



# Eden Local Plan

**Proposed Changes to the Draft Settlement Hierarchy**

**Update Paper**

**July 2015**

## Why has this paper been produced?

- 1) This short paper explains some of the changes we are proposing to make to what is known as our 'settlement hierarchy' in the forthcoming Local Plan. We wanted to explain the possible changes and allow people to comment prior to the District Council asking for further comments and then submitting the plan to the Government for independent scrutiny.

## What is a settlement hierarchy and what is its purpose?

- 2) The Preferred Options Local Plan published in July 2014 proposed a settlement hierarchy of a principal town (Penrith), three market towns (Alston, Appleby and Kirkby Stephen), twenty 'key hubs' and over a hundred 'villages and hamlets'. This proposed hierarchy was a way of directing amounts of new housing to our towns and villages, by setting the percentages of housing we expected to go to each tier. Land would then be allocated for housing accordingly and development rates monitored to see if the plan was working.

## How do we produce a settlement hierarchy?

- 3) In practice there is no set way of doing it. We use a combination of past development rates, suggested development sites, the number of services in each settlement and finally some local knowledge and common sense. The difficult part is how we consistently identify the villages where an element of small scale housing development may come forward. We need some way of transparently deciding on our list, not least because our strategy will have to be explained and defended as we take the plan through independent examination.

## What is currently proposed?

- 4) In our 2014 Local Plan 'Preferred Options' document we proposed the following hierarchy:

Towns	New Homes	Percent	Housing Allocations?
Penrith	1800	50%	Yes
Alston	144	4%	Yes
Appleby	324	9%	Yes
Kirkby Stephen	252	7%	Yes
Total Towns	<b>2520</b>	<b>70%</b>	
Rural Areas			
Key Hubs	720	20%	Yes
Villages and Hamlets	360	10%	No

- 5) Twenty '**Key Hubs**' were identified where some small scale housing growth was anticipated and land was proposed to be allocated for new houses in some:

- |                            |                  |
|----------------------------|------------------|
| • Armathwaite              | • Nenthead       |
| • Brough and Church Brough | • Orton          |
| • Clifton                  | • Plumpton       |
| • Greystoke                | • Ravenstonedale |
| • Hackthorpe               | • Shap           |
| • High Hesket              | • Stainton       |
| • Kirkby Thore             | • Tebay          |
| • Langwathby               | • Temple Sowerby |
| • Lazonby                  | • Warcop         |
| • Low Hesket               | • Yanwath        |

- 6) To qualify as a key hub, a settlement was to have the following core facilities:

- Daily public transport to larger centres. To qualify, a settlement must have either a bus or rail service to a town either within, or outside of Eden.
- Either a GP surgery or a primary school

- 7) We then defined a list of 90 smaller settlements under the classification **Villages and Hamlets**. The list comprised:

Aiketgate, Ainstable, Blencarn, Blencow, Bolton, Brackenber, Brampton, Brough Sowerby, Brougham, Burrels, Calthwaite, Catterlen, Cliburn, Colby, Crackenthorpe, Croglin, Crosby Garrett, Crosby Ravensworth, Culgaith, Drybeck, Dufton, Eamont Bridge, Edenhall, Ellonby, Gaisgill, Gamblesby, Garrigill, Glassonby, Great Asby, Great Musgrave, Great Ormside, Great Salkeld, Great Strickland, Hartley, High Bank Hill, Hilton, Hoff, Hunsonby, Hutton End, Ivegill, Johnby, Kaber, Keld, Kelleth, Kings Meaburn, Kirkland, Kirkoswald, Knock, Laithes, Lamonby, Little Asby, Little Musgrave, Little Salkeld, Little Strickland, Long Marton, Longdale, Maulds Meaburn, Melkinthorpe, Melmerby, Milburn, Millhouse, Morland, Motherby, Murton, Nateby, Newbiggin (Ains.), Newbiggin on Lune, Newbiggin (Dacre), Newbiggin (TS), Newby, Newton Reigny, North Dykes, Ousby, Outhgill, Reagill, Renwick, Roundthwaite, Ruckcroft, Salkeld Dykes, Sandford, Skelton, Skirwith, Sleagill, Sockbridge and Tirril, Soulby, Southwaite, Unthank, Waitby, Winskill, Winton.

- 8) Development was to be limited to infill sites or rounding off existing development in settlements to meet local need only.

### What's happened since?

- 9) Firstly, following the publication of the Preferred Local Plan in Summer 2014 Cumbria County Council bus subsidy withdrawals led to the cancellation of a number of bus services, meaning a number of those settlements proposed as key hubs no longer have daily public transport. Additionally, Ravenstonedale primary

school is due to close. In particular the cancellation of the daily 106 bus service between Kendal and Penrith, and the 105 serving Greystoke would remove Shap, Tebay, Greystoke, Clifton, Orton, Nenthead and Hackthorpe from the list as they no longer have a daily bus service. These are some of the largest and best served villages in terms of services provided within them and we feel it would be illogical to restrict future development in these locations compared with smaller, less well served villages that would remain in the key hub category due to continued daily public transport provision. Additionally the future of existing public transport in the rural areas is uncertain, and the list of key hubs would be vulnerable to future changes if the strict public transport criterion continues to be applied.

- 10) Secondly, we were also proposing to move from 46 'Local Service Centres' in our current planning framework (the 2010 Core Strategy) to 20 Key Hubs. We received some comments wanting other settlements identified. In addition such a reduction in the number meant fewer villages receiving more development – we now think it better that development is more evenly spread through the identification of additional hubs. This will also help reduce the risk of our development strategy not being fully fulfilled.
- 11) Thirdly, we received some requests for additional settlements to be included in our list of smaller villages and hamlets. This led us to revisit the list and revise how we identified villages and hamlets on a more consistent basis.
- 12) Fourth, since publishing our last draft it has proved difficult to come up with a robust list of housing allocations in the village hubs that will stand the test of time. This is because a Local Plan takes several years to prepare and in that time there is an element of the 'goalposts moving' in terms of planning applications being permitted or neighbourhood plans being prepared proposing different sites or scales of development to those in the Local Plan.

## What is now proposed?

To take account of these changes we are proposing that in the next version of the plan (due for further consultation in early October) three changes will be made to the settlement hierarchy:

- We will revise our list of key hubs using a slightly different set of criteria, and identify twenty seven Key Hubs
- We will not allocate housing land in these hubs, instead we will leave it to neighbourhood plans and planning applications coming forward to decide when and where development is located
- We will slightly revise our list of villages and hamlets to make sure they are consistently identified.

## Revising the list of key hubs.

*What's now being proposed?*

- 13) We aim to take a pragmatic approach to identifying hubs, based on a combination of size of settlement and level of service provision. We are proposing that twenty seven '**Key Hubs**' are identified where we expect modest amounts of market led development to occur, to help meet local need and enable services to be protected

and enhanced. Villages are to be identified as hubs if they contain more than one hundred properties and at least three key services taken from a list of a primary school, post office, shop, village hall, pub, GP surgery and church. We are also proposing to remove any villages from the list if they meet these criteria and but lie within the North Pennines Area of Outstanding Natural Beauty This would exclude Nenthead and Melmerby, both of which have limited development opportunities for larger housing sites in any case. In addition the future of Nenthead Primary School is currently under review as part of Cumbria County Council’s consultation on education provision across Alston Moor.

14) This would provide the following list:

<ul style="list-style-type: none"> <li>• Armathwaite</li> <li>• Bolton</li> <li>• Brough and Church Brough</li> <li>• Clifton</li> <li>• Culgaith</li> <li>• Great Asby</li> <li>• Great Salkeld</li> <li>• Greystoke</li> <li>• Hackthorpe</li> <li>• High Hesketh</li> <li>• Kirkby Thore</li> <li>• Kirkoswald</li> <li>• Long Marton</li> <li>• Low Hesketh</li> </ul>	<ul style="list-style-type: none"> <li>• Langwathby</li> <li>• Lazonby</li> <li>• Morland</li> <li>• Newton Reigny</li> <li>• Orton</li> <li>• Plumpton</li> <li>• Shap</li> <li>• Skelton</li> <li>• Sockbridge and Tirril</li> <li>• Stainton</li> <li>• Tebay</li> <li>• Temple Sowerby</li> <li>• Warcop</li> </ul>
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15) All of these villages are designated as ‘Local Service Centres’ in current policy (our 2010 Core Strategy) with the exception of Low Hesketh, Newton Reigny and Great Salkeld.

16) New on the list from our Preferred Options consultation document we published last year are Bolton, Culgaith, Great Asby, Great Salkeld, Kirkoswald, Long Marton, Morland, Newton Reigny, Skelton and Sockbridge and Tirril. Nenthead (in the AONB) and Ravenstonedale (School Closure) have been removed from the 2014 list, as has Yanwath as it falls well below the 100 of more existing properties criterion.

17) In reviewing this list we were also mindful to make sure we avoid identifying and remote villages not served by any form of public transport. All of the identified Key Hubs do have some form of bus service (albeit not necessarily daily) and are reasonably close to one of our towns – Tebay is the furthest away from a town at 11.5 miles to Kirkby Stephen.

- 18) We considered some alternative ways of distributing new housing back in April 2014<sup>1</sup>. In reviewing options again, in deciding on the option now set out in the paper we also considered retaining the approach proposed in the 2014 Proffered Options document detailed at the beginning of this paper. The 'pros' for this is that it would allow us to keep the existing evidence base and the methodology had been consulted on and generally supported. The 'cons' however are that it is no longer logical, consistent, transparent and defensible given changing nature of public transport provision. In addition, pursuing a lower number of 20 Key Hubs the number would remove lots of settlements compared to the 2010 Core Strategy approach, leading to increased development pressure on those identified. We therefore consider this new way of identifying Key Hubs to be a logical and pragmatic response to changing nature of rural public transport provision.

## Revising the list of villages and hamlets

- 19) The list published in 2014 began with a list of 65 villages sets out in Policy HS2 of the 1996 Local Plan, plus new villages over ten dwellings. We received a number of comments asking for settlements to be added. To make sure any new suggestions were consistent with the existing list we carried out the exercise again to identify all villages with a group of ten or more dwellings in a coherent group (excluding proposed hubs). This resulted in the following list of 89 villages:

- Aiketgate, Ainstable, Blencarn, Blencow, Brackenber, Brampton, Brough Sowerby, Brougham, Burrells, Calthwaite, Catterlen, Cliburn, Clifton Dykes, Colby, Crackenthorpe, Croglin, Crosby Garrett, Crosby Ravensworth, Dufton, Eamont Bridge, Edenhall, Ellonby, Gaisgill, Gamblesby, Garrigill, Glassonby, Great Musgrave, Great Ormside, Great Strickland, Greystoke Gill, Hartley, High Bank Hill, Hilton, Hunsonby, Hutton End, Ivegill, Johnby, Kaber, Keld, Kelleth, Kings Meaburn, Knock, Laithes, Lamonby, Leadgate, Little Asby, Little Musgrave, Little Salkeld, Little Strickland, Longdale, Low Braithwaite, Low Moor, Maulds Meaburn, Melkinthorpe, Melmerby, Milburn, Millhouse, Motherby, Murton, Nateby, Nenthead, Newbiggin (Ains), Newbiggin (Dacre), Newbiggin (Temple Sowerby), Newbiggin-on-Lune, Newby, North Dykes, Old Town (High Hesket), Ousby, Outhgill, Pallet Hill, Raisbeck, Ravenstonedale, Reagill, Renwick, Roundthorn, Roundthwaite, Ruckcroft, South Dykes, Sandford, Skirwith, Sleagill, Soulby, Southwaite, Unthank (Gamblesby), Waitby, Winskill, Winton, Yanwath.
- New in the list: Clifton Dykes, Greystoke Gill, Leadgate, Low Braithwaite, Low Moor, Nenthead, Old Town (High Hesket), Pallet Hill, Raisbeck, Ravenstonedale, Roundthorn, South Dykes and Yanwath
- Removed from the list: Bolton, Culgaith, Great Asby, Great Salkeld, Kirkoswald, Long Marton, Morland, Newton Reigny, Skelton, and Sockbridge & Tirril (now Key Hubs), and Drybeck, Hoff, Kirkland, and Salkeld Dykes (too small/dispersed).

## Non-allocation of housing and employment land in Key Hubs

- 20) As mentioned in paragraph 12 it has proved difficult to come up with a robust list of housing allocations in the village hubs that will stand the test of time. We have found

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<sup>1</sup> Housing Distribution Options Paper: <http://www.eden.gov.uk/EasySiteWeb/GatewayLink.aspx?allId=43753>

that a combination of planning applications being submitted and approved as the plan progresses, together with neighbourhood planning activity are constantly making substantial changes to any allocation strategy we devise, given the small numbers of homes that are anticipated to come forward in the hubs beyond current planning commitments. The result is the risk that allocations strategy for the key hubs we set out becoming overtaken by events, and potentially undeliverable, as the plan moves towards adoption. To illustrate, new housing sites at Clifton, Stainton, Lazonby and High Hesket have been permitted since we last produced a draft plan, which would make a significant difference to how we would need to allocate sites if we were to do it again. Neighbourhood plans are also coming forward at Langwathby, Lazonby and Bolton with other Parishes also considering their own plans. We do not wish to prematurely allocate sites that may be against the wishes of any Parish and would prefer to work with them to identify land using the evidence we have amassed as part of work on the Local Plan.

- 21) Alongside this paper the District Council has published a draft 'Land Availability Assessment' (LAA) which sets out all the possible land that has been considered for housing throughout the district, and takes a view on whether it is developable and deliverable. Should villages wish to produce a neighbourhood plan which identified new housing sites this makes a good starting point, and we will work with any Parish Councils that want to take this route. In addition, information in this assessment will be used to inform any decisions on submitted planning applications for housing in our rural areas.

## Contact

- 22) If you have any comments on this paper please send them to:

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## Appendix 1 – List of Key Hubs With Services

The following table sets out all villages with 100 or more dwellings (measured through council tax records) and current service provision.

	Settlement	Core Strategy Designation	Preferred Local Plan Designation 2015	Primary School	Post Office	Shop	Village Hall	Pub	GP	Church	Number of facilities	Notes
1	Shap	LSC	Key Hub	Y	Y	Y	Y	Y	Y	Y	7	Lost 106 daily bus service in autumn 2014. Funding for Tuesday, Thursday and Fridays service to Penrith (1 a day) agreed January 2015. College day service to Kendal.
2	Stainton	LSC	Key Hub	Y	Y	Y	Y	Y		Y	6	
3	Lazonby	LSC	Key Hub	Y	Y	Y	Y	Y		Y	6	
4	Kirkby Thore	LSC	Key Hub	Y	Y	Y	Y	Y		Y	6	
5	Brough & Church Brough	LSC	Key Hub	Y	Y	Y	Y	Y	Y	Y	7	
6	Tebay	LSC	Key Hub	Y	Y	Y	Y	Y	Y	Y	7	Lost 106 daily bus service in autumn 2014. College days service to Kendal, and Tuesday, Thursday and Fridays service being reintroduced to Penrith (1 bus per day).
7	Langwathby	LSC	Key Hub	Y	Y	Y	Y	Y		Y	6	
8	Greystoke	LSC	Key Hub	Y	Y	Y	Y	Y		Y	6	Lost 105 bus service in autumn 2014.
9	Kirkoswald,	LSC	Key Hub	Y	Y	Y	Y	Y	Y	Y	7	
10	Sockbridge and Tirril	LSC	Key Hub			Y	Y	Y			3	
11	Culgaith,	LSC	Key Hub	Y		Y	Y	Y		Y	5	
12	Clifton,	LSC	Key Hub	Y			Y	Y		Y	4	Lost 106 daily bus service in autumn 2014. College days service to Kendal, and Tuesday, Thursday and Fridays service being



	Settlement	Core Strategy Designation	Preferred Local Plan Designation 2015	Primary School	Post Office	Shop	Village Hall	Pub	GP	Church	Number of facilities	Notes
												reintroduced to Penrith (1 bus per day).
13	Temple Sowerby	LSC	Key Hub	Y			Y	Y	Y	Y	5	
14	Long Marton,	LSC	Key Hub	Y			Y	Y		Y	4	
15	Bolton,	LSC	Key Hub	Y			Y	Y		Y	4	
16	Morland,	LSC	Key Hub	Y		Y	Y	Y		Y	5	
17	Orton	LSC	Key Hub	Y	Y	Y	Y	Y		Y	6	Lost 106 daily bus service in autumn 2014. College days service to Kendal, and Tuesday/Thursday/Friday service being reintroduced to Penrith (1 bus per day).
	Nenthead	LSC	Village/Hamlet	Y	Y	Y	Y	Y	Y	Y	7	In the North Pennines AoNB
18	Armathwaite	LSC	Key Hub	Y	Y	Y	Y	Y		Y	6	
19	Warcop	LSC	Key Hub	Y			Y	Y		Y	4	
20	Great Salkeld		Key Hub				Y	Y		Y	3	
	Eamont Bridge		Village/Hamlet				Y	Y			2	Lost 106 daily bus service in autumn 2014. College days service to Kendal, and Tuesday, Thursday and Fridays service being reintroduced to Penrith (1 bus per day). Fellrunner Thursday only.
21	Plumpton	LSC	Key Hub	Y	Y	Y				Y	4	
22	Skelton,	LSC	Key Hub	Y	Y	Y	Y	Y		Y	6	
23	Hackthorpe,	LSC	Key Hub	Y			Y	Y			3	Lost 106 daily bus service in autumn 2014. College days service to Kendal, and Tuesday, Thursday and Fridays service being reintroduced to Penrith (1 bus per day).

	Settlement	Core Strategy Designation	Preferred Local Plan Designation 2015	Primary School	Post Office	Shop	Village Hall	Pub	GP	Church	Number of facilities	Notes
24	Low Hesket		Key Hub				Y	Y	Y		3	
25	Great Asby	LSC	Key Hub	Y			Y	Y		Y	4	
	Cliburn		Village/Hamlet				Y			Y	2	
26	High Hesket	LSC	Key Hub	Y				Y		Y	3	
27	Yanwath	LSC	Key Hub	Y	Y		Y	Y			4	
28	Newton Reigny,		Key Hub				Y	Y		Y	3	
	Newbiggin (Dacre),		Village/Hamlet				Y				1	
	Melmerby,	LSC	Village/Hamlet			Y	Y	Y		Y	4	Pub reopened June 2015. In the North Pennines AoNB