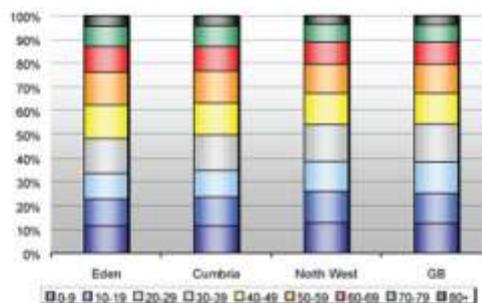
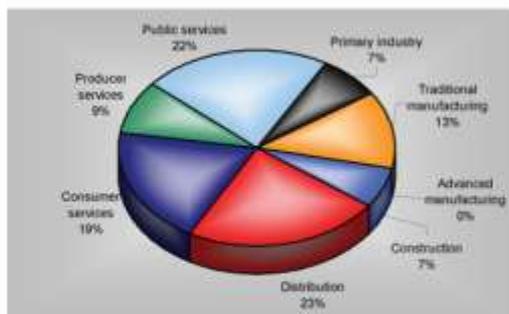
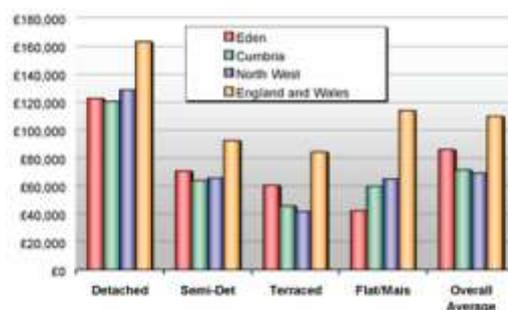
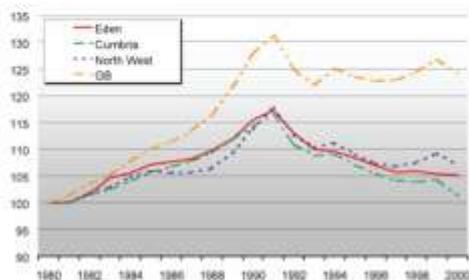


# Annual Monitoring Report 2006-7



Submission to the Secretary of State  
December 2007

# Annual Monitoring Report

For the Eden Local Development Framework

December 2007

Further information regarding the Annual Monitoring Report and the Local Development Framework generally can be found on the Council's website [www.eden.gov.uk](http://www.eden.gov.uk)

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This document can be made available in large print on request

## Executive Summary

Eden District Council has prepared this Annual Monitoring Report (AMR) as required under the regulations governing the Eden Local Development Framework. It includes contextual information about the District and specific core output indicators required by regulations. In addition, it sets out progress made towards the production of the Local Development Framework (LDF).

The contextual information shows that Eden is the most sparsely populated district within England. This makes it challenging to provide high quality services to Eden's residents. On a more positive note, Eden continues to benefit from very high quality natural and built environments.

Further challenges which the AMR highlights include the need to provide more affordable housing and higher wage employment. These are both priorities for the Council and the LDF will have a key role to play in delivering these priorities.

This report reviews progress of document preparation against the timetable and milestones in the Local Development Scheme. The Statement of Community Involvement and the Shopfront and Advertisement Design SPD have been adopted on target in 2006/07. However, there continue to be delays to other Local Development Documents. Despite these delays in document production, the update to the core output indicators shows that outcomes have improved in many respects, due to judicious use of saved and interim policies.

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# 1. Introduction to Eden District

## Characteristics

Eden District comprises 215,814 ha and is the second largest and most sparsely populated District within England. The population of 51,700 (mid 2006 estimate) is scattered in small villages through a wide rural area. Penrith, Kirkby Stephen, Alston and Appleby are the four main towns.

Approximately one-fifth of the District lies within the Lake District National Park and one quarter within the North Pennines Area of Outstanding Natural Beauty (AONB). It stretches from North Lakeland in the west, to the Pennines in the east, with the Eden Valley running through the centre. The District benefits from good road transport links and most of Cumbria is within a travel time of one hour.

## Issues, Challenges and Opportunities

### High Environmental Quality

Eden District has an exceptionally high quality of both natural and built environment. There are ninety one Sites of Special Scientific Interest (SSSIs) designated and accorded protection due to the national significance of their flora, fauna or particular geological value. 74% of the SSSIs in the district (by area) were in a favourable or recovering condition when last assessed.

The fine historic environment includes many attractive villages and outstanding examples of both vernacular and fine architecture drawing upon local materials. Twenty two Conservation Areas have been designated, reflecting their special character, and there are also many Scheduled Ancient Monuments and sites of recognised archaeological value.

The Local Development Framework must ensure that development can proceed in a manner which respects Eden's excellent built and natural heritage.

### Low Wage Employment

At 0.7% the unemployment rate in Eden is very low, and by some measures it was the lowest unemployment rate in Great Britain in 2006. However, the high rate of employment masks a dependence on low wage jobs, primarily in the agriculture and tourism sectors. Higher wage employment is one of Eden District Council's Key Priorities. The Council aims to improve the economic base, providing for a more skilled labour force and the attraction and retention of young economically active people.

There are 22,000 employee jobs within the District (Nomis, based on the Annual Business Inquiry). The District has a higher proportion of small businesses employing less than 10 people than nationally with a correspondingly lower proportion of larger businesses. Business survival rates are higher than nationally but formation rates are lower. The most significant area of growth for the District between 2000 and 2005 has been in tourism-related jobs.

Employment land requirements are established through the Structure Plan and the emerging Regional Spatial Strategy (RSS). The current Cumbria and Lake District Joint Structure Plan establishes the need for 55 hectares of employment land in Eden up to 2016, which must be allocated in the Local

Development Framework. This will take place as part of the Development Control Policies DPD.

### **Rapid Population Growth**

The population of Eden increased by 13.6% between 1991 and 2001, by 3.6% between 2001 and 2006 and is projected to grow by a further 10-12% between 2006 and 2021 (see figure 2 on page 17).

Government population estimates have been revised recently to reflect newly available information on migration patterns. Eden's population is still growing dramatically but not quite as rapidly as was previously thought. This strong population growth, largely due to in-migration, is closely linked to the high house prices in the District. There are also significant implications for the provision of services.

### **Housing**

Housing, and particularly affordable housing, is a key issue within the District. House prices in Eden are amongst the highest in Cumbria and a significant proportion of the District's housing stock is currently used as second homes. Average incomes in Eden are below the regional average and the estimates are that house prices are more than eight times incomes making the private housing market inaccessible to many local people. Affordable housing is another of Eden District Council's Key Priorities.

The total number of houses to be built in the District is not an issue for the Local Development Framework to determine. This figure is set by higher level strategies with which the LDF must conform.

The current Cumbria and Lake District Joint Structure Plan (April 2006) provides for a reduced amount of house building of 170 dwellings per year on average in Eden to compensate for the high build rate since 1991. However, the submitted draft RSS provides for the slightly higher figure of an average of 239 dwellings per year between 2003 and 2021. These figures reflect the intention of the Regional Spatial Strategy (RSS) to reduce the amount of people moving into Eden from outside the area.

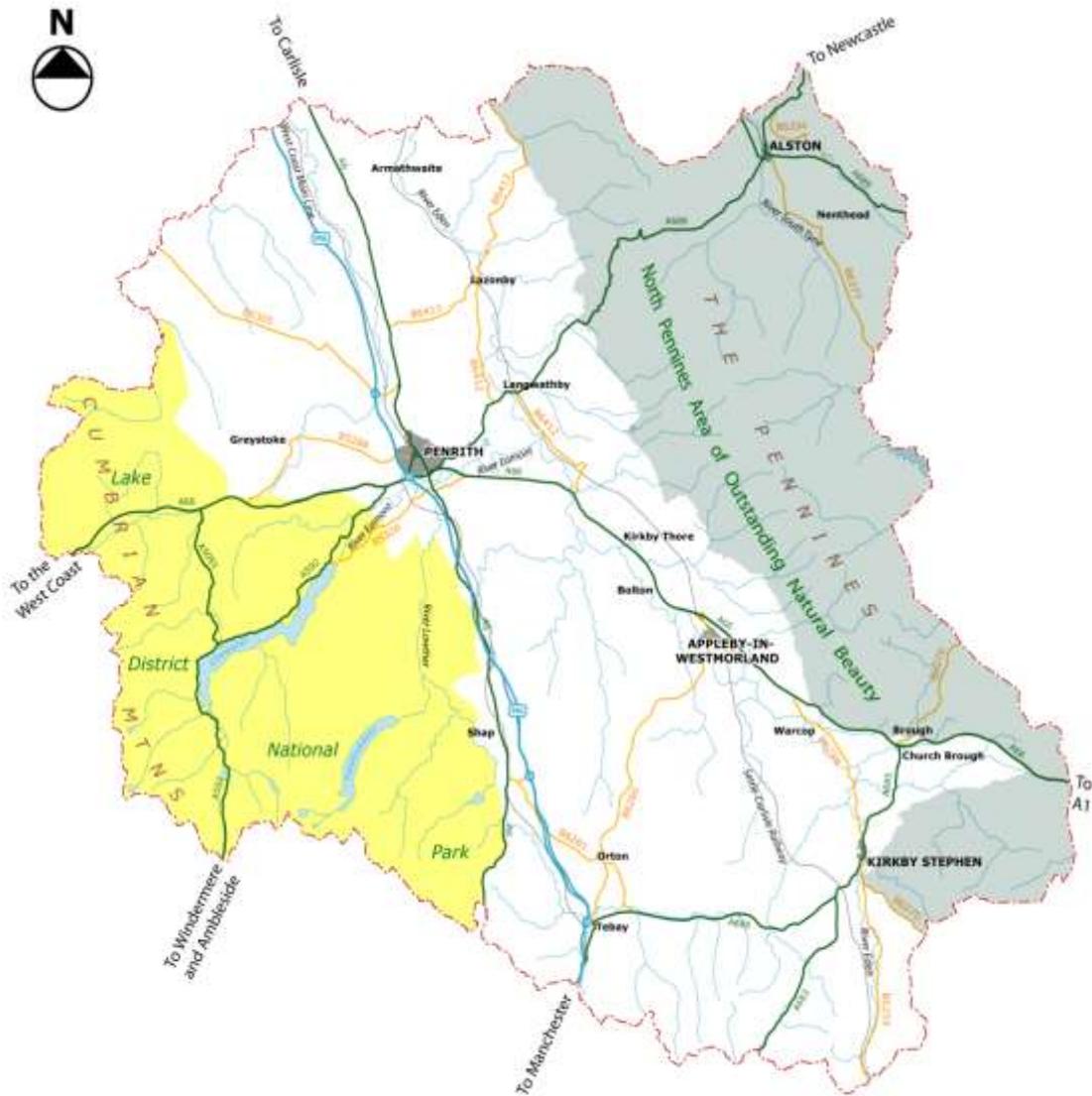
### **Transport, Services and Accessibility**

An effective public transport system is difficult to provide in an area with such a sparsely dispersed population. Car ownership is high, with 84% of households owning a car compared to the national average of 73%.

Main services such as secondary schools and health facilities are concentrated in the main centres and whilst there are some villages which provide for local needs, there are many without basic facilities such as a shop, school or post office.

The Local Development Framework aims to improve access to services by concentrating development in key and local service centres.

## Map of Eden District



N.B. The area highlighted yellow is not covered in the Eden Local Development Framework. The Lake District National Park Authority is the planning authority for the National Park. However, statistics within this document which are not specifically planning figures relate to the whole of Eden District, including the section within the National Park.

## **Relationship to other Council strategies**

The issues covered in the Annual Monitoring Report are affected by more than just planning policies. The AMR, and spatial planning as a whole, should be seen as an integral part of corporate governance. The information contained here may be of use to other council services and the wider community.

Locally, a new Eden Local Strategic Partnership has been formed, following the decision which was taken to review the Carlisle and Eden LSP. The LSP has now identified 3 priorities for action:

- Improving activities for teenagers
- Ensuring equitable access to services
- Enabling people to take care of their environment

These have been selected from an original list of seven priorities on the basis of being areas where the LSP could add value to existing activity. A refreshed Community Strategy and Action Plan will be published in January 2008. The Local Development Framework will play a key role in delivering those aspects of the Strategy that concern the development and use of land.

The Community Strategy themes and actions link to the Cumbria Local Area Agreement which went into operation in April 2007 (Safer and Stronger Communities theme has been active nationally from April 2006).

Parish and Community Plans are in place covering 6 of the district's 71 parishes. Several other parishes are currently developing Plans or are considering doing so. Parish Plans set out community aspirations and, through working in partnership with the local Rural Community Council, the district has received an appraisal of relevant issues in numerous Parish Plans.

## **2. Local Development Scheme Implementation**

The requirements of the Act are that the Annual Monitoring Report comments on progress in the preceding year from April to March. This report is therefore required to cover the period April 2006 to March 2007. However, in the interests of clarity and transparency, this AMR also looks at progress against milestones until November 2007.

The Local Development Scheme which has been used to assess progress in the year 2006/07 was approved by the Environment Committee in September 2006 incorporating amendments agreed with the Secretary of State (Appendix A).

Since then, further revisions to the Local Development Scheme have been made and the revised Local Development Scheme was published in May 2007 (see appendix B). Progress from April to November 2007 has been shown against these milestones.

### **Documents Adopted to date**

- The Statement of Community Involvement was adopted on 26 October 2006
- The Shopfront and Advertisement Design SPD was adopted on 26 October 2006
- The Supplementary Planning Document: An Accessible & Inclusive Environment was adopted on 21 June 2007.
- The Wind Energy SPD was adopted in November 2007

## Progress made between April 2006 and March 2007

Milestone	2006/07 milestones (August 2006 LDS)	Comments	2007/08 milestones (May 2007 LDS)	Comments
<b>Statement of Community Involvement (SCI)</b>				
Adoption	October 2006	Target met	-	
<b>Core Strategy</b>				
Public participation on preferred options	August 2006	Consultation began November 2006. (Delayed in order to follow further advice from GONW regarding content)	-	
Submission	-		July 2007	Delayed due to volume of consultation responses and competing demands on staff time
<b>Housing Development Plan Policy DPD</b>				
Commencement of Preparation	May 2006	Target met	-	
Public participation on issues and options	November 2006	Delayed to allow reference to Core Strategy and due to competing demands on staff time	May 2007	Consultation began August 2007 (Delayed in order to allow reference to emerging Core Strategy and due to competing demands on staff time)
Public participation on preferred options	-		January 2008	Delayed due to volume of consultation responses and competing demands on staff time

Housing Site Allocations DPD				
Commencement of Preparation	May 2006	Early preparatory work began on target		
Public participation on issues and options	November 2006	Delayed to allow reference to Core Strategy and due to competing demands on staff time	May 2007	Consultation began August 2007 (Delayed in order to allow reference to emerging Core Strategy and due to competing demands on staff time)
Public participation on preferred options	-		January 2008	Delayed due to volume of consultation responses and competing demands on staff time
Primary Development Control Policies DPD				
Public participation on issues and options	November 2006	Delayed to allow reference to Core Strategy and due to competing demands on staff time, including inputting into Southend Road proposals and the Penrith Market Town Initiative	May 2007	Delayed due to insufficient capacity within the council for DPD production
Public participation on preferred options			January 2008	Delayed due to insufficient capacity within the council for DPD production
Proposals Map				
Commencement of Preparation	August 2005	Target met	-	
Public participation on issues and options	January 2006	No longer applicable as public participation will take place as part of other DPDs.	-	No longer applicable as public participation will take place as part of other DPDs.

Crime Prevention through Environmental Design				
Commencement of Preparation	October 2006	Target not met due to competing demands on staff time	-	Removed from LDS due to insufficient capacity to produce SPD
An Accessible and Inclusive Environment SPD				
Public participation on preferred options	September 2006	Delayed - Consultation expected to take place in early 2007	January 2007	Target met
Adoption	November 2006	Delayed due to delay in consultation	July 2007	Target met (adopted June 2007)
Shopfront and Advertisement Design SPD				
Public participation	July 2006	Target met	-	
Adoption	October 2006	Target met	-	

The documents listed below are being produced jointly with other local authorities.

Milestone	2006/07 milestones (August 2006 LDS)	Comments	2007/08 milestones (May 2007 LDS)	Comments
Wind Energy Joint SPD				
Commencement of Preparation	February 2006	Target met	-	
Public participation	October 2006	Target met	-	
Adoption	-		July 2007	Delayed due to number of consultation responses; adopted November 2007
Landscape Character Joint SPD				
Commencement of Preparation	October 2006	Delayed due to work on Wind Energy SPD	June 2007	Delayed due to delays with Wind Energy SPD

North Pennines AONB Design Guide				
Commencement of Preparation	August 2006	Target met	-	
Public participation	January 2007	LDS timescales did not match AONB timescales - consultation document not yet published	May 2007	Consultants engaged to carry out work underestimated time needed – now expected spring 2008
Adoption	-		October 2007	Delayed due to delay in consultation

## **Implications for the Local Development Scheme Timetable**

The revised timetable in the latest version of the LDS (approved May 2007) deals with many of the delays encountered in 2006/07. In addition, the following changes now need to be made to the LDS for the future.

### **Core Strategy**

Submission of the Core Strategy is now expected to take place in April 2008, and subsequent milestones will change accordingly.

### **Housing DPD**

As the Housing Development Plan Policy DPD and the Housing Site Allocations DPD are currently being produced in tandem, it is likely that the next version of the LDS will combine these into a single document, called Housing DPD.

Participation on Preferred Options for the Housing DPD is now expected to be delayed until September 2008, to allow full consideration of responses to the initial consultation and additional sites which have been suggested. In the meantime, there is likely to be an additional consultation on potential site options, covering sites which were suggested in response to the main Issues and Options consultation. Subsequent milestones will need to be moved accordingly.

### **Primary Development Control Policies DPD and Proposals Map**

Work on the Primary Development Control Policies DPD has been severely delayed due to a lack of capacity in the council to produce it. It is now expected that an Issues and Options consultation will take place in the summer of 2008, with a Preferred Options paper following in 2009. More details of anticipated timescales will be set out in a revised LDS in March 2008.

### **Landscape Character SPD**

The Landscape Character SPD has been delayed due to the volume of work on the Wind Energy SPD and will need to be re-programmed. Work on the Landscape Character SPD is now expected to commence in January, and public consultation will follow in due course.

### **North Pennines AONB Design Guide**

The consultants employed to produce this design guide have failed to produce the work within the agreed timescales. An initial draft is currently being reviewed by local authorities and public consultation is now programmed for April 2008. Adoption will be delayed due to delays in producing the consultation version.

### **3. Key elements of the Local Development Framework**

#### **Development Plan Documents**

No development plan documents are currently adopted.

#### **Supplementary Planning Documents**

- The Shopfront and Advertisement Design Supplementary Planning Document was adopted in October 2006.  
No specific targets were set within the SPD itself. However, close liaison between the Conservation Officer and Development Control has ensured that the SPD is consistently interpreted and implemented when dealing with relevant applications. It is therefore helping to safeguard and enhance shopfront and advertisement design within Eden.
- An Accessible and Inclusive Environment Supplementary Planning Document was adopted in June 2007, but it is too early to assess the effects of this SPD.
- A Wind Energy SPD was adopted in November 2007, but it is too early to assess the effects of this SPD.

#### **1996 Eden Local Plan**

##### **Introduction**

Under the Planning and Compulsory Purchase Act 2004, unless expressly replaced by a 'new' policy, 'old' policies (in the Eden context those in the 1996 Adopted Plan) were saved for three years from whichever is the later of:

- The date of commencement of Section 38 of the Planning and Compulsory Purchase Act 2004 on 28 September 2004 or
- The date the plan was adopted

This meant that the policies in the 1996 Eden Local Plan were saved until 27 September 2007. From that date, the Secretary of State has directed that the majority of policies in the 1996 Local Plan should be extended further. Those policies which have not been saved and therefore no longer form part of the development plan are listed below.

Careful and thorough liaison was undertaken with the Planning Services (Development Control) section in the Directorate of Technical Services, as well as other key professionals, to ensure that those policies which are required to be retained for practical day to day development control purposes are saved.

There are a variety of reasons as to why the policies below were not saved. One or more of the following applies:

- The policy is inconsistent with the adopted Structure Plan.
- The policy is inconsistent with the submitted Regional Spatial Strategy.
- The policy is inconsistent with the most recent PPG or PPS.

- The policy, whilst consistent with all of the above (1 to 3) merely repeats those policies or expresses the same meaning in a different form of words without any local distinctiveness.
- The policy is inconsistent with the Community Strategy.
- The policy is one which Development Control no longer regard as of practical value.
- The policy is regarded as detrimental to regeneration and economic development

### **Policies which have not been saved – these policies no longer form part of the Development Plan**

NE7 Protected Wildlife Habitats  
 BE16 Unbuilt Frontages  
 BE17 Extension of Residential Curtilages  
 BE24 Reuse of Buildings in Settlements  
 BE25 Reuse of Buildings in the Countryside  
 NR2 Wind Energy Developments  
 HS2 Settlements with no Allocation  
 HS3 Development on Allocated Sites  
 HS4 Development on Small Windfall Sites  
 HS5 Housing Mix  
 HS8 Occupancy Controls  
 HS9 Home Extensions  
 HS10 Residential Subdivisions  
 HS11 Renovation in Alston Moor  
 HS12 Residential Caravans  
 EM6 Employment Development in Settlements  
 EM9 Environmental Improvements  
 EM10 M6 Related Development  
 SH2 Out-of-Centre Retail Developments  
 RE4 Multiple Use of Buildings  
 RE5 Development Affecting Rights of Way  
 RE6 Development of the Rights of Way Network  
 SE2 Protection of Flood Risk Areas

### **Supplementary Planning Guidance**

It is understood from the legislation, accompanying regulations and guidance provided on these that the Council's interim policies prepared subsequent to the adoption of the Eden Local Plan in 1996 cannot be formally/technically saved. However, new planning housing policies were adopted by the Council in October of 2004 which were in conformity with all central and regional government policy. Prior to this, in 2002, all policies in the Eden Local Plan other than Housing were reviewed and modifications proposed as a first deposit stage under the old system.

Although neither review document can technically be saved, it is also understood that both may be considered as vital material considerations

under the new system. It is also important to bear in mind that both were subject to extensive and rigorous public consultation exercises.

In addition, Farm Diversification Supplementary Planning Guidance was published in March 2005 and supplements saved Local Plan policy NE8 Agricultural Diversification.

## **4. Monitoring Framework**

The Authority monitors progress against the LDS and the policies therein by using a framework comprising the following main mechanisms:

- Assessments of consultation responses on emerging policies and Sustainability Appraisals at Scoping, Issues and Options and Preferred Options stages
- Monitoring of Contextual Indicators
- Performance monitoring of Core Output Indicators

Monitoring of indicators is undertaken by staff from both planning policy and development control sections, with additional assistance from Cumbria County Council. Regular reports to the Authority's Environment Committee ensure elected members' engagement in the monitoring of LDS progress. In addition changes to the Policy Framework of the Authority are considered by full Council.

As Local Development Documents are adopted, the monitoring framework will develop to include the three different types of indicator described below.

### **Contextual Indicators**

These describe the wider social, environmental and economic background against which policy operates. Topics include population, household characteristics, housing structure, employment and other statistics. Information on these indicators comes from a variety of sources, including the Information and Intelligence Unit at Cumbria County Council and the Office for National Statistics.

### **Output Indicators**

These are used to assess the performance of policies. They include both core and local output indicators. Core Output indicators have been set nationally. These cover Business Development, Housing, Transport, Local Services, Flood Protection and Water Quality, Biodiversity and Renewable Energy.

This Council has previously been exempt from the collection of much of this data. For example, in respect of planning consents, much of the data now required is based around completions, which contrasts with data already available at this Council which is based on planning approvals. The Council is setting up new monitoring systems, such as increasing the amount of information recorded when planning applications are received. In some instances data was still not available for this AMR and reporting will have to begin from the next year start i.e. 2007/08.

Local output indicators have been identified during the preparation of the Core Strategy and other Local Development Documents. Monitoring of these will commence as the Local Development Documents are adopted.

### **Significant Effects Indicators**

These are used to assess the significant social, environmental and economic effects of policies. A number of these indicators are being developed as part of the Sustainability Appraisal process (they are also referred to as sustainability indicators). The Sustainability Appraisal is designed to ensure

that decision-makers are aware of the likely social, environmental and economic impacts of policies and to maximise the Local Development Framework's contribution to sustainable development. All the new or revised Development Plan Documents and Supplementary Planning Documents in the LDF are subject to a Sustainability Appraisal as part of the preparation process.

Sustainability Appraisal reports contain baseline figures on the social, environmental and economic characteristics of the District. However, a number of sustainability indicators come from data sources which are not updated every year. There is therefore limited value in reproducing all those indicators in the AMR on an annual basis. Work is underway to develop a set of 'key' sustainability indicators for regular reporting in the AMR. In the meantime, this AMR includes significant effects indicators for the sustainability objectives which it was anticipated may be affected by the Shopfront and Advertisement Design SPD, as this was the only relevant document adopted by the end of the monitoring year. These can be found in Appendix C.

### **Figures for 2006/07**

The core and contextual indicators and available data for the current monitoring year are provided and analysed in chapter 5.

## 5. Indicators

The indicators collected have been grouped around a number of themes. For definitions related to the indicators, please see Appendix E. Figures are the most up-to-date available at the time of writing; unless otherwise stated they refer to the financial year 2006/07.

### A. Housing and Population

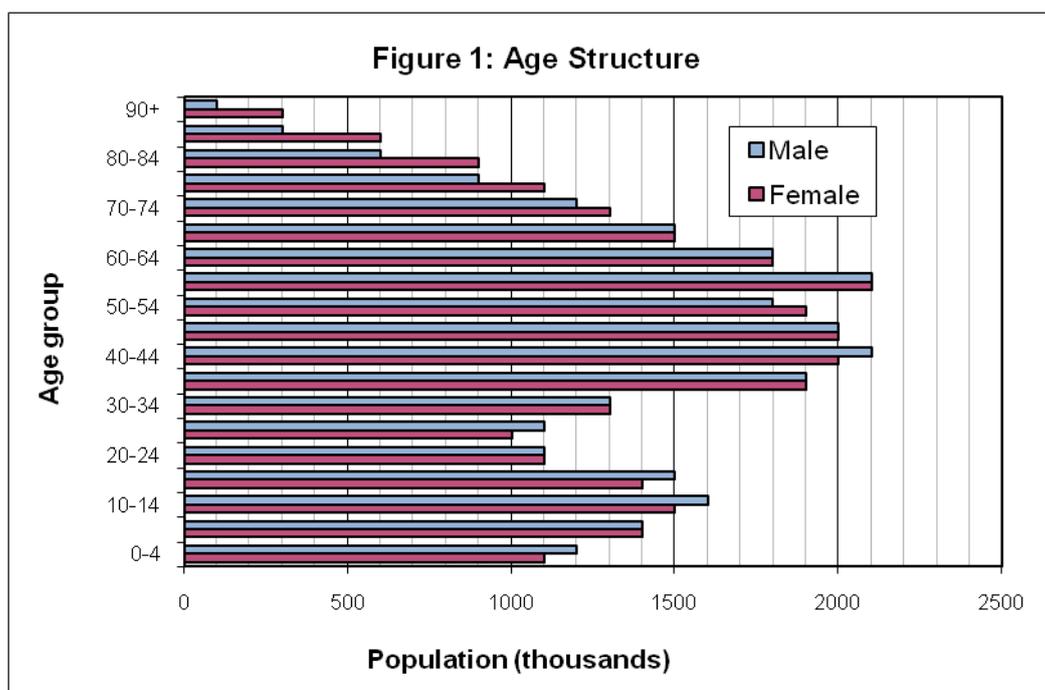
#### Contextual Indicators

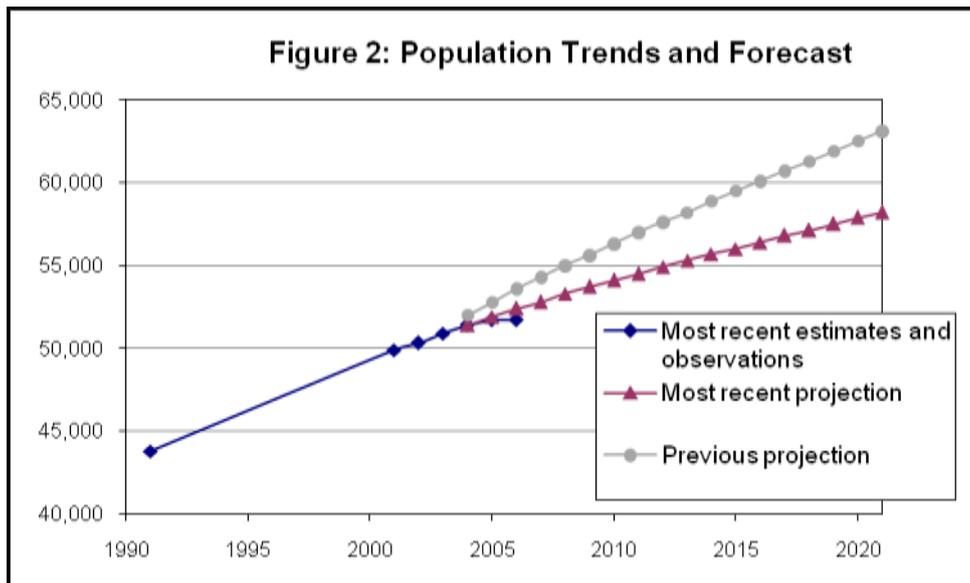
##### *Population structure*

The total population of the district in 2006 was estimated at 51,700, which is 0.24 people per hectare.

At the latest census, 0.4% of Eden's population belonged to an ethnic group other than white.

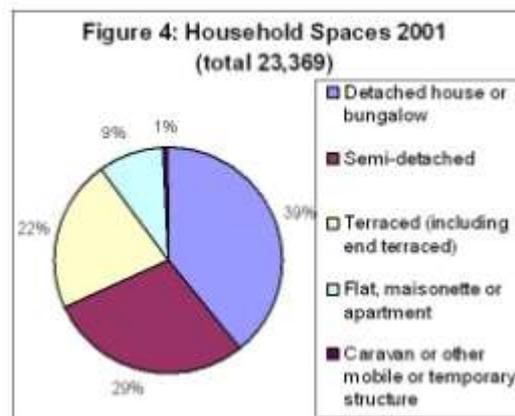
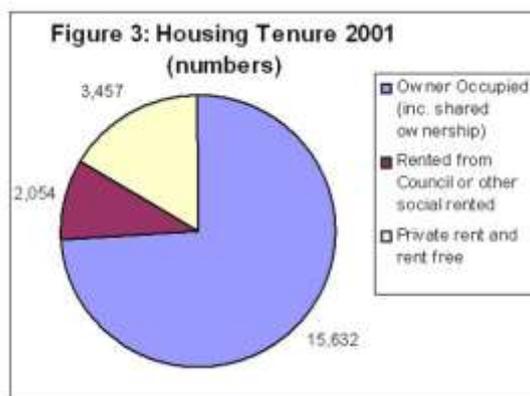
The age structure of the population is shown in figure 1 and population change over time in figure 2. Eden has a relatively elderly population, with 27% being over 60 as opposed to 21% in England.





### ***Household type and tenure***

The average household size in Eden was 2.3 in 2001, and 28.1% of households were single adult households. Details of tenure, housing type and property prices are shown in figures 3-5.



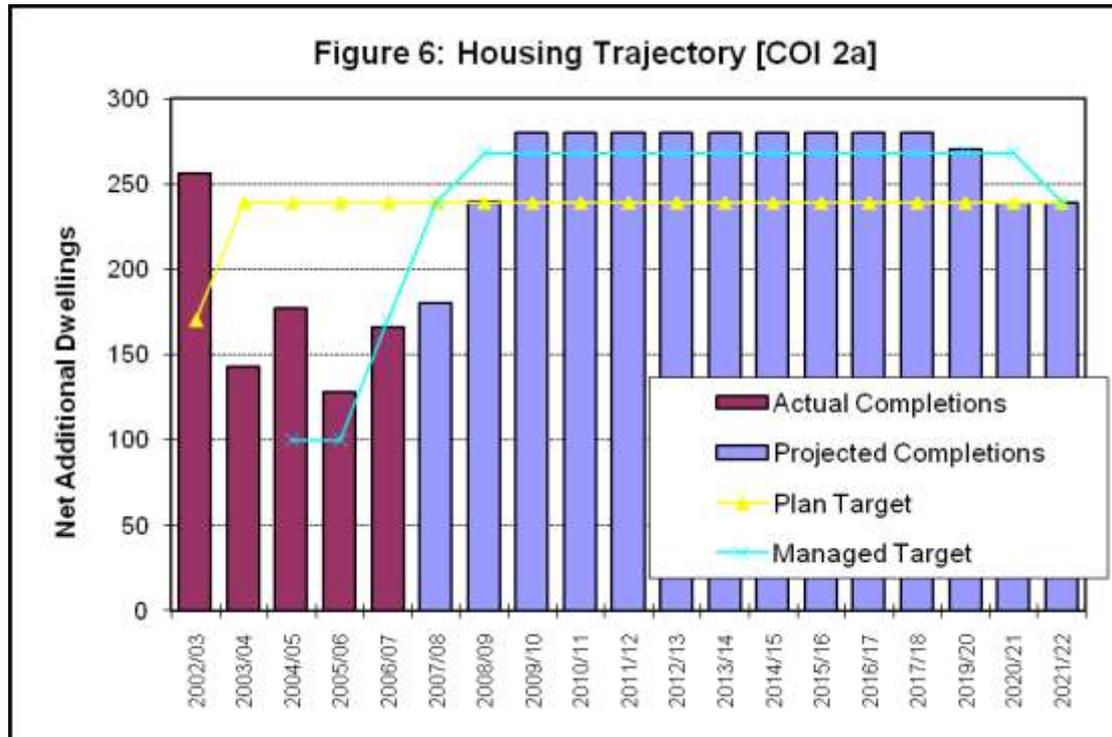
Of the 23,369 household spaces in 2001, 3.32% (775) were vacant and 6.21% (1,451) are second homes. A total of 9.53% of dwellings were therefore not occupied by local residents.

### ***Household income and house prices***

The median gross household income in the District in 2006 was £24 937 (source: CACI Paycheck, supplied by Cumbria County Council). This puts the average house price of £216,000 out of reach for many local people.

## Core Indicators

### Housing



Date	Actual Completions	Projected Completions	Plan Target	Managed Target	Variance	Cumulative Variance from RSS Target
2002/03	256		170		86	
2003/04	143		239		-96	-96
2004/05	177		239	100	-62	-158
2005/06	128		239	100	-111	-269
2006/07	166		239	170	-73	-342
2007/08		180	239	239	-59	-401
2008/09		240	239	268	1	-400
2009/10		280	239	268	41	-359
2010/11		280	239	268	41	-318
2011/12		280	239	268	41	-277
2012/13		280	239	268	41	-236
2013/14		280	239	268	41	-195
2014/15		280	239	268	41	-154
2015/16		280	239	268	41	-113
2016/17		280	239	268	41	-72
2017/18		280	239	268	41	-31
2019/20		270	239	268	31	0
2020/21		239	239	268	0	0
2021/22		239	239	239	0	0

For a detailed explanation of the housing trajectory, please see Appendix E.

<b>Figure 7: Details of completions 2006/07</b>	
Percentage of new and converted dwellings on previously developed land. <b>[COI 2b]</b>	36.14%
Percentage of new dwellings completed at: (i) less than 30 dwellings per hectare (ii) between 30 and 50 dwellings per hectare and (iii) above 50 dwellings per hectare. <b>[COI 2c]</b>	(i) 46.4% (ii) 24.7% (iii) 28.9%
Affordable housing completions <b>[COI 2d]</b>	59 (35.54%)

### **Analysis and Implications for LDF**

Revised population estimates and projections continue to show Eden's population rising steadily, although less rapidly than under previous projections. This rising population, largely fuelled by in-migration, is closely linked to the high house prices in the district. The high house prices, in conjunction with comparatively low income levels locally, result in a very serious problem with housing affordability in the district. In 2006, the average house price in Eden was 8.6 times greater than the median gross household income.

The figures provided in this chapter show the Council's progress in tackling this issue through the planning system. The housing trajectory shows that housing completions in recent years have been low compared to previous rates. This is due to policies of restraint brought in by RPG13 and the Cumbria and Lake District Joint Structure Plan, which were designed to reduce the number of people moving into Eden from outside the area. These were applied in Eden through the 2004 Interim Housing Policies. This approach may have had some success, as the population in the district remained steady between 2005 and 2006. However, this has coincided with a worsening of the housing affordability crisis locally.

The recent Housing Needs Survey showed a need for 685 additional affordable units over 5 years within the Eden Valley and Alston Moor housing market areas. The total need for the Eden LDF area is greater than this, as it also includes settlements such as Greystoke and Shap which are in the North Lakes housing market area. This level of affordable housing would be extremely difficult to provide under the current allocation of 170 units per annum. It is anticipated that the housing targets for Eden will be increased to the 239 proposed by the submitted Draft RSS, and the housing trajectory has been prepared on this assumption.

The Council currently has a target of 50% of housing completions to be affordable, and a proportion of at least 50% affordable housing is required by the Council's interim housing policies. Whilst completions to date have fallen well short of this target, this can be explained to a large extent by the time lag between permission and completion. Many of the houses built in the monitoring year were granted planning permission before the 2004 housing policies were adopted. However, a recent appeal decision at Warcop has caused the Council further difficulties in bringing forward an adequate supply

of affordable housing, due to the Inspector judging that the 2004 housing policies should only be given limited weight.

The time lag between approval and completion is also responsible for the low density figures reported in Figure 7. Almost all of the new dwellings completed at a density of less than 30 per hectare were approved prior to 2004.

Policies in the LDF will facilitate housing development which meets the needs of the people of Eden, within the framework set by higher level policies. This will include setting rigorous yet achievable targets for affordable housing. Basic targets will be set out in the Core Strategy, with detailed policies including site allocations following in the Housing DPD.

## **B. Economy and Business Development**

### **Contextual Indicators:**

#### ***Employment/Unemployment***

0.7% of the working age population were unemployed in 2006 (source: Cumbria in Figures 2007).

#### ***Index of Multiple Deprivation***

The overall score for Eden according to the 2004 Indices of Multiple Deprivation is 200 out of 354 local authorities.

### **Core Indicators:**

#### ***Business Development***

Figures 8 and 9 give details of employment development and employment land availability for 2006/07.

<b>Figure 8: Employment Development</b>			
	B1a	B2	B8
Amount of floorspace developed for employment by type <b>[COI 1a]</b> (excludes offices, which are in Figure 14)	152.46 m2	0	436.59 m2
Amount of floorspace developed for employment, by type, which is in development and/or regeneration areas defined in the local development framework <b>[COI 1b]</b>	Not applicable	N/A	N/A
Amount of floorspace, by type, which is on previously developed land <b>[COI 1c]</b>	152.46m2 (100%)	0	436.59 (100%)

<b>Figure 9: Employment Land Availability</b>	
<b>COI 1d</b> Employment land available by type. (i) sites defined and allocated in the local development framework, and (ii) sites for which planning permission has been granted	(i) 28.46 ha allocated in Local Plan (ii) 6.66 ha [Total 35.12 ha]
<b>COI 1e</b> Losses of employment land in (i) employment/regeneration areas and (ii) local authority area.	(i) not applicable (ii) 0
<b>COI 1f</b> Amount of employment land lost to residential development.	0

Please note: with the exception of 14.30 ha at the Gilwilly Industrial Estate, which excludes Use Class B1a, the 35.12ha identified above is available for B1, B2 or B8 use.

### **Analysis and Implications for LDF**

Unemployment has increased slightly since the previous year but remains the lowest in England. However, the need for higher wage jobs is an issue which the Council is addressing as a priority.

Two employment developments were completed in Eden over the course of the year, both in Penrith. This excludes office development, which is covered in Figure 14.

35.12 hectares were available for employment use at the end of the monitoring year. Of this, 6.66 ha had planning permission for an employment use. This falls short of the 55 hectares required in total by the Structure Plan, although it exceeds the 20 hectares required between 2006-2011.

Additional sites will therefore have to be identified through the LDF. There is also a need to review existing site allocations as part of the LDF. The LDF will ensure a sufficient supply of appropriate employment land to allow growth and diversification of the District's economy. Further policies on economic development and tourism, as well as employment site allocations, will form part of the forthcoming Primary Development Control Policies DPD.

## **C. Built and Natural Environment**

### **Core Indicators**

#### ***Flood Protection and Water Quality***

Number of planning permissions granted contrary to the advice of the Environment Agency on either flood defence or water quality **[COI 7]:**

Zero

## Biodiversity

Change in areas and populations of biodiversity importance [COI 8]:

**Figure 10: Biodiversity Action Plan Priority Habitats within Eden**

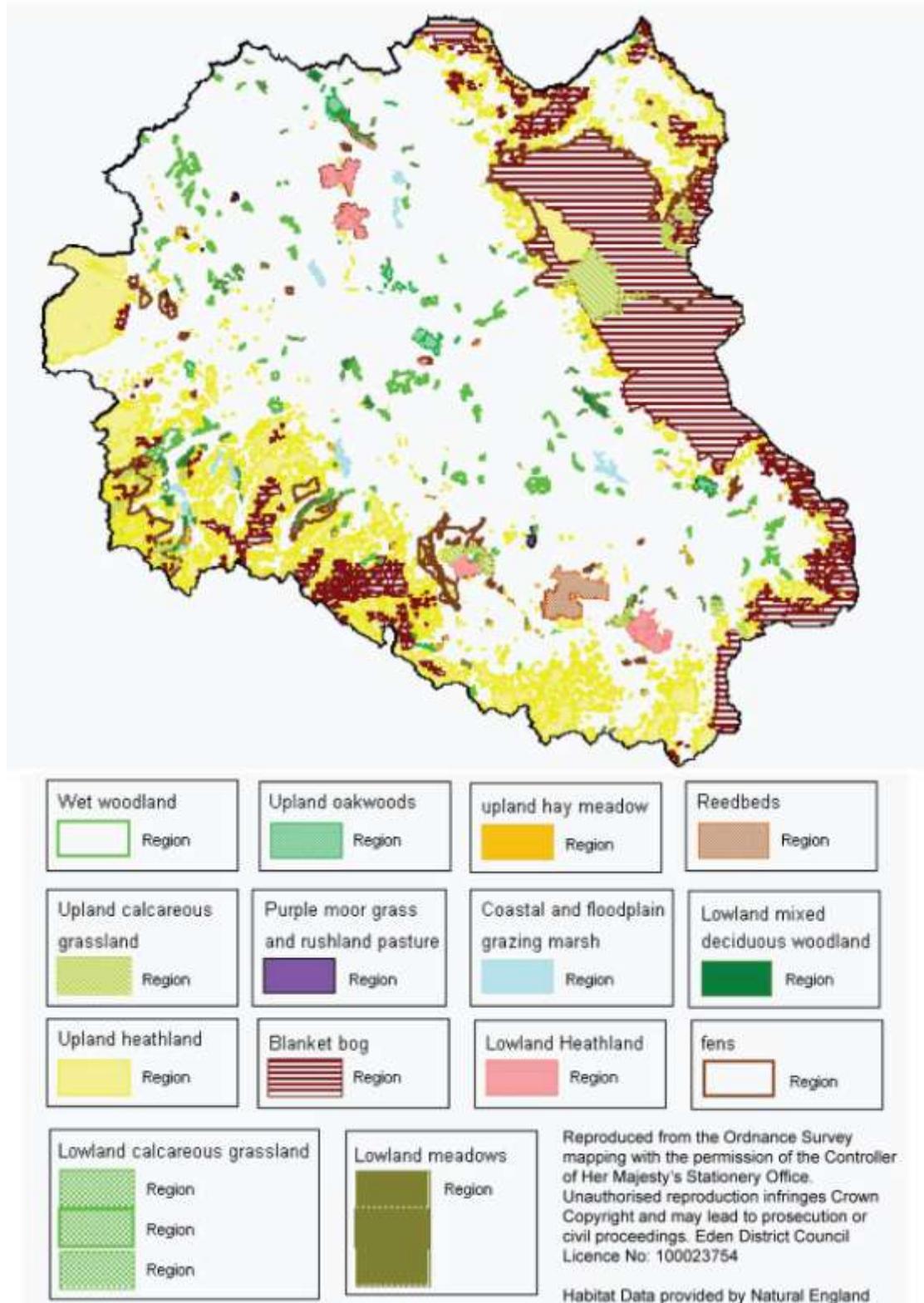


Figure10 (above) shows distribution of priority habitats which are found within Eden. It shows that there are extensive areas of blanket bog and upland heathland in Eden, as well as patches of numerous other priority habitats, although some of these are too small to display clearly on a map at this scale.

Figure 11 gives more accurate information on the areas of habitats covered by the Cumbria Biodiversity Action Plan within Eden. In total, there are 52,922 hectares of such habitats within Eden, representing 24.5% of the total area of the district.

<b>Figure 11: Area of Cumbria BAP Habitats</b>			
<b>Cumbria BAP Habitats</b>	<b>Total Area (ha)</b>	<b>% of District Area</b>	<b>% of all Cumbria Habitat</b>
Blanket Bog	29328.1	13.6	63.6
Calcareous Grassland	2576.3	1.2	56.3
Coastal Floodplain/ Grazing Marsh	614.7	0.3	2.8
Fen, Marsh and Swamp	8190.5	3.8	70.7
Hay Meadows and Pastures	282.3	0.1	46.3
Heathland	8464.9	3.9	26.5
Lowland Dry Acid Grassland	58.7	0	15.3
Lowland Raised Bog	108.4	0.1	2.5
Semi-Natural Woodland	3298.1	1.5	19.6
Outside BAP Habitat	162723.3	75.5	

The Cumbria Biodiversity Data Network have also supplied the Council with an up to date list of key species currently believed to occur in Eden. This list is too long for inclusion here, but will assist with future monitoring of this indicator.

Change in areas designated for their intrinsic environmental value including sites of international, national, regional, sub-regional or local significance **[COI 8ii]**:

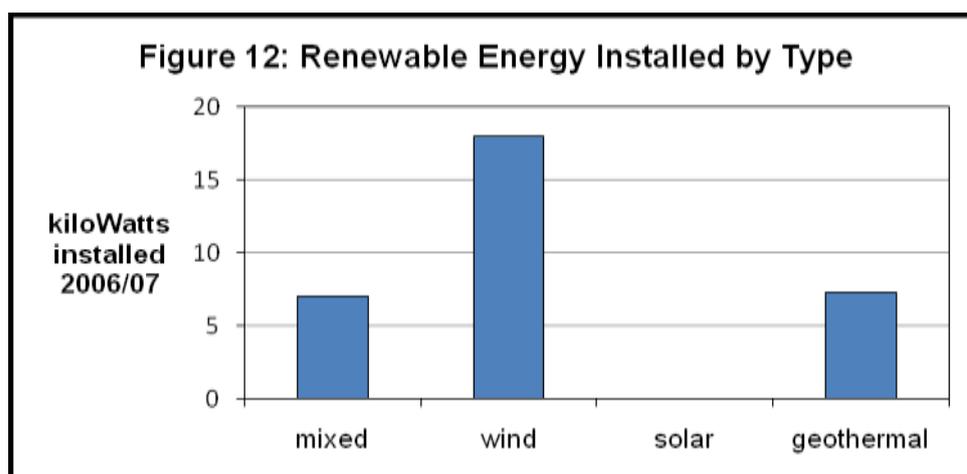
The Moor House – Upper Teesdale National Nature Reserve was declared in September 2006, replacing the previous nature reserves of Moor House and Upper Teesdale. The new nature reserve has a total area of 8669.74 hectares, larger than the previous combined area of 7399.90 hectares. However, almost all of the increase in protected area is outside Eden.

Adequate monitoring systems for sites of regional or local significance have still to be developed.

### **Renewable Energy**

Renewable energy capacity installed by type **[COI 9]**:

This remains difficult to monitor. 32.3kW (0.03MW) were installed in 2006/07, that the Council is aware of. This figure is smaller than the true amount, as there are some developments which have been installed, but for which we do not have capacity figures. The figures that we do have are broken down by type in figure 12.



## Analysis and Implications for LDF

As explained in chapter 1, Eden has a very high quality environment in terms of both its natural and built heritage. No significant changes impacting upon that environment have been recorded in 2006/07. However, the Council is currently considering designating further conservation areas in order to further protect the historic environment.

Information for core indicators 8 and 9 continues to be difficult to obtain. The Cumbria Biodiversity Data Network is making progress with the biodiversity evidence base for Cumbria and development of a Local Records Centre. This will assist with providing information on biodiversity for future Annual Monitoring Reports. Work is also ongoing to provide a more reliable figure for renewable energy installed in future years, although we will continue to be limited by what requires planning permission and approval under building regulations.

The LDF will seek to protect and enhance the environment through a raft of measures outlined in policies CS18 and CS19 of the Core Strategy Preferred Options paper. Detailed policies and site allocations will also have regard to environmental issues.

## D. Transport

### Contextual Indicators

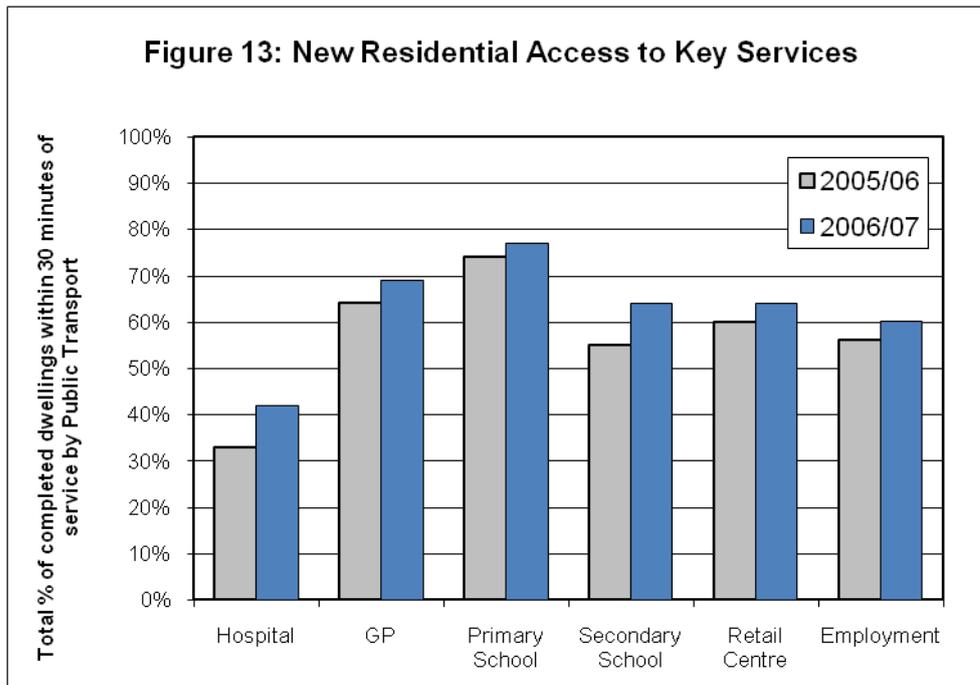
#### *Commuting and Car Ownership*

In 2001, 30.65% of residents travelled over 10km to work and 84.5% of households had access to at least one car or van.

### Core Indicators:

#### *Transport*

- **Car Parking Standards [COI 3a]:**  
4 out of 5 non-residential developments (80%) completed in 2006/07 met the relevant car parking standards
- **Accessibility of New Residential Development [COI 3b]:**  
Figure 13 shows the percentage of completed housing sites within 30 minutes travel time of key services by public transport.



### Analysis and Implications for LDF

The sparse rural character of the district described in chapter one means that access to services and employment by public transport remains difficult for many residents. The needs of a large number of residents to rely on private transport is reflected in the high rate of car ownership.

In addition, people often have to travel greater distances to access services and employment. The last census showed that 30.65% of Eden's residents travel further than 10km to get to work, compared to 27.78% in England as a whole. However, Figure 13 shows that most key services can be accessed by public transport from the majority of new developments. There has been an improvement in access to all the key services from new developments since last monitoring year, reflecting the increasing proportion of development which is now taking place in Key and Local Service Centres.

Recognising the challenges involved, the LDF will work to improve accessibility and transport in the district. It will focus development in Key and Local Service Centres, all of which have a bus or rail service Monday to Saturday and a range of services. The use of maximum car parking standards set by the RSS will also help ensure a balanced approach to transport and development. Although one development completed in the monitoring year is shown as having not met the relevant parking standards, this development was given permission in 2000, when the operational car parking standards were different from the current standards.

## E. Services and Facilities

### Core Indicators:

#### Local Services

<b>Figure 14: Retail, Office and Leisure Development</b>			
	Retail (A1, A2)	Office (B1(a))	Leisure (D2)
Amount of completed retail, office and leisure development respectively <b>[COI4a]</b>	0	318.68 m2	0
Amount of completed retail, office and leisure development respectively in town centres. <b>[COI4b]</b>	0	0 m2, 0%	0

Open spaces managed to green award flag standards in Eden [COI 4c] **Zero**

### Analysis and Implications for LDF

There was no retail or leisure development completed in Eden within the monitoring year, but there were two office developments. This is in contrast to last year, when 629m<sup>2</sup> of retail development and 4163m<sup>2</sup> of leisure development were completed. Figures from several years will be needed to give a representative picture of new service developments within the District, and what proportion is located in town centres.

The LDF cannot deliver services in isolation. However, the Council will work with partner organisations to encourage provision of services and facilities, and the LDF will help to facilitate this. Planning policy staff have been involved with the proposed New Squares development at Southend Road in Penrith, which was granted planning permission in autumn 2006 (and the Section 106 agreement completed April 2007). This will be a major contribution to future retail provision in the District.



## Appendix B – May 2007 LDS

	2007												2008												2009											
	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D
Core Strategy						?				?		△																								
Housing Development Plan Policy DPD				o								?										?		△											?	
Housing Site Allocations DPD				o								?										?		△											?	
Primary Development Control Policies DPD				o														?				△												?		
Proposals Map				o														?				△												?		
An Accessible & Inclusive Environment SPD	?																																			
Annual Monitoring Report																																				
Wind Energy Joint SPD																																				
Landscape Character Joint SPD																																				
North Pennines AONB Design Guide																																				

### Stages for Implementation:

### Key Milestones:

	Pre-production	◆	Commencement of Preparation Process
	Production	□	Public participation on Issues and Options
		■	Public participation on preferred options for Development Plan Document / Draft Supplementary Planning Document
	Examination	○	Submission of Development Plan Document to the Secretary of State – followed by 6 week public consultation
		★	Pre Examination Meeting
		△	Commencement of the Examination
	Adoption	●	Adoption

## Appendix C – Relevant Significant Effects Indicators

These indicators were last updated in March 2007, at the end of the monitoring year for this AMR.

Key
EDC figures unavailable; Cumbria/East Cumbria figures used instead
No local figures currently available

### 6. To create vibrant, active, inclusive and open-minded communities with a strong sense of local history

	Indicator	Local	Data Sources
6A	Settlement size and proportion	U – 48.4% T – 22.0% V – 19.4% D – 10.2%	CCC (2005)
6B	Participation in cultural and arts activities	4.27%	BVPI (2004-5)
6C	Vehicle crimes per 1000 population	4.6	BVPI (2005-6)
6D	Violent crime per 1000 population	11.3	BVPI (2005-6)
6E	Domestic burglaries per 1000 household	3.4	CRP (2004)
6F	No. road accident casualties	442	CCC; DFT (2006) (2005 DATA)
6G	Net migration of people	800 pa	ONS (2004-based projections)

## 9. To improve the quality of the built environment

	Indicator	Local	Data Sources
9A	No. conservation areas	22 (excludes LDNP)	EDC (2005)
9B	No. listed building entries	1612 (excludes LDNP)	EDC (2005)
9C	No. applications using Sustainable Drainage Systems	Monitoring arrangements not yet agreed	
9D	Properties at risk from flooding	2135	EA (2006)
9E	No. of Scheduled Monuments	298 (inc NP)	EDC (2006); ONS (2004)

## 14. To retain existing jobs and create new employment opportunities

	Indicator	Local	Data Sources
14A	Unemployment rate	0.8%	CEIP (November 06)
14B	Employment rate	85.9%	ONS (2006)
14C	Average weekly income	304.3	ONS (2005)
14D	% types of jobs (Manufacturing; Construction; Services; Tourism)	M-12.4%; C-6.2%; S-76.5%; T-20.8%	National Statistics - nomis (2003)
14E	Job density	0.95	Nomis (2004 data)
14F	Available employment land	37.25 ha	CCC (2006) (see figure 9 for latest figure)

## 16. To diversify and strengthen the local economy

	Indicator	Local	Data Sources
16A	Visitor numbers (millions)	2 million	EDC-STEAM (2005)
16B	Direct/Indirect total visitor expenditure (£s)	144.17 million	EDC-STEAM (2005)
16C	Total Visitor Days (replaces indicator on average stay in B+B)	3999.38	EDC-STEAM (2005)
16D	% VAT business registration	4.81	Nomis (2005 data)
16E	% VAT business deregistration	5.43	Nomis (2005 data)
16F	Business survival rates 12 months after opening	94.8	DTI (2001 data)
16G	% Class of business (A – agriculture/forestry; M – extraction, energy & manufacturing; D – distribution, hotels & catering)	A-19.2%; M-5.6%; D-28.8%	ONS (2002)

## Appendix D – Glossary of Terms

The table below contains the various abbreviations which are used throughout the Annual Monitoring Report and their definitions.

DPD	Development Plan Document	The documents that a local planning authority must prepare, and which have been subject to rigorous procedures of community involvement, consultation and independent examination
EIP	Examination in Public	The process during which an Inspector decides whether a DPD is sound and determines any changes which need to be made before the document can be adopted.
GONW	Government Office For The North West	Representatives of central government departments in the North West region
LDF	Local Development Framework	The LDF will contain a portfolio of LDDs which will provide the local authority's policies for meeting the community's economic, environmental and social aims for the future of their area where this affects the development of land.
LSP	Local Strategic Partnership	An overall partnership of people that brings together organisations from the public, private, community and voluntary sector within a local authority area, with the objective of improving people's quality of life
NWRA	North West Regional Assembly	Each of the regions outside of London has a regional chamber that the regions generally call "Regional Assemblies". They are responsible for developing and co-ordinating a strategic vision for improving the quality of life in a region. The Assembly is responsible for setting priorities and preparing certain Regional Strategies, including the RSS.
PPG	Planning Policy Guidance	Government statements of national planning policy gradually being superseded by PPSs
PPS	Planning Policy Statement	Government statements of national planning policy, being phased in to supersede Planning Policy Guidance notes
RPB	Regional Planning Body	See NWRA

RPG	Regional Planning Guidance	Regional Planning Policy Guidance issued for each region in England by the Secretary of State. Most RPG becomes the Regional Spatial Strategy until revised by replacement RSS
RSS	Regional Spatial Strategy	The RSS, incorporating a regional transport strategy, provides a spatial framework to inform the preparation of local development documents, local transport plans and regional and sub regional strategies and programmes that have a bearing on land use activities
SA	Sustainability Appraisal	Assessment of the social, economic and environmental impacts of the policies and proposals contained within the LDF
SCI	Statement of Community Involvement	Document explaining to stakeholders and the community, how and when they will be involved in the preparation of the LDF, and the steps that will be taken to facilitate this involvement
SEA	Strategic Environmental Assessment	Assessment of the environmental impacts of the policies and proposals contained within the LDF

## Appendix E – Indicator Definitions and Notes

### Housing and Population

#### Household Type and tenure

The terms used to describe tenure are defined as:

- Owned: either owned outright, owned with a mortgage or loan, or paying part rent and part mortgage (shared ownership).
- Other social rented includes rented from Registered Social Landlord, Housing association, Housing Co-operative and Charitable Trust.
- Rented from the Council refers to Rented from Council (local authority)/Scottish Homes in Scotland and Northern Ireland Housing Executive in Northern Ireland.
- Private rented: renting from a private landlord or letting agency, employer of a household member, a relative or friend of a household member or other person.

Living rent free' could include households that are living in accommodation other than private rented.

In general a household's accommodation is defined as an unshared dwelling if all the rooms are behind a door that only that household can use.

Figures have been randomly adjusted to avoid the release of confidential data.

#### Housing Trajectory Explanatory Notes

**Plan target:** this assumes that the figures in the draft RSS are adopted, giving Eden a target of 239 dwellings per annum between 2003 and 2021.

**Managed Target:** Up to and including 2005/06, the Council has been working to targets designed to bring completions down to the Structure Plan requirement of 170 dwellings per annum. These targets were relaxed somewhat during 2006/07 in anticipation that a greater number of dwellings would be allowed under the new RSS.

The managed targets from 2007/08 onwards are designed to reflect the draft RSS targets, and take into account the fact that completions and projected completions between 2003 and 2007 are significantly below 239 per annum. The higher managed target of 268 is the average number of houses which would need to be built between 2008/09 and 2020/2021 inclusive, in order to make up the shortfall over the length of the plan. From 2021/22 the Council would be back on track for the 239 target.

**Projected completions:** these columns show how completions might vary over the plan period. It is expected that completions in 2007/08 will not be significantly higher than in recent years, but that from 2008/09 completions will start to rise again.

#### Core Output Indicator 2 Definitions

The definition of dwelling (in line with the 2001 Census) is a self-contained unit of accommodation. Self-containment is where all the rooms in a household are behind a door, which only that household can use. Non-self

contained household spaces at the same address should be counted together as a single dwelling. Therefore, a dwelling can consist of one self-contained household space or two or more non-self-contained spaces at the same address.

Net additional dwellings are defined as new dwellings completed, plus gains from conversions less losses from conversions, plus gains from change of use less losses from change of use and less demolitions. 2a (ii) should give figures for net additional and gross dwellings. 'Current year' means the previous financial year which the AMR is reporting upon.

2a (iii): projected dwellings relate to sources of net additional dwellings to meet the requirement in the relevant development plan document. These must be based upon firm evidence of the contribution of the various components of housing supply that make up the total allocation.

This will include: (i) C3 outstanding planning permissions, (ii) adopted allocations (without planning permission) in local development frameworks, and (iii) windfall estimates as well as any other dwelling sources, including those identified in urban housing capacity studies.

2a (iv): annual net additional dwelling requirement is the annual rate of housing provision required in the relevant development plan document. As an interim measure, prior to the adoption of a development plan document requirement, an annualised average (ie total number of net additional dwellings to be provided by the plan divided by the number of years it covers) or housing requirement as specified in the relevant regional spatial strategy can be used as a proxy.

2a (v): this relates to the number of net additional dwellings required over the remaining plan period to meet the overall housing requirement set out in the relevant development plan document. It should take into account net additional dwelling completions identified in (i) & (ii) and should be expressed as a residual annual average.

2b: comparing (in percentage terms) numbers of completed dwellings (gross) and conversions of existing buildings provided on previously developed land (as defined in Annex C of PPG3), against total gross dwellings.

2c: new dwellings (gross) completed in each of the three different net density ranges as a percentage of total dwellings (gross). Definition of net density is set out in Annex C of PPG3 (March 2000).

2d: measuring gross and net additional affordable housing dwellings completed. Affordable housing is defined as: (i) wholly funded through registered social landlord and or local authorities, (ii) wholly funded through developer contribution or (iii) funded through a mix of public subsidy and developer contribution.

## **Economy and Business Development**

### **Core Output Indicator 1 Definitions**

1a: Employment type is defined by Use Class Orders (UCOs) B1 (a), (b) and (c), B2 and B8. Amounts should be defined in terms of completed gross internal floorspace (m<sup>2</sup>).

Gross internal floorspace is the entire area inside the external walls of a building and includes corridors, lifts, plant rooms, service accommodation eg toilets but excludes internal walls. The difference between gross external area and gross internal floorspace is typically between 2.5 and 5%.

Note: Category B1a is also captured under the Local Services indicator 4a. Care should be taken to avoid double counting where the analysis of office space is involved.

1b: Measuring the amount of completed gross internal floorspace (m<sup>2</sup>) for B1 (a), (b) and (c), B2 and B8, within employment or regeneration areas defined and allocated in the local development framework.

1c: The amount and percentage of completed gross internal floorspace (m<sup>2</sup>) of B1 (a), (b) and (c), B2 and B8 upon previously developed land (as defined in Annex C of PPG3 (March 2000)).

1d: Land (in hectares) which is available for employment use, being defined as (i) sites defined and allocated in the local development framework, and (ii) sites for which planning permission has been granted for (UCOs) B1 (a), (b) and (c), B2 and B8.

1e: The amount of land (in hectares) which was available for employment (UCOs B1 (a), (b) and (c), B2 and B8), in the previous monitoring year (1d) but has been lost to completed non-employment uses in the current monitoring year:

- within the authority area; and
- within employment or regeneration areas (defined and allocated in the local development framework).

1f: Where land is lost to development identified in 1e, the amount which is lost to completed residential development (C3).

## **Built and Natural Environment**

### **Core Output Indicator 7**

This is a proxy measure of (i) inappropriate development in the flood plain and (ii), development that adversely affects water quality.

### **Core Output Indicators 8 Definitions**

'change' to be considered in terms of impact of completed development, management programmes and planning agreements. Measurement includes additions and subtractions to biodiversity priority habitats (hectares) and numbers of priority species types. Regional targets for biodiversity priorities are compiled by regional biodiversity partnerships, reflecting those in the national biodiversity action plan and those agreed by local biodiversity partnerships at the sub-regional level. Priority habitats and species are found in designated sites and the wider landscape.

Areas of environmental value should be measured in hectares.

### **Core Output Indicator 9 Definitions**

Renewable energy types include bio fuels, onshore wind, water, solar energy and geothermal energy. Figures should be in megawatts.

'Installed' means completed and available for operation.

## **Transport**

### **Core Output Indicator 3 Definitions**

Amount also includes the percentage.

Residential development is the net additional dwellings for the current year. Net additional dwellings are defined as new dwellings completed, plus gains from conversions less losses from conversions, plus gains from change of use less losses from change of use and less demolitions. 2a (ii) should give figures for net additional and gross dwellings. 'Current year' means the previous financial year which the AMR is reporting upon.

Public transport time: The calculation of public transport time is a threshold measure which can be calculated by using local timetables; interchange times on scheduled arrival times of connecting public transport services and walking distances to access points. (Further guidance and examples of threshold measures can be found in the DfT Technical Guidance on Accessibility Planning in Local Transport Plans<sup>1</sup>).

When measuring from large sites, measurement should be taken from the most relevant major public transport nodal point(s) within that area or where this is not possible the most appropriate access point(s).

GP/Hospital: GPs' surgeries and hospitals are NHS facilities as identified by the Department of Health database. Further details can be found on the NHS Gateway website.

Primary/secondary schools: State schools as identified by DfES in its database (EduBASE).

Major Retail Centres: The areas identified as being city, town, or district centres (as defined in PPS6) identified in the local development framework and on the adopted proposals map. Major retail centres should also include any out of centre or out of town regional and sub regional shopping centres that authorities feel meet a range of the criteria set out in Table 3 of Annex A of PPS6 (March 2005).

Areas of Employment: Identified as those super output areas that have 500+ jobs within them. Super output areas are area units used in the ONS NOMIS census data. This assists with identifying out of town employment sites such as factories or industrial parks.

## **Services and Facilities**

### **Core Output Indicator 4 Definitions**

4a: The completed amount of gross internal floorspace (m<sup>2</sup>) for UCOs B1 (a), A1, A2 and D2. Where development is for UCO A1 the amount (m<sup>2</sup>) of trading floorspace, of the total gross internal floorspace (m<sup>2</sup>) should be provided.

Trading floorspace is defined as sales space which customers have access to (excluding areas such as storage).

Gross internal floorspace is the entire area inside the external walls of a building and includes corridors, lifts, plant rooms, service accommodation eg toilets but excludes internal walls. The difference between gross external area and gross internal floorspace is typically between 2.5 and 5%.

Note: Category B1a is also captured under the Business Development indicators. Care should be taken to avoid double counting where the analysis of employment space is involved.

4b: The amount and percentage of completed gross internal floorspace (m<sup>2</sup>) of B1 (a), A1, A2 and D2 occurring in town centres. Town centres are defined in the local development framework and on the adopted proposals map.

4c: The amount and percentage of total open space managed to Green Flag Award standards. Figures should be given in hectares. Open space is defined as all publicly accessible open space, whether public or privately owned. Data for total open spaces should be available from authorities' audits of open spaces and recreation facilities as required by PPG172. Eligible open space means areas that are managed to Green Flag Award scheme standards, ie they do not have to have the award itself. The award is a marker of good quality in the management and maintenance of green spaces and can be awarded to any freely accessible public park or green space that meets the standard. This can include town parks, country parks, formal gardens, nature reserves, local nature reserves, cemetery and crematoria, water parks, open spaces, millennium greens, sites of special scientific interest and woodlands. Sites need not be in local authority or public ownership but there should not be any charges made, or undue restrictions, on entry to the park or green space. Independent verification of whether a space has reached the standard is made through the award of the Green Flag or Green Pennant Awards are made on an annual basis (see [www.greenflagaward.org.uk](http://www.greenflagaward.org.uk) or tel 0151 709 1969 for more details).

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