


## Warcop

	Blue boundary - Preferred sites proposed for allocation
	Red boundary - Sites assessed and not proposed for allocation
	Green Boundary - Sites granted planning permission since 31 March 2012



### Warcop - Option 3



### Yanwath

There are no preferred sites in Yanwath.

### Yanwath - Option 3



## Explanation of Terms Used

We have tried to keep the use of any planning jargon or acronyms to a minimum. Where they do occur, the following list should help explain them in more detail.

**Affordable Housing** - Housing for sale or rent at a price which can be afforded by those identified as being in need and unable, because of insufficient income, to compete in the local housing market.

**Commitments (or committed development)** - All land with current planning permission or allocated in adopted development plans for development (particularly residential development).

**Community Land Trusts (CLTs)** - Independent non-profit trusts which own or control land and facilities in perpetuity for the benefit of the community.

**D.P.H** - Dwellings Per Hectare. A standard measure of density.

**Masterplan** - A type of planning brief outlining the preferred usage of land and the overall approach to the layout of a developer. To provide detailed guidance for subsequent planning applications.

**Neighbourhood Plans** - New types of plans to be introduced by the 2011 Localism Bill. They can be prepared by Town/Parish Councils, or constituted Neighbourhood Forums, and develop detailed planning policies for a town/parish (or part of them) within the context set by the District Council's Local Plan.

**Phasing** - The gradual release of land for development or the development of a site in distinct stages over a stated period of time. Phasing may be necessary to ensure the long-term availability of suitable sites for development or to allow for the upgrading of infrastructure, where immediate and complete development of a site would overload existing provision.

**Rural 'Exceptions' Sites** - Small sites within or adjacent to rural settlements where planning permission would not normally be granted for residential development, but which are released under exceptional circumstances for the specific purpose of providing affordable housing in rural areas, subject to the demonstration of a proven local need.

**Saved policies or a saved plan** - Policies in old Structure and Local Plans which are saved for a time period, pending replacement production of new Local Plans.

**SHLAA** - Strategic Housing Land Availability Study. A technical document which sets out housing land that may be suitable for new housing. The latest version was prepared in March 2009. Sites are updated annually as part of monitoring work.

**SHMA** - Strategic Housing Market Assessment. A technical document examining the need and demand for new housing and available stock.

**Supplementary Planning Document (SPD)** - A Supplementary Planning Document is a Local Development Document that may cover a range of issues, thematic or site specific, and provides further detail of policies and proposals in a 'parent' Local Plan.

**Sustainability Appraisal (including Environmental Appraisal)** - An appraisal of the economic, environmental and social effects of a plan from the outset of the preparation process to allow decisions to be made that accord with sustainable development.

**Windfall Sites** - Land which is not specifically identified or allocated for housing in the Plan, but which nevertheless is made available through the granting of planning permission. These include infill sites, disused land and sites and premises in other uses.

# Housing: Preferred Housing Sites and Policies Consultation

**22 February - 22 April 2013**

For more information contact: The Planning Policy Team

Eden District Council Mansion House Penrith Cumbria CA11 7YG

Telephone: 01768 817817

Email: [preferredsites@eden.gov.uk](mailto:preferredsites@eden.gov.uk)

## Accessible Information:

A summary of the information contained in this document is available upon request in different languages or formats. Contact Eden District Council's Communication Officer

Telephone: 01768 817817 Email: [communication@eden.gov.uk](mailto:communication@eden.gov.uk)

[www.eden.gov.uk/preferredhousingallocations](http://www.eden.gov.uk/preferredhousingallocations)



EdenDistrictCouncil



edencouncil