

# **Eden Local Plan**

## **Sustainability Appraisal Scoping Report**

**February 2014**



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# 1. Non-Technical Summary

## Introduction

- 1.1. This document is the scoping stage of sustainability appraisal, used to inform the development of Eden's draft Local Plan. In the early stages of plan making, it is necessary to outline any potential impacts that may arise as a result of an emerging plan.
- 1.2. The Council is required to appraise the sustainability of its proposed policy framework at each stage of development. This is done through the publication of a Sustainability Appraisal, which incorporates the key themes of the Strategic Environmental Assessment.
- 1.3. The scoping report will assess any local challenges based on the current position, and determine likely issues that may arise as part of the plan.
- 1.4. The document will be sent to key stakeholders, including environmental agencies and neighbouring authorities for comment. This will be undertaken as part of a 5 week consultation.

## The Draft Local Plan

- 1.5. The Authority has already made significant progress in the preparation of its Local Development Framework (LDF). In March 2010 Eden adopted its Core Strategy DPD, which included a range of spatial policies to grow the districts economy and policies for the conservation of built/natural assets. In 2013 two draft land allocations strategies have published for consultation, looking at the potential suitability of housing and employment sites.
- 1.6. Under the Government's National Planning Policy Framework (NPPF) Local Planning authorities are now charged with producing a single Local Plan for their area. The Council has been working to add policies and sites to its existing Core Strategy to form an eventual full Local Plan. The intention was to combine the housing and employment sites and policies and publish them for further consultation before taking them through independent examination and on the adoption.
- 1.7. The draft Local Plan will contain the following:
  - Existing policies from the 2010 Core Strategy DPD, which may be updated to reflect changes in national and local policy.
  - Land allocations to support the growth strategy in the plan.
  - A number of detailed development management policies.

## Purpose of the Sustainability Appraisal

- 1.8. The council is legally required to undertake an SA of the Local Plan to ensure that social, environmental and economic considerations are fed into each stage of document

production. The SA will be developed in a way that it will be compliant with the requirements of the European SEA Directive<sup>1</sup>, transposing the Directive into UK law<sup>2</sup>.

1.9. The main objectives of the SA will be to address the following:

- Ensure that the Local Plan accounts for policies, plans and programmes on an international, national and local scale.
- Establish a baseline assessment of Eden, outlining the environmental, social and economic characteristics and raising any issues that the plan will need to account for.
- Creating a sustainability framework that respects the sustainability of Eden.
- Testing sites and policies as part of the Local Plan against the Eden sustainability framework to assess the impact of the policy options, including the preferred option.
- Ensuring that realistic and meaningful alternative options are tested as part of the process, reflecting on potential improvements to the Local Plan.

1.10. The scoping report will need to cover a range of information to demonstrate consistency with the SEA Directive. The stages are outlined below:

**Table 1: Stages of Local Plan Preparation & Sustainability Appraisal**

<b>Local Plan Pre-production – SA Stage A: Setting the context and objectives, establishing the baseline and deciding on the scope</b>	
<b>SA Stages</b>	<b>SA Process</b>
A1: Identifying other relevant policies, plans and programmes, and sustainability objectives.	Brings together a range of information to address potential constraints and influence options.
A2: Collecting baseline information.	Helps identify sustainability problems by creating indicators based on gathered evidence.
A3: Identifying sustainability issues and problems.	Opportunity to define key issues for the LP and bring forward any potential tensions or inconsistencies that may arise.
A4: Developing the SA framework.	The framework provides a way in which the sustainability effects can be appraised.
A5: Consulting on the scope of the SA.	Views sought from statutory bodies in 5 week consultation. <sup>3</sup>

<sup>1</sup> Directive 2001/42/EC of the European Parliament and of the Council of 27 June 2001 on the assessment of the effects of certain plans and programmes on the environment

<sup>2</sup> S19(5) of the Planning & Compulsory Purchase Act

<sup>3</sup>Table adapted from Sustainability Appraisal of Regional Spatial Strategies & Local Development Documents [Archived] (ODPM 2006). Accessed 06/02/2014

1.11. The scoping report has been drafted to meet the stages outlined in the ODPM guidance. Each of the SEA topic areas has been addressed in a separate section, which introduces the legislative framework and the local context related to that topic. Any notable sustainability issues that arise in each section will be noted, and indicators will be defined which will assist in testing proposals in the Local Plan to understand likely impacts.

## Consultation

1.12. In accordance with the regulations<sup>4</sup>, environmental reports produced by the local planning authority should be subject to a 5 week consultation with the relevant environmental bodies. In England, these organisations are

- Natural England
- English Heritage
- Environment Agency

1.13. This document will be published on Eden District Council's website, and made available in Council offices throughout the district. Members of the public and interested organisations will be permitted to comment on the content of the scoping report in accordance with Eden's Statement of Community Involvement. In addition to the statutory consultees, a number of selected organisations will also be written to inviting comments. More detail of this can be found in section 18.

1.14. The consultation of the Local Plan SA Scoping will take place between 24<sup>th</sup> February and 30<sup>th</sup> March.

## 2. Introduction

### Characteristics of Eden

1.15. Eden is a rural authority situated in the North West of England in eastern Cumbria. It has an area of 2,156 km, making it the second largest district in England and Wales. In 2011, the population of Eden was 52,564, meaning it has the lowest population density of any English district. A high proportion of the population is scattered throughout small villages across a wide rural area, with more than half the population (29,361 or 55.8%) living outside the four main towns of Penrith, Alston, Appleby and Kirkby Stephen.

1.16. A substantial part of the area comprises landscapes which have been recognised for their high quality and diversity. These include the North Pennines AONB, significant parts of the Lake District National Park, and a number of areas including parts of the Eden Valley, the Pennine foothills, Westmorland Fells, Howgills and Greystoke Forest.

1.17. There are excellent road transport links running east / west along the A66 trunk road and north / south via the M6 and A6, however given the rural nature of the district, many residents are reliant on car use for commuting and accessing services. The West Coast Mainline provides direct rail links to the north and south (including London, Manchester Edinburgh) and the regional

<sup>4</sup> British Government (2004) The Environmental Assessment of Plans and Programmes Regulations. 12 (5& 6)  
Eden Local Plan SA Scoping Report

railways link from Carlisle to Leeds (via Settle / Carlisle) is of particular importance to settlements in the Eden Valley.

## Eden Local Plan

- 2.1. Eden District Council has made a formal commitment to revise its planning framework, through the production of a Local Plan, which will guide development in the district for a 15 year period after document adoption.
- 2.2. The document will replace the majority of Eden's planning framework, superseding the 2010 Core Strategy DPD, saved policies in the 1996 Local Plan and progress made to date on the preferred housing/employment sites documents.
- 2.3. The Local plan will be drafted with the objectives of the governments National Planning Policy Framework (NPPF) in mind. This document permits a deal of flexibility to stimulate economic growth and encourage house building that will contribute towards meeting national housing shortages. The Local Plan will include the following topic areas:
  - Development of spatial policies which set targets for growth in Eden linked to visions and objectives for the district over the plan period.
  - Allocations of land, including housing, employment, retail, open space
  - Detailed development management policies
  - Detailed strategies for the implementation of sites and policies
  - Indicators for Local Plan monitoring

Related to this, the need to make sure that a new plan contains sufficient housing allocations to make sure the Council meets its requirement to maintain a five year supply of deliverable housing sites. Because of past under-delivery we cannot currently demonstrate this requirement, meaning our current strategy is considered out of date under the terms of the National Planning Policy Framework.

## Sustainability & Planning

- 2.4. There is a statutory requirement to prepare a sustainability appraisal of the Draft Local Plan, to ensure that social, economic and environmental considerations are accounted for throughout all stages of plan preparation. There are different definitions of sustainable development, however the most commonly adopted was defined by the Brundtland Report in 1987. The report called for a rethink of how politics could work towards development "*that meets the needs of the present without compromising the ability of future generations to meet their own needs*"<sup>5</sup>. This was the first definition, which considered the balance between the limits of growth and understanding the limitations of the environment in meeting social and environmental needs.

<sup>5</sup> Report of the World Commission of Environment & Development: Our Common Future  
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2.5. On a national level, the UK launched a sustainable development strategy in 2005<sup>6</sup>, with the aim of meeting the following objectives:

- Living within the planet's environmental limits;
- Ensuring a strong, healthy and just society;
- Achieving a sustainable economy;
- Promoting good governance; and
- Using sound science responsibly.

<sup>6</sup> Defra (2005) Securing the Future – UK Government Sustainable Development Strategy  
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### 3. Statutory requirements of the Sustainability Appraisal

- 3.1. There is a statutory requirement to prepare a sustainability appraisal of the Draft Local Plan, to ensure that social, economic and environmental considerations are accounted for throughout all stages of plan preparation.
- 3.2. SEA is required by the Environmental Assessment of Plans and Programmes Regulations 2004 (the 'SEA Regulations') which in turn is derived from the European Directive 2001/42/EC<sup>7</sup> (known as the SEA Directive). The SEA Regulations require the assessment of plans and programmes which are likely to have significant environmental effects. Development Plan Documents are considered to have significant environmental effects, and therefore require SEA.
- 3.3. The Planning and Compulsory Purchase Act 2004<sup>8</sup> requires the SA for Development Plan Documents (DPD) and Supplementary Planning Documents (SPD). This requires the assessment of the sustainability of the proposals in the document in question. For the purposes of the regulations, a Local Plan is considered a DPD.
- 3.4. Government guidance set out in the NPPF requires that an SA should be prepared which meets the requirements of the EU Directive relating to SEA, and should be a key consideration when preparing a plan or policy document.

“A sustainability appraisal which meets the requirements of the European Directive on strategic environmental assessment should be an integral part of the plan preparation process, and should consider all the likely significant effects on the environment, economic and social factors.

- 3.5. This approach is proposed for the Eden Land Allocations Document. Throughout this document, where reference is made to SA, it denotes SA incorporating the requirements of the SEA Directive. The SA has been carried out taking account of A Practical Guide to the Strategic Environmental Assessment Directive (2005)<sup>9</sup> which provides guidance on SEA in the UK from the former ODPM and devolved administrations. More recent guidance provided by the PAS from 2010<sup>10</sup> has also been used to guide the development of this document.

### 4. What is the scope of the SA?

#### What is the sustainability context?

- 3.6. The sustainability appraisal is required to appraise the impacts of emerging plans against a number of thematic objectives, responsible for the environmental, economic and social

<sup>7</sup> European Parliament (2001) *Directive 2001/42/EC of the European Parliament and of the Council of 27 June 2001 on the assessment of the effects of certain plans and programmes on the environment*

<sup>8</sup> British Government (2004) *The Planning and Compulsory Purchase Act 2004*

<sup>9</sup> ODPM (2005) *A Practical Guide to the Strategic Environmental Assessment: Practical guidance on applying European Directive 2001/42/EC “on the assessment of the effects of certain plans and programmes on the environment”*

<sup>10</sup> Planning Advisory Service (2010) *Sustainability Appraisal: Advice Note*

effects of development. Annex 1 of the SEA Directive<sup>11</sup> classifies the following areas as issues which sustainability appraisals should pay regard to in order to meet the requirements of the Directive.

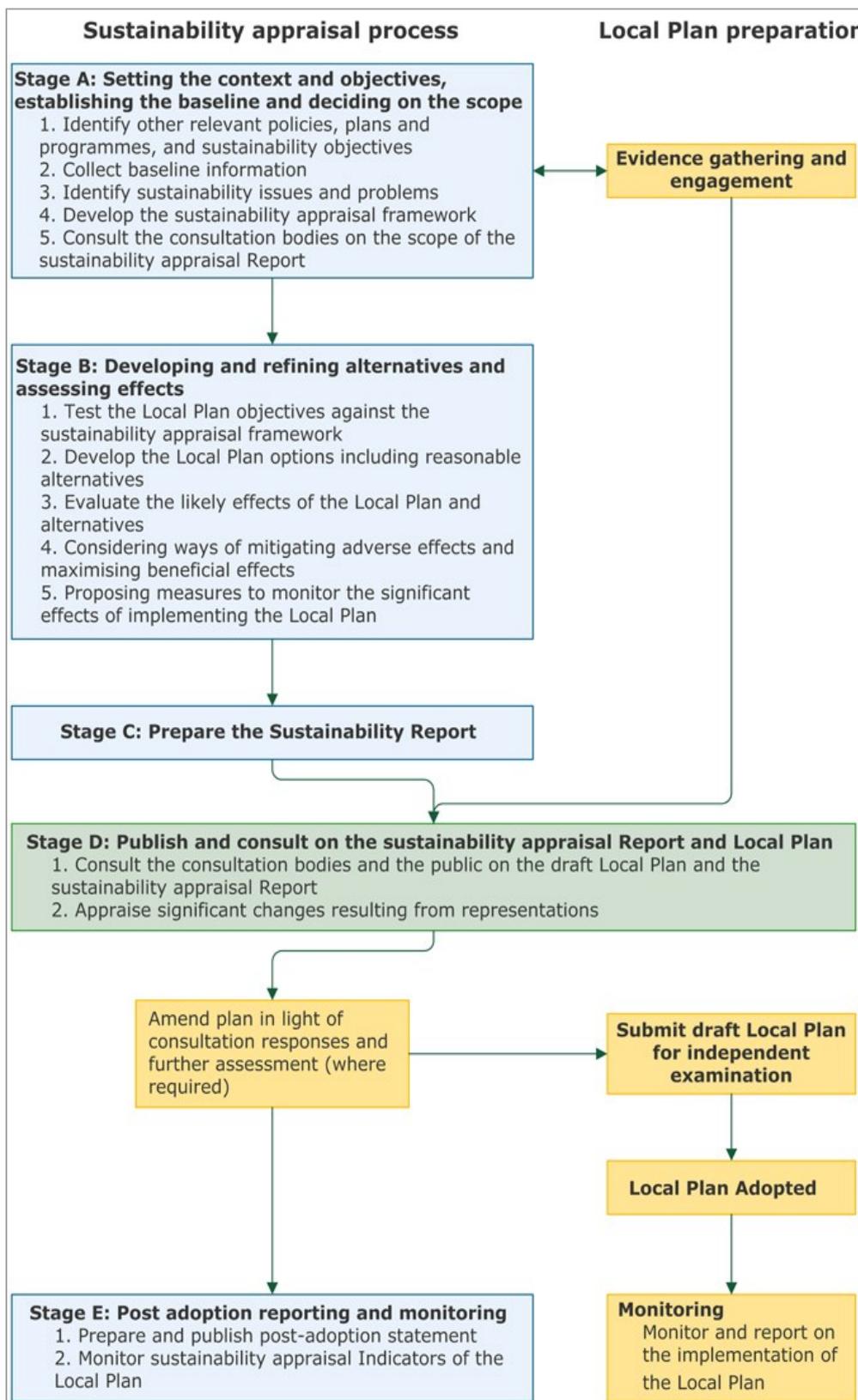
- Air Quality
- Biodiversity
- Climate Change Mitigation
- Community & Wellbeing
- Economy & Employment
- Housing
- Landscape & Cultural Heritage
- Soil
- Transport & Accessibility
- Waste
- Water (Inc. Flood Risk)

#### What is the plan trying to achieve?

4.1. The relationship between the production of the Local Plan and the SA is represented in the below flow chart:

<sup>11</sup> European Parliament (2001) *Directive 2001/42/EC of the European Parliament and of the Council of 27 June 2001 on the assessment of the effects of certain plans and programmes on the environment*  
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Chart 1: Relationship of the Local Plan & Sustainability Appraisal Production



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## What is our current position?

- 4.2. The flow diagram above indicates the different stages involved in the production of the sustainability appraisal, which is to be developed alongside the Local Plan. This document represents the pre-production stage of the Local Plan, which gathers evidence of the area and determines the likely sustainability issues related to the plan.
- 4.3. In preparing the scoping report, information will be represented thematically, rather than following tasks for each section. This will ensure clarity in relation with the SEA Directive and will still be consistent with the stages of SA development.

## 5. Other Plans or Strategies

### Habitats Regulations Assessment

- 5.1. The Habitats Directive<sup>13</sup> requires that plans and programmes produced by local authorities consider the potential impacts on Natura 2000 Sites. Natura 2000 sites are internationally important wildlife sites, which are afforded a high level of protection through the Directive. Collectively known as Natura 2000 sites, the actual sites reflected in the Directive are:
- Special Areas of Conservation (SACs)
  - Special Protection Areas (SPAs)
  - Ramsar Sites
- 5.2. The regulations require that a screening report for the Eden Local Plan be undertaken at the earliest opportunity to appraise emerging proposals, to determine whether any of the proposals are likely to give rise to significant impacts. Should this be the case, alternative strategies should be pursued, or suitable mitigation measures identified to avoid impacts on the sites.
- 5.3. A Habitats Regulations Assessment (HRA) screening opinion will be undertaken alongside the publication of the preferred Local Plan. This will be the earliest opportunity to review the policies and sites that are proposed in the Local Plan. The HRA screening will build upon work undertaken to date in the screening reports for the preferred housing and employment sites.

### Equalities Impact Assessment

- 5.4. Under the 2010 Equality Act, Local Authorities have an obligation to demonstrate how they are contributing towards the act through considering the potential impact on different groups in society. To this end, the sustainability appraisal will incorporate Eden's Equality Impact Assessment (EqIA), to ensure that all groups affected by the Local Plan are accounted for and represented through plan production.

### Rural Proofing

- 5.5. Similar to the themes of the EqIA, rural proofing is an additional mechanism which can be used to assess policy options, to ensure that rural areas are accounted for in plan preparation and are offered fair solutions, given the challenges unique to rural areas.
- 5.6. Guidance on undertaking rural proofing exercises is published by DEFRA. The SA of the Local Plan will incorporate themes within this guidance to ensure that rural areas are considered as part of the plan.

<sup>13</sup> EU (1992) Conservation of Natural Habitats and Wild Fauna and Flora (92/43/EEC, Habitats Directive). Article 6 (3)  
Eden Local Plan SA Scoping Report

## 6. Air Quality

### Sources of Information

6.1. Information in this section has been compiled by Eden's environmental health team, who are tasked with the monitoring and management of air quality in the district. Certain areas of Penrith have been monitored for some time, to determine ensure levels do not exceed statutory levels. Elsewhere, Eden also monitor known areas of congestion and high volumes of traffic, which sometimes correspond with varying degrees of air quality.

### Background Information

Document Title	Tier
<b>EU (1996) Ambient Air Quality Assessment and Management (96/62/EC, Air Quality Framework Directive).</b>	International
<ul style="list-style-type: none"> <li>The Air Quality Framework Directive (96/62/EC) and its Daughter Directives set a framework for monitoring and reporting levels of air pollutants across EU member states, setting limits or reductions for certain air pollutants.</li> </ul>	
<b>EU (2005) Thematic Strategy on Air Quality.</b>	International
<ul style="list-style-type: none"> <li>The EU Thematic Strategy on Air Quality (2005) identifies that despite significant improvements in air quality across the EU, a number of serious air quality issues still persist. The strategy promotes an approach, which focuses upon the most serious pollutants, and that more is done to integrate environmental concerns into other policies and programmes.</li> <li>The objective of the strategy is to attain levels of air quality that do not give rise to significant negative impacts on and risks to human health and the environment. The strategy emphasises the need for a shift towards less polluting modes of transport and the better use of natural resources to help reduce harmful emissions.</li> </ul>	
<b>EU (2008) Ambient Air Quality and Cleaner Air for Europe Directive (2008/50/EC)</b>	International
<ul style="list-style-type: none"> <li>The Ambient Air Quality and Cleaner Air for Europe Directive (2008/50/EC) consolidated earlier air quality directives and also defines and establishes objectives and targets for ambient air quality to avoid, prevent or reduce harmful effects on human health and the environment as a whole. It sets legally binding limits for concentrations in outdoor air of major air pollutants that impact on public health such as particulate matter (PM10 and PM2.5) and nitrogen dioxide (NO2).</li> <li>The 2008 directive replaced nearly all the previous EU air quality legislation and was made law in England through the Air Quality Standards Regulations 2010, which also incorporates the 4th air quality daughter directive (2004/107/EC) that sets targets for levels in outdoor air of certain toxic heavy metals and polycyclic aromatic hydrocarbons. Equivalent regulations exist in Scotland, Wales and Northern Ireland.</li> </ul>	
<b>Defra (2007) <i>The Air Quality Strategy for England, Scotland, Wales and Northern Ireland</i></b>	National
<ul style="list-style-type: none"> <li>The Air Quality Strategy sets out air quality objectives and policy options to further improve air quality in the UK to benefit public health, quality of life and help to protect our environment. The strategy sets out objectives relating to particles, nitrogen dioxide, ozone, sulphur dioxide, polycyclic aromatic hydrocarbons, benzene, 1,3- butadiene, carbon monoxide, lead, nitrogen oxides and sulphur dioxide.</li> </ul>	
<b>CLG (2012) The National Planning Policy Framework</b>	National
<ul style="list-style-type: none"> <li>New development should aim to prevent adverse risks of new and existing development from any adverse risks associated with air quality.</li> <li>Policies and proposals should account with EU limit values, accounting for any Air Quality Management Areas (AQMAs) and the cumulative impact of Air Quality as a result of the proposals.</li> </ul>	
<b>CLG (2013) National Planning Practice Guidance</b>	National
<ul style="list-style-type: none"> <li>Local Plans need to account for any AQMAs and can use the SA to determine a baseline position from which to work from.</li> <li>Drawing on the review of air quality carried out for the local air quality management regime,</li> </ul>	

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the Local Plan may need to consider:

- 1) The potential cumulative impact of a number of smaller developments on air quality as well as the effect of more substantial developments;
- 2) The impact of point sources of air pollution (pollution that originates from one place); and,
- 3) Ways in which new development could continue to be delivered in areas where air quality is or likely to be a concern. This could be through, for example, identifying measures for offsetting the impact on air quality arising from new development including supporting measures in an air quality action plan or low emissions strategy where applicable.

### Relationships and influences on the Local Plan

- **The allocations document should be mindful of the potential effects on air quality that site locations may have.**
- **The SA assessment framework should assess proposed sites or policies for their effects on air quality, as a result of travel requirements, congestion or and sensitive receptors. Assessments will be conducted to account for the cumulative impacts of development.**
- **The allocations document should take account of air quality objectives in the strategy.**
  
- **The SA should include guide questions relating to the effects of options on human health and the environment.**

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### Local Context

- 6.2. As a largely rural authority, many parts of Eden are unaffected by issues of local air quality. The environmental health team in Eden assess a range of local air quality, based on several key pollutants.
- benzene
  - 1,3-butadiene
  - carbon monoxide
  - lead
  - nitrogen dioxide
  - particulates (small particles with a diameter of less than 10 micrometres.)
  - sulphur dioxide
- 6.3. Following a Detailed Assessment, where a local authority considers that one or more of the air quality objectives for any of the seven pollutants is not being met it **must** declare an Air Quality Management Area (AQMA) covering the area affected for the specific pollutant. The local authority must then prepare and implement a remedial Action Plan to improve and prevent further degradation of air quality in that area.
- 6.4. For several years the monitoring of nitrogen dioxide in a number of locations in the District was causing concern which resulted in officers revising the monitoring programme to better target monitoring in these areas. As the town of Penrith has grown, the instances of reducing air quality have also increased. The 2011 Air Quality Progress Report, submitted to DEFRA in 2012, concluded that there was a risk of an exceedence of the annual mean nitrogen dioxide objective in parts of Penrith town centre and at Eamont Bridge. As a result the monitoring locations were reviewed to better target the “at risk” areas and further monitoring throughout 2012 confirmed the potential exceedence, which was possibly exacerbated by increased town centre road traffic and two new traffic light controlled junctions around the New Squares development and altered traffic flows in Eamont Bridge following the new layout of the Kemplay roundabout, which is now also traffic light controlled.

6.5. Subsequently, 3 AQMAs have been identified by Eden District Council at the following locations.

- Castlegate, Penrith
- Bridge Lane, Penrith
- Eamont Bridge

6.6. These locations are impacted from high volumes of traffic and congestion. The Penrith AQMAs are in locations which are enclosed by high sided buildings which become difficult for diffusion of particulates, leading to poor air quality.

6.7. There are AQMAs in neighbouring Authorities, found in Carlisle and Kendal. Given the distance of these locations from Eden, it is unlikely that development will lead to cross boundary impacts.

### **Significant Issues to Consider**

- The SA will need to consider the likely impacts of development against current air quality objectives.
- The SA will need to give great consideration to the two Penrith AQMAs and the AQMA at Eamont Bridge. There will be a need to appraise the cumulative impact of new proposals against the air quality baseline.

### **Likely Future without the Plan**

6.8. Eden has recently designated a number of AQMA areas in and around Penrith. There are a number of known road improvements that the town needs to ensure appropriate flows of traffic which in turn will reduce congestion. It would be difficult to coordinate these improvements without a Local Plan.

6.9. Air quality is not expected to greatly differ in rural areas of Eden, however, issues in Penrith may increase as a result of unplanned development.

## 7. Biodiversity

### Sources of Information

7.1. Natural England are the statutory government agency with care for biodiversity and environmental issues. Many of the datasets related to national and international designations are provided by Natural England. On a more local level, the Cumbria Local Records Centre collates information that forms part of Eden's biodiversity evidence base. In particular, they provide us with key species and habitats information.

### Background Information

Document Title	Tier
<p><b>The Bern Convention - Council Decision 82/72/EEC of 3 December 1981 concerning the conclusion of the Convention on the conservation of European wildlife and natural habitats</b></p> <ul style="list-style-type: none"> <li>The Convention on the Conservation of European Wildlife and Natural Habitats (the Bern Convention) was adopted in Bern, Switzerland in 1979, and came into force in 1982.</li> <li>The principle objectives are:           <ol style="list-style-type: none"> <li>To conserve wild flora and fauna and their natural habitats, especially those species and habitats whose conservation requires the cooperation of several States;</li> <li>To promote such cooperation. Particular emphasis is given to endangered and vulnerable species, including endangered and vulnerable migratory species;</li> <li>In order to achieve this the Convention imposes legal obligations on contracting parties, protecting over 500 wild plant species and more than 1000 wild animal species.</li> <li>Targets for Contracting Parties are:               <ol style="list-style-type: none"> <li>Promoting national policies for the conservation of wild flora, wild fauna and natural habitats, with particular attention to endangered and vulnerable species, especially endemic ones, and endangered habitats, in accordance with the provisions of this Convention;</li> <li>Undertaking in its planning and development policies, and in its measures against pollution, to have regard to the conservation of wild flora and fauna;</li> <li>Promoting education and disseminating general information on the need to conserve species of wild flora and fauna and their habitats.</li> </ol> </li> </ol> </li> </ul>	International
<p><b>EU (1992) Conservation of Natural Habitats and Wild Fauna and Flora (92/43/EEC, Habitats Directive).</b></p> <ul style="list-style-type: none"> <li>The Habitats Directive seeks to conserve natural habitats. Conservation of natural habitats requires member states to identify special areas of conservation and to maintain where necessary landscape features of importance to wildlife and flora.</li> <li>It is required that each Member State propose a list of sites indicating which natural habitat types and which species the sites host. The information would include a map of the site, its name, location and its extent. The Commission will then establish, in agreement with each Member State, a draft list of sites of Community importance drawn from the Member States' lists identifying those which host one or more priority natural habitat types or priority species.</li> </ul>	International
<p><b>EU Biodiversity Strategy (1998)</b></p> <ul style="list-style-type: none"> <li>This strategy aims to anticipate, prevent and attack the causes of significant reduction or loss of biodiversity at the source.</li> <li>Targets for biodiversity are set by member states.</li> </ul>	International
<p><b>EU Birds Directive (2009/147/EC)</b></p> <ul style="list-style-type: none"> <li>The Directive provides a framework for the conservation and management of, and human interactions with, wild birds in Europe. It sets broad objectives for a wide range of activities, although the precise legal mechanisms for their achievement are at the discretion of each Member State (in the UK delivery is via several different statutes). The Directive applies to the UK and to its over SAs territory of Gibraltar.</li> <li>The main provisions of the Directive include:           <ul style="list-style-type: none"> <li>The maintenance of the populations of all wild bird species across their natural range (Article 2) with the encouragement of various activities to that end (Article 3).</li> </ul> </li> </ul>	International

- The identification and classification of Special Protection Areas (SPAs) for rare or vulnerable species listed in Annex I of the Directive, as well as for all regularly occurring migratory species, paying particular attention to the protection of wetlands of international importance (Article 4). (Together with Special Areas of Conservation designated under the Habitats Directive, SPAs form a network of European protected areas known as Natura 2000).
- The establishment of a general scheme of protection for all wild birds (Article 5).
- Restrictions on the sale and keeping of wild birds (Article 6).
- Specification of the conditions under which hunting and falconry can be undertaken (Article 7). (Huntable species are listed on Annex II of the Directive).
- Prohibition of large-scale non-selective means of bird killing (Article 8).
- Procedures under which Member States may derogate from the provisions of Articles 5-8 (Article 9) — that is, the conditions under which permission may be given for otherwise prohibited activities.
- Encouragement of certain forms of relevant reSArch (Article 10 and Annex V).
- Requirements to ensure that introduction of non-native birds do not threatened other biodiversity (Article 11).

#### **Defra (2007) Conserving Biodiversity – The UK Approach**

National

- This document sets out an approach to halt UK biodiversity loss by 2010 using an integrated framework of an Ecosystem Approach[1]. Key targets include:
  1. for 95% of SSSIs to be in favourable or recovering condition by 2010;
  2. to halt the loss of biodiversity by 2010; and
  3. to reverse the long-term decline in the number of farmland birds by 2020.

#### **Defra (2010) Making Space for Nature: A Review of England's Wildlife Sites and Ecological Network**

National

- The report answers two questions: Do England's wildlife sites comprise a coherent and resilient ecological network? If not, what needs to be done? The report considers why these questions are important in the context of past, current and future pressures on the environment, and describe what ecological networks are and the benefits they bring. It goes on to consider the strengths and weaknesses of our current wildlife sites, before setting out a prioritised set of ecological solutions to improve the network. Finally, the report sets out 24 recommendations for practical action to Make Space for Nature and achieve a coherent and resilient ecological network.
- We propose that the overall aim for England's ecological network should be to achieve a natural environment where, compared to the situation in 2000, biodiversity is enhanced with the diversity, functioning and resilience of ecosystems re-established in a network for nature that can sustain these levels into the future, even given continuing environmental change and human pressures.

#### **Defra (2011) Biodiversity 2020: a Strategy for England's Wildlife and Ecosystem Services**

National

- This document seeks that by 2030, all England's soils will be managed sustainably and degradation threats tackled successfully. This will improve the quality of England's soils and safeguard their ability to provide essential services for future generations. It contains 6 strategic objectives are:
  - Better protection for agricultural soils
  - Protecting and enhancing stores of soil carbon
  - Building the resilience of soils to a changing climate
  - Preventing soil pollution
  - Effective soil protection during construction and development
  - Dealing with the legacy of contaminated

#### **HM Government (2006) Natural Environment and Rural Communities Act 2006**

National

- An act to make provision about bodies concerned with the natural environment and rural communities to make provision in connection with wildlife sites of special scientific interest. National Parks and the Broads; to amend the law relating to rights of way to make provision as to the inland Waterways Amenity Advisory Council; to provide for flexible administrative arrangements in connection with functions relating to the environment and rural affairs and certain other functions; and connected purposes.

#### **HM Government (2010) Conservation of Habitats & Species Regulations 2010 (as amended 2011)**

- These regulations consolidate all the various amendments made to the Conservation (Natural Habitats\_ Regulations 1994 in respect of England and Wales. The 1994 Regulations transposed Council Directive 92/43/EEC on the conservation of natural habitats and of wild fauna and flora (EC Habitats Directive) into national law.

- The Regulations provide for the designation and protection of 'European sites', the protection of 'European protected species', and the adaptation of planning and other controls for the protection of European Sites.
- Under the Regulations, competent authorities i.e. any Minister, government department, public body, or person holding public office, have a general duty, in the exercise of any of their functions, to have regard to the EC Habitats Directive.

#### **HM Government (2011) The natural choice: securing the value of nature (White Paper)**

National

- The Natural Environment White Paper (2011) recognises that nationally, the fragmentation of natural environments is driving continuing threats to biodiversity. It sets out the Government's policy intent to:
  1. improve the quality of the natural environment across England;
  2. move to a net gain in the value of nature;
  3. arrest the decline in habitats and species and the degradation of landscapes;
  4. protect priority habitats;
  5. safeguard vulnerable non-renewable resources for future generations;
  6. support natural systems to function more effectively in town, in the country and at SA; and
  7. create an ecological network which is resilient to changing pressures.
- By 2020, the Government wants to achieve an overall improvement in the status of the UK's wildlife including no net loss of priority habitat and an increase of at least 200,000 hectares in the overall extent of priority habitats. Under the White Paper, the Government has also put in place a clear institutional framework to support nature restoration which includes Local Nature Partnerships creating new Nature Improvement Areas (NIAs).
- It also set a clear target that by 2030 all of England's soils will be managed sustainably and degradation threats tackled successfully, in order to improve the quality of soil and to safeguard its ability to provide essential ecosystem services and functions for future generations. As part of this vision, the Government committed to undertaking further reSArch to explore how soil degradation can affect the soil's ability to support vital ecosystem services; and how best to manage lowland peatlands in a way that supports efforts to tackle climate change. This will inform our future policies and the direction of future action towards 2030.

#### **Cumbria Wildlife Trust (2011) Cumbria Biodiversity Action Plan.**

Local

- The Biodiversity Action Plan for Cumbria seeks to conserve biodiversity and all the complicated natural systems that it supports which are vital to the survival of the planet and of human life itself. To do this it identifies a number of key species and habitats which need to be protected.

#### **Cumbria Local Nature Partnership (LNP)**

Local

- The Local Nature Partnership (LNP) is one in a series of areas designated in the country. They are partnership led organisations, designated to manage local ecosystems to benefit nature, people and the economy. There are 3 main objectives of the Cumbria LNP:
  1. Drive positive change in the natural environment.
  2. Contribute to the Government's national agenda, transposed on a local scale.
  3. Become local champions, affecting the decision making process.
  4. The LNP will be undertaking a range of local projects and strategies, which will be developed as the partnership becomes more established.

#### **Northern Upland Chain Local Nature Partnership (LNP)**

Local

- The Local Nature Partnership (LNP) is one in a series of areas designated in the country. They are partnership led organisations, designated to manage local ecosystems to benefit nature, people and the economy. There are 6 main themes the upland chain LNP are working to progress:
  1. habitat opportunities monitoring
  2. Great Upland Forest
  3. hay meadow restoration
  4. peat lands
  5. high nature value farming
  6. biodiversity offsetting

#### **CLG (2012) National Planning Policy Framework**

National

- Planning should aim to halt the overall loss of biodiversity, providing opportunities for future resilience and gains within the ecological network.
- Local Plans should plan positively for the creation, protection and enhancement of biodiversity and green infrastructure.

- Planning policies should identify and map components of the local ecological network, creating a hierarchy of important sites.
- The removal of aged or mature trees should be avoided, unless there are demonstrable reasons which outweigh the loss of vegetation.

#### CLG (2014) National Planning Practice Guidance

National

- In developing Local Plans, Authorities should collaborate with key agencies to develop a strategic approach for the protection and enhancement of the natural environment
- The guidance recommends the use of Local Records Centres to maintain up to date information on biodiversity/geodiversity evidence.

#### Relationships and influences on the Local Plan

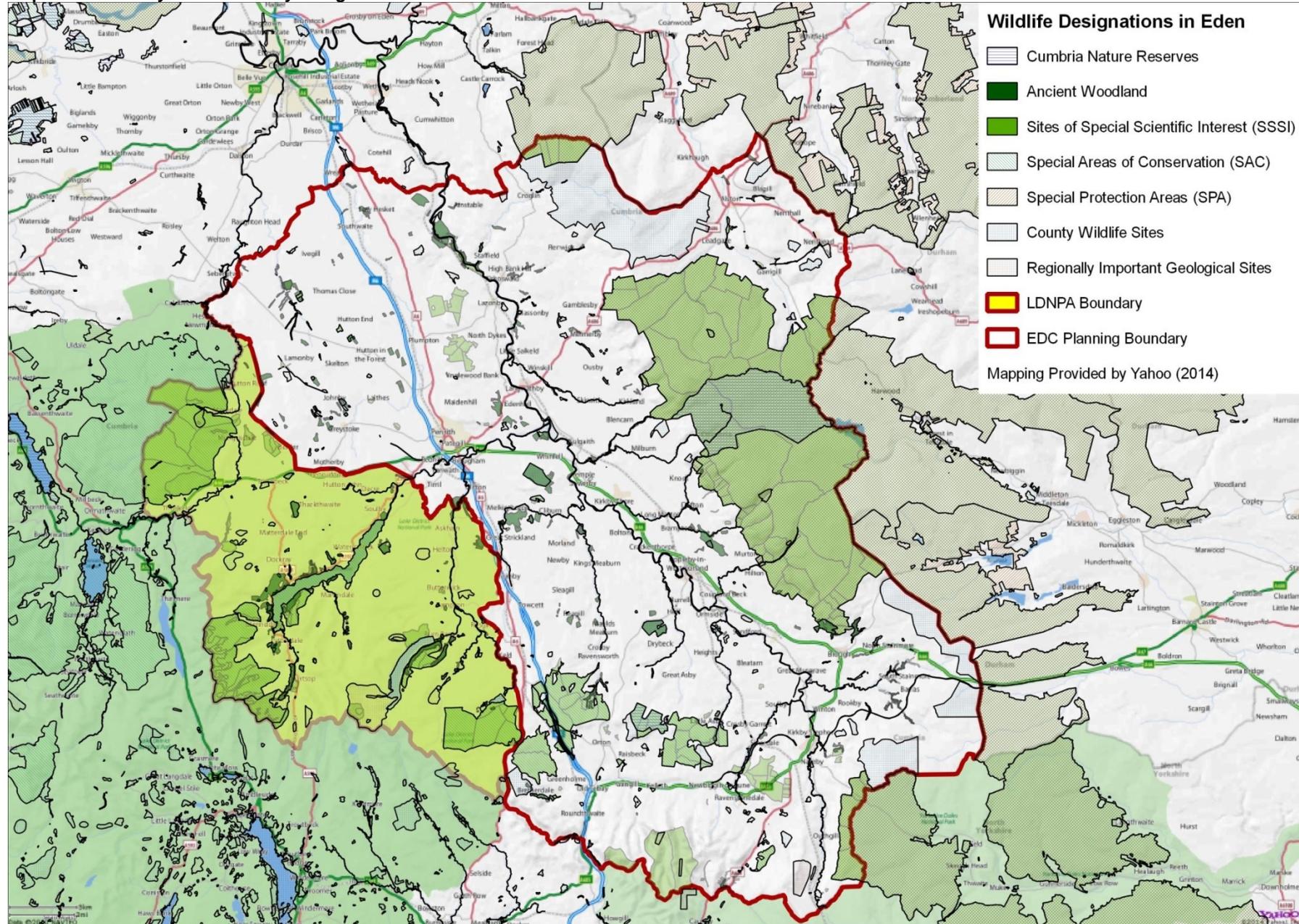
- **The Local Plan should take into account the habitats and species that have been identified under the Convention, and should include provision for the preservation, protection and improvement of the quality of the environment as appropriate.**
- **The SA assessment framework should incorporate the conservation provisions of the Convention particularly the protection of wild flora, fauna and natural habitats.**
- **The SA assessment framework should incorporate sites protected for their nature conservation importance, which are tiered in order of significance.**
- **The allocations document should promote this aim by e.g. promoting biodiversity and avoiding / reducing habitat fragmentation.**
- **The SA assessment framework should include the protection of biodiversity and geodiversity.**
- **The allocations document should ensure that wild bird populations are enhanced**
- **The SA assessment would include for the protection of wild birds.**
- **The SA assessment framework should include objectives, indicators and targets that cover biodiversity.**
- **The SA framework should consider the ecological network in its objectives/guidance questions.**
- **The SA should consider the importance of Best and Most Versatile Land.**
- **Ensure that allocations document and SA encourage conservation and offer protection to areas and species of high conservation importance as identified in this action plan.**
- **The SA should take into account the effects of the actions on biodiversity**
- **The Local Plan should seek to protect biodiversity and avoid sites where key habitats and species are present and may be subject to harm if the site were developed.**
- **The SA objectives should reflect and incorporate the objectives of the Cumbria Biodiversity Action Plan and the Local Nature Partnerships**

#### Local Context

7.2. Eden has a rich and varied natural environment. There are a number of significant designations in the area of local, national and international importance. By identifying the different sites we can ensure that they are a consideration in the assessment of sites and policies. This section will highlight the different designations that may be affected by the Eden Local Plan.

The following map includes all identified wildlife designations in the district.

Map 1: Biodiversity & Geodiversity Designations in Eden



7.3. The following table contains a list of all known designations in Eden, including local, national and international sites.

**Table 2: Nature Designations in Eden**

Designations	Sites	Tier
Special Area of Conservation (SAC)	9 – Asby complex, Cumbrian marsh fritillary, Heckbeck & Swindale woods, Lake District high fells, Moorhouse-upper teesdale, North pennine dales meadows, North pennine moors, River Eden, Tyne and Nent.	International
Special Conservation Areas (SPA)	1 - North Pennine Moors	International
Sites of Special Scientific Interest (SSSI)	88 sites in total.	National
Nature Reserves	National – Tarn Moss, Cliburn Moss, Great Asby Scar, Local – Newton Reingy, Thacka Beck, Tarn Sike, Waitby Greenings, Smardale Gill.	Local & National
County Wildlife Sites	123 sites	Local
RIGS	41 Sites	
Priority Habitats	Blanket Bog, Calcareous Grassland, Coastal Floodplain/ Grazing Marsh, Fen, Marsh and Swamp, Hay Meadows and Pastures, Heathland, Lowland Dry Acid Grassland, Lowland Raised Bog, Semi-Natural Woodland, Outside BAP Habitat	Local
Ancient Woodland & TPOs	AW - 245 sites, covering 2476.42ha. 142 TPOs	Local

### International designations

7.4. The district contains 10 SACs, covering a range of areas, including upland moorlands, rivers, forests and sites which protect particular species, such as the Marsh Fritillary butterfly. The Local Plan will have to carefully regard the regulations governing these sites to ensure that the sites are not adversely affected as a result of planned development. To ensure that the sites are given due consideration, the proposals will be tested through a Habitats Regulations Assessment Screening Report. This will appraise the proposals in the Local Plan against the conservation objectives of each of these sites. If the report concludes that significant effects cannot be avoided at an early stage, a full Appropriate

Assessment will be undertaken to consider the proposals in more detail, and if necessary, recommend sites which are less likely to lead to significant impacts.

- 7.5. One of the SACs is also designated as a SPA, due to the presence of protected avian species. This site will also be considered as part of the Habitats Regulations Assessment. The condition of much of this site is classed as unfavourable recovering, due to nutrient poor soils, which do offer peat rich soils. This site is considered regionally important for upland breeding bird communities. There are a number of protected and important avian species in the North Pennine Moors SPA. Of particular note, are the species below, which have suffered fragmentation of winter roost sites.

**Table 3: Notable Avian Species in North Pennine Moors SPA**

Species	% of Breeding Population in GB
Hen Harrier	2.2%
Merlin	0.5%
Peregrine Falcon	6.2%

## National Designations

- 7.6. Natural England provide annual data on the condition of SSSIs within Eden, many of which collectively compose SAC sites. SSSIs represent the country's most important sites for wildlife and geology. These sites are often at risk of damage from development, pollution, inappropriate land management and changes in climate. A large proportion of upland SSSIs in Eden including Moorhouse & Cross Fell SSSI contain peat bogs. Along with woodlands these areas are important carbon stores, assisting in climate change mitigation. Another prominent SSSI in Eden is the River Eden, an SAC which flows through many of Eden's prominent towns. Maintaining the condition of the SSSI is important in preserving many of the key species that rely on river quality, but correct management can also have implications for fluvial and surface water flooding.

**Table 4: SSSI Condition in Eden (2013)**

	Sites	Units	Units Assessed
<b>Total Number</b>	88	415	415
<b>Total Area (ha)</b>	54,485.84	41,233.03	41,233.03

	Area (ha)	Percentage
<b>Meeting PSA Target</b>	40,189.28	97.47%
<b>Favourable</b>	6,705.68	16.26%
<b>Unfavourable Recovering</b>	33,483.60	81.21%
<b>Unfavourable No Change</b>	836.31	2.03%
<b>Unfavourable Declining</b>	207.44	0.50%
<b>Part Destroyed/Destroyed</b>	0	0.00% <sup>14</sup>

<sup>14</sup> Correspondence with Natural England (2013)  
Eden Local Plan SA Scoping Report

7.7. Data provided by Natural England provide a positive outlook for SSSIs. Since 2006/07 the number of SSSIs in favourable/recovering position has risen 23.47%<sup>15</sup>.

## Local Designations

7.8. There are a number of local designations in Eden, which play an important part to the contribution of local wildlife. These sites do not hold the same statutory protection as the national or international sites, however they are recognised through the planning process as sites of local importance.

7.9. Under the 2006 NERC Act<sup>16</sup> Local Authorities have a responsibility to publish lists of priority species and habitats in the district. This was undertaken by the Cumbria Biodiversity Records Centre, who have collated this information as part of the Cumbria Biodiversity Action Plan (BAP).

**Table 5: Priority Habitats in Eden**

Area of Cumbria BAP Habitats			
Cumbria BAP Habitats	Total Area (ha)	% of District Area	% of all Cumbria Habitat
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	

7.10. Eden has a number of county wildlife sites (CWS) and regionally important geological sites (RIGS). These are locally designated sites given material protection through the NPPF. These sites help contribute towards the conservation of the areas biodiversity and geodiversity by creating wildlife corridors and buffer areas that may link with designated sites. In 2010 we saw an overall increase 16% in the management of CWS sites and a 34% increase in the management of RIGS sites.

7.11. There are a significant number of protected arboreal sites in Eden. There are 245 ancient woodland sites within the district and 142 TPOs, which contain significant and rare species, which need protection through the planning process.

<sup>15</sup> Eden Annual Monitoring Report (2006/07)

<sup>16</sup> British Government (2006) Natural Environment & Rural Communities Act. S41.

7.12. Eden has a number of national and local nature reserves. The newest of these is Thacka Beck, which is north of Penrith. This is a multifunctional site, as in addition to wildlife benefits, the site also provides an important flood alleviation scheme, mitigating fluvial flows which have previously flooded the town.

### **Sustainability Issues to Consider**

- The Local Plan will need to identify a hierarchy of wildlife sites, which will be tested against the SA framework.
- International designations such as the SACs and SPAs will need to be considered as part of the SA, but will also need more thorough appraisal to ensure that proposals do not lead to any significant impacts on the integrity of the sites.
- There are a number of sites identified at an international, national and local level in Eden. Without a plan it may be more difficult to understand

### **Likely Future without the Plan**

7.13. Protected sites will still be afforded significant protection under current legislation.

7.14. The new planning framework presents a presumption in favour of development, unless significant adverse impacts are identified. Non-statutory sites may be at risk of unplanned development. The Local Plan can help define important sites that need to be afforded weight under the plan.

## 8. Climate Change Mitigation

### Sources of Information

8.1. Information collated in this section has been derived from national and local sources. The Department of Energy and Climate Change publish data available at a Local Authority Level, though Eden collates information relating to renewable energy generation.

### Background Information

Document Title	Tier
<b>Renewable Energy Directive (2009/28/EC)</b> <ul style="list-style-type: none"> <li>This Directive establishes a common framework for the use of energy from renewable sources in order to limit greenhouse gas emissions and to promote cleaner transport. It encourages energy efficiency, energy consumption from renewable sources and the improvement of energy supply.</li> <li>The Member States are to establish national action plans which set the share of energy from renewable sources consumed in transport, as well as in the production of electricity and heating, for 2020. These action plans must take into account the effects of other energy efficiency measures on final energy consumption (the higher the reduction in energy consumption, the less energy from renewable sources will be required to meet the target). These plans will also establish procedures for the reform of planning and pricing schemes and access to electricity networks, promoting energy from renewable sources.</li> <li>Each Member State has a target calculated according to the share of energy from renewable sources in its gross final consumption for 2020. The UK is required to source 15 per cent of energy needs from renewable sources, including biomass, hydro, wind and solar power by 2020.</li> <li>From 1 January 2017, biofuels and bio liquids share in emissions savings should be increased to 50 per cent.</li> </ul>	International
<b>European Commission (2005) Second Climate Change Programme ECCPii</b> <ul style="list-style-type: none"> <li>The European Climate Change Programme is the Commission's main instrument to discuss and prepare the further development of the EU's climate policy. The ECCP contains 5 working grounds</li> </ul> <ol style="list-style-type: none"> <li>1) ECCP I review: Review the implementation of climate change related EU-wide policies and measures;</li> <li>2) Aviation:</li> <li>3) CO2 and cars: Longer term target and innovations.</li> <li>4) Carbon capture and storage:</li> <li>5) Adaptation: As part of exploring options to improve Europe's resilience to climate change effects and defining the European Union role in climate change adaptation the European Commission is</li> <li>6) EU Emission Trading System review:</li> </ol>	International
<b>The Cancun Agreement (2011)</b> <ul style="list-style-type: none"> <li>The decisions adopted by the 16th include a shared vision to keep global temperature rise to below two degrees Celsius, with the objectives to be reviewed as to whether it needs to be strengthened in future on the basis of the best scientific knowledge available (including possibility of 1.5 degree limit).</li> </ul>	International
<b>The Kyoto Protocol (1997)</b> <ul style="list-style-type: none"> <li>The Kyoto Protocol was adopted in Kyoto, Japan, on 11 December 1997 and entered into force on 16 February 2005. It is an international agreement linked to the United Nations Framework Convention on Climate Change. The major feature of the Kyoto Protocol is that it sets binding targets for 37 industrialized countries and the European community for reducing greenhouse gas (GHG) emissions. These amount to an average of five per cent against 1990 levels over the five-year period 2008-2012.</li> </ul>	International
<b>CLG (2006) The Planning Response to Climate Change</b> <ul style="list-style-type: none"> <li>Document enlists guidance drawn from various planning policy documents. Advise to assists local authorities to address climate change and to include the issue as material consideration.</li> </ul>	National

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Good practice in the use of sustainability appraisals is also brought forward, ensuring that long term plans are sought, and solutions met through appraising a variety of options.

#### **HM Government (2006) Climate Change and Sustainable Energy Act 2006**

National

- The Act was enacted after the publication of the UK Climate Change Programme (2006). It places an obligation on the government to report to Parliament on greenhouse gas emissions in the UK and action taken by Government to reduce these emissions.

#### **HM Government (2008) Climate Change Act 2009**

National

This Act aims:

- to improve carbon management and help the transition towards a low carbon economy in the UK; and
- to demonstrate strong UK leadership internationally, signalling that the UK is committed to taking its share of responsibility for reducing global emissions in the context of developing negotiations on a post-2012 global agreement at Copenhagen next year.
- The Act seeks greenhouse gas emission reductions through action in the UK and abroad of at least 80 per cent by 2050, and reductions in CO<sub>2</sub> emissions of at least 26 per cent by 2020, against a 1990 baseline. The 2020 target will be reviewed soon after Royal Assent to reflect the move to all greenhouse gases and the increase in the 2050 target to 80 per cent.
- Further the Act provides for a carbon budgeting system which caps emissions over five year periods, with three budgets set at a time, to set out our trajectory to 2050. The first three carbon budgets will run from 2008-12, 2013-17 and 2018-22, and must be set by 1 June 2009.

#### **HM Government Carbon Plan: Delivering our low carbon future (2011)**

National

- The Carbon Plan: Delivering our low carbon future (2011) sets out how the UK will achieve decarbonisation within the framework of energy policy: to make the transition to a low carbon economy while maintaining energy security, and minimising costs to consumers, particularly those in poorer households. It includes proposals for energy efficiency, heating, transport and industry.

#### **CLG (2012) National Planning Policy Framework**

National

- Authorities should adopt strategies which mitigate and adapt to climate change, accounting for flood risk, water supply/demand, changes to biodiversity and the landscape.
- New development should be planned in locations which reduce greenhouse gas emissions.
- Adaption measures, including green infrastructure should be considered when bringing forward new policies and sites.

#### **CLG (2013) National Planning Practice Guidance**

National

- The guidance advocates the use of the SA to guide and shape the Local Plan towards strategies which reduce emissions and encourage the deployment of renewable energy. In particular, it includes the following examples
- Mitigating climate change by reducing emissions:
  1. Reducing the need to travel and providing for sustainable transport
  2. Providing opportunities for renewable and low energy technologies
- Adapting to a changing climate:
  1. Considering future climate risks when allocating development sites to ensure risks are understood over the development's lifetime
  2. Considering the impact of and promoting design responses to flood risk and coastal change for the lifetime of the development
  3. Considering availability of water and water infrastructure for the lifetime of the development and design responses to promote water efficiency and protect water quality
  4. Promoting adaptation (and mitigation) approaches in design policies for developments and the public realm

### **Relationships and influences on the Local Plan**

- **The Local Plan document should contribute towards increasing the proportion of energy from renewable energy sources where appropriate.**
- **The SA assessment framework should reflect climate change criteria, including the need to develop renewable energy sources, and reduce greenhouse gases.**
- **The SA should include objectives relating to emissions, carbon reduction, and adaptation to climate change.**
- **The Local Plan should aim to mitigate and reduce emissions.**

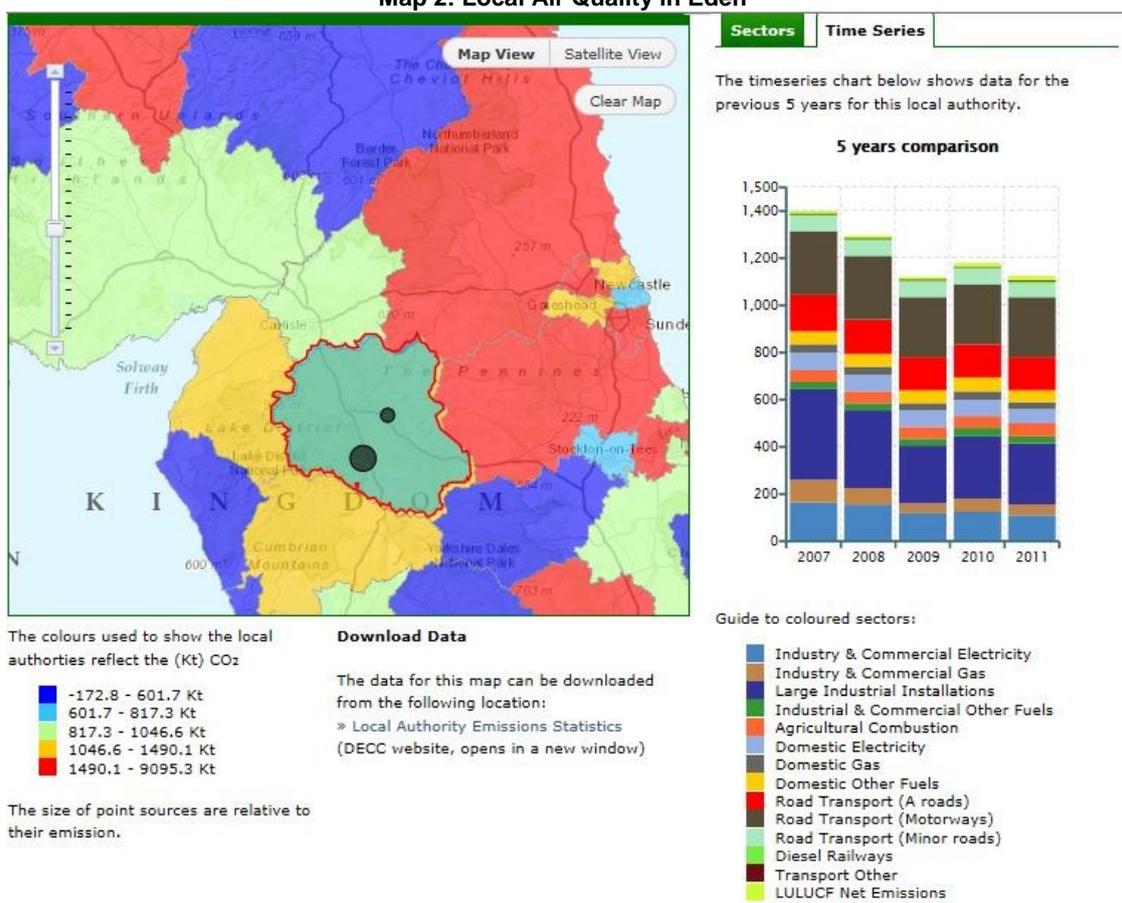
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- The allocations document should take into account carbon emissions associated with the options.
  - The SA could include an objective/guide question in the assessment framework to reduce greenhouse gas/carbon dioxide emissions. Consider whether the monitoring arrangements can be utilised to monitor the effects of the allocations document .
  - The SA should account for evidence in the study when considering the scope of any policies generated surrounding renewable energy, or sites if the decision is made to allocate sites.
- 

## Local Context

- 8.2. As noted earlier, there are localised incidences of poor air quality in and around Penrith. In terms of greenhouse gases, Eden performs poorly against neighbouring authorities. It is estimated that there are 21.4 tonnes of CO<sub>2</sub> produced annually per capita in Eden, which is twice as much as the next highest authority and 5 times as much as the lowest producer<sup>17</sup>.
- 8.3. The area is recognised as a key transport hub, supporting the M6 and the A66, which are two prominent domestic and industrial trade routes. This may account for the higher than average CO<sub>2</sub> transport estimates, though high car dependency in the district may also contribute to the above average emissions in the area.
- 8.4. The map below notes the overall CO<sub>2</sub> emissions for the district, based on 2011 data. Whilst Eden may have the highest levels of CO<sub>2</sub> emissions in the County, recent data indicates that this is falling. Notably, there has been a significant decrease in the amount of CO<sub>2</sub> from industrial purposes. This may partly be due to changes in the local economy as a result of the economic downturn, but may also represent a shift towards different forms of employment. The Local Plan will look at the estimated employment need for the district, and allocate sites to meet this need. Once the market recovers, we would seek to ensure that carbon reductions are made through new employment development.

<sup>17</sup> DECC (2013). Local authority carbon dioxide emissions. [Accessed 10/02/2014]  
Eden Local Plan SA Scoping Report

Map 2: Local Air Quality in Eden<sup>18</sup>



8.5. Whilst we can seek to use the planning system to mitigate the effects of climate change, recent evidence suggests that there will be localised changes in water levels in Eden’s rivers. Adaptation to these changes will also be a key factor, ensuring that development is steered away from higher risk flood areas.

Table 6: Expected Increases in River Level due to Climate Change<sup>19</sup>

CFMP	Locations	Catchment	Change in Level
Eden	Appleby	Eden	+0.35m
Eden	Penrith	Eamont	+0.35m

8.6. In terms of renewable energy, Eden has little in the way of deployment. To date, it is calculated that 1.701MW of energy is currently generated in Eden from renewable sources, compared to the overall County figure of 295MW.

The Cumbria Renewable Energy Capacity & Deployment Study was published in 2011. The study was developed by Cumbria County Council as technical evidence to underpin the evidence base for developing local planning arrangements regarding renewable energy proposals and strategies. The broad objectives of the study are as follows:

1. Understand Cumbria’s overall energy demand & current renewable sources
2. Understand Cumbria’s potential for renewable energy that is realistically deliverable

<sup>18</sup> National Atmospheric Emissions Inventory (2014). LA CO<sub>2</sub> interactive maps. [Accessed 06/02/2014]

<sup>19</sup> Cumbria CC (2014). Draft Local Flood Risk management Strategy  
Eden Local Plan SA Scoping Report

### 3. Role of microgeneration

Accounting for current supply, the study calculated that there is 295MW of renewable generation installed or in the pipeline within Cumbria. The document reviewed different energy generating sources, accounting for any areas of sensitivity such as landscape designations, which may affect the deliverability of certain energy types. The document found that Eden has the capacity to develop all forms of renewable energy, apart from district heating, which until there is greater critical mass within our towns would be difficult to deliver. Overall, the document highlights our progress to date and presents options in how we can increase our contribution in moving towards a low carbon economy.

#### Significant Issues to Consider

- 8.7. Though Eden has the smallest population in Cumbria, it is a significant contributor of greenhouse gasses. As noted, this may partly due to the difficulty in delivering practical public transport solutions in the district, though there are still efficiencies that can be made to ensure that industry grows sustainably.
- 8.8. How the Local Plan decides to distribute new growth will play an important part in moving towards a low carbon economy. The NPPF requires that growth should be directed towards locations which minimise the need to travel and promote clusters of sustainable centres. This will be an active consideration for the Local Plan.
- 8.9. The Plan may also want to consider how it can promote renewable energy projects, so that Eden can contribute towards a diverse energy generating sector that reduces the future reliance on fossil fuels.

## 9. Community & Wellbeing

### Sources of Information

- 9.1. This SEA area is very broad in the topics that it covers. For the purposes of offering a contextual baseline of Eden, this section will include information on population, health, open space, crime and road safety information.

### Background Information

Document Title	Tier
<p><b>European Union (2007) 'Together for Health - A Strategic Approach for the EU 2008-2013'</b></p> <ul style="list-style-type: none"> <li>The European Union has a Programme for Community action in the field of Health (2008-2013) and, on the 23/4Rd October 2007 the Commission adopted a new overarching Health Strategy 'Together for Health - A Strategic Approach for the EU 2008-2013'. Community Action focuses on tackling health determinants which are categorized as: personal behaviour and lifestyles; influences within communities which can sustain or damage health; living and working conditions and access to health services; and general socio-economic, cultural and environmental conditions.</li> </ul>	International
<p><b>The Environment Noise Directive (Directive 2002/49/EC)</b></p> <ul style="list-style-type: none"> <li>The END aims to “define a common approach intended to avoid, prevent or reduce on a prioritised basis the harmful effects, including annoyance, due to the exposure to environmental noise”. For that purpose several actions are to be progressively implemented. It furthermore aims at providing a basis for developing EU measures to reduce noise emitted by major sources, in particular road and rail vehicles and infrastructure, aircraft, outdoor and industrial equipment and mobile machinery. The underlying principles of the Directive are similar to those underpinning other overarching environment policies (such as air or waste), i.e.:               <ol style="list-style-type: none"> <li>Monitoring the environmental problem; by requiring competent authorities in Member States to draw up "strategic noise maps" for major roads, railways, airports and agglomerations, using harmonised noise indicators Lden (day-evening-night equivalent level) and Lnight (night equivalent level). These maps will be used to assess the number of people annoyed and sleep-disturbed respectively throughout Europe;</li> <li>Informing and consulting the public about noise exposure, its effects, and the measures considered to address noise, in line with the principles of the Aarhus Convention;</li> <li>Addressing local noise issues by requiring competent authorities to draw up action plans to reduce noise where necessary and maintain environmental noise quality where it is good. The directive does not set any limit value, nor does it prescribe the measures to be used in the action plans, which remain at the discretion of the competent authorities;</li> <li>Developing a long-term EU strategy, which includes objectives to reduce the number of people affected by noise in the longer term, and provides a framework for developing existing Community policy on noise reduction from source. With this respect, the Commission has made a declaration concerning the provisions laid down in article 1.2 with regard to the preparation of legislation relating to sources of noise.</li> </ol> </li> <li>It is important to note, however, that the present Directive does not set binding limit values, nor does it prescribe the measures to be included in the action plans thus leaving those issues at the discretion of the competent authorities.</li> </ul>	International
<p><b>The Aarhus Convention: United Nations Economic Commission for Europe (1998) Convention on Access to Information, Public Participation in Decision-making and Access to Justice in Environmental Matters</b></p> <ul style="list-style-type: none"> <li>To contribute to the protection of present and future generations to live in an environment adequate to his or her health and well-being. This will be achieved through each Party subject to the convention guaranteeing the rights of access to information, public participation in decision-making, and access to justice in environmental matters in accordance with the provisions of this Convention.</li> <li>To establish and maintain a clear, transparent and consistent framework to implement the</li> </ul>	International

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provisions of this Convention. This will be achieved through each Party taking the necessary legislative, regulatory and other measures, including measures to achieve compatibility between the provisions implementing the information, public participation and access-to-justice provisions in this Convention, as well as proper enforcement measures.

- Responsibility for implementation is deferred to the member states.

#### **WHO (2004) Children's Environment and Health Action Plan for Europe (CEHAPE)**

International

- The WHO Children's Environment and Health Action Plan for Europe (CEHAPE) (2004) was launched in June 2004 and signed by all 53 Member States of the WHO European Region, including the UK. The aim of the CEHAPE is to protect the health of children and young people from environmental hazards.

#### **HM Government (2010) White Paper: Healthy Lives, Healthy People: Strategy for Public Health in England (2010)**

National

- This White Paper sets out the Government's long-term vision for the future of public health in England. The aim is to create a 'wellness' service (Public Health England) and to strengthen both national and local leadership. It looks to encourage healthy lifestyles and well-being from a young age and complement adult social care as well as protection from public health threats.

#### **CLG (2012) National Planning Policy Framework**

- The Local Plan should seek to involve all sections of the community in the development of the plan, ensuring that a shared vision for growth is adopted into the Council's framework.
- The Local Plan should create a policy framework which creates strong neighbourhood areas that are safe, attractive places to live and work.
- High quality shared open space should be encouraged, which increase public interaction and promote healthy lifestyles.
- Planning decisions should consider the implications of human health and quality of life as a result of new development.

#### **Relationships & Influences on the Local Plan**

- **The Local Plan should comply with the key elements of the strategy, such as protecting health and encouraging general positive socio-economic conditions.**
- **The SA framework should include objectives which encourage good health.**
- **The SA framework should include for the protection against excessive noise.**
- **SA should show a strong sense of safeguarding the lives of future generations and ensure that enough time is provided for consultation on the SA documents in line with the Aarhus convention of establishing and maintaining a transparent clear framework.**
- **The allocations document should not result in environmental hazards which might harm the health of children and young people from**
- **The SA framework should include objectives which encourage healthy lifestyles and well-designed neighbourhoods, which place community outcomes as a key consideration.**

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## Local Context

### Population

- 9.2. Eden has an estimated population of 52,092<sup>20</sup>. The population has grown steadily over recent years, as a popular location for those nearing retirement to move to the area. Though forecasts from the Office of National Statistics (ONS) slightly vary, we can see from the most recent estimations that this trend is likely to continue. Due to in-migration and increases in life expectancy, growth in age categories aged 60+ is forecast to rise from 31% in 2011 to 42% in 2031. This is illustrated in the following table and graph, which depicts an overall reduction in the working age population, replaced by higher rates of retirees.

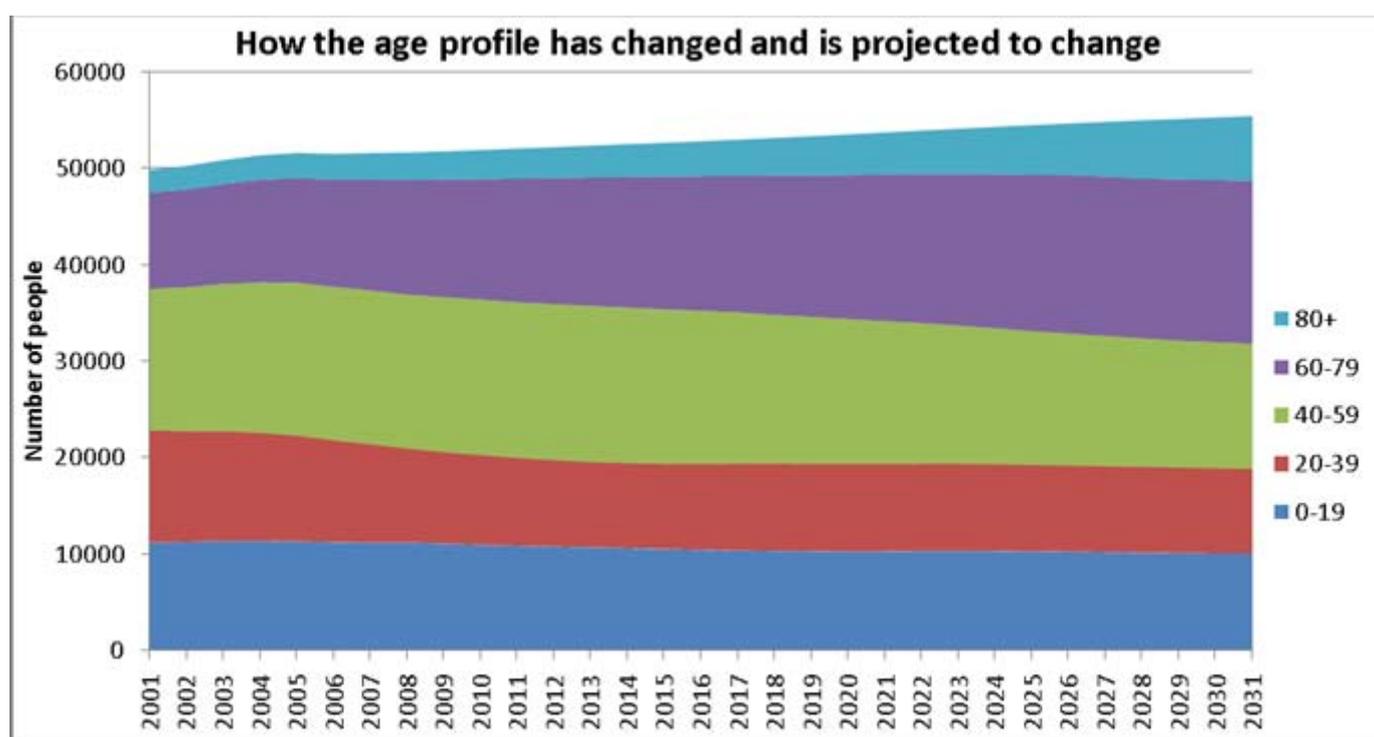
<sup>20</sup> ONS (2008) Age profile, past and projected: number of people in age group

9.3. The population of 52,092 is scattered in small villages through a wide rural area. Penrith, Kirkby Stephen, Alston and Appleby are the four main towns with Penrith the largest having a population of 14,873 (mid 2011 estimate). There are now 24.6 people per square kilometre in Eden, 1.3 more people than in 2001. Eden is the least densely populated local authority in England and Wales. On average there are 15 times more people per square kilometre in England and Wales than in Eden.<sup>21</sup>

**Table 7: Predicted Demographic Change (2001-2031) (Census 2011)**

Age range	2001	Percent	2011	Percent	2014	Percent	2031	Percent	Change 2001-11	Change 2014-31
0-19	11,155	22%	10,825	21%	10,565	20%	10,006	18%	-330	-559
20-39	11,722	24%	9,183	18%	8,902	17%	8,856	16%	-2,539	-46
40-59	14,678	29%	16,160	31%	16,159	31%	13,021	23%	1,482	-3,138
60-79	9,965	20%	12,805	25%	13,518	25%	16,860	30%	2,840	3,342
80+	2,359	5%	3,118	6%	3,404	6%	6,712	12%	759	3,308
All ages	49,879	100%	52,092	100%	52,548	100%	55,455	100%	2,213	2907

**Chart 2: Estimated Changes in Age Profile (2001-2031) (Census 2011)**



<sup>21</sup> Cumbria Intelligence Observatory; Briefing – Population and Census Day 2011: Eden District  
Eden Local Plan SA Scoping Report

9.4. In addition to the draws of the distinctive natural environment, part of the appeal of the district is the rural nature, which reports low levels of crime and patterns of healthy lifestyles.

## **Crime & Safety**

9.5. Eden is a safe place to live and work. It has the lowest levels of crime in the country, and in terms of crime rates is the 3<sup>rd</sup> least deprived local authority area in the country. Between 2012 and 2013, rates of crime fell by 12.2%. Despite falling levels of overall crime, slight increases were noted relating to incidents of burglary and instances of anti-social behaviour<sup>22</sup>.

## **Road Accidents**

9.6. In 2012/13 30 people were killed or seriously injured (KSI) in Eden in a traffic related incident. The overall number of incidents has decreased over the past year, falling by 29.6%, however the district has the highest rates of casualties in the county. This is partly due to the rural nature of the district, requiring extensive travel for many residents on small roads that may suffer from visibility issues. The district also serves as a key area for haulage and tourist activity, as the M6 and A66 intersect the district, bringing high volumes of traffic at certain times. The wards with the highest levels of KSIs in the district are Brough, Alston, with 21 of the incidences in 2012/13<sup>23</sup>.

## **Health**

9.7. There are 13 GP surgeries in Eden, spread around the district in generally sustainable locations. The two surgeries in Penrith are located next to Penrith community hospital, a 28 bed facility for adult patients, specialising on nursing, rehabilitation and end of life care. The facility also includes a minor injury unit, clinical decision unit and out-patient service. The district does lack a larger facility that is capable of operating an accident and emergency service, surgical procedures, and health specialists. The nearest location for such services are in Carlisle,

9.8. Eden performs well across the board against criteria to monitor health and wellbeing, showing that healthy lifestyle choices are made and strong levels of community cohesion. Eden has the highest life expectancy in the county, the average person expected to live to 81.3 years. There is however a stark contrast between the highest and lowest performing wards, reflecting social inequality in the district. The average life expectancy in the ward of Greystoke is 82.8 years, in comparison to Eamont ward which is 69.2<sup>24</sup>.

9.9. The proportion of adults in Eden with disabilities is currently above average and expected to rise. The Cumbria Joint Strategic Needs Assessment reports that 22.8% of the working population in Eden are classified as having a disability, compared to a county average of 20.6. Though this is higher than average for this area, information from the census below considers that general health and ability to undertake day to day tasks is met broadly in line with the county and national average.

<sup>22</sup> Cumbria Intelligence Observatory (2013). Cumbria Community Safety Strategic Assessment.

<sup>23</sup> Cumbria Intelligence Observatory (2013). Cumbria Community Safety Strategic Assessment.

<sup>24</sup> Cumbria County Council/Cumbria CCG (2012). Cumbria Joint Strategic Needs Assessment

**Table 8: Percentage of Population with Limited Physical Abilities<sup>25</sup>**

	Eden	Cumbria	National
% of population in good or very good health	82%	80%	81%
% of population whose day to day activities are limited a lot	7%	9%	8%
% of population whose day to day activities are limited a little	11%	10%	9%
% of population whose day to day activities not limited	83%	80%	83%

9.10. Excessive noise can lead to human health issues, leading to cardiovascular and psychological effects and impact upon the daily lifestyles of people at work, school or home<sup>26</sup>. Transcribing the requirements of the EU ENDS Directive, Cumbria County Council are responsible for mapping strategic noise maps for all major transport networks. To date, first priority locations have been mapped. In Eden, this involves the mapping of key locations along the M6<sup>27</sup>, but in time will also include rail and potential aviation routes.

### Sustainability Issues to Consider

- Though population forecasts vary, they broadly concur that Eden will see increases in persons seeking to move to the area to retire. This also aligns with an estimated decrease in the working age population. The Local Plan will need to ensure that there is adequate supply of new housing to meet this increase and ensure that core services are given protection through the plan.
- The SA should consider how its framework will help to enhance the SA to encourage safe and healthy communities where residents can live and work.
- Road networks that are currently over capacity or in need of upgrades need to be accounted for in the Local Plan. Where infrastructure is necessary, the Local Plan should ensure that the development plan can help meet any shortfalls where development may exacerbate current issues.

### Likely Future without the Plan

9.11. The population is anticipated to increase to 55,455. There are already issues with housing affordability in the district, and increases in net migration may exacerbate issues of housing availability. Given the expected increases to the elderly population, there will be additional demands on key services such as healthcare and adult support.

<sup>25</sup> Census (2011) Long-term health problem or disability by general health by sex by age

<sup>26</sup> World Health Organisation (2014): Noise. [Accessed 24/02/2014]

<sup>27</sup> DEFRA (2014) Noise Action Plans – Maps 45 & 46. Accessed 24/02/2014

- 9.12. The area is suffering from a slowly declining workforce. Without wider consideration of the economic and social drivers that may retain young working families in Eden, we may be left with a larger proportion of the population who are retired than currently working, which will lead to difficulties in delivering core functions, such as emergency services, refuse and healthcare.
- 9.13. The district is considered a safe place to live and work, displaying low levels of crime and disorder. Significant increases in housing, and potential changes in welfare reform may increase levels of crime, which may not have the opportunity to be addressed without the strategic overview of the Local Plan.

## 10. Economy

### Sources of Information

10.1. Much of the context in this section has been derived from information within the 2011 census and data maintained by NOMIS.

### Background Information

Document Title	Tier
<b>European Employment Strategy</b> <ul style="list-style-type: none"> <li>• The European Employment Strategy seeks to engender full employment, quality of work and increased productivity as well as the promotion of inclusion by addressing disparities in access to labour markets.</li> </ul>	International
<b>CLG (2012) National Planning Policy Framework</b> <ul style="list-style-type: none"> <li>• Local Plans should set out a clear economic vision for the area, encouraging sustainable economic growth, and supporting new and existing businesses to respond to changes in the market.</li> <li>• Local Plans should take a flexible approach to employment allocations, considering alternative uses if demand for a site does not materialise.</li> <li>• Local Plans should create a hierarchy of centres that are resilient to future economic changes, and promote healthy competition and customer choice.</li> <li>• Local Plans should support the expansion of small rural businesses, encouraging diversification and tourism/leisure enterprises. This should be extended to reflect the important role that village services such as shops, meeting places, cultural venues also play.</li> </ul>	
<b>CLG (2013) National Planning Practice Guidance</b> <ul style="list-style-type: none"> <li>• The guidance advises that Local Authorities should plan for economic growth based on objectively assessed need, which identifies locations and approximate land/floor space needed to meet anticipated demand.</li> <li>• LPAs should aim to meet the 'full' needs of town centres, promoting development within towns over edge of settlement development.</li> </ul>	
<b>HM Government ( 2010) Local growth: realising every place's potential</b> <ul style="list-style-type: none"> <li>• The Local Growth White Paper (October 2010) sets out the Government overarching goal is to promote strong, sustainable and balanced growth. It restates the Government's role in providing the framework for conditions for sustainable growth by:               <ol style="list-style-type: none"> <li>1. creating macroeconomic stability, so that interest rates stay low and businesses have the certainty they need to plan ahead;</li> <li>2. helping markets work more effectively, to encourage innovation and the efficient allocation of resources;</li> <li>3. ensuring that it is efficient and focused in its own activities, prioritising high-value spending and reducing tax and regulatory burdens; and</li> <li>4. ensuring that everyone in the UK has access to opportunities that enable them to fulfil their potential.</li> </ol> </li> <li>• The White Paper focuses on the approach to local growth proposing measures to shift power away from central government to local communities, citizens and independent providers. It introduced Local Enterprise Partnerships (LEPs) to provide a vision and leadership for sustainable local economic growth. The number of LEPs has increased to 39 from the 24 originally announced. Across England the LEP's are at different stages of establishment and are subject to further development and consultation. LEPs will be expected to fund their own day to day running costs but may wish to submit bids to the Regional Growth Fund (RGF). The RGF is a discretionary £1.4bn Fund operating for three years between 2011 and 2014 to stimulate enterprise by providing support for projects and programmes with significant potential for creating long term private sector led economic growth and employment and, in particular, help those areas and communities that are currently dependent on the public sector make the transition to sustainable private sector-led growth and prosperity.</li> </ul>	National

**EU Structural & Investment Funds Plan – Cumbria Local Economic Partnership (2013)**

Regional

- The Cumbria LEP aims to provide a strategic overview of the economic activity in the County. The LEP will act as a guiding body for research and funding opportunities for growth in Cumbria. The LEP has 4 main strategic priorities, which are:
  - 1) Advanced manufacturing growth
  - 2) Nuclear and energy excellence
  - 3) Vibrant rural and visitor economy
  - 4) Strategic connectivity and the M6 corridor

**Penrith Business Improvement District (2013) – BID Proposal Document**

Local

- The Penrith BID is a business led initiative which seeks to improve trading conditions, and promote Penrith as a competitive, resilient town centre. The key projects in the proposal document are:
  1. Business training
  2. Business networking
  3. Dealing with economies of scale

**Eden Economic Plan(2006-2016)**

Local

- The Economic Plan has a strong vision which focuses on a sustainable economy:
- “By 2016 a diverse and sustainable economy will be created for our district, providing opportunities for employment and continuous business development. By encouraging sustainable practices, we will maintain a vibrant visitor destination whilst promoting the protection of the environment for future generations.”
- The document sets out the long term aims and objectives for Economic Development and Tourism for Eden till 2016. It is a community developed plan which has been completed after an extensive and wide ranging consultation with a wide range of stakeholders. ReSArch, statistics, empirical and anecdotal evidence has guided future policies and priorities.
- The Plan identifies a range of strengths, weaknesses, threats and opportunities, with the key priorities for Eden District Council including working towards a higher wage economy and ensuring affordable housing for the workforce.
- The strategy sets out five thematic areas of activity. These are:
  1. Business Development – addresses business performance whether through encouraging business start-ups, expansions or reinvestments.
  2. Infrastructure – providing the necessary building blocks be they transport, housing, technology or sites and premises.
  3. Marketing and Promotion – addressing perceptions and images; inspiring people to visit Eden whether for business or pleasure.
  4. Regeneration – maximising the potential of people and businesses for collective community action.
  5. Skills and Employment – providing a diversity of training and employment opportunities to ensure a healthy labour market.

**Eden Economic Viability Assessment (2013)**

Local

The 2013 study represented an update of the report undertaken in 2009 to appraise market conditions and assumptions in relation to development viability. In particular, the following observations have been made:

1. Greenfield sites for low, medium and high densities with low developer contributions (£1000 and £2500) are viable in North Lakes, Eden valley N & S market areas.
2. Small greenfield sites for low and high densities with low developer contributions (£5000 and £7500) are viable in North Lakes, Eden valley N & S market areas.
3. Large greenfield sites for low and high densities with low developer contributions (£5000 and £7500) are unviable in North Lakes, Eden valley N & S market areas.
4. All greenfield scenarios of all densities and developer contributions are unviable in the Alston moor market area
5. All brownfield scenarios of all densities and developer contribution for all study areas are unviable.

## Relationships & Influences on the Local Plan

- The SA assessment framework should assess employment levels, quality of work and social inclusion
- The Local Plan should have due regard to the need for strong, sustainable and balanced growth.
- The SA framework should consider the nature of growth to ensure that the economy remains balanced and growth is sustainable..
- The S&IFP document outlines a range of growth areas and growth barriers. The SA will account for the key considerations of the document, to promote economic growth in the district.
- This SA has a relationship and could be influenced by the Economic Plan as it has a number of key actions that overlap. For example providing sites and premise is a key part of the Infrastructure theme.
- It is required of the Local Plan to undertake specific testing to demonstrate that sites are deliverable. The SA will consider the risks of viability to site selection, when considering a reasonable range of alternative sites.

### Local Context

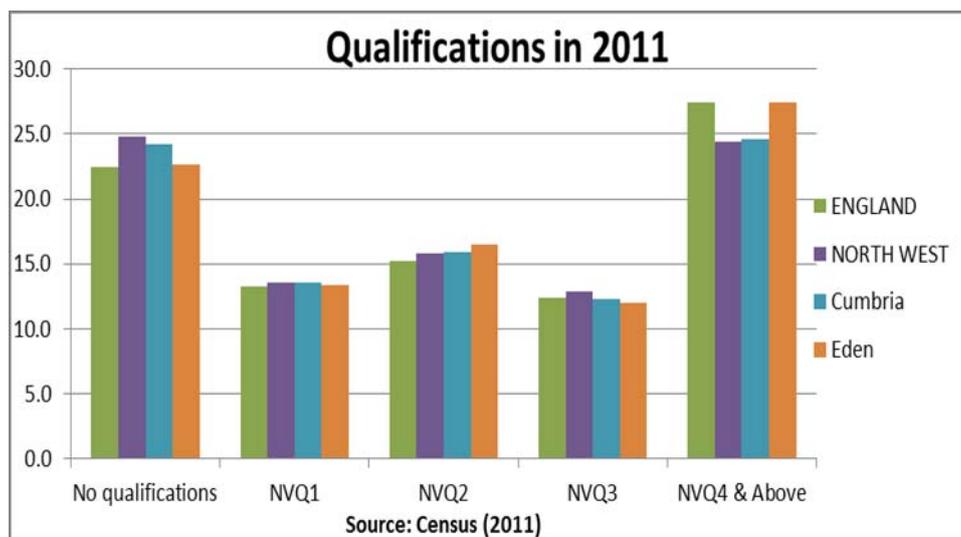
#### Education

10.2. Cumbria County Council is the lead education authority in Cumbria. There are 38 primary schools in Eden, along with 5 secondary schools. Due to the rural nature of the district, many of the schools in more remote locations are poorly utilised. It has been noted that schools in Penrith are faced with the largest demands for school places. To cope with the pressures of increased housing in the town, the County council have expressed a desire for new housing to meet this shortfall, through contributions from development. A planning application is currently with Eden's planning team which proposes a significant housing development on the edge of the town, along with a new 1 form primary school. It is expected that the decision will come before members of the planning committee in March 2014.

10.3. In addition to formal education, the district is also home to Newton Rigg college. Recently acquired by Askham Bryan, the college offers courses in agricultural and land management which lead to higher education qualifications.

10.4. Educations attainment in Eden is above the county average in many areas. In 2011, 27.4% of the district held a certificate of education of NVQ4 or higher, compared to the county average of 24.6%. It is acknowledged that this may, in part, be due to well-educated residents who have moved into the area, as there is a shift towards graduates leaving the district.

**Chart 3: Comparison of Qualifications in Eden**



10.5. At an earlier level, Eden students have been shown to perform well at GCSE level. In 2012 64.4% of 16 year olds attained 5 GCSE grades A\*-C, including English and maths, the joint highest figure in Cumbria well above the county average of 56.3%. Educational attainment does vary significantly in Eden, the disparity shown between the pupils of Ullswater ward, 81% of whom attained 5+ A\*-C grades, compared to the figure of 36% in Penrith South.

## Economy

10.6. 61.7% of Eden's population are of working age. The median average annual household income in Eden is £26,265, £741 above the county average<sup>28</sup>. Eden is a relatively affluent district yet 15.3% of households still have an annual income of less than £10,000. In addition, average gross weekly pay in Eden for full time workers is £36 below the North West average<sup>29</sup> and £73.70 below the national average. There is a wide gap between male and female salaries with the average full time gross weekly salary for males in Eden at £492.4 but only £296.2 for females. This difference is far more marked in Eden than the North West region or nationally where the figures are higher for both men and women, but closer together.

10.7. The unemployment rate in Eden has risen from 1.6% in 2006 to 3.5% in 2012, but it still remain considerably lower than the average across the North West of 8.8% and the national level of 7.9% (2012)<sup>30</sup>. Although the area has high levels of employment, this masks a dependency on low paid work and part time work with many people having more than one job.

10.8. The number of businesses in Eden has remained unchanged between 1994 and with minor growth during this period. There are 3,370 businesses registered for VAT in Eden, which was a decline of 15 businesses from the previous year of 2006. This is not in accordance with the North West region which has had consistent growth of 3.2% for the period from 2006 to 2007. The District has a higher proportion of small businesses employing less than

<sup>28</sup> Cumbria Intelligence Observatory (2012) [Accessed March 2013]; [www.cumbriaobservatory.org.uk/Atlas/CumbriaAtlas](http://www.cumbriaobservatory.org.uk/Atlas/CumbriaAtlas)

<sup>29</sup> Nomis Official Labour Market Statistics (2012); Earnings by workplace 2012

<sup>30</sup> Nomis Official Labour Market Statistics (Oct 2011-Sep 2012); Economically active – Unemployed (Model Based) Eden

10 people than nationally with a correspondingly lower proportion of larger businesses. Business survival rates are higher than nationally but formation rates are lower<sup>31</sup>. As of 2012 there was a total of 42.25ha of employment land within Eden District. The national trend is for the requirement of 50ha available employment land identified up to 2025.

10.9. The Council employed consultants in 2008 to undertake a survey of retail requirements in the district. The study is due for an update to account for changes in market conditions, but many of the assumptions still remain. The document identified a capacity within certain towns for additional convenience and comparison goods. We would expect that the updated study will include information concerning viability and vitality, accounting for potential floor space that can be fed into the Local Plan.

## Employment

10.10. The 2009 Employment Land Study, undertaken by Drivers Jonas in 2009 set out potential developable employment land in the district. We have to maintain a suitable supply of employment land, to encourage new business in the area and ensure that existing businesses feel confident that they can expand operations in Eden. As of 2013 Eden has an employment land supply of 29.65ha, a figure reduced by 9.09ha from 2012. In 2012/13 11,127m<sup>2</sup> of employment flood space was completed, a large proportion of which was B8 (storage and warehouse) use, outside of Eden's main towns .

10.11. The district has a varied workforce, though many are employed to support the tourism and leisure sectors in Eden. The manufacturing and professional services sectors are lower than those in the North West reflecting the need for infrastructure in Eden to support growth in new sectors.

10.12. There are just over 27,600<sup>32</sup> people employed within the District. Tourism plays a key role in Eden's economy with tourism-related employee jobs and is the most significant area of growth for the District accounting for 19.7% of total Eden employee jobs. During 2011, Eden attracted 4.3 million visitors which accounted for £225.5 million being spent by these visitors which in turn accounted for 3,589 full time equivalent jobs.<sup>33</sup> Within the district the largest areas of employment are distribution, hotels and restaurants (33.2%), public admin, education and health (15.3%), manufacturing (9.4%) and construction (8.1%). Jobs in the financial sector are fewer in Eden, representing only 9.3% of employee jobs in contrast to about 22% nationally. Self-employment accounts for almost 21.5% of the working population, higher than both the North West figure of 8.4% and the national figure of 9.6% (Nomis 2012<sup>34</sup>). The ratio of total jobs to population 16-64 for Eden is 0.95 which is above both the regional and national average.

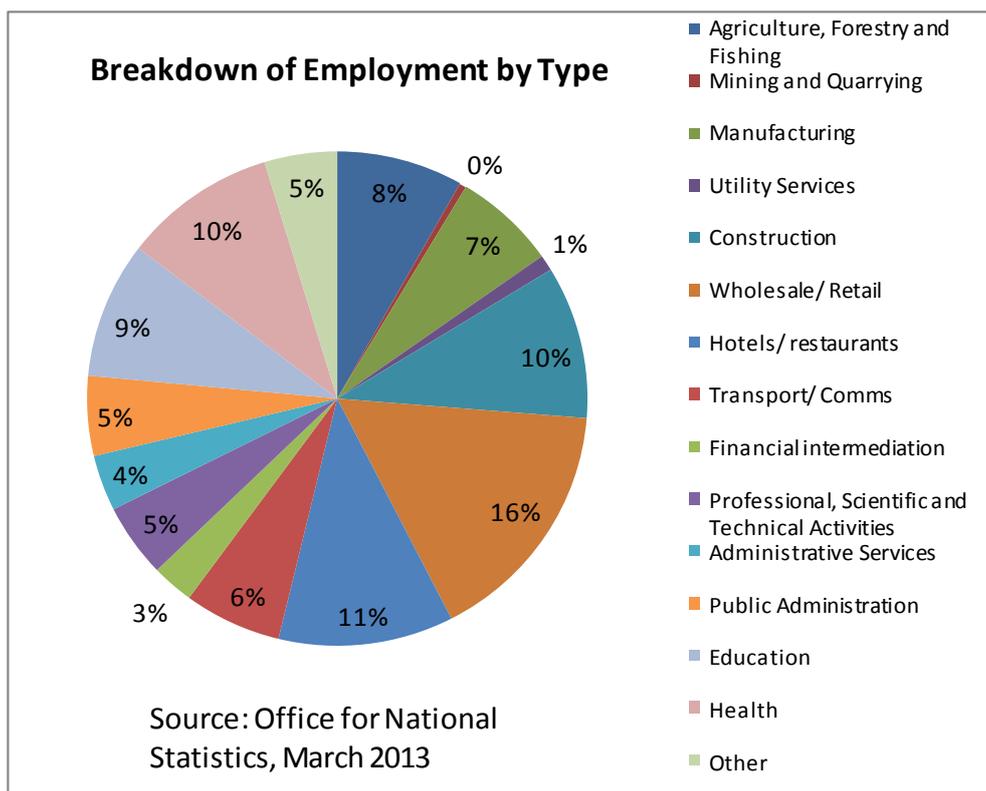
<sup>31</sup> Eden LDF: Annual Monitoring Report 2010/11

<sup>32</sup> Nomis Official Labour Market Statistics (Oct 2011-Sep 2012); Employment and Unemployment [Accessed March 2013]

<sup>33</sup> Eden District Council (Jan 2013); 'Eden Tourism' accessed at <http://www.eden.gov.uk/business-and-the-economy/tourism-in-eden/>

<sup>34</sup> Nomis Official Labour Market Statistics (Oct 2011-Sep 2012); Economically active – In employment – Self-employed Eden

**Chart 4: Labour Force in Eden by Sector**



### Sustainability Issues to Consider

- The SA should consider local data on education and employment within the SA framework, to ensure that localised deprivation is accounted for in the assessment of sites and policies.
- The district supports median household incomes above the county average, however inequality still exists in the district as 15% of households have an annual income less than £10,000. Through the SA the Local Plan should promote sites and policies which will attract high wage employers, and diversify the local economy.
- Growth within the tourist and visitor sector needs to be supported, but not at the expense of creating an economy reliant on seasonal, low wage employment.

### Likely Future Position without the Plan

- 10.13. The district will work through the Cumbria Local Economic Partnership to promote the area in terms of tourist ventures, and the M6 strategic corridor initiative.
- 10.14. Without suitable sites or a facilitative policy framework there will be less certainty for developers who are interested in investing in Eden. To this extent, developers may wish to locate services to larger authorities who have a more developed policy framework.
- 10.15. Without a strategic plan, it is unlikely that infrastructure required to facilitate development can be delivered, which will limit the types of development that would be viable in the district.

## 11. Housing

### Sources of Information

11.1. This section has drawn on detailed information we are provided with by Paycheck, a household estimation tool provided by CACI. Wider information and regional comparisons have been taken through census information.

### Background Information

Document Title	Tier
<b>CLG (2008) Living Working Countryside: The Taylor Review of Rural Economy and Affordable Housing</b>	National
<ul style="list-style-type: none"> <li>Findings of the report by Matthew Taylor MP, considered how to boost the economic gain of a rural area through encouraging sustainable economic growth and reviewing the set of planning policy documents to streamline the process. Greater support should be given to local authorities in achieving appropriate levels of affordable housing, particularly through increased interaction with housing corporations and registered social landlords.</li> </ul>	
<b>CLG (2012) National Planning Policy Framework</b>	
<ul style="list-style-type: none"> <li>Local Plans should boost significantly the supply of housing, using objectively assessed evidence to demonstrate future need and demands.</li> <li>Authorities should demonstrate that they have enough deliverable housing sites to meet need for the next 5 years. If an authority cannot do this, planning applications will be guided by the presumption in favour of sustainable development, as set in the NPPF.</li> <li>Villages may want to consider accepting larger developments to help address housing need in the short term.</li> <li>Housing delivery in rural areas should take account of the way villages and towns interact with each other, permitting housing in locations that will support clusters of villages.</li> </ul>	
<b>CLG (2013) National Planning Practice Guidance</b>	
<ul style="list-style-type: none"> <li>Blanket policies which permit and restrict rural housing development should be avoided.</li> <li>Creating opportunities for affordable and accessible housing is key to ensuring the retention of key services and promoting vibrant, mixed communities.</li> </ul>	
<b>CLG (2004) Housing Act</b>	
<b>CLG (2013) Next Steps to zero carbon homes: Allowable solutions</b>	
<b>AECOM (2011) Penrith Strategic Masterplan</b>	
<ul style="list-style-type: none"> <li>The Strategic Masterplan for Penrith achieves the following: <ol style="list-style-type: none"> <li>It assesses the identified options for growth, both residential and employment. The masterplan also provides a focus on feasibility, capacity and explores the infrastructure requirements needed in Penrith to ensure that the greatest benefits can be sought through future development.</li> <li>Identification of strategic design issues to ensure that the required growth options are sustainable and complement the urban fabric of the town.</li> <li>Provides a focus on connectivity and accessibility to services, open space, employment, education and training. It also defines the design characteristics to guide future development such as density, height and design of future development.</li> <li>It provides guidance on the scale, nature, location and type of development that is required in Penrith during the Local Development Framework plan period, up to 2025.</li> <li>Indicates appropriate phasing.</li> <li>Constitutes robust and defensible evidence for the Examination in Public of the Housing DPD.</li> </ol> </li> </ul>	
<b>Upper Eden Neighbourhood Plan (2013)</b>	

- The Neighbourhood Plan consists of a number of parishes including Kirkby Stephen and Brough, which have employment allocations. This statutory planning document is in conformity with the Core Strategy and provides localised policy which has been examined, consulted and been to referendum. It has been adopted and is a part of Eden's Development Plan. The policies mainly focus on housing with some reference to Local Services Centres and improving internet connectivity with new developments.

#### **Tebay Neighbourhood Area Designation (2014)**

National

- The parish has recently presented an area designation, which permits the designated area to create a vision for the area through a neighbourhood plan or NDO.

#### **Bolton Neighbourhood Area Designation (2014)**

Regional

- The parish has recently presented an area designation, which permits the designated area to create a vision for the area through a neighbourhood plan or NDO.

### **Relationships & Influences on the Local Plan**

- **The area has yet to determine how it wants to proceed in relation to neighbourhood planning.**
- **The SA will be mindful of emerging proposals or policies proposed by neighbourhood community groups.**

#### **Local Context**

11.2. Low levels of crime and a rich natural beauty make Eden a very desirable place to live. The average dwelling price in Eden is £198,340; this is much higher than the figure for Cumbria as a whole of £143,863 (Cumbria County Council, CACI data 2011).

11.3. A large number of residents in Eden are in housing need and therefore unable to rent or buy on the open market. Housing needs surveys indicate that there is a need for 118 affordable homes in Penrith alone, with 70% of these requiring social rented housing and 30% intermediate housing (shared ownership, shared equity). The estimated need amounts to the equivalent of 227 new dwellings per year, and as of 2013 there were 1012 people on the waiting list for affordable housing in Eden. This is becoming an increasingly problematic trend for the district with house prices 8.57 times the lower quartile income (2011). This is still the case even though 48.1% of new homes approved by the Council from 2003 to 2011 were affordable. The lack of affordable housing has been a key factor in young people migrating out of the district in search of more affordable housing together with education and employment opportunities. This has been further stemmed by low levels of inward investment and lack of economic growth. Eden has an older population profile than England and Wales and the population is 'ageing' at a faster rate than at both a county and national level with the population of Eden's working age low at 62.7%. It is forecasted that there will be an additional 2,500 people in the district in 2025 and an increase of 4,200 people over the age of 65. Factors contributing to outward migration will contribute to a predicted loss of 1,700 people under the age of 65 by 2025.

11.4. There are currently 1,350 houses in Eden being used as second homes which equates for 5.3% of the total stock; this not only impacts upon availability to obtain and afford housing but also has cascading effects upon the local economy through inconsistent spending patterns.

- 11.5. Eden has a high proportion of households owned outright with 46.3% in comparison to the average for North West (31.0%) and England (30.6%). However, the private and social rented sector accounts for 33.67% of the resident population.
- 11.6. There are high levels of substandard housing in the district with 27% of private sector housing stock in Eden classified as dangerous (having category one hazards). The district has the highest level of fuel poverty in the county, at over double the national rate. 38.3% of households in Eden experience fuel poverty compared to the county average of 28.1% and the national average of 18.4%. The high level of fuel poverty results from the large number of old and poorly insulated properties in the district, many which are off mains gas and the high proportion of retired residents on comparably low incomes.
- 11.7. Local authorities are required to maintain an annual supply of housing sites which could reasonably be delivered in the next 5 years. This could include sites with an extant permission, sites with confirmed interest in developing and windfall allowances to account for trends in house building. If an authority cannot demonstrate a 5 year supply of available land, there is a presumption in favour of development, unless there is evidence of significant harm as a result of a proposal. Eden currently has a land supply of 3.87 years, in which we have accounted for any shortfalls in targets, and applied a buffer of 20% to help increase competition in the local housing markets.

### Sustainability Issues to Consider

- There are high levels of identified housing need in Eden. In addition, current LQ house prices currently far exceed the LQ wages at a ratio of 8.5. The Local Plan needs to consider how strategies can be implemented that will increase the affordability of local housing stock.
- The Government have recently consulted upon potential changes to the efficiency and insulation of new housing. The current plans are for incremental improvements to efficiency and the inclusions of micro generating renewable energy so that all housing built from 2016 is considered zero carbon. The new consultation document proposes a contribution strategy, where it is not feasible to meet these standards. The SA will need to continue to promote sustainable standards of build and design through the Local Plan.

### Likely Future Position without the Plan

- 11.8. Without a plan that creates opportunities for new growth, housing will be led by market forces. This may or may not lead to meeting housing targets, though presents the opportunity for more growth in locations that may not be as sustainable as a framework set in the Local Plan.
- 11.9. Even in a suppressed market, housing is one of the more profitable forms of development. Through development we can require that house builders enhance the area through contributions which can be directed towards affordable housing, infrastructure and social amenities. The Local Plan should identify the most important requirements for the district, which can be delivered through identified housing sites. Without the Local Plan, it may not be possible to justify and secure the required infrastructure to meet the needs of areas in Eden.

11.10. Economic viability is now a key part of the housing construction process. The SA needs to advocate the use of low carbon design and local renewable energy creation as a key consideration.

## 12. Landscape & Cultural Heritage

### Sources of Information

12.1. There are a number of local landscape and heritage assets in the district. Information compiled has been collected from data held within Eden District Council and Cumbria County Council.

### Background Information

Document Title	Tier
<b>Council of Europe (2000) European Landscape Convention</b>	International
<ul style="list-style-type: none"><li>The European Landscape Convention was adopted on 20 October 2000 in Florence and came into force on 1 March 2004 (Council of Europe Treaty Series no. 176). It is open for signature by member states of the Council of Europe and for accession by the European Community and European non-member states. The UK Government signed the European Landscape Convention in 2006 and it became binding from March 2007.</li><li>The aims of the Convention are to promote landscape protection, management and planning, and to organise European co-operation on landscape issues.</li><li>Responsibility for implementation has been deferred to the signatories. Articles 5 (general measures) and 6 (specific measures) set out measures that the signatories will undertake, e.g. integrating landscape into policies with possible direct or indirect impact on landscape and to introduce instruments aimed at protecting, managing and/or planning the landscape.</li><li>Natural England is leading the implementation of the ELC in England and has worked with Defra and English Heritage to produce A Framework for Implementation in England, published in October 2007. This framework seeks to further strengthen the protection, management and planning of England's landscapes, by providing a structure for action plans that will be prepared by any interested partners and stakeholders. CCW note that in Wales the European Landscape Convention commitments are implemented within existing mechanisms that we have for dealing with our landscapes, building on all the work we have done to date.</li></ul>	
<b>HM Government(1979) Ancient Monuments and Archaeological Areas Act</b>	
<ul style="list-style-type: none"><li>The European Landscape Convention was adopted on 20 October 2000 in Florence and came into force on 1 March 2004 (Council of Europe Treaty Series no. 176). It is open for signature by member states of the Council of Europe and for accession by the European Community and European non-member states. The UK Government signed the European Landscape Convention in 2006 and it became binding from March 2007.</li><li>The aims of the Convention are to promote landscape protection, management and planning, and to organise European co-operation on landscape issues.</li><li>Responsibility for implementation has been deferred to the signatories. Articles 5 (general measures) and 6 (specific measures) set out measures that the signatories will undertake, e.g. integrating landscape into policies with possible direct or indirect impact on landscape and to introduce instruments aimed at protecting, managing and/or planning the landscape.</li><li>Natural England is leading the implementation of the ELC in England and has worked with Defra and English Heritage to produce A Framework for Implementation in England, published in October 2007. This framework seeks to further strengthen the protection, management and planning of England's landscapes, by providing a structure for action plans that will be prepared by any interested partners and stakeholders. CCW note that in Wales the European Landscape Convention commitments are implemented within existing mechanisms that we have for dealing with our landscapes, building on all the work we have done to date.</li></ul>	

### **HM Government(1990) Planning (Listed Buildings and Conservation Areas) Act**

- The Planning (Listed Buildings and Conservation Areas) Act 1990 outlines the level of protection received by listed buildings, scheduled monuments and buildings within Conservation Areas.

### **HM Government (1949) National Parks and Access to the Countryside Act 1949**

- The National Parks and Access to the Countryside Act 1949 makes provision for National Parks, confers powers for the establishment and maintenance of nature reserves, makes provision for the recording, creation, maintenance and improvement of public paths and for securing access to open country and confers further powers for preserving and enhancing natural beauty. National Parks are areas of relatively undeveloped and scenic landscape. Designation as a national park may include substantial settlements and human land uses which are often integral parts of the landscape. Land within a national park remains largely in private ownership. There are currently thirteen national parks in England and Wales. Each park is operated by its own national park authority, with two "statutory purposes":

1. to conserve and enhance the natural beauty, wildlife and cultural heritage of the area, and
2. to promote opportunities for the understanding and enjoyment of the parks.

### **CLG (2012) National Planning Policy Framework**

- Local Plans should consider whether there are any vulnerabilities in the local landscape as a result of climate change.
- The planning system should protect and enhance protected and valued landscapes through a criteria based policy in the Local Plan, which can help determine significance.
- Significant weight should be given to designated landscapes, such as AONBs and National Parks.
- Local plans should set out a strategy in the Local Plan for the conservation of the historic environment, paying particular attention to heritage assets which are at risk through decay or neglect.
- Local Plans should provide the basis for assessing the significance of heritage assets, which should be used as a guide for emerging proposals to avoid any potential conflicts with development. Substantial harm or loss of heritage assets should be considered only in exceptional circumstances.

### **CLG (2014) National Planning Practice Guidance**

- The Local Plan may wish to include a 'local list' of non-designated heritage sites that are important to the local area and capable of being submitted of designation as a heritage asset.

### **North Pennines AONB Management Plan (2009-2014)**

- AONB Management Plans are intended to:
1. Highlight the special qualities and enduring significance of the AONB and the importance of its landscape features, and identify those that are vulnerable to change
  2. Present an integrated vision for the future of the AONB as a whole, in the light of national, regional and local priorities, regardless of administrative boundaries
  3. Set out agreed objectives which will help secure that vision
  4. Identify what needs to be done, by whom and when, in order to achieve these objectives
  5. Stimulate action aimed at helping people to discover, enjoy and understand the local landscape and its natural and cultural features
  6. Identify actions which will support those economic and social activities which in themselves contribute to the conservation and enhancement of natural beauty.

### **North Pennines AONB Planning & Design Guide (2011)**

- The aim of the two documents is to help homeowners, developers and planners bring forward development which meets community need and conserves and enhances the AONB landscape.
  - In terms of the LDF/Local Plan process they are intended to help implement the planning, design and conservation policies relating to the AONB. The guides aim to build consistency, so that planning policies and development control decisions conserve the AONB but still deliver essential development.
  - The main objectives of the two documents, taken together, are: to help those undertaking building developments or maintenance works, of any scale, to conserve and enhance the natural beauty of the North Pennines
1. To help promote new development that conserves and enhances the natural beauty of the North Pennines while accommodating the needs of its communities
  2. To stimulate the highest standards of design, conservation and development;
  3. To support the production and implementation of local planning policy
  4. To secure a consistency of approach towards planning matters across the AONB.

### **Relationships & Influences on the Local Plan**

- **The SA assessment framework should refer to local and national landscape designations.**
- **The Local Plan should protect historic features from development.**
- **The SA framework should consider the significance of effects development might have on landscape and heritage features.**
- **The Local Plan should take account of sites currently on the heritage at risk register, and promote a strategy for their enhancement and protection.**
- **The SA and Local Plan should consider non designated sites, and where appropriate, create a local list of non-designated assets.**
- **The Local Plan should protect Listed Buildings and Conservation Areas from development, considering the significance of new policies and sites proposed.**
- **The SA framework should consider the landscape and visual effects of development on The Lake District National Park, the North Pennines AONB and the effect of development of public rights of way.**
- **The SA has some relationship with the AONB Management Plan, its objectives could have some bearing on the Plan.**
- **As some of the sites are within or adjacent to the AONB, when the Employment Allocations are built out this document may play some role in the building design. Therefore there is a relationship with the SA as it is allocating some sites in the AONB at Alston.**

## **Local Context**

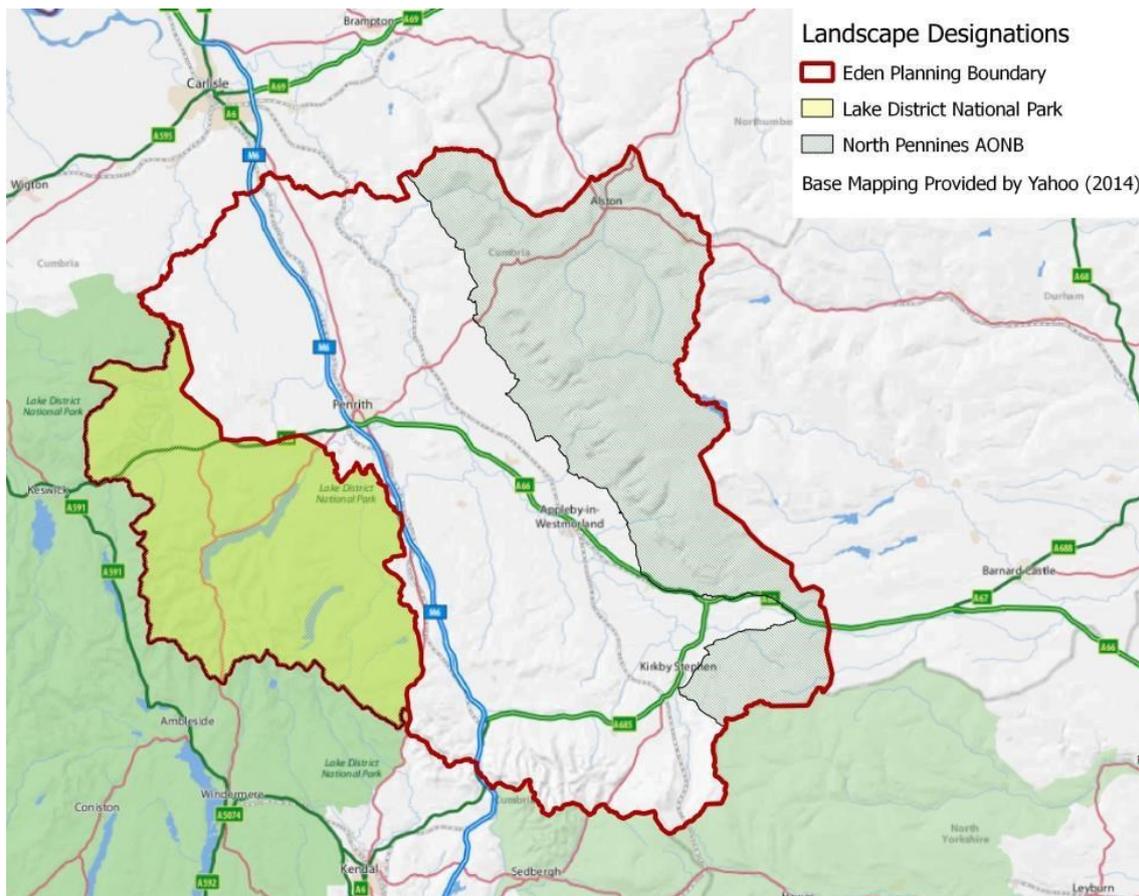
### **Landscape**

12.2. 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 has an exceptionally high quality of environment, in terms of both its natural and built environments.

- 12.3. These areas are considered nationally important landscapes which contribute to the unique character of the area and in the case of the National Park play a significant role in the generation of tourist related activities.
- 12.4. The remit of the Local Plan will not include development within the National Park. The Lake District National Park Authority will be responsible for development plans, and planning applications in this area. The presence of the AONB does not prevent development coming forward; however design and integration into the landscape will be given greater weight in these areas. It should also be noted that there is an ongoing consultation on the revision of national park boundaries in Eden. Natural England are currently proposing extensions to both the Lake District National Park and the Yorkshire Dales National Park into southern areas of Eden district. These areas are typically rural, and see low levels of annual planning permissions<sup>35</sup>. As the Local Plan develops, the intentions to extend the national parks should become clearer.
- 12.5. In 2011 Cumbria County Council published its Landscape Character Assessment Guidance Toolkit.
- The landscape character assessment seeks to describe and map the elements and features that make up distinctively different types of landscape throughout the county.
  - The vision, landscape changes and guidelines provide a framework to help protect, manage, enhance and restore landscapes in the future and keep their distinctiveness.
- 12.6. This document will be used as evidence to create a landscape baseline in Eden to appraise any emerging sites and policies against. The guidance will be vital to ensuring that any new development is in accordance with the character of the area, and development does not adversely affect the qualities of the landscape.
- 12.7. In 2010, the emerging housing sites document was subject to localised landscape and visual impact assessments. Using an estimated yield of housing on each of the proposed sites in the four main towns, the impact on the landscape was appraised against a number of key visual receptors. Though some of the sites have been amended or added/removed since this appraisal, key findings will be able to be fed into landscape appraisals within the sustainability appraisal.

<sup>35</sup> 7% of overall planning applications in 2011/12: Eden District Council  
Eden Local Plan SA Scoping Report

**Map 3: Landscape Designations in Eden**



## Historic Environment

- 12.8. The Planning (Listed Buildings & Conservation Areas) Act 1990 imposes a duty on local authorities to designate as conservation areas any ‘areas of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance’. In 2012, there were 24 designated Conservation Areas that protect the character of historic settlements.
- 12.9. The importance of the historic built environment is reflected by the number of protected heritage assets there are in the district. In Eden (outside of the Lake District National Park) there are 1,601 listed buildings (38 Grade I, 82 Grade II\*, 1,481 Grade II), and 266 Scheduled Monuments.
- 12.10. The NPPF advises that Local Plans consider the significance of heritage assets, so that appropriate levels of protection can be afforded. The following list, sourced from English Heritage<sup>36</sup> includes heritage assets in Eden which are in risk of being lost, due to decay, neglect or inappropriate development. There are 52 heritage assets in Eden which are currently on the risk register. The most recent addition to the Heritage at Risk register was Alston in 2010. It was felt that declining economic conditions and poorly maintained shop facades within the conservation area was leading to an overall erosion of the character of the area.

<sup>36</sup> English Heritage: Heritage at Risk Register (2013)  
Eden Local Plan SA Scoping Report

Table 9: Heritage At Risk Register in Eden (2013)

Heritage Asset	Extensive significant problems	Generally satisfactory but with significant localised problems	Generally unsatisfactory with major localised problems	Poor	Very bad	Unknown	Grand Total
<b>Conservation Area</b>				<b>1</b>			<b>1</b>
Deteriorating				1			1
<b>Listed Building</b>				<b>3</b>	<b>2</b>	<b>4</b>	<b>9</b>
Declining					1	2	3
Improving				3	1	1	5
Stable						1	1
<b>Scheduled Monument</b>	<b>24</b>	<b>4</b>	<b>5</b>			<b>9</b>	<b>42</b>
Declining	9	2	5			5	21
Improving	14	1				1	16
Stable						2	2
Unknown	1	1					2
Unknown						1	1
<b>Grand Total</b>	<b>24</b>	<b>4</b>	<b>5</b>	<b>4</b>	<b>2</b>	<b>13</b>	<b>52</b>

### Sustainability Issues to Consider

- The SA framework will need to include criteria for the protection and enhancement of the built environment.
- Designations such as the North Pennines AONB and Lake District National Park are considered nationally important landscapes. The SA will account for these within the framework, along with indicative extensions to the national parks proposed by Natural England.
- The Local Plan will need to demonstrate that it has considered the significance of heritage assets in Eden, so that the most valuable sites are afforded high levels of protection, and a pragmatic approach to development can be taken on less sensitive sites.
- The Local Plan will need to demonstrate that the condition sites on the heritage at risk register can be improved through the plan.

### Likely Future Position without the Plan

12.11. The NPPF will ensure that nationally protected landscapes are given significant weight in the planning process. The Local Plan will allow for local landscape types to be taken into account, to ensure that the least sensitive landscapes are promoted through the plan.

12.12. The NPPF ensures that weight is given to the conservation and protection of heritage assets through the planning application process. Without a plan, sites that have not been formally designated such as those on a local list will have limited protection against inappropriate development.

12.13. It may also be difficult to offer enhancements to assets on the heritage at risk register without a Local Plan to coordinate the protection and enhancement of these sites

## 13. Soil

### Sources of Information

- 13.1. To give an indication of overall soil quality, we refer to national datasets. We do however hold local information on contaminated land and monitor the reuse of brownfield land as an indicator of policy effectiveness.

### Background Information

Document Title	Tier
<b>Council of Europe (2003) European Soils Charter</b>	International
<ul style="list-style-type: none"> <li>Sets out common principles for protecting soils across the EU and will help the EU Member States to better protect the soil on their territory and to use it in a sustainable way.</li> </ul>	
<b>European Commission (2006) Thematic Strategy for Soil Protection</b>	International
<ul style="list-style-type: none"> <li>The Thematic Strategy for Soil Protection consists of a Communication from the Commission to the other European Institutions, a proposal for a framework Directive (a European law), and an Impact Assessment.</li> <li>It sets out an EU strategy for soil protection with an overall objective of the protection and sustainable use of soil, based on the following guiding principles:               <ul style="list-style-type: none"> <li>Preventing further soil degradation and preserving its functions:                   <ol style="list-style-type: none"> <li>When soil is used and its functions are exploited, action has to be taken on soil use and management patterns; and</li> <li>When soil acts as a sink/receptor of the effects of human activities or environmental phenomena, action has to be taken at source.</li> </ol> </li> <li>Restoring degraded soils to a level of functionality consistent at least with current and intended use, thus also considering the cost implications of the restoration of soil.                   <ol style="list-style-type: none"> <li>The strategy proposes introducing a framework Directive setting out common principles for protecting soils across the EU, with Member States deciding how best to protect soil and how use it in a sustainable way on their own territory.</li> </ol> </li> </ul> </li> </ul>	
<b>Defra (2009) Safeguarding our Soils: A Strategy for England</b>	National
<ul style="list-style-type: none"> <li>The document promotes the safeguarding of soils and the recognition of the valuable function that soil performs in nutrient cycling, water regulation, carbon storage, support for biodiversity and food production.</li> <li>By 2030 the document proposes a vision for sustainable soil management, addressing any threats to soil degradation so that soils can continue to provide essential services to future generations.</li> </ul>	
<b>Defra (2011) Code of practice for the sustainable use of soils on construction sites</b>	National
<ul style="list-style-type: none"> <li>This document provides practical guidance on the sustainable use of soil on construction sites.</li> <li>The code includes the following provisions               <ol style="list-style-type: none"> <li>Guidance on the protection and enhancement of soil resources on site and wider benefits for the environment</li> <li>Cost savings to business operation</li> <li>Commitment towards CSR</li> <li>Contribution towards meeting legal targets</li> </ol> </li> </ul>	
<b>CLG (2012) National Planning Policy Framework</b>	National
<ul style="list-style-type: none"> <li>In conserving the natural environment, the planning system should seek to protect valuable soil and agricultural land. Local planning authorities should direct development to areas of poorer agricultural land quality.</li> <li>New development should be prevented where there are unacceptable impacts on local soil</li> </ul>	

quality. Remediation of spoiled and contaminated land should be undertaken where appropriate.

#### CLG (2014) National Planning Practice Guidance

National

- Soil is recognised in the NPPG as a finite resource, which is important for the ecosystem services it performs.
- Development on brownfield land should be prioritised, unless the site has since become an important site for local biodiversity.
- The most valuable land, including agricultural land should be protected as part of the development process.

#### Relationships & Influences on the Local Plan

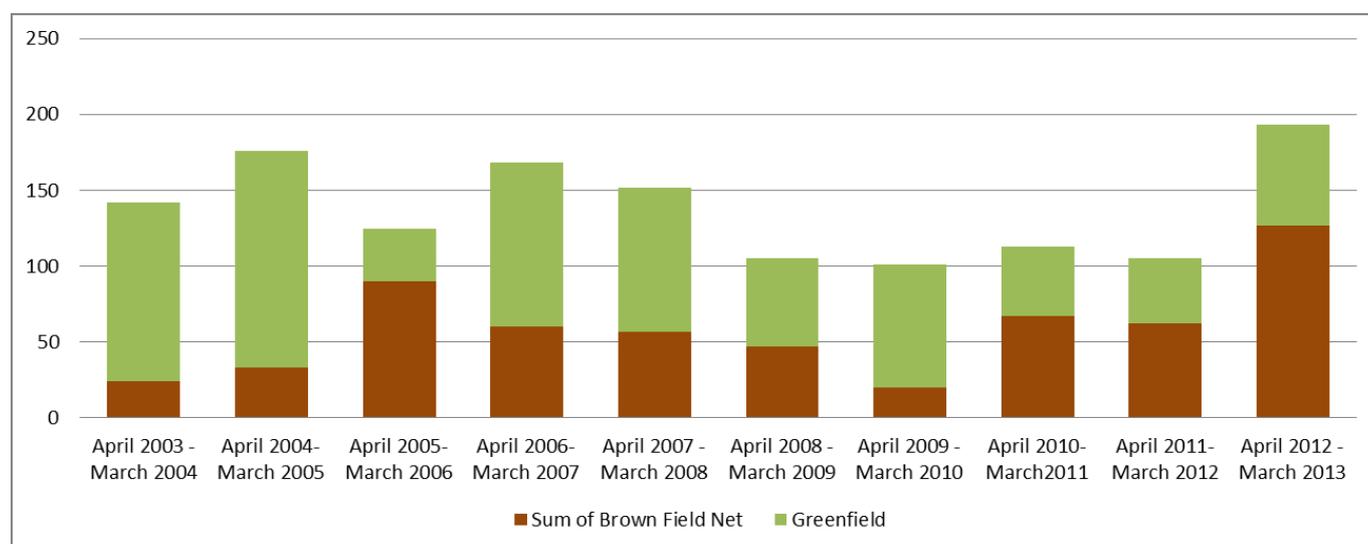
- **The Local Plan should take the effects on soil into account.**
- **The SA framework should specifically consider the effects soil.**
- **Agricultural land quality should be incorporated within the SA framework**

### Local Context

13.2. Land use in the district is predominantly rural, with many small agricultural enterprises, and larger industry focused around the four main towns. Eden does not have a green belt, as development in the district is reasonably self-contained and bounded by national landscape designations.

13.3. The district has very little vacant brownfield land suitable for redevelopment. Eden maintains a list of vacant brownfield sites, which are submitted to national government under the National Land use Database (NLuD). Historically, we have very few sites which have remained vacant for longer than 5 years. As noted in the graph below, the planning system has promoted the reuse of brownfield sites which tend to also be in sustainable locations which improve the character of Eden's towns and villages.

Chart 5: Brownfield Development on Housing Sites in Eden



13.4. Historically, some of the upland areas of Eden were important areas for mining lead, silver, zinc and coal. These brownfield sites have helped support a number of villages including Nenthead (Nenthead mines), Glenridding (Greenside) and Threlkeld (Northern Fells).

13.5. Land quality in Eden is quite varied, due to the differences in land form across the district. Much of the land within the central valley is classified as grades 3 which is considered good to moderate land quality, and there are pockets of greater land value. Much of the land within the North Pennines falls under grades 4/5, representing lower quality land, due to the high acidic, nutrient poor soil content.

#### **Sustainability Issues to Consider**

- The SA should consider the sequential use of land, promoting brownfield sites with little biodiversity value for redevelopment.
- The SA should consider the likely contamination on sites, and where viable, promoting the redevelopment as a means of remediating the sites.
- The SA framework should account for the best and most versatile agricultural land.

#### **Likely Future Position without the Plan**

13.6. Whilst the NPPF does promote the redevelopment of brownfield sites, the limited supply of brownfield sites will lead to the need to promote greenfield sites for development.

## 14. Transport & Accessibility

### Sources of Information

14.1. For the past few years Cumbria County Council has modelled Eden's housing completions to assess the accessibility to key services. This has been reported though our Annual Monitoring Report to measure the sustainability of new development.

### Background Information

Document Title	Tier
<b>HM Government (2000) Countryside and Rights of Way Act 2000</b>	National
<ul style="list-style-type: none"> <li>This act extends the public's ability to enjoy the countryside and safeguards landowners and occupiers. The Act creates a new statutory right of access to open country and registered common land, modernise the right of way system, give greater protection to Sites of Special Scientific Interest (SSSIs), provide greater protection arrangements for Areas of Outstanding Natural Beauty (AONBs) and strengthen wildlife enforcement legislation.</li> </ul>	
<b>CLG (2012) National Planning Policy Framework</b>	National
<ul style="list-style-type: none"> <li>Local Plans should actively manage patterns of growth, promoting public transport and walking/cycling.</li> <li>Encouragement should be given to growth that is directed towards more sustainable locations, which mitigate the need to travel and contribute towards healthy lifestyles.</li> <li>Plans that generate significant movement should ensure that public transport is maximised and pedestrian and cycle movements are prioritised.</li> <li>Local Authorities should safeguard sites and routes which are critical in maintaining choice of transport uses.</li> </ul>	
<b>CLG (2013) National Planning Practice Guidance</b>	National
<ul style="list-style-type: none"> <li>Travel plans should be created to support all development that generates significant amounts of movement.</li> </ul>	
<b>Cumbria County Council (2011) 3rd Cumbria Local Transport Plan (2011-2026)</b>	National
<ul style="list-style-type: none"> <li>The new 3rd Local Transport Plan for Cumbria is a statutory document that sets out how roads, footways, cycleways, rights of way and bus and train services in Cumbria will be improved and managed. The new Plan contains a strategy for the next 15 years, 2011 to 2026, the policies to implement the strategy and a rolling programme of implementation plans showing where funding will be directed.</li> <li>It sets the following local priorities: <ol style="list-style-type: none"> <li>safe, strong and inclusive communities</li> <li>health and well-being throughout life</li> <li>a sustainable and prosperous economy</li> <li>effective connections between people and places</li> <li>world class environmental quality and in doing so minimises carbon emissions</li> </ol> </li> </ul>	

### Relationships & Influences on the Local Plan

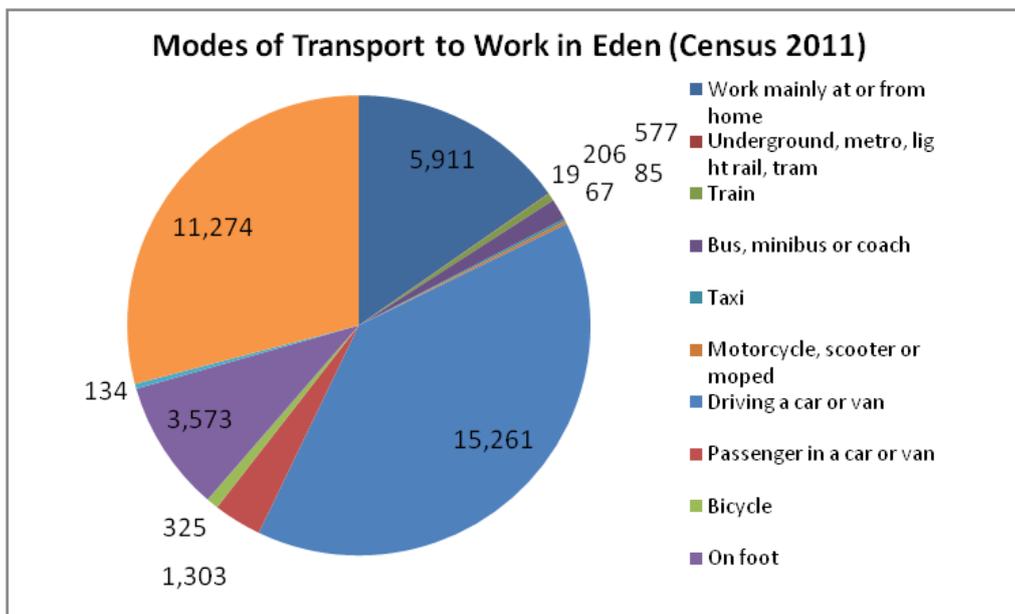
- The SA should consider the importance of sustainable transport as guiding criteria for distributing significant development in Eden.
- The SA should promote the most sustainable locations for development, but must also be mindful of the difficulties promoting sustainable transport in rural areas.

- The SA will need to consider the safeguarding and creation of new rights of way in the framework.
- The SA should account for themes in national and local guidance.

## Local Context

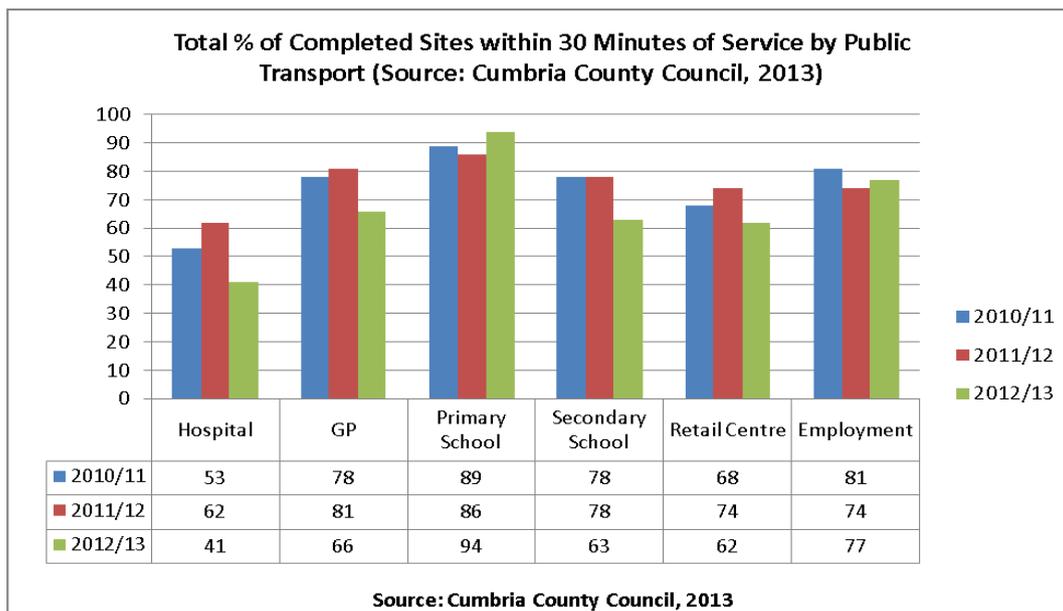
14.2. As depicted in the below chart, 39.3% of the workforce in Eden travels to work by driving a car or van. The dominance of the private vehicle seems not only encapsulate Eden’s transport usage, but also underpins the way that commuters across Cumbria seem to travel.

Chart 6: Modes of Travel to Work in Eden



As part of a recent budget consultation the Cumbria County Council have identified that subsidies for a number of public transport services in Eden are to be removed. This may render a number of services in Eden unviable, which will lead to the cut of certain services.

**Chart 7: Accessibility of Housing Sites via Public Transport**



### Sustainability Issues to Consider

- The SA framework will need to promote the most sustainable locations for development, which reduce the need to travel and are accessible to a range of services.
- The SA will need to promote real transport choices, which minimise the need to travel and encourage healthier living.

### Likely Future Position without the Plan

14.3. A number of bus services in the district are currently at risk. Without a long term strategic plan for growth, it will be more difficult for local transport operators to accurately estimate future transport users in the future. Given current economic conditions, it is likely that bus services in Eden will decline as less viable services are removed. The Local Plan will give increased certainty to which locations will be promoted for development which will be an indication of the more sustainable locations to operate public transport.

14.4. Recent changes in the way fuel poverty is calculated has changed removed rural isolation from the methodology. Whilst this perhaps masks a localised issue, we would consider that fuel poverty will become more of a pressing concern in the future, as more residents struggle to meet increases in fuel prices.

## 15. Waste

### Sources of Information

15.1. Eden District Council are responsible for the collection and disposal of waste in the district. As such, information and data on waste disposal procedures are undertaken within the Council.

### Background Information

Document Title	Tier
<b>European Commission (2008) Waste Framework Directive (Directive 2008/98/EC)</b>	International
<ul style="list-style-type: none"> <li>• The essential objective of all provisions relating to waste management should be the protection of human health and the environment against harmful effects caused by the collection, transport, treatment, storage and tipping of waste. Some key objectives include:               <ol style="list-style-type: none"> <li>1. The recovery of waste and the use of recovered materials as raw materials should be encouraged;</li> <li>2. Member States should, in addition to taking responsible action to ensure the disposal and recovery of waste, take measures to restrict the production of waste;</li> <li>3. It is important for the Community as a whole to become self-sufficient in waste disposal and desirable for Member States individually to aim at such self-sufficiency;</li> <li>4. Waste management plans should be drawn up in the Member States;</li> <li>5. Movements of waste should be reduced;</li> <li>6. Ensure a high level of protection and effective control;</li> <li>7. Subject to certain conditions, and provided that they comply with environmental protection requirements, some establishments which process their waste themselves or carry out waste recovery may be exempted from permit requirements;</li> <li>8. That proportion of the costs not covered by the proceeds of treating the waste must be defrayed in accordance with the "polluter pays" principle.</li> </ol> </li> </ul>	
<b>Landfill of Waste Directive (99/31/EC)</b>	International
<ul style="list-style-type: none"> <li>• The Directive aims at reducing the amount of waste landfilled; promoting recycling and recovery; establishing high standards of landfill practice across the EU, and preventing the shipping of waste from one Country to another.</li> <li>• The objective of the Directive is to prevent or reduce as far as possible negative effects on the environment (in particular on surface water, groundwater, soil, air and human health) from the land-filling of waste, by introducing stringent technical requirements for waste and landfills.</li> <li>• The Directive requires the reduction of the amount of biodegradable municipal waste sent to landfill to 75 per cent of the total generated in 1995 by 2006, 50 per cent by 2009 and 35 per cent by 2016.</li> </ul>	
<b>The Integrated Pollution Prevention and Control Directive 2008/1/EC</b>	International
<ul style="list-style-type: none"> <li>• The Directive requires certain activities with a high pollution potential to have a permit. This permit can only be issued if certain environmental conditions are met, so that the companies themselves bear responsibility for preventing and reducing any pollution they may cause.</li> <li>• Operators of industrial installations covered by Annex I of the IPPC Directive are required to obtain an authorisation (environmental permit) from the authorities in the EU countries. About 52.000 installations are covered by the IPPC Directive in the EU.</li> </ul>	

<b>Defra (2007)Waste Strategy</b>	National
<ul style="list-style-type: none"> <li>The Waste Strategy (2007) translates the principles of the previous EU Waste Framework Directive into UK policy. Its key objectives include: <ol style="list-style-type: none"> <li>Decoupling waste growth (in all sectors) from economic growth and put more emphasis on waste prevention and re-use;</li> <li>Meeting and exceeding the Landfill Directive diversion targets for biodegradable municipal waste in 2010, 2013 and 2020;</li> <li>Increase diversion from landfill of non-municipal waste and secure better integration of treatment for municipal and non-municipal waste;</li> <li>Secure the investment in infrastructure needed to divert waste from landfill and for the management of hazardous waste;</li> <li>Get the most environmental benefit from that investment, through increased recycling of resources and recovery of energy from residual waste using a mix of technologies.</li> <li>The Strategy sets national targets for: <ol style="list-style-type: none"> <li>Reducing the amount of household waste that is not either re-used, recycled or composted;</li> <li>Recycling and composting of household waste – at least 40% by 2010, 45% by 2015 and 50% by 2020;</li> <li>Recovery of municipal waste – 53% by 2010, 67% by 2015 and 75% by 2020.</li> </ol> </li> </ol> </li> </ul>	
<b>CLG (2012) National Planning Policy Framework</b>	National
<b>CLG (2013) National Planning practice Guidance</b>	National
<b>HM Government (2010) Environmental Permitting (England and Wales) Regulations 2010 SI 675</b>	National
<ul style="list-style-type: none"> <li>Provides a system for environmental permits and exemptions for industrial activities, mobile plant, waste operations, mining waste operations, water discharge activities, groundwater activities and radioactive substances activities. It also sets out the powers, functions and duties of the regulators.</li> </ul>	

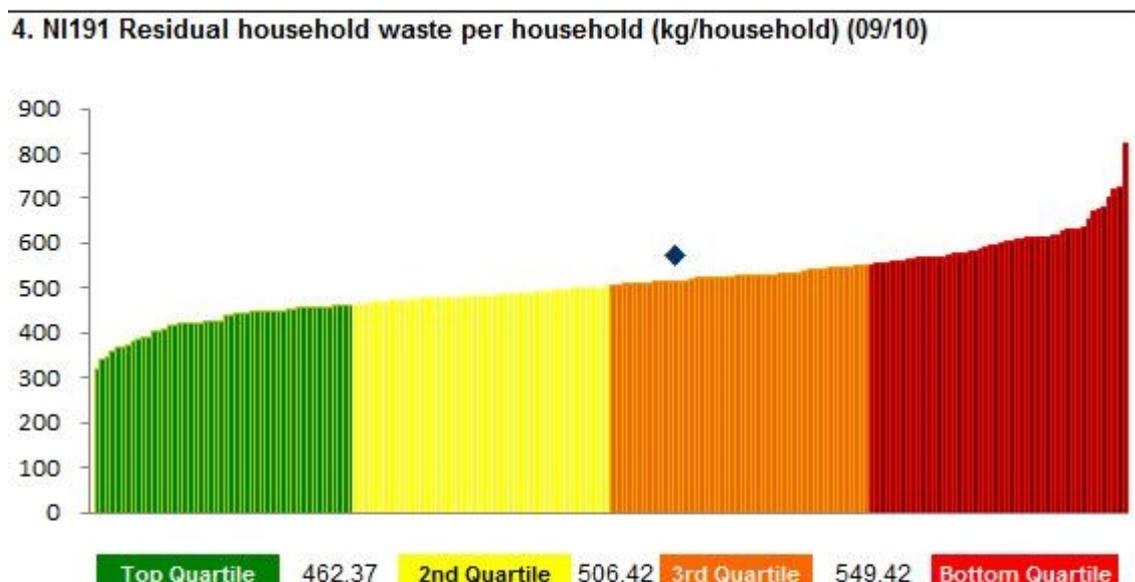
### Relationships & Influences on the Local Plan

- The allocations document should seek to ensure the protection of human health and the environment in relation to waste management**
- The SA assessment should include objectives on the protection of human health and the environment**
- The allocations document should contribute towards the key issues set out in the Commission’s climate change programme**
- The SA should include objectives relating to emissions, carbon reduction, and adaptation to climate change.**
- The allocations document will need to comply with the requirements of the Directive and the relevant national legislation.**
- The SA assessment should include an objective relating to the prevention of pollution to air, land and water.**
- The SA should assess sites and policies against resource efficiency**

## Local Context

15.2. In terms of waste performance, Cumbrian authorities perform in the lower 50% of local authorities. Eden perform comparatively better against other Cumbrian authorities, but still struggle in terms of overall waste per household. In 2013 waste in Eden decreased to 499.25kg/household, but was still higher than the target of 481.90kg/household.

Chart 8: Household Waste in Eden



The graph and quartile information show data for all 201 district councils in England.

Eden	514.63	Rank
<b>third quartile</b>		
Districts	507.99	114 out of 201
SPARSE	495.83	54 out of 89
Rural-80	472.79	37 out of 51
Family	474.73	12 out of 16
Cumbria	524.62	3 out of 6

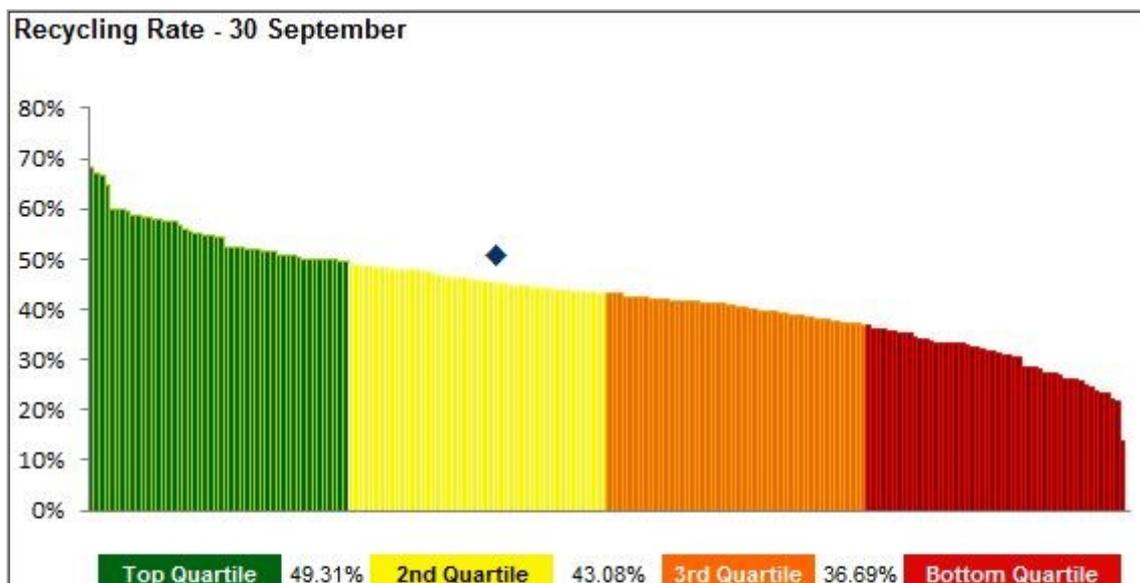
☺ Authority performance is better than benchmark.  
 ☹ Authority performance is lower than benchmark.

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15.3. In terms of recycling, Eden performs reasonably well. The Local Authority has recently increased its roadside recycling collection facilities, which collect paper/cardboard, glass, tin and plastic. There are over 80 recycling facilities throughout the district, the larger of which are also capable of collecting aluminium, tetrapak and plastic carrier bags. As noted in the following chart, Eden's local recycling rate falls within the second quartile nationally, with a percentage of 45.32%, 1.84% higher than the County average.

15.4. The recycling figure for 2012/13 decreased to 41%, partly due to a change in the methodology in calculating leaf litter in recycling rates. The Government is promoting national recycling targets of 50% to be achieved by 2020. There is still progress to be made in this area, but the increase in services offered by the Council should go some way to meet this target.

Chart 9: Rates of Recycling in Eden



The graph and quartile information show data for all 201 district councils in England.

Eden	45.32%	Rank
<b>second quartile</b>		
Districts	42.83%	79 out of 201
SPARSE	44.43%	39 out of 89
Rural-80	46.98%	25 out of 51
Family	45.04%	7 out of 16
Cumbria	43.48%	3 out of 6

😊 Authority performance is better than benchmark.  
 😞 Authority performance is lower than benchmark.

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### Sustainability Issues to Consider

- The SA framework should promote the reduction in overall waste and the promotion of recycling, though council led initiatives.
- The SA should promote composting and garden waste to be dealt with locally, avoiding landfill.

### Likely Future Position without the Plan

15.5. Rates of recycling are expected to increase incrementally over time. The prevalence of Eden’s recycling services mean that the plan may not have much impact on waste reduction.

## 16. Water

### Sources of Information

16.1. The Environment Agency (EA) are the statutory agency responsible for the protection of the country's rivers and coastal areas. The EA provide much data in terms of river quality, abstraction levels and river condition, much of which has been fed into this section.

### Background Information

Document Title	Tier
<p><b>The Groundwater Directive: Council Directive 80/68/EEC of 17 December 1979 on the protection of groundwater against pollution caused by certain dangerous substances</b></p> <ul style="list-style-type: none"> <li>The Groundwater Directive aims to protect groundwater from discharges and disposals of certain dangerous substances to groundwater. The Directive is transposed into UK law by the Groundwater Regulations 1998. The Directive will be fully integrated into the Water Framework Directive by 2013.</li> <li>Substances controlled by the Regulations fall into two lists - lists 1 and 2. List 1 includes chemicals that have been selected on the basis of their toxicity, persistence and bioaccumulation. List 2 includes groups and families of chemicals that have a deleterious effect on the aquatic environment. The purpose of the Directive is to eliminate pollution from list 1 substances and reduce pollution from list 2 substances.</li> <li>The existing Groundwater Directive is to be repealed by the Water Framework Directive 2000/60/EC (WFD) in 2013.</li> </ul>	International
<p><b>The Urban Waste Water Directive: Council Directive 91/271/EEC of 21 May 1991 concerning urban waste-water treatment</b></p> <ul style="list-style-type: none"> <li>The aim of the Urban Waste Water Directive is to protect the environment from the adverse effects of waste water discharges. It sets out guidelines and legislation for the collection, treatment and discharge of urban waste water. The Directive was adopted by member states in May 1991 and is transposed into law in England and Wales by The Urban Waste Water Treatment (England &amp; Wales) Regulations 1994 (as amended*). The Regulations require that all significant discharges are treated to at least secondary treatment. They also set standards and deadlines for the provision of sewage systems, the treatment of sewage according to the size of the community served by the sewage treatment works and the sensitivity of receiving waters to their discharges.</li> <li>* The Regulations were amended in 2003 by The Urban Waste Water Treatment (England &amp; Wales) (Amendment) Regulations 2003.</li> <li>Responsibility for Implementation is deferred to member states.</li> </ul>	International
<p><b>The Water Framework Directive 2000/60/EC of the European Parliament and of the Council of 23 October 2000 establishing a framework for Community action in the field of water policy</b></p> <ul style="list-style-type: none"> <li>The purpose of this Directive is to establish a framework for the protection of inland surface waters, transitional waters, coastal waters and groundwater. The framework aims to:               <ol style="list-style-type: none"> <li>Protect any further deterioration and enhance the status of aquatic ecosystems and, with regard to their water needs, terrestrial ecosystems and wetlands directly depending on the aquatic ecosystems;</li> <li>Promote sustainable water use based on a long-term protection of available water resources;</li> <li>Enhance protection and improvement of the aquatic environment, inter alia, through specific measures for the progressive reduction of discharges, emissions and losses of priority substances and the cessation or phasing-out of discharges, emissions and losses of the priority hazardous substances;</li> <li>Ensure the progressive reduction of pollution of groundwater and prevent its further pollution;</li> <li>Contribute to mitigating the effects of floods and droughts.</li> </ol> </li> <li>Key targets and indicators relevant to the allocations document and SA are:</li> </ul>	International

1. Achievement of good ecological status and good surface water chemical status by 2015;
2. Achievement of good ecological potential and good surface water chemical status for heavily modified water bodies and artificial water bodies;
3. Prevention of deterioration from one status class to another;
4. Achievement of water-related objectives and standards for protected areas;
5. Achievement of good groundwater quantitative and chemical status by 2015;
6. Prevention of deterioration from one status class to another;
7. Reversal of any significant and sustained upward trends in pollutant concentrations and prevent or limit input of pollutants to groundwater;
8. Achievement of water related objectives and standards for protected areas.

**The Floods Directive: Directive 2007/60/EC of the European Parliament and of the Council of 23 October 2007 on the assessment and management of flood risks**

International

- The Floods Directive requires Member States to assess if all water courses and coast lines are at risk from flooding, to map the flood extent and assets and humans at risk in these areas and to take adequate and coordinated measures to reduce this flood risk.
- Member States are required to carry out a preliminary assessment by 2011 to identify the river basins and associated coastal areas at risk of flooding. Then for each zone draw up flood risk maps by 2013 and establish flood risk management plans focused on prevention, protection and preparedness by 2015.

**Defra (2005) Making Space for Water: Taking forward a new Government strategy for flood and coastal erosion risk management in England (first Government response to 2004 consultation)**

National

- The programme seeks to embed flood and coastal erosion risk management across a range of Government policies, including planning, urban and rural development, agriculture, transport, nature conservation and conservation of the historic environment.
- Objectives:
  1. To reduce the threat of flooding to people and their property, and
  2. To deliver the greatest environmental, social and economic benefit, consistent with the Government's sustainable development principles.

**Defra (2009) The Groundwater (England and Wales) Regulations 2009**

National

- The Groundwater Regulations are designed to implement a daughter directive to the European Water Framework Directive and prevent or limit the inputs of polluting substances into groundwater. Substances controlled under these regulations fall into two categories:
  - a) Hazardous substances, defined as those which are toxic, persistent or liable to bioaccumulation must be prevented from entering groundwater. Substances in this list may be disposed of to the ground, under a permit, but must not reach groundwater. They include pesticides, sheep dip, solvents, hydrocarbons, mercury, cadmium and cyanide.
  - b) Non-hazardous pollutants are less dangerous, and can be discharged to groundwater under a permit, but must not cause pollution. Examples include sewage, trade effluent and most wastes. Non-hazardous pollutants include any substance capable of causing pollution and the list is much wider than the previous List 2 substances.

**CLG (2012) National Planning Policy Framework**

- Local plans should be accompanied with a Strategic Flood Risk Assessment (SFRA) to demonstrate that the plan has directed development away from areas of risk.
- Development in areas known to flood, or have the potential to increase flooding should be avoided.
- Sequential tests should be used to direct development away from areas of highest risk and promote opportunities for flood mitigation in the future.

**CLG (2013) National Planning Practice Guidance**

- The Local Plan should adopt a catchment based approach to waste water, ensuring that treatment plants in the district can cope with demands placed on the infrastructure as a result of the plan.
- New development should account for any deficiencies in waste water infrastructure, to help ensure that areas drain effectively.

**HM Government (2010) Flood and Water Management Act 2010**

National

- The Flood and Water Management Act 2010 aims to provide better, more sustainable management of flood risk for people, homes and businesses, help safeguard community groups from unaffordable rises in surface water drainage charges and protect water supplies to the consumer. The Act will also implement recommendations made by Sir Michael Pitt in his review of the 2007 floods. This will include giving water companies new powers to better control non-essential domestic uses of water during periods of water shortage.

- The Act places a number of statutory duties on water companies including:
  1. a duty to act consistently with the National Strategy; and
  2. a duty to have regard to the content of the Local Flood Risk Management Strategies.

#### **Environment Agency (various) Catchment Abstraction Management Strategies**

Local

- Catchment Abstraction Management Strategies (CAMS) set out how the EA will manage the water resources of a catchment and contribute to implementing the WFD. CAMS within the United Utilities are include:
  1. Derwent, West Cumbria and Duddon, Douglas, Eden and Esk, Kent, Leven and Crake, Lower Mersey and Alt, Lune, Mersey and Bollin, Northern Manchester, Ribble (including Crossens Catchment), Tyne, Sankey and Glaze, Tame, Goyt and Etherow, Weaver and Dane, Wyre, Dee

#### **Environment Agency (various) Catchment Flood Management Plans**

Local

- Catchment Flood Management Plans (CFMPs) give an overview of the flood risk across each river catchment. They recommend ways of managing those risks now and over the next 50-100 years. CFMPs consider all types of inland flooding, from rivers, ground water, surface water and tidal flooding, but not flooding directly from the SA, (coastal flooding), which is covered in Shoreline Management Plans. They also take into account the likely impacts of climate change, the effects of how we use and manage the land, and how areas could be developed to meet our present day needs without compromising the ability of future generations to meet their own needs.
- Those CFMPs present in the United Utilities area are: Derwent, Eden, South West Lakes, Kent and Leven, Lune, Wyre, Ribble, Alt Crossens, Irwell, Mersey Estuary, Upper Mersey, Weaver Gowy

#### **Environment Agency (various) River Basin Management Plans**

Local

1. River Basin Management Plans (RBMPs) set out how the water environment will be managed and provide a framework for more detailed decisions to be made. RBMPs set out a more integrated approach to river basin management based on the following principles:
  - a. Integrate and streamline plans and processes;
  - b. Set out a clear, transparent and accessible process of analysis and decision-making;
  - c. Focus at the river basin district level;
  - d. Work in partnership with other regulators;
  - e. Encourage active involvement of a broad cross-section of stakeholders;
  - f. Make use of the alternative objectives to deliver sustainable development;
- Use Better Regulation principles and consider the cost-effectiveness of the full range of possible measures;
  1. Seek to be even handed across different sectors of society and sectors of industry;
  2. Seek to be even handed and transparent in the management of uncertainty;
  3. Develop methodologies and refine analyses as more information becomes available.

#### **Defra (2012) National Policy Statement for Waste Water**

National

This National Policy Statement (NPS) sets out Government policy for the provision of major waste water infrastructure. It will be used by the Infrastructure Planning Commission (IPC) to guide its decision making on development consent applications for waste water developments that fall within the definition of Nationally Significant Infrastructure Project (NSIP) as defined in the Planning Act 2008. As well as considering the general need for new waste water infrastructure, this NPS covers two NSIPs which have been assessed as required to meet this need although these do not fall within the Welsh Water or neighbouring areas and are therefore unlikely to influence, or be influenced by, the allocations document .

#### **River Eden Restoration Strategy (2010)**

Local

- This document includes a vision for restoration of the River Eden SSSI, by looking at the constituent parts of the river and its tributaries, identifying potential issues and potential solutions for improvement. The aims of the document are as follows:
- Undertake a geomorphological appraisal with associated ecological interpretation to locate areas impacted by physical modifications and identify and justify restoration measures and evaluate constraints;
- Based on the geomorphological and ecological interpretation, produce a catchment-scale whole river Vision (a whole-river plan) for physical restoration measures to attain 'favourable condition'

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within each river reach, taking into account immovable constraints and the generic needs of landowners and other stakeholders;

- Produce a series of targeted site specific reach-scale restoration action plans. Where necessary, define the responsibilities and prioritise actions for stakeholders for each unit, identify the likely delivery mechanisms, and evaluate approximate costings;
- 4. Consult internally (Environment Agency and Natural England) and with selected external stakeholders.

### **Environment Agency (2008) Water Resources in England & Wales - Current State & Future Pressures**

National

- The document by the Environment Agency investigates the effects of development, a growing population and climate change on water resources. It reports upon our current demand and predicts future trends of water abstraction and availability.

### **Environment Agency (2009) Water for People and the Environment: Water Resource Strategy for England and Wales**

National

- EA's water resources strategy sets out how EA believe water resources should be managed England and Wales to 2050 and beyond to ensure that there will be enough water for people and the environment. It sets out how water resources should be managed within Defra frameworks in its water strategy for England 'Future Water', and in Wales, the Welsh Government's 'Environment Strategy for Wales'.
- Objectives in the strategy are set out under four broad themes: adapting to and mitigating climate change; a better water environment; sustainable planning and management of water resources; and, water and the water environment are valued.

### **HM Government (1991) Water Resources Act**

National

- The Water Resources Act applies to England and Wales and established the National Rivers Authority (now the Environment Agency) to regulate water pollution, water resources, flood defence, fisheries and navigation. The Act covers water abstraction and impounding and discharges to surface and ground waters and coastal waters.

## **Relationships & Influences on the Local Plan**

- **The allocations document will need to comply with the requirements of the Directive and the relevant national legislation.**
- **The SA assessment should include an objective relating to the effects of options on ground water quality.**
- **The allocations document needs to consider the implication of the Directive.**
- **The SA assessment framework should include water quality.**
- **The allocations document needs to consider the implication of the Directive in terms of sustainable water use, protection and improvement of the aquatic environment, reducing and preventing pollution and mitigating the effects of droughts.**
- **The SA assessment framework should include objectives/guide questions relating to water quality, water resources, sustainable water use, and biodiversity.**
- **The allocations document should take account of the flood risk management plans as**

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they become available through the life of the plan.

- The SA assessment framework should include flood risk
- The allocations document may have some linkages with this strategy.
- The SA should seek to ensure that flood risk in the area is not adversely affected by the implementation of the allocations document
- The site allocations document will need to comply with the requirements of the Regulations where appropriate.
- The SA assessment should include an objective relating to the effects of options on groundwater quality.
- The allocations document should consider any unforeseen NSIP proposals that come forward prior to adoption which may affect water resources in the Eden area.
- The SA should consider the cumulative effects of the allocations document and any unforeseen NSIP proposals that come forward which may affect water resources in the Eden area.
- Document highlights concerns to be addressed through SA. The objectives for the allocations document should reflect these objectives.
- The SA should seek to promote the protection and enhancement of water resources and to encourage sustainable management of the resource.
- The allocations document should seek to ensure that activities do not result in additional risk of flooding or coastal erosion.
- The SA framework should consider flooding and coastal erosion.
- The allocations document should be in conformity with the Act.
- The SA should include objectives relating to flooding and water use.
- The allocations document should take CAMS into account. Particularly given that much of the industrial water supplied is abstracted from rivers.
- The SA should include a guide question relating to sustainable water use.
- The allocations document should take CFMPs into account.
- The SA should include a guide question relating to flood risk.
- The allocations document should reflect the broad objectives of these plans.
- The SA objectives should reflect the need to manage water resources on a catchment basis in a sustainable manner.
- The SFRA will have implications for the SA as it will provide information about sites that could be at risk from flooding at a number of levels and ensure that development is sustainable and steered away from such areas where possible.
- The report helps highlight areas of particular sensitivity, and blueprints to address these through additional measures. The SA will take account of vulnerable sections of the river and feed this into the site specific assessments.

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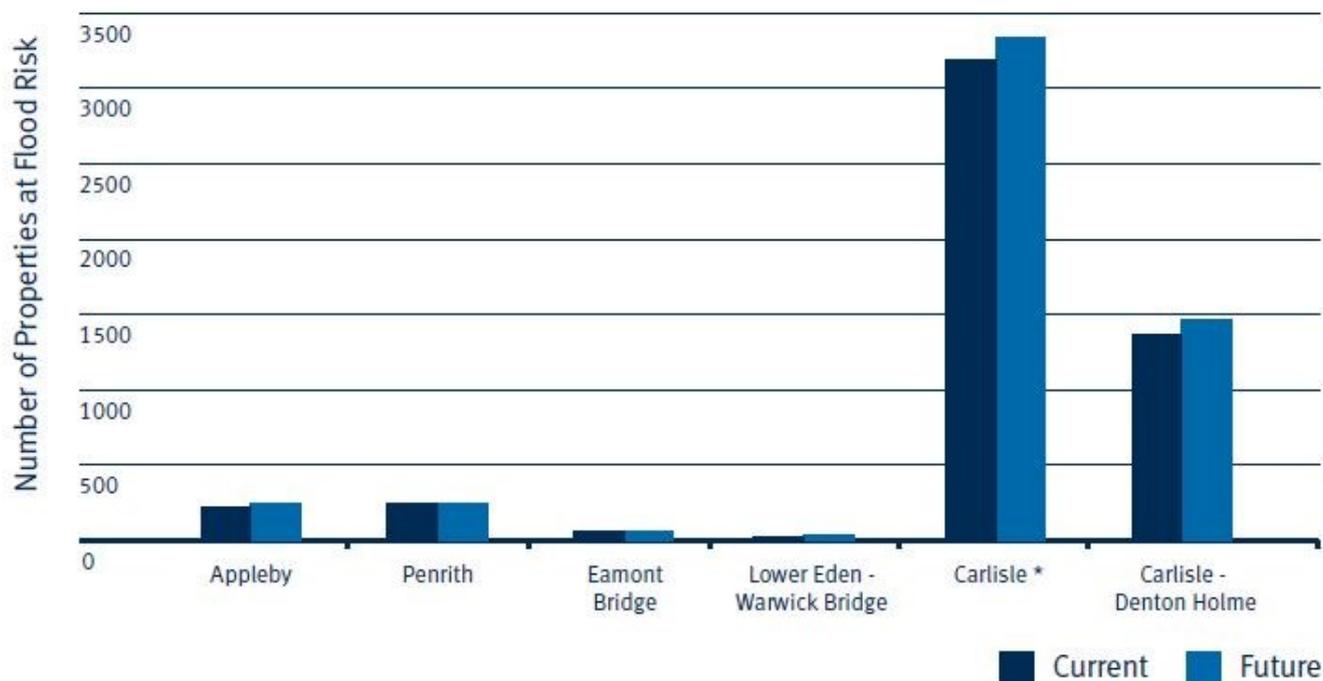
## Local Context

### Flooding

16.2. The river Eden and its tributaries form an important part of the landscape and development in the district. The river also contributes towards instances of fluvial flooding in the district, notably around Eamont Bridge and Appleby. Until recently, much of the town centre of Penrith was designated at risk of flooding, however the recent development of the Thacka Beck flood alleviation scheme will reduce the frequency of flooding events in the town. The environment agency flood zone maps indicate likely areas of flooding, defined by flood zones which highlight the frequency and severity of flooding in Eden. Climate change will be a significant issue for flooding in Eden. The Eden Catchment Flood Management Plan estimates that peak flows in Penrith and Appleby are expected to increase by 15-20% by 2100 and Eamont Bridge is at risk of flooding related to climate change.<sup>39</sup>

16.3. The below table accounts for current and future flood risk (2100) to properties from 1% probability river flooding.<sup>40</sup>

Chart 10: Potential Future Flooding in Eden



## Water Quality

16.4. The following table, taken from the River Eden Catchment Technical Report<sup>41</sup> outlines the current status of the rivers in Eden in meeting the objectives of the Water Framework Directive (WFD).

Table 10: Current Water Quality of the River Eden SSSI & its Tributaries

Current WFD status of water bodies within the Eden catchment		
Water Body Name	Current WFD status and objectives	Hydromorphological Measures
Belah (upper)	Currently Moderate Status (not due to hydromorphology). - GES by 2027 (Mitigation Measures are disproportionately expensive).	N/A
Belah (lower)	Currently Moderate Status (not due to hydromorphology). - GES by 2027 (Mitigation Measures are technically infeasible).	N/A
Hilton Beck	Currently Good Status (although noted that flow may not support good status). - Maintain GES.	N/A

<sup>40</sup> EA (2009) Eden Catchment Flood Management Plan

1.1. <sup>41</sup> Jacobs on behalf of EA (0210). River Restoration: River Eden Catchment – Technical Report  
Eden Local Plan SA Scoping Report

Current WFD status of water bodies within the Eden catchment		
Water Body Name	Current WFD status and objectives	Hydromorphological Measures
Hoff Beck (upper)	Currently Good Status. - Maintain GES.	N/A
Hoff Beck (lower)	Currently Moderate Status (not due to hydromorphology). - GES by 2027 (Mitigation Measures are technically infeasible and natural conditions prevent GES).	N/A
Lyvennet (upper)	Currently Good Status. - Maintain GES.	N/A
Lyvennet (Morland Beck to Leith)	Currently Moderate Status (not due to hydromorphology). - GES by 2027 (no justification).	N/A
Lyvennet (lower)	Currently Good Status. - Maintain GES.	N/A
Leith	Currently Moderate Status (not due to hydromorphology). - GES by 2015.	N/A
Eden (upper)	Currently Good Status. - Maintain GES.	N/A
Eden (near Temple Sowerby)	Currently Good Status. - Maintain GES.	N/A
Eden (Kirkby Stephen to Eamont)	HMWB (flood protection). - Currently GEP.	N/A
Lower Eden (Carlisle)	States not HMWB but does indicate flood defences. - Currently Moderate Status (not due to hydromorphology). - GES by 2015.	N/A
Eamont (upper)	HMWB (drinking water, flood protection). - Currently Moderate Potential. GEP by 2015	GEP measures relating to hydromorphology are to ensure baseline flows below impoundments
Lowther (downstream from Wet Sleddale)	HMWB (water regulation). - Currently Moderate Potential. - GEP by 2027 (Mitigation Measures are technically infeasible).	GEP measures relating to hydromorphology are to ensure baseline flows (including oxygen and thermal character) below impoundments and the need to maintain sediment transfer downstream. Potential reengineering of river where flows cannot be modified.
Lowther (Swindale Beck to Haweswater Beck)	Currently Good Status. - Maintain GES.	N/A

Current WFD status of water bodies within the Eden catchment		
Water Body Name	Current WFD status and objectives	Hydromorphological Measures
Lowther (lower)	HMWB (flood protection, urban areas, water storage). - Currently Moderate Potential. - GEP by 2027 (Mitigation Measures are technically infeasible).	GEP measures relating to hydromorphology are to ensure baseline flows below impoundments.
Haweswater Beck	HMWB (water storage). - Currently Moderate Potential. - GEP by 2027 (Mitigation Measures are technically infeasible and disproportionately expensive).	GEP measures relating to hydromorphology are to ensure baseline flows below impoundments.
Swindale Beck	HMWB (drinking water, water regulation). - Currently Moderate Potential. - GEP by 2027 (Mitigation Measures are technically infeasible and disproportionately expensive).	GEP measures relating to hydromorphology are to ensure baseline flows (including oxygen and thermal character) below impoundments and the need to maintain sediment transfer downstream. Potential reengineering of river where flows cannot be modified.
Howegrain Beck	Currently Good Status. - Maintain GES.	N/A
Goldrill Beck (upstream)	Currently Moderate Status (not due to hydromorphology). - GES by 2027 (Mitigation Measures are technically infeasible and natural conditions prevent GES).	N/A
Goldrill Beck (downstream)	Currently Good Status. - Maintain GES.	N/A
Caldew (upper)	Currently Moderate Status (not due to hydromorphology). - GES by 2015.	N/A
Caldew (Hesket Newmarket)	Currently Good Status. - Maintain GES.	N/A
Caldew (downstream of Caldbeck)	Currently Good Status. - Maintain GES.	N/A

16.5. It should be noted that certain rivers within this network have not been assessed through this report, including the River Lune and Glenridding Beck, which is upstream of Ullswater. Though outside of the planning boundary in Eden it is understood that pollutants as a result of the former greenside mine at Glenridding drain into rivers which lead to Bassenthwaite Lake, which are a cause for concern in terms of water quality.

16.6. The main sources of water pollution in the district arise from the following sources:

- Historical Mining

- Farming
- Wastewater (from residential development)

16.7. The rivers in Eden have been affected by land use changes and shifts in climatic factor which have directly impacted habitats reliant on the river network. These include river straightening, damming or weirs and degradation of the riparian zone. The River Eden Restoration Strategy presents modifications that can be made to the river network that will increase habitat restoration, however it is noted that parts of the river are recovering naturally.

#### **Sustainability Issues to Consider**

- The SA framework should consider the impacts of potential development on the hydrological network within and associated to Eden.
- The SA should encourage development which facilitates the restoration of rivers in Eden.
- The SA should detract development away from areas that are at high risk of fluvial and surface water flooding.
- The SA needs to consider the implications flooding associated with climate change

#### **Likely Future Position without the Plan**

16.8. Led by changes in the climate, it is likely in the future that there will be more incidences of fluvial flooding. Mitigation and river management will need to be considered in the development of new planning policies.

## 17. Developing the SA Framework

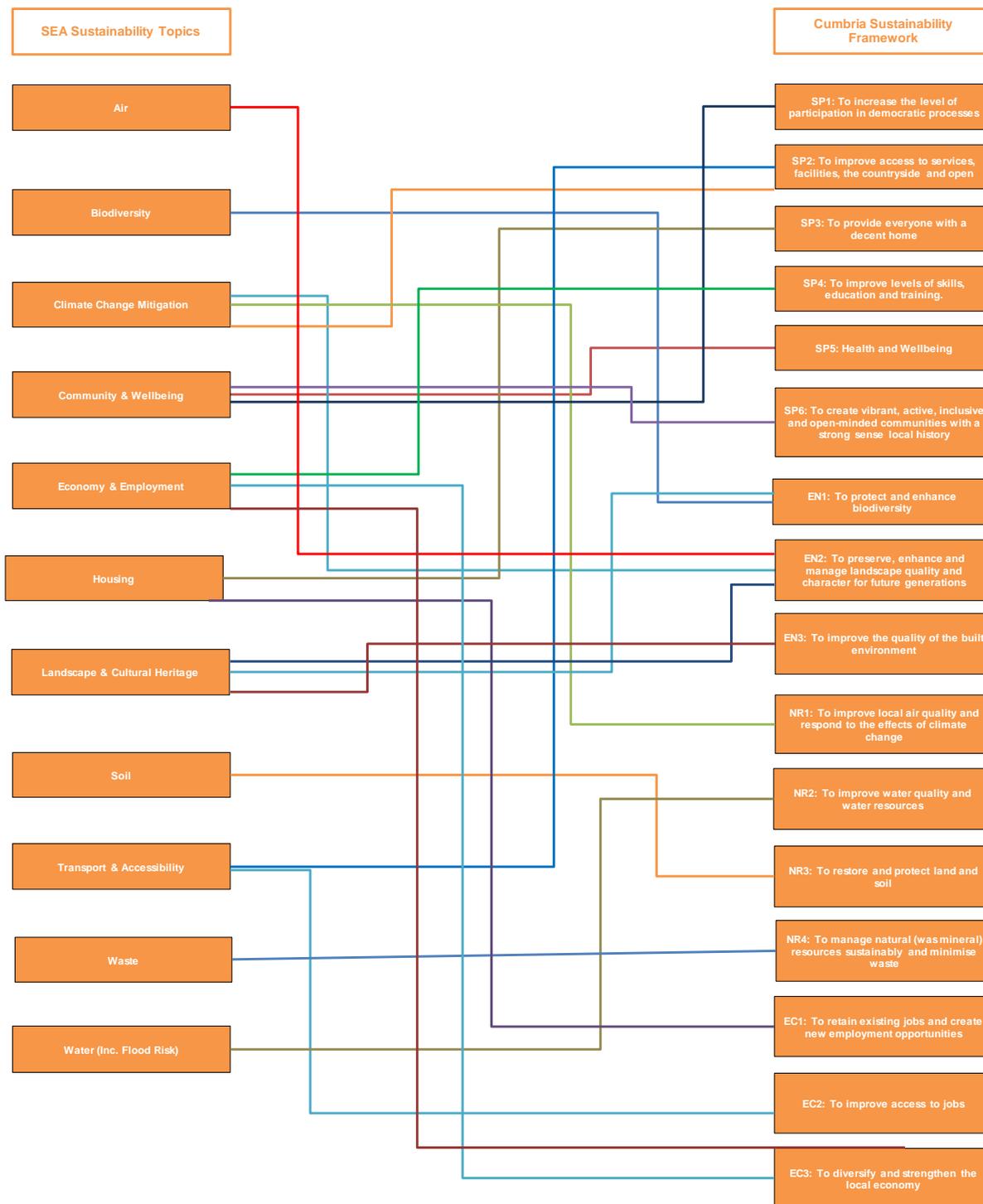
- 17.1. The SA objectives and appraisal criteria are components of a framework that will be used consistently to appraise the policies arising from the review.
- 17.2. The list of SA objectives can be seen in Table XX. In 2005 Cumbrian authorities came together to develop a joint a unified set of objectives for the County. These objectives aim to meet the requirements of the SEA Directive, but also reflect the local distinctiveness of the County. To date, this framework has been used to appraise the likely significant effects of the 2010 Eden Core Strategy, and earlier versions of the housing and employment sites documents.
- 17.3. There are 16 objectives in Eden’s SA framework, compared to the 11 SEA topics. For this reason, a number of our objectives relate to multiple SEA objectives. This framework has remained identical since 2005, apart from a slight change to EN1, reflecting the importance of geodiversity as well as biodiversity. As most of Local Development Documents in Cumbria are appraised with this framework, it offers a consistent approach to approaching sustainability in Cumbria.
- 17.4. In most cases the objectives are supported by appraisal questions. These help to clarify the SA objectives, and ensure that everything from the regional objectives is captured where multiple objectives have been merged. The questions will be used during the assessment process, to help clarify to the assessors what they should be considering. This section is heavily based on previous SA work undertaken and all of the objectives and guide questions have been retained.
- 17.5. It is a requirement of the SEA Directive to establish how the significant sustainability effects of implementing the plan will be monitored. Further, Government guidance on SA also requires monitoring to be carried out.
- 17.6. Indicators have largely been taken from the indicators already monitored by Eden District Council for their Annual Monitoring Report and other Local Plan documents. However, other indicators are also identified from other, readily available sources. Any additions have been added in underlined text like this whilst and suggested deletions are written in struck through text like this along with a commentary to explain the suggested changes.

### Relationship of the Eden’s framework with the SEA Directive

- 17.7. Annex 1 of the SEA Directive lists a number of themes against which Local Authorities should assess their plans to determine the likelihood of significant impacts. The following flow chart shows the relationship between the SEA topics and the Cumbrian SA framework.

**Chart 11: Relationship of the SEA Directive to Cumbria’s Sustainability Framework**

## Relationship of SEA criteria to Cumbria Sustainability Framework



The Cumbrian SA framework has been adapted into the following table, assigned appropriate indicators for monitoring the effects of the proposed Local Plan

**Table 11: Cumbria Sustainability Framework**

Ref	Sustainability Objectives	Sustainability Framework: guidance on making progress towards each objective	Indicator	Comment
<b>Social Progress</b>				
SP1	To increase the level of participation in democratic processes	<p>Does the plan encourage and empower local people to become involved?</p> <p>Are all members of society able to participate fully in decision making processes based on an understanding of these processes and how decisions impact on them?</p> <p>Does the plan identify and set out how hard to reach groups will be involved?</p> <p>Do plan policies respect the needs of all communities and future generations?</p>	<p>Election turnout rate</p> <p>Distance to voting stations</p>	Indicators will be used to measure democratic involvement at a local level and access to voting stations.
SP2	To improve access to services, facilities, the countryside and open spaces	<p>Does the plan improve access and affordability for all to services, essential goods, facilities, and education and employment opportunities (where possible within local communities using sustainable transport choices)?</p> <p>Does it help retain essential local facilities and ensure that physical access to transport, facilities, buildings and public spaces are suitable for those with a disability?</p> <p>Does the plan promote and facilitate access to, and opportunities to enjoy, the countryside and green space?</p> <p>Does the plan take account of climate change on transport infrastructure?</p>	<p>Distance of housing developments to services and open space</p> <p>Access to public Transport</p> <p>Distance to the main road network</p> <p>Access to shops and post offices</p> <p>Public Rights of Way</p>	This indicator will rely heavily on mapping the distance to services to understand the relative sustainability of potential sites to existing services.

SP3	To provide everyone with a decent home	<p>Will the plan help meet local housing need by ensuring that good quality, resource efficient, affordable housing with reduced environmental impact is available to all?</p> <p>Do policies address fuel poverty and promote sustainable construction and low carbon design?</p>	<p>Risk of flooding</p> <p>Housing completions</p> <p>Number of affordable housing completions</p> <p>Housing mix of new developments</p> <p>% of unfit stock</p> <p>% new homes meeting eco homes/lifelong homes standards</p>	<p>In terms of sites based assessments, flood risk will be used to determine the suitability of potential housing and employment sites. The other criteria will be used to more broadly appraise the policy implications of the Local Plan.</p>
SP4	To improve the level of skills, education and training	<p>Will the plan deliver education and training which helps everyone develop the values, knowledge and skills necessary to enable them to live, act and work in a sustainable society?</p> <p>Does the plan recognise the need for people to adapt to economic change and retrain where necessary?</p> <p>Does the plan enable people to live sustainable, low carbon lifestyles?</p>	<p>Qualification levels</p> <p>Number of adults with poor literacy/ numeracy skills</p> <hr/> <p>Distance from education facilities</p>	<p>Indicators for the new sites will appraise the accessibility to current education facilities. The policy criteria will look at local qualifications to highlight areas that could enhance this objective.</p>
SP5	To improve the health and sense of well-being of people	<p>Do plan policies ensure all members of society have access to the health care that they require?</p> <p>Do they reduce health inequalities within society associated with income, lifestyle and diet?</p> <p>Does the plan improve road safety and advocate sustainable modes of transport?</p> <p>Does the plan help create a healthy and safe working and living environment with low rates of crime and disorder? Does the plan help improve quality of life for all?</p> <p>Does the plan anticipate and plan for the potential impacts of climate change on health?</p>	<p>Number of residents with limited physical abilities</p> <hr/> <p>Mortality rates/ life expectancy</p> <hr/> <p>% of developments built to Secured by Design standards</p> <hr/> <p>Distance to health facilities and open spaces</p> <hr/> <p>Neighbouring uses</p>	<p>Indicators for this section look very broadly at issues which may affect health and wellbeing. It is suggested that sites should focus on proximity to health facilities and the policies should appraise the wider health issues around areas in Eden.</p>
SP6	To create vibrant, active, inclusive and open-minded communities with a strong sense local	<p>Does the plan promote a sense of community identity?</p> <p>Does it encourage social cohesion and help continue valued local traditions?</p> <p>Is recreational and cultural activity embracing the arts, heritage, the environment, dialect and sport promoted</p>	<p>Location in relation to existing settlement</p> <hr/> <p>Distance to leisure or cultural</p>	<p>Studies such as the 2010 Place Study do present social indicators for Eden however these documents are not committed to be reviewed. Therefore, more tangible indicators have been chosen which can monitor the progress of the Local Plan</p>

	history	along with multicultural understanding, respect for all and equality of opportunity? Do policies stem outward migration from rural communities? Do policies allow for inward migration of persons outside the locality?	facilities	against this objective.
<b>Effective protection of the environment</b>				
EN1	To protect and enhance biodiversity & geodiversity	Does the plan protect and conserve habitats and species especially where these may be rare, declining, threatened or indigenous?	Monitor BAP habitats	Policy and sites assessments will be mindful of the wealth of cartographic information available, to quantify the impacts on wildlife in Eden.
		Will the plan ensure biodiversity sustainability by enhancing conditions wherever necessary to retain viability of the resource?	% designated land lost to development	
		Do policies minimise adverse impacts on species and habitats through human activities and development?	Effects on trees and hedgerows	
		Do policies ensure continuity of ecological frameworks such as river corridors, coastal habitats, uplands, woodlands and scrub to enable free passage of specific habitat dependent species? Are the impacts of climate change on biodiversity taken into account?	Effects on local biodiversity	
EN2	To preserve, enhance and manage landscape quality and character for future generations	Is local landscape quality, distinctiveness and character protected from unsympathetic development and changes in land management? Is the remoteness and tranquillity of landscapes maintained?	Landscape character assessments	The site assessments will account for the relationship of proposed areas and the potential impact on the landscape. The policy appraisals will need to consider how these landscapes are reflected in the proposed policy framework.
		Is the character and appearance of world heritage sites, designated archaeological sites, historic parks and gardens, battlefields and their settings protected? Are areas of high archaeological and historic landscape sensitivity protected? Do policies encourage low input organic farming with environmental stewardship styles of land management? Do they sustain and extend tree cover, hedgerows, woodlands and sustainable forestry?	Effect on designated landscapes	

EN3	To improve the quality of the built environment	Does the plan conserve features of historic and archaeological importance?	Number of listings and number on heritage at risk register	Site assessments will need to consider the direct impact of sites against the features of the historic environment in Eden. The policy framework can consider the spatial pattern proposed by the Local Plan, and more broadly appraise heritage issues in the district.
		Will policies ensure that new development is of high quality, sympathetic to the character of the built environment, strengthen local distinctiveness, enhance the public realm and help create a sense of place?	% of developments assessed as 'green' under Building For Life criteria	
		Will policies promote adaptive re-use of buildings, sustainable design, sustainable construction, the use of locally sourced materials and low impact operation? Will policies guide inappropriate development away from flood risk areas? Do policies ensure that where development in flood risk areas is permitted, the risks to people and property are mitigated? Will the plan reduce noise levels, light pollution, fly tipping, the spread of litter and graffiti?	Impact on historic features of interest (CAs, SAMs, Listed Buildings, AAI)	
<b>Sustainable use and management of natural resources</b>				
NR1	To improve local air quality and respond to the effects of climate	Will the plan ensure that local air quality is not adversely affected by pollution and seek to improve it where necessary?	Domestic energy consumption per property	The site framework will consider the applicability of low carbon design and energy generation in new development. Local factors such as air quality will also be a consideration. The policy framework may also account for these issues, but focus on climate change mitigation.
		Will policies limit or reduce the emission of greenhouse gases and other air pollutants?	Potential renewable energy deployment	
		Will the use of clean, low carbon energy efficient technologies be encouraged? Will policies maximise the use of energy from appropriate renewable resources including biofuels? Will they reduce the need to travel especially by car, and switch goods from roads onto the rail network? Will the plan introduce strategies to adapt to and mitigate other climate change impacts?	% energy generated on site or through a designated low carbon source Effects upon air quality	
NR2	To improve water quality and water resources	Will the plan maintain and, where possible, improve the quality and quantity of all water resources, including marine and coastal waters?	Water resources (clean and waste)	The framework will need to consider the impacts of new development on existing water and sewerage infrastructure. The potential effect of developments on water quality also needs to be a consideration.
		Will policies ensure sustainable drainage systems are widely used?	% rivers graded A-C for biological quality	
		Will policies lead to the effective management of	% rivers graded A-C for chemical quality	

		demand for water, prevent stress on the natural environment and help water users adapt to the impacts of climate change?	% rivers graded 1-3 for nitrates % rivers graded 1-3 for phosphates	
NR3	To restore and protect land and soil	Will the plan encourage development on brown field sites, using sustainable remediation technology to treat contaminated soils on site? Will it minimise the loss of greenfield sites or areas of open space? Will policies prevent soil degradation, pollution of soil and the use of peat? Does the plan consider the impacts of climate change on agriculture and forestry?	Percentage of development on previously developed land	These indicators will help the SA guide development to areas which would benefit from remediation, but also discourage agricultural land of significant value.
			Agricultural land classification	
			Site based contamination	
NR4	To manage natural resources sustainably and minimise waste	Will policies minimise the extraction, transport and use of primary minerals and encourage the use of recycled material? Will the plan seek to mitigate negative effects upon air quality and water use through extraction? Will the plan minimise the amounts of industrial, commercial and household waste generated and increase re-use, recovery and recycling? Will it promote the use of energy recovered from waste?	Amount of household waste per household	The indicators in this section seek to gauge the impacts of new development in terms of waste generation. The site framework will also quantify the distance of sites to recycling facilities in the promotion of low waste lifestyles.
			Amount of commercial waste produced	
			Proximity to local recycle facilities	
<b>Building a sustainable economy in which all can prosper</b>				
EC1	To retain existing jobs and create new employment opportunities	Will the plan increase the number, variety and quality of employment opportunities including those offered by tourism and social enterprise?	Number of VAT registered businesses in district <u>Monitor amount of land developed for employment</u> <u>Annual tourist days spent in Eden</u>	This indicator set will measure factors in Eden which provide local information on economic wellbeing and access to key services.
		Will the plan support local companies and help local businesses develop export markets?	<u>Access to colleges and adult education</u>	
		Will the plan help retain a skilled workforce, graduates and companies in Cumbria that are able to prosper in a low carbon economy?	<u>Measure average salary</u>	
EC2	To improve access to jobs	Will plan policies increase access for all to a range of jobs through improved training, sustainable transport	Employment/ unemployment figures	Given the rurality of the district, this indicator will help to measure how

		<p>and communication links?  Will the plan lead to the location of new employment opportunities in areas of greatest need?</p>	<p>Distance to employment centres  Changing patterns of employment type</p>	<p>accessible new sites are to larger employment centres.</p>
<p>EC3</p>	<p>To diversify and strengthen the local economy</p>	<p>Will the plan help create the right conditions and infrastructure provision to encourage private sector investment?</p> <p>Will it encourage indigenous growth?</p> <p>Will it stimulate the use of local companies, local products and services and provide other forms of community benefit?</p> <p>Will it help increase the environmental performance of local companies and their products/services?</p> <p>Is innovation, entrepreneurship and diversification encouraged, particularly in rural areas?</p> <p>Does the plan provide financial assistance?</p> <p>Will it help improve the competitiveness and productivity of the local economy?</p> <p>Do policies support research and development into environmental and other new key sector technologies including opportunities to recycle and re-use waste products?</p> <p>Does the plan factor in likely impacts of climate change on the economy, particularly on tourism?</p> <p>Does the plan ensure that tourism consistently contributes to the economy?</p>	<p>Indices of multiple deprivation  Amount of land developed for employment by type  Employment land lost to other uses  Number of businesses in emerging technologies</p>	<p>This indicator will be more relevant to understanding the wider impacts of development on the local economy. Information from the IMD can also be applied at a local level to understand whether a new development will enhance the surrounding area.</p>

## Allocations of Land

- 17.8. The appraisal of land allocations will be undertaken to inform the site selection process in the Local Plan. Through testing sites against the SA framework, the SA should be able to guide the Local Plan towards the sites with the most positive sustainable outcomes. The SA may also suggest alternative sites or scenarios to be tested, or provide mitigation to improve the quality of the potential allocation.
- 17.9. Though the Local Plan is a new document, significant progress has been made on the identification of sites through the Strategic Housing Land Availability Assessment and Employment Land Assessment. Both of these documents included sites previously submitted to the Council and have since been subject for further call for sites. The Council published two preferred allocations documents in 2013 covering both housing and employment, both of which were subject to sustainability appraisal.
- 17.10. The SA will adopt an adjusted framework which can account for the key sustainability issues for each of the allocation typologies. Where feasible, the SA framework will be adapted to account for quantitative variables, such as distance thresholds. This will enable the SA to measure how accessible certain services are to proposed sites. It is proposed that all sites will be tested through the same criteria to ensure methodological consistency. Where there have been changes to methodology since the last documents, these changes will be noted for transparency and retrospective changes will be undertaken to ensure that all sites confirm to the same criteria.

## Assessing the Sustainability of Proposals

- 17.11. Tables 12 and 13 illustrate a draft of the SA matrix developed to comprehensively meet the requirements of the SA Guidance (including the requirements of the SEA Directive). The first assesses area wide policies and the second considers the site specific issues. It contains the SA objectives and appraisal questions presented in Section 4. The matrix also includes the timescale of the effect and a commentary. These are briefly explained below:
- Timing of Effect – Will the effect manifest itself in the short, medium or the long term? In the context of the Eden Employment Land Allocations Document, the short term can be interpreted as being within the first five years of the Plan, the medium term within the lifetime of the Plan, and the longer term beyond this;
  - Commentary – The commentary text within the matrix and summary text within the report will identify possible mitigation measures, in the form of amendments to policy or inclusion/removal of policy to increase the opportunity for sustainable development. Where a score is indicated as ‘uncertain’ the commentary should identify ways in which this uncertainty could be reduced, for example, through additional data collection or further consultation with experts;
  - Secondary, cumulative and synergistic effects, as well as the temporary/permanence and likelihood of the effects are identified within the commentary;

- Secondary or indirect effects are effects that are not a direct result of the DPD, but occur away from the original effect or as a result of a complex pathway. Examples of secondary effects are a development that changes a water table and thus affects the ecology of a nearby wetland; and construction of one project that facilitates or attracts other development;
1. Cumulative effects arise, for instance, where several developments each have insignificant effects but together have a significant effect; or where several individual effects of the DPD (e.g. noise dust and visual) have a combined effect;
  2. Synergistic effects interact to produce a total effect greater than the sum of individual effects. Significant synergistic effects often occur as habitats, resources or human communities get close to capacity. For example, a wildlife habitat can become progressively fragmented with limited effects on a particular species until the last fragmentation makes the areas too small to support the species at all;
  3. Temporary effects can occur for example during construction of a development. Whilst these are generally short lived, they may occur over several years with larger development schemes;
- Geographical effects will be noted where the effect is felt differentially, for example within Penrith, within the smaller towns, or within the rural.

**Table 12: Example SA Site Appraisal**

Ref	Objective	Indicator	Score	Definition	Site Score
SP1	To increase the level of participation in democratic processes	Proximity to civic buildings/ Village Halls (Voting stations)	++	Voting station <400m to site	
			+	Voting station <800m to site	
			-	Voting station within 2km of site	
			--	Voting station within 2km of site	
SP2	To improve access to services, facilities, the countryside and open spaces	Access to shop which sells basic goods to meet day to day needs	++	Shop within 800m of site	
			+	Shop within 2km of site	
			-	Shop 2-5km of site	
			--	Shop 5km+ from site	
		Access to post office	++	PO within 800m of site	
			+	PO within 2km of site	
			-	PO 2-5km of site	
			--	PO 5km+ from site	

**Table 13: Example SA Policy Appraisal**

	Questions	Timescale		Impact	Scale				Commentary (including cumulative and synergistic impacts)
		Short term	Long term		Local	Trans-boundary	Rural	Urban	
Sustainable Development Objectives									
1. To increase the level of participation in democratic processes	Will it encourage participation in democratic processes?								
	Will it increase the ability of people to influence decisions?								

17.12. Each option or policy that is presented in the Local Plan will be considered against each of the SA objectives. This will be undertaken by the appraisal team and will be informed by the baseline data and evidence gathered as part of the Scoping Report. It will also be informed by expert judgement from various technical specialists including key stakeholders and consultees.

17.13. There will be a number of scores awarded to each policy/option that is assessed. The scores will be chosen from the following.

**Table 14: Assessment Scores**

Score	Description	Symbol
Major Positive Impact	The proposed policy contributes significantly to the achievement of the objective.	++
Minor Positive Impact	The proposed policy contributes to the achievements of the objective but not significantly.	+
Neutral	The proposed policy does not have any effect on the achievements of the objective.	0
Minor Negative Impact	The proposed policy detracts from the achievement of the objective but not significantly.	-
Major Negative Impact	The proposed policy detracts significantly from the achievement of the objective.	--

Score	Description	Symbol
No Relationship	There is no clear relationship between the proposed policy and the achievement of the objective or the relationship is negligible.	X
Uncertain	The proposed policy has an uncertain relationship to the objective or the relationship is dependent on the way in which the aspect is managed. In addition, insufficient information may be available to enable an assessment to be made.	?

### Next Steps

17.14. The SA will be taken through consultation, guided by questions in section 18. The findings will be published in the SA of the preferred options Local Plan, along with a full sustainability appraisal. It will be noted how comments from consultees have influenced the evidence and objectives within the sustainability report.

## 18. Consulting on the Scope of the SA

18.1. In accordance with the regulations<sup>42</sup>, environmental reports produced by the local planning authority should be subject to a 5 week consultation with the relevant environmental bodies. These consultation bodies are defined in article 4 of the regulations included below and adjusted to reflect organisational change.

- The Countryside Agency (now part of Natural England)
- The Historic Buildings and Monuments Commission for England (English Heritage)
- English Nature (now part of Natural England)

18.2. There is no requirement to formally consult on the scope of SA scoping reports, however the public will also be consulted on the scope of the SA along with the following organisations, who hold national or local responsibility for environmental issues:

- Cumbria County Council
- Cumbria Wildlife Trust
- Eden Rivers Trust
- Friends of the Lake District
- North Pennines AONB Partnership
- Cumbria Local Economic Partnership
- Cumbria Local Nature Partnership
- Northern Upland Chain Local Nature Partnership
- Neighbouring Local Planning Authorities

18.3. Each of these organisations will be formally written to for their comments. The SA report and the consultation form will be publically available online, in Eden offices and each of the libraries in the district.

18.4. A number of questions concerning the content of the document have been posed, along with a submission form to assist consultees in responding to the consultation.

18.5. The consultation questions that the Council seeks clarification on are the following:

- 1. Are the list of plans, programmes and strategies identified under each topic heading accurate or are there other plans which need to be added to the report?**
- 2. Does the local context data for each section create an appropriate baseline of information for Eden?**

<sup>42</sup> British Government (2004). The Environmental Assessment of Plans and Programmes Regulations. 12 (5& 6)  
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- 3. Are all of the significant issues addressed through the scoping report?**
- 4. Are the objectives and indicators appropriate and effective to evaluate the sustainability of policies and sites in the Local Plan?**
- 5. Are you aware of any other information that would be beneficial for the report to include?**
- 6. Do you consider that the scoping report meets the objectives set in the SEA Directive?**
- 7. Do you have any additional comments?**